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Last Updated: 02/12/2026



EMERGENCY MOBILIZATION PREPAREDNESS BOARD

Washington, D.C. 20472

*EMPB mtg.
500 pm*

MEMORANDUM FOR: BOARD MEMBERS

FROM:

Bennett L. Lewis
Executive Secretary

SUBJECT:

Third Board Meeting

MAR 26 1982

*various:
need disting.
along continuum;
Some: need
focus only on
extreme/
war-related*

*General
comments
Grit does need
intervene in
some cases!*

Bennett Lewis

*Correll: divide by
- communications
- human resources
- industrial capabilities
- distribution*

The third Board Meeting will be held as scheduled at 5:00-5:50 p.m., next Wednesday, March 31, 1982, in the Indian Treaty Room 474 of the Old Executive Office Building. The agenda is at attachment 1.

The main purpose of the meeting will be to discuss the draft National Policy Statement which is at attachment 2. The draft statement is in the format of an overall broad policy statement followed by an attachment containing specific policy statements reflecting the areas of consideration of the 12 Working Groups. At the meeting, the Chairman intends to concentrate on the broad policy statement and will seek your comments concerning it. I suggest that you refer to Presidential Directive/ NSD-57 (PD-57) to satisfy yourself that the new policy statement does not merely restate what is contained in the present PD-57 but actually goes much further and accurately reflects the emergency mobilization preparedness policy of this Administration.

The draft was prepared by the Secretariat, making use of the input from the Working Groups. Attachment 3 contains a copy of the input from 11 of the 12 Working Groups. Civil Defense policy is contained in NSDD-26 and is incorporated into the draft policy statement. In several cases Working Group input has been reworked to conform to the broader requirements of a national policy statement as contrasted to that of a work plan. In all cases, the staff endeavored to retain the Group's substantial points. Also Working Group input was edited to present a uniform style and format.

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'82 MAR 26 P5:49

The Working Groups will have opportunity during the next 3 weeks (as scheduled) to work with the Secretariat to ensure that the specific policy statements accurately reflect their views. The Chairman may invite the Working Group Chairmen as observers to the Board meeting.

The draft policy statement is marked "For Official Use Only" and should be distributed only to those individuals with a direct concern.

Attachments 3

cc: Working Group Chairmen
Working Group Points of Contact
Agency Liaison Officers

AGENDA

EMERGENCY MOBILIZATION PREPAREDNESS BOARD

Third Meeting

March 31, 1982
5:00 - 5:50 p.m.

Indian Treaty Room 474
Old Executive Office Building

AGENDA

Introduction

Honorable William P. Clark

Discussion of
Draft Master Policy Statement

Board Members

Summation

Honorable William P. Clark

DRAFT

NATIONAL POLICY STATEMENT

ON

EMERGENCY MOBILIZATION PREPAREDNESS

PREAMBLE**DRAFT**

A fundamental obligation of government is to provide for the security of the Nation and to ensure the preservation of its people, values, and social, economic and political structures, in the face of even the most catastrophic emergencies. Inherent in this obligation is the requirement to have a capability to respond to a full spectrum of emergencies, from local disasters and civil disorders through conventional and nuclear war.

The United States Government shall be prepared to provide a predictable, appropriate, effective, and efficient response to the entire spectrum of emergencies. All departments and agencies of the Federal Government shall be prepared to deal effectively with emergencies and shall program and budget sufficient funds to assure that these capabilities exist.

UNITED STATES EMERGENCY MOBILIZATION PREPAREDNESS POLICY

It is the policy of the United States to develop and maintain emergency mobilization preparedness programs through which governments at all levels in partnership with the private sector and the American people can respond appropriately and effectively to peacetime and wartime emergencies. These programs are to be directed initially at the correction of the most serious emergency mobilization deficiencies and are to contribute to the:

- deterrence of war and acts of terrorism, and the prevention of severe resource shortages and technological hazards;
- mitigation of the adverse consequences of emergencies that cannot be deterred or prevented;
- predictable and efficient response to emergencies that occur;
Commentary: don't confine to military
- prompt recovery of communities, regions, and the Nation from the effects of the full spectrum of emergencies including nuclear war;
- preservation of basic elements of constitutional government, including separation of powers, civilian control of the military, and federalism; and
- ^{to extent practicable/possible} preservation of a market-based economy, free from undue governmental regulation.

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*move
draw line in
practice
[e.g. PATCO strike]*

*All ready
"If prepared
worst...
will prepare for
all others"
Juevy*

The Emergency Mobilization Preparedness programs will be based on the following principles:

- Federal agencies responsible for the management of the Nation's civilian and military resources will be prepared to utilize those resources to meet both essential civilian and military requirements across the full spectrum of peacetime and wartime emergencies. They must be prepared to allocate these resources in an equitable, effective, and efficient manner so as to maximize the payoffs from mobilized resources.
- Primary reliance will be placed on market mechanisms and voluntary arrangements that permit the full utilization of the inherent strengths of the American economy and society.
- Plans and procedures will be designed to retain maximum flexibility for the President and other senior officials in the application of emergency authorities and the implementation of emergency programs. Measures that represent dramatic departures from established public policies will be avoided. However, plans will provide maximum latitude to modify established policies to meet emergency conditions.
- Preparedness measures will address the full spectrum of peacetime and wartime emergencies including the unlikely emergency of nuclear war. To the greatest degree possible, preparedness measures should be applicable to more than one set of emergency conditions.
- Preparedness measures will emphasize enhanced preparedness of States and localities to handle their basic responsibilities for the protection of the lives and properties of their citizens and provide for a pre-eminent Federal role only in areas where the Federal Government must assume the lead in order to protect national interests and the general population.
- Preparedness measures will reflect functional interdependencies among agency activities and across preparedness programs. This requires sustained attention to the impact of changes in one set of activities upon other activities and programs.
- Preparedness measures will emphasize a smooth transition from routine to emergency operations and will be designed to make effective use of any periods of time which may be available following the receipt of political, strategic, and tactical warnings. While emergencies are, by definition, discontinuous events, it is imperative that the Government develop capabilities to minimize the start-up time required for emergency responses.

add desire
to be
equitable
among
public
support

- relationship to Allies
- deviation from
established policy
- guidance by Board

Consistent with these principles, agencies will:

- improve the responsiveness of all significant resources and services (energy, transportation, communications, health, human, industrial production, food, social services) to demands for significant increases in output and/or re-allocations from less essential to more essential military and civilian needs;
- improve the prospects for the continuous performance of governmental functions essential to national survival and recovery;
- ✓ - enhance the capabilities of the government to manage the mobilization process;
- ✓ - implement a civil defense program that will ensure the survival of the bulk of the population under conditions of strategic warning; and
- improve the capabilities of the United States economic and legal systems to cope with any instabilities arising from emergency conditions.

In addition to the program implementation measures detailed on the attached specific policy statements, the Director of FEMA will prepare detailed technical guidance to be issued by the Board. This guidance will contain, inter alia specifics on:

- the types of emergency situations for which planning is to be accomplished;
- the major events, actions and decisions associated with each situation and the relationships among these items;
- the phases of emergency mobilization processes appropriate to each situation; and
- application of preparedness principles contained in this policy statement.

Accordingly, I direct the establishment of a United States Emergency Mobilization Preparedness Program which will provide the capability to respond to all civil-military emergencies in accordance with the attached detailed programs, and other programs which might be developed subsequently.

Presidential Directive/NSC-57 is hereby rescinded.

Attachment

Emergency Mobilization Preparedness

DRAFT

Government Operations

Policy. It is the policy of the United States to develop systems and plans which will ensure the maintenance of necessary government functions at the federal, state and local levels in the event of major peacetime or wartime emergencies and to provide for a timely and effective transition into emergency modes of operation.

Program. Under all conditions of emergency, the government operations emergency mobilization preparedness program will:

- ensure continuous performance of essential government functions;
- provide timely and effective transition to emergency government operations;
- provide a mechanism for the reconstitution of the operations of government following catastrophic emergencies, as required; and
- ensure that government officials at all levels are capable of responding effectively to emergency conditions.

Implementation. Specific programs will be developed in order to complete a government operations emergency mobilization preparedness program that will:

- develop plans for the rapid and efficient transition of government agencies into organizations responsive to emergency conditions (FY-83);
- develop plans for the reconstitution of the Federal government following nuclear attack or other catastrophic emergencies (FY-84);
- insure preservation of emergency authorities and functional responsibilities of any Federal agency proposed for termination (FY-82); and
- review current government emergency authorities and organizational structures, and based thereon recommend new or revised policies, authorities, or organizations as required (FY-83).

Emergency Mobilization Preparedness**DRAFT**Military Mobilization

Policy. It is the policy of the United States to develop systems and plans which will ensure that sufficient forces and materiel be available to provide a credible deterrence to war by guaranteeing the Nation's ability to mobilize, deploy, and sustain military operations in a wartime emergency. It is also policy that these forces and materiel be available to assist civilian authorities during peacetime emergencies.

Program. The military mobilization preparedness program will:

- improve civil and military coordination to ensure that national mobilization plans complement and support military operational plans and provide a wide range of options for implementation prior to a declaration of war or national emergency;
- improve the capability to assess, specify, and quantify military mobilization requirements for forces, materiel, services, and other national resources;
- develop improved or new mobilization plans, investments, or other peacetime actions to ensure the availability of resources necessary to support required forces and assist in strengthening the ability of the industrial base to surge or mobilize;
- provide new programs or alternative strategies to compensate for actual or potential resource shortfalls;
- strengthen capabilities to manage the mobilization process and assist federal resource and management agencies in the allocation of resources between the military and civil sectors to mitigate peacetime disorders or disasters as well as military crises; and
- provide adequate budgeting of programs for the planning and execution of military mobilization by the Department of Defense; and the planning and execution of support programs for military mobilization identified, budgeted and funded by other federal agencies.

Implementation. Military mobilization preparedness program elements will:

- define military mobilization resource requirements in terms usable by resource agencies in carrying out their mobilization planning and preparedness responsibilities (FY-83);
- recommend resource program adjustments so that required military forces are adequately supported (FY-84); and
- develop or update procedures, structures, policies and authorities for managing the transition to mobilization (FY-84).

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Emergency Mobilization PreparednessCivil Defense*

Policy. It is the policy of the United States to enhance the deterrence of strategic nuclear war through a strong and balanced program of strategic forces, including effective capabilities for strategic defense. Civil Defense, along with an effective Continuity of Government program, emergency mobilization, and secure and reconstitutable telecommunications systems, is an essential ingredient of our nuclear deterrent forces. It is a matter of national priority that the United States have a Civil Defense program which provides for the survival of the United States population.

