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**RATIONING  
IN A NATIONAL SECURITY EMERGENCY**

State and Local Guidance

Prepared for

Federal Emergency Management Agency  
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Center for Planning and Research, Inc.

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RATIONING  
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I. INTRODUCTION

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A. Purpose

This guidance document, Rationing in a National Security Emergency, provides the necessary information to State and local government leaders on their roles in their jurisdictions related to consumer rationing during a national security emergency. The guidance covers the areas of policy, authority, and concept of operations for the emergency conditions of evacuation during a national security emergency and post-attack reconstitution and recovery following a nuclear attack. The document provides the basis for improving the readiness of State and local jurisdictions for undertaking consumer rationing as part of an economic stabilization program.

B. Objectives of the Stabilization Program

Under the conditions of severe economic dislocation attendant to a national emergency that results in an attack on our nation, the primary objective of economic stabilization would be to maintain and protect the surviving economy as part of the overall effort directed toward national survival and recovery. Stabilization strategies would be applied to: financial and monetary systems; wages, salaries, and benefits; prices; rents; and rationing of essential goods. These measures are designed to maintain public confidence in our market and financial systems and their institutions so that general inflation can be controlled, scarce resources conserved, and the recovery effort supported so that the most efficient use is made of human material and capital resources to bring about national recovery as rapidly as possible. The stabilization program is also meant to encourage the equitable sharing of the available supply of goods and services for consumption purposes.

The specific objectives of consumer rationing are to:

- o Conserve essential goods and ensure their best use in reconstitution and recovery.

- o Ensure meeting essential military, civil defense, and other emergency needs.
- o Provide for the minimum sustaining requirements of the entire surviving civilian population.
- o Prevent hoarding and ensure maximum equity in providing essential items to individual consumers.

C. Responsibilities

1. Federal Level

The Federal Government is responsible for establishing national plans and policies for consumer rationing during a national security emergency and in the immediate post-attack period. It is also responsible for keeping State governments and the private sector informed of Federal policies and programs and for providing guidance and assistance to those engaged in the task of developing and maintaining an organizational and operational readiness for economic stabilization and consumer rationing within the State. To the extent possible, all Federal agency regional staff personnel without essential emergency assignments will assist with emergency stabilization and resource management programs.

2. State and Local Levels

In the event of a nuclear attack, the Federal Government may not be able to direct centrally all the emergency economic stabilization measures immediately required. Therefore, State and local governments should be prepared to initiate and administer certain direct stabilization measures, including consumer rationing, pending a Federal capability for such operations. State and local authorities in an "island of survival" would assess the supply situation regarding essential goods and services and take administrative steps required to impose a system of rationing should such an approach appear necessary for survival, reconstitution, and recovery.

## II. PLANNING ASSUMPTIONS

### A. Operational Conditions

Economic stabilization programs operative during peacetime and non-war emergencies must be modified and extended for implementation in any of the operational conditions that might arise as a result of a national security emergency. While price stabilization and, more importantly, consumer rationing would be required on a local basis following nuclear attack on the United States, such stabilization measures might have to be instituted by the Federal Government prior to an attack. The present guidance focuses on the stabilization programs for intense strategic crisis or post-nuclear attack in the event that no Federal emergency economic stabilization program has been implemented.

Figure 1 depicts the range of conditions for which preparations should be made. The figure shows an "intensity of emergency" profile developing over time for a possible scenario. Increases in intensity could occur if an international event is clearly recognized as an overt and immediate threat. The intensity could continue to increase through various stages of U.S. defense mobilization, possibly leading to a national security emergency and possibly a nuclear attack on the United States. On the other hand, the confrontation might be resolved at any level of intensity short of attack. To meet these conditions, economic stabilization measures and other emergency actions must be responsive to the increased levels of readiness and the nation's capability to respond as the situation changes, while minimizing the disruption to normal economic activities.

### B. Islands of Survival

Following a nuclear attack, the nation could consist of "islands of survival" interspersed among areas of widespread damage. These islands could include part or all of a State or portions of several States located in relatively low population areas. However, it is also possible that such "islands of survival" could include significant portions of urban areas. In the absence of a Federal stabilization program in an "island of survival", States and localities should be prepared to implement and administer a stabilization program in accordance with State plans for price and rent stabilization as well as consumer rationing.

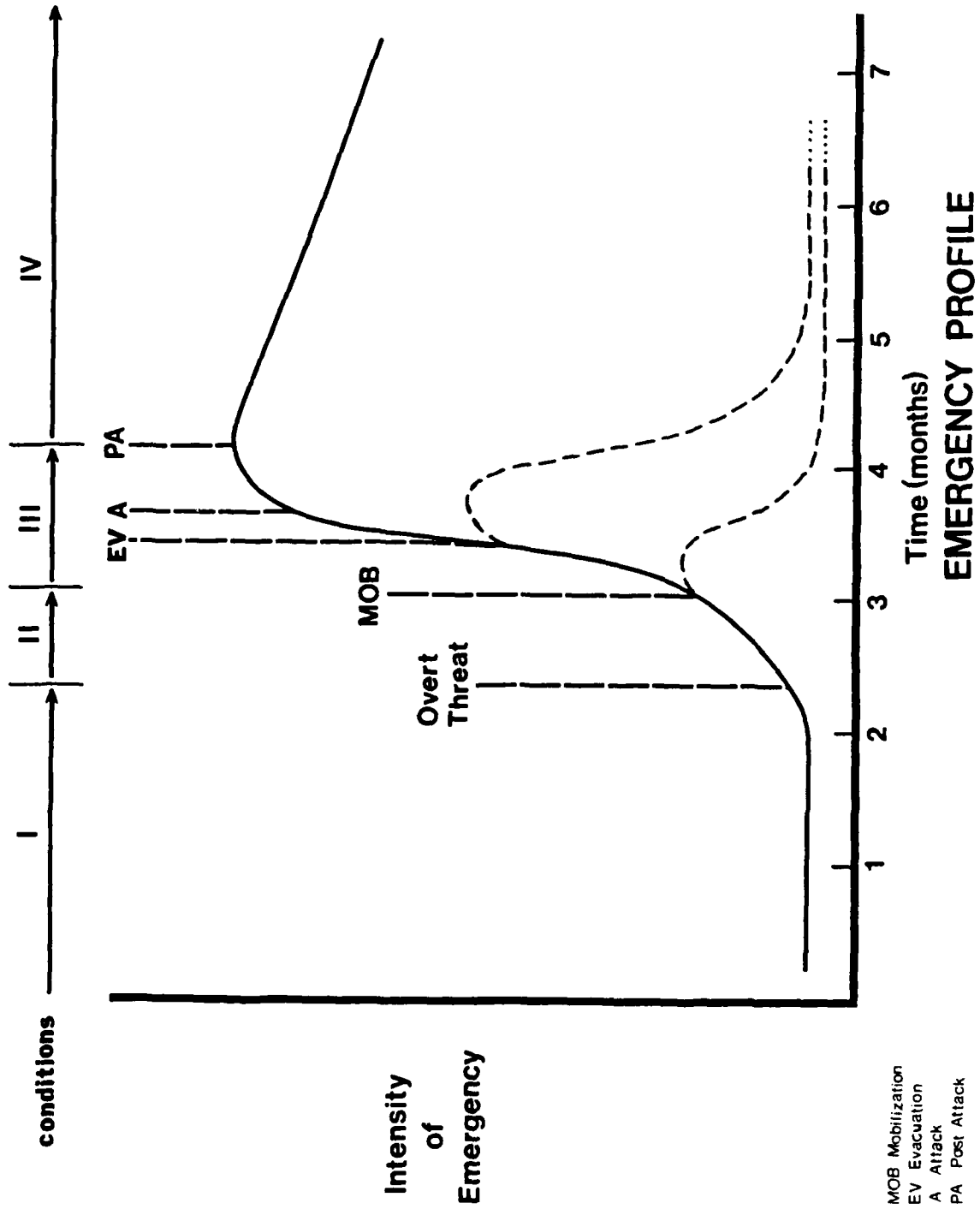


Figure 1

C. Economic Stabilization Measures for Various Conditions

Because of the possibility of a buildup of tension over time, types of economic stabilization actions to be taken can be considered in terms of a number of conditions. They are:

- CONDITION I: Peacetime
- CONDITION II: National emergency (Threat of war)
- CONDITION IIIA: Mobilization with limited controls
- CONDITION IIIB: Mobilization with full controls
- CONDITION IV: Post-attack recovery

Key objectives and economic stabilization measures for conditions of increasing intensity are shown in Table 1.

Condition I, Peacetime, usually uses only indirect controls, such as fiscal and monetary policies, to maintain a healthy economy. It may be considered the base case.

