

**DEPARTMENTS OF VETERANS AFFAIRS AND
HOUSING AND URBAN DEVELOPMENT, AND
INDEPENDENT AGENCIES APPROPRIATIONS FOR
1992**

HEARINGS
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
HOUSE OF REPRESENTATIVES
ONE HUNDRED SECOND CONGRESS
FIRST SESSION

SUBCOMMITTEE ON VA, HUD, AND INDEPENDENT AGENCIES

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PART 5

	Page
Federal Emergency Management Agency	1
National Institute of Building Sciences	489

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NOTE.—The Honorable Silvio O. Conte was Ranking Minority Member of the Committee until his death on February 8, 1991.

**DEPARTMENTS OF VETERANS AFFAIRS AND
HOUSING AND URBAN DEVELOPMENT, AND
INDEPENDENT AGENCIES APPROPRIATIONS
FOR 1992**

TUESDAY, MARCH 19, 1991.

FEDERAL EMERGENCY MANAGEMENT AGENCY

WITNESSES

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FOOD AND SHELTER PROGRAM
LAURA BUCHBINDER, SUPERINTENDENT, EMERGENCY MANAGEMENT IN-
STITUTE**

INTRODUCTION

Mr. TRAXLER. We will convene the hearing on the Federal Emergency Management Agency and their fiscal year 1992 appropriations request. We are pleased to welcome Mr. Wallace Stickney, the Director of the agency, and he has an impressive biography that we will insert in the record.

This is your first appearance before the Subcommittee. We want to welcome you. We are pleased to have you aboard. Your agency is one of our favorites and you perform a very vital and important function. How are you doing?

Mr. STICKNEY. Very well, sir.

Mr. TRAXLER. It is good to see you. Who do you want to introduce? Who is your first team?

Mr. STICKNEY. I would like to introduce the first team, if I may, sir. I have with me Tom Kranz, who is the Associate Director for External Affairs; Tony Lopez, Associate Director for National Pre-

paredness; Grant Peterson, from the State and Local Programs and Support.

Mr. TRAXLER. We will be pleased to insert your statement for the record and would be very happy to hear from you in any fashion that you choose to proceed.

Mr. STICKNEY. Thank you, sir. I have an abbreviated statement, which I would like to read, if I might, although it will take about ten minutes, unless you would prefer to go directly to questions, we can do that as well.

OPENING REMARKS

Mr. TRAXLER. Why don't we just take a few minutes and have you tell us what you think the highlights of this year's budget request are. How is the agency doing?

Mr. STICKNEY. We are doing quite well, sir.

Mr. TRAXLER. What do you want to tell us? It is not often you get an opportunity to tell us how your agency is doing.

Mr. STICKNEY. Sir, when I came down here, I realized that FEMA is a real-time agency. It is clear since I have been here that that was an accurate observation. In the seven months since I have been here, we have worked very hard at bringing this group together as a management team.

I am really pleased to see the advantages of that playing out on a very regular basis, as we are able to utilize all of the resources available for emergency management to serve the public.

I am also impressed at how difficult some of the work is. We did have crews leaving for the South Pacific Christmas Day to deal with typhoons there, and we have just heard that two of our employees out there were attacked on the island of Uman by Chuuk citizens who apparently did not like their decision on a public assistance project.

Mr. TRAXLER. We will probably be hearing from Ms. Pelosi later today. I suggest you call your security detail now. She is not violent, she is just special.

Mr. STICKNEY. In fact, I had no idea this work was that dangerous.

Our budget compares favorably with last year's budget. We have included some increases in our Management and Administration account to allow for some additional oversight of the accounts, and increases for natural hazards. Beyond that, things are essentially the same as last year.

REORGANIZATIONS

We hope that we have achieved some further efficiencies by our changes in organization at the National Fire Academy and the Emergency Management Institute, where we have given Olin Greene and Grant Peterson direct responsibility for operating those schools. I believe that this is going to result in programs which are much closer to the user populations and hopefully a cooperative program, more cooperative program all the way around.

DISASTERS

We are now dealing with 18 disasters as of this fiscal year—the small to middling kind which don't attract a whole lot of attention, but require a significant outlay of funds—and it looks like we are on to another record year in terms of numbers, anyway, of disasters.

That is a very brief opening statement, and rather than going through a long litany of the changes I would like to submit my statement for the record.

[The information follows:]

BIOGRAPHICAL SKETCH HONORABLE WALLACE E. STICKNEY

Wallace E. Stickney was appointed Director of the Federal Emergency Management Agency (FEMA) by President Bush and confirmed by the U.S. Senate August 4, 1990. He had been the Commissioner of the New Hampshire Department of Transportation since 1985.

FEMA is the central point of contact within the Federal Government for emergency planning, mitigation, response and recovery to any natural or man-made disaster which might occur.

As Director, Stickney is responsible for the programs and activities of FEMA and its some 2,400 staff members nationwide.

Stickney, 56, is a registered engineer. In his previous position he oversaw a total reorganization of the New Hampshire Department of Transportation, gained legislative approval of the Governor's 10-year highway plan, transformed the Turnpikes System to an enterprise fund supported by revenue bonding, and directed the construction of a record expansion of State facilities.

He has been a college instructor, town engineer and office director with the Environmental Protection Agency (EPA) during his career, which began in 1959 as an instructor in physics and engineering mechanics at Wentworth Institute in Boston.

Three years later he became Town Engineer for the community of Salem, N.H. In 1966 he joined the U.S. Department of Interior's Water Program, which eventually evolved into the EPA, Region I. There he served 3 years as Federal activities coordinator and another 8 as Director of the Environmental and Economic Impact Office.

After a year at the Kennedy School of Government at Harvard University, he returned to New Hampshire in 1983 as a Special Assistant for Environmental Affairs to Governor John. H. Sununu. In that capacity, he served as staff chairman of the National Governors Association's Acid Rain Task Force, coordinated the work of New Hampshire's environmental agencies, and developed the groundwork for legislative approval for a formal environmental reorganization, which resulted in the establishment of the State Department of Environmental Services.

Stickney is a member of the American Society of Civil Engineers, a past member of the Salem Planning Board and a former Commissioner of the Southern Rockingham Regional Planning Commission.

He received a bachelor's degree in civil engineering from the New England College in 1959, holds a Master of Science degree in engineering from Northeastern University, and earned a Master's in Public Administration from Harvard University in 1981.

Stickney is married and the father of four grown children.

Mr. Chairman and Members of the Subcommittee:

We appear before you today to present testimony on the budget request for the Federal Emergency Management Agency (FEMA) for fiscal year 1992.

The total requested for all appropriations is \$723,515,000. The outlay request is \$854,697,000, and FEMA's full-time equivalent needs are estimated at 2,734. Compared to 1991, requested appropriations increase by \$160,540,000, outlays decrease by \$542,674,000, and full-time equivalents increase by 30.

The 1992 budget request for FEMA's operating accounts is \$442,940,000, an increase of \$17,316,000, or approximately 4%, over 1991. The increase includes funds to support FEMA's full complement of requested workyears, to provide for specific initiatives such as enhanced disaster assistance and earthquake hazard reduction efforts, and funding for uncontrollable cost increases, including GSA rent increases, the three-month 1992 cost of the 1991 pay increase, and for the January, 1992 pay raise.

OVERVIEW

The Federal Emergency Management Agency carries out a wide range of program responsibilities for emergency planning, preparedness, response, and recovery, as well as hazard mitigation.

With the exception of the request for the Disaster Relief Fund and the Emergency Food and Shelter Appropriation, FEMA's 1992 request, in general, contains no marked changes from the 1991 enacted levels. In 1992, an appropriation of \$185 million is being requested for the Disaster Relief Fund which received no appropriated funds in 1991. For the Emergency Food and Shelter Program, an appropriation of \$100,000,000 is being requested. While this represents a reduction of \$34,000,000 (25%) to FEMA's emergency program, the request really reflects a shift of resources to homeless assistance programs of other agencies believed to provide more comprehensive and longer term approaches. Total proposed government-wide funding for targeted homeless assistance programs will remain at one billion dollars, an increase of 13 percent over the 1991 enacted level. While the National Earthquake Program, Disaster Relief Administration, and the Office of Inspector General are requesting significant resource increases in 1992, the Technological Hazards, Management and Administration, Federal Preparedness, Training and Fire, Flood Insurance and Mitigation, and Emergency Food and Shelter Programs vary by no more than 5% from 1991 resource levels, with a slight decrease in the funding for the Civil Defense activity. While the request for appropriations increases as noted above, the outlay estimate for 1992 decreases sharply, mainly because the majority of outlays from the Hugo and Loma Prieta disasters occurred in 1990 or are estimated for 1991 and then drop significantly in 1992.

In operating programs, specific increases in both staff and funding

have been requested to provide enhanced emergency capabilities and to help mitigate the potential effects of future disasters and emergencies. Under the National Earthquake Program and Other Hazards activity, resources are targeted for enhancements to the existing earthquake program. The Training and Fire Programs will use increased resources to make needed training facility improvements, for curriculum enhancements, for sprinkler research, and for a hazardous materials information program for first responders. The Disaster Relief Administration request contains increased workyears and funds for enhanced program monitoring, financial control, and revision of program regulations. Enhancements to the Management and Administration Activity will provide for regional information systems coordinators, continued emphasis on improvements to the financial management system, meeting the requirements of the Chief Financial Officers Act, contract closeouts, and various uncontrollable price increases.

Other increases include resources for the Inspector General appropriation to meet the requirements imposed on the Office as the result of the creation of a statutory Inspector General in FEMA and the Chief Financial Officers Act. Estimates for the National Insurance Development Fund (NIDF) assume the continuation of the Crime Insurance Program through September 30, 1995.

The 1992 request contains two changes in presentation. A new activity, funded from the Disaster Relief Fund, called the Disaster Assistance Direct Loan Program Account, will provide for a loan subsidy and administrative expenses associated with states share loans made by FEMA under cost sharing provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act. In addition, for the Flood Insurance and Mitigation activity, funding will be derived by reimbursement from the National Flood Insurance Fund, rather than by a transfer of unobligated balance from that Fund, as in the past.

In 1992, FEMA is proposing in appropriation language to recover fully the direct expenses of the Radiological Emergency Preparedness Program from the utility companies serviced in the licensing process with the funds being retained by FEMA. In addition, the full cost of the Flood Insurance and Mitigation activity will be recovered from flood insurance policyholders, as required by the Omnibus Budget Reconciliation Act of 1990.

CIVIL DEFENSE

FEMA requests \$153,628,000 and 380 workyears, a decrease of \$4,880,000 and 8 workyears from 1991, for the Civil Defense activity in order to support the continued development and maintenance of base line, all hazard, emergency management preparedness and response capabilities at the Federal, State and local levels of government. The requested decrease is a modest reduction of 3.1%, but it is in line with current budget constraints and supports the administration's cost cutting measures to reduce the deficit.

The Office of Civil Defense is part of a proposed reorganization which consolidates emergency response planning for all hazards, and continues a consolidated approach to providing guidance and assistance to State and local governments for capabilities such as personnel, planning, emergency operating facilities, and communications that are common to all emergencies and unique to all forms of attack. I believe that this consolidation will provide a much-needed integrated and coordinated approach to response planning. Under this new concept, the Office of Civil Defense will also assume organizational responsibility for the Urban Search and Rescue initiative, for updating the Federal Response Plan and the Radiological Emergency Response Plan, and for exercising these plans. This organizational approach highlights FEMA's emphasis on response planning and on civil defense as an all hazards approach to emergencies.

The 1992 request represents a continuation of the balanced approach which began in 1989 to focus on these base line capabilities and is designed to reduce capability shortfalls by building an in-place, survivable crisis management capability at the State and local levels while relying on the development of a "surge" capability to satisfy the civil defense needs that can be deferred and require a large capital investment for their development. The primary use of the funds requested will be for grants to States to help State and local governments establish and maintain a capability to prepare for and respond to all major emergencies. This includes paying for a significant part of the salary and related overhead cost of approximately 7,000 emergency managers; development and testing of emergency operations plans and procedures; training of paid and volunteer emergency responders, i.e., police, fire, public works, medical, emergency management, Red Cross, Amateur radio operators, and other volunteers; and the maintenance of communications and hardware systems.

Plans are being made for surging the upgrade of communications equipment and emergency operations centers, installation of electromagnetic pulse (EMP) protection for Emergency Broadcast System stations, and the recruitment and training of radiological defense monitors and shelter management teams in the event of a crisis. The approaches developed are currently being field tested. However, surge implementation is time sensitive, requiring anywhere from six to twelve months to achieve its objectives.

Last year the Administration established an interagency committee to assess civil defense program requirements in light of current events. Subsequently, the House Armed Services Committee directed the Administration to undertake a major review of civil defense policies. Any decisions based on this assessment will be incorporated in next year's request.

NATIONAL EARTHQUAKE PROGRAM AND OTHER HAZARDS

The request for the National Earthquake Program and Other Hazards activity is \$20,217,000 and 66 workyears, an increase of \$2,667,000

and 8 workyears over the 1991 current estimate. This activity supports FEMA's statutory responsibilities as lead agency for the National Earthquake Hazards Reduction Program and encompasses programs which work with State and local governments, volunteer and educational organizations and the private sector to reduce the potential loss of life and property from earthquakes, hurricanes, unsafe dams and related natural hazards. This is accomplished through comprehensive programs of mitigation, preparedness and response planning, training and public education.

Both Hurricane Hugo and the Loma Prieta earthquake illustrated the benefits of and continuing need for these programs. Planning efforts supported under the Hurricane program led to the successful evacuation of thousands of residents prior to Hurricane Hugo, and the earthquake mitigation and preparedness efforts undertaken with FEMA planning support and exercises in the San Francisco Bay area played a significant role in reducing the loss of life and property from building collapses in the Loma Prieta earthquake.