Program. The Civil Defense program will provide an improved basis for dealing with crises and carrying out eventual national recovery and will:

- enhance deterrence and stability in conjunction with our strategic offensive and other strategic defensive forces. Civil Defense, as an element of the strategic balance, should assist in maintaining perceptions that this balance is favorable to the United States;
- reduce the possibility that the United States could be coerced in time of crisis;
- provide for survival of a substantial portion of the United States population in the event of nuclear attack preceded by strategic warning and for continuity of government, should deterrence and escalation control fail; and
- provide an improved ability to deal with natural disasters and other large-scale domestic emergencies.

This policy complements primary United States reliance on strategic offensive nuclear forces as the preponderant factor in maintaining deterrence.

Implementation. To implement the foregoing policies, the President has directed that the program consist of three major elements:

* This United States Civil Defense policy has been extracted from National Security Decision, Directive Number 26, dated March 16, 1982 (unclassified version).

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- the development of plans and deployment of supporting operational systems for population protection will be completed; primary reliance will be placed upon relocating the population of United States metropolitan and other potential high-risk areas to surrounding areas of lower risk during a period of international crisis, taking advantage of extensive United States transportation resources (FY-89);
- analyses and preparations will be completed for industrial protection which will allow a funding decision to be made on a program to protect key defense and population relocation support industries; and
- analyses and preparations will be completed which will allow a funding decision on blast shelters for key industrial workers in defense and population relocation support industries.

These measures will fully support continuity of government, survival and endurance in time of war.

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Emergency Mobilization Preparedness

DRAFT

Industrial Mobilization

Policy. It is the policy of the United States to develop systems and plans which will increase the capability of the industrial base to respond to demands for rapid and significant increases in production under all conditions of emergency.

Program. To ensure an adequate and responsive industrial base, an effective emergency mobilization preparedness program will:

- ensure the ability of the Nation's industrial base to surge selective production;
- ensure the ability of the industrial base to respond to increased demands for defense and essential civil production;
- enhance the ability of defense and essential civilian sectors to determine and communicate demands for resources essential for production expansion;
- increase the ability of existing Defense Production Act (DPA) systems to expand their scope of operations and to accelerate the processes required to support expanded production;
- ensure an effective system to adjudicate conflicts over scarce resources; and
- increase the quantities and qualities of stocks of domestic minerals and metals essential for industrial production expansion.

Implementation. Industrial emergency mobilization preparedness program elements will:

- establish preparedness programs to increase capabilities for surge production and industrial mobilization (FY-83);
- develop plans and procedures necessary to determine and evaluate requirements for production expansion (FY-83);
- develop a program to assist the industrial base to respond to demands for defense and essential civil production (FY-84);

- develop processes to address demands for resources essential for production (FY-84);
- reduce legislative impediments to industrial responsiveness (FY 85);
- develop initiatives to improve stockpile of essential minerals and metals (FY-84);
- revise current DPA Title I systems to meet requirements of production expansion (FY-84);
- review and revise current plans for the adjudication of resource conflicts (FY-84); and
- develop and evaluate actions to increase quantities and qualities of domestic minerals and metals essential for production expansion (FY-85).

Emergency Mobilization Preparedness

DRAFT

Health

Policy. It is the policy of the United States to develop systems and plans that will ensure that sufficient medical personnel, supplies, equipment, and facilities will be available and deployed to meet essential civilian and military health care needs during major peacetime and wartime emergencies.

Program. Emergency mobilization preparedness programs to ensure provision of sufficient medical care will substantially enhance recovery from emergencies and will reduce physical suffering. The Nation's ability to sustain military operations will be substantially improved by a health preparedness program. The health preparedness program will:

- provide for maximum reliance on existing federal, state, and private sector personnel, supplies and facilities;
- enhance the Nation's ability to recover from major emergencies and protect the population from the spread of disease;
- provide for military assets to supplement medical services provided by state and local governments and the private sector during a major peacetime emergency;
- increase the capability to provide adequate medical care to military casualties in civilian and military facilities; and
- provide mechanisms for the allocation of scarce supplies and skilled professionals (specialists) to the highest priority needs.

Implementation. Health care emergency mobilization preparedness program implementation will:

- develop plans to increase availability of Federal and private sector health care personnel (FY-83);
- establish plans to increase availability of necessary medical supplies and equipment (FY-83);
- develop plans for improved utilization of existing medical facilities to cover domestic emergencies (FY-83); and
- prepare plans to provide improved measures to prevent epidemics or other threats to the public health caused by major emergencies (FY-83).

Emergency Mobilization Preparedness

Law Enforcement and Public Safety

DRAFT

Policy. It is the policy of the United States to develop systems and plans that will provide for the public safety and will ensure continued enforcement of federal, state and local laws during major peacetime and wartime emergencies. It is also national policy to develop systems and plans that will ensure internal security and the control of United States borders and waters subject to the jurisdiction of the United States.

Program. The law enforcement and public safety program will:

- maintain law and order in a variety of major crisis situations: e.g., terrorist incidents, civil disturbances, natural disasters, nuclear emergencies, crises involving large movements of people, and war-related matters;
- ensure the physical security of critical public and private facilities;
- provide for control of enemy aliens and persons entering or leaving the United States;
- guarantee control of United States seaports, airports, and land and sea borders;
- provide a response capability to sabotage and espionage; and
- ensure an intensified counterintelligence effort.

Implementation. To implement the program, the following actions will be taken:

- identify existing resources, plans, programs and interagency agreements among federal, state and local agencies (CY-82);
- determine whether additional resources, plans, programs and interagency agreements are required to ensure timely response (FY-83);
- determine whether existing laws, presidential directives or executive orders are adequate to meet the needs of the program, and if not, draft new authorities (FY-85); and
- determine whether existing treaties and other agreements with Canada and Mexico are adequate to meet the needs of the program, and if not, draft new ones (FY-84).

Emergency Mobilization Preparedness

Human Resources

Policy. It is the policy of the United States to develop systems and plans to ensure that the Nation's human resources are available in the requisite numbers and skills to permit an effective response to a full range of peacetime and war-time emergencies. It is further the policy to assure that, during emergency periods, scarce human resources are allocated to required mobilization tasks.

Program. The human resources emergency mobilization preparedness program will:

- minimize delays in identifying the required skills and potential supply problems for implementing the allocation of workers to essential defense industries and other critical mobilization tasks;
- ensure that skilled workers are channeled toward the most critical mobilization needs;
- provide for maximum reliance on voluntary mechanisms to allocate human resources to critical industrial and other emergency mobilization tasks;
- ensure that labor-management conflicts do not disrupt defense production expansion efforts;
- enhance the Nation's base of human resources to insure that emergency mobilization needs are adequately met; and
- ensure that human resources policies enhance economic stabilization plans and procedures for emergency mobilization.

Implementation. Program implementation procedures will:

- develop information systems essential to identify required skills needed for emergency mobilization tasks and potential supply problems (FY-83);
- develop plans for managing priority and allocation techniques that ensure needed quantities and quality of workers for critical industries, mobilization tasks, and occupations (FY-84);
- establish a set of procedures and policies for voluntary allocation of human resources (FY-84);

- develop plans for operation of mechanisms that will facilitate resolution of labor-management disputes (FY-84);
- develop plans and procedures for enhancing the human resources base. This encompasses education, training, and retraining objectives particularly for highly skilled and professional and technical occupations (FY-85); and
- prepare plans and procedures that will enhance the human resources aspects of overall economic stabilization plans (FY-85).

Emergency Mobilization Preparedness

Emergency Communications

DRAFT

Policy. It is the policy of the United States to develop systems and plans to ensure that the required telecommunication resources are available and adequate to respond to the Nation's needs in peacetime or wartime emergencies.

Program. To achieve telecommunication emergency mobilization preparedness objectives, continued reliance upon the private sector will be necessary when formulating and implementing this policy. Programs must be established that will ensure that telecommunication resources are present and remain accessible through all phases of a national emergency. Specifically these programs will:

- provide for an effective and survivable telecommunications system;
- promote government and industry cooperation in addressing and correcting telecommunications deficiencies;
- remove legal and regulatory restrictions affecting the Nation's telecommunication system; and
- provide funding for emergency telecommunications enhancements.

Implementation. To meet these program criteria the Federal Government will:

- initiate an evaluation of the Nation's critical telecommunications systems, identifying and prioritizing emergency telecommunication issues to be resolved (FY-82);
- establish a joint planning effort to initiate a series of government/industry conferences to identify specific emergency telecommunication objectives (FY-83);
- recommend legislative changes to assist government and industry improve the survivability of the Nation's telecommunications capabilities (FY-83);

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- initiate legislative, regulatory and incentive approaches to improve funding for facilities and services to satisfy the Nation's telecommunication preparedness (FY-83);
- provide policy direction recommendations to guide the development of emergency telecommunication resources (FY-83); and
- develop annual programmatic initiatives that are consistent with the objective of the joint government industry planning efforts.

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Emergency Mobilization Preparedness

DRAFT

Social Services

Policy. It is the policy of the United States to develop systems and plans to maintain emergency social services (e.g., feeding, sheltering, clothing, counseling, locator services) and to ensure that existing social service programs (including entitlement programs) be maintained to the maximum extent possible during major emergencies and during post-emergency recovery.

Program. The social services emergency mobilization preparedness program will:

- maximize reliance on voluntarism and on state and local governments;
- create conditions in which families and individuals can care for themselves to the maximum extent possible;
- provide specialized social services;
- maintain existing federal, state, local, and private programs to meet ongoing social services needs;
- provide for the reception, care, and resettlement of personnel evacuated from overseas during an emergency; and
- provide for a management structure through which emergency social services requirements can be accurately assessed and necessary services efficiently delivered to meet highest priority needs.

Implementation. Social services emergency mobilization preparedness program implementation will:

- develop plans to assure timely and effective federal support for state/local governments and the private sector in the provision of social services during major emergencies (FY-83);
- prepare plans to stimulate additional private sector involvement in provision of emergency social services (FY-83);
- initiate plans for providing specialized social services necessitated by emergencies (FY-83);
- develop plans to ensure maintenance of existing federal, state and local, and private social service programs during emergencies (FY-83);

- prepare plans to receive and help resettle persons evacuated from overseas during an emergency (FY-82); and
- develop an Emergency Social Services Mobilization and Delivery System (FY-84).

