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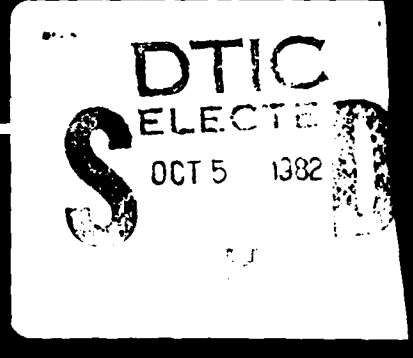
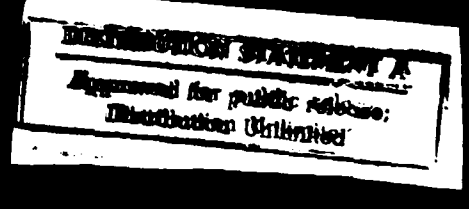
(Supercedes CPG 1-14 dated June 1977 which may not be used)

Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals

Federal Emergency Management Agency





CPG 1-14

PRINCIPLES OF WARNING

AND

CRITERIA GOVERNING ELIGIBILITY

OF

NATIONAL WARNING SYSTEMS (NAWAS) TERMINALS

FEDERAL EMERGENCY MANAGEMENT AGENCY
Washington, D.C. 20472

November 9, 1981 CPG 1-14

FOREWORD

The Civil Defense Warning System (CDWS) was developed to provide a means of warning Federal, military, and civilian authorities; State and local officials; and the civilian population of an impending enemy attack or actual or accidental missile launch upon the United States. This remains as its principal use today. The use of the CDWS is also authorized for emergencies related to peacetime nuclear incidents, railroad disasters, downed aircraft, and other civil emergencies. In recent years, the CDWS has been used extensively and found well suited for warning of natural disasters such as hurricanes, tornadoes, and floods. The Disaster Relief Act of 1974, Public Law 93-288, authorizes the President to utilize and make available Federal civil defense communications systems for the purpose of providing warning to governmental authorities and the civilian population in areas endangered by civil emergencies. This authority has been delegated to the Director, Federal Emergency Management Agency (FEMA). Threats imposed by disasters make it imperative that all communities have an effective method of warning the public. FEMA warning and communications systems are particularly suited for disseminating warnings to State and local governments. Local governments are responsible for further fan-out of warnings to other communities and the general public.

This guide applies to Federal, State, and local government entities that form the nationwide Civil Defense Warning System. Refer to CPG 1-3, "Federal Assistance Handbook," and changes thereto and CPG 1-16, "National Warning System (NAWAS) Operations Manual," for detailed procedures related to but not discussed in this guide.

This guide supersedes Civil Preparedness Guide (CPG) 1-14, "Civil Preparedness Principles of Warning," dated June 30, 1977.

Louis O. Giuffrida
Director

TABLE OF CONTENTS

I. PURPOSE.

The purpose of this guide is to provide civil defense and emergency management personnel with information concerning the basic principles of warning. The guide 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 National Warning System (NAWAS) terminals.

II. TYPES OF CIVIL EMERGENCY WARNINGS.

A. Attack Warning. A civil defense warning that an impending attack, an actual attack, or an accidental missile launch against the United States has been detected.

B. Fallout Warning. A warning of radiation hazards resulting from nuclear detonations or mishaps.

C. Natural Disaster Warning. A warning of a disaster or emergency; i.e., hurricane, tornado, storm, flood, high water, wind driven water, tidal wave, tsunami, earthquake, volcano eruption, landslide, mudslide, drought, snowstorm, fire, explosion, aircraft crash, or other potential or actual hazard to the public's health, safety, and property.

III. SOURCES OF WARNING.

A. Enemy Attack. Warning of enemy attack upon the United States (ATTACK WARNING) is declared and disseminated by the FEMA National Warning Center over the FEMA National Warning System (NAWAS). Warnings are based on tactical and strategic intelligence data gathered and evaluated by the North American Air Defense Command (NORAD), under its responsibility for the aerospace defense of North America.

B. Accidental Missile Launch. A U.S.-U.S.S.R. agreement exists for the purpose of reducing the risk of nuclear war because of an accidental, unauthorized, or any other unexplained incident involving a possible detonation of a nuclear weapon. In the highly unlikely event of such an incident (e.g., accidental missile launch) which would threaten the U.S. with a possible nuclear detonation, the ATTACK WARNING would be disseminated over NAWAS to provide a basis for actions to minimize casualties should a detonation result.