Increases in 1992 for the National Earthquake Program will emphasize expanding development of seismic design provisions for new and existing buildings; expanding mitigation activities; and strengthening FEMA's capability to effectively fulfill its statutory responsibilities as lead agency of the National Earthquake Hazards Reduction Program (NEHRP).

TECHNOLOGICAL HAZARDS

The request for Technological Hazards is \$11,310,000 and 117 workyears, an increase of \$207,000 over 1991. This activity supports FEMA's effort to provide technical and financial assistance in developing and fostering Federal, State, and local capabilities to prepare for, respond to, and mitigate the consequences of technological emergencies. The Technological Hazards budget activity is comprised of the Radiological Emergency Preparedness and Hazardous Materials Programs.

In 1992, under its Radiological Emergency Preparedness (REP) Program, FEMA will continue to assess the adequacy of State, local, and utility emergency planning and preparedness around fixed nuclear power facilities. Under the Hazardous Materials Program, FEMA will continue to emphasize development of a comprehensive exercise program with which to assess emergency planning and response capabilities at the State and local level. Additionally, FEMA will continue to expand the services and enhance the accessibility of the joint FEMA/Department of Transportation (DOT) Hazardous Materials Information Exchange, a major information source for State and local governments.

In the near future, FEMA will issue a final rule to establish fees that will be charged to utilities for services which are site-specific in nature, and which are performed by FEMA under the REP program. In keeping with the Administration's continuing emphasis on user fees, the 1992 budget proposes to recover the full cost of

the REP program from the utility companies serviced in the licensing process. The fees would be credited as offsetting proprietary receipts of the Agency.

FEDERAL PREPAREDNESS

The request for Federal Preparedness is \$156,374,000 and 942 workyears, a net increase of \$6,643,000 and a decrease of 35 workyears from 1991. Because the bulk of the requested increase is to provide adequate funding for the workyears requested for 1992, the major portion of this increase is in the Government Preparedness Program, where 92% of the Federal Preparedness workyears are requested.

This request continues operation of the Emergency Information and Coordination Center. This program provides national-level emergency managers with data, communications support, and facilities to direct the national response to a wide range of emergencies.

In addition, this request provides funding for the Mobilization Preparedness and the Federal Readiness and Coordination programs. The Mobilization Preparedness Program ensures that Federal departments and agencies have in place plans, systems, procedures and resources to support national emergency mobilization, including civil sector support to a military mobilization. Under the Federal Readiness and Coordination Program, FEMA provides guidance to the Federal departments and agencies to prepare for and effectively respond to national security emergencies; manages the Federal response and recovery in the event of such emergencies; and plans, coordinates, and conducts national security exercises.

TRAINING AND FIRE PROGRAMS

The 1992 request for Training and Fire Programs is \$30,862,000 and 124 workyears, a net decrease of \$1,251,000 and an increase of 10 workyears from 1991. This activity provides the funds for the support necessary to develop and deliver the programs that prepare Federal, State, and local officials, emergency first responders, volunteer groups, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and long term recovery. Fire prevention and control activities are developed and delivered through the United States Fire Administration and educational programs are accomplished through the Emergency Management Institute, and the National Fire Academy.

The 1992 request includes increases for curriculum enhancements; facility improvements; expanding residential sprinkler research and application, particularly the development and research of an effective self-contained system for mobile homes and single-family residences in rural areas; and full implementation of a viable hazardous materials information program for first responders.

Since our appearance before this Committee last year and after review and consultation, I have made the decision to place the National Fire Academy back under the organizational control of the United States Fire Administration and place the Emergency Management Institute under the State and Local Programs and Support Directorate. Both training institutions will continue to co-exist at the Emmitsburg facility with the United States Fire Administrator responsible for the operation of the facility. Program coordination between the National Fire Academy and the Emergency Management Institute will be a continuing emphasis.

MANAGEMENT AND ADMINISTRATION

The 1992 request for Management and Administration includes \$52,275,000 and 477 workyears, a net increase of \$7,483,000 and 10 workyears over the 1991 current estimate. The net increase in this activity includes resources to eliminate the backlog of security investigations and contracts which need to be closed out. Moreover, the increase in resources will continue to fund improvements to the Agency's financial management systems as well as the requirements of the Chief Financial Officers Act and will provide information systems coordinators to the regions to assist them in coping with the increased agency reliance upon automated systems. Additional resources are also requested for uncontrollable cost increases for rent, supplies, equipment, and maintenance.

INSPECTOR GENERAL

In 1992, FEMA is requesting \$5,144,000 and 70 workyears for Inspector General activities, an increase of \$1,793,000 and 10 workyears over 1991. The increases requested for 1992 will be utilized to improve the audit cycle with expanded coverage of FEMA programs and operations, to conduct pre-award contract audits and contract close-out audits, to reduce the backlog of complex high dollar volume investigations, and to conduct audits required by the Chief Financial Officers Act.

NATIONAL FLOOD INSURANCE FUND

In 1990, the National Flood Insurance Program's (NFIP) policy base increased by over 175,000, or 8 percent, to approximately 2.4 million policies. This is just one indicator of the success of the NFIP's partnership with the private insurance industry as the most effective means of promoting the sale of flood insurance policies, providing improved services to insurance agents and brokers, and improved claims services to policyholders, should a catastrophic flooding event occur. At the end of fiscal year 1990, over 80 companies were actively writing in the program, representing over 1,800,000 policies or 77 percent of all flood insurance policies.

As directed by the Omnibus Budget Reconciliation Act of 1990, which authorized the NFIP through September 30, 1995, all costs for the floodplain management component of the National Flood Insurance

Program and salaries and expenses for both Insurance Activities and Floodplain Management will be borne by policyholders. In 1991, a \$25 policyholder service fee and other rating changes will be implemented to cover these expenses.

In 1992, FEMA is requesting \$12,874,000 and 208 workyears for salaries and expenses for Flood Insurance and Mitigation, a net increase of \$1,796,000 and 5 workyears over 1991. The increase is necessary to support implementation of the Community Rating System. This activity, which will credit community mitigation efforts by reduced flood insurance premiums, will create a major workload for the regional offices including responding to requests for information, technical verification of eligible community flood loss reduction actions, and additional compliance activities. Any cutback in other activities, in order to meet these new demands, could expose the NFIP and related Federal disaster assistance programs to greater program expenditures.

NATIONAL INSURANCE DEVELOPMENT FUND

The Omnibus Budget Reconciliation Act of 1990 authorized the Federal Crime Insurance Program through September 30, 1995. FEMA continues to support discontinuation of the program. The program is expected to continue to require a taxpayer subsidy of over \$1,200,000 per month through 1992 for fewer than 23,000 policies, of which 86 percent are in five states. In order to make the program more efficient and less costly to the taxpayer, FEMA will raise premium rates 15 percent each year as authorized by the Omnibus Budget Reconciliation Act of 1990.

DISASTER RELIEF

The 1992 appropriation request of \$185,000,000 for the Disaster Relief Fund, coupled with anticipated recoveries of \$50,000,000, will permit obligations of \$235,000,000. This represents a prudent annual resource level for this Fund and reflects an expected return to a normal year of disaster activity following the unprecedented disasters and obligations which resulted from Hurricane Hugo and the Loma Prieta earthquake. Supplemental appropriations of \$1.108 billion and \$1.1 billion were approved in September 1989 and October 1989, respectively, to address the combined effects of these events. There will be a continuing high level of activity associated with the management and delivery of assistance for Hurricane Hugo and Loma Prieta during 1992. The primary uses of Disaster Relief Funds are grants to individuals, families, and State and local governments. In 1992, FEMA anticipates that it will support recovery operations in 24 Presidentially-declared disasters.

The request assumes that FEMA will take over responsibility from the Department of Education for administering disaster assistance to elementary and secondary schools, beginning in 1992. Funding will come from the Disaster Relief Fund. In addition, estimates assume that FEMA will subsidize up to \$6,000,000 in loans for

states' shares of assistance under the Stafford Act, but assume no loans under the Community Disaster Loan Program.

EMERGENCY FOOD AND SHELTER

FEMA is requesting \$100 million to continue support to emergency food and shelter programs for the homeless through a national board of major private charities. This funding level reflects a decrease of \$34 million from the 1991 level in accordance with the Administration's policy of shifting resources into programs that assist the homeless on a more transitional or permanent basis. This request is an integral part of President Bush's pledge to combat homelessness. Government-wide, the Administration proposes \$846 million for McKinney Act programs, a \$93 million increase over the enacted 1991 level. The budget request of \$998 million for all homeless assistance programs is 13 percent above the 1991 enacted level. In 1992, FEMA's funds will supplement programs for the needy and homeless at more than 10,000 organizations in 2,300 jurisdictions.

Thank you, Mr. Chairman. My staff and I will be pleased to answer any questions.

LESSONS LEARNED IN HUGO AND EARTHQUAKE

Mr. TRAXLER. We will have questions for you. Thank you for that opening statement.

FEMA is requesting \$448,084,000 for operating programs in fiscal year 1992. The request is \$19,109,000 or 4.5 percent above the fiscal year 1991 level. In addition, FEMA is requesting \$185 million for the Disaster Relief Fund.

No funds were appropriated for this account in fiscal year 1991. This total is \$184,459,000 for the fund and \$541,000 for loan subsidies, a new account created as a result of Federal Credit Reform and for fiscal year 1992. A total of \$100 million is requested for the Emergency Food and Shelter Program, down from \$134 million appropriated in 1991.

FEMA is proposing to fund the Radiological Emergency Preparedness program with offsetting receipts. Finally, the 1992 budget requests a total of 2,624 workyears, an increase of 25 above the 1991 level.

We are going to move into some general questions. Then I will turn to Mr. Green and to Mr. Chapman for their inquiries. Let's talk about the two disasters from the fall of 1989. This committee is still fixed on those two events.

I don't know if the agency has recovered from these disasters or not. Those were incredible events that put you to the test at virtually the same time.

I am sure you are still working to resolve disaster claims. You have been looking at a "Lessons Learned" report that may help the agency cope with future double-whammies or perhaps single-whammies.

This month the GAO released a report on Federal, state and local responses in those disasters. What is happening with your "lessons learned" report and when will we have a copy of it?

Mr. STICKNEY. We are still looking through that "Lessons Learned" report, and we should have a copy of that available within a month or so. I am struck by one particular aspect of the recovery process that seems to have lengthened the recovery process: that is, all of these recovery projects are really projects done by local governments with our support.

That means they are subject to every rule; building permits, every piece of ancillary Federal legislation that exists. It turns out that, for some of these larger projects, it has taken a long time to work through just the project development process.

Mr. TRAXLER. Do you anticipate that your report will be similar to the GAO report?

Mr. STICKNEY. Yes. Although I wouldn't have said that a couple of weeks ago before I saw the GAO report. Actually, I was impressed with the review that the GAO made, with their constructive suggestions and their analysis of what went on, and I think there is going to be some real commonalities there.

CHANGES BASED ON LESSONS LEARNED

Mr. TRAXLER. Have you started to implement changes based on the GAO report? Have those events which you have targeted or have knowledge of in your own investigation of these disasters and

the performance of the agency served as a catalyst for making changes?

Mr. STICKNEY. Yes; we have, sir. One of the highlights of those changes would be the reorganization within State and Local Programs which has taken place. One of the lessons learned was that, in addition to the need to be able to gear up to help with their response, the response activity for a large disaster has to be going on at the same time as the recovery activity. They are actually dual activities.

In the State and Local Programs' reorganization, we now have organized it so that in response to a disaster, we will be setting it up so there will be a person for response as well as recovery.

We will be making better use of our Civil Defense capabilities because all of our planning for all of our responses and the oversight of those responses are going to be made from the Office of Civil Defense rather than from two separate organizations. And we really think that those changes are going to help a lot.

There is one item in lessons learned that we have not come to complete closure on because I am not comfortable with it yet, sir, and that is the extent to which FEMA needs its own first response equipment. As you requested last year, there has been an awful lot of thought that has gone into that. Grant Peterson's people have worked hard on it to come up with several proposals.

I just need a little more time to really understand how that would work, and for my own benefit, knowing whether or not we have utilized all the capabilities that are available from other agencies.

Those are the sorts of things—if I might, Grant, are there some that I have missed here?

Mr. PETERSON. I think you have pretty well covered it.

One of the issues is to streamline the delivery of the individual and family grant programs. We had 385,000 people who came to 100 disaster application centers in about a four- to five-month period that clearly overloaded our systems, and we were able to write out checks equaling over \$640 million.

But we need to look at high tech, we need to look at computer systems that will streamline processing of applications and integrate that into an information pool to provide a faster delivery to individuals. That is one area we are focusing on.

We also need clarification of our instructions, not only to individuals, but also to county commissioners, mayors, governors, to give a more definitive piece of work to them up front. When we give briefings to local governments, there should be a better understanding of what their role is as well as ours.

Mr. STICKNEY. We also have \$350,000 in this budget in the Federal Preparedness activity to provide for training on our communications systems which came in so handy down in the Virgin Islands, and we will be utilizing those in exercises, not only with our own Federal agencies, but with the state and local exercises as well.

It is clear that we have to be able to be assured that that part of our system is going to work well, too.

STATE PREPAREDNESS FOR DISASTERS

Mr. TRAXLER. Well, as I said last year, I think the performance of the agency under the conditions of the double disasters was exceptional. I am also aware of the fact that the appropriate review that you are making over these months as to the performance of the agency is totally appropriate. I commend you for the introspection, and we hope that, while you have done well, that you will do better in the future.

More importantly, we hope we never see that situation arise again. But one of the things we discovered is Mother Nature never does what you anticipate. Several findings and recommendations were made in the GAO report and I want to discuss the main ones with you.