Emergency Mobilization Preparedness

Food and Agriculture

DRAFT

Policy. In order to provide an adequate flow of agricultural products to both the general population and the defense establishment during major emergencies it is the policy of the United States to develop systems and plans which will reduce the vulnerability of our food and fiber resources; ensure a responsive production, delivery, and distribution system and, promote rapid recovery and restoration of the agricultural system.

Program. The national emergency mobilization preparedness program to provide for food and agriculture will:

- plan for adequate research, production capabilities, and reserves of agricultural products, including livestock and poultry, to provide the Nation's farmers with production resources, including emergency financing capabilities, to meet demands;
- provide for the most effective allocation of scarce resources for the production and use of available food and fiber during emergencies; assessment of national and international requirements upon food and fiber, to decrease dependence on foreign sources;
- ensure maximum support to our armed forces and our allies;
- maintain production capabilities to contribute to our world trade objectives;
- establish emergency marketing, processing, inspection and grading systems for government-owned and privately-held commodities; city transportation resource priorities to support agricultural needs; provisions for secure storage capabilities and priorities;
- plan to protect the health and well-being of the Nation's livestock and poultry; ensure the protection of crops and croplands, protection of the nation's forest resources, and reduce susceptibility to manipulated economic pressures;
- provide for timely information under emergency conditions to assure adequate food and fiber production, and priority distribution; and
- provide continuous assessment of the adequacy of emergency plans.

Implementation. The program elements to be accomplished will:

- develop proposed legislation to provide efficient mobilization capabilities (FY 83 to 85);
- establish regulations and procedures based on emergency mobilization legislation (FY-85);
- establish coordinated claimancy procedures (FY-83);
- establish emergency food allocation plans (FY-84);
- establish standby agricultural production policies (FY-84); and
- establish alternate inspection and grading procedures for raw, semi-processed and processed food and fiber (FY-85).

Emergency Mobilization Preparedness

DRAFT

Economic Stabilization and Public Finance

Policy. It is the policy of the United States to develop a variety of authorities and plans which could be used in maintaining stable economic conditions during any major national emergency. Particular emphasis should be given to measures which will minimize inflation and shortages; enhance morale and the perception that the burdens of the emergency are being fairly shared; assure the efficient functioning of the Federal fiscal system, including maintenance of Federal check disbursing activities, and the continued operations of private financial institutions; and facilitate an orderly return to a normal economy as soon as possible. The allocative efficiencies of the free market should operate where possible, with alternative measures involving direct Government intervention in the economy to be used only as a last resort.

Program. The success of this preparedness policy will be determined by programs for economic stabilization and public finance which can be implemented, as required, in a timely manner.

The economic stabilization and public finance preparedness program, as appropriate, will:

- minimize economic dislocations and distortions associated with major emergencies by carrying-out appropriate fiscal, monetary, and regulatory policies; including controlling inflation and shortages arising from the transfer of resources from non-essential to priority national needs;
- facilitate resource reallocation necessitated by any relocation of the populace;
- maximize and facilitate reliance on the existing financial institutions system when possible;
- assure an equitable distribution of essential consumer goods;
- increase prospects for the restoration of the financial institutions system;
- assure sufficient revenues to meet resource requirements arising from any major emergency;
- provide for financing emergency actions in an equitable and efficient manner;

- institute fiscal measures that, where possible, discourage waste, promote savings, and fight inflation;
- provide for the protection of U.S. financial resources including currency production, Federal check disbursement, and precious monetary metals; and
- facilitate the financing of national recovery.

Implementation. The Executive Branch should have a complete set of draft authorities and plans for responding quickly to emergency-generated threats to national economic stability. Authority is also needed to implement certain draft banking regulations providing for emergency operation of depository institutions. Major elements of the economic stabilization and public finance preparedness program can be implemented through the Draft Defense Resources Act (DDRA). With the DDRA for national defense emergencies and other authorities, as appropriate, available for other major emergencies, the requisite economic stabilization and public finance program elements can be implemented.

- review and revise current DDRA authorities for direct controls for price, wage, salary and rent controls, as well as the rationing of consumer goods in the event of a national defense emergency, and review, revise or initiate standby authorities for direct controls as may be required in the event of other major emergencies (FY-83), and develop plans and policies for the implementation of these authorities (FY-84);
- review and revise current DDRA authorities for indirect controls in the event of a national defense emergency, and review, revise or initiate standby authorities for indirect controls as may be required, including those for emergency banking actions, in the event of other major emergencies (FY-83), and develop plans and policies for the implementation of these authorities (FY-84);
- complete a review of existing authorities for emergency foreign trade controls and, as may be necessary, initiate revisions to existing, or propose new or supplemental authorities (FY-83), and develop plans and policies for the implementation of these authorities (FY-84);

- complete a review of existing authorities for emergency public finance activities and, as may be necessary, initiate revisions to existing, or propose new or supplemental, authorities (FY-83), and develop plans and policies for the implementation of these authorities (FY-84); and
- investigate and make recommendations concerning the need for investment in facilities which will enhance the survivability of important financial records and the maintenance of a functioning electronic financial transfer system and other computer facilities (FY-83), and initiate appropriate action, as may be required, for implementing requisite physical investment in record and financial infrastructure protection, and for managing a protection program (FY-84/85).

Emergency Mobilization Preparedness

DRAFT

Earthquake

Policy. It is the policy of the United States to develop systems and plans to reduce loss of life, destruction of property and economic instabilities that would result from a catastrophic earthquakes by improving earthquake prediction capabilities, warning systems, public education and awareness programs and by applying earthquake resistant design and construction techniques.

Program. Preparedness plans and programs can substantially reduce the effects of catastrophic earthquakes. The initial concentrated action shall focus on California, but will be applied to other states in consideration of their relative risk from a similar event. The program tasks to provide such an emergency mobilization preparedness capability will

- provide an evaluation of current earthquake prediction capabilities, scientific and engineering techniques, and applied research efforts;
- develop a coordination and integration mechanism between federal and state governments;
- identify financial, medical, transportation, shelter, communications and other resources necessary to assist recovery operations and provide for priority allocation authority;
- provide plans to reduce the negative effects on military installations and defense related industries;
- ensure more fully-developed public awareness programs to equip all levels of the populace with specific information to help them survive;
- promote international cooperation to increase scientific and engineering knowledge in applying mitigation measures; and
- provide for the preparation, implementation and exercising of preparedness procedures.

Implementation. Earthquake preparedness program implementation will:

- continue formal coordination with State of California authorities;
- evaluate current level of federal earthquake preparedness (FY-83);
- determine federal earthquake mitigation and response planning, to include resource identification (FY-83);

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- assess the implication of earthquake hazards on defense and national security requirements (FY-83);
- develop an improved public awareness program for all levels of the populace emphasizing survival (FY-84);
- enhance the earthquake prediction and mitigation measures (FY-85);
- assess current earthquake response capabilities (FY-83);
- evaluate future basic and applied research in earthquake predication and mitigation (FY-84);
- arrange to improve scientific and engineering mitigation capabilities (FY-84);
- promote international cooperation to increase scientific and engineering knowledge as to prediction and mitigation measures (FY-84); and
- establish procedures for the preparation, implementation and exercising of preparedness procedures (FY-84).

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WORKING GROUP INPUT
TO THE
NATIONAL POLICY STATEMENT
ON
EMERGENCY MOBILIZATION PREPAREDNESS



EMERGENCY MOBILIZATION PREPAREDNESS BOARD
Washington, D.C. 20472

MEMORANDUM FOR: BENNETT L. LEWIS
EXECUTIVE SECRETARY

FROM: John R. Brinkerhoff, Chairman
Government Operations Working Group *Bo*

SUBJECT: Government Operations Working Group (WG) Input to the National
Policy Statement

Attached is a draft policy statement for the Government Operations WG, as requested
in Chairman Clark's memorandum of February 2, 1982.

DRAFT

Government Operations Preparedness

Policy. To protect and preserve the democratic system of government of the United States of America, it is the policy of the United States to provide for and insure the maintenance of necessary government functions at the Federal level in the event of national civil or military emergencies and to support the development and maintenance of a commensurate capability at the State and local levels.

Program. Under all conditions of emergency, the Government Operations Preparedness program must improve systems, plans, procedures and mechanisms necessary to provide for:

- the continuous performance of essential government functions;
- timely and effective transition to emergency government operations;
- reconstitution of the operations of government following catastrophic emergencies, as required;
- government officials at all levels capable of responding effectively to emergency conditions.

Implementation. Several specific programs will be developed in order to complete a government operations preparedness program consistent with the specified criteria. They include as top priority matters:

- development of plans for the rapid and efficient transition of government agencies into organizations responsive to emergency conditions;
- development of plans for the reconstitution of the Federal government following nuclear attack or other catastrophic emergencies;
- insure that emergency authorities and functional responsibilities of Federal agencies proposed for termination are preserved;
- through a review of current government emergency authorities and organizational structures, recommend new or revised policies, authorities, or organizations as required.



ASSISTANT SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

MANPOWER,
RESERVE AFFAIRS
AND LOGISTICS

MEMORANDUM FOR CHAIRMAN, EMERGENCY MOBILIZATION PREPAREDNESS BOARD (EMPB)

SUBJECT: National Emergency Mobilization Preparedness Policy

In accordance with your request, I am providing my Military Mobilization Working Group (MMWG) input (attached) to the EMPB's National Emergency Mobilization Preparedness Policy statement. Many of the Working Group members strongly feel there is great opportunity for overlap between the MMWG and other Working Groups. Therefore, please look for this as you compare our input with that of other Working Groups.

Charles W. Brown

ASST. SEC. OF DEF.
(M)

Military Mobilization Working Group
Policy Statement Input

I. POLICY

A. National Policy Statement. The United States must develop and maintain the capability to mobilize its national resources quickly and effectively to respond to any severe crises that might arise, if it is to ensure the security of the nation, the safety of its citizens, the endurance of its social and economic structures, and the cohesion of the various alliances of which the United States is a member.

The United States must be prepared for two types of crises; emergency mobilization preparedness planning must address each:

- In the face of a potential or active military threat, the United States must have a credible and effective capability to mobilize in support of the Armed Forces of the United States and its allies, while coping with other civil emergency relief requirements, and meeting the essential needs of the nation's population and economy.

- Equally, if a catastrophic event occurs, whether natural or man-created, the United States must be able to commit national resources promptly and effectively in response to the event to control and reduce the disaster or disorder, ameliorate its effects, and restore the nation's social and economic structure.

