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NSD-66 - March 16, 1992 - Civil Defense

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Doc. No. / Type	Subject/Title	Date	Restriction	Classification
01. Distribution Receipt	Re: NSD-66 (1 pp.)	3/16/92	(b)(3) [50 U.S.C. 403g, Sec.6]	

Page 1 of 1

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Record Group: Bush Presidential Records
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File Location: NSD-66 - March 16, 1992 - Civil Defense

Pinksheet Number: cap1979
OA/ID Number: 90005-015
Date Closed: 6/18/2010
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Federal Emergency Management Agency

Washington, D.C. 20472

MAY 8 1992

SY-IS

MEMORANDUM FOR: Mr. Bryant Merchant
National Security Council

FROM: John R. Lilley II
Director of Security *John R. Lilley II*

SUBJECT: Reproduction of National Security Directive 66

A representative of my office contacted you on April 4, 1992, to seek permission to reproduce copies of National Security Directive (NSD) 66. This individual was informed that even though this was an unclassified document, it should not be reproduced and if it was absolutely required then it should be reproduced for only those individuals/activities who have an absolute necessity for the document. It was suggested to this individual that since there was a two-page unclassified fact sheet attached to the NSD this fact sheet should be reproduced, rather than the NSD, and that wide dissemination could be made. Federal Emergency Management Agency (FEMA) Headquarters employees were so informed.

However, a FEMA employee who works in FEMA Region X in Seattle, Washington was given a copy of the entire NSD by a representative of the Department of Energy while both were attending a meeting on April 21, 1992 (See Attachment). This action seems in direct conflict to the instructions given my office. This proved an embarrassment to FEMA Headquarters officials since the instructions were do not reproduce this document yet another government agency hands out copies not only to their own people but representatives of other government agencies. We believe that instructions regarding the reproduction of NSDs should be the same for all agencies.

It is requested that this office be provided a copy of the written instructions regarding the reproduction of National Security Directives.

Attachment

WETC

THE WHITE HOUSE
WASHINGTON

20284

March 16, 1992

NATIONAL SECURITY DIRECTIVE 66

MEMORANDUM FOR THE VICE PRESIDENT
THE SECRETARY OF STATE
THE SECRETARY OF THE TREASURY
THE SECRETARY OF DEFENSE
THE ATTORNEY GENERAL
THE SECRETARY OF COMMERCE
THE SECRETARY OF HEALTH AND HUMAN SERVICES
THE SECRETARY OF TRANSPORTATION
THE SECRETARY OF ENERGY
DIRECTOR OF THE OFFICE OF MANAGEMENT AND BUDGET
CHIEF OF STAFF TO THE PRESIDENT
ASSISTANT TO THE PRESIDENT FOR NATIONAL SECURITY
AFFAIRS
DIRECTOR OF CENTRAL INTELLIGENCE
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
DIRECTOR OF THE FEDERAL EMERGENCY MANAGEMENT
AGENCY
MANAGER, NATIONAL COMMUNICATIONS SYSTEM

SUBJECT: Civil Defense (U)

POLICY

The United States will have a civil defense capability as an element of our overall national security posture. The objective of the civil defense program is to develop the required capabilities common to all catastrophic emergencies and those unique to attack emergencies in order to protect the population and vital infrastructure. Civil defense can contribute to deterrence by denying an enemy any confidence that he could prevent a concerted national response to attack. (U)

The civil defense program will support all-hazard integrated emergency management at State and local levels. In so doing, the civil defense program will: (U)

W33850

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- (1) Recognize and respect the primary responsibility of State and local governments to provide for the safety and well-being of their citizens in emergencies other than national security emergencies. (U)
- (2) Provide a focal point within Federal government to work with State and local governments on integrated multi-hazard response planning and operations to deal with the consequences of catastrophic emergencies. (U)
- (3) Continue to implement a policy of dual use of civil defense resources through the development and use of capabilities at Federal, State and local levels to perform emergency functions to respond to emergencies of all kinds including attack. (U)
- (4) Focus on the development, jointly with State and local governments, of the required capabilities common to all catastrophic emergencies and those unique to attack emergencies, thus ensuring that the use of civil defense funds is consistent with, contributes to, and does not detract from attack preparedness. (U)
- (5) Provide for the development of a civil defense infrastructure capable of expansion in a national security emergency involving the threat of all forms of attack on the United States which provide advanced warning. (U)
- (6) Utilize to the maximum extent the existing capabilities, facilities and resources of all appropriate departments and agencies of the Federal Government, in accordance with Executive Order 12656 and, with their consent, those of the States and political subdivisions thereof, and of private sector organizations and agencies. (U)

Disaster-specific programs such as hurricane or flood relief programs which may be incorporated into the civil defense program and which are currently funded within domestic discretionary accounts, will continue to be budgeted in this manner. In addition, any equipment or programs not needed for the consequence management of national security emergencies will be funded within the domestic discretionary accounts. (U)

IMPLEMENTATION

The program under the direction of the Federal Emergency Management Agency with the support of heads of the Federal Departments and agencies, and under the general policy guidance of the National Security Council, will include: (U)

4

military resources will be employed in civil defense missions only if State and Federal civil resources are not sufficient. Nothing in this directive alters or otherwise affects the chain of command for the armed forces established by the Constitution and laws of the United States. (U)

Nothing in this directive provides for any new Federal responsibilities which are now the responsibility of State and local governments. (U)

RESCISSION

National Security Decision Directive (259), dated February 4, 1987, is rescinded. (U)

Ag Buhl

4

UNCLASSIFIED

No. NSD 66

COPY ORIGINAL

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March 16, 1992

NATIONAL SECURITY DIRECTIVE 66

MEMORANDUM FOR THE VICE PRESIDENT

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AGENCY

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SUBJECT: Civil Defense (U)

POLICY

The United States will have a civil defense capability as an element of our overall national security posture. The objective of the civil defense program is to develop the required capabilities common to all catastrophic emergencies and those unique to attack emergencies in order to protect the population and vital infrastructure. Civil defense can contribute to deterrence by denying an enemy any confidence that he could prevent a concerted national response to attack. (U)

The civil defense program will support all-hazard integrated emergency management at State and local levels. In so doing, the civil defense program will: (U)

- (1) Recognize and respect the primary responsibility of State and local governments to provide for the safety and well-being of their citizens in emergencies other than national security emergencies. (U)
- (2) Provide a focal point within Federal government to work with State and local governments on integrated multi-hazard response planning and operations to deal with the consequences of catastrophic emergencies. (U)
- (3) Continue to implement a policy of dual use of civil defense resources through the development and use of capabilities at Federal, State and local levels to perform emergency functions to respond to emergencies of all kinds including attack. (U)
- (4) Focus on the development, jointly with State and local governments, of the required capabilities common to all catastrophic emergencies and those unique to attack emergencies, thus ensuring that the use of civil defense funds is consistent with, contributes to, and does not detract from attack preparedness. (U)
- (5) Provide for the development of a civil defense infrastructure capable of expansion in a national security emergency involving the threat of all forms of attack on the United States which provide advanced warning. (U)
- (6) Utilize to the maximum extent the existing capabilities, facilities and resources of all appropriate departments and agencies of the Federal Government, in accordance with Executive Order 12656 and, with their consent, those of the States and political subdivisions thereof, and of private sector organizations and agencies. (U)