We all know state and local governments have primary responsibility for disaster preparedness with FEMA supplementing those efforts. You have no means to ensure state preparedness. In fact, that was the problem in the Virgin Islands, especially given the severity of that disaster, and, of course, you had to step in as a first responder.

Mr. STICKNEY. Yes.

Mr. TRAXLER. Do you think that that is an exception? Is it your judgment that there are a number of States who do not meet your emergency preparedness standard? We note on page 25 of the report that the level of preparedness varies greatly from state to state. How do you intend to meet that problem?

I want to interrupt the hearings and welcome Mr. Lowery who is the newest member of the subcommittee. This is his first hearing. How pleased we are to see you. We didn't know if you were a guest or for real.

Mr. LOWERY. I have wanted to be on your committee for a long time, Mr. Chairman.

Mr. TRAXLER. We are delighted you are here. I want to tell you, this is an honor, and we welcome you. Let's go back to the questions.

Do a number of the states fail to meet your preparedness standards, and what can you do to address that problem?

Mr. STICKNEY. One of the basic problems is, as I am sure you realize, how to deal with events that might have a hundred-year return period, and do we gear up on a yearly basis on something that might happen every hundred years.

It is my impression in my seven month's experience, that our states, as a whole, probably would respond better than the Virgin Islands did in that disaster, simply because of the topography, a land base to operate from instead of being an isolated island.

It is true that emergency preparedness is a state and local responsibility. As a matter of fact, it is an individual responsibility, when you come right down to it. Each of us should be as prepared as we can to take of ourselves and not be an unnecessary burden. And it is a community responsibility.

One of the things we are finding as we meld our Fire Administration activities with emergency planning is that there are a lot of additional capabilities out there in the State and local governments

that need to be brought into the entire emergency management system.

I am speaking about our 1.2 million fire fighters across the country. And we are encouraging at all levels that we have a better integrated planning and response and recovery system within the states.

We are also working with elected officials, meeting with and working with representatives of the National Association of Counties, and the National Governor's Association, as well as other national organization, just to impress upon them—sell them—on the need for better preparedness.

As we look across the country, at the various programs, I am struck by the fact that there are as many ways to organize disaster planning response programs as there are governments, and I appreciate their alternatives. And that is one of the challenges.

INCENTIVES FOR STATE EMERGENCY PREPAREDNESS

Mr. TRAXLER. Are there some types of incentives that FEMA can implement in order to ensure state emergency preparedness, and what are the steps that you are taking to increase the states' preparedness?

Mr. STICKNEY. Sir, I think the fair answer to that is that, except for our help to better integrate their resources, this budget calls for about the same level of assistance on preparedness planning and response.

Grant, is that a fair assessment?

Mr. PETERSON. It is about the same level. We do have, if I might, sir, a couple of initiatives that we are trying to bring to the forefront.

Starting in 1989 we developed the Survivable Crisis Management concept under the Civil Defense Program which is designed to aid states specifically with the survivability of their command, control, and communications capability against all hazards. This is because one of the things we found so clearly in the states that were impacted, was that their command and control structures were not survivable.

We have identified clearly that, if a state will write a plan to identify what its strengths and weaknesses are, we will prioritize its funding to meet those weaknesses. That is an incentive out of the Civil Defense funding. We have about 14 states involved in that right now. About \$2 million just went to New York under the Survivable Crisis Management program, as an example.

Another incentive is to try to take all the elements where we fund mitigation projects as well as Civil Defense work in all hazards and package them in constructive ways that are coordinated to encourage states to provide funds.

There is a tremendous problem out there right now with states and funding, and we heard that loud and clear. The Comptroller was with the National Emergency Management Association the other day, and there is a big problem out there in matching money.

We are seeing those problems come to the forefront.

DISASTER RECOVERY NEED

Mr. TRAXLER. On page 30 of the report, we note that there are some questions raised on recovery needs, and you currently require that state or local emergency plans include recovery strategies. Is that part of your requirements for state and locals?

Mr. STICKNEY. Sir, it is my understanding that the emphasis is on planning and response, not so much on recovery at this point. Grant, I need some details on that.

Mr. PETERSON. You are absolutely right. This is a lesson learned, Mr. Chairman, and that is that we have a re-emphasis on planning and present activities and exercise for natural, technological, and strategic disasters.

But I don't believe we have placed as much emphasis on the recovery—response and recovery in crisis situation—as we should through our Civil Defense and disaster programs. So we are going to be emphasizing a broader emphasis on response and recovery. I think that is a weakness that we are correcting.

Mr. STICKNEY. By the way, if I might, sir, there is another aspect of that, and that is our hopes to get more cooperative ventures going between the states and with people who have experienced disasters.

We think there is a lot of expertise that could be brought to bear from states who have experienced disasters, helping states that are experiencing disasters. Also, we would like to figure out a way to utilize people who have successfully gone through a disaster and recovery process, to assign them as advisors or in some fashion as helpers to governors or mayors who are going through a disaster.

Mr. PETERSON. May I add an addendum, sir?

Additionally, we found out that we have a tremendous amount of talent out there in the emergency management community that we fund through the Civil Defense program. We fund about 30 percent of the salaries of around 6,500 individuals in state and local governments.

We have identified a problem of where all of these people are when there is a major catastrophic event focused on one state. Can we bring people from other states who are the emergency management specialists for those states and support a state that is under duress?

We have asked the National Emergency Management Association and the National Coordinating Council on Emergency Management to work initially to help us identify how those resources could, in a manner that would be compatible with their state and local governments, be of assistance to a state or states that are heavily impacted.

Mr. TRAXLER. Mr. Green.

USING TRAINED EMERGENCY MANAGERS IN DISASTERS

Mr. GREEN. When we were in South Carolina, One of the things, that struck me was that in almost every case, it turned out the local government has someone trained through your program, but that wasn't the person to whom the local chief executive turned when disaster struck.

So I don't know what you do about that—either you have got to get them to send the person they are going to rely on or you have got to let them know somehow that they do have a trained person they are going to be turning to.

But as a result, a lot of what you invested in wasn't brought to bear because the local chief executive is looking somewhere else.

Mr. PETERSON. There were some of those problems.

Mr. STICKNEY. Representative Green, one of the tasks I have taken on is visiting governors and mayors and county commissioners to make sure I remind them of that. That is a vital need, you are absolutely right. They have got to train the person they are going to turn to when disaster strikes; otherwise, it is chaos.

Mr. TRAXLER. You may proceed.

INCREASE IN EMERGENCY FOOD AND SHELTER FUND FOR NEW YORK CITY

Mr. GREEN. Let me turn to some other aspects of FEMA's activity which are of particular concern to me.

Phase IX of the Emergency Food and Shelter Funding was recently announced, and I was pleased that New York City's share at 3.8 percent of the total was up from 2.8 percent in the past. But I wasn't quite sure how that had happened, since my understanding was the formula hasn't changed since Phase IV. Is it some change within New York City?

Let me say that I am not wildly enthusiastic about 3.8 percent. In 1982 we got 3 percent and most studies show us with about 16 percent of the homeless. But I am curious where we stand on the formula and what is happening.

Mr. STICKNEY. I am pleased that the increase was there. I am not sure I personally know what the reason for the change in formula is. Do we have that?

Mr. PETERSON. Yes. We are pleased to report because of your interest last year that we can say there was a 1.5 million increase from \$3.6 million to about \$5.1 million. But that was under the existing formula.

There is a higher rate of unemployment than there was in the previous year. The unemployment can drive the increase in New York State, sir.

LABOR FORCE STATISTICS IN ALLOCATION FORMULA

Mr. GREEN. In that area, one final question. We had discussed last year, at pages 23 and 24, the question of the use of labor force participation statistics in the allocation formula. Since, as we try to find a surrogate for the hard to count homeless, with many of them not participating in the labor market, that seemed to be one statistic that might be significant. Have you explored that any further?

Mr. PETERSON. There has been a tremendous amount of discussion, much of it prompted by your concerns, in the full committee, at the national level, and the results of that have been that while it is not perfect and there is ongoing analysis, the base formula is remaining fairly constant from what we have used before.

We also are using statistics that came out of the 1980 census and we are going to have a whole new batch of information shortly. So

while we are going to do an ongoing consideration of the validity of the process being used presently, the Committee, as a whole, pretty much supports the formula that they are using.

Mr. GREEN. Having watched the census at work last year, while they did make some efforts to count the homeless, I would have to say that those efforts were spotty at best. And I don't criticize them too much because it is not an easy population to count, which is why we do use these formulas.

But I do think the unemployment formula simply reflects the fact that the original funding for the homeless was in the act initiated by this committee in March 1983 in response to high unemployment at the time, and I don't really think that regional changes in unemployment necessarily reflect the underlying homeless problem.

I realize you are looking for some alternative to those numbers.

Mr. PETERSON. We did meet with the Bureau of Labor Statistics as well in reviewing these things a little farther but found not a high degree of productivity other than the information we received.

Mr. STICKNEY. I have had a chance to visit a couple of the local boards and see the work they do. The money from this program seems to be going to help people, who for one reason or another, are having short-term problems, but who they think will be able to recover and be on their own. Funds just get them over the hump.

Because of the way the program is set up, I think it won't reach those hard-core homeless and we may have to look to different programs for that.

INTEREST PAYMENTS FOR CRIME INSURANCE

Mr. GREEN. That is a good observation. I would certainly be interested in being kept informed as you explore that.

Let me turn to the insurance programs, and let me start with the one that is closest to my heart, the crime insurance program.

In our discussion of this program that we had, I guess it was late last year or middle of last year, it struck me that the loss you are experiencing in the program is about equal to the interest that you owe the Treasury each year on the borrowings that cover past losses.

Mr. SCHAUERTE. That is correct. It will be about \$16 million this year.

Mr. GREEN. And your loss on the program including that?

Mr. SCHAUERTE. Cumulative losses are about \$140 million and we pay a little over a million dollars right now as far as the interest on that loan.

Mr. GREEN. What I was trying to establish, for the record here, was the fact that if this committee were to act to liquidate your loan to the Treasury, at that point, this program would be running on a break even basis?

Mr. SCHAUERTE. No, sir, we would still be losing money, about \$14 million.

Mr. GREEN. Per year?

Mr. SCHAUERTE. Per year.

Mr. GREEN. That is what you have been losing?

Mr. SCHAUERTE. Yes, sir.

Mr. GREEN. After the interest?

Mr. SCHAUERTE. That is right.

Mr. GREEN. But at any rate, then, over 75 percent of your annual losses would be eliminated if we eliminated the requirement to pay interest to the Treasury?

Mr. SCHAUERTE. There would still be a loss to the program, but you are right. If the debt was forgiven, we would certainly be much better off.

RATE INCREASE FOR CRIME INSURANCE

Mr. GREEN. The occasion for our getting together was the proposed 15 percent rate increase that you had announced. How is that working out?

Mr. SCHAUERTE. The 15 percent increase was on commercial policies. The Federal Crime Insurance Program overall is about three to one in favor of residential policies, and we are considering a 15 percent across the board this year on all policies.

Let me say it is still not working out. The program itself is still in decline. We discussed that in the past. We are losing about 9.4 percent of policies per year.

Mr. GREEN. Obviously increasing the predominant—

Mr. SCHAUERTE. You see, there is market availability in some states for insurance, and some states do have state programs which will assume those risks. I think that the state of Michigan, for example, has solved their problem with a state pool.

As we make these 15 percent increases year after year, and we are authorized to do that, we will probably exceed the premium costs.

Mr. GREEN. How much of an increase would you need if you didn't have to make good the interest on the Treasury debt?

Mr. SCHAUERTE. I can't answer that. I can certainly find out that answer for you.

[The information follows:]

CRIME INCREASE

If all borrowings of the National Insurance Development Fund, which are estimated to be \$160,290,000 at the end of FY 1991, were forgiven, then the Crime Insurance program could achieve a self-supporting status by the end of FY 1995, if an approximate 21 percent rate increase were implemented each year for fiscal years 1992 through 1995. The amount of the rate increase needed to achieve a self-supporting status assumes the decline in the number of policies continues at the current rate of 10 percent per year, no adverse selection which increases program losses, and forgiveness of all borrowings at the beginning of FY 1992.

I would assume this: The increase we are authorized to implement over the next five years is 15 percent compounded. It will raise the premiums considerably, bring about a different situation on the cost of crime insurance premiums. We don't know how many policies we are going to lose because of the higher premiums.

MARKETING CRIME INSURANCE

Mr. GREEN. Let me say that my view as to why the program has been in chronic decline has been that each year, until recently, the administration has proposed abolishing it, and I suppose if Aetna

or Hartford or Prudential announced each year that they were going out of business, they wouldn't sell a lot of policies either.

So if you turned around and said, we may not like it but Congress has told us to run this program, and therefore we are going to go out and market it, I bet you it would turn around that decline.

Mr. SCHAUERTE. It is my understanding that we have marketed it in the past with limited success. Our marketing programs however, are in competition with private company programs. They are the same insurance products, but our program is subsidized. So if we sell additional policies we will lose money on each one.

RECONCILIATION OF ACCOUNTING AND TREASURY NUMBERS

Mr. GREEN. When I was HUD regional administrator, I viewed this program as a significant tool in terms of preserving downtown commercial areas, and I did go actively to the minority press and to mayors and leaders of the communities in the Federal region, too, and that may be why you find that the highest participation rates will be in New York, New Jersey and Puerto Rico.

One other area, the Inspector General's report for the period ending September 30th, 1990, indicates that we still have a discrepancy between the financial data as it existed at the Treasury Department regarding your agency and the data contained in your own accounting system. And last year, that amount was \$500 million, which was a rather large discrepancy, I thought.