Acquiring and maintaining these mobilization capabilities demands continued emphasis at all levels of government; prudent planning based on realistic assumptions; dedication of resources; and consistency, thoroughness, and careful coordination in all mobilization planning activities. Because mobilization responsibilities are inherent in the missions of most Federal departments and agencies, mobilization planning and execution require closely coordinated efforts. Thus, close interdepartmental coordination is imperative.

B. Working Group Policy Statement. The Military Mobilization Working Group (MMWG) must ensure military mobilization capabilities that provide a credible element of deterrence by guaranteeing the national ability to wage war successfully should deterrence fail. Thus, required military mobilization capabilities include meeting the requirements of a war or other national emergency involving an external threat to the national security, as well as helping to assist civil authorities in coping with various civil crises.

II. THE PROGRAM

The MMWG must: estimate the requirements for materiel, manpower, and other resources necessary to support mobilization of the Armed Forces in time of war, threat of war or other crisis; pass to the other EMPB Working Groups the information needed to permit the pre-planning and peacetime actions required to ensure that those requirements could be met; collaborate to ensure the plans and programs necessary to satisfy those military mobilization requirements are developed and coordinated; and identify and surface to the EMPB any policy impediments or resource deficiencies that could preclude the required military mobilization capability. Thus, the MMWG must develop a military mobilization preparedness program that will:

- Provide a standard set of mobilization scenarios to be used by all Federal agencies as bases for mobilization planning.

- Provide input to ensure that national mobilization plans complement and support military operational plans and provide a wide range of mobilization options for implementation prior to a declaration of war or national emergency.

- Improve the capability to specify and quantify requirements for manpower, materiel, services and other national resources needed during military mobilization.

- Develop mobilization plans, investments, and other peacetime actions to ensure the resources necessary to support the forces mobilized in time of war or crisis, and assist in strengthening the ability of the industrial base to surge or mobilize, when required.

- Strengthen our capabilities to manage the mobilization process both during the transition from normal to crisis periods and during the crisis itself, and assist the Federal resource and management agencies in the allocation of available resources between the military and civil sectors in times of crisis.

Activities included in planning and execution of military mobilization are integral to the missions and functions of the Department of Defense and will be budgeted and funded by that Department. Planning and execution of support programs for military mobilization by other Federal agencies will be identified as such and be budgeted and funded by those agencies.

III. Implementation

A. Goals. The MMWG goals should be addressed in order of priority:

1. To ensure that cases and scenarios reflect all practical strategic events for which military mobilization would be both feasible and useful,
2. To ensure that all military mobilization requirements and obligations are defined in terms understood and useable by the resource agencies involved,
3. To assess the availability of resources to meet military mobilization requirements,
4. To develop programs to overcome potential resource shortfalls,
5. To develop procedures, structures and authorities for the transition to military mobilization, and for managing mobilization, and
6. To exercise mobilization plans and procedures.

B. Schedule

1. Planning factor development
 - Develop standard scenarios, cases, and assumptions for planning and assessing mobilization. (FY 82)
 - Ensure agency plans support military mobilization plans. (FY 83)
2. Requirements development
 - Define military mobilization resource requirements in terms usable by resource agencies in carrying out their mobilization planning and preparedness responsibilities. (FY 83)
 - Specify direct and indirect military mobilization requirements for all resources. (FY 84)
3. Resource assessment
 - Estimate the availability of resources to meet military mobilization requirements under various assumed planning factors (cases and scenarios). (FY 84)

4. Resource adjustment

- Estimate the peacetime costs of programs to overcome estimated mobilization resource shortfalls. (FY 84)
- Establish the feasibility of various resource programs in support of the strategic posture. (FY 84)
- Recommend resource program adjustments so that military forces are adequately supported. (FY 85)

5. Mobilization management

- Develop or update procedures, structures, policies and authorities for managing the transition to mobilization. (FY 84)
- Coordinate defined mobilization requirements with the Industrial Mobilization Working Group to ensure compatibility between industrial base capabilities and mobilization requirements. (FY 82-85)

6. Exercises

- Design and execute exercises to test mobilization plans and procedures. (FY 82-85)

IV. MANAGEMENT

A. General Agency Responsibilities. Federal agencies and departments must identify individual and joint responsibilities with other Federal components, develop plans and procedures for fulfilling those responsibilities, and establish appropriate lines of communication. All relevant agencies and departments must prepare and maintain their own fully coordinated plans and procedures to support military mobilization. This includes reviewing and developing, where necessary, a system sufficiently flexible to provide for the appropriate management and allocation of necessary resources during national crises. In particular:

- The Department of Defense will develop military mobilization plans and will take the lead in developing military mobilization scenarios and defining the requirements for support of military mobilization plans.

- FEMA will provide guidance to the Federal departments and agencies for the development of policies, programs, and operational plans to meet military mobilization preparedness requirements. FEMA will also serve as the focal point for all efforts by state and local governments to improve their mobilization planning and preparedness.

B. The Military Mobilization Working Group. The MMWG will serve to focus and direct interagency coordination and planning for EMPB's military mobilization preparedness activities. It will develop military mobilization preparedness programs, establish sub-working groups to evaluate and develop such programs, provide a forum to evaluate interagency efforts, and serve as a conduit for authority to implement the Board's programs in this area. The Working Group Chairman will appoint the members of the sub-working groups, including the sub-working group chairmen. The Chairman will also provide guidance and direction to the sub-working groups and receive periodic reports on their progress.



UNITED STATES DEPARTMENT OF COMMERCE
International Trade Administration
Washington, D.C. 20230

March 22, 1982

MG Bennett L. Lewis
Executive Secretary
Emergency Mobilization
Preparedness Board
Washington, D. C. 20472

Dear General Lewis:

In accordance with Mr. William P. Clark's memorandum of February 2, 1982, to Working Group Chairmen, I am enclosing the policy statement developed by the Industrial Mobilization Working Group.

Sincerely,

Lawrence J. Brady
Assistant Secretary
for Trade Administration



Industrial Mobilization Working Group
Policy Statement Input

I. Policy

A responsive U.S. industrial base is a fundamental element of national security. The ability to mobilize industry, including critical related elements such as construction, energy, raw materials, skilled workforce and transportation, in order to provide timely and adequate production of military and essential civilian materiel is required for a strong defense posture. It is also required to prosecute successfully a major military conflict, to lend credibility to national strategic policy and to provide rapid industrial response to the full range of major peacetime emergencies.

The development and maintenance of sufficient industrial capabilities for mobilization requires: emphasis at all levels of Government activity; increased consideration of the impact of Government policy development on the industrial base; dedication of resources; and consistent, thorough coordination of all industrial preparedness activities.

II. The Program

In order to provide a responsive industrial base and to determine the effectiveness of industrial mobilization planning, the Industrial Mobilization Working Group (IMWG) program will assess the capability of U.S. industry to meet current and emergency national security requirements; identify deficiencies and recommend actions to overcome them; and examine Federal planning and procedures to enhance the availability and efficient use of industrial and related resources. The program will:

- o Identify agencies' industrial mobilization roles and responsibilities.
- o Develop a coordinated IMWG plan to determine industrial capability to meet current and emergency defense and essential civilian needs. Tasks will be to:
 - identify industries essential to fulfilling these emergency needs,
 - determine current production output and capacity of the essential industries,
 - ascertain production capacity deficiencies, and
 - determine capacity expansion requirements and the need for additional skilled workforce.

- o Recommend measures to correct identified deficiencies in U.S. industrial base responsiveness in accordance with the economic recovery program of the Government. These measures may include revised procurement practices, modifications to the authorities of the Defense Production Act of 1950, development of new legislative initiatives and, potentially, greater utilization of members of the National Defense Executive Reserve.
- o Prepare an action plan to improve the coordination of agency industrial mobilization preparedness activities: formulate terms of reference and guidance on resource-claimancy relationships among Federal agencies for improved management of industrial production resources.

III. Implementation

- (1) Develop procedures for determining emergency industrial requirements and identifying essential industries. This will be accomplished in concert with the work of the Requirements Development Sub-Working Group of the Military Mobilization Working Group (MMWG). Completion target: December 1982.
- (2) Compile national emergency industrial requirements for a single scenario (the most demanding scenario developed by the MMWG) and identify the industries necessary to fulfill these requirements. Completion target: end FY 1983.
- (3) Assess industrial output and capacity of selected essential industries to reveal deficiencies in capabilities to accommodate national emergency needs. Completion target: identification of key deficiencies as soon as possible; completion by end FY 1983.
- (4) Develop Working Group recommendations on policy options for an action plan that will address deficiencies and improve the capability of industry to respond to major emergencies. Options considered will include, but not necessarily be limited to:
 - (a) new legislation and Executive Orders,
 - (b) revisions of existing statutes/orders,
 - (c) stockpiling policy and program changes,
 - (d) voluntary industry actions,
 - (e) policies and regulations of all Federal agencies which affect industrial productivity,
 - (f) actions to improve the availability of skilled workforce,
 - (g) revised procurement practices,
 - (h) greater utilization of members of the National Defense Executive Reserve, and

- (1) improved effectiveness of the Defense Materials System, the Defense Priorities System, and other authorities of the Defense Production Act.

Completion target: March 1984; preliminary assessments of specific options when available.

- (5) Develop priorities and allocations guidance for Federal Government agencies and industry use in accomplishing more effective distribution and use of industrial resources during major emergencies. Completion target: end of FY 1984.

IV. Management

The Department of Commerce has primary responsibility for emergency plans and programs for production and distribution of all materials, use of all production facilities (except those which are the responsibility of the Departments of Agriculture, Defense, Energy, Interior or Transportation), control of all construction materials, and furnishings of basic industrial services, except those otherwise assigned.

The Industrial Mobilization Working Group provides overall policy guidance for developing the program. Member agencies raise issues to be addressed, develop policy recommendations for Working Group/EMPB approval, and participate in accomplishing program implementation.



THE UNDER SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

March 19, 1982

Honorable William P. Clark
Assistant to the President for
National Security Affairs
National Security Council
Washington, D.C. 20506

Dear Mr. Clark:

As requested at the last meeting of the Emergency Mobilization Preparedness Board (EMPB), the Working Groups on Health and on Social Services have prepared draft policy statements for inclusion in the draft Emergency Preparedness Policy. Enclosed for consideration by the Board are the statements.

We received the list of five basic policy issues transmitted in your letter of March 5, and have attempted to incorporate them into the policy statements. Because the issues you raise are broad and relate to all of the policy statements, we agree that they should be considered by the Board as a whole.

The identification of target dates for completion of the proposed programs and activities was done independently by each group, and we would welcome further direction from the Board on the overall timeframe.

