

SECTION SIX

ACTIONS BY RISK AREA GOVERNMENTS TO PREPARE FOR CRISIS RELOCATION

This section outlines actions which may be taken by governments of risk areas during periods of international crisis to prepare for crisis relocation, if they had not previously developed detailed relocation plans. (Sections One through Four, and Seven through Twenty-One of this guide cover actions to prepare for the other Nuclear Civil Protection option--protecting the population in-place, in best-available existing protection near homes, schools, and places of work.)

Crisis relocation planning was started in each of the States between 1977 and 1979 and will be continued in the 1980's. Planning includes work with officials of risk-area jurisdictions to develop detailed crisis relocation plans and capabilities to move people from risk areas, over a period of several days during an intense international crisis, to surrounding low-risk "host" areas. Risk area planning includes (1) allocation of risk-area population to host jurisdictions, including preparation of standby emergency information materials for the public on "where to go and what to do" if relocation is directed; and (2) risk-area operations for the initial relocation movement (including traffic control), for providing security in the risk area, for keeping essential industries and services in operation (by commuting key workers from nearby host areas), and for sheltering people still in the risk area in best-available blast protection in case of attack.

Progress in developing plans and capabilities for the contingency of crisis relocation will depend upon resources available. It is possible that a severe crisis could arise before detailed plans had been completed for all U.S. risk areas, and it is conceivable that crisis relocation could be directed even though plans were not available for some risk areas. Also, a developing peacetime hazard (such as a potentially serious accident at a nuclear reactor facility, or a possible terrorist threat against a U.S. city) could require rapid development of plans to evacuate threatened areas.

Thus, during an international crisis it would be prudent for risk-area jurisdictions without detailed crisis relocation plans (CRP's) to develop ad hoc or improvised plans for relocation operations. This would also be true in case of a

developing peacetime threat that could require evacuation.

During a crisis situation, State CD personnel would probably not be able to provide detailed on-site guidance or assistance for each risk area. However, in most cases State staffs would be able to advise risk area planners of the host counties set aside for each risk area, and of the major routes to be used for auto and bus movement. In many cases, depending on the progress made previously in relocation planning, the State could provide at least an initial version of emergency information materials for the public. This could include maps showing the risk area and surrounding host counties, as well as general instructions on what things evacuees should take with them, on the nature of fallout and how to improvise protection, and related matters.

The State may also be able to provide copies of detailed planning guidance (CPG 2-8-C, "Operations Planning for Risk and Host Areas," January 1979), and possibly examples of completed risk-area CRP's for other jurisdictions in the State, including examples of Emergency Public Information (EPI) materials.

This section is not intended as a detailed guide to crisis relocation planning for risk areas. Rather, it is a checklist of the most important aspects only, of ad hoc or improvised arrangements for relocating population from risk areas. As such, it may be of substantial help to smaller or medium-sized risk areas lacking detailed plans, whereas it may be of only limited value for large risk areas.

In any case, a high degree of initiative, improvisation, and coordination would be called for from government and non-government leaders in risk areas--and a high degree of cooperation from evacuees. Natural disaster experience is that most people will be highly cooperative, but also that this requires timely, accurate, and authoritative information and instructions from government leaders.

Actions to Increase Risk Area Readiness for Population Relocation

1. Obtain Information

CD director should obtain as much informa-

tion as possible from the State staff concerning status of crisis relocation planning in the State (as this affects the locality), and any indications of developing spontaneous evacuation. He or she should also, if possible, secure from the State copies of CRP planning guidance, examples of completed risk-area CRP's from elsewhere in the State, and other materials that would assist in rapid, ad hoc planning in the locality. This may include information on host areas set aside for the risk area and traffic routes to be used, and possibly an initial draft of "where to go and what to do" EPI instructions for the public.

2. *Brief Head of Government*

CD director brief head of government and other key executives on the situation, on potential local problems should crisis relocation be directed, on status of crisis relocation planning within the State, and on initial planning (if any) affecting the jurisdiction.

