

CHANGE

AC NO: 00-7 CHG 3

DATE: 22 DEC 71



ADVISORY CIRCULAR

DEPARTMENT OF TRANSPORTATION FEDERAL AVIATION ADMINISTRATION

SUBJECT: STATE AND REGIONAL DEFENSE AIRLIFT PLANNING

1. **PURPOSE:** This change transmits a revised Appendix 6, "Security Control of Air Traffic and Air Navigation Aids (SCATANA)."
2. **EFFECTIVE DATE:** This edition of the SCATANA plan is effective 1 January 1972.
3. **CHANGE:** Although changes to the new edition of the plan are basically editorial, some significant procedural changes have been made; these are: (1) The Wartime Air Traffic Priority List for Movement of Aircraft has been realigned to achieve improved grouping of similar civil and military activities into separate priorities, and (2) the former classified annexes which formed separate parts of the earlier plan have been eliminated.

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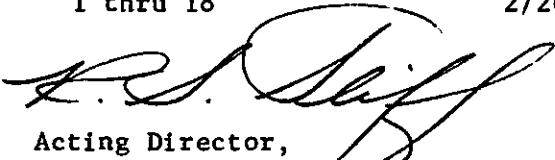
Dated

Appendix 6
1 thru 18

2/20/67

Appendix 6
1 thru 16

11/22/71


Acting Director,
Flight Standards Service

Initiated by: FS-14

Federal Aviation Agency



AC NO: 00-7 CHG 2

DEFENSE READINESS
PREPARATIONS FOR NON-
AIR CARRIER AIRCRAFT
UTILIZATION

EFFECTIVE :

2/20/67

CHANGE

SUBJECT : STATE AND REGIONAL DEFENSE AIRLIFT PLANNING

1. PURPOSE

This change provides Appendix 6 "Security Control of Air Traffic and Air Navigation Aids" (SCATANA) unclassified positions.

2. CHANGE

Since the SCATANA plan supersedes the "Plans for the Security Control of Air Traffic and Electromagnetic Radiations during an Air Defense Emergency" (SCATER), reference to SCATER in the advisory circular shall be interpreted to mean the SCATANA plan.

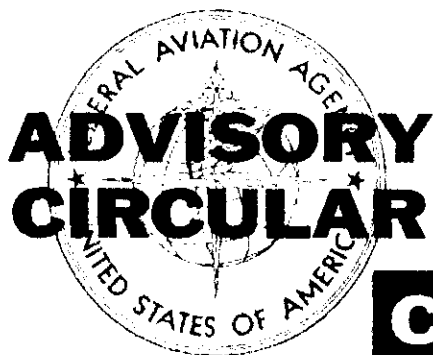
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Appendix 6 1	4/30/64	Appendix 6 1 thru 18	2/20/67

Acting

Director
Flight Standards Service

Federal Aviation Agency



AC NO: 00-7 CH 1

DEFENSE READINESS
PREPARATIONS FOR NON-
AIR-CARRIER AIRCRAFT
UTILIZATION

EFFECTIVE: 1/5/65

CHANGE

SUBJECT: STATE AND REGIONAL DEFENSE AIRLIFT PLANNING

1. PURPOSE.

This change is to provide the "Example of a State Plan for the Emergency Management of Resources," Appendix 4, which was not available at the time of printing, and to add a new Appendix 9 entitled, "Emergency Planning for the Use of Air Carrier Aircraft."

2. CHANGE.

a. Appendix 4, the "Example of a State Plan for the Emergency Management of Resources," is an extract of the aviation plans and general information concerning these from Part B—Resource Sections, Chapter XI, Transportation

Services of the Office of Emergency Planning issuance dated May 1964, entitled "Example of a State Plan for the Emergency Management of Resources."

b. Appendix 9, "Emergency Planning for the Use of Air Carrier Aircraft," redefines responsibility for the "air-carrier-type aircraft" used by general aviation activities. The majority of these aircraft are in business and corporate use. In brief, the policy is to continue the use of general aviation air-carrier-type aircraft under the SARDA program unless a greater national need exists to place them in public or military air carrier service.

PAGE CONTROL CHART

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		APPENDIX 9 1 through 4.....	1/ 5/65


N. E. HALABY
Administrator

Federal Aviation Agency



AC NO: 00-7

DEFENSE READINESS
PREPARATIONS FOR NON-
AIR-CARRIER AIRCRAFT
UTILIZATION

EFFECTIVE : 4/30/64

SUBJECT : STATE AND REGIONAL DEFENSE AIRLIFT PLANNING

1. PURPOSE.

This advisory circular provides guidance for the development of plans by the Federal Aviation Agency and other Federal and State agencies for the use of non-air-carrier aircraft during an emergency.

2. OBJECTIVE.

To assure that adequate organization and means are available in time of emergency to effectively utilize non-air-carrier aircraft in support of survival operations and in the national economy.

3. SCOPE.

The contents of this advisory circular cover a broad spectrum of material necessary for development of plans for emergency airlift and continued use of non-air-carrier aircraft during a national

emergency. The advisory circular provides planning guidance for the development of specific operational plans to achieve the objective.

4. RECOMMENDED ACTION.

Upon receipt, responsible Federal, State, and Agency personnel, as indicated in the advisory circular, should initiate action for the development of operational plans. The cooperation of Federal and State agency representatives and the affected aviation industry personnel is earnestly solicited in this effort.


N. E. HALABY
Administrator

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Appendix 1. THE COMPREHENSIVE PROGRAM FOR SURVIVAL OF GOVERNMENT AND MANAGEMENT OF RESOURCES (OEP)**Appendix 2. ORGANIZATION AND PLANNING GUIDE FOR STATE AND LOCAL EMERGENCY MANAGEMENT OF RESOURCES (OEP Cir. 8500.1)****Appendix 3. ORGANIZATION AND PLANNING GUIDE—TRANSPORTATION APPENDIX (OEP Cir. 8535.1)****Appendix 4. EXAMPLE OF A STATE PLAN FOR THE EMERGENCY MANAGEMENT OF RESOURCES**

(Extract from Part B—Resource Sections, XI. Transportation Services)

Appendix 5. EMERGENCY TRANSPORTATION PLANNING FOR STATE AND LOCAL LEVELS (OET) (Draft)**Appendix 6. SECURITY CONTROL OF AIR TRAFFIC AND AIR NAVIGATION AIDS (SCATANA)—(Unclassified Portions)****Appendix 7. CIVIL AVIATION DEFENSE PLAN FOR THE STATE OF NORTH DAKOTA AND THE STATE EMERGENCY DEFENSE AIRLIFT PLAN (SEDA)****Appendix 8. CIVIL AIR PATROL****Appendix 9. EMERGENCY PLANNING FOR THE USE OF AIR CARRIER AIRCRAFT**

Chapter 1. INTRODUCTION

1. PURPOSE

a. This advisory circular provides guidance for the development of plans by the Federal Aviation Agency and other Federal and State agencies for use of non-air-carrier aircraft during a national emergency.

2. OBJECTIVE

a. To assure that adequate organization and means are available in time of emergency (see definitions of civil and national emergencies) to effectively utilize non-air-carrier aircraft in support of military and civil defense, survival and recovery of the economy. (See paragraph 11b for use in natural disaster conditions.)

b. The dual aspects of this plan are to make adequate provisions with appropriate allocations and priorities as demanded by the existing situation **FOR THE CONTINUED USE OF THESE AIRCRAFT IN OUR NATIONAL ECONOMY DURING AN EMERGENCY SITUATION AND TO PROVIDE ADEQUATE SUPPORT FOR DIRECT SURVIVAL OPERATIONS.**

3. SCOPE

a. The contents of this advisory circular, including the appendices, cover a broad spectrum of material needed for development of emergency plans. It has been found desirable to include this because of the varying backgrounds of the individual planners who will participate in developing non-air-carrier airlift plans.

b. The extensive description of general aviation as a resource is intended primarily for those planners and resource managers not familiar with general aviation who must have knowledge of the scope of this activity and its requirements in order to properly assign missions, allocations and priorities. The discussion of the emergency transportation organization and planning for other resources, including the appendices on these subjects, is intended primarily for aviation personnel to provide a fundamental understanding of the

necessity for comprehensive integrated planning, since even transportation to and from the airport may be affected.

c. Planners who are already familiar with the basic organization principles of emergency planning may utilize only those portions of this handbook which are pertinent to the development of airlift.

4. REFERENCES

- Federal Aviation Act of 1958
- Federal Aviation Agency—Executive Order 11003
- Federal Civil Defense Act of 1950
- National Plan for Emergency Preparedness Related Executive Orders
 - Office of Emergency Planning—Executive Order 11051
 - Office of Civil Defense—Executive Order 10952
 - Department of Commerce (Office of Emergency Transportation)—Executive Order 10999
 - Civil Aeronautics Board—Executive Order 11090
- Office of Emergency Planning Circular 8500.4
- Organization and Planning Guide for State and Local Emergency Management of Resources (Office of Emergency Planning)
- The Federal Civil Defense Guide—and other appropriate Office of Civil Defense publications and orders
- Project Horizon (Report of the Task Force on National Aviation Goals)
- Emergency Employment of Army Resources (AR 500-70)
- Plan for Security Control of Air Traffic and Electromagnetic Radiation
- Memorandum of Understanding between Office of Emergency Planning and Office of Civil Defense, dated January 14, 1964

5. DEFINITIONS. As used here the term "definition" is intended to be an explanation of the mean-

ing of abbreviations, words, phrases, titles, and related information as required.

Air carrier aircraft—The Under Secretary of Commerce for Transportation and the Administrator of the Federal Aviation Agency have mutually agreed that the following definitions will apply:

(1) All aircraft, both fixed and rotary wing, under the operational control of international and domestic scheduled and supplemental air carriers operating under the economic authority of the Civil Aeronautics Board.

(2) Fixed-wing aircraft of 4-engine category not falling under item (1) above.

(3) Fixed-wing aircraft over 12,500 lbs. take-off weight, powered by turbojet or turboprop engines, not included under items (1) and (2) above.

The term "other than air carrier aircraft", as used in Executive Order 11003, shall be construed to include all civil aircraft other than those covered by items A (1), (2) and (3) above. (See definition for non-air-carrier aircraft.)

Air Defense Emergency—A condition declared by the Commander-in-Chief, North American Air Defense Command (CINCNORAD), or higher authority, when attack by hostile aircraft or missiles upon the continental United States, Alaska, Canada, or Greenland, is considered probable, is imminent, or is taking place.

Allocation—An apportionment of resources to specific users.

Air traffic priorities—As used in this document this term refers to air traffic clearance priorities associated with flight plans filed with the Federal Aviation Agency. These are based on the mission of the aircraft. These priorities are defined in detail in Appendix 6 entitled "Security Control of Air Traffic and Electromagnetic Radiations."

Aviation administration (State aviation administration)—Nomenclature varies between States and some States do not have formally organized aeronautical agencies. This term refers to the State's aeronautical organization and it is expected that terminology used in State plans will be in accordance with individual State terminology.

CAB—Civil Aeronautics Board—An independent agency under the direction of the President.

CAP—Civil Air Patrol—A Government-sponsored

civil corporation composed of volunteers under the direction of the United State Air Force.

Civil Defense Emergency—Civil defense is specifically defined by statute:

The term "civil defense" means all those activities and measures designed or undertaken (1) to minimize the effects upon the civilian population caused or which would be caused by an attack upon the United States, (2) to deal with the immediate emergency conditions which would be created by any such attack, and (3) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by any such attack. Such term shall include, but shall not be limited to, (A) measures to be taken in preparation for anticipated attack (including the establishment of appropriate organizations, operational plans, and supporting agreements; the recruitment and training of personnel; the conduct of research; the procurement and stockpiling of necessary materials and supplies; the provision of suitable warning systems; the construction or preparation of shelters, shelter areas, and control centers; and, when appropriate, the non-military evacuation of civil population); (B) measures to be taken during attack (including the enforcement of passive defense regulations prescribed by duly established military or civil authorities; the evacuation of personnel to shelter areas; the control of traffic and panic; and the control and use of lighting and civil communications); and (C) measures to be taken following attack (including activities for firefighting; rescue, emergency medical health and sanitation services, monitoring for specific hazards of special weapons; unexploded bomb reconnaissance; essential debris clearance; emergency welfare measures, and immediately essential emergency repair or restoration of damaged vital facilities).¹

Claimant—A Federal claimant agency means a Federal agency which, for emergency preparedness planning purposes is assigned herein responsibility for developing and/or assembling from associated claimant agencies data on the amounts of goods, services, and manpower that will be required during stated future time periods to

¹ Federal Civil Defense Act of 1950, as amended, Sec. 3(b) (50 USC App. 2252(b)).

carry its own program responsibilities, or the programs of the government, industry or economic activity it represents, and for presenting and justifying such program requirements to the appropriate Federal resource agencies and/or OEP.

Each Federal resource agency, as the claimant agency acting on behalf of the industry or economic activity assigned to its emergency regulation, control or direction, is responsible for developing and submitting to other Federal resource agencies the requirements of that industry or activity for manpower, goods, and services. Therefore, each Federal resource agency is also a Federal claimant agency.

Communications—The State networks developed to provide functional support for emergency airlift. This system is expected to provide the same type of support as an airline communications network to the extent this is possible. The FAA communications network will provide those communications necessary for air traffic control services.

CRAF—Civil Reserve Air Fleet—Preselected air carrier aircraft for assignment to the military.

Designee—A person appointed by the Governor and/or the FAA to act as a representative in the management of resources and the conduct of civil aviation operations at State or local level during an emergency situation.

DOD—Department of Defense.

ERPC—Emergency Resources Planning Committee—This committee is composed of representatives of all industrial and agricultural resources at State and/or local level. These are categories of resources such as power, water, heat, light, fuel, transportation, medicine, materials, and communications. A more complete explanation of the planning work of this committee is given in Appendix 1, "The Comprehensive Program for Survival of Government and Management of Resources," developed by Office of Emergency Planning, and in the OEP film "No Man Is An Island."

FAA—Federal Aviation Agency—An independent agency under the direction of the President. Certain wartime relationships with Department of Defense have been established.

General aviation—"General aviation flying is all civil flying except that performed by the public carriers— . . ."

National Emergency—This description is an extract from the National Plan for Emergency Preparedness, Chapter 1, Part 1, paragraph 1c(2):

The actual occurrence or imminence of nuclear attack would require the immediate implementation of comprehensive emergency measures to mobilize the Nation's resources for the defense, survival, and eventual recovery of the United States. Action would be necessary in connection with military operations, wartime functions of the Government, protection and care of the population, stabilization and management of the economy, maintenance of law and order, protection of essential facilities, control and allocation of all essential resources, and implementation of other programs necessary to national survival and recovery.

NEDA—National Emergency Defense Airlift—This plan is superseded by the State and Regional Defense Airlift plan.

Non-air-carrier aircraft (other than air carrier aircraft as used in E.O. 11003)—These include the following civil aircraft:

a. All twin-engine aircraft not owned by air carriers operating under the economic authority of the Civil Aeronautics Board and not turbine-powered.

b. All turbine-powered fixed-wing aircraft under 12,500 lbs.

c. All single-engine fixed-wing aircraft not owned by air carriers operating under the economic authority of the Civil Aeronautics Board.

d. All rotorcraft not owned by air carriers operating under the economic authority of the Civil Aeronautics Board.

NORAD—North American Air Defense Command—An organization under the Joint Chiefs of Staff, Department of Defense. In the event of a defense emergency or air defense emergency, ultimate control of U.S. airspace for flight operations is vested in this command.

OCD—Office of Civil Defense—An agency of the Department of Defense.

OEP—Office of Emergency Planning—An agency of the Executive Office of the President.

OET—Office of Emergency Transportation—An agency of the Department of Commerce.

Priority—A preferential rating assigned according to the relative need to satisfy the requirements of the emergency situation. Priorities are as-

signed when an insufficient quantity of the resources exist to satisfy all demands simultaneously.

Regional Civil Defense Coordinating Boards—

A. General

(1) The DOD Office of Civil Defense, in exercising its responsibilities for coordination and direction of the Nation's civil defense program has established interdepartmental Civil Defense Coordinating Boards at the Regional levels.

(2) The Board at the Regional level is advisory to the Office of Civil Defense Regional Director in civil defense matters. The following Federal departments and agencies have been invited to be represented on the Board:

Office of Emergency Planning

Department of the Army (Principal Military Service Representative)

Department of the Navy

Department of the Air Force

Department of Agriculture

Department of Commerce

Department of Labor

Department of Health, Education, and Welfare

Department of the Interior

Post Office Department

Atomic Energy Commission

Federal Aviation Agency

Housing and Home Finance Agency

Interstate Commerce Commission

Regional Preparedness Board (RPB)—

(1) The OEP has provided at each of the regional offices a Regional Preparedness Board, with representation furnished by other Federal departments and agencies. Each military department is represented on each RPB, with the Department of the Army providing the principal military representative. The principal functions of these Boards are related to coordinating and implementing the plans and programs relating to resource management, continuity of Federal Governmental operations, helping and encouraging the States to negotiate and enter into interstate civil defense compacts and enact reciprocal civil defense legislation in accordance with Section 201(g) of the Federal Civil Defense Act.

(2) Under emergency conditions, the functions performed by the Regional Preparedness Boards include those pertaining to the overall coordina-

tion and direction of the surviving resources of the Nation. These functions do not include use of those resources under military control or in the military supply system or the control of active duty military personnel, reservists, and civilian direct-hire employees of the Military Establishment. With respect to this function, each of the military services may have claims for resources, including civilian manpower within the OEP region under the management and control of OEP. Immediately following an attack on the United States, these resources may be required by the military services to replace critical military stocks destroyed during the attack and to furnish services and utilities required to support military operations.

Resource—Resources mean all manpower, goods and services comprising the civilian economy, including all personnel, materials, equipment, facilities and processes involved in the production, processing and commercial distribution of goods and services.

Resources Board (State)—Members of the Board are representatives of various types of resources appointed by the Governor. Organization and terminology may vary in different States depending on State usage. These boards will be established when the Emergency Resources Planning Committee has completed its work.

SARDA—State and Regional Defense Airlift—The subject of this advisory circular.

SEDA—State Emergency Defense Airlift—This is superseded by the State and Regional Defense Airlift Plan.

Task Group—The Transportation Task Group consists of members recruited from the following elements of government and the transportation industry:

State transportation agencies or regulatory commissions (commerce or utilities commissions, highway departments, aviation directors, etc.).

Federal transportation agencies or regulatory commissions.

Representatives of government and industrial traffic offices and firms.

Air, bus, trucking and water craft firms and associations.

Local port authorities, if appropriate.

Municipal transportation companies.

Labor representation.

Military representation or liaison.

The Task Group should keep in mind at all times the three prime objectives of the program :

- a. Organizational readiness
- b. Emergency action plans
- c. Procedures for resource management

USAF—United States Air Force

WASP—War Air Service Program—The plan for assignment of air carrier routes, service points, and aircraft controlled by the Civil Aeronautics Board.

6. USE OF EXISTING STATE EMERGENCY DEFENSE

AIRLIFT PLANS. The North Dakota State Plan is an example of the detail and type of coverage advisable to provide State and local designees and other participants with adequate information for use at the State, area and local levels. This type of State plan developed under the SEDA concept may readily be adapted to the State and Regional Defense Airlift concepts by revision to include the principles which are now contained in Chapter 4 of this advisory circular. (NOTE: The inclusion of the North Dakota State Emergency Defense Airlift Plan as guidance should not be construed directly or by implication as derogating from FAA plenary authority for the regulation of air traffic.)

7. DISASTER CONTROL PLANNING. The plans for which this advisory circular provides are of an operational nature in the area of resources management and are not intended to cover disaster control planning. Disaster control planning by individual segments of the aviation community is essential as the effective implementation of operational plans in a disaster area will be considerably hampered if local aviation resources do not survive. Recommendations regarding airport emergency organization and operations are contained in AC 150/5240-1, "Airport Disaster Control Guide." Field personnel of the Flight Standards Service in cooperation with Airports Service personnel should encourage airport managers, airport tenants and other segments of the aviation community to develop suitable disaster control and/or emergency operations plans.

8. DESCRIPTION OF THE RESOURCE

a. General aviation has become an integral part of industry and agriculture to such an extent that

without the use of general aviation aircraft many of these activities would be seriously hampered. In terms of volume, general aviation activity is much greater than that of the air carriers. The following quotation is from the FAA Statistical Handbook :

Public air carriers have achieved an important position in the transportation industry, but general aviation ranks higher in many significant measures or activity . . . Annual flying time of the general aviation fleet is almost four times the flying time of the carriers in their domestic flights. General aviation flights account for over half of the landings and departures at the larger airports with FAA control towers, and for virtually all of the activity at many smaller airports.

Approximately 67 percent of the mileage flown by general aviation is in business and commercial operations.

b. Business flying consists of using aircraft to transport executives, service personnel and technicians from plant to plant and to customers' locations, personnel and equipment to construction sites, and many other similar activities. The net result of use of company-owned aircraft is a measurable improvement in business efficiency. Business flying includes individual proprietors such as professional people and farmers as well as company-owned aircraft. The business fleet consists principally of multiengine aircraft and 4-place single-engine airplanes which are well equipped for navigation and communications. These aircraft are operated by well-qualified pilots and flight crews, although in some cases these personnel also perform other functions in their companies.

c. Commercial operations (excluding air carriers operating under economic authority of the CAB) consist largely of passenger and cargo transportation for hire, aerial application of pesticides, patrol and survey flying. Most of this flying is performed by fixed-base operators and firms specializing in one or more of these activities. This group includes the air taxi operators who usually operate large single-engine planes and light twin-engine aircraft and in many cases helicopters. Patrol and survey flying, which is part of the commercial operations, consists of using the aircraft as an elevated observation platform for the human eye, cameras, or electronic devices. It is used for

such purposes as inspection of power and telephone lines, pipelines, detection of forest fires, to facilitate law enforcement, and other activities such as mapping, mineral prospecting, aerial photography, aerial advertising, and hunting of predatory animals.

d. Other broad categories of general aviation flying are instructional and personal. Much of the flight training which falls in the category of instructional flying is important because it bears directly on the necessary periodic training of qualified pilots, the development of special skills and techniques which may be required for direct defense purposes, and the resupply of pilot personnel to the military services and industry. Personal flying represents the use of aircraft for a variety of purposes much as the private automobile is used. Curtailment of personal flying, as necessary, should be based on the existing situation and the specific purpose of the flights.

e. In summary, the general aviation resources provide such a significant capability in national emergency that every effort must be made to provide for its continued use in civil and military defense, survival, and industrial and agricultural recovery efforts. Loss of the use of these resources even for a short period would result in a serious impairment to the efficiency of industrial and agricultural operations. From the viewpoint of moving passengers and/or cargo, the capability of the general aviation fleet to perform airlift approximates that of the air carriers, although the general aviation fleet is approximately 42 times as large as that of the air carriers. This too may result in an advantage because it provides for a greater flexibility and wider dispersal, thus making this type of air transportation more available at all levels.

9. MANPOWER

a. Civil airmen are certificated by the Federal Aviation Agency in various categories. The certificates and ratings which these airmen have been issued reflect in general the level of skill which they have achieved. However, certain allowances must be made on the basis of actual experience. In the pilot category, "Airline Transport Pilots" and "Commercial Pilots" are considered professionally qualified. Nonetheless, many Private Pilots with equivalent flight experience may well be able to perform in the same manner as the Com-

mercial Pilots. Mechanics are basically certificated as Airframe and/or Powerplant Mechanics. In addition to these there are many ratings and other certificated airmen categories.

b. The training required by all airmen to pass certification tests is usually extensive and time-consuming. Therefore, in the event of an actual emergency plans must be made to assure that qualified airmen are not diverted to satisfy other manpower requirements until the requirements of the aviation industry are satisfied. In the development of the State and local plans precautions should also be taken to assure that aviation personnel who are expected to perform in survival functions are not committed elsewhere. Many civil aviation personnel are in various reserve categories of the military services. No assignments to specific civil emergency duties should be made without assurance that the concerned individual will be available to perform these duties in an emergency. Precautions should also be taken in the assignment of special-skill personnel who may also be pilots.

10. AIRCRAFT. The active non-air-carrier aircraft fleet consists of approximately 9,000 multi-engine airplanes, 41,000 single-engine 4-place and over airplanes, 32,000 single-engine under 3-place airplanes, and approximately 1,000 rotorcraft. These aircraft are widely distributed over the entire United States and in the event of an attack upon this country the great majority of these aircraft should survive because of being widely dispersed. In most cases these aircraft are capable of operating out of airfields which would take a minimum of preparation or restoration. They are also capable of landing on unprepared strips and using segments of roadways and operating into and adjacent to disaster areas if radiation hazards permit. The rotorcraft capability is even greater with respect to operation in disaster areas, since for the most part these aircraft require only a few feet of clear area for landing or takeoff.

11. SITUATION. In the event of nuclear war it is possible that some areas will be isolated and that the national governmental, industrial and economic activities will be disrupted. Communications may be extremely difficult. Consequently, all Federal planning for defense readiness recognizes that in the early phases of the postattack period, survival and defense support efforts may

be the sole responsibility of each State and/or local community. However, survival, military and civil defense, and recovery plans and efforts at State and local levels must generally be consistent with Federal actions.

12. SUPPORT OF SURVIVAL ACTIVITIES. Planning for utilization of non-air-carrier aircraft for survival purposes during civil defense emergencies will be in consonance with the organizational plans and procedures established by State and local civil defense officials who are responsible for survival actions. It is of utmost importance that the plans developed at State and local levels include the specific and detailed arrangements necessary to satisfy civil defense requirements and demands. Requests for survival missions will be directed to the transportation agency at State and community levels for execution. The General Aviation District Office, State, area or local aviation administrator, as applicable, will be responsible for assuring that these missions are properly executed in full compliance with the rules for security control of air traffic when these rules are activated. Certain types of activities for civil defense missions such as radiological monitoring may require special training, briefing and/or post-flight debriefing. The flight personnel assigned such missions will be expected to work directly with the civil defense director or his staff. Adequate provisions for this direct relationship should

be included in State and local plans under the cognizance of the State or community transportation agency. This is in consonance with the general concepts of the Memorandum of Understanding between the Office of Civil Defense and Office of Emergency Planning.

13. ACTIVATION OF PLANS

a. The State and Regional Defense Airlift Plan will be activated by the joint or singular action of the FAA and State Governors (or their designees) in accord with existing arrangements in individual States. This plan may be implemented in whole or in part to fulfill national and State emergency requirements. Activation of the entire State and Regional Defense Airlift Plan would be undertaken by direction of Federal authority or the State Governor on the basis of a national emergency or in preparation for a national emergency. It is expected that such action would be concurrent with the activation of other defense readiness plans.

b. To achieve maximum utilization from this planning effort, operational portions of the detailed plans developed by the States which would be useful for natural disaster relief, search and rescue operations or other types of emergency activities within the State may be activated by the direction of the Governor or his designated representative. Provisions for such activation should be made in State legislation.

Chapter 2. GENERAL INFORMATION

14. FEDERAL GOVERNMENT AGENCY RELATIONS.

a. The Federal Aviation Agency is primarily responsible for the planning for the use of non-air-carrier aircraft during a national emergency and must ensure that such plans are in consonance with and responsive to the needs of the other Federal agency plans in order to properly satisfy the national, State and local requirements and to obtain for civil aviation the necessary logistic support such as air traffic priorities, manpower, fuels, and maintenance.

b. The Office of Emergency Planning, the Office of Emergency Transportation, and the Office of Civil Defense have provided material and advice relative to their requirements and general organization for defense readiness. This document has been fully coordinated with these offices, the concerned military services, and the civil aviation and civil defense organizations. Many good suggestions were received and these have been incorporated throughout the document where applicable. In those cases where the suggestions were beyond the intended purpose or scope of the document they are not included. The responsibilities of the Federal agencies directly affecting this resource are outlined in brief in the succeeding paragraphs of this section and subsequent excerpts from the executive orders.

c. The Office of Civil Defense through its regional offices provides to the States and regional offices of other Federal agencies technical guidance for civil defense missions. When required, this office will also provide support to the States and interstate direction of civil defense activities. In planning and preparation OCD will provide appropriate materiel support to designees and volunteer civil airmen and civil aviation organizations. This will include training in aerial and ground radiological monitoring, radiological instrumentation, approval of purchases by State of equipment under the provisions of the contributions program for use in aerial support missions, assistance in the maintenance and support of mon-

itoring equipment, and support for air missions in claimancy actions.

d. The Office of Civil Defense is primarily responsible for directing operations of a survival nature such as radiological monitoring, rescue, and other related functions (see paragraph 15). Under the emergency preparedness planning responsibilities of the Federal Government the responsibility for the resources of the Nation has been delegated to the Director of the Office of Emergency Planning (see paragraph 14). Similarly, civil transportation, a segment of these resources, is the responsibility of the Office of Emergency Transportation (see paragraph 16).

e. The general relationships of the OEP and OCD and other Federal and State agencies is expressed in the Memorandum of Understanding between the Office of Emergency Planning and the Office of Civil Defense dated January 14, 1964. This describes the general relationships but cannot be applied directly to transportation resources, since it is difficult to classify these under the terms primary or secondary. The Transportation chapter of the National Plan for Emergency Preparedness will resolve the transportation resources relationships. At the time of this writing coordination of the Transportation chapter mentioned above, with all interested agencies, including OCD, has not been completed. Meanwhile, the principle of relations between the Federal agencies in the Memorandum of Understanding is adequate for the initial development of operational plans for non-air-carrier airlift, although refinements may be necessary when the National Plan for Emergency Preparedness is completed.

MEMORANDUM OF UNDERSTANDING

As agreed by the undersigned, there follows a general description of those *materials and services* which are planned for management, where possible, by the Federal Government and those which

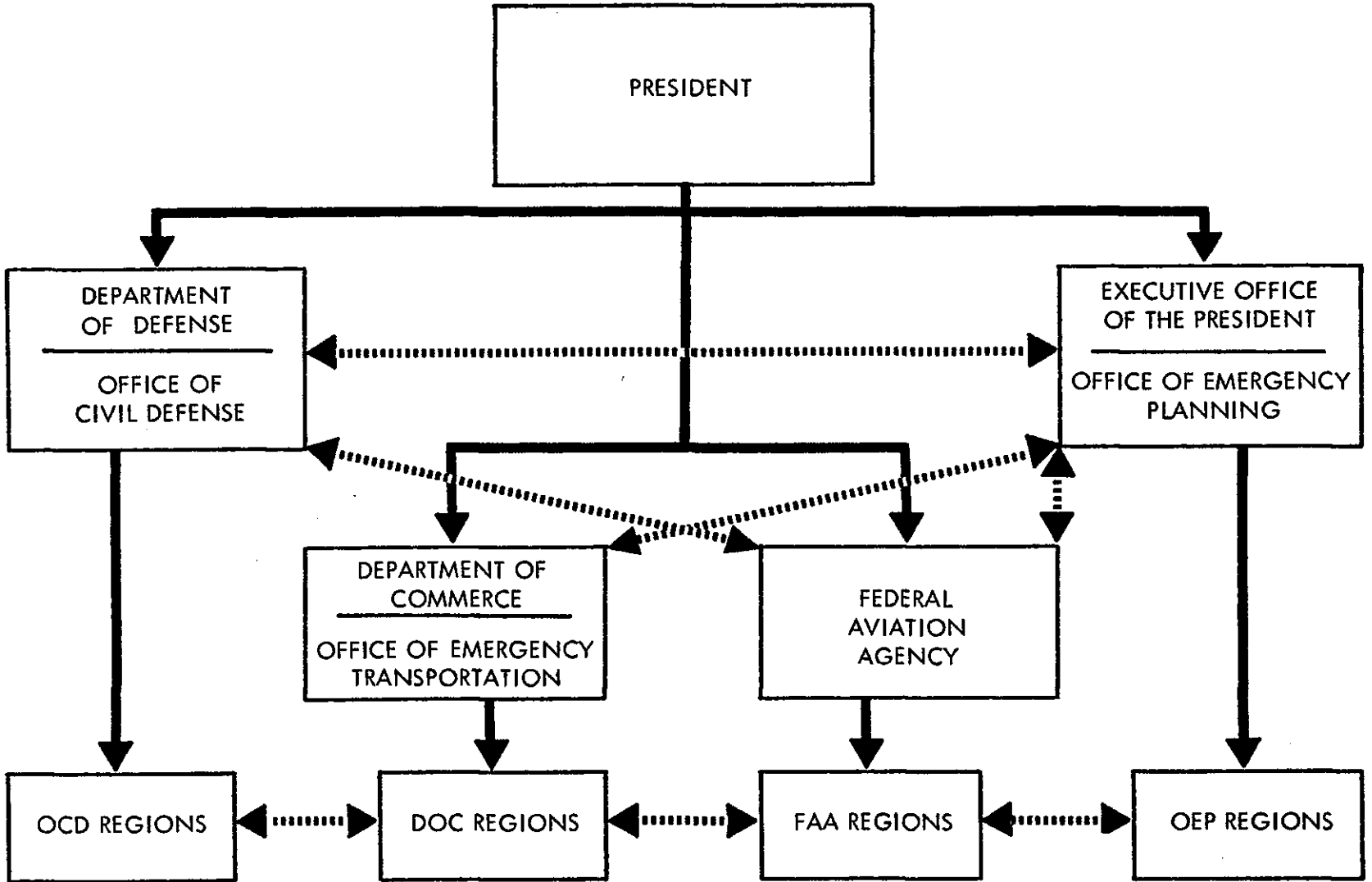


FIG. 1—Organization Chart No. 1—Federal Government Relations.

are planned for management by State and local governments in an immediate nuclear attack emergency situation. The former are those resources, generally interstate wholesale stocks and manufacturers' inventories, which by their nature have a national or major interstate use and are referred to as *primary* resources. The latter are the *secondary* resources which generally include retail stocks and intrastate wholesale stocks to meet essential needs within a single State.

It is intended that States work out the specific application of these general terms in each resource section of State Emergency Resource Management Plans, with the assistance of the various Federal agencies. In the same way, refinements in procedures, including claimancy, would be developed consistent with Federal policy.

To define further the Federal-State relationship in the development of overall State Emergency Resource Management Plans:

(a) The Office of Emergency Planning and the Federal resource agencies will work with State governments to assist in the development of State emergency resource management capabilities, including aspects of economic stabilization, and specifically to develop State capabilities to manage *primary* resources, including the resupply of *secondary* resources, where a Federal capability might be temporarily unavailable in the event of an attack.

(b) The Office of Civil Defense and the Federal agencies will work with State and local governments in the revision and updating of Operational Survival Plans as a part of overall State emergency planning consistent with Federal policies. The Office of Civil Defense and the Federal agencies will guide and assist State and local governments in preparation of plans for the conservation, distribution and use of *secondary* resources to meet essential needs in the event of attack, including the development of procedures to claim for the resupply of *secondary* resources from *primary* sources under either Federal or State jurisdiction. The Office of Civil Defense and the Federal agencies will also provide for inclusion in State and local plans procedures for the redistribution of *secondary* resources from one locality to meet urgent needs in other localities in that State or other nearby States.

The Congress has appropriated funds which will enable the Office of Emergency Planning to assist the States in developing State Emergency Resource Management Plans as a part of overall State emergency plans and preparations. In addition, the Office of Emergency Planning and the States will be responsible for financing the development of State capabilities to manage *primary* resources. Those resource plans developed under Office of Emergency Planning guidance must be identifiable and subject to separate evaluation for consistency with Federal policies and standards for the emergency management of resources.

The Office of Civil Defense will assist State and local governments through the Personnel and Administrative Expenses Program, under Section 205 of the Federal Civil Defense Act of 1950, as amended, to accomplish preparations at the State and local level for the use of *secondary* resources.

This understanding will also be reflected in the *National Plan For Emergency Preparedness*, the *Federal Civil Defense Guide* and in other guidance issued by the Federal Government.

[s] Edward A. McDermott,

EDWARD A. McDERMOTT,

Director, Office of Emergency Planning.

[s] Steuart L. Pittman,

STEUART L. PITTMAN,

Assistant Secretary of Defense (Civil Defense).

Effective Date: January 14, 1964.

f. The FAA Regional Offices will cooperate and coordinate with the regional offices of other interested agencies. Regional representatives will be assigned to the OEP Regional Preparedness Boards and OCD Regional Civil Defense Coordinating Boards as appropriate. Federal guidance concerning non-air-carrier aircraft will be provided to the States via the FAA Regional and General Aviation District Offices.

15. OFFICE OF EMERGENCY PLANNING (EXECUTIVE OFFICE OF THE PRESIDENT). The broad responsibilities of this office of direct interest in the development of the SARDA plans are quoted from Part II, section 201 of Executive Order 11051:

(a) The Director shall advise and assist the President in (1) the development of planning assumptions and broad emergency preparedness objectives with respect to various conditions of national emergency, (2) the development of

policies and procedures to determine the relationship between available supplies of the nation's resources and the requirements of military, foreign and essential civilian programs, including those of civil defense, (3) the development of policies, programs, and control systems designed to deal with supply deficiencies and to meet effectively the most urgent requirements for those resources in the interests of national defense, and (4) coordinating the governmental programs designed to achieve these ends.

(b) The Director shall advise and assist the President with respect to resolving any issues, related to emergency preparedness responsibilities of Federal agencies, which arise between two or more such agencies.

16. OFFICE OF CIVIL DEFENSE (DEPARTMENT OF DEFENSE). The broad responsibilities of this office of interest in the development of the SARDA plan are contained in Executive Order 10952 and are quoted as follows:

Section 1(a) . . . Such functions to be performed by the Secretary of Defense, working as necessary or appropriate through other agencies by contractual or other agreements, as well as with State and local leaders, shall include but not be limited to the development and execution of:

- (i) a fallout shelter program;
- (ii) a chemical, biological and radiological warfare defense program;
- (iii) all steps necessary to warn or alert Federal military and civilian authorities, State officials and the civilian population;
- (iv) all functions pertaining to communications, including a warning network, reporting on monitoring, instructions to shelters and communications between authorities;
- (v) emergency assistance to State and local governments in a postattack period, including water, debris, fire, health, traffic police and evacuation capabilities;
- (vi) protection and emergency operational capability of State and local government agencies in keeping with plans for the continuity of government; and
- (vii) programs for making financial contributions to the States (including personnel and administrative expenses) for civil defense purposes.

(b) In addition to the foregoing, the Secretary shall:

(i) develop plans and operate systems to undertake a nation-wide 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; and

(ii) make necessary arrangements for the donation of Federal surplus property in accordance with section 203(j) (4) of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 484(j) (4)), subject to applicable limitations.

17. OFFICE OF EMERGENCY TRANSPORTATION (DEPARTMENT OF COMMERCE). The broad responsibilities of this office of interest in the development of the SARDA plan are contained in Executive Order 10999, section 1, paragraph (a) and section 3, paragraph (7) (c):

Development and coordination of overall policies, plans, and procedures for the provision of a centralized control of all modes of transportation in an emergency for the movement of passenger and freight traffic of all types, and the determination of the proper apportionment and allocation of the total civil transportation capacity, or any portion thereof, to meet overall essential civil and military needs.

Air carrier civil air transportation. Develop plans for a national program to utilize the air carrier civil air transportation capacity and equipment, both domestically and internationally, in a national emergency, particularly in the following areas concerned with:

(1) Requirements. Obtaining from the Department of Defense, Civil Aeronautics Board, or other agencies, and analyzing requirements for the services of air carrier aircraft for essential military and civilian use.

(2) Allocation. Allocation of air carrier aircraft to meet the needs of the Department of Defense for military operations and the Civil Aeronautics Board for essential civilian needs.

18. FEDERAL AVIATION AGENCY. The broad responsibilities of the Federal Aviation Agency are contained in Executive Order 11003 and are quoted as follows from section 1:

Scope. The Administrator of the Federal Aviation Agency (hereinafter referred to as the Administrator) shall prepare national emergency plans and develop preparedness programs covering the emergency management of the Nation's civil airports, civil aviation operating facilities, civil aviation services, and civil aircraft other than air carrier aircraft. These plans and programs shall be designed to develop a state of readiness in these areas with respect to all conditions of national emergency, including attack upon the United States.

19. FEDERAL-STATE RELATIONS

a. The Office of Emergency Planning in coordination with all Federal agencies having defense readiness responsibilities, has issued planning guidelines for State and local governments. The fundamental concept for the development of plans for the emergency management of all resources at State and local levels is an Emergency Resources Planning Committee. This committee is composed of representatives of the various resources such as manpower, food, transportation, telecommunication and others. The Emergency Resources Planning Committee is, in turn, supported by task groups headed by the respective committee members.

b. It is expected that when the planning work of this committee is completed a permanent organization will be established as a Resources Board. (In the event that a national emergency should occur prior to the full development of these plans it is expected that the ERPC would become the functional organization.)

c. Within the framework of the ERPC a task group for management of transportation resources is established. The personnel on the transportation task group are drawn from State and local governments, industry, and such Federal agencies as have local representatives. These groups are responsible for planning, and in the event of an actual emergency prior to establishment of a permanent board, acting as managers of these resources.

d. The direct link between the FAA and the States developing airlift plans is the General Aviation District Office. Via these offices the FAA will furnish the general direction and broad guidance for this planning and the States are responsible for establishing operational plans to provide

for their specific requirements. It is planned that the States will continue to administer the air support organization within the State to provide for the States' survival, industrial and agricultural needs. If overriding Federal requirements should develop, the State aviation administration will be given specific instructions by the FAA on actions to be taken. During a national emergency the General Aviation District Offices will continue to provide guidance to the States to assure that State aviation activities are consonant with Federal actions and objectives. The States and local communities can thus be assured that non-air-carrier air support will be directly available for their survival, military and civil defense efforts, and to support recovery of the State and local economy.

e. The Office of Civil Defense through its regional offices will provide to the States and regional offices of other Federal agencies technical guidance for civil defense missions. When required, this office will also provide support to the States and interstate direction of civil defense activity. The Office of Emergency Planning and the Office of Emergency Transportation will also provide guidance to the States via the respective regions and regional representatives. The FAA Regional Offices will cooperate and coordinate with the regional offices of other agencies and provide guidance to the States on aviation matters via the GADO and Airports District Offices. Regional representatives will be assigned to the OEP Regional Preparedness Boards and OCD Regional Civil Defense Coordinating Boards as appropriate.

20. PLANNING RESPONSIBILITY

a. Under the State and Regional Defense Airlift planning concept the States are expected to develop detailed operational plans for non-air-carrier airlift support. A major objective is to assure that States have available the necessary airlift support to satisfy requirements for civil and military defense survival and recovery of the industrial and agricultural activities within the States. It is expected that these plans will be developed by the existing State aviation administration or by a State aviation administration designated to act during an emergency in the event that the State does not normally have an established State aviation administration. These plans should be in consonance with other State and

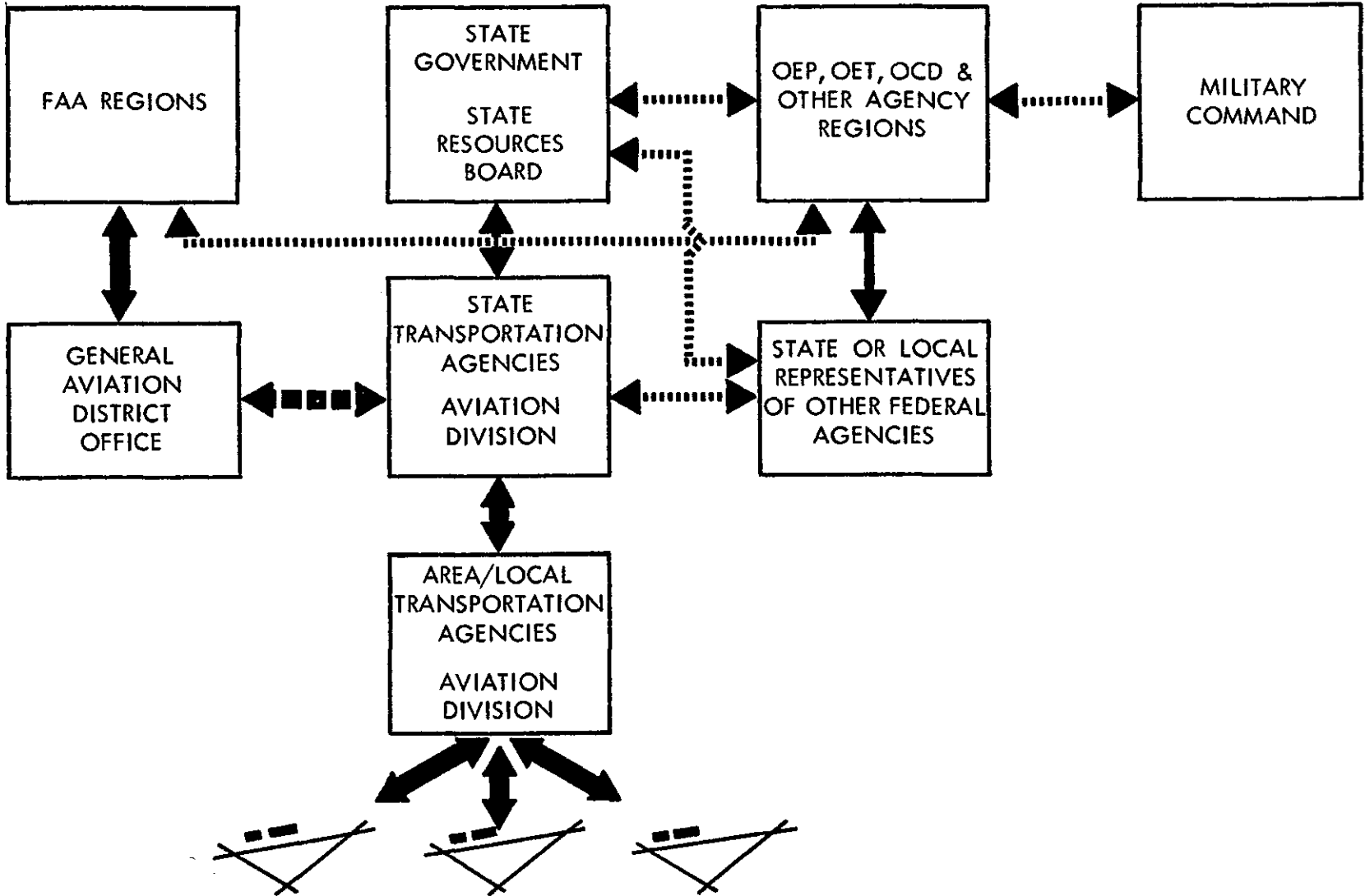


FIGURE 2—Organization Chart No. 2—Federal, State and Intra-state Relations.

local programs for postattack civil defense support missions and management of resources. It is the responsibility of the FAA to provide general direction and assure that State plans are adequate and consonant with Federal requirements. The General Aviation District Offices will provide guidance as needed by State planners.

b. In the event that a State has no regularly established aviation administration and is unable to establish a State aviation administration for emergency services, the GADO office will develop plans for the State, including the appointment of designees to act with the emergency transportation organization at State level and below.

21. INDUSTRY-GOVERNMENT RELATIONS. The actual task of providing non-air-carrier airlift support will naturally be the responsibility of aircraft owners, operators, airmen and airport managers who perform the actual operating functions. The primary responsibilities of the Federal, State and local governments are to assure that aviation activities provide support for the important local, State and national-interest tasks as appropriate in the existing situation after the attack. It is most desirable that these services be performed by the aviation community on a voluntary basis. However, should it become necessary in a disaster area, the FAA and/or State must be prepared to establish and operate essential non-air-carrier airlift services under direct control. This will require, as part of the State plan, the preparation of standby documents authorizing extreme measures. The Federal standby documents will also be available in the event that State governments are not able to function.

22. DESIGNEES. Plans developed at State level and below should be written in sufficient detail so that each participant has a clear understanding of the duties which he is expected to perform in the organization in which he is expected to function. The State plan (or FAA plan for the State) must provide for direction and control in an emergency situation at State and local levels. Each level should be capable of acting independently of higher authority in the event that communications are disrupted or unavailable. For this purpose well-qualified civil aviation personnel must be designated either by the State and/or by the FAA and a standby delegation of authority provided. Each airport or area group of airports should have

a designee who will be responsible for the emergency management of local aviation resources, direction of airlift for survival efforts, and who will serve with the community or local transportation organization. In major communities or combinations of communities (which may be considered as areas which have combined to form a single Emergency Resources Planning Committee and emergency transportation agency) one designee may represent and supervise activities at a number of airports. The aviation personnel in each community will look to the designees for guidance and for instructions on participation in survival airlift and to obtain appropriate authorizations when it is necessary to operate non-air-carrier aircraft in support of industrial or agricultural efforts.

23. INVENTORIES OF AIRCRAFT AND AIRMEN. It is expected that in time of emergency, qualified airmen will volunteer their services and owners will volunteer their aircraft in sufficient numbers to fulfill the essential missions. (It is a general conclusion that governmental authorities will be provided to make payment for any services requested by the Government. Aviation services will fall into the same category as the others.) Voluntary cooperation is considered the most desirable means of obtaining the necessary services. However, since greater control may be necessary, each level of organization should maintain a current list of all the airmen and aircraft available (together with their basic qualifications) whether voluntary cooperation has been arranged or not. If necessary, under the emergency powers, services of individuals and use of equipment may be made mandatory. (The Federal Aviation Agency is developing at this time an aircraft listing by airport location which should provide adequate information by automatic data processing. This list will be revised annually. When available it will considerably simplify the task of maintaining the necessary listings.)

24. EXERCISES. Provisions must be made for the periodic exercising of these plans in conjunction with civil defense exercises. Participation of aviation defense readiness volunteers should be encouraged to the broadest extent possible. These exercises should include the management of resources phases and the exercise of a survival airlift. Training in specialized aspects such as ra-

diological monitoring will be made available by the Office of Civil Defense to individual volunteers or organizations. The defense readiness designess of the State and/or FAA GADO should assist in promoting participation of volunteer individuals or organizations in their area of responsibility.

25. ADMINISTRATION WHEN ACTIVATED. The State aviation administration is expected to function after the implementation of these plans on a continuing basis throughout the emergency period. Federal direction with respect to non-air-carrier aviation matters, when required, will be provided to the States via the assigned General Aviation District Offices. The GADO will also provide the

necessary avenues for requesting Federal assistance for non-air-carrier aviation, if insufficient resources exist within the State, and for claimancy actions through Federal channels.

26. INTERSTATE AND REGIONAL RELATIONSHIPS. To the extent possible, adjacent States should make arrangements to provide such mutual air support as possible. In the event that the existing situation makes ineffective the capabilities of adjacent States to assist each other, the Federal agencies will direct support from the regional level. The FAA regions should make provisions for allocation of non-air-carrier air support where needed within regional boundaries and to support contiguous FAA regions.

Chapter 3. PLANNING CONCEPTS

27. INTERACTION OF MODES OF TRANSPORTATION. No single mode of transportation can satisfy all requirements during an emergency. Therefore the planning for the use of all types of transportation at State and local levels has been consolidated in State and community transportation agencies. The transportation organization is a task group of the overall Emergency Readiness Planning Committee and will be carried over into the permanent organization. The purpose of having the transportation task group on the Emergency Resources Planning Committee is to assure that the transportation resources are made available to the user agencies to provide transport for food, industrial supplies, etc., and simultaneously the transportation industry is able to claim the logistic support such as fuel, manpower, etc., from other resource managers. Without such arrangements it would be difficult to maintain an effective transportation system.

28. TASK GROUP. The task group is composed of representatives of all modes of transportation, each of which is represented as a separate segment. All modes function under a Director of Transportation who is provided guidance by representatives of Federal agencies and industry. This group, working in concert, should be able under emergency conditions to utilize the most efficient means of transportation to satisfy each requirement for survival, military and civil defense efforts, and for recovery of the economy.

29. DIRECTION AND CONTROL. In consonance with Federal and State plans non-air-carrier aviation interests will be responsive to the State and community transportation agencies through the aviation division, which is to be staffed by professionally qualified aviation personnel such as certificated airmen, airport managers, or other experienced personnel of the aviation industry.

30. MISSIONS. It is expected that the actual demand for airlift will be made by the appropriate claimant agency to the State or community trans-

portation agency. Arrangements to satisfy this demand for single or multiple operations over a specified time period may be included in operational plans, if practicable, at State or local level. The general missions for non-air-carrier airlift are as follows:

a. Airlifting urgently needed personnel and supplies,

b. Disaster reconnaissance appraisal, visual and/or photographic, including area radiological monitoring.

c. Communications by courier flights and/or such nongovernmental aeronautical radio facilities as available,

d. Air support to satisfy essential priority commercial, corporate, personal, industrial, health and welfare, and agricultural requirements in military and civil defense, survival and recovery actions.

31. PRIORITIES AND ALLOCATIONS

a. At State and local levels the Resources Priorities Board (Emergency Resources Planning Committee) will administer overall resources and assign priorities as required according to the demands of the situation. The Federal agencies will ultimately be responsible for the administration and control of priorities and allocations where the national interest is affected. Essentially these will follow the same principles. It is not expected that Federal controls will be established until communications have been recovered sufficiently to enable an adequate exchange of information.

b. For the initial implementation of the plan the support of the following activities by non-air-carrier air operations are anticipated. **THE DEMANDS OF THE SITUATION, WHICH MAY VARY WITH THE TIME DURING THE EMERGENCY, WILL ESTABLISH THE ORDER OF IMPORTANCE OF THE LISTED ACTIVITIES.** These relative urgencies will normally be established by State and local authorities and will dictate the respective allocations and priorities. If the situation is such that

national interests are affected, Federal direction to the extent necessary will be provided.

(1) The immediate defense and retaliatory combat operations of the United States armed forces.

(2) Maintenance or reestablishment of Government to restore and preserve order and to assure direction of essential emergency operations and services, such as saving of lives, police protection and ground traffic movement direction, fire, defense, rescue and debris clearance; dissemination of news and instructions pertaining to the

situation; radiological decontamination, monitoring and decontamination, and equitable distribution of survival items.

(3) Transportation and communications are essential to the accomplishment of the activities listed in paragraphs (1) and (2) above. Allocations and priorities assigned to flight operations must be derived from the basic missions. In turn, the non-air-carrier flight operation requirements for air traffic priorities, fuel, manpower, and maintenance must be provided on the same priority level as originally assigned to the basic mission.