Key objectives of Condition II are limited to moderating private business expectations of shortages and inflation and supporting U.S. international (economic defense) measures that could improve the stability of the domestic economy.

With increasing tension accompanying Condition III, Mobilization, the principal objective would be to subdue inflation while increasing the defense share of the GNP. At the early stages of mobilization, this might be accomplished by indirect measures, such as emergency taxes and restrictive monetary and credit policies accompanied by a system of priorities and allocations for key resources. Continued movement toward full mobilization might bring with it the need for selective credit controls and direct controls, including a Federal freeze order on prices, wages, and rents. The occurrence of ordered evacuation or an attack would also require rationing of essential consumer goods and services. Some of these measures could be imposed earlier, however, depending on the state of the economy and Federal-level decisions.

Objectives under Condition IV, following a nuclear attack on the United States, would be designed to reconstitute as soon as possible a viable economic system to support the surviving populations. As previously noted, the post-attack period would

Table 1

## ECONOMIC STABILIZATION OBJECTIVES AND MEASURES

Conditions	Key Objectives	Possible Economic Stabilization Measures
I Peacetime	o Normal economic climate	o Normal fiscal and monetary policies
II National Emergency (Threat of war)	o Reduce private and business expectations of shortages and inflation	o Fiscal policies, such as emergency taxes
		o Other indirect controls, such as changes in Federal Reserve Board policies
	o Support U.S. international economic measures that could affect the domestic economy	
IIIA Mobilization with limited controls	o Limit inflation while increasing defense share of GNP	o Fiscal policies, such as emergency taxes
		o Stronger indirect controls, such as credit tightening
		o Priorities and allocation system for key resources
		o Advanced notice of direct controls and rollback provisions
IIIB Mobilization with full controls	o Limit inflation while increasing defense share of GNP	o Freeze on prices, wages, and rents
		o Continued indirect controls, including credit controls
		o Continued priorities and allocation system for key resources
Evacuation	o Maintain basic economic system	o Rationing
	o Promote equity	o Selective moratoria on debts, contracts, etc.
IV Post-attack recovery	o Reconstitute viable economy	o Freeze on prices, wages, and rents
		o Rationing
	o Restore a balanced recovery base	o Adjustment of direct controls
		o Continued indirect controls
		o Loss indemnification
	o Promote equity	o Clarification of ownership
		o Selective moratoria on debts, contracts, etc.



require States and localities to implement and administer price stabilization and consumer rationing in the event that no such Federal programs were imposed prior to the attack. In the event that Federal programs had been made effective prior to the attack, States and localities should pattern provisions of their regulations after those of the Federal programs. Such action will facilitate the re-establishment of Federal programs for national recovery, indemnification, clarification of Federal programs for loss sharing and ownership, and other measures necessary to promote economic recovery.

D. Rationing Problems During Evacuation and Post-attack Periods

While the types of rationing problems likely to arise during these periods are not completely unknown to government agencies, the scale, suddenness, and severity of these problems will be much greater than those experienced in past mobilizations. Among the types of problems that could be experienced are:

o Magnitude and suddenness of the dislocation of the population and industry.

The occurrence of a national security emergency or a nuclear attack could result in a massive dislocation of population and industry. An evacuation situation could involve over 100,000,000 people displaced over a period of days from major urban areas and other risk areas into low-hazard reception areas in the surrounding countryside some distance away. The load placed on programs for emergency management of resources and economic stabilization would be immense and would call for simple, rapid, and well-organized efforts to redirect resources to meet minimum requirements and set the stage for long-run recovery.

During an evacuation crisis and the early post-attack period, the rationing organization would have to deal with a range of user types in a host or undamaged area, including: resident households, displaced individuals and groups, emergency service units, essential production facilities, and others. The organization will need to be able to service requests for a number of products, primarily food, motor and heating fuel, clothing, and health supplies. In addition, there would be requirements for essential consumer durables and emergency shelter for both the resident and displaced population.

- o Management of inventories and resupply systems. The threat of nuclear attack would induce considerable uncertainty relating to the availability of existing inventories of essential goods at production, processor, wholesale, and retail levels. Also, logistic systems would have to be adjusted to redirect initial supply and continue the resupply of the dislocated population. The occurrence of an attack would result in large losses of essential goods in damaged areas and would place enormous stress on the logistic systems supporting undamaged areas. In order to determine feasible ration allotments, one of the most important requirements will be to determine and control the existing inventories and to reconstitute resupply systems for essentials as soon as possible.
  
- o Loss of centralized control. A threat of nuclear attack resulting in the evacuation of large numbers of hazard area residents could also result in the shutdown of important economic and financial facilities and networks concerned with processing of financial transactions data and the provision of goods and services. An attack would prolong this loss of capability for an extended period and might also result in a temporary breakdown of administrative control of the Federal Government. Under these conditions, interim State and local rationing and other related stabilization programs in undamaged areas offer the best hope for reconstitution in local and regional "islands of survival".

In the unlikely event that a national rationing system has been implemented and is in place prior to an attack, it would be based on centralized administration and data processing. The system would have to be restructured to function on a State and local basis reflective of the available resources.

### III. GENERAL POLICIES AND AUTHORITIES

#### A. General Policies

The basic national policy would be to restrain inflationary pressures during mobilization or following an attack on the United States to support the efficient use of economic resources. Current economic stabilization planning applicable to a developing economic national security emergency provides as a Presidential option the possible imposition of an initial freeze with rollback on wages, salaries, benefits, prices, and rents to support essential economic activities and set the stage for a return to orderly markets. Such a freeze might be accompanied by consideration of a Federal program for the rationing of essential goods and services should the mobilization crisis require. Following nuclear attack, these stabilization programs would form a basis for State and local stabilization programs along with other Federal guidance.

The general rationing policy under the threat of war and immediately following attack will be to meet essential needs of the general public, private industry, and the government through the immediate sequestering and rationing of essential items that are likely to be in short supply during the course of the national emergency. This policy will require:

1. Tight conservation and effective control over all supplied essential to individual consumers through inventory controls and other adequate and appropriate measures. See Example of a State Plan, Part B--Resource Sections and IV. Food (revised 4/77), DOA.
2. Austere but equitable distribution of supplies and goods to individual consumers through the rationing system.
3. Fair and equitable operation of a simple rationing system.
4. Control under the rationing system of all supplies of essential items to be distributed to individual consumers.
5. Limits on total authorizations for rationed items so as not to exceed amounts available for distribution.

6. Determination by appropriate Federal, State, and local authorities of items and quantities to be distributed through the rationing system. Lists of such essential items will be prepared and maintained as emergency preparedness functions of various Federal agencies. Such materials will be coordinated and made available by FEMA.

Following a period of national and regional reconstitution, arrangements will be made where appropriate for the absorption and integration of the State and local rationing system, including, where feasible, personnel into a national, Federally administered rationing system. Under this program, as production increase there would be a gradual release from the rationing system of specific items either no longer deemed essential to survival and recovery or in sufficient supply to meet demand. As indicated in the price stabilization guidance, every effort should be made to allow natural market forces to reassert themselves as soon as feasible.

#### B. General Instruments of Control

##### 1. The General Freeze Order

In the event that no Federal direct controls program were implemented prior to an attack, it should be assumed that if possible the Federal Government would immediately after attack, issue a General Freeze Order on prices, wages, and rents and provide for rationing. A sample of the form of the order is given in Appendix 1. When issued, such an order will have the force of law and its provisions will be in effect immediately. Following an attack, it should be assumed that such an order is in effect even if contact between Federal, State, and local governments is not possible. State Governors, in an attack situation, will reiterate and publicize the provisions of this Federal order and issue necessary State orders for the administration of this order as soon as possible.

The freeze order provides, among other things, that for a period of five days from the effective date of the order or until consumer rationing shall have been established, the sale and transfers of food, petroleum, and other essential items shall be prohibited.<sup>1</sup>

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<sup>1</sup> Adapted from Example of a State Plan, IV. Food (4/77)

Exceptions to this provision are allowed for food in danger of spoilage and any health item determined to be essential for the health of individuals involved. Exceptions to this order may also be made to meet urgent and immediate survival needs as determined by State program directors. These exceptions would include individuals and families who for various reasons are without food or other essential resources that are immediately needed.<sup>1</sup> The above provisions are applicable to relatively undamaged areas where rationing of essentials is feasible. In the event that formal evacuation is ordered, the Federal Government will arrange for extensive movement and diversion of essential survival items to host areas where the provisions for their distribution will be determined by authorized officials.

The prohibition-of-sales period is designed to provide time for local authorities in an Island of Survival to institute control over retail inventories to assess existing supplies, allow for essential survival uses, estimate demand and possible resupply, register individual consumers, and distribute rationing evidence to individual consumers. Rationing evidence refers to coupons, punchcards, or other types of control device to ensure proper and equitable distribution.

