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OFFICE OF DEFENSE RESOURCES

FEDERAL EMERGENCY PLAN D

*Supporting Plans of
Federal Resource Agencies*

TRANSPORTATION

Developed by:

*Department of Transportation and
Associated Federal Agencies*

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BY RW NARA DATE 8/16/12

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Federal Emergency Plan D

Annex C-XII Transportation

F O R E W O R D

This plan for the management of the Nation's transportation resources, has been developed by the Office of Emergency Transportation, Department of Transportation, in coordination with the Federal transportation operating and support agencies and those agencies which will be claimants for transportation services. It is issued under the continuing responsibility of the Office of Emergency Preparedness for the development of national emergency preparedness measures. Its publication at this time is not related to any particular situation, current or foreseen; it represents the culmination of efforts over a period of years to provide the means whereby the Federal Government can effectively administer the Nation's resources in the event of a crippling nuclear attack on the United States.

Specific responsibility for the development and issuance of this Transportation Section is contained in Executive Orders Nos. 11051 and 11490, which provide for the coordinated preparation of national emergency plans and for the development of preparedness programs covering civil transportation resources. While Executive Order 11490 is the currently published authority for planning purposes in the coordinated development of this plan, the contents, as prepared, are further predicated on Public Law 89-670 and Executive Order 11340, which established the Department of Transportation.

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Federal Emergency Plan D
Annex C-XII Transportation

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*Appendix 1 - Emergency Action Documents

*The specific emergency action documents including letters of authority, are not included in this Annex. They have been prepared and will be maintained separately by the appropriate transportation agency.

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Federal Emergency Plan D
Annex C-XII Transportation

I. INTRODUCTION

A. Purpose

The purpose of this plan is to provide means of implementing Presidential Emergency Action Documents and directives of the Office of Defense Resources (ODR) with respect to national transportation resource management in the event of a crippling nuclear attack on the United States.

B. Authority

Authority for participation in the provisions of this plan is contained in the following documents.

1. Existing Authorities The authority required for action by the Department of Transportation, its operating administrations, and the other Federal transportation agencies in any emergency are included in the emergency and regular authorities and legislation pertaining to those agencies. For example:
 - a. The Department of Transportation Act, PL 89-670 (80 Stat. 931).
 - b. Title 14 USC 2, 81, 82, 88-91.
 - c. Title 23 USC.
 - d. Urban Mass Transportation Act of 1964 (PL 88-365).
 - e. Title 33 USC 981, as amended.
 - f. Federal Aviation Act, as amended.
 - g. Interstate Commerce Commission Act, as amended.
 - h. Merchant Marine Act of 1936, as amended.

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- i. The Act of May 22, 1917 (40 Stat. 88).
- j. The Tennessee Valley Authority Act,
48 Stat. 58.
- k. National Traffic and Motor Vehicle Safety Act.
- l. Highway Safety Act of 1966, PL 80-564
(80 Stat. 731).
- m. Executive Order 11490.

II. DELEGATIONS OF AUTHORITY

A. To the Secretary of Transportation

The delegations of authority are as related in ODR Actions 9, 10, 13, 14, 17 and 18.

B. By Secretary of Transportation to Operating and Support Agencies

Specific redelegations of authority by the Secretary of Transportation to the operating and support agencies shall be in consonance with the delegations to the Secretary of Transportation cited in paragraph II A above and shall be redelegated by him to such agencies in coordination with them. The operating and support agencies are authorized to redelegate the authorities granted by the Secretary of Transportation and to authorize successive redelegation to agencies, officers, and employees of the Federal Government. Redelegation to State, County, Parish and local officials, and private citizens is not authorized but suitable operational agreements may be made by the Federal agencies concerned with such persons or agencies to implement Federal programs.

III. RESPONSIBILITIES FOR EMERGENCY ACTIONS

A. General

- 1. Actions for Deployment of, or Otherwise Maintaining, Agency Viability. The Department of Transportation

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and its operating administrations maintain and exercise plans for continuity of operations to insure the operational viability of the Department under conditions of nuclear attack. Similar plans are maintained and exercised by the transportation operating and support agencies external to the Department.

2. Actions to Assume Emergency Responsibilities and Execute Emergency Management Plans. The emergency actions enumerated below are based on ODR delegations of authority and ODR action documents listed in Annex B to Plan D. The actions taken shall be subject to later validation by action of the Congress, to the extent that existing statutory authority is considered inadequate. Actions shall be taken only to the extent necessary to meet the needs of a given situation. Under the authority of the Secretary of Transportation for the executive management and direction, and for the provision, control, and allocation of civil transportation resources to meet essential civil and military needs, the agencies listed below will execute the emergency actions indicated.

- B. Responsibilities of the Secretary of Transportation and the Operating and Support Agencies. (For petroleum and natural gas pipeline transportation, see Annex C-IX.)

1. General Application by the Secretary of Transportation.
 - a. Actions for Deployment of, or Otherwise Maintaining, Agency Viability. The Secretary will implement all or appropriate portions of the Department of Transportation Continuity of Operations Plan (Short Title: DOTCOOP).

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b. Actions to Assume Emergency Responsibilities and Execute Emergency Management Plans.

The Secretary will develop and direct the transportation policies of the Federal Government so that all modes of civil transportation will be used to provide a unified system responsive to the national emergency. To do this, he will:

- (1) Receive, assemble, and analyze requirements from all claimant agencies for movement of passenger and freight traffic of all types and integrate these requirements with all forms of national and international civil transportation systems.
- (2) Determine the adequacy of the various modes to provide the required service.
- (3) Allocate and apportion, by mode, the total civil transportation resources to meet overall essential civil and military needs.
- (4) Establish and institute control systems through the operating agencies, as appropriate, to assure optimum use of civil transportation systems and their supporting intransit storage and warehousing facilities.
- (5) Implement procedures designed to maximize the movement capabilities of the existing transportation equipment and facilities.

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- (6) Collate the individual attack effects assessments prepared by the modal agencies.
- (7) Assemble and consolidate the resource claims of the several modal transportation agencies in support of the total transportation system; act as the Federal claimant agency for these agencies by presenting consolidated claims to the appropriate Federal resource agency; finally, when resource allocations are received, suballocate these resources to the individual transportation agencies.
- (8) Advise on proposed or existing emergency legislation affecting transportation and recommend additional emergency legislation as necessary or desirable.
- (9) Provide, as required, the administrative facilities necessary for performing emergency transportation functions.

2. The Civil Aeronautics Board (CAB).

- a. Actions for Deployment of, or Otherwise Maintaining, Agency Viability. The Civil Aeronautics Board will execute emergency plans for relocation of key emergency personnel; for activation of emergency organization at emergency sites; and for the assumption of emergency functions. Actions to initiate emergency programs will be undertaken at this time.

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b. Actions to Assume Emergency Responsibilities and Execute Emergency Management Plans. CAB will:

- (1) Provide for emergency management and postattack use of air carrier aircraft in the maintenance of the War Air Service Program (WASP), including emergency management of the WASP Air Priorities System and administration of controls and priorities of passenger and cargo movements.
- (2) Assist FAA and the Department of Defense, as appropriate, in assessing the effects of attack on air carrier aircraft.
- (3) Assist FAA in determining resource requirements for WASP.
- (4) Assist FAA in salvaging supplies and equipment for, and in restoring or replacing, essential civil air carrier aircraft and services after attack.
- (5) Periodically assess assigned air transportation resources in order to plan for their use, make supply-requirements estimates and develop recommendations and programs following analysis, and provide data and assistance for national resource evaluation purposes.

3. The Interstate Commerce Commission (ICC).

- a. Actions for Deployment of, or Otherwise Maintaining, Agency Viability. ICC will execute appropriate emergency operations plans and directives.

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- b. Actions to Assume Emergency Responsibilities and Execute Emergency Management Plans. ICC will:
- (1) Provide guidance to, and consult with, operators of railroad, motor carrier, inland water carrier, and public storage industries, and the States. This will include, as appropriate, implementation of plans to reduce vulnerability; maintenance of systems during emergency and their restoration after enemy action; and supervision of operations, for the Government during the emergency period.
 - (2) Assemble, develop, and evaluate, as appropriate, operational requirements for domestic surface transportation and storage in emergencies.
 - (3) Estimate availability of assigned resources; analyze resource estimates in relation to estimated supply-demand relationships; develop appropriate recommendations and programs following these analyses; and provide data and assistance for national resource evaluation purposes.
 - (4) Claim resources required to operate the domestic surface transportation network (except highways, highway facilities, and inland waterway navigational facilities).
 - (5) Administer the allocation of the use of domestic interstate surface transportation and storage to operators and users;

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administer priorities systems as necessary to assure the movement of essential freight and passengers.

- (6) Coordinate and direct, with appropriate private transportation and storage organizations and associations, transportation and storage facilities for movement of passenger and freight traffic on interstate systems.
- (7) Analyze the operational conditions and capabilities of the domestic surface transportation industry; help alleviate chemical, biological, and radiological (CBR) contamination; allay conflicts between major shippers and overcome bottlenecks; effect conservation of material and manpower facilities, equipment, and supplies, and regulate, as required, the operation of storage industries.
- (8) Coordinate and direct the salvage and rehabilitation of domestic surface transportation and storage equipment and facilities, including decontamination of terminals, rights of way (except highways, highway facilities, and inland waterway navigational facilities), equipment, and shops.
- (9) Make maximum appropriate use of existing non-military facilities, technical competence, and resources of Federal, State,

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local and non-governmental organizations and systems engaged in domestic surface transportation and storage, in order to promote the effective and safe use and maintenance of transportation facilities, equipment, and services.

- (10) Assist in carrying out national plans for stockpiling strategic and critical materials and items vital to domestic surface transportation and storage capability.
- (11) Cooperate in developing national economic stabilization policies as they affect domestic surface transportation and storage programs.
- (12) Invoke plans and procedures for financial and credit assistance to domestic surface transportation and storage organizations in need of assistance.
- (13) Coordinate joint actions of emergency domestic surface transportation and storage programs of agencies assigned responsibility for any segment of such activity.

4. The Maritime Administration (MARAD) of the Department of Commerce (DOC).

- a. Actions for Deployment of, or Otherwise Maintaining, Agency Viability. MARAD will implement the provisions of existing plans for relocation of key personnel to alternate sites for operations; port utilization and ship

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operations plans; and emergency plans for vessel operation and management.

b. Actions to Assume Emergency Responsibilities and Execute Emergency Management Plans.

MARAD will:

- (1) Ascertain national emergency operating requirements for ocean shipping.
- (2) Activate Government-owned ships from lay-up in the National Defense Reserve Fleet.
- (3) Acquire oceangoing vessels through purchase, charter, and requisition.
- (4) Administer the allocation of shipping to meet the requirements of the military and other Federal programs and those essential to the civilian economy.
- (5) Operate U.S.-flag and U.S.-controlled shipping for government account through charter and agency agreements.
- (6) Direct and conduct all required activities in support of ship operations such as maintenance and repair, procurement, warehousing, issuance of stores, supplies and equipment, bunkering, etc.
- (7) Recruit, train and assign officers and seamen as required for ship manning.
- (8) Establish and administer a system of ship warrants.

