APPENDIX C

RECOMMENDED READINGS

Appendix C Contents

- Selected Federal Laws Pertaining to Emergency Management
- FEMA Emergency Preparedness and Mobilization Civil Preparedness Guides
- Accessing Disaster Assistance Programs
- Disaster Services Regulations and Procedures of the American Red Cross
- National Voluntary Organizations Active in Disasters

As stated in the text, virtually every agency of the Federal government has regulatory or assistance authority touching on emergency management. The following summary provides a brief overview of the basic provisions of key legislation in this field.

SELECTED FEDERAL LAWS PERTAINING TO EMERGENCY MANAGEMENT

Basic Legislation

The Federal Civil Defense Act of 1950 states that it is U.S. policy to provide a system of civil defense to protect life and property in the United States from attack. While the original legislation dealt only with attack-related civil preparedness and did not address other disasters, amendments to the act of 1980 and 1981 added other disasters (both natural and technological) and provided for dual use of funds for both non-attack and attack preparedness whenever the non-attack application is "consistent with, contributes to, and does not detract from," attack preparedness. In 1987, President Reagan further guided the future of the civil defense program with the National Security Decision Directive #259. The key points of the directive state that it is U.S. policy to include civil defense in our overall national security posture, that civil defense will continue to support all-hazard emergency management, and that responsibility for civil defense is shared by Federal, State, and local governments. Program objectives include protection of business and industry information, voluntary citizen participation, plans to sustain survivors, and gradual mobilization and surge capabilities. Civil defense is an element in the all-hazard preparedness framework.

The Disaster Relief Act of 1974 provides for the mobilization of Federal resources upon the Presidential declaration of a "major disaster" and "emergency" as defined in the law. This piece of legislation is of central importance to emergency managers because it represents the core of Federal disaster assistance.

Hazardous Materials

The Disaster Relief Act authorizes the President to provide Federal assistance, emergency support, teams of Federal personnel, and emergency assistance to save lives and protect property upon declaration of a major disaster or emergency. The full resources of the Federal government would become available under certain circumstances.

The Disaster Relief Act applies to both natural and technological catastrophes, which may be interpreted to include hazardous materials accidents. In addition, the **Transportation Safety Act** authorizes the Secretary of Transportation to issue regulations for the safe transport and handling of hazardous materials, and to enforce penalties and/or specific relief upon violation of these regulations. The **Federal Hazardous Substances Act** authorizes the Secretary of Health, Education and Welfare (now Health and Human Services) to issue regulations for declaring a substance hazardous, which, in turn, prohibits the substance from unrestrained interstate commerce. The Environmental Protection Agency is authorized by the **Toxic Substances Control Act** to

test and regulate toxic and hazardous substances and mixtures traveling in interstate commerce, develop research programs, inspect suspect materials, and provide penalties; the **Solid Waste Disposal Act** provides similar authorities (identification, testing, inspection, regulations/standards, enforcement, and assistance to states) for issues relating to hazardous waste management program administration.

The National Oil and Hazardous Substance Pollution Contingency Plan (NCP) provides for Federal assistance in developing and evaluating contingency plans to prevent pollution by oil and hazardous substances. It also provides for a National Response Team formed by representatives of 14 agencies to assist States in the event of a major chemical emergency.

The Comprehensive Emergency Response, Compensation, and Liability Act, known as CERCLA, was passed by Congress in 1980. The bill's purpose was to fund cleanups and emergency response actions for some of the worst inactive or "orphaned" hazardous waste sites scattered across the country. A billion dollar revolving trust fund--financed primarily by a tax on certain chemical and petroleum products--was created to pay for Federal and State response actions when hazardous substances pose an existing or potential threat to human health or the environment.

In 1986, this bill was revised and expanded in the **Superfund Amendments and Reauthorization Act of 1986** (SARA). The third part of SARA, Title III, is known as the **Emergency Planning and Community Right-to-Know Act** of 1986. This portion of the legislation makes over three hundred "extremely hazardous substances" subject to routine and detailed reporting to designated local, State, and Federal government agencies. It also requires local planning committees to use this information (and other data on local hazards) to create effective plans for hazardous materials emergencies.

Transportation Accidents

The **Independent Safety Board Act** of 1974 established the National Transportation Safety Board. This is the body charged to investigate aircraft, highway, railroad, pipeline, and marine accidents.

In addition to FEMA's role, through the Disaster Relief Act, in giving assistance for the repair and restoration of streets, roads, and highways that have been damaged or destroyed by a major disaster, the **Federal-Aid Highway Act** (passed in 1958 and amended in 1976) provides emergency relief funds to repair Federal system highways (including interstate, forest, and park roads, trails, and parkways) that have suffered damage as a result of national disasters and catastrophic failures. Provision also is made for the repair and reconstruction of bridges. This program is under the purview of the Department of Transportation (DOT). DOT also oversees the **Ports and Waterways Safety Act** of 1972 that provides for regulations and requirements for vessels, bridges, and structures on or in navigable waterways.

The **Federal Aviation Act** of 1958 promotes air transportation security and authorizes the Federal Aviation Administration (FAA) to provide assistance to airport personnel in planning for emergency situations.

