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*Last Updated: 02/09/2024*

THE WHITE HOUSE  
CORRESPONDENCE TRACKING WORKSHEET

NID 002

INCOMING

DATE RECEIVED: JUNE 06, 1986

NAME OF CORRESPONDENT: MR. HAYWOOD W. WILLIS

SUBJECT: WRITES REGARDING THE LACK OF AN ON - GOING  
CIVIL DEFENSE PREPAREDNESS FOR THE CITIZENS  
OF THE UNITED STATES

|                            |                | ACTION      |                  | DISPOSITION                         |  |
|----------------------------|----------------|-------------|------------------|-------------------------------------|--|
| ROUTE TO:<br>OFFICE/AGENCY | (STAFF NAME)   | ACT<br>CODE | DATE<br>YY/MM/DD | TYPE<br>RESP                        | C COMPLETED<br>D YY/MM/DD                      |
| RICHARD RILEY              |                | ORG         | 86/06/06         |                                     | C 86/06/09 <span style="color: red;">TR</span> |
| <del>Ferna</del>           | REFERRAL NOTE: |             |                  |                                     |  |
|                            | REFERRAL NOTE: |             | 86/06/06         | <span style="color: red;">TR</span> | A 86/07/08 <span style="color: red;">AB</span> |
|                            | REFERRAL NOTE: |             |                  |                                     |  |
|                            | REFERRAL NOTE: |             |                  |                                     |  |
|                            | REFERRAL NOTE: |             |                  |                                     |  |
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COMMENTS:

ADDITIONAL CORRESPONDENTS: MEDIA: L INDIVIDUAL CODES: \_\_\_\_\_

MI MAIL USER CODES: (A) \_\_\_\_\_ (B) \_\_\_\_\_ (C) \_\_\_\_\_

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| *ACTION CODES:           | *DISPOSITION         | *OUTGOING            | * |
| *                        | *                    | *CORRESPONDENCE:     | * |
| *A-APPROPRIATE ACTION    | *A-ANSWERED          | *TYPE RESP=INITIALS  | * |
| *C-COMMENT/RECOM         | *B-NON-SPEC-REFERRAL | *OF SIGNER           | * |
| *D-DRAFT RESPONSE        | *C-COMPLETED         | *CODE = A            | * |
| *F-FURNISH FACT SHEET    | *S-SUSPENDED         | *COMPLETED = DATE OF | * |
| *I-INFO COPY/NO ACT NEC* |                      | *OUTGOING            | * |
| *R-DIRECT REPLY W/COPY * |                      |                      | * |
| *S-FOR-SIGNATURE *       |                      |                      | * |
| *X-INTERIM REPLY *       |                      |                      | * |

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REFER QUESTIONS AND ROUTING UPDATES TO CENTRAL REFERENCE  
(ROOM 75, OEOB) EXT-2590  
KEEP THIS WORKSHEET ATTACHED TO THE ORIGINAL INCOMING  
LETTER AT ALL TIMES AND SEND COMPLETED RECORD TO RECORDS  
MANAGEMENT.

W14406



# Federal Emergency Management Agency

Washington, D.C. 20472

JUL 8 1986

Mr. Haywood W. Willis  
President, National Civil  
Defense Alliance  
6721 Park Boulevard, North #22  
Pinellas Park, Florida 33565

Dear Mr. Willis:

Your letter of June 2, 1986, to President Reagan, and the resolution of your organization, the National Civil Defense Alliance, have been referred for review and reply to the Federal Emergency Management Agency (FEMA) which is the focal point within the Federal Government for emergency management activities.

The program for protection of the population in case of an attack, which is outlined in your resolution, is consistent and supportive of civil defense programs proposed by FEMA in recent years. The medical preparedness issues that you identified are presently being addressed by the Department of Health and Human Services (HHS) through the development of the National Disaster Medical System. While this system is at the initial stages of development, it will provide State and local governments with added resources to respond to major disasters. In addition to the HHS initiative, FEMA is presently in the final stages of producing a planning guide detailing those health and medical planning considerations which should be included in every community's emergency operations plans.

As you are undoubtedly aware, civil defense funding has been on the decline the last few fiscal years. Consequently, there has been no growth in those national programs that historically have been relied upon to improve our capability to protect the population from the effects of attack and other disasters. We are, however, recommending a more focused program which will maintain our existing emergency management capability and provide for the development of some attack-specific capabilities.

We are well aware that these are trying times for the emergency management community and for those who support a vigorous civil defense. We assure you that FEMA will continue to make every effort to enhance our country's level of disaster preparedness, but this is probably a good time to face the fact that an emergency management system which depends predominantly on Federal Government actions and funding is not likely to be achieved. The Civil Defense Act of 1950 states that civil defense is a joint responsibility of the Federal Government and of the States and their political subdivisions. Civil defense has been defined as governments at all levels with support

from the private sector taking coordinated action to deal with an extraordinary emergency. If we are to improve our country's civil defense capability, we think it is essential to have increased support and commitment from all levels of government. FEMA, certainly, will continue to make every effort to ensure that the Federal level plays its proper role.

Thank you for informing us of the position of your organization and for sharing your ideas with us. We hope that we can count on your continuing interest and support.

