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Department of Energy
Washington, D.C. 20585

MEMORANDUM FOR: Donald Clarey
Associate Director
Office of Cabinet Affairs

FROM: Donald H. Pearlman *DHP*
Executive Assistant
to the Secretary of Energy

DATE: February 13, 1984

SUBJECT: FEMA Draft Federal Preparedness Circular 6

By letter dated January 31, 1984, FEMA Director Giuffrida has sent to Secretary Hodel and, presumably, to other Cabinet members, a draft on Federal Preparedness Circular 6, entitled "Organization and Procedures for Federal Interagency Emergency Management." Copies of both documents are enclosed. Our comments are requested by February 28.

Section 7 of the circular would establish an Emergency Management Council (EMC), whose role is stated to be "to facilitate planning for the Federal role in emergencies and decisionmaking pertaining to major issues, including resource allocation, during all phases of emergency management, from normal operations, preparation, response and recovery."

Our understanding is that, with reference to energy emergencies caused by interruption of international oil supplies, the planning for federal policies and programs is the initial responsibility of the Energy Response Working Group and the International Energy Security Group, which will report to the Cabinet. In these circumstances, two questions arise:

- o What should be the role, if any, of the proposed EMC in planning for such energy emergencies?
- o Will the Office of Cabinet Affairs communicate its views on this matter to FEMA?

DHP:se

Enclosures

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LD



Federal Emergency Management Agency

Washington, D.C. 20472

Honorable Donald Paul Hodel
Secretary of Energy
Washington, DC 20585

Dear Mr. Secretary:

The Federal Emergency Management Agency (FEMA) is charged to ensure that government, at all levels, in partnership with the private sector and the American people, can respond decisively and effectively to any major national emergency. Toward that end, the President has tasked FEMA with developing a new, comprehensive series of Federal Preparedness Guidance documents to enhance the emergency mobilization preparedness capability of Federal departments and agencies, State and local governments, and the private sector.

An organization and procedures for interagency emergency management has been developed in response to the authorities enumerated in Executive Order 12148. The attached draft Federal Preparedness Circular (FPC) 6 which establishes a comprehensive interagency structure for management of emergencies by Federal departments and agencies, is provided for your review.

Over the years, numerous Federal interagency emergency organizations have been established. These include the Federal Emergency Management Council (FEMC); Interagency Emergency Policy Board (IEPB); Defense Resources Board (DRB); and the Interagency Emergency Coordinating Group (IECG). These organizations lack clearly defined and widely understood functions, responsibilities, and composition. They also do not currently operate in non-emergency situations. Further, the lack of triggering mechanisms, effective support elements, and a clear connection to Presidential command authority hampers timely and efficient emergency management.

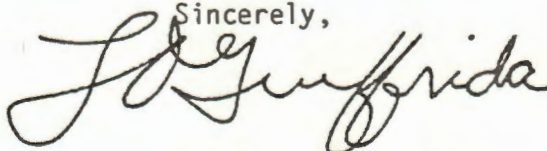
FPC 6 proposes to correct these deficiencies by establishing a more streamlined organizational structure and operating procedures which will function during all phases of emergency management. The structure includes an Emergency Management Authority, the Emergency Management Council and its supporting committees, the Interagency Emergency Coordinating Group, and the Regional Preparedness Committee. The FPC proposes to eliminate the IEPB and the DRB.

I believe that this proposed structure will make a significant contribution toward ensuring the maintenance of necessary government functions and providing for a timely and effective transition into emergency modes of operation. It will be tested in the exercise REX 84 ALPHA in the Spring, and revised based on your comments and recommendations.

Comments should be sent by February 28 to the Honorable Bernard A. Maguire, Associate Director, National Preparedness Programs, Federal Emergency Management Agency, Washington, DC 20472. Questions on the new guidance series should be directed to Laurel C. Shannon, Planning Officer, Office of Mobilization Preparedness, at 287-3990.

I look forward to working with you to enhance our capability to respond to emergencies.

Sincerely,

A handwritten signature in cursive script, reading "L. O. Giuffrida".