Forest Protection

The **Cooperative Forestry Assistance Act**, implemented in 1979, provides direct authority to the Department of Agriculture (USDA) for Forest Service programs and rural forestry assistance, forestry incentives, insect and disease control, urban forestry assistance, rural fire prevention and protection, and assistance to States for improving the protection and management of non-Federal forest lands.

Water Emergencies and Environmental Protection

Complementing FEMA's Federal Insurance Administration (FIA) programs, the Department of the Army Corps of Engineers administers the **Beach Erosion Act**, which provides assistance to states to prevent damage to shores and to restore beaches. The **River and Harbor Improvement Acts** authorize funds to the Corps of Engineers to remove snags and debris from navigable waters and to aid in general navigation and flood control. Other **flood control acts** authorize the Corps to pursue many flood control programs.

Maritime and inland **search and rescue** assistance is provided through various authorities by the U.S. Coast Guard, the Civil Air Patrol, and the U.S. Air Force. In addition, the Departments of Transportation, Defense, and Interior, the Federal Communications Commission, and the National Aeronautics and Space Administration, by interagency cooperative agreement, coordinate issues and activities relating to search and rescue in an emergency.

Other authorities, primarily of the EPA, include the **Federal Water Pollution Control Act** which provides for the reporting of and response to maritime disaster discharges of oil or hazardous substances that create a substantial threat of pollution hazard to public health and welfare. The **Maritime Protection, Research and Sanctuaries Act** and the U.S. Coast Guard **Intervention on the High Seas Act** are parallel.

Related programs are authorized under the **Safe Water Drinking Act**, the **Clean Air Act**, and the **Small Business Administration Act**, allowing loans for air and water pollution control programs.

Energy and Nuclear Emergencies

Under the Disaster Relief Act, a Presidential declaration of emergency or major disaster can be issued when winter storms or other events cause energy emergencies. Various basic statutory authorities of the Department of Energy (DOE), which activate its programs and policies, are applicable to such emergencies, including the **Energy Conservation and Production Act** and the **Emergency Natural Gas Act**.

Nuclear materials management authorities relate closely to energy authorities. With the energy agency reorganizations of the 1970s, the Nuclear Regulatory Commission (NRC) was established and delineated with its regulatory, licensing, inspection, enforcement, and research authorities. Both the NRC and DOE are charged to maintain liaison with the States on nuclear health and safety issues, both in terms of nuclear attack and in relation to other nuclear energy accidents.

Disaster Services

Supplementing Presidential authority under the Disaster Relief Act to provide emergency housing assistance and repair/restoration funds for homes after an emergency, the Department of Housing and Urban Development (HUD) has its own statutory authority to provide programs to assist disaster victims. HUD's enabling legislation authorizes the HUD Secretary to support the Disaster Relief Act through a special fund. The **National Housing Act** provides for mortgage insurance under certain financial conditions when housing has been destroyed by a major disaster. The **Housing Act** of 1949 and the **National Insurance Development Program** offer assistance to urban areas affected by riot, civil disorder, or other emergency. HUD also assists State and local governments in comprehensive planning for urban and rural developments (**Housing Act** of 1954, as amended) and can refinance or suspend payments on loans in cases involving a major disaster.

The **Emergency Medical Services Act** provides for delivery of health care under emergency conditions, including financial aid for feasibility studies, planning, facilities, medical control, transportation, and communications. The **Public Health Service Act** authorizes the Secretary of Health and Human Services (formerly, Health, Education and Welfare) to develop plans vis-a-vis the states for public health service facilities and medical care in emergencies.

The **Food and Agriculture Act** of 1977 authorizes the USDA to establish reserve inventories of food commodities for emergencies or disasters declared by the President, Congress, or Secretary of Agriculture. Other various USDA authorities provide assistance through **emergency mass feeding** programs (food stamps), crop insurance, and emergency loans for a range of emergencies and disasters, including drought and flood. Many of these programs supplement the Disaster Relief Act.

The Departments of Education (ED) and Housing and Urban Development (HUD) offer a range of assistance programs and regulations relating to **school facilities** (elementary, secondary, and higher education) suffering damage as a result of a disaster or emergency.

Provisions of general military law, plus authorities of the Federal Bureau of Investigation (FBI) within the Department of Treasury, focus on various issues of **terrorism, civil disturbance, law enforcement, crime control, firearms control,** and related issues.

The **Small Business Act**, which has been extensively amended throughout its existence in response to certain emergency experiences, provides for a wide variety of loans for businesses that suffer emergencies or major disasters.

A wide range of other agencies are authorized through various acts, orders, and regulations to carry out specified responsibilities in emergency and disaster situations. These include the Bureau of Indian Affairs, National Weather Service, Postal Service, Internal Revenue Service, and the Federal Communications Commission, to name just a few.

CIVIL PREPAREDNESS GUIDE--SERIES ONE

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management officials, and others assigned emergency responsibilities.