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- (9) Develop plans for emergency ship construction and direct programs for the accomplishment of same, including rehabilitation, expansion, and/or new construction of ship-building facilities, as appropriate.
- (10) Coordinate and direct vessel movements to meet cargo lift requirements for emergency programs in accordance with cargo availability and accumulation in ports and port areas.
- (11) Coordinate vessel movements with the U.S. Navy in conjunction with the military responsibility for the safety and protection of U.S. shipping at sea, including convoy assembly, ship dispersal, and safe anchorages.
- (12) Administer the allocation and utilization of U.S. ocean ports and their facilities and equipment.
- (13) Control and allocate the assignment and forwarding of cargo to ocean ports and port areas.
- (14) Administer port traffic priorities, and in coordination with appropriate Federal agencies, control traffic into and through ocean and Great Lakes port areas.

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- (15) Determine need for port development and coordinate rehabilitation of substandard port facilities and development of alternative port and other water terminal facilities needed to meet essential requirements.
- (16) Determine need for restoring damaged or destroyed ports and facilities or improvising new port facilities in order to maintain an adequate port capacity; direct, coordinate, and control the activities of Federal, State, local, and private agencies in such restoration or improvisation.
- (17) Serve as the associate claimant agency for all supporting resources needed to fulfill national requirements for ocean shipping and ports.
- (18) Accept allocation of tonnage from the NATO pool.

5. National Oceanic and Atmospheric Administration (NOAA), of the Department of Commerce.

a. Actions for Deployment of, or Otherwise Maintaining, Agency Viability. NOAA will:

- (1) Provide nautical and aeronautical charts and related data on the United States, its territories, and possessions to meet military and civil navigation requirements (except for Great Lakes and inland waterways).

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- (2) Conduct hydrographic surveys to locate wrecks and other obstructions in ports and channels (except for Great Lakes and inland waterways).
- (3) Establish emergency geodetic control for special-purpose surveys.
- (4) Produce special charts for over-the-beach operations and emergency ports as required.
- (5) Determine by survey methods the locations of emergency aids to air navigations.
- (6) Conduct special geophysical and photogrammetric surveys and provide data as required for civil and military use.
- (7) Observe, collect, analyze, and disseminate meteorological data.
- (8) Provide weather forecasts and advance warnings of severe storms.
- (9) Provide forecasts and estimates of areas likely to be covered by radioactive fallout to Federal, State, and local authorities for public dissemination.
- (10) Provide for the detection, identification, monitoring, and reporting of chemical, biological, and radiological agents at facilities operated or controlled by the Weather Bureau.

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6. The Department of Defense

U.S. Army Corps of Engineers (Civil Works) (USA
C of E (CW)).

- a. Actions for Deployment of, or Otherwise
Maintaining, Agency Viability. USA C of E
(CW) will execute continuity of Operations
and Engineer Capabilities plans and under-
take planned measures for facilities pro-
tection and personnel survival.
- b. Actions to Assume Emergency Responsibilities
and Execute Emergency Management Plans. USA
C of E (CW) will:
- (1) Improve, restore or rehabilitate, operate,
and maintain components of Federally
authorized river and harbor projects.
 - (2) Locate and remove obstructions to
navigation and accomplish emergency
dredging to clear and straighten
navigation channels in harbors and
navigable streams of the United States,
its territories, and possessions.
 - (3) Conduct hydrographic surveys and provide
nautical charts and related navigational
materials covering the Great Lakes system,
Lake Champlain, New York canals, the
Minnesota-Ontario border lakes and
connecting waterways, and inland water-
ways generally.

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- (4) Serve as associate claimant agency for all supporting resources needed to fulfill national requirements for authorized river and harbor projects.
- (5) Collect, compile, and publish information on the physical characteristics and facilities of United States ports for the use and benefit of navigation.

7. The Tennessee Valley Authority (TVA).

a. Actions for Deployment of, or Otherwise

Maintaining, Agency Viability. The Board of Directors of TVA will execute current TVA emergency relocation plans, occupy emergency relocation sites with predetermined cadres of key operating personnel, and continue operations of the facilities under its control in accordance with current statutes, Executive orders, and delegations of authority from the Secretary of Transportation.

b. Actions to Assume Emergency Responsibilities and Execute Emergency Management Plans. TVA

will:

- (1) Cooperate with ICC, the USA C of E (CW), and the USCG in locating and removing river obstructions and in rebuilding or repairing channels, channel markings, and locking equipment on the Tennessee River and its navigable tributaries.

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- (2) Coordinate the use of terminal facilities along the Tennessee River waterway with terminal operators and shippers for optimum postattack use of the river.
- (3) Assist in the diversion of Tennessee River shipments, as required, to land transport and vice versa for movement to final destination, in cooperation with ICC.
- (4) Construct any necessary facilities to move goods and materials around inoperative locks.

C. General Responsibilities

In addition to the responsibilities for action described in Part III-A and B above, the individuals and agencies listed in Paragraphs III-B, 2-6, will execute the following general responsibilities as appropriate under the general management and direction of the Secretary of Transportation:

1. Priorities and Allocations. Administer the use of priorities and allocations authorized or issued by the Secretary of Transportation.
2. Requisitioning. Administer the use of requisitioning authority by the agency where required to ensure the timely provision of resources essential to support operations for which responsible.
3. Contracting Authority. Administer the use of emergency contracting authority by the agency to ensure timely provision of resources essential to support the continued operations of the

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portions of the total transportation system for which responsible.

4. Plant Seizure. Administer the use of authority to seize and operate plants with whom emergency contracts have been placed when such action is required to ensure timely provision of resources essential to support the continued operations for which the agency is responsible.
5. Construction and Operation of Emergency Facilities. Administer the use of authority to restore, repair, expand or construct essential facilities to ensure continued operations.
6. Civil Defense Support. Evaluate immediately, on order or upon attack, agency requirements for personnel, materials, facilities and services necessary to carry out assigned functions, and make assets, which are excess to requirements, available for Civil Defense purposes.
7. Restoration. Initiate plans and programs, under the guidance of the Secretary of Transportation, leading to the restoration of the civil transportation systems of the nation to a condition at least equal to a condition compatible with requirements existing at the time.

IV. LIST OF EMERGENCY ACTION DOCUMENTS

The following is a list of existing and/or planned emergency action documents required to implement the emergency actions contained in Part III above. The list is broken down to major elements of the Department of Transportation and the

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transportation operating and support agencies of the Federal Government external to the Department.

A. The Secretary of Transportation and the Office of the Secretary

1. The Department of Transportation Act, PL 89-670.
2. Executive Order 11340, implementing the Department of Transportation Act.
3. Directives contained in Annexes A and B of Plan D.
4. Department of Transportation Continuity of Operations Plan (DOTCOOP), DOT Order 1900.2
5. Standby Order DOT No. 1940.4, C.S., Emergency Procedures for the Control of Civil Transportation.
6. Standby Order DOT No. 1940.1, C.S., Emergency Procedures for Claiming Resources for Transportation.
7. Order DOT No. 1940.3, 8-8-68, Manual Damage Assessment Procedures for Transportation Systems.

B. The United States Coast Guard

1. Coast Guard Headquarters Continuity of Operations Plan (COGUARD COOPLAN) (Attachment 12 to DOTCOOP) (CONF), and related plans of Coast Guard Districts, facilities and field commands.
2. Coast Guard General War Plan, No. 1-FY(U) (COGUARD GWP 1-TY).
3. Delegation of Authority from the Secretary of Transportation.

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C. The Federal Aviation Administration

1. FAA Defense Readiness Plan, 1900.1, 8-5-66.
2. FAA Headquarters Defense Readiness Plan, 1910.1, 8-4-66, U; and related plans of field installations.
3. Delegation of Priorities and Allocation Authority.
4. Delegation of Authority to Requisition Private Property.
5. Delegation of Emergency Contracting Authority.
6. Delegation of Authority to Seize and Operate Private Plants.
7. Delegation of Authority for the Construction and Operation of Emergency Facilities.
8. Delegation of Authority to Transfer Excess FAA Personnel, Materials, Facilities, and Services for Civil Defense Purposes.
9. SCATANA PLAN (FAA/DOD).

D. The Federal Highway Administration

1. FHWA Emergency Planning and Operations Manual.
2. FHWA Order (10-1) (replaces AMI-18) Emergency Planning.
3. FHWA Order 1-2.8 - Order of Succession to Official Positions and Delegation of Authority within the Federal Highway Administration.
4. Administrative Memorandum 1-19, BPR, Emergency Readiness Plans.

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E. The Federal Railroad Administration

1. Continuity of Operation Plan, Federal Railroad Administration (FRACOOOP).
2. PL 89-670, Department of Transportation Act.
3. Executive Order 11340, Establishing Department of Transportation.

F. The Urban Mass Transportation Administration

1. Continuity of Operations Plan Urban Mass Transportation Administration (UMTACOOOP).
2. Delegation of Authority from the Secretary of Transportation.
3. Reorganization Plan #2, 1968.
4. Plan and Program Coordination Agreement with ICC and FHWA.
5. Directive to curtail or adjust existing grant-in-aid programs to meet emergency needs.
6. Authority to consummate cooperation agreements with State and local transportation agencies.

G. The Saint Lawrence Seaway Development Corporation

1. Continuity of Operations Plan, Saint Lawrence Seaway Development Corporation (SEACOOOP).
2. PL 89-670.
3. Executive Order 11340.
4. Delegation of Authority from the Secretary of Transportation.

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H. The National Transportation Safety Board

1. Continuity of Operations Plan, Office of the Secretary of Transportation (OSTCOOP).
2. PL 89-670, the Department of Transportation Act.
3. Executive Order 11340, establishing the Department of Transportation.
4. The Federal Aviation Act of 1958, August 23, 1958, as amended (72 Stat. 731; 49 USC 1301).

I. The National Highway Safety Bureau

(List of emergency action documents of the National Highway Safety Bureau are in preparation and will be published later.)

J. The Civil Aeronautics Board

1. Letter of Delegation from Secretary of Transportation to Chairman, CAB.
2. CAB Defense Readiness Plan.
3. CAB WASP Air Priorities Manual.
4. OEP/CAB Letter of Understanding for Emergency Price Stabilization Programs, April 20, 1971.
5. DOT/CAB Memorandum of Agreement for Regional Air Transportation Matters.
6. DOT Standby Order 1940.1, Emergency Procedures for Claiming Resources for Transportation.
7. DOT Standby Order (draft), Emergency Procedures for the Control of Civil Transportation.

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8. FAA Handbook 1900.31, FAA Responsibilities Under the War Air Service Program (WASP) - Air Carrier Aircraft Maintenance.
 9. CAB Regulation No. OR-14, as amended, Part 387 - Organization and Operation During Emergency Condition.
 10. CAB Regulation No. ER-480, Part 290 - Transfer of Airlift Among Air Carriers in Certain Emergencies.
 11. CAB Standby Order ATM-1, Route Authorizations and Operations.
 12. CAB Standby Order ATM-2, Interim Air Priorities Authorizations and Operations.
 13. CAB Model Order ATM-3, Stabilization of Fares and Rates for Passengers, Property, and Mail.
 14. CAB Model Order ATM-4, Providing Authority for Changes in Air Transport Services and Rates During a National Emergency.
 15. CAB Model Order ATM-5, Granting Exemption from Tariff Filing Requirements.
 16. CAB Model Order ATM-6, Establishing Civil Aeronautics Board Liaison with Air Transportation.
- K. The Interstate Commerce Commission
1. Inland Waterway Transportation
 - a. Handbook - Inland Water Emergency Transport Planning.
 - b. Voluntary Cooperation Request.