C. Radioactive Fallout. The capability to rapidly detect, measure, plot, and report radioactive fallout levels has been established at all levels of government. Information on nuclear detonations is disseminated to all levels of government to enable authorities responsible for civil defense actions to forecast radioactive fallout arrival times and, after fallout

arrival, to assist in the detection, evaluation, and dissemination of information on the radiation hazard. States disseminate fallout information to political subdivisions. Local governments disseminate fallout warnings and instructions to the public based on locally observed data or information received from the State. FEMA provides fallout information to the U.S. Coast Guard Districts over the National Warning System (NAWAS) for further dissemination to vessels at sea in U.S. territorial waters.

D. Natural Disasters.

Warnings of civil emergencies that may pose a threat to the public's health, safety, and property originate from numerous sources. For example, the National Weather Service (NWS) under the National Oceanic and Atmospheric Administration (NOAA) provides short and long range weather forecasts. Also, NWS may originate severe weather warnings and watches from any of approximately 300 offices throughout the United States. The majority of these have direct access to the National Warning System (NAWAS). Additionally, NWS provides: a National Severe Storms Forecast Center in Kansas City, Missouri; Tsunami Warning Centers in Honolulu, Hawaii and Palmer, Alaska; Hurricane Centers for the Atlantic and Pacific; and the Office of Hydrology which monitors flood probabilities.

The National Earthquake Information Center, U.S. Geological Survey, Department of the Interior, provides earthquake information.

All of these organizations provide information to FEMA and the populace.

IV. CIVIL DEFENSE WARNING SYSTEM.

To meet their warning responsibilities, Federal, State, and local governments cooperate in maintaining and operating the nationwide Civil Defense Warning System (CDWS). This system is a three-part system--Federal, State, and local.

A. National Warning System. The Federal portion of the CDWS serves the United States and is called NAWAS. NAWAS is a FEMA dedicated nationwide party line telephone warning system operated on a 24-hour basis. It has two National Warning Centers manned continuously by Attack Warning Officers. Its special-purpose telephone circuits connect the National Warning Centers to the Federal Emergency Management Agency (FEMA) Headquarters and 10 Regional Offices; 400 other Federal agency and military installations; the 50 States, and more than 1,600 city and county warning points.

1. National Warning Centers. The National Warning Center is located in the Combat Operations Center at NORAD Headquarters at Colorado Springs, Colorado, where information concerning impending attack is immediately available. Additionally, there is the Alternate National Warning

Center at Olney, Maryland, which can assume the functions of the National Warning Center when necessary. Under standard operating procedures the ATTACK WARNING would be disseminated simultaneously by the National Warning Center to all Warning Points on NAWAS or, when required, by the Alternate National Warning Center. Both Warning Centers are manned 24-hours per day.

2. Regional Warning Centers. Each of the 10 FEMA Regional Warning Centers is equipped and manned during emergencies and each may control that portion of NAWAS in its area of responsibility. At other times, one of the National Warning Centers monitors and controls the Region's portion of the NAWAS. If a Regional Warning Center fails to function, backup circuitry is provided whereby an adjacent Regional Warning Center may exercise control for both Regions. The Regional Warning Centers are manned during normal duty hours. However, during periods of emergency, full-time manning is provided.

3. NAWAS Primary Warning Points. Since the NAWAS is a 24-hour-a-day operation, NAWAS Primary Warning Points must be staffed continuously. For this reason, State and local law enforcement facilities and local fire stations are generally selected as Primary Warning Points. Also, personnel at these locations are trained and accustomed to handling emergency situations. All associated costs for installation at the NAWAS Primary Warning Points are Federally funded by FEMA. These Warning Points are responsible for further dissemination of warning.

4. NAWAS State Warning Points. In every State one NAWAS Warning Point is designated for control of NAWAS within that State. The State Warning Points also relay emergency information to the FEMA Regions concerned or to one of the National Warning Centers, if appropriate. Each State also has an Alternate State Warning Point and most of these are located in a fallout protected location. These Alternate Warning Points can perform all the functions of the State Warning Points when needed. State Warning Points and Alternate State Warning Points are Federally funded. State Warning Points are manned 24-hours per day.