CPG-1 series will be used to transmit policy, program and procedural guidance, and standards consistent with Public Laws, Executive Orders, and Regulations. Issuances in this series will be broadly distributed using as a minimum FEMA Distribution List Number Four.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-3	June 1987	*CCA General Program Guidelines* This guide is designed to help State and local governments take advantage of selected assistance provided under the Federal Civil Defense Act of 1950, as amended, in order to develop, maintain, and improve their emergency operating capabilities. This handbook includes definitions, descriptions, standards, and procedures.
CPG 1-5	July 1984 (New edition in progress)	*Objectives for Local Emergency Management* This guide assists local Emergency Program Managers and their staffs in developing and maintaining a comprehensive and integrated emergency management program. The objectives set forth suggest actions local governments should undertake in relation to the specific hazards that potentially face their jurisdictions. These objectives indicate what activities should be pursued but do not provide the specifics on how to accomplish them.
CPG 1-6	July 1981	*Disaster Operations-A Handbook for Local Governments* This guide provides planning and operations guidance for local government officials in small municipalities and counties and includes checklists pertaining to a number of specific types of civil emergencies that could confront such communities.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-7	May 1981	*Guide for Increasing Local Government Civil Defense Readiness During Periods of International Crisis* This guide has 21 sections concerned with actions to increase readiness during an international crisis in areas including emergency public information, direction and control, shelter, and others.
CPG 1-8	October 1985	*Guide for the Review of State and Local Emergency Operations Plans* This guide provides information for emergency management planners and for State and local government officials on the Federal Emergency Management Agency's (FEMA's) concept of emergency operations planning under the Integrated Emergency Management System (IEMS).
CPG 1-8A	October 1985	*Guide for the Review of State and Local Emergency Operations Plans (Interim Guidance)* This guide provides State Emergency Management Agency personnel with a practical and uniform means to identify provisions to be addressed in State and local emergency operations plans (EOPs).
CPG 1-10	July 1987	*Guide for the Development of a State and Local Continuity of Government Capability* This CPG clarifies the COG considerations that apply to State and local governments and quantifies the specific planning and preparedness measures that warrant consideration. It encourages emergency managers and planners to address COG requirements.
CPG 1-11	September 1987	*Individual Mobilization Augmentee (IMA) Program* This guide establishes guidelines for administration of the IMA Program within FEMA and provides individual guidance for the military reservists participating in the program.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-14	November 1981	*Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals* This guide provides emergency management personnel with information concerning the basic principles of warning. It includes descriptions of the types of warning signals and their meaning, the Emergency Broadcast System (EBS), tests, exercise terms, basic steps in dissemination of warning, and criteria governing eligibility of NAWAS terminals.
CPG 1-19	July 1983	*Guidance for Development of an Emergency Fallout Shelter Stocking Plan* This guide sets forth guidance for use by State and local emergency program managers in developing effective plans to stock fallout shelters.
CPG 1-20	May 1984	*Emergency Operating Centers Handbook* This handbook is designed to provide information to State and local officials responsible for emergency management on the need for and the development of a direction and control capacity of their communities.
CPG 1-30	June 1981	*Guide for Design and Development of a Local Radiological Defense Support System* This document provides guidance to local emergency program managers/coordinators and Radiological Protection staff for designing and developing local radiological protection systems. In some communities, the application of this guidance may require only the realignment or improvement of already existing capabilities. In others, the design, development, and implementation of additional capabilities may be necessary.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-31	May 1987	*Disaster Preparedness Improvement Grant Program* This guide is designed to provide comprehensive information on the administration of the Disaster Preparedness Improvement Grant Program authorized by subsection 201(b) of the Disaster Relief Act of 1974, Public Law 93-288 and in accordance with FEMA regulations set forth in Title 44 Code of Federal Regulations, Part 300.
CPG 1-32	January 1984	*Financial Assistance Guidelines* This guide has been prepared as a reference for financial and administrative questions arising in the administration of Financial Assistance Agreements. It identifies the financial management policies and other procedures required of organizations to assure their establishment of sound and effective business systems.
CPG 1-33	May 1984	*Broadcast Station Protection Program: Emergency Equipment Fallout Protection* This guide provides information on the Broadcast Protection Program (BSPP) designed to protect selected stations that are participants in the Emergency Broadcast System (EBS).
CPG 1-34	January 1985	*Hazard Identification, Capability Assessment, and Multi-Year Development Plan Overview* This document provides a general summary of Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP) process and discusses participant roles and responsibilities, data uses and benefits, and reporting requirements.
CPG 1-35	October 1987	*Hazard Identification, Capability Assessment, and Multi-Year Development Plan for Local Governments--Workbook* This guide includes instructions and forms for completing local Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP).

NUMBER	DATE	TITLE/DESCRIPTION
CPG 1-35a	October 1987	*Hazard Identification, Capability Assessment, and Multi-Year Development Plan-Response Book for Local Governments* This document contains answer sheets for recording local Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP) responses to be used for data entry into central computer.
CPG 1-36	January 1986	*Capability Assessment and Multi-Year Development Plan for State Governments* This guide includes instructions and forms for assessing state emergency capabilities and providing multi-year planning information.
CPG 1-37	September 1984	*State and Local Communications and Warning Systems Engineering Guidance* This guide has been prepared as a reference for State and local emergency management officials to assist them in their communications and warning systems engineering. It outlines the key characteristics of a well planned warning and communications system.
CPG 1-38 Change One	June 1986 September 1986	*Comprehensive Cooperative Agreement Policies and Procedures Guide* This guide is designed to explain the Comprehensive Cooperative Agreement (CCA) management process. The Federal Emergency Management Agency (FEMA) has instituted the CCA, as a comprehensive variety of cooperative agreement, to consolidate virtually all emergency management programs and activities for each State and its local governments in a single instrument. Each State receives all or most emergency management financial and technical assistance through a single application, funding, reporting, and product delivery channel, the CCA. Each State's CCA is an assistance delivery vehicle intended to make it easier for the State to build emergency management capabilities, address a broader range of hazards, reduce paperwork, and concentrate resources where they are most needed.

