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DEPARTMENT OF TRANSPORTATION
OFFICE OF THE SECRETARY

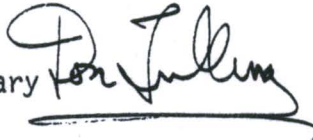
UNITED STATES GOVERNMENT

memorandum

Subject: Comments on Fourth Draft National Policy
Statement on Emergency Mobilization Preparedness

Date:

From: Darrell M. Trent
The Deputy Secretary



Reply to
Attn. of: Collins:DPB-30

To: Bennett L. Lewis
Executive Secretary, EMPB

Comments on the fourth draft of the Policy Statement requested in your memorandum of May 14, 1982 are attached.

Attachments

#



Issue # 1 - PRINCIPLES FOR EMERGENCY MOBILIZATION PREPAREDNESS PRO-
GRAMS

(Page 1)

I agree that the principle of primary reliance on the market mechanism is stated adequately. I believe, however, that the phrase "if not all," which refers to foreseeable emergency circumstances in the lead paragraph of the Principles section on page 1, should be deleted. Its inclusion tends to overly weight the principle in favor of no-use rather than provide for exceptions to the policy which is thought to be its intent.

Issue # 2 - USE OF NORMAL BUDGET PROCESS

(Page 13)

This management principle now appears to be stated adequately.

Issue # 3 - NEW-FEDERALISM PRINCIPLES

I would prefer to defer a position on this issue until a specific proposal is available.

Issue # 4 - USE OF DPA AUTHORITIES AND SYSTEMS

(Page 6)

I support the retention of the concept expressed in the Industrial Mobilization program statement which provides for use of DPA authorities and systems. Primary reliance on the market mechanism for allocation of resources is a clearly established principle in this draft policy statement. It should be recognized, however, that certain defense-unique capabilities which are critical to our national security cannot always be sustained in a peacetime economy. It is not considered prudent to foreclose selective incentive-type options for the President which would be proposed only after careful study and review of the Board and its Working Groups.

Issue # 5 - EMERGENCY COMMUNICATIONS

(Page 10)

No comment.

OTHER COMMENT - CIVIL DEFENSE - PROGRAM STATEMENT

(Page 2)

The general tasking of "all federal agencies" for participation and support is overly broad and somewhat open-ended as expressed in this draft. Tasking for the development of civil defense capabilities should conform to the guidance set forth in the Management section of the Policy Statement, particularly as it relates to programming and budgeting of activities which are integral to assigned missions and functions (of departments and agencies) and adherence to the normal budget process. These qualifications should be explicit if this special civil defense tasking is to be added to the Policy Statement.

MEMORANDUM FOR: BENNETT L. LEWIS
EXECUTIVE SECRETARY

FROM: Richard Lyng *E. Halcombe*
for
Deputy Secretary of Agriculture

SUBJECT: Fourth Draft of EMPB Policy Statement

We have reviewed the fourth draft of the policy statement and offer the following comments:

Issue 1. We concur that the language on primary reliance on the free market is adequate.

Issue 2. We believe that the principals for financing the various agency's activities regarding EMPB activities are adequately addressed.

Issue 3. As "new federalism" is not fully supported by all states, we feel that any references to the term "new federalism" should not be made a part of the document. However, some of the concept might be made a part of the various programs.

Issue 4. USDA has several research projects under way in the area of energy alternatives and rubber substitutes. At some future time it might be proposed to use D.P.A. authorities to enhance national security objectives. We support using language in the policy statement that will endorse that concept.

Issue 5. USDA is represented on the emergency communications working group by Acting Assistant Secretary Gifford. After discussing his views as well as others in the department, we feel we need to support the use of the broader term "communication" rather than telecommunications.

We have also provided minor changes to the food and agriculture working group statement directly to the coordinator Kay Kaiser.



UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

May 21, 1982

MEMORANDUM

TO: Bennett L. Lewis
Executive Secretary
Emergency Mobilization Preparedness Board

FROM: Elem K. Hertzler *[Signature]*
Executive Ass't/Chief of Staff

SUBJ: Fourth Draft National Policy Statement on
Emergency Mobilization Preparedness

The subject draft policy statement is acceptable as written. No comments are offered on the four issues cited in your May 14 memo. However, we would like to note that the budget process issue may have to be reexamined if Emergency Preparedness Program requirements increase significantly above the present level, at least to the extent that the OMB is willing to support budget increases to support the program.

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THE WHITE HOUSE

WASHINGTON

May 25, 1982

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

SUBJECT: Fourth Draft of National Policy Statement
on Emergency Mobilization Preparedness

The fourth draft of the national policy statement has been carefully reviewed. With the exception of appending the unclassified version of NSDD 26 to this NSDD, and the following minor points, I concur with this latest draft.

With reference to NSDD 26, it would appear to be sufficient to refer to it under the civil defense input on page 8 and delete its being attached to this Directive.

On page 5, the sentence starting with the words "mitigating the vulnerabilities," should read mitigating the vulnerability, and adverse impact on production, services, and the infrastructure.

On page 9, change the first sentence after the words "The program will increase capabilities to: evaluate current earthquake prediction activities, foster the application of . . ."

With reference to the five issues you enumerated in your cover letter:

- Issues Nos. 1&2: concur with your view that they are resolved.
- Issue No. 3: remains an open item pending Mr. Harper's response.
- Issue No. 4: defer to Board discussion and decision.
- Issue No. 5: support the use of the term communications.

I strongly urge that we make the next draft the final one for submission to the President for signature.

A handwritten signature in cursive script, appearing to read "G. A. Keyworth".

G. A. Keyworth
Science Advisor to the President and
EMPB Principal



THE JOINT CHIEFS OF STAFF
WASHINGTON, D.C. 20301

27 May 1982

THE JOINT STAFF

MEMORANDUM FOR THE EXECUTIVE SECRETARY, EMERGENCY MOBILIZATION
PREPAREDNESS BOARD

Subject: Fourth Draft National Policy Statement on
Emergency Mobilization Preparedness

1. As requested in your memorandum to Board members of 14 May 1982, the fourth draft has been reviewed. Comments are provided on both the remaining issues identified in your memorandum and the draft.
2. With regard to the five issues that remain:
 - Issue 1, the principle of primary reliance on the free-market, is overstated in the draft. It is appropriate for a national policy statement to emphasize that the free-market should be relied on to the degree possible, but it should not contain a speculative conclusion that "in most, if not all foreseeable emergency situations, the allocative efficiency of the market should be relied upon". Such a conclusion is not supported by historical precedent. A recommended change to the statement is provided.
 - Issue 2 is satisfactorily resolved.
 - Issue 3, the principle on new-Federalism, is adequately included in the statement on page 2, second tic. Pending any amplifying or contradicting information from Edwin Harper, this issue appears to be satisfactorily resolved.
 - Issue 4, referencing the full utilization of the Defense Production Act in the policy statement, is supported as incorporated in the draft.
 - Issue 5, specifying communications vice telecommunications is recommended.
3. Recommended changes to the policy statement:

Page 1, Preamble (last sentence): Change to read as a positive statement that includes the defense of the United States as the first priority. "The intent of this directive is to assure that the programs developed provide the Federal government

with a range of options to respond to any major national emergency, with defense of the United States as the first priority".

