

DRAFT/DKYBAL/GH/8-11-77

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CLASSIFICATION _____

Mr. VICE PRESIDENT:

I WOULD LIKE TO GIVE YOU, WITHIN THE NEXT 15 MINUTES, AN OVERVIEW ON THE THREE SUBJECTS SHOWN ON THIS CHART -- AS REQUESTED BY YOUR OFFICE.

CHART 1

IF POSSIBLE, I WOULD LIKE TO DEFER QUESTIONS UNTIL THE END OF THE PRESENTATION AT WHICH TIME I WILL BE HAPPY TO ANSWER ANY THAT YOU MAY HAVE.

DURING THIS BRIEFING, I WILL TRY TO ANSWER THREE QUESTIONS:

FIRST -- WHAT ARE THESE PROGRAMS?

SECOND -- WHAT ARE THEIR PERCEIVED WEAKNESSES?

THIRD -- WHAT ACTIONS, IF ANY, ARE WE SEEKING FROM YOU OR FROM THE PRESIDENT?

CHART 2

CONTINUITY OF GOVERNMENT

LAW (_____) ASSURES CONTINUITY OF FEDERAL GOVERNMENT BY DESIGNATING FOURTEEN SUCCESSORS TO THE PRESIDENT.

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(THE SUCCESSION OF THE SECRETARY OF THE TREASURY HAS BEEN LEFT VACANT DUE TO HIS FOREIGN BIRTH.)

THE WHITE HOUSE MILITARY OFFICE HAS AN EMERGENCY PLAN TO ENSURE THE SURVIVAL OF THE PRESIDENT AND THE VICE PRESIDENT.

THE FEDERAL PREPAREDNESS AGENCY, ^{or FPA} BY AUTHORITY DELEGATED ON MARCH 2, 1977, FROM THE WHITE HOUSE, PLANS FOR THE SURVIVAL OF ALL THE SUCCESSORS BELOW THE VICE PRESIDENT.

IN THIS BRIEFING I WILL ADDRESS ONLY THE SUCCESSORS IN THE EXECUTIVE BRANCH OF THE U.S. GOVERNMENT.

DEPARTMENTS AND AGENCIES HAVE BEEN DISTRIBUTED INTO THREE CATEGORIES REFLECTING THE ESSENTIALITY OF THEIR FUNCTIONS WITH RESPECT TO CONTINUITY OF GOVERNMENT.

CATEGORY A: CONSISTS OF AGENCIES/DEPARTMENTS HAVING ESSENTIAL UNINTERRUPTIBLE FUNCTIONS THAT MUST BE PERFORMED BEFORE, DURING, AND IMMEDIATELY AFTER AN ATTACK.

CHART # 3

Indicated on this chart are

~~These~~ ARE THE DEPARTMENTS HEADED BY THE SUCCESSORS TO
THE PRESIDENT AS WELL AS SOME INDEPENDENT AGENCIES
AND ELEMENTS OF THE EXECUTIVE OFFICE OF THE PRESIDENT.

THESE DEPARTMENTS AND AGENCIES HAVE INSTITUTED PLANS
FOR ORDERLY SUCCESSION OF THEIR HEADS -- SOMETIMES **12** DEEP
REACHING DOWN TO REGIONAL LEVELS.

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CATEGORY B: CONSISTS OF AGENCIES WHICH MUST BE RECONSTITUTED
"AS SOON AS CONDITIONS PERMIT AFTER AN ATTACK."

CATEGORY C: CONSISTS OF ALL OTHER AGENCIES THAT ARE TO
DEFER RECONSTITUTION UNTIL DIRECTED BY APPROPRIATE
AUTHORITY.

SINCE CATEGORY A IS OF PRIMARY INTEREST TO US TODAY, LET ME
JUST POINT OUT THAT ~~THIS CATEGORY IS, IN TURN,~~ ^{the related Departments are} DIVIDED INTO FIVE
EXECUTIVE TEAMS -- THREE OF THEM AT THE FEDERAL LEVEL AND TWO AT
THE REGIONAL LEVEL.