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- c. Capability Expansion Order.
 - d. Procedural Order Implementing Priorities and Allocations Procedures.
 - e. Procedural Order Requiring Certain Supply-Requirements Projections.
 - f. Procedural Order Implementing Claimancy Procedures.
 - g. Administrative Order Implementing Economic Stabilization Assistance Programs.
 - h. Administrative Order Implementing Financial and Credit Assistance Programs.
 - i. Order Implementing Modified Procedures to Expedite Authority Applications.
 - j. Order Suspending Certain Economic Requirements Deemed Expedient in the Interest of National Defense.
 - k. Order Modifying Regulatory Exemptions.
 - l. Orders Redelegating Defense Functions (including that from DOT).
 - m. Order Restricting Non-essential Inland Water Cargo Offerings.
2. Motor Transportation
- a. Handbook - Motor Transport Emergency Preparedness.
 - b. Voluntary Cooperation Request.
 - c. Capability Expansion Order.
 - d. Procedural Order Implementing Priorities and Allocations Procedures.

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- e. Procedural Order Requiring Certain Supply-Requirements Projections.
- f. Procedural Order Implementing Claimancy Procedures.
- g. Administrative Order Implementing Economic Stabilization Assistance Programs.
- h. Administrative Order Implementing Financial and Credit Assistance Programs.
- i. Order Implementing Modified Procedures to Expedite Authority Applications.
- j. Order Suspending Certain Economic Requirements Deemed Expedient in the Interest of National Defense.
- k. Orders Redelegating Defense Functions (including that from DOT).
- l. Order Restricting Non-essential Travel.
- m. Order Restricting Non-essential Cargo Offerings.
- n. Order Modifying Leasing Regulations.

3. Railroad Transportation

- a. Handbook - Railroad Planning for National Defense Emergencies (draft).
- b. Voluntary Cooperation Request.
- c. Capability Expansion Order.
- d. Procedural Order Implementing Priorities and Allocations Procedures.
- e. Procedural Order Requiring Certain Supply-Requirements Projections.

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- f. Procedural Order Implementing Claimancy Procedures.
 - g. Administrative Order Implementing Economic Stabilization Programs.
 - h. Administrative Order Implementing Financial and Credit Assistance Programs.
 - i. Order Implementing Modified Procedures to Expedite Authority Applications.
 - j. Order Suspending Certain Economic Requirements Deemed Expedient in the Interest of National Defense.
 - k. Order Reducing Free Demurrage Time.
 - l. Order Changing Per Diem Rates.
 - m. Orders Covering Car Service Functions.
 - n. Order Modifying Regulatory Exemptions.
 - o. Order Designating Permit Agents.
 - p. Orders Redelegating Defense Functions (including that from DOT).
 - q. Order Restricting Non-essential Rail Travel.
 - r. Order Restricting Non-essential Rail Cargo Offerings.
4. Public Storage
- a. Voluntary Cooperation Request.
 - b. Capacity Expansion Order.

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- c. Procedural Order Requiring Certain Supply-Requirements Projections.
- d. Procedural Order Implementing Claimancy Procedures.
- e. Administrative Order Implementing Financial and Credit Assistance Programs.
- f. Orders Redelegating Defense Functions (including that from DOT).
- g. Order Designating Holding and Reconsignment Areas.

L. The Secretary of Commerce (MARAD and NOAA)

- 1. Maritime Administration (MARAD)
 - a. NATO Civil Emergency Plans (Planning Board for Ocean Shipping).
 - b. National Shipping Authority Orders.
 - c. Computerized Program of MARAD Resources (OEP).
 - d. Emergency Procedures for Claiming Resources (DOT).
 - e. MARAD A.O. 65 - Emergency Redlegation of Authorities.
 - f. MARAD Emergency Planning Orders Nos. 1,2,6,7 and 8.
 - g. MARAD Manual - Activation of Headquarters, Relocation Site - February 1965.
 - h. MARAD Manual - Emergency Resource Evaluation - March 1968.

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- i. MARAD Manual - Emergency Communications.
 - j. MARAD Manual - Fallout Shelter Administration and Conduct.
 - k. MARAD Guides on Recruitment and Selection of Executive Reservists.
 - l. MARAD Manual - Current Planning for Operation of U.S. Seaports under Emergency Conditions - February 1959.
2. National Oceanic and Atmospheric Administration (NOAA)
- a. Emergency Planning Handbook (ESSA).
 - b. Emergency Measures - Letter ZEBRA (all USC&GS Ships).
 - c. Emergency Measures (all USC&GC Ships).
 - d. Standby Emergency Orders (all C&GS Field Parties and Field Installations).
 - e. Section 16 of the act of May 22, 1917, (40 Stat. 88; 33 U.S.C. 858) under which were issued, "Regulations Governing Cooperation of the Coast and Geodetic Survey with the Armed Forces," February 12, 1954, as amended.
 - f. "Memorandum of Understanding between the Department of Defense and the Department of Commerce in regard to the Utilization of the Facilities of the Coast and Geodetic Survey in the event of National Emergency", as revised April 25, 1954.

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M. The Secretary of Defense (COE(CW))

- a. Engineer Regulations, "Defense Readiness Conditions (DEFCONS)", containing Corp-wide guidance.
- b. Engineer Regulations, "Continuity of Operations Plan (COOP)", and subsidiary plans.
- c. Engineer Regulations, "Engineer Capabilities Plan (ECP)", and subsidiary plans.
- d. Engineer Regulations, "Radiological Fallout Monitoring Capability and Reporting".
- e. Engineer Regulations, "Availability of Forces - Civil Defense (RCS OSD 1313)".
- f. Engineer Regulations, "National Disaster Activities", and subsidiary plans.
- g. Engineer Regulations (Civil Works), "National Emergency Activities" and subsidiary plans.

N. The Tennessee Valley Authority

Emergency Preparedness Plan of TVA.

V. EMERGENCY ORGANIZATION, FUNCTIONS AND STAFFING

A. National Organization for Emergency Management

1. The attachment indicating the primary structure for central resource management in the Introduction to Annex C illustrates the external relationships of the ODR organization for emergency management of national resources. The relationship of all elements to ODR is shown on that chart.

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B. Emergency Organization of the Transportation

Community

1. National emergency transportation organizational structure is shown on Attachments C-XII-A and C-XII-B.

2. Functions, Department of Transportation

The principal emergency functions of the emergency transportation structure, under conditions of nuclear attack, will be to:

- a. Obtain, assemble, and analyze the requirements of all claimants for all modes of transportation and storage services and evaluate them in relation to the capabilities of the various kinds of transportation and storage facilities.
- b. Make the programming determinations controlling the use of transportation and storage facilities and services to meet the requirements of approved military, atomic energy, foreign, and essential civilian programs, including policy guidance on the priority movement of essential cargoes and passengers and, when necessary, the allocation of transportation and storage facilities and services for those purposes.
- c. Develop and recommend, to the extent necessary, programs to provide additional transportation, storage and port facilities and services to meet essential requirements.
- d. Assemble and consolidate the supporting resource claims of the several modal transportation agencies for the operation

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and maintenance of the total transportation system; act as the Federal transportation claimant agency by presenting consolidated claims to the appropriate Federal resource agency; finally, when the resource allocations are made, suballocate these resources to the individual transportation agencies.

e. Activate, maintain and operate the relocation sites for central transportation activities and for the field organization.

3. Staffing. The operating staffs under the direction and supervision of the Secretary of Transportation will be augmented by members of the National Defense Executive Reserve and employees of the Federal Government from other activities with mobilization assignments, as required by the emergency situation.

C. United States Coast Guard (USCG)

1. Upon declaration of war, or when the President so directs, USCG will be transferred to the Department of the Navy.

2. Upon declaration of war, or when the President directs, the Coast Guard shall operate as a Service in the Navy and shall be administered by the Commandant of the Coast Guard under the authority of the Secretary of the Navy. The Commandant of the Coast Guard shall be directly responsible to the Secretary of the Navy for the continued performance of those duties statutorily assigned to the Coast Guard and

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those delegated duties for which the Secretary of the Navy assumes responsibility upon transfer of the Coast Guard to the Department of the Navy. The Commandant shall be under the command of the CNO for performance of all military functions and such other functions as the Secretary of the Navy may direct. The CNO will assign Coast Guard forces, ships, small craft, aircraft, and shore units to fleet or fleet subordinate commands for the purpose of carrying out the tasks described hereafter. Coast Guard commanders, Eastern Area, Western Area, and Activities Europe shall be redesignated as Commanders, Coast Guard Forces, Atlantic, Pacific, and Europe, respectively. They shall be task force commanders under their respective fleet commanders-in-chief, and may also be designated as task group commanders under the sea frontier commanders of adjacent fleet commanders-in-chief, if appropriate. Commanders, Coast Guard forces shall carry out the functions of type commanders in the administration of all Coast Guard forces assigned to their fleet commanders-in-chief, and shall accomplish such tasks as may be assigned.

3. The Commandant of the Coast Guard shall be responsible for administration of the Coast Guard through his chain of administrative command. This administration shall include, but not be limited to:
 - a. The development and establishment of basic operational policy and doctrine for tasks and functions administered by the Commandant, or peculiar to the Coast Guard.

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- b. Procurement, indoctrination, specialized training, assignment, and discipline of all Coast Guard military and civilian personnel.
 - c. Management of funds allocated for Coast Guard operations.
 - d. Logistic support of Coast Guard forces under his command.
 - e. Logistic support of personnel and parts unique to equipments of Coast Guard forces under naval command.
 - f. Technical control of Coast Guard material.
 - g. Operation of Coast Guard communications systems to carry out assigned tasks where augmentation of Navy communications is required, expanding such systems where necessary, and connecting them to appropriate Navy systems.
 - h. Command of Coast Guard Headquarters and headquarters units.
4. The Coast Guard shall provide for augmentation of its forces to the extent necessary to perform its military duties assigned by the CNO, as well as to continue in the performance of those statutory functions which may be delegated to the Secretary of the Navy.
5. To the extent practicable, Coast Guard ships, aircraft, personnel, and facilities will be utilized as organized Coast Guard units.

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D. The Federal Aviation Administration (FAA)

1. The relationship of FAA as a part of DOT, to ODR, is shown on Attachments C-XII-A and C-XII-B.

2. Internal organization of FAA is shown on Attachment C-XII-C.

3. Emergency organization, functions and staffing of FAA will be as follows:

a. Emergency Organization. Since it is the policy of the Federal Aviation Administration to ensure the integration of emergency responsibilities with the performance of its normal duties, no significant modification of the agency's peacetime organization will be required to enable the performance of emergency functions. To the extent that an increasing workload ensues from the implementation of additional control measures during an emergency, administration staff elements performing these functions will be augmented and realigned in the current organizational structure.

b. Functions. The assignment of responsibilities for emergency management of resources within the agency will be as follows:

(1) Associate Administrator for Development
Planning and directing recovery and rehabilitation activities with respect to: directing a centralized FAA resource management capability; claiming resources to support FAA and civil aviation; planning FAA and civil aviation utilization for survival and recovery; and directing

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changes required in the National
Airspace System.