Chapter 4. STATE RESPONSIBILITIES AND REQUIRED ACTIONS

32. State plans will provide for the discharge of the following responsibilities and actions:

a. Issuance and publication of necessary documents to activate subordinate elements of the State aviation administration and provide for the registration or reporting for duty of individuals throughout the State who are to perform aviation services during the emergency period.

b. Specification of the duties and responsibilities of the State Aviation Administration and those of the State, area, and local officials or designees assigned defense readiness responsibilities for aviation activities.

c. Provision of the criteria and guidance for the establishment and operation of control of airports and methods of securing and controlling the operation of aircraft from all landing areas within the State except for military.

d. Definition of the responsibilities and establishment of procedures and general instructions for the security control of civil air traffic within the State in cooperation with the Federal Aviation Agency and appropriate military services.

e. At all airports within the State providing for the appropriate registration of all aircraft, maintenance of suitable charts, directories, and other data to assure proper pilot and/or flight crew briefing concerning operation of aircraft under security restrictions.

f. Providing the delegation of authority from State to area to local levels to carry out postattack operational missions as requested by the emergency transportation organization and the Civil Defense Director in "cutoff" situations.

g. Providing appropriate authority to designated personnel to enable enforcement, if necessary, of security measures and other actions to implement the plan.

h. Providing appropriate liaison to the State Emergency Planning Director (title as applicable), State Civil Defense Director, and the armed forces. Establishing and maintaining liaison with the State Aviation Administrations in adjoining

States, and with representatives of appropriate FAA General Aviation District Offices and Airports District Offices. Arranging for the presence of a suitable liaison representative at the State, area, and local emergency operation centers in time of emergency.

i. Assisting in the establishment of a communications network for the dissemination of necessary directives and pertinent information to airports personnel, and provide for necessary tests of facilities, training of personnel, and simulated drills to determine the adequacy of the communications networks to perform the functions for which they are intended.

j. Compiling and maintaining a record of all aviation resources within the State, including airmen, aircraft, repair facilities, airports, fixed-base operators, corporate aircraft and other aeronautical activities and facilities, together with an indication of the availability on a voluntary basis for the participation in the support of the State or national interests during an emergency.

k. Planning a system of priorities and allocations for the use of aviation services and making adequate provisions to modify these, as necessary, to meet the essential actual requirements of the then existing situation. Assigning, or delegating, the assignment of aviation services to approved claimants on the basis of current priority.

l. Preparations to obtain estimates of the surviving aviation resources within the State and to develop and maintain a supply-demand situation report.

m. Estimation of the quantities of resources required to maintain essential aviation services in support of authorized programs, on a time-phased basis, and submission of claims to proper resource allocation authorities.

n. Making arrangements to advise the State Director of Emergency Transportation of the capability of the remaining State aviation resources to perform aviation services in response to essential requirements.

o. Preparation and maintenance of a functional analysis of available passenger and cargo airlift and aircraft suitable for special purposes such as aerial radiological monitoring, reconnaissance, etc., and providing this information to the Director of Emergency Transportation, Director of Civil Defense, and other interested offices, including the General Aviation District Office assigned responsibility for this State.

p. Periodically arranging for and directing test exercises in conjunction with civil defense exercises and/or military exercises as appropriate.

q. Arranging for or conducting the training of aviation personnel required for adequate performance of civil defense missions. Providing guidance for the conduct of training personnel for performing civil defense support missions in coordination with the Civil Defense Director.

r. Assisting and advising the State Civil Defense Director in the development or modification of agreements for use of non-air-carrier aircraft in support of civil defense missions.

s. Assisting the State Aviation Defense Designees and Civil Defense Directors in developing

plans for use of non-air-carrier aircraft at area and local levels within the State to support civil defense missions.

t. Developing in conjunction with State Civil Defense Directors guidance material to be used by non-air-carrier aircraft in developing standard operating procedures for carrying out special civil defense missions.

u. Preparing to carry out the postattack operational missions as arranged by the State Civil Defense Director through the State emergency transportation organization.

v. Preparing to furnish such support as is available for the operation and control of aircraft flying civil defense missions in an emergency.

w. Assisting the State Civil Defense Director in making State financial arrangements for support of postattack civil-defense-assigned flight missions.

x. Providing for the appropriate support of national policies and programs.

y. Providing assistance to other States on a regional basis, as requested by the GADO, when directed by the regional boards.

Chapter 5. SUPPORT RESPONSIBILITIES OF CIVIL AND MILITARY AGENCIES

33. FEDERAL AVIATION AGENCY. It is the responsibility of the Federal Aviation Agency representatives to ensure that regional, State and local plans are practical from an operational viewpoint and responsive to all essential demands which may be anticipated. The amount of detail contained in State and local plans should be sufficient to ensure that there is no misunderstanding with respect to actions to be taken at all levels of government and by the civil airmen. Plans should be coordinated with appropriate representatives of the Office of Emergency Planning, Office of Civil Defense, Office of Emergency Transportation, the U.S. armed services, NORAD, and other governmental or aviation interests which will be affected when these plans are implemented. Sufficient information should be provided to all civil airmen within the State to assure that they are aware of actions to be taken. In addition, the Agency, as required at Washington, regional and district office levels, will provide for:

a. Distribution of information and necessary instructions for security control of traffic that must be provided by the Agency, as appropriate, to assure proper response and compliance.

b. Provision of assistance to the Office of Civil Defense as feasible in training of civil aviation and Civil Air Patrol volunteers for special missions such as radiological monitoring.

c. Preparations to assume operational direction of non-air-carrier aircraft flight operations and supporting control of priorities and allocations as the situation demands.

d. Cooperation with the Office of Civil Defense, the United States Air Force, NORAD, and the States in development of plans for prearranged flights required by the Office of Civil Defense. These special civil defense missions will include (1) bomb damage assessment, (2) surveillance, (3) fire detection and control, (4) courier or messenger flights, and (5) establishing aerial radio communications to support civil defense activities.

e. Designation of the State Aviation Admin-

istrator appointed by the Governor to act for the Agency in civil defense matters pertaining to emergency management of non-air-carrier aircraft.

f. Assignment of FAA personnel to act as FAA representatives with State Emergency Resource Planning Committees (Transportation Task Group) and Civil Defense Directors appointed by the Governor to act for the Agency in civil defense matters pertaining to the emergency management of general aviation resources.

g. Providing guidance to the State in selection and appointment of area or local aviation administration defense readiness designees.

h. Appointment of qualified aviation personnel to act in defense readiness matters for emergency management of non-air-carrier aircraft in the absence of a State aviation administration when the State Governor has been given the opportunity to appoint a State aviation administration and has failed to act.

i. FAA air defense liaison officers are assigned to each NORAD region.

Ultimate control of U.S. airspace for flight operations when air defense is necessary is vested in the NORAD commander. Suitable arrangements must be made at regional commander levels to:

Insure that preattack plans for security control of air traffic include provision for carrying out essential postattack flight missions for civil defense, including CD postattack immediate requirements for bomb damage assessment, aerial radiological monitoring; courier or messenger flights; fire detection and control; industrial and other resource support; airlifting urgently needed medical supplies and equipment; the emergency evacuation of aircraft; and aerial radio communications, and for approval or delegation of authority to FAA for approval of those attack and postattack aerial missions required to support CD operations which have not been approved as preplanned flights.

34. CIVIL DEFENSE (OFFICE OF CIVIL DEFENSE, DEPARTMENT OF DEFENSE). At national, regional, State, area, and local levels, as appropriate, will:

a. Provide at the national level the overall policy direction, guidance, specified training and material support as appropriate for civil defense missions listed in Chapter 3, paragraph 30.

b. When required, at regional, State and local levels provide guidance for special missions.

c. At State levels develop and/or modify arrangements with FAA and/or State aeronautical authorities in conjunction with the State transportation organizations, as required, to use non-air-carrier aircraft within the State for carrying out civil defense missions.

d. At the State level assign civil defense areas of responsibility which will accomplish the provision of support to a locality, a county or larger areas.

e. At State level, provide authorization to area and local civil defense directors to work through area and local transportation agencies under "cut-off" situations.

f. At State level, maintain liaison with FAA and State aeronautical authorities.

g. At regional level, assist State civil defense directors and aeronautical authorities in arranging for prior approval of preplanned flights in accordance with the provisions of plans for security control of air traffic.

h. Provide for representatives from FAA, State aeronautical authority, and other organizations as required at the State, area, and local Emergency Operations Centers (EOC).

i. At regional and State levels, in conjunction with civil defense exercises, arrange with appropriate aviation authorities test exercises for non-air-carrier aircraft; arrange in conjunction with CAP wing for the annual test exercise authorized by CAP Regulation 55-10.

j. At State and local levels, provide and arrange for the use of non-air-carrier aircraft organizational capabilities to furnish support for other than flight missions such as radio communications.

k. At State level develop the emergency communications system needed to support air missions through the use of State aeronautical authority facilities, civil defense facilities and frequencies, CAP facilities, and aeronautical advisory stations when possible.

l. At State level arrange with the State aeronautical authority for State fiscal support of requirements above and beyond that furnished by OCD and other agencies.

m. At regional, State, and local levels direct missions through appropriate channels postattack for civil defense flight and ground operations as required.

n. At State level provide logistical support from available stock levels, for assigned civil defense missions during the emergency.

o. Provide for the training of monitors and other necessary support to carry out the air missions.

p. Maintain liaison with the transportation agencies at all levels within the State as appropriate.

q. At State levels, serve as the focal point for development of plans and standards in cooperation with FAA and State aeronautical authorities to effectively exercise and test total general aviation resources on at least an annual basis.

35. TRAINING FOR CIVIL DEFENSE SPECIAL REQUIREMENTS UNDER THE COGNIZANCE OF OCD

a. OCD is responsible for civil defense training requirements, policy, general guidance and procedures for carrying out State and local civil defense aerial monitoring operations.

b. OCD will assist in training selected instructors to provide training for aerial monitors. OCD will assist in the provision of contributions for student expenses and per diem for the training of instructors and for the local training of aerial monitors for those courses meeting OCD criteria.

c. OCD will prepare and issue an aerial radiological monitor's handbook in coordination with FAA and other agencies concerned.

d. State civil defense units will arrange through OCD regions for the training of aerial monitor instructors.

e. State and local civil defense units will assist as required in the local training of personnel involved in the support of civil defense missions.

36. OCD COMMUNICATIONS ASSISTANCE TO SUPPORT DEFENSE, SURVIVAL AND RECOVERY ACTIVITIES. The Civil Defense Director will:

a. Develop at national level the overall communications requirements for command and con-

trol, to include those required for test exercises, liaison, and emergency operations.

b. Request at national level additional radio frequencies as required for State, county, and local civil defense to net with appropriate FAA facilities and other aeronautical radio facilities.

c. Develop and provide, at national level in coordination with all aviation activities, the reporting procedures to be used in support of civil defense missions.

d. Assist the States at State levels to develop and implement a communications plan for use in aerial support missions in conjunction with other interested agencies, including FAA and the State Aviation Administration.

e. At State levels, develop and maintain a communications directory for the use of all agencies involved in the emergency utilization of general aviation resources.

37. UNITED STATES AIR FORCE. USAF will provide to Civil Air Patrol (CAP):

a. The policy, direction, guidance and materiel support as required by Public Law 476.

b. Major items of equipment, including aircraft, motor vehicles and communications, and necessary supplies and training aids that are excess to the needs of the military departments.

c. Necessary Air Force liaison and advisory personnel.

d. Air Force services and facilities needed to carry out civil defense assigned missions.

e. Reimbursement for fuel and lubricants needed to carry out the assigned and approved missions.

f. Reimbursement for fuel and oil for training and tests.

g. Reimbursement, in time of war, for travel expenses and per diem allowances to volunteers on assigned missions.

38. CIVIL AIR PATROL

a. It is strongly urged that where possible the personnel, equipment, facilities and services of the Civil Air Patrol be integrated with other State plans for use of non-air-carrier aircraft. This may require reorganization of existing State-CAP agreements to ensure compatibility with the transportation agency concept of operation. However, this does not imply that Civil Air Patrol is to be delegated special authority or jurisdiction over any of the State aviation resources other than those belonging to or a part of the Civil Air Patrol.

b. In view of its resources, organization and discipline, the CAP lends itself readily to specialized training and technical assignments such as radiological monitoring and damage assessments. Appendix 8 provides a description of the CAP organization, resources and capabilities in more detail.

c. At the regional level, the Civil Air Patrol should establish a system for inter and intrastate flight-following to assure that the whereabouts of Civil Air Patrol aircraft are always known.

THE COMPREHENSIVE PROGRAM for SURVIVAL OF GOVERNMENT and MANAGEMENT OF RESOURCES



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF EMERGENCY PLANNING
Washington 25, D.C.

FOREWORD

Today, in America, there is a tremendous upsurge of interest in emergency preparedness. Throughout the country there is a new public interest in fallout shelters and other measures for survival. This public interest must be guided to achieve preparation not only for immediate survival of families and communities but also for sustained survival and recovery of the Nation. The people need to understand that this purpose will be served only if we develop with them at each level of Government—Federal, State and local—a practical state of readiness to survive, to recover and to make maximum contribution toward eventual national recovery and victory.

The strength and vitality of the Nation is measured in terms of the combined strength and vitality of all of its communities.

In the event of nuclear war, with the isolation of areas and the disruption of our national governmental, industrial and economic system a clear likelihood, we could not hope to succeed nationally if we did not succeed locally. Communities need advance guidance and the benefit of the mature judgment of thousands of local leaders who have, *pre-attack*, soberly studied the problems of managing resources. If they are not so prepared, the sum of local injuries to our recovery potential could be fatal to any real recovery of national strength. Too long this gap in our national emergency planning has been allowed to exist.

We must face up to the fact that considerable time could elapse following an attack before Federal emergency management could be put into effect. States and communities must be prepared for the sudden rush of diverse problems which would follow the initial "shock period" of primary attack. Emergency preparedness concepts must be broadened to assure continuity of civil authority and an emergency management organization ready to handle the myriad of resource and economic problems involved in saving lives, sustaining survival and assuring recovery.

Conversely, local communities could not long exist in isolation. The supreme task of government would be to restore the shattered networks of economic, political, and social institutions which are necessary to the survival of America as a functioning national entity, capable of controlling its own destiny. We cannot succeed locally if we do not succeed nationally. Government at all levels has its part to play.

The American people have always responded more readily to challenges than to fears. They must understand that their preparedness efforts are real contributions to national strength; that in diminishing our vulnerability we are creating a better climate for peace.

THE COMPREHENSIVE PROGRAM

The objectives of the Comprehensive Program of the Office of Emergency Planning are twofold:

(1) To preserve—nationwide—civil governmental authority, and

(2) To develop capability for managing the Nation's resources in any emergency which may arise.

1. Survival of Government

Government institutions must be prepared for the stresses and shocks of a possible nuclear attack. No matter how extensive the destruction, the people must not be leaderless. The survival of government is a precondition for effective action of any kind.

Although many Federal, State and local agencies are necessarily involved, the overall objective is to develop in States and local communities a program, consistent with Federal policies, which contains the following elements:

(1) A clearly recognized authority to make emergency decisions that may be required;

(2) Adequate measures to insure the survival of the authority, its essential records, and personnel;

(3) A clear understanding by all concerned of the overall responsibilities to be carried out;

(4) An organization appropriate to the complexity of the emergency responsibilities it may have to perform; and

(5) Appropriate systems, procedures, and documents to insure the control and utilization of resources in the national interest.

2. Management of Resources in Emergency

Management of resources, including manpower, and economic stabilization in a national emergency are primarily responsibilities of the Federal Government. Under limited war or cold war conditions, the Federal Government will exercise these functions. In the event of nuclear attack, this will continue to be the goal, and Federal efforts will be directed to the establishment of national control as soon as possible. However, as stated in the Foreword, State and local governments must be prepared to manage their own resources if there is a temporary breakdown in Federal direction.

To this end, suitable organizations must be established and analyses completed at the earliest possible date, in order that adequate State and local emergency resource management and economic stabilization plans can be developed on a nationwide basis.

For the period immediately following any possible attack, States and localities must prepare now to control effectively the economic life of the community, and to conserve vital resources and direct their use to essential activities, including civil defense operations, maintenance of the population, military operations, and the restoration of industry and production—consistent with local requirements and national policies.

I. RESPONSIBILITIES OF THE FEDERAL GOVERNMENT

The Federal Government is responsible for direction and coordination of all phases of national preparedness—civilian, military and diplomatic. The Office of Emergency Planning, as part of the Executive Office of the President, is particularly concerned with the survival of government (program is described on page 2), and resource management.

The responsibilities of the Federal Government for management of resources* for a national emergency may be summarized as follows:

(1) Adoption of measures, pre-attack, to stimulate the development and maintenance of national reserves of essential resources and materials. Appropriate actions may include:

(a) Encouragement of maintenance of increased inventories at selected plants;

(b) Stockpiling of critical and strategic raw materials and finished or semi-processed items needed for survival and recovery;

(c) Negotiation of production and distribution contracts to take effect under certain emergency conditions;

(d) Development of substitutes for items likely to be in short supply;

(e) Expansion of the productive capacity in key industries, and

(f) Control of exports and imports to protect the mobilization base.

(2) Reduction of the vulnerability of industrial plants of critical importance by all appropriate means.

(3) Development of programs for emergency stabilization and control of the economy to meet any situation which may arise. Economic stabilization includes "indirect" controls (monetary, credit, and tax measures and fiscal policy) and "direct" controls necessary to stabilize prices, wages, salaries and rents, and to ration essential consumer items.

(4) In the event of nuclear attack, the Federal Government is responsible for control of production and distribution at the national level to meet military and essential civilian needs and foreign commitments.

(5) The provision of guidance and assistance to State and local governments, including necessary information on

(a) Federal plans, policies and concepts,

(b) working assumptions on attack effects and the post-attack environment, and

(c) the responsibilities of the States and local communities.

*Specific resources include: Manpower, food, water, health and medical supplies, transportation, petroleum and gas, electric power, communications, production, solid fuels, minerals, housing.

(6) Stimulation of support for the program by appropriate national associations and organizations.

In sum, the Federal Government has the primary responsibility for nationwide control of the economy and the management of resources in times of national emergency. To assure maximum military retaliatory strength and the most effective use of resources for the benefit of the Nation as a whole, the Federal Government will assume control responsibilities at the earliest possible time after a possible nuclear attack. While it is essential that State and local governments have a built-in capacity to manage their own resources and economies during an interim post-attack period until Federal control can be established, it is important that their plans be so designed that they will readily mesh into the Federal controls and allocation machinery.

The Office of Emergency Planning, through its National Office and its Area Offices, will render every possible assistance to the States and local governments in discharging their important responsibilities. The OEP is also responsible for coordinating the activities of all Federal resource agencies to provide full support for State and local planning efforts.

II. RESPONSIBILITIES OF STATE AND LOCAL GOVERNMENTS

Pending establishment of control by the Federal Government, States and Communities are responsible for:

- (1) Continuity of governmental control, and
- (2) Emergency resource management.

1. Continuity of Government

States and local communities should prepare now to carry out their part of the nationwide program by taking the following actions:

- (1) Establishment of automatic emergency lines of succession in depth for top government executives, legislators, the judiciary, and other key personnel.
- (2) Provision of protected and accessible storage for essential documents and records.
- (3) Establishment of suitably located and protected emergency operating centers.
- (4) Development of detailed operational plans for the use of government personnel, facilities, and equipment.

2. Resource Management

In the period immediately following a possible attack, States and local governments must be prepared, if necessary, to manage all resources under their jurisdictional control. Following establishment of Federal direction and control, State and local authorities will still have important functions as part of a unified national system. To develop this emergency resource management capability, the following actions are recommended to the States and communities:

(1) Appointment at State level of an Emergency Planning Director to aid the Governor in giving executive direction to the State programs.

(2) Establishment at State level of an Emergency Resource Planning Committee broadly representative of government, industry, commerce, finance, labor, agriculture, and other major interests to coordinate and direct State planning programs.

(3) Designation of supporting task groups to the Emergency Resource Planning Committee, each task group to be headed by a committee member. The task groups should cover the following fields:

Manpower	Health and Medical
Economic Stabilization	Petroleum and Gas
Food	Power
Transportation	Water
Telecommunications	Construction and Housing
Production	Service Trades
Solid Fuels	Public Information

(4) Selection by the States of appropriate geographical areas where community emergency planning programs can be undertaken.

(5) Appointment within these geographical areas of Emergency Planning directors, Emergency Resource Planning committees, and supporting task groups similar to the State organizations.

(6) As rapidly as organizational arrangements described in sections 1 through 5 are completed, arrangement of meetings of Emergency Planning committees and field officials of Federal agencies to reach understanding on their respective roles and working relationships in conducting State and community emergency planning programs.

(7) Appropriate legislative action by the States and communities to assure full govern-

mental support for the emergency planning effort.

(8) Assignment by the Governor to an appropriate State department or agency of the responsibility for planning activities to be carried on in each major resource or functional area. Similar action should be taken by the heads of government in each local area program.

(9) The conduct of studies, in each resource and functional area, of the range of problems likely to be encountered in the event of nuclear attack in accordance with specific guidance provided by the Federal Government. On the basis of these studies, officials can determine the probable balance between resources and requirements, and prepare to take measures necessary for the conservation of resources and their use to meet human needs, military requirements, and reconstruction. It must be recognized that the utmost local diversity in situations can be expected to prevail following an attack, and a prime objective of the Comprehensive Program is to develop an awareness of this fact and a capability at all levels of government to react promptly and effectively to whatever situation may exist.

While the specific objective of the emergency planning program is to prepare plans and recommend organizations and procedures for dealing with an emergency, it should be understood by participants that if an emergency should occur during the course of the planning process, they

will assume direct responsibility for emergency operations within the government structure. In general, the extent to which this program is successful will depend upon the leadership and direction of the State Governors, in assuring that proper organizations are established and planning activities are commenced at State and selected community levels at an early date.

CONCLUSION

In the event of a nuclear war, the task of marshalling and utilizing the Nation's assets for recovery, rehabilitation and victory presents an unprecedented challenge. It deserves the most earnest consideration at all levels of government, Federal, State and local, and active interest and participation on the part of those countless citizens throughout the land who have the knowledge and experience to do the job.

In such an emergency, the survival and recovery of the Nation might depend upon State and local areas having an organization, in being, well informed, and ready to handle the resource and economic affairs until the Federal Government could assume direction and control. Like the Nation's military forces, this civilian emergency preparedness may never be needed. But, if war should come, it *will* be needed, and the Nation must be prepared to meet any eventuality that may occur.

ORGANIZATION AND PLANNING GUIDE



EXECUTIVE
OFFICE OF THE
PRESIDENT

OFFICE OF
EMERGENCY
PLANNING

for
**STATE & LOCAL
EMERGENCY
MANAGEMENT
OF RESOURCES**

September 1962

PREFACE

In this nuclear and space age, plans must be developed to place our Nation in a position of readiness to cope with the realities of our times.

National planning encompasses a wide variety of emergency situations. This includes limited or conventional war as well as nuclear attack. Such planning has proceeded under the following concepts of emergency operations:

1. The war powers of the Federal Government are supreme. It is a primary objective of the Federal Government to plan for and develop a Federal capability to control operations for survival involving more than one state; and

2. There is a need for a working partnership between government and community leaders at all levels to achieve national preparedness.

In limited or conventional war, the Federal Government will act to control the economy as the national interest may require.

In the event of nuclear attack, however, we must be prepared for a temporary breakdown of Federal control in some geographic areas. In these instances citizens will necessarily look to their governor, or their mayor, not only to maintain law and order, but to conserve and use surviving resources wisely. This will require immediate and forceful action in functional areas heretofore exclusively controlled by the Federal Government. In taking such action, State and local governments will carry out Federal as well as

State laws to achieve national objectives. In such cases, Federal control will be reestablished as soon as possible.

Federal field officials have a clear responsibility to assist States and local governments in planning for and carrying out these tasks. Federal personnel, as well as executive reservists, have training and knowledge of Federal Plans. They can be especially helpful to States and local communities pending the establishment of Federal Control, at which time they will assume their planned role in the Federal system. Plans developed by States, localities and a number of Federal agencies all working in isolation are likely to be of little value. A working partnership, on the other hand, is supported by logic as well as by law and is fully consistent with the National Plan for Civil Defense and Defense Mobilization.

The above is outlined in "The Comprehensive Program for Survival of Government and Management of Resources", issued by the Office of Emergency Planning in January 1962. Additional policy and technical information for State and local emergency management of economic resources activities is provided herewith in the Organization and Planning Guide and the Appendix.

Guidance materials for a program to assure continuity of Federal, State, and local governments are covered in separate Office of Emergency Planning releases.

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I. THE PROBLEM

Economic Consequences of Nuclear Attack

In the event of nuclear attack on this country :

Normal economic, social, and government processes will be disrupted.

There will be a great disparity in local situations.

Some areas may be completely destroyed.

Some may be relatively undamaged, but may have heavy radioactive fallout.

Other areas may escape direct damage, but have supply and communications cut off, even as they seek to help their neighbors in damaged areas.

Many substantial industrial and other resources will remain although they may be scattered and disorganized.

Since it is impossible to accurately predict where the weight of an attack may fall, each State and locality should make its plans on the assumption that it must be prepared to carry out some resource management functions. In this way, the Nation as a whole will be prepared to make optimum adjustment to its postattack situation.

A Unifying Plan Needed

In a nuclear emergency, the strength and vitality of the Nation would depend upon the combined strength and vitality of its communities. To survive as a nation, we must plan as a nation. The separate endeavors of each community must "add up" to national strength, survival, and recovery.

A plan of action is needed which will:

Assure that State and local governments can operate, though isolated, each within its own jurisdiction and authority, to conserve remain-

ing resources and employ them in the national interest, as well as their own;

Encourage the necessary independent initiative and flexibility to meet widely varying local conditions; but at the same time,

Assure that the independent actions taken by Federal, State and local governments, and by industry and labor, are compatible and facilitate resumption of direction and control by the Federal Government.

Civil Defense

In addition to the preattack augmentation of civil defense preparedness through the fallout shelter and other programs now being accelerated and expanded by the Federal Government, civil defense has vital operational responsibilities in event of attack.

All State and most local areas now have operational survival or civil defense plans for protecting life and property from the direct and immediate effects of an attack. These plans include such operational activities as warning, fire and police protection, debris clearance, radiological monitoring, decontamination, etc. In addition, they also include supply and support activities needed for the emergency operations of those departments performing civil defense functions.

There will be many important and competing demands on surviving resources. It is a major purpose of effective resource management to provide the necessary support for all these demands. One of the most pressing demands immediately following an attack will be for the resources

needed to carry out civil defense activities. It should be kept in mind, however, that important as civil defense is, there are other non-military activities which must be conducted during a post-attack period. Production and distribution of goods and services, although on a restricted basis, will be continued to assure at least minimum supplies of essential survival items and services. Emergency repairs and rehabilitation work must proceed, and resources used sparingly, so that the long range reconstruction job is not retarded or jeopardized through dissipation or waste of resources.

Resource Management—The New Job for States and Localities

Resource management is the governmental control of the distribution, allocation, conservation, and use of essential resources and services in an emergency so that they may be assigned to top priority activities.

In previous emergencies, the Federal Government has directed and controlled the total national mobilization effort and has enforced economic and resource control measures.

In the event of nuclear attack, this will still be the goal, but State and local governments must be prepared to exercise on their own authority those controls immediately necessary for an interim period.

Although a start has been made, few State or local governments have plans for meeting these postattack responsibilities which deal with econo-

mic stabilization and the management of resources.

To perfect such emergency plans, State and local governments will need answers to such questions as:

What percentage of our grain supply is imported from other States? What are the normal local inventories of petroleum products? What standby emergency power facilities are available in the community?

What are the community requirements for, say, a 90-day period following an attack? What is the status of our medical manpower—not just numbers, but specialities, age, location, etc.? Which industrial plants produce survival items? How should these resources be allocated and by whom?

What neighboring States or communities depend upon our State or community for various resources? What neighboring States or communities are we dependent upon for various resources? What steps might be taken now to alleviate or overcome some of the most critically anticipated shortages?

This Guide and its Appendix will help State and local governments to answer these and other questions about their present economy and to estimate requirements resulting from attack. It will also suggest how they can prepare themselves, if attack should come, to conserve and use their resources wisely for their own and their neighbors' survival and to speed restoration of our national economy.

II. RESPONSIBILITIES AND GENERAL GUIDELINES

Preattack Planning and Preparedness Responsibilities

Federal, State, and local governments must take the leadership in developing understanding, plans, and capabilities for the emergency management of resources in the event of a nuclear attack upon this country.

Within the Federal Government, responsibility is assigned to particular departments and agencies for emergency planning in all economic and resource activities. The Task Group Guidelines included in the Appendix contain statements of assigned responsibilities of the departments and agencies. These Federal agencies will cooperate

with the State and local governments and provide technical guidance and assistance to them.

Postattack Resource Management Operations

The postattack role of Federal, State, and local governments is to determine which emergency activities are most essential and to use governmental authority, to the extent necessary, to conserve and channel scarce resources into these activities.

For its part, to the extent possible, the Federal Government will undertake to direct and manage the use of resources through the headquarters facilities and field personnel of Federal agencies, and will move to:

Control the production, processing, distribution, and use of essential goods and products, including food, medical supplies, fuel, electric power, gas, etc.

Regulate monetary and credit operations.

Give the immediate force of Federal law to the control of prices, wages, salaries, rents, and consumer rationing; and establish Federal stabilization agencies to take over as soon as possible.

Regulate systems and facilities providing transportation, communications, electric power, gas, water, and other essential services.

Provide for the allocation, assignment, and use of manpower and health resources.

However, State and local governments must be prepared in a postattack emergency to carry out any of these emergency actions which may be necessary, particularly including the initiation, administration, and enforcement of measures to:

Control prices and rents.

Control, conserve, and ration essential goods in retail distribution outlets and in certain pre-retail outlets.

Operate government-owned public service facilities; regulate intercity and intrastate water and transportation systems, and local service and distribution systems providing water, gas, electric power, transportation and communication services; and the use to be made of such services when all essential local or intrastate demands for service cannot be met by the system.

Assign and distribute manpower and health resources.

State and local plans and the postattack steps taken at State and local levels should be consistent with existing national plans, guidance and direction in these fields, and should look to the earliest possible reestablishment of effective national control.

Participation of Nongovernmental Leaders

State and local governments will find it desirable to utilize in their preattack planning the special knowledge and experience of leaders from business, industry, financial, agricultural, professional, labor, consumer groups, and others significant segments of the community. The continuing understanding, cooperation, and support of these leaders will be necessary not only for preattack

planning but also, in many cases, for carrying out responsible governmental roles in a postattack emergency.

The National Defense Executive Reserve is composed of many people with experience in the field of resource management. Reservists in particular localities can render valuable assistance to this program in their individual capacities. These Reservists will be particularly helpful in the development of State and local plans due to their exposure to national mobilization plans and because of their intimate and detailed knowledge of the communities in which they are located.

To the extent possible, the emergency needs of local governments should be met by the full use of pre-emergency understandings, consistent with Federal emergency policies, among governments, industry, labor, and other segments of the economy.

General Planning Guidelines for State and Local Governments

Present Federal Government policies and principles relating to emergency planning for economic and resource management are contained in the National Plan for Civil Defense and Defense Mobilization (herein called "The National Plan"), and in Annexes and Appendices to that Plan. These documents outline the responsibilities of, and actions which would be taken by, the Federal Government departments and agencies. They constitute basic guidelines for all emergency planners.

The National Plan, Annex 25, Appendix 1, "Guidance on Priority Emergency Use of Resources," sets out the following as the most essential immediate postattack activities, without significance as to the order of listing, since they are of equal importance:

The immediate defense and retaliatory combat operations of the United States Armed Forces.

Maintenance or reestablishment of governmental authority and control.

Provision of survival items and services essential to continued survival and rapid recovery.

Services needed to carry out these priority activities, such as transportation and communication.

Other Federal Government policies and plans which most directly affect State and local planning include the following:

In a national emergency, existing business practices will be maintained to the extent possible; payment will be made for services and materials; and the use of scrip will be avoided.

Price, wage, rent, and rationing controls will be imposed. Production, materials, and other controls will be imposed to the extent necessary and in consultation with industry and labor, where possible.

All industries and establishments producing and distributing essential goods and services will continue to operate at maximum possible levels.

The government will not take over the operation or management of private enterprises,

except under the most extreme conditions. Manpower measures will be designed to stimulate voluntary cooperation in implementing previously developed measures to meet the emergency.

Responsibility for the maintenance, repair, or restoration of a facility producing or providing essential goods and services is that of the owner or management, whether private or public. The government will determine the importance of the goods or services and, if essential, provide assistance in securing necessary resources.

More specific information is found in the Appendix to this Guide along with pertinent references to the National Plan.

III. PREATTACK PLANNING FOR THE EMERGENCY MANAGEMENT OF RESOURCES

Initiating the Planning Program

Among the recommendations in the Office of Emergency Planning pamphlet "The Comprehensive Program for Survival of Government and Management of Resources" are the following actions to be taken by States and communities:

Designation of a State Emergency Planning Director to aid the governor in giving executive direction to the State programs.

Establishment of a State Emergency Resource Planning Committee broadly representative of government, industry, commerce, finance, labor, agriculture, and other major interests to coordinate State planning programs.

Designation of supporting Task Groups to the State Emergency Resource Planning Committee, each Task Group to be headed by a committee member.

Designation in each State of appropriate geographical areas constituting major economic complexes, political, or other subdivision for which community emergency planning programs should be undertaken.

Appointment within these areas of Emergency Planning Directors, Emergency Resource Planning Committees, and supporting Task Groups similar to the State organizations.

As rapidly as these organizations are established, meetings of the Emergency Planning Director and the Emergency Resource Planning Committee should be held with appropriate officials of Federal agencies in order to reach under-

standing on their respective roles and working relationships. Regional Office Directors of the Office of Emergency Planning may be called on for assistance in this regard.

Task Group for Planning

It is suggested that Task Groups be established to carry out preattack planning in the following fields:

Construction and	Petroleum and Gas
Housing	Production
Electric Power	Public Information
Economic Stabilization	Service Trades
Food	Solid Fuels
Health	Telecommunications
Manpower	Transportation
	Water

In some cases, it may be more practicable to consolidate related fields under one Task Group for study. In a number of States and a few localities, Economic Stabilization Committees have already been established and these would become Task Groups.

Each Task Group should consist of leaders from government and private life carefully selected to furnish a cross section of experience and knowledge in the particular resource area. The Appendix to this Guide will be helpful in establishing these Task Groups and starting them on their work.

The planning of the several Task Groups should be scheduled to proceed simultaneously and in accordance with common assumptions, so

that the Task Group for each resource can exchange requirements and other data with the other groups. A time schedule should be established so that coordinated emergency plans can be prepared and presented to the proper authorities within a reasonable period of time.

It is recommended that, to the extent possible, planning responsibility for each of the economic and resource activities be assigned to a regular department or agency of government.

Support for the Planning Program

The success of this program will depend largely on the continued guidance, leadership, and direction of the governors and the local heads of government, and on the close collaboration with, and the continued support of, State or local operating departments and community leaders.

The Emergency Planning Director, the Emergency Resource Planning Committees, and the individual Task Groups will need all possible support from the State and local governments, including staff and stenographic assistance throughout the planning period.

Civil Defense Directors and State and local governments can furnish some of the needed personnel for these planning activities. Private nonprofit civic organizations and other private groups and individual volunteers may be able to give administrative and clerical, as well as technical assistance.

IV. A PLAN FOR POST ATTACK EMERGENCY MANAGEMENT OF RESOURCES

Objectives

When the steps suggested in III have been carried out, the State and local planning organizations should concentrate on the following three objectives:

- Organizational readiness
- Specific emergency action plans
- Procedures for resource management

Organizational Readiness

In many cases, an existing agency or combination of agencies will be equipped to handle the postattack responsibilities in a specific resource area. In other instances, new organizations may make specific recommendations concerning the organization which will manage each resource have to be established. Each Task Group should area in an emergency.

The Office of Emergency Planning is working closely with national trade, civic, and government associations to encourage nationwide support and assistance to States and local planning groups.

Federal Government Support

The Office of Emergency Planning and other Federal departments and agencies with emergency planning assignments will cooperate with and provide guidance and assistance to State and local governments participating in this program.

In addition to the guidance contained herein, the Federal Government will furnish other services. For example, the OEP Regional Office Director will:

- Recommend technical advisors from appropriate field offices of Federal departments and agencies to assist the Task Groups.

- Advise and guide the State and local governments in the initial program promotion and organizational activities, review Task Group reports, and advise on problems that arise during the course of the planning activities.

- Assist in the preparation of planning assumptions for conducting the Task Group Studies.

- Work with Federal agencies to enlist the help of National Defense Extensive Reservists, where appropriate, to assist in their individual capacities, State and local officials in planning and conducting resource management activities.

The planning experience will demonstrate the need for a definite staff mechanism on which the head of government can rely in reaching decisions quickly under emergency conditions. The following suggestions may be of benefit in establishing such a mechanism.

Postattack Direction. General direction and policy responsibility must be retained by the chief executive of the government, since decisions on the use of resources will affect the health, safety, and interests of the entire community. Economic and resource management functions must also be fully coordinated with civil defense activities which also come under the direction of the head of government.

Coordination. The chief executive will probably wish to designate an official who would be able to act for him in directing and coordinating

all postattack emergency resource management activities.

In many cases, the coordinator might be the same official who has served as the preattack Emergency Planning Director.

Resource Priorities Board. It is also suggested that a "Resource Priorities Board" be established postattack to advise the chief executive on all matters pertaining to the supply and demand of resources, including the determination of essential needs, assignment of priorities, review of competing claims for resources, recommendation for adjudication, and advice on other resource problems that arise.

The advisory board would be composed of the heads of departments and agencies and other individuals assigned official operating responsibility for postattack resource management activities. In many cases, these might be the same individuals who have chaired the Task Groups and have served on the Emergency Resource Planning Committee. The Board should also include the Civil Defense Director and appropriate representation from other major claimants, including the military.

It is at Resource Priorities Board meetings that questions with respect to the use and assignment of resources will be discussed, and recommendations on the adjudication of competing claims will be made to the chief executive. The ultimate decision in these matters must be made by this government official.

In testing the procedures for resource management, the Emergency Resource Planning Committee should play the role of a Resource Priorities Board.

Specific Emergency Action Plans

The second objective calls for the development of a specific action plan for the State or locality. It is assumed that the head of government will want one overall plan of a general nature, plus subordinate plans for each resource field or area.

A format with detailed suggestions for an action plan is provided in the Appendix. It is recommended that the plan be kept simple, but it should include sections dealing with purpose, major policies, organization, and emergency actions. Individual action plans, in the same format, should be developed by each Task Group.

For those who have not previously developed such plans, a brief statement of the nature and purpose of an emergency plan might be helpful.

Each plan, whether it be for a personal budget or a plan for armed forces, is based on assumptions as to future events which can only be roughly estimated.

Planning assumptions almost always vary, sometimes widely, from actual events. Therefore, a plan may not be executed exactly as originally expected.

However, if the plan has been conscientiously prepared, those who participated will be ready to modify it as unexpected situations develop.

The plan is important, but of greater importance is the planning, and the experience gained by the planners who may later find themselves in charge. This is why the Guide stresses the importance, where practicable, of placing planning responsibility on the shoulders of those who will actually operate in an emergency.

Procedures for Resources Management

Each Task Group should develop and test a system for estimating the availability of resources postattack, estimating the demand by potential users, and for controlling the use of resources to support essential activities.

Detailed guidance for the establishment, use, and testing of the system is contained in the Appendix, as well as information on the major types of claims and claimants and procedures for submittal of resource claims.

Additional procedures are provided for consumer rationing, price controls, and rent controls.

Procedures should be developed for the use of the State or local emergency management organizations in:

- the simultaneous assessing of remaining resources,
- the development of requirements for such resources,
- the exchange of requirements information, and
- the coordination of management activities.

Planning Assumptions. At the outset of this planning program, the Emergency Planning Director and the Emergency Resource Planning Committee should adopt planning assumptions as to a postattack emergency condition which the

State or community might face. All Task Groups would conduct their planning and develop their estimates of resource supplies and demands upon the basis of these assumed conditions. The Regional Office Directors of the Office of Emergency Planning are available to assist in developing suitable assumptions for this purpose. Suggestions are contained in the Appendix.

Planners should avoid unnecessary detail in estimating availabilities and demands, and avoid attaching too much significance to the results of studies conducted against assumed attack conditions. The primary objective should be the discovery of potential problems and the developing of methods for handling these problems in an emergency.

ORGANIZATION AND PLANNING GUIDE



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TRANSPORTATION APPENDIX
TO OEP CIRCULAR 8500.1

for
**STATE & LOCAL
EMERGENCY
MANAGEMENT
OF RESOURCES**

September 1962

STATE AND LOCAL EMERGENCY RESOURCE MANAGEMENT PROGRAM

Task Group on Transportation

1. Organization and Staffing of the Task Group

National plans rely on the existing Federal transportation agencies in the Department of Commerce (Office of Emergency Transportation, Bureau of Public Roads, Maritime Administration, Defense Air Transportation Administration), on the independent regulatory bodies (Interstate Commerce Commission and Civil Aeronautics Board), and other agencies having transportation functions (Federal Aviation Agency, Corps of Engineers-Civil Works and U.S. Coast Guard) for mobilization of the Nation's commercial transportation industries and for dissemination of planning information and guidance. Wherever planning relationships of these agencies have been established with local authorities they constitute official ties which must be reflected in task group activity.

State and local governments should designate appropriate staff to assist in the emergency planning work of the Task Group, to maintain continuous planning, and to be available as necessary to carry out postattack operating responsibilities. Reliance should be placed upon staff of the commission or agency regulating transportation within the area in normal times.

In carrying out the program, State and local transportation officials will need the advice and cooperation of other government and industry officials to be included in the Transportation Task Group.

The Transportation Task Group should consist of members recruited from the following elements of government and the transportation industry:

State transportation agencies or regulatory commissions; (commerce or utilities commissions, highway departments, aviation directors, etc.)

Federal transportation agencies or regulatory commissions (Representatives of Federal agencies should obtain approval of their national offices as to the scope of their representation)

Representatives of government and industrial traffic offices and firms

Air, bus, trucking and water craft firms and associations

Local port authorities, if appropriate

Municipal transportation companies

Labor representation

Military representation or liaison.

The Task Group should keep in mind at all times the three prime objectives of the program:

a. Organizational readiness

b. Emergency action plans

c. Procedures for resource management

These objectives are interrelated and may be considered in whatever order seems appropriate.

2. Planning Steps

The chairman of the Transportation Task Group should schedule a series of meetings to be held at convenient intervals in accordance with the schedule set by the Emergency Planning Director.

The purpose of these meetings will be to study the transportation and traffic problems which the State or local government may face in a nuclear attack and to review and improve existing local emergency plans and organizations. Following are some of the measures the Task Group should consider:

a. Preliminary Review of Guidance Materials and Planning Assumptions

Before commencing the actual planning work, the Task Group should review available Federal and State guidance materials and the general program guidelines of the Emergency Resource Planning Committee, to assure understanding and compatibility with the over-all planning effort. Annex 34, The National Transportation Plan, and its appendices, will be the primary guide.

The Emergency Resource Planning Committee will furnish the Task Group with a set of post-attack planning assumptions from national guidance which will form the basis of the planning study of all Task Groups. These should be reviewed at the outset. Questions or proposals for

additional assumptions should be submitted to the Emergency Resource Planning Committee.

b. Developing the Plan for Postattack Emergency Resource Management

(1) Organizational Readiness

The Task Group should recommend in detail the type of standby emergency organization that should be established within the governmental structure to manage and control the transportation program in an emergency, in consonance or compatible with the National Plan. These arrangements would include the appropriate existing State and local government agencies and participation of non-government leaders.

The basic organization should cover motor transport (bus, transit and trucking) and rail, water, and air transport, as appropriate. Special provision should be made for transport damage analysis, freight and passenger traffic evaluation, and industry assistance.

In addition, the Task Group should recommend the type and extent of arrangements necessary for maintaining relations with Federal Government personnel stationed in the area in the postattack administration of the program.

(2) Emergency Action Plans

The Task Group should develop action plans, including necessary documents. For suggestions as to the type of action plans needed, see the "Format for an Emergency Action Plan" included in this Appendix.

(3) Procedures for Resource Management

The general procedures for emergency resource management applicable to all resources are provided in the Appendix under the heading "Procedures for Emergency Resource Management." The Task Group should adapt these procedures to its own needs in its study.

The following procedures are suggested with specific reference to transportation:

(a) Estimate transportation availability

Obtain quantitative data and statistics on transportation equipment and facilities in the local area and evaluate these data with regard to base operations, routes of heaviest travel or concentration, etc. Determine the capabilities of these resources to move persons and goods. Develop a

capability to analyze and assess the probable availability of remaining transport in a postattack period.

(b) Estimate requirements

In cooperation with appropriate military, civil defense, and other resource agencies, estimate the likely demands to be made upon State and local transportation services.

Estimates of requirements should be based on forecasts of passenger and freight traffic to be moved during stated time phases.

(c) Identify and take action on shortages and problem areas

Compare estimates of locally available transport capability with requirements of users in order to identify problem areas, bottlenecks, shortages, etc. Report any inability of transport resources to meet demands to the resource management coordinator.

Estimate the demands to be made by the transport industry upon other resources, such as manpower, fuels, equipment, supplies, and services, and report these to the appropriate planning group.

Adopt or adapt Federal control measures applicable to the State or local area, such as priorities, allocations, permit procedures, etc.

Provide additional local implementing measures necessary to keep transport moving freely, including, where necessary, government supervised and directed movement controls.

Where inter-area industrial systems remain operable, allow and support their continuation under existing management and where disruption has necessitated assumption of temporary operational control release and restore private and public systems as soon as possible.

c. Review of Task Group Activities and Recommending Preattack Actions to Improve Readiness

On completion of the foregoing steps, the Transportation Task Group will evaluate its work, the condition of readiness attained in its field, and recommending any further action needed. The Group should prepare reports on progress and its recommendations on programs, plans and organization for emergency management of transportation resources. It should also:

(1) Recommend a schedule for periodic drilling of key personnel and testing of emergency transportation plans and organization.

(2) Recommend preattack actions to increase transportation availability in an emergency, such as stockpiling and other reserves of materials and equipment.

3. Additional Guidance and Reference Materials

In considering the scope of the emergency management task to be performed and the nature of the plans of Federal agencies, the Task Group will use the following guidance:

a. Principles

The mobilization and emergency control of commercial transportation will be based on continuing reliance on the in-being capability of transportation industries, functioning under their own managements, and with a minimum interference of government between essential shippers (or users) and the transportation services.

State and local transportation services, including urban transit, private automobiles, local and intrastate buses and trucking, and small air and water craft (except harbor craft in ports) will be under State and local regulatory control subject to such general guidelines as may be established by Federal authority.

State and local authorities will also assist and, as necessary, implement and enforce Federal con-

trol measures with respect to commercial air and rail transportation, warehousing and port facilities, and interstate motor and waterway transportation services.

b. References

Federal, State and local policies and plans dealing with the regulation or management of transportation in emergency should be available to the planning group and should be reviewed to assure that new plans are compatible with national objectives.

Important references include:

Annex 34, The National Transportation Plan and its Appendices

Annex 12, Directed Movement

Transportation Appendices to State Survival Plans

Specific plans and orders of Federal and State transportation agencies

Technical publications on transportation management and traffic control

Emergency plans of transport industries

Local military movement plans

Latest statistical summaries on local or area transportation

Task Groups should not overlook Mutual Aid Pacts in effect between States; also pacts in effect between border States and certain provinces in Canada.

EXAMPLE OF A STATE PLAN FOR THE EMERGENCY MANAGEMENT OF RESOURCES

(Extract from Part B—Resource Sections, XI. Transportation Services)

GENERAL

The process for furnishing transportation services in the State in a nuclear attack emergency involves two series of actions. First, essential immediate needs are identified and actions are taken to supply these needs. Second, and as soon as possible, future continuing needs for transportation service and expected future transportation capabilities are estimated, following which decisions are made and actions are taken to direct these expected future capabilities to meet needs most essential to continued survival and recovery of the State and Nation.

Following is a brief description of Federal, State, local government, and transportation industry roles in the emergency management and use of transportation services in the State.

FEDERAL GOVERNMENT

The Federal Government is responsible for working with the transportation industry—all modes, as appropriate—to assure maximum service and to provide transportation service to satisfy shortages at State and local government levels. The several Federal transport agencies, i.e., the Office of Emergency Transportation (Commerce), the Interstate Commerce Commission, the Bureau of Public Roads, the Maritime Administration, the Federal Aviation Agency, and the Civil Aeronautics Board, have established intermediate offices or representatives at State and area levels where appropriate. Representatives of these Federal transport agencies are available to the State Transportation organization for assistance and guidance.

Transportation service is available to all users for essential movements in the interest of State and National defense. In accordance with Federal policy, users within the State may use interstate transportation services originating in or passing through the State for essential movements and the responsible State or local government agencies may claim for any transportation to meet the transportation requirements of the State.

Federal Government transport agencies work with the transportation industry to assure maximum transportation services and for the furnishing of interstate transportation services to meet

essential needs in the State of -----, as well as to meet essential needs in other States which also depend on these interstate transportation services.

STATE GOVERNMENT

The State transportation organization and its area organizations develop, in cooperation with other organizations of the State government, and provide, on behalf of the Governor, policies and guidance consistent with State and Federal objectives. The purpose of these policies and guidance is to assure application throughout the State of compatible measures for the conservation and use of transportation services and to assure that essential movement needs are identified and met within the transportation services available. The State transportation organization and its area organizations accept requests for State-level assistance from local government officials and arrange through the Federal transportation agencies with interstate transportation systems to provide service to correct local transportation shortages. As soon as possible after the attack, the State transportation organization, in cooperation with State organizations representing major activities within the State that use transportation services, anticipates continuing needs and works with the Office of Emergency Transportation State Representative to assure that arrangements are made to provide transportation services to meet ongoing demands of authorized essential users.

In the event of a breakdown in communications or area isolation, when the appropriate Federal agency representative responsible for control of a particular mode(s) is not available, the State exercises responsibility for the control of the affected mode(s) within the boundaries of that State, exclusive of air carrier aircraft.

When Federal agency representation is available, control of transportation is the responsibility of the Federal agency representatives.

LOCAL GOVERNMENT

Operational Survival Plans of the State and its political subdivisions contain provisions for the conservation and use of transportation services available to the localities in the State. These

plans also provide for requesting and obtaining State assistance to provide transportation to meet local shortages of transportation services.

INDUSTRIES

Transportation industries function under their own managements and operate their systems and facilities so as to provide the maximum possible service within their capabilities and to fill essential needs as specified by appropriate Federal, State, and local government authorities. This includes responsibility for continuity of management; protection of personnel and facilities; conservation of supplies; restoration of damaged lines and terminals; rerouting; expansion or improvement of operations; and the securing of necessary manpower, materials, and services.

USERS AND SHIPPERS

Users of transportation and shippers, including Government agencies, are responsible for their own internal transportation procedures and for arranging directly with carriers for the actual accomplishment of movements.

Attached to this plan, as Reference Document No. 1, is a list of the locations of transportation installations and facilities which are essential to national survival and which must be kept in operation to assure provision of transportation services to meet essential needs for survival and recovery. Preattack arrangements have been made with the managements of these facilities to identify their purchase orders for equipment, mate-

rials, maintenance, repair, and operating supplies to assure acceptance and deliveries on these purchase orders by suppliers. Similar preattack arrangements have been made with appropriate authorities of local governments to assure provision of electric power, manpower, transportation, water, fuels, and other locally available resources requisite to the continuing operation of these transportation facilities.

The list and arrangements described herein also include major intrastate transportation facilities. Local governments authorize local transportation companies in their jurisdictions to identify purchase orders to obtain maintenance, repair, operation supplies, and equipment to assure continuous operations.

FLOW CHARTS

Following are flow charts for the various modes of transportation (i.e., rail, motor, water, and air) showing the process and the actions to be taken by Federal, State, and local governments to assure a continuing provision of transportation services to meet essential needs in the State in a nuclear attack emergency.

The legends accompanying the charts identify—

A. actions to be taken immediately to provide immediately needed transportation services essential for survival; and

B. actions to be taken as soon as possible to anticipate future continuing needs and to direct transportation services toward meeting the most urgent needs for continuing survival and recovery.

FLOW CHART NO. 3

Introduction—Transportation (AIR)

Following is a brief description of Federal, State, and local government roles in the provision and use of air transport services available to the State in a nuclear attack emergency.

Federal Government

The Federal Government is responsible for working with the air carrier industry to provide interstate air transport services to meet essential needs in the State of _____ as well as to provide air transport services to other States which depend on these interstate air carrier systems to

meet essential air transport needs in a nuclear attack emergency.

The U.S. Civil Aeronautics Board has a State representative located at _____. This Federal agency administers the War Air Service Program (WASP). The State representative of the CAB works with State aviation officials and assists them in arranging for provision of air carrier services to meet essential air transport needs of the State in accordance with the air priorities system.

The Federal Aviation Agency has designated a District office located at _____ to work with

State aviation officials to assist in the provision of air transport services, provided by other than air carrier aircraft, to meet essential needs of the State as well as essential needs of other States. This Federal agency also assists the State in restoring and developing airports.

State Government

The State aviation organization and its area organizations develop, in cooperation with other organizations of State government, and provide, on behalf of the Governor, policies and guidance consistent with State and Federal air transport objectives. The purpose of these policies and guidance is to assure application throughout the State of compatible measures for identifying the most essential air transport needs and to meet these needs within the air transport service available to the State. The State aviation organization arranges through the CAB for the provision of air carrier service to meet shortages reported by local governments. The State aviation organization also works with companies operating other than air carrier aircraft charter services and individuals and companies owning other than air carrier aircraft for

air transport services to meet shortages reported by local governments.

As soon as possible after attack, the State aviation organization in cooperation with other State organizations representing major activities that use air transport services anticipates continuing needs and arranges with the Federal air transport agencies for air transport services to meet these ongoing needs.

Local Government

Operational Survival Plans of the State of -----and its political subdivisions contain provisions for authorizing essential users and essential facilities in their jurisdictions to place certified transportation requests on air carriers and on owners and operators of other than air carrier aircraft to obtain air transport services. Designated aviation officials of local government assist authorized local users to obtain air transport services and where necessary assign priorities on local use. When shortages in local service arise, local governments request State aviation officials to arrange either directly or if necessary through the Federal transport agencies for air transport services to meet these local shortages.

Legend for Flow Chart No. 3

A. Actions to Provide Immediate Air Transportation Services

- (1) Issue Air Transportation Policy.
- (2) Authorize essential local uses of air transport services.
- (3) Place certified transportation requests for service.
- (4) Report shortages.
- (5) Anticipate local air transport service shortages—reduce local use—request State assistance.
- (6) Arrange with Aviation Industry to provide air transport service to satisfy shortages.
- (7) Request Federal transport agencies assistance.

B. Actions To Provide Continuing Air Transportation Services

- (1) Estimate future needs—available continuing services—adjust State air transport policy.
- (2) Estimate aviation industry requirements for supporting resources—present to appropriate State resource agencies.