Page 1, Principles For Emergency Mobilization Preparedness Programs (last three sentences): In order to remove the subjective conclusion, change to read: "Authorities for ... as they arise. These controls should be used only when they ... to all emergencies. The allocative efficiency of the market should be relied upon to the degree possible".

Page 2, first tic (last sentence): As written, concurrent accomplishment of total mobilization planning gives it the same priority as full mobilization planning. Staff resources preclude this from being a realistic objective. Change to read: "Within this effort, foundations for follow-on planning for total mobilization should be introduced".

Page 2, fifth tic (first sentence): Delete the phrase "both above and below the threshold of declared national emergencies and wars". It is difficult to envision a national emergency above the threshold of war.

Page 2, fifth tic (second sentence): Change to read as a complete, positive thought. "These plans should be specific enough to ensure attention to the pertinent issues, avoiding rigid "either/or" choices that limit Presidential options".

Page 2, eighth tic: Because of the logical connection with the sixth tic, this principle should become the seventh tic. As the third sentence is the statement of principle, it should become the first sentence, and the present first and second sentences should be changed to read: "To accomplish this, preparedness measures should emphasize using the same procedures as are used during non-emergency operations to the maximum extent possible, while providing for both a rapid and effective transition to emergency operations and effective use of available warning time".

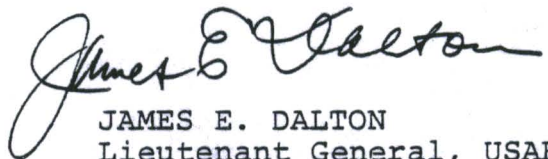
Page 3, second tic: "Short term improvements" is too subjective. Some clarification is required if this statement is to be meaningful.

Page 5, Military Mobilization (last sentence): Change to read: "... defense priorities, military manpower and material assist civilian authorities when civil resources are inadequate".

Page 5, Military Mobilization (last tic): Change to read: "provide military assistance to civil authority, consistent with defense priorities and applicable legal guidelines."

Page 12, Management (second paragraph): Change first sentence to read: "Accordingly, I direct the Emergency Mobilization Preparedness Board to submit within 45 days, a plan of action to implement the ... this directive. Plans of action for programs developed subsequent to this directive will be submitted within 45 days of program approval".

4. I believe that the differing positions on the issues remaining to be resolved have received ample airing through the iterative process of the four drafts. I look forward to completing this important Presidential task at the 16 June meeting of the Board. If I can be of any further assistance prior to that meeting, please call on me.



JAMES E. DALTON
Lieutenant General, USAF
Director, Joint Staff



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Department of Energy
Washington, D.C. 20585

May 26, 1982

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

Dear General Lewis:

The Department of Energy (DOE) has reviewed the fourth draft of the National Policy Statement on Emergency Mobilization Preparedness, transmitted by your memorandum of May 14, 1982, and offer the following comments. We find that this draft much more adequately addresses the major concerns that surfaced at the last two Board meetings. The Secretariat is to be commended for its work on the Policy Statement and, in particular, your efforts to reflect the views and comments from all participants.

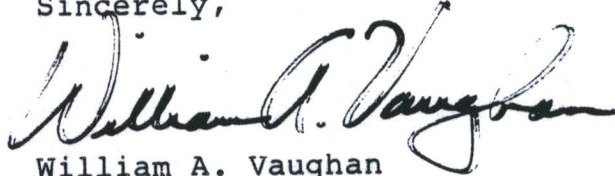
The Department continues to believe, however, that the draft is too long and contains excessive implementation detail for a Presidential policy statement. Specifically, we recommend that the individual Working Group statements contained in the section entitled "Specific Policies, Programs and Implementation Measures" be eliminated. Alternatively, we would recommend that the bullets under these individual Working Group statements be eliminated or significantly abbreviated. Our enclosed mark-up of the fourth draft contains suggested abbreviations of these bullets, as well as other substantive and editorial changes that the Department believes will significantly improve the document.

As we will discuss more fully at the next Board meeting, DOE believes that the Industrial Mobilization program statement does imply subsidization of industry and intrusion into the marketplace during other than national security emergency times. We recommend that this portion of the Industrial Mobilization program statement be removed because it is inconsistent with Administration policies.

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We hope these comments will assist you in the preparation of a revised draft.

Sincerely,

A handwritten signature in cursive script, appearing to read "William A. Vaughan".

William A. Vaughan
Assistant Secretary
Environmental Protection, Safety,
and Emergency Preparedness
Alternate DOE/EMPB Member

Enclosure

DEPARTMENT OF ENERGY

Attachment 1

MARKED COPY

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National Security Decision Directive

4th DRAFT

PREAMBLE

A fundamental obligation of government is to provide for the security of the Nation and to protect its people, values, and its social, economic, and political structures. Inherent in that obligation is the development of an emergency mobilization preparedness program which will provide an effective capability to meet defense and essential civilian needs during national security emergencies and major domestic emergencies. This directive aims not to commit the Federal government to a particular course of action, but rather to assure that a range of ~~options~~ **measures** are available in time of ~~major~~ national emergency.

UNITED STATES EMERGENCY MOBILIZATION PREPAREDNESS POLICY

It is the policy of the United States to have an emergency mobilization preparedness capability that will ensure that government at all levels, in partnership with ~~the private sector~~ and the American people, can respond decisively and effectively to any major national emergency.

PRINCIPLES FOR EMERGENCY MOBILIZATION PREPAREDNESS PROGRAMS

Programs developed to ensure or improve the Nation's ability to mobilize will be based on the principles that follow. They have been divided into those that apply to national security emergencies and those that apply to domestic emergencies to emphasize that the respective and appropriate response for each may be quite different. The objective in both cases, however, is to define a common ground upon which mobilization programs can be developed and used at the discretion of the President to prevent avoidable emergencies and to mitigate the effects of those that are unavoidable. Authorities for direct economic controls in ^{National Security} emergency situations need to be provided to give responsible policymakers flexibility to deal with circumstances that can only be judged as they arise. However, in most, if not all foreseeable emergency situations, the allocative efficiency of the market ~~should~~ ^{should} be relied upon. Controls should be ^{considered} ~~used~~ only when they are ^{if occurs that} clearly superior as a means to achieve essential objectives, and not as an automatic response to all emergencies.

National Security Emergencies

Emergency mobilization preparedness programs for national security emergencies will be based on the following principles:

- Preparedness measures should address the full spectrum of national security emergencies.