CIVIL PREPAREDNESS GUIDE - SERIES TWO

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management officials, and other assigned emergency responsibilities.

CPG-2 series will be used to transmit publications that support the CPG one series and because of their subject content, require distribution to more selected audiences. This could include technical publications, manuals, or reference documents. Distribution must be designated by the originating office.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-6.1	April 1978	*Radiological Defense Preparedness* This guide provides many jurisdictions with the plans, procedures, instrumentation, facilities, and trained personnel combined into a complete operational Radiological Defense (RADEF) system that can function to minimize the effect of the radiation hazards in the event of a nuclear attack.
CPG 2-6.2	June 1977	*Radiological Defense Manual* This manual provides the basic technical information necessary for an understanding of Radiological Defense (RADEF) and briefly discusses the need for RADEF planning and expected post-attack emergency operations. It has been prepared by the Federal Emergency Management Agency (FEMA) as a student textbook in RADEF Courses.
CPG 2-6.2.3	April 1983	*Handbook for Aerial Radiological Monitors* This handbook provides technical and operational guidance both for conducting aerial radiological surveys and also for training aerial radiological monitors. Aerial monitors should review this handbook periodically and use it as a reference in exercises and emergency operations.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-6.4	September 1983	*Radiation Safety in Shelters* This guide is written for radiation safety in shelters in areas that will not be affected by the primary nuclear weapons effects of blast, fire, and initial nuclear radiation. Nearly all the radiation safety measures and procedures described in this handbook will be useful in shelters.
CPG 2-8	April 1987	*Sheltering and Care Operations* This document is a planning and operations guide for community-level emergency management staffs. It is written for the community that has no trained Shelter Systems Officer to provide guidance for developing sheltering and care capabilities. It will also be used to train sheltering and care staffs. This guide organizes the sheltering and care operations into six emergency services: Registration and Inquiry, Food, Special Services, Personal Services, Lodging, and Shelter. Six planning steps are described for each service along with components required for the functional annex and operating procedures. Action checklists are included for the overall operation and for the individual services. The final chapter deals with shelter systems operations.
CPG 2-9	September 1976	*Manual Damage Estimation System* This manual provides an indirect means for estimating possible damage during and in the early period following an enemy nuclear attack with regard to the following categories: Population, Housing Units, AM and FM Radio Stations, TV Stations, and Emergency Operating Centers (EOCs). This guide deals with only the initial nuclear effects.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-13	April 1986	*Preventive Maintenance Management System* This CPG and the 18 companion technical guides provide preventive maintenance procedures for specific types of emergency use equipment, directed at local agency managers with responsibility for emergency equipment usage and maintenance.
CPG 2-14	February 1984	*Letter of Credit Policies and Procedures for Recipient Organizations* The Letter of Credit--Treasury Financial Communications System (LOC-TFCS) will be used for qualifying recipient organizations to withdraw cash from the Treasury concurrently with disbursements and as frequently as such disbursements are made, as well as for minimizing cash balances and consolidating funding to the same recipient organization under one letter of credit.
CPG 2-15	September 1984	*Transportation Planning Guidelines for the Evacuation of Large Populations* This guide has been developed to assist in population protection for the large-scale evacuation of major population centers. These guidelines review past research, and present a basic framework of essential planning techniques with illustrating examples.
CPG 2-16	December 1984	*A Guide to Hurricane Preparedness Planning for State and Local Officials* This guide has been prepared to assist State and local officials in the development of emergency management capabilities which provide confidence that the jurisdiction can deal effectively with the unique characteristics of the hurricane hazards. It provides guidance on the conduct of a Quantitative Hurricane Preparedness Study which includes the organization, management, coordination system, planning methodology, and general information concerning objectives, funding, government roles, program maintenance, and evaluation.

NUMBER	DATE	TITLE/DESCRIPTION
CPG 2-17	January 1986	*Electromagnetic Pulse Protection Guidance* This guide presents a description of representative problems and solutions for providing protection against a nuclear electromagnetic pulse (EMP). The low-cost protectors recommended or cited in this document are typical of those used by FEMA for EMP protection of Emergency Broadcast System (EBS) and Emergency Operating Center (EOC) facilities. The material presented in the guide is based on numerical and analytical calculations, as well as a training guide for design and installation of EMP protection. Its primary application is intended for communications systems and radio stations for the EBS, that are selected for protection under the Broadcast Station Protection Program (BSPP) systems, that are essential to State and local governments to inform the public and provide continuity of government.
CPG 2-18	August 1985	*State and Local Earthquake Hazards Reduction; Implementation of FEMA Funding and Support* This guide provides guidance on the overall structure and content for State and local earthquake hazard reduction efforts and general information concerning objectives, funding, government roles, and the integration of the efforts with existing emergency operations plans (EOPs). It has been prepared to assist State officials in their application for earthquake program assistance agreements of FEMA under the National Earthquake Hazards Reduction Program (NEHRP). The ultimate goal of the NEHRP at the State/local level is to reduce the vulnerability of an area to the effects of a damaging earthquake.