The IG's report states, "These findings cast serious doubt over the accuracy and usefulness of reported data as well as data contained in the agency's accounting system." And I understand that a management decision on unreconciled cash outlays and balances for fiscal year 1980 to 1982 is expected this month.

Where does this whole thing stand and what are our chances of getting the records so that Treasury and you will agree on where we stand?

Mr. STICKNEY. Representative Green, I think the best thing for me to do with this question is turn the question over to our Comptroller who was working on it, George Orrell.

Mr. ORRELL. Sir, last year you brought that up and I made the comment that the money that you mentioned in the disaster fund, which was an illustration of unliquidated obligations, had not appeared in any audit at that time. Since then, during the past year, the audit has been completed and that number is not included in there as a problem.

So what I am saying very directly is, there is not \$542 million floating around free in the disaster fund. Also, I need to indicate that very specifically, our financial statements relative to the disaster program are very accurate and agreed to, across the program, the Comptroller's office and in conversations with OMB. To the larger issue that is reported there, three of the four findings that were reported have been completed, and the one you are talking about has to do with other unliquidated obligations that we had.

We have been working on those fiscal year by fiscal year, driving them back across all accounts. We have made very, very good progress on that, including a new instruction across the agency. We

have looked at all the contracts, for example, and the comprehensive cooperative agreements that we also do with the states.

The specific finding has to do with some of the years way back at the beginning of our agency when we inherited records from other departments and agencies as we formed FEMA. We have not resolved that, and the date that is in there is March, and that report isn't completed, but it is being worked on.

We have made very good progress, we think, based on a very good IG report.

Mr. GREEN. Is the Inspector General here? Are you satisfied?

Mr. MILLER. Yes, I am. I have checked with my staff and they agree substantially with what Mr. Orrell has said about the progress made to date.

Mr. TRAXLER. Mr. Chapman?

HURRICANE PREPAREDNESS PROJECTS

Mr. CHAPMAN. Thank you, Mr. Chairman.

I have just a few questions about some matters that are perhaps a bit parochial. First, dealing with your hurricane preparedness program and Texas' disappointment that the study for the Houston-Galveston project was not funded at the amount requested after being strongly recommended by the region's director. It is a three-year program which was fully funded in its first year by FEMA, and then \$100,000 was requested for this year, and only \$60,000 was furnished.

I understand that—or at least they understand that the rationale was the number of these studies going on nationwide and that a priority has to be made and there is a limited amount of resources.

I guess my question would be, one, does FEMA or has FEMA prioritized nine projects within the hurricane preparedness program? Is there an actualizing of priority based on need or urgency for those projects, and would it be possible to get a list of the projects in that priority?

Mr. STICKNEY. Yes, sir. I must say that our regional director down there is keeping apprised of that need and does let us know of his concern about it. Also, that Bob Lanceford went through his program with me a month or so ago when I visited Austin, and I have got to admit, after seeing his maps, I finally understood what the hurricane program was all about. It is an incredibly good program.

We have had some funding difficulties with the program. FEMA has funded projects with the Corps of Engineers in all states but Texas in the last several years. Although FEMA funds have been held constant, the Corps suffered a major funding decrease in FY 1991. As a result, the funds available for all projects has been negatively affected.

But in terms of the priority list, I would like to turn that over to Grant and have him help us with that.

Mr. PETERSON. Thank you, sir.

Our problem at this point in time as well as moving forward into additional projects is the Corps' decreased funding, and its effect on ongoing planned projects. This puts a strain on FEMA's funds. Therefore, we have 12 projects operational right now. We are going

to take our funds which are stable and apply those against the 12 until they are completed.

We have about \$680,000 of the \$896,000 directly targeted to those projects. We will give you a listing of the 12 projects for the record to identify exactly how we plan on bringing these to closure.

[The information follows:]

HURRICANE PREPAREDNESS STUDIES

The following chart is the expected FY 1992-93 funding for Hurricane Preparedness Studies for evacuation that are jointly funded with the U.S. Army Corps of Engineers and with the State of Texas for the Galveston/Houston project:

Analysis of Hurricane Population Preparedness
Projects Currently Being Conducted

<u>Project</u>	<u>Funds Needed To Complete</u>	<u>Expected Completion</u>	<u>FEMA FY 1992 Funding</u>	<u>FEMA FY 1993 Funding</u>
1. So. Massachusetts	\$285,000	FY 1994	\$10,000	\$100,000
2. Rhode Island	325,000	FY 1994	50,000	25,000
3. Connecticut	115,000	FY 1993	60,000	55,000
4. New York	600,000	FY 1995	100,000	100,000
5. New Jersey	200,000	FY 1994	60,000	50,000
6. Delaware	0	FY 1991	0	0
7. Palm Beach	225,000	FY 1993	70,000	90,000
8. Southeast Louisiana	0	FY 1991	0	0
9. Virgin Islands	150,000	FY 1993	50,000	40,000
10. Puerto Rico	200,000	FY 1994	50,000	40,000
11. Galveston/Houston	140,000	FY 1993	100,000	40,000
12. Oahu, Hawaii	130,000	FY 1993	60,000	70,000
13. Apalachicola *	<u>300,000</u>	FY 1994	<u>70,000</u>	<u>70,000</u>
Total	\$2,670,000		\$680,000	\$680,000

* Project initiated in FY 1991 with State of Florida and local funds for Hurricane Hazard Analysis using the SLOSH model at no cost to FEMA.

The expected completion dates for all projects except for Galveston/Houston is based on the Corps of Engineers providing \$300-350,000 per year for these projects. In FY 1991 the Corps of Engineers contributed about \$100,000 for these projects. These completion dates will be extended if the Corps of Engineers contribution remains at the FY 1991 reduced level.

Mr. PETERSON. To take on new projects would continue to affect the completion of the 12 projects we are working on now—funding and stretching them further and further into the future.

So I think you will see some focusing and progress towards closure of those 12 ongoing projects.

CORPS OF ENGINEERS' PARTICIPATION IN HURRICANE PROJECTS

Mr. CHAPMAN. There has been some sense that FEMA preferred that the Corps of Engineers be the one contractor for those reports. I guess it is somewhat of a fear that there may be some FEMA bias toward it being done that way.

Let me ask—in fact, they have been urged to use the Corps of Engineers. I presume it would be based on your experience.

Is there some preference or does FEMA have a preference for the Corps of Engineers' involvement in this? And I guess the ultimate question is, does that reflect in how you end up on a list of priorities, whether or not the Corps of Engineers is involved in a particular study?

Mr. STICKNEY. Sir, that was raised with me when I was down there, and my overall impression was at that time that it may well be a case of experts in the same field disagreeing somewhat as to what the best approach is.

I came back and asked the question as to whether or not we indeed were favoring the Corps over I believe Texas A&M that is doing the work, and the answer was no.

Grant, would you like to expand on that?

Mr. PETERSON. I would agree with that. There has been a partnership relationship between FEMA and the Corps jointly funding hurricane preparedness studies for evacuation since 1982, and I think that needs to be understood for the record. The Corps has done a good job for us, and I can put that on the record. That does not exclude consideration of others.

Mr. CHAPMAN. As I understand it, Texas furnishes a larger proportion of state funds than perhaps any other states. I would urge you, to recognize what they are about down there to the extent that FEMA can do so, that the project be supported. It is one they feel very strongly about and they feel very strong that they are, as you say, very equal expertise with the Corps as the one they have contracted.

Mr. STICKNEY. Yes, sir, we will be watching for that. I must say too, after watching them go through the elements of exercising that plan, I realized how important an operational item that is and how much the local officials need it as well. So it is a very important thing.

ADEQUACY OF FOOD AND SHELTER FUNDS

Mr. CHAPMAN. It wouldn't upset me if that new energy was reflected in allocation of funds. But I appreciate it.

Quickly, let me touch base on another matter, and it is sort of a follow-up to some questions Congressman Green had, perhaps from just a bit of a different perspective on the emergency food and shelter program.

I know from reading your testimony that while the budget decreased \$100 million, that the total Federal commitment has maintained pretty much steady at about a billion dollars. Are you satisfied that the allocation of resources, even though there is a reduction of FEMA funds, is adequate?

Mr. STICKNEY. Sir, I can really only comment on the FEMA food and shelter program. It is the only one I know well.

One of the local boards we visited was Austin, and came away incredibly impressed with the work that the volunteers do, how they get a lot of mileage and a lot of leverage out of that money.

I can only say that I believe the program to be incredibly effective, and its overhead costs are something in the order of 1 percent. It is incredibly efficient, too.

My understanding of the shift in the money to HUD was that it is an attempt to get at this chronic base-line alcohol and drug-impaired homeless group, and I can only suggest, sir, it is a policy decision that can be made promptly as we work through this process.

UNEMPLOYMENT THRESHOLD FOR FOOD AND SHELTER FUNDS

Mr. CHAPMAN. I know that Mr. Green has expressed some concern about the formula that has been used to meet the emergency needs. My district is very much on the other side of the coin. It is multi-county, rural, small communities. In particular, there is Morris County, Texas, which cannot meet the guidelines because it is such a small county for direct funding. Because it is such a small county, it doesn't have the total number of unemployed. However, the unemployment rate is 17.3 percent. There is a terrible need there.

Last year they qualified for direct funding because the previous year's statistics had the unemployment number high enough that they could qualify for direct funding. This year that number has dropped below 1000. They did not, therefore, qualify and their funding amount, although they still qualified under the set-aside program, dropped from \$23,000 to a little over \$6,000.

I understand that you think about a thousand people in the universe of the country, that is not a lot of folks, but when you talk about a small government subdivision, as this is, we have a tremendous problem there, and yet the cause of the formula, the threshold, if you will, they are unable to qualify for the direct funding.

Is there any chance we could take a look at that and see, just because there is such a dramatic difference in the amount of money they receive, and virtually the population and the unemployment statistics are the same. In fact, they tell me there that the unemployment statistics are down not because there are fewer unemployed, but because the way of counting them has changed.

So from the standpoint of the Congressman representing the small jurisdictions, the smaller communities, the small counties, what kind of trouble do we get into if the threshold of that 1000 were to be lowered so small jurisdictions could perhaps still be qualified for direct funding?

Mr. STICKNEY. Sir, I believe we get into trouble with thresholds all the time and it is one of the most difficult issues.

I certainly would be pleased to have Grant ask the National Board to consider a percentage change element, or some such thing. So that they might take up that concern in their deliberations.

Mr. CHAPMAN. I understand that if you push here, something may pop there. I understand that is the nature of the beast.

To the extent that perhaps that could be explored, where there are dramatic problems in smaller jurisdictions, the qualifying unemployment rate may be as high as 11 percent. We have been as high as 20 percent.

Mr. GREEN. Will the gentleman yield?

Actually, I think your problem is identical to mine.

Mr. TRAXLER. I think the agency is in trouble now.

Mr. GREEN. Because as you describe it, people are dropping out of the labor force because of their long unemployment, they have stopped seeking jobs, and therefore they no longer count as part of the labor force for measuring unemployment.

So you are running into the exact same problem we have. We have relatively low unemployment, but we also see a much lower labor force participation rate than other parts of the country.

Mr. CHAPMAN. And you had suggested perhaps that be a consideration in the formulas. I know there are other factors that are in play and I obviously know there is a limit in resources. It is interesting that in this little community, the difference in \$6,020-something made a dramatic difference in their ability to service the needs of that community.

If you can check it and perhaps maybe at another time we can explore those possibilities or get a little more detail about it. I would appreciate your concern on that.

Mr. STICKNEY. I would be pleased to do that.

[The information follows:]

THRESHOLDS IN EMERGENCY FOOD AND SHELTER

Each year the National Board reassesses the formula criteria for possible improvements that will provide a broader "snapshot" of the needs in any given jurisdiction. However, the Board still considers the 1,000 unemployed criteria as an adequate minimum for direct funding. For this reason the EFS National Board established the State Set-Aside (SSA). The Board sets aside 15% of the total appropriation which is distributed to SSA boards in the fifty States and Territories. SSA boards are not bound to any of the EFS formula criteria and routinely fund many communities with less than 1,000 unemployed. FEMA and the Board think the current formula has served us well as an indicator of need, particularly when supplemented by the SSA process.

The Board will be asked to review and consider any changes that will improve the scope of the program in their next National Board meeting.

VALUE OF FIRE PROGRAMS

Mr. CHAPMAN. One other thing, and this is good news, I notice that the budget this year has an increase for the first time in several years, in fact since I have been the committee, in the fire programs, and I just want to say that again, for a smaller community, training is important. Even though it is a distance from us, the training and travel funds have been enormously helpful and I have been very pleased to see there was an increase in funding for that. I congratulate you for that and I want you to know there is a Member on this committee whose constituency utilizes that pro-

gram. Statistics tell us that many of the fire deaths in the country are in smaller communities and rural areas. We have no way for our largely volunteer fire forces to receive training any other way than through facilities like this.

I want you to know I appreciate very much the program and that it is doing such a good job. We use it.

Mr. STICKNEY. Thank you, sir. We are pleased, too, to be able to say that the budget this year includes the money for stipends for people going to the academy, and in past years that has had to be worked out along the way.

Are there other issues?

Mr. GREENE. Earlier we were talking about an initiative in the Senate. Texas, by the way, is the third largest user of the National Fire Academy Resident Programs. And Texas also has an additional incentive that is not common to other states, and that is the key program. We are grateful for that.

Mr. CHAPMAN. I appreciate that. And I appreciate your being here today. I appreciate your testimony.

Mr. TRAXLER. Mr. Lowery.

INCREASE IN THE EARTHQUAKE PROGRAM

Mr. LOWERY. I represent a state that doesn't quite have the density of Manhattan or the sparsity of Texas, but we are the earthquake capital.