(2) Logistics Service

Administering agency logistics and procurement programs; administering the Defense Materials System for FAA and civil aviation; making supply-requirements studies; development of resource claims; and implementing plans for utilization of surviving FAA and civil aviation resources.

(3) Systems Maintenance Service

Performing supply requirements studies for the National Airspace System; plans for utilization of surviving FAA and civil aviation resources.

(4) Airports Service

Administering operational priorities for restoration of civil airports; performing supply requirements studies for civil airports; implementing safe haven airport program.

(5) Flight Standards Service

Establishing operational priorities for the maintenance and repair of civil aircraft; performing supply requirements studies for civil aviation operating facilities; developing manpower claims for civil aviation.

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c. Staffing. The agency will accomplish its emergency resources management responsibilities through utilization of existing staff now participating in such functions on a planning basis, and by the transfer or detail of other agency personnel as the workload requires. Present staffing of the agency is shown on Attachment C-XII-C.

E. The Federal Highway Administration (FHWA)

1. Relationship of FHWA, as a part of DOT, to ODR, is shown on Attachments C-XII-A and C-XII-B.

2. Internal organization of FHWA is shown on Attachment C-XII-D.

3. Emergency organization, functions and staffing will be as follows:

a. Emergency Organization

(1) Internal Organization. The internal organization consists of the Federal Highway Administration and its three Bureaus.

b. Functions

(1) The emergency operating functions of the major organizational elements of the Federal Highway Administration are as follows:

(a) The staff offices of the Federal Highway Administration will be responsible for necessary administrative services, personnel actions, budget and finance activities, security measures, legal advice and

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guidance, legislative actions, public information, and overall coordination of emergency activities.

- (b) It will be responsible for the protection of highway transportation facilities; the reporting of damage to, contamination of, and the postattack capability of, the highway system; the postattack reconstruction of the highway system; the regulation of the movement of priority traffic on the highway system; and obtaining the manpower, materials, and equipment necessary to accomplish the foregoing.
- (c) The National Highway Safety Bureau will be responsible for the revision of highway and motor safety regulations.
- (d) The Bureau of Motor Carrier Safety will be responsible for the revision of safety regulations.
- (e) The Federal Highway Administration regional division offices will carry out the above functions in cooperation with the several State highway departments. They will normally work under the direction of the headquarters office. However, in a cutoff

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situation, they have been assigned the responsibility of, and authority for, independent action.

c. Staffing

(1) The emergency staff will be expanded as required by the actual situation as it unfolds. Preselected personnel will be assigned to carry out emergency operations in accordance with the developed emergency plan. Additional staff expansion, if necessary, will be accomplished by the relocation of additional personnel or by direct recruitment.

F. The Federal Railroad Administration (FRA)

1. Relationship of FRA, as a part of DOT, to ODR, is shown on Attachments C-XII-A and C-XII-B.
2. Internal organization of FRA is shown on Attachment C-XII-E.
3. Emergency organization, functions and staffing will be as follows:
 - a. Emergency Organization of FRA will parallel the peacetime organization. Some variation in emphasis of functions is anticipated.
 - b. Functions. In the event of nuclear attack, the normal functions of FRA will continue to the extent possible under the then prevailing conditions. However, programs which do not contribute to the recovery and rehabilitation effort will be curtailed.

- c. Staffing. Most programs will suffer a reduction in available manpower due to circumstances beyond their control. Some personnel will be shifted from one element of work to another in order to keep the most essential functions fully manned.

G. The Urban Mass Transportation Administration (UMTA)

1. Relationship of UMTA, as a part of DOT, to ODR, is shown on Attachments C-XII-A and C-XII-B.
2. Emergency organization, functions and staffing will be as follows:
 - a. Emergency Organization of the UMTA will follow the pattern of peacetime organization, with variations in activity and functions as required by emergency conditions.
 - b. Functions. Emergency functions will parallel peacetime functions stripped down to essential activities.
 - c. Staffing. Emergency staffing will be effected by drawing an existing peacetime structure for an austere staffing pattern. Excess personnel will be reassigned in the emergency structure.

H. The Saint Lawrence Seaway Development Corporation (SLS)

1. Relationship of SLS, as a part of DOT, ODR is shown on Attachments C-XII-A and C-XII-B.
2. Emergency organization, functions and staffing will be as follows:
 - a. Emergency Organization. No significant variation will exist between the peacetime

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and emergency organization, although some variation in emphasis of functions may take place.

- b. Functions. Emergency functions will be identical with peacetime functions.
- c. Staffing. Emergency staffing will be drawn from the permanent staff filling current assignments.

I. The National Transportation Safety Board (NTSB)

Relationship of NTSB, within DOT and with other agencies including ODR, will remain unchanged. Functions will be revised to reflect those essential under emergency conditions; non-essential functions and staffing will be curtailed.

J. National Highway Safety Bureau (NHSB)

- 1. Relationship of NHSB within DOT and with other agencies, including ODR, will remain unchanged.
- 2. The emergency organization, functions and staffing of NHSB will be as follows:
 - a. Emergency Organization

In event of a nuclear attack upon the United States, the NHSB will maintain the capability to carry out its functions as an element of the Department of Transportation as an agency of the Federal Government, and will assume the responsibility delegated to it by the Secretary. To assure that a capability exists to continue to function and to assume its emergency functions, predesignated relocation sites have been selected and

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equipped and personnel selected to staff the emergency organization to operate from the relocation sites.

- b. Functions. To continue the programs of the National Highway Safety Bureau under emergency conditions.
- c. Staffing. The emergency staff of NHSB will be adjusted as required by the actual situation as it develops. Preselected personnel will be assigned to carry out emergency functions in accordance with developed emergency plans. Additional staff expansion if necessary will be accomplished by the relocation of additional personnel or by direct recruitment.

K. The Civil Aeronautics Board (CAB)

- 1. Relationship of CAB to ODR and DOT is shown on Attachments C-XII-A and C-XII-B.
- 2. Internal organization of CAB is shown on Attachment C-XII-F.
- 3. Emergency organization, functions and staffing of CAB will be as follows:
 - a. Emergency Organization
 - (1) In the event of a nuclear attack on the United States, the CAB will maintain the capability to carry out its vital functions as an agency of the Federal Government and will assume the responsibility assigned it by Executive Order 11490 for the War Air Service Program. To assure that a

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capability exists to continue to function and to assume its emergency functions, pre-designed relocation sites have been selected and equipped and personnel selected to staff the emergency organization to operate from the relocation sites.

(2) Attachments C-XII-F and C-XII-G show the emergency organization of the CAB and its relationship within the Federal establishment for its assigned resource management responsibilities under Executive Order 11490 for the War Air Service Program.

- b. Function. To operate the War Air Service Program. (See Attachment C-XII-H.)
- c. Relocation Staff. CAB staff will be organized into staffs B, C and D. Staff D will be headed by the Chairman; The D staff will be responsible for policy, program review, and budgetary action; Staff C will be under the vice-chairman; and Staff B will be located with the DOT relocation staff for liaison and coordination. Staff B will maintain liaison with OET. The "C" staff will be responsible for Continuity of Government operations, and for CAB regulatory and WASP functions. The three staffs will operate under the general supervision of the Chairman.

L. The Interstate Commerce Commission (ICC)

- 1. Relationship of ICC with ODR and DOT is shown on

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Attachments C-XII-A and C-XII-B.

2. Internal organization of ICC is shown on Attachment C-XII-I.
3. Emergency organization, functions and staffing of ICC will be as follows:
 - a. Emergency organization will utilize the existing peacetime organization in place. Expansion will be by Executive Reservists and Mobilization Assignees.
 - b. Functions
 - (1) Headquarters:
 - (a) Office of the Managing Director will be responsible for the day-to-day administration of the Commission operations. In connection with mobilization matters, the Managing Director will be responsible for Federal-State cooperation activities.
 - (b) Office of the Secretary will be responsible for the Commission's national security information activities, except for matters of personnel security, which will be vested in the Personnel Office. In addition, the Secretary will provide for continuity of the agency's functions, including Site No. 1 and Site No. 2 arrangements and the preposition of essential records.

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(c) The Bureau of Operations, under the overview of the Assistant to the Director (Mobilization Officer), will be responsible for the preparation, development, and direction of national emergency plans and programs covering railroad, motor carrier and inland water carrier utilization, reduction of vulnerability, emergency maintenance and restoration, and operations in an emergency. It will be responsible for the activation of ICC's National Defense Executive Reserve Unit to augment its national emergency capability in administering emergency programs, when required. The Bureau will also provide guidance and consultation to domestic surface transportation and storage industries.

(2) Field:

- (a) Regional Managers will be responsible for liaison, coordination, and evaluation of the Commission's mobilization and emergency activities in the field.
- (b) The technical aspects of programs relating to various surface modes of transportation will be under the

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direction of the Bureau of Operations. With these considerations in mind and to assure support and awareness by the Regional Manager in all facets of the mobilization program, a rail program representative, a motor carrier representative, and an inland water representative have been designated in each OEP region as alternate to the regional manager.

- (c) Assignments or directives will be issued by the Bureau of Operations to program representatives and additional staff members at regional and State levels, keeping the regional managers sufficiently advised.

- c. Staffing. The staffing requirements to implement the defense functions assigned the Chairman will be time-phased and expanded in direct proportion to the severity of the situation. Regular employees will be initially utilized until such time as the magnitude of the effort requires expansion. Staff expansion will be met by direct recruitment and selective activation of National Defense Executive Reservists, as authorized.

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M. Department of Commerce (DOC)

1. The Maritime Administration (MARAD)

- a. Relationship of MARAD, as a part of DOC, to ODR and DOT is shown on Attachments C-XII-A and C-XII-B.
- b. Internal organization of MARAD is shown on Attachment C-XII-J.
- c. Emergency organization, functions and staffing of MARAD will be as follows:
 - (1) Emergency organization of MARAD will be as shown on Attachment C-XII-J.
 - (2) Functions of the several emergency elements as shown on the chart, will be the same as peacetime functions with emphasis on emergency requirements.
 - (3) Staffing. The Administrator will accomplish MARAD's emergency resources management responsibilities through utilization of existing staff now participating in such functions on a planning basis, and by the transfer or detail of other administration personnel as the workload requires.

2. National Oceanic and Atmospheric Administration (NOAA)

- a. Relationship of ESSA, as a part of DOC, to ODR and DOT is shown on Attachments C-XII-A and C-XII-B.
- b. Emergency organization, functions and staffing of ESSA will be as follows:

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- (1) Emergency Organization. Emergency organization of ESSA will parallel the existing peacetime organization with the possibility of some modification depending on the effect of damage and the requirements placed on ESSA. Emergency operations will be conducted at the various relocation sites established for the headquarters operations and the primary field organization of ESSA. Standby orders for emergency use are prepositioned at all headquarters and field levels and the chain of command under varying circumstances has been clearly defined.

- (2) Staffing. Increased demands on the basic functions of ESSA will necessitate an increase in personnel. Additional staffing will be accomplished by recruiting personnel in the immediate area of relocation sites.

