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Emergency Welfare Services Manual

Emergency Feeding



DEPARTMENT OF DEFENSE
Office of Civil Defense

NOTICE

The information contained in this publication is accurate as of the date of publication. In using this document at a later time, periodic checks should be made with your local or State civil defense director to make certain that this information is still current. State and local civil defense directors are kept constantly apprised of new information and program changes through a coordinated series of publications known as the *Federal Civil Defense Guide*.

In checking with your civil defense director, citation of the FG number on the cover will help him to be of prompt service to you.

EMERGENCY FEEDING

FG-E-13.4



Prepared by the
U.S. Department of Health, Education, and Welfare
Welfare Administration
Bureau of Family Services and the Children's Bureau
for the
DEPARTMENT OF DEFENSE
Office of Civil Defense

PREFACE

This manual on Emergency Feeding is one of a series of guidance documents prepared by the Bureau of Family Services and the Children's Bureau of the Welfare Administration, U. S. Department of Health, Education, and Welfare, for the Office of Civil Defense, Office of the Secretary of the Army, Department of Defense.

The purpose of the documents is to assist State and local public welfare (DPW) and civil defense (CD) officials in planning, organizing, and—if need arises—operating their civil defense Emergency Welfare Services (EWS) programs in event of threatened or actual nuclear attack.

Although the EWS program is designed specifically for use in event of war emergency, its application in peacetime can be invaluable. The readiness of any community to cope with nuclear attack improves its capabilities for action in peacetime disaster.

The five EWS programs are: (1) Emergency Lodging, (2) Emergency Feeding, (3) Emergency Clothing, (4) Emergency Welfare Registration and Inquiry, and (5) Emergency Social Services.

The basic objectives of the Emergency Feeding program are to sustain life and maintain the efficiency of the people, as required in a national emergency.

This manual amplifies the general directions given in the basic document of the series, "Emergency Welfare Services—Guidelines and Structure," with the detailed information necessary for planning and directing emergency feeding. The basic document should be used with this manual.

This manual has been prepared in looseleaf form so that it can be kept up to date as new information becomes available.

Those concerned with emergency feeding should use the handbook entitled, "Basic Course in Emergency Mass Feeding," which also serves as a reference manual on Emergency Mass Feeding. An instructor's guide on the same subject is also available. These two publications were developed cooperatively by the Office of Civil Defense, Office of the Secretary of the Army; the Welfare Administration, Department of Health, Education, and Welfare; and the American National Red Cross. The publications are intended to encourage training in emergency mass feeding operations at the community level.

Federal Civil Defense Guide, Part E, Ch. 13, App. 1. The Appendix, and the supplementary manuals keyed to the Guide (see inside front cover), which deal with each of the five emergency programs and with fallout protection, are distributed to DHEW and DOD-OCD offices, and to State and local officials concerned with emergency welfare. The manuals contain detailed recommendations on preparation, procedures, and materials necessary to find and train personnel; and on planning and carrying out emergency operations in the event of a national emergency.

PLANNING BASIS

The first phase of Emergency Feeding Service (EFS) planning is based on the following major assumptions:

Radioactive fallout resulting from a nuclear attack would be a major postattack hazard, and people would have to take shelter against it. While in shelter, daily requirements would be reduced by physical inactivity, but orderly procedures must exist for an equitable and efficient handling of essential food and water supplies.

Shelter-Occupancy Period

1. The nationwide civil defense program is based upon coordinated use of community and private fallout shelter for protecting the population from the effects of radioactive fallout following nuclear attack.
2. Emergency Feeding Service (EFS) plans and functions must be based upon the probability that in the immediate post-attack period people will have to remain in and be fed in fallout shelters under austere conditions, until radiation levels decrease sufficiently to permit them to leave shelter.
3. Community fallout shelters are provided with austere, federally procured emergency supplies of food, and also with water containers, sanitation and medical kits, and radiological monitoring equipment.