Disaster-specific programs such as hurricane or flood relief programs which may be incorporated into the civil defense program and which are currently funded within domestic discretionary accounts, will continue to be budgeted in this manner. In addition, any equipment or programs not needed for the consequence management of national security emergencies will be funded within the domestic discretionary accounts. (U)

IMPLEMENTATION

The program under the direction of the Federal Emergency Management Agency with the support of heads of the Federal Departments and agencies, and under the general policy guidance of the National Security Council, will include: (U)

- (1) Population protection capabilities, with the Federal Government providing guidance and assistance to enable State and local governments to effectively support the population in all catastrophic emergencies. (U)
- (2) State and local government crisis management capabilities to effectively support the population in all catastrophic emergencies. (U)
- (3) Information to promote a clear understanding by the public of the civil defense program, all threats which may affect their localities and actions they should take to minimize their effects. (U)
- (4) Information to assist U.S. business and industry in taking measures to protect their work forces and physical assets in all catastrophic emergencies and encouragement of the private sector to make maximum use of private sector capabilities. (U)
- (5) Voluntary participation by citizens and institutions in community civil defense activities and emphasis on citizen protective actions. (U)
- (6) Plans for sustaining survivors, for restoration of critical life support capabilities, and to establish a basis for recovery. (U)
- (7) Definition of and an assessment of the base capability necessary to respond to emergencies that do not provide warning, and the development of those base capabilities which are common to all catastrophic emergencies and unique to attack. (U)
- (8) Plans for a civil defense surge from the base capability to the total required capability in a national security crisis involving the threat of attack. These plans should assume advanced warning, adequate time to conduct the surge, and the required base capability from which to surge. Total required capability is that operational capability necessary to protect the population and vital infrastructure through preparedness measures common to all catastrophic emergencies and unique to attack emergencies. (U)

The Department of Defense will support civil authorities in civil defense, to include facilitating the use of the National Guard in each state for response in both peacetime disasters and national security emergencies. Subject to the direction of the President and the Secretary of Defense, readiness of the armed forces for military contingencies will have precedence and civil authorities should not rely exclusively on military support. Federal

military resources will be employed in civil defense missions only if State and Federal civil resources are not sufficient. Nothing in this directive alters or otherwise affects the chain of command for the armed forces established by the Constitution and laws of the United States. (U)

Nothing in this directive provides for any new Federal responsibilities which are now the responsibility of State and local governments. (U)

RESCISSION

National Security Decision Directive 259, dated February 4, 1987, is rescinded. (U)



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NSC/S PROFILE

RECORD ID: 9120284
RECEIVED: 18 APR 91 11

TO: DUBIA, J
JENNINGS, J

FROM: SITTMANN

DOC DATE: 16 MAR 92
SOURCE REF:

KEYWORDS: DEFENSE POLICY
EMERGENCY PREPAREDNESS
NSD

CIVIL DEFENSE
PCC

PERSONS:

SUBJECT: UNCLASSIFIED SUMMARY OF NATL CIVIL DEFENSE POLICY

ACTION: SITTMANN SGD MEMO TO AGENCIES DUE DATE: 22 APR 91 STATUS: C

STAFF OFFICER: PILLING

LOGREF: 8921358 9021245

FILES: IFD 0

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WASHINGTON, DC 20472

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20284

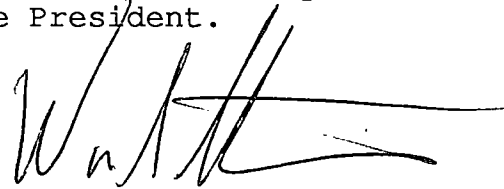
March 16, 1992

MEMORANDUM FOR BG JOHN A. DUBIA
Executive Secretary
Department of Defense

MR. JERRY D. JENNINGS
Deputy Director
Federal Emergency Management Agency

SUBJECT: Summary of National Civil Defense Policy

At Tab A for your use is an unclassified summary of the National Security Directive issued by the President.



William F. Sittmann
Executive Secretary

Attachment

Tab A Unclassified Summary of Policy on Civil Defense

Summary of National Civil Defense Policy

The United States will have a civil defense capability as an element of our overall national security posture. The objective of the civil defense program is to develop the required capabilities common to all catastrophic emergencies and those unique to attack emergencies in order to protect the population and vital infrastructure. Civil defense can contribute to deterrence by denying an enemy any confidence that he could prevent a concerted national response to attack.

The civil defense program will support all-hazard integrated emergency management at State and local levels. In so doing, the civil defense program will:

- Recognize and respect the primary responsibility of State and local governments to provide for the safety and well-being of their citizens in emergencies other than national security emergencies.
- Provide a focal point within the Federal government to work with State and local governments on integrated multi-hazard response planning and operations to deal with the consequences of catastrophic emergencies.
- Continue to implement a policy of dual use of civil defense resources through the development and use of capabilities at Federal, State and local levels to perform emergency functions to respond to emergencies of all kinds including attack.
- Focus on the development, jointly with State and local governments, of the required capabilities common to all catastrophic emergencies and those unique to attack emergencies, thus ensuring that the use of civil defense funds is consistent with, contributes to, and does not detract from attack preparedness.
- Provide for the development of a civil defense infrastructure capable of expansion in a national security emergency involving the threat of all forms of attack on the United States which provide advanced warning.

- Utilize to the maximum extent the existing capabilities, facilities and resources of all appropriate departments and agencies of the Federal Government, in accordance with Executive Order 12656 and, with their consent, those of the States and political subdivisions thereof, and of private sector organizations and agencies.

The program will include:

- Population protection capabilities, with the Federal Government providing guidance and assistance to enable State and local governments to effectively support the population in all catastrophic emergencies.
- State and local government crisis management capabilities to effectively support the population in all catastrophic emergencies.
- Information to promote a clear understanding by the public of the civil defense program, all threats which may affect their localities and actions they should take to minimize their effects.
- Information to assist U.S. business and industry in taking measures to protect their work forces and physical assets in all catastrophic emergencies and encouragement of the private sector to make maximum use of private sector capabilities.
- Voluntary participation by citizens and institutions in community civil defense activities and emphasis on citizen protective actions.
- Plans for sustaining survivors, for restoration of critical life support capabilities, and to establish a basis for recovery.

Subject to the direction of the President and the Secretary of Defense, readiness of the armed forces for military contingencies will have precedence and civil authorities should not rely exclusively on military support. Federal military resources will be employed in civil defense missions only if State and Federal civil resources are not sufficient.