N. Department of Defense (DOD)

Department of the Army, Office Chief of Engineers

OC of E (CW)

1. Relationship of OC of E (CW), as a part of DOD to DOT and ODR is shown on Attachment C-XII-A and C-XII-B.

2. Internal organization is shown on Attachment C-XII-K.

3. Emergency organization, functions and staffing will be as follows:

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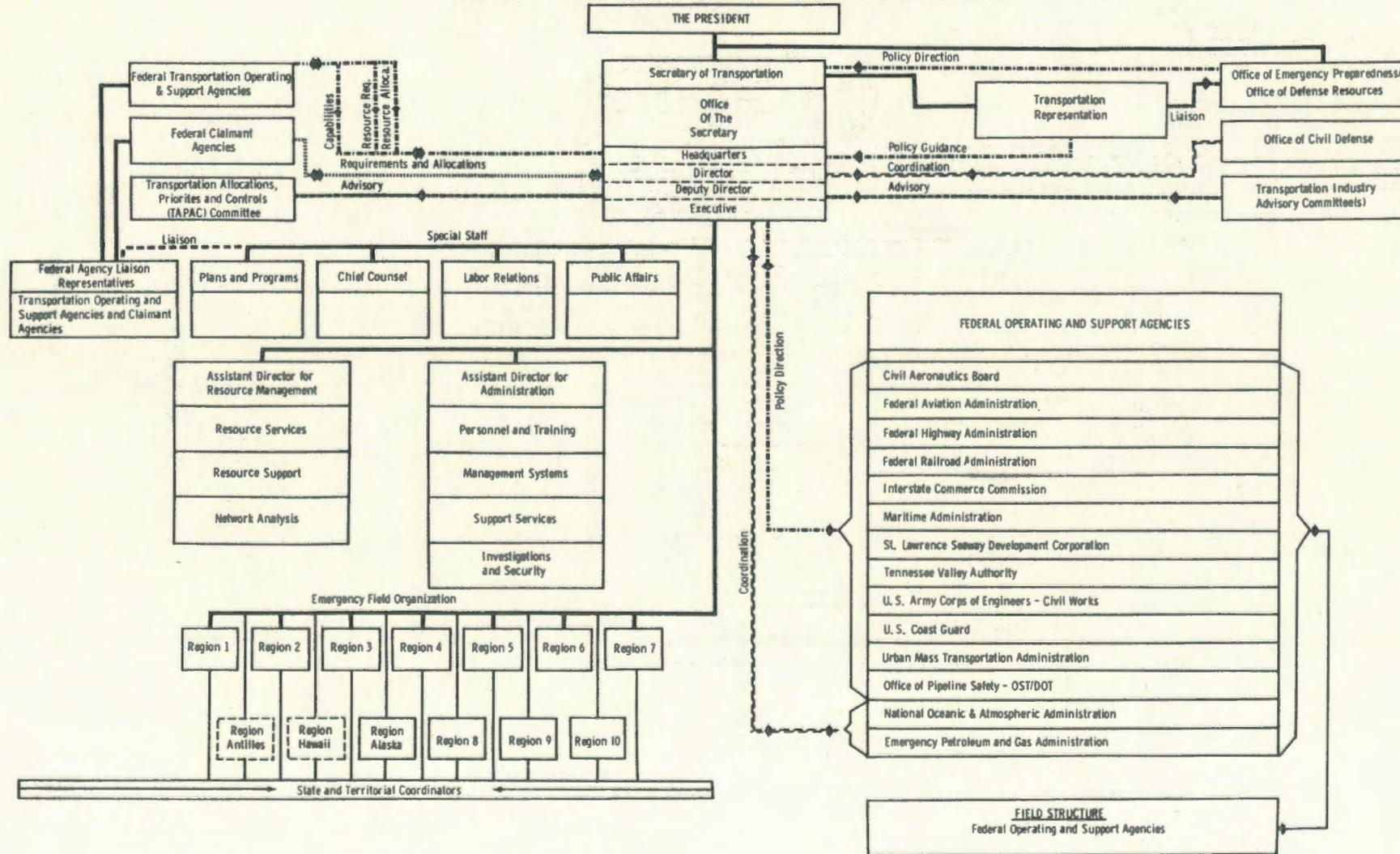
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- a. Emergency Organization will follow the form on Attachment C-XII-K.
 - b. Staffing will follow current patterns.
- O. Tennessee Valley Authority (TVA)
1. Relationship of TVA to ODR and DOT is shown on Attachments C-XII-A and C-XII-B.
 2. Internal organization of TVA is shown on Attachment C-XII-L.
 3. Emergency organization, functions and staffing of TVA will be as follows:
 - a. Emergency Organization will be patterned after peacetime organization structure.
 - b. Functions. TVA functions in emergency will be to continue operation of the locks and dams of the Tennessee River system.
 - c. Staffing will be drawn from existing staff.

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**DEPARTMENT OF TRANSPORTATION
EMERGENCY ORGANIZATION
(DOT EO)
STRUCTURE
FOR THE
EMERGENCY MANAGEMENT OF THE TRANSPORTATION RESOURCE**



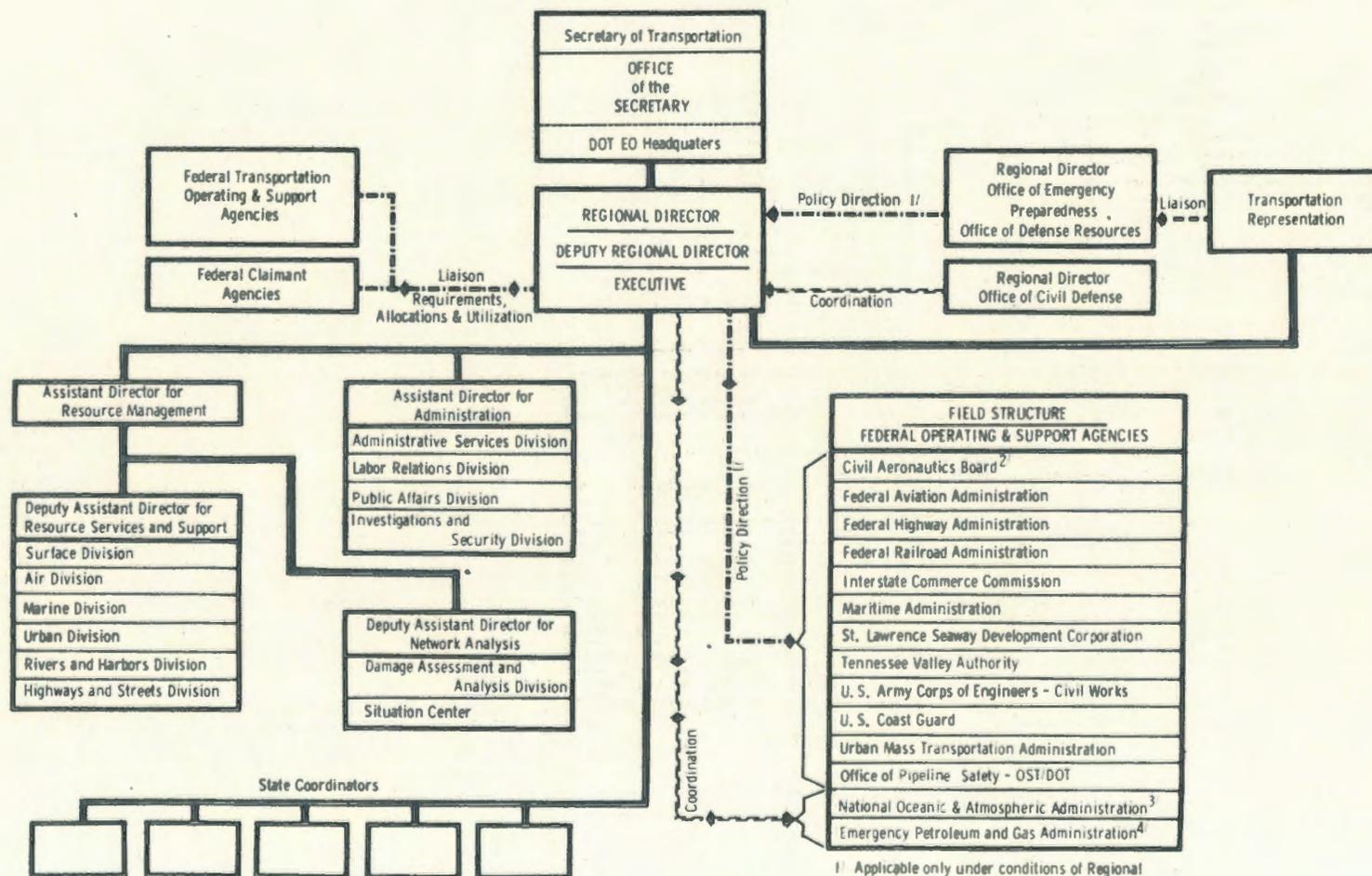
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ATTACHMENT C-XII-A

**DEPARTMENT OF TRANSPORTATION
EMERGENCY FIELD ORGANIZATION
FOR THE
EMERGENCY MANAGEMENT OF THE TRANSPORTATION RESOURCE
REGIONAL OFFICE**



1/ Applicable only under conditions of Regional isolation: all other times, coordination.
 2/ CAB having no field organization has designated the Federal Aviation Administration as its field agent.
 3/ Does not claim on Transportation for Supporting Resources. Provides specialized hydrographic and aeronautical data.
 4/ Does not claim on Transportation for Supporting Resources. Provides petroleum and gas pipeline data.

