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EMERGENCY MOBILIZATION PREPAREDNESS BOARD
Washington, D.C. 20472

NOV 5 1981

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BS

MEMORANDUM FOR: RICHARD V. ALLEN
CHAIRMAN, EMPB

FROM: Bennett L. Lewis *Bennett Lewis*
Executive Secretary, EMPB

SUBJECT: EMPB Weekly Report for October 26-30

Accomplishments

- o The President, Vice President and Cabinet were briefed by Jeff Giuffrida Monday, October 26.
- o Agency comments were reviewed and the Charter of the EMPB was prepared in final.
- o Five detailees to the Secretariat (from Energy, Treasury, Education, Transportation, Justice) were selected. They will be joining the six FEMA staff already on board on Monday, November 9.
- o The Government Operations Working Group held its second meeting. Their draft terms of reference were agreed to and discussion centered on how to limit membership to get something done and at the same time allow non-member agencies to participate when appropriate.

Comments

- o Preparations began for the first meeting of the Board, which, with your concurrence, will be held early in December as soon as an appropriate room can be secured.
- o Schedule of upcoming Working Group meetings:

Civil Defense, at FEMA, 2 p.m., November 9

Government Operations, at FEMA, 10 a.m., November 10

Industrial Mobilization, at Commerce, 10 a.m., November 13

NSC ID# 8106651



EMERGENCY MOBILIZATION PREPAREDNESS BOARD
Washington, D.C. 20472

NOV 5 1981

MEMORANDUM FOR: RICHARD V. ALLEN
CHAIRMAN, EMPB

FROM: Bennett L. Lewis *Ben*
Executive Secretary, EMPB

SUBJECT: Press Release to Announce EMPB

In September we forwarded to the White House (September 25 memo from Jeff Giuffrida to Ed Meese) a press release and back-up Q's and A's for White House use in announcing the EMPB.

Attached is an updated version of that release, which reflects the addition of the Office of Policy Development to the Board, and a more extensive set of Q's and A's.

I would appreciate being advised in advance of the announcement.

To assist the White House press office, FEMA's Office of Public Affairs will handle press calls concerning the EMPB. These should be referred to Russ Clanahan at 287-0315.

Attachments 2

Log

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Refer

JANET COLSON

BUD NANCE

DICK ALLEN

IRENE DERUS

JANET COLSON

BUD NANCE

PETER

CY TO VP

CY TO MEESE

CY TO BAKER

CY TO DEEVER

CY TO BRADY

To staff

news all
to Lewis
11/16/81

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Comments:

81 NOV 16 P12: 56

NSC/5

—

Proposed White House News Release
(Prepared by Russ Clanahan, FEMA
Office of Public Affairs, 287-0315)

NEW MECHANISM ANNOUNCED FOR CIVIL
MOBILIZATION OF FEDERAL GOVERNMENT

President Reagan announced today the formation of an Emergency Mobilization Preparedness Board (EMPB) and supporting units to improve civil mobilization capabilities and interagency cooperation within the Federal Government to respond to major peacetime or war-related emergencies.

EMPB consists of the representatives of 21 key Federal departments or agencies at the Deputy or Under Secretary level, normally meeting quarterly. The Board is chaired by Richard Allen, Assistant to the President for National Security Affairs. It will recommend national civil preparedness policies, and develop and issue policy guidance.

A fulltime Secretariat has been established to support the work of the EMPB and monitor the implementation of the Board's decisions by Federal agencies. Selected agencies will each detail a staff person to the Federal Emergency Management Agency (FEMA) to work with the Secretariat.

The new EMPB structure will be rounded out with the establishment of 11 working groups, each chaired at the Assistant Secretary level.

--more--

CIVIL MOBILIZATION OF FEDERAL GOVERNMENT
Add One

EMPB and its associated units have been in the initial formative stages since August 13, 1981, when Louis O. Giuffrida, the FEMA Director, was instructed by the President through Presidential Counsellor Edwin Meese III to proceed with their establishment.

In another memorandum on the same date, Mr. Meese told members of the Cabinet that " . . the Federal Emergency Management Agency has been reorganized and revitalized to provide this Administration with a more effective means of handling domestic emergencies and civilian mobilization preparedness.

"Since most departments and agencies of the federal government have a responsibility for mobilization preparedness," Mr. Meese added, "an Emergency Mobilization Preparedness Board is being established to coordinate interagency activities in this field."

The 21 Federal agencies represented on the EMPB include all 13 Cabinet departments, the National Security Council staff, Office of Management and Budget, Office of Science and Technology Policy, Organization of the Joint Chiefs of Staff, Central Intelligence Agency, Office of Policy Development, Office of Personnel Management, and FEMA.

--more--

CIVIL MOBILIZATION OF FEDERAL GOVERNMENT
Add Two

The 11 working groups, with the chairing agency in each case shown in parenthesis, are as follows:

- Industrial Mobilization (Department of Commerce)
- Military Mobilization (Department of Defense)
- Food and Agriculture (Department of Agriculture)
- Government Operations (FEMA)
- Emergency Communications (Department of Defense)
- Economic Stabilization and Public Finance (Department of
the Treasury)
- Law Enforcement and Public Safety (Department of Justice)
- Civil Defense (FEMA)
- Social Services (Department of Health and Human Services)
- Human Resources (Department of Labor)
- Health (Department of Health and Human Services)

The initial job of the working groups will be: to take note of policy issues and formulate policy guidance to be issued by the Board, to identify items in the FY 1982 and projected FY 1983 budgets programmed to support emergency mobilization preparedness, to propose program goals and priorities, and to study all pertinent current legislation. Farther into the future, the working groups will advise agencies on preparing their FY 1984 budget requests, and provide a five-year Emergency Mobilization Program for FYs 85-89.

#

Further Information on the EMPB

1. Q. Why is the EMPB being set up at this time?

A. The EMPB is being established at this time because of the President's concern over the Nation's ability to respond effectively to major peacetime and wartime emergencies. Mobilization exercises, held in 1978 and 1980, demonstrated that the government could not manage certain aspects of mobilization effectively and that the Nation's economic infrastructure could not respond to demands for increased support to the Armed Forces. In addition, the Federal government did not respond effectively to the Cuban refugee crisis and the incident at Three Mile Island. In the case of TMI, our responses were poorly coordinated.

The need for improvements in our mobilization capability is so great and the resources required to accomplish these improvements are so fragmented throughout the government that a government-wide effort led by the Assistant to the President for National Security Affairs is required.

2. Q. What kind of results and outputs are expected?

A. The result of the EMPB effort will be an effective and credible mobilization preparedness capability to support our nation's Armed Forces and respond to major peacetime disasters. The specific outputs of the Board will be improved mobilization policies, plans, and procedures. Legislative proposals may also result from the Board's deliberations.

3. Q. Who will provide the resources for the Board?

A. Each participating agency will contribute the time required for EMPB-related work of the Board member, their Working Group members, their Point of Contact people, and/or the Working Group which they chair.