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SUBJECT: NSD-66 CIVIL DEFENSE

ACTION: PRES SGD NSD 66

DUE DATE: 22 APR 91

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FROM: SCOWCROFT

DOC DATE: 12 MAR 92
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EMERGENCY PREPAREDNESS

CIVIL DEFENSE
PCC

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Robert Cunningham

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Xavier Robinson

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
01. Distribution Receipt	Re: NSD-66 (1 pp.)	3/16/92	(b)(3) [50 U.S.C. 403g, Sec.6]	

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FOIA/SYS Case #: 2010-1362-S	Appeal Case #:
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P-6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

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WASHINGTON, DC 20505

DATE
3/18/92 TIME
7 10

(b)(3) [50 U.S.C. 403g, Sec. 6]

COPY: #13

POWELL, C
JOINT CHIEFS OF STAFF
ROOM 2E873
PENTAGON
DEPT OF DEFENSE
WASHINGTON, DC

17 MAR 92 1731 276 ZH

COPY: #14

✓ STICKNEY, W
FEDERAL EMERGENCY MANAGEMENT AGENCY
VIA CHIEF OF STAFF
ROOM 833B
500 C STREET, SW
WASHINGTON, DC 20472

276 ZH

COPY: #15

~~(RODGERS, T)~~
NATL COMMUNICATIONS SYSTEM
VIA ROOM 4125
8TH ST & SOUTH COURTHOUSE ROAD
ARLINGTON, VA 22204

19 Mar 10:10

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PAGE 03 OF 03 PAGES

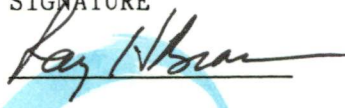
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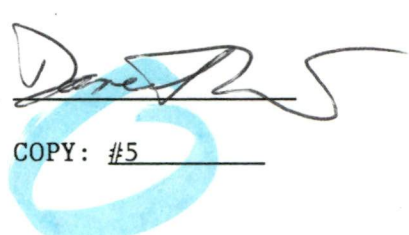
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			COPY: #11
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U.S. DEPT. OF
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92 MAR 18 AM 11:20

OFFICE OF SECRETARY
OF TRANSPORTATION
EXECUTIVE SECRETARIAT

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POWELL, C JOINT CHIEFS OF STAFF ROOM 2E873 PENTAGON DEPT OF DEFENSE WASHINGTON, DC	<u>18 Mar 92</u>	<u>1000</u>	<u>L.H. Weaver</u> COPY: #14
STICKNEY, W FEDERAL EMERGENCY MANAGEMENT AGENCY VIA CHIEF OF STAFF ROOM 833B 500 C STREET, SW WASHINGTON, DC 20472	_____	_____	_____ COPY: #15
RODGERS, T NATL COMMUNICATIONS SYSTEM VIA ROOM 4125 8TH ST & SOUTH COURTHOUSE ROAD ARLINGTON, VA 22204	_____	_____	_____ COPY: #16
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43847

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RETURNED ON 3/19/92

DESTROYED ON 3/19/92 *BR*

No. NSD 66

COPY # 11 (WH)

NATIONAL SECURITY COUNCIL INFORMATION

Notice

The attached document contains [REDACTED] National Security Council Information. It is to be read and discussed only by persons authorized by law.

Your signature acknowledges you are such a person and you promise you will show or discuss information contained in the document only with persons who are authorized by law to have access to this document.

Persons handling this document acknowledge he or she knows and understands the security law relating thereto and will cooperate fully with any lawful investigation by the United States Government into any unauthorized disclosure of [REDACTED] information contained herein.

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**National Security Council
The White House**

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DOCLOG WPM A/O

	SEQUENCE TO	HAS SEEN	DISPOSITION
Ken Hill	<u>5</u>	<u>KH</u>	<u>A</u>
Bill Sittmann	<u>6</u>	<u>W</u>	
Jon Howe	<u>~~7~~</u>		
Brent Scowcroft			
Bill Sittmann			
Situation Room			
West Wing Desk	<u>7</u>	<u>MM 3/17</u>	<u>D</u>
NSC Secretariat	<u>8</u>	<u>WPM 3/17</u>	<u>D/R</u>
_____	_____	_____	_____
_____	_____	_____	_____

A = Action I = Information D = Dispatch R = Retain N = No further Action

cc: VP Skinner Other _____

Should be seen by: _____
(Date/Time)

COMMENTS

WHAT DATE? 3/16/92 per Ken Hill
Bvri
3/17/92

DISPATCH INSTRUCTIONS:

JG
Per PB

ck ^① w/Rademacher
for OK

② NSC to see if this
will hold til
Monday.

Tab II - Should
be given to Bill to
sign after the
President has
signed the NSD

Document Originally
Attached to
Following Page

National Security Directive
on Civil Defense

National Security Council
The White House

PROOFED BY: WEA

LOG # 9120284

URGENT NOT PROOFED: _____

SYSTEM PRS NSC INT

BYPASSED WW DESK: _____

DOCLOG WEA NO _____

WBA

	SEQUENCE TO	HAS SEEN	DISPOSITION
Ken Hill	1	<u>W</u>	<u>A</u>
Bill Sittmann	2	<u>W</u>	
Jon Howe	3	<u>W</u>	
Brent Scowcroft			
Bill Sittmann			
Situation Room			
West Wing Desk	4	<u>W 3/12</u>	<u>D</u>
NSC Secretariat			

A = Action I = Information D = Dispatch R = Retain N = No further Action

cc: VP Skinner Other _____

Should be seen by: _____
(Date/Time)

COMMENTS

DISPATCH INSTRUCTIONS:

DP Would like to
see a copy of
the NSD it concerns
with changes indicated
Jon

THE WHITE HOUSE
WASHINGTON

The President has seen,
3/16/92

20284

March 12, 1992

92 MAR 12 P1: 48

SIGNED

ACTION

MEMORANDUM FOR THE PRESIDENT

FROM:

BRENT SCOWCROFT *BS*

SUBJECT:

National Security Directive (NSD) on Civil Defense

Purpose

To establish a revised policy on civil defense.

Background

The Policy Coordinating Committee for Emergency Preparedness/Mobilization Planning has completed a review of current civil defense policy. The review concluded that the focus of civil defense should shift from the current one of preparedness for nuclear attack. The new policy would direct an all-hazard program which would channel funds towards required capabilities common to all catastrophic emergencies and those unique to attack emergencies. The change would align the policy more closely with the sense of the Congress expressed in the Civil Defense Act. This shift in emphasis is also appropriate in light of the changing strategic environment.

RECOMMENDATION

That you sign the NSD on Civil Defense at Tab A.

Attachment

Tab A Proposed NSD for Signature

cc: Vice President
Chief of Staff

NATIONAL SECURITY COUNCIL

WASHINGTON, D.C. 20506

20284

February 20, 1992

ACTION

MEMORANDUM FOR BRENT SCOWCROFT

THROUGH:

JOHN GORDON *sk for*

FROM:

DON PILLING

SUBJECT:

National Security Directive on Civil Defense

*Na:1 Sec Advisor
has seen*

At Tab II is the package forwarded to you in April 1991 by Director Stickney of FEMA. It contains the results of the review by the PCC for Emergency Preparedness/Mobilization Planning of civil defense policy. The review took too long (one year) and suffered from considerable bureaucratic maneuvering by Defense and FEMA.

In essence, the review concluded that the focus of civil defense should shift from preparedness for nuclear attack. The new policy would direct an all-hazard program which would channel funds towards required capabilities common to all catastrophic emergencies and to those unique to attack emergencies. The change is a subtle one (indeed, FEMA staff argue that little will change in the program!) but the focus on nuclear attack stated in the current policy is causing problems on the Hill.

Although a civil defense subcommittee of the PCC spent a year of effort without producing a document all could agree on, Director Stickney short-circuited the process despite a lack of consensus:

- The FEMA approach to develop a new policy was to make line in/line out adjustments to the current NSDD. Defense was uncomfortable with that and in February 1991, chose to write an entirely new version. To gain consensus, FEMA basically agreed to marry the two documents without the necessary rewriting to eliminate duplications. We objected to this at the PCC review and informed the PCC members that we would heavily edit the document once received in the NSC staff to make it crisp and non-duplicative. There were no objections voiced by the PCC members because there was a feeling of urgency generated by the upcoming civil defense hearings on the Hill.