Sincerely,

**SIGNED**

Samuel W. Speck  
Associate Director  
State and Local Programs  
and Support

cc:

Sally Kelley, White House

THE WHITE HOUSE OF  
REFERRAL

JUNE 1

|                     |      |          |      |
|---------------------|------|----------|------|
| Control No. 1419-86 |      |          |      |
| A = ACTION          |      | X = INFO |      |
| X DIR               |      | PA       | NP   |
| X DEP               | X CR | X SL     |      |
| EAC                 | IF   |          | IA   |
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| OC                  | AQ   |          |      |
|                     |      | X        | FILE |

TO: FEDERAL EMERGENCY MANAGEMENT AGENCY

ACTION REQUESTED:

DIRECT REPLY, FURNISH INFO COPY

DESCRIPTION OF INCOMING:

ID: 405067

MEDIA: LETTER, DATED JUNE 2, 1986

TO: PRESIDENT REAGAN

FROM: MR. HAYWOOD W. WILLIS  
PRESIDENT / DIRECTOR  
NATIONAL CIVIL DEFENSE ALLIANCE  
6721 PARK BOULEVARD, NORTH  
SUITE 22  
PINELLAS PARK FL 33565

SUBJECT: WRITES REGARDING THE LACK OF AN ON - GOING  
CIVIL DEFENSE PREPAREDNESS FOR THE CITIZENS  
OF THE UNITED STATES

PROMPT ACTION IS ESSENTIAL -- IF REQUIRED ACTION HAS NOT BEEN  
TAKEN WITHIN 9 WORKING DAYS OF RECEIPT, PLEASE TELEPHONE THE  
UNDERSIGNED AT 456-7486.

RETURN CORRESPONDENCE, WORKSHEET AND COPY OF RESPONSE  
(OR DRAFT) TO:  
AGENCY LIAISON, ROOM 91, THE WHITE HOUSE, 20500

SALLY KELLEY  
DIRECTOR OF AGENCY LIAISON  
PRESIDENTIAL CORRESPONDENCE



405067

## NATIONAL CIVIL DEFENSE ALLIANCE

6721 PARK BOULEVARD, NORTH #22  
PINELLAS PARK, FLORIDA 33565  
(813) 321-8831

*Military Office*

June 2, 1986

The Honorable Ronald Ragan  
President of the United States of America  
The White House  
1600 Pennsylvania Avenue  
Washington, D.C. 20500

Dear Mr. President,

Today I am writing you in regards to a matter I believe to be close to the hearts of all Americans, and I am in prayer it is close to your heart as well Sir.

The subject I refer to, is the lack of an on-going Civil Defense Preparedness for the CITIZENS of the United States. As a direct result to this situation, I have meet with the Board of Directors of the National Civil Defense Alliance (NCDA), and we have drawn a RESOLUTION covering the areas we believe to be in need of immediate action by your office.

On behalf of NCDA I wish to thank you for reviewing our Resolution, and we at NCDA stand in prayer and deep hopes that you will take the steps needed to bring these matters into being for the Citizens of this great Nation we love so much.

Sir, may we hear from you soon regarding this matter. Thanking you in advance. I am

Sincerely yours,

*X.W. Willis*

Haywood W. Willis - *Commander*  
President/Director





## NATIONAL CIVIL DEFENSE ALLIANCE

### RESOLUTION

Resolution passed by The National Civil Defense Alliance at their annual meeting on May 1, 1986.

- WHEREAS The risk of nuclear conflict stands to increase as more nations acquire new nuclear weapons capability, and
- WHEREAS The danger of nuclear terrorism also may increase as terrorist have the potential for obtaining nuclear material, and
- WHEREAS The survival of our people in the event of nuclear war or nuclear terrorism would be directly proportional to our degree of preparedness, and
- WHEREAS Leaders of the Soviet Union have repeatedly stated that their objective is the total destruction of the American form of government, and
- WHEREAS China, Russia, Sweden, Switzerland, and other nations have already achieved a high degree of disaster preparedness, and
- WHEREAS The most urgent needs for protection of our citizens in case of war or terrorism are:
1. An extensive shelter program - both public and private - for the protection of our population.
  2. Emergency training for our citizens, comparable to that offered through private organizations.
  3. Increased training in mass casualty care methods for medical personnel.
  4. Packaged hospitals stored outside target areas, to be activated in time of any national or local emergency.
  5. A modern warning system which will alert all our citizens in times of pending national and local disasters.
  6. A communications system which will function before, during, and after any and all emergencies national and local.

7. Improved hospital plans to include provisions for functioning of hospitals in the event of a national or local disaster.
8. The redistribution and storage of vital medical supplies in protective shelters throughout the United States, with provisions for rotation.
10. Storage of food supplies, water, sanitary facilities, and radiation detection equipment in sheltered areas, and

WHEREAS During the last several administrations, virtually none of the above listed needs have been accomplished, and

WHEREAS The Constitution of the United States reads in part: We the people of the United States, in order to form a more perfect Union, establish Justice, insure domestic tranquillity, provide for the common defense--- and


WHEREAS There is no adequate provision for the common defense in the event of nuclear war or nuclear terrorism, and

WHEREAS The survival of the American people and the very existance of the United States may well depend on such preparedness.

THEREFORE, BE IT RESOLVED THAT:

The National Civil Defense Alliance petitions the President of the United States to appoint and designate the Federal Emergency Management Agency (FEMA) of the United States Government to immediately initiate steps to provide such protection for the American people, and be it further resolved that

The National Civil Defense Alliance desires to be a part of these undertakings and stands ready to assist the President of the United States and/or his appointed agency.