5. NAWAS Extensions. Extensions from NAWAS Warning Points are available to the State and local civil defense authorities under the Federal Contributions Program, subject to certain criteria. These extensions provide direct warning to locations that cannot qualify as Federally funded in the local warning system. Criteria governing NAWAS service for warning points and extensions are described in Section XI.

6. NAWAS Duplicate Warning Points. These are used when Primary Warning Points are not habitable due to nuclear attack effects or other emergency conditions. They must be in a hardened site or Emergency Operating Center (EOC) both of which must have 100 Protection Factor (PF). They may or may not be manned during normal duty hours but are intended for 24-hour operation during emergencies. This NAWAS service is Federally funded.

B. Other Federal Warning Systems.

1. Guam and Samoa. Warning for Guam and American Samoa is provided by the Commander-in-Chief, Pacific (CINCPAC) by radio from Hawaii. CINCPAC is connected to the State of Hawaii NAWAS circuit.

2. Puerto Rico and the Virgin Islands. The Commander, Antilles Defense Command, provides warning to three warning points in Puerto Rico and one in the Virgin Islands.

3. Washington Area Warning System. The Washington Area Warning System (WAWAS) includes over 400 outdoor sirens (being expanded to 500); indoor bell and lights terminals in office buildings; and a special party line telephone circuit to about 60 Federal, State, and local government control points, such as fire and police, with radio backup to most of these locations. WAWAS is controlled by the Alternate National Warning Center at Olney, Maryland. Backup control is performed by FEMA Region III from its Regional Warning Room.

C. State Civil Defense Warning Systems. Warnings received by the States over NAWAS are relayed via the State portions of the CDWS to political subdivisions not served directly by NAWAS. Systems used for relaying warning differ from State to State. States use their Public Safety System such as police, highway, and similar departmental networks and also telephone and teletypewriter networks. County sheriff radios are generally linked to these systems, and warning is disseminated throughout the sheriff's area of responsibility.

D. Local Civil Defense Warning Systems. The local government portions of the CDWS include those facilities used to alert institutions, local government agencies or services, schools, etc., as well as the general public. To be effective, local Warning Points must be staffed 24-hours daily so that warnings can be received and disseminated to the public. The source of warning and the locations of Warning Points are determined by the State or local government as appropriate. Police and fire stations, and sheriffs' offices are most suitable for warning points because they are staffed around the clock.

1. Outdoor Warning. Sirens, horns, whistles, and public address systems are used most generally for outdoor warnings. Sirens are considered the most cost-effective method for outdoor warning. The siren activation point and the control of the other means for local dissemination of warning should be collocated with the local Warning Point. If this is not possible, the location should be linked together by full-time, dedicated communications so that when the initial warning is received in the community it can be further disseminated immediately.

2. Indoor Warning. Indoor warning devices are necessary for well-balanced warning systems. Outdoor warning devices, mentioned in paragraph IV.D.1, may not be very effective for warning people in air-conditioned buildings and houses, nor is it economical to use such devices in areas of low-density population. Various forms of communications systems have become available and are being used for indoor warning. These include: (a) commercial radio and TV broadcast, through mutual agreements with local authorities; (b) Cable TV, with rapid input capability from local warning points and local government authorities; (c) group alerting and bell and lights terminals operated by telephone companies; (d) tone activated radio receivers, used extensively by local government authorities for alerting key personnel; and (e) public address systems, fire bells and gongs, and background music systems.

V. CIVIL DEFENSE WARNING SIGNALS.

Warning signals for outdoor warning devices have been established by FEMA for alerting the public and indicating the survival action people should take in an emergency. These are the ATTACK WARNING and the ATTENTION or ALERT WARNING signals.

A. ATTACK WARNING. This is a 3- to 5-minute wavering tone on sirens, or series of short blasts on horns or other devices. The ATTACK WARNING signal shall mean that an actual attack or accidental missile launch against the country has been detected and that protective action should be taken immediately. The ATTACK WARNING shall be repeated as often as warning is disseminated over the National Warning System or as deemed necessary by local government authorities to obtain the required response by the population, including taking protective action related to the arrival of fallout. The meaning of the signal "protective action should be taken immediately" is appropriate for the initial attack warning and any subsequent attacks. THIS SIGNAL WILL BE USED FOR NO OTHER PURPOSE AND WILL HAVE NO OTHER MEANING.