- OMB staff were concerned that domestic disaster programs such as hurricane relief and hazardous material handling training, which are currently funded in the domestic budget, would migrate to the national defense budget where civil defense is funded. We informed the PCC members that we would insert a provision in the NSD to prevent this. There were no objections voiced, but agreement on the appropriate wording took over six months to accomplish, basically because the FEMA Director wishfully thought the wording disagreement with OMB would disappear with time. We finally forced the issue by circulating the draft a second time for final concurrence. The proposed policy statement now includes language on this issue which is satisfactory to FEMA, Defense, and OMB, the three primary antagonists in the dispute.
- This second circulation of the draft NSD did introduce a new issue. Defense in its response recommended that a previously non-contentious sentence be removed because of "dramatic changes in the nature and scope of the Soviet threat." The specific sentence at issue is, "Civil defense contributes to deterrence by denying an enemy any confidence that he could prevent a concerted national response to attack." This sentence provides the "hook" which supports funding of portions of the civil defense program in the national defense budget. Rather than re-engage the interagency process, we recommend that the sentence simply be altered to read, "Civil defense can contribute to deterrence..." The proposed NSD reflects this change.

At Tab I is a forwarding memorandum to the President with the NSD at Tab A. At Tab II is a memorandum for Bill Sittmann's signature which would forward an unclassified summary of the NSD for use by FEMA and Defense in their Congressional testimony.

Concurrences by: Virginia Lampley, *In draft* Nicholas Rostow, *In draft* Nancy Menan, and Pat Linhares *all*

RECOMMENDATION

That you sign the memorandum at Tab I forwarding the proposed NSD to the President, and direct Bill Sittmann to sign the memorandum at Tab II.

Attachments

Tab I Memorandum to the President
 Tab A Proposed NSD
 Tab II Memorandum for Bill Sittmann's Signature
 Tab A Unclassified Summary of Civil Defense Policy

THE WHITE HOUSE
WASHINGTON

MEMORANDUM FOR THE VICE PRESIDENT
THE SECRETARY OF STATE
THE SECRETARY OF THE TREASURY
THE SECRETARY OF DEFENSE
THE ATTORNEY GENERAL
THE SECRETARY OF COMMERCE
THE SECRETARY OF HEALTH AND HUMAN SERVICES
THE SECRETARY OF TRANSPORTATION
THE SECRETARY OF ENERGY
DIRECTOR OF THE OFFICE OF MANAGEMENT AND BUDGET
CHIEF OF STAFF TO THE PRESIDENT
ASSISTANT TO THE PRESIDENT FOR NATIONAL SECURITY
AFFAIRS
DIRECTOR OF CENTRAL INTELLIGENCE
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
DIRECTOR OF THE FEDERAL EMERGENCY MANAGEMENT
AGENCY
MANAGER, NATIONAL COMMUNICATIONS SYSTEM

SUBJECT: National Security Directive on Civil Defense (U)

POLICY

The United States will have a civil defense capability as an element of our overall national security posture. The objective of the civil defense program is to develop the required capabilities common to all catastrophic emergencies and those unique to attack emergencies in order to protect the population and vital infrastructure. Civil defense can contribute to deterrence by denying an enemy any confidence that he could prevent a concerted national response to attack. (U)

The civil defense program will support all-hazard integrated emergency management at State and local levels. In so doing, the civil defense program will: (U)

- (1) Recognize and respect the primary responsibility of State and local governments to provide for the safety and well-being of their citizens in emergencies other than national security emergencies. (U)

- (2) Provide a focal point within Federal government to work with State and local governments on integrated multi-hazard response planning and operations to deal with the consequences of catastrophic emergencies. (U)
- (3) Continue to implement a policy of dual use of civil defense resources through the development and use of capabilities at Federal, State and local levels to perform emergency functions to respond to emergencies of all kinds including attack. (U)
- (4) Focus on the development, jointly with State and local governments, of the required capabilities common to all catastrophic emergencies and those unique to attack emergencies, thus ensuring that the use of civil defense funds is consistent with, contributes to, and does not detract from attack preparedness. (U)
- (5) Provide for the development of a civil defense infrastructure capable of expansion in a national security emergency involving the threat of all forms of attack on the United States which provide advanced warning. (U)
- (6) Utilize to the maximum extent the existing capabilities, facilities and resources of all appropriate departments and agencies of the Federal Government, in accordance with Executive Order 12656 and, with their consent, those of the States and political subdivisions thereof, and of private sector organizations and agencies. (U)

Disaster-specific programs such as hurricane or flood relief programs which may be incorporated into the civil defense program and which are currently funded within domestic discretionary accounts, will continue to be budgeted in this manner. In addition, any equipment or programs not needed for the consequence management of national security emergencies will be funded within the domestic discretionary accounts. (U)

IMPLEMENTATION

The program under the direction of the Federal Emergency Management Agency with the support of heads of the Federal Departments and agencies, and under the general policy guidance of the National Security Council, will include: (U)

- (1) Population protection capabilities, with the Federal Government providing guidance and assistance to enable State and local governments to effectively support the population in all catastrophic emergencies. (U)
- (2) State and local government crisis management capabilities to effectively support the population in all catastrophic emergencies. (U)

- (3) Information to promote a clear understanding by the public of the civil defense program, all threats which may affect their localities and actions they should take to minimize their effects. (U)
- (4) Information to assist U.S. business and industry in taking measures to protect their work forces and physical assets in all catastrophic emergencies and encouragement of the private sector to make maximum use of private sector capabilities. (U)
- (5) Voluntary participation by citizens and institutions in community civil defense activities and emphasis on citizen protective actions. (U)
- (6) Plans for sustaining survivors, for restoration of critical life support capabilities, and to establish a basis for recovery. (U)
- (7) Definition of and an assessment of the base capability necessary to respond to emergencies that do not provide warning, and the development of those base capabilities which are common to all catastrophic emergencies and unique to attack. (U)
- (8) Plans for a civil defense surge from the base capability to the total required capability in a national security crisis involving the threat of attack. These plans should assume advanced warning, adequate time to conduct the surge, and the required base capability from which to surge. Total required capability is that operational capability necessary to protect the population and vital infrastructure through preparedness measures common to all catastrophic emergencies and unique to attack emergencies. (U)

The Department of Defense will support civil authorities in civil defense, to include facilitating the use of the National Guard in each state for response in both peacetime disasters and national security emergencies. Subject to the direction of the President and the Secretary of Defense, readiness of the armed forces for military contingencies will have precedence and civil authorities should not rely exclusively on military support. Federal military resources will be employed in civil defense missions only if State and Federal civil resources are not sufficient. Nothing in this directive alters or otherwise affects the chain of command for the armed forces established by the Constitution and laws of the United States. (U)

Nothing in this directive provides for any new Federal responsibilities which are now the responsibility of State and local governments. (U)

RESCISSION

National Security Decision Directive 259, dated February 4, 1987, is rescinded. (U)

*Cathy -
Till package is
in the drawer. I asked them
to give the ~~new~~ copy to you so it
wouldn't wait
around all
day for me
Thanks!
Wyr*

NATIONAL SECURITY COUNCIL

11-Mar-1992 20:20 EDT

UNCLASSIFIED

MEMORANDUM FOR:

Donald Lee Pilling
Mary E. Quinn

(PILLING)
(QUINN)

FROM:

Wendy E. Gray
(GRAY)

SUBJECT:

NSD on Civil Defense

Hi Don & Mary!