  
Haywood William Willis  
President/Director



THE WHITE HOUSE  
CORRESPONDENCE TRACKING WORKSHEET

ID# 409365

ND002  
329  
JUL 16 1986  
II

INCOMING

DATE RECEIVED: JULY 15, 1986

NAME OF CORRESPONDENT: THE HONORABLE JAMES A. HAMMER

SUBJECT: ENCLOSURES COPY OF HIS LETTER TO MR. JULIUS  
BECTION, DIRECTOR OF THE FEDERAL EMERGENCY  
MANAGEMENT AGENCY OPPOSING THE PROPOSAL TO  
BUILD AIR RAID SHELTERS FOR LOCAL OFFICIALS

SHIPPING  
CC. FEMA  
ATTN: IGA  
-641-

|                            |              | ACTION      |                  | DISPOSITION  |                           |
|----------------------------|--------------|-------------|------------------|--------------|---------------------------|
| ROUTE TO:<br>OFFICE/AGENCY | (STAFF NAME) | ACT<br>CODE | DATE<br>YY/MM/DD | TYPE<br>RESP | C COMPLETED<br>D YY/MM/DD |
| CRISTY BACH                |              | ORG         | 86/07/15         | CTB A        | 96/7/30 AB                |
| REFERRAL NOTE:             |              |             |                  |              |                           |
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COMMENTS:

ADDITIONAL CORRESPONDENTS: MEDIA: L INDIVIDUAL CODES: 2600  
IA MAIL USER CODES: (A) (B) (C)

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\*ACTION CODES: \*DISPOSITION \*OUTGOING \*  
\* \* \*CORRESPONDENCE: \*  
\*A-APPROPRIATE ACTION \*A-ANSWERED \*TYPE RESP=INITIALS \*  
\*C-COMMENT/RECOM \*B-NON-SPEC-REFERRAL \* OF SIGNER \*  
\*D-DRAFT RESPONSE \*C-COMPLETED \* CODE = A \*  
\*F-FURNISH FACT SHEET \*S-SUSPENDED \*COMPLETED = DATE OF \*  
\*I-INFO COPY/NO ACT NEC\* \* OUTGOING \*  
\*R-DIRECT REPLY W/COPY \* \* \*  
\*S-FOR-SIGNATURE \* \* \*  
\*X-INTERIM REPLY \* \* \*  
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REFER QUESTIONS AND ROUTING UPDATES TO CENTRAL REFERENCE  
(ROOM 75, OEOB) EXT-2590  
KEEP THIS WORKSHEET ATTACHED TO THE ORIGINAL INCOMING  
LETTER AT ALL TIMES AND SEND COMPLETED RECORD TO RECORDS  
MANAGEMENT.

THE WHITE HOUSE

WASHINGTON

July 31, 1986

Dear Mr. Hammer:

On behalf of the President, I would like to thank you for your recent correspondence regarding the Federal Emergency Management Agency's proposal to build air raid shelters for local officials.

A copy of your letter has been forwarded to the appropriate officials at the Federal Emergency Management Agency for their benefit and consideration.

I sincerely appreciate your sharing your views with the Administration.

Sincerely,

Cristena L. Bach  
Special Assistant to the President  
for Intergovernmental Affairs

Mr. James A. Hammer  
Township Councilman  
3101 McCully Road  
Allison Park, Pennsylvania 15101

409365



3101 McCully Road, Allison Park, Pennsylvania 15101 • Area Code 412 486-0400  
412 443-7585

CP  
July 10, 1986

President Ronald Reagan  
White House - Pennsylvania Ave.  
Washington, D.C. 20510

Dear President Reagan:

Attached is my letter to Mr. Julius Becton, Director of the Federal Emergency Management Agency regarding my views on their recent proposal to spend \$1.5 billion for building air raid shelters for local officials.

I believe I made my point as succinct as possible so I will not berate the issue in this letter.

I only ask you to seriously examine the priorities this agency has established for itself in light of their recent action concerning aid for our flood ravaged community and their preposterous proposal; and to investigate their obvious lobbying efforts with elected officials. I believe both have been seriously abused.

Hoping to hear from you in this regard, I remain...

Sincerely yours,

James A. Hammer, Councilman  
Hampton Township

JAH/sb

cc: Council



3101 McCully Road, Allison Park, Pennsylvania 15101 • Area Code 412 486-0400  
412 443-7585

July 10, 1986

Mr. Julius Becton, Director  
Federal Emergency Management Agency  
500 C Street S.W.  
Washington, D.C. 20472

Dear Mr. Becton:

I am totally appalled at your proposal to spend \$1.5 billion to build bomb shelters for local officials in case of nuclear attacks.

I believe this proposal is utterly insane in view of the fact that your agency refused to grant funding to help our community re-build its public infrastructure which was devastated in the recent floods.

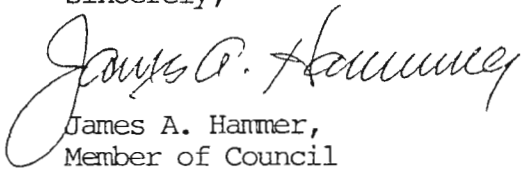
Furthermore and speaking for all local elected officials, I feel I can safely say; we consider it a personal insult and an affront to our sense of responsibility that you would even think that we would run and hide in an air raid shelter while our people were suffering or dying in the streets.

It is obvious that your priorities are badly misplaced and that while you may think you are endearing yourself to local officials the truth is quite the opposite. We don't want air raid shelters...we want help...Now!

If you are truly seeking our allegiance and support, return the agency to that great principal under which it was first founded... to give help to American citizens in the face of natural or man made disasters.

In closing, I should like to state; In the event of disaster, nuclear or otherwise, I believe your first allegiance belongs to the people and not a political ideology, a fiscal policy, an elected official or an appointed official.

Sincerely,

  
James A. Hammer,  
Member of Council

|                  |                       |
|------------------|-----------------------|
| cc: Council      | Congressman Gaydos    |
| President Reagan | Congressman Murphy    |
| Senator Heinz    | Representative Cessar |
| Senator Spector  | Senator Bodack        |
| Comm. Foerster   | Congressman Walgren   |
| FILE             |                       |

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ND002 ]

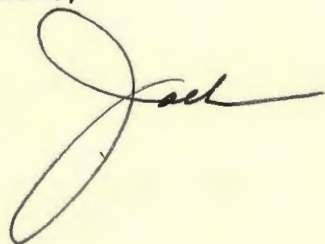
X  
Jack Young

November 9, 1984

Lou-

Here is a snapshot of the opportunity for the  
White House initiative on civil emergency  
management.