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the marketplace is unable to fulfill the priority

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- The development of the structure of policies, plans, authorities, and requirements for full mobilization ~~should~~^{will} receive priority attention. Planning for total mobilization should be accomplished concurrently.
- ~~Where applicable,~~ preparedness measures should emphasize the partnership and interdependence between Federal, State, and local governments.
- To the maximum degree possible, consistent with security requirements, the private sector ~~should~~^{will} be brought into a planning partnership with responsible government agencies prior to the outset of an emergency.
- Resource management and economic stabilization programs should include standby plans and procedures for governmental intervention, as necessary, ~~into the to provide~~^{for adequate supplies} market place to ensure the enhancement of supply and the allocation of resources to military and essential civilian needs. ~~These mechanisms should~~^{if there is no functioning market mechanism} provide for both gradual and abrupt replacement of market forces by governmental regulations. ^{in effect}
- Plans and procedures should be designed to retain maximum flexibility for the President and other senior officials in the implementation of emergency actions both above and below the threshold of declared national emergencies. ~~Plans should avoid rigid "either/or" choices that limit Presidential options.~~^{security}
- Mobilization will require new public policies, many of which may differ substantially from those pursued in peacetime. The implementation of these policies will be greatly facilitated by planning that identifies and evaluates alternatives.
- Preparedness measures ~~should~~^{will} reflect functional interdependencies among agency activities and across preparedness programs. ~~Close~~^{is required} and continuous coordination between military and civilian agencies to ensure consistent approaches to common problems.
- Preparedness measures ~~should~~^{will} emphasize a rapid and effective transition from routine to emergency operations and should be designed to make effective use of any periods of time that may be available following the receipt of strategic and tactical warnings. The Government must develop capabilities to minimize the start-up time required for emergency responses.
- ~~All Federal agencies should give~~^{must be given} high priority to improved capabilities to identify and prioritize their requirements for national resources in a mobilization.

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- Improvement in the capabilities of Federal agencies**
- ~~All Federal agencies should improve their~~ capabilities to identify and manage the resources under their cognizance to meet military and essential civilian requirements in a mobilization **will be achieved**
 - Preparedness measures should recognize the importance of short term improvements in the Government's ability to make effective use of the existing mobilization base.
 - Preparedness measures to expand the size or improve the quality of the mobilization base should be developed in the longer term. These measures should be designed to meet those specific requirements for national emergencies that will not be met by the dynamics of the market-based economy.
 - Preparedness measures that involve the waiving or modification of socioeconomic regulations that delay emergency responses should receive priority attention.
 - Preparedness measures that are, or may be, impeded by legal constraints should be identified as a priority task.
 - Preparedness measures ~~should~~ **will** include all appropriate coordination with our allies.

Domestic Emergencies

Emergency mobilization preparedness programs for domestic emergencies will be based on the following principles:

- Primary emphasis ~~should~~ **will** be placed on natural or technological disasters that (a) have a major national impact; (b) produce multi-State consequences that cannot be managed effectively without substantial Federal presence; or, (c) arise within spheres of activity in which there is an established Federal preeminence.
- Preparedness programs ~~should also~~ **will** be designed to increase capabilities to cope with (a) resource shortages arising from politically or economically motivated disruptions of essential supplies from foreign sources, and (b) serious disruptions of services (e.g., transportation or communications) that could cripple economic activity and threaten national security.

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- Domestic preparedness programs ~~should~~ ^{will} recognize the primary responsibilities of State and local governments, emphasizing their partnership with the Federal government. ~~and~~
- ~~Domestic preparedness programs should be developed in close coordination with the private sector.~~
- Preparedness measures for allocation of resources during domestic emergencies ~~should~~ ^{will} emphasize procedures that rely primarily on market-based mechanisms.
- Economic stabilization preparedness measures ~~should~~ ^{will} provide mechanisms that avoid the imposition of direct economic controls except on a temporary basis in affected areas.
- Preparedness measures for domestic emergencies ~~should~~ ^{will} facilitate responses which may be necessary for only temporary and selective departures from established public policies. Equally, such measures should aim for the ~~prompt~~ ^{Expedient} restoration of routine ~~policies and programs.~~ ^{operations}

SPECIFIC POLICIES, PROGRAMS ~~AND PROCEDURES~~

Ann

Based on the national emergency mobilization preparedness policy and principles stated above, preparedness programs will be directed initially at correcting the most serious emergency mobilization deficiencies in our present capabilities to respond to emergencies that threaten national security. These programs, making use of existing programs where possible will contribute to:

- deterrence of ~~nuclear attack and other forms~~ ^{any form} of aggression against our Nation and its allies;
- effective response to attempts at coercion, ~~nuclear blackmail~~ ^{terrorism} and economic warfare;
- successful prosecution and favorable termination of armed conflict;
- preservation of constitutional government;

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- prompt recovery of affected areas and to the restoration of national systems, including the armed forces; and
- maintenance of alliances and the continuation of mutually beneficial relationships with our allies before, during, and after armed conflict or disruptive activities:
- effective allocation and management of essential resources.

In the case of major domestic emergencies, emergency mobilization preparedness programs will contribute to:

- ~~improvement~~ of the survivability of the national security capability;
- effective natural disaster predictions, risk assessment and warning systems;
- mitigating the ~~vulnerability of adverse impact~~ on production, services and the infrastructure;
- prompt and coordinated Federal assistance to affected state and local governments and communities;
- effective management and allocation of Federal resources to facilitate both emergency response operations and long-term rehabilitation and recovery.

Military Mobilization

It is the policy of the United States to develop systems and plans that will ensure that sufficient manpower and materiel be available to guarantee the Nation's ability to mobilize, deploy, and sustain military operations; and that, consistent with defense priorities, these military forces and materiel **must** be available to assist civilian authorities.

The program will increase capabilities to:

- expand the size of the force from partial through full to total mobilization;
- deploy forces to theaters of operations, and sustain them in protracted conflict; and
- provide military support to civil authority, consistent with defense priorities.

DRAFTIndustrial Mobilization

It is the policy of the United States to have a capability to mobilize industry in order to achieve timely and sufficient production of military and essential civilian materiel needed to prosecute successfully a major military conflict, to lend credibility to national strategic policy, and to respond appropriately to domestic emergencies.

The program ^{must} ~~will~~ increase capabilities to:

- improve the capability of U.S. industry to meet ~~defense and~~ mobilization requirements by identifying production and supply deficiencies and recommending actions to overcome them;
- increase the availability and efficient use of industrial resources, including transportation and energy necessary to support industrial production and expansion of the industrial base, ~~through full utilization of Defense Production Act authorities and systems, new or modified legislation, improved guidance on resource claimancy for industrial production, and use of import and export controls;~~
- provide for assessment of the impact on the industrial base resulting from existing and proposed agreements for co-production of defense materiel, related offset arrangements with our allies, and other reciprocal trade agreements; and
- increase the availability of domestic metals, minerals, and materials essential for mobilization production ~~through improved implementation of National Defense Stockpile policy and other means.~~

Human Resources

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; and to assure that scarce human resources are ^{properly} allocated to required mobilization tasks.

The program will increase capabilities to:

- identify the required skills and potential supply problems for support of ~~the~~ ^{the} essential defense industries, and other critical mobilization tasks;
- facilitate the channelling of skilled workers 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;

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- provide for a standby system for allocation of workers to critical mobilization tasks if necessary;
- minimize the impact of labor-management conflicts on ~~expansion of defense production~~ ^{mobilization.}
- enhance the ~~Nation's base of human resources to secure~~ the availability of the requisite scientific, engineering, technical and other human resources to support both military and industrial mobilization needs; and
- ensure that human resources policies enhance economic stabilization plans and procedures for mobilization.