I must have been asleep when I looked over the subject package. The General has signed his memo and it is ready to go to the President but -- I think the NSD at Tab A needs to be re-run.

If you look at a copy, page three goes to the very end of the page leaving no room for the President's signature. Would it be possible for you to move sub para (2) at the top of page 2 to page one and sub para (3) which is currently at the top of page 3 to page two. Doing so will give the President room to sign.

I would do this myself but we don't have a diskette. Thanks!

NATIONAL SECURITY COUNCIL

11-Mar-1992 20:29 EDT

UNCLASSIFIED

MEMORANDUM FOR:

Donald Lee Pilling
Mary E. Quinn

(PILLING)
(QUINN)

FROM:

Wendy E. Gray
(GRAY)

SUBJECT:

NSD - Civil Defense part 2

Hi Again!

Please give the new copy to Cathy in the AM.

Thanks!

NATIONAL SECURITY COUNCIL

10-Mar-1992 10:19 EDT

UNCLASSIFIED

MEMORANDUM FOR: SEE BELOW

FROM: Donald Lee Pilling
(PILLING)

SUBJECT: Civil Defense NSD -- Package 20284

Florence --

Package 20284 contains a proposed NSD which lays out a new civil defense policy which has been in the works for almost two years. In the HASC civil defense hearings last year, the administration's reps took a lot of heat for not having completed the review of the old policy. Those same hearings are coming up again on March 24 and the Defense and FEMA witnesses are getting nervous that they will be hit doubly hard this year if the new policy statement is still being staffed. The time delays are clearly their fault but it would be helpful if you could see where the package is in the General's inbasket. Thanks.

-- Don

Distribution:

FOR: Florence E. Gantt	(GANTT)
CC: Mary C. Emery	(EMERY)
CC: Kristen K. Cicio	(CICIO)
CC: John A. Gordon	(GORDON)
CC: Patrick H. Linhares	(LINHARES)
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NSC/S PROFILE

RECORD ID: 9120284
RECEIVED: 18 APR 91 11

TO: AGENCIES

FROM: SITTMANN

DOC DATE: 06 DEC 91
SOURCE REF:

KEYWORDS: DEFENSE POLICY
EMERGENCY PREPAREDNESS
NSD

CIVIL DEFENSE
PCC

PERSONS:

SUBJECT: PROPOSED POLICY STATEMENT ON CIVIL DEFENSE

ACTION: SITTMANN SGD MEMO TO AGENCIES DUE DATE: 22 APR 91 STATUS: C

STAFF OFFICER: PILLING

LOGREF: 8921358 9021245

FILES: IFD 0

NSCP: NSD0066

CODES: EPM CID

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RECORD ID: 9120284

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002	X	91120618	SITTMANN SGD MEMO TO AGENCIES
003 SCOWCROFT	Z	92031213	FWD TO PRES FOR SIG
004 PRESIDENT	Z	92031213	FOR SIGNATURE
005	X	92031716	PRES SGD NSD 66
006	X	92031716	SITTMANN SGD MEMO TO AGENCIES

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**National Security Council
The White House**

PROOFED BY: ALW

LOG # 20284

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Ken Hill	<u>1</u>	<u>K</u>	<u>A</u>
Bill Sittmann	<u>2</u>	<u>W</u>	
Bob Gates			
Brent Scowcroft			
Bill Sittmann			
Situation Room			
West Wing Desk	<u>3</u>	<u>W</u> ¹² / ₆	<u>D</u>
NSC Secretariat	<u>4</u>	<u>Btm</u>	<u>R</u>

(Signature)

A = Action I = Information D = Dispatch R = Retain N = No further Action

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LOG 9120284
DATE 06 DEC 91

SUBJECT: PROPOSED POLICY STATEMENT ON CIVIL DEFENSE
DOCUMENT CLASSIFICATION: ~~CONFIDENTIAL~~

EXTERNAL DISTRIBUTION:

DATE

TIME

SIGNATURE

DUBIA, J
DEPARTMENT OF DEFENSE
ROOM 3E880
PENTAGON
WASHINGTON, DC 20301-1000

COPY: 1

✓ HOWARD, R
OFC OF MANAGEMENT & BUDGET
NATL SECURITY & INTL AFFAIRS
ROOM 238 OEOB
WASHINGTON, DC 20503

Dec 9

10:35am

✓ *Richie R*

COPY: 1

✓ JENNINGS, J
FEDERAL EMERGENCY MANAGEMENT AGENCY
ROOM 833B
500 C STREET, SW
WASHINGTON, DC 20472

✓ *Violetta H Johnson*

12/9
10:55am

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PAGE 01 OF 01 PAGES

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SUBJECT: PROPOSED POLICY STATEMENT ON CIVIL DEFENSE
DOCUMENT CLASSIFICATION: ~~CONFIDENTIAL~~

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WASHINGTON, DC 20301-1000

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OFC OF MANAGEMENT & BUDGET
NATL SECURITY & INTL AFFAIRS
ROOM 238 OEOB
WASHINGTON, DC 20503

12/9/91

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JENNINGS, J
FEDERAL EMERGENCY MANAGEMENT AGENCY
ROOM 833B
500 C STREET, SW
WASHINGTON, DC 20472

COPY: 1

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PAGE 01 OF 01 PAGES

NATIONAL SECURITY COUNCIL

WASHINGTON, D.C. 20506

20284 ADD-ON

December 6, 1991

MEMORANDUM FOR BG JOHN A. DUBIA
Executive Secretary
Department of Defense

MR. ROBERT HOWARD
Associate Director for National Security and
International Affairs
Office of Management and Budget

MR. JERRY D. JENNINGS
Deputy Director
Federal Emergency Management Agency

SUBJECT: Proposed Policy Statement on Civil Defense

The PCC for Mobilization Planning and Emergency Preparedness forwarded a proposed policy statement on civil defense to the National Security Advisor in April 1991. The document has been rewritten to eliminate duplicative material and to accommodate concerns raised during staffing within the Executive Office of the President. At Tab A is the proposed policy statement for your concurrence. Any substantive changes you would propose should be supported with the appropriate rationale. A response is requested by December 19, 1991.



William F. Sittmann
Executive Secretary

Attachment
Tab A Proposed Policy Statement

POLICY

The United States will have a civil defense capability as an element of our overall national security posture. The objective of the civil defense program is to develop the required capabilities common to all catastrophic emergencies and those unique to attack emergencies in order to protect the population and vital infrastructure. Civil defense contributes to deterrence by denying an enemy any confidence that he could prevent a concerted national response to attack.