Ten of the participating agencies will detail an individual for a one- to two-year period to help staff the Secretariat. FEMA will fund the Secretariat, manage it, provide administrative support, and staff it with at least ten FEMA employees. General Bennett L. Lewis, Executive Deputy Director of FEMA, will serve as the Executive Secretary of the Secretariat. John R. Brinkerhoff, FEMA's Acting Associate Administrator for National Preparedness Programs, will be the Secretariat's Deputy Executive Secretary.

The responsible agencies will fund all preparedness measures stimulated by the Board.

4. Q. What is the time schedule for EMPB activities?

A. The EMPB has been instructed to recommend program improvements to individual Federal agencies in their FY 82 and 83 programs, and to make recommendations for their FY 1984 programs. Because of the lead time in fiscal year budget cycles, this means that the deliberations and decisions of the Board must proceed with all deliberate speed. There will be progress and recommendations to agencies within the first one-year time period in most functional areas. In some areas, it is expected, however, that the deliberations and decisions will require some research and study and may take longer to finalize. In addition, the longer range goal of the Board is to prepare a plan of action which would cover Federal agency programs for FYs 1985 - 1989.

5. Q. Why were these particular eleven Working Groups chosen? And why aren't there Groups for energy and transportation?

A. These eleven Working Groups address the major functional and resource areas regarded as most important in emergencies. Both energy and transportation contribute to several of these functional areas and issues relating to the services and resources they represent will be addressed in the appropriate Groups as needed. The EMPB Chairman has the option of restructuring the Groups and may choose to do so as work progresses.

6. Q. Many people do not think much of interagency task forces and boards. Do we have reason to expect that this one will actually accomplish anything?

A. Yes we do, for three reasons. First, the purpose of this Board is to support our Nation's national security needs, and all of its activities are totally in concert with the Administration's national security program. Second, the EMPB is constituted of Under Secretary and Deputy Secretary level people who, once a decision is made, can see to it that it is implemented within their own agencies. Third, the composition of the working groups will increase the probability that agreements made within the working groups will be carried out.

7. Q. Will the Board address both civilian and military mobilization preparedness?

A. The primary focus of the Board's deliberations will be on the civilian side of mobilization preparedness. There will be one Working Group, however, dealing with military mobilization, which will be key in informing all of the other Working Groups on the current status and future plans in military strategic planning. The deliberations on the civilian side will be keyed to our current and upcoming military strategic planning.

8. Q. What types of emergency will the Board address?

A. The Board will address both peacetime and wartime emergencies. Among the emergencies to be addressed are nuclear power plant accidents, energy supply shortages, or major incidents of civil unrest. The full spectrum of wartime emergencies, conventional through nuclear, will be considered.

9. Q. What is the division of responsibility between the Working Groups and Federal departments and agencies?

A. Federal departments and agencies administer emergency mobilization-preparedness programs. The Board and Working Groups will make policy and identify priorities. Implementation responsibility will remain with Federal agencies.

10. Q. At the President's October 2 press briefing, Secretary Weinberger said that there would be greater emphasis on civil defense. What role will the EMPB have in improving civil defense in the United States?

The EMPB has established a specific Working Group to address civil defense planning and coordination among the Federal agencies. It is chaired by Lee Thomas, the Associate Director for FEMA's State and Local Programs and Support Directorate. It will define responsibilities at all levels of government and outline specific tasks to be accomplished in the near-term to improve our Nation's overall civil defense posture.

RECEIVED 16 NOV 81 12

TO

ALLEN

FROM LEWIS, B

DOCDATE 05 NOV 81

050563

KEYWORDS: EMERGENCY PREPARED"S CIVIL DEFENSE

SUBJECT: EMERGENCY MOBILIZATION PREPAREDNESS BOARD -- EMPB -- WEEKLY RPT FOR
OCT 26 - 30

ACTION: FOR RECORD PURPOSES DUE: STATUS C FILES WH

FOR ACTION

FOR CONCURRENCE

FOR INFO

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054663

FG 378

WHITE HOUSE COUNSELLOR'S OFFICE TRACKING WORKSHEET

☐ O - OUTGOING☐ H - INTERNAL☐ I - INCOMINGDate Correspondence
Received (YY/MM/DD)

81 / 12 / 24

Name of Correspondent: Frank Williams Pres-The American Civil Defense Association

☒ CN Mail Report

User Codes: (A) _____ (B) _____ (C) _____

Subject: Comments and suggestions for Mr. Meese about the Emergency Mobilization Preparedness Board

ROUTE TO:

ACTION

DISPOSITION

Office/Agency (Staff Name)	Action Code	Tracking Date YY/MM/DD	Type of Response	Code	Completion Date YY/MM/DD
CNSTR1	R CH	82/1/16	EM-TY	A	82/01/20
CNMEES	I CH	82/10/06		C	82/10/26
DNJENK	A	82/01/14 WS		C	82/01/29 WS
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ACTION CODES:

A - Appropriate Action
C - Comment/Recommendation
D - Draft Response
F - Furnish Fact Sheet
to be used as Enclosure

I - Info Copy Only/No Action Necessary
R - Direct Reply w/Copy
S - For Signature
X - Interim Reply

DISPOSITION CODES:

A - Answered
B - Non-Special Referral
C - Completed
S - Suspended

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PRESIDENTIAL REPLY

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DSP	_____	Time: _____	Media: _____

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CPn - Presidential Correspondence
 n - 0 - Unknown
 n - 1 - Ronald Wilson Reagan
 n - 2 - Ronald Reagan
 n - 3 - Ron
 n - 4 - Dutch
 n - 5 - Ron Reagan
 n - 6 - Ronald
 n - 7 - Ronnie

CLn - First Lady's Correspondence
 n - 0 - Unknown
 n - 1 - Nancy Reagan
 n - 2 - Nancy
 n - 3 - Mrs. Ronald Reagan

CBn - Presidential & First Lady's Correspondence
 n - 1 - Ronald Reagan - Nancy Reagan
 n - 2 - Ron - Nancy

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 G - Message
 H - Handcarried
 L - Letter
 M - Mailgram
 O - Memo
 P - Photo
 R - Report
 S - Sealed
 T - Telegram
 V - Telephone
 X - Miscellaneous
 Y - Study

024003

20 January 1982

Dear Mr. Williams:

I wish to thank you for your letter of December 18, 1981, concerning United States civil defense.

I can assure you that the Reagan Administration is determined to improve our civil defense capabilities. As President Reagan stated during his October 2 announcement on strategic weapon systems, "It is my solemn duty to insure America's national security while vigorously pursuing every path to peace. Toward this end I have repeatedly pledged to halt the decline in America's military strength and restore that margin of safety needed for the protection of the American people and the maintenance of peace."

As I am sure you are well aware, later in his announcement, the President went on to note that he had directed that greater resources be devoted to improving our civil defense. This Administration views an improved civil defense as an integral part of our Nation's strategic capability and the President has directed the Federal Emergency Management Agency to take every available step to achieve this goal.