Best,

A handwritten signature in black ink, appearing to read "Jack", with a large, stylized loop on the left side.



Lou -

In a nutshell -- White House initiative.

PURPOSE: To make sure the whole family of agencies adequately supports the White House in emergencies.

BACKGROUND: 1. NSC does a good job on the military side; NSC does a poor job on the domestic side.

2. White House domestic side does a poor job in emergencies.

EXAMPLE: Pressure Point 84 (world crisis exercise)

Undocumented alien issue

Actors: FEMA, INS, Justice, DoD, Region IX -- all flailing around trying to figure out:

- (1) How to approach problem
- (2) Get some sense of magnitude of problem
  - how many aliens come across regularly?
  - how many aliens come across in an emergency?
  - how many guards guard border regularly? (about 2000)
  - how many guards needed (10,000-40,000)?
  - how and where does the civilian infrastructure (i.e., agriculture) support aliens?
  - what is effect upon civilian infrastructure (i.e., agriculture) of shutting down alien entry?
  - what Federal/State agencies should be involved? What provided?
- (3) The policy questions were:
  - What are the objectives? (cut alien flows by 50%, 90%, 100%)?
  - The first conclusion was to close the border.
  - The second conclusion was to leave it open to support agriculture needs and resource allocation.

These issues were largely of a civil agency nature and the NSC is poorly equipped to do this. Get the White House domestic side involved.

INTERNATIONAL  
ENERGY  
ASSOCIATES  
LIMITED

November 7, 1984

Mr. Louis B. Hays  
Old Executive Office Building  
Room 45  
Washington, D.C. 20500

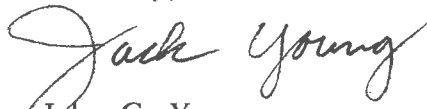
Dear Lou:

Here are two copies of the "Proposed White House Initiative:  
Executive Level Civil Emergency Coordination."

For now this is squashed by the Director.

For your information.

Sincerely,

  
John C. Young

JCY/cec

enclosures

2600 VIRGINIA AVENUE, N.W.  
WASHINGTON, D.C. 20037  
202 - 342 - 6700  
Telex 89-2680 Cable IEAL WASHDC

Proposed White House Initiative  
EXECUTIVE LEVEL CIVIL EMERGENCY COORDINATION

Objective:

Develop processes to coordinate civil agency support to the full spectrum of emergency planning, decision making, and implementation in the White House and among civil agencies.

Problem and Opportunity:

Although the processes for providing the White House with military, diplomatic and intelligence information, analysis and options for national security emergencies are relatively systematic, those processes for inputting civil agency information, analysis and options for both national security and domestic emergencies are ad hoc and underdeveloped.

The White House Office of Policy Development (OPD) and National Security Council (NSC) will be discussing improved coordination between their groups, and a joint working group on emergency coordination may be established after the election. FEMA recommendations have been invited and a FEMA role may be possible.

Process:

FEMA proposes to assist in the development of a system to deliver emergency coordination support to White House staff including:

- the Assistant to the President for Policy Development
- the Assistant to the President for National Security Affairs
- Cabinet Council Working Groups.

At the request of and after discussion in mid-November with the White House NSC and OPD organizations, FEMA would prepare and submit a paper developing background information for White House staff consideration, including agenda, schedule, staff papers, participants and structure for activity. This paper would serve as the formation and organizing document, which, if approved, would be issued as a White House project. It would include:

- White House requirements and priorities
- Assignment of participation in the project to appropriate civil agencies.
- Civil agency emergency management products and tools (FEMA needs to synthesize its capabilities and services and those of the other civil agencies that could support White House emergency coordination)
- Enhanced coordination between OPD and NSC
- Coordination between White House, FEMA, and civil agencies
- Suggested issue items.

Issue:

Should FEMA provide support to the White House staff in the development of this initiative? The NP Associate Director, or his representatives, will consult with other agency Directorates and Offices, and will keep the Management Council fully apprised of developments.

Concur: \_\_\_\_\_

Non-Concur: \_\_\_\_\_

Attachments: (1) Proposed Implementation Schedule  
 (2) FEMA Products  
 (3) Information Sorting  
 (4) Sample Executive Level Emergency Questions  
 (5) Background on White House Organization on Civil Emergency Management

ATTACHMENT I  
PROPOSED IMPLEMENTATION SCHEDULE

Week of October 29 -

- Obtain Management Council decision to proceed
- Establish the proposed initiative as a FEMA project.

Weeks of November 5 and 12 -

- Meetings with appropriate FEMA Directorates and Offices re. proposed products and tools.
- Develop initiative proposal which would serve as the basis for preliminary discussions with White House Policy Development and National Security Affairs organizations re. working group formation. The proposal would provide background information and recommend the agenda, schedule, staff papers, participants and structure for the working group. Included would be an inventory of proposed emergency management products, tools and resources available or planned in the civil agency community.
- Obtain FEMA decision to proceed.

Week of November 19 -

- Conduct preliminary discussions with the White House regarding the formation of a White House working group on civil agency emergency coordination.

## ATTACHMENT 2

### FEMA PRODUCTS

#### FEMA PARTICIPANTS:

The following is a tentative listing of FEMA offices and their areas of capability that are relevant to this project. Assistant directors should designate staff contacts for participation, and should identify any additional support capability.

