

*A Guide to Developing a Community-Based  
Civil Defense Organization in your Community*



**Civil Defense Virginia**  
*Building Continuity of Community  
through Emergency Preparedness and Civil Defense*

# **A Guide for Developing Continuity of Community Through Community-Based Civil Defense**

*An Introduction to a New American Civil Defense Structure*



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*“Critical infrastructure keeps our food fresh, our houses warm, our trade flowing, and our citizens productive and safe. The vulnerability of U.S. critical infrastructure to cyber, physical and electromagnetic attacks means that adversaries could disrupt military command and control, banking and financial operations, the electrical grid and means of communication.” – President Donald Trump, identifying the most serious existential threats to Americans in his National Security Strategy statement, Dec. 18, 2017*



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### **An introduction to a new American Civil Defense Structure**

The current emergency management process has not worked very well for Americans as it has failed to see the value of the citizen population as a resource for the community. The decades that have passed since the old cold war era Civil Defense (CD) organizations were discontinued has seen an increase in severe natural and man-made disasters throughout the country. And the modern era has many new threats that were not foreseen when the current emergency management structure was created. The emergency management process that took the place of Civil Defense has looked at the civilian population as something to save not something to employ as additional resources for the benefit of the community. There is no concept of "Continuity of Community" today. Civil Defense Virginia understands the shortcomings of our current emergency management process and is working to correct them by assisting local city and county jurisdictions build a partnership with their citizens in true continuity of community through a community-based civil defense organization.

### **A new call for civil defense**

After the terrorist attacks of September 11, 2001, and the increasingly serious threats from both state actors and non-state actors, there has been a growing call for the resurrection of some form of civil defense structure in the United States.

Among those calling for this resurrection was a bi-partisan committee in the U.S. House of Representatives. In August of 2012 two Republicans and two Democrats introduced **House Resolution 762: "Expressing the sense of the House of Representatives regarding community-based civil defense and power generation."** Even though the resolution failed to acquire a passing vote, the sense of the Congress is still important. The sense of that bi-partisan committee was that a community-based civil defense program is a good idea for the modern community.

### **Proposed House Resolution 762:**

1. Encourages every community to develop its own "civil defense program" working with citizens, leaders, and institutions, ranging from local fire halls, schools, and faith-based organizations, to create sustainable local infrastructure and planning capacity, so that it might mitigate high-impact scenarios and be better prepared to survive and recover from these worst-case disaster scenarios and be better able to affordably and sustainably meet the needs of the community in times of peace and tranquility;
2. Encourages every citizen to develop an individual emergency plan to prepare for the absence of government assistance for extended periods;

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3. Encourages each local community to foster the capability of providing at least 20 percent of its own critical needs, such as local power generation, food, and water, while protecting local infrastructure whenever possible from the threats that threaten centralized infrastructure; and to do so with the urgency and importance inherent in an all-of-nation civil defense program developed by citizens and their local communities; and
4. Encourages state governments and federal agencies to support the ability of local communities to become stronger, self-reliant, and better able to assist neighboring communities in times of great need.

FEMA Administrator Brock Long told a Congressional subcommittee in November 2017, "*Let's hit the reset button*" and "*The nation needs to stop and take a deep breath and figure out how we can become more resilient.*" He also said "*I'm ready to change the face of emergency management and how we tackle resiliency.*"

Most recently in an interview with EM Weekly, Administrator Long said: "*One thing I have been very vocal about is we've got to stop looking at the citizens as liabilities and start looking at citizens as first responders. How are we training them to take actions that are low or no cost actions they can take to be better prepared? How are we actually going back to the old civil defense in the 1950s of incorporating them into our activities and response plans like basically putting CERT teams on steroids and teaching citizens practical skills?*"

The answer to Administrator Long's dilemma is in Resolution 762 - a local community civil defense organization. This is the answer FEMA has been looking for. By organizing and training the citizens in planning, preparedness, rescue and recovery, the community is more resilient, and the nation as a whole is stronger when each community takes the responsibility for themselves and their neighbors. The many heroes in Houston, Texas after hurricane Harvey hit there in 2017 is a perfect example. That was the spirit of continuity of community (civil defense) in action.

On January 18, 2018, Time magazine online published an article entitled "**Hawaii's False Alarm Exposes U.S. Civil Defense Gaps**". The article points out that civil defense programs are designed to *limit* panic in the population. But as we saw, the false alarm created a lot of panic and exposed the vulnerable underbelly of our current emergency management programs and true lack of any continuity of community.

### **How can Emergency Managers prepare for Civil Defense?**

The local emergency manager and their staff have a tough job in today's environment. There are numerous potential threats, and some of the most devastating haven't been considered or exercised - such as the local effects of a long-term national outage of the electrical grid. If our cities and counties started planning and exercising for the worse-case scenarios, then we would have a better idea of how to prepare our communities and our citizens for them.

Former FEMA Administrator Craig Fugate talks about what he calls "The Seven Deadly Sin of Emergency Management." One of these is the common belief in the emergency

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management profession that "we think our emergency response system can scale up from emergency response to disasters."

Unfortunately, as Mr. Fugate notes, this is not how it works.