We appreciate the support that The American Civil Defense Association has given to civil defense in this country.

Sincerely,

EDWIN MEESE III
COUNSELLOR TO THE PRESIDENT

Mr. Frank Williams, President
The American Civil Defense Association
P.O. Box 1057
Starke, Florida 32091

20 January 1982

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Sincerely,

EDWIN MESSER III
COUNSELLOR TO THE PRESIDENT

Mr. Frank Williams, President
The American Civil Defense Association
P.O. Box 1057
Stark, Florida 32091

14 JAN 1982

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Federal Emergency Management Agency

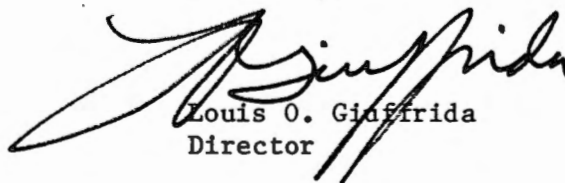
Washington, D.C. 20472

The Honorable Edwin Meese III
Counsellor to the President
The White House
Washington, D.C. 20500

Dear Mr. Meese:

Enclosed for your consideration is a draft response to a December 18 letter from Frank Williams, President of The American Civil Defense Association. The proposed response expresses the Administration's resolve to improve U.S. civil defense capabilities as well as appreciation for the support The American Civil Defense Association has given in this area over a number of years.

Sincerely,



Louis O. Gioffrida
Director

Enclosure

DRAFT

Mr. Frank Williams, President
The American Civil Defense Association
P.O. Box 1057
Starke, Florida 32091

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We appreciate the support that The American Civil Defense Association has given to civil defense in this country.

Sincerely,

Edwin Meese III



THE AMERICAN CIVIL DEFENSE ASSOCIATION

P. O. BOX 1057
Starke, Florida 32091

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Peter Enwall

December 18, 1981

The Honorable Edwin Meese III
Chairman
National Security Council
The White House
Washington, D. C. 20500

Re: Emergency Mobilization
Preparedness Board

378

Dear Mr. Meese:

The American Civil Defense Association (TACDA) applauds the establishment of the new Emergency Mobilization Preparedness Board and the designation of you as its chairman.

It was encouraging to note that you took the trouble to underline the strategic role of civil defense, and we who have for many years tried in vain to shed light on the vital need for civil defense now, with our new leadership, feel that the dawn of a new and hopefully adequate program may be at hand.

I would, however, like to comment on one statement you are reported to have made (as paraphrased by John W. Eley):

"... There are, however, important limiting factors affecting civil defense. The most critical of these are public and Congressional acceptance. The public has demonstrated benign indifference to civil defense and it is important that we change these perceptions."

The American public is often blamed for its indifference, and the fact that it is "benign" I believe is important. I hope it is appropriate to make the following observations:

1. The public indifference to safety matters, as you imply, is natural and has always been the case except where dramatic major disasters focussed public attention temporarily on corrective measures.
2. In spite of public indifference the public has in fact strongly endorsed civil defense. (Please note Enclosure 1.)
3. The public expects leadership to act for it. And in the case of civil defense it believes that leadership has already done so.
4. This is true in other countries where civil defense is emphasized. For instance, former Swedish Civil Defense Director Ake Sundelin, when asked how Sweden managed to get the man-in-the-street to support the admirable Swedish program replied: "The man-in-the-street in Sweden could 'care less' about civil defense. He is as indifferent as his American counterpart. What happens in Sweden is that the responsible government leaders accept their obligation to provide

for the public safety, provide that safety, and get no objections from the public who simply fall in line for what is obviously best for it."

So, in my opinion and that of most of my TACDA associates a civil defense program designed to give meaningful protection to civilians is a question of leadership - which we now have - and proper action by that leadership.

Finally, time is of the essence. We needed civil defense long ago. Today we need to get rid of yesterday's cobwebs and move out on an effective program without delay. As you also observed (again paraphrased):

"One of the best realities is that a massive U. S. civil defense program would probably frighten the Soviet Union more than the improvements in our strategic offensive capabilities. They expect the latter, but would be impressed by the will to develop an effective civil defense program."

TACDA is dedicated to that development. We trust it is now about to happen. As you know, a lot depends on it happening.

Warm personal regards.

Sincerely,



Frank Williams
President

Enclosures:

- (1) American Security Council Poll on National Security Issues
- (2) Journal of Civil Defense Position Paper on civil defense options



Washington Report

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MR. FRANK WILLIAMS, PRESIDENT
AMER. CIVIL DEFENSE ASSOC.
P.O. BOX 1057
STARKE, FLORIDA 32091

ANALYSIS OF DEVELOPMENTS AFFECTING THE NATION'S SECURITY

WASHINGTON, NOVEMBER 1981

ISSN 0003 - 1011

WR 81-11

Computer Analysis of —

Results of National Security Issues Poll

This Washington Report gives an example of reports the American Security Council recently sent to all Members of Congress. We have selected the report of the Congressman from the District in which ASC's offices are located, the Honorable Kenneth Robinson, 7th District of Virginia.

Since 1970, the American Security Council has conducted an annual National Security Issues Poll among members of the Council and other community leaders throughout the country. In election years we also obtain a scientific sampling of public opinion using the same questions. We believe that national security votes should be consistent with the majority view of the American people. So, we use the results of these polls in forming our organizational policies and in preparing our National Security Voting Index, which rates the performance of all the Members of Congress on defense and foreign policy issues. In those years in which there is an election, we produce and distribute the Index. In the off-years, we provide a report to each Member of Congress.

A factor of special importance about our polls is that they reflect the opinions of a very large cross section of the American public — this year, 175,160. Most public opinion polls are based on scientifically selected samples of 1,000 to 1,500 people, and often less. For House Members, our report reflects his or her District and state, as well as the nation. In the case of Senators, the report provides state and national figures.

We hope this report will be helpful to you, our readers, in assessing the views of the American people. Responses over the years from Members of Congress have demonstrated that they are very grateful for these reports.

Question 1

Should the United States adopt a national strategy of Peace Through Strength?

7th Congressional District				
578 Participants	97% Yes	0% No	3% Undecided	
State of Virginia				
5,651 Participants	98% Yes	0% No	2% Undecided	
Nationally				
175,160 Participants	98% Yes	0% No	2% Undecided	

Question 2

Should the United States achieve overall military and technological superiority over the Soviet Union?

7th Congressional District				
578 Participants	93% Yes	1% No	6% Undecided	
State of Virginia				
5,651 Participants	92% Yes	2% No	6% Undecided	
Nationally				
175,160 Participants	91% Yes	2% No	7% Undecided	

Question 3

Should the United States create a strategic defense and a civil defense which would protect U.S. citizens against nuclear war at least as well as the Soviets defend their citizens?