State and local authorities may reduce or extend this restriction of sales period, depending upon their assessment of the actual situation and the extent of readiness to initiate a system of rationing.

## 2. Rationing Regulations

As indicated in the general freeze order, the Federal Government will probably place heavy reliance upon State and local authorities to implement and administer the consumer rationing program for an interim period following attack. One instrument of administration will be the rationing regulations issued by State governments to cover the interim period. Simple regulations should cover such considerations as:

- o Establishment of State and local rationing organizations, with appropriate jurisdictional boundaries.
- o Delegation of authority.

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<sup>1</sup> Adapted from Example of a State Plan, IV. Food (4/77)

- o Procedures for issuing and controlling ration evidence.
- o Policies and procedures for enforcement.
- o Establishment of priorities for institutions, public facilities, emergency services, and other essential organizations.
- o Control of retail inventories.
- o Exceptions and exemptions from the rationing controls.
- o Supply and replenishment procedures.
- o Procedures for estimating current stocks and future supply requirements.
- o Procedures for determining mix and quantity of "rations" (unit value of ration evidence).
- o Records and record keeping.

Appendix 2 contains examples of such regulations for food rationing (emergency action documents). Other such regulations will be provided by FEMA as particular resource agencies responsible for emergency preparedness of specific essentials issue position papers (e.g., Department of Energy--Emergency fuel plan).

### 3. Ration Evidence

In view of the possible high level of disruption during the interim period during which State and local authorities will administer the program, it is recommended that the ration evidence and associated system be as simple and flexible as possible. Because of the possible disruption of data processing and telecommunication networks, the ration system and evidence should be able to function on a manual basis. Simplicity in format of the evidence will permit easy understanding as to the intended use of the forms and the manner in which they are to be completed. Flexibility of use will permit maximum adaptation to the different types of rationed products and user types.

The recommended system is based on simple, printed ration cards and certificates. The ration card is validated by the local ration board and is issued to an eligible individual. It contains individual identification information and an array of numbers representing the type and number of the rationed items to which the individual is entitled in a given period of time. The ration certificate is for one-time purchases of selected items (generally consumer durables). It contains individual identification, the name of the item, and the validation of the local rationing board.

The specific use of the form will depend upon the type of product, such as food, motor fuel, health products, or consumer durables.

a. Food rationing evidence

Two (2) ration card forms are recommended for the procurement of food (see Forms R-3 and R-4 in Appendix 3). One card (food shopper's ration card) is for procuring food from retail food stores or emergency food outlets. The other card (commercial ration card) is for obtaining meals from commercial, institutional, and congregate care facilities.

On the food shopper's ration card, the (vertical) columns may represent different categories of food products while the (horizontal) rows may represent intervals of time to be covered by each supply (e.g., one week's supply each). A transaction is completed by the obliteration or "punching out" of the appropriate numbers. The commercial ration card can be used in much the same way.

A detailed description of format and use is provided in Appendix 3.

b. Petroleum products rationing

An example of a rationing system for an Island of Survival involves only one (1) ration card that is to be used for the procurement of gasoline and other petroleum derivatives used to propel privately owned vehicles for essential use only. Users of bulk stocks of gasoline, such as for commerce, industry, farms, etc., who normally obtained their gasoline supplies from primary inventories<sup>1</sup> will continue to obtain such supplies from their usual sources providing such needs have been authorized by appropriate authorities. Other essential users will, when so authorized by appropriate

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<sup>1</sup> Primary inventories are defined as "all crudes, natural gasolines, and unfinished oils, and those petroleum products in storage at refineries or at bulk terminals supplied primarily by pipeline, tanker, or barge, and preponderantly distributed to bulk plants or large consumers. Stocks in transit from or to a primary storage terminal are included as primary inventories."

authorities, draw upon their customary secondary inventories<sup>2</sup> during the prohibition-of-sales period. After the prohibition-of-sales period, essential users will continue to draw upon secondary inventories but will be required to apply for ration purchase certificates from their local ration body. This certificate will be used for the procurement of gasoline from secondary inventories only and will not be used to obtain bulk supplies. Local rationing officials should determine essential uses and allocate accordingly.

While these cards may be applied for (see Appendix 2) and be issued at the time of the initial consumer registration, registrants should be advised that such cards will not be valid for the procurement of gasoline until such time as the ration board has authorized the use of such cards and has announced the quantity of gasoline (or other petroleum propellant) that may be procured for each numbered unit.

c. Individual health end-items

Control of nonprescription items will be attained by use of an "Individual Health Item Record" (see Appendix 2) as soon as the rationing body becomes operative. One of these certification records will be issued for each individual.

d. Other items

It is, of course, impossible to predict whether a need will arise whereby other items normally available at and frequently purchased from retail outlets would have to be brought under the rationing system. Such items might include clothing, bedding, various beverages, etc. In the event that this became necessary, the Commercial Ration Card (see Form R-4 in Appendix 3) could also be utilized as the ration evidence merely by imprinting on the card the legend, "Valid only for the procurement of \_\_\_\_\_" This method should not be employed as a means for (item or category) authorizing the procurement of items covered by "Certificate Rationing" (See next paragraph.)

<sup>2</sup> Secondary inventories are those petroleum products in storage at (1) bulk plants supplied primarily by tank car, tank truck, or barge rather than by pipeline or tanker, and preponderantly distributed to retailers, industrial accounts, farmers, and individual smaller consumers; (2) service stations, jobbers, or other small users having petroleum stocks in bulk storage; and (3) refineries where segregated for exclusive delivery for consumers listed in (2).



### e. Certificate rationing

In general, the distribution of essential survival items (to individual consumers) not ordinarily purchased on a frequent day-to-day basis will be effected through the use of certificates to be issued by ration authorities.

Certificate rationing will be employed as a means for authorizing the procurement by individual consumers of such items as fuel for heating purposes and for the procurement of consumer durables, soft goods, tires, batteries, and other items where the available supply of such items does not warrant general distribution through the use of ration cards. In such instances consumers will be required to submit an "Application for Ration Purchase Certificate" (Form R-7 in Appendix 3), authorizing procurement of the item(s) at a retail outlet.

### C. Authorities

#### 1. Peacetime (Condition I)

The two basic authorities for economic stabilization activities in peacetime are the National Security Act of 1947 and Executive Order 11490. The first provides for advice to the President concerning programs "for the maintenance and stabilization of the civilian economy in time of war, and for the adjustment of such economy to war needs and conditions".

Executive Order 11490, as amended, requires FEMA and the Federal agencies to cooperate "in the development of emergency preparedness measures involving emergency financial and credit measures, as well as price, rent, wage, and salary stabilization, and consumer rationing programs".

Executive Order 11490 delegates primary responsibilities for planning for the production, processing, and distribution of rationed items down to the retail level to various Federal agencies, including the Department of Agriculture, Department of Commerce, Department of Energy, and the Department of Health and Human Services.

States and local jurisdictions should be prepared to use their emergency powers to establish and administer consumer rationing at the retail level.

2. Emergency conditions short of imminent attack (Condition II, IIIA, or IIIR)

Federal authority for implementing an economic stabilization program is not in place for conditions short of imminent attack. In the event that such a program was considered to be required during mobilization (Condition IIIB), the President would request legislative authority from Congress. If the situation was sufficiently serious for the President to declare a National Emergency, current planning calls for the President to immediately forward to Congress the draft legislation called the Defense Resources Act. This act provides the authority for a range of resource management and economic stabilization activities and includes provisions for the establishment of emergency Federal agencies, such as the Economic Stabilization Agency that would administer the economic stabilization program.

It is planned that in response to the Presidential declaration, Governors would declare states of emergency in their jurisdictions.

3. Extreme Crisis (attack or imminence of attack) (Condition IIIB or IV)

In the event of an extreme crisis (attack or imminence of attack) prior to receipt of legislative authority for an economic stabilization program, the President would invoke his constitutional powers as Commander-in-Chief to establish the needed emergency programs. If the Federal Government was unable to act or to communicate with sections of the nation, State Governors under their emergency authority would be expected to declare a State-wide emergency and to establish and administer economic stabilization programs in their jurisdictions (including consumer rationing). This provision would include administration of economic stabilization programs previously established by the Federal Government.

#### IV. THE EMERGENCY ORGANIZATION AND ITS RESPONSIBILITIES

##### A. Federal Level

###### 1. General

The Federal Government will attempt to establish national policies designed to provide survival items essential to individual consumers on an equitable basis during emergency evacuation and following an attack. Attempts will also be made to keep State Governments and industry informed as to Federal policies and programs and provide maximum possible guidance and assistance to those engaged in the task of developing and maintaining organizational and operational readiness within the State.