Your justification for a \$2.9 million increase to the earthquake program states we are only minimally prepared to deal with a catastrophic earthquake.

I was hoping that if you and your staff can go into a little bit of detail on how you plan to identify the seven major categories.

Mr. STICKNEY. Sir, I will do my best on that. I suspect that no matter how well prepared we are, when one balances that preparation against the maximum possible earthquake, it is appropriate to say when the worst one happens, we are going to feel like we are minimally prepared, because of the immensity of it. But as part of this budget increase, we will be adding extra states to the program which now have been determined to have earthquake risks.

We will be working on one of the most important issues, and that is the mitigation. By mitigation, I mean building and reconstructing buildings in such a way that they can withstand earthquakes. Every building that is built this year or rebuilt this year that can withstand the earthquake will save lives from here on in.

We also are working with and between the Fire Administration and the emergency management side to ensure we have the best possible coordination on the response, and we are working very, very closely with the state and local and regional agencies, with their examiners, which is another very important thing to do.

The urban search and rescue element is very important, too. It is an attempt to develop 25 teams nationwide which would perhaps be needed very seldom, but would be required in the case of a really catastrophic earthquake, and we are continuing to develop that.

So these are the sorts of general activities that are going on. If I may, sir, I would like to ask Grant if he could get into some of those specifics, if it would be helpful.

Mr. PETERSON. Thank you, Director.

This is an often silent question, we perceive consistently, what are we going to do?

Mr. STICKNEY. You only have five minutes, Grant.

Mr. PETERSON. California is one of the first and foremost states in acquiring and having access to the funds that are available. It is a matching program and we would like to compliment California for taking advantage of accessing those funds. There are some problems with other states in being able to access funds because of priorities and problems.

Two areas I would like to point out to you is, in the state and local earthquake hazard reduction program, we are asking for an increase of about \$1.4 million. That is a substantive amount of money that is going to go directly down to the states.

Secondly, we are putting heavy emphasis on education and information transfer as well, and that includes technology transfer. So we feel you are going to be seeing more information directly down to the states and additional enhanced amount of monies available to the states for them to work the mitigation side of the program, sir.

Mr. LOWERY. The study that concluded a greater risk in the year 2000, tell me a bit about that study.

Mr. PETERSON. I am going to have a better look at that study, but California has been working on studies, U.S. Geological Survey has been very much involved in identifying the increase in risk.

Our seismic design and construction issues have been identifying risk itself. There are about four ways we can go on this and they are all indicating higher levels of risk and frequency, especially in the California area and the New Madrid area, two areas of concern to us in frequency and magnitude.

Mr. STICKNEY. If I might add, sir, under the national earthquake program, the U.S. Geological Survey is our expert advisor in terms of the risk. They have been doing more and more work and refining their work as time has gone by, and we are utilizing that information.

Mr. PETERSON. Our whole process in working with USGS is doing a risk assessment. That takes their seismic design and our risk assessments laid against population bases, and we are finding there is a very serious risk in California and the New Madrid area.

EARTHQUAKE MITIGATION

Mr. LOWERY. Part of your program is to increase the response of preparedness mitigation. How much would be involved there?

Mr. STICKNEY. Grant, I will turn those numbers over to you.

Mr. PETERSON. You listed response——

Mr. LOWERY. Four point four, increasing the response and preparedness mitigation. How much money are you talking about?

Mr. PETERSON. That primarily is coming out of the state and local hazards program. On hazard reduction, 17 additional states are eligible in 1992 and there is an increase of \$4.7 million overall.

Mr. LOWERY. That is on a competitive application basis?

Mr. PETERSON. There is a formula we do use for allocation to states. I can provide that formula to you in the record.

[The information follows:]

EARTHQUAKE PROGRAM STATE ALLOCATION FORMULA

The total amount appropriated to FEMA for grants to States for Earthquake Programs is distributed by an allocation formula. This formula consists of two parts: a base amount given to each State plus an amount determined by an equation which is defined on the following page and described below. After subtracting the sum of all States' base amounts, we are left with the remaining funds to be allocated by this equation. The risk factor included in the equation is based on State population by county and seismic hazard. The seismic hazard is determined by the ground motion contours contained in the NEHRP Provisions Map of Horizontal Velocity, Figure 1-6. -

Each county's seismic hazard is multiplied by the county population. The county populations are totalled to ascertain the adjusted State population. Each adjusted State population is then divided into the adjusted national population (the sum of all adjusted State populations) to calculate each State's "velocity weight."

The total amount of funding remaining after deducting the total base allocation is then multiplied by each State's velocity weight to calculate the amount to be allocated to each State in addition to the base. The total of the base dollar amount plus the weighted remainder equals the final funding dollar amount for each State.

EARTHQUAKE PROGRAM STATE ALLOCATION FORMULA

- T** = Total allocation to be distributed among eligible States
- B** = Base dollar amount received by each State in addition to an amount determined by a mathematical equation
- R** = The remainder after the sum of the base dollar amounts is subtracted from the total allocation dollar amount

$$T - B = R$$

- VW & WR**= The velocity weight is multiplied by the remainder to determine the weighted remainder for each State.

$$R * VW = WR$$

- F** = The final allocation is determined by adding each State's weighted remainder to the base dollar amount.

$$WR + B = F$$

Velocity Weight

- CP** = County population (Census)
- VV** = Velocity Value is determined by the contour lines for each county as they appear on the NEHRP Provisions 1-6 Map*
- ACP** = The adjusted county population is determined by multiplying the velocity value for each county by the county population
- $$CP * VV = ACP$$
- ASP** = The adjusted State population is the sum of all adjusted county populations in that State
- $$(ACP) = ASP$$
- VW** = Each adjusted State population is divided by the sum of the adjusted State populations to determine the velocity weight for each State
- $$ASP / (ASP) = VW$$
- * When a contour line (Map 1-6) touches a county, the value of the highest velocity contour touching the county is assigned to that county. When a county is between contours, the value of the lowest contour is assigned to that county.

FORMULA FOR DISTRIBUTION OF EARTHQUAKE FUNDS

Mr. PETERSON. It is based upon risk to population. From that we determine availability to the States by formula, and if the state can match that, depending on if they have been in the program for a time, which is a 50/50 match, or if they are a new state. A new State comes into the first year as 100 percent funding and then it moves down to other levels of funding, primarily soft funding for the next two years, and in the third year it is up to a 50/50 match.

RISK AREAS FOR EARTHQUAKE

Mr. LOWERY. Would the primary high risk areas in the country be California?

Mr. PETERSON. First I would like to preface by saying that there are about 41 states that are at moderate to very high risk in the United States. There are 7 that we would consider to be very high-risk states. I can provide those for the record, but a few of them are California, Alaska, Montana, Idaho, Nevada, and Wyoming. States in the high seismic hazard category include Utah and the seven states within the New Madrid fault zone.

Mr. LOWERY. Thank you, Mr. Chairman.

I will have many more questions in the days ahead.

Mr. TRAXLER. And you can insert them in the record.

[The information follows:]

State Earthquake Program Funding

17 Original States

7 States Eligible in FY 91

17 States Eligible in FY 92

Alaska
 Arkansas
 California
 Hawaii
 Illinois
 Indiana
 Kentucky
 Massachusetts
 Mississippi
 *Missouri
 New York
 Puerto Rico
 South Carolina
 Tennessee
 Utah
 Virgin Islands
 Washington

Arizona
 Idaho
 Montana
 Nevada
 New Jersey
 North Carolina
 Oregon

Colorado
 Connecticut
 Georgia
 Guam
 Iowa
 Kansas
 Maine
 Nebraska
 New Hampshire
 New Mexico
 Oklahoma
 Pennsylvania
 Rhode Island
 Vermont
 Virginia
 West Virginia
 Wyoming

Mr. TRAXLER. We welcome Mrs. Pelosi who is a Member of the full committee and who had made a request that she have the opportunity to ask the agency several questions.

EXTENSION OF TEMPORARY HOUSING FOR 8TH AVENUE RESIDENTS

Ms. PELOSI. Thank you, Mr. Chairman.

Thank you for the opportunity to be here today. Again, I want to comment on the fact that you were with us in San Francisco and you visited some of the earthquake devastation and visited one of the places that I am going to ask Mr. Peterson about. In fact, Mr. Peterson was with us that day. So this will not be foreign to any of us.

I particularly wanted to welcome the new director and wish him luck in his assignment. I will look forward to working with you, Mr. Stickney.

In the interest of time, I want to combine my questions to two categories, but I would like to have the opportunity to submit some additional questions for the record.

Mr. TRAXLER. Please do.

Ms. PELOSI. I have been very grateful to you, Mr. Traxler, for helping us on the earthquake and I say that on behalf of my constituents that you have taken such a personal interest by visiting and also keeping up to date on what is happening there, and I appreciate that.

Mr. Peterson, Eighth Avenue, as I recall, we visited there together with Chairman Traxler. We visited homeowners during Mr. Traxler's visit to the city and among other of your visits to the city.

Our understanding from Mr. Zeinsinger and meetings with Region 9 is that FEMA is prepared to move forward with assistance to the residents of 8th Avenue. You have some good news for us this morning. Is this true?

Mr. PETERSON. We have just made a transmittal—excuse me, Director.

Mr. STICKNEY. Please, go ahead. It is new news to me, too.

Mr. PETERSON. It is hot off the press.

Ms. PELOSI. This is the friendly question.

Mr. PETERSON. This is the friendly answer. We have extended the temporary housing program under FEMA 84 DRC California for 12 months. We have given specific guidance for our regional director not only to implement that extension immediately, but also to look diligently to assure that the state and local governments are working to find alternate housing.

We have done 18 months. This is another 12 months. So this is a large extension and is something that does not happen very often, but we feel at this point in time that it is very appropriate we do so, and have made that commitment.

Ms. PELOSI. I appreciate that. Is this something we will be receiving?

Mr. PETERSON. I can give it to you right now.

RESOURCES FOR LESS THAN FAIR MARKET RENT

Ms. PELOSI. That is the easier part. I appreciate what you have done on that. Thank you very much. It will be good news to the people affected.

I also requested that a study be done to review whether \$950 a month represents fair market value for comparable alternative living arrangements pending construction of the 8th Avenue wall.

I was surprised to see that FEMA concluded that there were sufficient resources in the area for less than the fair market rent. I don't know how FEMA came to this conclusion, but it is unfortunate especially for these older residents who have lived in their homes for many years, with many household items, and cannot find comparable housing anywhere near that allowance.

Have you looked into that problem at all?

Mr. PETERSON. I know that was the decision that was made. I would be pleased to look back in the analysis and process that was used for determining that and do another look at it myself, and also provide you that information as to how it was arrived at.

Ms. PELOSI. I wish that the \$950 were truly adequate, but it just simply isn't in San Francisco, sad to say.

Mr. PETERSON. I will be pleased to look at that again.

HISTORIC RESTRUCTURES

Ms. PELOSI. My second question is about conformity with local codes. As you know, this has been a real—I don't want to say stickler, Mr. Stickney. I guess I already did.

I was interested to read on page 4 of the letter with which you confirmed in writing that FEMA has rejected the language regarding hazard mitigation to historic structures drafted by Representative Traxler.

You remember when we met and we drafted the language that we got into the appropriations that same day. Can you comment on the status of that?

Mr. PETERSON. I can. As I remember in my perspective in the meeting, which I would like to relay, we were trying to express that under our guidance and regulations, that we were implementing the program in what we thought was a fairly liberal way, and that we felt we would be prohibited from changing our policies, regulations, unless there was a legislative change mandating it.

The language came out, I believe, that you would look favorably upon enhancing or paying for the complete retrofit of all historical structures. That is not what I thought was going to come out of that meeting, if we were to proceed. I cautioned on the extreme financial cost that a statement of that nature would make. It would be very, very substantial.

If I may for a moment, we feel we have a liberal program here, and what we are trying to do is the following. We will pay for a structure up to and including the cost of the complete rebuilding of the structure, plus the demolition of the structure and removal of all debris. And we will pay up to that level. But to pay up to the level of some of the estimates to bring a damaged historical structure back to complete pre-earthquake position is in many cases 100 to 200 times the cost of replacing a structure.

We did not feel that the intent of Congress or the law initially, was to move into that kind of expenditure when we could provide a brand-new structure with the same square footage that would meet all of the criteria necessary at a replacement factor. So this is the way we will be approaching this process.

Oakland City Hall is an example, which has been part of a highly profiled discussion of about \$90 million to completely retrofit it historically versus \$42 million to build a new structure and demolish and remove the old one. If Oakland wishes to take the \$42 million and apply it to the building, we have no problem with that whatsoever and would be supportive in any way we can.

I hope that identifies where we are, and where we think we are limited by the intent of Congress and the law as it is. We have done a lot of soul searching on this, very honestly.

Ms. PELOSI. The consequence of what you say, though, in the case of San Francisco or the Oakland City Hall, which has been vacant since the earthquake, would be then that they would take the money and repair it without retrofitting which would really be a waste of the taxpayers' dollars.

Mr. PETERSON. It is, and I have some trepidation of saying this, it is a call by the community. We can provide them with the money up to and including the complete replacement of that building under our guidance. If they wish to take that money and apply it towards the retention of that historical structure, then there would be additional funds required under their laws that would have to be acquired and applied to that structure.

Ms. PELOSI. So under the law as it is today, if there were an earthquake in Philadelphia and Independence Hall were damaged and would not be safe for a person to walk into, we, the Federal Government, would give them the money to build another structure there?

Mr. PETERSON. We would give them sufficient money to operate out of another structure during the interim period of time, which we are doing in California, and we would give them sufficient funds, after analysis and engineering studies, to pay for the cost of rebuilding the structure and demolition and removal of the old one, if that is less costly than repairing the old structure.