7th Congressional District				
578 Participants	91% Yes	1% No	8% Undecided	
State of Virginia				
5,651 Participants	91% Yes	2% No	7% Undecided	
Nationally				
175,160 Participants	93% Yes	1% No	6% Undecided	

CONTINUED ON BACK

JOURNAL OF CIVIL DEFENSE POSITION PAPERCRISIS RELOCATION PLANNING (CRP) VS IN-PLACE SHELTER

I	THE PROBLEM	1
II	THE CRP POSITION	1
III	THE IN-PLACE SHELTER POSITION . .	2
IV	CONCLUSIONS	4
V	ANNEXES	6

I THE PROBLEM

Civil defense supporters in the United States are divided into two main groups which see two separate means for attaining an effective national civil defense.

These groups are:

- A. Those who see Crisis Relocation Planning (CRP) as the solution;
- B. Those who see in-place shelter (blast and fallout) as the solution.

This division hurts the civil defense cause. It makes the attainment of either A or B more doubtful. On this point both factions agree.

II THE CRP POSITION

The arguments of those in favor of CRP include:

- A. Nuclear war would probably be preceded by a Soviet urban evacuation;
- B. This would be detected and would constitute a "signal" for CRP in the U. S.;
- C. Urban-host area planning would set stage for coordinated operations;
- D. The 5-7 year \$2.6 billion cost would be manageable;
- E. Expedient shelter would be constructed by evacuees in host areas as needed;
- F. A smooth-functioning CRP will see survival of an estimated 80% of the American population - almost as good as the 90% estimated for in-place shelter (with latter costing 30 to 40 times as much);
- G. Budget constraints preclude a \$70-100 billion shelter effort

There are additional arguments for CRP such as:

- A. CRP dispersion would dissipate urban population targets. Claims that retargeting would invalidate CRP do not consider dispersion, are erroneous;
- B. Priority CRP locations for employees would tend to keep industry functioning;
- C. Movement of urban populations with 4-7 day time-span is practical (large segments are moved daily in 1-2 hour time-spans);

- D. Placing CRP responsibility directly on local governments would speed up and improve CRP dramatically (federal involvement is needed for guidance and support but is a handicap in on-the-spot detailed planning).

III THE IN-PLACE SHELTER POSITION

(Many in-place shelter advocates were formerly CRP supporters. They feel CRP economy is persuasive but that CRP reliability is not. Count the writers of this paper in that group.)

Arguments of those in favor of in-place shelter include:

- A. Great strides in Soviet urban shelter construction (which continue at an accelerated pace) indicate clearly that the Soviet evacuation "signal" to set CRP in motion need not be given due to the Soviet option of utilizing in-place shelter - inasmuch as CRP will not be ready for some years the Soviets have additional time to improve their urban in-place shelter;
- B. Government CRP analysts stress that in order for CRP to meet its claimed 80% survival goal it must -
 - 1. Work effectively,
 - 2. Benefit by a timely decision and commitment to implement, and
 - 3. Have prior warning of 4 to 7 days
 - none of these by any means assured;
- C. The element of surprise is a deeply entrenched Soviet military strategy - one has only to read Soviet military literature to know that any advance warning given of a military operation, even if it saved millions of ^{Soviet} lives, would be unthinkable - the 4 to 7 day warning scenario is a smoke screen for export only - it is a cunning deception;
- D. There is the popular conviction that Soviet missiles would not target cities but would impact only on military targets, however -
 - 1. Cities have in all wars been primary targets,
 - 2. They are military targets,
 - 3. The only two nuclear weapons used in warfare to date were targeted on cities, and
 - 4. Cities therefore need blast shelters of varying psi ratings depending on location and weapons factors (there is, of course, an area near ground zero where the best of shelters will fail).
- E. The 80% survival figure is considered by CRP advocates to be "almost as good" as the 90% figures which government studies show for an in-place shelter system - THE ESTIMATED 10% DIFFERENCE, HOWEVER, REPRESENTS THE LIVES OF OVER 23 MILLION AMERICANS! CRP, at best, would result in twice as many fatalities as in-place shelter.

F. A 1979 table prepared by Systems Planning Corporation compares CRP to blast shelter - and also to "Current CD" and "Expedient Shelters":

(Note: It has been suggested that an interpretation/simplification of this table be made. This appears on Page 6 as Annex I.)

- SELECTED FACTORS ACCOUNTING FOR VARIANCE IN PUBLIC RESPONSE AND IN RESULTING CASUALTIES *				
	Current CD	Crisis Re- location	Expedient Shelters	Blast Shelters
Knowledge Base				
Knowledge required to respond to "execute" message	Medium	Most	Medium	Least
Knowledge-improvement from program-building	None	Poten- tially High	Potentially High	Great
Knowledge-improvement during crisis expectancy period	Uncertain	High	High	Most
Action/Messages:				
Complexity of required public action	Worst Case	Complex	Moderately Complex	Simple
Personal skill and "investment" required	Worst Case	High	Very High	Least
Complexity of "execute" (including warning?) message	Worst Case	Complex	Moderately Complex	Simple
CD Organization:				
Extent of CD organization required	—	Large	Moderately Large	Moderate
Criticality of organizational effectiveness	—	Critical	Moderately Critical	Moderate
Required investment in CD organization	—	High	Moderately High	Moderate
Minimum acceptable investment in public education	—	High	Moderately High	Moderate
Minimum acceptable investment in Emergency Public Information	—	High	Moderately High	Moderate
Other Considerations:				
Potential to re-use program after false start	Low	Uncertain	Moderately High	High
Potential to sustain protected posture over time	Low	Uncertain	Moderately High	High
Potential to utilize spontaneous public action	Low	Moder- ately High	Moderately High	High
Potential variation in casualties as a function of public response	Highest	Second Highest	Third Highest	Lowest
* Reprinted from <i>Civil-Defense Needs of High Risk Areas of the United States</i> , a study conducted for the Defense Civil Preparedness Agency by Systems Planning Corporation, 1979.				

G. As the above table and Annex I show, shelter is simple and easy to implement,

always ready, always at hand.

- H. A CRP based on a false alarm would be the last CRP ever attempted - Soviet strategists would exploit this fact (see first item under "Other Considerations" in above table and Annex I;
- I. The effect that CRP would have in disrupting the economy would be overwhelming - with in-place shelter the economy would stand a good chance of holding its own; and
- J. The pattern of protective measures now being set by survivalist groups through their own private financing can be used nationally.