1. EICC: Telecommunications, graphic displays, transmissions to White House, and FEMA access link from the White House Crisis Management Support and Planning Center.
2. OP: FEMA emergency operations coordination and procedures.
3. SL: State and local system capabilities status and incident reports; hazard-specific mitigation programs, major disaster and emergency multi-agency recovery know how.
4. NP-RP: Resource preparedness data bases, models and issues.
5. NP-CP: Civil preparedness issues, emergency management policy analysis.
6. NP-FP: Readiness issue analyses, mobilization preparedness, and overall national security issue coordination.
7. TF: Policy analysis by TF's "Think Tank" at SEPC, fire statistics and analyses.
8. OP-IR: Expanded networking to link NEMS capabilities between the White House and all federal agencies.
9. FIA: Insurance data, floodplain management status.

#### INFORMATION AND SUPPORT REQUIREMENTS

The following categorizes the various types of information and support needed by executive decision makers.

1. Threat and Warning Indicators - Summary information on events that are threatening or past event trends.
2. Incidents - Summary information on events that have occurred or are occurring.
3. Impacts - Death, injury, numbers evacuated, and property losses and economic impact (disruption, lost pay and production, etc.). Important secondary casualty and economic effects or threats created by initial incident should be included.
4. Authorities and Limits for Federal responses - computerized, interactive references and abstracts of agencies' emergency-related authorities for the full spectrum of potential hazards. NP-FP has already started developing such a data bank of agencies' authorities.

5. Resources - Information on availability and status of Federal, State, local and private capabilities.
6. Status of Response - What has been done, how adequate, what are the major unresolved problems, and will Federal assistance be needed.
7. Analysis Assistance for Decisions - Decision logic, the structure of information to support that logic, and the roles of the agencies to executive the decision-making process.

## PRODUCTS:

The following are examples of products that could be developed to support executive decision making:

### 1. Daily Situation Reports

Purpose: To provide a brief, daily summary of emergency events and conditions that are affecting, or could potentially affect, the civil population -- alerts.

What: This would be a national civil situation report compiled daily by a set hour from materials submitted electronically through the EICC and manually from other federal agencies, from FEMA Regions, from pertinent national organizations (e.g., American National Red Cross, AMTRAK), and from media reports. It would integrate the current CIVSITREP (NP), DAILY ITEMS OF INTEREST (OP), and IRRS procedures (SL - now being revised), and add a new ANALYTICAL FEATURE (NP). It should include late breaking emergency events from natural, technological, resource shortage, civil disturbance and attack causes. It would also include brief summary data on past events that affect current ones significantly, and identify any specific situation that is being actively monitored.

### 2. Issue Analyses

Purpose: To provide background information, analysis, and policy recommendations.

What: These would be white papers or staff analyses of emerging emergency issues, both mid-term and long-term. They would be full spectrum, both domestic and international. They would present background, precedents, key issues and options. They would be based on compiled and cross-analyzed Daily Situation Reports, copies of hazard-specific reports or area or subject reports and issue alerts from other agencies, action documents (see 3), broad media sources, and public interest group concerns. They would come from multiple sources of expertise throughout all four FEMA Directorates and, importantly, from other agencies. A periodic incidence trend analysis would be included.

### 3. Action Documents

Purpose: To outline the decision logic for major policy decisions likely to arise during a domestic or national security emergency.



What: Identifies a likely agenda for White House decision making and decision implementation for each of a wide range of emergency conditions. Identifies and prestaffs options and decision logic, including implementation steps, agency roles, alternatives, and essential information that executive decision makers will need in addressing these issues.

#### 4. Capability Reports

Purpose: To provide current information on the capacity of each level of government in the U.S. to respond to emergencies.

What: These would be detailed, in-depth reports compiled by NP-FP from its multi-agency functional evaluation system, and by SL-EM from its multi-year development plan system with State and regional capability profiles. Both of these NP and SL systems are currently under development. Together, they would provide a complete Federal-State-local, or national, picture of the nation's preparedness capacity.

#### 5. Clearinghouse Services

Purpose: To provide and share state-of-the-art emergency management information, research findings and action reports to contribute to and backup executive decision making.

What: This service would maintain a current library of information and information sources of reports, research findings, incidence data, and names of experts for all types of hazard management. It would receive inquiries and provide services on request. It would unite user and sources of information, aid in establishing sorting criteria, and would obtain and synthesize requested information. It would be on-line with other emergency-related information sources and broker users' requests among them.

## ATTACHMENT 3

### INFORMATION SORTING

The major task of emergency management support system is to marry the right information to the right user, in the right form, when he/she needs it (information is used here in the larger sense ranging from decision logic through data). FEMA and the other Federal agencies have the capability to overwhelm the White House system by throwing information at it. The information management problem is first a sorting problem.

Because of the long relationship between the NSC and DOD in real crises and in exercises, the DOD has a good handle on what information is needed. For example, in NIGHT TRAIN 84, the OJCS knew that the NSC would need its chart on the various impacts of various nuclear attack options. When that information was requested by the NSC, the chart was available in seconds. FEMA and the civil agencies have no equivalent experience.

For this reason we need to 1) project various White House decision agenda (the MEAs will help in this); 2) experiment with various sorting techniques (see below) and 3) assess adequacy of the projected agenda, sorting, tasking use and relevance of information in national security exercises. Possible sorting, techniques include, for example:

| <u>EMERGENCY</u>        | <u>PROBLEM</u>                    | <u>DECISION</u>                         | <u>INFORMATION</u>   |
|-------------------------|-----------------------------------|---|--|
| Catastrophic earthquake | Groundwater Contamination         | Strategy for moving people and/or water | Current dispersion of population (CA)<br><br>Sources of uncontaminated water (CA, COE)<br><br>Options and cost of water (DOT, ICC, CA, COE)<br><br>Fresh water requirements (HHS)                                      |
| Conventional war        | Impact of conscription on economy | Deferral of agricultural workers        | Agricultural requirements (USDA)<br><br>Agricultural workforce (DOL, USDA, States)<br><br>Data on youth cohort (DOC)<br><br>Deferral policy (SSS)  |
| Drought                 | Loss of 30% of domestic grain     | Curtail exports                         | Domestic requirements (USDA)<br><br>Current exports (DOC)<br><br>Dollar value of impact on economy (DOC, CEA)<br><br>National obligations to export and diplomatic consequences of limiting grain export program (DOS) |