B. ATTENTION OR ALERT WARNING. This is a 3- to 5-minute steady signal from sirens, horns, or other devices. This signal may be used as authorized by local government officials to alert the public of peacetime emergencies. In addition to any other meaning or requirement for action as determined by local government officials, the ATTENTION or ALERT signal shall indicate to all persons in the United States, "Turn on Radio or TV. Listen for essential emergency information."

VI. EMERGENCY BROADCAST SYSTEM.

The National level Emergency Broadcast Sytems (EBS) provides the President a readily available, reliable, and low-cost means of emergency communications with the American people. It affords a capability in grave emergencies when National communications resources may have been damaged and the survival of the Nation is threatened. This capability backs up the normal

White House means of arranging a nationwide broadcast through commercial networks. Presidential broadcasts over EBS would be made to reassure and give direction to the public regarding survival and recovery of the Nation. The EBS uses commercial radio and television broadcast services which are provided on a voluntary, organized basis. The National level EBS is activated upon order of the President. Depending upon the circumstances, either the Air Defense Command at Cheyenne Mountain, Colorado, or the Federal Emergency Management Agency at a classified Washington area location, effects the actual activation of EBS and informs the National Warning Centers. To inform State and local governments of the EBS activation, the National Warning Centers make the following announcement over NAWAS nationwide: "ATTENTION ALL STATIONS. THE EMERGENCY BROADCAST SYSTEM HAS BEEN ACTIVATED. REPEAT. THE EMERGENCY BROADCAST SYSTEM HAS BEEN ACTIVATED." Upon receipt of this announcement, local authorities should prepare to activate alerting devices that would cause the public to turn on the radio and/or TV to receive a Presidential message.

State and operational (local) area EBS capabilities may be used to broadcast information on disasters or emergencies. Such use is encouraged, especially for announcing weather warnings and other natural disaster information. These capabilities may be used also at State and local government option to disseminate the ATTACK WARNING or other emergency information to the public.

VII. LOCAL WARNING SYSTEM TESTS.

Local warning systems should be tested on a periodic basis to include the fan-out of warning and the alerting of key officials and agencies. It is especially important that local warning devices are tested to be certain that they are operating properly and to help the public learn to recognize civil defense warning signals.

A. Frequency of Tests. Random and frequent testing of warning devices minimizes the value of tests to the public. For this reason, FEMA recommends regularly scheduled tests within local political subdivisions accompanied by advance publicity to inform the public of the tests. Some communities test their system weekly; others test them monthly. FEMA recommends testing once a month as a minimum requirement; however, voice sound equipment may be tested at any time as the voice message can identify that a test is being conducted.

B. Test Procedures. In the monthly test, the steady sound of the ATTENTION or ALERT WARNING signals should be sounded for one minute. This should be followed by one minute of silence before the rising and falling warning signal or short blasts of the ATTACK WARNING signal are sounded for one minute. During civil preparedness exercises, each warning signal should never be sounded for more than one minute. This will establish a test and exercise pattern different from that used in an actual emergency, when the ATTENTION (ALERT) or the ATTACK WARNING signal will be sounded for 3 to 5

minutes, with either signal possibly repeated. An exception to these procedures would be when weather or other conditions make it necessary to test warning devices more than once a month. The "growl" (very short period of activation) method should be used for the extra tests; or the device should be allowed to turn over very briefly, so that sound is not produced to any significant degree. (Note: The Washington Area Warning System (WAWAS) sirens are sounded for 90 seconds.)

VIII. EXERCISES.

Each part of the CDWS (Federal, State, and local) should be exercised to assure that components of the system are adequate and that operational procedures are understood and used properly. Exercises may be scheduled separately according to the needs of each part of the system or in combination, by mutual agreement of responsible authorities.

A. Exercise Terms. The following exercise terms are used for simulating actual conditions:

CHECKER BOARD ----- ATTACK WARNING

TERMINATION OF CHECKER BOARD ---- Termination of ATTACK WARNING

FADE OUT ---- End of Exercise

B. Transmission of Exercise Terms. When associated with a Joint Chiefs of Staff exercise, a North American Air Defense Command or other military exercise, or with a FEMA National exercise, the above terms are classified SECRET and are transmitted in code. They are never transmitted by FEMA over NAWAS or other systems to State or local government during these exercises. Detailed procedures for use of exercise terms and for dissemination of the Attack Warning are described in CPG 1-16, "National Warning System (NAWAS) Operations Manual."