IV CONCLUSIONS

- A. The current split in civil defense theory is self-defeating, especially with a defense strategy (civil defense) that is weak to start with. It plays directly into the hands of anti-American propagandists;
- B. Those who opt for CRP see CRP as the best bargain obtainable in spite of the admitted fact that in-place shelter is a better solution. They see the required \$70-100 billion required for a federal shelter program as an impossible price tag.
- C. In-place shelter proponents see CRP as a programmed failure that cannot possibly work. It is cheap, but ineffective. This is why they opt for in-place shelter even though they too feel that the \$70-100 billion cost with current budget constraints and low CD profile is unrealistic.
- D. There are two interesting admissions that bear repeating:
 - 1. CRP advocates admit that CRP is inferior to in-place shelter,
 - 2. In-place shelter advocates admit that its \$70-100^{billion} requirement is in terms of federal budgeting simply out of reach.
- E. At first glance the problem looks like an "either-or" situation. But there are mitigating considerations. For instance:
 - 1. There is the possibility of taking advantage of expedient blast shelter in an emergency (the austere approach) and using it as an interim solution,
 - 2. One example of a less costly blast shelter program is that proposed by the Donn Corporation, which has successfully tested its 15-20 person blast shelter (Miser's Bluff, 1978) at 50 psi and higher. The basic Donn Corporation shelter, if adopted nationally, would carry a total price tag of around \$15 billion - radically different

than the \$70-100 billion figure.

(Note: For more information on the Donn Corporation please see Annex II.)

3. If the Federal Government would undertake a top-level publicity campaign to alert the citizenry to the need for protection and ways to obtain it (plus tax breaks and other incentives to support construction) there would be a public reaction similar to that of survivalists, who willingly spend upwards of \$2,000 per person on survival measures.
4. The Federal Government could also set the example in its own conventional construction programs.
5. Add to this the established practice of COST SHARING by state and local governments, and the federal share could come down close to expenditures planned for CRP.

In this way the federal budget would carry only a relatively light load.

- F. This would appear to have the ingredients of a possible workable and effective solution - a compromise that would provide required protective measures without the frightening budget demand of \$70-100 billion.
- G. With an in-place shelter solution on a teamwork basis cutting estimated nuclear attack fatalities to 10% - itself a strong war deterrent - there is the further possibility of active defense, including computer-space antimissile defense ("High Frontier," particle beam defense, lasers, etc.) cutting estimated fatalities well under the 10% figure. Obviously this would be an even greater deterrent, a practical guarantee of peace.
- H. It is suggested that there should be a dialogue, a debate, a study and/or whatever to weigh the matter and work toward a common policy. Perhaps such an effort might be arranged for the upcoming May 21, 1982 TACDA board/membership meeting at the National Emergency Training Center.
- I. There is also the opportunity to give space in the Journal of Civil Defense to all arguments.

Journal of Civil Defense Policy
Board Executive Committee

December 7, 1981

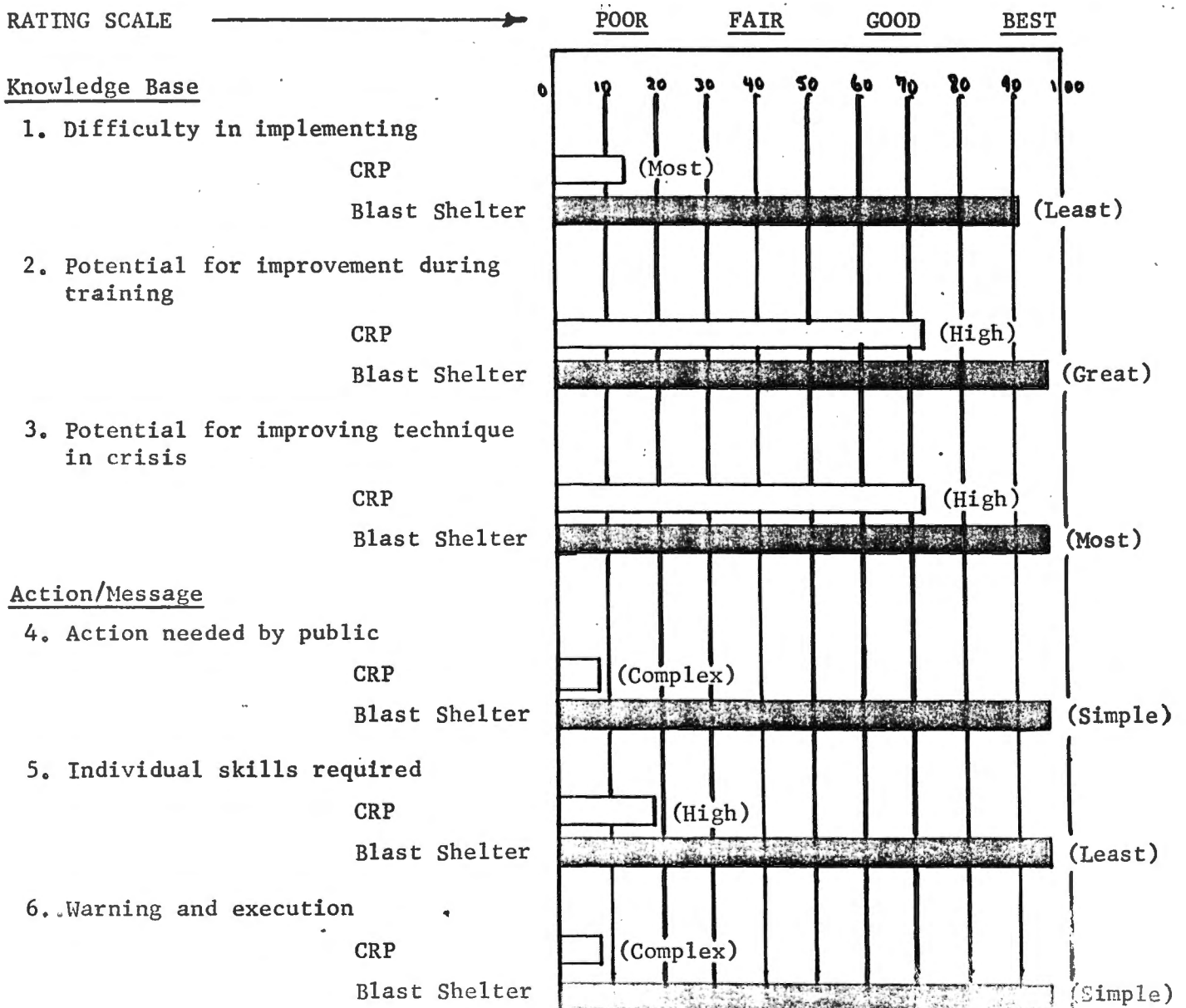
ANNEX I

JOURNAL OF CIVIL DEFENSE interpretation/simplification of System Planning Corporation Table shown on Page 3. (Done by request of reviewers.)

Shown below are comparisons of "CRP" and "Blast Shelter." (System Planning Corporation table on Page 3 also includes "Current CD" and "Expedient Shelter." These are omitted below as not pertinent to showing a comparison between CRP and Blast Shelter.)

Table below gives "DESIRABILITY" ratings for easy comparisons of each factor - that is, bar graphs indicating from POOR to FAIR to GOOD to BEST, the longer the bar the better the score.

ADJECTIVAL ratings used in System Planning Corporation Table on Page 3 are shown in parentheses after each bar. The four general categories remained unchanged, but factors have been numbered from 1 through 15 and the language used to describe them altered.