I am sure that most emergency managers have studied the man-made and natural threats for their geographical area and also consulted the state and federal lists to see what they advised for their plans. The problem is most don't include the worse-case scenarios in their list of threats.

The emergency management team needs to do a thorough analysis of All-Hazards threats, to include high-impact, low-frequency (HILF) events like an electromagnetic pulse (EMP), coronal mass ejection (CME), cyber and physical attacks on the power grid that disables it for extended periods without state, federal or local mutual aid. Large multi-regional blackouts and entire nation blackout from these threats lasting months to years must be exercised in order to fully understand what such a threat could and would present to the community. A full-scale tabletop exercise must be exercised to understand the magnitude of the effects the community would suffer from. It must be a "go it alone" scenario before the threat is truly understood. A tabletop exercise has been provided in *Appendix C* of this document that is designed around a naturally occurring Coronal Mass Ejection (CME) or solar flare event.

Without doing this we fail to see the reality of the threats. In fact, we commit another one of the 7 Deadly Sins by former Administrator Fugate: "we exercise to success." We must "exercise to failure," and then go further into the abyss to discover what we don't know and how to prepare for it. We also should not worry about being politically correct in our assessment and response to the threat. We must organize and prepare for the true threats, no matter how dire they may be. Once that is accomplished, then all other threats are scalable downward. You cannot scale up to a point you have never known or thought about, but once you know the worse-case disaster (total national grid-down for 12-24 months with no outside assistance), then you can scale up or down to any point that is required to meet the threat.

After the results of the tabletop exercise are understood and the gravity of the potential situation is known, a serious conversation has to be conducted by the jurisdiction's political and emergency services leadership to discuss what level of service can or should be realistically provided in various extreme disaster scenarios. Does the jurisdiction currently possess the resources that would be needed in light of the exercise findings and what would be the next steps in building up the resources and capabilities it would need to meet such a disaster? What triggers need to happen before implementation of individual emergency plans and who must make those decisions?

There is a lot that can and should be done to mitigate the affects of disasters, including long-term cataclysmic disasters that could affect the community, region and nation. The answer lies in the citizens of the community partnering with their local government to work together on the answers. To do this, the city/county jurisdiction would have to properly inform the community of the threats, why they should be concerned and what needs to be done to mitigate the threats, especially possible worse-case scenarios. The limitations of our budgets means we can only do so much with existing resources. The key is leveraging resources by

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participation of the citizenry. It can and must be done! The emergency management process needs a Civil Defense component as this is the only concept that focuses on organizing the citizens to help themselves and their neighbors - and communities - during emergencies. This is a community-based approach, rather than a top-down, government controlled process that is limited by budgets and government manpower.

The most effective government during a disaster is the local government. But to be effective it must quickly identify the threats, take appropriate actions and enlist the local population in their own safety and survival. The local population should be informed of the threats, what effects are expected due to these events and how they should respond to assist in the rescue/recovery of their neighborhoods and community.

### **Continuity of Community**

Continuity of Community is best achieved when the entire community is engaged and trained in their own safety and survival through a civil defense organization. This civil defense organization should be established under a 501(c)(3) tax-exempt organizational structure. This gives the organization (an all-volunteer resource) the ability to work with the local community just as any other non-governmental organization (NGO) does. It may also solicit donations from individuals and corporations that will be tax deductible. Also, there may be various grants and other funding that a tax-exempt organization can receive that other types of business structures cannot.

### **Definition - What is Civil Defense?**

There is not a modern American definition of "civil defense" that works for our current environment. For many, the term harkens back to the cold war era preparing for a nuclear attack. There are many new threats, in addition to a nuclear weapons attack, that should be on our list of local, regional and national threats, but are not. Civil Defense Virginia has created the following definition that is more appropriate for today and the threats we face:

*Civil Defense is the system of civilians and civilian government authorities within cities and counties partnering in protective measures and emergency relief activities conducted by community members for their own safety and protection in case of severe natural or man-made disasters, including:*

- a. protecting families, neighborhoods and communities,*
- b. training members in disaster preparedness, response and recovery measures,*
- c. maintaining Continuity of Community by preserving safety, security and constitutional governmental functions and, restoration and protection of critical infrastructure.*

### **Proposed Mission Statement**

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To define the mission of the Civil Defense Corps is an important step in knowing how it will operate in the local jurisdiction. Every jurisdiction will have their own priorities, but some basic elements will be present in every location, which are to educate local citizens, plan and prepare for emergencies and respond to disasters in their local area.

The mission statement of the local Civil Defense organization should look similar to this:

- To educate and promote individual, family, neighborhood and community preparedness for emergencies and disasters;
- To provide disaster assistance and relief to local residents in the event of a disaster;
- To educate local citizens and provide planning and resource options to the local city/county jurisdiction for preparation and response to a "worst-case," long-term catastrophe affecting the local jurisdiction causing it to "go it alone;" and
- To partner with the local jurisdiction through the Emergency Manager and emergency management structure to foster a holistic community-based approach to disaster/emergency preparedness.

### **By Resolution**

The governing body of the local jurisdiction should pass a resolution, or resolutions, acknowledging the threat to their locality, its citizens and the need for the creation of/partnering with a local CD organization. This is an important first step to inform local citizens that this is something serious and that they are being asked to step up and be engaged in their own safety. *Appendixes A and B* of this document contain examples of such draft resolutions and may be used in their entirety or altered to meet local requirements.