Health

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 in a mobilization.

The program ~~will~~ ^{must} increase capabilities to:

- enhance the Nation's ability to recover from major emergencies and protect the population from the spread of disease;
- supplement medical services provided by state and local governments and the private sector, ~~with medical resources during a domestic emergency;~~
- increase the capability to provide medical care to military casualties in civilian and military facilities; and
- allocate scarce supplies and skilled professionals (specialists) to the highest priority needs.

Economic Stabilization and Public Finance

It is the policy of the United States to provide a variety of authorities and procedures which could be used in maintaining stable economic conditions during any emergency, giving particular emphasis to measures which will minimize inflation and shortages, enhance morale and assure that the burdens of the emergency are being shared fairly; facilitate an orderly return to a normal economy as soon as possible, and allow the allocative efficiencies of the free market to operate where possible, with alternative measures involving direct Government intervention in the economy ~~to be used when necessary~~ and ~~stable~~ at the latest appropriate time.

only in National Security Emergencies

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The program ~~will~~^{must} increase capabilities to:

- 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 uses;
- facilitate resource reallocation necessitated by any relocation of the populace;
- assure an equitable distribution of consumer goods;
- provide for the protection of U.S. financial resources including currency production, Federal check disbursement facilities, and precious monetary metals;
- preserve and facilitate operations of public and private financial institutions systems, and provide for any necessary restoration of their functioning after a major emergency;
- provide the government with efficient and equitable financing sources and payments mechanisms for emergencies; and
- provide fiscal authorities with adequate revenue-raising powers to stabilize the economy in the face of any additional resource requirements needed to deal with or recover from an emergency; available fiscal measures should be selected to provide maximum efficiency and equity, preserve incentives, and minimize administrative burdens.

Civil Defense

~~The United States civil defense policy is contained in National Security Decision Directive 26 (SECRET) dated February 26, 1982. The unclassified version of the directive, issued by the White House on March 16, 1982, is attached. In addition,~~

~~It is the policy of the United States that all Federal Agencies shall participate in, and support, the civil defense program for population protection, communications and warning, training and education, and industrial protection, as outlined~~
in National Security Decision Directive 26 (Secret) Issued February 26, 1982
Earthquakes

It is the policy of the United States to develop systems and plans to reduce the loss of life, destruction of property, economic instabilities, and the adverse impact on our national defense capability that would result from a catastrophic earthquake.

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The program can substantially reduce the effects of a catastrophic earthquake which can be done by improving earthquake prediction, hazard and risk assessment, warning systems, public education and awareness, response and recovery; by developing further and applying earthquake resistant design and construction techniques, and land use planning. The initial action will be focused on California, but attention will be focused later on other regions in consideration of their relative risk from an earthquake.

The program ~~will~~ ^{must} increase capabilities to:

- evaluate current earthquake prediction capabilities, foster the application of advanced scientific and engineering techniques for prediction and mitigation, increase and accelerate basic and applied research efforts;
- develop ^{measures} coordination and integration ~~procedures~~ between Federal and state governments;
- identify and allocate financial, medical, transportation, shelter, communications and other resources necessary to assist recovery operations;
- reduce the negative effects on military installations and defense related industries;
- ensure more effective 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;
- provide for the preparation, implementation and exercising of preparedness procedures; and
- ensure the adequacy of current Federal legislation and regulations to facilitate an effective response.

Government Operations

It is the policy of the United States to develop systems and plans that will ensure the maintenance of necessary government functions at the Federal, State, and local levels and provide for a timely and effective transition into emergency modes of operation.

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The program ~~will~~ ^{must}:

- 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 a nuclear attack, ~~and~~ ^{and private sector organizations};
- ensure that government officials ^{at} all levels are capable of responding predictably and effectively to emergency conditions, ^{and}
- provide for maximum utilization of the National Defense Executive Reserves.

Emergency Communications

It is the policy of the United States to ensure that communications resources be available and adequate to respond to the Nation's needs ^{during emergencies};

The program ~~will increase capabilities to~~ ^{must}:

- assure ^{the existence of a} viable communications operations ^{protocol} concepts;
- make information available on ^{emergency} communications needs and resources;
- identify and correct ^{emergency} communications deficiencies;
- provide adequate ^{emergency} communications planning guidance ^{and a basis for funding} and
- ^{assure the} ~~arrange for~~ smooth transition from normal to emergency operations.

Law Enforcement and Public Safety

It is the policy of the United States to develop systems and plans that will provide for the public safety and ensure continued enforcement of Federal, state and local laws; and ensure internal security and the control of United States borders, and ^{those} waters subject to the jurisdiction of the United States.

The program ~~will~~ ^{must} improve capabilities to:

- maintain law and order in a variety of emergencies, particularly terrorist incidents, civil disturbances, nuclear emergencies, and relocation of large numbers of people;
- ensure the physical security of critical public and private facilities;

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- 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.

Food and Agriculture

It is the policy of the United States to develop systems and plans that will provide an adequate flow of agricultural products to the population, the Armed Forces, and to meet our international responsibilities; ensure a responsive production, delivery, and distribution system that will reduce the vulnerability of our food and fiber resources and facilitate the rapid recovery of the agricultural system after emergency conditions have passed.

The program ~~will~~ ^{must} improve capabilities to:

- plan for adequate research, production capabilities, and ^{emergency} 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 ^{food and agriculture} resources for the production and use of available food and fiber during emergencies; ~~and the assessment of national and international requirements upon supplies of food and fiber, so as to decrease dependence on foreign sources;~~
- ensure maximum availability of food and fiber supplies to our Armed Forces and those of our allies;
- maintain production capabilities to contribute to our world agricultural trade objectives, and reduce susceptibility to manipulated economic pressures;
- establish emergency marketing, processing, inspection ~~and~~ grading, ^{storage and transportation} systems for government-owned and privately-held agricultural commodities; ~~establish civil transportation resource priorities to support agricultural needs, and make provisions for secure storage capabilities and priorities;~~

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- plan to protect the health and well-being of the Nation's livestock and poultry; ensure the protection of crops and croplands, and the nation's forest resources;
- provide for timely information under emergency conditions to assure adequate food and fiber production, and priority distribution to the normal wholesale level; and

Social Services

It is the policy of the United States to develop systems and plans that will ensure that existing social services (including entitlement programs) be maintained to the maximum extent possible during emergencies. Maximum reliance will be placed on voluntarism and on state and local governments.

The program ~~will~~^{must} increase capabilities to:

- prepare families and individuals to 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^{as needed}, and resettlement of personnel evacuated from overseas during an emergency; and
- provide for a management structure through which emergency social services requirements can be assessed accurately and necessary services delivered efficiently to meet highest priority needs.

MANAGEMENT

Consistent with this directive, the Emergency Mobilization Preparedness Board will formulate policy and planning guidance, coordinate planning, resolve issues, and monitor progress. In accomplishing these functions, the Board may assign additional tasks to the Working Groups and require the assistance of individual Federal agencies.