I look forward to discussing these issues at the next Board meeting.

Sincerely,

David B. Swoap
Under Secretary

Enclosures

Emergency Mobilization Preparedness BoardHealth Working Group Policy StatementI. PolicyA. General Statement

U.S. government policy is to provide medical resources to satisfy both military and civilian health care needs during wartime, and in the event of major peacetime emergencies of any nature so as to maintain the health and well-being of all U.S. citizens, including all inhabitants of the United States and United States Territories.

B. Specific Policy Statement

The availability and maintenance of health care resources during mobilization and throughout all phases of war and major peacetime emergencies necessitate the development and implementation of a National Emergency Health Care System. The establishment of such a system will assure that sufficient medical personnel, supplies, and facilities will be available and marshalled in an efficient and timely manner to preserve health standards and proper treatment of civilian and military casualties. This system will be developed via formal agreements between and among Federal, State, local, and private sector organizations and institutions that maintain essential health-related resources and are intrinsic to a national health emergency response. A broad-spectrum National Emergency Health Care System based on disaster contingencies will not only assure the preservation of human life, it will also enhance the Nation's recovery.

II. The Program

The National Emergency Health Care System must:

- Accurately assess health emergencies and determine the appropriate Federal response.
- Coordinate existing Federal health-related resources and assist State and local governments in the provision of appropriate medical care.
- Make maximum use of private sector resources in planning, managing, and delivering emergency health services.
- Maintain the level and quality of health care to populations not affected by the emergency to the maximum extent possible under the specific emergent circumstances.
- Develop new programs, as needed, in partnership with State and local government and the private sector for the correction of deficiencies in the emergency health care system.
- Contribute to the long-term stabilization and productivity of the affected population.

- Contribute to the stabilization and continuity of the Federal government.
- Inventory the health-related assets maintained within the governmental and private sectors in the following functional areas:
 - Manpower
 - Facilities
 - Equipment and Supplies
 - Finance
 - Public and Professional Education and Information
 - Communications and Coordination
 - Transportation
- Determine the medical assets necessary to respond to the total spectrum of wartime and peacetime emergencies, including the equitable and consistent allocations of resources among military and essential civilian claimants.
- Identify areas where serious shortfalls of assets exist and develop plans of action to correct those shortfalls.
- Identify those essential medical supplies and equipment that are not produced domestically in sufficient quantity and develop a plan of action to assure the availability of such supplies and equipment in the event of a National emergency or major peacetime disaster.
- Identify necessary supplies and equipment that are generally available from domestic manufacturers, but where backup or reserve production is not maintained, and develop a plan of action to assure availability in the event of a National emergency or major peacetime disaster.
- Develop plans to improve military and civilian utilization of existing health care facilities in time of a National emergency or major peacetime disaster.
- Educate the public on medical self-help and survival techniques, and provide training in disaster medicine for physicians and other medical personnel.
- Provide for effective coordination and efficient communications between and among the governmental and private sectors to assure optimum utilization of health care resources to support National decisions during a National emergency or a major peacetime disaster.

- Allocate responsibilities for governmental response to health emergencies in accordance with Administration policies and programs, and applicable statutory provisions.
- Provide for the possible temporary waiver of regulations which might impede rapid and effective response to health emergencies (subject to guidance from the Emergency Mobilization Preparedness Board).
- Develop plans to assure that appropriate transportation resources will be available for the movement of patients, medical personnel, and equipment and supplies in the event of a National emergency or major peacetime disaster.
- Develop mechanisms for assuring the adequate and timely financing of needed health-related services, supplies, and equipment in the event normal financing methods are disrupted or dislocated during a National emergency or major peacetime disaster. These mechanisms must take into account those economic conditions which might prevail in an emergency situation.
- Assess the need for additional Federal investments in National emergency health care plans and policies, in accordance with mobilization investment policies and criteria established by the Emergency Mobilization Preparedness Board.

III. Implementation

- A. Inventories - Develop systems to assure maximum utilization of inventories of health-related assets by the end of FY 82.
- B. Determine assets needed to respond to peacetime and wartime emergencies and develop, by the end of FY 83, plans to resolve serious shortfalls of such assets.
- C. Manpower - Develop plans of action, by the end of FY 82, to assure availability of Federal health care personnel to meet peacetime and wartime requirements. Develop similar plans, with respect to private sector health care personnel, by the end of FY 83.
- D. Equipment and Supplies - Develop plans of action by the end of FY 83 to assure availability of necessary medical equipment and supplies where domestic production and/or reserve production of such supplies and equipment do not currently exist.
- E. Medical Facilities - Develop plans of action by the end of FY 83 and begin implementation of those plans.

- F. Public/Professional Education and Information - Develop and begin implementation of public and professional education programs by the end of FY 83.
- G. Communications/Coordination - Develop plans of action and have systems in place by the end of FY 83.
- H. Finance - Have emergency health care financing mechanisms and plans in place by the end of FY 83.
- I. Transportation - Have plans and systems for emergency medical transportation in place by the end of FY 83.

IV. Management

A. Management of Program Elements

The Health Working Group has established seven function-oriented Task Forces which are responsible for developing asset inventories, objective statements, and action plans and systems for consideration by the full Working Group. The Task Forces and the Departments and Agencies responsible for their management are as follows:

- Manpower - DHHS/Public Health Service
- Facilities - Veterans Administration
- Supplies and Equipment - Commerce Department
- Finance - HHS/Health Care Financing Administration
- Education and Public Information - Department of Education
- Communications and Coordination - HHS/Public Health Service
- Transportation - Department of Defense

B. Role of the Working Group

The Principal Working Group on Health has the following responsibilities:

- Coordinate interagency planning for National emergency health services;
- Provide overall guidance and direction to the Task Forces;
- Review proposed policies, plans, and systems developed by the Task Forces;

- Recommend such policies, plans, and systems for the consideration and approval of the Emergency Mobilization Preparedness Board;
- Identify National emergency health care system requirements to other appropriate Working Groups; and
- Clearly delineate Federal Department/Agency roles and responsibilities vis-a-vis National emergency health care.

The Health Working Group will continue to emphasize the importance of interdepartmental participation and cooperation and stress that each member Federal Department and Agency has an essential role to play in this endeavor.

The Health Working Group plans to meet regularly on a bi-monthly basis for the purpose of monitoring the progress of the Task Forces, and to consider and formulate National health emergency preparedness policies, plans, and systems for consideration by the Emergency Mobilization Preparedness Board.

The final product of the Health Working Group will be an integrated, broad-spectrum National Emergency Health Care System having rapid and effective response capability across a broad spectrum of National emergencies or major peacetime disasters.

U.S. Department of Justice

Criminal Division

Assistant Attorney General

Washington, D.C. 20530

General Bennett L. Lewis
Room 417
Federal Center Plaza
500 C Street, S.W.
Washington, D.C. 20472

Dear General Lewis:

Enclosed is the policy statement adopted by the Working Group on Law Enforcement and Public Safety at its meeting on March 10, 1982. We believe this document articulates realistic goals and defines appropriate programs and implementation strategies to achieve these important policy objectives.

We look forward to continued participation and cooperation in this important task of achieving emergency preparedness.

Sincerely,



D. Lowell Jensen
Chairman, Working Group on
Law Enforcement and Public Safety

Enclosure

LAW ENFORCEMENT AND PUBLIC SAFETY WORKING GROUP
POLICY STATEMENT

I. Policy. In order to protect and preserve constitutional representative government, it is the policy of the United States to ensure the continued enforcement of federal law, to assist, as appropriate, in the enforcement of state and local laws, and to provide for the public safety during major peacetime or wartime emergencies. It is a matter of national priority to develop and maintain a cooperative preparedness program among federal, state and local governments which, under such conditions, will ensure domestic law and order, internal security, and the control of United States borders and waters subject to the jurisdiction of the United States.

II. Program. The law enforcement and public safety program must provide for:

- maintenance of law and order in a variety of major crisis situations: e.g. terrorist incidents, civil disturbances, natural disasters, nuclear emergencies, crises involving large movements of people, and war-related matters;
- the physical security of critical public and private facilities;
- control of enemy aliens and persons entering or leaving the United States;
- control of United States seaports, airports, and land and sea borders;
- a response capability to sabotage and espionage; and
- an intensified counterintelligence effort.

III. Implementation. Limited resources exist within the various components of the Executive Branch to maintain law enforcement and public safety during wartime and major peacetime emergencies. Depending on the nature and magnitude of the crisis, these resources can be applied in varying degrees as augmentation to state and local efforts, or as the primary effort, with assistance from state and local government as needed.

To implement the program, the following actions will be taken:

- identify existing resources, plans, programs and interagency agreements among federal, state and local agencies. (CY 82)
- determine whether additional resources, plans, programs and interagency agreements are required to ensure timely response. (FY 83)
- determine whether existing laws, presidential directives or executive orders are adequate to meet the needs of the program, and if not, draft new authorities. (FY 85)
- determine whether existing treaties and other agreements with Canada and Mexico are adequate to meet the needs of the program, and if not, draft new ones. (FY 84)

IV. Management. Overall coordination of the law enforcement program at the federal level is the responsibility of the United States Attorney General. In addition:

- The Working Group on Law Enforcement and Public Safety will continue to provide overall direction through the planning phases of the program.

- Specific plans and procedures concerning various elements of the program will be drawn and maintained by the agency(s) having the most direct interest in a particular element.
- The Federal Emergency Management Agency will assume responsibility for maintaining the master mobilization preparedness plan for law enforcement and public safety, when it is completed.

MEMORANDUM TO: BENNETT L. LEWIS
Executive Secretary
Emergency Mobilization
Preparedness Board

FROM: ALBERT ANGRISANI
Chairman, Human Resources
Working Group

SUBJECT: National Emergency Mobilization Preparedness
Policy -- Transmittal of Human Resources
Working Group Input

As requested by William P. Clark in his memorandum of February 2, I am transmitting the policy input that has been developed by the Human Resources Working Group. This document is a joint effort of the working group and incorporates suggestions and recommendations of the members and their agencies. Also, Mr. Gerard C. Smith has met with members of the EMPB secretariat and has incorporated their recommendations.

Attachment

Human Resources Working Group

Policy Statement Input

1. Policy

It is the policy of the Federal Government to put into place a set of preparedness measures to insure that the Nation's human resources are available in the requisite numbers and skills to permit an effective response to a full range of peacetime and wartime emergencies. It is further the policy to assure that, during emergency periods, scarce human resources are allocated to required mobilization tasks. These measures are to be developed in concert with the economic recovery program of the government.