RATING SCALE _____

POOR

FAIR

GOOD

BEST

CD Organization

7. Required CD organization

CRP

(Large)

Blast Shelter

(Moderate)

8. Required organizational effectiveness

CRP

(Critical)

Blast Shelter

(Moderate)

9. Required organizational emphasis

CRP

(High)

Blast Shelter

(Moderate)

10. Required public education

CRP

(High)

Blast Shelter

(Moderate)

11. Required public information output

CRP

(High)

Blast Shelter

(Moderate)

Other Considerations

12. Program value after false alarm

CRP

(Uncertain)

Blast Shelter

(High)

13. Sustained program value

CRP

(Uncertain)

Blast Shelter

(High)

14. Spontaneous public reaction potential

CRP

(Moderately High)

Blast Shelter

(High)

15. Casualty potential

CRP

(2nd Highest)

Blast Shelter

(Lowest)

ANNEX II

The Donn Corporation

The Donn Corporation is a research group which has done impressive studies on low-cost blast shelter. It is headquartered at 1000 Crocker Road, Westlake, Ohio 44145. Its president is Don Brown; its vice-president is Charles L. Badley. It has also done other work in the civil defense field. In December 1978 it published a revised edition of Blast Shelter Concept II, which gives data on its experiments and conclusions

Following is an excerpt from a letter to the Director of the Defense Civil Preparedness Agency that introduces the above publication:

In considering a proposed Civil Defense program, which we believe will be successful, a survival and recovery plan must be one which can be implemented repeatedly on short notice without causing economic chaos, or social deterioration. It is essential that the character of such plans assure that economic disruption be minimized in order to maintain some semblance of a social and economic life in our Country.

Given the preceding criteria, it is our opinion that an effective blast shelter program must be a fully integrated part of any Civil Defense Program. Such a blast shelter program could be accomplished only if the shelters were available at a moderate cost and provided substantial protection at high overpressures and initial radiation levels. Use of the shelters could be established and terminated on short notice and could be close enough to projected ground zero to mitigate the difficult evacuation problems in the densely populated sections of the nation, such as the North Atlantic seaboard, the Chicago - Detroit - Cleveland triangle, and the Southern California coastline.

For the past year, Donn Corporation has made major financial and engineering commitments to define and test a viable blast shelter design. The resulting concept incorporates a resilient steel shell working in conjunction with the soil to maximize the earth-arching effect. The unit provides an effective, low-cost, (\$115.00 per occupant) sheltering system capable of withstanding the high overpressures within two miles of ground zero from a ten megaton (nuclear) weapon.

Mr. Brown is also chairman of the Nuclear Survival Foundation, Inc. which published in 1981 Nuclear War - Nuclear Survival, a pamphlet aimed at achieving civil preparedness in the Cleveland area.

Mr. Badley is now a member of The American Civil Defense Association (publisher of the Journal of Civil Defense) Board of Directors.



State of California

GOVERNOR'S OFFICE
SACRAMENTO 95814

EDMUND G. BROWN JR.
GOVERNOR

January 6, 1982

The Honorable Ronald Reagan
President of the United States
Thru: Region IX
Federal Emergency Management Agency
211 Main Street, Room 220
San Francisco, CA 94105

Dear President Reagan:

I respectfully request that you declare a major disaster to exist in the State of California under the provisions of the Disaster Relief Act of 1974, Public Law 288, 93rd Congress.

Beginning on December 19, 1981, the first of a series of storms hit California's North Coast resulting in extensive damage by high winds, tides, mudslides, and floods. On January 2, 1982, another major storm struck California continuing the high winds and tides, increasing mudslides and floods and causing additional damage to public and private property. Counties impacted are Contra Costa, Humboldt, Marin, San Mateo, Santa Cruz, and Sonoma, resulting in 22 persons dead, 12 missing, 747 persons injured, 379 homes and 38 businesses destroyed, and 2,828 homes and 457 businesses suffering major damage. Approximately 6,585 persons were evacuated from their homes because of the continuing floods and slides. Total estimated damage to date for private property is \$104.15 million. Because the counties are still in a flood-fight status, estimates of damage to public facilities have not been completed.

On January 5, 1982, I proclaimed a State of Emergency for the Counties of Contra Costa, Humboldt, Marin, San Mateo, Santa Cruz, and Sonoma. The State of California Peacetime Emergency Plan was implemented in accordance with Section 301 of Public Law 93-288. State and local efforts in response to this disaster have been as follows:

Local and State personnel and resources were committed to flood-fighting activities, evacuating and rescuing people from the flood areas, barricading streets to eliminate safety hazards, and providing security in the area to protect life and property.

I find this disaster has exceeded the capabilities of the State and affected local governments to effectively alleviate the existing conditions

The Honorable Ronald Reagan

January 6, 1982

Page 2

because of the mudslides, tides, high winds, and floods which caused extensive damage within the area. Assistance has been made available to local governments under the State Emergency Services Act and California Master Mutual Aid Agreement.

Legislative bodies of the affected area are considering all possibilities to cope with the financial problems involved and are utilizing all legally available State and local resources. Local officials have met and are considering hazard mitigation measures which could be implemented to lessen the effects of a recurrence of a similar situation. In my judgment, Federal disaster assistance is necessary to augment these efforts and to effectively alleviate the conditions caused by this disaster.

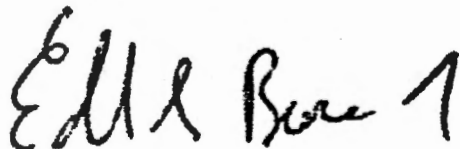
Pursuant to Section 301, Public Law 93-288, and Federal Disaster Assistance Administration regulations, I certify that the total expenditures and obligations for this disaster for which no Federal reimbursement will be requested are expected to exceed \$1,500,000.

Attached is a breakdown covering the estimated private damage incurred from this disaster and an estimate of the private assistance needed. A determination as to the extent of public damage will be forwarded to you as soon as the computation is completed.

I hereby request that assistance authorized under Section 404, Temporary Housing Assistance, and the Disaster Loan Program, Small Business Administration, be made available. I further request assistance authorized under Section 408, Individual and Family Grant Program, be made available for approximately 4,000 disaster victims based on information provided by the affected local governments. Total funding under Section 408 is estimated to be \$4 million, of which \$3 million will be the Federal share and \$1 million will be the State's share. Since no State funds for this purpose are authorized at this time, I request that the State's 25% share be advanced by the Federal government. This advance will be returned following the 1982-83 legislative session ending November 30, 1983.

I hereby reiterate my request that the Counties of Contra Costa, Humboldt, Marin, San Mateo, Santa Cruz, and Sonoma be designated as a major disaster area and eligible for public and private assistance available under Public Law 93-288.