Louis O. Giuffrida
Director

Enclosure

cc: Emergency Coordinators

DRAFT



FEDERAL PREPAREDNESS CIRCULAR

Federal Emergency Management Agency
Washington, D.C. 20472

FPC 6

TO: HEADS OF FEDERAL DEPARTMENTS AND AGENCIES

SUBJECT: Organization and Procedures for Federal Interagency
Emergency Management

1. Purpose. This Federal Preparedness Circular (FPC) provides guidance to Federal departments and agencies on the organization of the government for interagency emergency management across the full spectrum of emergencies described in FPC 2, The Conceptual Framework for Emergency Mobilization Preparedness.

2. Summary. This FPC establishes an interagency emergency management structure, including an Emergency Management Authority, the Emergency Management Council and its supporting committees, the Interagency Emergency Coordinating Group, and the Regional Preparedness Committee.

3. Applicability and Scope. This FPC applies to all executive branch departments and agencies assigned emergency mobilization preparedness responsibilities by Executive Order 11490, as amended.

4. Supersession. The provisions of this FPC supersede the following:

a. Office of Emergency Preparedness 5600.2, Civil Emergency Preparedness Objectives and Reports (also identified as FPC 2), dated May 23, 1967;

b. FPC 10, Designation of Federal Department and Agency Emergency Coordinators, dated April 9, 1980;

c. FPC 16, Organizational Arrangements and Procedures for the Coordination of Executive Branch Activities in Response to Emergency or Crisis Situations of National Concern, dated October 29, 1980;

d. FPC 25, Regional Preparedness Committee (RPC) Guidance, dated December 6, 1977; and

e. The National Plan for Emergency Preparedness, dated December 1964, Chapter 1. Basic Principles; and Chapter 16. Government Operation.

5. Authorities.

a. National Security Act of 1947, as amended, Section 103.

b. Defense Production Act of 1950, as amended.

c. Executive Order 11490, Assigning Emergency Preparedness Functions to Federal Departments and Agencies, 3 Code of Federal Regulations (C.F.R.), 1966 - 1970, Comp., p. 820, as amended, Section 212(a).

d. Executive Order 10480, Further Providing for the Administration of The Defense Mobilization Program, 3 C.F.R., 1949 - 1953, Comp., p. 962, as amended.

e. Executive Order 12148, Federal Emergency Management, 3 C.F.R. 1979, Comp., p. 412, as amended.

f. National Security Decision Directive (NSDD) 47, Emergency Mobilization Preparedness, issued July 22, 1982.

6. Background.

a. The NSDD 47 sets forth principles and policies for emergency mobilization preparedness. It states that it is the policy of the United States to have an emergency mobilization capability that will ensure that government, at all levels, in partnership with the private sector and the American people, can respond decisively and effectively to any major national emergency.

b. The NSDD 47 further states that it is the policy of the United States to develop systems and plans that will ensure the maintenance of necessary government functions at the Federal, State and local levels and provide for a timely and effective transition with emergency modes of operation.

c. Essential elements of emergency management include well-defined and understood organizational arrangements and operating procedures, and an ability to make a smooth transition from normal to emergency modes of operation. Each level of government must play a crucial role in the management of emergencies, including:

- (1) The Executive (Presidential) level;
- (2) The department/agency head level;
- (3) The departmental operating level; and
- (4) The office level.

d. Over the years, numerous multiagency organizations have been established to coordinate Government activities in various types of emergencies. The overlap and duplication among these organizations, along with the lack of a triggering mechanism, effective support elements and clear connection to Presidential command authority, hampers timely and efficient emergency management.

e. This FPC establishes a more streamlined organizational structure with an Emergency Management Authority, the Emergency Management Council and its supporting committees, the Interagency Emergency Coordinating Group, and the Regional Preparedness Committee. As referenced in paragraph 4., Supersession, this FPC also eliminates the Interagency Emergency Policy Board (IEPB) and the Defense Resources Board (DRB). The new structure is described below and illustrated in the attachment.

7. Policies and Procedures.

a. Emergency Management Authority. The national Emergency Management Authority (EMA) functions at the Presidential level for the civil sector in a manner similar to the National Military Command Authority for national defense matters.

b. Emergency Management Council (EMC).*

(1) The EMC is composed of the heads or deputies of selected departments and agencies.

(2) The role of the EMC is to facilitate planning for the Federal role in emergencies and decisionmaking pertaining to major issues, including resource allocation, during all phases of emergency management, from normal operations, preparation, response and recovery.

(3) The EMC will identify and refer to higher authority, with options and recommended courses of action, those problems requiring Presidential decision.