The CPG 2.10 series establishes requirements for civil defense emergency operations reporting from the States to Federal Regional Centers, as well as from the Regions back to the States. It also provides guidance on approaches to emergency reporting within the States.

CPG 2-10.1 (6/78)
System Description

CPG 2-10.2 (6/78)
Local Increase Readiness Reporting Procedures

CPG 2-10.3 (6/78)
Civil Defense Emergency Operating Reporting Systems

CPG 2-10.4 (6/78)
Procedures for Developing Weapons Effects Reporting

CPG 2-10.6 (6/78)
Local EOC Weapons Effects Reporting (WER) Procedures

CPG 2-10.7 (6/78)
Sample Local Government Operational Situation Reporting Procedures

CPG 2-10.8 (6/78)
State and/or State Area EOC Reporting Procedures

CIVIL PREPAREDNESS GUIDE - SERIES THREE

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management officials, and others assigned emergency responsibilities.

CPG-3 series will be used to transmit case studies, research papers, or reference materials that are informational but do not represent official FEMA positions. Distribution must be designated by the originating office.

CPG 3-1 (9/86)
Radiological Instruments: An Essential Resource for National Preparedness

This Civil Preparedness Guide (CPG) establishes and documents the need for procurement and nationwide distribution of radiological defense (RADEF) instruments in sufficient quantities to protect the population and to make recovery activities possible in the event of a large-scale nuclear disaster. It describes established State and local systems for storing, maintaining, and using these instruments. It also projects quantities required to meet national needs for radiological defense.

CIVIL PREPAREDNESS GUIDE - SERIES FOUR

CPGs are a means through which current policy, criteria, standards, and procedures are issued to State and local governments, Emergency Management Officials, and others with assigned emergency responsibilities.

CPG-4 series will be used to transmit briefing materials, aids, and tools, such as catalogs, for State and local use. Distribution must be designated by the originating office.

CPG 4-1 *Repair and Maintenance Manuals for Radiological Instruments*

This manual is an updated publication transmitting new volumes and page changes to the existing *Repair and Maintenance Manuals for Radiological Instruments*. The changes are to retitle the series as Civil Preparedness Guide (CPG) 4-1, to more clearly define their contents and rearrange the existing material in a more logical grouping. The original manuals consisted of seven volumes. This change expands the number of volumes to ten. The ten volumes are titled as follows:

Volume 1 - Radiological Instrument Maintenance and Calibration Memoranda (9/85)
Volume 2 - GM Tube Instruments
Volume 3 - Ion Chamber Gamma Instruments
Volume 4 - Ion Chamber Beta Gamma Instruments
Volume 5 - Dosimeters and Chargers
Volume 6 - Special Purpose Instruments
Volume 7 - CDV-790 and CDV-797
Volume 8 - CDV-794 Calibration and DCDV-765 Transfer Standards
Volume 9 - CDV-782 Training Source Set
Volume 10 - Appendices

Distribution of this document is limited to the State Radiological Instrument Inspection Maintenance and Calibration (RI/MC) Program.

CIVIL PREPAREDNESS CIRCULARS (CPC)

CPCs are statements of a specific duration through which policy is clarified and program emphasis and priorities are promulgated to State and local officials and others with assigned emergency responsibilities. CPCs must specify an effective date and a termination date. Policy guidance of a permanent nature must be incorporated into a CPG.

NUMBER	DATE	TITLE
CPC 77-4	July 1977	*Permissive Use of DCPA Communications and Warning Systems* This circular advises Civil Defense personnel that use of communications and warning systems provided by the Defense Civil Preparedness Agency (DCPA) is permitted for conducting official State and local civil preparedness administrative business as well as emergency operations.
CPC 78-7	June 1978	*Disaster Notification Using the National Warning System (NAWAS)* This circular encourages the use of NAWAS to notify State and Federal authorities of potential and actual peacetime disasters. Initial information about disasters affecting more than a local area, or disasters of a magnitude too large for the local area to cope with, should be reported immediately to the State Warning Point. The State Warning Point should relay the information immediately to a National Warning Center. This can set into motion plans to provide relief from State and national levels of government if needed.
CPC 80-1	August 1980	*Warning to State and Local Governments on the Use of Outdated CDV-800, CDV-805, and XM-28E4 Protective Masks* This circular cautions States and localities on the use of certain protective masks which may be in their possession.

NUMBER	DATE	TITLE/DESCRIPTION
CPC 83-1	August 1983	*Shelter Supplies* This circular provides the most recent information on the condition of shelter supplies to assist local governments in making decisions on the use of and disposition of the supplies. In addition, this circular is being issued both to emphasize the possible hazards of distributing such goods and to specify the local authorities' responsibility for assuring the safety of these products prior to disposition.
CPC 84-1	January 1984	*Integrated Emergency Management System (IEMS) Multi-Year Development Plan (MYDP)* This circular serves to clarify the intent and purpose of the multi-year development planning process to be implemented in FY 84 by Federal Emergency Management Agency (FEMA) Regions and the States as well as by local areas at the discretion of the States.
CPC 84-2	April 1984	*A Conceptual Approach to State and Local Exercises* This circular reviews the importance of exercises to State and local preparedness, examines some of the problems associated with exercises, presents some suggestions for resolving these problems, and suggests an approach to the design, conduct, and evaluation of a practical exercise program for State and local use.
CPC 86-1	April 1986	*Slide/Tape Presentation "A Special Kind of Place"* This slide/tape presentation illustrates how the City of Jackson achieved maximum usage of its Emergency Operating Center (EOC) through the dual concept. Limited copies are available on loan only from the FEMA regional office that serves you.