October 1971

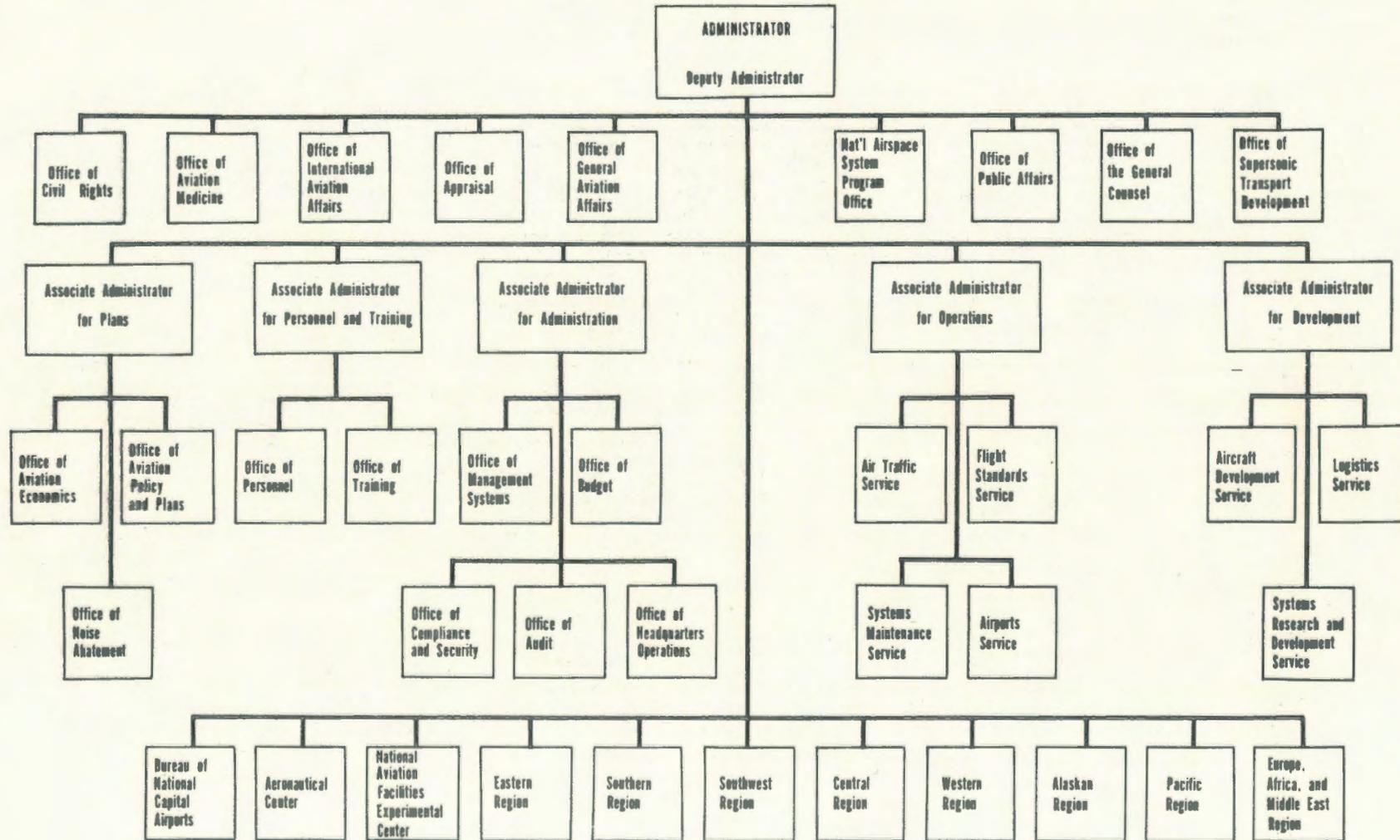
ATTACHMENT C-XII-B

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DEPARTMENT OF TRANSPORTATION
FEDERAL AVIATION ADMINISTRATION



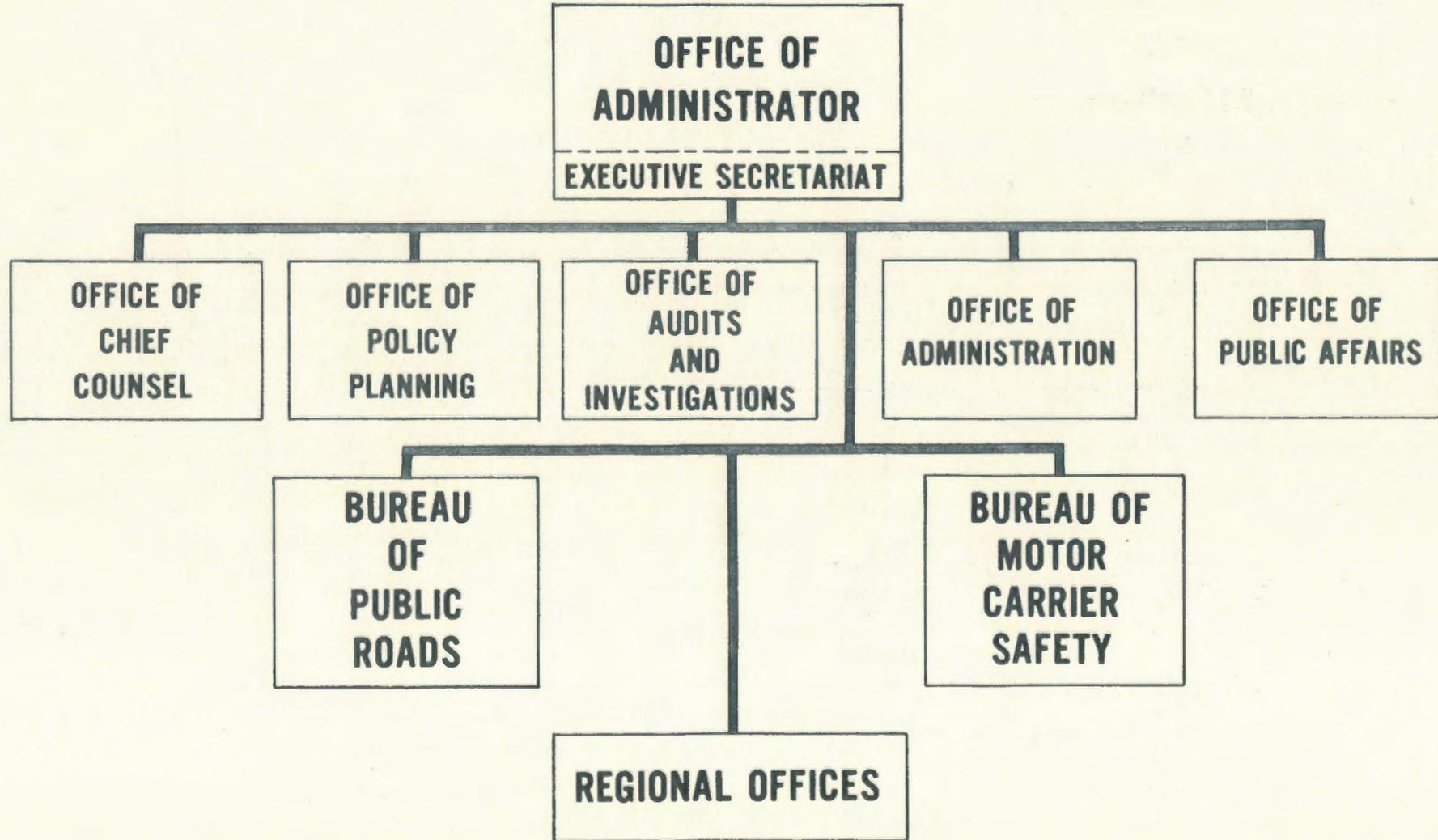
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ATTACHMENT C-XII-C