Post-Shelter Feeding

The second phase of Emergency Feeding Service planning is based upon the following major assumptions:

In the absence of other suitable facilities, certain community fallout shelters might have to continue in service for some time for lodging and feeding the homeless until other arrangements can be made.

When local authorities declare it is safe to leave shelter, many persons may have to be relocated to other types of temporary lodging.

Since there is no way to know where homeless people might come from or where they would be able to go, adequate emergency feeding preparations can be made only through planning for a wide range of contingencies.

The responsibility for planning, organizing, and preparing to meet emergency feeding needs—as an integral part of overall civil defense planning—is that of the departments of public welfare (DPW) at all levels of government. At the local level, emergency feeding is not a part of the day-to-day function of public welfare departments. This requires the fullest coordination with local commercial feeding resources, home economists, dietitians, American Red Cross Chapters, Salvation Army units, church groups, and others.

Working relations should be established with the military commanders responsible for "emergency provision of food and facilities for food preparation, should mass or community subsistence support be required." (DOD Directive No. 3025.10, 3/29/65—"Military Support of Civil Defense")

State Responsibilities

State departments of public welfare are responsible for developing Emergency Feeding Service (EFS), guidance and consultation, within the Emergency Welfare Service, for use throughout the State. Advice and assistance in developing the State EWS and its subordinate services is available from the U. S. Department of Health, Education, and Welfare, in coordination with the Office of Civil Defense, Department of Defense.

State-level guidance on emergency feeding is developed as part of the State civil defense emergency operations plan.

Local Responsibilities

Local departments of public welfare, under the guidance of State departments of public welfare, or local offices of State departments of public welfare, are responsible for: (1) planning the Emergency Feeding Service in accordance with Federal and State civil defense programs and guidance, and the civil defense emergency operations plan of the local government; and (2) attaining operational readiness. This includes the preparation of detailed plans

and provision of program information and guidance to the chief executive of the local political subdivision, the civil defense director, and other local government department heads.

At local level, the detailed planning requirements for emergency feeding are directly related to overall community shelter planning, to the period of shelter occupancy, and to the post-attack recovery period. Local governments are responsible for determining how food under their control will be distributed.

PREPARATIONS

Planning an effective Emergency Feeding Program involves one kind of operation at State DPW level and quite a different one locally. At State level, the task is principally one of planning, initiating, and guiding. The State DPW describes the mission of the Emergency Feeding Service and the types of personnel needed. The organization, assignment, and training of the personnel takes place locally. The State DPW suggests operational procedures; and local DPW personnel adapt them to local conditions.

State

Each State DPW director is responsible, as an integral part of his duties, for development of the whole DPW-EWS program, including development of the Emergency Feeding Program. An Emergency Welfare Officer should be designated as a staff assistant for planning the EWS activities. There should be clear designation of responsibility for the various EWS programs, including that for Emergency Feeding.

Responsibilities in developing an Emergency Feeding Program for the State as part of the State civil defense emergency operations plan include:

1. Providing guidance to localities in organizing their emergency feeding resources in selecting and training personnel, planning for emergency feeding in fallout shelters, designating postshelter emergency feeding facilities, and planning for use of commercial facilities.
2. Developing and distributing, in cooperation with the Emergency Health Service, guidance materials on emergency menus, nutritional requirements, food storage, and sanitation and safety measures.
3. Developing, in conjunction with representatives of other appropriate agencies, methods for procuring food supplies for

emergency feeding facilities, welfare institutions, and other facilities where food will be needed. (See p. 10 for suggested Emergency Welfare Services Order Form.)

4. Developing procedures to assure that information on food stocks available after an attack can be expeditiously obtained.
5. Encouraging the initiation of local training courses in Emergency Mass Feeding as described in the jointly prepared OCD, DHEW, American National Red Cross handbook, "Basic Training Course in Emergency Mass Feeding."
6. Providing other guidance and assistance as required.