THE PURPOSE OF THIS BREAKDOWN IS TO FURTHER ENSURE THE
SURVIVAL OF CATEGORY A FUNCTIONS. LET ME STRESS THAT ALL OF THE
ABOVE MEASURES HAVE A SINGLE PURPOSE -- TO PROVIDE THE PRESIDENT
WITH AN ADEQUATE RANGE OF OPTIONS FOR CRISIS MANAGEMENT.

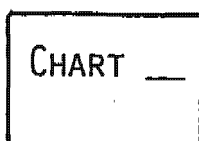
AS AN EXAMPLE, IN A SITUATION OF RAPIDLY ESCALATING INTER-
NATIONAL CRISIS, ^{During} WHICH ~~DICTATES THAT~~ THE PRESIDENT AND HIS
SUCCESSORS REMAIN IN WASHINGTON HE CAN, ^{Via} ~~BY MEANS OF~~ A BRAVO ALERT
ORDER AN INCONSPICUOUS DISPERSAL OF CATEGORY A TEAMS TO THEIR
ASSIGNED LOCATIONS AS SHOWN:

CHART 4

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SHORTLY AFTER
~~/XXXX~~ AN ENEMY MISSILE LAUNCH, THE PRESIDENT WOULD RECEIVE
 A "MISSILE ATTACK CONFERENCE" WARNING. UNDER THESE CIRCUMSTANCES
 HE COULD ELECT TO EXECUTE AN ALPHA ALERT -- MEANING THAT HE AND
 HIS SUCCESSORS WOULD EVACUATE.

IN THIS TIME CRITICAL SITUATION, THE SUCCESSORS WOULD BE
 EVACUATED BY HELICOPTER TO PLACES ~~CLOSE BY~~ ^{near} THE METROPOLITAN AREA,
 AS SHOWN...



ALL DISPERSAL LOCATIONS ARE FULLY EQUIPPED TO PROVIDE THE
 SUCCESSORS WITH ALL OF THE SUPPORT REQUIRED TO PERFORM THEIR ^{ESSENTIAL} WORKING
 FUNCTIONS WITH THE HELP OF THEIR TEAMS.

OBVIOUSLY, VARIATIONS ON THE ALPHA AND BRAVO ALERTS ARE
 POSSIBLE. IN SOME SITUATIONS IT MAY BE PRUDENT TO EVACUATE ONE
 OR MORE OF THE SUCCESSORS LEAVING THE REMAINDER IN WASHINGTON.

TOUCHING NOW BRIEFLY ON POTENTIAL PROBLEMS -- AS WE SEE
 THEM -- WITH RESPECT TO SUCCESSORS' EVACUATION, THE FOLLOWING NEED
 CITING:

FIRST - THERE IS AN INADEQUATE HELICOPTER FORCE WHICH HAS
 BEEN ALLOCATED TO SUCCESSOR EVACUATION. THIS MEANS
 THAT SEVERAL HELICOPTERS WILL HAVE TO PICK UP MORE THAN

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ONE SUCCESSOR AND THEIR IMMEDIATE STAFFS. THIS MAY DELAY TAKEOFF.

SECOND - THE CURRENT RESPONSE ^{time} MAY BE INADEQUATE FOR THE HELICOPTER TO FLY BEYOND THE LETHAL RADIUS OF A NUCLEAR DETONATION.

ON THIS POINT, LAST JUNE 15TH WE INITIATED OUR FIRST ALPHA TEST BY EVACUATING A SURROGATE ATTORNEY GENERAL. IT TOOK EIGHT MINUTES FROM THE OFFICE TO BEING AIRBORNE. WHILE THIS IS ENCOURAGING, IN MY OPINION THE HELICOPTER WOULD NOT HAVE SURVIVED A NUCLEAR DETONATION. A THOROUGH EXAMINATION OF THIS PROBLEM IS UNDERWAY BY FPA.