The resolutions should in part document the threats to the local jurisdiction, the state and the country. There are already many threats identified by the state and federal emergency management agencies, both natural and man-made. The larger and more serious threats to our lifestyle are the ones that should be included into the resolution(s), even though they may be less likely to occur. Threats like a massive cyber attack (Russian attack on Ukrainian power grid 2016), a Solar Flare passing over North America (Quebec, Canada 1989) knocking out our electrical power grid, coordinated physical attacks upon our power generation and power transformer sites (San Jose, CA 2013), or an electromagnetic pulse (EMP) attack from one of the hostile state or non-state actors on the current world stage. The fragility of our monetary system to manipulation by these same actors is another risk that could potentially harm our country, and our local communities.

### **Not Political**

Let this be stated at the beginning. The Civil Defense organization is A-political, meaning that it has NO political side in any way. This organization is in place solely to support the people regardless of which political party or parties are in charge. That said, every effort should be made to ensure this is true and that every political body within the



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jurisdiction understands this. Any misuse by anyone in authority within the CD organization should be grounds for removal from their leadership position. This is inviolate. The higher integrity and the life of the organization must be maintained as a neutral body and one that is without the souring affects of political machinations.

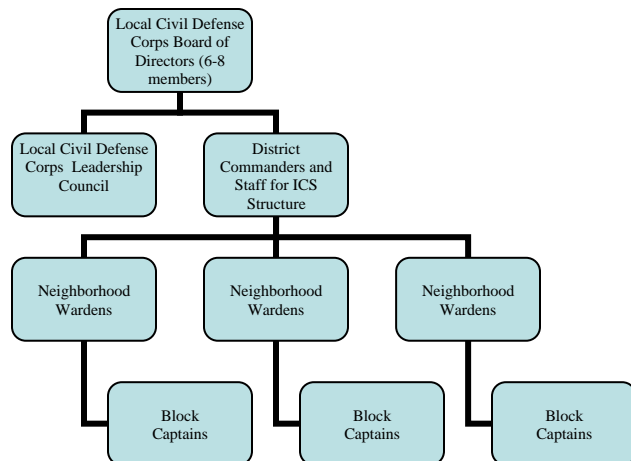
### **Structure of the Civil Defense Corps**

It is important for the success of the organization to fulfill its mission goals in the community. The organizational structure is important for its mission and may be established in many ways. To be uniform with the local emergency services it should, when possible, have an Incident Command System (ICS) compatibility for easy integration with local governmental emergency response functions. The ICS model has proven to be effective at expanding or contracting resources to meet the needs of the incident and the Civil Defense Corps should be aligned along this structure for ease of deployment. There will be five major areas of emphasis in the Civil Defense Corps Commanders' staff as used in the ICS model: command, planning, operations, logistics and finance/administration. The entire structure will be called a "Corps", such as Orange County Civil Defense Corps - (Task Force Orange County Civil Defense when deployed in support of full time assets).

To make the job of managing the jurisdiction easier the existing political subdivisions should be used whenever possible. This is done to break the elephant down into more manageable bite sized portions. The potential size of even a relatively small town local Civil Defense Corps could be quite large if the concept were to really be accepted. Even if only 10-15% of the population were to participate, one can quickly see that this would be a major element to manage, so it must be divided into smaller units for the sake of managing such a large organization.

Each political subdivision will be led by one of the following civil defense management structures - District Commander, Neighborhood Warden and Block Captain. Some jurisdictions may have additional political subdivisions and may need to add additional titles to the management list provided here. However many levels there may be, the largest should be the District Commanders and the smallest or lowest level are the Block Captains.

- Board of Directors - named jurisdiction (e.g. Orange County)- (6-8 members with 1 or 2 positions for local officials). The Board is answerable to the membership and must support all political subdivisions equally.
- Leadership Council - named jurisdiction - (only as many members as needed to



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accomplish training and other associated duties. Should have members representing each district subdivision) These members assist in programs, planning, training development, fund raising, assisting District Commanders and advising the Board of Directors. All fund raising is done at the Leadership Council level.

- District Commanders and their staff are over each the various political subdivisions of the jurisdiction (districts, wards, precincts, etc.)
- Neighborhood Wardens will lead multi-neighborhood groups of Block Captains.
- Block Captains will lead the separate neighborhoods within its grouping.
- There will be other associated duties within the neighborhoods that the neighbors will help coordinate.

The entire organization from the Board of Directors to the Block Captains mission is to develop the preparedness mindset within the community. The Wardens and Block Captains work within their neighborhoods to develop a preparedness mindset beginning in each family and neighborhood. This building block process will begin to strengthen the neighborhoods building a sense of community at the smallest local level creating a stronger and more resilient community. It would also develop a larger base from which to build upon for higher level support activities and identifies leaders for future roles.