**U. S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION**

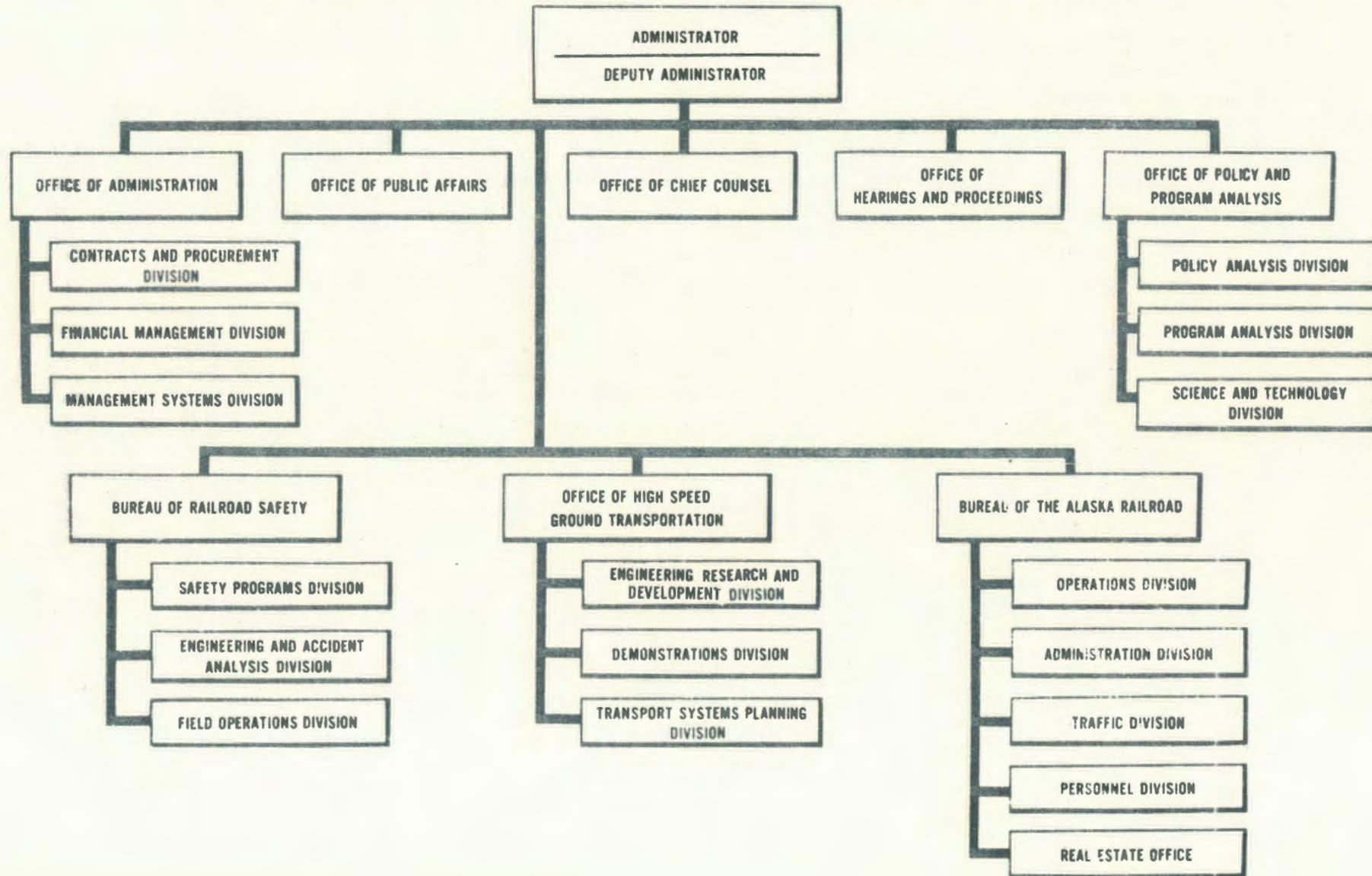


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ATTACHMENT C-XII-D

FEDERAL RAILROAD ADMINISTRATION



March 3, 1970

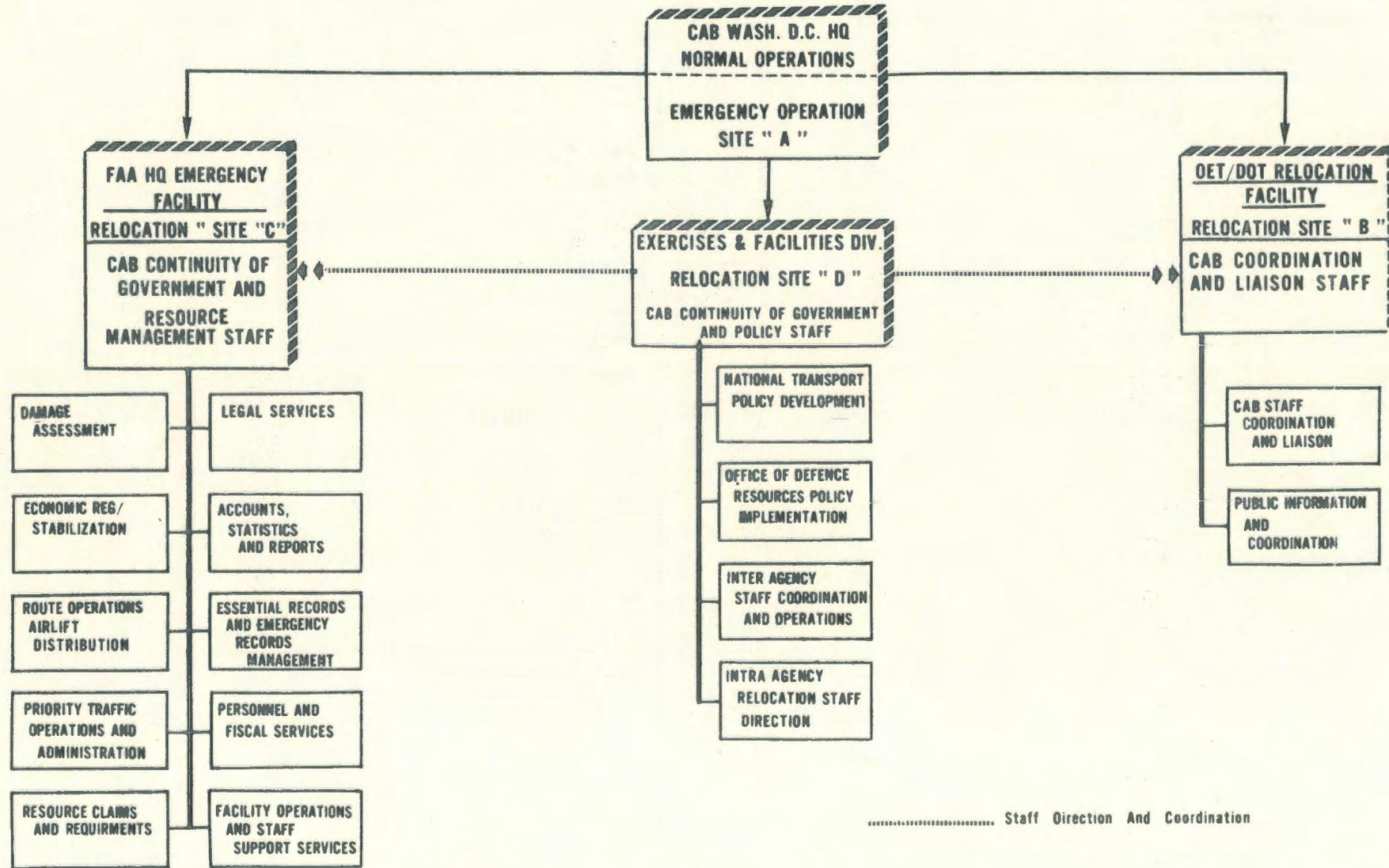
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ATTACHMENT C-XII-E

CIVIL AERONAUTICS BOARD EMERGENCY RELOCATION ORGANIZATION (PROVISIONAL)



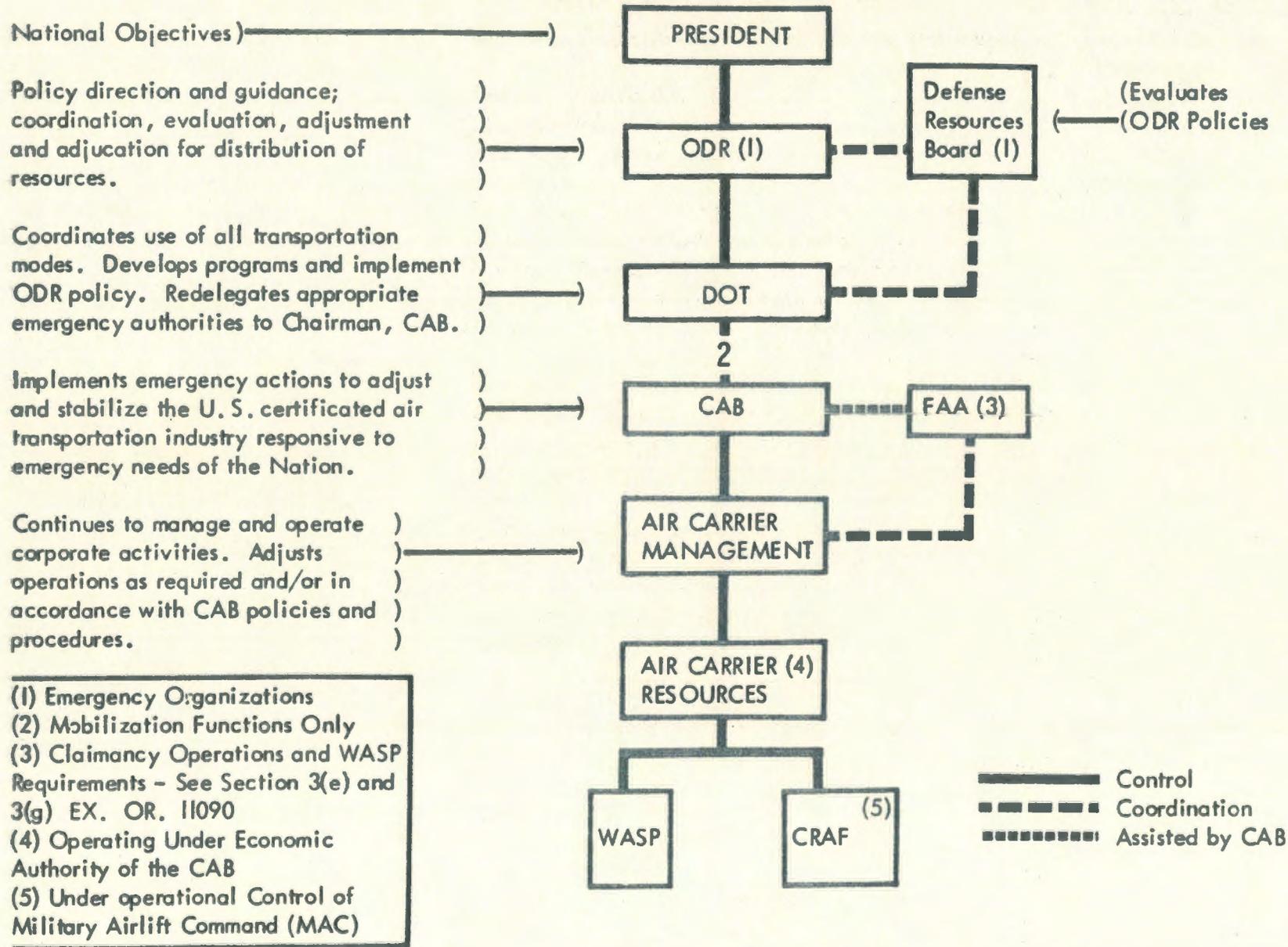
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ATTACHMENT C-XII-F