###### 2. Food

The Federal Government is responsible for working with the food industry to ensure production, processing, and distribution of primary food resources, to conserve and distribute food supplies, and meet essential needs of the surviving population of the United States. Generally, the USDA State and County Emergency Councils coordinate the Federal food responsibilities in their respective jurisdictions. These Councils are umbrella agencies bringing together Department of Agriculture agencies with specific emergency programs. The chairman of one of these councils may be delegated the authority to act as Order Administrator for the Secretary of Agriculture and administer the provisions of Defense Food Order No. 2 (food processing, storage, and wholesale distribution) and any suborders issued pursuant to its provisions.

The nationwide Federal network, which includes the USDA National Headquarters, USDA State Emergency Councils (one for each State), and USDA County Emergency Councils (representing every county), and the authority given each to function on its own where recourse to higher authority is impossible, provides the best possible preattack plan whereby the U.S. Department of Agriculture will be able to fulfill its emergency responsibilities.

USDA County Emergency Councils will work with local governments to obtain supplies of requisites needed for food production, processing, storage, and distribution. Where essential needs cannot be met, the USDA County Emergency Council will advise the USDA State Emergency Council of its problem. The USDA State Emergency Council works with appropriate Federal agencies and State Government officials to obtain necessary assistance. To the extent they can, USDA staff at all levels will assist State and local officials with necessary reconstitution efforts.

B. State Level

1. In general, the State government is responsible for:
  - a. Establishing and maintaining the necessary planning and administrative organization throughout the State.
  - b. Determining appropriate ways and means for creating and maintaining the needed operational capability at each and every operating level.
  - c. Providing continuing and appropriate administrative and technical guidance and assistance to each and every operating level organization to ensure maximum program uniformity throughout the State.
  - d. Coordinating the policies, plans, and operations of the emergency consumer rationing program with those organizations responsible for the supply and replenishment of those essential survival items that are to be distributed through the rationing system.
  - e. Enforcing, immediately after attack at all levels of government, a tight conservation of food, petroleum products, health end-items, and other individual consumer items that are deemed by Federal, State, and local authorities to be necessary for survival and recovery.
  - f. Imposing and administering an emergency rationing system as quickly as the prevailing situation can be assessed; and, in collaboration with Federal agencies at field level, determining permissible levels of

consumption for individual consumers in relation to existing supply and other essential needs.

## 2. Food

The State Food Organization develops, in cooperation with other organizations of the State Government and the U.S. Department of Agriculture, and provides, on behalf of the Governor, policies and guidance for the control of secondary food resources consistent with Federal and State objectives. The purpose of these policies and guidance is to ensure application throughout the State of measures compatible with National and State plans for the conservation, distribution, and use of secondary inventories of food to prevent their dissipation and waste and to ensure that essential needs for food are identified and met within the supplies of food available to the State.

The State Food Organization, acting within the framework of the USDA National Emergency Maximum Food Distribution Allowance, also receives and acts upon requests for assistance from local government officials. It then arranges for deliveries of food out of secondary stocks to correct local shortages in supply. Upon a showing of necessity, USDA may be requested to arrange for supplies for State emergency mass feeding operations.

The possibility of a temporary breakdown of USDA control in some geographic areas must be recognized. Should the established USDA network be incapable of functioning post-attack, the State Food Organization would undertake responsibility for working directly with the primary food industry until USDA informs the State it has resumed control over primary food resources.

### C. Local or Operating Level

#### 1. General

Local- or operating-level organizations will receive technical and administrative guidance and assistance from State authorities through predetermined organizational channels. They must become familiar with and be ready immediately after attack to

exercise the plans of State and local authorities in their area of jurisdiction, either upon notification from higher levels of government or on their own initiative in the event that communications have been cut off.

Local responsibilities include:

- a. Actions to be taken immediately to supply needs essential for survival.
- b. Actions to be taken, as soon as possible, to anticipate continuing needs and to channel food supplies to meet the most urgent needs for continuing survival and recovery.

To conduct these actions local authorities will establish local ration bodies as a part of the Statewide Consumer Rationing Organization. Local bodies would be established within a local jurisdiction with added district or neighborhood bodies, as required, to provide adequate service. The principal responsibilities of the local ration bodies are to: register individuals, review requests, and issue ration evidence as appropriate.

Local government officials in consultation with State and Federal supply agencies are responsible for determining the quantities of rationed items that will be available for distribution to individual consumers within the local area. They will also be responsible for arranging for the resupply of rationed items.

Local authorities will be responsible for compliance and enforcement of consumer rationing regulations in their jurisdictions. They will also be responsible for specifying the type of records required in retail outlets.

## 2. Food

Operational Survival Plans of the State and its political subdivisions contain provisions for the rationing and use of food at retail levels within the State. These plans also provide for local government decisions and guidance, consistent with State policies, for the functioning of the secondary food management system as applied to local government levels in the State. They also provide for local governments to request State assistance to obtain deliveries of food to meet local shortages.

## V. CONCEPT OF OPERATIONS

### A. General

As previously indicated, it is imperative that the consumer rationing program be activated immediately in Islands of Survival following attack upon the United States. While distributional procedures may of necessity vary in communities that have been damaged, the need for austere and effective conservation of existing stocks will exist everywhere initially, as will the need to create public confidence in the fact that the situation is being handled in a timely, efficient, and equitable manner and to obtain their positive participation in the reconstitution and recovery process.

Operational functions to be performed include:

#### 1. State-level Determinations:

- o Items to be rationed.
- o Individual levels of consumption.
- o Future resource requirements and potential supply sources.

#### 2. Immediate Public Announcements of the General Freeze Order and Related Emergency Stabilization Regulations. All operating-level organizations should publicize by all available means the consumer rationing provisions of the General Freeze Order (which local authorities will assume has been issued by the Federal Government). Announcement should indicate which items will be rationed. Special emphasis should be placed upon those provisions relating to austere conservation and the initial prohibition-of-sales period covered by the Federal General Freeze Order.

Federal and State rationing controls regulations should also be issued, detailing procedures, organization, and responsibilities. In particular, attention should be given to exceptions for the Freeze Order needed to meet survival needs and emergency service support needs of the population.

3. Initial implementing actions by local authorities. During the prohibition-of-sales period, local authorities will act to implement the rationing system. They will:
  - o Establish conditions for uninterrupted use of inventories by essential users.
  - o Assess the nature and quantity of existing supplies (by survey of retail outlets and by discussions with State and Federal Agencies).
  - o Determine the permissible levels of consumption.
  - o Establish local ration bodies as part of the State-wide organization.
  - o Obtain or print ration evidence forms and other materials.
  - o Establish procedures for immediate distribution of food and items subject to early spoilage or loss.
  - o Ensure protection of retail supplies.
  - o Prepare to register consumers and issue ration evidence.
  - o Establish other administrative procedures.
  - o Establish re-supply sources.
  - o Coordinate actions with the price stabilization program to ensure compatibility and mutual support.
  
4. Follow-up Announcements to the Public. As soon as possible, assuming a more formal rationing program is needed, additional announcements should be made to include:
  - o Registration dates and procedures.
  - o Initial values of rationing evidence.
  - o Dates during which ration evidence will be valid (needed to cover abuses and possible counterfeiting).
  - o Exemptions from the rationing system and priority lists for essential users.
  - o Location of ration bodies and other ration control offices.
  - o Announcements of rationing techniques to be used (i.e., ration cards and certificates, etc.)
  - o Other related matters (e.g., late registration procedures, dates of operation of offices, etc.)



5. Later action by local authorities. Following the prohibition-of-sales period, local officials will:
- o Register consumers and issue ration evidence.
  - o Adjust values of ration evidence.
  - o Report on inventories, consumers registered, and use rates to the State Emergency Organization.
  - o Determine re-supply requirements and availabilities.
  - o Monitor compliance and enforce regulations.
  - o Continue physical protection of retail supplies.

## VI. IMPROVING READINESS PRIOR TO CRISIS

### A. Operational Planning (General)

This document provides general guidance for operations in the event that State and local authorities must implement, direct, and enforce a rationing program. The level of detail is not sufficient to serve as a substitute for more intensive planning at State and local levels. The guidance needs to be adapted to the individual States and coordinated with planning of Federal agencies. It is also the Federal Government's responsibility to provide ongoing guidance to States and through them to local governments on their interim administration of rationing and other economic stabilization measures to attempt to achieve a meaningful readiness posture. Such a program requires creative thinking at all governmental levels and discussion and training sessions.