The various groups may, depending on the needs of the jurisdiction include all or most of the following elements. More elements may be added, or elements deleted as needed for your jurisdiction. Each jurisdiction will determine their needs base upon an in-depth study of their results from a grid-down tabletop exercise based on a solar flare event (included in Appendix C). The five ICS sections and their elements include:

- Command Section: Leadership group
- Planning Section: Planning group
- Operations Section: Medical group, Security group, Search & Rescue group, Health & Safety and Sanitation group (including animal husbandry)
- Logistics Section: Legal group (courts and democracy), Engineering group (mechanical, electrical, other technical trades), Food & Water group, Communications group, Medical clinics/facilities group, Pharmaceutical group
- Administration and Finance Section: All administrative and finance personnel and community outreach. At the Leadership Council level this will include fundraising

### **Training**

Training is a very important element with any civil defense organization. Training should begin by identifying the many threats we face locally, regionally and nationally. Why it is important for every citizen to be prepared to a minimum level (30-days) and how they fit into the overall structure of the plan for the community.

Once there is a clear idea of the threats we face as a country and in our communities, specific training and preparedness activities and methods should be devised by the

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Leadership Council with lesson plans developed and disseminated to all district commanders to ensure training continuity is maintained within all districts. The identification of the threats are important, but these are the larger events that create *effects* from the events - the "cause and effects" of emergency preparedness. It is the effects that we must understand and prepare for as these are the areas we have the most control over. Effects could be lack of electrical power, flooded homes, lack of clean drinking water, sanitation issues, shortages of medical personnel and medicines, lack of heating/cooling, food shortages, increasing violence, urban to rural mass migration, etc., the list is long. These are the areas that should be focused on for training development of the community. When the community is informed and has developed a level of self-sufficiency then there will be a better chance of having a more resilient community.

There should be regular and continuing training in State Emergency Management and FEMA type of courses to help volunteers understand the processes and wording used for emergency management. Some will elect to only receive the basics of preparedness training, while others will strive for higher knowledge and participation.

The leadership of the CD organization should be included in jurisdictional emergency management planning meetings and exercises so there is trust, cooperation and familiarity established on both sides of the EM team. The local EM team should review lesson plans and observe CD training courses conducted to ensure courses are within proper guidelines for that jurisdiction. The management and training of the local citizens will be conducted by the civil defense organization, but they do so to relieve the burden of the government from having to do it. The CD volunteers should be able to conduct more training for more local citizens than the government would be able to conduct.

To begin training in the neighborhoods the CD Corps can start with the *Map Your Neighborhood (MYN)* program developed by the state of Washington Emergency Management Division. They developed it as a response to earthquakes, but it is beneficial for any local emergency. This is a great program and is perfect for use as an entry-level into emergency preparedness. It gets neighbors talking about preparedness and is an easy course to teach. This program can be introduced at any point the local jurisdiction desires and can help build knowledge of and confidence in the local Civil Defense Corps.

There are many other topics for training the community, such as, activation methods, family reunification plans for school aged children, security and community protection, communications, proper food storage and preparation during an emergency, water treatment and filtering, medical care and first aid, proper sanitation methods of human waste and garbage during disasters, etc. The list is long on topics for training local citizens in preparation for disasters. All of this can be organized by the CD Corps.

We wish you well in the creation of a local community-based civil defense organization.

We also invite you to visit and "like" our Facebook page where we post articles and reports often on various natural and man-made threats we all should be aware of.

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We are here to help you. Civil Defense Virginia staff are available to assist your local jurisdiction begin or team up with your own local civil defense organization. We may be contacted via Facebook at @CivilDefenseVA or our website at [ww.CivilDefenseVA.org](http://www.CivilDefenseVA.org).



The founder of CDVA, Preston Le Roy Schleinkofer, is a retired military veteran of 22 years and a retired federal officer with 27 years. His entire adult life has been in the service of this country and protection of the American people. He served in the Active Duty Army as a Military Policeman, in the Army Reserve, the Air National Guard as a Security Policeman and his final nearly 12 years in the Army National Guard in a Nuclear, Biological, Chemical (NBC) Defense Company (Heavy) as an NBC Reconnaissance Platoon Sergeant, NCOIC of the Training Platoon and an NBC Decontamination Platoon Sergeant. He retired in 2000 at the rank of Sergeant First Class (SFC/E-7).

His federal law enforcement background began as a US Border Patrol Agent and then Supervisory Border Patrol Agent. He was the first US Border Patrol representative to the joint city-county Emergency Operations Center for his county in South Texas. He later transferred to Immigration and Customs Enforcement (ICE) as a Deportation Officer in South Texas and a Supervisory Detention & Deportation Officer in Washington, DC. He spent the last 7 years assigned to Intelligence operations in the field and headquarters intelligence analysis and targeting of human smuggling and trafficking violators, retiring as a GS-14 in 2015. The founder believes his experience, training and insight offers a new perspective to emergency preparedness.

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APPENDIX A

DRAFT CITY/COUNTY RESOLUTION

At a meeting of the \_\_\_\_\_ City Council/County Board of Supervisors held on \_\_\_\_\_, 2018 on a motion by \_\_\_\_\_ and passed \_\_\_\_\_, the Council/Board adopted the following resolution:

RESOLUTION NO.