Ms. PELOSI. Did you conclude this after you saw what the disparity was? Because we were more optimistic earlier on.

Mr. PETERSON. This is standard policy. We have not changed our policy.

We understand your concerns in the area but feel that in looking at the law and the discussion, that it was not the intent of Congress to take every historical building in the United States, if there was a disaster, and bring it back to its historical preeminence if you have disparities between repair and replacement costs that are of this kind of magnitude.

Ms. PELOSI. So for the structure, it would be to restore and to build another structure there? I don't know to what specifics; in other words, there are all kinds of things you could build.

Mr. PETERSON. All new standards and criteria.

GEARY THEATER

Ms. PELOSI. You have been very clear. My understanding of the Geary Theater is that the questions submitted by FEMA regarding San Francisco's code requirements are definitive and if answered to the satisfaction of FEMA, would result in the seismic upgrade in the conformity with the code requirements being approved. Is that your understanding as well?

Mr. PETERSON. My understanding on Geary Theater is, and forgive me for taking just a moment, that we are going to repair the damage that was done in Geary Theater by the collapse of the ceiling which is a false ceiling, and we are going to replace it to standards.

The structure itself, because of the unique laws within San Francisco, has provided us with a dilemma that we are doing analyzing. One, the structure itself was not damaged by the earthquake. Structurally, it has integrity. However, the San Francisco law says that once you are going to do work on a building, you have to bring it up to earthquake standards.

I sent the headquarters individual in charge of public assistance out to California to look at this issue and meet with the individuals there and review San Francisco's building codes. If San Francisco is fairly applying this law across the board, then we will feel that we need to comply and should comply with that requirement.

There is some question on how that is being applied. I say this very respectfully with no hidden meanings to anyone out there, but there is some question as to whether this very stringent law is being applied across the board or if it is being selectively applied. We want to look at that. If it is across the board and everyone is being treated equitably, this is not just a unique opportunity, and we will fund that retrofit.

Ms. PELOSI. That is very good news, Mr. Peterson. So if this is the law and this is the way it is being applied, because there is much more destruction of the Geary Theater than the ceiling coming down and the facade of the stage.

I don't know if you have toured that structure. But I have on many occasions, and the damages goes beyond the ceiling, as you know. But I appreciate your very specific and clear answer, and it remains for us now to get this information in a definitive way to you, and without taking any more of the committee's time, perhaps we can meet and you can give us those terms so we are not upping the ante on either side as to what it is.

Mr. PETERSON. On the other hand, I would say, if I may, in the meeting out there we believe we had a strong commitment from the City of San Francisco to provide us with that information so we feel that will be forthcoming.

Ms. PELOSI. In Mr. Ziesinger's visit?

Mr. PETERSON. Yes.

Ms. PELOSI. Okay. Then I will make sure that that happens as well from the perspective of our office. Thank you very much.

Again, I want to thank you for all the cooperation that you gave to us in the course of the earthquake, Mr. Stickney. Much has been said about what needs to be done for the future. We can all do better in what we do, but we were very pleased to work with Mr.

Peterson on all of this. He gave us his home number, his work number, his car number, his morning, noon and night, 24 hours a day number, on national TV, so that he would always be accessible, and indeed he has been that.

Again, I want to thank you, Mr. Chairman, for the interest you have taken in this and for the opportunity to be here today, and again, thank you very much.

Mr. TRAXLER. The record should indicate that the California emergency preparedness people were just superb. They did a wonderful job in this instance. They deserve the highest praise.

Mr. STICKNEY. We are pleased to have the former head of that office as our regional director. It has been very helpful for us.

RESPONSIBILITY FOR HOUSING THE HOMELESS

Mr. TRAXLER. Of concern to this subcommittee is a matter raised by Ms. Pelosi and that is FEMA's role in the type of housing assistance it can and should provide following a disaster. Under the Stafford Act, FEMA is authorized to provide emergency shelter, non-profit housing and temporary housing, and the disaster provided two examples of how FEMA interpreted this type of authority differently.

If you look at page 67 of the GAO report, you will see such an instance. . In the first case the earthquake in California caused many people to be left without adequate housing and FEMA and HUD were at odds as to who had responsibility. There was a lawsuit filed against FEMA in November of 1989, and a court-approved settlement agreement was reached and FEMA agreed to replace damaged low-income housing under section 403 of the Stafford Act.

The potential cost there is \$723 million. The problems between FEMA and HUD caused many low-income people to remain in temporary shelters for a long period of time.

Have you worked out the ground rules now between HUD and FEMA in this kind of situation? How are we doing on that? We are going to have HUD before us. We would like nothing better than to raise the issue with them. Of course, we will.

Mr. STICKNEY. I think there has been a situation where if there is a homeless or extreme low-income housing problem before the disaster, there will probably be a significant problem afterwards as well, that problems that exist before are exacerbated by the disaster.

I would like to describe to you my evolution of thinking on this, and I will ask Grant to supplement it. I think that going into that disaster, it was not clear to those people involved as to exactly what the long-term responsibility for dealing with these affected people was.

The bottom line seems to be—not only in San Francisco and Oakland, but we are noticing it in Guam as well—that in cases where low-income housing is unavailable or very short, as we pay for temporary housing, all we do is extend the time before these people are back out on the street and the local mayor or county supervisor, governor has to deal with them.

Although there are still some questions as to who is responsible for what, it is my opinion that the way the lawsuit worked out such

that there would be an agreement between the local jurisdiction and FEMA as to what the dimensions of the problems were.

Paying a lump sum and then giving the local authorities the opportunity to treat that in the best long-term way they know how is probably the best way that that kind of situation can work out.

Mr. GREEN. Mr. Chairman?

Mr. TRAXLER. Yes.

Mr. GREEN. My understanding is there were two different classes of people. One were people who were homeless, period.

Second, however, was my understanding that California had a rather curious landlord and tenant law under which tenants got certain rights after 30 days of tenancy. As a result of which there was a large class of low-income tenants who floated from single-room occupancy facility to single-room occupancy facility after 20 days, after 29 days, as the landlord threw them out in order not to have their right vested under California law.

And I guess the question was, how that group who didn't technically qualify as having a residence because they had been there less than 30 days when the earthquake struck, but who nonetheless were drifting from one place to another and were in a way housed before the earthquake, was going to be treated.

Mr. STICKNEY. It seems to me, the groups are most equitably treated, at least when using the theories involved in that decision—I am not sure about the cash—because that is a problem that was there well before FEMA moved in, and it is one the local officials have been wrestling with. I think the best thing we can do is to give them the resources to help them solve the problem in as innovative a way as they can.

By the way, I might add that one of our considerations for changes in the Stafford Act does include the opportunity to do some more creative things with the various grants and funds that are available, such as was done in the Caribbean. I believe the GAO points out that we probably ought to have more direct authority to be able to do that, and we will be asking for it.

CREATED RESOURCES

Mr. TRAXLER. Let's go there for a moment. Bill, have you completed your question?

In the case of Puerto Rico and the Virgin Islands, you established the eligible resources that allowed those homeowners whose homes were totally destroyed to be eligible for cash grants to build new homes, that is, permanent housing.

We note that the GAO report on page 73 states that it did not believe that this formal assistance conformed with the Stafford Act, and of course you disagreed with the GAO position.

Can you explain the two parties' views on the Stafford Act?

Mr. STICKNEY. I would have to defer discussion to Grant. I am not familiar with—

Mr. TRAXLER. What is the position of the GAO versus that of the agency on this question?

Mr. PETERSON. It has to do with the created resources very specifically. As we implemented it, we found a circumstance in the Caribbean area where there was not alternate housing. There just was

not alternate housing for individuals. Now you are talking about 1,200 miles off the coast to 1,500 miles off the coast.

The nearest neighbor to Saint Croix is Puerto Rico, and they have their own problems in housing that are nearly as bad as Saint Croix. So there is not an immediate availability to solve the problem on an island in the Virgin Islands or in Puerto Rico. You also can't drive in a few mobile homes from the neighboring states to solve the problem.

So we moved what we called created housing. That is we went in and actually built some created housing for individuals who did not have access to other housing even if we gave them a check through our temporary housing and individual assistance program. That is a step beyond what GAO felt our legislation definitively allowed us to do.

Mr. Chairman, we think we had authority to do that under the legislation. It is a disagreement with GAO who says we potentially exceeded the authority that we had under unique circumstances to solve problems. We believe we had that right.

We would submit to you that we should clarify that in a legislative proposal to the committee for consideration to clearly rectify the problem that under extenuating circumstances of unusual magnitude in offshore islands to include the Pacific, we should clearly have authority to move forward and provide housing for individuals who are homeless when there is no housing market for them to move into even if we provided them financial resources.

Mr. TRAXLER. What do you anticipate that the eligible created resources in the islands are going to cost? Have you got a tab on that as yet?

Mr. PETERSON. I can provide that tab. In fact, I should have it off the top of my head because we have done some analysis on that. It is substantially more than just moving a mobile home in. That is easily understood by the cost of transportation. I believe we were spending somewhere in the \$20,000 to \$25,000 range, but can I provide that more definitively to you?

[The information follows:]

COST OF CREATED HOUSING

We are funding the construction of 4,904 homes in Puerto Rico as a result of Hurricane Hugo. We estimate that the average cost of these homes, including site development, to be \$18,107 for a total cost of \$88,796,728. These homes will replace owner occupied homes that were completely destroyed by the hurricane.

In the case of the Virgin Islands we are funding the construction of 212 homes. The average cost of these homes is estimated to be \$24,578, and the total cost is \$5,198,000. Here again, we are replacing owner-occupied homes that were destroyed.

We found the construction of disaster housing necessary due to a severe shortage of vacant rental housing in both areas.

APPLICABILITY OF CIVIL DEFENSE TRAINING TO DISASTERS

Mr. TRAXLER. You emphasized the dual use of civil defense resources and training. But on page 31, some emergency managers, both from FEMA and state and local governments, believe that the training courses are overly focused on civil defense preparedness and that civil defense training is not applicable to a natural disaster.

Is that a factual comment?

Mr. STICKNEY. I am sure it is a sincere perspective, sir, but there are many elements, we believe, of the civil defense training that are applicable to all hazards of disasters. And it may very well be this during the training, that some would like to concentrate exclusively on that.

We still have a responsibility to protect the civilian population against all hazards, including national security sorts of attacks and terrorists attacks, and we believe that it is too early to de-emphasize all of the civil defense activities. It is not too early to consider very carefully ways we should be going in the next decade, and we certainly are doing that. But we need to take those steps very, very carefully.

STAFFING FOR DISASTERS

Mr. TRAXLER. Page 46 of the GAO report, asserts that the agency had difficulty in staffing response operations for the two disasters, and particularly they pointed out that in their judgment, there was a shortage of trained staff and an inadequate number of reservists on hand for those operations.

I understand that you are taking a look at that now, and are you addressing the questions raised by the GAO in their report?

Mr. STICKNEY. Yes, sir. The number of disaster reservists has been increased.

I believe that Grant would like to say that he remains short of trained staff in the situation of the catastrophic emergency.

Mr. TRAXLER. Are you cross-training?

Mr. PETERSON. Yes, sir. In fact, normally in the headquarters we are doing cross training, and we put on programs in other directorates through the Associate Directors to ask people if they would volunteer to take training. We have trained about 200 within headquarters itself who would have two roles. We do have some strong shortages.

Mr. STICKNEY. Tony, you had about 130 volunteers, didn't you?

Mr. LOPEZ. Yes, sir.

DISASTER RESERVISTS

Mr. TRAXLER. I am sure the GAO recognizes this. We hope it is a very rare situation that dual disasters will occur at the same time, and we, as the agency must do, plan for the law of averages. We would find it very difficult to staff you at levels that would take into account dual disasters, and you are aware of that, of course, and I think under the circumstances you did quite well, and I think your proposal of cross training is going to be helpful to you.

How are you doing, incidentally, by way of your reserves? How are they holding up? How reliable are they and how do they respond in your judgment to these situations?

Mr. STICKNEY. Sir, my experience has been that they are an excellent resource, and it is good to know that when a disaster assistance center or field office is staffed up, that the people who will be there are mature, have good judgment and have been through this together, in many cases, several times before. So they are an excellent resource.

Right now, in the South Pacific, they are pretty strung out, to say the very least. We are really reaching a very difficult point in the staff out there.

Is that a fair comment, Grant?

Mr. PETERSON. Yes, sir, we continue to be stretched across the board. In Hugo we went from 233 full-time employees to almost 3,400 total employees within eight weeks. Many of those were through the reservists and through volunteers.

If I might make this point, they are a tremendous asset. We could not have done without them, but we still hired close to 2000 people off the street, and they were trained and utilized as well.

But in the ongoing management of catastrophic events, you want performance for your internal controls, your ongoing auditing procedures and those key areas of expertise such as the people who run specific programs. It is very hard to use a reservist for that kind of ongoing, long-term management. That is where we find ourselves in a real bind in long-term management audit and internal control.

ANTICIPATION OF STATE AND LOCAL OFFICIALS IN PREPAREDNESS

Mr. TRAXLER. The GAO seemed to indicate that there was in their judgment little participation by state and local officials in preparedness activities. Do you agree with that analysis, and if so, what is being done to correct it? How do you view the participation by elected officials in your classes?

Mr. STICKNEY. Sir, I think from my point of view, that was a great lesson learned by local officials. I think in the last few years there has been a lot more participation. We are able to offer some exciting things for them to do, at least on a limited basis, but we are able to host entire groups of municipal authorities at Emmitsburg to use various presentations and exercises which help them learn how to work together.

Grant, I am not sure what there is to add to that except to say—that seems to be a lesson learned.