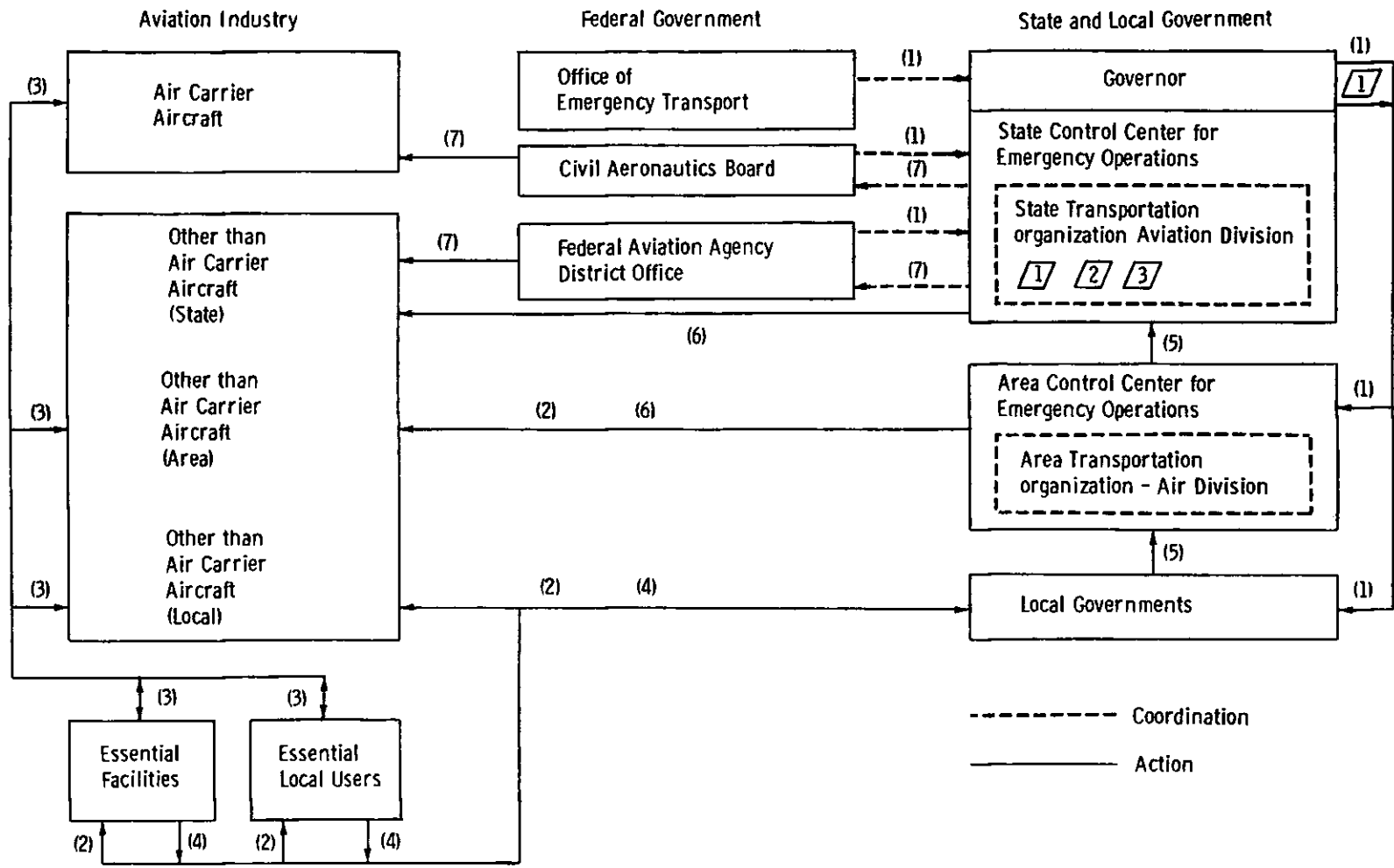
- (3) Allocate and authorize air transport systems to obtain supporting resources.

Essential Facilities are (1) military establishments engaged in immediate retaliatory or defense operations; (2) electric power, gas and water utility systems; (3) industrial plants producing or processing essential items; (4) major wholesale establishments storing or distributing essential items; and (5) transportation and communications systems providing essential services.

Essential Local Users are (1) civilian organizations engaged in essential civilian activities including persons, equipment, and facilities providing essential survival care and services to people; (2) military organizations engaged in essential military activities; and (3) farmers producing essential food and workers employed in essential facilities or local establishments providing essential items and services to people.

EXAMPLE OF A STATE PLAN FOR THE EMERGENCY MANAGEMENT OF RESOURCES

Flow Chart No. 3—Transportation (Air)



Tran-1, State Transportation Policy and Guidance

To: Heads of Political Subdivisions

Guidance for Local Governments. It is essential that transportation services available for use in this State be carefully conserved and restricted to immediate and urgent uses for local, State and National survival and recovery until the continuing transportation capability can be assessed and transportation services that will be available for less essential needs can be determined.

In order to (1) prevent waste and dissipation of transportation services throughout the State, (2) provide transportation services to meet immediate and urgent needs, and (3) to assure continuing transportation services for local uses, appropriate officials of local government are requested to take the following actions:

1. Announce and enforce restrictions on the use of transportation services.
2. Provide instructions to the transportation industry on how to meet essential needs.
3. Authorize essential local users to obtain transportation services for immediate and urgent needs.
4. Authorize essential facilities and essential local users to certify requests for necessary transportation services. Instruct essential facilities and essential local users to place these certified requests on their customary agents or companies. (Local governments have been provided by the State with a list of the essential facilities located in their jurisdictions.)

In the event transportation services are not adequate to meet all essential needs, local governments should reduce authorized local uses. Concurrently they should report shortages of service and request appropriate officials of State government to take actions to increase transportation services to the local jurisdiction.

Effective date _____
 _____,
 (Name)
 Governor of the State of _____
 By: _____,
 (Signature)
 State Transportation Director.

(NOTE: The Federal Office of Civil Defense is including in its *Federal Civil Defense Guide* planning guidance for use by State and local civil

defense officials in the development and inclusion in Operational Survival Plans of detailed procedures and organizational arrangements for the conservation, distribution, and use of transportation services in an immediate postattack period. This guidance is compatible with Federal policy on priority use of resources. See RM-5, Part A, page 28 of this Plan.)

Tran-1, Attachment 1

BACKGROUND INFORMATION

The Governor has issued general policy on the use of essential resources in the immediate post-attack period. These policies are set forth in Part A of the State plan. They have been furnished to appropriate officials of the political subdivisions of the State.

In general, these State policies provide for temporary freezing of retail inventories of essential items and immediate and continuing release of these items to meet urgent military and civilian needs and to maintain operations of facilities essential to continued survival and recovery. They provide for continuing resupply of local secondary inventories as well as inventories of essential facilities which obtain their supplies from wholesale and primary sources.

In addition, the Governor has issued a proclamation (RM-6) requesting the executive heads of the political subdivisions in this State to provide resources from locally available supplies to carry on immediate and urgent activities for survival and to maintain the operation of essential facilities. In accordance with this direction from the Governor, local governments are requested to inform essential users of resources and persons engaged in the operation of essential facilities how to identify their purchase orders, contracts, and other purchase arrangements to obtain deliveries of supplies and services.

Attached to this section of the State plan is a list of essential transportation facilities that must continue in operation to assure an adequate flow of transportation services for local, State, and National survival and recovery. Names and addresses of these facilities located in the political subdivisions have been provided to the local governments concerned.

Local governments, upon attack, notify the management of these facilities to certify their purchase

orders and contracts to obtain production materials, capital equipment, and maintenance, repair and operating supplies or to place contracts for essential repair and construction as follows:

1. Essential Transportation facilities use the following State certification to identify:

a. purchase orders for supplies of electric power, gas, solid fuels, and transportation and communication services, and

b. construction contracts for repair and construction of facilities.

"This is an essential order authorized by the State of _____

(Signature of purchaser)"

2. Essential Transportation facilities identify their purchase orders for supplies of production materials, capital equipment, and other maintenance, repair, and operating supplies in accordance with the rating and certification provisions of Federal emergency regulations issued by the Business and Defense Services Administration of the U.S. Department of Commerce upon attack. The State Industrial Production organization publicizes and makes known these Federal regulations to local governments and industry immediately following an attack.

Essential Local Users are (1) civilian organizations engaged in essential civilian activities including persons, equipment, and facilities providing essential survival care and services to people; (2) military organizations engaged in essential military activities; and (3) farmers producing essential food and workers employed in essential facilities or local establishments providing essential items and services to people. Less essential individual users are not included except those requiring immediate transportation services for individual or family survival.

Essential Facilities are (1) military establishments engaged in immediate retaliatory or defense operations; (2) electric power, gas, and water utility systems; (3) industrial plants producing or processing essential items; (4) major wholesale establishments storing or distributing essential items; and (5) transportation and communications systems providing essential services.

Tran-2, Request for Furnishing of Interstate Transportation Services.

To: State and Area Offices of Appropriate Federal Transportation Agencies.

Local governments in this State, in accordance with State policy and guidance, have identified and authorized essential local users and essential facilities in their jurisdictions to certify their requests for transportation services with the following certification:

"This is an emergency transportation request authorized by the State of _____

(Signature of shipper or user)"

Local and intrastate transportation industries and operators have been instructed to accept certified transportation requests and to furnish the services requested. They have in turn been authorized to use this same certification on their requests for services, equipment or operating supplies needed to supplement their regular transportation service.

You are requested to arrange with interstate transportation operating systems of your appropriate mode for acceptance of these state certified requests for transportation within their capabilities to furnish service.

Effective date _____

(Signature)

State or Area Transportation Director.
State of _____

Tran-3, Authorization on Use of Intrastate Transportation Services

To: _____
(Name of each intrastate transportation industry company)

Local governments in this State, in accordance with State policy and guidance, have identified and authorized essential local users and essential facilities in their jurisdictions to certify their requests for transportation services with the following certification:

"This is an emergency transportation request authorized by the State of _____

(Signature of shipper or user)"

You are to accept and furnish service when presented a State certified transportation request subject to your capability to furnish such service.

You will receive, from time to time, directions from the State or Area transportation directors to adjust your services to meet shortages of service reported in particular localities.

You are authorized to use the certification quoted above to certify your purchase orders for equipment, services, and operating supplies needed for your continued operations.

If you are unable to obtain needed equipment, services, and supplies to meet the certified transportation requests placed on you, notify this office promptly.

Effective date _____

(Signature)

State of _____,
State Transportation Director.

3. Emergency Organization

(NOTE: Different states have different organizations of State departments and agencies to carry on State government responsibilities and functions. These States also have different organizational arrangements in their operational survival plans to carry on their civil defense operational functions in an emergency.

(The organizational charts which follow identify the functional areas involved in the regulation of transportation resources in a State in an emergency. They are provided as guidance to assist State Transportation Planning Task Groups to develop precise organizational arrangements for carrying on the State level role in the emergency management of transportation resources.

(The State Transportation organization can thus be made consistent with State traditions and concepts and

compatible with organizational arrangements in a particular State for carrying on other emergency functions.)

The Area Transportation terminal, county, and other substate level offices in the sample organization charts are located in control centers at points which have been established for area, regional, or other substate level emergency operations.

These are actions necessary to provide for the continuity of operations of the State Transportation organization.

(1) The Governor of the State of _____ has assigned to _____

(A designated State department or agency)

the responsibility for providing administrative support, i.e., personnel, facilities, and supplies, for the operations of the State Transportation organization. Copies of this plan and all action and reference documents have been placed and are immediately available in the State control centers and in the Office of _____

(This State department or agency)

and its relocation and alternate sites.

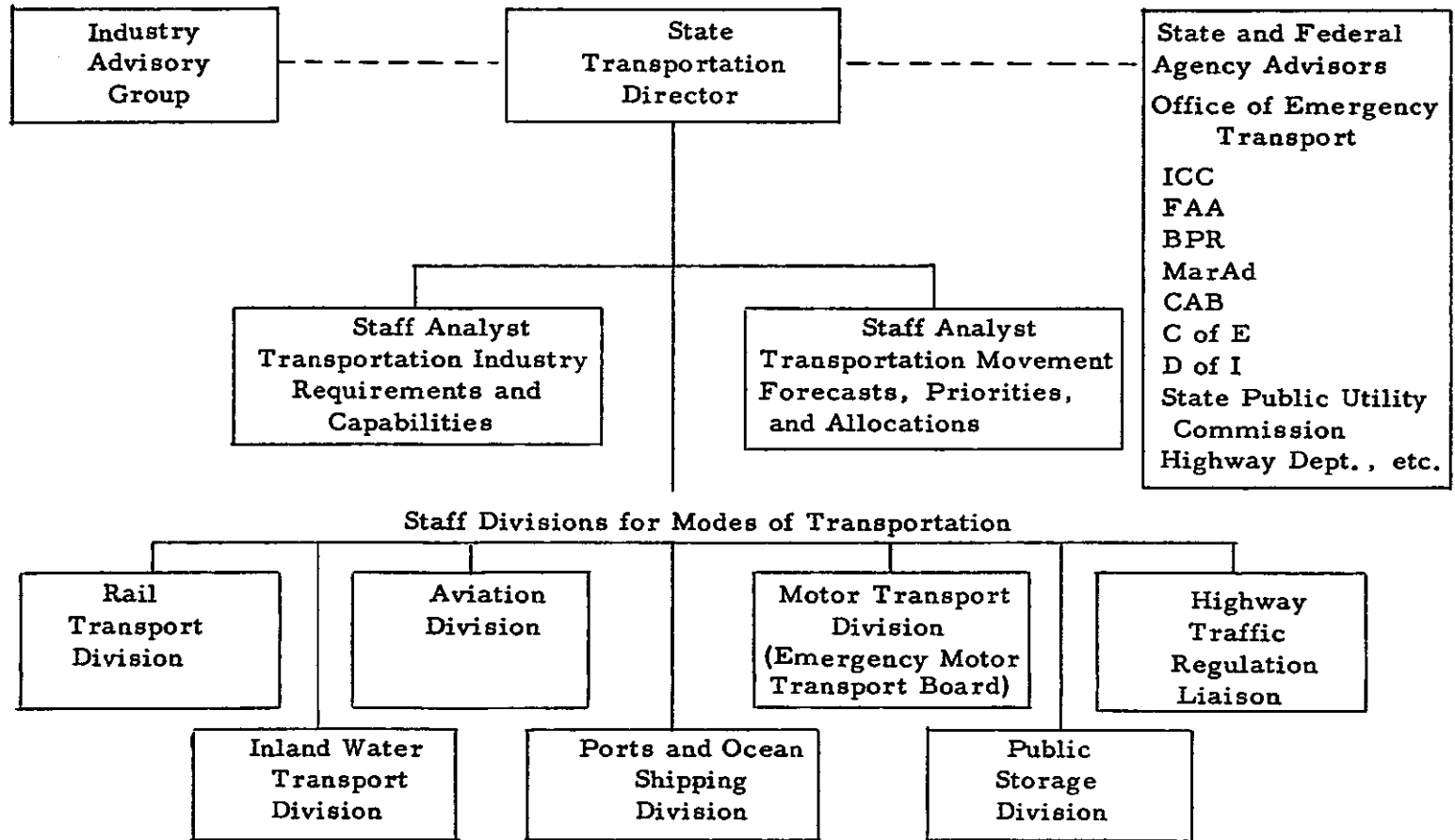
(2) Upon activation of this plan, the State Transportation Director and key staff with emergency assignments to the State Transportation organization establish headquarters at the State control centers or the Office of _____

(This State department or agency)

or its relocation or alternate site.

(3) Lines of succession to assure continuity of key staff for the operation of the State Transportation organization are provided in the roster of key personnel contained in the organizational provisions of this section. (This roster is to be developed and attached to this section.)

State Transportation organization



State of -----
Transportation organization

1. THE DIRECTOR OF TRANSPORTATION

- a. Establishes an appropriate organization.
- b. Establishes suitable transportation operating centers.
- c. Activates Divisions and Branches of the State Transportation organizations when directed by the Governor.
- d. Establishes effective operating procedures.
- e. Assists lower levels in the establishment of appropriate and uniform organizations and operation procedures.
- f. Directs the activities of the Transportation organization.

2. THE INDUSTRY ADVISORY GROUP

- a. Advises and assists the Director on all matters pertaining to the availability, capability, procurement, and regulation of transportation services.
- b. Advises and assists the Director in the selection of an Emergency Operating Staff of sufficient size and capabilities to handle the details of regulation of transportation services.
- c. Advises and assists the Director of Transportation in establishing suitable local level transportation operating centers and effective operating procedures for such centers.

3. THE INTERAGENCY ADVISORY GROUP

- a. Advises and assists the Director on all matters pertaining to the coordination of governmen-

tal agency responsibilities and activities in respect to transportation.

- b. Maintains current information on all laws, regulations, directives, orders, etc., pertinent to the authority, responsibilities, and limitations of the respective agency of each member affecting the mobilization and regulation of emergency defense transportation services.

- c. Individual members have the full authority to act for their agencies in the absence of communications.

4. DIRECTORS OF RAIL, AVIATION, MOTOR, HIGHWAY TRAFFIC REGULATION, WATER AND PUBLIC STORAGE DIVISIONS

- a. Advise and assist the Director of Transportation pertaining to their respective modes of transportation and storage.

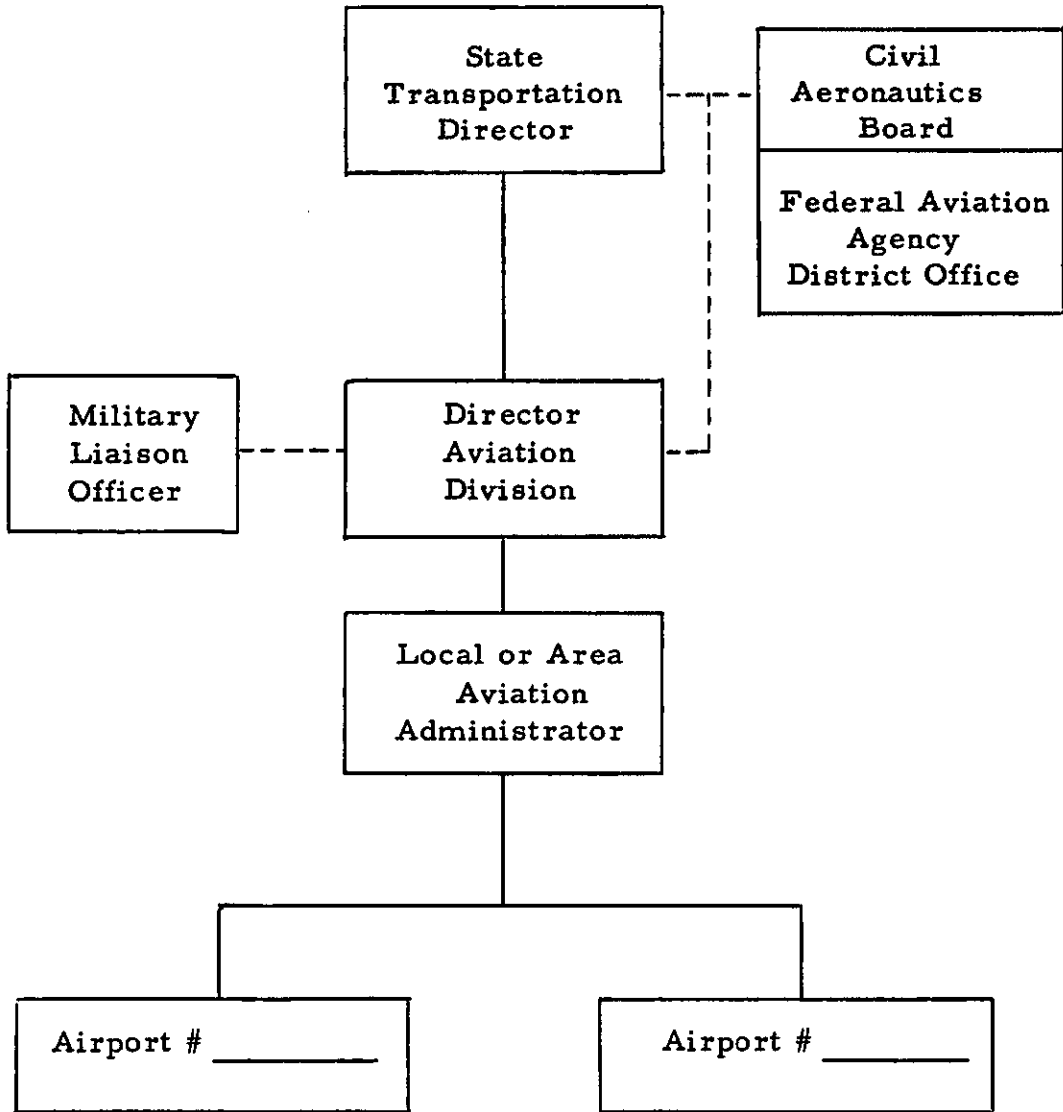
- b. Coordinate the activities of the various segments of their respective modes of transportation and storage.

- c. Organize and direct the activities of the emergency operating staff of their respective divisions.

- d. Supervise the details of regulation of storage and transportation service of the mode of transport their divisions regulate.

- e. Advise and assist representatives of industry for their respective modes in emergency operations for the preservation, conservation, and maximum utilization of transport service in an emergency.

STATE TRANSPORTATION ORGANIZATION
AVIATION DIVISION



The Aviation Division provides State government direction and assistance in the managed air movement of persons and goods in support of Regional, State, and local essential activities. The State Aviation Division functions as a Division of the State Transportation organization under the direction of the Director of the State Aviation Division. The Director of the State Aviation Division and his staff:

1. Specify the duties and responsibilities of the State Aviation Division and those of the State,

area, and local officials or designee assigned defense readiness responsibilities for aviation activities.

2. Provide the criteria for the establishment and operation of control of airports and methods of securing the controlling of the operation of aircraft from all landing areas within the State except military installations.

3. Assist in the establishment of communications network for the dissemination of necessary directives and pertinent information to airports and personnel, and provide for necessary tests of

facilities, training of personnel, and simulated drills to determine the adequacy of the networks to perform the functions for which they are intended.

4. Define responsibilities and establish procedures and general instructions for the security control of civil traffic within the State in cooperation with the Federal Aviation Agency and appropriate military services.

5. Provide by delegation appropriate authority to designated personnel to enable enforcement, if necessary, of security measures and other actions to implement the plan.

6. Provide appropriate liaison to the State Civil Defense Director and armed forces.

7. Compile and maintain a record of all aviation resources within the State, including airmen, aircraft, repair facilities, airports, fixed-base operators, executive aircraft, and other aeronautical activities and facilities, together with an indication of the availability on a voluntary basis for their participation in support of the State or National interest during an emergency.

8. Prepare and maintain a functional analysis of available passenger and cargo airlift and aircraft suitable for special purposes such as aerial radiological monitoring, reconnaissance, and others.

9. Provide this information to the Director of the State Transportation organization and other interested offices, including the General Aviation District office assigned responsibility for this State.

10. At all airports within the State, provide for the appropriate registration of all aircraft and maintenance of suitable charts, directories, and other data to assure proper pilot and/or flight-crew briefing concerning operation of aircraft under security regulations.

Activation procedures for other than air carrier airlift (State and Regional Defense Airlift Plan (SARDA)) follows.

Activation of the State and Regional Defense Airlift Plan (SARDA)

To: Owners and Operators of Non-Air-Carrier Aircraft Registered in the State of-----

Notice is hereby given by the undersigned that pursuant to the authority vested in the State Transportation organization, Aviation Division, by the Governor of this State to make most effective use of non-air-carrier aircraft within the State and to meet the needs of the State for essential aviation services during the present emergency, all non-air-carrier aircraft are herein mobilized for use until further notice.

All non-air-carrier aircraft owners and operators will report to the

(Address of General Aviation District Office, State, Area, or Local controlling office as indicated by FAA or State)

by the fastest means of communication, including: the present location of their aircraft, its permanent home base, availability of flight and maintenance crews, and the state of readiness of the aircraft for use.

All civil airmen not assigned to aviation services in support of Federally designated and controlled air operations (CRAF, WASP) will report to the

(Address of GADO, State, Area, or Local controlling office indicated by FAA or State)

by the fastest means of communication, including: name, airman certificate, ratings, current qualifications, present location and availability for immediate duty.

-----,
Director, Aviation Division.

EMERGENCY TRANSPORTATION PLANNING FOR STATE AND LOCAL LEVELS

DRAFT
March 1963

Office of Emergency Transportation
Under Secretary of Commerce for Transportation
Department of Commerce
Washington, D.C. 20235

EMERGENCY TRANSPORTATION PLANNING FOR STATE AND LOCAL LEVELS

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I. PURPOSE AND SCOPE

This Manual sets forth guidelines in the form of principles and procedures to be used by state and local governments in planning for and controlling transportation in emergencies. In order to attain a high degree of consistency with Federal plans, and among plans of the various states, individual states and communities are encouraged to apply these principles and procedures to their emergency transportation planning efforts. Such planning efforts should receive periodic review in order that any policy changes effected by the Fed-

eral control transportation agencies will be adequately reflected in current state and local planning. Since the emergency situation in each area will vary, detailed measures provided within the framework of this guide must be based on local judgments and decisions as to the needs of the particular area. This Manual covers the following main topics: planning and operating relationships and responsibilities, elements and methods of control, and organization for emergency transportation planning and operations.

II. PLANNING AND OPERATING RELATIONSHIPS AND RESPONSIBILITIES

A. GOVERNMENT INDUSTRY-RELATIONSHIPS

In wartime, as in peace time, essential transportation jobs are best done by skilled people in going organizations trained in the "knowhow" of their industry. It will be to the men, facilities and organized ability of the transportation industry, therefore, that this country will continue to look for transportation service during wartime. Government at all levels will rely on all segments of the transportation industry to operate their systems and facilities to the extent of their capabilities. Controls or regulations will be imposed by the Government only to the degree necessary to ensure that essential civil and defense needs are met. For these reasons coordination between government and industry is necessary at all levels to ensure continued functioning of transportation systems, availability of alternate facilities where necessary, and provision of fuels, maintenance, and repair materials for effective operations.

B. EMERGENCY TRANSPORTATION RESPONSIBILITIES OF THE VARIOUS LEVELS OF GOVERNMENT

The industrial transportation effort of the nation does not fall within the prerogative of any one government level or segment of the using economy. In order to function effectively in emergencies, it must be responsive both to overall national objectives and to the specific needs of every community and essential local activity.

1. The Federal Government

Experience gained from past emergencies shows the necessity for providing centralized control of all civil transportation during a period of national emergency. It is contemplated that in the event of a future emergency, such control will be delegated at the Federal level to an emergency transportation organization. In keeping with this philosophy, Federal agencies responsible for emergency control of interstate and national transportation (see section VII, Annex 34), are further charged with guiding and assisting states and communities with respect to the control and use of transportation employed in intrastate and local service.

2. State Governments

A State government, by reason of its median position of authority between Federal and local levels, likewise has a dual responsibility in matters of transportation. It must assist the free movement of persons and goods in support of the national effort and at the same time it must ensure that transportation is successfully coordinated and operated at local levels.

Generally, it is the responsibility of the State government to plan for and coordinate all public and private transportation within its borders. This includes (a) whatever regulation of transportation is necessary and which is not exercised

by the Federal Government, (b) coordination and control of county and city transportation services, and (c) cooperation with adjoining states on transportation problems of mutual concern.

In addition, the State will assist in the implementation of Federal transportation measures, extending and enforcing them as necessary. Costly and time consuming jurisdictional conflicts are likely to be reduced if Federal and State regulatory and control measures complement and are consistent with each other.

3. Local Governments

Local governments (cities and counties), acting under authority granted them by State constitutions and laws, will plan for and coordinate transportation matters within their jurisdiction and with adjoining communities.

C. CLAIMANT-CONTROLLER RELATIONSHIPS

Transportation officials at every level of government need to be mindful of the customer-service relationship characteristic of the transportation function. On the other hand, there are the traveling public and industrial and government shippers of all types who require the use of transportation in carrying out their individual purposes and missions. On the other hand, there are public, commercial, private, and common carriers which provide, operate, and control the transportation facilities. In time of emergencies there will be a similar claimant-controller relationship

among government agencies. A relationship that will reflect the dual interests of users and operators.

Because of the claimant-controller relationship, government agencies at all levels having transportation regulatory or control functions must be guided by the principle that their first duty is to ensure efficient and effective service to the users of transportation. This holds true whether such users be government agencies, industrial shippers, or the traveling public. During war, disaster or emergencies when it may not be possible to provide for the needs of all users, the most essential defense or survival needs must be met in the order of their relative urgency.

1. Claimants

Claimants are those government agencies (see Tab C) and others which, by virtue of law or delegation of powers or contribution to the emergency effort have responsibilities in areas of national economy or defense which require the use of transportation services, facilities and equipment to accomplish their non-transportation emergency missions.

2. Controllers

Controllers are those agencies of government (see Tab C) which, by virtue of law or the delegation of powers are responsible for ensuring the effective utilization of transportation to meet the needs of various users.

III. ELEMENTS AND METHODS OF CONTROL

A. CONTROLLER ELEMENTS AT VARIOUS LEVELS

The Federal transport agencies, as listed in section VII of Annex 34, are the "controllers" for interstate and national systems of transportation. They work with other Federal departments and agencies and with the States in assuring transportation in response to overall national defense needs. In those instances where Federal control of interstate and inter-city transportation is provided for in the national transportation pattern, State governments would not become the "controllers" of such transportation services and traffic in emergencies. In a similar manner, at State level, State government departments or divisions having transportation regulatory functions in peace time become the "controllers" of intrastate transportation services and traffic in emergencies,

under the centralized control of a Federal emergency transportation organization. These departments or divisions differ in different States, but usually comprise State Public Service and Utility Commissions, and State Rail, Aeronautical, Vehicle and Highway Commissions or Departments.

At local levels, government divisions such as transit commissions, county and city engineering divisions, road and street departments, and where appropriate, local port and airport authorities become the "controller" group over local transportation services and traffic in wartime.

B. PRINCIPLES AND METHODS OF CONTROL

Government agencies at all levels which function as either claimants or controllers act not as owners, operators, or users of transport, but as the

channels for ensuring that these various components get the transportation job done effectively. They weigh the transportation demands of the various "claimant" shipper groups against the capabilities of the various operating carriers. If transportation shortages are indicated, they act as adjudicators in deciding which shippers have precedence and should receive priorities or allocations of service. This will be based upon policy and guidance originating at the national level. If the transportation industry itself becomes short of manpower, fuel, or other resources required to keep it in operation, they act as claimants for the industry in obtaining these resources.

Transportation control agencies usually follow a general policy of non-interference with the internal shipping problems of claimants and the internal management of carriers. By representing both groups, they are in a position in cases of extreme emergency to step in and provide overall direction for traffic movements and transport operations. Here also, impartiality toward essential users must continue to be observed. Federal measures for the control of interstate systems will consider the priority use which may have to be made of those systems by persons and activities connected with local civil defense and survival. Likewise, State measures for the control of intrastate transport must honor the priorities and necessary use of local transport in furtherance of national defense needs.

C. AREA COOPERATION AND COORDINATION

In emergencies metropolitan and area transportation complexes should be regarded as single entities, regardless of their political boundaries. It is essential that the various governing elements sharing a transportation system cooperate in planning its emergency use, and that an understanding be reached as to the role each element will play in the use and control of transport for their mutual defense and survival.

IV. ORGANIZATION FOR EMERGENCY TRANSPORTATION PLANNING AND OPERATIONS

A. PLAN OF ORGANIZATION

The best way of ensuring that transportation emergency requirements will be appropriately planned for and met is to (a) establish a staff, and train a competent standby transportation organi-

Officially constituted area transportation authorities—transit authorities, port authorities, and the like—are the desired means of achieving the closest kind of coordination. Where these do not exist, transportation coordination may be accomplished by groups specifically constituted on a stand-by basis by authorities. Where official arrangements cannot be made, the same ends may usually be achieved through quasi-official groups organized by transportation industry personnel themselves, such as State transportation or traffic associations, clubs, unions, and similar groups.

D. RULES FOR ELIMINATION OF RESTRICTIONS

Transportation constitutes the physical link by which communities and regions are joined together. If a transport system serving a community from the outside is diverted to purely internal or local uses, the consequence of lost incoming transport will be harmful to the local area. The result will be a self-imposed shut-off of resources of all types which otherwise would have flowed into the receiving community. Therefore, it is in the best interest of each community and area to keep their transportation lifelines intact by adhering to the following emergency operating rules:

1. Take no action which would restrict or restrict or retard the larger transport system of which its transport resources are a part.
2. Remove restrictive measures, except those directly affecting safety, which tend to retard transport moving into, out of, or through its transport complex.
3. Honor the through movements and priorities of other areas, just as it would have those areas honor its movements and priorities. Reciprocity in its broadest sense must become the guiding rule for coordinating transportation in emergencies.
4. Assist in expediting through movements of transport and in expediting necessary fuel, service and maintenance support to such transport.

zation as a part of the state or local government and (b) obtain a suitable emergency headquarters at a secure and strategic location. Plans already exist for consolidating the various Federal agencies having transportation responsibilities into

a single emergency transportation organization at national and regional levels in a time of emergency.

The creation of a similar single emergency transportation organization within each State is advocated. In effect, this would be a standby transportation staff or agency which should be established as a regular part of the State or local government to act in times of emergency. Chart 1 is a functional organization chart showing a full-scale emergency transportation organization applicable to State, State-district, county, or metropolitan area levels. Such an organization would consist of:

1. A Director of Emergency Transportation.
2. A staff analyst for determining requirements and capabilities at the transportation industry, assessing damage, and arranging for restoration of equipment and facilities.
3. A staff analyst for analyzing user requirements and making traffic movement forecasts; and plan for priorities and allocations to ensure that urgent movement needs are met.
4. Staff branches for various modes of transportation such as ports, rail, air, water, street and highway, and public storage.

In the day-to-day work of the emergency transportation organization, the various branches are in active contact with their applicable mode in the transportation industry. The branches are the channels for information between the transportation industry and the staff analyst for Transportation Industry Requirements and Capabilities on matters involving requirements for fuel, manpower, equipment, facilities, etc. The staff analyst for Transportation Industry Requirements and Capabilities consolidates this information and is able to advise and initiate appropriate actions on behalf of the industry through the branches concerned.

The same functional relationship applies among the branches, users, shippers and the staff analyst for Traffic Movement Forecasts, Priorities and Allocations on matters appropriate to his responsibility. The directional arrows on Chart 1 show this continuing interchange of information between the branches and the analysts.

B. PROFESSIONAL STAFFING

It should be recognized that considering the difference in populations, industry and resources

found among American communities, it is difficult to prescribe an organizational and staffing pattern which will serve all communities equally well. In a small community, a handful of men might handle the whole job. In a large city, on the other hand, the staff organization might well be composed of many people, including operational personnel. In any case, the organization and staffing pattern should be only as large as is necessary to fit the needs of the State or local situation. This means, of course, that the staffing pattern should include alternates to each key position in sufficient depth to ensure the capability of 24 hours around the clock activity during an emergency.

The Director of Emergency Transportation and his staff should be recruited from governmental or industrial transportation activities. They should be recognized by the leaders of the transportation industry, probably appointed upon their recommendation, and should possess outstanding organizational ability. Upon them will fall the responsibility for the effectiveness of the organization which in turn will depend upon their obtaining the complete cooperation of both industry and government. Refer to Tab A for a suggested position description for the Director of Emergency Transportation at the State level.

Insofar as possible, the emergency transportation organization should be built around or draw its skills from the existing transportation offices of the government. (See paragraph II-B above.)

Other possible sources for competent transportation personnel, outside government, include: chambers of commerce, carrier associations, labor and management groups, traffic and transportation clubs.

C. ADVISORS

The Industry Advisory Group should be composed of experienced and recognized leaders from each segment of the transportation industry and representatives of operators of individually-owned transportation equipment. Each member should be thoroughly familiar with the procedures of his segment of the industry to meet requirements for transportation services. In order to function in serious periods of emergency, operational branches within the agency must develop a close working affiliation with their counterpart industrial firms and groups.

The Interagency Advisory Group should include appropriate representatives from the respective State and local regulatory traffic and transportation agencies. Additional members may be field representatives of Federal agencies within the State. Each member should be thoroughly familiar with the authority, responsibilities, and restrictions of his respective agency as related to emergency and defense transportation.

D. MILITARY LIAISON

Effective liaison with military authorities is of utmost importance to the emergency transportation organization. The very nature of the military mission requires mobility, which in turn is dependent upon commercial as well as organic transportation service. In many cases both military and nonmilitary users will require service from the

same source. The impact of this problem emphasizes that disposition of available resources to meet both military and civilian needs equitably is a vital function requiring continuing liaison.

In addition, Department of Defense installations of all kinds have much organic transportation equipment. If during local emergencies certain of these units were in excess of military needs, they could possibly add support to commercial transport inventories to meet local military or civil requirements. Therefore, it is important that close liaison be maintained with the cognizant military authorities to prevent the occurrence of conflicting plans, to create a basis for cooperation and mutual resolution of problems and to develop procedures for joint utilization of transportation services.

V. ESSENTIAL ELEMENTS OF EMERGENCY TRANSPORTATION PLANNING

A. PLANNING GUIDANCE

Emergency transportation plans require careful preparation because they deal with complex and conjectural situations. The plans must be flexible enough to cover the broadcast of possibilities and take into consideration any number of situations, each involving the use of various combinations of transport under widely differing circumstances. When completed these plans should be completely coordinated with other related plans for survival and defense. Transportation plans should be developed for pre-attack, attack, and post-attack periods in consonance with transportation plans developed at the national level. Uniformity in terms used and procedures set forth in these plans will materially aid cooperative effort among different levels and types of organizations concerned with transportation.

B. DATA REQUIRED FOR PLANNING

Before sound planning for emergency operations can be undertaken, it will be necessary for transportation staffs to thoroughly analyze the local transportation situation. They must know the means with which they will be required to work and have a clear understanding of the workload and problems confronting them.

The following preliminary studies must be undertaken by every emergency transportation organization to provide essential data for planning:

1. Area Facilities Analysis

This is a quantitative and capacity tabulation of terminals, shops and other fixed facilities available in the area and subject to emergency use.

2. Transportation Equipment Inventories

These are inventories showing number, type, and availability of major items of transportation equipment, such as planes, non-air carrier aircraft, ships, and ship berths, trucks, buses, and rail cars normally operated in the area.

3. Traffic Route Capacity Surveys

These are reports of normal and peak-load capacities of various traffic routes including water into or out of the area.

4. Transportation Requirements Estimates

These are estimates of the requirements of various essential users of transportation in terms of cargo, mode of service, origin, route, and destination. Except for the classified nature of some specific military requirements, most of the data can be collected and analyzed by the emergency transportation organizations.

5. Transportation Resources Studies

These studies provide information on the total transportation resources. This data is vital to all levels and should be developed by transportation officials in cooperation with the transportation industry groups. Some resource studies are avail-

able from cognizant Federal and state transportation agencies.

C. TYPES OF EMERGENCY PLANS INVOLVING TRANSPORTATION

The following are some of the types of emergency plans involving transportation which should be available for reference and use by the emergency transportation organization :

1. Emergency Transportation Plan

This is the general plan for transportation support to disaster relief services during a period of emergency. Generally it provides for establishment of the emergency organization, assignment of functional tasks, and reporting of officials upon declaration of emergency. However, the transportation plan cannot be effective unless it includes provisions for immediate reassessment of equipment and facilities after an attack and for readjustment of requirements of the disaster services to meet actual needs. These provisions form the basis for emergency employment of transportation equipment and justification for requesting additional support from other sources.

Another important item to be included in the emergency transportation plan is the method of establishing and enforcing local controls.

2. Industry Defense and Rehabilitation Plans

These plans cover the protection of plans and facilities against the hazards of war, such as blast, fire, fallout radiation, and sabotage. They also provide for the recovery and restoration of facilities damaged or destroyed by attack. Material on defense and protective measures for the various transport industries is available for appropriate Federal agencies.

3. Highway Regulation, Detour, and Rerouting Plan

This plan applies to movement of road traffic within and between cities and to diversion and rerouting of transportation around major industrial centers in event of attack. (For further information, refer to Annex 12 to the National Plan.)

4. Mutual Support Plans

A mutual support plan is a broadening of the transportation plan to cover not only the emergency transportation needs of the area to which it applies, but also the mobilization and release of transportation equipment to serve the needs of another State, city or area experiencing a critical

emergency. These plans enable neighboring communities to come to each other's support in the event of serious need in a disaster situation.

5. Alternate Facility Plan

This plan makes use of certain alternate facilities should key facilities be lost or denied. It includes joint use of terminals, pooling of fuels and parts, and similar measures.

6. Specialized Transportation Plans

These plans involve special employment of local aircraft, watercraft and other transport facilities.

7. Area Emergency Movement Plans

Area emergency movement plans provide for movement of people out of an area prior to warning, after a warning has been received, or following an attack. Because of the extended range and effectiveness of modern weapons, various plans have been made or are being developed for removal of populations from areas of potential danger. In overall planning, these emergency movement plans are usually considered together with plans for providing mass shelter protection. Recourse to shelter protection plans prevail when circumstances make reliance on evacuation impossible or impractical. It must be kept in mind, however, that area emergency movement plans and plans for taking shelter are not conflicting actions since each is designed for a specific set of circumstances. It is better to have plans for more than one eventuality no matter which plan may have to be employed.

Local authorities should be responsible for preparing area emergency movement plans because they are best able to envision the potential danger as it applies to their own area and the precautionary measures needed to offset them. It is essential that there be close coordination with areas into which movements are to be made.

a. Types of Emergency Movement

The following are the three principal types of emergency movement of people. Detailed explanations are contained in *Directed Movement*, Annex 12 to the National Plan.

(1) Strategic

Strategic evacuation occurs during a period of international tension preceding actual warning. Its principal purpose is to move certain dependent, nonproductive people from danger areas sufficiently in advance of attack so that their

occupancy of travelways will not impede later tactical movements.

(2) *Tactical*

This evacuation plan can be implemented when warning of an impending attack is received in time to permit the mass evacuation of designated populations from predicted target areas.

(3) *Remedial*

Remedial evacuation takes place following an attack when all persons not needed for civil defense services are evacuated or when population movements may be required because of the effects of fallout or other critical conditions.

b. Types of Evacuation Movement

The following three types of movement may occur during any of the three types of evacuation listed in the previous paragraph:

(1) *Assisted*

Civil defense authorities may encourage and assist voluntary movement of persons out of danger areas.

(2) *Directed*

Civil defense authorities may order evacuation according to pre-attack evacuation plans or as required to meet critical conditions.

(3) *Spontaneous*

Some of the people will simply move from an area they consider dangerous. This movement will probably be unorganized and unsupervised.

Plans should be prepared in coordination with the transportation industry to evacuate as much equipment, personnel, and supplies as possible to designated transportation equipment assembly areas or to arrange for their orderly dispersal.

D. RELIANCE ON EXISTING SOURCES, SYSTEMS AND OPERATING PRINCIPLES

In times of emergency, mobilization or war, the principal function of emergency transportation organizations will be to act as adjudicators of local transportation requirements and availabilities within their organizations or areas. They must resolve the needs of shippers with the means of the operators. Under emergency conditions, the demands on the one hand and the shortages on the other will give rise to their most constant and pressing problems. The following guidance covers reliance on local services, non-interference with the national transportation pattern, clarifica-

tion of working relationships, and adherence to operating principles:

1. Reliance On Local Services

The committing of transportation to the defense effort at the local level must be conducted through the use of existing local agencies and facilities to the greatest possible extent. Reliance must be placed on those who are doing work on a day-to-day basis which is comparable with that required in an emergency. Existing transportation and transit companies, normally available in the area and capable of responding readily, should be relied upon to provide their services in an emergency and to restore and continue services to the degree of their ability following an attack. Among the types of transport and equipment upon which primary local dependence should be placed are public transit and commuter services, area bus services, local cartage, taxis and limousines, school buses, private automobiles, privately-owned trucks, and locally-owned small aircraft and watercraft, except harbor service craft.

2. Non-Interference with the National Transportation Pattern

State and local officials should not include in their emergency plans stand-by prearrangements for "earmarking" of services and facilities engaged in intercity, interstate, or foreign commerce. They should refrain from taking any action under emergency powers conferred upon them which, while meeting their individual requirements, would tend to disrupt the national transportation pattern. However, this should not preclude the making of arrangements for intercity or interstate movements by local groups provided such arrangements do not prevent the carriers from discharging their other essential national responsibilities and commitments.

3. Clarification of Working Relationships

Insofar as possible, transportation service will be arranged directly with the carriers in the customary manner. Working relationships should be maintained with carriers. Arrangements with them should include a clear understanding of how tasks would be assigned and handled in an emergency and the nature and extent of services to be required of them.

Implementation of plans to ensure provision of service requires close coordination between government officials and officials of the transportation

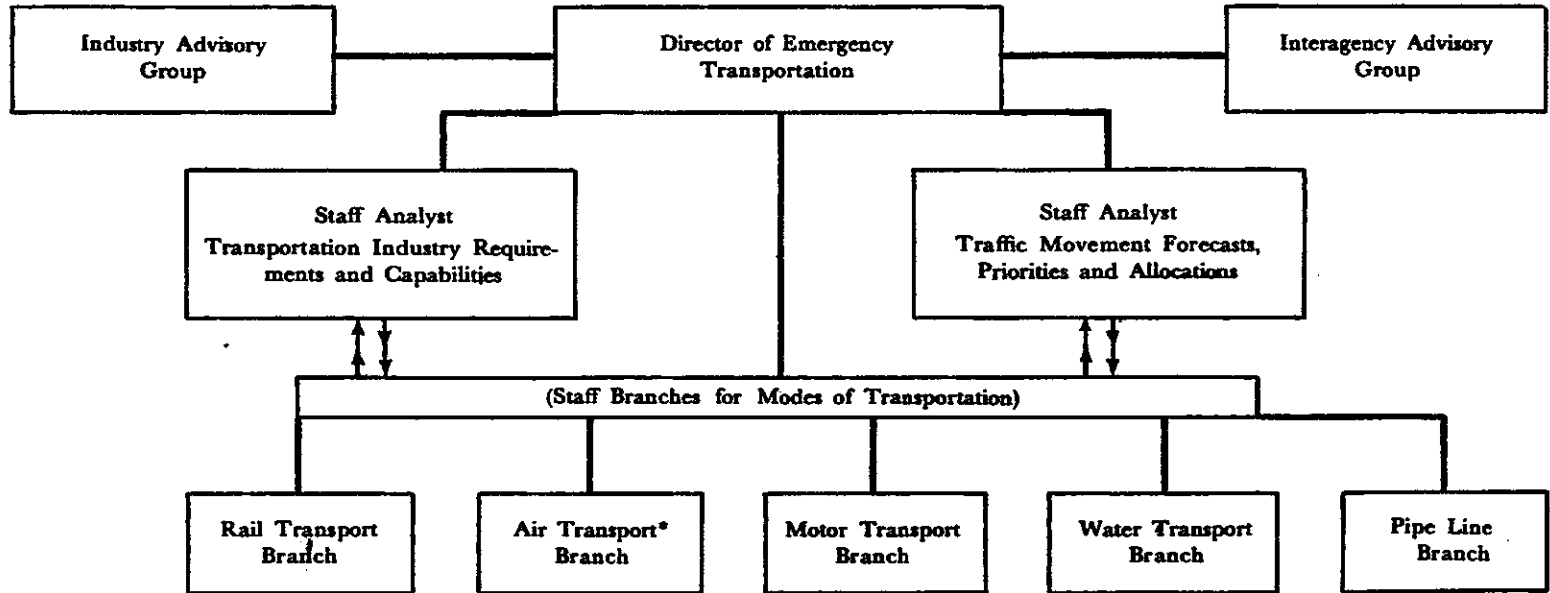
industry. In addition, transportation officials must participate as members of the highway traffic control organizations composed of the traffic-engineering, police, and other transportation elements for the purpose of directing the movement of essential transport.

4. Adherence to Operating Principles

Success of the entire emergency transportation program rests very largely on a coordinated approach by Federal, State, and local entities of government and the transportation industry. The

common ground for this approach can be reached most readily if representatives and officials of both government and industry are guided by the same proven transportation principles. Foremost among these principles are (a) provision of service with minimum expenditure of transport resources, (b) movement of units with fullest going and return loads, (c) use of pooled and consolidated service to the greatest extent feasible, and (d) provision of essential maintenance and other supporting service.

TYPICAL STATE OR AREA EMERGENCY TRANSPORTATION ORGANIZATION



FUNCTIONAL ORGANIZATION CHART
CHART 1

*Delete when agency has no jurisdiction over these modes of transportation.

DIRECTOR OF EMERGENCY TRANSPORTATION (State)

SUGGESTED POSITION DIRECTION

DEFINITION

Under general direction of the proper state official, develops and coordinates the operation of state plans and programs for expediting the movement of essential passengers and goods and for ensuring the effective performance of transportation services in a mobilization period or in a civil defense emergency.

EXAMPLES OF DUTIES

- Directs the work of the Emergency Transportation Office.
- Serves as staff advisor to all elements of state emergency organization on matters pertaining to traffic movement and transportation; and established policy and guidelines for coordination and direction of state emergency transportation activities.
- Maintains liaison and working relationships with Federal, State and local transportation regulatory and control bodies, including agencies of adjoining States, and with the transportation industry and its associations.
- Determines and maintains records on the capabilities of transportation facilities in his state, and on the potential demands for emergency movement of persons and goods in his State, as a basis for comparing post-attack or other emergency demands and capabilities as a basis for planning to meet needs and to overcome shortages.
- Supervises the establishment of transportation zones and complexes, and State and local transportation organizations, to handle emergency transportation problems in the State. Reinforces such emergency organization with program of selected reserves and advisors from transportation industries and professions.
- Participates in the development of and assures the compatibility of metropolitan, local and State emergency transportation plans to include evacuation plans, mutual support plans, industry defense plans, highway regulation plans, etc.
- Establishes with adjoining States and with OEP Regional Offices procedures for furnishing State transportation resources which may be excess to State needs to other States; and establishes basis for claiming transportation resources

of other States in meeting own State's emergency needs.

- Sets forth the State system for the exercise of priorities, embargoes and other emergency control measures over State transportation resources and assists in the implementation and enforcement of Federal emergency control measures applicable within the State.
- Arranges and supervises training programs and the conduct of periodic tests and exercises involving regular and reserve transportation personnel and, as appropriate, the general public.
- In cooperation with appropriate management representatives from the rail, motor, air and water transport industries in the State, coordinates, and when necessary, supervises, emergency transportation operations in the State.

MINIMUM QUALIFICATIONS

Seven years of progressively responsible technical direction or supervisory experience in the field of government or commercial transportation involving one or more years in both the operation of a large transport system or facility *and* management of traffic movements of such a firm or organization or of the shipping department of a major firm using transportation.

OR

Any equivalent combination of education and experience substituting on a year-for-year basis successfully completed college or equivalent technical study above high school level which includes courses in the field of transportation and/or traffic management.

KNOWLEDGE AND ABILITY REQUIREMENTS

General knowledge of transportation principles and their application.

Broad knowledge of the techniques and practices of the transportation industry and of the regulatory function and other activities of government in the transportation field.

Specific knowledge of traffic management methods and procedures and of the operations of one or more of the major transportation modes.

Ability to administer comprehensive programs and deal effectively with complex transportation problems.

ADDITIONAL REFERENCE MATERIAL

Annex 34, The National Transportation Plan.
Annex 12, Directed Movement.
Transportation Appendices to State Survival Plans.
Bureau of Public Roads Emergency Planning and Operations Manual.
Bureau of Public Roads Order BPR-THM-1
Interstate Commerce Commission Transport Mobilization Orders (General Order ICC TM-1 to and including General Order ICC TM-12).
Interstate Commerce Commission Emergency Planning and Operations Manual.
Interstate Commerce Commission—Bureau of Motor Carriers Mobilization—Motor Transport Program (State Motor Transport Board).
Maritime Administration Manual for the Emergency Utilization and Control of United States Ports and six Annexes thereto.
Maritime Administration, Current Planning for Operation of U.S. Seaports Under Emergency Conditions.
Emergency plans of transport industries.
Local military movement plans.
Specific plans and orders of Federal and State transportation agencies, not already mentioned.
Mutual Aid Pacts in effect between States; also pacts in effect between border States and certain provinces in Canada.
Executive Orders 10997; 10998; 10999; 11000; 11001; 11002; 11003; 11004; 11005 and 11090.

LIST OF CONTROLLERS AND CLAIMANT AGENCIES

Controllers

Bureau of Public Roads
Civil Aeronautics Board
Federal Aviation Agency
Interstate Commerce Commission
Maritime Administration

Claimant Agencies*

Business and Defense Services Administration
Department of Agriculture
Department of Defense
Department of Health Education and Welfare
Department of the Interior
General Services Administration
Housing and Home Finance Agency
Post Office Department

*Some claimant agencies have organic transport or operational and utilization responsibilities for specified transportation facilities.

Department of Defense

Department of Transportation

Federal Communications Commission

**PLAN FOR THE SECURITY CONTROL OF AIR TRAFFIC
AND AIR NAVIGATION AIDS**

Short Title: SCATANA

FOREWORD

This plan is promulgated in furtherance of the Federal Aviation Act of 1958, the Communications Act of 1934, as amended, and Executive Order 11490 and supersedes: Plan for the Security Control of Air Traffic and Air Navigation Aids—September 1968.

This plan defines the responsibilities of the Administrator, Federal Aviation Administration, and the appropriate military authorities for the security control of civil and military air traffic and Federal air navigation aids and defines the responsibility of the Federal Communications Commission for the security control of non-Federal civil air navigation aids.

For the purposes of clarity, the language of this plan refers to the Commander-in-Chief, North American Air Defense Command (CINCNORAD) and his region commanders as appropriate military authority within the NORAD area of responsibility.

Appropriate military authority outside the NORAD area of responsibility refers to commanders of unified and specified commands established by the Secretary of Defense for their respective areas of responsibility.

The restrictions of this plan may be imposed in two situations that concern national security. In the first, Defense Emergency/Air Defense Emergency has been declared or is imminent. Execution of the plan will normally be subsequent to declaration of Defense Emergency/Air Defense Emergency. How-

ever, a NORAD region commander may impose any or all of the restrictions contained in the plan prior to a declaration of Defense Emergency/Air Defense Emergency when his region, or an adjacent region, is under attack.

In the second situation, emergency conditions may exist which threaten national security but do not warrant the declaration of Defense Emergency/Air Defense Emergency. Under this situation, Emergency SCAT rules may be imposed by CINCNORAD and/or NORAD region commanders in affected areas. Normally, the Administrator, FAA and the Defense Commissioner, FCC will be notified if Emergency SCAT is to be implemented.

Prior to or subsequent to the declaration of a Defense Emergency or an Air Defense Emergency, there may be a requirement to disperse civil and military aircraft for their protection. The FAA responsibility for this is contained in current Executive Orders. Appropriate military documents contain responsibility for the military services. If such dispersal plans are implemented when any part of this plan has been placed in effect, operations will be in accordance with the requirements of that portion of the SCATANA plan which is in effect. If any part of the SCATANA plan is ordered while dispersal is in progress, dispersal operations will be revised as required to comply with SCATANA.