RESOURCE MANAGEMENT FEDERAL GOVERNMENT EMERGENCY ORGANIZATION AIR TRANSPORTATION

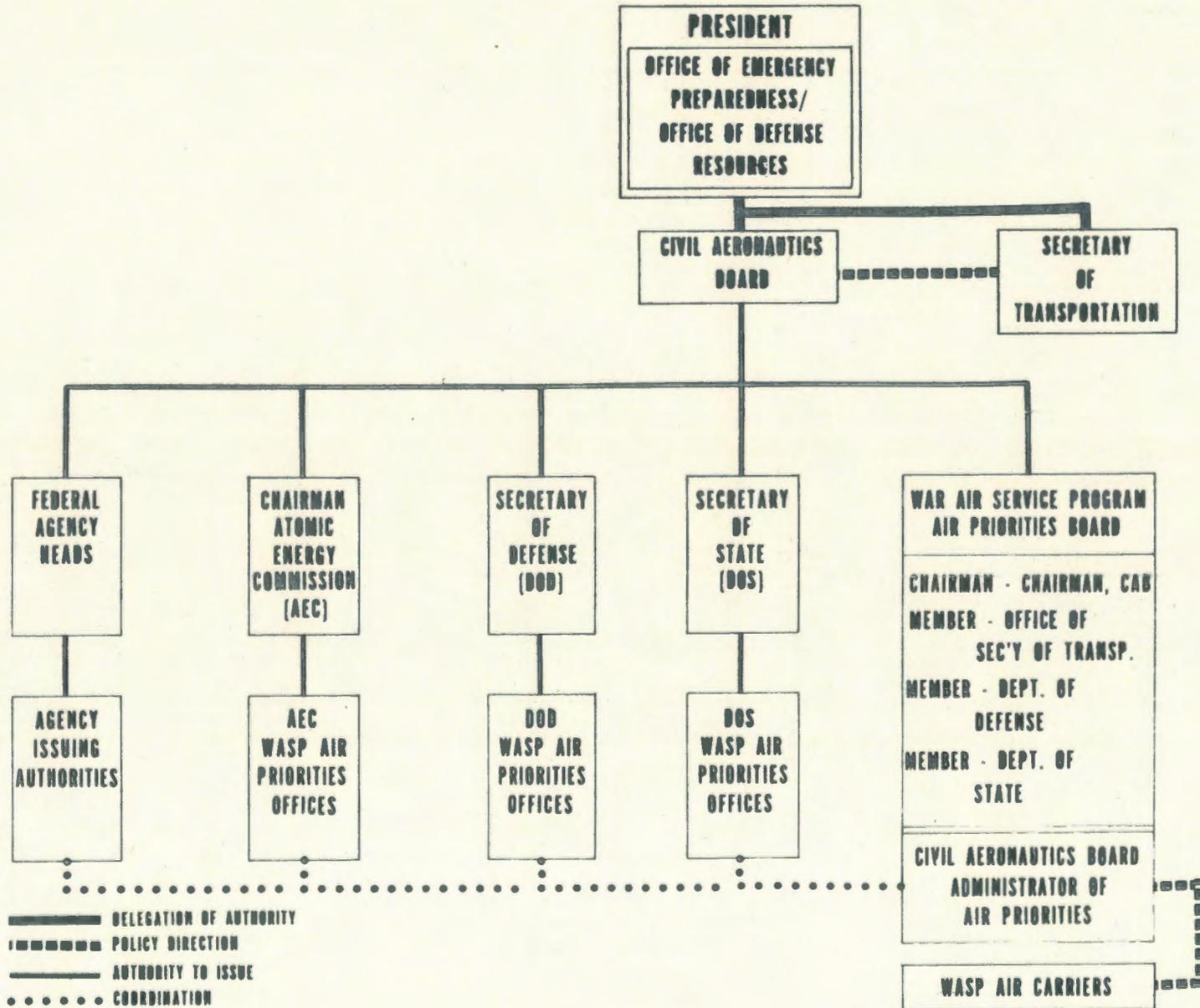


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ATTACHMENT C-XII-G

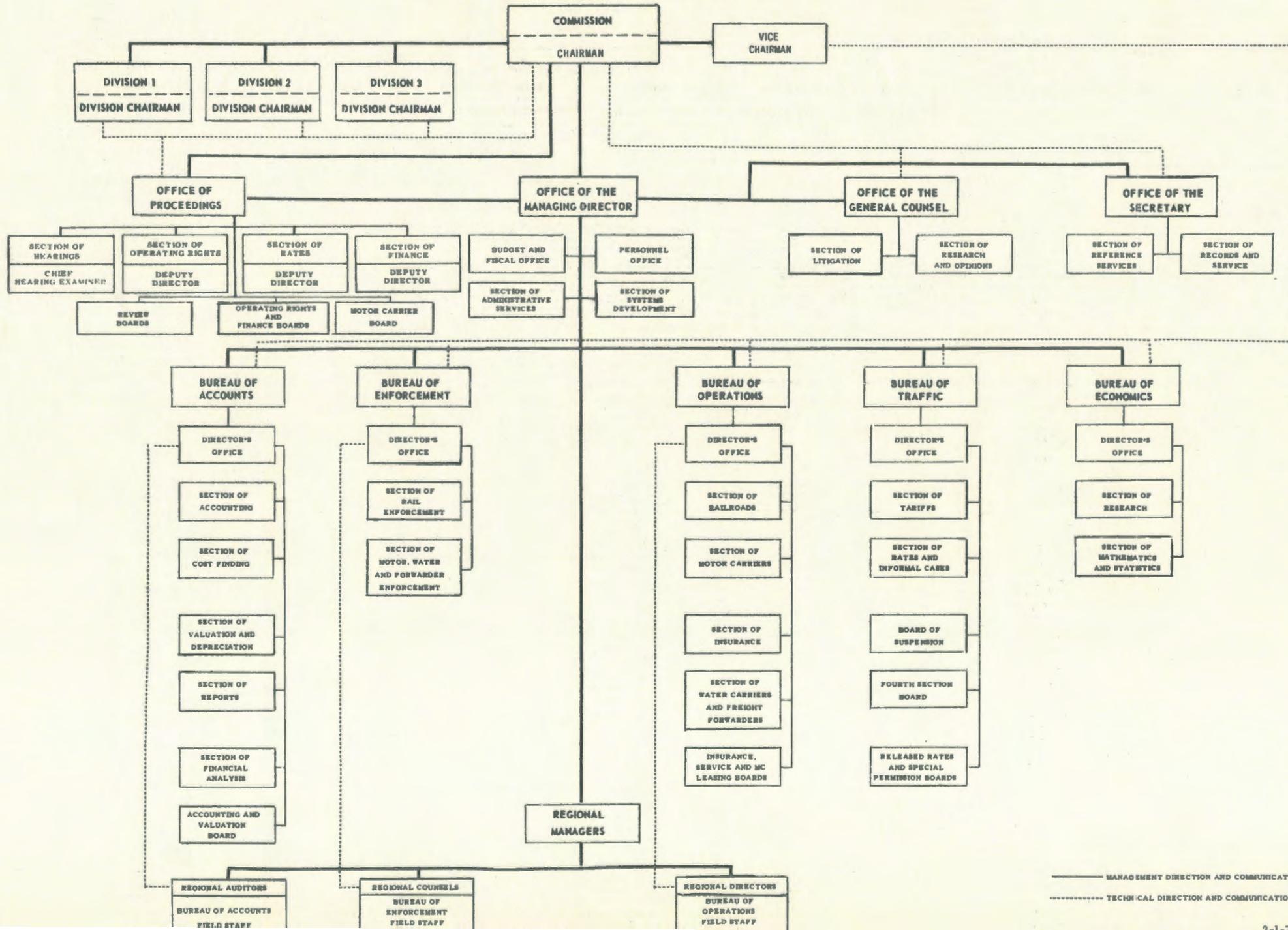
WASP AIR PRIORITIES ORGANIZATIONAL CHART



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ATTACHMENT C-XII-H

INTERSTATE COMMERCE COMMISSION



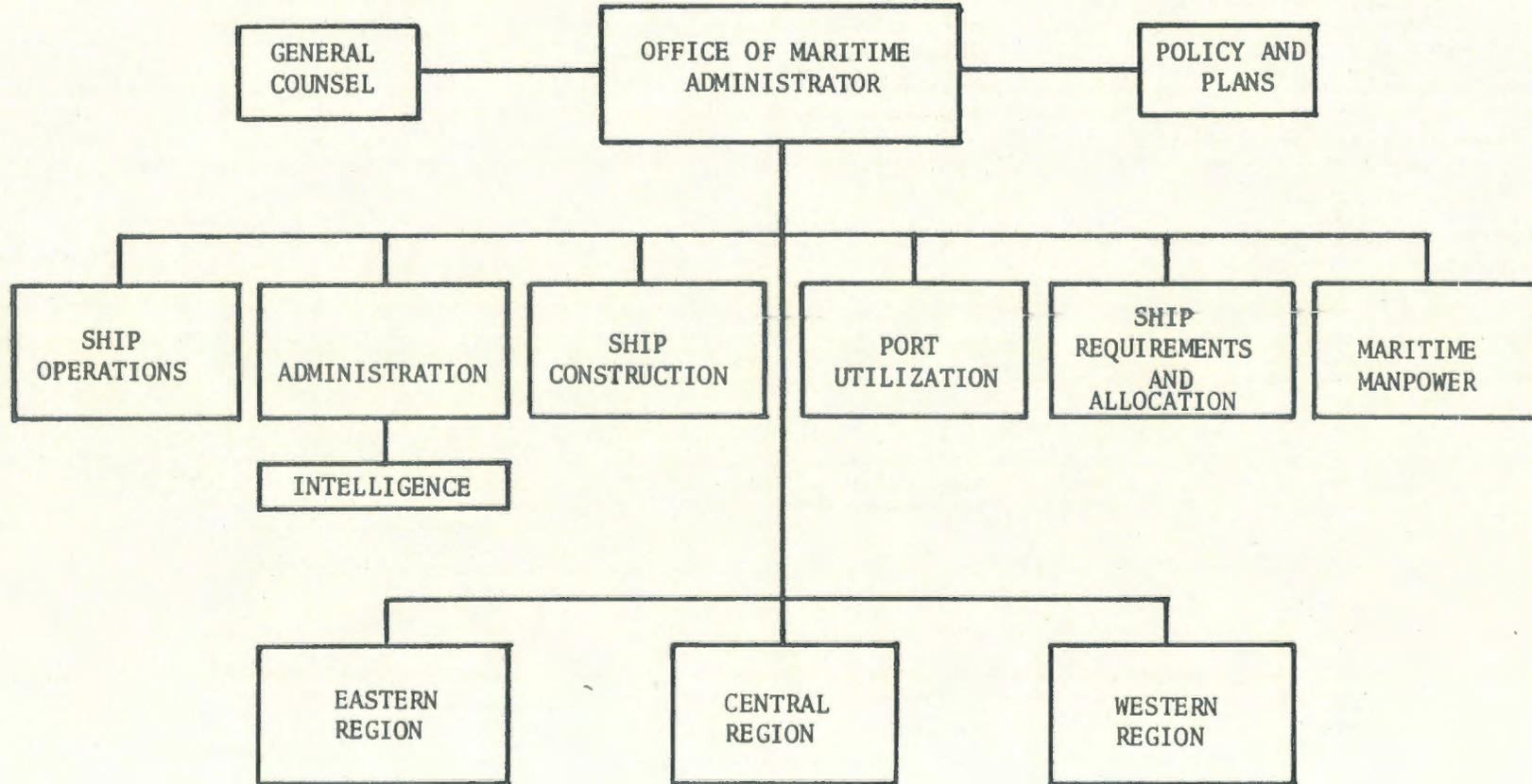
————— MANAGEMENT DIRECTION AND COMMUNICATION
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ATTACHMENT C-XII-1

MARITIME ADMINISTRATION
Full Mobilization Organization
(Proposed)



FOR OFFICIAL USE ONLY

FOR OFFICIAL USE ONLY

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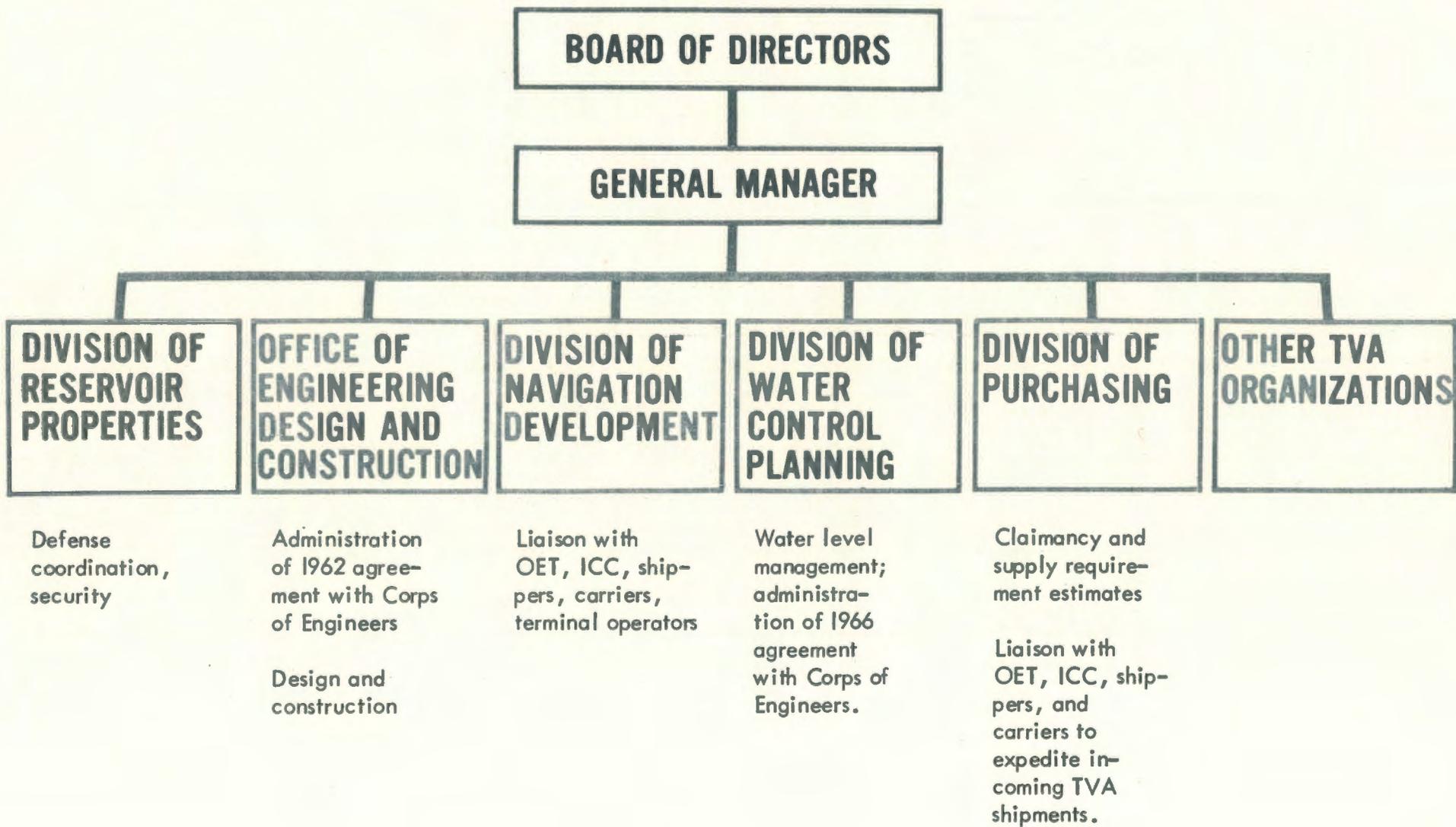
ATTACHMENT C-XII-5

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TENNESSEE VALLEY AUTHORITY

GENERAL ORGANIZATION AND FUNCTIONS



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ATTACHMENT C-XII-1