## ATTACHMENT 4

### SAMPLES OF POST-EVENT AND YEAR AROUND QUESTIONS THAT CABINET MEMBERS AND THE PRESIDENT MIGHT ASK ABOUT U.S. EMERGENCY MANAGEMENT AND SOME PRELIMINARY THOUGHTS ABOUT SOURCES OF ANSWERS

#### IF HURRICANE JOSEPHINE SHOULD STRIKE:

IS OUR EAST COAST READY FOR ANOTHER ONSLOUGHT? (FEMA IV,III,II,I, DOC/NOAA,  
DOD, DOA/ASCS, DOC/CZM, USA/COE, ARC...)

HOW MUCH DEVASTATION STILL LASTS FROM DIANA AND ANY OTHER DISASTERS IN THE AREA?  
(FEMA/DA, DOA, DOC, HUD, DOL, DOI, USGS, NOAA, SBA, FMHA...)

IF DEVASTATION REMAINS/BECOMES SIGNIFICANT, WHAT IS/WOULD BE THE EFFECT ON:

- THE PEOPLE: DEATHS, INJURIES, OUT OF WORK, MISSING SCHOOL, TRAUMA, HOUSING?  
(HHS, AMA/AHA, DOL, HUD, DOC, EPA...)
- THE ECONOMY: PRODUCT LOSSES, FACILITIES LOSSES AND SHUTDOWNS, GNP AFFECT?  
(DOC, CoC, DOL, DOA, TREA, DOE, OMB, CEA...)
- SOCIAL SYSTEMS AND STRUCTURES: INTERRUPTIONS TO SOCIAL ACTIVITIES, SCHOOLS,  
RECREATION, CULTURAL EVENTS, SPORTS (HHS, VA, EFA/EFH, DOT, DOJ, EPA
- GOVERNMENT: PUBLIC WORKERS AND FACILITIES, ROADS AND TRANSPORT, UTILITIES,  
PUBLIC WORKS (ALL AGENCIES)

HOW MUCH HAVE WE SPENT ON DISASTER ASSISTANCE THIS YEAR? WILL WE NEED A  
SUPPLEMENTAL APPROPRIATION?

- IN ADDITION TO ASSISTANCE FROM THE PRESIDENT'S DISASTER FUND (FEMA),  
WHAT HAVE OTHER AGENCIES SPENT ON DISASTER ASSISTANCE? (ALL)
- WHAT OTHER EMERGENCIES AND COSTS SHOULD WE EXPECT THIS YEAR ? (ALL)

SHOULD WE CRACK DOWN ON COASTAL ZONE MANAGEMENT WHILE PEOPLE STILL REMEMBER  
THE DEVASTATION AND THEIR LOSSES? (DOC, CZM, NOAA, FEMA, )

- HOW WILL THE REAL ESTATE LOBBY REACT? CONSERVATIONISTS? ARE THERE  
OTHER POSITIONS AND OPTIONS?

SHOULD WE EXPAND FLOOD INSURANCE TO COVER WIND ALSO? OTHER NATURAL DISASTERS?  
TECHNOLOGICAL EMERGENCIES? FULL SPECTRUM? (DOC, FIA)

#### WHAT CHANCE IS THERE OF ANOTHER REFUGEE INFLUX?

- FROM LATIN AMERICA? CARIBBEAN? ASIA? MIDDLE EAST? OTHER? (DOS, CIA, DIA, DOT)
- WHAT NUMBERS, PORTS OF ENTRY, MODES OF TRAVEL, SOCIAL/SKILLS TYPES? (" " " )
- HOW MUCH SOCIAL, ECONOMIC AND GOVERNMENT DISRUPTION WOULD OCCUR? HOW?  
(DOS, CIA, DIA, INS/DOJ, HHS, DOC, DOT, HUD, DOL, TREA, DOI, DOE...)
- WHAT SUPPORT SERVICES AND RESOURCES WILL THE REFUGEES NEED? WHO PROVIDES  
THEM/AGENCIES INVOLVED? WHO PAYS AND HOW MUCH? (FEMA, DOS, DOJ, DOC, HHS)
- WHICH ARE THE LEAD AGENCIES? WHICH COORDINATES?
- HOW ARE CURRENT REFUGEES FARING THROUGHOUT THE U.S.? (HHS, DOJ, INS)
  - WHERE AND HOW VOLATILE ARE THE TROUBLE SPOTS? (HHS, DOI, DOJ, )
  - WHAT ARE THE SOCIAL FACTORS, ETHNIC GROUPS CONCERNED? (HHS, DOJ, DOS)
  - DO UNDOCUMENTED ALIENS COMPLICATE? HOW? (HHS, DOJ)
- ARE THERE LIKELY TO BE TERRORISTS IN THE GROUP? PSYCHOPATHS? CRIMINALS?  
UNSKILLED? SKILLED? WORKERS? DEPENDENTS? (DOJ, FBI, CIA, DOL, HHS, DOD)
- THEIR LIKELY CONNECTIONS IN THE U.S.? SOCIAL, FAMILY DISRUPTION? POLITICAL  
IMPLICATIONS? (HHS, DOS, CIA, CSA, PVOS)
- WHAT ARE SHORT-TERM AND LONG-TERM ASSIMILIATION PROJECTIONS? (HHS)

## ATTACHMENT 5

### BACKGROUND ON WHITE HOUSE ORGANIZATION ON CIVIL EMERGENCY MANAGEMENT

#### POINT ONE - INFORMATION CHANNELS

At present there is no formalized method or "system" for information to be provided to the White House Policy Development organization. As an estimate, about half of the information comes into the Policy Development organization through direct contacts with the agencies, involving hard-copy mail or electronic mail systems connected with many of the agencies. The other half comes through the Cabinet Affairs organization, headed by Assistant to the President, Craig Fuller. The Cabinet Affairs office is the formalized linkage for communications between agencies and the White House. If there were to be a new emergency management support system supplying information to the White House, it would not necessarily have to be routed through the Cabinet Affairs office.