This plan applies to all United States areas over which the FAA has air traffic control

jurisdiction. For those areas outside CINC-NORAD's area of responsibility within which the FAA exercises air traffic control jurisdiction, those responsibilities, authorities, and actions assigned in this plan to CINC-NORAD and his region commanders apply to the com-

mander, or his designated representative, of the unified-specified command exercising operational control over the area.

Appropriate unified-specified commands will prepare annexes, as required, to support this plan for their areas of responsibility.

SECTION I. EXPLANATION OF TERMS

A. For the purpose of this plan and supporting documents, the following explanations apply:

1. AIR DEFENSE EMERGENCY. An emergency condition which exists when attack upon the continental United States, Alaska, Canada, or U.S. installations in Greenland by hostile aircraft or missiles is considered probable, is imminent, or is taking place and is declared by either CINCNORAD or CINCONAD.

2. AIR DEFENSE IDENTIFICATION ZONE. Airspace of defined dimensions within which the ready identification, location, and control of aircraft is required.

3. APPROPRIATE MILITARY AUTHORITIES. Within the NORAD area of responsibility—CINCNORAD and NORAD region commanders. Outside the NORAD area of responsibility—the Commander-in-Chief, or his designated representative, of unified or specified commands for U.S. areas located within their area of responsibility.

4. DEFENSE AREA. Any airspace of the United States (other than that designated as an ADIZ) in which the control of aircraft is required for national security.

5. DEFENSE EMERGENCY. An emergency condition which exists when:

a. A major attack is made upon U.S. forces overseas, or allied forces in any area, and is confirmed either by the commander of a unified or specified command or higher authority.

b. An overt attack of any type is made upon the United States and is confirmed by the commander of a unified or specified command or higher authority.

6. DISPERSAL. The deployment of aircraft to predesignated dispersal airfields for the purpose of enhancing their survivability.

7. DIVERSION. The intentional change of a flight from its intended destination for operational or tactical reasons.

8. EMERGENCY SCAT (ESCAT) RULES. Emergency rules for the security control of air traffic prior to the declaration of Air Defense Emergency. Such rules require all aircraft to file IFR or DVFR flight plans and comply with special security instructions which may be necessary to identify, locate, and insure immediate control of all air traffic. Emergency SCAT may include directing and rerouting and restricting of air traffic.

9. FEDERAL AIR NAVIGATION AIDS. VOR, VORTAC, TACAN, and LORAN stations owned and operated by an agency of the Federal Government such as the FAA, Military Services and United States Coast Guard.

10. FIVE-MINUTE CONTROL TIME. The maximum time allowed to start and/or discontinue transmission from an air navigation aid.

11. FAA REGION. A geographical subdivision of the area for which FAA is responsible.

12. IMPLEMENT SCATANA. Terminology used to notify FAA and appropriate aeronautical facilities that the NORAD region commander is grounding and/or diverting air traffic, as required, consistent with his authority under this plan and is directing the control of air navigation aids.

13. NON-FEDERAL AIR NAVIGATION AIDS. VOR, VORTAC, and TACAN Stations licensed by the FCC.

14. NONTACTICAL AIR TRAFFIC. Civil or military flights other than tactical air traffic.

15. NORTH AMERICAN AIR DEFENSE COMMAND (NORAD). An integrated United States-Canadian command. NORAD includes, as component commands, the United States Air Force Aerospace Defense Command, United States Army Air Defense Command, and the Canadian Forces Air Defence Command.

16. **NORAD REGION.** A geographical subdivision of the area for which NORAD is responsible.

17. **REROUTING.** The intended deviation of a flight from its original course without changing its destination.

18. **SECURITY CONTROL OF AIR TRAFFIC (SCAT).** Rules and procedures to effect, when necessary, the ready identification, location and control of civil and military air traffic in the interest of national security.

19. **SCATANA.** The short title for the Joint DOD/DOT/FCC plan for the Security Control of Air Traffic and Air Navigation Aids.

20. **SECURITY CONTROL AUTHORIZATION.** Military authorization for an air-

craft to proceed in accordance with specified conditions when Emergency SCAT is in effect.

21. **TACTICAL AIR TRAFFIC.** Military flights actually engaged in operational missions against the enemy, flights engaged in immediate deployment for a combat mission, and preplanned combat and logistical support flights contained in Emergency War Plans.

22. **UNITED STATES.** The several states, the District of Columbia, the Commonwealth of Puerto Rico, and the several territories and possessions of the United States (including areas of air, land, or water administered by the United States under international agreement), including the territorial waters and the overlying airspace thereof.

SECTION II. THE PLAN

A. Purpose.

The purpose of this plan is:

1. To establish responsibilities, procedures, and general instructions for the security control of civil and military air traffic and air navigation aids during a Defense Emergency/Air Defense Emergency which will provide most effective use of airspace by aircraft of military and civil agencies, and

2. To establish responsibilities, procedures, and general instructions for the security control of civil and military air traffic which will provide most effective use of airspace in the affected area(s) when there is a serious threat to hemispheric and national security.

B. Authority.

1. Joint Chiefs of Staff directives which outline NORAD responsibilities for the development of plans and policies in concert with the FAA for the establishment of a system for identification and security control of air traffic.

2. Federal Aviation Act of 1958.

3. Communications Act of 1934, as amended, and Executive Order 11490.

4. The National Security Act of 1947, as amended.

C. Scope.

This plan prescribes the joint action to be taken by appropriate military authorities, FAA, and the FCC in the interest of national security.

1. To effect security control of civil and military aircraft entering, departing, or moving within the United States areas and coastal approaches thereto, and

2. To effect control of accurate air navigation systems defined as follows: VOR, VORTAC, TACAN, and LORAN.

D. General Provisions.

1. In carrying out the air defense mission, NORAD region commanders will, based on the requirements of the existing military situation, and in consonance with this plan, direct the extent of security control of air traffic and air navigation aids. Such directions will be issued to appropriate FAA ARTCCs for implementation. Since NORAD Region boundaries are not congruent with CONUS ARTCC area boundaries, considerable overlap exists between these boundaries. To insure the compatibility/consolidation of required actions and eliminate the possibility of confusion which could result from two or more NORAD regions issuing instructions to one

ARTCC, agreements will be developed between NORAD region commanders and appropriate FAA agencies designating one specific NORAD region commander responsibility for issuing SCATANA instructions to each CONUS Domestic ARTCC, to include ARTCCs which may not be located within any NORAD region's assigned area of responsibility. Unless operational requirements dictate otherwise, directed SCATANA actions will be consistent throughout an individual FAA ARTCC area.

2. Active air defense interceptor missions, active anti-submarine warfare missions, and launch of the SAC alert force are military operations vital to national defense. These operations are to be given priority over all other military and civil aircraft by procedural handling by the Air Traffic Control (ATC) systems for the particular operation as specified in coordinated agreements or authorizations.

3. Under Emergency SCAT rules, the NORAD region commander may require a security control authorization for civil and military aircraft prior to takeoff. Such security control authorization is different from and not to be confused with an operational or air traffic control clearance; however, receipt of an air traffic control clearance constitutes issuance of a Security Control authorization.

4. Minimum interference to normal air traffic will be effected consistent with the requirements for operation of the air defense system.

5. The NORAD region commanders, in collaboration with the FAA regional directors, will supplement this plan, as required, with agreements to permit maximum allowable operations of essential military and civil air traffic within the NORAD area. In developing these agreements, they will take into consideration the special requirements of organized civil defense and disaster relief flights, agricultural and forest fire flights, border patrol flight operations, and other essential civil air operations to the end that maximum use of these flights consistent with air defense requirements, will be made.

E. Responsibilities.

1. The Commander-in-Chief, NORAD will:

- Establish the military requirements for the Security Control of Air Traffic and Air Navigation Aids.

- Coordinate with the Administrator, FAA, and the Defense Commissioner, FCC, as appropriate, regarding the establishment of procedures for implementation.

2. The Administrator, FAA will:

- Promulgate the necessary Federal Aviation Regulations, including special regulations to implement this plan.

- Coordinate with appropriate military authorities prior to the establishment of procedures for this plan.

- Maintain liaison with appropriate NORAD region commanders through appropriate FAA offices.

- Administer this plan in accordance with requirements established by the Commander-in-Chief, North American Air Defense Command.

- Collaborate with the FCC in establishing procedures for control of non-Federal Air Navigation Aids as defined in this plan.

3. Federal Communications Commission will:

- Engage in rule making or other actions as appropriate in support of this plan.

- Collaborate with the FAA in establishing procedures for control of non-Federal Air Navigation Aids as defined in this plan.

4. The NORAD Region Commanders will:

- Direct the control of VOR, VORTAC, TACAN, and LORAN Air Navigation Aids in their areas, as required.

- Issue security control instructions to appropriate FAA region/ARTCC as necessary to insure performance of the air defense mission.

- Maintain liaison with appropriate FAA regional directors and FCC Regional Liaison Officers.

- Conduct tests of this plan in coordination with the FAA and FCC.

e. Collaborate with the FAA regional director and FCC Regional Liaison Officer in making supplemental agreements to this plan.

5. The FAA Regional Directors will:

a. Assure FAA participation with the NORAD region commanders in the testing of this plan in the NORAD region areas.

b. Insure dissemination of information and instructions concerning this plan within their areas of responsibility to civil and military aeronautical facilities and civil pilots.

c. Place in effect procedures outlined in this plan in accordance with requirements established by the NORAD region commanders.

d. Assist the NORAD region commanders in making supplemental agreements to this plan as may be required.

6. The FCC Regional Liaison Officer will:

a. Maintain liaison with the NORAD region commanders and FAA regional directors with regard to participation of FCC licensed aeronautical navigational aids in this plan.

b. Disseminate information and instructions concerning this plan to FCC licensed navigational aids affected by this plan.

c. Assist the NORAD region commanders in making such supplemental agreements to this plan as may be required.

F. Threat Actions.

Under certain conditions, an emergency situation may develop which does not meet the criteria for the declaration of a Defense Emergency/Air Defense Emergency; but in the interest of hemispheric and national security requires identification and control of all aircraft operating in specified area(s) within the Defense Area. Outside the Defense Area, all known aircraft operating in specified areas will be advised that air defense operations have been initiated and they will be offered air traffic control service to assist in avoiding or withdrawing from the specified areas. In order to adequately and properly provide for the security of the United States and for the necessary protection, identification, and control of aircraft during such situations, Emergency

SCAT rules may be imposed by CINC-NORAD/NORAD Region Commanders in affected areas. Except when time is vital to the national interest, the Administrator, FAA and the Defense Commissioner, FCC will be notified if Emergency SCAT is to be implemented. Implementing and terminating procedures are:

1. The NORAD Region Commander involved will:

a. Direct the appropriate FAA Air Route Traffic Control Center (ARTCC) to apply Emergency SCAT rules.

b. Specifically define the affected area(s).

c. Specify requirements and restrictions as necessary for flights entering, departing, or operating within the affected area(s).

d. Direct the appropriate ARTCC to relax or terminate the restrictions as the tactical situation allows.

2. The FAA ARTCC will, when directed to, apply Emergency SCAT rules:

a. Impose the restrictions on air traffic as required by the NORAD region commander and/or the Administrator, FAA.

b. Disseminate the appropriate instructions and restrictions received from the NORAD region to air traffic, civil and military air traffic control facilities, flight service stations, and other appropriate aeronautical facilities.

3. Civil and military air traffic control facilities, flight service stations, and other appropriate aeronautical facilities will take action to disseminate instructions and restrictions to air traffic as directed by the appropriate ARTCC.

G. Air Defense Emergency Actions.

In an Air Defense Emergency, the following actions will be taken:

1. The NORAD Region Commander will:

a. Notify the FAA ARTCC(s) that an Air Defense Emergency has been declared and direct "Implement SCATANA."

b. Specify the requirements and restrictions, including as necessary:

(1) Routing restrictions on flights entering or operating within appropriate portions of the NORAD area.

(2) Limitations on the volume of air traffic within appropriate portions of the NORAD area, using the Wartime Air Traffic Priorities List. (See Section V.)

(3) Altitude limitations on operations within appropriate portions of the NORAD area.

(4) Special instructions concerning the control of accurate air navigation aids to deny their use to the enemy and to permit aircraft dispersal, diversion, or recovery.

(5) Confirmation or modification of previous instructions which may have been passed under Emergency SCAT actions.

(6) Any other special instructions required by the military situation.

c. Reduce or remove restrictions to the movement of air traffic and operation of air navigation aids as soon as the tactical situation allows. This action will normally be taken when an attack phase is considered over.

2. FAA Air Route Traffic Control Centers will:

a. When "SCATANA" is implemented:

(1) Notify all VFR traffic that SCATANA has been implemented and to land at the nearest suitable airport and file an IFR/DVFR flight plan.

(2) Direct the landing, grounding, diversion, or dispersal of military and civil air traffic and the control of air navigation aids as specified by the NORAD region commander. Landing, diversion, or dispersal will be to airports outside of metropolitan areas or suspected target complexes whenever possible and will be accomplished as follows:

(a) IFR flights—by specific security control instructions to each aircraft, or leader of a formation flight, over air/ground radio.

(b) VFR flights—by radio broadcast of security control instructions over air/ground radio.

(3) As directed by the NORAD region commander, direct the control of VOR, VORTAC, TACAN and LORAN as follows:

(a) Shut down the above navigation aids in accordance with the time(s) specified in NORAD region/FAA region supplemental agreements which shall permit time to land/disperse airborne aircraft. Supplemental agreements shall provide for the extension of such time(s) when air traffic situation dictates.

(b) Aids which require more than five-minutes control time shall be shut down as soon as possible, except when directed otherwise by the NORAD region commander and/or unless such aids are essential for the regulation and control of existing air traffic.

(c) Direct the control of air navigational aids to insure that required aids, as indicated in flight plans, will be available for authorized aircraft flights.

b. When directed to reduce or remove SCATANA restrictions, authorize resumption of air traffic and operation of air navigation aids as specified by the NORAD region commander.

3. Civil and military air traffic control facilities, flight service stations, and other appropriate aeronautical facilities shall:

a. Maintain the current SCATANA ACTION Form for that facility at appropriate operating positions.

b. When SCATANA is implemented or terminated, take the actions indicated on the facility's SCATANA ACTION Form.

c. Maintain current information on the status of restrictions imposed on air traffic.

d. Approve or disapprove filed flight plans in accordance with current instructions received from the ARTCC(s).

e. Forward flight plans and approval requests to the ARTCC(s) as required.

f. Disseminate instructions and restrictions to air traffic as directed by the ARTCC(s).

4. Aircraft operators are expected to comply with security control instructions as follows:

a. IFR flights—comply with instructions received from the appropriate aeronautical facility.

b. VFR flights—land at nearest suitable airport when so directed.

c. Aircraft on the ground—file an IFR/DVFR flight plan with an appropriate FAA facility and receive approval prior to departure.

H. Testing Procedures.

1. To insure that implementing actions can be taken expeditiously, SCATANA tests shall be conducted periodically in accordance with the procedures outlined in Attachment 1 to this section.

2. Federal civil and military aeronautical facilities will participate in such tests.

3. Non-Federal civil aeronautical facilities will be requested to participate in SCATANA tests.

I. Supplements.

This plan will be supplemented as required by NORAD regions to cover the following subjects:

1. Procedures for movement of civil and military flights as provided for in paragraph D5 when Emergency SCAT or SCATANA have been implemented.

2. Tactical air movement plans of military units planning to operate within the NORAD region area of responsibility.

J. Communications.

Direct communications are authorized between appropriate agencies and units for the purpose of coordination and implementation of the procedures outlined herein.

K. Review—Revision.

All concerned agencies are encouraged to continuously review this plan for adequacy and currency. Hq NORAD, acting as executive agent for DOD, will process and distribute administrative and organizational changes as they occur. However, this plan shall be jointly reviewed at least once every two years by the FAA, FCC, and NORAD for the purpose of determining the need for reissuance based on substantive changes and/or number of administrative and organizational changes made since the issuance of the previous plan.

Recommended changes should be forwarded to:

Headquarters, North American Air Defense Command,
Ent Air Force Base, Colorado 80912

ATTACHMENT 1

SECTION II. SCATANA TESTING PROCEDURES

A. To insure that SCATANA actions can be taken expeditiously, SCATANA tests will be conducted as follows:

1. SCATANA tests will be conducted in connection with Headquarters NORAD or NORAD region large-scale simulated exercises. Additional tests may be conducted by individual NORAD regions when test objectives are local in nature. SCATANA tests will include dissemination of specific simulated security control instructions to each ARTCC. These simulated control instructions will not be passed beyond the ARTCC; however, notification of the test will be relayed to appropriate aeronautical facilities. SCATANA tests will not be conducted more than 12 times a year in any one particular area; however, the interval between tests shall not exceed 60 days. Where the number of tests conducted in an area results in excessive test participation by aeronautical facilities, ARTCCs are authorized to simulate dissemination of test messages. When such simulation is effected, it should be alternated in different areas.

2. All Federal facilities responsible for SCATANA actions will participate in SCATANA tests, except where such participation

will involve the safety of aircraft. Non-Federal civil aeronautical facilities will be requested to participate.

3. Participation and reporting will be as prescribed in the SCATANA ACTIONS Form.

4. NORAD region control centers will record SCATANA test actions and affix copies of the security control instructions to the attached format.

5. An analytical report of each test will be prepared by the FAA NORAD region air defense liaison officer, and a copy of this report will be submitted to the appropriate NORAD region commander.

B. During SCATANA tests, all actions shall be simulated.

1. Aircraft shall not be grounded or diverted.

2. Air navigation aids shall not be shut down.

3. Test messages shall not be transmitted over air/ground/air radio frequencies.

4. Radio communications shall not be interrupted.

SECTION III. MOVEMENT OF TACTICAL AIR TRAFFIC

A. Purpose.

To establish the coordination procedures necessary to fulfill air defense and air traffic control requirements for the movement of tactical air traffic.

B. General Instructions.

1. **COORDINATION.** CINCNORAD has been delegated the authority to resolve priority conflicts in the movement of tactical air traffic during an Air Defense Emergency to prevent saturation of the air defense system. To minimize restrictions to movement of tactical air traffic, it is imperative that each responsible military commander coordinate, during development, the air traffic movement section of his Emergency War Plans (including dispersal and evacuation) with the appropriate NORAD region commander(s). For those tactical operations which involve more than one NORAD region, coordination will be effected with each region in which operations will be conducted. The NORAD region commander will effect necessary coordination on these tactical operations with the FAA through the NORAD region air defense liaison officer (ADLO).

2. **PREPARATION.** Subsequent to the coordination noted in B1, the responsible military

command will provide the appropriate NO-RAD region(s) with an extract of the air traffic movements section of their plans. This extract will be in accordance with the format contained in Attachment 1 to this section. Extracts of tactical air movements plans will become NORAD region supplements to the SCATANA Plan and will be distributed to appropriate military agencies, FAA regions and ARTCCs.

3. **EXCEPTION.** The provisions of B1 and B2 above do not apply to Strategic Air Command Emergency War Order (EWOs) for which special coordination has been effected between SAC, NORAD, and FAA agencies.

4. APPLICATION.

a. The instructions and information contained herein pertain to the movement of all tactical air traffic except fighter-interceptor aircraft in the performance of active air defense missions.

b. Distribution is made to units operating tactical aircraft with the understanding that applicable portions of this document and appendices will be incorporated in the appropriate Emergency War Plans as SCATANA requirements.

ATTACHMENT 1

SECTION III. TACTICAL AIR MOVEMENTS PLAN

(Unit Designation)

1. Home base
2. Type aircraft
3. Routes and altitudes
4. Separation minimum
5. Flight plan and ARTCC clearance requirements
6. Navigation aid requirements
7. Priority number
8. Control time if known (related to the Day and Hour that the plan will be executed—E Day + Hour).

SECTION IV. PROCEDURES FOR MOVEMENT OF AIR TRAFFIC

A. General.

1. The Wartime Air Traffic Priority List for Movement of Aircraft will be the primary instrument used by NORAD region commanders to control the volume of air traffic operating within their areas of responsibility. To preclude the immediate grounding of high priority tactical air traffic airborne at the time Defense Emergency/Air Defense Emergency is declared, pilots of tactical aircraft shall provide the appropriate Wartime Air Traffic Priority List Number for their flights as part of their revised air filed flight plan.

2. The Wartime Air Traffic Priority List Number will be posted on ARTCC flight progress strips and shall be passed from one ARTCC to the next, and to the appropriate air defense control centers.

B. Diversion/Delay.

1. Tactical air traffic assigned a Wartime Air Traffic Priority List Number of 1 or 2 will not be delayed, diverted, rerouted, or landed by NORAD region commanders. However, NORAD region commanders may recommend that this traffic be rerouted to avoid battle or battle threatened areas.

2. Air Traffic assigned a Wartime Air Traffic Priority List Number other than 1 or 2 may be delayed, diverted, rerouted, or landed by the NORAD region commander to prevent degradation of the air defense system.

3. Aircraft being "recovered" shall be expedited to home or alternate base, and "search and rescue" aircraft expedited on their missions; but such aircraft may be diverted to avoid battle areas or take off may be delayed to prevent saturation of airspace.

C. Movement Procedures.

1. Tactical air traffic will file IFR flight plans and comply with IFR procedures regardless of weather. The appropriate Air Traffic Priority List Number will be entered in the Remarks section in the Aircraft Clearance Form DD 175. Route of flight will be

defined in the "Route" section of the Clearance Form by listing the military necessity air navigation aids required. Departure and destination aids required will be listed as the first and last aids respectively.

2. Unless specifically covered in separate procedures, mass military operations should be planned and conducted as follows: A single Clearance Form will be filed for formation type operations involving more than one aircraft when planned intervals are not more than five minutes between aircraft. In this case, the aircraft call sign entered on the Clearance Form will be the formation leader (first aircraft). The call signs of the other aircraft involved will be listed in the Remarks section. The departure report will specify the call sign of the first and last aircraft, and only these aircraft or their replacements will make required position reports.

3. Compliance with approved flight plan and position report requirements is of utmost importance for identification. Aircraft aborting or deviating from an approved flight plan will air-file a revised flight plan as soon as the necessity for such deviation is evident. Unauthorized deviations may preclude identification and result in engagement of aircraft by defensive weapons.

4. The volume of air traffic that may be operating during an Air Defense Emergency or when SCATANA has been implemented, could create excessive airspace congestion if standard separation is applied. Therefore, responsible military commanders should plan minimum time and altitude separation for tactical air traffic movements. Reduced separation standards to be used between aircraft within the unit will be specified in the "Remarks" section of the Clearance Form.

5. SAC EWO routings for Wartime Priorities 1 and 2 missions which have been coordinated with NORAD and FAA fulfill the flight plan requirements established in paragraph C1 and C2 above.

SECTION V. WARTIME AIR TRAFFIC PRIORITY LIST FOR MOVEMENT OF AIRCRAFT

A. Purpose.

To establish a priority system for the movement of aircraft during general war conditions, and to provide policy and guidance for the practical application thereof in assuring optimum use of airspace to accomplish national objectives.

B. Policy.

1. The priority listings established herein are designed to facilitate the handling of airspace user requirements for movement of aircraft during general war. The applicable priority shall be solely dependent on the nature of the airspace user requirements.

2. During periods other than general war, aircraft movements are handled as follows:

a. Involvement in limited war or execution of contingency plans, to include JCS directed actions, immediately makes successful completion of such action a primary national objective. Therefore, aircraft movements in support of these actions shall be afforded expeditious handling by the Air Traffic Control (ATC) system commensurate with the degree or urgency stated by the JCS to the FAA. When directing the execution of a contingency/limited war plan, or other JCS directed operation which is in pursuit of primary national objectives, the JCS shall so advise the Federal Aviation Administration (or appropriate Canadian authority if Canadian airspace is involved), requesting that aircraft operating in accordance with such plans be given preferential handling over all air traffic except active air defense missions and launch of the strategic alert force and supporting aircraft. Should contingency, limited warfare, or other JCS directed plans be executed concurrently by more than one operational commander, the JCS shall state to the Federal Aviation Administration (or appropriate Canadian authority when Canadian airspace is involved), and the military commanders concerned, the relative urgency of each operation and will resolve conflicts that may arise therefrom.

b. Assignment of reserved airspace to accommodate military air operations which, because of their objectives, cannot be conducted in accordance with routine ATC procedures will be based upon an order of precedence for the purpose of resolving mission conflicts in planning altitude reservations. This order of precedence is published in appropriate Joint Service Regulations and FAA documents.

C. General.

1. Priorities for air traffic clearances required under the SCATANA plan are not to be confused with civil priorities assigned to civil air carrier aircraft under the War Air Service Program (WASP) priorities system, or to general aviation civil aircraft under the State and Regional Defense Airlift (SARDA) plan. WASP and SARDA priorities are designed to provide for controlled use of civil aircraft capability and capacity, and they have secondary significance when the Wartime Air Traffic Priority List for the Movement of Aircraft is in effect.

2. When the wartime air traffic priority system is in effect, the priorities shall apply to all aircraft. The originator of a request for aircraft movement shall be responsible for determining and verifying the appropriate priority in accordance with the listing contained herein. The individual filing the flight plan will be responsible for including the priority number as determined by the originator of the request.

3. During general war conditions, it is probable that situations would develop that could not be applied to any traffic priority sequence. Aircraft emergencies and inbound international flights which have reached the point of no return are examples of such in-flight situations which may arise. These incidents must be treated individually through coordination between ATC and appropriate military agencies in consideration of the urgency of the in-flight situation and existing tactical military conditions.

D. Wartime Air Traffic Priority List for Movement of Aircraft.

This priority list will be effected only when directed by the Joint Chiefs of Staff in a situation of imminent or actual general war conditions, or in the event of a declaration of Defense Emergency/Air Defense Emergency, or in the event of implementation of SCATANA in an area under attack. Priorities shall take precedence in the order listed and subdivisions within priorities are equal.

1. PRIORITY ONE.

a. Aircraft engaged in active continental defense missions. This includes interceptors, antisubmarine aircraft, and airborne early warning and control aircraft.

b. Retaliatory aircraft, including their direct support aircraft, executing Emergency War Orders (EWO).

c. Airborne command elements which provide backup to command and control systems for the combat forces.

d. The President of the United States and Prime Minister of Canada and respective cabinet members essential to national security.

2. PRIORITY TWO. Forces being deployed for or in direct and immediate support of combat operations against the enemy. SAC aircraft in direct and immediate support of EWO not included in priority one.

3. PRIORITY THREE.

a. Forces being deployed in support of combat operations against the enemy.

b. Continental Air Reconnaissance for Damage Assessment (CARDA) missions for the support of immediate combat operations.

4. PRIORITY FOUR. Dispersal of tactical military aircraft, civil aircraft assigned to the War Air Service Program (WASP), other selected civil air carrier aircraft as designated by FAA and civil air carrier aircraft assigned to the Civil Reserve Air Fleet (CRAF), for their protection.

5. PRIORITY FIVE.

a. The air transport of military commanders, their representatives, and DOD

sponsored key civilian personnel which is of the utmost importance to national security, or which will have an immediate effect upon combat operations of the Armed Forces.

b. Dispersal of nontactical military aircraft for their protection.

6. PRIORITY SIX.

a. Flight operations in accordance with approved Federal and State emergency plans (WASP and SARDA). Air carrier flights will operate under the provisions of CAB Air Transport Mobilization Order ATM-1, "Route Authorizations and Operations," and the War Air Service Program (WASP).

b. Other essential CARDA missions not included in 3b above.

7. PRIORITY SEVEN.

a. The movement of aircraft, personnel, equipment and supplies for military forces not actually engaged in combat operations against the enemy.

b. Military administrative flights of vital necessity to the prosecution of the war effort, but not bearing on combat operations against the enemy, including transportation of personnel, equipment, material and supplies.

8. PRIORITY EIGHT. Aircraft carrier and other combat aircrew replacement training.

9. PRIORITY NINE.

a. Operational testing of air carrier aircraft and equipment, or flight testing wherein the objective is the testing or development of new or modified equipment. This is applicable only to those organizations responsible for testing, development or modification of aircraft systems and equipment.

b. Operational training flights, the primary objective of which is the instruction and training of pilots and crews engaged in a formal course of instruction including flight operations in connection with civil flight training.

10. PRIORITY TEN.

a. Administrative logistical flights in support of assigned missions.

b. Reserve flying training operations wherein the objective is the training of reservists not on extended active duty.

c. Non-air carrier flight operations in support of SARDA plans as they pertain to the maintenance of a viable national economy.

11. PRIORITY ELEVEN. All other flight operations not specifically listed above.

SECTION VI. AUTHENTICATION

Authentication requirements and procedures for actual and test messages will be established by NORAD or the unified/specified command for its area of responsibility.

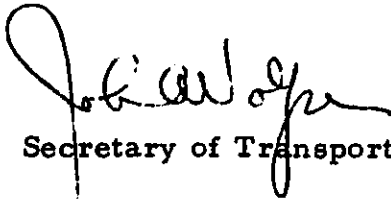
APPROVED:

June 4, 1971
(Date)



Secretary of Defense
Deputy

July 7, 1971
(Date)



Secretary of Transportation

26 July 1971
(Date)



Defense Commissioner
Federal Communications Commission

CIVIL AVIATION DEFENSE PLAN
for
THE STATE OF NORTH DAKOTA
and
THE STATE EMERGENCY DEFENSE AIRLIFT PLAN
(SEDA)
NON-SCHEDULED CIVIL AVIATION SECURITY

Prepared by
The North Dakota Aeronautics Commission
Municipal Airport, Box 206
Bismarck, North Dakota
(Revised October 1, 1962)

DETAILED OPERATIONAL PROCEDURES FOR THE USE OF CIVIL AIRCRAFT FOR CIVIL DEFENSE

I. Purpose

A. The directives contained herein establish the operational procedures for the use of civil aircraft for civil defense under the direction of the State Director of Civil Defense following the declaration of a civil defense emergency. The following plan will operate to preserve and make available the potential of 900 civil aircraft in North Dakota and 1,769 pilots to carry out:

a. their normal function in meeting the total commercial, personal, executive, industrial and agricultural spraying and dusting needs of the State.

b. relief airlift in nonmilitary civil disasters.

c. Civil Defense requirements in event of disaster by enemy action of

(1) disaster reconnaissance appraisal and control

(2) self-contained mobile air support (Civil Air Patrol)

(3) fixed-base relief airlift (all other non-scheduled components)

(4) courier, security reconnaissance, and other miscellany.

B. To outline the duties and responsibilities of the North Dakota Aeronautics Commission and certain State and local officials primarily responsible for organization, training, use and control of Non-Scheduled Civil Aviation in Civil Defense, and to implement the same under (SEDA), the State Emergency Defense Airlift.

C. To provide criteria for the establishment and operation of Control Airports and a method of securing and controlling identification of airmen and airport personnel and the operation of aircraft from both control airports and other landing areas.

D. Consistent with the overall State Civil Defense Communications Plan, to provide for the establishment of communication means for the dissemination of necessary directives and information

to facilities and personnel engaged in nonscheduled civil air defense.

II. Authority

A. Under a condition where attack upon this country is expected, imminent, or at hand, the Air Defense Command may, and probably will, find it necessary, in order to keep the air and its warning radar scopes clear of all unidentified aircraft, impose flight-movement restrictions coincidental with alert notices, which may range from some such positive aircraft movement control such as registering out and in with Control Airports, to recall and temporary grounding of certain civil aircraft. If and when this condition should obtain, civil aircraft will be advised through the medium of Control Airports.

B. North Dakota laws provide that the Governor may by proclamation declare that a Civil Defense Emergency exists in all or any part of the state and through the State Civil Defense Director appointed by him, prepare a comprehensive plan for the civil defense of the state, create and establish Mobile Support Units under the State Emergency Defense Airlift Plan and upon declaration of an emergency call such Mobile Units to duty and control and operate them under such regulations as may be prescribed, such plans and operations to be integrated with the civil defense plans of the Federal Government and of other states to the fullest possible extent.

III. Definitions

A. **State Emergency Defense Airlift (SEDA)** all non-airline aircraft of less than 12,500 pounds.

B. **Mobile Support Unit** may consist of a single aircraft and flight crews; or two or more aircraft and flight crews; or, two or more aircraft, flight crews, ground personnel and service facilities, including trucks, fueling facilities, communication facilities, both radio and land line, and administrative personnel. It may consist of organized Civil Air Patrol Units. Any or all of such units

may be called to duty to function as the Civil Defense Air Mobile Support Unit.

C. The State Emergency Defense Airlift Chief or Commander

The State Aviation Chief shall be the director or assistant director of the North Dakota Aeronautics Commission and shall be responsible for the organization of the State Civil Defense Air Mobile Unit and will receive his directives from the State Director of Civil Defense. The State Aviation Chief may appoint as advisory council from all segments of civil aviation including the Civil Air Patrol to participate in organization of Mobile Units and operation of this plan.

The Area Aviation Chief shall be responsible for the organization of Area Civil Defense Air Mobile Units, and will receive his directives from the State Chief of Aviation.

The Local Aviation Chief shall be responsible for the organization of local area Civil Defense Air Mobile Units, and will receive his directives from the State Chief of Aviation through the Area Chief.

There shall be a commander of each Operational Mobile Flight Unit who will receive his directives from the State Aviation Chief through the local area Chief of Aviation. In case a single aircraft is used, the flight captain or pilot shall be the Unit Commander. Civil Air Patrol Units assigned to the State Director of Civil Defense will receive their directives from the State Director of Civil Defense through the State Chief of Aviation in accordance with the Standing Operation Procedures established for CAP.

D. Control Airports

1. Control Airports shall be established at Bismarck, Dickinson, Jamestown, Fargo, Grand Forks, Devils Lake, Minot, and Williston. *An Area Aviation Chief* shall be appointed at each control airport by the State Aviation Chief.

The Area Aviation Chief shall have an area of responsibility as outlined by the attached maps for the area involved.

Local Aviation Chiefs shall be designated by the Area Aviation Chief in local areas as illustrated by the attached maps.

2. The Control Airport is the basic unit and must meet the following requirements.

a. Telephone.

b. Suitable office for keeping of records

and display of maps, charts, notices and maintenance of an airport register.

c. Personnel qualified to administer the normal functions of an airport and enforce the security measures necessary to meet defense requirements.

d. Radio receiver facilities to maintain monitoring service, or an existing FAA Flight Service Station.

e. Facilities, visual or radio for recalling local aircraft in flight.

E. Communications Network

A communications system shall be established which will provide for the dissemination of necessary directives and pertinent information to airports by the following means in addition to normal means when required:

1. Civil Defense medium, State Radio Network.

2. FAA Communications system.

3. Civil Air Patrol Communications net.

4. Emergency communications net as developed by the related industry and amateur nets.

IV. Planning Requirements

A. The movements of civil aircraft used in support of Civil Defense needs will for the most part be to and from critical areas, and will require:

1. Plans for and the establishment of corridors for the movements of civil aircraft to and through sensitive areas, which shall be coordinated as required with similar corridors in adjoining states, and subject to approval of the Air Defense Command.

a. Prepare such maps and overlays as may be required to define such corridors and transmit them to authorized units or personnel.

2. Plans for the receiving from or the giving to other States mutual aid in the several airlift or aircraft categories together with the detailed plans and information which shall support mutual aid pacts for the use of civil aircraft, to be approved by the State Director of Civil Defense, the Air Defense Command, and entered into by the several States.

3. Plans for the dispersal and/or the assembly of aircraft in the various categories either as mobile units or as the component parts of a reserve pool, together with plans for gassing, servicing and controlling such aircraft.

4. Detailed operational procedures for the

anticipated types of civil defense airlift missions involving the use of civil aircraft in the form of Standing Operating Procedures and/or Operational Letters which shall include but not be limited to:

- a. Aerial survey of devastated areas and direction and control of all types of surface traffic.
- b. Patrol of transmission line (power, pipeline, etc.) and other critical areas.
- c. Civil airlift for the transportation of personnel and supplies in to the devastated areas which may be either by a limited number of aircraft or a mass airlift.

d. Emergency transportation in connection with civil defense or civil production of essential goods or materials.

5. Coordinate and integrate operational procedures for the CAP units services (communications) assigned to the State Director of Civil Defense by CAP.

a. It is anticipated that to the extent available the CAP units, as the most highly organized and trained, will be the first to be called for certain types of missions which will be defined.

b. Operational procedures for the CAP units to be established so as to utilize their normal chain of command.

V. Aircraft Requirements for Mobile Support Air Units

A. Twin engine aircraft of less than 12,500 pounds such as Twin Beech, Apache, Cessna, etc., types for transport assignments, including:

1. Transportation of specialists or teams, or other personnel to and from disaster areas under conditions which involves distances in excess of 200 miles and the possibility of IFR flight.

2. Transportation of critical supplies, materials, etc. to and from disaster areas under conditions as above, and involving critical factors such as cargo space, shape, weight, or tonnage.

B. Single engine aircraft of the Beech Bonanza, Cessna 195, Navion, Cessna 180, etc. types for transport of special assignments, including:

1. Requirement of complete instrumentation and LF or VHF radio equipment.

2. Transportation of persons or supplies over long or medium distances under conditions requiring flexibility of operation, immediate availability, and speed. (Low level operations and ability to get in and out of smaller airports.)

3. Special task assignments, i.e., patrol, observations, traffic control, courier, and other flight missions of more than ordinary difficulty.

C. Single engine aircraft of both the 2-place and 4-place types with or without radio for mass airlift tasks, including:

1. Transportation of persons or supplies over medium distances under conditions requiring flexibility, and frequency, but not speed. (VFR operations.)

2. Special task assignments, including search and rescue.

D. For operational purposes, the individual Mobile Air Units or segments will be organized within the above aircraft category requirements, although they may be combined as the situation may require.

1. It is contemplated that aircraft in categories "A" and "B" above shall be available on a stand-by basis to the extent possible, considering normal civil use prior to a emergency.

2. Aircraft in category "C" shall be available as a reserve pool to be integrated if and as needed, either with existing mobile units or as organized units.

VI. Airmen Requirements for Mobile Support Air Units

A. Pilots and air crews qualified to operate the aircraft in each of the above aircraft requirements categories.

B. Ground crews as required for the operation of aircraft in each of the above categories.

C. Maintenance personnel and/or facilities for the maintenance of aircraft in each of the above categories, including parts and accessories.

OPERATIONAL PROCEDURES (TENTATIVE) CIVIL AIR DEFENSE

VII. Alerting and Recall

A. Chief of Master Control Airport (Bismarck Municipal) will receive SCATER alert from controller at FAA Combined station or tower.

1. Chief of Master Control Airport will "fan-

out" alert information to all control airports using FAA teletype messages or state radio network to Dickinson, Jamestown, Fargo, Grand Forks, Devils Lake, Minot, and Williston, North Dakota.

2. Master control and the seven control air-

port chiefs will "fan-out" alert information to all local airports in each respective area under their jurisdiction. (See maps in appendix.)

3. Master control, area chiefs and local airport chiefs will activate "recall" signals for VFR traffic (if no radio, smoke signal by day, red flare by night).

4. All airports equipped with UNICOM transmitters will broadcast NOTAM on 122.8 MC. (See paragraph 5.)

5. Hold aircraft preparing to depart on ground until TERMINATE FULL SCATER or ARTC approval is received.

6. Dispatch aircraft in accordance with Standing Operating Procedures or Operations Letters.

B. Local Airport Chief not in control area of Master Control Airport will receive alert through the respective area control airport and area chief. (See maps in appendix.)

1. Local Airport Chief will "fan-out" alert information to all landing facilities in his area.

2. Local Airport Chief will activate "recall" signals for VFR traffic, if no radio. (Smoke by day; red flare by night.)

C. Procedures at airports where there is no FAA communications facility.

1. Local Airport Chief will expedite landing of all aircraft under his control. (Activate recall signals.)

2. Hold aircraft proposing to depart on ground until TERMINATE FULL SCATER or ARTC approval is received.

3. Dispatch aircraft in accordance with approved Standing Operating Procedures or Operations Letters.

a. Prior notice of and approval of such operations must be obtained from the Air Defense Commander through the FAA Communications Facility.

D. Procedure at airports where there may be a radio facility other than FAA tower or Flight Service Station. (Local "H" facility or 122.8 8 mc.)

1. Alert message to Local Airport Chief with ground radio for air-ground communications (other than FAA) will consist of the following (as described on AERONAUTICAL FACILITY-SCATER ACTIONS form FAA 2372):

a. "AIR DEFENSE INSTRUCTIONS-IMPLEMENT FULL SCATER 29th AIR DIVISION AREA." Take actions 1-6 immediately.

b. "AIR DEFENSE INSTRUCTIONS-TERMINATE FULL SCATER 29th AIR DIVISION AREA." Take actions 1-4 immediately.

c. "APPLY EMERGENCY SCAT RULES". Take actions 1 and 2.

d. SCATER TEST ACTIONS. Take action 1-4.

CONAD* FAA SCATER PLAN

(Actions as described on FAA Form 2372)

E. In the event of an Air Defense Emergency, each CONAD division will instruct the appropriate FAA ARTC center to accomplish one action as listed below and the information will be disseminated through the control airports to all airports.

1. "IMPLEMENT FULL SCATER" Under these circumstances, the designated airports in the state will notify those agencies and airports assigned that airport, of the Air Defense instructions. A broadcast will be made three times at two minute intervals on all available frequencies by designated stations; "Air Defense instructions, full SCATER has been implemented. All aircraft not on ATC clearance descend immediately to minimum safe altitudes and land as soon as possible at nearest available airport. Aircraft on ATC clearance stand by for further clearance".

This directive will entail the grounding and or diversion of air traffic and the shutting down of navigational aids and aeronautical communications. This action will normally be taken when hostile aircraft are enroute to the continental United States, or have penetrated the Air Defense system. The recall of aircraft, shut down of navigation and radio facilities and control of these will be directed by the ARTC center.

2. "TERMINATE FULL SCATER" This directive will implement the notification by designated stations that air navigation aids and radio communications may be resumed and notification will be made to the ARTC center of facilities unable to resume operation. This will terminate the extreme restrictions imposed under "FULL SCATER." This action will normally be taken when an attack phase is considered over and the resumption of operations is authorized under the

*Continental Air Defense.

emergency SCATT rules. If ARTC centers are told to "apply emergency SCAT rules," the CONAD division will include as necessary:

a. Routing restrictions on flight entering any portion of an ADIZ* within the CONAD division area.

b. Limitations on air traffic in any portion of an ADIZ within the CONAD division area to the identification capabilities.

c. Altitude limitations on DVFR and VFR operations within the CONAD division area, and any other special instructions required by the immediate military situation.

The North Dakota Aeronautics Commission in cooperation with the CONAD/FAA SCATER PLAN and the State Civil Defense Director, will implement through this N.D. SEDA Plan for Civil Aviation in Civil Defense, the necessary

utilization of Civil Aircraft for emergency purposes essential to the immediate protection of personnel, property and national resources.

3. "APPLY EMERGENCY SCAT RULES" Under these conditions, notification by Control Airports to designated Units assigned will be made stating "emergency rules for security control of air traffic are now in effect".

Compliance with and the relay of further communications and directives from this source will also be implemented. These rules are the continuous restrictions applicable to the movement of Civil and Non-Tactical Military Aircraft during an Air Defense emergency. They will be automatically in effect for the duration of the Air Defense emergency, regardless of the changing requirements when "FULL SCATER" is implemented or terminated.

OPERATIONAL PROCEDURES

I. AGRICULTURAL USES AND AERIAL PATROL OF POWERLINES AND PIPELINES DURING EMERGENCY SCAT RULES

(Aerial Spraying, Predatory Hunting, Power and Pipeline Patrol)

A. Registration of aircraft and airmen engaged in agricultural operations or the taking of predators, pipeline or powerline patrol shall be in conformity with State and Federal Regulations.

1. Operators and pilots must have a permit issued by the North Dakota Aeronautics Commission for Aerial spraying and dusting listing all aircraft N-numbers and names and addresses of pilots. For aerial hunting of predators, pilots must hold a State low flying waiver and a Permit from the North Dakota Game and Fish Department listing all aircraft pilots and gunners. All Pipeline and Powerline Patrol Operations must hold a low flying waiver issued by the North Dakota Aeronautics Commission.

2. Operators and pilots must hold FAA Waiver for low altitude flight operations.

3. If aircraft and airmen are not locally owned and based, all aircraft and airmen engaged in the above operations shall in addition to the above requirements register with the nearest control airport.

B. Plan

1. The purpose of this plan is to establish certain exceptions to the Air Defense Warning provisions of the SCAT Plan and to waive certain requirements of the FAA for essential Agricultural, Aerial Patrol and Predatory Animal flights.

C. Scope

1. This plan applies to local flights and flights involved in ferrying from a primary base to a sub-base which are involved in the following specific operations:

a. Aerial spraying, dusting and fertilizing agricultural crops.

b. Aerial Patrol of powerlines, pipelines and survey.

c. Hunting of Predatory animals from the air.

D. Operating procedures in *sensitive* areas during Air Defense Emergency SCAT Rules.

1. All operations within this area will be under the jurisdiction of the control airport responsible for security control of aircraft operations within the specific area.

2. When the flight radius is in excess of 25 miles, each operator will be responsible for filing an abbreviated flight plan covering the day's operation or moving from base to base, at least 1 hour prior to the commencement of the flight operation.

*Air Defense Identification Zone.

This flight plan will be filed with either a FAA Station or a Control Airport and will contain the following information:

- a. The words "Agricultural Flight."
 - b. Number of aircraft involved.
 - c. Identification number(s).
 - d. Type.
 - e. Area of Operation, using miles and directions from a city or town. For point to point flights, indicate points of departure and arrival.
3. The Control Airport will be responsible for forwarding flight plans as received to the nearest Flight Service Station immediately upon receipt. In addition, the Control Airport is responsible for forwarding Security Control Instructions to the aircraft operators as received from FAA sources.
4. All operations will be conducted at altitudes as indicated below:
- a. From the U.S.-Canadian boundary South to the 48th parallel—not above 1,000 feet above terrain.
 - b. From the 48th parallel South—not above 2,000 feet above terrain.
 - c. That area within a 15 mile radius of Minot, Grand Forks, N. Dak., and Ellsworth Air

Force Base, Rapid City—not above 1,000 feet above terrain.

5. Aircraft operating under the provisions of this plan are exempt from the two-way radio or position reporting requirements of Regulations of the Administrator of FAA, Part 620.12. In addition, such aircraft are exempt from the capacity or corridor restrictions of the National SCAT Plan.

E. Operating procedures — *Non-Sensitive Area*—During Air Defense Emergency SCAT Rules.

1. All operations within this area will be under the jurisdiction of the control airport responsible for control of aircraft operations within the specific area.

2. No restrictions will be applied to flights of categories outlined above operating within this area, with respect to flight plans, altitudes, or airborne radio equipment.

3. **General**

a. It will be the responsibility of the aircraft operator to insure the control airport that the operator has a positive method for immediate recall of his aircraft in event an Air Defense Warning is declared.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF THE STATE CHIEF OF AVIATION

A. The State Chief of Aviation will:

Maintain a record of the available civil air strength in the State.

a. Supply copies of periodic strength reports to the Area Aviation Chiefs.

b. Supply the State Director of Civil Defense with currently accurate reports as to the number of and capabilities of aviation mobile units and the strength of the reserve pool of aircraft and airmen.

2. With the approval of the State Director of Civil Defense, plan and carry out training exercises which shall be coordinated at the maximum extent possible with other civil defense units, and the ADC.

a. As required, revise and modify Standing Operating Procedures and Operational Letters to conform with the requirements of the ADC*, the FAA, and the State Civil Defense.

3. Maintain liaison between the Air Defense Command, 29th and 31st Air Division, the FAA, and the State Civil Defense organization.

a. Integrate CAP mobile units assigned to the State Director of Civil Defense in accordance with S.O.P. approved by and for CAP.

4. Establish an operations section and be prepared in person or through his deputy upon declaration of a civil defense emergency to direct civil air defense aircraft operations from the State Defense control or operations center.

a. If necessary, supply liaison personnel at the filter center.

5. Receive, carry out, and transmit the orders of the State Director of Civil Defense.

a. Record civil defense order number, how received, from whom received, time and date in operations log.

b. Record civil defense order number, to whom transmitted, by what means, time and date in operations log.

c. Receive and record final reports of completed missions, and transmit same to the State Director of Civil Defense.

6. Will receive from State Director of Civil Defense at control or operation center request for civil aircraft mobile support units and nature of mission to be flown.

a. Determine immediately and advise Civil Defense Director if the proposed flight mission is capable of being accomplished.

(1) Weather conditions and availability of airports, aircraft, pilots, and consistency with operational limitations of the ADC.

b. If flyable, determine type of aircraft to be used and units to be alerted, transmit warning order to area and local chiefs.

c. Set up plan of operation and clear with ADC through FAA for proposed operation all elements except actual number of aircraft and exact time of commencement of operation, including estimated duration, airports to be used, routes to be flown, altitudes, communications.

d. Upon clearance from ADC through FAA, issue final order for operation to local chief through area chief. Local or area chief will advise number and types of aircraft to be used and exact time of commencement of operation.

(1) Flight leader and local chief are responsible for advising ADC through FAA of commencement of operation and getting final clearance.

e. Advise State Director of Civil Defense of exact time flight operation will commence and estimated time of duration.

(1) Advise Civil Defense Director, FAA, etc., when flight mission is completed and operation terminated.

(2) Advise Civil Defense and FAA if for any reason operation is delayed or aborted.

7. Administrative communications will be as provided by the civil defense and may be by mail, land line, courier, or point to point radio as available and as required by the situation. Administrative air-ground communications will be on 122.8 mc. Operational communications will be land lines and air-ground radio on FAA frequencies.

*Air Defense Command.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF THE AREA CHIEF OF AVIATION

A. The Area Chief of Aviation will:

1. Maintain a record of the available civil air strength in his area.

a. Copies of strength reports will be supplied to him by the State Chief of Aviation.

b. Copies of the strength and availability reports of air mobile units (CAP and other) will be supplied to him.

2. Organize and make available to the area Civil Defense Mobile Unit Commander:

a. Eight aircraft consisting of six 2-place and two 4-place aircraft, the latter equipped with radio, together with flight crews and flight leader.

b. If relieved from duty mission by the Civil Defense Mobile Unit Commander, the flight leader, crews, and aircraft shall revert to the operations reserve pool.

3. Receive, carry out, and transmit the orders of the State Chief of Aviation.

a. Record civil defense order number, how he received it, time and date, from whom received, and by whom signed, in operations log.

b. Record civil defense order number, to whom transmitted, by what means, time and date, in operations log.

4. If necessary, function as a squadron or group commander, in operations involving combined mobile air units.

a. In such a function, he will establish the required staff as contained in his directives.

5. In the absence of the State Chief of Aviation or his duly authorized representative, or in the event of complete failure of communications, he will assume full responsibility for all Civil Defense Air Operations in his area, until relieved of this responsibility by competent authority.

a. In the exercise of this authority, he will look to the State Civil Defense Mobile Unit Area Commander for his directives.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

1. DUTIES OF LOCAL AIRPORT CHIEF

A. The Local Chief of Aviation will:

1. Carry out the functions of organization, mobilization, reporting, recording, training, and alerting in accordance with directives received from the State Chief of Aviation.

2. Organize Mobile Support Units or reserve components thereof in accordance with directives received from the State Chief of Aviation.

3. Conduct practice missions or exercises on a voluntary basis and to the extent possible in accordance with plans transmitted to him from the State Chief of Aviation. (Including alerts.)

a. Practice mission directives for CAP component units will be received through normal CAP communication channels.

4. Prepare and maintain Duty Roster for flight crews and aircraft on forms provided by the State Chief of Aviation for all active duty flight missions required by the State Civil Defense.

a. Active duty flight missions are those ordered by the State Director of Civil Defense on a nonvoluntary basis as contrasted to practice missions or exercises which are voluntary.

5. Receive directives for active duty civil defense flight missions for mobile units or reserve components thereof from the Area Chief of Aviation, or from the State Chief of Aviation through the Area Chief of Aviation.

a. Records Civil Defense Order Number, how he received it, time and date, from whom received and by whom signed in operations log.

b. Selects, notifies and assembles flight crews—designates flight leader.

c. Selects, services, and assembles aircraft on flight line.

d. Briefs flight leader and transmits written orders to leader and flight crew. (See Operational Forms.) Flight Leader receipts for orders by initialing copy of EACH order retained by Local Chief.

e. Verifies flight clearance in accordance with SOP* approved by the ADC.

(1) Makes notice of receipt of flight leader's final report of mission in his operational log and transmits report to Area Chief.

f. If flight mission aborts or delays by reason of weather, lack of aircraft or crew, he will advise Area Chief of inability to carry out mission or delay.

g. Receive and file final report of Flight Leader on completion of mission.

6. See Communications Annex. (Land line, radio, mail, or courier, as provided by State Civil Defense and as required by the situation.)

7. Authentication of communications will be as provided in SOP as issued by State Civil Defense.

*Standard Operating Procedure.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF THE FLIGHT LEADER

A. The Flight Leader will:

1. Have under his command one or more aircraft, but not to exceed five.
2. Receive flight mission directives from Local Chief (or Area Chief) in writing and sign a receipt therefor.
3. Prepare flight plan or plans for the mission or missions to be flown, brief crews.
4. Check weather conditions and determine if the mission can be flown.
 - a. If weather is unflyable, he shall so advise Local (or Area) Chief and make estimate of extent of delay.
5. Supervise or make preflight check for normal functioning of aircraft and aircraft radio—check gas and oil—verify qualifications of pilots.
 - a. If either aircraft or pilots are found unready or not in condition for mission, advise Local Area Chief.
6. Obtain flight clearance through FAA in accordance with requirements of ADC and check approved SOP and Operations Letters controlling intended flight operation.
7. Maintain Flight Log for flight or flights.
 - a. Time on and off including taxiing.
 - b. Identification of aircraft and air crews.
 - c. Detail any deviations from flight plan or flight mission. (See flight log form).
8. In event of FULL SCATER, while in

flight, unless otherwise directed, land flight at nearest available airport.

- a. Report place of grounding to nearest Local Airport Control Chief.

- b. Resume flight when cleared by ARTC or FAA, unless otherwise directed.

9. Upon relief from duty or completion of mission, return to point of origin and make full report to Local Chief in writing.

- a. Flight Leader may have been required to accomplish other missions following first directives, on orders received from other area chiefs before return to base. These will all be included to final report.

10. Communications involving use of radio will be controlled in accordance with SOP issued in accordance with the requirements of the Air Defense Commander.

- a. Administrative communications of a point to point nature on the ground will be by land line or radio as provided by State Civil Defense. Air ground communications will be on 122.8 mc. only or on police radio frequencies, if aircraft is equipped.