THIRD - ONE MUST REMEMBER THAT THESE PLANS WERE ORIGINALLY BASED UPON AN ICBM ATTACK.

MY CONCERN ABOUT OUR ABILITY TO EVACUATE BECOMES EVER MORE ACCUTE IF WASHINGTON WERE TO BE ATTACKED BY SLBM'S -- DUE TO ^{their} ~~THE~~ MUCH SHORTER FLIGHT TIME.

THERE MAY BE SOLUTIONS TO THIS PROBLEM, E.G., EVACUATION UNDER SOSUS WARNING. THIS, HOWEVER, MAY HAVE ITS DRAWBACKS -- ~~NOT BE DESIRABLE~~ FROM A POLITICAL POINT OF VIEW.
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FOURTH - ^{PROBLEM} ANOTHER/~~CONCERN~~ DEALS WITH THE VULNERABILITY OF THE HELICOPTERS TO A TERRORIST ATTACK, PARTICULARLY IF TERRORISTS ARE EQUIPPED WITH SHOULDER/^{HELD} SURFACE-TO AIR MISSILES.

FIFTH - THE RESULTING VULNERABILITIES OF OUR LIMITED DISPERSAL SITES AND DEDICATED COMMUNICATION SYSTEMS (18 + FPA SPECIAL SITE + 4 COMMUNICATION SWITCHING CENTERS) EITHER TO A DIRECT MISSILE OR TERRORIST ATTACK. THIS SUBJECT IS CURRENTLY UNDER INTENSIVE REVIEW BY FPA.

THE PROBLEMS I MENTIONED ARE SERIOUS. WHILE WE AT FPA ARE ADDRESSING THEM, LET US RECOGNIZE THAT OUR CAPABILITIES ARE LIMITED. THEREFORE, I RECOMMEND THAT THIS AREA BE GIVEN ^{HIGH-LEVEL} WHITE HOUSE ATTENTION. BECAUSE OF THE COMPLEX, INTERDEPARTMENTAL INTERACTION REQUIRED, I SUGGEST THAT CONSIDERATION BE GIVEN TO A PRM ACTIVITY.

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CHART #6

MY SECOND TOPIC IS SUCCESSORS EMERGENCY INSTRUCTIONS --
CIVIL EMERGENCY PREPAREDNESS OF SUPPORTING DEPARTMENTS.

WITH RESPECT TO EMERGENCY BRIEFING TO THE SUCCESSOR --
OUR ACTIVITIES ARE TWO FOLD:

ONE, TO BRIEF EACH SUCCESSOR ON THEIR RESPONSIBILITIES
AND TASKS. THIS WE HAVE DONE FOR ALL WITH EXCEPTION OF THREE OF
THEM, WHO WERE BRIEFED BY THEIR STAFFS.

TWO, ALL SUCCESSORS HAVE BEEN RECIPIENTS OF AN EMERGENCY
FOLDER FOR EVACUATION. THIS FOLDER, AND HERE IS A SAMPLE ONE:

CHART 7

IT CONTAINS EVACUATION INSTRUCTIONS, A PHOTO AND A MAP
OF THE HELICOPTER PICKUP POINT, AND A ROAD MAP TO THE DESTINATION
SHOULD SURFACE TRANSPORTATION PROVE TO BE NECESSARY.

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AS ALREADY MENTIONED -- CONTINUITY OF GOVERNMENT MEANS NOT ONLY THE EFFECTIVE EVACUATION OF THE PRESIDENT AND HIS SUCCESSORS BUT ALSO THE SUPPORT THEY WILL RECEIVE FROM CATEGORY A AGENCIES/ DEPARTMENTS.

TO ENSURE THE EFFECTIVENESS OF THESE SUPPORT FUNCTIONS, FPA ISSUES GUIDANCE, COORDINATES, AND EVALUATES ANNUALLY THE PROFICIENCY OF THE RELATED AGENCIES/DEPARTMENTS WITH RESPECT TO THEIR CIVIL EMERGENCY PREPAREDNESS.