Knowledgeable specialists should be called upon for consultation in developing specific procedures, and guidance and training materials. Because there will not be a dietitian available to every local DPW EWS, the State should explain nutritional requirements, develop menu suggestions, and lists of substitute foods. It will be necessary to use the food obtainable; but prepared lists and suggestions make it possible to use available supplies more effectively.

Emergency Feeding is a highly specialized service which DPW personnel do not normally operate in their day-to-day functions. In planning to meet a possible disaster, public welfare departments should look to The American National Red Cross, The Salvation Army, The American Home Economics Association, other voluntary organizations, nutritionists of the U. S. Department of Agriculture Extension Service, and to the food and feeding industries for experienced, specialized assistance.

There are many persons capable of performing feeding activities, but they are concentrated primarily in large urban areas. Catering and

large feeding systems operate along the heavily traveled highways and turnpikes; in business and industrial areas; and in schools, hospitals, and other institutions. In many of the sparsely populated sections of the country, it may be difficult to obtain professional staff experienced in large quantity food service. In these areas, school lunch program staff, church women's groups, and women's rural organizations are valuable resources.

The people who operate large catering systems, those who process the separate food items and the containers in which food is packed, and those employees who get the food to the public, are generally members of associations which have local units or chapters.

State and local planning with these and other organizations will enable full and effective use of community "know how" and resources in time of emergency.

Local

The local DPW Director should plan and develop, or designate staff responsible to plan and develop a capability for local emergency feeding, including:

1. Development of the local Emergency Feeding Service plan.
2. Cooperation with local officials in determining emergency food needs, and procedures for meeting these needs.
3. Development of procedures for ordering and procuring food and equipment in an emergency, when trade channels are inadequate.
4. Identification of sources of utensils for cooking and serving meals, and means of transporting prepared food, supplies, and other equipment.
5. Arrangements for the selection, assignment, and training of personnel required for the Emergency Feeding Service.
6. Developing lists of feeding facilities and capacities, by Standard Location.

Responsibilities and assignments should be clearly designated for feeding arrangements; that is, operating the emergency feeding facilities, supervising the preparation and serving of food, cleanup and inspection; maintaining an adequate food supply; and keeping records and making necessary reports.

It is desirable that a qualified dietitian or restaurateur be available to assist in such activities as:

1. Incorporating nutritional standards into emergency menus and feeding plans.
2. Developing menus for feeding people with special dietary needs.
3. Providing technical advice and consultation to feeding personnel.
4. Helping to train feeding personnel for emergency duties in shelters, institutions, and congregate-care establishments.

Other Emergency Feeding staff, such as cooks, servers, cleaners, drivers (for mobile units), and clerical workers, would need to be designated and assigned.

Emergency feeding capacity of facilities in buildings under consideration as congregate-care establishments should be evaluated. This should be done in coordination with the Community Shelter Planning program, and on the basis of Bureau of the Census Standard Location Areas (See Ch. 2, "Emergency Lodging" manual, FG-E-13.3.)

Commercial restaurants and other food service establishments should be assisted in planning to continue their operations in emergencies.

Arrangements should be made with the State or local health agency for incorporation of appropriate sanitation and safety measures in emergency feeding plans.

Since it is impossible to anticipate all possible contingencies, emergency feeding plans should be flexible so they can be adjusted to necessary changes and improvisations with minimum interruption in service. Because of this, it will be necessary to learn about the normal feeding resources, the feeding problems, and the feeding routines within an entire locality, in order to adapt them to effective use. Knowledge of and participation in community shelter planning will be essential. The DPW will have major responsibility for the organization, selection, and training of EFS personnel.