- b. Operational communications will be air ground on available FAA aeronautical frequencies and may also be on 122.8 mc. in areas where FAA frequencies are not available, supplemented by land line or point to point radio as may be provided by State Civil Defense.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF PILOTS AND FLIGHT CREWS

A. Pilots and flight crews will:

1. Make certain Local Airport Chief has available currently accurate information as to where he may be reached in event of emergency (home and business telephone numbers, etc.).

2. Make certain Local Airport Chief has available currently accurate record of pilot ratings, recent experience and proficiency, and availability of pilot.

3. Keep currently informed on latest flight directives, SOP, and Operations Letters.

4. To the maximum extent possible, considering available communications file flight plans (VFR or DVFR) for all extended cross-country trips, or in lieu thereof, prior to departure on any extended cross-country trip, make first stop and final stop at local control airport and file and close informal local flight plan with chief so that whereabouts of pilot and airplane may be known.

5. Undertake to the extent possible on a voluntary basis to participate in practice flight missions or exercises as may be conducted from time to time by the Local or Area Chiefs.

6. FULL SCATER.

a. If in flight, land at nearest airport and report to local chief for directives. If on trip and away from home base airport, report to local chief or directives.

7. On any assigned mission, give aircraft and aircraft radio pre-flight check prior to takeoff and report accomplishment of pre-flight check to flight leader.

8. Carry out the orders of the Flight Leader.

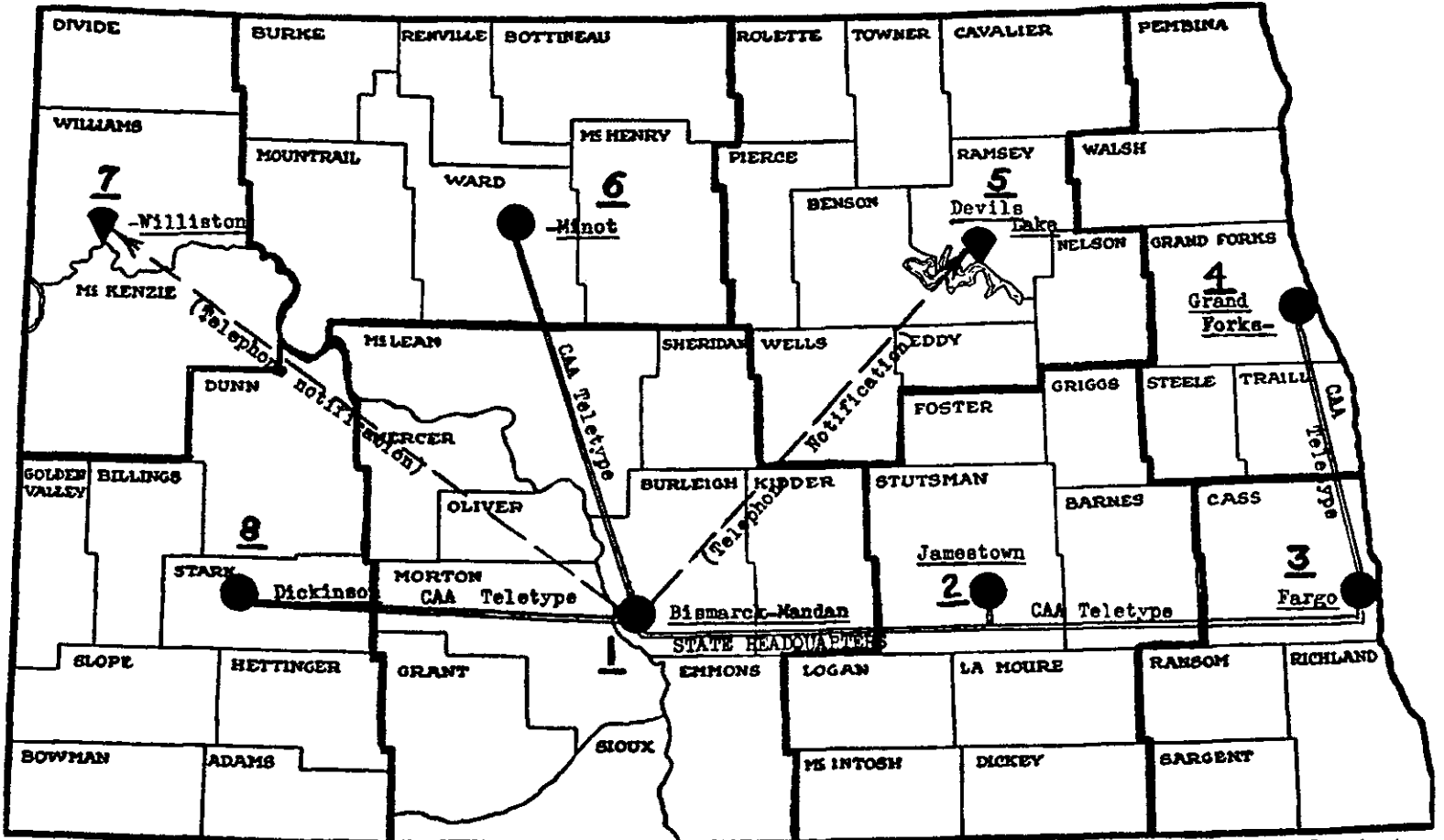
a. If only one aircraft is assigned to a mission, the pilot will be the flight leader. If two or more aircraft, the Local Chief will designate the Flight Leader.

9. Maintain and keep individual and aircraft and engine flight logs for all flights—time off and on including taxiing.

10. Sign duty roster, and make and sign individual mission reports if required.

11. Identification for purposes of moving through police lines and other controls to and from airports will be provided by State Civil Defense.

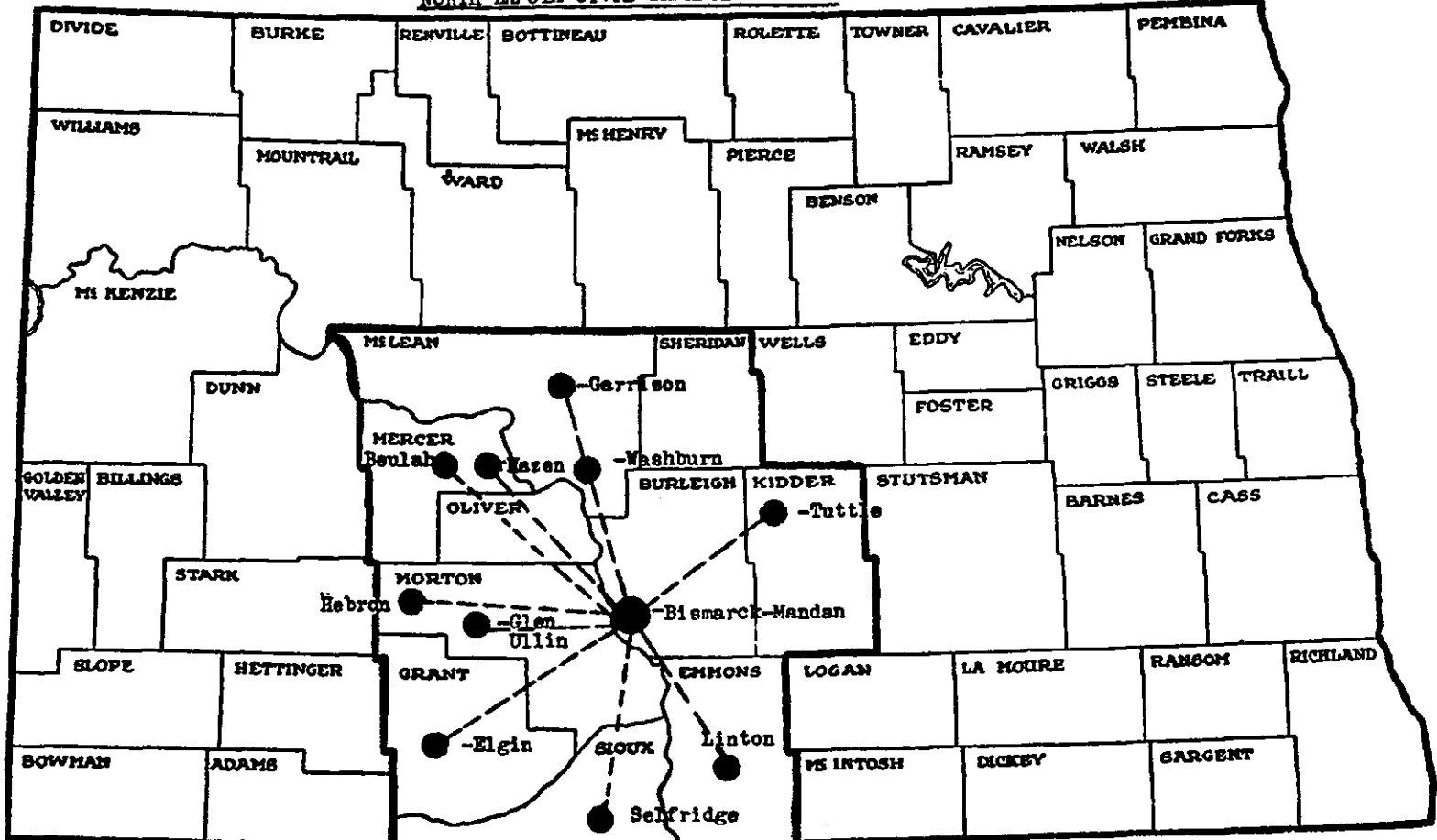
NORTH DAKOTA
CONTROL AIRPORTS



- CONTROL AIRPORTS WITH CAA INTERSTATE AIRWAYS COMMUNICATIONS STATIONS
- ▲ CONTROL AIRPORTS WITHOUT CAA INTERSTATE COMMUNICATIONS STATIONS
- AREA BOUNDARIES

N. Dak. Aero. Commission,
Bismarck, N. Dak.

FAN-OUT PROCEDURE
BISMARCK AREA NO. 1
NORTH DAKOTA CIVIL DEFENSE-AVIATION

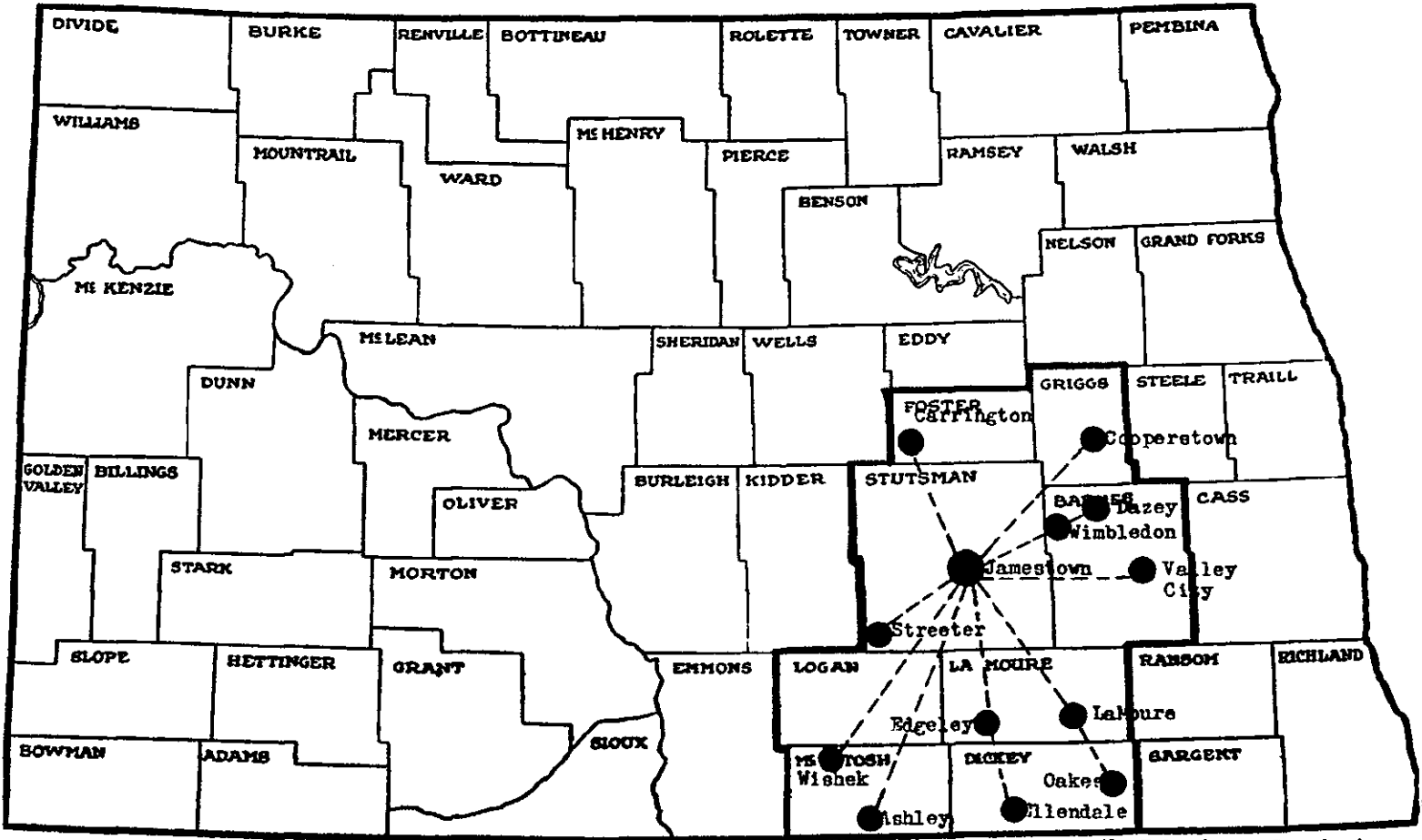


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN BISMARCK CONTROL AREA NO. 1
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, N. Dak.

FAN-OUT PROCEDURE

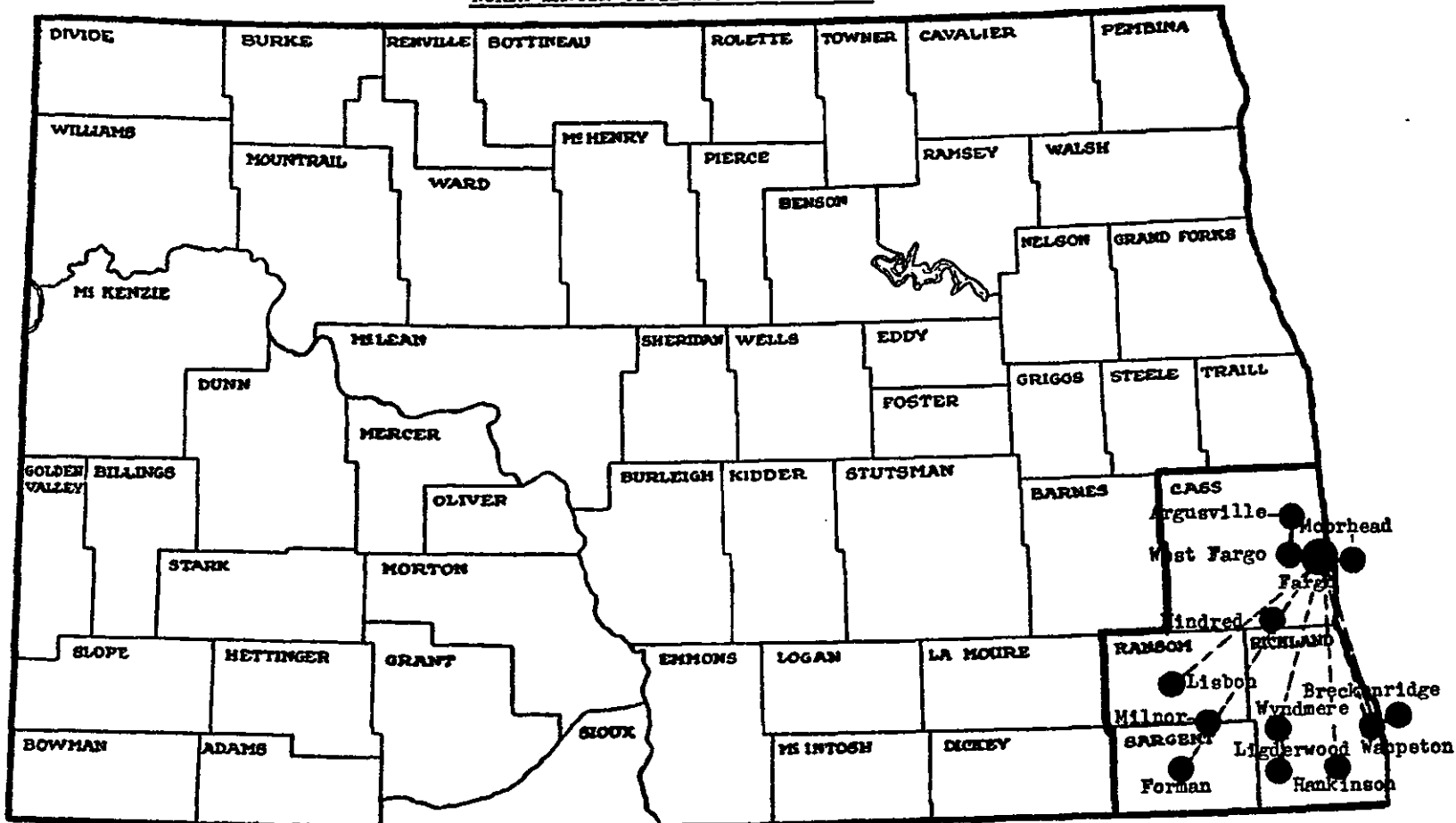
JAMESTOWN AREA NO. 2
NORTH DAKOTA CIVIL DEFENSE AVIATION



- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN JAMESTOWN CONTROL AREA NO. 2
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, N. Dak.

FAN-OUT PROCEDURE
FARGO AREA NO. 3
NORTH DAKOTA CIVIL DEFENSE-AVIATION

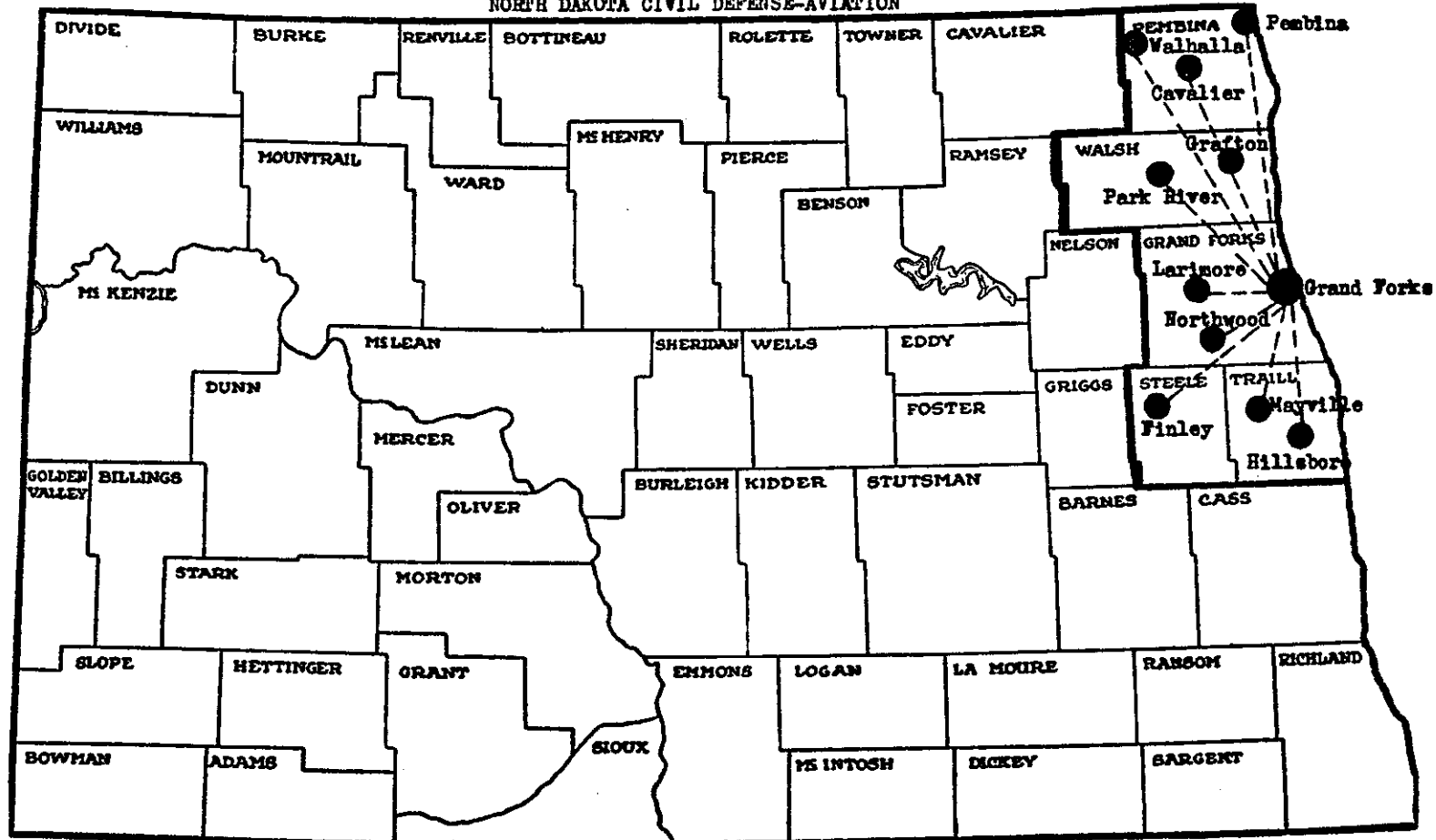


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN FARGO CONTROL AREA NO. 3
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

GRAND FORKS AREA NO. 4
NORTH DAKOTA CIVIL DEFENSE-AVIATION

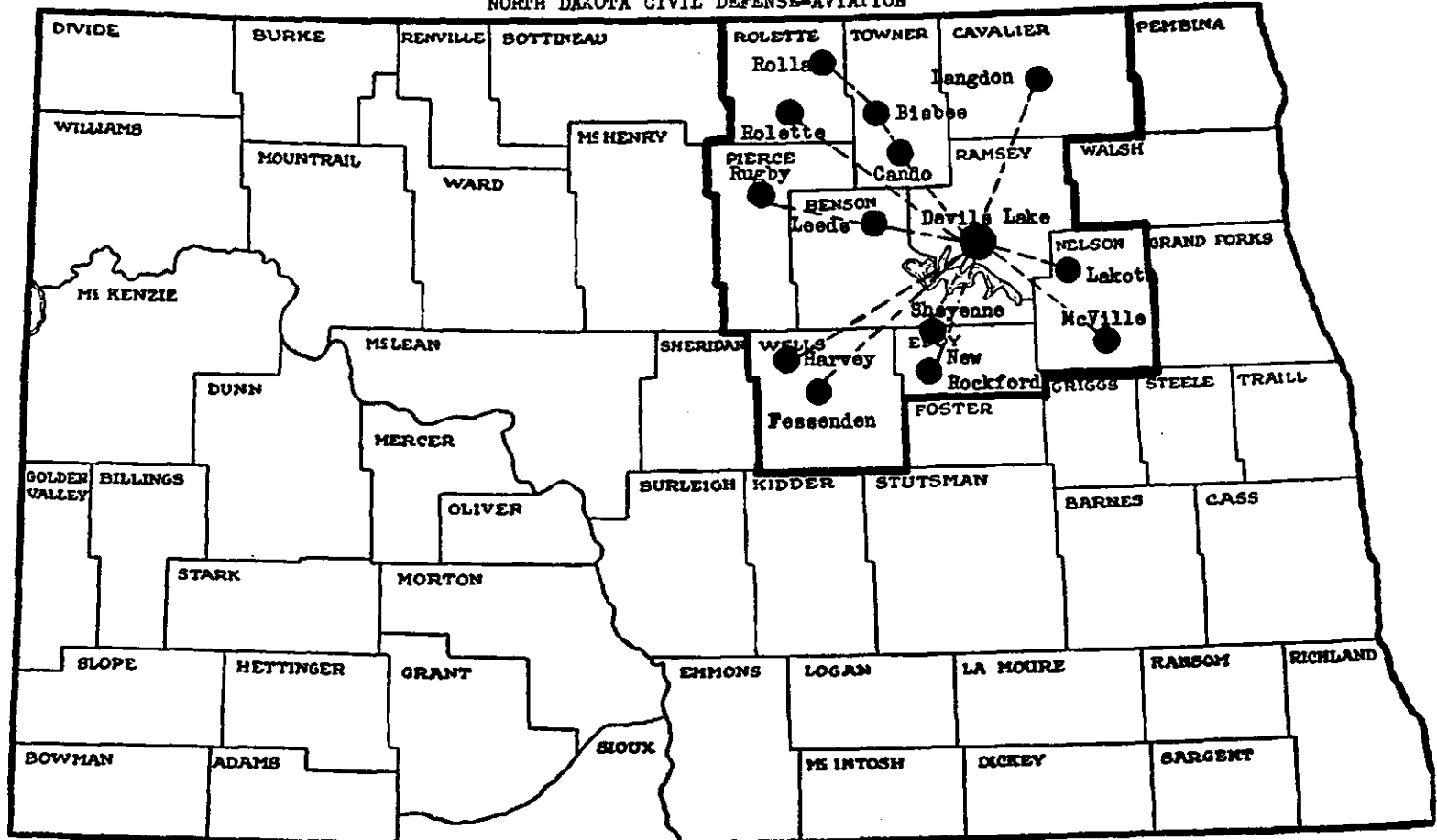


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN GRAND FORKS CONTROL AREA NO. 4
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

DEVILS LAKE AREA NO. 5
NORTH DAKOTA CIVIL DEFENSE-AVIATION

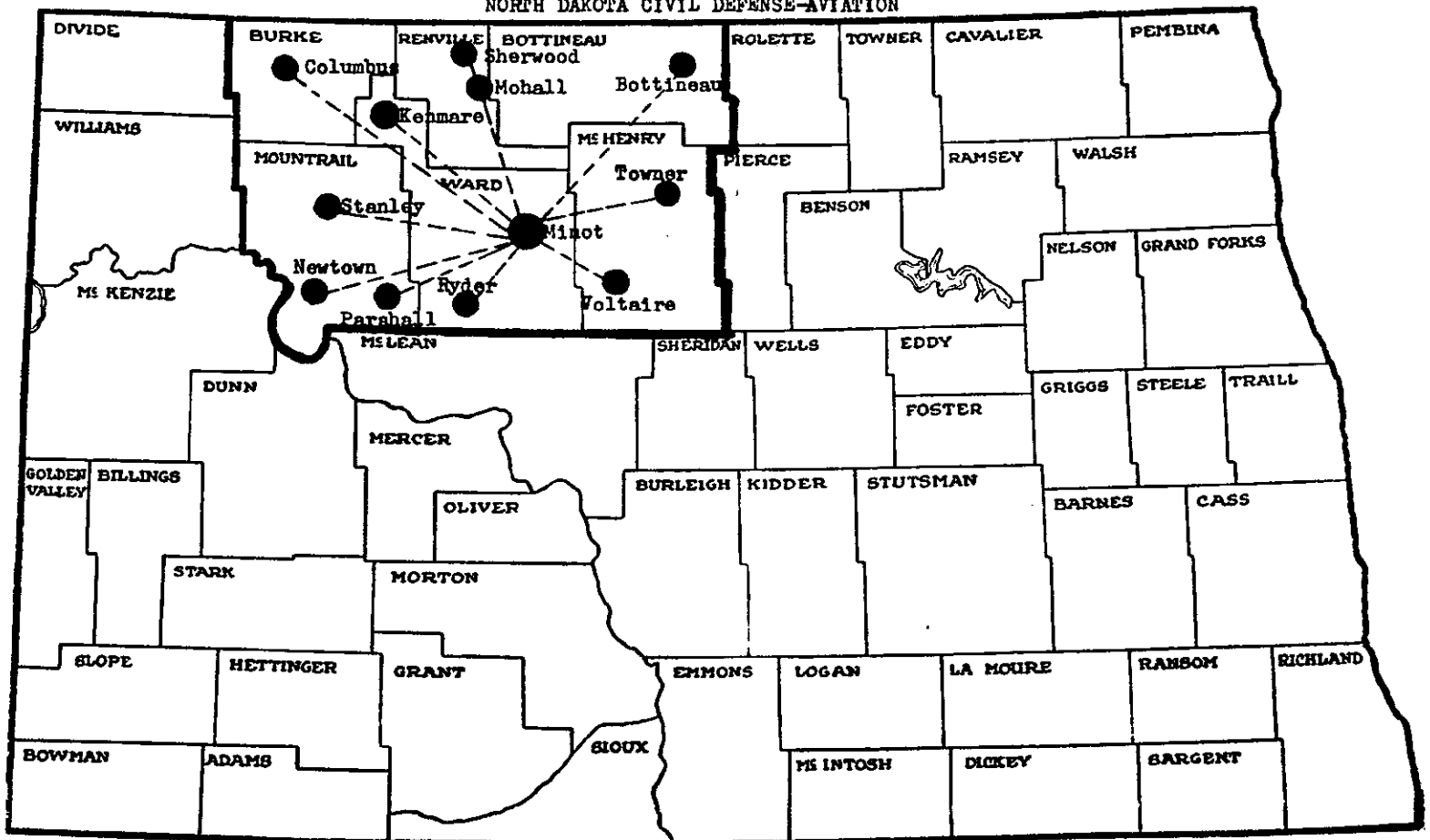


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN DEVILS LAKE CONTROL AREA NO. 5
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

MINOT AREA NO. 6
NORTH DAKOTA CIVIL DEFENSE-AVIATION

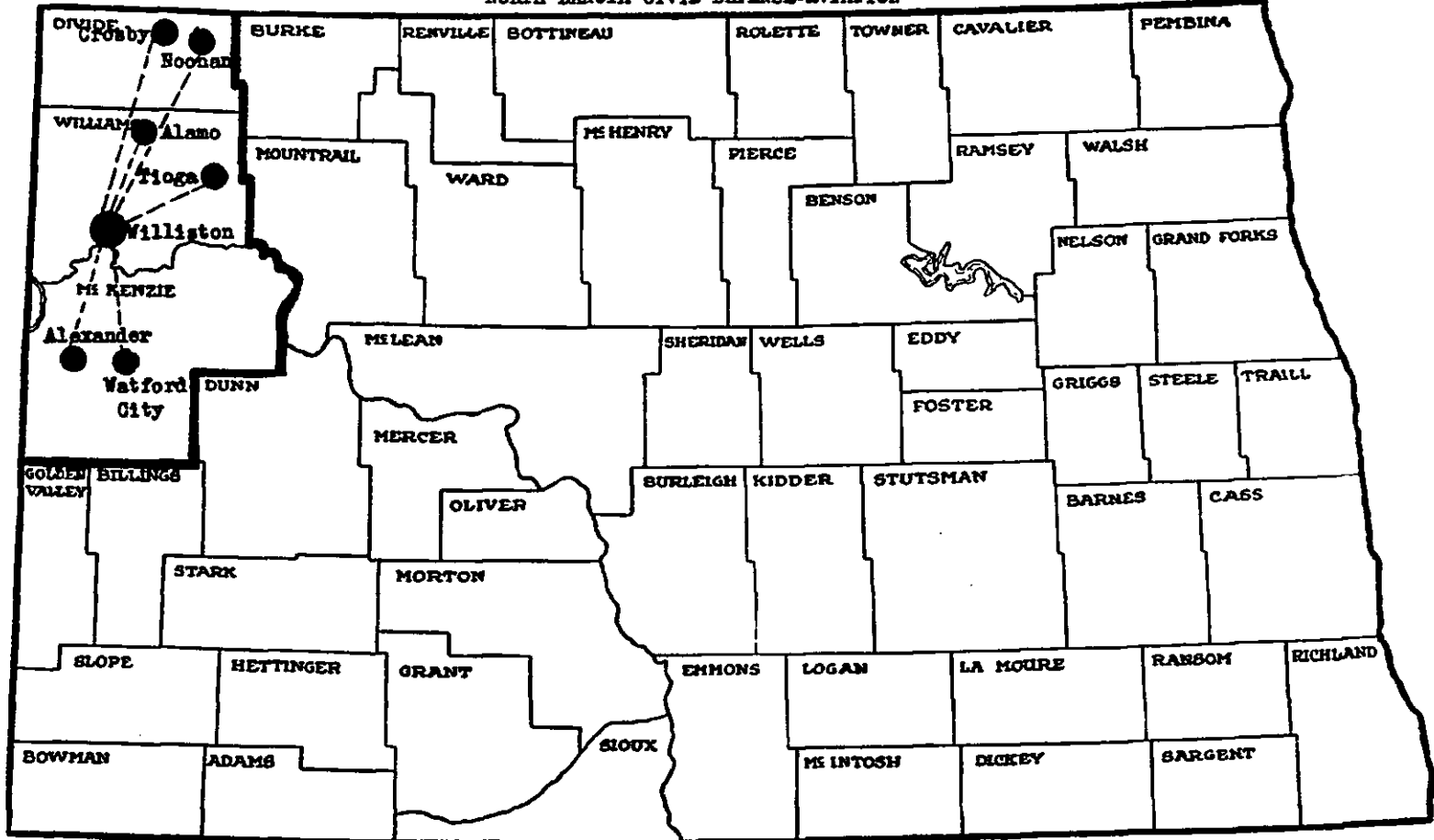


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN MINOT CONTROL AREA NO. 6
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

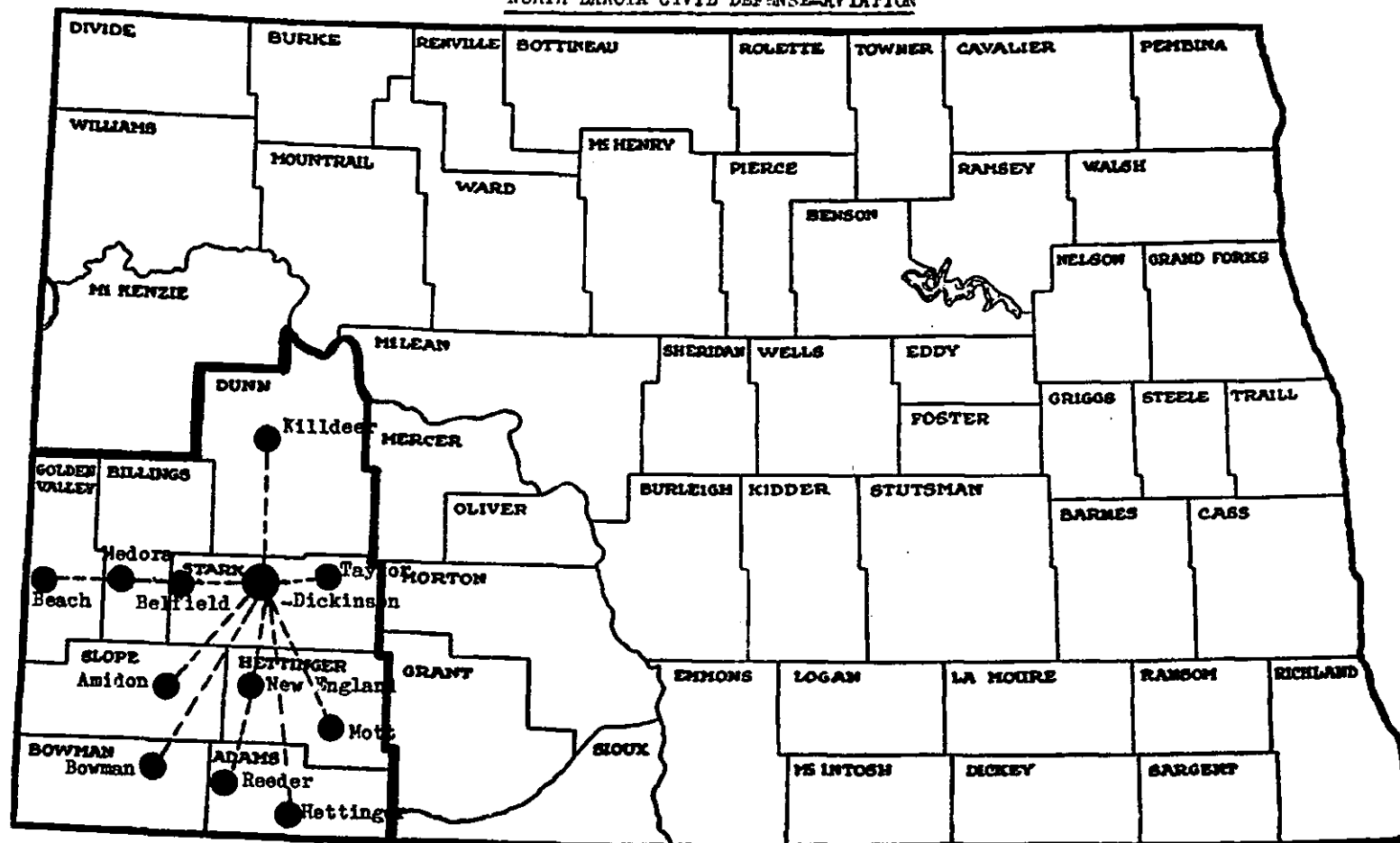
WILLISTON AREA NO. 7
NORTH DAKOTA CIVIL DEFENSE-AVIATION



- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN WILLISTON CONTROL AREA NO. 7
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE
DICKINSON AREA NO. 8
NORTH DAKOTA CIVIL DEFENSE-AVIATION



- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN DICKINSON CONTROL AREA NO. 8
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, N. Dak.

THE CIVIL AIR PATROL

1. ORGANIZATION. The Civil Air Patrol is a Government-sponsored civil corporation governed by a national board of senior members. The organizational structure of the CAP is patterned after the United States Air Force. It consists of a national headquarters, 8 regions, and 52 wings. The wings are subdivided into groups, squadrons, and, in rare instances, flights. The squadron is the basic unit. More than one-half of the States have a group which serves as an administrative headquarters between wing and squadron. The group may or may not have an operational capability.

There are three types of squadrons within the CAP. The senior squadron is composed of senior members. The cadet squadron is composed of cadet members and a minimum of three senior members. The composite squadron is composed of both senior and cadet members. All members of the senior squadron will be available for civil defense support; senior personnel of the composite squadron will also be available for civil defense missions.

CAP is staffed by both regular USAF and CAP personnel. The CAP members are classified as either seniors or cadets. The CAP members work on a volunteer basis only.

The CAP National Commander and administrator of CAP is a senior USAF officer in charge of a national liaison headquarters. USAF-CAP liaison officers are assigned to each CAP region and wing. The USAF maintains these officers and professional staffs to assist the civilian volunteer auxiliary.

2. CAP MISSIONS. USAF-CAP Regulation 55-10, revised 20 February 1963, states the mission of CAP as follows:

- a. Air search and rescue.
- b. Aircraft wreckage marking.
- c. Domestic emergency and disaster relief assistance.
- d. Civil defense missions which USAF has accepted responsibility for CAP are courier and messenger service, aerial surveillance of surface traffic, light transport flights for emergency personnel and supplies, reconnaissance flights, and radio

communications.

e. Support of USAF Reserve Recovery Program.

f. Support of USAF installations, to include:
(1) Aerial control, direction and surveillance of surface traffic;

(2) Courier and light transport flights, if commercial transportation service is not readily obtainable or is not capable of meeting the requirements of the mission;

(3) Aerial photographic missions and reconnaissance flights;

(4) Radar test and ground control approach (GCA) monitoring flights.

3. EQUIPMENT AVAILABLE IN CAP NATIONWIDE (major items)

a. **Aircraft.** The following CAP aircraft were available for civil defense missions as of January 1, 1963:

Corporate aircraft.....	900
Membership-owned	3,421
Total	4,321

b. **Vehicles.** A total of 4,265 various-type vehicles are available to CAP. Many vehicles are DOD surplus furnished to CAP for general use. Further, some members have been authorized to install CAP communications equipment in their personally-owned automobiles.

c. **Communications Equipment.** The CAP has about 14,000 radio stations licensed by the Federal Communications Commission for use in the event of an emergency. Most of these stations are equipped with the portable-type equipment which has been supplied by the USAF from DOD excess. This equipment consists of the following:

Land-fixed	5,066
Mobile	7,992
Airborne	1,339
Total	14,397

In addition, most membership-owned aircraft have two-way radio communications capability

and cadet squadrons have some communications equipment which can be used in time of emergency.

4. UTILIZATION AT STATE AND LOCAL LEVELS.

The CAP National Commander is an Air Force officer but he does not command CAP units. CAP is a volunteer incorporated organization and members serve on a volunteer basis without compensation for their services. This is true not only under normal peacetime operations but also in the event of war.

Command and control of a type is exercised by the individual wing, squadron, and flight commanders. However, exercise of a commander's authority depends wholly on the acceptance of that authority by the membership of the wing, squadron or flight.

The number of flights flown on missions involving risk during local emergencies and natural disasters indicates that the members of CAP are willing to accept risk missions and assignments. They maintain a fairly high disciplinary standard and take their moral obligations seriously. There is little doubt that CAP could make a worthwhile contribution to aerial monitoring and aerial observation damage assessment missions for civil defense, particularly at State and local levels.

The existing agreements between the States and the CAP wings generally provide for the CAP squadrons and flights to participate either individually or as groups with *local* civil defense organizations. The manner in which CAP personnel will be utilized as organized units or as individuals is determined by the local CD director; and all CAP members participating in civil defense serve under the direction of the local CD director. Under emergency postattack conditions, particularly with a cutoff situation, this arrangement for decentralization of direction and control has some merit. However, it also has limitations. **EXISTING PLANS FOR USE OF CAP SHOULD BE REVISED, IF NECESSARY, TO WORK THROUGH THE EMERGENCY TRANSPORTATION ORGANIZATION AND STATE, AREA, OR LOCAL AVIATION ADMINISTRATION.**

Many of the counties and localities do not have CAP squadrons or flights and thus would not be

served by CAP without alternate arrangements. Mutual-support agreements among groups of counties with CAP units is a possible solution. A better solution is for the State Aviation Administration to divide the State into sectors or support areas and preassign sector aerial monitoring responsibility to specific CAP squadrons and flights. Some of the States have this type arrangement. CAP organizations in dispersed or not likely target areas should be considered first for assignment, further utilizing units in densely populated or likely target areas as alternate support units.

Without specific preassignment of responsibility, there must be sufficient command and control retained at State level to insure that aerial damage assessment and monitoring capability will be adequate to meet the requirements of the entire State.

5. SUPPORT FUNCTIONS. The Civil Air Patrol at national, State, and local levels can be expected to support civil defense activities as follows:

a. Provide preattack and postattack direction and guidance to CAP units and individuals through **PREARRANGED TASKINGS** agreed upon between USAF, OCD, FAA, and CAP at national, State, and local level.

b. Aerial surveillance of surface routes and traffic in both the pre- and post-attack periods as requested and directed by the OCD at national, State, and local level.

c. Aerial courier and messenger service.

d. Light transport flights for the transportation of emergency personnel and supplies.

e. Aerial reconnaissance for damage assessment conducted in accordance with procedures and criteria established by the OCD or FAA.

f. Provide communications facilities (fixed, mobile and airborne units) to handle CD and FAA traffic as requested by, and in accordance with the instruction issued by FAA/CD at national, State, or local level.

g. Obtain items of equipment, usable in the CD mission, which are excess or surplus to the needs of the military departments.

h. Obtain support equipment, materials, and supplies on a loan basis from States which will furnish such support.

EMERGENCY PLANNING FOR THE USE OF AIR CARRIER AIRCRAFT

1. EXECUTIVE ORDERS

In February 1962, the President issued a series of Executive orders assigning certain emergency preparedness functions to various agencies of the Federal Government.

Executive Order 11003 assigns to the Administrator, Federal Aviation Agency (FAA), among other things, the responsibility for the development of plans for a national program covering the emergency management of civil aircraft "other than air carrier aircraft." Guidance for the development of such planning is provided in the FAA Advisory Circular No. AC 00-7, "State and Regional Defense Airlift Planning" (SARDA).

Executive Order 10999 assigns to the Secretary of Commerce, among other things, the responsibility for the development of plans for a national program to utilize the "air carrier" civil air transportation capacity and equipment, both domestically and internationally, in a national emergency. This includes the allocation of air carrier aircraft to meet the needs of the Department of Defense for military operations and the Civil Aeronautics Board for essential civilian needs. These responsibilities are carried out by the Office of Emergency Transportation (OET), within the Office of the Under Secretary of Commerce for Transportation.

2. FAA/COMMERCE MEMORANDUM OF UNDERSTANDING

In order to clearly define the dividing line between "air carrier" and "other than air carrier" aircraft, as these terms are used in the Executive orders, a Memorandum of Understanding was developed between Commerce and the FAA. It was believed desirable to include within the air carrier group not only all aircraft operated by the certificated scheduled and supplemental air carriers, but in addition all other four-engine aircraft, and all turbine-powered aircraft over 12,500 pounds gross weight. It was agreed that these aircraft could serve a useful purpose in the air carrier category, under certain emergency conditions. A reserve

pool of turbine-powered and four-engine corporate and business aircraft was thus established, for possible selective allocation to meet urgent national needs in critical situations.

3. AIR CARRIER EMERGENCY PROGRAMS

The Department of Commerce, through its Office of Emergency Transportation, is concerned with three primary emergency planning programs for the use of air carrier aircraft:

(1) Civil Reserve Air Fleet (CRAF).

The CRAF program is designed to provide supplemental civil airlift to the military air transport fleet, to meet military airlift requirements in an emergency. An allocation of air carrier aircraft, in the magnitude of 350 aircraft, has been made to the Department of Defense by OET. If CRAF is implemented, the air carriers will continue to operate the aircraft with company crews, personnel and resources, under contract with the military, but the operational control of CRAF will be with the Military Air Transport Service (MATS).

Changes are made to the CRAF allocation from time to time to meet changing military requirements, and to keep the allocation current due to aircraft purchases, sales, losses, etc., by the air carriers.

(2) War Air Service Program (WASP).

The WASP program is designed to provide for the maintenance of essential civil air routes and services in an emergency, and for the distribution and redistribution of air carrier aircraft among the civil air carriers as required, after withdrawal of aircraft allocated to the CRAF program.

An allocation of air carrier aircraft has been made by OET to the Civil Aeronautics Board for the WASP program, consisting of all aircraft operated by the certificated schedule and supplemental air carriers, with the exception of those allocated to the CRAF program.

The responsibility for planning and administering the WASP program rests with the Civil Aeronautics Board, under Executive Order 11090.

(3) General Aviation Aircraft—Air Carrier Types.

The FAA/Commerce Memorandum of Understanding, in defining the terms "air carrier" and "other than air carrier" aircraft as used in the Executive orders, places certain general aviation aircraft in the "air carrier" category. The purpose of the Memorandum was to establish a reserve pool of productive, high performance general aviation aircraft, for possible allocation to meet urgent national needs in a critical emergency.

In a national emergency there would also be a demand for many business and corporate aircraft of the air carrier type to continue in essential de-

fense production activities. The Office of Emergency Transportation has therefore established the policy, with the concurrence of the FAA, that under most circumstances general aviation aircraft of the "air carrier" category will operate under the SARDA program, which includes in its scope essential defense production activities.

Should the situation demand, the Office of Emergency Transportation will allocate certain selected four-engine or turbine-powered general aviation aircraft from the "air carrier" group to the WASP program, or to other high priority missions of national import.

State or community might face. All Task Groups would conduct their planning and develop their estimates of resource supplies and demands upon the basis of these assumed conditions. The Regional Office Directors of the Office of Emergency Planning are available to assist in developing suitable assumptions for this purpose. Suggestions are contained in the Appendix.

Planners should avoid unnecessary detail in estimating availabilities and demands, and avoid attaching too much significance to the results of studies conducted against assumed attack conditions. The primary objective should be the discovery of potential problems and the developing of methods for handling these problems in an emergency.

ORGANIZATION AND PLANNING GUIDE



EXECUTIVE
OFFICE OF THE
PRESIDENT

OFFICE OF
EMERGENCY
PLANNING

TRANSPORTATION APPENDIX
TO OEP CIRCULAR 8500.1

for
**STATE & LOCAL
EMERGENCY
MANAGEMENT
OF RESOURCES**

September 1962

STATE AND LOCAL EMERGENCY RESOURCE MANAGEMENT PROGRAM

Task Group on Transportation

1. Organization and Staffing of the Task Group

National plans rely on the existing Federal transportation agencies in the Department of Commerce (Office of Emergency Transportation, Bureau of Public Roads, Maritime Administration, Defense Air Transportation Administration), on the independent regulatory bodies (Interstate Commerce Commission and Civil Aeronautics Board), and other agencies having transportation functions (Federal Aviation Agency, Corps of Engineers-Civil Works and U.S. Coast Guard) for mobilization of the Nation's commercial transportation industries and for dissemination of planning information and guidance. Wherever planning relationships of these agencies have been established with local authorities they constitute official ties which must be reflected in task group activity.

State and local governments should designate appropriate staff to assist in the emergency planning work of the Task Group, to maintain continuous planning, and to be available as necessary to carry out postattack operating responsibilities. Reliance should be placed upon staff of the commission or agency regulating transportation within the area in normal times.

In carrying out the program, State and local transportation officials will need the advice and cooperation of other government and industry officials to be included in the Transportation Task Group.

The Transportation Task Group should consist of members recruited from the following elements of government and the transportation industry:

State transportation agencies or regulatory commissions; (commerce or utilities commissions, highway departments, aviation directors, etc.)

Federal transportation agencies or regulatory commissions (Representatives of Federal agencies should obtain approval of their national offices as to the scope of their representation)

Representatives of government and industrial traffic offices and firms

Air, bus, trucking and water craft firms and associations

Local port authorities, if appropriate

Municipal transportation companies

Labor representation

Military representation or liaison.

The Task Group should keep in mind at all times the three prime objectives of the program:

a. Organizational readiness

b. Emergency action plans

c. Procedures for resource management

These objectives are interrelated and may be considered in whatever order seems appropriate.

2. Planning Steps

The chairman of the Transportation Task Group should schedule a series of meetings to be held at convenient intervals in accordance with the schedule set by the Emergency Planning Director.

The purpose of these meetings will be to study the transportation and traffic problems which the State or local government may face in a nuclear attack and to review and improve existing local emergency plans and organizations. Following are some of the measures the Task Group should consider:

a. Preliminary Review of Guidance Materials and Planning Assumptions

Before commencing the actual planning work, the Task Group should review available Federal and State guidance materials and the general program guidelines of the Emergency Resource Planning Committee, to assure understanding and compatibility with the over-all planning effort. Annex 34, The National Transportation Plan, and its appendices, will be the primary guide.

The Emergency Resource Planning Committee will furnish the Task Group with a set of post-attack planning assumptions from national guidance which will form the basis of the planning study of all Task Groups. These should be reviewed at the outset. Questions or proposals for

additional assumptions should be submitted to the Emergency Resource Planning Committee.

b. Developing the Plan for Postattack Emergency Resource Management

(1) Organizational Readiness

The Task Group should recommend in detail the type of standby emergency organization that should be established within the governmental structure to manage and control the transportation program in an emergency, in consonance or compatible with the National Plan. These arrangements would include the appropriate existing State and local government agencies and participation of non-government leaders.

The basic organization should cover motor transport (bus, transit and trucking) and rail, water, and air transport, as appropriate. Special provision should be made for transport damage analysis, freight and passenger traffic evaluation, and industry assistance.

In addition, the Task Group should recommend the type and extent of arrangements necessary for maintaining relations with Federal Government personnel stationed in the area in the postattack administration of the program.

(2) Emergency Action Plans

The Task Group should develop action plans, including necessary documents. For suggestions as to the type of action plans needed, see the "Format for an Emergency Action Plan" included in this Appendix.

(3) Procedures for Resource Management

The general procedures for emergency resource management applicable to all resources are provided in the Appendix under the heading "Procedures for Emergency Resource Management." The Task Group should adapt these procedures to its own needs in its study.

The following procedures are suggested with specific reference to transportation:

(a) Estimate transportation availability

Obtain quantitative data and statistics on transportation equipment and facilities in the local area and evaluate these data with regard to base operations, routes of heaviest travel or concentration, etc. Determine the capabilities of these resources to move persons and goods. Develop a

capability to analyze and assess the probable availability of remaining transport in a postattack period.

(b) Estimate requirements

In cooperation with appropriate military, civil defense, and other resource agencies, estimate the likely demands to be made upon State and local transportation services.

Estimates of requirements should be based on forecasts of passenger and freight traffic to be moved during stated time phases.

(c) Identify and take action on shortages and problem areas

Compare estimates of locally available transport capability with requirements of users in order to identify problem areas, bottlenecks, shortages, etc. Report any inability of transport resources to meet demands to the resource management coordinator.

Estimate the demands to be made by the transport industry upon other resources, such as manpower, fuels, equipment, supplies, and services, and report these to the appropriate planning group.

Adopt or adapt Federal control measures applicable to the State or local area, such as priorities, allocations, permit procedures, etc.

Provide additional local implementing measures necessary to keep transport moving freely, including, where necessary, government supervised and directed movement controls.

Where inter-area industrial systems remain operable, allow and support their continuation under existing management and where disruption has necessitated assumption of temporary operational control release and restore private and public systems as soon as possible.

c. Review of Task Group Activities and Recommending Preattack Actions to Improve Readiness

On completion of the foregoing steps, the Transportation Task Group will evaluate its work, the condition of readiness attained in its field, and recommending any further action needed. The Group should prepare reports on progress and its recommendations on programs, plans and organization for emergency management of transportation resources. It should also:

(1) Recommend a schedule for periodic drilling of key personnel and testing of emergency transportation plans and organization.

(2) Recommend preattack actions to increase transportation availability in an emergency, such as stockpiling and other reserves of materials and equipment.

3. Additional Guidance and Reference Materials

In considering the scope of the emergency management task to be performed and the nature of the plans of Federal agencies, the Task Group will use the following guidance:

a. Principles

The mobilization and emergency control of commercial transportation will be based on continuing reliance on the in-being capability of transportation industries, functioning under their own managements, and with a minimum interference of government between essential shippers (or users) and the transportation services.

State and local transportation services, including urban transit, private automobiles, local and intrastate buses and trucking, and small air and water craft (except harbor craft in ports) will be under State and local regulatory control subject to such general guidelines as may be established by Federal authority.

State and local authorities will also assist and, as necessary, implement and enforce Federal con-

trol measures with respect to commercial air and rail transportation, warehousing and port facilities, and interstate motor and waterway transportation services.

b. References

Federal, State and local policies and plans dealing with the regulation or management of transportation in emergency should be available to the planning group and should be reviewed to assure that new plans are compatible with national objectives.

Important references include:

Annex 34, The National Transportation Plan and its Appendices

Annex 12, Directed Movement

Transportation Appendices to State Survival Plans

Specific plans and orders of Federal and State transportation agencies

Technical publications on transportation management and traffic control

Emergency plans of transport industries

Local military movement plans

Latest statistical summaries on local or area transportation

Task Groups should not overlook Mutual Aid Pacts in effect between States; also pacts in effect between border States and certain provinces in Canada.