There is no formalized or routine information supply to the Policy Development organization from the National Security Council. In a significant emergency, the Policy Development organization appears to be uncertain as to what information would be supplied to it by the National Security Council.

#### POINT TWO - CLIENT SPONSOR ORGANS WITHIN THE WHITE HOUSE

The issue and opportunities appear to be as follows:

- It is desirable to increase FEMA's interaction with the National Security Council. The interaction should be institutionalized and should have some substantial presence in the routine affairs of the National Security Council.
- The sense of the White House organization is that any of the senior staff (Counselor to the President level, Assistant to the President level, Chief of Staff to the Vice President) may wish to monitor or participate on an ad hoc basis in civil emergency management matters if there were, in fact, a formalized civil emergency management support system process which was recognized by an organization or organizations within the White House.
- The premise of the approach is that if appropriate White House organization(s) defined a role for FEMA in coordinating multi-agency emergency management matters as those matters fed into the White House, FEMA would command more interest and cooperation from the agencies.
- A second thesis is that much of FEMA civil agency interaction appears to be out of the mainstream of Federal policy making. Locating appropriate White House sponsors for a FEMA-supported multi-agency emergency management system would assist all agencies in moving emergency management into the "mainstream". An example of moving into this mainstream would be to have civil agency emergency matters coordinated at the Cabinet Council level rather than by specially created ad-hoc groups outside of the White House.

Another dimension to the "mainstream" issue deals with the reality that much of the "worst case" emergency coordination will seldom, if ever, be employed because the probabilities of nuclear-war are low. Therefore, much of the actual emergency coordination of civil agencies will seldom be seen; only simulated. By moving multi-agency emergency coordination to the mainstream, the process will be seen in actual, everyday operation in today's world.

- The White House Office of Policy Development and the National Security Council need to consult each other on better ways to coordinate emergency management in both national security and domestic areas. On one hand the National Security Affairs side indicates it intends to enhance its grasp of domestic issues/civil agency matters. On the other hand, the Policy Development side indicates it intends to examine with National Security Affairs how they might improve coordination on both national security and domestic issues. The results of this examination would appear to dictate the entry points for a FEMA coordination effort.
- With regard to who the White House people are and what they do,
  - Ed Meese is very broad gauged in his interest and leaves the structured operations to his Assistant to the President level staff.
  - Jack Svahn is the Assistant to the President for Policy Development. He directs the Policy Development Office and coordinates the Cabinet Councils. The thrust of the Policy Development interest in emergency management would be in the Cabinet Councils, with the organizing functions in the Cabinet Council on Management and Administration.
  - Craig Fuller is the Assistant to the President for Cabinet Affairs, as previously discussed.
  - Bruce Chapman is the Deputy Assistant to the President and Director of the Planning and Evaluation office. It does not appear that this office would have an important role in the formation of an emergency management system. It might review studies after such a system is operating.
  - The Vice President is the White House crisis manager during significant emergencies. The implications of that assignment upon the structuring of a civil emergency management coordination system are not known. Both the Vice President and his staff are frequent participants or attendees at Cabinet Council and National Security Council meetings. It would appear that the V.P. would have an interest in the project.
  - Robert C. McFarlane is Assistant to the President for National Security Affairs.
  - Richard S. Beal is Special Assistant to the President and Senior Director for Crisis Management Support and Planning.
  - James W. Lucas is Director, Crisis Management Planning Staff.

JV

NATIONAL SECURITY COUNCIL  
WASHINGTON, D.C. 20506

February 28, 1986

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MEMORANDUM FOR RONALD K. PETERSON

FROM: RODNEY B. McDANIEL *Rodney B. McDaniel*

SUBJECT: Corps of Engineers proposed appropriations  
authorization amending section 230 of S-1567,  
to "redirect use of civil works resources."

We concur with Corps of Engineers proposal.

Attachment

Tab A Draft Bill

NSEC 8601483



## NATIONAL SECURITY COUNCIL

WASHINGTON, D.C. 20506

February 26, 1986

ACTION

MEMORANDUM FOR RODNEY B. McDANIEL

FROM: RONALD ST. MARTIN/NORMAN A. MINGLE

SUBJECT: Corps of Engineers proposed appropriations authorization amending section 230 of S-1567, to "redirect use of civil works resources."

At Tab I is a memorandum to Ronald K. Peterson, Office of the Assistant Director for Legislative Reference, concurring with the Corps of Engineers proposal.

Currently, the authority provided in Section 230 allows the Secretary of Army to re-direct use of civil works resources to projects critical to national defense only following declaration of war. The proposed amendment would authorize a declaration of national emergency, military in nature, as an additional event for involving authority in Section 230. This change supports the Corps of Engineers role during a mobilization period.

RECOMMENDATION

That you sign the memorandum to OMB, Office of Assistant Director for Legislative Reference at Tab I.

Approve \_\_\_\_\_

Disapprove \_\_\_\_\_

John Grimes and Ron Sable concur.