CD director should also recommend participants for an initial meeting of governmental and other leaders to consider the situation and commence development of ad hoc relocation plans. In risk areas of significant size, a number of jurisdictions may be involved (central city and suburbs) and *interjurisdictional coordination* will be of great importance, as well as coordination with State authorities (such as State police and CD agency). Thus, it may be advisable for the chief executive of the central city, or of the major metropolitan county, to take the lead in ad hoc planning for the entire risk area. A State CD Area Director for the risk area may be able to assist, and in some areas there may be Councils of Government or similar organizations of local chief executives which can provide a vehicle for coordination of ad hoc planning.

Participants in the initial meeting should include persons able to address problems such as traffic control, emergency public information, providing for public safety, keeping essential services and industries in operation during a relocation period, and providing transportation for hospital patients and those in various types of institutions (such as nursing homes or prisons). Thus participants to be considered may include county and municipal chief executives or managers, legal officers, law enforcement officials, fire chiefs, news media representatives, transportation officials (such as local bus company representatives, to provide transportation for those without cars), school officials, public

health officials, representative of the local medical society, hospital and nursing home representatives, welfare officials, and representatives of local industry (such as the Chamber of Commerce). Participation by the metropolitan area planning commission, or similar group, is of great importance, as such a group may be a source of planning expertise and detailed data, and may indeed be assigned the primary role in ad hoc planning.

3. *Brief Government Officials and Other Leaders, and Assign Responsibilities*

Central city head of government, Council of Government, or other suitable person(s) convene initial meeting of local leaders decided upon in Step 2.

Brief leaders on the crisis situation, the current status of planning, the possibility of crisis relocation, the problems that could then confront the jurisdiction, and the need for rapid ad hoc planning for population relocation.

Outline basic emergency organization in existing local CD plans, and the additional operations that would be needed should the crisis intensify and require population relocation, such as (a) providing emergency information for the public ("where to go and what to do"); (b) traffic control; (c) providing transportation for those without cars and the institutionalized (hospital and nursing home patients, prisoners); (d) keeping essential industries and services in operation during the relocation period (by key workers commuting from nearby host areas); (e) providing for orderly shutdown of any industrial facilities that would be damaged if left unattended (such as steel plants or chemical process plants); and (f) providing for protecting those still in the risk area in best-available blast protection should an attack occur.

Assign responsibilities for planning in the foregoing basic areas, and designate a chief for planning sub-groups where representatives from a number of different groups—or from a number of jurisdictions—are involved.

Designate an overall planning director, to coordinate and direct the efforts of all involved in ad hoc planning. (One possible candidate would be the director of the metropolitan area planning commission, if there is an effective group of this type serving the entire risk area.)

Provide for liaison and coordination with State authorities (such as State CD Area office, State police).

4. Start Development of Ad Hoc Relocation Plans

Allocation and Assignment of Evacuees—Use any information made available by the State on host areas “allocated” (set aside) for the risk area. If additional information is available on “assignment” of people from specific parts of the risk area to specific host areas, use this. (Example: “People living in Zip Code areas X and Y go to Host County Z, using U.S. Highway 00.”) If such information is not available, develop such an assignment, attempting to equalize traffic loading on routes to the host counties. (See Chapter 3 of CPG 2-8-C, “Operations Planning for Risk and Host Areas,” January 1979.)

Emergency Public Information—Local news media representatives develop materials and procedures for providing official information and advice to risk area residents, should crisis relocation be directed. Specific information and instructions would be based on the risk area allocation and assignment outlined above, and the operational planning outlined below. Stress is on developing “hard copy” (newspaper) materials, but plans should also provide for use of radio and TV to supplement more detailed newspaper materials.

Use any initial EPI materials made available by the State for the risk area. If such material is not available use any example materials made available for other risk areas in the State.