NUMBER	DATE	TITLE/DESCRIPTION
CPC 86-2	October 1986	*System Interconnections and Establishment of User Accounts for Integrated Emergency Management Information System (IEMIS)* It is the policy of the Federal Emergency Management Agency (FEMA) to make IEMIS available to State and local governments for purposes of data sharing, joint planning, exercising, and potentially operational coordination. This circular describes the conditions under which FEMA will share with State and local governments on a development basis.
CPC 87-1	April 1987	*Trunking* This circular provides a non-technical explanation of the concept of trunking. Trunking employs the computer as a control center for routing traffic. The concept of trunking provides the capability for communications between two points and between multiple points while efficiently and effectively utilizing the radio frequency spectrum. Integrated emergency communications among services such as police, fire, medical, and civil defense are critical for effective response to and management of emergencies. The concept of trunking provides a viable approach to this needed integration.
CPC 87-2	April 1987	*Local Civil Rights Compliance Checklist: FEMA Form 14-4* This circular provides guidance and procedures for administering the Federal Emergency Management Agency (FEMA) local civil rights requirements.
CPC 87-3	August 1987	*Development of New-State-of-the Art Electromagnetic Pulse Protection Devices* This circular provides information on improved, cost-effective EMP/Transient Protection devices.

NUMBER	DATE	TITLE/DESCRIPTION
CPC 87-4	September 1987	*Alerting and Warning Systems: Their Vulnerability to the Electromagnetic Pulse* This circular provides a non-technical explanation of the generation of the electromagnetic pulse (EMP), its potential effects of electronic equipment, and the available EMP protection technology.

ACCESSING DISASTER ASSISTANCE PROGRAMS

(This information is a brief summary of procedures for obtaining funds from Federal disaster assistance programs when a disaster or serious emergency strikes. It is derived from a FEMA booklet, *Program Guide: Disaster Assistance Programs.*)

FEMA, primarily through its regional directors, maintains contact with the governor's office and the State emergency office in each state, as well as with representatives of other Federal agencies. The agency monitors developing or in-progress disasters and emergencies so that it is prepared to assist when Federal aid is needed.

When an emergency occurs that is beyond the control capabilities of local and State jurisdictions, the governor or State official responsible for disaster operations contacts the FEMA regional director for advice and assistance.

If the governor decided to ask the President to declare a "major disaster" or "emergency" (for disaster assistance reference, these terms are defined in the Disaster Relief Act of 1974, P.L. 93-288), detailed information would be needed from local and State emergency officials. **Only** the governor (or acting governor) can originate a request for a Presidential declaration, and such a report can be made **only** when a situation is of such severity and magnitude that effective response is beyond the capabilities of the State and affected local governments.

The request, with detailed supporting information, is addressed to the President and forwarded through the FEMA regional director, who evaluates the situation and makes a recommendation to the Director of FEMA, who relays that recommendation to the President.

When the President issues the declaration, FEMA appoints a Federal coordinating officer for the situation. This individual then establishes a temporary disaster field office and coordinates all Federal disaster assistance programs to help affected citizens and governments to obtain the assistance they need. Emergency support teams, composed of disaster assistance specialists from various Federal agencies and representatives of private relief organizations, are directed by the coordinating officer.

A focal point for information about disasters and emergency assistance is FEMA's Emergency Information and Coordinating Center. It is staffed around-the-clock for receipt of **urgent** requests for information. The telephone number is 202/646-2400.

SUBJECT: Authority and Legal Status of Red Cross Disaster Services

ARC 3001
Rev. Jan. 1982
(June 1982 Prtg.)

INTRODUCTION

The magnitude of a disaster may be such as to simultaneously affect tens of thousands of people in several states, or it may bring suffering and anguish to just a few persons in one apartment building or group of houses. Regardless of the extent of the disaster, it is the responsibility of the American Red cross to help meet the human needs that the disaster has created. This responsibility was assigned to the Red Cross by the Congress of the United States in the organization's charter, and was reaffirmed by the Congress in the Disaster Relief Acts of 1970 and 1974 and in the administrative regulations established for carrying out those acts.

The duties thus assigned to the Red Cross, as the nation's primary voluntary agency in natural disaster, call for the organization to be ready for immediate action, around-the-clock, during war or peace, in every part of the nation. Because science provides only limited protection against the savage and unpredictable blows of nature, the American Red Cross must maintain an efficient and flexible nationwide structure through which our nation's voluntary resources may be channeled to meet disaster-caused needs, in both presidentially declared major disasters and disasters of smaller magnitude. The Red Cross response must be as uniform as possible and consistent with the basic responsibilities imposed on the Red Cross by the government and by the American people. It must also be in conformity with decisions of the Board of Governors of the Red Cross with respect to the discharge of those obligations.

AUTHORITY FOR AND LEGAL STATUS OF RED CROSS DISASTER SERVICES

The authority under which the American Red Cross undertakes activities for the relief of persons suffering from disaster is stated in the following charter provision enacted by the U.S. Congress, Act of January 5, 1905, as amended, 36 U.S.C.: ". . . to continue and carry on a system of national and international relief in time of peace and apply the same in mitigating the sufferings caused by pestilence, famine, fire, floods, and other great national calamities, and to devise and carry on measures for preventing the same."