Federal Provisions

Fallout shelters licensed for public use under the National Fallout Shelter Program are provided by DOD-OCD with 10,000 calories per person of dry food ration and carbohydrate

supplement, drums for water storage needed in excess of a facility's trapped water potential, and other austere supplies. The provisions can provide each person with slightly more than 700 calories of food and one quart of water per day for a period of 14 days. Sanitation kits supplied by the Federal Government will also provide one 6-ounce plastic cup and lid per person to be sheltered, for dispensing individual water rations.

Supplementary Food and Water

A community may elect to supplement the austere, federally procured shelter provisions. Special problems that must be considered in supplementing these shelter supplies include: lack of storage space, costs of initial procurement, surveillance required, and periodic need for rotation and/or replacement of supplies.

Water is even more essential to survival than food. Water trapped in building systems, plus the storage of water in drums provided by the Federal Government, should supply minimum water requirements.

DPW's are responsible with the local public health agency for ensuring a supply of as much safe water as possible, and for educating citizens to provide for their own special food needs in shelters.

Foods selected by local government to supplement Federal supplies, and foods recommended for storage in home shelters,² should:

- Have sufficient stability to keep costs of surveillance and replacement at a minimum.
- Be easily stored, prepared, and served—requiring a minimum of effort, skill, and equipment; and include foods which can be eaten without heating, and served directly from their containers.
- Be palatable.
- Be suitable for a variety of nutritional needs. In a community shelter there would be a cross-section of the population—infants, the aged, and sick, as well as healthy adults.
- Be economical.
- Require minimum space for storage.

² See USDA Home and Garden Bulletin 77, "Family Food Stockpile for Survival."

Since all foods deteriorate eventually, supplementary food reserves should be rotated periodically and should be examined frequently.

Selection and Use of Feeding Facilities

Emergency feeding operations should be carried on wherever possible in previously equipped feeding facilities.

Among the facilities which could be used as mass feeding centers are:

Commercial restaurants, hotels, motels, and catering establishments.

Feeding facilities of private organizations, such as are found in churches, lodges, clubs, and civic and veterans organizations.

Public and private day-school dining facilities.

Industrial and business organizations, department stores, bus and railroad, ship, and airline facilities.

All types of public and private institutions. Establishments selected may be used as:

Feeding centers—providing both food preparation and meal service.

Feeding centers—providing meal service only.

Auxiliary kitchens—providing food preparation only.

In addition, mobile feeding service should be planned to operate between the auxiliary kitchens and feeding centers offering food service only, and to serve as mobile canteens.

Many kitchens or restaurants, too small for use as feeding centers, but large enough to be used as auxiliary kitchens, are scattered throughout the average community or city. Country clubs, diners, small restaurants, drive-ins, and some isolated restaurants, could be easily adapted for such use. Other facilities possess some cooking capabilities, but are not in themselves eating places. These may be found in meatpacking plants, breweries, candy kitchens, bakeries, canneries, and test kitchens.

Auxiliary kitchens should be used to provide:

Meals for groups in special care and congregate-care facilities where there are no meal-preparing facilities.

Special and modified meals and diets for individuals in congregate-care facilities, and those in private lodgings who are unable to prepare or otherwise secure their own meals. Meals or snacks for mobile canteens.

Use of Standard Location Areas

The Emergency Lodging Program determines lodging capacity by Standard Location Areas. Since the Emergency Lodging Service and the Emergency Feeding Service are closely interrelated, it is recommended that the emergency feeding facilities also be listed by Standard Location Areas. (See "Emergency Lodging" manual, FG-E-13.3.)

The staff previously assigned to identified facilities should go directly to them at the end of the in-shelter period, and prepare to provide meals.

Maps of the community should be prepared, showing the location of all major emergency feeding facilities. These listings should be made available to the civil defense emergency information officer, for possible release in emergency.

The operators of selected facilities should, where possible through their trade channels, be made aware of potential emergency need for use of their facilities, and be encouraged to become involved in EFS planning.