Mr. TRAXLER. Will your reorganization address some of these issues?

Mr. PETERSON. It will certainly help us to enhance utilization of personnel in the response aspect. As the Director has pointed out, we are taking some measures also such as state director seminars where they can come into Emmitsburg and we can put on new classes for them and the local officials, while trying to pull them into meeting their renewed concerns.

GENESIS OF REORGANIZATION IN STATE AND LOCAL PROGRAMS

Mr. TRAXLER. Your letter to the subcommittee addressing the reauthorization for your State and Local Programs and Support Directorate, was viewed very favorably here. I must say we think that what you are doing there is excellent. Did that come about from the lessons that you have learned from Hurricane Hugo and the Loma Prieta Earthquake? Was that sort of the genesis for that reorganization?

Mr. STICKNEY. I was pleased with its genesis in that I believe it was a sincere, introspective look amongst all of the top profession-

als in the State and Local Programs who came up with that final suggestion for reorganization.

COST OF REORGANIZATION

Mr. TRAXLER. Were you able to determine what, if any, additional costs would be associated with that? Do you see any additional operating costs, or increases in personnel, associated with the reorganization?

Mr. STICKNEY. My understanding is that it will help us utilize the resources that we have and help utilize better the increased resources we are getting in the earthquake program.

Beyond that, Grant, is there anything you haven't told me about this?

Mr. PETERSON. We are trying to do the reorganization within the limits of existing resources.

Mr. STICKNEY. I knew that is what you were going to say.

FEES FOR RADIOLOGICAL EMERGENCY PREPAREDNESS

Mr. TRAXLER. We note that in the fiscal year 1992 budget request, you are proposing language to recover the full cost of the Radiological Emergency Preparedness program through fees, and these fees will cover all the direct and indirect costs of providing regulatory services to be deposited in the Treasury. You tell us that in fiscal year 1992 you anticipate collecting \$9,569,000 in offsetting monies.

Do you think that is a pretty accurate figure?

Mr. STICKNEY. Sir, it is a figure which we believe equates to the cost of the services and a figure which we would like very much to recover. However, there may well be challenges, there may well be difficulty in getting that program under way.

As a result of this—maybe you can help me with that, I am not sure I am expressing this properly—we anticipate we will need that appropriation, and that the funds collected will go into what is called the special proprietary fund. Is that the correct term?

Ms. JACOBIC. Yes.

Mr. STICKNEY. So it can be offset. But we will be able to fund and operate that program, whether or not we hit that target of \$9.6 million. We will be trying to hit the target of \$9.6 million, but we just don't know how the implementation of that is going to go.

SITE SPECIFIC FEES

Mr. TRAXLER. You have a user fee currently that charges utilities for services that are site specific. How will the new fee be different from the current fee in this regard?

Mr. STICKNEY. The new fee will also include all of those sorts of intersite aspects in the program that are required just to support the entire Radiological Emergency Preparedness program. So we are getting into more different things, to define than we are dealing just with site specific fees. That is the difference.

Is there one that I have missed there?

Mr. PETERSON. I think you are right on there, sir. It is site specific that we are collecting now. The other would be everything. That is the way you articulated it.

Mr. TRAXLER. Turning to page EM-103, you tell us that during fiscal year 1991, you expect to recover a significant portion of the REP program budget to the collection of these user fees, and FEMA is allocating a total of \$9,104,000 to the REP program in 1991.

Exactly how much of this do you anticipate recovering in fiscal year 1991? How much of that \$9 million do you foresee——

Mr. STICKNEY. My understanding is that we have anticipated \$4 million per year for site specific fees on that. We will be operating for about half of the year in 1991 so it looks like we will recover something slightly over \$2 million.

PROGRAMS REQUIRING AUTHORIZING LEGISLATION

Mr. TRAXLER. For the record, will you provide a list of programs that require authorization legislation in 1992, and the dollar amounts of those programs for us, please.

Mr. STICKNEY. Yes, sir.

[The information follows:]

PROGRAMS REQUIRING APPROPRIATION AUTHORIZATION BEYOND FISCAL YEAR 1991

(In thousands of dollars)

	S&E	EMPA	Total
Civil Defense: Section 408 of Federal Civil Defense Act (50 U.S.C. App 2260) requires annual authorization.....	\$20,483	\$133,145	\$153,628
Fire Programs: The Federal Fire Prevention and Control Act of 1974 (15 U.S.C. 2201) authorizes the agency fire Programs.....	6,684	18,866	25,550
Flood Insurance and Mitigation Program: Authorized by section 1376(c) of the National Flood Insurance Act of 1968.....	12,847	45,023	57,870
TOTAL.....	40,014	197,034	237,048

Mr. TRAXLER. Mr. Green.

EARTHQUAKE INSURANCE

Mr. GREEN. Last year we had some discussion on the possibility of beginning a Federal earthquake program in view of the difficulty of getting earthquake insurance which may have increased somewhat since the earthquake. I understood that you had a study of such a possible program going on at that time.

Where does that stand at this juncture?

Mr. STICKNEY. The efficacy of such a program has been studied, and I believe that our insurance administration has come up with a half dozen or so basic precepts we believe ought to be included.

Mr. SCHAUERTE. There are six basic criteria for standards before we think such a program would work. First of all, we have to take into account market failure in this line of insurance. We think it should include a rate structure that reflects the level of risk.

Also, we think that the proposal must have Federal oversight. Over time, it should be deficit neutral. We think that there must be a mitigation program on the local level, preferably administered by the states.

Finally, we think the insurance industry itself should share a certain element of that risk. Those are the six basic criteria that we have.

Mr. GREEN. Are you now planning to take those criteria and convert them into legislation to create such a program?

Mr. SCHAUERTE. I am sure that if an earthquake occurs, there will be legislation.

I have seen a bill circulated on Capitol Hill relating to an earthquake insurance program. We have not ourselves initiated any kind of proposal. We have been asked many times about this, but have not translated our philosophy to a bill.

RETROFITTING FOR EARTHQUAKES

Mr. GREEN. In principle, I would have little quarrel with the criteria. The one question I would raise is on the mitigation issue.

We are, through your agency and also the National Science Foundation, funding research into earthquake problems, and I understand from people at the State University of New York that the retrofit problem is about as tough as they come from an engineering and cost point of view.

Does that remain true?

Mr. SCHAUERTE. I think it does. I believe we are gaining an awful lot of insight as to the retrofitting which has occurred. That is part of the study which has recently been completed.

If I am not mistaken, I think State and Local Programs and Support Directorate is involved in that.

Mr. GREEN. I know the State University study which is funded by the National Science Foundation, is working with both the Japanese and the People's Republic of China on the issue.

Do you think there are at this point practical retrofit requirements that could be put in place as part of the insurance program?

Mr. SCHAUERTE. I am not aware of anything specific like that. I do know there are retrofitting requirements.

I would like to defer that to Mr. Peterson.

Mr. PETERSON. I understand the question to be, are there retrofitting capabilities for structures and could that be tied to an earthquake insurance bill, is that—

Mr. GREEN. Are there things you can do reasonably from an economic point of view, in terms of retrofitting existing buildings?

Mr. PETERSON. The cost factor for retrofitting existing buildings is substantively higher than it is if it is done in the engineering-architectural phase. But it can be done, and I think when you do the risk analysis for a specific community, you look at the frequency and magnitude of the potential earthquake, the structures in place and the population at risk.

Obviously, if insurance was tied to an earthquake program retrofitting, the risk would be reduced, and it would vary community by community, and certainly could be one of the issues of consideration in any earthquake bill.

Mr. GREEN. So you think there would be places where the cost of retrofitting existing structures would be lower than the value you would get by applying the risk to the loss by the probability of the earthquake?

Mr. PETERSON. That would vary considerably across the United States, but that analysis could become factored in certain parts of the United States.

Mr. STICKNEY. We would also be contributing to saving lives.

Mr. GREEN. I assume in any such equation, one would have to apply a factor for lives saved. However difficult it is to say what a life is worth, you have to use that.

I have some other questions for the record, Mr. Chairman.

Mr. TRAXLER. Thank you, Mr. Green.

I think rather than take up salaries, at this point, we are going to recess for lunch and we will look forward to seeing you back at 2 o'clock.

Thank you.

[Recess.]

GEOGRAPHIC PAY RAISE

Mr. TRAXLER. Well, good afternoon. We will resume our hearing.

We are going to address salaries and expenses first this afternoon. The request for fiscal year 1992 is \$165,131,000, an increase of \$22,131,000 or 13.5 percent above the 1991 level.

The budget also proposes to transfer \$12,874,000 from the flood insurance fund in 1992 to the salaries and expense appropriations for the administrative expenses of flood plain management and insurance programs and \$90,000 for administrative expenses associated with disaster loans.

According to page S-169 budget justifications, you are requesting funds for the three-month costs in two of the 1991 pay raises as well as the full cost of the 1992 pay raises—and FEMA has numerous regional and field offices.

Does your justification include the cost of the geographic pay differential that is to be permitted in 1992?

Ms. JACOBK. The request is adequate to cover the cost of the pay raise.

Mr. TRAXLER. On page S-23, the table indicates 2,370 work years supported in 1990, and yet in last year's justification, it was estimated at 2,546 work years in 1990, a difference of 176.

The staffing level was below what last year's justification indicated it would be. And why can't you achieve that higher staffing level in 1990? Why were you unable to do that?

Mr. STICKNEY. Mr. Chairman, I believe that last year we tried to hit that full staffing level with the funds allocated. It turned out, because of a mix of salaries and levels, that was unattainable. The concern is that we are not fully funding our work years that we have this year.

The number of work years has been reduced given the reality of what we know over the last year.

Mr. TRAXLER. What is your current employment level, both full-time permanents as well as other employee classifications?

Mr. STICKNEY. Our full-time permanent as of March 9th was 2,423. Other than full-time permanent was 161, for a total of 2,584.

Mr. TRAXLER. In your object classification schedule on page SE-6 of the justification, you are requesting an increase of \$4,943,000 or 308 percent, in equipment for 1992. Why do we see such a large increase and which of the offices will be the beneficiaries?

Mr. STICKNEY. The increases are split about evenly between providing equipment for a new teleregistration facility and electronic equipment for local and wide-area network for communication. The teleregistration activity would improve upon the temporary activity we have now by putting permanent electronic equipment with a goal of not having to pass paper between the teleregistration facility and the disaster assistance center.

We would be moving everything electronically and saving a lot of time.

Mr. TRAXLER. Which of your centers would receive that equipment?

Mr. STICKNEY. That would be a national center. The temporary center is now located down in Texas, near our Region 6 office.

Mr. TRAXLER. Have you made a determination yet on the national center?

Mr. STICKNEY. No, sir. There are several considerations there, and we are working through all of them.

Mr. TRAXLER. For the record, explain those considerations for us. You can do that at your leisure.

Mr. STICKNEY. Okay.

Mr. TRAXLER. On second thought, let's get it out of the way now.

Mr. STICKNEY. The existing location in Texas is one in which the temporary center has been; there are people who are used to running it; it is a relatively low-cost location, which is centralized in the country.

- The advantage of moving it closer to FEMA Headquarters would be essentially to take advantage of the opportunity to use that facility for other purposes, when it wasn't being used for teleregistration.

In terms of its ability to transmit the data and move things around the country, there is very little difference between the two locations.

WORK YEARS BY LOCATION

Mr. TRAXLER. For the record, provide tables showing the number of work years by program allocation for 1989, 1990, and 1991. You will find similar tables on pages 43-46 of last year's hearings.

[The information follows:]

REQUESTED WORKYEAR INCREASE BY LOCATION
(For all non-reimbursable FEMA workyears)

Location	1991 estimate	1992 request	increase
Washington, D.C.....	959	929	(30)
Regional Offices.....	1,034	1,067	33
Other non-D.C 1/.....	636	663	27
Total.....	2,629	2,659	30

1/ Includes Emmitsburg, MD; NAWAS sites; emergency housing distribution centers, etc.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Budgeted Workyears by Location
FY 1990 Actual

Location	National Earthquake				Emergency								TOTAL
	Civil Defense	Prog.& Other Hazards	Technological Hazards	Federal Preparedness	Government Preparedness	Training & Fire	Flood Insur. & Mitigation	Disaster Relief	Food & Shelter	Management & Administration	Inspector General		
Washington, DC.....	65	33	29	66	843	5	104 *	48	5	321	23	1,542	
Berryville, VA.....	18	0	0	0	0	0	0	0	0	0	0	18	
Charlottesville, VA.	0	0	0	0	0	0	0	0	0	0	0	0	
Emmitsburg, MD.....	45	0	0	0	0	95	1	0	0	8	0	149	
Elkridge, MD.....	0	0	0	0	0	0	1	0	0	0	0	1	
Bluegrass, KY.....	0	0	0	0	0	0	0	5	0	0	0	5	
Forest Park, GA.....	0	0	0	0	0	0	0	1	0	0	0	1	
Palo Pinto, TX.....	0	0	0	0	0	0	0	1	0	0	0	1	
Colorado Springs, CO	10	0	0	0	0	0	0	0	0	0	0	10	
Puerto Rico.....	0	0	0	0	0	0	0	0	0	0	1	1	
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2	
Boston, MA.....	16	1	9	0	0	0	6	13	0	11	0	56	
Maynard, MA.....	4	0	0	0	0	0	0	0	0	0	0	4	
New York, NY.....	16	1	11	0	0	0	7	17	0	10	0	62	
Philadelphia, PA....	19	1	8	0	0	0	11	15	0	10	0	64	
Olney, MD.....	11	0	0	0	0	0	0	0	0	6	0	17	
Atlanta, GA.....	2	2	9	0	0	0	17	23	0	8	9	70	
Thomasville, GA....	22	0	0	2	0	0	0	0	0	3	0	27	
Chicago, IL.....	17	1	6	0	0	0	7	17	0	10	0	58	
Battle Creek, MI....	10	0	2	0	0	0	0	0	0	0	0	12	
Denton, TX.....	22	1	6	3	0	0	14	19	0	11	0	76	
Kansas City, MO....	16	1	7	0	0	0	7	12	0	10	0	53	
Denver, CO.....	24	1	3	0	0	0	6	14	0	10	0	58	
San Francisco, CA...	21	2	4	0	0	0	9	20	0	10	7	73	
Bothell, WA.....	20	1	4	0	0	0	6	12	0	10	0	53	
TOTAL.....	358	45	98	71	843	100	196	217	5	440	40	2,413	