For the potential threats we face as a city/county, Commonwealth and nation  
in case of severe man-made or natural disasters

**WHEREAS**, Members of the City Council/County Board of Supervisors are deeply concerned over the potential long-term impact of attacks upon our electrical power infrastructure (electrical grid), whether they be physical attacks, cyber attacks, electromagnetic pulse (EMP) attacks, or a natural phenomenon from the sun known as solar flares; and

**WHEREAS**, Such attacks could result in the physical harm (including death) and long-term economic loss to our residents; and

**WHEREAS**, The United States Congress has held inquiries, commissions, published reports and passed laws to strengthen and protect our electrical grid as early as 1996, as well as many Presidential Executive Orders issued on the subject; and

**WHEREAS**, In 2001, the 106th United States Congress established one such commission to examine and report on the findings of the effects of EMP on our critical infrastructure named The Commission to Assess the Threat to the United States from Electromagnetic Pulse (EMP) Attack (the EMP Commission); and

**WHEREAS**, the Abstract of the "Report of the Commission to Assess the Threat to the United States from Electromagnetic Pulse (EMP) Attack, Volume 1: Executive Report" (2004) states, in relative part:

"Several potential adversaries have or can acquire the capabilities to attack the United States with a high-altitude nuclear weapon-generated electromagnetic pulse (EMP). A determined adversary can achieve an EMP attack capability without having a high degree of sophistication.

EMP is one of a small number of threats that can hold our society at risk of catastrophic consequences. EMP will cover the wide geographic region within line of sight to the nuclear weapon. It has the capability to produce significant damage to critical infrastructure and thus to the very fabric of US society, as well as to the ability of the United States and Western nations to project influence and military power.

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The common element that can produce such an impact from EMP is primarily electronics, so pervasive in all aspects of our society and military, coupled through critical infrastructures. Our vulnerability is increasing daily as our use of and dependence on electronics continues to grow. The impact of EMP is asymmetric in relation to potential protagonists who are not as dependent on modern electronics.

The current vulnerability of our critical infrastructures can both invite and reward attack if not corrected. Correction is feasible and well within the Nation's means and resources to accomplish...

"The damage level could be sufficient to be catastrophic to the Nation, and our current vulnerability invites attack...." and

**WHEREAS**, the same commission issued their second report in 2008 entitled "Report of the Commission to Assess the Threat to the United States from Electromagnetic Pulse (EMP) Attack, Critical National Infrastructures" (2008), which provided detailed analysis and advice regarding specific infrastructure segments and again warned that the United States could suffer catastrophic consequences from a nuclear EMP attack (and that terrorists and rogue nation states could perform such attack), and concluded that the U.S. could be protected at a relatively modest cost, not only protecting critical infrastructure from EMP, but also mitigating and speeding recovery from cyber threats, sabotage, and common natural disasters like hurricanes; and

**WHEREAS**, other studies by the National Academy of Sciences confirmed the Commission's findings, but also warned that Mother Nature can also pose similar threats to our power grid from geomagnetic storms, or solar flares; and

**WHEREAS**, The National Fire Protection Association NFPA 1600 Standard on Disaster/Emergency Management and Business Continuity Programs identified these same potential hazards and suggested using an "All-Hazards Approach" to emergency management services for the public; and

**WHEREAS**, more recently there have been reports in media sources of potential EMP attacks on the United States. One such report in The Hill online, dated December 4, 2017, entitled US Would be wise to Prepare for attacks on its cities states:

John Holdren, who served as science and technology advisor to President Obama throughout his two terms in office, have pegged the costs associated with national recovery from an EMP-type event at some \$2 trillion annually for a protracted process that could last as long as a decade...

...America's adversaries have invested in the development of EMP weapons. Indeed, every single one of the main state-based threats currently arrayed against the United States (Russia, China, Iran and North Korea) has devoted considerable time and effort to the creation of such capabilities.

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In its 2004 report, the EMP commission argued that the United States should undertake a national effort to reduce the vulnerability of interdependent infrastructure..." By protecting key elements in each critical infrastructure and by preparing to recover essential services, the process for a terrorist or rogue state being able to achieve large-scale, long-term damage can be minimized." and

**WHEREAS**, in October 2017, Energy Secretary Perry testified before the Senate Energy and Natural Resources Committee Hearing to examine the threat posed by electromagnetic pulse (EMP) and policy options to protect energy infrastructure and to improve capabilities for adequate system restoration. Secretary stated:

"I elaborated my belief that we confront the most dangerous period of my lifetime for several reasons, perhaps most importantly due to the vulnerability of our national electric power grid, upon which our nation's viability depends.

...we have long had warning of the nature of the EMP threat and have understood for a half century how to protect against it; yet our leaders have collectively ignored and/or taken ineffective measures to deal with it. Moreover, I concur with the observations of President Reagan's Director of the White House Office of Science and Technology Policy and for 17 years Chairman of the EMP Commission, Dr. William R Graham, in his April 20, 2017 letter to Secretary Perry:

1. Nuclear EMP is the ultimate cyber weapon in the military doctrines and plans of Russia, China, North Korea and Iran for Combined Arms Cyber Warfare that they see as a decisive new Revolution in Military Affairs.
2. Protecting the grid from the worst threat--nuclear EMP attack--can also mitigate lesser threats, including cyber-attacks, physical sabotage and severe weather.
3. State electric grids can be "islanded" by installation of surge arrestors, blocking devices, Faraday cages, and other devices to protect individual states, even though they may be part of a larger regional electric grid, from prolonged catastrophic blackmail. For example, Texas State Senator Bob Hall has introduced legislation to harden the Texas Electric Grid."