2. The Program

The human resources emergency preparedness program must:

- minimize delays in identifying the required skills and potential supply problems for implementing the allocation of workers to essential defense industries and other critical mobilization tasks.
- ensure that scarce skilled and other essential workers are channeled to the most critical mobilization needs.
- provide for maximum reliance on voluntary mechanisms to allocate manpower to critical industrial and other mobilization tasks.
- ensure that labor-management conflicts do not disrupt defense production expansion efforts.
- enhance the Nation's base of human resources to insure mobilization needs are adequately supplied.
- ensure that human resources policies enhance mobilization economic stabilization plans and procedures.

3. Implementation

Identification of skills for allocating workers - have in place by the end of FY 1983 information systems essential to identify required skills needed for mobilization tasks and potential supply problems.

Channeling scarce workers into critical tasks - have in place by the end of FY 1984 plans for managing priority and allocation

2.

techniques that ensure needed quantities and quality of workers for critical industries, mobilization tasks, and occupations.

Voluntary Allocation - have in place by the end of FY 1984 a set of procedures and policies for voluntary allocation of human resources.

Labor-management relations - have in place by the end of FY 1984 plans for the operation of mechanisms that will facilitate the resolution of labor-management disputes.

Enhance the human resources base - have in place by the end of FY 1985 a set of plans and procedures for enhancing the human resources base. This encompasses education, training, and retraining objectives particularly for highly skilled and professional and technical occupations.

Enhance mobilization economic stabilization plans and procedures - have in place by the end of FY 1985 a set of plans and procedures for the human resources aspects of overall economic stabilization plans.

4. Management

(A) Responsibilities of agencies for management of program elements

The Federal Emergency Management Agency is responsible for general policy and procedures to determine and relate available human resources to the requirements of military, government and essential aspects of the civilian economy. The Department of Labor has primary responsibility for managing human resources emergency preparedness programs and uses State and local delivery system agents such as the Job Service to implement plans. The Department of Health and Human Services is responsible for civilian health human resources. The Department of Agriculture is responsible for food production and food distribution human resources. The Office of Personnel Management is responsible for Federal Government civilian employment. The Department of Defense is responsible for developing its military and civilian force requirements and managing its force. The Selective Service System assists DOD with its mobilization manpower needs. The Department of Education is responsible for education programs as they affect human resources preparedness. Scientific and technical human resources are the concern of the National Science Foundation acting in concert with other agencies.

(B) Role of the Working Group in providing overall direction

The Human Resources Working Group provides overall policy guidance for developing the program and makes recommendations to the

3.

Emergency Mobilization Preparedness Board. Representatives of member agencies raise issues to be addressed; coordinate inter-agency policy input; develop policy recommendations and advise the Working Group which agencies or agency to assign management responsibility for carrying out component programs.

(C) Miscellaneous information concerning management of the program

Human resources policy is very broad and requires integration of activities of Federal, State and local governments and the voluntary cooperation of the private sector and individuals. During emergency periods the demands on the Nation's workforce require utilizing workers for military/defense activities, civil defense, industrial protection, and economic mobilization. Human resources are mobilized through regular government programs and private sector cooperation, using existing Federal, State and local agencies and institutions. Specific preparedness planning and program responsibility must be delegated to Federal agencies most concerned with managing issues and problems that need resolution and that are within their statutory authority.

Human Resources Working Group
March 19, 1982



NATIONAL COMMUNICATIONS SYSTEM
OFFICE OF THE MANAGER
WASHINGTON, D. C. 20305

IN REPLY REFER TO:
NCS-ECWG

March 19, 1982

Major General Bennett L. Lewis, USA
Executive Secretary
Emergency Mobilization Preparedness
Board
Washington, D.C. 20472

Dear General Lewis:

The Emergency Communications Working Group has prepared the enclosed input to the National Emergency Mobilization Preparedness Policy Statement as directed by Mr. Clark in his February 2, 1982, memorandum to the Working Group Chairman.

While developing our input, two issues surfaced which the ECWG members believe should be addressed by the Board:

a. Information Processing. The critical dependence on information processing resources which serve the Federal Government and the private sectors across the full range of emergencies is an issue which the Board should address in developing National Emergency Mobilization Preparedness Policy. Although the members of the ECWG believe that communications and information processing technologies are closely related, this issue is clearly broader in scope than emergency communications. For this reason, the ECWG policy statement includes a program to identify the major elements of this issue and to recommend to the Board how this problem should be approached.

b. Human Resources. The growing shortage of technically qualified professionals, if allowed to continue, will erode our Nation's role as the world's leader in telecommunications technology. Although this issue is not addressed in the attached ECWG policy statement, it should be considered by the Board for possible inclusion in the Human Resources Working Group policy statement. Enclosure 2 contains the wording used in several early drafts of the ECWG policy statement. I am prepared to brief the Board on this issue.

Sincerely,

A handwritten signature in dark ink, appearing to read "William J. Hilsman".
WILLIAM J. HILSMAN
Lieutenant General, USA
ECWG Chairman

- 2 Enclosures
- 1 ECWG Policy Statement
- 2 Human Resources

ELEMENTS OF THE ECWG POLICY STATEMENT

- A. Resolution of Issues
- B. Joint Government/Industry Planning
- C. Legislative Needs
- D. Funding Mechanisms
- E. Centralized Policy Direction
- F. Policy Implementation
- G. Information Processing

Principal Policy Statement. It is the policy of the United States to assure that required telecommunications resources are available and adequate to satisfy the needs of the Nation across the broad spectrum of emergencies from localized disasters to general or nuclear war.

I. Emergency Communications Policy. It is national policy to assure that all required telecommunications resources are available and adequate during any emergency to satisfy the needs of the Nation for continuity of essential functions of government, for conduct of foreign affairs, for command and control of military forces, and for support of critical civil activities. In formulating and implementing programs to carry out this policy, the private sector will continue to be relied upon to provide telecommunications capabilities whenever and wherever possible. Current budgetary, legislative and regulatory review processes will be observed in carrying out these policies and programs.

II. Program. To achieve mobilization preparedness objectives, programs will be instituted which provide planning mechanisms and management structures for addressing telecommunications issues. These programs will insure that telecommunications resources are present and remain accessible through all phases of a national emergency. Every effort will be made to satisfy increased Federal costs through reallocation from lower priority programs. Specifically these programs must:

- A. Assess the telecommunications capabilities of the Nation for dealing with emergencies; identify and prioritize emergency telecommunications issues; and recommend solutions which complement other government initiatives addressing survivable telecommunications;
- B. Provide a mechanism whereby the government and industry can jointly plan for improvements in the survivability of the Nation's telecommunications;
- C. Identify legal and regulatory issues, and recommend alternative solutions for improving the survivability of the Nation's telecommunications capabilities while remaining in concert with Federal policies governing telecommunications competition and deregulation;
- D. Establish mechanisms for funding the costs of implementing emergency telecommunications preparedness enhancements;
- E. Identify policy issues pertaining to emergency telecommunications and provide coordinated policy to guide their resolution;
- F. Establish procedures that translate emergency telecommunications policies into implementable Federal programs;
- G. Initiate a study to characterize the degree of national dependence on information processing resources, scope the extent of the vulnerabilities resulting from this dependency, and identify the proper organizational mechanisms for an indepth addressal of the problem.

III. Implementation. Implementing emergency telecommunications programs require specific government actions:

- A. The emergency telecommunications capabilities assessment will be completed during 1982; issues will be identified and prioritized beginning in 1982; attention will be given to identifying and prioritizing emergency communications preparedness issues peculiar to the United States Postal Service;
- B. Joint planning will begin by convening a series of joint government/industry conferences in 1982 to identify specific goals and objectives for achieving responsive and survivable telecommunications;
- C. Timely legislation should be passed recognizing the vital importance of the telecommunications industries to national security and emergency preparedness, establishing a mechanism for joint planning, and resolving regulatory issues, as needed, to improve the survivability of the Nation's telecommunications;
- D. Legislative, regulatory, and other incentives will be developed as needed to provide for funding the improvement costs of facilities and services required to satisfy the Nation's telecommunications emergency preparedness enhancements; costs and benefits of proposals for achieving the various objectives and new Federal funding requirements will be considered in the annual budget process;
- E. Timely policy direction will be provided to guide the resolution of emergency telecommunications issues;
- F. Annual programmatic initiatives will be developed within the established planning, programming and budgeting processes which are consistent with the goals and objectives resulting from the joint government/industry planning activities;
- G. The scope of national dependence on information processing resources for the performance of critical military, government, and civilian functions, the vulnerabilities resulting thereof, and recommendations and alternatives which could be pursued to determine how to address the issue will be completed in 1982.

IV. Management. Monitoring, directing, and controlling emergency telecommunications programs require specific delineation of responsibilities:

- A. The Emergency Communications Working Group will assess the national emergency telecommunications capabilities and identify emergency telecommunications issues and alternative solutions for submission to the Emergency Mobilization Preparedness Board for decision and assignment to specific agencies for action;
- B. The National Communications System will organize, coordinate, and participate in joint government/industry planning efforts; goals and objectives developed during this joint planning process will be recorded in a Five Year Objectives Plan which, once approved, shall provide guidance to all government agencies and departments;
- C. The Executive Office of the President will review specific legislative proposals necessary to achieve the objectives of this policy;
- D. Funding the acquisition, operation and maintenance of the telecommunications programs outlined in the Five Year Objectives Plan will be the responsibility of the various participants in the joint government/industry planning process;
- E. Policy direction addressing emergency telecommunications issues will be the responsibility of the Executive Office of the President;
- F. Each Federal agency and department is responsible for the developing and submitting through the budgetary process of those programs approved in the Five Year Objectives Plan; the National Communications System will review these programs for conformance with the Five Year Objectives Plan; management of these programs will remain the responsibility of the individual departments and agencies;
- G. The ECWG, in coordination with other EMPB working groups, will be responsible for defining the scope of the information processing issue and for recommending approaches to the EMPB on various alternatives for addressing the problem.

HUMAN RESOURCES

Program. Address the needs of the Nation to maintain its role as the world's leader in technology for economic and national security reasons; provide a solid base of primary and secondary schools for science and mathematics education; attract the quantity and quality of professionals required by industry, the academic/scientific community and government; promote relevant research and development; develop the largely untapped resource of minorities and women; and educate the public to the challenges, benefits, and rewards of pursuing a career in science, engineering, and related fields.