Accordingly, I direct the preparation of a Plan of Action to implement the emergency mobilization preparedness programs detailed in this directive, ~~and other programs which might be developed subsequently.~~

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I further direct that all Federal departments and agencies manage their financial and human resources consistent with the provisions of applicable law, and provisions of this and other directives to assure the development of the ~~equipped capabilities~~ ^{emergency preparedness}. Resources for improvements in our preparedness capabilities will be obtained through the normal budget process. Each Department and Agency will program and budget funds and personnel for those ^{emergency} preparedness activities which are integral to assigned missions and functions. Emergency mobilization preparedness programs will be considered in the overall context of the President's budget, ~~and current~~ ^{the} regulatory, budgeting, and legislative review processes. with cognizance

Presidential Directive/NSC-57 is hereby rescinded.

Attachment



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

IN REPLY REFER TO:

NCS-JS

24 MAY 1982

MEMORANDUM FOR THE EMPB EXECUTIVE SECRETARY

SUBJECT: Fourth Draft of the National Policy statement on
Emergency Mobilization Preparedness

1. ECWG Representatives met on May 20 to review the Board Secretariat's fourth draft policy statement dated May 14. Recommended changes are annotated in enclosure 1 and explained in the following paragraphs:

a. Under Emergency Communications on page 10, delete the phrase ". . . increase capabilities to . . ."

Rationale: The deletion results in a more positive statement of program objectives.

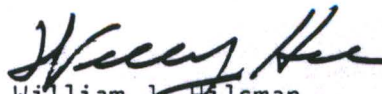
b. The fourth bullet on Page 10 should be replaced with the following: "provide adequate communications planning guidance and a basis for funding; and" (new material underlined).

Rationale: To include in the specific Policy Statement on Emergency Communications a reference to the need for new funding mechanisms.

c. The ECWG concurs with the Emergency Communications Implementation Measures as written in the attachment to the fourth draft, recognizing that minor changes were made in the preamble and the first bullet as submitted to the Board on April 19 by Mr. Wunder. We recommend that the Implementation section be used in its entirety in its current form with no further changes by the Board.

2. We look forward to reviewing the final draft of the National Policy Statement. If there are any questions regarding our recommendations on the current version, please contact Colonel Joe Wheeler, ECWG Secretariat, at 692-9274.

1 Enclosure a/s


William J. Hilsman
Lieutenant General, USA
ECWG Chairman

Copy to:
Mr. Wunder, NTIA
Mr. Lilley, EMPB

Proposed Revision to the Emergency Communications Paragraph

Emergency Communications

It is the policy of the United States to ensure that communications resources be available and adequate to respond to the Nation's needs.

The program will ~~increase capabilities to:~~

- assure viable communications operations concepts;
- make information available on communications needs and resources;
- identify and correct communications deficiencies;
- provide adequate communications planning guidance and a basis for funding; and
- arrange for smooth transition from normal to emergency operations.

NOTE: New material is underscored.



POLICY

THE UNDER SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

26 MAY 1982

In Reply Refer To:
I-10685/82

MEMORANDUM FOR BENNETT L. LEWIS, EXECUTIVE SECRETARY, EMERGENCY
MOBILIZATION PREPAREDNESS BOARD

SUBJECT: Draft National Policy Statement on Emergency Mobilization
Preparedness

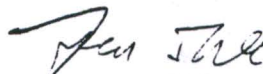
This correspondence responds to your memorandum of May 14, 1982, and provides general comments on the fourth draft of the national emergency mobilization policy statement, our views on the five issues listed in your memorandum, and recommended specific changes to the draft policy statement.

The structure of the fourth draft policy statement is a marked improvement over the third draft, and I endorse the proposal to move the implementation measures from the policy statement to the plans of action. The fourth draft, however, contains a number of concepts and expressions not found in any portion of the third draft, and I take substantive issue with a few of these. My concerns and recommended remedies are addressed in Enclosure 1.

Our views on the five issues highlighted in your memorandum are discussed in Enclosure 2.

Finally, more is not necessarily better, especially in a statement of national policy. I note that the fourth draft is now considerably longer than the Constitution. This draft could be improved significantly by a thorough review to tighten up the wording, concentrate on the essentials, and eliminate redundancy. For example, the third draft's "bullet and tick" presentation of individual preparedness programs required two pages; the fourth draft accomplishes this in seven.

I look forward to a full discussion and resolution of the few remaining issues at the next meeting of the Board, and moving rapidly on to the next phase.


Fred C. Ikle

Attachments
a/s

NATIONAL EMERGENCY MOBILIZATION POLICY STATEMENT

COMMENTS, SUGGESTIONS, AND RECOMMENDATIONS

ON THE FOURTH DRAFT

Page 1, Statement of US Emergency Mobilization Preparedness Policy. The chapeau statement of national policy should show clearly that national security has overriding priority. Recommend, therefore, that the ending of this statement be modified to say, "...to any major national emergency, with defense of the United States as the first priority."

Page 1, Principles for Emergency Mobilization Preparedness Programs. In addition to avoiding emergencies and mitigating the effects of those that do occur, our mobilization programs also must support efforts to combat the emergency itself. Recommend, therefore, that lines 7 and 8 of this paragraph be changed to read, "...the President to prevent avoidable emergencies, to combat and reduce those that are unavoidable, and to mitigate the effects of those that do occur. Authorities for..."

Page 1, Principles for Emergency Mobilization Preparedness Programs. It is the policy of this Administration to rely on market mechanisms as opposed to governmental controls to achieve objectives. However, an emergency involving a real or potential armed conflict is an extraordinary event. It is highly unlikely that we can adequately prepare for or wage a sustained conflict without establishing some degree of control of the economy. Recommend, therefore, that the penultimate sentence in this paragraph be changed to read, "However, the allocative efficiency of the market should be relied upon whenever practicable."

Page 2, first tick. It is not practicable to plan concurrently for full and total mobilization. Recommend, therefore, a return to the wording of the third draft for the second sentence of this paragraph, i.e., "Within this effort, foundations for total mobilization planning should be introduced concurrently."

Page 3, ultimate tick on the page. Resource shortages arising from politically or economically motivated disruptions of essential supplies is more a characteristic of a national security emergency than a domestic emergency -- as stated in the final words of the paragraph itself. Recommend, therefore, that this paragraph be shifted to fall under the principles applying to national security emergency preparedness.

Page 4, Specific Policies, Programs, and Implementation Measures; first and third ticks. The thoughts expressed in these two paragraphs can be better articulated and prioritized drawing from the words in the current Defense Guidance. Recommend therefore,

- The first tick be changed to read, "Deterrence of attack, especially nuclear attack, on the United States, our allies and friends; and defeat of attacks should deterrence fail."
- The third tick be deleted.

Page 5, Military Mobilization. For a clearer definition of military support to civilian authorities, recommend the fourth and fifth lines of the stem paragraph be changed to read, "...that, consistent with defense priorities, military manpower and material be available to assist civilian authorities when civil resources are inadequate."

Page 5, middle paragraph, third tick. For a clearer statement of this objective, recommend the sentence be changed to read, "Minimize the impact on production, services, and the infrastructure."

Page 6, Industrial Mobilization. The stem and the four ticks combined have too many operative verbs, with the result that the programs do not do anything. Recommend, therefore, the stem be changed to read, "The program will:".