The civil defense program will support all-hazard integrated emergency management at State and local levels. In so doing, the civil defense program will:

- (1) Recognize and respect the primary responsibility of State and local governments to provide for the safety and well-being of their citizens in emergencies other than national security emergencies.
- (2) Provide a focal point within Federal government to work with State and local governments on integrated multi-hazard response planning and operations to deal with the consequences of catastrophic emergencies.
- (3) Continue to implement a policy of dual use of civil defense resources through the development and use of capabilities at Federal, State and local levels to perform emergency functions to respond to emergencies of all kinds including attack.
- (4) Focus on the development, jointly with State and local governments, of the required capabilities common to all catastrophic emergencies and those unique to attack emergencies, thus ensuring that the use of civil defense funds is consistent with, contributes to, and does not detract from attack preparedness.
- (5) Provide for the development of a civil defense infrastructure capable of expansion in a national security emergency involving the threat of strategic nuclear attack or other forms of attack on the United States which provide advanced warning.
- (6) Utilize to the maximum extent the existing capabilities, facilities and resources of all appropriate departments and agencies of the Federal Government, in accordance with Executive Order 12656 and, with their consent, those of the States and political subdivisions thereof, and of private sector organizations and agencies.

This new policy will be reflected, within planned budget levels, in the Fiscal Year 1993 budget. Disaster-specific programs such as hurricane or flood relief programs which may be incorporated into the civil defense program and which are currently funded in the federal domestic budget, will continue to be budgeted in the domestic budget. No equipment or programs beyond what is required for management of the consequences of national security emergencies will be funded within the national defense budget.

IMPLEMENTATION

The program under the direction of the Federal Emergency Management Agency with the support of heads of the Federal Departments and agencies, and under the general policy guidance of the National Security Council, will include:

- (1) Population protection capabilities, with the Federal Government providing guidance and assistance to enable State and local governments to effectively support the population in all catastrophic emergencies.
- (2) State and local government crisis management capabilities to effectively support the population in all catastrophic emergencies.
- (3) Information to promote a clear understanding by the public of the civil defense program, all threats which may affect their localities and actions they should take to increase their chances of survival.
- (4) Information to assist U.S. business and industry in taking measures to protect their work forces and physical assets in all catastrophic emergencies and encouragement of the private sector to make maximum use of private sector capabilities.
- (5) Voluntary participation by citizens and institutions in community civil defense activities and emphasis on citizen protective actions.
- (6) Plans for sustaining survivors, for restoration of critical life support capabilities, and to establish a basis for recovery.
- (7) Definition of and an assessment of the base capability necessary to respond to emergencies that do not provide warning, and the development of those base capabilities which are common to all catastrophic emergencies and unique to attack.
- (8) Plans for a civil defense surge from the base capability to the total required capability in a national security crisis involving the threat of attack. These plans should assume advanced warning, adequate time to conduct the surge, and the required base capability from which to surge. Total required capability is that operational capability necessary to

protect the population and vital infrastructure through preparedness measures common to all catastrophic emergencies and unique to attack emergencies.

In support of civil authorities, the Department of Defense will support civil authorities in civil defense, including facilitating the use of the National Guard in each state for response in both peacetime disasters and national security emergencies. In all cases, readiness of the armed forces for military contingencies will have precedence and civil authorities should not rely exclusively on military support. Federal military resources will be employed in civil defense missions only if State and Federal civil resources are not sufficient. Nothing in this directive alters or otherwise affects the chain of command for the armed forces established by the Constitution and laws of the United States. Nothing in this directive provides for any new Federal responsibilities which are now the responsibility of State and local governments.

RESCISSION

National Security Decision Directive 259, dated February 4, 1987, is rescinded.

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

December 5, 1991

ACTION

MEMORANDUM FOR WILLIAM F. SITTMANN

THROUGH: JOHN GORDON 
FROM: DON PILLING
SUBJECT: Proposed Policy Statement on Civil Defense

The PCC for Mobilization Preparedness and Emergency Planning forwarded a proposed NSD to the APNSA on April 16, 1991. The proposed statement did not have consensus at the PCC on fiscal issues (OMB objections) and on the importance of civil defense to national security (Defense objections). In addition, we objected to the length of the document and its duplicative sections, and informed the PCC that the document would be heavily edited once received in the White House. We have extensively rewritten the document to make it more understandable and to accommodate the views of OMB and Defense. At the staff level, there is general consensus that the revised version is a much better policy statement, with the exception of one sentence which FEMA staff (at the Associate Director level) objects to. That sentence, added at OMB's insistence, would restrict the use of national defense budget funds to equipment and programs for national security emergencies -- requirements beyond that level would have to be funded from the domestic budget. However, the FEMA Director has chosen not to object over the last six months, despite repeated requests by his staff and us to decide what FEMA's position is.

Because of the uncertainty over FEMA's position, the considerable length of time elapsed since the proposal was forwarded, and the extensive rewriting, we believe it appropriate to circulate the policy statement one more time to the interested parties (OMB, Defense, and FEMA) for formal concurrence before sending it to the President. At Tab I is a forwarding memo for your signature.

Concurrences by: Pat  Linhares

RECOMMENDATION

That you sign the memorandum at Tab I.

Attachments

Tab I Memorandum for Signature
Tab A Proposed Policy Statement

UNCLASSIFIED
NSC/S PROFILE

RECORD ID: 9120906
RECEIVED: 11 DEC 91 16

TO: SITTMANN

FROM: DUBIA, J

DOC DATE: 05 FEB 92
SOURCE REF:

KEYWORDS: CIVIL DEFENSE
DEFENSE POLICY

EMERGENCY PREPAREDNESS

PERSONS:

SUBJECT: DOD RESPONSE TO PROPOSED POLICY STATEMENT ON CIVIL DEFENSE

ACTION: SEE 9120284 FOR FINAL ACTION DUE DATE: 14 DEC 91 STATUS: C

STAFF OFFICER: PILLING

LOGREF: 8921358 9021245

FILES: IFD O

NSCP: NSD0066

CODES:

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FOR ACTION

FOR CONCURRENCE

FOR INFO

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ACTION DATA SUMMARY REPORT

RECORD ID: 9120906

DOC ACTION OFFICER

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CAO ASSIGNED ACTION REQUIRED

Z 91121116 ANY ACTION NECESSARY
X 92031719 SEE 9120284 FOR FINAL ACTION
Z 92020611 ADD-ON / APPROPRIATE ACTION
X 92031719 SEE 9120284 FOR FINAL ACTION

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NSC/S PROFILE

RECORD ID: 9120906
RECEIVED: 11 DEC 91 16

TO: SITTMANN

FROM: DUBIA, J

DOC DATE: 05 FEB 92
SOURCE REF:

KEYWORDS: EMERGENCY PREPAREDNESS

DEFENSE POLICY

PERSONS:

SUBJECT: DOD RESPONSE TO PROPOSED POLICY STATEMENT ON CIVIL DEFENSE

ACTION: ADD-ON / APPROPRIATE ACTION

DUE DATE: 14 DEC 91

STATUS: S

STAFF OFFICER: PILLING

LOGREF: 9120284

FILES: IFG

NSCP:

CODES:

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COMMENTS:

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3/17/92 Dan Pilling*

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OFFICE OF THE SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

5 FEB 1992

MEMORANDUM FOR EXECUTIVE SECRETARY, NATIONAL SECURITY COUNCIL

SUBJECT: Proposed Policy Statement on Civil Defense

We have reviewed the proposed policy statement on civil defense, as furnished for Department of Defense comment by the National Security Council memorandum, dated December 6, 1991.

This Department has participated in development of the proposed policy statement through its representative on the PCC EP/MP, and we concur with it in substance as furnished. However, the following changes are now suggested on the attached paper, both for clarification and to reflect changes in the world situation.

