



FEDERAL PREPAREDNESS CIRCULAR

Federal Emergency Management Agency
Washington, D.C. 20472

FPC 1

October 27, 1983

TO: HEADS OF FEDERAL DEPARTMENTS AND AGENCIES

SUBJECT: Federal Preparedness Guidance Document System

1. Authorities.

a. Executive Order 11490, Assignment of Emergency Preparedness Functions to Federal Departments and Agencies, 3 Code of Federal Regulations (C.F.R.), 1966 - 1970, Comp. p. 820, as amended.

b. Executive Order 12127, Federal Emergency Management Agency, 3 C.F.R. 1979, Comp. p. 376.

c. Executive Order 12148, Federal Emergency Management, 3 C.F.R. 1979, Comp. p. 412.

d. National Security Decision Directive Number 47, Emergency Mobilization Preparedness, issued July 22, 1982.

2. Purpose. This Federal Preparedness Circular (FPC) establishes the methods by which the Federal Emergency Management Agency (FEMA) will disseminate emergency mobilization preparedness guidance to assist Federal departments and agencies in carrying out their assigned responsibilities.

3. Summary. Emergency mobilization preparedness guidance will be transmitted to Federal departments and agencies via four types of documents: Federal Preparedness Circulars; Federal Preparedness Guides; Federal Preparedness Technical Manuals; and Federal Preparedness Letters.

4. Applicability and Scope. Federal preparedness guidance documents will be used for dissemination of emergency mobilization preparedness guidance to Federal departments and agencies and, as appropriate to the given topic, State and local governments and other interested parties.

5. Supersession. This circular supersedes Federal Preparedness Circular 1, Federal Preparedness Circulars, issued April 14, 1980.

6. Background.

a. The Federal Emergency Management Agency was created as an independent agency by Reorganization Plan No. 3 of 1978, implemented by Executive Order 12127 of March 31, 1979, and Executive Order 12148 of July 20, 1979, as amended. The FEMA mission is to coordinate Federal programs and support State and local governments in the management of the full spectrum of domestic and national security emergencies.

b. Executive Order 11490, Assignment of Emergency Preparedness Functions to Federal Departments and Agencies, requires the heads of Federal departments and agencies to prepare national emergency plans and programs and to attain an appropriate state of readiness with regard to the functions assigned. It also requires the Director of FEMA to establish Federal policies for and coordinate all emergency preparedness activities and functions of the Federal Government and be responsible for the preparation of guidance and assistance to Federal departments and agencies in performing their assigned functions.

c. On July 22, 1982, National Security Decision Directive Number 47 (NSDD 47) was signed by the President. The directive states that the Federal Government has an obligation to have an emergency mobilization preparedness capability that will ensure that government at all levels, in partnership with the private sector and the American people, can respond decisively and effectively to any major national emergency.

d. The policies and principles contained in NSDD 47 and other authorities serve as the foundation for Federal preparedness policy guidance. Mobilization as used in this series is defined broadly to mean the process of marshalling appropriate resources, both civil and military, to manage emergencies.

7. Objectives.

a. Over the years, guidance on emergency mobilization preparedness has been created at different times, by different agencies, and in different forms. Such guidance has not been comprehensive in scope and has not fully reflected the respective roles and responsibilities of all levels of government and the private sector. This new series is intended to correct these deficiencies by creating a more comprehensive system of documents which will subsume the myriad existing guidance documents with a logical, easy to use numbering system.

b. The new series is designed to assist Federal departments and agencies in carrying out their assigned responsibilities to develop emergency preparedness policies and plans; support State and local jurisdictions to enable them to more effectively fulfill their responsibilities; and help the general public to understand emergency mobilization preparedness.

c. Many of the responsibilities for emergency management are shared among Federal, State, and local governments. Policies at one level affect those at other levels. For maximum effectiveness, the plans and policies at the various levels of government must be coordinated and responsibilities defined. Thus, although the FPC's define policies related to Federal preparedness, these policies must be viewed as part of the total emergency management continuum.

8. Description and Characteristics of Federal Preparedness Policy Guidance.

a. Federal Preparedness Circulars.

(1) Federal Preparedness Circulars (FPC's) provide broad policy guidance for emergency mobilization preparedness to Federal departments and agencies.

(2) Characteristics.

(a) FPC's will promulgate policies and procedures of a permanent nature. They will not include detailed operating instructions, temporary guidance, or information.

(b) FPC's will focus on the Federal role in developing capabilities to respond effectively to the full spectrum of domestic and national security emergencies and its relationship to State and local jurisdictions and the private sector.

(c) As appropriate, individual FPC's may be published in the Federal Register.

(d) As appropriate, FPC's will apply to one or more mobilization categories and time phases.

(e) FPC's will be developed in coordination with the affected Federal departments and agencies.

(f) FPC's will be reviewed at least annually and updated as appropriate. When a new statute, Executive order, or Presidential directive dealing with emergency mobilization preparedness is published, affected existing FPC's will be reviewed and updated.

(g) As appropriate, FPC's should include the following:

(1) The purpose of the FPC.