**WHEREAS**, The National Intelligence Council, which speaks for the entire U.S. Intelligence Community, published in its 2012 unclassified *Global Trends 2030* report that an EMP is one of only eight Black Swan events that could change the course of global civilization by or before 2030. No official study denies the view that an EMP is a potentially catastrophic societal threat that needs to be addressed urgently; and

**WHEREAS**, On October 12, 2017, Congress was warned by William R. Graham, chairman of the former EMP commission and its former chief of staff, Peter Vincent Pry that North Korea is capable of attacking the U.S. today with a nuclear EMP bomb that could indefinitely shut down the electrical power grid and kill 90 percent of "all Americans" within a year, as reported in the Washington Examiner; and

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**WHEREAS**, the FBI InfraGard program is a partnership of government, industry and citizens working together to keep America safe. Their InfraGard critical infrastructure working group has a special interest group on the EMP threat called **InfraGard (EMP-SIG)** and has published a book of Tabletop exercises that address cyber, solar and EMP threats.

**WHEREAS**, on August 2, 2012, failed House Resolution 762 (112th Congress) entitled Expressing the sense of the House of Representatives regarding community-based civil defense and power generation. The House resolution:

1. encourages every community to develop its own “civil defense program” working with citizens, leaders, and institutions ranging from local fire halls, schools, and faith-based organizations, to create sustainable local infrastructure and planning capacity so that it might mitigate high-impact scenarios and be better prepared to survive and recover from these worst-case disaster scenarios and be better able to affordably and sustainably meet the needs of the community in times of peace and tranquility;
2. encourages every citizen to develop an individual emergency plan to prepare for the absence of government assistance for extended periods;
3. encourages each local community to foster the capability of providing at least 20 percent of its own critical needs such as local power generation, food, and water, while protecting local infrastructure;
4. encourages State governments and Federal agencies to support the ability of local communities to become stronger, self-reliant, and better able to assist neighboring communities in times of great need; and

**WHEREAS**, The National Security Strategy of the United States, December 2017, page 14, states "BUILD A CULTURE OF PREPAREDNESS: This Administration will take steps to build a culture of preparedness, informing and empowering communities and individuals to obtain the skills and take the preparatory actions necessary to become more resilient against the threats and hazards that America face;" and

**NOW, THEREFORE, BE IT RESOLVED** that the City Council/County Board of Supervisors find the threats to be both serious and too costly in potential lives lost and economic impact to our citizens; enough so that we encourage everyone to develop a family emergency plan, be prepared in their homes for a minimum of 30-days food, safe alternative cooking methods, clean water and alternative heating and sanitation should the city/county lose power for a prolonged period of time; and

**BE IT FURTHER RESOLVED** that the City Council/Board of Supervisors calls upon every city/county resident to join us in building a culture of preparedness, which is the basis for a more resilient city/county; and



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**BE IT FURTHER RESOLVED** the city/county emergency management system conduct a tabletop exercise from a threat of loosing our power grid for a prolonged period of time with the participation of individuals and organizations that could add additional insight into the problems of such an attack. The city/county emergency manager will report to the full Council/Board the findings of what needs to be done by the city/county to be better prepared for this type of event, what would be the impact to our citizens and what can be done to mitigate that impact if such an event occurred; and

**BE IT FURTHER RESOLVED** that the various city/county departments look at the elements of House Resolution 762 and the president's National Security Strategy to determine what it would take to adopt and institute the recommendations within the city/county, also specifically, the concept of developing a relationship with a community-based civil defense organization and what that could look like; and

**BE IT FURTHER RESOLVED** that we build a more resilient city/county including a whole community effort following the suggestion of FEMA Administrator Brock Long, "The key resiliency is held at the local level of government...it's going to have to be a whole community effort on the pre-disaster side." and,

**BE IT FURTHER RESOLVED** that \_\_\_\_\_ City/County work to ensure our emergency management structure does not succumb to former FEMA Administrator Craig Fugate's 7 deadly sins of emergency management:

1. We plan for what we are capable of responding to
2. We plan for our communities by placing the hard to do in an annex (elderly, disabled, children, pets)
3. We exercise to success
4. We think our emergency response system can scale up from emergency response to disasters
5. We build our emergency management team around government, leaving out volunteer organizations, the private sector, and the public
6. We treat the public as a liability
7. We price risk too low to change behavior, as a result, we continue to grow risk; and

**BE IT FURTHER RESOLVED** that it is critically important to protect our families, neighborhoods and communities from external threats the federal government has known about for over fifty years and not effectively done anything to protect the citizens of the nation, the Commonwealth and this city/county

(SEAL)

A COPY TESTE: \_\_\_\_\_  
XXX X. XXXXX

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APPENDIX B

DRAFT CITY/COUNTY RESOLUTION

At a meeting of the City Council/County Board of Supervisors held on \_\_\_\_\_, 2018 on a motion by \_\_\_\_\_ and passed \_\_\_\_\_, the Board adopted the following resolution:

RESOLUTION NO. XXX-18

For building continuity of community within our city/county

**WHEREAS**, members of the City Council/County Board of Supervisors believe that it is important to protect our families, neighborhoods and community by building resiliency and long-term recovery into our emergency management process; and

**WHEREAS**, the current emergency management system depends on the availability of outside resources from the state or the federal government to respond to and recover from disasters which overwhelm local capabilities.