The general approach should be to develop initial EPI materials as soon as possible, and then to refine the materials progressively as planning proceeds. Initial newspaper materials should include (a) a map of the risk area and of the corresponding host areas, with major traffic routes shown; (b) things evacuees should be prepared to take with them (such as work gloves and tools for developing shelter in host areas, nonperishable food, battery-powered radio, bedding, sanitation and medical supplies, baby supplies, important papers); (c) use of vacation cabin if available; (d) initial assignment of people living in various parts of the risk area to appropriate routes and host areas; (e) filling fuel tanks of private autos, in case relocation is directed; (f) action for those without cars (such as, report to nearest elementary school if friends or neighbors cannot provide transportation); (g) outline of nuclear attack effects from standard CD publications; (h) methods of improvising fallout protection in host areas, including illustrations of expedient shelter designs appropriate

for the area, also of techniques for fallout upgrading of larger buildings (use illustrations from those provided at the end of Section Five); (i) what to do upon arrival in host areas (such as, follow local police instructions on parking, report to a local school for registration and assignment to temporary lodging).

As planning progresses, the initial EPI materials should be refined. This may include (a) more detailed assignment of people in various parts of the risk area to specific host counties (as, by Zip Code areas, or elementary school districts); (b) more detailed instructions on routes to follow; (c) more detailed instructions for those without transportation (such as, times to report to schools or other designated locations for bus transportation); (d) designation of essential industries and services (see below), and instructions for key workers and their families to go to specific nearby counties set aside for key workers, from which the key workers can commute into the risk area to keep essential industries and services operating.

Transportation and Movement Planning—Local police, transportation department, city bus company, and others as appropriate develop plans for traffic control and movement. Planning to move the institutionalized (hospital and nursing home inmates, prisoners) will require coordination with those in charge of institutions, and may present difficult problems in moving patients unable to board buses, or requiring security arrangements (some prisoners, some psychiatric patients). Planning to provide transportation for those without cars will usually involve use of city and/or school buses; also, arrangements will be needed to dispatch buses to pickup points, and from these points to host areas. If pickup points are at schools, school authorities should be asked to organize dispatching operations at schools, to be operated in coordination with the city bus company or other appropriate organization. The bus company should be asked to take actions to assure availability of drivers.

As transportation and movement plans are developed, materials should be provided to those developing EPI materials, as a basis for updating and refining instructions for the public.

Health-Medical Planning—Local public health officials, hospital representatives, representatives of physicians' groups, and others as appropriate develop plans for reducing hospital censuses as much as possible (as by early discharge of patients as feasible, or suspending elective

surgery). Plans should also provide for keeping hospitals in operation on a reduced staffing basis for patients who cannot be moved; staff required would be designated as key workers, to commute from nearby host areas.

Public Safety—Police and fire department officials develop plans to maintain security in the risk area if relocation is directed. Police planning includes surveillance of the area to detect fires and unlawful activity, by aerial surveillance as available and by street patrols. (Other police elements would be required for traffic control.) Fires that occur in the risk area can be expected to be larger in size than is normally the case, because of the problem of early detection.

Police and firefighting personnel needed to maintain public safety in the risk area would be key workers, and should commute into the risk area from nearby host areas. Any police or fire personnel not needed for the risk area should be dispersed to host areas for the general risk area population, and should report to police and fire authorities there, to assist in host-area public safety operations.

Essential Industries and Services—Representatives of risk-area industries and services that are essential should plan to keep such activities in operation during the relocation period. Essential activities generally include those needed to support evacuees in host areas (food processing and wholesale distribution, pharmaceutical production and distribution, transportation); communications (telephone); news media (newspapers, radio, TV); energy (petroleum refining and pipeline and wholesale distribution, electric power generation); utilities (water, gas); and the most essential defense production (with emphasis on production of ordnance consumed at a high rate in combat operations—the State CD staff may be able to specify critical defense industries that should be kept in operation during a relocation period, based on Department of Defense guidance previously provided to the States).