LET ME STATE EMPHATICALLY THAT /THE OVERALL SUCCESS OF CIVIL EMERGENCY PREPAREDNESS IS DEPENDENT UPON THE SUPPORT THAT THE AGENCY/DEPARTMENT HEADS GIVE TO THIS PROGRAM AND THE ATTENTION AND RESOURCES THAT EACH AGENCY GIVES TO THIS PROBLEM AREA.

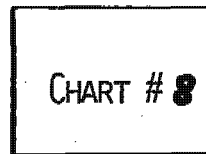
HOW GOOD ARE THE AGENCY PLANS?

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FPA'S EVALUATION OF THE CEP PLANS ISSUED BY THE AGENCIES/

DEPARTMENTS RESPONSIBLE FOR CONTINUITY OF GOVERNMENT IS INDICATED IN THIS

CHART:



FROM THE ABOVE, YOU CAN SEE THAT IN A SITUATION OF DIRE CRISIS, THE
AGENCIES MAY, WITH A FEW EXCEPTIONS, FALTER BECAUSE OF INADEQUATE CIVIL
EMERGENCY PLANS.

, THEREFORE,
THIS IS A MAJOR PROBLEM. THE FOLLOWING ACTIONS ARE/SUGGESTED TO YOU TO
~~SOME~~ FOR CONSIDERATION, HOPEFULLY FOR ACTION:

ONE - THAT A MEMORANDUM BE SENT BY THE PRESIDENT TO HIS PRINCIPAL
SUCCESSORS REQUESTING THEIR GREATER ATTENTION TO THE CEP
PLANNING. (I HAVE A PROPOSED DRAFT ON THIS ~~ACTION~~ SUBJECT.)

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Two - THAT CONSIDERATION BE GIVEN TO THE REINSTITUTION
TO FPA OF DELEGATE AGENCY FUNDING. THIS WOULD
ENABLE FPA TO DISBURSE FUNDS TO AGENCIES FOR THEIR
CIVIL EMERGENCY PLANNING ACTIVITIES AND THUS ENSURE
PROPER EXECUTION AND COORDINATION OF THESE PLANS.

CHART # 9

MY THIRD SUBJECT IS THE PRESIDENTIAL EMERGENCY ACTION DOCUMENTS,
OR PEADS.

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THE PEADs I WILL TALK ABOUT DEAL EXCLUSIVELY WITH GENERAL NUCLEAR WAR. THEY FORM A PART OF THE PRESIDENT'S AND VICE PRESIDENT'S "EMERGENCY PORTFOLIOS."

SINCE THESE PEADs ARE TIME SENSITIVE, THEY ARE WITH YOU AT ALL TIMES.

THE LEGAL BASIS FOR EACH DOCUMENT IS CONTAINED IN EXISTING LEGISLATION AND IN THE PRESIDENT'S IMPLIED POWERS UNDER THE CONSTITUTION.

PEADs TAKE THE FORM OF PROCLAMATIONS TO THE PUBLIC, EXECUTIVE ORDERS TO THE AGENCIES, AND MESSAGES FOR THE CONGRESS WITH APPENDED LEGISLATION.

THEY ARE ACTIVATED UPON THE SIGNATURE OF THE PRESIDENT.

IN TOTO, THERE ARE 20 REGULAR PEADs IN THIS GENERAL WAR PORTFOLIO -- WHICH IS CALLED EMERGENCY PLAN D. THE PEADs ARE

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DIVIDED INTO THREE GROUPS, NAMELY:

ADMINISTRATIVE:

- * PROCLAMATION OF WAR;
- * INVOKING STATE-OF-WAR AND CIVIL DEFENSE PREPAREDNESS;
- * CONVENING OF CONGRESS AND ASKING IT TO DECLARE A STATE OF WAR.