**WHEREAS**, the Federal Emergency Management Agency (FEMA) has repeatedly warned that communities must be their own “first responders” and must be prepared to manage disasters for a long period of time when outside assistance is not available; and

**WHEREAS**, the FEMA document *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*, dated December 2011 states:

Page 2:

In a congressional testimony, the Administrator of the Federal Emergency Management Agency (FEMA), Craig Fugate, described today’s reality as follows: “Government can and will continue to serve disaster survivors. However, we fully recognize that a government-centric approach to disaster management will not be enough to meet the challenges posed by a catastrophic incident. That is why we must fully engage our entire societal capacity....”

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**Empower Local Action**

Recognition that government at all levels cannot manage disasters alone means that communities need the opportunity to draw on their full potential to operate effectively. Empowering local action requires allowing members of the communities to lead—not follow—in identifying priorities, organizing support, implementing programs, and evaluating outcomes. The emergency manager promotes and coordinates, but does not direct these conversations and efforts. Lasting impacts of long-term capacity building [*like civil defense*] can be evident in an evolving set of civic practices and habits among leaders and the public that become embedded in the life of the community. In this regard, the issue of social capital becomes an important part of encouraging communities to own and lead their own resilience activities. Furthermore, community ownership of projects

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provides a powerful incentive for sustaining action and involvement. [Items in brackets are added]

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One reason why local community organizations are effective during emergencies is that they are rooted in a broad-based set of activities that address the core needs of a community. They are of, by, and with the community. They may be, for instance, involved in feeding and sheltering the homeless or working with children in after-school programs. They also remain visible in the community, communicating regularly with local residents about issues of immediate concern, as well as more distant emergency management interests.

**WHEREAS**, we have not included, or expected the participation of our citizens in the emergency management process. The city/county government's purpose is to serve our residents. The thousands of city/county residents are the core of our ability to becoming more resilient and better able to recover from a devastating catastrophic event, such as a long-term loss of our power grid or other major regional or national catastrophe; and

**WHEREAS**, our emergency first responders are limited in numbers and how much they can do in large regional disasters where help is not coming from adjoining jurisdictions. This could result in many lives lost during a major catastrophic event and does not serve the public well.

**WHEREAS**, to develop continuity of community through a culture of preparedness and resiliency within the city/county is beyond the abilities of just the city/county government. This would best be accomplished by partnering with a community-led organization, such as a civil defense organization, to lead, organize, equip and train citizens city/county-wide in areas to be identified by the future organization. This organization, preferably a non-profit organization like our volunteer firefighters and volunteer ambulance services, would be the best structure for this; and

**WHEREAS**, The development of a civil defense organization within the city/county would relieve some of the burden and cost to the city/county government of developing the needed resiliency and recovery within the city/county; and

**WHEREAS**, This future organization would serve the entire city/county, being divided into the several administrative departments just as the city/county is divided; and

**NOW, THEREFORE, BE IT RESOLVED** that the City Council/County Board of Supervisors find it is the consensus of the Council/Board that every citizen, family, and neighborhood develop measures to provide for themselves should a catastrophic event occur, such as a prolonged loss of our electrical power or other major disaster; and

**BE IT FURTHER RESOLVED** that the City Council/County Board of Supervisors calls upon every city/county resident to understand the huge undertaking this would mean for the safety and security of the city/county. That we ask everyone to consider

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volunteering their time and talents to this new civil defense organization to be formed, the city/county name Civil Defense Corps (C/CCDC); and

**BE IT FURTHER RESOLVED** we call upon leaders within the city/county to step up and be part of this organization so that we may develop this organization quickly and in the best and most efficient way possible; and

**BE IT FURTHER RESOLVED** this future organization would serve the entire city/county, being divided into the same several administrative jurisdictions just as the city/county is divided into; and

**BE IT FURTHER RESOLVED** that besides private and corporate donations, we should assist this organization with grant funding requests at the state and federal levels to help finance their mission of building more resiliency and continuity of community in the city/county; and

**BE IT FURTHER RESOLVED** we call upon our civic and faith-based organization, as well as our many fine companies to be engaged in this project and support it in whatever ways they are able.

(SEAL)

A COPY TESTE: \_\_\_\_\_

XXXX X. XXX

Clerk

APPENDIX C



# Emergency Management Tabletop Exercise 18001

CME GRID DOWN EXERCISE

A TIER 1 EMERGENCY EVENT

## **Emergency Management Tabletop Exercise**

This is a table-top exercise to evaluate the city/county emergency management (EM) capability in an All-Hazards test of its ability to mitigate, prepare for, respond to and recover from a natural space weather phenomenon known as a Coronal Mass Ejection (CME) (Solar Storm, Solar Flare). Note: this scenario will also resemble a major long-term blackout situation from an electromagnetic pulse (EMP) attack on the national power grid, except with less damage to non-connected electronics. Since there has been and continues to be threats of cyber and physical attack upon the power generation capabilities, transformers and transmission lines of the national electric grid, which could also result in a long-term disruption of our power supply, this scenario could apply to this threat as well. Any hazard that could cause the long-term suspension of electrical power to large portions of the country, or the entire nation, causing a complete blackout of all electrical services must be exercised to its fullest possible outcome.