Implementation. Human resources requirements will be addressed through a national partnership initiative whose goal is the development of national scientific, engineering and technical resources. This long term cooperative effort, composed of such elements as private industry, the educational community, professional associations, and government organizations shall be designed to increase the number of scientists, engineers and technical specialists available to industry, the government, and the scientific community.

Management. Planning and organization of a management structure for a national effort to overcome the shortage of scientific, engineering and technical manpower in the United States will be the responsibility of those government agencies which are members of the Human Resources Working Group.



THE UNDER SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

March 19, 1982

Honorable William P. Clark
Assistant to the President for
National Security Affairs
National Security Council
Washington, D.C. 20506

Dear Mr. Clark:

As requested at the last meeting of the Emergency Mobilization Preparedness Board (EMPB), the Working Groups on Health and on Social Services have prepared draft policy statements for inclusion in the draft Emergency Preparedness Policy. Enclosed for consideration by the Board are the statements.

We received the list of five basic policy issues transmitted in your letter of March 5, and have attempted to incorporate them into the policy statements. Because the issues you raise are broad and relate to all of the policy statements, we agree that they should be considered by the Board as a whole.

The identification of target dates for completion of the proposed programs and activities was done independently by each group, and we would welcome further direction from the Board on the overall timeframe.

I look forward to discussing these issues at the next Board meeting.

Sincerely,

David B. Swoap
Under Secretary

Enclosures

EMERGENCY MOBILIZATION PREPAREDNESS BOARD

Principal Working Group on Social Services

Policy Statement

I. Policy

It is the policy of the U. S. Government to provide guidance and assistance to State and local governments and the private sector with the provision of emergency social services to dependent populations during major peacetime or wartime emergencies. Although the delivery of emergency social services is primarily a State and local responsibility; during a major peacetime or wartime emergency, the Federal Government will provide national policy direction, available Federal resources, and will assist State and local governments with the delivery of essential social services. The program will contribute to the expeditious restoration of society with emphasis on maintenance of the basic family unit.

II. The Program

The Emergency Social Services Program must be capable of:

- accurately assessing the emergency situation and determining the appropriate social services response;
- distinguishing the responsibilities of various levels of government;
- coordinating existing Federal resources and assisting State and local governments in the use of these resources;
- identifying and requesting waivers that preclude the expeditious delivery of emergency social services such as age limits on Administration on Aging programs;
- making maximum use of private and volunteer resources throughout the process of planning for, managing and delivering emergency social services;
- developing mechanisms for assuring the allocation of resources are channeled towards the restoration of society;
- developing new programs to fill voids throughout the emergency social services delivery system;
- maintaining the level and quality of social services to dependent populations not affected by the emergency;

- 2 -

- contributing to the long term stabilization and productivity of the affected population;
- identifying areas where economic controls may affect the delivery of emergency social services;
- contributing to the stabilization and continuity of government;
- developing an investment strategy in the mobilization base directed at satisfying social services needs.

III. Implementation

In order to fill the mandate of the Emergency Social Services Program the following goals must be achieved:

- develop a coordinated Emergency Social Services Mobilization and Delivery System by FY '84.
- Develop a mechanism for updating, reviewing and maintaining the coordinated Emergency Social Services Mobilization and Delivery System by FY '84.

The initial steps to be taken to achieve the goals are:

- (1) Develop the definition of social services as it pertains to emergencies by May 1982.
- (2) Develop a mechanism for gaining Federal, State, and local participation in emergency social services planning by July 1982.
- (3) Review, and expand where necessary, the means for assessing emergency situations and determining the required emergency response, by July 1982.
- (4) Assess the capability of Federal, State and local governments to meet the needs of the affected populations by December 1982.
- (5) Assess the capability of private and voluntary agencies to meet the needs of affected populations by December 1982.
- (6) Conduct regional conferences for Federal, State and local government officials, and private and voluntary agencies to discuss the development of the plans by September 1983.

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- (7) Develop plans of action which assure the availability of food, clothing, shelter, education, and recreation for dependent populations by September 1983.
- (8) Develop plans of action which assure that continued specialized care for previously target groups is maintained by September 1983.
- (9) Develop new programs which fill voids in the emergency social services delivery system by September 1983.

In all of the above action steps it is assumed that the task groups assigned the responsibility of gathering information will use existing information before attempting to create new information.

IV. Management

Presently Executive Order 11490 designates HHS as the agency responsible for planning and developing procedures for the delivery of human services during the time of an emergency. The incorporation of plans and procedures into the National Emergency Preparedness plans and actual management during an emergency is done under the direction of the Federal Emergency Management Agency.

The EMPB Principal Working Group on Social Services will examine the existing organizational responsibilities and make recommendations to the EMPB concerning the long term organizational responsibilities of Federal agencies and related State, local and private and voluntary agencies as they relate to social services. The PWGSS will coordinate with Federal, State and local governments and private and voluntary agencies in the development of recommendations on social services policy and the development of an integrated Emergency Social Services Mobilization and Delivery System.

The mechanism to be recommended for developing the plans from which the Emergency Social Services Mobilization and Delivery System will be established is a series of subwork groups centered around specific topics in the social services definition. Each subwork group will use a "bottoms-up" planning approach with State Governments. The concept of the "bottoms-up" planning process is to assemble locally developed social services emergency plans at the State level and assure integration into the States' emergency plan. Private and voluntary agencies will be active partners throughout this program. The subwork groups will review each State plan according to its specific topic and using a predetermined evaluation process, review and recommend how existing Federal programs, or new programs will complement local service delivery mechanisms. The accumulation of these

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emergency plans in each Department will form the foundation for the integrated management system.

The results of this effort will be a series of documents, or plans that address specific topics, such as food delivery, shelter capacity, etc., an integrated emergency social services plan for each State and an integrated Federal Emergency Social Services plan of action.



DEPARTMENT OF AGRICULTURE

OFFICE OF THE UNDER SECRETARY

WASHINGTON, D.C. 20250

March 19, 1982

Mr. Bennett L. Lewis
Executive Secretary
Emergency Mobilization Preparedness Board
500 C Street, S.W.
Washington, D.C.

Dear General Lewis:

Attached is the National Policy Statement of the Food and Agriculture Working Group for inclusion into the overall National Policy Statement.

The Food and Agriculture Working Group is ready to proceed as we are directed.

Sincerely,

A handwritten signature in dark ink, appearing to read "Seetey G. Lodwick", is written over the typed name.

Seetey G. Lodwick
Under Secretary for International
Affairs and Commodity Programs
Chairman, Food and Agriculture Working Group

Attachment

Food and Agriculture Policy Statement

Policy. In order to provide an adequate flow of agricultural products to both the general population and the defense establishment it shall be the policy of the United States to develop plans, which are coordinated between all levels of government and industry, to reduce the impact of emergency conditions upon our agricultural system. These plans must reduce the vulnerability of our food and fiber resources; ensure a responsive production, delivery, and distribution system to accommodate needs during emergencies caused by natural disaster, terrorist activity, or war; and, must contain provisions for the rapid recovery and restoration of the agricultural system after emergency conditions have passed.

Program. The national program to provide for food and agriculture will include:

- plans for adequate research, production capabilities and reserves of agricultural products, including livestock and poultry, to provide the Nation's farmers with production resources, including emergency financing capabilities, to meet demands;
- priorities and continuous monitoring to attain the most effective allocation of scarce resources for the production and use of available food and fiber during emergencies; assessment of national and international requirements upon food and fiber, to decrease dependence on foreign sources;
- maximum support to our armed forces and our allies; production capabilities to contribute to our world trade objectives;
- emergency marketing, processing, inspection and grading systems for government-owned and privately-held commodities; civil transportation resource priorities to support agricultural needs; provisions for secure storage capabilities and priorities;
- plans to protect the health and well-being of the Nation's livestock and poultry; ensure the protection of crops and croplands, protection of the nation's forest resources, and reduce susceptibility to manipulated economic pressures;
- increased national awareness of mobilization plans; provisions for timely information under emergency conditions to assure adequate food and fiber production, and priority distribution;
- continuous assessment of the adequacy of emergency plans, and cooperation to the fullest extent with the emergency mobilization activities of other groups.

Implementation. The following program elements will be accomplished:

- develop proposed legislation to provide efficient mobilization capabilities (FY 83 to 85); establish coordinated claimancy procedures (FY 83);
- establish emergency food allocation plans (FY 84); establish standby agricultural production policies (FY 84);
- establish alternate inspection and grading procedures for raw, semi-processed and processed food and fiber (FY 85); establish regulations and procedures based on emergency mobilization legislation (FY 85).



DEPARTMENT OF THE TREASURY

WASHINGTON, D.C. 20220

ASSISTANT SECRETARY

March 22, 1982

MEMORANDUM FOR MAJOR GENERAL LEWIS

From: Roger ~~Mehle~~

Subj: Economic Stabilization and Public Finance Working
Group Draft Policy Statement

Enclosed is the draft policy statement of the Economic Stabilization and Public Finance Working Group for incorporation by the EMPB Executive Secretariat into the master policy statement.

March 22, 1982

DRAFT
Economic Stabilization and Public Finance
Working Group Policy Statement

I. Policy

The ability of the United States to support a successful military mobilization is dependent upon its maintaining a healthy economy during such an emergency. In the event of a military mobilization the United States would inevitably experience conditions threatening to its economic and financial capability. Increased demands would be placed simultaneously on U.S. industry to move rapidly to a wartime footing and to increase production of military materiel. A major objective of the ES&PF Working Group is to develop policies that may be useful in facilitating this transition.

It is likely that during the mobilization period the U.S. would experience a number of economic difficulties resulting directly from the emergency including: a sharp rise in commodity prices, scarcity of commodities, and disruption of traditional market activity. Of particular interest to this Working Group are: the use of fiscal, monetary, and regulatory policies to maintain price stability and prevent or alleviate shortages; the efficient functioning of the Federal fiscal system, including maintenance of Federal check disbursing activities; and the continued operations of private depository institutions.

The ES&PF Working Group will ascertain the availability of authority for a variety of "tools of last resort" which could be useful in maintaining stable economic conditions during a mobilization. Particular emphasis will be given to measures which could act to minimize inflation and shortages, enhance morale and the perception that the burdens of the mobilization are being fairly shared, and facilitate an orderly return to a peacetime economy as soon as possible. The Working Group makes a sharp distinction, however, between ascertaining authority to use a tool and prescribing its use. The existence of the authority to implement a policy is not meant automatically to imply that the policy should or would be implemented. The allocative efficiencies of the free market should operate where possible, with alternative programs involving direct Government intervention in the economy to be used if appropriate. Because of the distortions arising from any Government controls, they should be delayed to the latest "appropriate" time. What that time is can be determined only in light of the circumstances facing the policy officials then responsible.