THE SECOND GROUP OF PEADs DEALS WITH NATIONAL SECURITY,

SUCH AS:

- * CONTROL OF ENEMY ACTIONS, PROTECTION OF DIPLOMATIC PERSONNEL.
- * CONTROL OF VESSELS IN U.S. WATERS AND THE CANAL ZONE.
- * CONTROL OF WEATHER INFORMATION
- * USE OF MILITARY FORCES TO MAINTAIN LAW AND ORDER
- * SUSPENSION OF THE WRIT OF HABEAS CORPUS -- ONLY IF ABSOLUTELY NECESSARY AND EVEN THEN CIVIL LAW WOULD BE RETAINED, MARTIAL LAW WOULD NOT BE IMPOSED.

THE THIRD GROUP OF PEADs RELATE TO WARTIME MOBILIZATION,

SUCH AS:

- * ESTABLISHMENT WITHIN THE EXECUTIVE OFFICE OF THE PRESIDENT OF AN OFFICE OF DEFENSE RESOURCES -- THE KEY ORGANIZATION FOR RESOURCE MANAGEMENT IN A POSTATTACK ENVIRONMENT INCLUDING PRICE STABILIZATION.
- * ANOTHER ONE REMOVES ALL RESTRICTIONS ON AUTHORIZED STRENGTHS OF THE ARMED FORCES, DIRECTS REGISTRATION AND DEALS WITH ENLISTMENTS AND AUTHORIZES CALLUP OF RESERVE FORCES.
- * ESTABLISHMENT OF CENSORSHIP TO CONTROL INTERNATIONAL COMMUNICATIONS. INTERNAL COMMUNICATIONS ARE SUBJECT TO VOLUNTARY CENSORSHIP.

EACH OF THE PEADs I HAVE MENTIONED ^{WAS} ~~WERE~~ ISSUED ORIGINALLY IN 1957. THEY WERE REVIEWED MOST RECENTLY IN THE LATTER PART OF 1976 BY FEDERAL AGENCIES HAVING PRIMARY RESPONSIBILITY IN THIS AREA.

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MOST WERE MODIFIED TO REFLECT CHANGES IN LAWS OR IN GOVERNMENT ORGANIZATION. ONE -- RELATING TO CENSORSHIP -- WAS TEMPORARILY WITHDRAWN PENDING REVISION.

ON APRIL 22, 1977, THE REVISED PEADs WERE FORWARDED TO OMB FOR APPROVAL AFTER CLEARANCE WITH THE DEPARTMENT OF JUSTICE. ONCE OMB HAS CLEARED THEM, THEY WILL BE SENT TO THE ASSISTANT TO THE PRESIDENT FOR NSC FOR APPROVAL/RECOMMENDATION TO THE PRESIDENT.

I HAVE SOME CONCERN ABOUT THE OMB DELAY. UNLESS IT IS RELATED TO THE PRESIDENT'S REORGANIZATION PLANS OR OTHER POLICY CONSIDERATIONS, I RECOMMEND THAT THESE REVISED PEADs BE APPROVED SO THAT YOUR "EMERGENCY PORTFOLIOS" ARE ALL ~~XXXXXX~~ UP TO DATE.

A FINAL WORD ON PEADs. THEIR USEFULLNESS IS DIRECTLY RELATED TO OUR OVERALL NATIONAL DEFENSE POLICIES AND CAPABILITIES. SOME OF THEM, E.G., CALL UP OF RESERVES OR THE USE OF SELECTIVE

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SERVICE MAY, IN THE LIGHT OF OUR VOLUNTEER ARMY, BE UNREALISTIC.

THIS COMPLETES MY PRESENTATION, AND I WOULD BE HAPPY TO ANSWER ANY QUESTIONS YOU MAY HAVE.

FINALLY, I WOULD LIKE TO EXTEND OUR INVITATION FOR YOU TO VISIT THE FPA FACILITY -- TO SEE AND EVALUATE FOR YOURSELF OUR EMERGENCY CAPABILITIES. THIS WOULD DEMAND ABOUT FOUR HOURS OF YOUR TIME.

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