EXAMPLE OF A STATE PLAN FOR THE EMERGENCY MANAGEMENT OF RESOURCES

(Extract from Part B—Resource Sections, XI. Transportation Services)

GENERAL

The process for furnishing transportation services in the State in a nuclear attack emergency involves two series of actions. First, essential immediate needs are identified and actions are taken to supply these needs. Second, and as soon as possible, future continuing needs for transportation service and expected future transportation capabilities are estimated, following which decisions are made and actions are taken to direct these expected future capabilities to meet needs most essential to continued survival and recovery of the State and Nation.

Following is a brief description of Federal, State, local government, and transportation industry roles in the emergency management and use of transportation services in the State.

FEDERAL GOVERNMENT

The Federal Government is responsible for working with the transportation industry—all modes, as appropriate—to assure maximum service and to provide transportation service to satisfy shortages at State and local government levels. The several Federal transport agencies, i.e., the Office of Emergency Transportation (Commerce), the Interstate Commerce Commission, the Bureau of Public Roads, the Maritime Administration, the Federal Aviation Agency, and the Civil Aeronautics Board, have established intermediate offices or representatives at State and area levels where appropriate. Representatives of these Federal transport agencies are available to the State Transportation organization for assistance and guidance.

Transportation service is available to all users for essential movements in the interest of State and National defense. In accordance with Federal policy, users within the State may use interstate transportation services originating in or passing through the State for essential movements and the responsible State or local government agencies may claim for any transportation to meet the transportation requirements of the State.

Federal Government transport agencies work with the transportation industry to assure maximum transportation services and for the furnishing of interstate transportation services to meet

essential needs in the State of _____, as well as to meet essential needs in other States which also depend on these interstate transportation services.

STATE GOVERNMENT

The State transportation organization and its area organizations develop, in cooperation with other organizations of the State government, and provide, on behalf of the Governor, policies and guidance consistent with State and Federal objectives. The purpose of these policies and guidance is to assure application throughout the State of compatible measures for the conservation and use of transportation services and to assure that essential movement needs are identified and met within the transportation services available. The State transportation organization and its area organizations accept requests for State-level assistance from local government officials and arrange through the Federal transportation agencies with interstate transportation systems to provide service to correct local transportation shortages. As soon as possible after the attack, the State transportation organization, in cooperation with State organizations representing major activities within the State that use transportation services, anticipates continuing needs and works with the Office of Emergency Transportation State Representative to assure that arrangements are made to provide transportation services to meet ongoing demands of authorized essential users.

In the event of a breakdown in communications or area isolation, when the appropriate Federal agency representative responsible for control of a particular mode(s) is not available, the State exercises responsibility for the control of the affected mode(s) within the boundaries of that State, exclusive of air carrier aircraft.

When Federal agency representation is available, control of transportation is the responsibility of the Federal agency representatives.

LOCAL GOVERNMENT

Operational Survival Plans of the State and its political subdivisions contain provisions for the conservation and use of transportation services available to the localities in the State. These

plans also provide for requesting and obtaining State assistance to provide transportation to meet local shortages of transportation services.

INDUSTRIES

Transportation industries function under their own managements and operate their systems and facilities so as to provide the maximum possible service within their capabilities and to fill essential needs as specified by appropriate Federal, State, and local government authorities. This includes responsibility for continuity of management; protection of personnel and facilities; conservation of supplies; restoration of damaged lines and terminals; rerouting; expansion or improvement of operations; and the securing of necessary manpower, materials, and services.

USERS AND SHIPPERS

Users of transportation and shippers, including Government agencies, are responsible for their own internal transportation procedures and for arranging directly with carriers for the actual accomplishment of movements.

Attached to this plan, as Reference Document No. 1, is a list of the locations of transportation installations and facilities which are essential to national survival and which must be kept in operation to assure provision of transportation services to meet essential needs for survival and recovery. Preattack arrangements have been made with the managements of these facilities to identify their purchase orders for equipment, mate-

rials, maintenance, repair, and operating supplies to assure acceptance and deliveries on these purchase orders by suppliers. Similar preattack arrangements have been made with appropriate authorities of local governments to assure provision of electric power, manpower, transportation, water, fuels, and other locally available resources requisite to the continuing operation of these transportation facilities.

The list and arrangements described herein also include major intrastate transportation facilities. Local governments authorize local transportation companies in their jurisdictions to identify purchase orders to obtain maintenance, repair, operation supplies, and equipment to assure continuous operations.

FLOW CHARTS

Following are flow charts for the various modes of transportation (i.e., rail, motor, water, and air) showing the process and the actions to be taken by Federal, State, and local governments to assure a continuing provision of transportation services to meet essential needs in the State in a nuclear attack emergency.

The legends accompanying the charts identify—

A. actions to be taken immediately to provide immediately needed transportation services essential for survival; and

B. actions to be taken as soon as possible to anticipate future continuing needs and to direct transportation services toward meeting the most urgent needs for continuing survival and recovery.

FLOW CHART NO. 3

Introduction—Transportation (AIR)

Following is a brief description of Federal, State, and local government roles in the provision and use of air transport services available to the State in a nuclear attack emergency.

Federal Government

The Federal Government is responsible for working with the air carrier industry to provide interstate air transport services to meet essential needs in the State of ----- as well as to provide air transport services to other States which depend on these interstate air carrier systems to

meet essential air transport needs in a nuclear attack emergency.

The U.S. Civil Aeronautics Board has a State representative located at ----- This Federal agency administers the War Air Service Program (WASP). The State representative of the CAB works with State aviation officials and assists them in arranging for provision of air carrier services to meet essential air transport needs of the State in accordance with the air priorities system.

The Federal Aviation Agency has designated a District office located at ----- to work with

State aviation officials to assist in the provision of air transport services, provided by other than air carrier aircraft, to meet essential needs of the State as well as essential needs of other States. This Federal agency also assists the State in restoring and developing airports.

State Government

The State aviation organization and its area organizations develop, in cooperation with other organizations of State government, and provide, on behalf of the Governor, policies and guidance consistent with State and Federal air transport objectives. The purpose of these policies and guidance is to assure application throughout the State of compatible measures for identifying the most essential air transport needs and to meet these needs within the air transport service available to the State. The State aviation organization arranges through the CAB for the provision of air carrier service to meet shortages reported by local governments. The State aviation organization also works with companies operating other than air carrier aircraft charter services and individuals and companies owning other than air carrier aircraft for

air transport services to meet shortages reported by local governments.

As soon as possible after attack, the State aviation organization in cooperation with other State organizations representing major activities that use air transport services anticipates continuing needs and arranges with the Federal air transport agencies for air transport services to meet these ongoing needs.

Local Government

Operational Survival Plans of the State of _____ and its political subdivisions contain provisions for authorizing essential users and essential facilities in their jurisdictions to place certified transportation requests on air carriers and on owners and operators of other than air carrier aircraft to obtain air transport services. Designated aviation officials of local government assist authorized local users to obtain air transport services and where necessary assign priorities on local use. When shortages in local service arise, local governments request State aviation officials to arrange either directly or if necessary through the Federal transport agencies for air transport services to meet these local shortages.

Legend for Flow Chart No. 3

A. Actions to Provide Immediate Air Transportation Services

- (1) Issue Air Transportation Policy.
- (2) Authorize essential local uses of air transport services.
- (3) Place certified transportation requests for service.
- (4) Report shortages.
- (5) Anticipate local air transport service shortages—reduce local use—request State assistance.
- (6) Arrange with Aviation Industry to provide air transport service to satisfy shortages.
- (7) Request Federal transport agencies assistance.

B. Actions To Provide Continuing Air Transportation Services

- (1) Estimate future needs—available continuing services—adjust State air transport policy.
- (2) Estimate aviation industry requirements for supporting resources—present to appropriate State resource agencies.

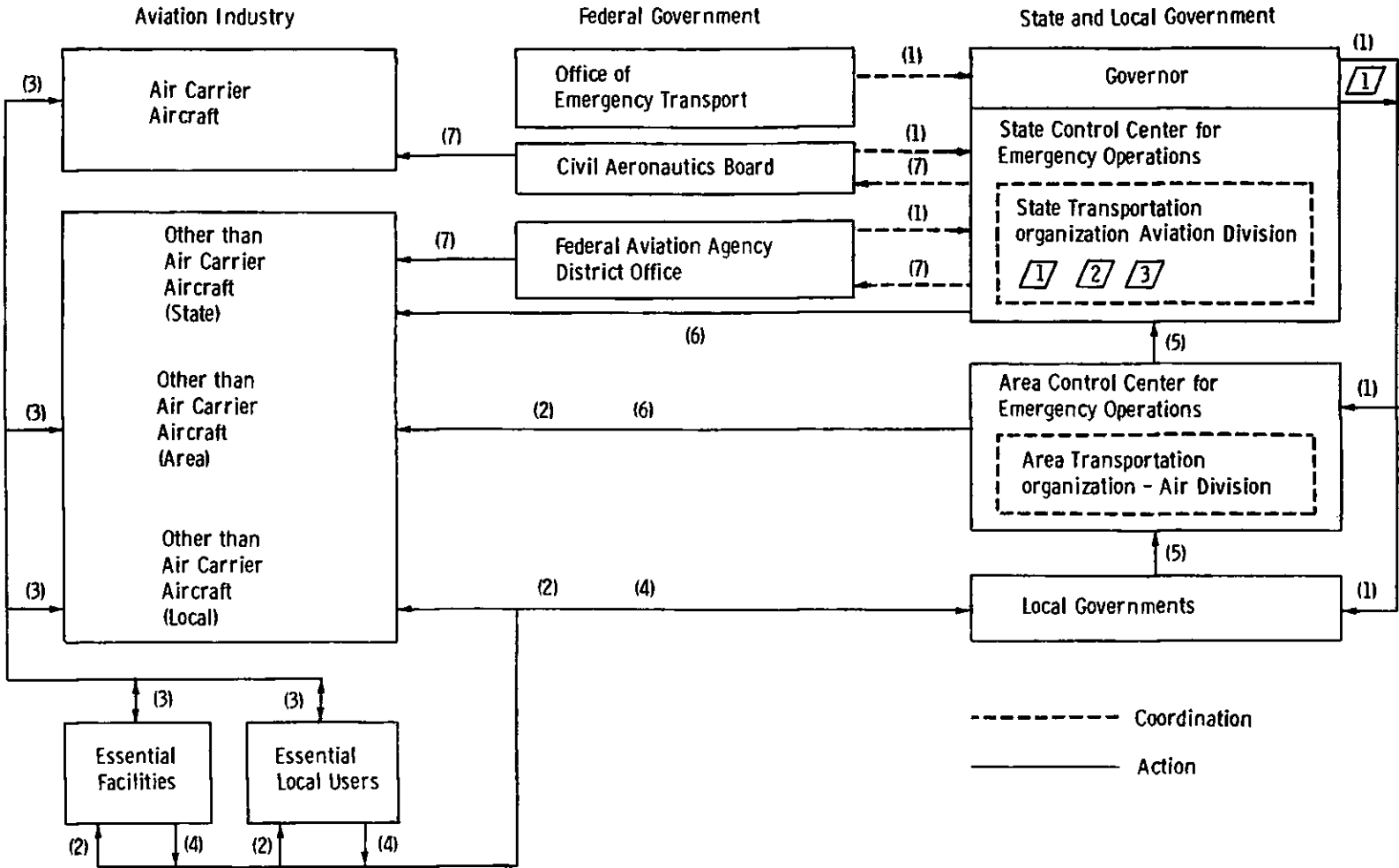
- (3) Allocate and authorize air transport systems to obtain supporting resources.

Essential Facilities are (1) military establishments engaged in immediate retaliatory or defense operations; (2) electric power, gas and water utility systems; (3) industrial plants producing or processing essential items; (4) major wholesale establishments storing or distributing essential items; and (5) transportation and communications systems providing essential services.

Essential Local Users are (1) civilian organizations engaged in essential civilian activities including persons, equipment, and facilities providing essential survival care and services to people; (2) military organizations engaged in essential military activities; and (3) farmers producing essential food and workers employed in essential facilities or local establishments providing essential items and services to people.

EXAMPLE OF A STATE PLAN FOR THE EMERGENCY MANAGEMENT OF RESOURCES

Flow Chart No. 3—Transportation (Air)



Tran-1, State Transportation Policy and Guidance

To: Heads of Political Subdivisions

Guidance for Local Governments. It is essential that transportation services available for use in this State be carefully conserved and restricted to immediate and urgent uses for local, State and National survival and recovery until the continuing transportation capability can be assessed and transportation services that will be available for less essential needs can be determined.

In order to (1) prevent waste and dissipation of transportation services throughout the State, (2) provide transportation services to meet immediate and urgent needs, and (3) to assure continuing transportation services for local uses, appropriate officials of local government are requested to take the following actions:

1. Announce and enforce restrictions on the use of transportation services.
2. Provide instructions to the transportation industry on how to meet essential needs.
3. Authorize essential local users to obtain transportation services for immediate and urgent needs.
4. Authorize essential facilities and essential local users to certify requests for necessary transportation services. Instruct essential facilities and essential local users to place these certified requests on their customary agents or companies. (Local governments have been provided by the State with a list of the essential facilities located in their jurisdictions.)

In the event transportation services are not adequate to meet all essential needs, local governments should reduce authorized local uses. Concurrently they should report shortages of service and request appropriate officials of State government to take actions to increase transportation services to the local jurisdiction.

Effective date-----

 (Name)
 Governor of the State of -----
 By: -----,
 (Signature)
 State Transportation Director.

(NOTE: The Federal Office of Civil Defense is including in its *Federal Civil Defense Guide* planning guidance for use by State and local civil

defense officials in the development and inclusion in Operational Survival Plans of detailed procedures and organizational arrangements for the conservation, distribution, and use of transportation services in an immediate postattack period. This guidance is compatible with Federal policy on priority use of resources. See RM-5, Part A, page 28 of this Plan.)

Tran-1, Attachment 1

BACKGROUND INFORMATION

The Governor has issued general policy on the use of essential resources in the immediate post-attack period. These policies are set forth in Part A of the State plan. They have been furnished to appropriate officials of the political subdivisions of the State.

In general, these State policies provide for temporary freezing of retail inventories of essential items and immediate and continuing release of these items to meet urgent military and civilian needs and to maintain operations of facilities essential to continued survival and recovery. They provide for continuing resupply of local secondary inventories as well as inventories of essential facilities which obtain their supplies from wholesale and primary sources.

In addition, the Governor has issued a proclamation (RM-6) requesting the executive heads of the political subdivisions in this State to provide resources from locally available supplies to carry on immediate and urgent activities for survival and to maintain the operation of essential facilities. In accordance with this direction from the Governor, local governments are requested to inform essential users of resources and persons engaged in the operation of essential facilities how to identify their purchase orders, contracts, and other purchase arrangements to obtain deliveries of supplies and services.

Attached to this section of the State plan is a list of essential transportation facilities that must continue in operation to assure an adequate flow of transportation services for local, State, and National survival and recovery. Names and addresses of these facilities located in the political subdivisions have been provided to the local governments concerned.

Local governments, upon attack, notify the management of these facilities to certify their purchase

orders and contracts to obtain production materials, capital equipment, and maintenance, repair and operating supplies or to place contracts for essential repair and construction as follows:

1. Essential Transportation facilities use the following State certification to identify:

a. purchase orders for supplies of electric power, gas, solid fuels, and transportation and communication services, and

b. construction contracts for repair and construction of facilities.

"This is an essential order authorized by the State of _____

(Signature of purchaser)"

2. Essential Transportation facilities identify their purchase orders for supplies of production materials, capital equipment, and other maintenance, repair, and operating supplies in accordance with the rating and certification provisions of Federal emergency regulations issued by the Business and Defense Services Administration of the U.S. Department of Commerce upon attack. The State Industrial Production organization publicizes and makes known these Federal regulations to local governments and industry immediately following an attack.

Essential Local Users are (1) civilian organizations engaged in essential civilian activities including persons, equipment, and facilities providing essential survival care and services to people; (2) military organizations engaged in essential military activities; and (3) farmers producing essential food and workers employed in essential facilities or local establishments providing essential items and services to people. Less essential individual users are not included except those requiring immediate transportation services for individual or family survival.

Essential Facilities are (1) military establishments engaged in immediate retaliatory or defense operations; (2) electric power, gas, and water utility systems; (3) industrial plants producing or processing essential items; (4) major wholesale establishments storing or distributing essential items; and (5) transportation and communications systems providing essential services.

Tran-2, Request for Furnishing of Interstate Transportation Services.

To: State and Area Offices of Appropriate Federal Transportation Agencies.

Local governments in this State, in accordance with State policy and guidance, have identified and authorized essential local users and essential facilities in their jurisdictions to certify their requests for transportation services with the following certification:

"This is an emergency transportation request authorized by the State of _____

(Signature of shipper or user)"

Local and intrastate transportation industries and operators have been instructed to accept certified transportation requests and to furnish the services requested. They have in turn been authorized to use this same certification on their requests for services, equipment or operating supplies needed to supplement their regular transportation service.

You are requested to arrange with interstate transportation operating systems of your appropriate mode for acceptance of these state certified requests for transportation within their capabilities to furnish service.

Effective date _____

(Signature)
State or Area Transportation Director.
State of _____

Tran-3, Authorization on Use of Intrastate Transportation Services

To: _____
(Name of each intrastate transportation industry company)

Local governments in this State, in accordance with State policy and guidance, have identified and authorized essential local users and essential facilities in their jurisdictions to certify their requests for transportation services with the following certification:

"This is an emergency transportation request authorized by the State of _____

(Signature of shipper or user)"

You are to accept and furnish service when presented a State certified transportation request subject to your capability to furnish such service.

You will receive, from time to time, directions from the State or Area transportation directors to adjust your services to meet shortages of service reported in particular localities.

You are authorized to use the certification quoted above to certify your purchase orders for equipment, services, and operating supplies needed for your continued operations.

If you are unable to obtain needed equipment, services, and supplies to meet the certified transportation requests placed on you, notify this office promptly.

Effective date _____

(Signature)

State of _____,
State Transportation Director.

3. Emergency Organization

(NOTE: Different states have different organizations of State departments and agencies to carry on State government responsibilities and functions. These States also have different organizational arrangements in their operational survival plans to carry on their civil defense operational functions in an emergency.)

(The organizational charts which follow identify the functional areas involved in the regulation of transportation resources in a State in an emergency. They are provided as guidance to assist State Transportation Planning Task Groups to develop precise organizational arrangements for carrying on the State level role in the emergency management of transportation resources.)

(The State Transportation organization can thus be made consistent with State traditions and concepts and

compatible with organizational arrangements in a particular State for carrying on other emergency functions.)

The Area Transportation terminal, county, and other substate level offices in the sample organization charts are located in control centers at points which have been established for area, regional, or other substate level emergency operations.

These are actions necessary to provide for the continuity of operations of the State Transportation organization.

(1) The Governor of the State of _____ has assigned to _____

(A designated State department or agency)

the responsibility for providing administrative support, i.e., personnel, facilities, and supplies, for the operations of the State Transportation organization. Copies of this plan and all action and reference documents have been placed and are immediately available in the State control centers and in the Office of _____

(This State department or agency)

and its relocation and alternate sites.

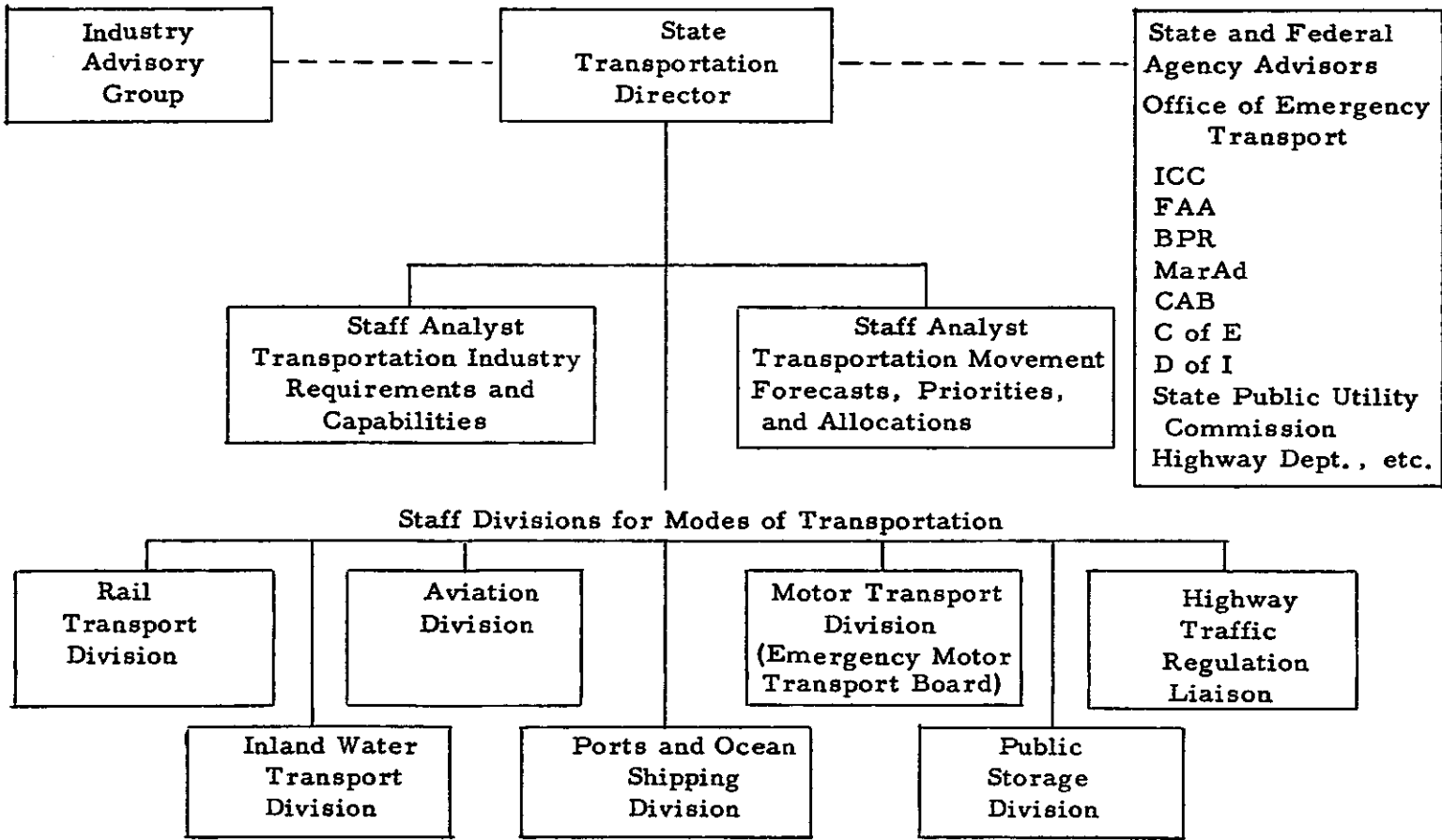
(2) Upon activation of this plan, the State Transportation Director and key staff with emergency assignments to the State Transportation organization establish headquarters at the State control centers or the Office of _____

(This State department or agency)

or its relocation or alternate site.

(3) Lines of succession to assure continuity of key staff for the operation of the State Transportation organization are provided in the roster of key personnel contained in the organizational provisions of this section. (This roster is to be developed and attached to this section.)

State Transportation organization



State of -----
Transportation organization

1. THE DIRECTOR OF TRANSPORTATION

- a. Establishes an appropriate organization.
- b. Establishes suitable transportation operating centers.
- c. Activates Divisions and Branches of the State Transportation organizations when directed by the Governor.
- d. Establishes effective operating procedures.
- e. Assists lower levels in the establishment of appropriate and uniform organizations and operation procedures.
- f. Directs the activities of the Transportation organization.

2. THE INDUSTRY ADVISORY GROUP

- a. Advises and assists the Director on all matters pertaining to the availability, capability, procurement, and regulation of transportation services.
- b. Advises and assists the Director in the selection of an Emergency Operating Staff of sufficient size and capabilities to handle the details of regulation of transportation services.
- c. Advises and assists the Director of Transportation in establishing suitable local level transportation operating centers and effective operating procedures for such centers.

3. THE INTERAGENCY ADVISORY GROUP

- a. Advises and assists the Director on all matters pertaining to the coordination of governmen-

tal agency responsibilities and activities in respect to transportation.

- b. Maintains current information on all laws, regulations, directives, orders, etc., pertinent to the authority, responsibilities, and limitations of the respective agency of each member affecting the mobilization and regulation of emergency defense transportation services.

- c. Individual members have the full authority to act for their agencies in the absence of communications.

4. DIRECTORS OF RAIL, AVIATION, MOTOR, HIGHWAY TRAFFIC REGULATION, WATER AND PUBLIC STORAGE DIVISIONS

- a. Advise and assist the Director of Transportation pertaining to their respective modes of transportation and storage.

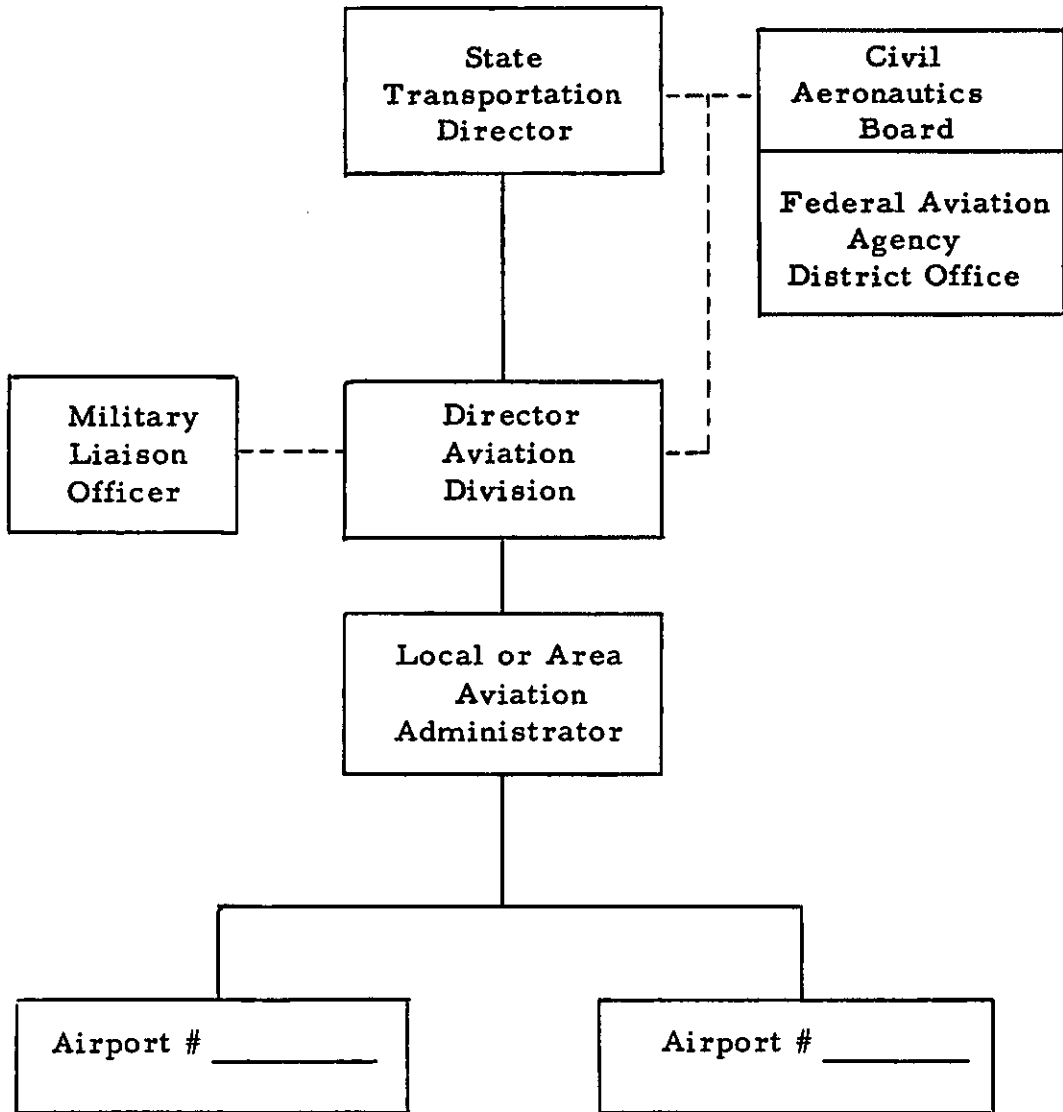
- b. Coordinate the activities of the various segments of their respective modes of transportation and storage.

- c. Organize and direct the activities of the emergency operating staff of their respective divisions.

- d. Supervise the details of regulation of storage and transportation service of the mode of transport their divisions regulate.

- e. Advise and assist representatives of industry for their respective modes in emergency operations for the preservation, conservation, and maximum utilization of transport service in an emergency.

STATE TRANSPORTATION ORGANIZATION
AVIATION DIVISION



The Aviation Division provides State government direction and assistance in the managed air movement of persons and goods in support of Regional, State, and local essential activities. The State Aviation Division functions as a Division of the State Transportation organization under the direction of the Director of the State Aviation Division. The Director of the State Aviation Division and his staff:

1. Specify the duties and responsibilities of the State Aviation Division and those of the State,

area, and local officials or designee assigned defense readiness responsibilities for aviation activities.

2. Provide the criteria for the establishment and operation of control of airports and methods of securing the controlling of the operation of aircraft from all landing areas within the State except military installations.

3. Assist in the establishment of communications network for the dissemination of necessary directives and pertinent information to airports and personnel, and provide for necessary tests of

facilities, training of personnel, and simulated drills to determine the adequacy of the networks to perform the functions for which they are intended.

4. Define responsibilities and establish procedures and general instructions for the security control of civil traffic within the State in cooperation with the Federal Aviation Agency and appropriate military services.

5. Provide by delegation appropriate authority to designated personnel to enable enforcement, if necessary, of security measures and other actions to implement the plan.

6. Provide appropriate liaison to the State Civil Defense Director and armed forces.

7. Compile and maintain a record of all aviation resources within the State, including airmen, aircraft, repair facilities, airports, fixed-base operators, executive aircraft, and other aeronautical activities and facilities, together with an indication of the availability on a voluntary basis for their participation in support of the State or National interest during an emergency.

8. Prepare and maintain a functional analysis of available passenger and cargo airlift and aircraft suitable for special purposes such as aerial radiological monitoring, reconnaissance, and others.

9. Provide this information to the Director of the State Transportation organization and other interested offices, including the General Aviation District office assigned responsibility for this State.

10. At all airports within the State, provide for the appropriate registration of all aircraft and maintenance of suitable charts, directories, and other data to assure proper pilot and/or flightcrew briefing concerning operation of aircraft under security regulations.

Activation procedures for other than air carrier airlift (State and Regional Defense Airlift Plan (SARDA)) follows.

Activation of the State and Regional Defense Airlift Plan (SARDA)

To: Owners and Operators of Non-Air-Carrier Aircraft Registered in the State of.....

Notice is hereby given by the undersigned that pursuant to the authority vested in the State Transportation organization, Aviation Division, by the Governor of this State to make most effective use of non-air-carrier aircraft within the State and to meet the needs of the State for essential aviation services during the present emergency, all non-air-carrier aircraft are herein mobilized for use until further notice.

All non-air-carrier aircraft owners and operators will report to the

(Address of General Aviation District Office, State, Area, or Local controlling office as indicated by FAA or State)

by the fastest means of communication, including: the present location of their aircraft, its permanent home base, availability of flight and maintenance crews, and the state of readiness of the aircraft for use.

All civil airmen not assigned to aviation services in support of Federally designated and controlled air operations (CRAF, WASP) will report to the

(Address of GADO, State, Area, or Local controlling office indicated by FAA or State)

by the fastest means of communication, including: name, airman certificate, ratings, current qualifications, present location and availability for immediate duty.

-----,
Director, Aviation Division.

EMERGENCY TRANSPORTATION PLANNING FOR STATE AND LOCAL LEVELS

DRAFT
March 1963

Office of Emergency Transportation
Under Secretary of Commerce for Transportation
Department of Commerce
Washington, D.C. 20235

EMERGENCY TRANSPORTATION PLANNING FOR STATE AND LOCAL LEVELS

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I. PURPOSE AND SCOPE

This Manual sets forth guidelines in the form of principles and procedures to be used by state and local governments in planning for and controlling transportation in emergencies. In order to attain a high degree of consistency with Federal plans, and among plans of the various states, individual states and communities are encouraged to apply these principles and procedures to their emergency transportation planning efforts. Such planning efforts should receive periodic review in order that any policy changes effected by the Fed-

eral control transportation agencies will be adequately reflected in current state and local planning. Since the emergency situation in each area will vary, detailed measures provided within the framework of this guide must be based on local judgments and decisions as to the needs of the particular area. This Manual covers the following main topics: planning and operating relationships and responsibilities, elements and methods of control, and organization for emergency transportation planning and operations.

II. PLANNING AND OPERATING RELATIONSHIPS AND RESPONSIBILITIES

A. GOVERNMENT INDUSTRY-RELATIONSHIPS

In wartime, as in peace time, essential transportation jobs are best done by skilled people in going organizations trained in the "knowhow" of their industry. It will be to the men, facilities and organized ability of the transportation industry, therefore, that this country will continue to look for transportation service during wartime. Government at all levels will rely on all segments of the transportation industry to operate their systems and facilities to the extent of their capabilities. Controls or regulations will be imposed by the Government only to the degree necessary to ensure that essential civil and defense needs are met. For these reasons coordination between government and industry is necessary at all levels to ensure continued functioning of transportation systems, availability of alternate facilities where necessary, and provision of fuels, maintenance, and repair materials for effective operations.

B. EMERGENCY TRANSPORTATION RESPONSIBILITIES OF THE VARIOUS LEVELS OF GOVERNMENT

The industrial transportation effort of the nation does not fall within the prerogative of any one government level or segment of the using economy. In order to function effectively in emergencies, it must be responsive both to overall national objectives and to the specific needs of every community and essential local activity.

1. The Federal Government

Experience gained from past emergencies shows the necessity for providing centralized control of all civil transportation during a period of national emergency. It is contemplated that in the event of a future emergency, such control will be delegated at the Federal level to an emergency transportation organization. In keeping with this philosophy, Federal agencies responsible for emergency control of interstate and national transportation (see section VII, Annex 34), are further charged with guiding and assisting states and communities with respect to the control and use of transportation employed in intrastate and local service.

2. State Governments

A State government, by reason of its median position of authority between Federal and local levels, likewise has a dual responsibility in matters of transportation. It must assist the free movement of persons and goods in support of the national effort and at the same time it must ensure that transportation is successfully coordinated and operated at local levels.

Generally, it is the responsibility of the State government to plan for and coordinate all public and private transportation within its borders. This includes (a) whatever regulation of transportation is necessary and which is not exercised

by the Federal Government, (b) coordination and control of county and city transportation services, and (c) cooperation with adjoining states on transportation problems of mutual concern.

In addition, the State will assist in the implementation of Federal transportation measures, extending and enforcing them as necessary. Costly and time consuming jurisdictional conflicts are likely to be reduced if Federal and State regulatory and control measures complement and are consistent with each other.

3. Local Governments

Local governments (cities and counties), acting under authority granted them by State constitutions and laws, will plan for and coordinate transportation matters within their jurisdiction and with adjoining communities.

C. CLAIMANT-CONTROLLER RELATIONSHIPS

Transportation officials at every level of government need to be mindful of the customer-service relationship characteristic of the transportation function. On the other hand, there are the traveling public and industrial and government shippers of all types who require the use of transportation in carrying out their individual purposes and missions. On the other hand, there are public, commercial, private, and common carriers which provide, operate, and control the transportation facilities. In time of emergencies there will be a similar claimant-controller relationship

among government agencies. A relationship that will reflect the dual interests of users and operators.

Because of the claimant-controller relationship, government agencies at all levels having transportation regulatory or control functions must be guided by the principle that their first duty is to ensure efficient and effective service to the users of transportation. This holds true whether such users be government agencies, industrial shippers, or the traveling public. During war, disaster or emergencies when it may not be possible to provide for the needs of all users, the most essential defense or survival needs must be met in the order of their relative urgency.

1. Claimants

Claimants are those government agencies (see Tab C) and others which, by virtue of law or delegation of powers or contribution to the emergency effort have responsibilities in areas of national economy or defense which require the use of transportation services, facilities and equipment to accomplish their non-transportation emergency missions.

2. Controllers

Controllers are those agencies of government (see Tab C) which, by virtue of law or the delegation of powers are responsible for ensuring the effective utilization of transportation to meet the needs of various users.

III. ELEMENTS AND METHODS OF CONTROL

A. CONTROLLER ELEMENTS AT VARIOUS LEVELS

The Federal transport agencies, as listed in section VII of Annex 34, are the "controllers" for interstate and national systems of transportation. They work with other Federal departments and agencies and with the States in assuring transportation in response to overall national defense needs. In those instances where Federal control of interstate and inter-city transportation is provided for in the national transportation pattern, State governments would not become the "controllers" of such transportation services and traffic in emergencies. In a similar manner, at State level, State government departments or divisions having transportation regulatory functions in peace time become the "controllers" of intrastate transportation services and traffic in emergencies,

under the centralized control of a Federal emergency transportation organization. These departments or divisions differ in different States, but usually comprise State Public Service and Utility Commissions, and State Rail, Aeronautical, Vehicle and Highway Commissions or Departments.

At local levels, government divisions such as transit commissions, county and city engineering divisions, road and street departments, and where appropriate, local port and airport authorities become the "controller" group over local transportation services and traffic in wartime.

B. PRINCIPLES AND METHODS OF CONTROL

Government agencies at all levels which function as either claimants or controllers act not as owners, operators, or users of transport, but as the

channels for ensuring that these various components get the transportation job done effectively. They weigh the transportation demands of the various "claimant" shipper groups against the capabilities of the various operating carriers. If transportation shortages are indicated, they act as adjudicators in deciding which shippers have precedence and should receive priorities or allocations of service. This will be based upon policy and guidance originating at the national level. If the transportation industry itself becomes short of manpower, fuel, or other resources required to keep it in operation, they act as claimants for the industry in obtaining these resources.

Transportation control agencies usually follow a general policy of non-interference with the internal shipping problems of claimants and the internal management of carriers. By representing both groups, they are in a position in cases of extreme emergency to step in and provide overall direction for traffic movements and transport operations. Here also, impartiality toward essential users must continue to be observed. Federal measures for the control of interstate systems will consider the priority use which may have to be made of those systems by persons and activities connected with local civil defense and survival. Likewise, State measures for the control of intrastate transport must honor the priorities and necessary use of local transport in furtherance of national defense needs.

C. AREA COOPERATION AND COORDINATION

In emergencies metropolitan and area transportation complexes should be regarded as single entities, regardless of their political boundaries. It is essential that the various governing elements sharing a transportation system cooperate in planning its emergency use, and that an understanding be reached as to the role each element will play in the use and control of transport for their mutual defense and survival.

IV. ORGANIZATION FOR EMERGENCY TRANSPORTATION PLANNING AND OPERATIONS

A. PLAN OF ORGANIZATION

The best way of ensuring that transportation emergency requirements will be appropriately planned for and met is to (a) establish a staff, and train a competent standby transportation organi-

Officially constituted area transportation authorities—transit authorities, port authorities, and the like—are the desired means of achieving the closest kind of coordination. Where these do not exist, transportation coordination may be accomplished by groups specifically constituted on a stand-by basis by authorities. Where official arrangements cannot be made, the same ends may usually be achieved through quasi-official groups organized by transportation industry personnel themselves, such as State transportation or traffic associations, clubs, unions, and similar groups.

D. RULES FOR ELIMINATION OF RESTRICTIONS

Transportation constitutes the physical link by which communities and regions are joined together. If a transport system serving a community from the outside is diverted to purely internal or local uses, the consequence of lost incoming transport will be harmful to the local area. The result will be a self-imposed shut-off of resources of all types which otherwise would have flowed into the receiving community. Therefore, it is in the best interest of each community and area to keep their transportation lifelines intact by adhering to the following emergency operating rules:

1. Take no action which would restrict or restrict or retard the larger transport system of which its transport resources are a part.
2. Remove restrictive measures, except those directly affecting safety, which tend to retard transport moving into, out of, or through its transport complex.
3. Honor the through movements and priorities of other areas, just as it would have those areas honor its movements and priorities. Reciprocity in its broadest sense must become the guiding rule for coordinating transportation in emergencies.
4. Assist in expediting through movements of transport and in expediting necessary fuel, service and maintenance support to such transport.

zation as a part of the state or local government and (b) obtain a suitable emergency headquarters at a secure and strategic location. Plans already exist for consolidating the various Federal agencies having transportation responsibilities into

a single emergency transportation organization at national and regional levels in a time of emergency.

The creation of a similar single emergency transportation organization within each State is advocated. In effect, this would be a standby transportation staff or agency which should be established as a regular part of the State or local government to act in times of emergency. Chart 1 is a functional organization chart showing a full-scale emergency transportation organization applicable to State, State-district, county, or metropolitan area levels. Such an organization would consist of:

1. A Director of Emergency Transportation.
2. A staff analyst for determining requirements and capabilities at the transportation industry, assessing damage, and arranging for restoration of equipment and facilities.
3. A staff analyst for analyzing user requirements and making traffic movement forecasts; and plan for priorities and allocations to ensure that urgent movement needs are met.
4. Staff branches for various modes of transportation such as ports, rail, air, water, street and highway, and public storage.

In the day-to-day work of the emergency transportation organization, the various branches are in active contact with their applicable mode in the transportation industry. The branches are the channels for information between the transportation industry and the staff analyst for Transportation Industry Requirements and Capabilities on matters involving requirements for fuel, manpower, equipment, facilities, etc. The staff analyst for Transportation Industry Requirements and Capabilities consolidates this information and is able to advise and initiate appropriate actions on behalf of the industry through the branches concerned.

The same functional relationship applies among the branches, users, shippers and the staff analyst for Traffic Movement Forecasts, Priorities and Allocations on matters appropriate to his responsibility. The directional arrows on Chart 1 show this continuing interchange of information between the branches and the analysts.

B. PROFESSIONAL STAFFING

It should be recognized that considering the difference in populations, industry and resources

found among American communities, it is difficult to prescribe an organizational and staffing pattern which will serve all communities equally well. In a small community, a handful of men might handle the whole job. In a large city, on the other hand, the staff organization might well be composed of many people, including operational personnel. In any case, the organization and staffing pattern should be only as large as is necessary to fit the needs of the State or local situation. This means, of course, that the staffing pattern should include alternates to each key position in sufficient depth to ensure the capability of 24 hours around the clock activity during an emergency.

The Director of Emergency Transportation and his staff should be recruited from governmental or industrial transportation activities. They should be recognized by the leaders of the transportation industry, probably appointed upon their recommendation, and should possess outstanding organizational ability. Upon them will fall the responsibility for the effectiveness of the organization which in turn will depend upon their obtaining the complete cooperation of both industry and government. Refer to Tab A for a suggested position description for the Director of Emergency Transportation at the State level.

Insofar as possible, the emergency transportation organization should be built around or draw its skills from the existing transportation offices of the government. (See paragraph II-B above.)

Other possible sources for competent transportation personnel, outside government, include: chambers of commerce, carrier associations, labor and management groups, traffic and transportation clubs.

C. ADVISORS

The Industry Advisory Group should be composed of experienced and recognized leaders from each segment of the transportation industry and representatives of operators of individually-owned transportation equipment. Each member should be thoroughly familiar with the procedures of his segment of the industry to meet requirements for transportation services. In order to function in serious periods of emergency, operational branches within the agency must develop a close working affiliation with their counterpart industrial firms and groups.

The Interagency Advisory Group should include appropriate representatives from the respective State and local regulatory traffic and transportation agencies. Additional members may be field representatives of Federal agencies within the State. Each member should be thoroughly familiar with the authority, responsibilities, and restrictions of his respective agency as related to emergency and defense transportation.

D. MILITARY LIAISON

Effective liaison with military authorities is of utmost importance to the emergency transportation organization. The very nature of the military mission requires mobility, which in turn is dependent upon commercial as well as organic transportation service. In many cases both military and nonmilitary users will require service from the

same source. The impact of this problem emphasizes that disposition of available resources to meet both military and civilian needs equitably is a vital function requiring continuing liaison.

In addition, Department of Defense installations of all kinds have much organic transportation equipment. If during local emergencies certain of these units were in excess of military needs, they could possibly add support to commercial transport inventories to meet local military or civil requirements. Therefore, it is important that close liaison be maintained with the cognizant military authorities to prevent the occurrence of conflicting plans, to create a basis for cooperation and mutual resolution of problems and to develop procedures for joint utilization of transportation services.

V. ESSENTIAL ELEMENTS OF EMERGENCY TRANSPORTATION PLANNING

A. PLANNING GUIDANCE

Emergency transportation plans require careful preparation because they deal with complex and conjectural situations. The plans must be flexible enough to cover the broadcast of possibilities and take into consideration any number of situations, each involving the use of various combinations of transport under widely differing circumstances. When completed these plans should be completely coordinated with other related plans for survival and defense. Transportation plans should be developed for pre-attack, attack, and post-attack periods in consonance with transportation plans developed at the national level. Uniformity in terms used and procedures set forth in these plans will materially aid cooperative effort among different levels and types of organizations concerned with transportation.

B. DATA REQUIRED FOR PLANNING

Before sound planning for emergency operations can be undertaken, it will be necessary for transportation staffs to thoroughly analyze the local transportation situation. They must know the means with which they will be required to work and have a clear understanding of the workload and problems confronting them.

The following preliminary studies must be undertaken by every emergency transportation organization to provide essential data for planning:

1. Area Facilities Analysis

This is a quantitative and capacity tabulation of terminals, shops and other fixed facilities available in the area and subject to emergency use.

2. Transportation Equipment Inventories

These are inventories showing number, type, and availability of major items of transportation equipment, such as planes, non-air carrier aircraft, ships, and ship berths, trucks, buses, and rail cars normally operated in the area.

3. Traffic Route Capacity Surveys

These are reports of normal and peak-load capacities of various traffic routes including water into or out of the area.

4. Transportation Requirements Estimates

These are estimates of the requirements of various essential users of transportation in terms of cargo, mode of service, origin, route, and destination. Except for the classified nature of some specific military requirements, most of the data can be collected and analyzed by the emergency transportation organizations.

5. Transportation Resources Studies

These studies provide information on the total transportation resources. This data is vital to all levels and should be developed by transportation officials in cooperation with the transportation industry groups. Some resource studies are avail-

able from cognizant Federal and state transportation agencies.

C. TYPES OF EMERGENCY PLANS INVOLVING TRANSPORTATION

The following are some of the types of emergency plans involving transportation which should be available for reference and use by the emergency transportation organization:

1. Emergency Transportation Plan

This is the general plan for transportation support to disaster relief services during a period of emergency. Generally it provides for establishment of the emergency organization, assignment of functional tasks, and reporting of officials upon declaration of emergency. However, the transportation plan cannot be effective unless it includes provisions for immediate reassessment of equipment and facilities after an attack and for readjustment of requirements of the disaster services to meet actual needs. These provisions form the basis for emergency employment of transportation equipment and justification for requesting additional support from other sources.

Another important item to be included in the emergency transportation plan is the method of establishing and enforcing local controls.

2. Industry Defense and Rehabilitation Plans

These plans cover the protection of plants and facilities against the hazards of war, such as blast, fire, fallout radiation, and sabotage. They also provide for the recovery and restoration of facilities damaged or destroyed by attack. Material on defense and protective measures for the various transport industries is available for appropriate Federal agencies.

3. Highway Regulation, Detour, and Rerouting Plan

This plan applies to movement of road traffic within and between cities and to diversion and rerouting of transportation around major industrial centers in event of attack. (For further information, refer to Annex 12 to the National Plan.)

4. Mutual Support Plans

A mutual support plan is a broadening of the transportation plan to cover not only the emergency transportation needs of the area to which it applies, but also the mobilization and release of transportation equipment to serve the needs of another State, city or area experiencing a critical

emergency. These plans enable neighboring communities to come to each other's support in the event of serious need in a disaster situation.

5. Alternate Facility Plan

This plan makes use of certain alternate facilities should key facilities be lost or denied. It includes joint use of terminals, pooling of fuels and parts, and similar measures.

6. Specialized Transportation Plans

These plans involve special employment of local aircraft, watercraft and other transport facilities.

7. Area Emergency Movement Plans

Are emergency movement plans provide for movement of people out of an area prior to warning, after a warning has been received, or following an attack. Because of the extended range and effectiveness of modern weapons, various plans have been made or are being developed for removal of populations from areas of potential danger. In overall planning, these emergency movement plans are usually considered together with plans for providing mass shelter protection. Recourse to shelter protection plans prevail when circumstances make reliance on evacuation impossible or impractical. It must be kept in mind, however, that area emergency movement plans and plans for taking shelter are not conflicting actions since each is designed for a specific set of circumstances. It is better to have plans for more than one eventuality no matter which plan may have to be employed.

Local authorities should be responsible for preparing area emergency movement plans because they are best able to envision the potential danger as it applies to their own area and the precautionary measures needed to offset them. It is essential that there be close coordination with areas into which movements are to be made.

a. Types of Emergency Movement

The following are the three principal types of emergency movement of people. Detailed explanations are contained in *Directed Movement*, Annex 12 to the National Plan.

(1) Strategic

Strategic evacuation occurs during a period of international tension preceding actual warning. Its principal purpose is to move certain dependent, nonproductive people from danger areas sufficiently in advance of attack so that their

occupancy of travelways will not impede later tactical movements.

(2) *Tactical*

This evacuation plan can be implemented when warning of an impending attack is received in time to permit the mass evacuation of designated populations from predicted target areas.

(3) *Remedial*

Remedial evacuation takes place following an attack when all persons not needed for civil defense services are evacuated or when population movements may be required because of the effects of fallout or other critical conditions.

b. Types of Evacuation Movement

The following three types of movement may occur during any of the three types of evacuation listed in the previous paragraph:

(1) *Assisted*

Civil defense authorities may encourage and assist voluntary movement of persons out of danger areas.

(2) *Directed*

Civil defense authorities may order evacuation according to pre-attack evacuation plans or as required to meet critical conditions.

(3) *Spontaneous*

Some of the people will simply move from an area they consider dangerous. This movement will probably be unorganized and unsupervised.

Plans should be prepared in coordination with the transportation industry to evacuate as much equipment, personnel, and supplies as possible to designated transportation equipment assembly areas or to arrange for their orderly dispersal.

D. RELIANCE ON EXISTING SOURCES, SYSTEMS AND OPERATING PRINCIPLES

In times of emergency, mobilization or war, the principal function of emergency transportation organizations will be to act as adjudicators of local transportation requirements and availabilities within their organizations or areas. They must resolve the needs of shippers with the means of the operators. Under emergency conditions, the demands on the one hand and the shortages on the other will give rise to their most constant and pressing problems. The following guidance covers reliance on local services, non-interference with the national transportation pattern, clarifica-

tion of working relationships, and adherence to operating principles:

1. Reliance On Local Services

The committing of transportation to the defense effort at the local level must be conducted through the use of existing local agencies and facilities to the greatest possible extent. Reliance must be placed on those who are doing work on a day-to-day basis which is comparable with that required in an emergency. Existing transportation and transit companies, normally available in the area and capable of responding readily, should be relied upon to provide their services in an emergency and to restore and continue services to the degree of their ability following an attack. Among the types of transport and equipment upon which primary local dependence should be placed are public transit and commuter services, area bus services, local cartage, taxis and limousines, school buses, private automobiles, privately-owned trucks, and locally-owned small aircraft and watercraft, except harbor service craft.

2. Non-Interference with the National Transportation Pattern

State and local officials should not include in their emergency plans stand-by prearrangements for "earmarking" of services and facilities engaged in intercity, interstate, or foreign commerce. They should refrain from taking any action under emergency powers conferred upon them which, while meeting their individual requirements, would tend to disrupt the national transportation pattern. However, this should not preclude the making of arrangements for intercity or interstate movements by local groups provided such arrangements do not prevent the carriers from discharging their other essential national responsibilities and commitments.

3. Clarification of Working Relationships

Insofar as possible, transportation service will be arranged directly with the carriers in the customary manner. Working relationships should be maintained with carriers. Arrangements with them should include a clear understanding of how tasks would be assigned and handled in an emergency and the nature and extent of services to be required of them.

Implementation of plans to ensure provision of service requires close coordination between government officials and officials of the transportation

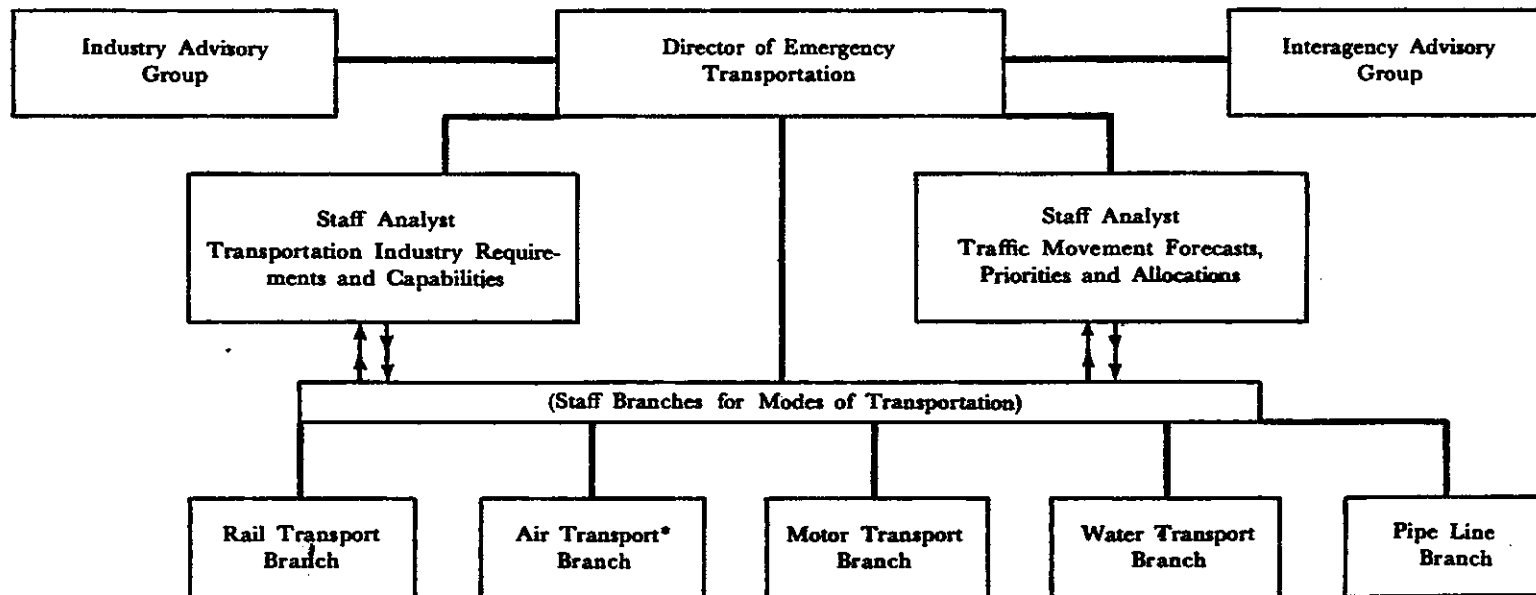
industry. In addition, transportation officials must participate as members of the highway traffic control organizations composed of the traffic-engineering, police, and other transportation elements for the purpose of directing the movement of essential transport.