IX. DISSEMINATION OF ATTACK WARNING.

In the event of an actual attack upon the United States, all warning systems mentioned in the preceding sections are used to disseminate the ATTACK WARNING. Additionally, National Weather Service Offices, which receive the ATTACK WARNING over NAWAS, further disseminate the warning over the NOAA FM Weather Radio System: the U.S. Coast Guard (USCG) disseminates by radio to ships at sea; and the Federal Aviation Administration (FAA) disseminates over its nationwide teletypewriter system. Basic steps for disseminating the ATTACK WARNING follow:

A. The National Warning Centers disseminate ATTACK WARNING over NAWAS to all Warning Points.

B. Warning points disseminate the information they receive over NAWAS to counties, cities, towns, and communities by means of State and local warning systems. The NWS, FAA, and USCG disseminate the information over their systems.

C. The National Warning Centers inform the Associated Press, United Press International, and major radio and television news agencies that an ATTACK WARNING has been disseminated. They disseminate the information over their networks to their affiliates.

D. Local authorities sound the ATTACK WARNING signal on public warning devices and disseminate the information to the public, to the news media, to institutions, to agencies, and to industry.

E. The Alternate National Warnin Center activates the WAWAS sirens and bell and lights terminals and disse ates the ATTACK WARNING over the WAWAS telephone system to the major pol cal subdivisions of the Washington Metropolitan Area.

X. TERMINATION OF ATTACK WARNING.

FEMA announces over NAWAS and WAWAS when the ATTACK WARNING has been terminated. The exact message then disseminated by the local community will be as directed by the local governments as emergence from shelter and other actions to be taken will depend upon local fallout conditions and other factors.

XI. CRITERIA GOVERNING ELIGIBILITY OF NAWAS TERMINALS.

A. State Government Installations. These include terminals in State Warning Points, Alternate State Warning Points, and Governors' homes or offices. Installation charges and recurring costs for State Warning Points and Governors' installations are 100% Federally funded. The following requirements must be met:

1. State Warning Point.

(a) Act as State primary point for receipt and dissemination of ATTACK WARNING, natural disaster warnings, and other emergency information as prescribed in a Warning Plan or Annex or similar documents.

(b) Act as net control point for the State portion of NAWAS, call roll, assure that each station acknowledges receipt of information intended for it, and conduct tests.

(c) Provide daily round-the-clock manning of State Warning Point facility where the NAWAS equipment is installed.

(d) Comply with operating procedures and participate in tests as prescribed by FEMA.

(e) Give immediate priority to receipt and dissemination of ATTACK WARNING information.

2. Alternate State Warning Point.

(a) Provide backup facilities and manning for the Primary State Warning Point during emergencies as prescribed in a Warning Plan or Annex or similar documents.

(b) Install equipment in either a hardened site or EOC, both of which must have 100 Protection Factor (PF).

(c) Comply with operating procedures and participate in tests as prescribed by FEMA.

(d) Provide reasonable security for equipment.

3. Governors' Installations.

(a) Install only on State NAWAS circuit.

(b) Provide reasonable security for equipment.

(c) If desired, may have on/off switch for speaker control.

B. Local Government Installations. These include Primary Warning Points, Duplicate Warning Points, and NAWAS Extensions. Installation charges and recurring costs for Primary Warning Points and Duplicate Warning Points are 100% Federally funded. To be eligible as a Primary Warning Point, the local government must have warning responsibility that covers one or more political subdivisions (e.g., county or parish) or a city of 25,000 or greater population. The Warning Point must be at least 25 miles from another Primary Warning Point. Exception may be considered for high risk and related host areas. For NAWAS service the following requirements must be met:

1. Primary Warning Point.

(a) Install equipment in a governmental facility with a civil defense responsibility for further dissemination of warning as prescribed in a Warning Plan or Annex or similar documents.

(b) Provide daily round-the-clock manning of facility where equipment is installed.

(c) Comply with operating procedures and participate in tests as prescribed for the system by FEMA and the State in which located.