1. A change we suggested by telephone some months ago, merely for grammatical improvement and clarity, has been omitted in the final drafting, and additional clarification of responsibility for use of Department of Defense resources is desirable. Therefore, the first full paragraph on page 3 should be revised to read:

"The Department of Defense will support civil authorities in civil defense, to include facilitating the use of the National Guard in each state for response in both peacetime disasters and national security emergencies. Subject to the direction of the President and the Secretary of Defense, readiness of the Armed Forces for military contingencies will have precedence. Therefore, civil authorities should not rely exclusively on military support; and Federal military resources will be employed in civil defense missions only if Federal civil resources are not sufficient. Nothing in this directive alters or otherwise affects the chain of command of the armed forces established by the Constitution and laws of the United States.

"Nothing in this directive provides for any new Federal responsibilities which are now the responsibility of State and local governments."

2. Dramatic changes in the nature and scope of the Soviet threat occurring since August of 1991, lead us to recommend the following additional changes:

On page 1, delete entirely the third sentence of the first paragraph, which reads, "Civil defense contributes to deterrence....attack."

92 FEB 6 All : 05

Also, on page 1, in paragraph number (5), delete the phrase, "...strategic nuclear attack or other..." and substitute the word "all...."

On page 2, in paragraph number (3), delete the phrase "...increase their chances of survival..." and substitute the phrase "minimize their effects."

Thank you for the opportunity to review this document.



John A. Dubia
Executive Secretary

cc:
Associate Director for State & Local Programs
Headquarters, FEMA

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NSC/S PROFILE

RECORD ID: 9120906
RECEIVED: 11 DEC 91 16

TO: SITTMANN

FROM: PETERSON, G

DOC DATE: 11 DEC 91
SOURCE REF:

KEYWORDS: CIVIL DEFENSE
DEFENSE POLICY

EMERGENCY PREPAREDNESS

PERSONS:

SUBJECT: FEMA RESPONSE TO PROPOSED POLICY STATEMENT ON CIVIL DEFENSE

ACTION: SEE 9120284 FOR FINAL ACTION DUE DATE: 14 DEC 91 STATUS: C

STAFF OFFICER: PILLING

LOGREF: 8921358 9021245

FILES: IFD 0

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ACTION DATA SUMMARY REPORT

RECORD ID: 9120906

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X 92031719 SEE 9120284 FOR FINAL ACTION
Z 92020611 ADD-ON / APPROPRIATE ACTION
X 92031719 SEE 9120284 FOR FINAL ACTION

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RECORD ID: 9120906
RECEIVED: 11 DEC 91 16

TO: SITTMANN

FROM: PETERSON, G

DOC DATE: 11 DEC 91
SOURCE REF:

KEYWORDS: EMERGENCY PREPAREDNESS

DEFENSE POLICY

PERSONS:

SUBJECT: FEMA RESPONSE TO PROPOSED POLICY STATEMENT ON CIVIL DEFENSE

ACTION: ANY ACTION NECESSARY

DUE DATE: 14 DEC 91

STATUS: S

STAFF OFFICER: PILLING

LOGREF: 9120284

FILES: IFG

NSCP:

CODES:

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PILLING

FOR CONCURRENCE
JONES

FOR INFO

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3/17/92 Don Pilling

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UNCLASSIFIED



Federal Emergency Management Agency

Washington, D.C. 20472

DEC 9 1991

staff

The Honorable Brent Scowcroft
Assistant to the President
for National Security Affairs
The White House
1600 Pennsylvania Avenue, N.W.
Washington, D.C. 20500

Dear General Scowcroft:

This is in reference to my letter to you dated April 16, 1991, concerning the Civil Defense (CD) Policy Review. I am pleased to report that substantial progress has been made in finalizing the proposed Presidential Policy on Civil Defense since I sent you the draft approved by the Policy Coordinating Committee on Emergency Preparedness and Mobilization Planning (PCC/EPMP) in April. RADM Don Pilling of your staff, in consultation with the Department of Defense (DoD), the Office of Management and Budget (OMB), and the Federal Emergency Management Agency (FEMA) has done an outstanding job of editing the proposed draft as agreed upon by the PCC/EPMP.

Enclosed at Attachment 1 is the revised draft of the proposed CD policy which reflects the changes and edits which have been made since April. With the exception of one paragraph, which is discussed below, OMB and the National Security Council (NSC) staffs, DoD, and FEMA have agreed to this draft. This new draft is an improvement on the draft submitted in April. It is shorter and tighter and includes specific linkage to Executive Order 12656. This revised version retains all the policy improvements agreed to by the PCC that were in the original April draft and which are necessary for a strong CD program that can gain the support of the Congress and our State and local government partners. With the one change suggested below, FEMA urges that the proposed CD policy statement be submitted to the President for approval as quickly as possible.

The proposed CD policy: 1) defines the role of CD in national security; 2) clarifies the scope and role of CD as comprising all-hazard emergency preparedness, response, and restoration at all levels of government; 3) provides a way to end the destructive debate over "attack primacy" versus "dual-use" by emphasizing the use of CD capabilities to respond to all catastrophic emergencies, and the development of capabilities common to all major emergencies and those unique to attack, an approach that is positive and inclusive rather than negative and exclusive; and, 4) provides a policy basis for defining and

building the required CD base capability and for defining and planning for a CD surge to the full CD capability in a crisis. Finally, the policy emphasizes all-hazard emergency preparedness, including preparedness for all forms of attack, and focuses on the consequences of emergencies and the capabilities needed to respond rather than on the causes.

There is broad agreement in the PCC, within FEMA, by DoD, and, I believe, OMB and the NSC staffs, that the proposed CD policy is a major improvement over existing policy and represents a reasoned evolution of CD in light of current threats and emerging trends. We need this new policy now if we are to sustain congressional support for the program and avoid what could be much more radical policy and program changes by the Congress. The only unresolved issue is the last paragraph of the policy section. FEMA readily agreed at the PCC meeting and afterward to include a statement in the policy that disaster specific programs currently funded in the domestic budget that are incorporated into the CD program will continue to be funded in the domestic budget.

However, as currently proposed, the paragraph contains a sentence which explicitly prohibits the funding through the defense budget of any equipment or programs beyond what is required for the management of consequences of national security emergencies. This provision is objectionable because it is a throwback to the "attack primacy" debate which has been so politically destructive to our efforts, and which we sought to eliminate as part of this review by developing a policy that is positive and inclusive not negative and exclusive. It is more restrictive than the Civil Defense Act of 1950, as amended, which requires only that the use of CD funds for nonattack purpose contribute to, be consistent with, and not detract from attack preparedness. I believe this provision is contrary to the intent of Congress as expressed in the Act and during our hearings in recent years.

The provision runs counter to our attempt to end the "attack primacy" debate and to congressional intent that we focus on the consequences not the causes of emergencies. If used as a point of emphasis with the Congress or our State and local government partners, this provision could undermine much of the good the proposed policy statement does in changing the perception of CD, and broadening its scope to encompass all-hazard preparedness and response. The provision is unnecessary given all the other language in the policy statement. It could cause the Congress to conclude that no real change had been made in CD and encourage Congress to make its own changes.