4. Adherence to Operating Principles

Success of the entire emergency transportation program rests very largely on a coordinated approach by Federal, State, and local entities of government and the transportation industry. The

common ground for this approach can be reached most readily if representatives and officials of both government and industry are guided by the same proven transportation principles. Foremost among these principles are (a) provision of service with minimum expenditure of transport resources, (b) movement of units with fullest going and return loads, (c) use of pooled and consolidated service to the greatest extent feasible, and (d) provision of essential maintenance and other supporting service.

TYPICAL STATE OR AREA EMERGENCY TRANSPORTATION ORGANIZATION



FUNCTIONAL ORGANIZATION CHART
CHART 1

*Delete when agency has no jurisdiction over these modes of transportation.

DIRECTOR OF EMERGENCY TRANSPORTATION (State)

SUGGESTED POSITION DIRECTION

DEFINITION

Under general direction of the proper state official, develops and coordinates the operation of state plans and programs for expediting the movement of essential passengers and goods and for ensuring the effective performance of transportation services in a mobilization period or in a civil defense emergency.

EXAMPLES OF DUTIES

- Directs the work of the Emergency Transportation Office.
- Serves as staff advisor to all elements of state emergency organization on matters pertaining to traffic movement and transportation; and established policy and guidelines for coordination and direction of state emergency transportation activities.
- Maintains liaison and working relationships with Federal, State and local transportation regulatory and control bodies, including agencies of adjoining States, and with the transportation industry and its associations.
- Determines and maintains records on the capabilities of transportation facilities in his state, and on the potential demands for emergency movement of persons and goods in his State, as a basis for comparing post-attack or other emergency demands and capabilities as a basis for planning to meet needs and to overcome shortages.
- Supervises the establishment of transportation zones and complexes, and State and local transportation organizations, to handle emergency transportation problems in the State. Reinforces such emergency organization with program of selected reserves and advisors from transportation industries and professions.
- Participates in the development of and assures the compatibility of metropolitan, local and State emergency transportation plans to include evacuation plans, mutual support plans, industry defense plans, highway regulation plans, etc.
- Establishes with adjoining States and with OEP Regional Offices procedures for furnishing State transportation resources which may be excess to State needs to other States; and establishes basis for claiming transportation resources

of other States in meeting own State's emergency needs.

- Sets forth the State system for the exercise of priorities, embargoes and other emergency control measures over State transportation resources and assists in the implementation and enforcement of Federal emergency control measures applicable within the State.
- Arranges and supervises training programs and the conduct of periodic tests and exercises involving regular and reserve transportation personnel and, as appropriate, the general public.
- In cooperation with appropriate management representatives from the rail, motor, air and water transport industries in the State, coordinates, and when necessary, supervises, emergency transportation operations in the State.

MINIMUM QUALIFICATIONS

Seven years of progressively responsible technical direction or supervisory experience in the field of government or commercial transportation involving one or more years in both the operation of a large transport system or facility and management of traffic movements of such a firm or organization or of the shipping department of a major firm using transportation.

OR

Any equivalent combination of education and experience substituting on a year-for-year basis successfully completed college or equivalent technical study above high school level which includes courses in the field of transportation and/or traffic management.

KNOWLEDGE AND ABILITY REQUIREMENTS

General knowledge of transportation principles and their application.

Broad knowledge of the techniques and practices of the transportation industry and of the regulatory function and other activities of government in the transportation field.

Specific knowledge of traffic management methods and procedures and of the operations of one or more of the major transportation modes.

Ability to administer comprehensive programs and deal effectively with complex transportation problems.

ADDITIONAL REFERENCE MATERIAL

Annex 34, The National Transportation Plan.
Annex 12, Directed Movement.
Transportation Appendices to State Survival Plans.
Bureau of Public Roads Emergency Planning and Operations Manual.
Bureau of Public Roads Order BPR-THM-1
Interstate Commerce Commission Transport Mobilization Orders (General Order ICC TM-1 to and including General Order ICC TM-12).
Interstate Commerce Commission Emergency Planning and Operations Manual.
Interstate Commerce Commission—Bureau of Motor Carriers Mobilization—Motor Transport Program (State Motor Transport Board).
Maritime Administration Manual for the Emergency Utilization and Control of United States Ports and six Annexes thereto.
Maritime Administration, Current Planning for Operation of U.S. Seaports Under Emergency Conditions.
Emergency plans of transport industries.
Local military movement plans.
Specific plans and orders of Federal and State transportation agencies, not already mentioned.
Mutual Aid Pacts in effect between States; also pacts in effect between border States and certain provinces in Canada.
Executive Orders 10997; 10998; 10999; 11000; 11001; 11002; 11003; 11004; 11005 and 11090.

LIST OF CONTROLLERS AND CLAIMANT AGENCIES

Controllers

Bureau of Public Roads
Civil Aeronautics Board
Federal Aviation Agency
Interstate Commerce Commission
Maritime Administration

Claimant Agencies*

Business and Defense Services Administration
Department of Agriculture
Department of Defense
Department of Health Education and Welfare
Department of the Interior
General Services Administration
Housing and Home Finance Agency
Post Office Department

*Some claimant agencies have organic transport or operational and utilization responsibilities for specified transportation facilities.

Department of Defense

Department of Transportation

Federal Communications Commission

**PLAN FOR THE SECURITY CONTROL OF AIR TRAFFIC
AND AIR NAVIGATION AIDS**

Short Title: SCATANA

FOREWORD

This plan is promulgated in furtherance of the Federal Aviation Act of 1958, the Communications Act of 1934, as amended, and Executive Order 11490 and supersedes: Plan for the Security Control of Air Traffic and Air Navigation Aids—September 1968.

This plan defines the responsibilities of the Administrator, Federal Aviation Administration, and the appropriate military authorities for the security control of civil and military air traffic and Federal air navigation aids and defines the responsibility of the Federal Communications Commission for the security control of non-Federal civil air navigation aids.

For the purposes of clarity, the language of this plan refers to the Commander-in-Chief, North American Air Defense Command (CINCNORAD) and his region commanders as appropriate military authority within the NORAD area of responsibility.

Appropriate military authority outside the NORAD area of responsibility refers to commanders of unified and specified commands established by the Secretary of Defense for their respective areas of responsibility.

The restrictions of this plan may be imposed in two situations that concern national security. In the first, Defense Emergency/Air Defense Emergency has been declared or is imminent. Execution of the plan will normally be subsequent to declaration of Defense Emergency/Air Defense Emergency. How-

ever, a NORAD region commander may impose any or all of the restrictions contained in the plan prior to a declaration of Defense Emergency/Air Defense Emergency when his region, or an adjacent region, is under attack.

In the second situation, emergency conditions may exist which threaten national security but do not warrant the declaration of Defense Emergency/Air Defense Emergency. Under this situation, Emergency SCAT rules may be imposed by CINCNORAD and/or NORAD region commanders in affected areas. Normally, the Administrator, FAA and the Defense Commissioner, FCC will be notified if Emergency SCAT is to be implemented.

Prior to or subsequent to the declaration of a Defense Emergency or an Air Defense Emergency, there may be a requirement to disperse civil and military aircraft for their protection. The FAA responsibility for this is contained in current Executive Orders. Appropriate military documents contain responsibility for the military services. If such dispersal plans are implemented when any part of this plan has been placed in effect, operations will be in accordance with the requirements of that portion of the SCATANA plan which is in effect. If any part of the SCATANA plan is ordered while dispersal is in progress, dispersal operations will be revised as required to comply with SCATANA.

This plan applies to all United States areas over which the FAA has air traffic control

jurisdiction. For those areas outside CINC-NORAD's area of responsibility within which the FAA exercises air traffic control jurisdiction, those responsibilities, authorities, and actions assigned in this plan to CINC-NORAD and his region commanders apply to the com-

mander, or his designated representative, of the unified-specified command exercising operational control over the area.

Appropriate unified-specified commands will prepare annexes, as required, to support this plan for their areas of responsibility.

SECTION I. EXPLANATION OF TERMS

A. For the purpose of this plan and supporting documents, the following explanations apply:

1. AIR DEFENSE EMERGENCY. An emergency condition which exists when attack upon the continental United States, Alaska, Canada, or U.S. installations in Greenland by hostile aircraft or missiles is considered probable, is imminent, or is taking place and is declared by either CINCNORAD or CINCONAD.

2. AIR DEFENSE IDENTIFICATION ZONE. Airspace of defined dimensions within which the ready identification, location, and control of aircraft is required.

3. APPROPRIATE MILITARY AUTHORITIES. Within the NORAD area of responsibility—CINCNORAD and NORAD region commanders. Outside the NORAD area of responsibility—the Commander-in-Chief, or his designated representative, of unified or specified commands for U.S. areas located within their area of responsibility.

4. DEFENSE AREA. Any airspace of the United States (other than that designated as an ADIZ) in which the control of aircraft is required for national security.

5. DEFENSE EMERGENCY. An emergency condition which exists when:

a. A major attack is made upon U.S. forces overseas, or allied forces in any area, and is confirmed either by the commander of a unified or specified command or higher authority.

b. An overt attack of any type is made upon the United States and is confirmed by the commander of a unified or specified command or higher authority.

6. DISPERSAL. The deployment of aircraft to predesignated dispersal airfields for the purpose of enhancing their survivability.

7. DIVERSION. The intentional change of a flight from its intended destination for operational or tactical reasons.

8. EMERGENCY SCAT (ESCAT) RULES. Emergency rules for the security control of air traffic prior to the declaration of Air Defense Emergency. Such rules require all aircraft to file IFR or DVFR flight plans and comply with special security instructions which may be necessary to identify, locate, and insure immediate control of all air traffic. Emergency SCAT may include directing and rerouting and restricting of air traffic.

9. FEDERAL AIR NAVIGATION AIDS. VOR, VORTAC, TACAN, and LORAN stations owned and operated by an agency of the Federal Government such as the FAA, Military Services and United States Coast Guard.

10. FIVE-MINUTE CONTROL TIME. The maximum time allowed to start and/or discontinue transmission from an air navigation aid.

11. FAA REGION. A geographical subdivision of the area for which FAA is responsible.

12. IMPLEMENT SCATANA. Terminology used to notify FAA and appropriate aeronautical facilities that the NORAD region commander is grounding and/or diverting air traffic, as required, consistent with his authority under this plan and is directing the control of air navigation aids.

13. NON-FEDERAL AIR NAVIGATION AIDS. VOR, VORTAC, and TACAN Stations licensed by the FCC.

14. NONTACTICAL AIR TRAFFIC. Civil or military flights other than tactical air traffic.

15. NORTH AMERICAN AIR DEFENSE COMMAND (NORAD). An integrated United States-Canadian command. NORAD includes, as component commands, the United States Air Force Aerospace Defense Command, United States Army Air Defense Command, and the Canadian Forces Air Defence Command.

16. **NORAD REGION.** A geographical subdivision of the area for which NORAD is responsible.

17. **REROUTING.** The intended deviation of a flight from its original course without changing its destination.

18. **SECURITY CONTROL OF AIR TRAFFIC (SCAT).** Rules and procedures to effect, when necessary, the ready identification, location and control of civil and military air traffic in the interest of national security.

19. **SCATANA.** The short title for the Joint DOD/DOT/FCC plan for the Security Control of Air Traffic and Air Navigation Aids.

20. **SECURITY CONTROL AUTHORIZATION.** Military authorization for an air-

craft to proceed in accordance with specified conditions when Emergency SCAT is in effect.

21. **TACTICAL AIR TRAFFIC.** Military flights actually engaged in operational missions against the enemy, flights engaged in immediate deployment for a combat mission, and preplanned combat and logistical support flights contained in Emergency War Plans.

22. **UNITED STATES.** The several states, the District of Columbia, the Commonwealth of Puerto Rico, and the several territories and possessions of the United States (including areas of air, land, or water administered by the United States under international agreement), including the territorial waters and the overlying airspace thereof.

SECTION II. THE PLAN

A. Purpose.

The purpose of this plan is:

1. To establish responsibilities, procedures, and general instructions for the security control of civil and military air traffic and air navigation aids during a Defense Emergency/Air Defense Emergency which will provide most effective use of airspace by aircraft of military and civil agencies, and

2. To establish responsibilities, procedures, and general instructions for the security control of civil and military air traffic which will provide most effective use of airspace in the affected area(s) when there is a serious threat to hemispheric and national security.

B. Authority.

1. Joint Chiefs of Staff directives which outline NORAD responsibilities for the development of plans and policies in concert with the FAA for the establishment of a system for identification and security control of air traffic.

2. Federal Aviation Act of 1958.

3. Communications Act of 1934, as amended, and Executive Order 11490.

4. The National Security Act of 1947, as amended.

C. Scope.

This plan prescribes the joint action to be taken by appropriate military authorities, FAA, and the FCC in the interest of national security.

1. To effect security control of civil and military aircraft entering, departing, or moving within the United States areas and coastal approaches thereto, and

2. To effect control of accurate air navigation systems defined as follows: VOR, VORTAC, TACAN, and LORAN.

D. General Provisions.

1. In carrying out the air defense mission, NORAD region commanders will, based on the requirements of the existing military situation, and in consonance with this plan, direct the extent of security control of air traffic and air navigation aids. Such directions will be issued to appropriate FAA ARTCCs for implementation. Since NORAD Region boundaries are not congruent with CONUS ARTCC area boundaries, considerable overlap exists between these boundaries. To insure the compatibility/consolidation of required actions and eliminate the possibility of confusion which could result from two or more NORAD regions issuing instructions to one

ARTCC, agreements will be developed between NORAD region commanders and appropriate FAA agencies designating one specific NORAD region commander responsibility for issuing SCATANA instructions to each CONUS Domestic ARTCC, to include ARTCCs which may not be located within any NORAD region's assigned area of responsibility. Unless operational requirements dictate otherwise, directed SCATANA actions will be consistent throughout an individual FAA ARTCC area.

2. Active air defense interceptor missions, active anti-submarine warfare missions, and launch of the SAC alert force are military operations vital to national defense. These operations are to be given priority over all other military and civil aircraft by procedural handling by the Air Traffic Control (ATC) systems for the particular operation as specified in coordinated agreements or authorizations.

3. Under Emergency SCAT rules, the NORAD region commander may require a security control authorization for civil and military aircraft prior to takeoff. Such security control authorization is different from and not to be confused with an operational or air traffic control clearance; however, receipt of an air traffic control clearance constitutes issuance of a Security Control authorization.

4. Minimum interference to normal air traffic will be effected consistent with the requirements for operation of the air defense system.

5. The NORAD region commanders, in collaboration with the FAA regional directors, will supplement this plan, as required, with agreements to permit maximum allowable operations of essential military and civil air traffic within the NORAD area. In developing these agreements, they will take into consideration the special requirements of organized civil defense and disaster relief flights, agricultural and forest fire flights, border patrol flight operations, and other essential civil air operations to the end that maximum use of these flights consistent with air defense requirements, will be made.

E. Responsibilities.

1. The Commander-in-Chief, NORAD will:

- Establish the military requirements for the Security Control of Air Traffic and Air Navigation Aids.

- Coordinate with the Administrator, FAA, and the Defense Commissioner, FCC, as appropriate, regarding the establishment of procedures for implementation.

2. The Administrator, FAA will:

- Promulgate the necessary Federal Aviation Regulations, including special regulations to implement this plan.

- Coordinate with appropriate military authorities prior to the establishment of procedures for this plan.

- Maintain liaison with appropriate NORAD region commanders through appropriate FAA offices.

- Administer this plan in accordance with requirements established by the Commander-in-Chief, North American Air Defense Command.

- Collaborate with the FCC in establishing procedures for control of non-Federal Air Navigation Aids as defined in this plan.

3. Federal Communications Commission will:

- Engage in rule making or other actions as appropriate in support of this plan.

- Collaborate with the FAA in establishing procedures for control of non-Federal Air Navigation Aids as defined in this plan.

4. The NORAD Region Commanders will:

- Direct the control of VOR, VORTAC, TACAN, and LORAN Air Navigation Aids in their areas, as required.

- Issue security control instructions to appropriate FAA region/ARTCC as necessary to insure performance of the air defense mission.

- Maintain liaison with appropriate FAA regional directors and FCC Regional Liaison Officers.

- Conduct tests of this plan in coordination with the FAA and FCC.

e. Collaborate with the FAA regional director and FCC Regional Liaison Officer in making supplemental agreements to this plan.

5. The FAA Regional Directors will:

a. Assure FAA participation with the NORAD region commanders in the testing of this plan in the NORAD region areas.

b. Insure dissemination of information and instructions concerning this plan within their areas of responsibility to civil and military aeronautical facilities and civil pilots.

c. Place in effect procedures outlined in this plan in accordance with requirements established by the NORAD region commanders.

d. Assist the NORAD region commanders in making supplemental agreements to this plan as may be required.

6. The FCC Regional Liaison Officer will:

a. Maintain liaison with the NORAD region commanders and FAA regional directors with regard to participation of FCC licensed aeronautical navigational aids in this plan.

b. Disseminate information and instructions concerning this plan to FCC licensed navigational aids affected by this plan.

c. Assist the NORAD region commanders in making such supplemental agreements to this plan as may be required.

F. Threat Actions.

Under certain conditions, an emergency situation may develop which does not meet the criteria for the declaration of a Defense Emergency/Air Defense Emergency; but in the interest of hemispheric and national security requires identification and control of all aircraft operating in specified area(s) within the Defense Area. Outside the Defense Area, all known aircraft operating in specified areas will be advised that air defense operations have been initiated and they will be offered air traffic control service to assist in avoiding or withdrawing from the specified areas. In order to adequately and properly provide for the security of the United States and for the necessary protection, identification, and control of aircraft during such situations, Emergency

SCAT rules may be imposed by CINC-NORAD/NORAD Region Commanders in affected areas. Except when time is vital to the national interest, the Administrator, FAA and the Defense Commissioner, FCC will be notified if Emergency SCAT is to be implemented. Implementing and terminating procedures are:

1. The NORAD Region Commander involved will:

a. Direct the appropriate FAA Air Route Traffic Control Center (ARTCC) to apply Emergency SCAT rules.

b. Specifically define the affected area(s).

c. Specify requirements and restrictions as necessary for flights entering, departing, or operating within the affected area(s).

d. Direct the appropriate ARTCC to relax or terminate the restrictions as the tactical situation allows.

2. The FAA ARTCC will, when directed to, apply Emergency SCAT rules:

a. Impose the restrictions on air traffic as required by the NORAD region commander and/or the Administrator, FAA.

b. Disseminate the appropriate instructions and restrictions received from the NORAD region to air traffic, civil and military air traffic control facilities, flight service stations, and other appropriate aeronautical facilities.

3. Civil and military air traffic control facilities, flight service stations, and other appropriate aeronautical facilities will take action to disseminate instructions and restrictions to air traffic as directed by the appropriate ARTCC.

G. Air Defense Emergency Actions.

In an Air Defense Emergency, the following actions will be taken:

1. The NORAD Region Commander will:

a. Notify the FAA ARTCC(s) that an Air Defense Emergency has been declared and direct "Implement SCATANA."

b. Specify the requirements and restrictions, including as necessary:

(1) Routing restrictions on flights entering or operating within appropriate portions of the NORAD area.

(2) Limitations on the volume of air traffic within appropriate portions of the NORAD area, using the Wartime Air Traffic Priorities List. (See Section V.)

(3) Altitude limitations on operations within appropriate portions of the NORAD area.

(4) Special instructions concerning the control of accurate air navigation aids to deny their use to the enemy and to permit aircraft dispersal, diversion, or recovery.

(5) Confirmation or modification of previous instructions which may have been passed under Emergency SCAT actions.

(6) Any other special instructions required by the military situation.

c. Reduce or remove restrictions to the movement of air traffic and operation of air navigation aids as soon as the tactical situation allows. This action will normally be taken when an attack phase is considered over.

2. FAA Air Route Traffic Control Centers will:

a. When "SCATANA" is implemented:

(1) Notify all VFR traffic that SCATANA has been implemented and to land at the nearest suitable airport and file an IFR/DVFR flight plan.

(2) Direct the landing, grounding, diversion, or dispersal of military and civil air traffic and the control of air navigation aids as specified by the NORAD region commander. Landing, diversion, or dispersal will be to airports outside of metropolitan areas or suspected target complexes whenever possible and will be accomplished as follows:

(a) IFR flights—by specific security control instructions to each aircraft, or leader of a formation flight, over air/ground radio.

(b) VFR flights—by radio broadcast of security control instructions over air/ground radio.

(3) As directed by the NORAD region commander, direct the control of VOR, VORTAC, TACAN and LORAN as follows:

(a) Shut down the above navigation aids in accordance with the time(s) specified in NORAD region/FAA region supplemental agreements which shall permit time to land/disperse airborne aircraft. Supplemental agreements shall provide for the extension of such time(s) when air traffic situation dictates.

(b) Aids which require more than five-minutes control time shall be shut down as soon as possible, except when directed otherwise by the NORAD region commander and/or unless such aids are essential for the regulation and control of existing air traffic.

(c) Direct the control of air navigational aids to insure that required aids, as indicated in flight plans, will be available for authorized aircraft flights.

b. When directed to reduce or remove SCATANA restrictions, authorize resumption of air traffic and operation of air navigation aids as specified by the NORAD region commander.

3. Civil and military air traffic control facilities, flight service stations, and other appropriate aeronautical facilities shall:

a. Maintain the current SCATANA ACTION Form for that facility at appropriate operating positions.

b. When SCATANA is implemented or terminated, take the actions indicated on the facility's SCATANA ACTION Form.

c. Maintain current information on the status of restrictions imposed on air traffic.

d. Approve or disapprove filed flight plans in accordance with current instructions received from the ARTCC(s).

e. Forward flight plans and approval requests to the ARTCC(s) as required.

f. Disseminate instructions and restrictions to air traffic as directed by the ARTCC(s).

4. Aircraft operators are expected to comply with security control instructions as follows:

a. IFR flights—comply with instructions received from the appropriate aeronautical facility.

b. VFR flights—land at nearest suitable airport when so directed.

c. Aircraft on the ground—file an IFR/DVFR flight plan with an appropriate FAA facility and receive approval prior to departure.

H. Testing Procedures.

1. To insure that implementing actions can be taken expeditiously, SCATANA tests shall be conducted periodically in accordance with the procedures outlined in Attachment 1 to this section.

2. Federal civil and military aeronautical facilities will participate in such tests.

3. Non-Federal civil aeronautical facilities will be requested to participate in SCATANA tests.

I. Supplements.

This plan will be supplemented as required by NORAD regions to cover the following subjects:

1. Procedures for movement of civil and military flights as provided for in paragraph D5 when Emergency SCAT or SCATANA have been implemented.

2. Tactical air movement plans of military units planning to operate within the NORAD region area of responsibility.

J. Communications.

Direct communications are authorized between appropriate agencies and units for the purpose of coordination and implementation of the procedures outlined herein.

K. Review—Revision.

All concerned agencies are encouraged to continuously review this plan for adequacy and currency. Hq NORAD, acting as executive agent for DOD, will process and distribute administrative and organizational changes as they occur. However, this plan shall be jointly reviewed at least once every two years by the FAA, FCC, and NORAD for the purpose of determining the need for reissuance based on substantive changes and/or number of administrative and organizational changes made since the issuance of the previous plan.

Recommended changes should be forwarded to:

Headquarters, North American Air Defense Command,
Ent Air Force Base, Colorado 80912

ATTACHMENT 1

SECTION II. SCATANA TESTING PROCEDURES

A. To insure that SCATANA actions can be taken expeditiously, SCATANA tests will be conducted as follows:

1. SCATANA tests will be conducted in connection with Headquarters NORAD or NORAD region large-scale simulated exercises. Additional tests may be conducted by individual NORAD regions when test objectives are local in nature. SCATANA tests will include dissemination of specific simulated security control instructions to each ARTCC. These simulated control instructions will not be passed beyond the ARTCC; however, notification of the test will be relayed to appropriate aeronautical facilities. SCATANA tests will not be conducted more than 12 times a year in any one particular area; however, the interval between tests shall not exceed 60 days. Where the number of tests conducted in an area results in excessive test participation by aeronautical facilities, ARTCCs are authorized to simulate dissemination of test messages. When such simulation is effected, it should be alternated in different areas.

2. All Federal facilities responsible for SCATANA actions will participate in SCATANA tests, except where such participation

will involve the safety of aircraft. Non-Federal civil aeronautical facilities will be requested to participate.

3. Participation and reporting will be as prescribed in the SCATANA ACTIONS Form.

4. NORAD region control centers will record SCATANA test actions and affix copies of the security control instructions to the attached format.

5. An analytical report of each test will be prepared by the FAA NORAD region air defense liaison officer, and a copy of this report will be submitted to the appropriate NORAD region commander.

B. During SCATANA tests, all actions shall be simulated.

1. Aircraft shall not be grounded or diverted.

2. Air navigation aids shall not be shut down.

3. Test messages shall not be transmitted over air/ground/air radio frequencies.

4. Radio communications shall not be interrupted.

SECTION III. MOVEMENT OF TACTICAL AIR TRAFFIC

A. Purpose.

To establish the coordination procedures necessary to fulfill air defense and air traffic control requirements for the movement of tactical air traffic.

B. General Instructions.

1. **COORDINATION.** CINCNORAD has been delegated the authority to resolve priority conflicts in the movement of tactical air traffic during an Air Defense Emergency to prevent saturation of the air defense system. To minimize restrictions to movement of tactical air traffic, it is imperative that each responsible military commander coordinate, during development, the air traffic movement section of his Emergency War Plans (including dispersal and evacuation) with the appropriate NORAD region commander(s). For those tactical operations which involve more than one NORAD region, coordination will be effected with each region in which operations will be conducted. The NORAD region commander will effect necessary coordination on these tactical operations with the FAA through the NORAD region air defense liaison officer (ADLO).

2. **PREPARATION.** Subsequent to the coordination noted in B1, the responsible military

command will provide the appropriate NORAD region(s) with an extract of the air traffic movements section of their plans. This extract will be in accordance with the format contained in Attachment 1 to this section. Extracts of tactical air movements plans will become NORAD region supplements to the SCATANA Plan and will be distributed to appropriate military agencies, FAA regions and ARTCCs.

3. **EXCEPTION.** The provisions of B1 and B2 above do not apply to Strategic Air Command Emergency War Order (EWOs) for which special coordination has been effected between SAC, NORAD, and FAA agencies.

4. **APPLICATION.**

a. The instructions and information contained herein pertain to the movement of all tactical air traffic except fighter-interceptor aircraft in the performance of active air defense missions.

b. Distribution is made to units operating tactical aircraft with the understanding that applicable portions of this document and appendices will be incorporated in the appropriate Emergency War Plans as SCATANA requirements.

ATTACHMENT 1

SECTION III. TACTICAL AIR MOVEMENTS PLAN

(Unit Designation)

1. Home base
2. Type aircraft
3. Routes and altitudes
4. Separation minimum
5. Flight plan and ARTCC clearance requirements
6. Navigation aid requirements
7. Priority number
8. Control time if known (related to the Day and Hour that the plan will be executed—E Day + Hour).

SECTION IV. PROCEDURES FOR MOVEMENT OF AIR TRAFFIC

A. General.

1. The Wartime Air Traffic Priority List for Movement of Aircraft will be the primary instrument used by NORAD region commanders to control the volume of air traffic operating within their areas of responsibility. To preclude the immediate grounding of high priority tactical air traffic airborne at the time Defense Emergency/Air Defense Emergency is declared, pilots of tactical aircraft shall provide the appropriate Wartime Air Traffic Priority List Number for their flights as part of their revised air filed flight plan.

2. The Wartime Air Traffic Priority List Number will be posted on ARTCC flight progress strips and shall be passed from one ARTCC to the next, and to the appropriate air defense control centers.

B. Diversion/Delay.

1. Tactical air traffic assigned a Wartime Air Traffic Priority List Number of 1 or 2 will not be delayed, diverted, rerouted, or landed by NORAD region commanders. However, NORAD region commanders may recommend that this traffic be rerouted to avoid battle or battle threatened areas.

2. Air Traffic assigned a Wartime Air Traffic Priority List Number other than 1 or 2 may be delayed, diverted, rerouted, or landed by the NORAD region commander to prevent degradation of the air defense system.

3. Aircraft being "recovered" shall be expedited to home or alternate base, and "search and rescue" aircraft expedited on their missions; but such aircraft may be diverted to avoid battle areas or take off may be delayed to prevent saturation of airspace.

C. Movement Procedures.

1. Tactical air traffic will file IFR flight plans and comply with IFR procedures regardless of weather. The appropriate Air Traffic Priority List Number will be entered in the Remarks section in the Aircraft Clearance Form DD 175. Route of flight will be

defined in the "Route" section of the Clearance Form by listing the military necessity air navigation aids required. Departure and destination aids required will be listed as the first and last aids respectively.

2. Unless specifically covered in separate procedures, mass military operations should be planned and conducted as follows: A single Clearance Form will be filed for formation type operations involving more than one aircraft when planned intervals are not more than five minutes between aircraft. In this case, the aircraft call sign entered on the Clearance Form will be the formation leader (first aircraft). The call signs of the other aircraft involved will be listed in the Remarks section. The departure report will specify the call sign of the first and last aircraft, and only these aircraft or their replacements will make required position reports.

3. Compliance with approved flight plan and position report requirements is of utmost importance for identification. Aircraft aborting or deviating from an approved flight plan will air-file a revised flight plan as soon as the necessity for such deviation is evident. Unauthorized deviations may preclude identification and result in engagement of aircraft by defensive weapons.

4. The volume of air traffic that may be operating during an Air Defense Emergency or when SCATANA has been implemented, could create excessive airspace congestion if standard separation is applied. Therefore, responsible military commanders should plan minimum time and altitude separation for tactical air traffic movements. Reduced separation standards to be used between aircraft within the unit will be specified in the "Remarks" section of the Clearance Form.

5. SAC EWO routings for Wartime Priorities 1 and 2 missions which have been coordinated with NORAD and FAA fulfill the flight plan requirements established in paragraph C1 and C2 above.

SECTION V. WARTIME AIR TRAFFIC PRIORITY LIST FOR MOVEMENT OF AIRCRAFT

A. Purpose.

To establish a priority system for the movement of aircraft during general war conditions, and to provide policy and guidance for the practical application thereof in assuring optimum use of airspace to accomplish national objectives.

B. Policy.

1. The priority listings established herein are designed to facilitate the handling of airspace user requirements for movement of aircraft during general war. The applicable priority shall be solely dependent on the nature of the airspace user requirements.

2. During periods other than general war, aircraft movements are handled as follows:

a. Involvement in limited war or execution of contingency plans, to include JCS directed actions, immediately makes successful completion of such action a primary national objective. Therefore, aircraft movements in support of these actions shall be afforded expeditious handling by the Air Traffic Control (ATC) system commensurate with the degree or urgency stated by the JCS to the FAA. When directing the execution of a contingency/limited war plan, or other JCS directed operation which is in pursuit of primary national objectives, the JCS shall so advise the Federal Aviation Administration (or appropriate Canadian authority if Canadian airspace is involved), requesting that aircraft operating in accordance with such plans be given preferential handling over all air traffic except active air defense missions and launch of the strategic alert force and supporting aircraft. Should contingency, limited warfare, or other JCS directed plans be executed concurrently by more than one operational commander, the JCS shall state to the Federal Aviation Administration (or appropriate Canadian authority when Canadian airspace is involved), and the military commanders concerned, the relative urgency of each operation and will resolve conflicts that may arise therefrom.

b. Assignment of reserved airspace to accommodate military air operations which, because of their objectives, cannot be conducted in accordance with routine ATC procedures will be based upon an order of precedence for the purpose of resolving mission conflicts in planning altitude reservations. This order of precedence is published in appropriate Joint Service Regulations and FAA documents.

C. General.

1. Priorities for air traffic clearances required under the SCATANA plan are not to be confused with civil priorities assigned to civil air carrier aircraft under the War Air Service Program (WASP) priorities system, or to general aviation civil aircraft under the State and Regional Defense Airlift (SARDA) plan. WASP and SARDA priorities are designed to provide for controlled use of civil aircraft capability and capacity, and they have secondary significance when the Wartime Air Traffic Priority List for the Movement of Aircraft is in effect.

2. When the wartime air traffic priority system is in effect, the priorities shall apply to all aircraft. The originator of a request for aircraft movement shall be responsible for determining and verifying the appropriate priority in accordance with the listing contained herein. The individual filing the flight plan will be responsible for including the priority number as determined by the originator of the request.

3. During general war conditions, it is probable that situations would develop that could not be applied to any traffic priority sequence. Aircraft emergencies and inbound international flights which have reached the point of no return are examples of such in-flight situations which may arise. These incidents must be treated individually through coordination between ATC and appropriate military agencies in consideration of the urgency of the inflight situation and existing tactical military conditions.

D. Wartime Air Traffic Priority List for Movement of Aircraft.

This priority list will be effected only when directed by the Joint Chiefs of Staff in a situation of imminent or actual general war conditions, or in the event of a declaration of Defense Emergency/Air Defense Emergency, or in the event of implementation of SCATANA in an area under attack. Priorities shall take precedence in the order listed and subdivisions within priorities are equal.

1. PRIORITY ONE.

a. Aircraft engaged in active continental defense missions. This includes interceptors, antisubmarine aircraft, and airborne early warning and control aircraft.

b. Retaliatory aircraft, including their direct support aircraft, executing Emergency War Orders (EWO).

c. Airborne command elements which provide backup to command and control systems for the combat forces.

d. The President of the United States and Prime Minister of Canada and respective cabinet members essential to national security.

2. PRIORITY TWO. Forces being deployed for or in direct and immediate support of combat operations against the enemy. SAC aircraft in direct and immediate support of EWO not included in priority one.

3. PRIORITY THREE.

a. Forces being deployed in support of combat operations against the enemy.

b. Continental Air Reconnaissance for Damage Assessment (CARDA) missions for the support of immediate combat operations.

4. PRIORITY FOUR. Dispersal of tactical military aircraft, civil aircraft assigned to the War Air Service Program (WASP), other selected civil air carrier aircraft as designated by FAA and civil air carrier aircraft assigned to the Civil Reserve Air Fleet (CRAF), for their protection.

5. PRIORITY FIVE.

a. The air transport of military commanders, their representatives, and DOD

sponsored key civilian personnel which is of the utmost importance to national security, or which will have an immediate effect upon combat operations of the Armed Forces.

b. Dispersal of nontactical military aircraft for their protection.

6. PRIORITY SIX.

a. Flight operations in accordance with approved Federal and State emergency plans (WASP and SARDA). Air carrier flights will operate under the provisions of CAB Air Transport Mobilization Order ATM-1, "Route Authorizations and Operations," and the War Air Service Program (WASP).

b. Other essential CARDA missions not included in 3b above.

7. PRIORITY SEVEN.

a. The movement of aircraft, personnel, equipment and supplies for military forces not actually engaged in combat operations against the enemy.

b. Military administrative flights of vital necessity to the prosecution of the war effort, but not bearing on combat operations against the enemy, including transportation of personnel, equipment, material and supplies.

8. PRIORITY EIGHT. Aircraft carrier and other combat aircrew replacement training.

9. PRIORITY NINE.

a. Operational testing of air carrier aircraft and equipment, or flight testing wherein the objective is the testing or development of new or modified equipment. This is applicable only to those organizations responsible for testing, development or modification of aircraft systems and equipment.

b. Operational training flights, the primary objective of which is the instruction and training of pilots and crews engaged in a formal course of instruction including flight operations in connection with civil flight training.

10. PRIORITY TEN.

a. Administrative logistical flights in support of assigned missions.

b. Reserve flying training operations wherein the objective is the training of reservists not on extended active duty.

c. Non-air carrier flight operations in support of SARDA plans as they pertain to the maintenance of a viable national economy.

11. PRIORITY ELEVEN. All other flight operations not specifically listed above.

SECTION VI. AUTHENTICATION

Authentication requirements and procedures for actual and test messages will be established

by NORAD or the unified/specified command for its area of responsibility.

APPROVED:

June 4, 1971
(Date)



Secretary of Defense
Deputy

July 7, 1971
(Date)



Secretary of Transportation

26 July 1971
(Date)



Defense Commissioner
Federal Communications Commissio

CIVIL AVIATION DEFENSE PLAN
for
THE STATE OF NORTH DAKOTA
and
THE STATE EMERGENCY DEFENSE AIRLIFT PLAN
(SEDA)
NON-SCHEDULED CIVIL AVIATION SECURITY

Prepared by
The North Dakota Aeronautics Commission
Municipal Airport, Box 206
Bismarck, North Dakota
(Revised October 1, 1962)

DETAILED OPERATIONAL PROCEDURES FOR THE USE OF CIVIL AIRCRAFT FOR CIVIL DEFENSE

I. Purpose

A. The directives contained herein establish the operational procedures for the use of civil aircraft for civil defense under the direction of the State Director of Civil Defense following the declaration of a civil defense emergency. The following plan will operate to preserve and make available the potential of 900 civil aircraft in North Dakota and 1,769 pilots to carry out:

a. their normal function in meeting the total commercial, personal, executive, industrial and agricultural spraying and dusting needs of the State.

b. relief airlift in nonmilitary civil disasters.

c. Civil Defense requirements in event of disaster by enemy action of

(1) disaster reconnaissance appraisal and control

(2) self-contained mobile air support (Civil Air Patrol)

(3) fixed-base relief airlift (all other non-scheduled components)

(4) courier, security reconnaissance, and other miscellany.

B. To outline the duties and responsibilities of the North Dakota Aeronautics Commission and certain State and local officials primarily responsible for organization, training, use and control of Non-Scheduled Civil Aviation in Civil Defense, and to implement the same under (SEDA), the State Emergency Defense Airlift.

C. To provide criteria for the establishment and operation of Control Airports and a method of securing and controlling identification of airmen and airport personnel and the operation of aircraft from both control airports and other landing areas.

D. Consistent with the overall State Civil Defense Communications Plan, to provide for the establishment of communication means for the dissemination of necessary directives and information

to facilities and personnel engaged in nonscheduled civil air defense.

II. Authority

A. Under a condition where attack upon this country is expected, imminent, or at hand, the Air Defense Command may, and probably will, find it necessary, in order to keep the air and its warning radar scopes clear of all unidentified aircraft, impose flight-movement restrictions coincidental with alert notices, which may range from some such positive aircraft movement control such as registering out and in with Control Airports, to recall and temporary grounding of certain civil aircraft. If and when this condition should obtain, civil aircraft will be advised through the medium of Control Airports.

B. North Dakota laws provide that the Governor may by proclamation declare that a Civil Defense Emergency exists in all or any part of the state and through the State Civil Defense Director appointed by him, prepare a comprehensive plan for the civil defense of the state, create and establish Mobile Support Units under the State Emergency Defense Airlift Plan and upon declaration of an emergency call such Mobile Units to duty and control and operate them under such regulations as may be prescribed, such plans and operations to be integrated with the civil defense plans of the Federal Government and of other states to the fullest possible extent.

III. Definitions

A. State Emergency Defense Airlift (SEDA) all non-airline aircraft of less than 12,500 pounds.

B. Mobile Support Unit may consist of a single aircraft and flight crews; or two or more aircraft and flight crews; or, two or more aircraft, flight crews, ground personnel and service facilities, including trucks, fueling facilities, communication facilities, both radio and land line, and administrative personnel. It may consist of organized Civil Air Patrol Units. Any or all of such units

may be called to duty to function as the Civil Defense Air Mobile Support Unit.

C. The State Emergency Defense Airlift Chief or Commander

The State Aviation Chief shall be the director or assistant director of the North Dakota Aeronautics Commission and shall be responsible for the organization of the State Civil Defense Air Mobile Unit and will receive his directives from the State Director of Civil Defense. The State Aviation Chief may appoint as advisory council from all segments of civil aviation including the Civil Air Patrol to participate in organization of Mobile Units and operation of this plan.

The Area Aviation Chief shall be responsible for the organization of Area Civil Defense Air Mobile Units, and will receive his directives from the State Chief of Aviation.

The Local Aviation Chief shall be responsible for the organization of local area Civil Defense Air Mobile Units, and will receive his directives from the State Chief of Aviation through the Area Chief.

There shall be a commander of each Operational Mobile Flight Unit who will receive his directives from the State Aviation Chief through the local area Chief of Aviation. In case a single aircraft is used, the flight captain or pilot shall be the Unit Commander. Civil Air Patrol Units assigned to the State Director of Civil Defense will receive their directives from the State Director of Civil Defense through the State Chief of Aviation in accordance with the Standing Operation Procedures established for CAP.

D. Control Airports

1. Control Airports shall be established at Bismarck, Dickinson, Jamestown, Fargo, Grand Forks, Devils Lake, Minot, and Williston. *An Area Aviation Chief* shall be appointed at each control airport by the State Aviation Chief.

The Area Aviation Chief shall have an area of responsibility as outlined by the attached maps for the area involved.

Local Aviation Chiefs shall be designated by the Area Aviation Chief in local areas as illustrated by the attached maps.

2. The Control Airport is the basic unit and and must meet the following requirements.

a. Telephone.

b. Suitable office for keeping of records

and display of maps, charts, notices and maintenance of an airport register.

c. Personnel qualified to administer the normal functions of an airport and enforce the security measures necessary to meet defense requirements.

d. Radio receiver facilities to maintain monitoring service, or an existing FAA Flight Service Station.

e. Facilities, visual or radio for recalling local aircraft in flight.

E. Communications Network

A communications system shall be established which will provide for the dissemination of necessary directives and pertinent information to airports by the following means in addition to normal means when required:

1. Civil Defense medium, State Radio Network.

2. FAA Communications system.

3. Civil Air Patrol Communications net.

4. Emergency communications net as developed by the related industry and amateur nets.

IV. Planning Requirements

A. The movements of civil aircraft used in support of Civil Defense needs will for the most part be to and from critical areas, and will require:

1. Plans for and the establishment of corridors for the movements of civil aircraft to and through sensitive areas, which shall be coordinated as required with similar corridors in adjoining states, and subject to approval of the Air Defense Command.

a. Prepare such maps and overlays as may be required to define such corridors and transmit them to authorized units or personnel.

2. Plans for the receiving from or the giving to other States mutual aid in the several airlift or aircraft categories together with the detailed plans and information which shall support mutual aid pacts for the use of civil aircraft, to be approved by the State Director of Civil Defense, the Air Defense Command, and entered into by the several States.

3. Plans for the dispersal and/or the assembly of aircraft in the various categories either as mobile units or as the component parts of a reserve pool, together with plans for gassing, servicing and controlling such aircraft.

4. Detailed operational procedures for the

anticipated types of civil defense airlift missions involving the use of civil aircraft in the form of Standing Operating Procedures and/or Operational Letters which shall include but not be limited to:

- a. Aerial survey of devastated areas and direction and control of all types of surface traffic.
- b. Patrol of transmission line (power, pipeline, etc.) and other critical areas.

c. Civil airlift for the transportation of personnel and supplies in to the devastated areas which may be either by a limited number of aircraft or a mass airlift.

d. Emergency transportation in connection with civil defense or civil production of essential goods or materials.

5. Coordinate and integrate operational procedures for the CAP units services (communications) assigned to the State Director of Civil Defense by CAP.

a. It is anticipated that to the extent available the CAP units, as the most highly organized and trained, will be the first to be called for certain types of missions which will be defined.

b. Operational procedures for the CAP units to be established so as to utilize their normal chain of command.

V. Aircraft Requirements for Mobile Support Air Units

A. Twin engine aircraft of less than 12,500 pounds such as Twin Beech, Apache, Cessna, etc., types for transport assignments, including:

1. Transportation of specialists or teams, or other personnel to and from disaster areas under conditions which involves distances in excess of 200 miles and the possibility of IFR flight.

2. Transportation of critical supplies, materials, etc. to and from disaster areas under conditions as above, and involving critical factors such as cargo space, shape, weight, or tonnage.

B. Single engine aircraft of the Beech Bonanza, Cessna 195, Navion, Cessna 180, etc. types for transport of special assignments, including:

1. Requirement of complete instrumentation and LF or VHF radio equipment.

2. Transportation of persons or supplies over long or medium distances under conditions requiring flexibility of operation, immediate availability, and speed. (Low level operations and ability to get in and out of smaller airports.)

3. Special task assignments, i.e., patrol, observations, traffic control, courier, and other flight missions of more than ordinary difficulty.

C. Single engine aircraft of both the 2-place and 4-place types with or without radio for mass airlift tasks, including:

1. Transportation of persons or supplies over medium distances under conditions requiring flexibility, and frequency, but not speed. (VFR operations.)

2. Special task assignments, including search and rescue.

D. For operational purposes, the individual Mobile Air Units or segments will be organized within the above aircraft category requirements, although they may be combined as the situation may require.

1. It is contemplated that aircraft in categories "A" and "B" above shall be available on a stand-by basis to the extent possible, considering normal civil use prior to an emergency.

2. Aircraft in category "C" shall be available as a reserve pool to be integrated if and as needed, either with existing mobile units or as organized units.

VI. Airmen Requirements for Mobile Support Air Units

A. Pilots and air crews qualified to operate the aircraft in each of the above aircraft requirements categories.

B. Ground crews as required for the operation of aircraft in each of the above categories.

C. Maintenance personnel and/or facilities for the maintenance of aircraft in each of the above categories, including parts and accessories.

OPERATIONAL PROCEDURES (TENTATIVE) CIVIL AIR DEFENSE

VII. Alerting and Recall

A. Chief of Master Control Airport (Bismarck Municipal) will receive SCATER alert from controller at FAA Combined station or tower.

1. Chief of Master Control Airport will "fan-

out" alert information to all control airports using FAA teletype messages or state radio network to Dickinson, Jamestown, Fargo, Grand Forks, Devils Lake, Minot, and Williston, North Dakota.

2. Master control and the seven control air-

port chiefs will "fan-out" alert information to all local airports in each respective area under their jurisdiction. (See maps in appendix.)

3. Master control, area chiefs and local airport chiefs will activate "recall" signals for VFR traffic (if no radio, smoke signal by day, red flare by night).

4. All airports equipped with UNICOM transmitters will broadcast NOTAM on 122.8 MC. (See paragraph 5.)

5. Hold aircraft preparing to depart on ground until TERMINATE FULL SCATER or ARTC approval is received.

6. Dispatch aircraft in accordance with Standing Operating Procedures or Operations Letters.

B. Local Airport Chief not in control area of Master Control Airport will receive alert through the respective area control airport and area chief. (See maps in appendix.)

1. Local Airport Chief will "fan-out" alert information to all landing facilities in his area.

2. Local Airport Chief will activate "recall" signals for VFR traffic, if no radio. (Smoke by day; red flare by night.)

C. Procedures at airports where there is no FAA communications facility.

1. Local Airport Chief will expedite landing of all aircraft under his control. (Activate recall signals.)

2. Hold aircraft proposing to depart on ground until TERMINATE FULL SCATER or ARTC approval is received.

3. Dispatch aircraft in accordance with approved Standing Operating Procedures or Operations Letters.

a. Prior notice of and approval of such operations must be obtained from the Air Defense Commander through the FAA Communications Facility.

D. Procedure at airports where there may be a radio facility other than FAA tower or Flight Service Station. (Local "H" facility or 122.8 8 mc.)

1. Alert message to Local Airport Chief with ground radio for air-ground communications (other than FAA) will consist of the following (as described on AERONAUTICAL FACILITY-SCATER ACTIONS form FAA 2372):

a. "AIR DEFENSE INSTRUCTIONS-IMPLEMENT FULL SCATER 29th AIR DIVISION AREA." Take actions 1-6 immediately.

b. "AIR DEFENSE INSTRUCTIONS-TERMINATE FULL SCATER 29th AIR DIVISION AREA." Take actions 1-4 immediately.

c. "APPLY EMERGENCY SCAT RULES". Take actions 1 and 2.

d. SCATER TEST ACTIONS. Take action 1-4.

CONAD* FAA SCATER PLAN

(Actions as described on FAA Form 2372)

E. In the event of an Air Defense Emergency, each CONAD division will instruct the appropriate FAA ARTC center to accomplish one action as listed below and the information will be disseminated through the control airports to all airports.

1. "IMPLEMENT FULL SCATER" Under these circumstances, the designated airports in the state will notify those agencies and airports assigned that airport, of the Air Defense instructions. A broadcast will be made three times at two minute intervals on all available frequencies by designated stations; "Air Defense instructions, full SCATER has been implemented. All aircraft not on ATC clearance descend immediately to minimum safe altitudes and land as soon as possible at nearest available airport. Aircraft on ATC clearance stand by for further clearance".

This directive will entail the grounding and or diversion of air traffic and the shutting down of navigational aids and aeronautical communications. This action will normally be taken when hostile aircraft are enroute to the continental United States, or have penetrated the Air Defense system. The recall of aircraft, shut down of navigation and radio facilities and control of these will be directed by the ARTC center.

2. "TERMINATE FULL SCATER" This directive will implement the notification by designated stations that air navigation aids and radio communications may be resumed and notification will be made to the ARTC center of facilities unable to resume operation. This will terminate the extreme restrictions imposed under "FULL SCATER." This action will normally be taken when an attack phase is considered over and the resumption of operations is authorized under the

*Continental Air Defense.

emergency SCATT rules. If ARTC centers are told to "apply emergency SCAT rules," the CONAD division will include as necessary:

a. Routing restrictions on flight entering any portion of an ADIZ * within the CONAD division area.

b. Limitations on air traffic in any portion of an ADIZ within the CONAD division area to the identification capabilities.

c. Altitude limitations on DVFR and VFR operations within the CONAD division area, and any other special instructions required by the immediate military situation.

The North Dakota Aeronautics Commission in cooperation with the CONAD/FAA SCATER PLAN and the State Civil Defense Director, will implement through this N.D. SEDA Plan for Civil Aviation in Civil Defense, the necessary

utilization of Civil Aircraft for emergency purposes essential to the immediate protection of personnel, property and national resources.

3. "APPLY EMERGENCY SCAT RULES" Under these conditions, notification by Control Airports to designated Units assigned will be made stating "emergency rules for security control of air traffic are now in effect".

Compliance with and the relay of further communications and directives from this source will also be implemented. These rules are the continuous restrictions applicable to the movement of Civil and Non-Tactical Military Aircraft during an Air Defense emergency. They will be automatically in effect for the duration of the Air Defense emergency, regardless of the changing requirements when "FULL SCATER" is implemented or terminated.

OPERATIONAL PROCEDURES

I. AGRICULTURAL USES AND AERIAL PATROL OF POWERLINES AND PIPELINES DURING EMERGENCY SCAT RULES

(Aerial Spraying, Predatory Hunting, Power and Pipeline Patrol)

A. Registration of aircraft and airmen engaged in agricultural operations or the taking of predators, pipeline or powerline patrol shall be in conformity with State and Federal Regulations.

1. Operators and pilots must have a permit issued by the North Dakota Aeronautics Commission for Aerial spraying and dusting listing all aircraft N-numbers and names and addresses of pilots. For aerial hunting of predators, pilots must hold a State low flying waiver and a Permit from the North Dakota Game and Fish Department listing all aircraft pilots and gunners. All Pipeline and Powerline Patrol Operations must hold a low flying waiver issued by the North Dakota Aeronautics Commission.

2. Operators and pilots must hold FAA Waiver for low altitude flight operations.

3. If aircraft and airmen are not locally owned and based, all aircraft and airmen engaged in the above operations shall in addition to the above requirements register with the nearest control airport.

B. Plan

1. The purpose of this plan is to establish certain exceptions to the Air Defense Warning provisions of the SCAT Plan and to waive certain requirements of the FAA for essential Agricultural, Aerial Patrol and Predatory Animal flights.

C. Scope

1. This plan applies to local flights and flights involved in ferrying from a primary base to a sub-base which are involved in the following specific operations:

a. Aerial spraying, dusting and fertilizing agricultural crops.

b. Aerial Patrol of powerlines, pipelines and survey.

c. Hunting of Predatory animals from the air.

D. Operating procedures in *sensitive* areas during Air Defense Emergency SCAT Rules.

1. All operations within this area will be under the jurisdiction of the control airport responsible for security control of aircraft operations within the specific area.

2. When the flight radius is in excess of 25 miles, each operator will be responsible for filing an abbreviated flight plan covering the day's operation or moving from base to base, at least 1 hour prior to the commencement of the flight operation.

*Air Defense Identification Zone.

This flight plan will be filed with either a FAA Station or a Control Airport and will contain the following information:

- a. The words "Agricultural Flight."
 - b. Number of aircraft involved.
 - c. Identification number(s).
 - d. Type.
 - e. Area of Operation, using miles and directions from a city or town. For point to point flights, indicate points of departure and arrival.
3. The Control Airport will be responsible for forwarding flight plans as received to the nearest Flight Service Station immediately upon receipt. In addition, the Control Airport is responsible for forwarding Security Control Instructions to the aircraft operators as received from FAA sources.
4. All operations will be conducted at altitudes as indicated below:
- a. From the U.S.-Canadian boundary South to the 48th parallel—not above 1,000 feet above terrain.
 - b. From the 48th parallel South—not above 2,000 feet above terrain.
 - c. That area within a 15 mile radius of Minot, Grand Forks, N. Dak., and Ellsworth Air

Force Base, Rapid City—not above 1,000 feet above terrain.

5. Aircraft operating under the provisions of this plan are exempt from the two-way radio or position reporting requirements of Regulations of the Administrator of FAA, Part 620.12. In addition, such aircraft are exempt from the capacity or corridor restrictions of the National SCAT Plan.

E. Operating procedures — *Non-Sensitive Area*—During Air Defense Emergency SCAT Rules.

1. All operations within this area will be under the jurisdiction of the control airport responsible for control of aircraft operations within the specific area.

2. No restrictions will be applied to flights of categories outlined above operating within this area, with respect to flight plans, altitudes, or airborne radio equipment.

3. **General**

a. It will be the responsibility of the aircraft operator to insure the control airport that the operator has a positive method for immediate recall of his aircraft in event an Air Defense Warning is declared.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF THE STATE CHIEF OF AVIATION

A. The State Chief of Aviation will:

Maintain a record of the available civil air strength in the State.

a. Supply copies of periodic strength reports to the Area Aviation Chiefs.

b. Supply the State Director of Civil Defense with currently accurate reports as to the number of and capabilities of aviation mobile units and the strength of the reserve pool of aircraft and airmen.