Improvised Outdoor Kitchens

In certain natural disaster situations and other possible emergencies, it may be necessary to use outdoor feeding facilities for limited periods of time. Because the need may be acute, consideration must be given to methods of constructing or improvising such facilities. The Emergency Mass Feeding Training Course, jointly prepared by the Welfare Administration, OCD, and The American National Red Cross, details the skills and equipment needed to construct and operate temporary outdoor cooking facilities.

Food Services for Civil Defense Emergency Hospitals (CDEH)

Several thousand packaged disaster hospitals are pre-positioned throughout the country. Where possible, they would be used as adjuncts to existing hospitals or institutions. In that case, the parent establishments would provide the feeding services. Otherwise, the Emergency Feeding Service would be responsible for feeding both staff and patients.

Emergency feeding staff in each community should contact the Emergency Health Service of the local government civil defense organiza-

tion to learn if there are packaged disaster hospitals in the area. The buildings in which they are stored, and where they will be operated, should be inspected by the Emergency Feeding staff, and detailed plans made for feeding services.

Feeding in Permanent Hospitals

Permanent hospitals are responsible for making their own emergency feeding arrangements. However, EFS may be called upon to assist in a large-scale emergency, and should therefore know how the food services of all permanent hospitals and institutions in the area operate. Hospital feeding procedures should be discussed in EFS training courses.

Mobile Feeding Services

Preparations should also be made to provide mobile feeding services in each community—especially for workers in natural or man-made emergencies. These services may also be required to provide snack-type meals to disaster workers and homeless people in the early post-shelter period, or group meals for an indefinite time. Mobile feeding should be discontinued as soon as more permanent services are possible. The equipment and supplies required for mobile service are available in most communities.

The local EFS should plan to have vehicles available for use as mobile feeding units. In mass feeding activities in large-scale natural disasters, assistance is often provided through the loan of military field kitchens and equipment. Whether or not such units could be made available to the Emergency Feeding Service in the event of nuclear attack would depend upon the nature and extent of the emergency and the needs of the military.

Selecting Personnel

The most important resource of any DPW's emergency feeding program is its relationships with agencies equipped to provide trained workers. Key staff should be selected from among qualified persons in local feeding establishments, food-oriented organizations, and voluntary agencies and groups.

The Emergency Feeding Service should identify and organize on a standby basis, those who agree to serve in emergency. Records should include the name, home address, and telephone number of each person; the name, business and

home address, and telephone number of his employer; training completed; identification of his job; and a list of other feeding skills he may possess.

Persons agreeing to serve in the program should be told how important it is for this information to be kept up to date. Even if they change jobs, their experienced services will still be needed in emergency. It should be suggested that if they move from one community to another, they should volunteer to assist in the Emergency Feeding Program in their new location.

Emergency Feeding should search out knowledgeable feeding personnel in school lunch programs, civic groups, clubs, churches, school home economics departments, and other groups. From these sources must come the staff for services in congregate-care establishments, emergency hospitals, and mobile units; and instructors for Emergency Mass Feeding training courses.

Every locality in the United States is served by a Chapter of The American National Red Cross. Most Chapters have a disaster committee. Many Chapters have feeding units of their own. These Red Cross disaster feeding units can furnish a skilled and experienced nucleus for an emergency feeding program.

The Salvation Army and church groups maintain active food service programs, and should be tied into the Emergency Mass Feeding Program.

The local office of the Federal/State employment service, and all labor and management resources within a community, should also be called upon for help in locating competent personnel.

All feeding volunteers, even the most experienced, should receive specific emergency training, particularly in the civil defense aspects of the program. Their work in fallout shelters would differ in a number of ways from any previous feeding duties—even those carried on in natural disasters.

Maintaining the Interest of a Standby Staff

In the Emergency Feeding Program, several factors make sustained interest possible. The program is closely related to the everyday work activities or service obligations of those

who will serve as auxiliaries. Additionally, there is an established and recognized training course, and trainees may later serve as instructors. Some of the training has value in the home kitchen, and much of it has application to feeding services for groups in on-going community programs and events, and natural and man-made disasters. All of this, of course, is valuable in addition to being prepared for mass feeding operations in event of nuclear attack.