The statement below, quoted from an opinion dated August 15, 1918, of the Honorable John W. Davis when he was a solicitor general of the United States, describes in broad terms the duty and obligation of the American Red Cross to carry out the requirements of its congressional charter.

"When any question arises as to the scope and activities of the American Red Cross, it must always be remembered that its Charter is not only a grant of power but an imposition of duties. The American Red Cross is a quasi-governmental organization, operating under Congressional charter, officered in part, at least, by governmental appointment, disbursing its funds under the security of a governmental audit, and designated by Presidential order for the fulfillment of certain treaty obligations into which the government has entered. It owes, therefore, to the government which it serves the distinct duty of discharging all those functions for which it was created.

"Not only is it constrained by those considerations growing out of its organic character, but there is also a moral obligation resting upon it to its membership and to the American people who have so freely and generously contributed to its support."

STATUS OF THE RED CROSS UNDER THE DISASTER RELIEF ACT OF 1974

The role of the Red Cross Disaster Program under federal law has been restated in federal disaster legislation through the years, most recently in the Disaster Relief Act of 1974 (Public Law 93-288), which says: ". . . nothing contained in this Act shall limit or in any way affect the responsibilities of the American National Red Cross under the Act of January 5, 1905 . . . ."

The act and subsequent executive orders delegate the responsibility for coordinating federal response to emergencies and major disasters, as declared by the President of the United States, to the Federal Emergency Management Agency (FEMA). FEMA, in turn, has reaffirmed the role of the American Red Cross in its published regulations and in a statement of understanding signed on January 22, 1982. This statement of understanding supersedes earlier agreements with the Federal Disaster Assistance Administration and

the Defense Civil Preparedness Agency, both of which became a part of FEMA.

THE RED CROSS MANDATE IN DISASTER

As the foregoing background indicates, the Red Cross has in the field of disaster relief both a legal and a moral mandate that it has neither the authority nor the right to surrender. Although the government role in assisting disaster victims has expanded, major responsibilities for disaster relief have been placed on the Red Cross by the federal government. These responsibilities cannot be abdicated by the Red Cross. The Red Cross may establish the policies and scope of its program and the methods for carrying out the program within the framework established by the congressional charter, and in keeping with the intent of newer federal laws designed to insure prompt response to the needs of all disaster victims, but it must comply with the charge to mitigate the sufferings caused by disaster.

The legal grant of power and the imposition of duties on the Red Cross are clear. Prompt action by the Red Cross is universally expected by the public. Its jurisdictional lines with respect to coordinated efforts with other federal agencies and instrumentalities has been assured by federal statute and a variety of memoranda of understanding with federal agencies. It must be reemphasized that existing federal legislation applies only to those emergencies and major disasters that have been declared by the President. Under its congressional charter, the Red Cross continues to be responsible within the limits of its resources for meeting human needs created by all disasters, regardless of whether or not there are such declarations.

It must always be kept in mind, however, that the Red Cross seeks and welcomes cooperation from other organizations in carrying out its responsibilities and seeks to serve as a channel for the generosity of the American people. On a national level, and in many communities, the Red Cross acts to coordinate the disaster relief efforts of a variety of voluntary agencies.

The federal grant of authority and the imposition of duties on the Red Cross for disaster relief activities have never been construed as such an exclusive grant as would invade, encroach upon, or substitute for the authority of federal, state, municipal, or other local governments to provide assistance for their people in time of disaster. However, the authority vested in the Red Cross makes unnecessary the issuance of special permission or license by state or local government for the Red Cross to activate and carry out its relief program; nor can any state, territorial, or local government deny the right of the Red Cross to render its services in accordance with the congressional mandate and its own policies and under its own administration.

Clarification of the respective roles of the Red Cross and state and local governments has long been recognized as essential to the conduct of disaster relief operations. Such clarification is achieved by means of state and local laws and ordinances, executive proclamations, and formal and informal understandings negotiated between the state and local governments and appropriate Red Cross chapters.

SUBJECT: Disaster Program

The American Red Cross Disaster Program, as outlined by the Board of Governors and further defined by the organization's operational procedures, is as described below.

DEFINITION OF DISASTER

A disaster is an occurrence such as hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, earthquake, drought, blizzard, pestilence, famine, fire, explosion, volcanic eruption, building collapse, transportation wreck, or other situation that causes human suffering or creates human needs that the victims cannot alleviate without assistance.

DISASTER PREPAREDNESS

Chapters of the American Red Cross are prepared at all times to provide emergency assistance to victims of disaster and to emergency workers. Such preparedness requires the recruitment, training, and utilization of appropriate numbers of volunteers; adequate budgeting; and the preplacement of adequate mobile equipment, facilities for emergency communications, and supplies to assure effective and immediate response no matter what the magnitude the disaster. It also requires continual planning for the coordination and utilization of all resources, public and private, to meet in the shortest possible time the human needs created by disaster.

Chapters, as part of their preparedness measures, will work with all responsible bodies in the promotion of disaster insurance. Chapters should also work with local political subdivisions in furthering effective land use and management, particularly in floodplain or other high-hazard areas, and in support of adequate building codes.