### B. Organizational Development

Appropriate State authorities should plan to establish intermediate and local areas of responsibility and jurisdiction for the administration of the emergency consumer rationing program. Intermediate levels of authority, such as districts or counties, where required, would delegate operational responsibility to the larger communities lying within their geographical jurisdiction. These large communities, where necessary, would create a central administrative authority and establish district or neighborhood branches through which the program could be more readily managed and administered. Smaller areas or scattered unincorporated population areas might not find this necessary.

Appropriate State, county (or equivalent political subdivision), and local authorities should plan to appoint, prior to attack, members for the respective components of the State-wide Consumer Rationing Organization. In the interest of instilling public confidence in the integrity of emergency administration, such members should be capable, well-known, civic-minded individuals willing and able to devote time and effort to all aspects of the program. It is part of essential planning that the organizational and operational relationship between the State level and the various operating levels be established and clearly defined during the organizational period.

## C. Recruitment and Training

### 1. Personnel

Each component part of the State-wide Consumer Rationing Organization should endeavor to determine its likely post-attack personnel requirements based upon the jurisdictional boundaries involved and the overall scope of its operations.

#### a. Recruitment Sources

When personnel requirements for post-attack operations have been tentatively determined, a roster of qualified individuals who have signified their willingness to serve should be developed. This roster should include the names of individuals possessing administrative and management competency, as well as those having specialized knowledge concerning specific items to be distributed through the rationing system. Since the rationing organization will receive technical advice and direction concerning permissible standards of consumption, items to be rationed, etc., from supply and allocating authorities, it is suggested that one of the prime requisites is to include individuals familiar with distribution patterns and procedures, i.e., frequency of turnover of inventories, alternative sources of supply, etc.

Likely sources from which personnel could be recruited include:

- o Wholesale and retail food distributors.
- o Wholesale and retail petroleum distributors.
- o Wholesale and retail general merchandise distributors.
- o Wholesale and retail clothing distributors.
- o Civic, labor, veterans, and consumer organizations.
- o Former employees of OPA.
- o Former employees of OPS.

Registration clerks should be selected to the extent possible on the basis of their knowledge of the people within their registration area. Specific assignments of responsibility should be made to persons qualified in the fields of public relations, information, office management, filing, etc., as well as in the more technical categories.

During the pre-attack phase all prospective members of the operating organization should become completely familiar with broad Federal, State, and local objectives and plans. Further, from time to time the operating organization should conduct test exercises for the purpose of assessing its capability to act in an emergency.

D. Resource Planning

Consideration should be given in planning to the location, number, and operating space requirements of ration bodies and administrative offices. In larger communities consideration should be given to the establishment of branch or neighborhood rationing offices in order to provide greater convenience to the public and more manageability in administration of the program. (Following population evacuation the population will be redistributed to lower-density and safer areas. Offices should be planned for this eventuality, taking into account the scarcity of space that will be available. Branch offices at major reception centers should be considered so that ration processing could be integrated into the general registration procedures.)

Local sources for the printing of "reproduction proofs" of the ration cards and certificates, fact sheets, information releases, and other guidance material should be identified for rapid response.

E. Review of Authority

State and local jurisdictions should review the adequacy of their current emergency authority to support a Federal rationing program or to establish State and local emergency stabilization and rationing programs in the event that Federal communication and Federal direction are not available following an attack.

## Appendix 1

**FEDERAL GENERAL FREEZE ORDER**  
(Economic Stabilization)

Whereas, the President has proclaimed the existence of an unlimited national emergency and of a civil defense emergency, and has found that it is necessary to provide for resource conservation and control and for the stabilization of the civilian economy;

Now, Therefore, by virtue of the authority vested in me by the President, it is hereby ordered as follows:

Section 1. General Freeze.

All prices, wages and salaries, and rents are hereby frozen at the levels specified in section 2 of this order.

Section 2. Prohibitions.

(a) No person may charge, receive, or pay more for commodities and services than the highest prices which were in effect during the one-month base period (prior to the base date).

(b) No employer shall pay and no employee shall receive a wage, salary, or other form of compensation at a rate higher or lower than that paid or received as of (the base date).

(c) No person shall demand or receive, nor shall any person pay more than the following rent ceilings:

(1) The rent in effect on the base date for any housing accommodation, commercial, or industrial unit which was rented on the base date;

(2) The last rent in effect during the base period for any house, apartment, flat, commercial, or industrial unit which was not rented on the base date but was rented at any time during the base period;

(3) The ceiling rent established by regulation, directive, or order issued pursuant to this Order for houses, apartments, flats, commercial, and industrial units, for rooms of all types, and for any rented structure, unit, or space.

(d) No owner of any interest in real property shall demand or receive, and no purchaser shall pay more than the sales price ceilings, which shall be:

(1) The sale price specified in a sales contract signed by both parties on or before the base date; or

(2) Where there is no such sales contract, the fair market value of the property in the rent-control area as of the base date, as established by an authorized appraiser, subject to the approval of the local rent administrator.

### Section 3. Consumer Rationing.

For a period of five days from the effective date of this Order, all retail sales, except perishable foods or any health item dispensed under prescribed procedures, shall be prohibited. Thereafter, rationing of selected essential consumer items will be imposed as rapidly as possible.

### Section 4. Definitions.

(a) "Base Date": Base date means the date of the first nuclear attack on the United States.

(b) "Base Period": Base period means the one-month period prior to the base date as to ceiling prices, and the three months prior to and ending on the base date as to rents.

(c) "Persons": Persons shall include an individual, corporation, partnership, firm, or any other entity.

(d) "Price": Price shall include rentals, commissions, margins, rates, fees, charges, or other forms of prices paid or received for the sale or use of commodities or services or for the sale of real property, but shall not include prices on finished military items produced for the armed forces.

(e) "Commodity": Commodity means all commodities, articles, products, and materials, including those provided by public utilities services, such as electricity, gas, and water.

(f) "Services": Services means all services rendered, other than as an employee, in connection with the processing, distribution, storage, installation, repair, or negotiation of purchases or sales of a commodity, or in connection with the operation of any service establishment for the servicing of a commodity, or privileges including professional services. (The term "service" shall not be construed to authorize the regulation of compensation paid by an employer to any of his employees.)

(g) Wage, salary, or other form of compensation includes all forms of remuneration to an employee by an employer for personal services including, but not limited to, premium overtime rate payments, night shift, year-end and other bonus payments, incentive payments, commissions, vacation and holiday payments, employer contributions to or payment of insurance or welfare benefits or pension funds or annuities, and other payments in kind. Regardless of any right or contract heretofore or hereafter existing, no change or adjustment shall be made in such rates of wages, salaries, or other forms of compensation except as may be permitted or required by regulations, orders, or directives issued under this Order.

(h) "Sale": Sale includes sales, dispositions, exchanges, and other transfers and contracts and offers to do any of the foregoing.

(i) "Authorized Appraiser": Authorized appraiser means qualified appraiser designated by the local rent administrator to make appraisals in connection with the establishment of sales price ceilings for real property.

(j) "Essential Consumer Items": Essential consumer items means items that are used to satisfy essential needs of individual consumers, such as food, clothing, petroleum products, and other items as indicated in section 5.(b).

(k) "Retail": Retail (sometimes referred to as secondary) means the level at which commodities, products, and materials are sold directly to the consumer.

(l) "Rent": Rent includes charges for any building, structure or part thereof, or land appurtenant thereto, or services, furnishings, furniture, equipment, facilities, and improvements connected with the use or occupancy of such property.

#### Section 5. Interim Administration.

Until such time as a Federal emergency stabilization agency is created and is capable of administering the provisions of this Order, interim operations include the following:

(a) The Secretary of Labor is delegated authority to administer those provisions of this Order dealing with wages, salaries, and other compensation (and the resolution of any labor disputes that may arise) and to issue such regulations, orders, or directives as he deems necessary to such administration. He is further authorized to redelegate this authority to such officers of his Department as he deems appropriate.

(b) It is expected that the Governor of each State, through such State officers or agencies, local authorities including civil defense and other emergency organizations as he may designate, will exercise such emergency authorities as are available to him under State law, to provide for the administration of those provisions of this Order dealing with ceilings on prices and rents, the prohibition of all retail sales, and the rationing of essential consumer items. In the course of such administration, the Governor through such designees is expected to make such essential exceptions to the prohibition-of-sales provisions of this Order as he finds necessary and shall designate those essential consumer items to be distributed through the consumer rationing system.

(c) It is further expected that the Governor of each State, pursuant to the laws of his State and supported by local authorities, will provide for the interim enforcement of ceilings established by this Order and of any regulations, orders, or directives issued pursuant to this section.



Section 6. Record Keeping.

(a) **Commodities and Services:** All records in existence on the date of this Order reflecting prices which were charged for the commodities or services during the base period, together with all other records of any kind or description, shall be preserved. All records hereafter required to be kept pursuant to regulations or directives issued hereunder shall be preserved.