2. Duplicate Warning Point.

(a) Install equipment in either a hardened site or EOC as prescribed in a Warning Plan or Annex or similar document. Both locations must have a 100 PF.

(b) Provide manpower, communications, and emergency power in order to act as a backup for the Primary Warning Point during emergencies.

(c) Comply with operating procedures and participate in tests as prescribed by FEMA and the State.

(d) Provide reasonable security for the equipment.

3. NAWAS Extensions. This equipment is not eligible for Federal funds but is eligible for consideration for matching funds under the FEMA Contributions Program when funds are available. To be eligible for matching funds, the following operational provisions must be met:

(a) The user, if full two-way service is requested (telephone and loudspeaker), must furnish additional fan-out warning to other local governments as provided for in approved local warning operating procedures (Warning Plan, Warning Annex or warning standing operating procedures. This provision does not apply to one-way service, loudspeaker only). Civil Defense Directors/Coordinators are not eligible for two-way NAWAS service in their offices or similar locations but may have one-way receive only service provided their government pay installation and recurring charges.

(b) The user must comply with operating procedures and participate in tests as prescribed by FEMA and the State.

(c) Reasonable security must be provided for the equipment.

(d) Coverage is required on a 24-hour basis by responsible personnel for two-way service (telephone and loudspeaker) except for EOC. This provision does not apply to one-way service (loudspeaker only).

C. Federal Agency Installation. NAWAS service is provided to selected Federal agencies which, due to their emergency mission, must receive immediate notification of the ATTACK WARNING or which have agreed to assist FEMA in fan-out of the ATTACK WARNING (for example, certain National Weather Service Offices disseminate the ATTACK WARNING to citizens in their homes over the NOAA Weather Radio). The service is FEMA funded and FEMA Headquarters (Assistant Associate Director, Office of Information Resources Management, Resource Management and Administration) must approve requests for installation or discontinuance of the Federal agency service. In certain instances wherein the service solely enhances the using Federal agency's day-to-day operations, FEMA may provide NAWAS service on a reimbursable basis. For NAWAS service, the Federal agencies must:

1. Provide reasonable security for the equipment; and,

2. Comply with FEMA operational procedures for NAWAS, including agreements for adequate circuit testing. Participation in tests is waived in those instances where the location of the NAWAS equipment is occupied only in emergencies.

D. Civilian Nuclear Power Plant Installations. As part of FEMA responsibilities for assistance in nuclear power plant safety, FEMA will provide NAWAS service to civilian nuclear power plants. Installation and recurring costs will be paid by the civilian power company concerned.

XIII. REQUESTS FOR SERVICE AND FUNDING.

Users should examine their needs in relation to the types of NAWAS service described in this guide and request the minimal type of service most suited to their needs.

A. How to Apply.

1. State governments should apply in writing for NAWAS service to the FEMA Regional Office serving their areas.

2. Local governments should apply in writing for NAWAS service to their respective State civil defense agencies. After approval by the State, requests should be forwarded to the appropriate FEMA Regional Office.

3. Basic NAWAS service is approved by FEMA Headquarters (Assistant Associate Director, Office of Information Resources Management, Resource Management and Administration). NAWAS extensions may be approved by the appropriate Regional Director.

B. Information to be Furnished with Requests. Each request should include the following information:

1. A brief description of the service desired and statement showing how the applicant meets the criteria and requirements of the service.

2. Complete address, including room number, and telephone number of location where equipment is to be installed.

3. Name, address, and telephone number of person to be contacted regarding installation.

4. A brief description of the physical facility in which the NAWAS equipment is to be installed (EOC, communications center, etc.) and statement of fallout protection available.

5. Indication as to whether or not emergency power is available.

6. When requesting Federal matching funds for a NAWAS extension, use FEMA Form 85-14A, Application for Federal Assistance (Part 2) (Budget Data), and include a complete billing address. Consult CPG 1-3 for other requirements regarding eligibility for matching funds.

XIV. FUNDING.

Priority in approval of service is based on factors such as degree of compliance with criteria, urgency of requirements, and date of application. Upon approval of a project application by the appropriate FEMA Regional Director, the State or local government may elect to be reimbursed by FEMA for 50% of NAWAS extension costs on either an annual basis or a quarterly basis. State and local governments are billed directly by AT&T companies for NAWAS extensions.

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