2. With the approval of the State Director of Civil Defense, plan and carry out training exercises which shall be coordinated at the maximum extent possible with other civil defense units, and the ADC.

a. As required, revise and modify Standing Operating Procedures and Operational Letters to conform with the requirements of the ADC*, the FAA, and the State Civil Defense.

3. Maintain liaison between the Air Defense Command, 29th and 31st Air Division, the FAA, and the State Civil Defense organization.

a. Integrate CAP mobile units assigned to the State Director of Civil Defense in accordance with S.O.P. approved by and for CAP.

4. Establish an operations section and be prepared in person or through his deputy upon declaration of a civil defense emergency to direct civil air defense aircraft operations from the State Defense control or operations center.

a. If necessary, supply liaison personnel at the filter center.

5. Receive, carry out, and transmit the orders of the State Director of Civil Defense.

a. Record civil defense order number, how received, from whom received, time and date in operations log.

b. Record civil defense order number, to whom transmitted, by what means, time and date in operations log.

c. Receive and record final reports of completed missions, and transmit same to the State Director of Civil Defense.

6. Will receive from State Director of Civil Defense at control or operation center request for civil aircraft mobile support units and nature of mission to be flown.

a. Determine immediately and advise Civil Defense Director if the proposed flight mission is capable of being accomplished.

(1) Weather conditions and availability of airports, aircraft, pilots, and consistency with operational limitations of the ADC.

b. If flyable, determine type of aircraft to be used and units to be alerted, transmit warning order to area and local chiefs.

c. Set up plan of operation and clear with ADC through FAA for proposed operation all elements except actual number of aircraft and exact time of commencement of operation, including estimated duration, airports to be used, routes to be flown, altitudes, communications.

d. Upon clearance from ADC through FAA, issue final order for operation to local chief through area chief. Local or area chief will advise number and types of aircraft to be used and exact time of commencement of operation.

(1) Flight leader and local chief are responsible for advising ADC through FAA of commencement of operation and getting final clearance.

e. Advise State Director of Civil Defense of exact time flight operation will commence and estimated time of duration.

(1) Advise Civil Defense Director, FAA, etc., when flight mission is completed and operation terminated.

(2) Advise Civil Defense and FAA if for any reason operation is delayed or aborted.

7. Administrative communications will be as provided by the civil defense and may be by mail, land line, courier, or point to point radio as available and as required by the situation. Administrative air-ground communications will be on 122.8 mc. Operational communications will be land lines and air-ground radio on FAA frequencies.

*Air Defense Command.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF THE AREA CHIEF OF AVIATION

A. The Area Chief of Aviation will:

1. Maintain a record of the available civil air strength in his area.

a. Copies of strength reports will be supplied to him by the State Chief of Aviation.

b. Copies of the strength and availability reports of air mobile units (CAP and other) will be supplied to him.

2. Organize and make available to the area Civil Defense Mobile Unit Commander:

a. Eight aircraft consisting of six 2-place and two 4-place aircraft, the latter equipped with radio, together with flight crews and flight leader.

b. If relieved from duty mission by the Civil Defense Mobile Unit Commander, the flight leader, crews, and aircraft shall revert to the operations reserve pool.

3. Receive, carry out, and transmit the orders of the State Chief of Aviation.

a. Record civil defense order number, how he received it, time and date, from whom received, and by whom signed, in operations log.

b. Record civil defense order number, to whom transmitted, by what means, time and date, in operations log.

4. If necessary, function as a squadron or group commander, in operations involving combined mobile air units.

a. In such a function, he will establish the required staff as contained in his directives.

5. In the absence of the State Chief of Aviation or his duly authorized representative, or in the event of complete failure of communications, he will assume full responsibility for all Civil Defense Air Operations in his area, until relieved of this responsibility by competent authority.

a. In the exercise of this authority, he will look to the State Civil Defense Mobile Unit Area Commander for his directives.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

1. DUTIES OF LOCAL AIRPORT CHIEF

A. The Local Chief of Aviation will:

1. Carry out the functions of organization, mobilization, reporting, recording, training, and alerting in accordance with directives received from the State Chief of Aviation.

2. Organize Mobile Support Units or reserve components thereof in accordance with directives received from the State Chief of Aviation.

3. Conduct practice missions or exercises on a voluntary basis and to the extent possible in accordance with plans transmitted to him from the State Chief of Aviation. (Including alerts.)

a. Practice mission directives for CAP component units will be received through normal CAP communication channels.

4. Prepare and maintain Duty Roster for flight crews and aircraft on forms provided by the State Chief of Aviation for all active duty flight missions required by the State Civil Defense.

a. Active duty flight missions are those ordered by the State Director of Civil Defense on a nonvoluntary basis as contrasted to practice missions or exercises which are voluntary.

5. Receive directives for active duty civil defense flight missions for mobile units or reserve components thereof from the Area Chief of Aviation, or from the State Chief of Aviation through the Area Chief of Aviation.

a. Records Civil Defense Order Number, how he received it, time and date, from whom received and by whom signed in operations log.

b. Selects, notifies and assembles flight crews—designates flight leader.

c. Selects, services, and assembles aircraft on flight line.

d. Briefs flight leader and transmits written orders to leader and flight crew. (See Operational Forms.) Flight Leader receipts for orders by initialing copy of EACH order retained by Local Chief.

e. Verifies flight clearance in accordance with SOP* approved by the ADC.

(1) Makes notice of receipt of flight leader's final report of mission in his operational log and transmits report to Area Chief.

f. If flight mission aborts or delays by reason of weather, lack of aircraft or crew, he will advise Area Chief of inability to carry out mission or delay.

g. Receive and file final report of Flight Leader on completion of mission.

6. See Communications Annex. (Land line, radio, mail, or courier, as provided by State Civil Defense and as required by the situation.)

7. Authentication of communications will be as provided in SOP as issued by State Civil Defense.

*Standard Operating Procedure.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF THE FLIGHT LEADER

A. The Flight Leader will:

1. Have under his command one or more aircraft, but not to exceed five.
2. Receive flight mission directives from Local Chief (or Area Chief) in writing and sign a receipt therefor.
3. Prepare flight plan or plans for the mission or missions to be flown, brief crews.
4. Check weather conditions and determine if the mission can be flown.
 - a. If weather is unflyable, he shall so advise Local (or Area) Chief and make estimate of extent of delay.
5. Supervise or make preflight check for normal functioning of aircraft and aircraft radio—check gas and oil—verify qualifications of pilots.
 - a. If either aircraft or pilots are found unready or not in condition for mission, advise Local Area Chief.
6. Obtain flight clearance through FAA in accordance with requirements of ADC and check approved SOP and Operations Letters controlling intended flight operation.
7. Maintain Flight Log for flight or flights.
 - a. Time on and off including taxiing.
 - b. Identification of aircraft and air crews.
 - c. Detail any deviations from flight plan or flight mission. (See flight log form).
8. In event of FULL SCATER, while in

flight, unless otherwise directed, land flight at nearest available airport.

- a. Report place of grounding to nearest Local Airport Control Chief.

- b. Resume flight when cleared by ARTC or FAA, unless otherwise directed.

9. Upon relief from duty or completion of mission, return to point of origin and make full report to Local Chief in writing.

- a. Flight Leader may have been required to accomplish other missions following first directives, on orders received from other area chiefs before return to base. These will all be included to final report.

10. Communications involving use of radio will be controlled in accordance with SOP issued in accordance with the requirements of the Air Defense Commander.

- a. Administrative communications of a point to point nature on the ground will be by land line or radio as provided by State Civil Defense. Air ground communications will be on 122.8 mc. only or on police radio frequencies, if aircraft is equipped.

- b. Operational communications will be air ground on available FAA aeronautical frequencies and may also be on 122.8 mc. in areas where FAA frequencies are not available, supplemented by land line or point to point radio as may be provided by State Civil Defense.

OPERATIONAL PROCEDURES CIVIL AIR DEFENSE

I. DUTIES OF PILOTS AND FLIGHT CREWS

A. Pilots and flight crews will:

1. Make certain Local Airport Chief has available currently accurate information as to where he may be reached in event of emergency (home and business telephone numbers, etc.).

2. Make certain Local Airport Chief has available currently accurate record of pilot ratings, recent experience and proficiency, and availability of pilot.

3. Keep currently informed on latest flight directives, SOP, and Operations Letters.

4. To the maximum extent possible, considering available communications file flight plans (VFR or DVFR) for all extended cross-country trips, or in lieu thereof, prior to departure on any extended cross-country trip, make first stop and final stop at local control airport and file and close informal local flight plan with chief so that whereabouts of pilot and airplane may be known.

5. Undertake to the extent possible on a voluntary basis to participate in practice flight missions or exercises as may be conducted from time to time by the Local or Area Chiefs.

6. FULL SCATER.

a. If in flight, land at nearest airport and report to local chief for directives. If on trip and away from home base airport, report to local chief or directives.

7. On any assigned mission, give aircraft and aircraft radio pre-flight check prior to takeoff and report accomplishment of pre-flight check to flight leader.

8. Carry out the orders of the Flight Leader.

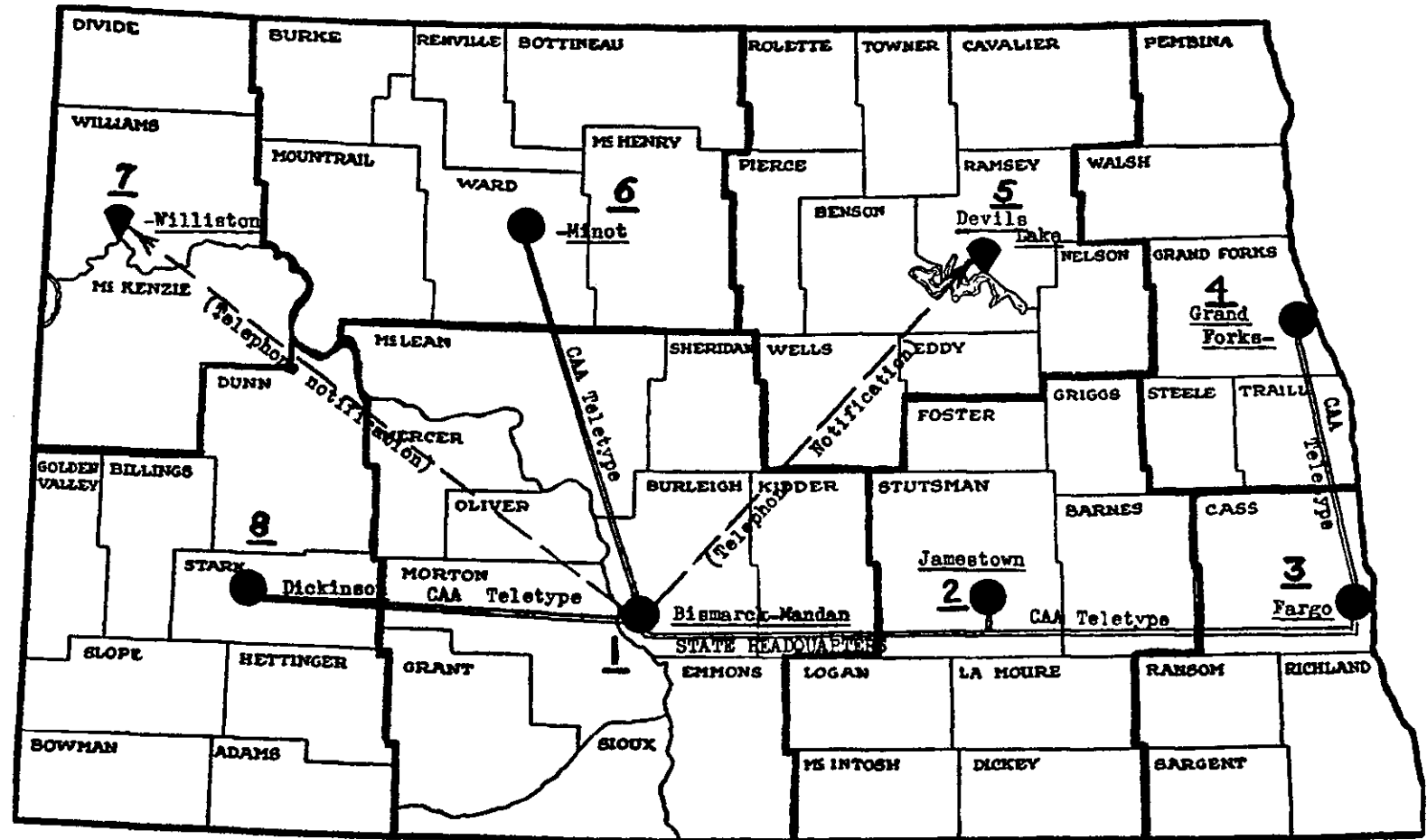
a. If only one aircraft is assigned to a mission, the pilot will be the flight leader. If two or more aircraft, the Local Chief will designate the Flight Leader.

9. Maintain and keep individual and aircraft and engine flight logs for all flights—time off and on including taxiing.

10. Sign duty roster, and make and sign individual mission reports if required.

11. Identification for purposes of moving through police lines and other controls to and from airports will be provided by State Civil Defense.

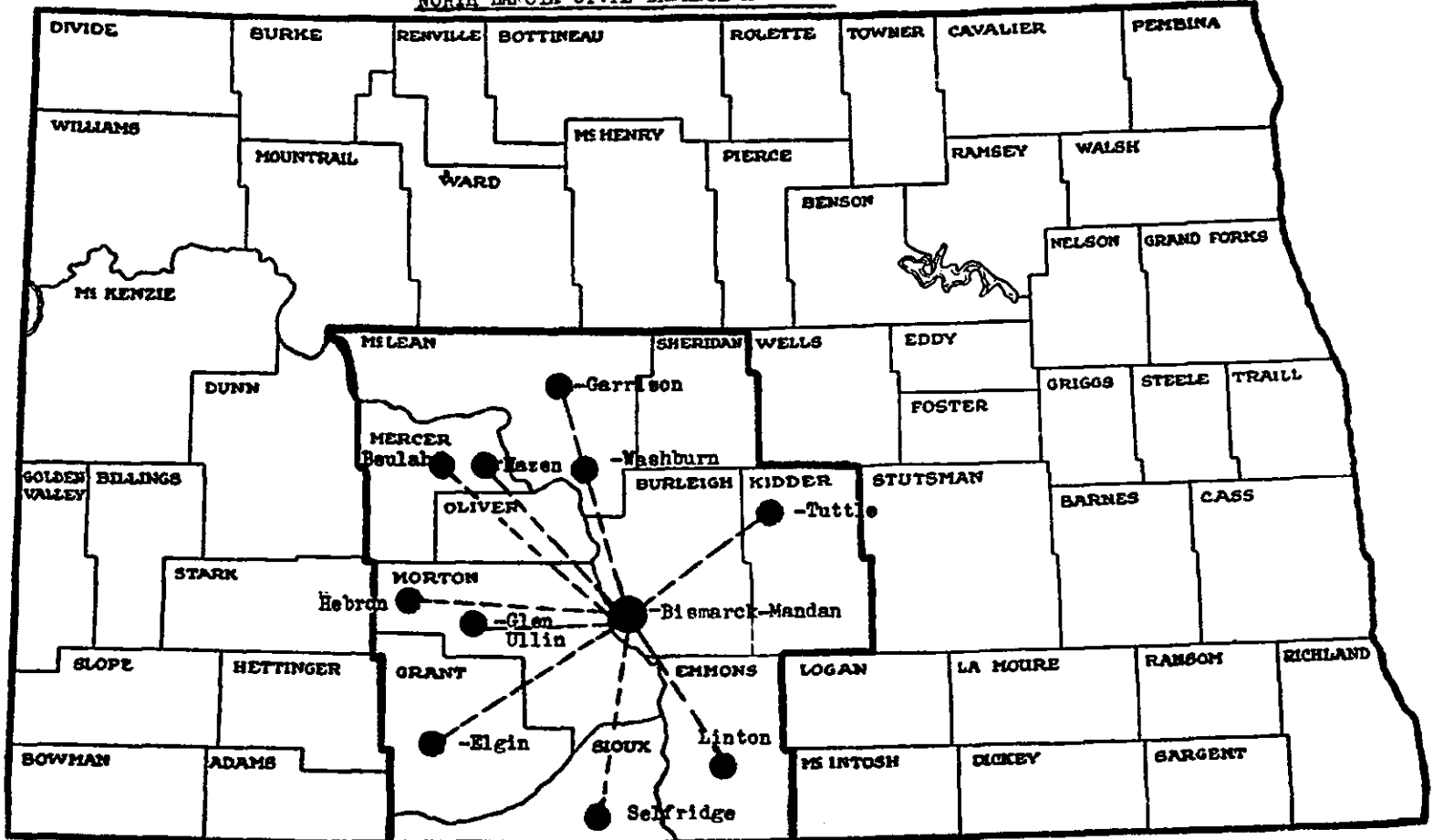
NORTH DAKOTA
CONTROL AIRPORTS



- CONTROL AIRPORTS WITH CAA INTERSTATE AIRWAYS COMMUNICATIONS STATIONS
- ▲ CONTROL AIRPORTS WITHOUT CAA INTERSTATE COMMUNICATIONS STATIONS
- AREA BOUNDARIES

N.Dak. Aero. Commission.
Bismarck, N. Dak.

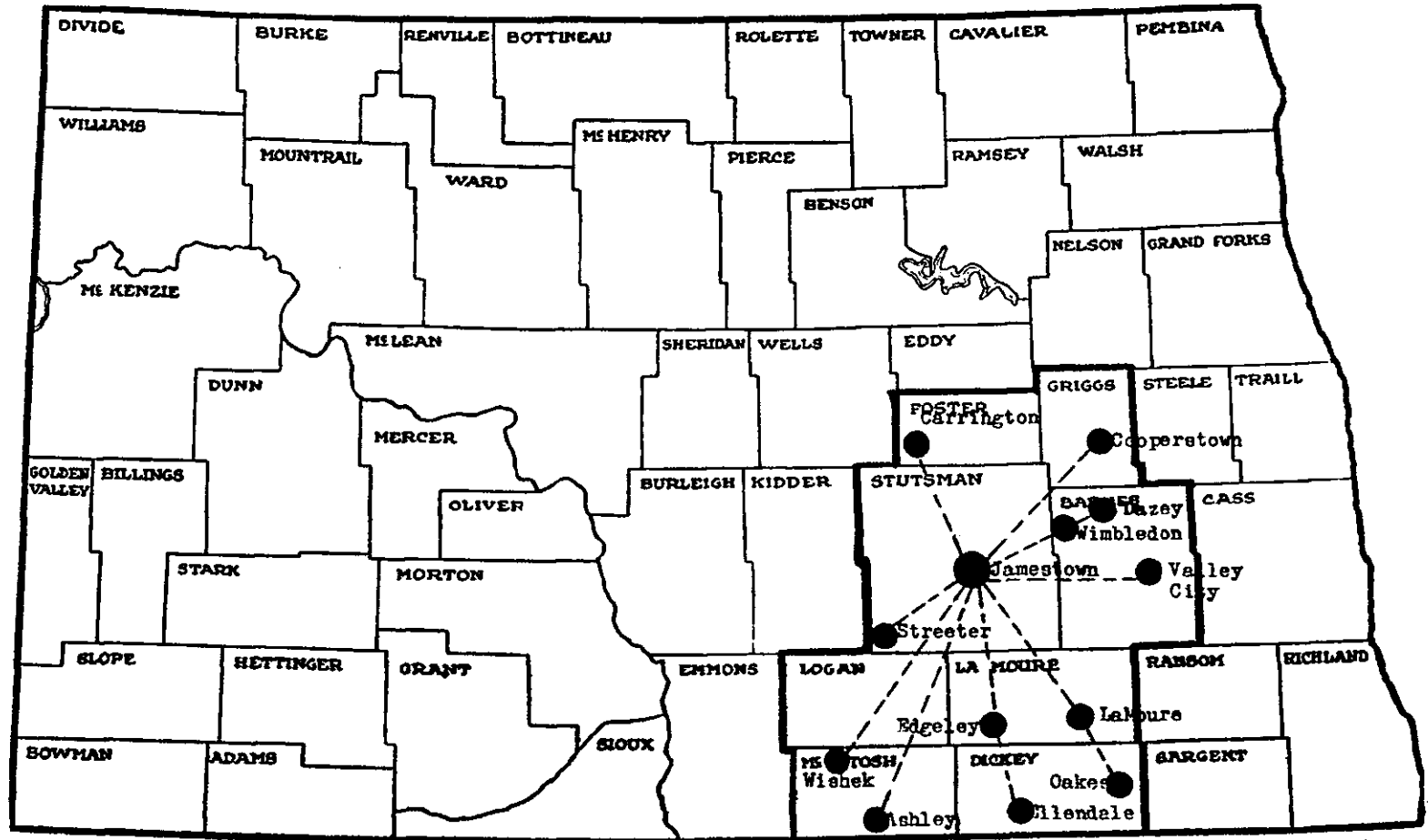
FAN-OUT PROCEDURE
BISMARCK AREA NO. 1
NORTH DAKOTA CIVIL DEFENSE-AVIATION



- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN BISMARCK CONTROL AREA NO. 1
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, N. Dak.

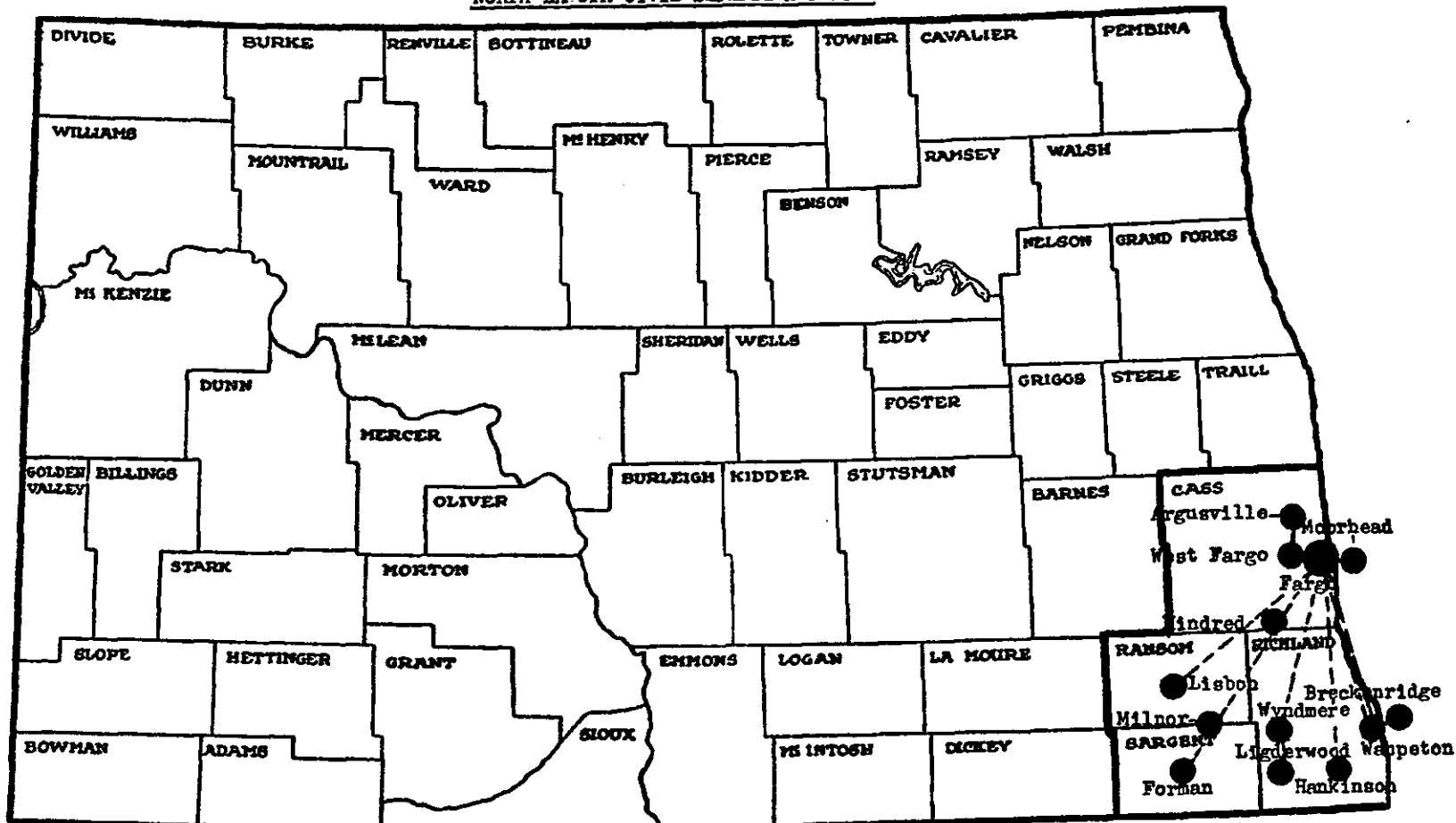
PAN-CUT PROCEDURE
JAMESTOWN AREA NO. 2
NORTH DAKOTA CIVIL DEFENSE AVIATION



- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN JAMESTOWN CONTROL AREA NO. 2
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, N. Dak.

FAR-OUT PROCEDURE
FARGO AREA NO. 3
NORTH DAKOTA CIVIL DEFENSE-AVIATION

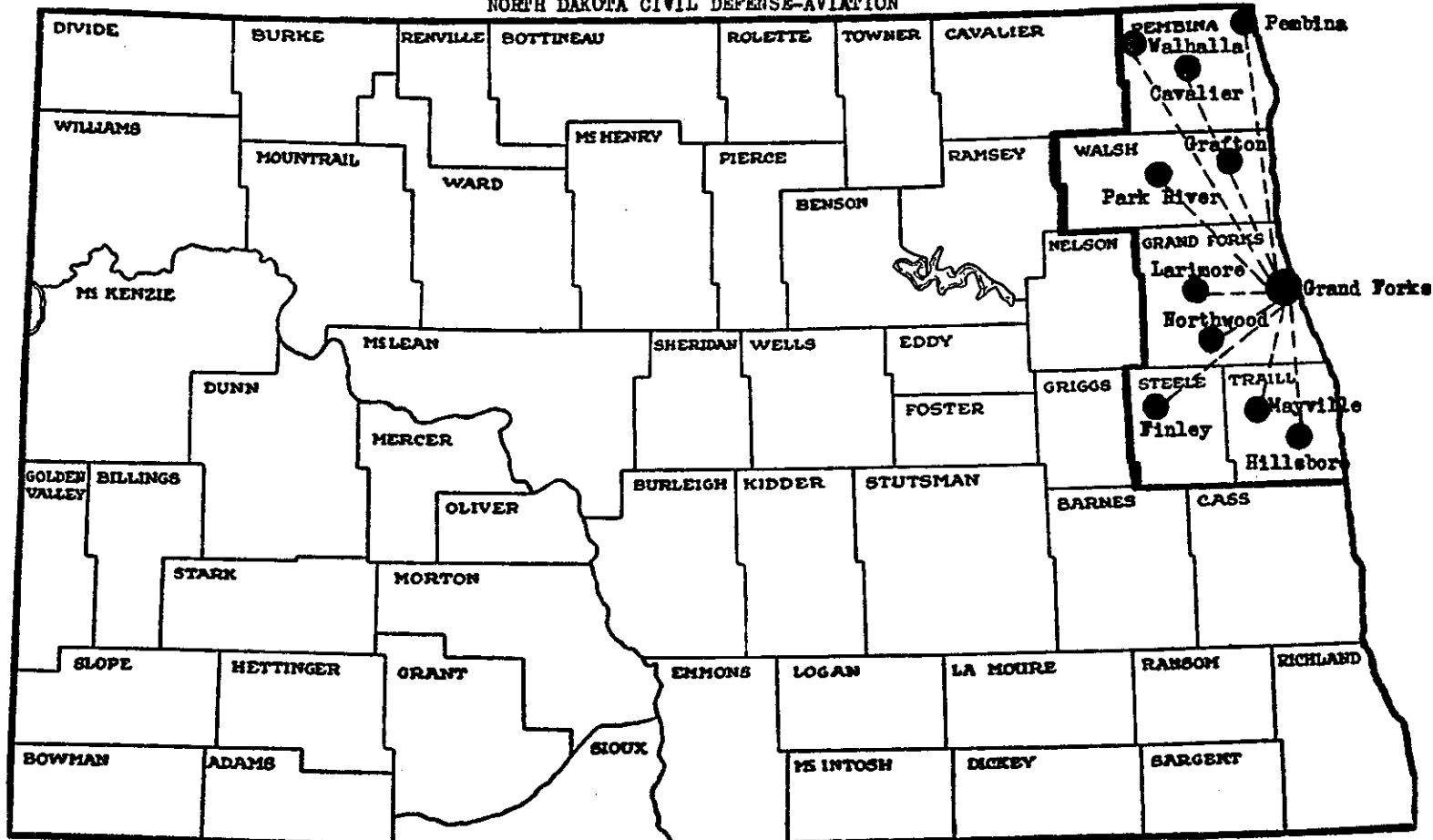


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN FARGO CONTROL AREA NO. 3
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

GRAND FORKS AREA NO. 4
NORTH DAKOTA CIVIL DEFENSE-AVIATION

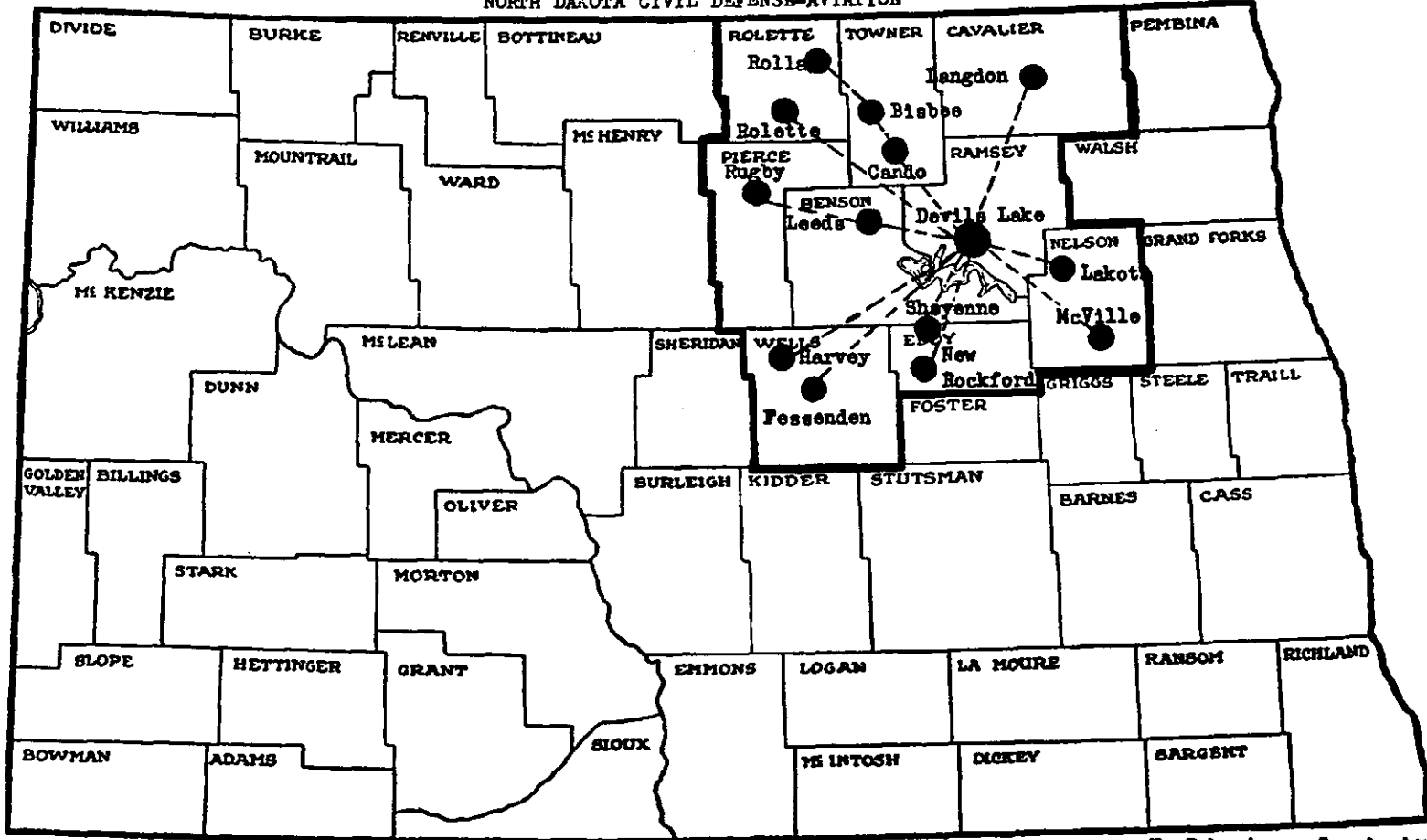


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN GRAND FORKS CONTROL AREA NO. 4
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

DEVILS LAKE AREA NO. 5
NORTH DAKOTA CIVIL DEFENSE-AVIATION



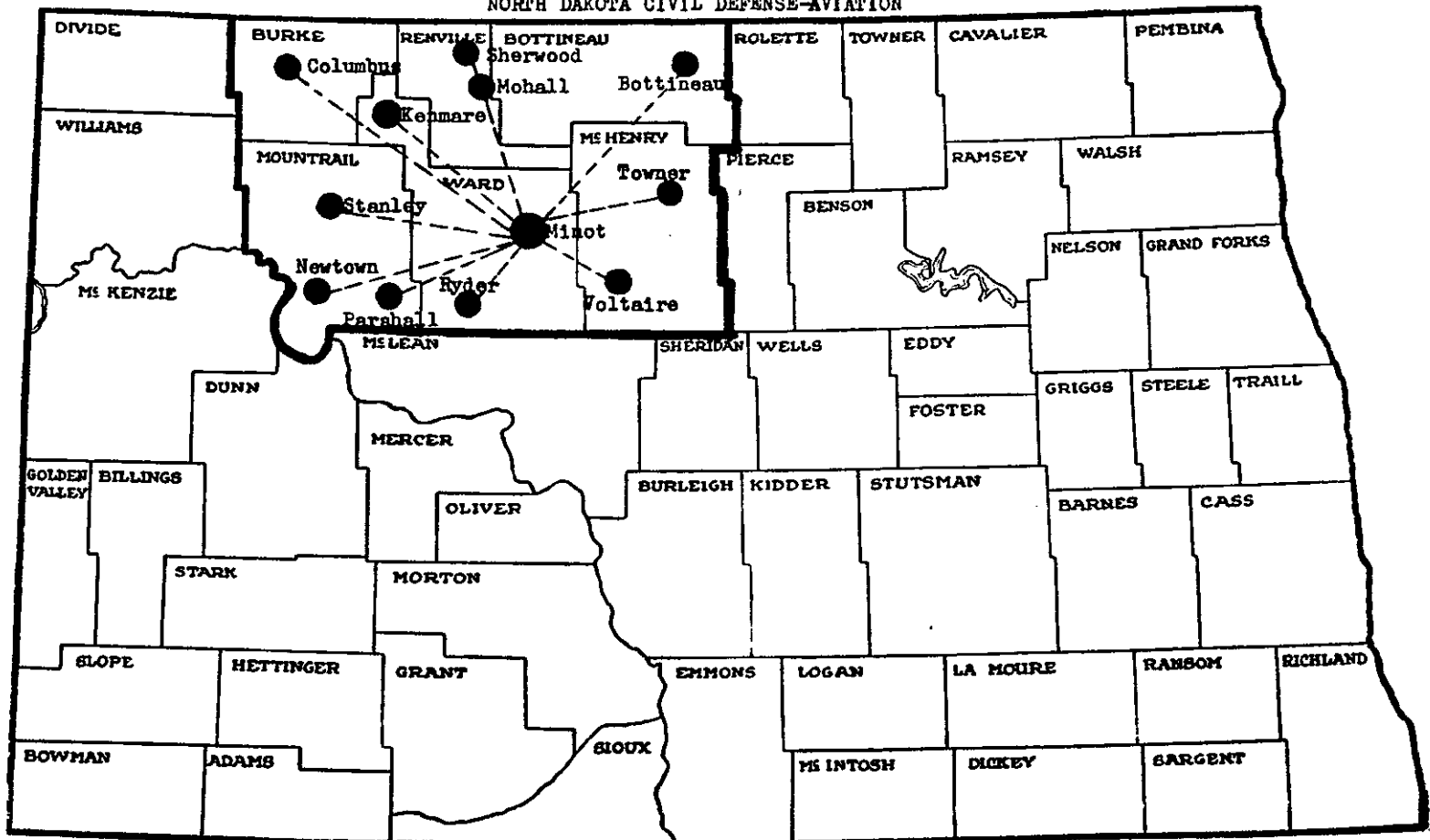
- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN DEVILS LAKE CONTROL AREA NO. 5
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

MINOT AREA NO. 6

NORTH DAKOTA CIVIL DEFENSE-AVIATION

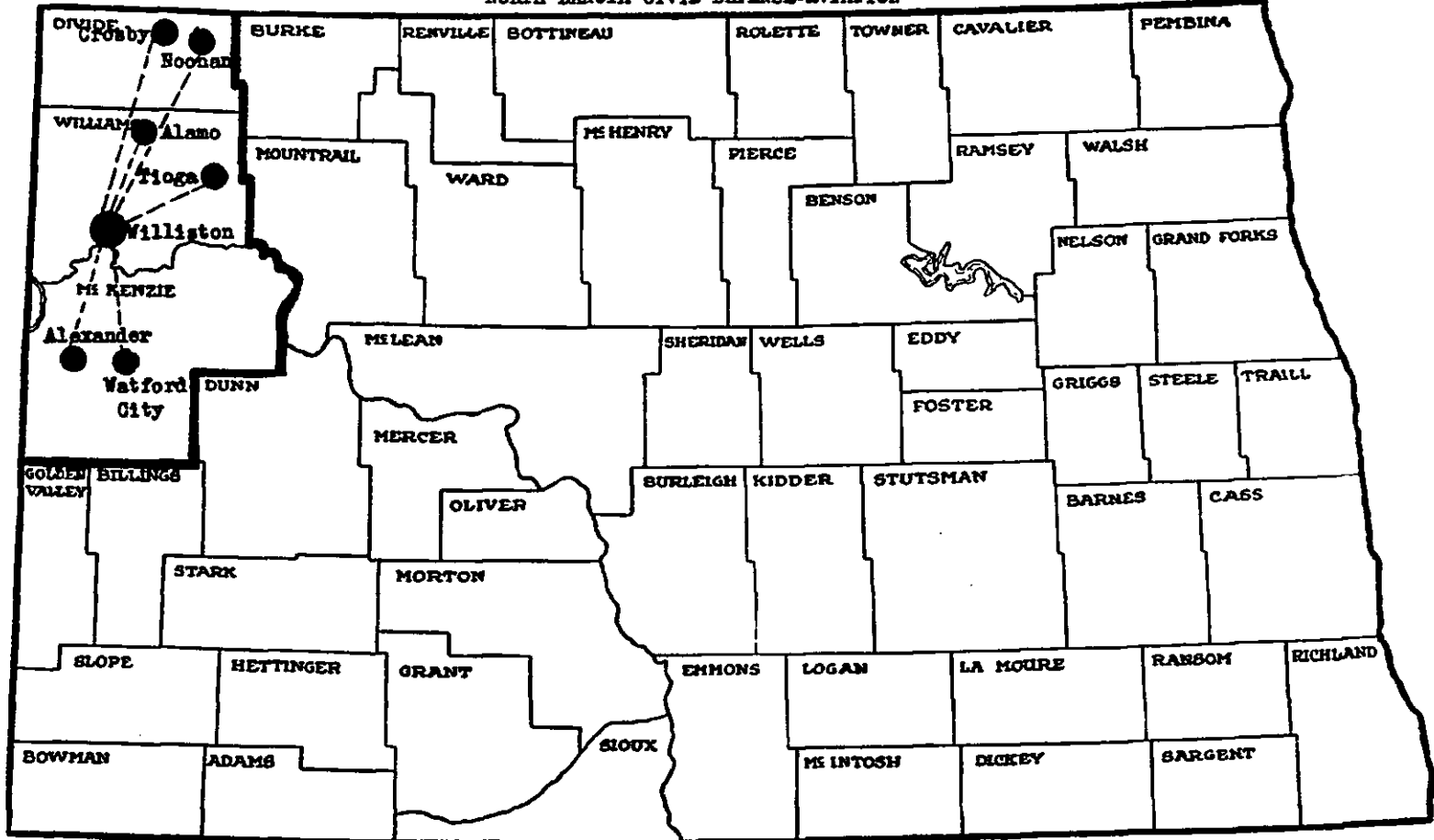


- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN MINOT CONTROL AREA NO. 6
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE

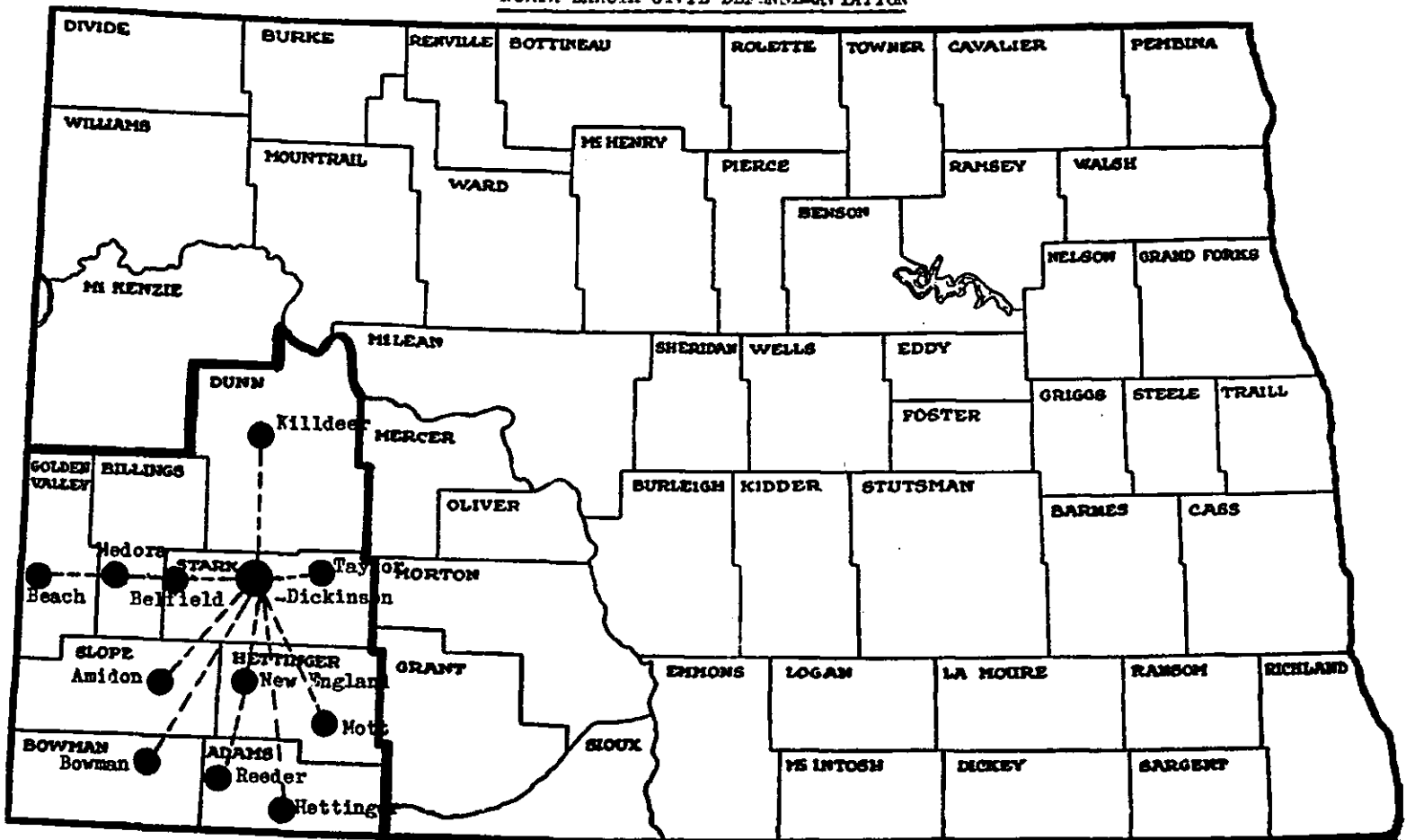
WILLISTON AREA NO. 7
NORTH DAKOTA CIVIL DEFENSE-AVIATION



- CONTROL AIRPORT AND AREA CHIEF
- OTHER AIRPORTS IN WILLISTON CONTROL AREA NO. 7
- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, North Dakota

FAN-OUT PROCEDURE
DICKINSON AREA NO. 8
NORTH DAKOTA CIVIL DEFENSE-AVIATION



● CONTROL AIRPORT AND AREA CHIEF
● OTHER AIRPORTS IN DICKINSON CONTROL AREA NO. 8
--- NOTIFICATION BY CONTROL AIRPORT OPERATIONS OFFICER

N. Dak. Aero. Commission
Bismarck, N. Dak.

THE CIVIL AIR PATROL

1. ORGANIZATION. The Civil Air Patrol is a Government-sponsored civil corporation governed by a national board of senior members. The organizational structure of the CAP is patterned after the United States Air Force. It consists of a national headquarters, 8 regions, and 52 wings. The wings are subdivided into groups, squadrons, and, in rare instances, flights. The squadron is the basic unit. More than one-half of the States have a group which serves as an administrative headquarters between wing and squadron. The group may or may not have an operational capability.

There are three types of squadrons within the CAP. The senior squadron is composed of senior members. The cadet squadron is composed of cadet members and a minimum of three senior members. The composite squadron is composed of both senior and cadet members. All members of the senior squadron will be available for civil defense support; senior personnel of the composite squadron will also be available for civil defense missions.

CAP is staffed by both regular USAF and CAP personnel. The CAP members are classified as either seniors or cadets. The CAP members work on a volunteer basis only.

The CAP National Commander and administrator of CAP is a senior USAF officer in charge of a national liaison headquarters. USAF-CAP liaison officers are assigned to each CAP region and wing. The USAF maintains these officers and professional staffs to assist the civilian volunteer auxiliary.

2. CAP MISSIONS. USAF-CAP Regulation 55-10, revised 20 February 1963, states the mission of CAP as follows:

- a. Air search and rescue.
- b. Aircraft wreckage marking.
- c. Domestic emergency and disaster relief assistance.
- d. Civil defense missions which USAF has accepted responsibility for CAP are courier and messenger service, aerial surveillance of surface traffic, light transport flights for emergency personnel and supplies, reconnaissance flights, and radio

communications.

e. Support of USAF Reserve Recovery Program.

f. Support of USAF installations, to include:
(1) Aerial control, direction and surveillance of surface traffic;

(2) Courier and light transport flights, if commercial transportation service is not readily obtainable or is not capable of meeting the requirements of the mission;

(3) Aerial photographic missions and reconnaissance flights;

(4) Radar test and ground control approach (GCA) monitoring flights.

3. EQUIPMENT AVAILABLE IN CAP NATIONWIDE (major items)

a. **Aircraft.** The following CAP aircraft were available for civil defense missions as of January 1, 1963:

Corporate aircraft-----	900
Membership-owned -----	3,421
Total -----	4,321

b. **Vehicles.** A total of 4,265 various-type vehicles are available to CAP. Many vehicles are DOD surplus furnished to CAP for general use. Further, some members have been authorized to install CAP communications equipment in their personally-owned automobiles.

c. **Communications Equipment.** The CAP has about 14,000 radio stations licensed by the Federal Communications Commission for use in the event of an emergency. Most of these stations are equipped with the portable-type equipment which has been supplied by the USAF from DOD excess. This equipment consists of the following:

Land-fixed -----	5,066
Mobile -----	7,992
Airborne -----	1,339
Total -----	14,397

In addition, most membership-owned aircraft have two-way radio communications capability

and cadet squadrons have some communications equipment which can be used in time of emergency.

4. UTILIZATION AT STATE AND LOCAL LEVELS.

The CAP National Commander is an Air Force officer but he does not command CAP units. CAP is a volunteer incorporated organization and members serve on a volunteer basis without compensation for their services. This is true not only under normal peacetime operations but also in the event of war.

Command and control of a type is exercised by the individual wing, squadron, and flight commanders. However, exercise of a commander's authority depends wholly on the acceptance of that authority by the membership of the wing, squadron or flight.

The number of flights flown on missions involving risk during local emergencies and natural disasters indicates that the members of CAP are willing to accept risk missions and assignments. They maintain a fairly high disciplinary standard and take their moral obligations seriously. There is little doubt that CAP could make a worthwhile contribution to aerial monitoring and aerial observation damage assessment missions for civil defense, particularly at State and local levels.

The existing agreements between the States and the CAP wings generally provide for the CAP squadrons and flights to participate either individually or as groups with *local* civil defense organizations. The manner in which CAP personnel will be utilized as organized units or as individuals is determined by the local CD director; and all CAP members participating in civil defense serve under the direction of the local CD director. Under emergency postattack conditions, particularly with a cutoff situation, this arrangement for decentralization of direction and control has some merit. However, it also has limitations. **EXISTING PLANS FOR USE OF CAP SHOULD BE REVISED, IF NECESSARY, TO WORK THROUGH THE EMERGENCY TRANSPORTATION ORGANIZATION AND STATE, AREA, OR LOCAL AVIATION ADMINISTRATION.**

Many of the counties and localities do not have CAP squadrons or flights and thus would not be

served by CAP without alternate arrangements. Mutual-support agreements among groups of counties with CAP units is a possible solution. A better solution is for the State Aviation Administration to divide the State into sectors or support areas and preassign sector aerial monitoring responsibility to specific CAP squadrons and flights. Some of the States have this type arrangement. CAP organizations in dispersed or not likely target areas should be considered first for assignment, further utilizing units in densely populated or likely target areas as alternate support units.

Without specific preassignment of responsibility, there must be sufficient command and control retained at State level to insure that aerial damage assessment and monitoring capability will be adequate to meet the requirements of the entire State.

5. SUPPORT FUNCTIONS. The Civil Air Patrol at national, State, and local levels can be expected to support civil defense activities as follows:

a. Provide preattack and postattack direction and guidance to CAP units and individuals through **PREARRANGED TASKINGS** agreed upon between USAF, OCD, FAA, and CAP at national, State, and local level.

b. Aerial surveillance of surface routes and traffic in both the pre- and post-attack periods as requested and directed by the OCD at national, State, and local level.

c. Aerial courier and messenger service.

d. Light transport flights for the transportation of emergency personnel and supplies.

e. Aerial reconnaissance for damage assessment conducted in accordance with procedures and criteria established by the OCD or FAA.

f. Provide communications facilities (fixed, mobile and airborne units) to handle CD and FAA traffic as requested by, and in accordance with the instruction issued by FAA/CD at national, State, or local level.

g. Obtain items of equipment, usable in the CD mission, which are excess or surplus to the needs of the military departments.

h. Obtain support equipment, materials, and supplies on a loan basis from States which will furnish such support.

EMERGENCY PLANNING FOR THE USE OF AIR CARRIER AIRCRAFT

1. EXECUTIVE ORDERS

In February 1962, the President issued a series of Executive orders assigning certain emergency preparedness functions to various agencies of the Federal Government.

Executive Order 11003 assigns to the Administrator, Federal Aviation Agency (FAA), among other things, the responsibility for the development of plans for a national program covering the emergency management of civil aircraft "other than air carrier aircraft." Guidance for the development of such planning is provided in the FAA Advisory Circular No. AC 00-7, "State and Regional Defense Airlift Planning" (SARDA).

Executive Order 10990 assigns to the Secretary of Commerce, among other things, the responsibility for the development of plans for a national program to utilize the "air carrier" civil air transportation capacity and equipment, both domestically and internationally, in an national emergency. This includes the allocation of air carrier aircraft to meet the needs of the Department of Defense for military operations and the Civil Aeronautics Board for essential civilian needs. These responsibilities are carried out by the Office of Emergency Transportation (OET), within the Office of the Under Secretary of Commerce for Transportation.

2. FAA/COMMERCE MEMORANDUM OF UNDERSTANDING

In order to clearly define the dividing line between "air carrier" and "other than air carrier" aircraft, as these terms are used in the Executive orders, a Memorandum of Understanding was developed between Commerce and the FAA. It was believed desirable to include within the air carrier group not only all aircraft operated by the certificated scheduled and supplemental air carriers, but in addition all other four-engine aircraft, and all turbine-powered aircraft over 12,500 pounds gross weight. It was agreed that these aircraft could serve a useful purpose in the air carrier category, under certain emergency conditions. A reserve

pool of turbine-powered and four-engine corporate and business aircraft was thus established, for possible selective allocation to meet urgent national needs in critical situations.

3. AIR CARRIER EMERGENCY PROGRAMS

The Department of Commerce, through its Office of Emergency Transportation, is concerned with three primary emergency planning programs for the use of air carrier aircraft:

(1) Civil Reserve Air Fleet (CRAF).

The CRAF program is designed to provide supplemental civil airlift to the military air transport fleet, to meet military airlift requirements in an emergency. An allocation of air carrier aircraft, in the magnitude of 350 aircraft, has been made to the Department of Defense by OET. If CRAF is implemented, the air carriers will continue to operate the aircraft with company crews, personnel and resources, under contract with the military, but the operational control of CRAF will be with the Military Air Transport Service (MATS).

Changes are made to the CRAF allocation from time to time to meet changing military requirements, and to keep the allocation current due to aircraft purchases, sales, losses, etc., by the air carriers.

(2) War Air Service Program (WASP).

The WASP program is designed to provide for the maintenance of essential civil air routes and services in an emergency, and for the distribution and redistribution of air carrier aircraft among the civil air carriers as required, after withdrawal of aircraft allocated to the CRAF program.

An allocation of air carrier aircraft has been made by OET to the Civil Aeronautics Board for the WASP program, consisting of all aircraft operated by the certificated schedule and supplemental air carriers, with the exception of those allocated to the CRAF program.

The responsibility for planning and administering the WASP program rests with the Civil Aeronautics Board, under Executive Order 11090.

(3) General Aviation Aircraft—Air Carrier Types.

The FAA/Commerce Memorandum of Understanding, in defining the terms "air carrier" and "other than air carrier" aircraft as used in the Executive orders, places certain general aviation aircraft in the "air carrier" category. The purpose of the Memorandum was to establish a reserve pool of productive, high performance general aviation aircraft, for possible allocation to meet urgent national needs in a critical emergency.

In a national emergency there would also be a demand for many business and corporate aircraft of the air carrier type to continue in essential de-

fense production activities. The Office of Emergency Transportation has therefore established the policy, with the concurrence of the FAA, that under most circumstances general aviation aircraft of the "air carrier" category will operate under the SARDA program, which includes in its scope essential defense production activities.

Should the situation demand, the Office of Emergency Transportation will allocate certain selected four-engine or turbine-powered general aviation aircraft from the "air carrier" group to the WASP program, or to other high priority missions of national import.