(b) **Rents:** All persons subject to this Order shall preserve and maintain all records which are necessary to show the manner by which the ceiling rentals were determined and the record of payments made by persons in occupancy of real property or any part thereof.

(c) **Wages and Salaries:** All employers shall preserve and maintain all records which reflect the rates of wages, salaries, or other forms of compensation paid on the base date, together with all other records of any kind or description.

Section 7. Applicability.

The provisions of this Order shall be effective immediately and are applicable to the United States, its territories and possessions, the Commonwealth of Puerto Rico, and the District of Columbia.

Section 8. Termination.

This interim order shall expire when replaced by subsequent executive or administrative Economic Stabilization Agency orders.

Dated \_\_\_\_\_

\_\_\_\_\_  
Designated Federal Official

(Note: For planning purposes States are to assume that such an order will be issued by the Federal Government in a nuclear attack emergency.)

## Appendix 2

## EMERGENCY ACTION DOCUMENTS

Food-1, State Food Policy and Guidance

TO: Heads of Political Subdivisions

Guidance for Local Governments. It is essential that food be carefully conserved and restricted to immediate and urgent needs for local, State, and National survival until the continuing supply of food that will be available for distribution can be determined.

In order to (1) prevent waste and dissipation of food in local secondary inventories, (2) provide supplies of food to meet immediate and urgent needs, (3) assure continuing resupply of local secondary inventories of food, and (4) ration food to meet minimum essential needs of individual consumers, appropriate officials of local government shall take the following actions:

1. Provide policies on the sale and resupply of food. (Attachment 2)
2. Announce the provisions of the Food Freeze Order governing retail stocks of nonperishable foods. (Attachment 3)
3. Announce and enforce the Emergency Food Release Order and instructions to local food retailers for release of food as authorized in this order. (Attachment 4)
4. Announce general authorization regarding public eating places. (Attachment 5)
5. Announce restrictions on the use of commodities in critically short supply. (Attachment 6)
6. Announce that the USDA National Emergency Maximum Food Distribution Allowance will be used as the agency guide for distribution and use of food. (Attachment 7)

In the event resupply from primary suppliers of food is not adequate to meet essential needs, local governments should cut back authorized levels of distribution. Concurrently they should consult with the USDA County Emergency Board on the shortages and request assistance of the State Food Organization. (See Food-3.)

Food-2, Request for Increase in Food Deliveries

To: State Food Director

Food in this local jurisdiction is inadequate to meet present and anticipated needs under the rationing system.

Local use levels have been cut back as far as possible by local government decision and action.

The USDA \_\_\_\_\_ County Emergency Board and the food industry have been consulted and cannot assure adequate food to meet needs.

Assistance is needed to increase the level of resupply to this local jurisdiction as quickly as possible.

Following are estimated increases in weekly deliveries required to meet essential local needs for food.

<u>Request for State Assistance</u> <u>Resupply of Food</u>		
	Unit of Measure	Increase in Weekly Deliveries
Meat	lbs.	
Eggs	doz.	
Cereals	lb.	
Milk	gal.	
Potatoes	lb.	

Date \_\_\_\_\_

\_\_\_\_\_  
(Name of Head of Local Government)

By: \_\_\_\_\_  
(signature)  
Local Food Official

Food-3, Estimate of Current Stocks of Secondary Food Resources

To: USDA State Emergency Board

It is estimated that the following quantities of food will be available from secondary sources during the next 30-60-90 days.

Estimate of Current Stocks of Secondary Food Resources			
Item	30 days	60 days	90 days
Meat and Meat Alternates			
Eggs			
Etc.			

(Note: Report quantities available using the same categories contained in Food-4)

Date \_\_\_\_\_

\_\_\_\_\_  
(signature)  
State Food Director

Food-4, Estimate of Continuing Food Requirements

To: USDA State Emergency Board

Following is an estimate of the number of civilians to be fed in this State during the 30-60-90 day period commencing \_\_\_\_\_ (date) \_\_\_\_\_.

Number of persons to be fed - 30 days \_\_\_\_\_; 60 days \_\_\_\_\_; 90 days \_\_\_\_\_.

The following level of feeding for these people is desired.

Food Ration Level Per Person Per Week

<u>Food Groups and Food Items</u>	<u>Amount Per Week<sup>1/</sup></u>
<u>Meat and Meat Alternates</u> (Fresh, frozen, and cured meat; poultry fish, shellfish; cheese; and nuts)	3 lbs. boneless 4 lbs. bone in
<u>Eggs</u>	6 eggs
<u>Milk (Fluid)</u>	7 pints
<u>Cereals and Cereal Products</u> (Flour including mixes, fresh bakery products, corn meal, rice, hominy, macaroni, and breakfast cereals)	4 lbs.
<u>Fruits and Vegetables</u> (Fresh and frozen)	4 lbs.
<u>Food Fats and Oils</u> (Butter, margarine, lard, shortening, salad and cooking oils)	1/2 lb.
<u>Potatoes</u> (white and sweet)	2 lbs.
<u>Sugars, Syrups, Honey &amp; Other Sweets</u>	1/2 lb.

<sup>1/</sup> This may be adjusted to meet local conditions but not in excess of the USDA National Emergency Maximum Food Distribution Allowance.

## Appendix 3

CONSUMER RATIONING  
REGISTRATION INSTRUCTIONS

The Registration Form should be fully completed, signed, and presented to the Rationing Board serving the area in which you and the members of your household reside. A household is defined as being comprised of all those who currently dwell as a family under one roof. Transient guests of a household are not considered as part of that household and all such persons must register independently.

Every man, woman, and child will need a Food Rationing Card and Individual Health Item Record Form. The names of all members of the household are to be listed on the single registration form. This form must be signed by the head of the household, his or her spouse, or any other duly authorized adult representative of the household.

The following kinds of ration cards will be issued at the time of registration:

1. Food Shopper's Ration Card

This ration card will be used in the procurement of food from retail food stores. The local Ration Board will determine and widely publicize the items and quantities of food that can be

obtained through use of this card. Retail food merchants will obliterate (or punch out) the applicable numbered squares when supplying the authorized item to the consumer.

2. Commercial Ration Card

This ration card (Form R-4) will be used in the procurement of meals from commercial eating places and will be issued to individuals who eat all of their meals at such places.

The same ration card (modified) will also be issued to individuals who eat a mid-day (or intermediate) meal at commercial eating places and the remainder of their meals at home. Such individuals will also be issued a Food Shopper's Ration Card; however, the Food Shopper's Ration Card will be adjusted to compensate for the number of meals eaten at commercial eating places. Three (3) meals eaten at commercial eating places are considered to be the equivalent of one (1) day's supply of food eaten at home. Therefore, eighty-four (84) meals eaten at commercial eating places will result either in the deduction of four (4) week's supply of food from the individual's Food Shopper's Ration Card, or Ration Board authorities may elect to authorize the procurement of two thirds (2/3) of the supply of individual food items instead of the total amount available to individuals who eat all of their meals at home. In the event that a flat deduction is to be made, the Ration

Board will obliterate from the Food Shopper's Card the equivalent of four weeks' supply of food.

A symbol (Roman numeral) will be placed (or stamped) on each Ration Card by the rationing authorities to identify the specific use for which it is intended. For example, infants\* and persons who subsist on special diets will be furnished with the usual Food Shopper's Ration Card.

Commercial Ration Cards will be honored at all commercial eating places, including those which serve special dietary foods. Similarly, Food Shopper's Ration Cards, when issued to persons subsisting on special diets, will be honored in all retail stores, including those specializing exclusively in the sale of dietetic foods. Ration Boards will announce the food items (and quantities) that can be obtained by individuals whose ration cards identify them as requiring special dietary foods.

### 3. Gasoline Ration Card

This card will be used in the procurement of gasoline from "retail" sources; i. e., gasoline service stations. Initially gasoline will be issued only to those individuals who are able to establish a need for essential purposes, as determined by appropriate local

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\*An infant is defined as a person under two (2) years of age requiring specially prepared and packaged baby foods.



authorities. This card will not be employed to procure gasoline in bulk quantities for use in trucks, busses, company fleets of automobiles, etc.

An "Application for Gasoline Ration Card" (see Form R-5) should be completed and submitted to the Ration Board at the time of registration. The Ration Board will at the time of registration issue gasoline ration cards. However, these cards will not be valid for the procurement of gasoline until such time as announced by the Ration Board. The Ration Board in consultation with appropriate local authority will determine and as soon as possible announce eligibility standards. It will also announce the quantity of gasoline that each numbered square on the card is to represent. Additional details are set forth in the "Application for Gasoline Ration Card" (Form R-5).

