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GUIDE FOR INCREASING LOCAL GOVERNMENT CIVIL DEFENSE READINESS DURING PERIODS OF INTERNATIONAL CRISIS

Introduction

Periods of increased international tension may occur from time to time. Civil defense Increased Readiness (IR) actions taken by State and local authorities during such crisis periods could save millions of lives if attack should occur. In addition, such actions could help to alleviate public anxiety and to advance the civil defense program on a permanent basis.

This part of the Civil Preparedness Guide provides guidance for State and local chief executives and governments on measures to increase local government civil defense readiness in times of increased tension. The sections describe local government Increased Readiness actions in a number of functional areas, such as briefing key officials, increasing EOC manning levels, and increasing the operational readiness of public shelter.

While this guide addresses actions to be taken during a crisis that could escalate to a nuclear attack, many of these actions are equally appropriate should natural disaster or a peacetime emergency threaten (such as a potentially serious accident at a nuclear power facility, or a possible terrorist threat to a U.S. city).

The Increased Readiness actions in each area are arranged in steps or "ladders," from initial review of plans through to maximum readiness, and the materials are printed so that the section of interest to a specific local official (such as the chief of police) may be detached and given to him. The steps included in each section are intended as a checklist or point of departure, to be used in developing specific local plans for carrying out IR actions in a period of increased international tension.

It should be noted that Increased Readiness actions are *not* a substitute for day-to-day effort in building local readiness. There is no "instant civil defense." But regardless of the degree of progress that a given locality may have achieved in its civil defense program, IR actions would be essential in a period of increased tension.

Local Government Actions in Periods of International Crisis

Local Increased Readiness actions in periods of crisis would be authorized and directed by

the chief executive of the local jurisdiction, and carried out by the civil defense director and other local department heads and their staffs. To avoid undue public concern, local chief executives and key officials should exercise care and good judgment in initiating and carrying out IR measures, if specific advice on appropriate IR actions has not been received from the State or Federal level.

Such actions as meetings of key local officials to review civil defense plans would not be likely to give rise to substantial concern even if they were reported by news media. On the other hand, such actions as manning public shelters with shelter managers and radiological monitors, or advising citizens to improvise additional fallout protection in their homes, could result in substantial public concern.

Figure 1 (foldout) lists the IR actions described in the following sections, and groups them into four classes, related to the level of public concern they might create. In the absence of specific advice from the State or Federal levels on the IR actions appropriate at a specific time, the checklist provided in Figure 1 will provide assistance to local executives in selecting the IR actions they deem appropriate.

In case of doubt as to the propriety at a given time of specific Increased Readiness actions, State civil defense offices should be consulted. (States may in turn consult Regional offices.)

The ladders of actions illustrated in Figure 1 may be used as a checklist, during either civil defense exercises or crisis situations. Local chief executives or civil defense directors may find it convenient to detach the Figure 1 list and use it as a desk-top sheet on which to check IR actions taken by the local officials responsible for the various functional areas covered.

Crisis Relocation

Crisis relocation planning was started in each of the States in the period between 1977 and 1979, and such planning will be continued in the 1980's. Planning is intended to provide an *additional option* for protecting the population—a capability for orderly relocation of people from potential high-risk areas to lower-risk host areas, over a period of several days,

should time permit during a crisis. Actions would be essential for reception and care of evacuees in host areas (including feeding and temporary lodging), and for development of fallout protection. A capability for protecting the population in-place will also be maintained, for use should time or circumstances preclude crisis relocation.

A severe crisis could result in considerable "spontaneous evacuation" from U.S. risk areas. The number of spontaneous evacuees cannot be predicted with accuracy, and would depend on the speed with which the crisis developed, and on how serious the population believed it to be.

However, social scientists believe that in many credible crisis scenarios, spontaneous evacuees could total from 10 to perhaps 20 or 30 percent of the population of many risk areas—or possibly an even higher number. Accordingly, this guide contains a checklist (Section Five) on actions a host jurisdiction should take to prepare for the arrival of spontaneous evacuees. Section Five could also be used as the basis for developing an ad hoc host-area plan should crisis relocation be directed before a given community had prepared a hosting plan in peacetime. Similarly, Section Six outlines ad hoc planning for risk-area jurisdictions should crisis relocation be directed before detailed crisis relocation plans had been developed for some risk areas. Sections Five and Six would also be helpful should a developing peacetime hazard (such as a potentially serious accident at a nuclear power reactor, or a terrorist threat) require rapid development of plans to evacuate threatened areas.

Increased Readiness Reporting

Government officials at all levels—city, county, State, and Federal—would urgently need information on Increased Readiness actions that

had been taken by local jurisdictions throughout the country, and also on public response to the crisis situation. The latter would include food and gasoline sales substantially above normal levels, also the estimated extent of any spontaneous evacuation.

Such information would be needed as a basis for governmental actions and for providing information to the public. For example, developing spontaneous evacuation would indicate a need for host-area counties to be prepared for an influx of evacuees. Above-normal food or gasoline sales could require governmental requests to the public to refrain from unnecessary purchases.

Accordingly, the civil defense emergency operations reporting system includes provision for Increased Readiness Reporting (formerly called "IRIS"). See Civil Preparedness Guide 2-10/2 (1978), on local Increased Readiness Reporting, also Section Three below, in this guide, on public response to the crisis.

State and Local Action

All local governments should develop plans, standing operating procedures (SOP's), authorities, and the operational capability to improve readiness quickly in a crisis. Increased Readiness planning should be a priority program activity.

Local Increased Readiness plans should be adapted to local conditions and needs, specifying *who does what, where, and when*. These plans should be based upon the numbered lists of activities in the following sections, and should be attachments or annexes to the appropriate parts of local CD plans.

State plans should cover guidance and support to local governments during an Increased Readiness period.