(2) Summary of FPC.

(3) A statement of applicability and scope.

(4) Supersession of earlier publications.

(5) Authorities.

(6) Any necessary background information.

(7) A statement of the policy or procedures being promulgated.

(8) A statement of responsibilities assigned by the FPC and any reporting or other requirements. Regional, State, and local implications and/or applications should be addressed.

(9) A statement of criteria by which Federal departments and agencies will be evaluated for consistency with the policies and procedures established in the FPC.

(10) Distribution of the FPC.

b. Federal Preparedness Guides.

(1) Federal Preparedness Guides (FPG's) provide instructions, information, and procedures to supplement the broad policy guidance in the FPC's.

(2) Characteristics.

(a) FPG's will contain operating instructions, information, and procedures necessary to implement policies described in the FPC's.

(b) The format of FPG's will vary according to the specific requirement--manuals, handbooks, etc.

(c) FPG's will be reviewed annually and updated as appropriate. Any changes in a corresponding FPC should be reflected as soon as possible in the FPG.

c. Federal Preparedness Technical Manuals.

(1) Federal Preparedness Technical Manuals (FPTM's) include technical manuals and detailed technical instructions.

(2) Characteristics.

(a) FPTM's include highly technical manuals or detailed technical instructions to supplement the broad policy guidance contained in the FPC's and FPG's.

(b) The format of FPTM's will vary according to the specific requirements of the subject being presented.

(c) FPTM's will be reviewed annually and updated as appropriate. Any changes in the corresponding FPC and any applicable FPG should be reflected as soon as possible in the FPTM.

d. Federal Preparedness Letters.

(1) Federal Preparedness Letters (FPL's) provide policy and procedural guidance of a temporary or interim nature. They will be used to amend or update FPC's, FPG's, and FPTM's when a change in the FPC is being processed.

(2) Characteristics.

(a) FPL's will be issued in the same format as FPC's to convey policy guidance and information of a current but perishable nature.

(b) FPL's should include a termination date, and any permanent guidance should be incorporated in a revised FPC.

(c) When used to transmit an interim amendment to a corresponding FPC, the FPL will include a prominent reference to indicate that it includes such an interim amendment and that the corresponding FPC should be cross-referenced to the FPL.

9. Numbering System for Federal Preparedness Guidance Documents.

a. Federal preparedness guidance documents will be organized as follows:

<u>FPC Numbers</u>	<u>Mobilization Category</u>
1 - 9	General
10 - 19	Military
20 - 29	Industrial
30 - 39	Economic
40 - 49	Infrastructure
50 - 59	Human Resources
60 - 69	Government
70 - 79	Civil Preparedness

b. FPG's, FPTM's, and FPL's will follow a consistent numbering system, with each identified as relating to a specific FPC. For example, FPC 2 may be supplemented by the following guidance documents:

FPG 2.100	FPTM 2.200	FPL 2.300
FPG 2.101	FPTM 2.201	FPL 2.301
FPG 2.102	FPTM 2.202	FPL 2.302

As noted above, the ".100" series is FPG's, the ".200" series is FPTM's, and the ".300" series is FPL's.

c. The index of Federal preparedness guidance documents will be updated periodically and issued as an FPL.

10. Responsibilities.

a. Federal Emergency Management Agency.

The Director, Federal Emergency Management Agency, is responsible for:

(1) Coordination of the development, publication, interagency review, distribution, and continuing maintenance of FPC's, FPG's, FPTM's, and FPL's;

(2) Review of guidance materials at least annually and updating them as appropriate;

(3) Assistance in developing, processing and maintaining a current index and historical files on Federal preparedness policy guidance.

b. Other Federal Departments and Agencies.

(1) Federal departments and agencies are to participate in the review process and provide comments on draft FPC's and other guidance documents; maintain appropriate Federal preparedness document files; and submit suggestions for improvement in the Federal preparedness guidance document system.


(2) Federal departments and agencies should develop comprehensive mobilization preparedness plans and programs to attain an appropriate state of readiness consistent with the policies and procedures contained in FPC's and related guidance documents. When applicable, these plans and programs will be developed in coordination with other Federal departments and agencies, as well as State and local jurisdictions. These plans also, whenever practicable, should be developed in partnership with the private sector.

(3) In developing the plans and programs, departments and agencies should manage their financial resources and use the normal budget process to assure the development of required capabilities. In order to utilize more effectively existing resources, lower priority programs should be deferred in favor of taking steps to acquire the necessary preparedness capability.

11. Relationship to State and Local Governments and the Private Sector. Federal preparedness guidance documents will also be used to assist State and local governments and the private sector in understanding Federal policies and the application of such policies at the State and local levels. Thus, the policies and procedures contained in the new series can assist in the development of comprehensive plans and programs to provide a more effective capability to manage the full spectrum of domestic and national security emergencies.

12. Distribution. Federal preparedness policy guidance materials will be signed by the Director, FEMA, and distributed to the heads of Federal departments and agencies. As appropriate to a given topic, guidance materials may also be distributed to State and local governments and private entities.


Louis O. Giuffrida
Director

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