4. Individual Health Item Record

This record will be used in the procurement of those health end-items that do not require a prescription. Non-prescription health items are available from retail sources who have available a pharmacist or nurse who will control the amount to be dispensed to meet the individual's needs. The item, amount dispensed, purpose, source, and name of dispenser will be entered on the record. Additional details are set forth.

Validity Periods

All rationed items must be procured within the time period announced and specified on the ration cards. Retailers will be prohibited from honoring "numbers" on ration cards which have not been used within the specified time. No time limitation is prescribed for the Individual Health Item Record.

EXAMPLE 2

**REGISTRATION FORM R-2**

State of OHIO

Local Ration Board No. 1 Registration Unit No. 4 County of MONROE 1230  
(Ration Reg. No.)

**SECTION 1**  
(REGISTRANTS WILL COMPLETE SECTIONS 1 AND 2 ONLY)

Name of registrant SMITH JOHN ALDEN  
(Last Name) (First) (Middle)

Present home address MADISON 840 2B HOMETOWN 2002  
(Street) (Number) (Apt. No.) (Community and Zip-Code)

*John A. Smith*  
(SIGNATURE OF REGISTRANT)

Home telephone No. 472-6583

SECTION 2		Names of ALL occupants of household, enter your name first, then other adults, enter infants names last *		Enter 'A' for Adults 'B' for Infants	FOR USE OF RATION BOARD ONLY						
					RATION CARDS ISSUED				ISSUED		
		FOOD		GAS	Other	RATION CARD NUMBER	DATE	BY			
		SHOP.	COMM.								
1	SMITH	JOHN	ALDEN	A	III	III	V	4830	7/1	BA	
2	SMITH	ANNE	HELEN	A	I		V	4831	7/1	BA	
3	SMITH	FRANCES	ALLISON	A	III	III		4832	7/1	BA	
4	ALLISON	FRED	JAMES	A		IV	V	4833	7/1	BA	
5	SMITH	PAUL	WILLIAM	B	II			4834	7/1	BA	
6											
7											
8											

\* Individuals two years of age or under requiring specially prepared baby foods. (SEE OTHER SIDE)

USE SYMBOLS IN ABOVE SPACES

I - All meals at residence  
 II - Infants and special diet  
 III - Combination - Shop. and Comm.  
 IV - All meals away from residence  
 V - Gasoline  
 VI - Other

(BACKSIDE)

**SECTION 3**

**RECORD OF RATION PURCHASE CERTIFICATES**

Date Application Filed	Item(s) Applied for	Quantity Requested	Items Authorized	Quantity Authorized	Serial No. of Certificate	Date Issued	Authorized by

EXAMPLE 3

FORM R-3

**FOOD SHOPPER'S RATION CARD NO.**

STATE OF OHIO BOARD NO. 1 TYPE 1

VALID FOR 84 DAYS BEGINNING 7/11

(NO.) SMITH (DATE) ANNE HELEN

LAST NAME FIRST MIDDLE

MADISON 840 20022

STREET NUMBER ZIP-CODE

Anne H. Smith  
SIGNATURE OF REGISTRANT

Edward L. Carlson  
SIGNATURE OF AUTHORIZED OFFICIAL

111	112	113	114	115	116	117	118	119	120
101	102	103	104	105	106	107	108	109	110
91	92	93	94	95	96	97	98	99	100
81	82	83	84	85	86	87	88	89	90
71	72	73	74	75	76	77	78	79	80
61	62	63	64	65	66	67	68	69	70
51	52	53	54	55	56	57	58	59	60
41	42	43	44	45	46	47	48	49	50
31	32	33	34	35	36	37	38	39	40
21	22	23	24	25	26	27	28	29	30
11	12	13	14	15	16	17	18	19	20
1	2	3	4	5	6	7	8	9	10

4th Week →  
3rd Week →  
2nd Week →  
1st Week →

Meat  
Eggs  
Milk  
Cerals  
Fruits & Veg.  
Food Fats & Oils  
Potatoes  
Sugars, Syrup etc.

Issued without modification to individuals who eat ALL meals at their RESIDENCE. See 'Example 2A' for method of modification when issued to individuals who eat a Mid-day or intermediate meal at Commercial eating places.

EXAMPLE 4

FORM R-4

**COMMERCIAL RATION CARD NO.**

STATE OF OHIO BOARD NO. 1 TYPE IV

VALID FOR 84 MEALS BEGINNING 7/1/  
(NO.) (ITEMS) (DATE)

ALLISON FRED JAMES  
LAST NAME FIRST MIDDLE

MADISON 840 20022  
STREET NUMBER ZIP-CODE

Fred J. Allison  
SIGNATURE OF REGISTRANT

(STAMP OR SEAL OF ISSUING AUTHORITY)

SAMPLE

BY: Edward L. Carlson  
AUTHORIZED OFFICIAL

73	74	75	76	77	78	79	80	81	82	83	84
61	62	63	64	65	66	67	68	69	70	71	72
49	50	51	52	53	54	55	56	57	58	59	60
37	38	39	40	41	42	43	44	45	46	47	48
25	26	27	28	29	30	31	32	33	34	35	36
13	14	15	16	17	18	19	20	21	22	23	24
1	2	3	4	5	6	7	8	9	10	11	12

↑ ↑ ↑ ↑ ↑ ↑ ↑ ↑ ↑ ↑ ↑ ↑

**B L D B L D B L D B L D**

Issued to individuals who eat all meals at COMMERCIAL eating places. The card provides for eighty four (84) meals - (or 28 days). Ration Boards may elect to assign specific numbers or rows of numbers (as shown in the illustration) to specific meals. 'B' - Breakfast, 'L' - Lunch, 'D' - Dinner.

EXAMPLE 4A

Fig. 1

FORM 4

**COMMERCIAL RATION CARD NO.**  
 STATE OF OHIO BOARD NO. 1 TYPE III  
 VALID FOR 84 MEALS BEGINNING 7/11  
(NO.) (ITEMS) (DATE)  
SMITH JOHN ALDEN  
LAST NAME FIRST MIDDLE  
MADISON 840 20022  
STREET NUMBER ZIP-CODE  
John A. Smith  
SIGNATURE OF REGISTRANT

(STAMP OR SEAL OF ISSUING AUTHORITY)

BY: Edward L. Carlson  
AUTHORIZED OFFICIAL

73	74	75	76	77	78	79	80	81	82	83	84
61	62	63	64	65	66	67	68	69	70	71	72
49	50	51	52	53	54	55	56	57	58	59	60
37	38	39	40	41	42	43	44	45	46	47	48
25	26	27	28	29	30	31	32	33	34	35	36
13	14	15	16	17	18	19	20	21	22	23	24
1	2	3	4	5	6	7	8	9	10	11	12

This card, (Fig. 1) is to be issued (in conjunction with the card shown in Fig. 2) to individuals who eat an intermediate meal at Commercial eating places and the remainder of their meals at home. Ration Board Authorities may elect to identify the limited use of this card by stamping the word 'INTERMEDIATE' across the face of the card or by assigning a separate color to the card.

Fig. 2

FORM 3

**FOOD SHOPPER'S RATION CARD NO.**  
 STATE OF OHIO BOARD NO. 1 TYPE III  
 VALID FOR 56 DAYS BEGINNING 7/11  
(NO.) (DATE)  
SMITH JOHN ALDEN  
LAST NAME FIRST MIDDLE  
MADISON 840 20022  
STREET NUMBER ZIP-CODE  
John A. Smith  
SIGNATURE OF REGISTRANT  
Edward L. Carlson  
SIGNATURE OF AUTHORIZED OFFICIAL

111	112	113	114	115	116	117	118	119	120
101	102	103	104	105	106	107	108	109	110
91	92	93	94	95	96	97	98	99	100
81	82	83	84	85	86	87	88	89	90
71	72	73	74	75	76	77	78	79	80
61	62	63	64	65	66	67	68	69	70
51	52	53	54	55	56	57	58	59	60
41	42	43	44	45	46	47	48	49	50
31	32	33	34	35	36	37	38	39	40
21	22	23	24	25	26	27	28	29	30
11	12	13	14	15	16	17	18	19	20
1	2	3	4	5	6	7	8	9	10

4th Week →  
 3rd Week →  
 2nd Week →  
 1st Week →

- Meat
- Eggs
- Milk
- Cereals
- Fruits & Veg.
- Food Fats & Oils
- Potatoes
- Sugars, Syrup etc.