Page 6, Human Resources. In expanding this section from the third draft, the brief, succinct statements of purpose have been dropped. It is suggested that lines two and three of the stem be changed to read "...and skills to support and sustain the armed forces, and to provide for essential civilian needs."

Page 7, Economic Stabilization and Public Finance. Recommend that the final two lines of this paragraph be modified to read, "...direct Government intervention in the economy to be used only when necessary."

Pages 8 and 9, Earthquake. It is suggested that this section be revised and summarized to be of the same approximate size and level of aggregation as the other programs included in the policy statement.

Page 12, Social Services. The Department of Defense questions whether it is truly the US policy to ensure existing social services, including entitlement programs, be maintained to the maximum extent possible during emergencies. In a reductio ad absurdum, maintenance of social services would take precedence

over national survival programs. Recommend, therefore, that the policy statement return to the wording of the third draft, i.e., "social service preparedness programs which will increase capabilities to provide emergency social services to meet survival needs of recipients."

NATIONAL EMERGENCY MOBILIZATION POLICY STATEMENT

ISSUES

The following are the Department of Defense's views and recommendations on the five issues listed in the Executive Secretary's memorandum of May 14, 1982:

a. Issue 1. Is the principle of primary reliance on the free market adequately stated? The paragraph on this issue on the first page of the draft policy statement is generally good, except that it overstates the case. Remembering that the President's memorandum of December 17th clearly points our mobilization preparedness efforts toward support of the national defense, we cannot agree that reliance on the market will suffice "in most, if not all foreseeable emergency situations." It is recommended, therefore, that the sentence containing that phrase be changed to read, "However, the allocative efficiency of the market should be relied upon whenever practicable."

b. Issue 2. Does the policy statement make it clear that improvements in our capabilities will be accomplished through the normal budget process? The draft policy statement is very clear in this regard.

c. Issue 3. Should a principle on new-Federalism be included or not? The principle of new-Federalism, as it applies to national emergency mobilization preparedness, is appropriately stated in the second principle enumerated on page 2 of the draft policy statement.

d. Issue 4. Does the Industrial Mobilization program statement which calls for full utilization of DPA authorities and systems call for subsidization of industry during non-emergency times? And should it be removed from the policy statement? The issue paper discussing this question is a balanced presentation of the several views of the issues. The Department of Defense position remains that the DPA should be used where necessary to support our national security objectives. It follows, therefore, that such a statement should be made in a national emergency mobilization preparedness policy.

e. Issue 5. Should the policy statement, as it concerns Emergency Communications, specify communications or telecommunications? Although telecommunications remain the mainstay of our national emergency communications systems, there are other communications systems, and our emergency mobilization planning should embrace them as well.

UNDER SECRETARY OF STATE
FOR MANAGEMENT
WASHINGTON

May 19, 1982

TO: Bennett R. Lewis
Executive Secretary, EMPB

FROM: Richard T. Kennedy *RTK*

SUBJECT: Fourth Draft -- National Policy Statement

Having in mind possible international reactions to the policy statement, I would like to suggest the following changes:

1. Page 5, second tic. Change "mutually beneficial" to "cooperative" reflecting the alliance attitude more accurately.
2. Page 11, third tic under Food and Agriculture. Omit "those of" restoring the sense of the previous draft which implied concern for populations as well as armed forces.

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Attachment 1

National Security Decision Directive

5th DRAFT
2nd Iteration

PREAMBLE

A fundamental obligation of government is to provide for the security of the Nation and to protect its people, values, and its social, economic, and political structures. Inherent in that obligation is the development of an emergency mobilization preparedness program which will provide an effective capability to meet defense and essential civilian needs during national security emergencies and major domestic emergencies. This directive aims not to commit the Federal government to a particular course of action, but rather to assure that a range of options are available in time of grave national emergency.

UNITED STATES EMERGENCY MOBILIZATION PREPAREDNESS POLICY

It is the policy of the United States to have an emergency mobilization preparedness capability that will ensure that government at all levels, in partnership with the private sector and the American people, can respond decisively and effectively to any major national emergency with defense of the United States as the first priority.

PRINCIPLES FOR EMERGENCY MOBILIZATION PREPAREDNESS PROGRAMS

Programs developed to ensure or improve the Nation's ability to mobilize will be based on the principles that follow. They have been divided into three categories. The division between the principles that apply to National security emergencies and those that apply to domestic emergencies was made to emphasize that the respective and appropriate response for each may be quite different. The objective in both cases, however, is to define a common ground upon which mobilization programs can be developed and used at the discretion of the President to prevent avoidable emergencies, to combat and reduce those that are unavoidable, and to mitigate the effects of those that do occur. Authorities for direct economic controls in emergency situations need to be provided to give responsible policymakers flexibility to deal with circumstances that can be judged only as they arise. These controls should be used only when they are clearly superior as a means to achieve essential objectives, and not as an automatic response to all emergencies. The allocative efficiency of the market should be relied upon whenever possible.

General Principles

Emergency mobilization preparedness programs for all emergencies will be based on the following principles:

- Where applicable, preparedness measures should emphasize the partnership and interdependence between Federal, State, and local governments.

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Orange = OMB
Blue = Commerce
Green = Energy

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- To the maximum degree possible, consistent with security requirements, the private sector should be brought into a planning partnership with responsible government agencies prior to the outset of an emergency.
- Plans and procedures should be designed to retain maximum flexibility for the President and other senior officials in the implementation of emergency actions both above and below the threshold of declared national emergencies and wars. Plans should avoid rigid "either-or" choices that limit Presidential options.
- Preparedness measures should reflect functional interdependencies among agency activities and across preparedness programs. Close and continuous coordination between military and civilian agencies is required to ensure consistent approaches to common problems.
- *Initial* Preparedness measures should *focus on* recognize the importance of short-term improvements and make effective use of the existing mobilization base.
- *increase* Preparedness measures to assure adequate mobilization base capabilities should be developed in the longer term. These measures should be designed to meet those specific requirements for national emergencies that may not be met by the dynamics of the market-based economy.
- Preparedness measures that involve the waiving or modification of socioeconomic regulations that delay emergency responses should receive priority attention.
- Preparedness measures that are, or may be, impeded by legal constraints should be identified as a priority task.
- Preparedness programs should also be designed to increase capabilities to cope with resource shortages arising from politically or economically motivated disruptions of essential supplies from foreign sources, and serious disruptions of services (e.g., transportation or communications) that could cripple economic activity and threaten national security.

Principles for National Security Emergencies

Emergency mobilization preparedness programs for national security emergencies will be based on the following principles:

- Preparedness measures should address the full spectrum of national security emergencies.