Sincerely,



EDMUND G. BROWN JR.
Governor

attachment

MEMORANDUM

7300

THE WHITE HOUSE
WASHINGTON

WS

056155
FG378
PU001-06
FG006-01

ACTION

December 21, 1981

MEMORANDUM FOR MORT ALLIN

FROM:

JAMES W. NANCE *JWL*

SUBJECT:

Proposed White House News Release Announcing
the New Mobilization Preparedness Board

President Reagan on December 17 signed a memorandum establishing the Emergency Mobilization Preparedness Board. Because this represents an important step in the development of a credible mobilization capability to support our armed forces, while meeting the needs of other emergency preparedness requirements, we have provided a proposed news release. If you are agreeable, we would like the release made on December 29.

Questions from the Press concerning the Board should be referred to the Federal Emergency Management Agency, Office of Public Affairs (287-0315).

RECOMMENDATION

That you release the proposed announcement at Tab A on December 29, 1981.

Approve _____

Disapprove _____

Attachment

Tab A Proposed White House News Release

NSC #8107300

AJL

NATIONAL SECURITY COUNCIL

ACTION

December 21, 1981

MEMORANDUM FOR JAMES. W. NANCE

SIGNED

FROM: HORACE RUSSELL ~~HOR~~SUBJECT: Proposed White House News Release Announcing
the New Mobilization Preparedness Board

Attached at Tab A is a proposed White House News Release announcing the formation of the Emergency Mobilization Preparedness Board.

RECOMMENDATION

That you sign the memo at Tab I forwarding the news release to Mort Allin.

Approve _____

Disapprove _____

Attachment

Tab I Nance Memo to Mort Allin
A Proposed White House News Release

December 22, 1981

NEW BOARD ANNOUNCED

FOR

MOBILIZATION PREPAREDNESS OF FEDERAL GOVERNMENT

President Reagan announced today the formation of an Emergency Mobilization Preparedness Board to improve mobilization capabilities and interagency cooperation within the Federal Government to respond to major peacetime or war-related emergencies. The Board will develop and recommend national preparedness policies.

The Board consists of the representatives of 22 key Federal agencies at the Deputy Secretary or Under Secretary level, and is chaired by the Assistant to the President for National Security Affairs. A full-time Secretariat has been established to support the Board and monitor the implementation of the Board's recommendations by Federal agencies. The Secretariat is chaired by a senior official of the Federal Emergency Management Agency.

Eleven working groups, each organized to address a functional area of mobilization planning, are included in the Board structure. Each working group, with the chairing agency shown in parenthesis, is as follows:

- Industrial Mobilization (Department of Commerce)
- Military Mobilization (Department of Defense)
- Food and Agriculture (Department of Agriculture)
- Government Operations (Federal Emergency Management Agency)
- Emergency Communications (Departments of Defense and Commerce)
- Economic Stabilization and Public Finance (Department of the Treasury)
- Law Enforcement and Public Safety (Department of Justice)
- Civil Defense (Federal Emergency Management Agency)
- Social Services (Department of Health and Human Services)
- Human Resources (Department of Labor)
- Health (Department of Health and Human Services)

With the establishment of the Emergency Mobilization Preparedness Board, the President formalized his commitment to achieve a credible and effective capability to harness the mobilization potential of America. This potential will support the armed forces, while meeting the needs of the national economy and the preparedness requirements for domestic emergencies.

RECEIVED

8/1/21 P7:23

JANET COLSON

BUD NANCE

DICK ALLEN

IRENE DERUS

JANET COLSON

BUD NANCE

PETER

CY TO VP

CY TO MEESE

CY TO BAKER

CY TO DEEVER

CY TO BRADY

Comments:

If Bud signs
change Tab I
memo date
to 22 Dec and
Announcement date
to 23 Dec.

	SHOW CC	SIGNED
	_____	_____
	SHOW CC	_____
	SHOW CC	_____
	SHOW CC	_____
	SHOW CC	_____
	SHOW CC	_____

~~Flo / Jove~~
Change Dec 22 to
Dec 29.

[Signature]

SIGNED

RECEIVED 21 DEC 81 19

TO

NANCE

FROM RUSSELL

DOCDATE 21 DEC 81

056155

KEYWORDS: EMERGENCY PREPAREDNESS CIVIL DEFENSE

SUBJECT: PROPOSED NEWS RELEASE ANNOUNCING THE NEW MOBILIZATION PREPAREDNESS
BOARD

ACTION: FOR DECISION

DUE: 21 DEC 81 STATUS X FILES

FOR ACTION

FOR CONCURRENCE

FOR INFO

NANCE

COMMENTS

REF#

LOG

NSCIFID

(M /)

ACTION OFFICER (S)

ASSIGNED

ACTION REQUIRED

DUE

COPIES TO

C 12/24 Nance sgd memo

HR4, CS

DISPATCH

decide RSM 11/15 12/24

W/ATTCH

FILE

WH (C)

BB

ID # 058264 CN

**OFFICE OF THE COUNSELLOR
ACTION TRACKING WORKSHEET**^{WS}

FE378

Action resulting from:

- ☒ document (attached)
☐ telephone call
☐ meeting (attach conference report if available)

Document Date: 82 / 01 / 28

From: LOUIS O. GIUFFRIDA

Date Received: 82 / 02 / 01

Subject: Request Approval of Draft Press Release - Emergency Mobilization Preparedness Board

ROUTE TO:

Date Sent	Name	Action	FYI	Date Due	Action Taken
82/02/01	DN Jenk	☒	☐	82 / 02 / 01	C - 82/02/04
82/02/01	CN Mees	☐	☒	/ /	C - 82/02/04
/ /		☐	☐	/ /	
/ /		☐	☐	/ /	
/ /		☐	☐	/ /	
/ /		☐	☐	/ /	

COMMENTS: Copy Sent To Bud McFarlane NSC. 2-1-82
Action to EAM folder 2/2
Close out 2/4 OBE

Originator: ☐ Meese ☐ Jenkins ☐ Thomas ☐ Stanley ☐ Strichartz ☐ Randolph ☐ Melvin ☒ Duncan

**KEEP THIS WORKSHEET ATTACHED TO THE ORIGINAL INCOMING MATERIAL
AND WHEN THE ASSIGNED ACTION IS COMPLETE,
RETURN TO:**

Office of the Counsellor
West Wing/First Floor

01.FEB.1982



Office of the Director

058264

Federal Emergency Management Agency

Washington D.C. 20472

January 28, 1982

MEMORANDUM FOR: Edwin Meese III
Counsellor to the President

FROM: Louis O. Giuffrida
Director

Attached is the draft press release you requested at yesterday's
Emergency Mobilization Preparedness Board (EMPB) meeting.

1/28/82

Draft press release - Emergency Mobilization Preparedness Board
(Clanahan)

The Emergency Mobilization Preparedness Board yesterday held its first meeting to begin its mission of improving the Federal Government's ability to mobilize its resources to meet peacetime or wartime crises.