DISASTER RELIEF

The Red Cross Disaster Program, as defined by the organization's operational procedures, mitigates suffering by meeting the urgent needs of victims and emergency workers immediately after a disaster has struck or in advance of a potential disaster. This Red Cross help includes food, clothing, shelter, first aid, and other basic elements for comfort and survival. Such help may be provided to large numbers of people in Red Cross operated shelters,at either fixed or mobile Red Cross feeding stations, or at Red Cross emergency first aid stations, or it may be provided as individualized assistance to families who are able to live temporarily elsewhere. Such help to individual families may include not only the types of assistance listed above but also other urgently needed items that will help them to resume normal living patterns as quickly as possible. Families in Red Cross shelters are assisted in moving back to their homes, or to alternate homes if their own are unhabitable, as quickly as possible.

Arrangements are made for those victims who need additional medical care to receive that care at the nearest available medical facility. When necessary, Red Cross augments local medical personnel and equipment and provides needed blood and blood products.

The Red Cross handles welfare inquiries from concerned families outside the disaster area.

The Red Cross also helps disaster victims needing long-term recovery assistance by advising and counseling them on the availability of resources so that they can resume living in keeping with acceptable of health, safety, and human dignity. Such resources include those of their own family as well as of federal, state, and local agencies--public and private--with disaster loan or grant programs or with sustaining programs that would benefit the victims. Also, if there are no other resources available, the Red Cross may provide direct additional assistance to enable the victims to re-establish themselves.

Red Cross disaster responsibilities, as defined above, are nationwide. Therefore, when chapters in the affected areas are unable to meet the needs of disaster victims, the resources of the total organization made available.

All disaster assistance from the Red Cross is based on verified disaster-caused need, and is an outright grant.

*Supersedes ARC 234, Chapter 1, Section B-103 and B-104, and ARC 2242-2

COOPERATION AND COORDINATION WITH PUBLIC AUTHORITIES

The Red Cross cooperates with all Federal, State, and local agencies that have any responsibility for rendering disaster relief assistance to disaster victims. The Red Cross is willing to accept commissions from Federal, State, and local governments and to coordinate its relief effort with designated agencies. This may include acting as an agent for governmental units under mutually agreed upon conditions.

INTERNATIONAL DISASTERS

The American Red Cross assists disaster victims in other countries through the International Committee of the Red Cross, the League of Red Cross Societies, and the Red Cross society of the affected country, or through governmental agencies.

American Cross assistance may include provision of experienced disaster staff for training and operational purposes, recruitment of professional personnel such as doctors and nurses, direct donations from the American Red Cross, obtainment of donated or purchased supplies and medicines as required, and coordination on a national scale where a number of voluntary domestic organizations are seeking funds, or other forms of relief within the United states for foreign-disaster victims.

NATIONAL VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (NVOAD)

The purpose of NVOAD is to bring together the national voluntary organizations active in disaster to foster more effective service, through mitigation and response, for the benefit of people affected by disaster, using the following mechanisms.

- **Cooperation**--to create a climate for cooperation at all levels (including grass roots) and to provide information.
- **Coordination**--to coordinate policy among member organizations and to serve as a liaison, advocate, and national voice.
- **Communication**--to disseminate information through the newsletter, the directory, research and demonstration, case studies, and critique.
- **Education**--to provide training and to increase awareness and preparedness in each organization.
- **Mitigation**--to support the efforts of Federal, State, and local agencies and governments and to support appropriate legislation.
- **Convening mechanisms**--to put on seminars, meetings, board meetings, regional conferences, training programs, and local conferences.
- **Outreach**--to encourage the formation of and give guidance to State and regional voluntary organizations active in disaster relief.

NVOAD strives to accomplish its purpose through nine steps.

- Holding annual membership meetings.
- Convening special national meetings.
- Sponsoring regional meetings.
- Encouraging formation of State voluntary organizations active in disaster.
- Publishing a newsletter to facilitate communications among organizations active in disaster.
- Representing disaster-related concerns to the government.
- Maintaining a liaison with the Federal Emergency Management Agency (FEMA).

- Encouraging training of voluntary groups and participation in disaster planning and training exercises.
- Fostering cooperation among member organizations at the time of disaster.

NVOAD membership includes the following organizations.

- Adventist Community Services
- American Red Cross
- American Radio Relay League, Inc.
- Ananda Marga Universal Relief Team
- Ananda Marga Universal Permanent Relief Society
- Christian Reformed World Relief Committee
- Church of the Brethren General Board
- Church World Service National Disaster Response
- The Episcopal Church
- Inter-Lutheran Disaster Response
- Mennonite Disaster Services
- National Catholic Disaster Relief Committee
- Presbyterian Church in America
- Presbyterian Church (U.S.A.) World Services
- REACT, International
- The Salvation Army
- Society of St. Vincent de Paul
- Southern Baptist Convention Home Mission Board
- United Methodist Committee on Relief

The *NVOAD National Directory* is a reference guide of its membership. For each member organization, the directory gives the following information:

- Principal headquarters address, telephone numbers, and contact person(s);
- Organization structure, including the number of units in the United States;
- Description of disaster services (primary functions, number and source of workers, equipment available, special skills or resources).

Copies of the directory may be ordered by writing to the following address:

National Voluntary Organizations Active in Disaster
Disaster Services
American Red Cross
17th & D Streets, N.W.
Washington, D.C. 20006