### **Exercise Conditions:**

This is a major national electrical blackout.

The city/county can only respond to this catastrophic event with the organic resources it currently has on hand. No mutual aid will be allowed, nor will any be coming from neighboring cities, counties, the state or federal governments. No outside non-profit organizations will come to your aid either. Every jurisdiction in North America is suffering from the same loss of electricity and most likely just as unprepared for such a crisis as this as you are.

### **Exercise Scenario:**

A massive solar flare (coronal mass ejection - CME) has taken down a majority of the electric grid in the United States. Many of the extra-high-voltage (EHV) transformers have been damaged and it may be months – or longer – before power is restored. These EHV transformers are all special-order items, are only made outside of the United States and take as little as 12 to 18 months to manufacture, plus transportation and installation time. All you have is whatever resources the city/county currently has on hand (disasters are “come as you are” events). The date, time and weather are exactly what they are currently in real-time. Since this is a national-scale disaster you cannot count on any aid from outside your jurisdiction for the foreseeable future – perhaps 6, 8, 18 months, or longer. Your jurisdiction should plan on going it alone for the duration of the emergency, or until assistance is provided by state or federal authorities, or the electrical power is restored.

### **Exercise Objectives:**

1. Determine what resources and capabilities you have
2. Determine the obvious problems your jurisdiction will face
3. Think about things that could be done prior to an event and prepare and mitigate

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## **Things to consider for the three exercise objectives above**

### Objective 1. Determine what resources and capabilities you have

Self-explanatory.

### Objective 2. Determine the obvious problems your jurisdiction will face

#### Long-term interruption of power

- People will be without heat/AC
- People will be without refrigeration – this includes grocery stores, hospitals, clinics and pharmacies
- People will be without the ability to perform basic functions like cooking and boiling water or providing heat to their homes during cold temperatures causing increased fire dangers
- People will be without basic sanitation and, hence, at risk for diseases
- People may be without transportation - without fuel due to no electrical power for the pumps and no resupply
- Most, if not all, forms of communication will be disrupted

#### Long-term interruption of supply chain

- Food delivery will stop
- Fuel delivery will stop
- Banks will be closed, no cash withdrawals or ATM service
- Delivery of medicine and medical supplies to hospitals, clinics and pharmacies will stop
- Delivery of all products, parts and supplies will stop

#### Long-term interruption of essential service

- Water service will stop
- Sewer service will stop
- Fire, EMS, Police/Sheriff will not be able to respond (for lack of fuel, personnel and communications)

#### Collapse of law and order (after first three plus days)

- The Police/Sheriff will not have the manpower, communications, or transportation to provide security for the community
- Desperate people will resort to looting, burglary, robbery, or any means necessary to get food and water
- It is unlikely that state or federal help “is on the way” anytime soon, no way of knowing
- Many local governments will quickly become ineffective
- Without ATMs there will be a lack of cash for purchasing few available food items
- EBT cards will not work and those receiving them will not have a way to obtain food and other life sustaining supplies

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- Even after the restoration of power for a prolonged period there will still be areas within your jurisdiction that will need to be reestablished within the normal standards of civility (Once civility fails, it is often hard to bring it back quickly)

Starving and sick refugees arriving from larger urban areas

- Even if, miraculously, you are in a jurisdiction that is prepared and has a plan to attack the above challenges, look to your nearest urban areas – refugees will soon be forced to flee the cities due to lack of food, medical, and safety. Any plan for a community’s survival will have to address how to humanely handle desperate refugees while protecting your community and maintaining law and order
- Farms and rural homesteads will be targets of gangs and opportunists looking for food and valuables to use as barter. Produce and livestock will be slaughtered and wasted by criminals not knowing how to properly process these resources
- Safety of rural residents will be severely imperiled by a lack of civility and no law enforcement coverage
- City/County borders will have to be monitored and protected
- City/County assets will have to be guarded from looters/criminals (assets include: government buildings and offices, other critical infrastructure, banks and credit unions, grocery stores, hospitals, clinics, pharmacies, liquor stores, gas stations, etc.
- After more than a week without food, locals, as well as refugees, will be looking for food at the farms and ranches in the rural parts of the county

### Objective 3. Think about things that could be done prior to an event and prepare and mitigate

There is a lot that can and should be done to mitigate the affects of a long-term power outage in the community. The answer lays in the citizens of the community partnering with their local government to work together on the answers. To do this, the city/county would have to properly inform the community of the threats, why they should be concerned and what needs to be done to mitigate the threats, especially worse-case scenarios such as this exercise. The city/county can only do so much, but it can’t be successful without the willing participation of the citizenry. It can and must be done! The EM process needs a Civil Defense component as this is the only concept that focuses on the citizens helping themselves and their neighbors during emergencies. This is a community-based approach, rather than a top-down, government controlled process. Consider the way the residents responded to help their neighbors in Houston, TX after Hurricane Harvey in 2017, this was Civil Defense in action.

*Exercise scenario adapted from The Civil Defense Book:  
Emergency Preparedness for a Rural or Suburban Community  
ISBN-13: 978-1974320943.*