Therefore, FEMA requests that the last paragraph in the policy section of the proposed CD policy be replaced by the following:

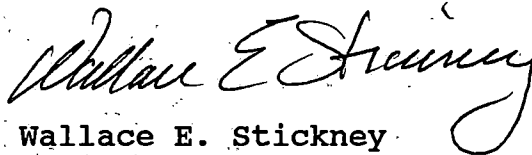
"This statement of policy will not alter the current budgeting process for civil defense programs. Both disaster-specific programs, such as hurricane or flood

relief, which are included in domestic accounts, and attack-related programs, which are included in defense accounts, will continue to be budgeted separately in accordance with established practice."

Attachment 2 is a revised draft of the proposed CD policy that includes this change. This new language is consistent with the CD Act and addresses the concerns which have been raised by OMB without using overly restrictive and negative language. I urge you to make this one final change and submit the CD policy statement to the President for approval. If you decide that this change should not be made and that the provision in question must be retained, I ask that it not be included in the unclassified summary of the policy on the grounds that it is internal budgetary guidance and need not be emphasized in external discussion of the policy statement. I also ask that the unclassified summary of the policy emphasize the positive aspects of the policy.

I know you have a crowded and complex agenda and I appreciate your patience and your consideration in this review of civil defense policy. I especially commend RADM Pilling for the extensive effort he has made and his fairness and cooperation in working through the many policy issues. The most urgent need now is to get approval of this proposed policy statement and provide our final response to the Congress. Thank you.

Sincerely,



Wallace E. Stickney
Chairman
PCC

Enclosures

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

December 6, 1991

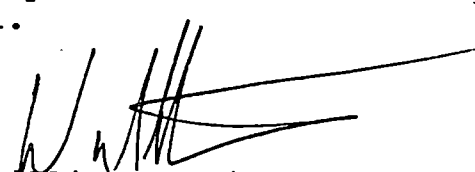
MEMORANDUM FOR BG JOHN A. DUBIA
Executive Secretary
Department of Defense

MR. ROBERT HOWARD
Associate Director for National Security and
International Affairs
Office of Management and Budget

MR. JERRY D. JENNINGS
Deputy Director
Federal Emergency Management Agency

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Executive Secretary

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- (3) Continue to implement a policy of dual use of civil defense resources through the development and use of capabilities at Federal, State and local levels to perform emergency functions to respond to emergencies of all kinds including attack.
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- (6) Utilize to the maximum extent the existing capabilities, facilities and resources of all appropriate departments and agencies of the Federal Government, in accordance with Executive Order 12656 and, with their consent, those of the States and political subdivisions thereof, and of private sector organizations and agencies.

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- (3) Information to promote a clear understanding by the public of the civil defense program, all threats which may affect their localities and actions they should take to increase their chances of survival.
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- (6) Plans for sustaining survivors, for restoration of critical life support capabilities, and to establish a basis for recovery.
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protect the population and vital infrastructure through preparedness measures common to all catastrophic emergencies and unique to attack emergencies.

In support of civil authorities, the Department of Defense will support civil authorities in civil defense, including facilitating the use of the National Guard in each state for response in both peacetime disasters and national security emergencies. In all cases, readiness of the armed forces for military contingencies will have precedence and civil authorities should not rely exclusively on military support. Federal military resources will be employed in civil defense missions only if State and Federal civil resources are not sufficient. Nothing in this directive alters or otherwise affects the chain of command for the armed forces established by the Constitution and laws of the United States. Nothing in this directive provides for any new Federal responsibilities which are now the responsibility of State and local governments.

RESCISSION

National Security Decision Directive 259, dated February 4, 1987, is rescinded.

Proposed Presidential Civil Defense Policy

NATIONAL SECURITY DIRECTIVE NUMBER _____

UNITED STATES CIVIL DEFENSE

POLICY

The United States will have a civil defense capability as an element of our overall national security posture. The objective of the civil defense program is to develop the required capabilities common to all catastrophic emergencies and those unique to attack emergencies in order to protect the population and vital infrastructure. Civil defense contributes to deterrence by denying an enemy any confidence that it could prevent a concerted national response to attack.

The civil defense program will support all-hazard integrated emergency management at State and local levels. In so doing, the civil defense program will:

- (1) Recognize and respect the primary responsibility of State and local governments to provide for the safety and well-being of their citizens in emergencies other than national security emergencies.
- (2) Provide a focal point within Federal government to work with State and local governments on integrated multi-hazard response planning and operations to deal with the consequences of catastrophic emergencies.
- (3) Continue to implement a policy of dual use of civil defense resources through the development and use of capabilities at Federal, State and local levels to perform emergency functions to respond to emergencies of all kinds, including attack.
- (4) Focus on the development, jointly with State and local governments, of the required capabilities common to all catastrophic emergencies and those unique to attack emergencies, thus ensuring that the use of civil defense funds is consistent with, contributes to, and does not detract from attack preparedness.
- (5) Provide for the development of a civil defense infrastructure capable of rapid expansion in a national security emergency involving the threat of strategic nuclear attack and other forms of attack on the United States which provide advanced warning.
- (6) Utilize to the maximum extent the existing capabilities, facilities and resources of all appropriate departments and agencies of the Federal government, including capabilities for national security emergencies in accordance with Executive Order 12656, and, with their consent, those of the States and political subdivisions thereof, and of private sector organizations and agencies.

This statement of policy will not alter the current budgeting process for civil defense programs.

Both disaster-specific programs, such as hurricane or flood relief, which are included in domestic accounts, and attack-related programs, which are included in defense accounts, will continue to be budgeted separately in accordance with established practice.

IMPLEMENTATION

The program, under the direction of the Federal Emergency Management Agency with the support of heads of the Federal Departments and agencies, and under the general policy guidance of the National Security Council, will include:

- (1) Population protection capabilities, with the Federal Government providing guidance and assistance to enable State and local governments to effectively support the population in all catastrophic emergencies.
- (2) State and local government crisis management capabilities to effectively support the population in all catastrophic emergencies.
- (3) Information to promote a clear understanding by the public of the civil defense program, all threats which may affect their localities and actions they should take to increase their chances of survival.
- (4) Information to assist U.S. business and industry in taking measures to protect their work forces and physical assets in all catastrophic emergencies and encouragement of the private sector to make maximum use of private sector capabilities.
- (5) Voluntary participation by citizens and institutions in community civil defense activities and emphasis on citizen protective actions.
- (6) Plans for sustaining survivors, for restoration of critical life support capabilities and to establish a basis for recovery.
- (7) Definition of and an assessment of the base capability necessary to respond to emergencies that do not provide warning, and the development of those base capabilities which are common to all catastrophic emergencies and unique to attack.
- (8) Plans for a civil defense surge from the base capability to the total required capability in a national security crisis involving the threat of attack. These plans should assume advance warning, adequate time to conduct the surge, and the required base capability from which to surge. Total required capability is that operational capability necessary to protect the population and vital infrastructure through preparedness measures common to all catastrophic emergencies and unique to attack emergencies.

In support of civil authorities, the Department of Defense will support civil authorities in civil defense, including facilitating the use of the National Guard in each State for response in both

peacetime disasters and national security emergencies. In all cases, readiness of the armed forces for military contingencies will have precedence and civil authorities should not rely exclusively on military support. Federal military resources will be employed in civil defense missions only if State and Federal civil resources are not sufficient. Nothing in this directive alters or otherwise affects the chain of command for the armed forces established by the Constitution and laws of the United States.

RESCISSION

National Security Decision Directive 259, dated February 4, 1987, is rescinded.