## Attachments

Tab I      Memorandum to Peterson  
Tab A      Draft Amendment



1483

EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

February 24, 1986

LEGISLATIVE REFERRAL MEMORANDUM

TO:           Legislative Liaison Officer -  
          Department of Justice  
          National Security Council  
          Department of Defense  
          Federal Emergency Management Agency

SUBJECT:

Corps of Engineers proposed appropriations authorization amending section 230 of S-1567, to "redirect use of civil works resources."

The Office of Management and Budget requests the views of your agency on the above subject before advising on its relationship to the program of the President, in accordance with OMB Circular A-19.

A response to this request for your views is needed no later than  
MARCH 3, 1986

Questions should be referred to Sue Masica (395-6194),  
the legislative analyst in this office or to Claudia Tornblom  
(395-3750).

RONALD K. PETERSON FOR  
Assistant Director for  
Legislative Reference

Enclosures

cc:  
Bob Howard

## Re-Directing Use of Civil Works Resources

Purpose: This proposal would amend section 230 of S. 1567 to include a declaration of national emergency, military in nature, as an event which authorizes the Secretary of the Army to re-direct use of civil works resources to authorized civil works, military construction, and civil defense projects critical to the national defense.

Currently, the authority provided in section 230 may be invoked only following a formal declaration of war. The proposed amendment recognizes that the Corps will play a critical role during the mobilization period and that the Corps must be capable of accomplishing its mission prior to a formal declaration of war.

Time is of the essence during a national security crisis. The United States must be capable of responding decisively and effectively to any major military threat. This may require tremendous surges in manpower, transportation, and industrial production. These surges cannot occur, however, unless the necessary infrastructure (e.g., barracks, plants, and equipment) is already in place. In other words, construction peaks must precede manpower, transportation, and production peaks.

In this area, the Corps will play a pivotal role. Its responsibilities during mobilization include: (1) the acquisition, construction, and rehabilitation of troop, transportation, and production facilities for the Department of the Army and other military services; (2) continued supervision of, and expedited work on, Army civil works projects which are essential to the national defense; and (3) support for the nation's civil defense effort. Again, the Corps must be capable of accomplishing this mission prior to a formal declaration of war and the huge increases in manpower, transportation and production that will accompany it. Therefore, it is recommended that section 230 be amended by --

a. Inserting the words "or a declaration of national emergency that requires or may require use of the armed forces" after the words "In the event of a declaration of war" in subsection 230(a), and

b. By inserting the words "or national emergency, whichever occurs later" after the words "state of war" in subsection 230(b).

Reaction?

100/10 file

National Security Council  
The White House

System #

Package #

DOCLOG

A/O

SEQUENCE TO

HAS SEEN

DISPOSITION

Bob Pearson

Rodney McDaniel

Don Fortier

Paul Thompson

Florence Gantt

John Poindexter

Rodney McDaniel

NSC Secretariat

Situation Room

I = Information

A = Action

R = Retain

D = Dispatch

N = No further Action

cc: VP Regan Buchanan Other

COMMENTS

Should be seen by:

(Date/Time)

NSC/S PROFILE

UNCLASSIFIED

ID 8601483

RECEIVED 24 FEB 86 20

TO MCDANIEL

FROM PETERSON, R

DOCDATE 24 FEB 86

KEYWORDS: CIVIL DEFENSE

LEGISLATIVE REFERRAL

SUBJECT: CORPS OF ENGINEERING PROPOSED APPROPRIATIONS AUTHORIZATION AMENDING  
SECTION 230 OF S-1567 RE REDIRECTION OF CIVIL WORKS RESOURCES

ACTION: MEMO MCDANIEL TO PETERSON

DUE: 27 FEB 86 STATUS S FILES WH

FOR ACTION

FOR CONCURRENCE

FOR INFO

ST MARTIN

GRIMES

SABLE

LINHARD

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COMMENTS

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McDaniel X 2/27 For Signature 2/27  
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THE WHITE HOUSE  
WASHINGTON

December 26, 1985

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MEMORANDUM FOR JOHN M. POINDEXTER

FROM: G. A. KEYWORD *for Keyworth*

SUBJECT: National Security Emergency Preparedness -- The  
Emergency Broadcast System (EBS)

The FCC and I have major concerns on the viability of the Emergency Broadcast System (EBS) if it were needed by the President in a national emergency. As you are aware, Executive Order 12472 gives my office the management responsibilities for national security emergency preparedness (NSEP) telecommunications resources during national emergency and wartime. Recent regulatory changes to the telecommunications and broadcast industry, technology advances and new NSEP policies puts into question whether the EBS would be effective in national emergencies today.

While the effects of these changes on the present EBS are being reviewed, I would recommend that the overall national policy and use of EBS be reviewed by the NSC before we commit ourselves to a final technical and operational solution. In the meantime I have asked the FCC, NCS, and FEMA in coordination with WHCA to review the regulatory and technology implication to the EBS function. Members of my staff have met with John Grimes on this matter.

cc: M. Dawson  
Chairman, FCC  
J. Becton, Jr.  
Director, FEMA  
W. Powers  
Manager, NCS  
J. Grimes  
Director, NSC Telecommunications  
M. Caulifield  
Director, WHMO

NSC #8510215



RECEIVED 30 DEC 85 15

TO

POINDEXTER

FROM KEYWORTH, G

DOCDATE 26 DEC 85

~~SUSPENSE~~

KEYWORDS: EMERGENCY PREPARED"S

TELECOMMUNICATIONS

EO

SUBJECT: VIABILITY OF EMERGENCY BROADCAST SYSTEM ( EBS ) / EO 12472

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ACTION: APPROPRIATE ACTIONDUE: 31 DEC 85 STATUS S FILES WH  
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FOR ACTION

FOR CONCURRENCE

FOR INFO

MCDANIEL

GRIMES

DEGRAFFENREID

LINHARD

MAY

NORTH

RAYMOND

MAJOR

PEARSON

COMMENTS

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( JM )

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