Presiding at the meeting was William P. Clark, National Security Advisor to the President and Board Chairman. The opening comments were by Edwin Meese III, Counsellor to the President. Both stressed the importance of the Board and the 22 Federal entities, from which it has representatives, in the overall Federal preparedness effort.

The establishment of the Board was announced by President Reagan on December 29, 1981.

The Board's 12 working groups will address the following major problem areas:

Economic Stabilization and Public Finance	Human Resources
Military Mobilization	Social Services
Emergency Communications	Health
Law Enforcement and Public Safety	Government Operations
Food - Agriculture	Civil Defense
Industrial Mobilization	Earthquakes

In his order establishing the Board on December 17, 1981, President Reagan took note of progress in improving the nation's armed forces, and then said: "One of the most compelling tasks still facing us is the development of a credible and effective capability to harness the mobilization potential of America in support of the armed forces, while meeting the needs of the national economy and other civil emergency preparedness requirements . . .

"In August, I instructed the Director of the Federal Emergency Management Agency to proceed with the establishment of eleven (now 12) functional working groups and a coordinating Secretariat. The establishment of the Board is the final step in the development of the structure through which to attain our objectives . . .

"The Board is to prepare for my review a draft Presidential decision document to include a statement of national policy on emergency mobilization preparedness and a plan of action consistent with this policy. Both are to reflect an integration of military and civilian objectives and capabilities, and to specify the level of resources required to attain the Administration's objectives."

THE WHITE HOUSE
WASHINGTON

January 11, 1982

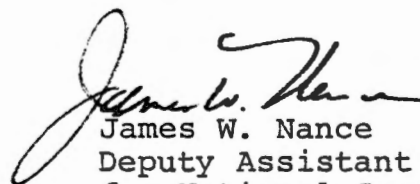
057487
1140
FG378
WH002-01

MEMORANDUM FOR THE HONORABLE BENNETT L. LEWIS
The Executive Deputy Director,
Federal Emergency Management Agency

SUBJECT: Emergency Mobilization Preparedness Board (EMPB)
Space in the OEOB

We agree that having a few selected members of the EMPB staff housed in the White House Complex would help signal the importance of mobilization preparedness as a key Presidential initiative. I will, therefore, discuss with Mr. Meese the possibility of obtaining space.

Because space in the OEOB is very limited and already greatly oversubscribed by other organizations in the Executive Office of the President, approval to place a portion of the Board's staff in the OEOB will be extremely difficult to obtain. In case the request for space is disapproved, I know I can count on your support to ensure members of the EMPB staff that such a disapproval does not indicate a lowering of the President's strong commitment to develop an effective mobilization capability.


James W. Nance
Deputy Assistant to the President
for National Security Affairs

Ben - I don't think this is going to
happen. Bud

NSC #8107374

MEMORANDUM

NATIONAL SECURITY COUNCIL

7374
AJ

ACTION

January 4, 1982

MEMORANDUM FOR JAMES W. NANCE

FROM: HORACE RUSSELL ~~AS~~

SUBJECT: Emergency Mobilization Preparedness Board (EMPB)
Space in the OEOB

Ben Lewis at Tab II encourages you to obtain space in the OEOB for him and a portion of the EMPB staff. From my informal discussions with Mr. Meese's and Mr. Baker's staffs, there appears to be no support for allocating space to the EMPB staff.

RECOMMENDATION

Sign the memo at Tab I to Lewis telling him you will discuss with Mr. Meese the possibility of obtaining space.

Approve ✓

Disapprove _____

Attachments

Tab I Memo from James Nance to Ben Lewis
Tab II Incoming memo from Ben Lewis

7374



Federal Emergency Management Agency

Washington, D.C. 20472

81 DEC 28 P 5: 25

DEC 7 1981

Admiral James W. Nance
Acting Assistant to the President
for National Security Affairs
The White House
Washington, D.C. 20500

Dear Admiral Nance:

This letter is a follow up to my request made during our 4 December meeting. Its purpose is to encourage you to take whatever action is necessary to secure space in the OEOB for a portion of the staff of the Emergency Mobilization Preparedness Board (EMPB). The space is needed for both substantive and important symbolic reasons. This staff comprises four professional and four administrative people and the Executive Secretary.

Unfortunately, an earlier request for this space was confused with an earlier FEMA request for OEOB space. FEMA is no longer seeking space in the OEOB. The EMPB staff provides direct support to the National Security Advisor to the President, as the EMPB head. It does not work for FEMA.

As you know, the EMPB and its working groups have been assigned a very important Presidential initiative. By direction, the EMPB includes the direct involvement of high level managers (Assistant Secretaries and above) in most Federal departments and agencies. Their assignment and tasking is an "additional duty," for which no additional funds or manpower have been allocated. The effort is to be supported by available resources. This is understandable and accepted, but it is also a great potential disincentive to sustaining the high level participation and momentum we need to meet the President's goal. For this reason, I believe we must do what we can to provide genuine, visible signs to the senior officials that their efforts are known by the President or his immediate staff on a continuing basis. Allocation of OEOB space to the EMPB Staff near the NSC staff would help create such a sign.

Total space required is 1,200 square feet. It would house a professional and administrative staff, wordprocessing equipment, and me. It will also provide meeting space to accommodate Working Group Chairmen (Department Assistant Secretaries) and coordinators.

-2-

Thanks for your understanding and help. Thanks too for your invaluable help in giving the President a clear image of the need for a good civil defense program.

Good luck in your assignment.

Sincerely,

A handwritten signature in black ink, appearing to read "Ben", with a large, stylized initial "B" at the start.

Bennett L. Lewis
Executive Deputy Director

82.1.14 P 6.20

JANET COLSON

BUD NANCE

DICK ALLEN

IRENE DERUS

JANET COLSON

BUD NANCE

PETER

CY TO VP

CY TO MEESE

CY TO BAKER

CY TO DEEVER

CY TO BRADY

SHOW CC

SHOW CC

SHOW CC

SHOW CC

SHOW CC

Comments:

RECEIVED 28 DEC 81 17

TO NANCE

FROM LEWIS, B

DOCDATE 07 DEC 81

KEYWORDS: EMERGENCY PREPARED"S MOBILIZATION

EMPB

SUBJECT: REQUEST FOR ASSISTANCE IN GAINING OEGB OFFICE SPACE FOR EMPB

ACTION: PREPARE REPLY FOR NANCE SIG DUE: 04 JAN 82 STATUS S FILES

FOR ACTION

FOR CONCURRENCE

FOR INFO

~~SHOEMAKER~~
Russell

LENZ

DEGRAFFENREID

POINDEXTER

COMMENTS

REF#

LOG

NSC/FID

(B /)

ACTION OFFICER (S) ASSIGNED ACTION REQUIRED DUE COPIES TO

SN	X	1/4	For Signature	1/6	✓✓✓✓
	C	1/11	Nance sgd memo		HR, CS, KD, JP, LZ
					Indef

DISPATCH

1/11 clm

W/ATTCH FILE Wt (C)

clm