(4) The EMC will provide guidance to the Interagency Emergency Coordinating Group (IECG) and disseminate decisions through the IECG.

(5) The EMC will be Chaired by the Director, Federal Emergency Management Agency (FEMA).

(6) The EMC will be supported by a committee structure. The committees will deal with ongoing issues and problems and make recommendations to the EMC.

(7) The EMC will absorb the functions of the Emergency Mobilization Preparedness Board (EMPB) when it is terminated (projected for January 1985).

c. Interagency Emergency Coordinating Group (IECG).

(1) The IECG will be composed of the Emergency Coordinators who are the representatives of their departments and agencies.

(2) Emergency Coordinators are persons designated by each department and agency as those having primary responsibility for coordinating emergency preparedness programs. The title need not correspond with the person's official position in that organization.

(3) Emergency Coordinators are the primary contacts for identifying emergency programs anywhere within their respective departments and agencies, for providing planning assistance and guidance to offices developing emergency preparedness plans and programs, and for general

*The Director has initiated steps to expand the membership and the charter of the EMC to cover the functions set forth in this paragraph (See Executive Order 12148, Section 3).

monitoring, reviewing, and reporting on all such plans and programs. The role of the Emergency Coordinator should be staff liaison and coordinator among various organizational elements.

(4) The IECG will be Chaired by a FEMA senior official designated by the Director, FEMA. The Chairman will convene the IECG as necessary to carry out planning, coordinating and evaluating activities prior to an emergency, and to undertake rapid interagency coordination to respond during an emergency situation.

(5) In the event of an emergency, the Emergency Information and Coordination Center at FEMA will be used as the primary location for central receipt, exchange and assessment of information concerning the situation and for coordination of interagency civil emergency response action. Alternate locations will be used as necessary.

(6) As directed by the Chairman, the IECG will convene in emergency situations to:

(a) Receive pertinent communication, intelligence and information related to the emergency situation and provide situation summaries to FEMA and to their agencies as required;

(b) Ensure continual coordination with involved departments and agencies of those actions not requiring further policy decision;

(c) Develop and submit to the EMC optional solutions and recommended actions which require policy guidance and/or decision;

(d) Conduct briefings for senior officials as required; and

(e) Supply information for the preparation of press releases by FEMA or higher authority.

d. Regional Preparedness Committee (RPC).

(1) The RPC is the primary regional organization for assisting FEMA Regional Directors in implementing national preparedness policy at the regional level. The RPC is the regional counterpart of the EMC.

(2) The RPC shall be Chaired by the FEMA Regional Director who shall provide liaison with other Federal regional councils or boards on matters of common concern.

(3) The RPC shall consist of the senior regional representatives designated by their respective Federal departments and agencies with emergency preparedness responsibilities. All members of the RPCs shall be full-time employees of the Federal Government and shall have security clearances commensurate with matters to be considered at meetings.

(4) The full RPC shall be convened at the call of the Chairman to address substantive issues. At least one RPC meeting shall be held each year to develop regional preparedness goals and objectives.

8. Responsibilities.

a. Federal Departments and Agencies.

Each Federal department and agency with emergency preparedness functions under Executive Order 11490 is responsible for:

(1) Designating the EMC member and reporting this information to FEMA.

(2) Designating an Emergency Coordinator, a person of sufficient level and scope of authority to be cognizant of the emergency implications of activities throughout that organization, and reporting this information to FEMA.

(3) Orientation and training of new Emergency Coordinators in the emergency program responsibilities of their organization.

(4) Appointing members to appropriate RPCs.

(5) In the event of termination or major reorganization, ensuring that all emergency authorities and responsibilities are preserved by assignment to continuing organizations.

b. Federal Emergency Management Agency (FEMA).

The Director, FEMA, is responsible for:

(1) Providing basic guidance and assistance in government-wide emergency preparedness activities.

(2) Providing the necessary administrative support such as communications, automatic data processing, clerical, reproduction, messenger, security and custodial services for the EMC and IECG.

(3) Maintaining a current list of members of the EMC and IECG, based upon information provided by Federal departments and agencies.