In the aftermath of an attack on the United States the same general economic problems that confronted the country during mobilization could well subsist, i.e., inflation, shortages, financing of government. The nature and extent of physical damage to the population and capital stock of the Nation, however, will necessarily determine the course of action of the surviving national regime. An attack of any magnitude would probably require strict governmental control and distribution of limited resources. For a long period of time, there may be no functioning financial system at all in the area of attack. For a scenario of limited damage, one can hypothesize responses that are similar to those indicated for an economy strained by a natural disaster, e.g., flood and earthquake. Anything qualitatively greater in destructive magnitude does not seem resolvable hypothetically.

II. The Program

A. The Economic Stabilization (ES) program must:

- during the mobilization period
 - minimize economic dislocations and distortions associated with mobilization by carrying out appropriate fiscal, monetary, and regulatory policies; control; as indicated, inflation and shortages arising from the transfer of resources from non-essential to priority national needs.
 - when an attack on the United States appears imminent, facilitate resource reallocation necessitated by any relocation of the populace.
 - provide for reliance on the existing financial institution system when possible.
- after an attack on the United States
 - facilitate an equitable distribution of essential consumer goods.
 - help restore the financial institutions system.

B. The Public Finance program must:

- during the mobilization period
 - provide sufficient revenues to meet resource requirements arising from the emergency.
 - finance the mobilization in an equitable and efficient manner.

- implement, where possible, fiscal policy that discourages waste, promotes saving, and limits inflation.
- after an attack on the United States
- finance national recovery appropriately.

III. Implementation

The capability to respond quickly to mobilization-generated threats to national economic stability begins with adequate Presidential authority. The Executive Branch should have a complete set of draft authorities to give the President a full range of options. Authority is also needed to implement certain draft banking regulations providing for emergency operation of depository institutions. Major elements of the ES&PF program can be implemented through the Draft Defense Resources Act (DDRA). This proposed legislation would confer broad emergency authority on the President. With the DDRA as the legal foundation for emergency mobilization, most of the requisite economic stabilization and public finance programs can be implemented. These programs include:

A. Economic Stabilization

- 1) Direct Controls - The DDRA would authorize price, wage, salary and rent controls, as well as the rationing of consumer goods. Emergency organizations and actions are already planned.
- 2) Indirect Controls - Emergency banking actions are planned, but aside from authority under the DDRA for imposition of credit controls, such plans may not be legal except in wartime.
- 3) Foreign Trade - Emergency actions are planned under existing authorities (Trading with the Enemy Act, International Emergency Economic Powers Act, and the Tariff Act of 1930).

A complete review of the above will be completed by July, 1982.

B. Public Finance

- 1) U.S. Government Public Finance Activities - The DDRA would authorize Treasury borrowing, certain budgetary measures and loan guarantees during emergency situations. Emergency bank borrowing from the Federal Reserve is authorized and emergency actions planned. In addition, the Government currently has authority to liquidate foreign assets and excess Government assets. Emergency tax actions have already been planned. A review of these items will be completed by July, 1982.
- 2) Physical Investment in Record Protection and Financial Infrastructure Protection - The Working Group must investigate the need for investment in facilities which will enhance the survivability of important financial (banking, in particular) records and the maintenance of a functioning system of electronic financial wire transfer and other computer facilities. In particular, investment must be made, if deemed necessary, to "harden" the electronic funds transfer system which is an integral part of the Nation's financial system. Study of the need for such a protection system will be completed by December, 1982.

IV. Management

The Working Group (either through sub-groups or individual agency efforts) will analyze the adequacy of current legal authorities and proposed emergency actions in an effort to remove duplicative or contradictory statutes and ensure that the necessary economic and public finance policies can be expeditiously and legally carried out. Working Group efforts will be directed to establishing the mobilization policies which allow policymakers maximum flexibility to adjust to whatever crises arise. As previously stated, the Working Group will not attempt to prescribe specific policies. Rather it will develop a set of policy alternatives and lay the foundation for timely implementation of whatever policies are deemed appropriate.

There will be a review and updating of legal authorities and emergency plans to account for recent technological or institutional changes (for instance, recent regulatory changes in the financial system may require a reevaluation of emergency banking laws).

An analysis of the physical investments required to protect currency supplies, the gold stock, banking records and the Nation's electronic clearing system will be undertaken. These efforts will be coordinated with comparable emergency planning efforts of the government in other Working Groups.

THE WHITE HOUSE

WASHINGTON

March 12, 1982

MEMORANDUM FOR MG Bennett L. Lewis
Executive Secretary
Emergency Mobilization Preparedness Board

SUBJECT: Emergency Mobilization Preparedness Board
Policy

William Clark requested in a February 2, 1982, memorandum, an input from each Working Group which is to be incorporated into the overall national principal policy statement. Also requested was a specific policy statement addressing and including functional or resource areas under the Working Group purview.

Our Group dealing with the issues of Catastrophic Earthquakes Prediction and Mitigation has prepared the required statements of policy, and accompanying program criteria, implementation and management guidance.

The attached is our formal policy statement input which has full Working Group consensus.



G. A. Keyworth, Chairman
Earthquakes Working Group

Attachment

Earthquakes Working Group Policy Statement Input

PRINCIPAL POLICY Emergency Preparedness Programs are designed to:

"enhance the nation's ability to predict catastrophic earthquake events, prepare for, respond to, and mitigate their effects."

SPECIFIC POLICY The United States faces the prospect of natural catastrophic events particularly in the form and nature of continuing earthquake activity in California.

Accordingly, the Federal Government recognizes that:

- (1) a catastrophic earthquake in California would seriously disrupt and reduce production of goods and services in the civil and defense sectors thereby severely impacting both the essential civilian economy and the national security.
- (2) it must sustain as a national goal, the development of procedures and activities to reduce loss of life, destruction of property, and economic instabilities from catastrophic earthquakes.
- (3) Contemporary earthquake hazards reduction measures must include state of the art prediction systems and techniques, warning procedures, public education and awareness programs and applied earthquake resistant design and construction techniques.

PROGRAM Catastrophic earthquake preparedness, as but one dimension of national emergency mobilization preparedness, includes coping with the event itself, second order effects and unanticipated resultant events which are a priori uncertain in range or severity. Preparedness plans and programs can substantially reduce injuries, loss of life and property damage and accelerate recovery.

Thus, the Working Group shall concentrate on the range of issues and activities that will assist in mitigating the effects of catastrophic earthquakes. The initial thrust of the program shall focus on California. As determined necessary by the EMPB, policies and procedures may be applied to other states in consideration of their relative risk from a similar event. This program shall:

(1) Evaluate as a national priority, current earthquake prediction capabilities, foster the application of advanced scientific and engineering techniques, increase and accelerate basic and applied research efforts.

(2) Provide for a coordination and integration mechanism between federal and state governments. Recognizing the first order responsibilities of the state and local authorities, this mechanism is designed and intended to complement current in-being efforts of the federal, state and local planners.

(3) Identify financial, medical, transportation, shelter, communications and other resources necessary to assist recovery operations and provide for priority allocation authority of those resources upon demand.

(4) Provide for plans to reduce the negative effects on military complexes and facilities and defense-related industries. Recovery or relocation plans and programs will identify provisions for shifting military operations and defense production to alternative facilities and areas.

(5) More fully develop public awareness programs . . . programs to equip all levels, the city, community, family and individual, with specific information to help them cope in an earthquake situation.

(6) Provide for the preparation, implementation and exercising of preparedness procedures.

(7) Promote international cooperative steps to increase our scientific and engineering knowledge and benefit from foreign experience and expertise in applying mitigation measures.

(8) Evaluate the sufficiency of current federal legislative or other provisions and regulations to improve response capabilities.

IMPLEMENTATION This program shall be consistent with current and projected administration fiscal policies, EMPB approval of the major elements of this program and associated guidelines thereto. The Working Group shall include but not be limited to the following program element activities:

- (1) Continue formal coordination with state of California authorities.
- (2) Evaluate current state of federal preparedness.*
- (3) Federal earthquake mitigation and response. Planning and resource identification includes:*
 - pre-event mitigation plans
 - pre-event resource identification
 - post-event response plans and procedures
 - exercising emergency procedures in conjunction with State, authorities periodically
 - identifying and providing for long-range recovery requirements.
- (4) Defense and National Security assessment and planning measures.*
- (5) Earthquake prediction enhancement and mitigation measures that include:
 - assessment of current capabilities.*
 - evaluation of future basic and applied research plans.*
 - arrangements to improve scientific and engineering mitigation capabilities.*
- (6) Legislative and regulatory review.

*Target dates for completion to be determined and entered at a later date.

MANAGEMENT Overall coordinating responsibility for a National Earthquake Hazards Reduction Program rests with the Director, Federal Emergency Management Agency as designated.*

- Program Task 1 . . The Secretary of Interior; Director, USGS; Director, National Science Foundation and other federal and civil sector scientific and engineering experts as may be determined.
- Program Task 2 . . Recognizing the overall responsibilities of the Director, FEMA, and those of the Governors of the respective states to which a catastrophic earthquake mitigation program may specifically apply:
- The Director, FEMA, shall provide this program's coordinating and integrating mechanism between federal and state governments.
- Program Task 3 . . The Director, FEMA, shall be the initial and primary liaison agent to identify recovery operations resources.
- Program Task 4 . . The Secretary of Defense and other Departments and agencies to be determined.
- Program Task 5 . . The Director, FEMA, and appropriate authorities in California.
- Program Task 6 . . The Director, FEMA, and appropriate authorities in California.
- Program Task 7 . . The Secretary of Interior; Director, USGS; Director, National Science Foundation, and other federal and civil sector scientific and engineering experts as may be determined.
- Program Task 8 . . The Director, FEMA, other departments and agencies to be determined.

The Working Group shall:

- (1) establish a formal schedule of coordination meetings with other working groups.
- (2) establish a formal liaison channel and schedule of meetings with State of California authorities (future channels with other states may be desirable and necessary).

*Refer to PL 95-124 and PL 96-472

(3) invite and include observer agencies having relevant but specific interests in working group deliberations, e.g., Nuclear Regulatory Commission, National Science Foundation, National Bureau of Standards, etc.

(4) recommend to the Board for its action, further tasking to responsible implementing departments or agencies.

(5) establish a program status reporting requirement concerning progress of initiatives.