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- The development of the structure of policies, plans, authorities, and requirements for full mobilization should receive priority attention. Foundations for total mobilization planning should be introduced concurrently.
- Resource management and economic stabilization programs should include standby plans and procedures for governmental intervention, as necessary, into the market place to ensure the enhancement of supply and the allocation of resources to military and essential civilian needs. These mechanisms should provide for both gradual and abrupt replacement of market forces by governmental regulations.
- Preparedness measures should emphasize a rapid and effective transition from routine to emergency operations and should be designed to make effective use of any periods of time that may be available following the receipt of strategic and tactical warnings. The Government must develop capabilities to minimize the start-up time required for emergency responses.
- High priority must be given by Federal agencies to identify and prioritize their requirements for national resources needed in a mobilization.
- Improvement in the capabilities of Federal agencies to identify and manage the resources under their cognizance to meet military and essential civilian requirements in a mobilization will be achieved.
- Preparedness measures should include all appropriate coordination with our allies.

Principles for Domestic Emergencies

Emergency mobilization preparedness programs for domestic emergencies will be based on the following principles:

- Preparedness measures must reflect the respective roles of the Federal, State, and local governments under the Federal structure of our Constitution. In peacetime, principle responsibility for emergencies lies with the State and local governments, and preparedness measures must provide for gradual realignment of responsibilities from the Federal to State and local governments and must assist those jurisdictions in the development of capabilities to handle these responsibilities.
- Primary emphasis should be placed on natural or technological disasters that have a major national impact; produce multi-State consequences that cannot be managed effectively without substantial Federal presence; or, arise within spheres of activity in which there is an established Federal preeminence.

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- Domestic preparedness programs should recognize the primary responsibilities of State and local governments.
- Domestic preparedness programs should be developed in close coordination with the private sector.
- Preparedness measures for allocation of resources during domestic emergencies should emphasize procedures that rely on market-based mechanisms.
- Economic stabilization preparedness measures should provide mechanisms that ~~avoid the imposition of direct economic controls, except on a temporary basis, in affected areas.~~ *do not rely on*
- Preparedness measures for domestic emergencies should facilitate responses which may be necessary for only temporary and selective departures from established public policies. Equally, such measures should aim for the prompt restoration of routine policies and programs.

SPECIFIC POLICIES AND PROGRAMS

Based on the national emergency mobilization preparedness policy and principles stated above, the programs are to be directed initially at the development of a credible and effective capability to harness the mobilization potential of America in support of the Armed Forces, while meeting the needs of the national economy and other civil emergency preparedness requirements. These programs, making use of existing programs where possible, will contribute to:

- deterrence of attack, especially nuclear attack on the United States, our allies and friends; and defeat of attacks should deterrence fail;
- effective response to attempts at coercion, nuclear blackmail and economic warfare;
- preservation of constitutional government;

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- prompt recovery of affected areas and to the restoration of national systems, including the Armed Forces;
- maintenance of alliances and the continuation of cooperative relationships with our allies before, during, and after armed conflict or disruptive activities; and
- effective allocation and management of essential resources.

In the case of major domestic emergencies, emergency mobilization preparedness programs will contribute to:

- improving the survivability of the national security capability;
- effective natural disaster predictions, risk assessment and warning systems;
- mitigating the vulnerability of production, services and the infrastructure to catastrophic events;
- prompt and coordinated Federal assistance to affected state and local governments and communities;
- effective management and allocation of Federal resources to facilitate both emergency response operations and long-term rehabilitation and recovery.

Military Mobilization

It is the policy of the United States to develop systems and plans that will ensure that sufficient manpower and materiel are available to guarantee the Nation's ability to mobilize, deploy, and sustain military operations; and that, consistent with national defense priorities, military manpower and materiel be available to assist civilian authorities when civil resources are inadequate.

The program will increase capabilities to:

- expand the size of the force from partial through full to total mobilization;
- deploy forces to theaters of operations, and sustain them in protracted conflict; and
- provide military assistance to civil authority, consistent with national defense priorities and applicable legal guidelines.

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Industrial Mobilization

It is the policy of the United States to have a capability to mobilize industry in order to achieve timely and sufficient production of military and essential civilian materiel needed to prosecute successfully a major military conflict, to lend credibility to national strategic policy, and to respond appropriately to domestic emergencies.

The program will:

- improve the capability of U.S. industry to meet current and mobilization requirements by identifying production and supply deficiencies and recommending actions to overcome them;
- increase the availability and efficient use of industrial resources, including transportation and energy necessary to support industrial production and expansion of the industrial base, through appropriate utilization of Defense Production Act authorities and systems, new or modified legislation improved guidance on resource-claimancy for industrial production, and use of import and export controls;
- provide for assessment of the impact on the industrial base resulting from existing and proposed agreements for co-production of defense materiel, related offset arrangements with our allies, and other reciprocal trade agreements; and
- increase the availability of domestic metals, minerals, and materials essential for mobilization production through improved implementation of National Defense Stockpile policy and other means.

Human Resources

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 support and sustain the Armed Forces, and to provide for essential civilian needs.

The program will:

- identify the required civilian skills and potential supply problems for support of the Armed Forces, essential defense industries, and other critical mobilization tasks;
- facilitate the channelling of skilled workers 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;

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- provide for a standby system for ^{attracting} ~~allocation~~ of workers to critical mobilization tasks if necessary; ~~_____~~
- minimize the impact of labor-management conflicts on expansion of defense production;
- enhance the availability of the requisite scientific, engineering, technical and other human resources to support both military and industrial mobilization needs; and
- ensure that human resources policies ^{complement} ~~enhance~~ economic stabilization plans and procedures for mobilization. ~~_____~~

Health

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 in an emergency.

The program will:

- enhance the Nation's ability to recover from major emergencies and protect the population from the spread of disease;
- supplement medical services provided by state and local governments and the private sector with medical resources during a domestic emergency;
- increase the capability to provide medical care to military casualties in civilian and Federal facilities; and
- allocate scarce supplies and skilled professionals (specialists) to the highest priority needs.

Economic Stabilization and Public Finance

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~~ ¹²⁵ ~~major~~ national emergency, giving particular emphasis to measures which will minimize inflation and shortages; enhance morale and assure that the burdens of the emergency are being fairly shared; facilitate an orderly return to a normal economy as soon as possible; and allow the allocative efficiencies of the free market to operate where possible, with alternative measures involving direct Government intervention in the economy to be used only at the latest appropriate time.

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The program will increase capabilities to:

- 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 uses;
- facilitate resource reallocation necessitated by any relocation of the populace;
- assure an equitable distribution of consumer goods;
- provide for the protection of U.S. financial resources including currency production, Federal check disbursement facilities, and precious monetary metals;
- preserve and facilitate operations of public and private financial institutions systems, and provide for any necessary restoration of their functioning after a major emergency;
- provide the government with efficient and equitable financing sources and payments mechanisms for emergencies; and
- provide fiscal authorities with adequate revenue-raising powers to stabilize the economy in the face of any additional resource requirements needed to deal with or recover from an emergency; available fiscal measures should be selected to provide maximum efficiency and equity, preserve incentives, and minimize administrative burdens.

Civil Defense

The United States civil defense policy is contained in National Security Decision Directive 26 (SECRET) dated February 26, 1982. In addition, it is the policy of the United States that all Federal Agencies shall participate in, and support, the civil defense program for population protection, communications and warning, training and education, and industrial protection.

Earthquakes

It is the policy of the United States to develop systems and plans to reduce the loss of life, destruction of property, economic instabilities, and the adverse impact on our national defense capability that would result from a catastrophic earthquake.