This card (Fig. 2) is to be issued to individuals who eat all, except an intermediate meal, at home. Since they will receive the equivalent of 28 days (84) meals) supply of rationed food items by the card shown in Fig. 1, an adjustment must be made on this card to offset the meals available at Commercial eating places. This can be done by obliterating four (4) horizontal rows (equivalent to 84 meals) or by decreasing by one third (1/3) the quantity otherwise authorized. If the latter technique is adopted, the card may be given a different color or stamped to reflect that only two thirds (2/3) of the quantity otherwise available can be procured from retailers.

Application for Gasoline Ration Card  
(PASSENGER CAR ONLY)

R-5

**Instructions:**

This application must be presented to the Local Rationing Board serving the area which you reside. Every owner of a registered vehicle which uses gasoline as a fuel is entitled to apply for a gasoline ration card. Only one copy of this form is to be presented for each registered vehicle. A driver's license alone does not entitle the holder to a gasoline ration card.

At the present time the use of gasoline for pleasure and other nonessential uses is banned. Operation of any vehicle is to be limited to only the most essential uses.

This form is not to be used in making application for commercial, industrial, or farm use. For further information about gasoline rationing, consult your Local Rationing Board.

**To be filled in by applicant (Type or Print):**

Application for Gasoline Ration Card

Date 7/11

Name of vehicle owner SMITH JOHN ALDEN  
(Last) (First) (Middle)

Address MADISON 840 20022  
(Street) (Number) (Zip-Code)

HOMETOWN MONROE OHIO  
(Town or city) (County) (State)

Description of registered vehicle:  
 Vehicle make STUDEBAKER Year 1959 Body style 2 DR. SEDAN  
 Vehicle registration No. 963421 State license No. HR-3765  
 State of registration OHIO

John A. Smith  
(Signature of Applicant)

**Not to be filled in by applicant**

Record of Action of Local Board

Date 7/11 Board No. 12

City HOMETOWN County MONROE State OHIO

Check one: Approved  Rejected

If application is rejected, state reason:  
 \_\_\_\_\_  
 \_\_\_\_\_

Serial No. on card issued 3167

Alvin T. Laird  
(Signature of authorized Board agent)

EXAMPLE 6

														<b>R-6</b>	
UNIT	Local Rationing Board No. <u>12</u> Location <u>HOMETOWN</u> State <u>OHIO</u>														
1	<b>GASOLINE RATION CARD</b>													34	
2	SERIAL NO. OF VEHICLE <u>B-729653</u>											KIND OF VEHICLE <u>AUTO</u>		33	
3	Owner's name <u>SMITH</u> <u>JOHN</u> <u>ALDEN</u>											(Auto, Motorcycle, etc.)		32	
4	Address <u>MADISON</u> <u>840</u> <u>ZB</u> <u>20022</u>											(Street) (Number) (Apt. No.) (Zip-Code)		31	
5	City <u>HOMETOWN</u> County <u>MONROE</u> State <u>OHIO</u>													30	
6	Vehicle make <u>STUDEBAKER</u> Year <u>1959</u> Kind or body style <u>20-SEDAN</u>													29	
7	Vehicle registration No. <u>963421</u> State of registration <u>OHIO</u> State license No. <u>HR-3765</u>													28	
8	The acceptance and use of the card constitute an agreement that the holder will observe the rules and regulations governing gasoline rationing as issued by your Local Rationing Board.													27	
9	DATE <u>7/11</u> Owner's signature <u>John A. Smith</u>													26	
10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25

FACE

														<b>R-6</b>	
<b>INSTRUCTIONS</b>															
<ol style="list-style-type: none"> <li>1. This is your gasoline ration card for the vehicle described hereon.</li> <li>2. This card must be presented to your dealer for cancellation of one or more units each time you purchase gasoline.</li> <li>3. This card can be used only for gasoline delivered into the fuel tank of the vehicle described hereon.</li> <li>4. The allowable quantity and the period of validity for each numbered unit will be announced from time to time by your Local Rationing Board.</li> <li>5. Misuse of this card will result in its revocation.</li> </ol>															

BACK



## Application for Ration Purchase Certificate R-7

**Instructions:**

This application must be presented to the Local Rationing Board serving the area in which you reside for each Ration Purchase Certificate required.

Consult your Local Rationing Board for information about the rules of eligibility and procedures to be followed in applying for products or commodities controlled by certificate rationing.

Use the reverse side of this form to justify to the Ration Board your need for each specific item requested. In order to qualify, you must show that denial of each item would cause substantial personal hardship or would prevent you from performing tasks which have been determined to be essential to survival and / or recovery.

A separate application must be filed for additional quantities of the product or Commodity authorized by the Ration Board.

**To be filled in by applicant (Type or Print):**

Application for Ration Purchase Certificate

Date 8/2/

SMITH, JOHN ALDEN  
(Name of person or firm for whom application is made)

Address MADISON 848 ZB 20024  
(Street) (Number) (Apt.) (Zip-Code)

HOMETOWN MONROE OHIO  
(Town or city) (County) (State)

ELECTRONIC ENGINEER  
(Occupation or kind of business engaged in)

John A. Smith  
(Signature of Applicant)

1-12 VOLT AUTO BATTERY  
(Indicate above the quantity, weight, or other measure and description of product or commodity for which ration purchase certificate is required)

**Not to be filled in by applicant:**

Record of Action of Local Board

Date 8/2/ Board No. 1

City HOMETOWN State OHIO

Check one: Approved  Approved in part  Rejected

For 1-12 VOLT AUTO BATTERY  
(Indicate above the quantity and description of product or commodity for which purchase certificate is issued)

If application is rejected in whole or in part, state reason:  
\_\_\_\_\_  
\_\_\_\_\_

Thomas R. Jones  
(Signature of authorized Board agent)

Certificate issued 8/2/ R-42631  
(Date) (Serial number)

EXAMPLE 8

**RATION PURCHASE CERTIFICATE** **R-8**

LOCAL RATIONING BOARD NO. 1 LOCATION HOMETOWN STATE OHIO

SERIAL NO. 1230 DATE OF ISSUE 8/21  
(Not valid after 30 days)

This is to certify that:

NAME SMITH, JOHN A. ADDRESS 840 MADISON ST.

CITY HOMETOWN STATE OHIO

Pursuant to rationing orders and at a price not to exceed legal price ceilings, is authorized to purchase

1-12 VOLT AUTO BATTERY  
(Write out quantity, weight, or other measure and description of commodity)

Authorized by: Theresa R. Jones Board member  
(Signature of issuing officer) (Title)

This certificate is not valid unless signed by an issuing officer authorized by a Local Rationing Board.  
 Date of purchase and endorsement must be entered on reverse side at time this certificate is surrendered to seller.  
 NOTE: Seller must return this certificate to ration board when directed.

EXAMPLE 9

R-9

INDIVIDUAL HEALTH ITEM RECORD

NO. 4830

DATE ISSUED 7/11

NAME SMITH JOHN ALDEN  
(Last) (First) (Middle)

ADDRESS MADISON 840 20022  
(Street) (Number) (Zip-Code)

HOMETOWN MONROE OHIO  
(Town or City) (County) (State)

SEX  (Male)  (Female)

AGE 37

John A. Smith  
Signature of Registrant

William T. Davis  
Signature of Authorized Official

SAMPLE

DATE	ITEM DESCRIPTION	QUANTITY	PURPOSE (Medical Condition)	DISPENSER
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EXAMPLE 10

R-10

### EMERGENCY HEALTH ITEM REGISTER

\_\_\_\_\_  
*Name of Retail Health Item Establishment*

\_\_\_\_\_  
*Address*

*I certify that the items identified below opposite my signature were purchased by me for urgent personal or family use for the purpose indicated and do not represent a duplicate purchase for the same individual within the previous 48-hour period.*

<u>DATE</u>	<u>ITEM</u>	<u>QUANTITY</u>	<u>PURCHASER'S SIGNATURE</u>
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SAMPLE

EXAMPLE 11

R-11

**CERTIFIED REQUISITION FOR HEALTH SURVIVAL MATERIEL**

DATE \_\_\_\_\_

TO: NAME \_\_\_\_\_  
 STREET \_\_\_\_\_  
 CITY, STATE \_\_\_\_\_

FROM: NAME \_\_\_\_\_  
 STREET \_\_\_\_\_  
 CITY, STATE \_\_\_\_\_

*I certify that the items and quantities listed below are required for use within a 14-day period from the above date. This health facility has been authorized by State or local government to certify as to essentiality of items and quantities.*

<u>ITEM DESCRIPTION</u>	<u>UNIT OF MEASURE</u>	<u>OPERATING LEVEL (QUANTITY)</u>	<u>QUANTITY ON HAND</u>	<u>QUANTITY REQUIRED</u>
(Example) Calcium Penicillin Tablets 100,000 units	Bottle of 100	50	25	25

\_\_\_\_\_  
 Signature and Position of Certifying Officer