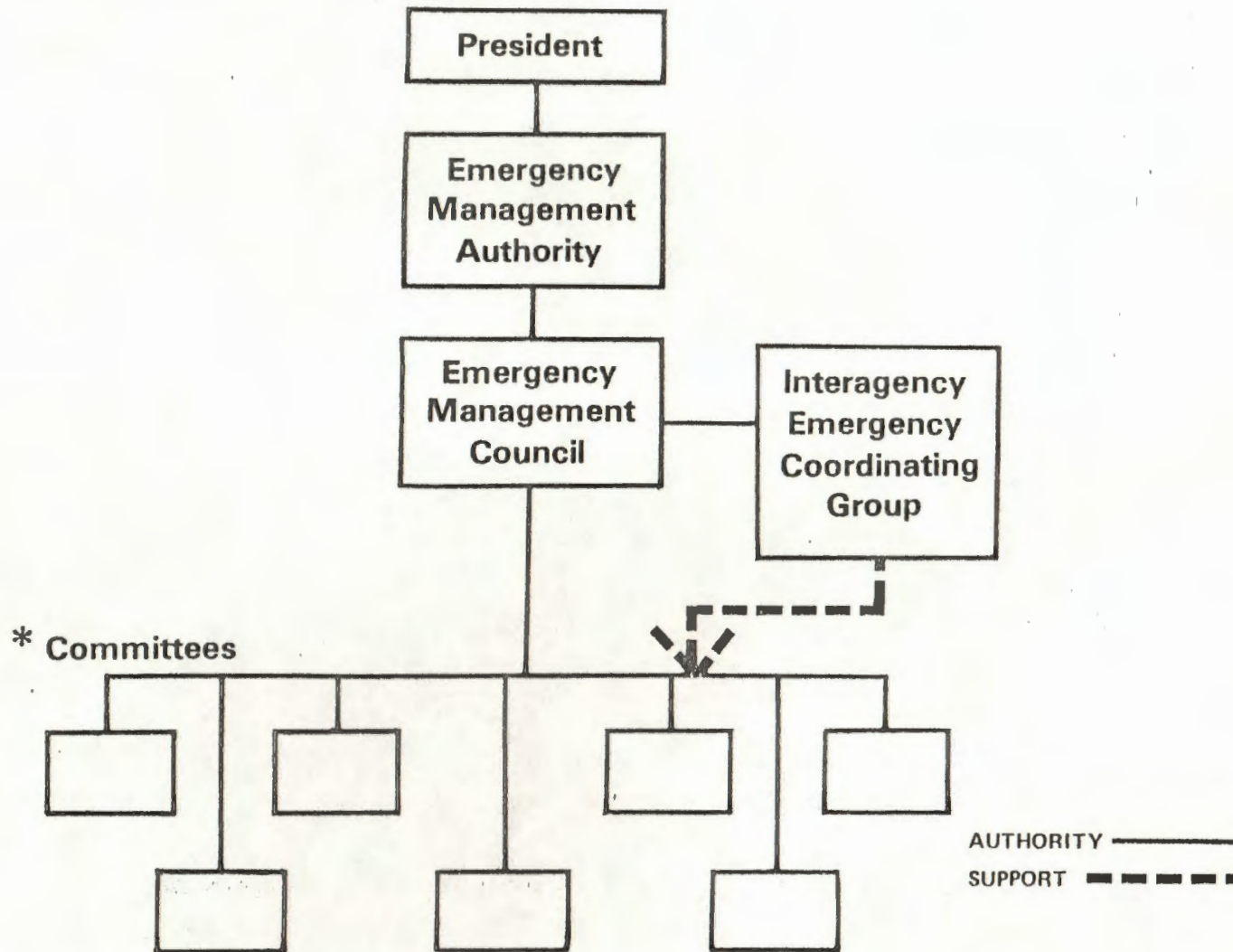
(4) At the Regional level, the RPC Chairman shall maintain a listing of principals and alternates designated for the RPC. Changes in representation on the RPC shall be reported by the Emergency Coordinator of each department and agency to the appropriate RPC Chairman as they occur.

9. Distribution. This FPC is to be distributed to the heads of Federal departments and agencies, FEMA personnel at Headquarters and regional offices, and other interested parties.

Louis O. Giuffrida
Director

Attachment
Interagency Emergency Management Structure

ATTACHMENT
INTERAGENCY EMERGENCY MANAGEMENT STRUCTURE



A-1

* Committees will absorb the existing Working Group of the EMPB when it is terminated (projected for January 1985)