The short time available for ad hoc relocation planning will probably not permit sophistication in designating essential activities. However, most essential activities can be kept in at least partial operation by supervisory personnel (as when refinery or telephone company supervisors maintain operations during a strike). Thus, not all employees of an essential activity are “key,” and limited operations can often be kept going by only 20 or 30 percent of the normal workforce.

Key workers and their families should go to nearby host areas, from which the key workers can commute into the risk area to maintain operations, as on a two-shift basis.

Orderly Shutdown of Certain Industrial Processes—Certain industries require orderly shutdown over a period of hours or days if severe damage is to be avoided. These include, among others, production of iron, steel, and other basic metals, and various chemical process industries.

Personnel needed for orderly shutdown of such industries would be “key workers.” They should go with their families to nearby host areas, from which the key workers would commute to phase the plant down to a safe standby status.

Shelter for Persons Still in the Risk Area at the Time of Attack—Key workers of essential industries and services, police officers and firefighters on duty, and others still in the risk area would need best-available protection should an attack occur.

In general, most below-ground (basement) space offers better blast (as well as fallout) protection than above ground areas. Guidance should be developed on identification and use of such space. Home basements provide a modest level of blast protection, and many larger buildings provide moderate protection. The basements of many larger buildings built before about 1950 provide significant blast protection. However, basements of more modern buildings of “flat-plate” construction (often characterized by light-panel exteriors, with large windows) should be avoided; they may provide less resistance to blast than a home basement, and upper floors may be pushed into the basement.

Expedient shelters (such as an earth covered trench or other designs illustrated at the end of Section Five) can provide significant or substantial blast protection, as well as excellent fallout protection. Therefore, key workers of essential industries or services should be encouraged to construct expedient shelters close to their facilities, for use should attack warning be received.

Expedient shelter stocking operations in the risk area, using locally-available water containers and food, should concentrate on providing stocks for key worker shelters. (See Section Twelve of this guide.)

5. Refine and Extend Ad Hoc Planning

Groups involved in ad hoc planning, for the major areas outlined in step 4, continue to

develop plans, coordinated by the overall planning director.

Planning will cover all areas outlined in step 4, with special emphasis on (a) designation of essential industries and services to be kept in operation; (b) providing for sheltering key workers (as by planning for construction of expedient shelters providing blast protection); (c) stocking key worker shelters with water and food; (d) refining plans and arrangements to provide transportation for those in institutions unable to use buses; (e) refining plans and arrangements to provide bus transportation for those without cars, including organizing dispatch operations at schools or other pickup points, and coordination with the bus company; (f) arrangements for orderly shutdown of chemical or other industries where this is essential; and (g) enactment of any ordinances needed to provide authority for operating officials (this may include ordinances on curfews to be imposed if relocation is directed).

As planning proceeds, close *liaison should be maintained with State authorities* (State Police, CD), *and with authorities in host counties.*

As plans are refined, additional details are provided to those developing EPI materials, as a basis for continual updating and refinement of instructions for the public.

Also, all groups or organizations planning for keeping essential activities operating should provide information and instructions to their personnel, through their own channels. This would include designation of which are "key" workers, information on which nearby areas are to be used for key worker hosting, and the operations to be kept going. (Example: newspapers to suspend all operations except those needed to publish national and international news, and to provide Emergency Public Information.)

6. Develop Organizations Needed to Execute Ad Hoc Plans

Develop organizations needed to execute ad hoc relocation plans (such as school personnel to operate dispatch centers at schools, for those without cars).

7. Activate Ad Hoc Relocation Plans

If crisis relocation is directed, local officials implement ad hoc plans, including dissemination of Emergency Public Information materials previously prepared.

CRISIS RELOCATION PLANS WILL BE ACTIVATED ONLY UPON NOTIFICATION BY NATIONAL AUTHORITIES.