Interest might be renewed periodically by a series of "paper alerts" in which staffs of existing feeding establishments selected for emergency use would be asked to plan a mass feeding operation on the basis of food on their shelves. These exercises should be held annually or oftener, and the results should be publicized in the local press and through community organizations. The exercises would provide experience in menu planning, supply inventory, staff assignments, and other operating procedures. All of this would help maintain interest in the program.

Training

Training is essential to development of an effective emergency staff. It is not enough that workers be available and willing in emergency; they must be trained and knowledgeable about the handling of foods, equipment, and service. And they should be oriented to the purpose of their program and to general civil defense planning.

All personnel assigned to EFS should take the Basic Course in Emergency Mass Feeding. It is valuable for both the untrained and the experienced.

Emergency feeding personnel must be trained in the management and supervision of the technical jobs of planning menus under supply difficulties, of preparing meals in large quantities, and in helping persons with special needs.

They must be prepared to supervise feeding of the helpless, preparation of formulas for infants, and use of proper sterilizing techniques. In shelter feeding, problems of food protection and "stretching" could occur. Mass feeding supervisors should develop ideas of how to deal with such problems.

The dangers of radiation and chemical and biological hazards to foods and feeding must be understood by those to be involved in emergency feeding. The demands upon sanitation

and health personnel for control of these hazards could be so great that all food service personnel would have to know what to do when health hazards develop.

OPERATIONS

In-Shelter

In a civil defense emergency, government at all levels will take action as set forth in emergency operating plans. These plans are designed to protect life and property, alleviate suffering, and speed recovery from effects of attack.

Immediately upon warning to take shelter, Emergency Feeding Service Staff should proceed to assigned or nearest community shelter, or take other action as directed. The staff should normally make its services available to the shelter manager and follow procedures for mass feeding in community fallout shelters contained in Section I of the handbook entitled, "Basic Course in Emergency Mass Feeding."

Post-Shelter

Detailed guidelines for the organization and management of emergency mass feeding in

post-shelter situations, and basic training in its principles, are set forth in Section 2 of the handbook cited above.

Procedures on how State and local authorities should request resupply of food are worked out by USDA and the States. The State welfare department official responsible for emergency feeding should keep himself informed of procedures established so that he in turn can inform local emergency feeding personnel.

In the immediate post-shelter period, local government will control locally available food resources in order to ensure equitable distribution and conserve existing stocks. Local DPW-EFS should participate in planning for local food resource controls, and be prepared to assist in implementing them.

EMERGENCY WELFARE SERVICES ORDER FORM

From: _____
(Ordering service)

Date: _____
 Terms: _____

To: _____

Items ordered	Quantity	Remarks
Deliver to: _____ _____ _____		
Received by: _____ <small>(Title)</small>		Order authorized by _____ <small>(Name)</small> _____ <small>(Title)</small>

Suggested Emergency Welfare Services Order Form

State and local standard order forms should be continued in emergency to the extent desired from the fiscal point of view. Order forms in current use are integral parts of on-going fiscal systems; their use is legal; they are familiar to issuing and accounting staff; they are known and acceptable to recipients, suppliers, and merchants; stock is probably on hand; and printers could be supplied with reproducibles ready for immediate use.

If a new or special order form must be designed, it should be done in cooperation with State and local staff who regularly are responsible for issuing, accounting, auditing, and designing State forms. Commercial purchase order forms are available at office supply stores.

This simple order form is presented as an example to form a basis for adaptation. Its use and routing should be developed with State and local accounting and auditing officials. Size, 8 by 5 inches.

Distribution:

- State CD Directors through OCD Regional Offices
- State and Local Welfare Departments through HEW Channels
- OCD Staff College