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The program can substantially reduce the effects of a catastrophic earthquake by improving earthquake prediction, hazard and risk assessment, warning systems, public education and awareness, response and recovery; by developing further and applying earthquake resistant design and construction techniques, and land use planning. The initial action will be focused on California, but attention will be focused later on other regions in consideration of their relative risk from an earthquake.

The program will increase capabilities to:

- evaluate current earthquake prediction activities, foster the application of advanced scientific and engineering techniques for prediction and mitigation, increase and accelerate basic and applied research efforts;
- develop a coordination and integration mechanism between Federal and state governments;
- identify and allocate financial, medical, transportation, shelter, communications and other resources necessary to assist recovery operations;
- reduce the negative effects on military installations and defense related industries;
- ensure more effective 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;
- provide for the preparation, implementation and exercising of preparedness procedures; and
- ensure the adequacy of current Federal legislation and regulations to facilitate an effective response.

Government Operations

It is the policy of the United States to develop systems and plans that will ensure the maintenance of necessary government functions at the Federal, State, and local levels and provide for a timely and effective transition into emergency modes of operation.

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The 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 a nuclear attack, as required; and
- ensure that government officials at all levels are capable of responding predictably and effectively to emergency conditions.

Emergency Communications

It is the policy of the United States to ensure that communications resources be available and adequate to respond to the Nation's needs.

The program will:

- assure viable communications operations concepts;
- make information available on communications needs and resources;
- identify and correct communications deficiencies;
- provide adequate communications planning guidance;
- arrange for smooth transition from normal to emergency operations.

Law Enforcement and Public Safety

It is the policy of the United States to develop systems and plans that will provide for the public safety and ensure continued enforcement of Federal, state and local laws; and ensure internal security and the control of United States borders, and waters subject to the jurisdiction of the United States.

The program will increase capabilities to:

- maintain law and order in a variety of emergencies, particularly terrorist incidents, civil disturbances, nuclear emergencies, and relocation of large numbers of people;
- ensure the physical security of critical public and private facilities;

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- 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.

Food and Agriculture

It is the policy of the United States to develop systems and plans that will provide an adequate flow of agricultural products to the general population, the Armed Forces, and to meet our international responsibilities. These plans must reduce the vulnerability of our food and fiber resources; ensure a responsive production, delivery, and distribution system during emergencies, and contain provisions for the rapid recovery of the agricultural system.

The program 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 resources for the production and use of available food and fiber during emergencies; and the assessment of national and international requirements upon supplies of food and fiber, so as to decrease dependence on foreign sources;
- ensure maximum availability of food and fiber supplies to our Armed Forces and our allies;
- maintain production capabilities to contribute to our world agricultural trade objectives, and reduce susceptibility to manipulated economic pressures;
- establish emergency marketing, processing, inspection and grading systems for government-owned and privately-held agricultural commodities; establish civil transportation resource priorities to support agricultural needs; and make provisions for secure storage capabilities and priorities;

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- plan to protect the health and well-being of the Nation's livestock and poultry; ensure the protection of crops and croplands, and the nation's forest resources; and
- provide for timely information under emergency conditions to assure adequate food and fiber production, and priority distribution to the normal wholesale level;

Social Services

It is the policy of the United States to develop systems and plans that will increase capabilities to provide emergency social services to meet survival needs of the population. Maximum reliance will be placed on voluntarism and on state and local governments.

The program will:

- provide services for persons with special needs while preparing families and individuals to care for themselves to the maximum extent possible;
- 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 assessed accurately and necessary services delivered efficiently to meet highest priority needs.

MANAGEMENT

Consistent with this directive, the Emergency Mobilization Preparedness Board will formulate policy and planning guidance, coordinate planning, resolve issues, and monitor progress. In accomplishing these functions, the Board may assign additional tasks to its Working Groups and require the assistance of individual Federal agencies.

Accordingly, I direct the Emergency Mobilization Preparedness Board to prepare a Plan of Action to implement the programs detailed in this directive. Plans of action for programs developed subsequent to publication of this directive will be prepared within 45 days of program approval.

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I further direct that all Federal departments and agencies manage their financial and human resources consistent with the provisions of applicable law, and provisions of this and other directives to assure the development of the required capabilities. Resources for improvements in our preparedness capabilities will be obtained through the normal budget process. In the overall context of the President's budget and current regulatory, budgeting, and legislative review processes, each Department and Agency will program and budget funds and personnel for those preparedness activities which are integral to assigned missions and functions.

Presidential Directive/NSC-57 is hereby rescinded.

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Synopsis of Comments

Commerce

- (pg 1) disagrees with the sentence that limits the use of emergency controls to instances wherein they are judged to be "clearly superior" as opposed to "appropriate".
- (pg 6) disagrees with the change in the program of the Industrial Mobilization preparedness area where reference to full utilization of the authorities of the DPA was changed to appropriate utilization....

Energy

- (pg 1) change statement of principles by adding "national security" in front of emergency situations in third to last sentence.
- (pg 2) change fifth principle by adding "security" after national.
- (pg 2) change eighth principle by deleting "increase" and substituting "enhance the free market's" on first line.
- (pg 3) change second principle at top of page by deleting "into the market place to ensure the enhancement of supply" and substituting "to provide for adequate supplies. Also add "if there is no functioning market mechanism in effect" after ...and essential civilian needs.
- (pg 4) change fourth principle by deleting "except on a temporary basis in affected areas."
- (pg 6) revise the second industrial mobilization program statement as it refers to utilization of DPA authorities.
- (pg 7) change first program statement at top of page by adding at the end "during national security emergencies".

OMB

- (pg 1) disagrees with the statement of principles: "Authorities for direct economic controls in emergency situations need to be provided...." suggests rather: "Authorities for direct economic controls in declared national emergencies need to be provided....".
- (pg 2) change fifth principle on this page to read: "....These measures should be designed so as not to interfere with the dynamics of the market-based economy."
- (pg 2) change eighth principle on this page by deleting "...resource shortages arising from politically or economically motivated disruptions of essential supplies from foreign sources, and".
- (pg 2) change title of "Principles for National Security Emergencies" by inserting Declared before National.
- (pg 3) change second principle on this page by deleting "enhancement of supply and the" because the words refer to DPA Title III.
- (pg 4) change fourth principle on this page to read "Economic stabilization preparedness measures should provide mechanisms that do not impose direct economic controls."
- (pg 6) change Industrial Mobilization policy statement by deleting "and to respond appropriately to domestic emergencies."
- (pg 6) change first program statement by deleting "recommending actions" and substituting "maintaining a domestic stockpile".
- (pg 6) change second program statement by deleting "through appropriate utilization of DFA authorities and....".
- (pg 6) change fourth program statement by deleting "increase the availability of domestic" and substituting "make effective use of stockpile".

- (pg 7) change fourth program statement at top of page by adding "during national security emergencies".
- (pg 7) change Economic Stabilization and Public Finance policy statement by changing "during any major national emergency" to "during any declared national security emergency" in order to make it clear that price controls cannot be used during domestic emergencies.
- (pg 8) change first and sixth program statement at top of page to read "declared national emergency" vice "major emergencies".