* Includes 3 workyears funded from the National Insurance Development Fund

FEDERAL EMERGENCY MANAGEMENT AGENCY
Budgeted Workyears by Location
FY 1991 Current Estimate

Location	National Earthquake				Emergency								TOTAL
	Civil Defense	Prog.& Other Hazards	Technological Hazards	Federal Preparedness	Government Preparedness	Training & Fire	Flood Insur. & Mitigation	Disaster Relief	Food & Shelter	Management & Administration	Inspector General		
Washington, DC.....	83	44	41	70	901	2	110 *	52	6	345	39	1,693	
Berryville, VA.....	18	0	0	0	0	0	0	0	0	0	0	18	
Charlottesville, VA.	0	0	0	0	0	0	0	0	0	0	0	0	
Emmitsburg, MD.....	45	0	0	0	0	112	1	0	0	9	0	167	
Elkridge, MD.....	0	0	0	0	0	0	2	0	0	0	0	2	
Bluegrass, KY.....	0	0	0	0	0	0	0	5	0	0	0	5	
Forest Park, GA.....	0	0	0	0	0	0	0	1	0	0	0	1	
Palo Pinto, TX.....	0	0	0	0	0	0	0	1	0	0	0	1	
Colorado Springs, CO	10	0	0	0	0	0	0	0	0	0	0	10	
Puerto Rico.....	0	0	0	0	0	0	0	0	0	0	1	1	
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2	
Boston, MA.....	18	1	12	0	0	0	7	13	0	11	0	62	
Maynard, MA.....	4	0	0	0	0	0	0	0	0	0	0	4	
New York, NY.....	17	2	9	0	0	0	7	18	0	10	0	63	
Philadelphia, PA....	19	1	8	0	0	0	10	17	0	10	0	65	
Olney, MD.....	11	0	0	0	0	0	0	0	0	6	0	17	
Atlanta, GA.....	2	2	10	0	0	0	18	23	0	8	11	74	
Thomasville, GA....	24	0	0	3	0	0	0	0	0	3	0	30	
Chicago, IL.....	14	1	10	0	0	0	10	18	0	11	0	64	
Battle Creek, MI....	10	0	1	0	0	0	0	0	0	0	0	11	
Denton, TX.....	25	1	9	3	0	0	15	21	0	11	0	85	
Kansas City, MO....	20	1	8	0	0	0	7	13	0	10	0	59	
Denver, CO.....	24	1	1	0	0	0	6	14	0	10	0	56	
San Francisco, CA...	21	3	5	0	0	0	10	24	0	11	9	83	
Bothell, WA.....	23	1	3	0	0	0	6	13	0	10	0	56	
TOTAL.....	388	58	117	76	901	114	209	233	6	467	60	2,629	

* Includes 6 workyears funded from the National Insurance Development Fund

FEDERAL EMERGENCY MANAGEMENT AGENCY
Budgeted Workyears by Location
FY 1992 Request

Location	National Earthquake				Federal Preparedness	Government Preparedness	Training & Fire	Flood Insur. & Mitigation	Disaster Relief	Emergency			TOTAL
	Civil Defense	Prog. & Other hazards	Technological Hazards	Inspector General						Food & Shelter	Management & Administration		
Washington, DC.....	76	48	41	68	868	2	110 *	63 **	5		345	49	1,675
Berryville, VA.....	18	0	0	0	0	0	0	0	0	0	0	0	18
Charlottesville, VA.	0	0	0	0	0	0	0	0	0	0	0	0	0
Emmitsburg, MD.....	45	0	0	0	0	122	1	0	0	9	0	0	177
Elkridge, MD.....	0	0	0	0	0	0	2	0	0	0	0	0	2
Bluegrass, KY.....	0	0	0	0	0	0	0	5	0	0	0	0	5
Forest Park, GA.....	0	0	0	0	0	0	0	1	0	0	0	0	1
Palo Pinto, TX.....	0	0	0	0	0	0	0	1	0	0	0	0	1
Colorado Springs, CO	10	0	0	0	0	0	0	0	0	0	0	0	10
Puerto Rico.....	0	0	0	0	0	0	0	5	0	0	1	6	
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2	
Boston, MA.....	18	2	12	0	0	0	7	14	0	12	0	65	
Maynard, MA.....	4	0	0	0	0	0	0	0	0	0	0	4	
New York, NY.....	17	2	9	0	0	0	7	16	0	11	0	62	
Philadelphia, PA....	19	2	8	0	0	0	11	17	0	11	0	68	
Olney, MD.....	11	0	0	0	0	0	0	0	0	6	0	17	
Atlanta, GA.....	2	3	10	0	0	0	19	27	0	9	11	81	
Thomasville, GA.....	24	0	0	3	0	0	0	0	0	3	0	30	
Chicago, IL.....	14	1	10	0	0	0	11	21	0	12	0	69	
Battle Creek, MI....	10	0	1	0	0	0	0	0	0	0	0	11	
Denton, TX.....	25	2	9	3	0	0	16	23	0	12	0	90	
Kansas City, MO....	19	1	8	0	0	0	7	14	0	11	0	60	
Denver, CO.....	24	1	1	0	0	0	6	15	0	11	0	58	
San Francisco, CA...	21	3	5	0	0	0	11	28	0	12	9	89	
Bothell, WA.....	23	1	3	0	0	0	6	14	0	11	0	58	
TOTAL.....	380	66	117	74	868	124	214	264	5	477	70	2,659	

* Includes 6 workyears funded from the National Insurance Development Fund

** Includes 4 workyears for the National Teleregistration Center whose permanent location has not yet been determined.

REDUCTION IN CIVIL DEFENSE

Mr. TRAXLER. The administration is requesting some \$277,827,000 for EMPA in the fiscal year 1992. This is a decrease of \$4,797,000 or 1.7 percent below 1991 appropriations.

Additionally, FEMA is appropriating a transfer reimbursement of \$45,023,000 for the National Flood Insurance Fund for flood plain management activities in 1991.

Moving on to Civil Defense account. You are requesting \$133,145,000 for 1992, which is a decrease of \$4,004,000 below the 1991 appropriations. This program incurred a 2 percent reduction to help meet the Defense cap.

Do you believe that the 2 percent reduction will adversely affect the Civil Defense program?

Mr. STICKNEY. The 2 percent, sir, is located in the salaries and expense account and not the emergency management planning assistance. So we are glad that we are going to be able to keep the EMPA total at about the same. And given the budget restraints, we think it is reasonable.

ADDITIONAL COMMUNITIES FUNDED FROM EMERGENCY MANAGEMENT ASSISTANCE

Mr. TRAXLER. On page EM-16, the justification tells us that the 1991 congressional increase of \$3 million for emergency management systems will allow FEMA to target 18 additional communities if they demonstrate a willingness to participate in the Civil Defense effort and match the Federal share.

You tell us that FEMA may not be successful in adding all 18 communities. Do you have any indication to how many communities might participate?

Mr. STICKNEY. Sir, I need to ask Grant if he can refresh my memory on that.

Mr. PETERSON. Yes, sir. There is a match, as you know, in Federal share monies that we have been dealing with all along. We believe we will be able to deal with 18 jurisdictions where we can make funds available for cities of 50,000 population or over, if there are matching funds.

It is also a state determination. That state, if they have matching funds, can add a jurisdiction. They can also increase the proportion of funding to existing jurisdictions.

Because of the variation from one state to the other, we believe that we have a good chance of adding these 18 at the present time.

EMERGENCY MANAGEMENT ASSISTANCE GRANTS IN 1992

Mr. TRAXLER. You are requesting \$60,028,000 for emergency management assistance in 1992, which is the same request as 1991. In every year the emergency management assistance grants are cut and we add them back in.

Can you justify, please, this line item? What was your request, incidentally, to OMB for the emergency management assistance grants for 1992?

Ms. JACOBK. It was the same as the request to Congress.

Mr. TRAXLER. So this wasn't an OMB cut, they gave you what you requested, then?

Mr. STICKNEY. That is right. I will pass that to Grant.

Mr. PETERSON. May we give some explanation for that, sir?

We had made our request to OMB prior to the time we got the final appropriations from Congress. We went with the base we had in the previous year. So our request to OMB was the same as our 1990 actual.

Mr. TRAXLER. Are you going to be able to live with that?

Mr. PETERSON. We can live with that.

Mr. TRAXLER. According to page EM-17 of the justification, this \$3 million decrease in the EMA grants will be absorbed proportionately by each state. You are intentionally adding 18 new communities in fiscal year 1991. You have fewer dollars and more communities to receive funds, in effect.

According to the justification, some communities could conceivably drop out because of reduced spending levels. Have you any indications that there are such communities planning to drop out at this point?

Mr. PETERSON. We do not. However, the point that you are making is a valid point. If you have a reduction in dollars beyond that which was allocated in the previous year, there will be impacts, either in the amount of share support from the Federal Government to the states, or in the number of jurisdictions.

DISTRIBUTION OF FEMA GRANTS TO STATES

Mr. TRAXLER. You remember last year you told us that there was a promise to change the method of distribution of the EMA grants to the states. Has that survived? Is there anything moving forward on that?

Mr. PETERSON. Yes, it has. We have gone to a three-tier versus a four-tier approach which we believe is more representative and stabilizes the formula. I can give you a definitive on what that does, if you like, for the record.

Mr. TRAXLER. Please do. And provide for the record a table similar to the one on pages 56 through 58 of last year's hearings which, shows a distribution of grants to the states for fiscal years 1990, 1991 and 1992.

[The information follows:]

EMERGENCY MANAGEMENT ASSISTANCE PROGRAM

BUDGET INFORMATION FOR STATES

	(Amounts in 000's)		
	FY 1990		
	Actual	<u>Estimated Oblig.</u>	
	Oblig.	FY 1991	FY 1992

Alabama.....	1,089,430	1,108,459	1,041,117
Alaska.....	402,342	407,024	410,047
Arizona.....	953,724	989,330	924,906
Arkansas.....	809,095	810,302	758,501
California.....	5,004,564	5,135,970	4,908,776
Colorado.....	890,969	910,655	878,773
Connecticut.....	1,014,554	925,418	859,917
Delaware.....	514,055	514,797	474,297
District of Columbia.	524,561	522,437	476,087
Florida.....	2,363,570	2,464,091	2,329,583
Georgia.....	1,409,353	1,430,892	1,378,401
Hawaii.....	606,935	606,749	556,392
Idaho.....	523,538	560,873	518,182
Illinois.....	2,296,786	2,361,777	2,238,988
Indiana.....	1,263,548	1,299,230	1,243,396
Iowa.....	810,768	832,670	801,751
Kansas.....	775,041	788,573	757,006
Kentucky.....	970,596	994,992	952,243
Louisiana.....	1,110,345	1,119,855	1,068,431
Maine.....	622,372	619,473	568,512
Maryland.....	1,198,253	1,194,627	1,117,705
Massachusetts.....	1,275,022	1,361,014	1,274,813
Michigan.....	1,913,574	1,949,067	1,859,607
Minnesota.....	1,411,528	1,387,816	1,218,588
Mississippi.....	782,564	778,626	770,848
Missouri.....	1,163,846	1,193,830	1,160,834
Montana.....	539,440	553,215	505,403
Nebraska.....	594,723	586,834	590,912
Nevada.....	548,354	571,488	529,664
New Hampshire.....	365,561	424,391	463,620
New Jersey.....	1,683,821	1,712,339	1,624,528
New Mexico.....	443,775	532,052	548,335
New York.....	3,780,697	3,713,653	3,478,701
North Carolina.....	1,461,138	1,506,179	1,415,823
North Dakota.....	516,475	529,701	483,006
Ohio.....	2,114,522	2,194,648	2,088,032
Oklahoma.....	877,047	884,064	867,160
Oregon.....	818,706	839,844	800,355

Pennsylvania.....	2,497,305	2,478,896	2,361,515
Rhode Island.....	391,618	446,195	473,416
South Carolina.....	976,159	1,003,755	934,532
South Dakota.....	463,961	481,697	460,599
Tennessee.....	1,162,446	1,172,526	1,140,542
Texas.....	3,069,079	3,142,051	3,019,214
Utah.....	643,820	670,125	627,729
Vermont.....	306,788	449,942	407,037
Virginia.....	1,377,626	1,362,134	1,308,796
Washington.....	0	1,162,670	1,105,096
West Virginia.....	646,668	667,703	635,023
Wisconsin.....	1,185,246	1,182,520	1,148,690
Wyoming.....	477,930	488,126	448,893
American Samoa.....	74,361	73,000	73,000
Guam.....	126,500	161,000	161,000
North Mariana Islands	67,931	89,372	89,372
Puerto Rico.....	961,074	977,724	911,110
Trust Territory			
(excluding NMI)....	-	-	-
Virgin Islands.....	108,295	110,000	110,000
Indian Tribe Set			
Aside.....	-	-	-
Undistributed.....	<u>200,001</u>	<u>691,609</u>	<u>769,196</u>
Total.....	60,182,000	63,128,000	60,128,000

RADIOLOGICAL INSTRUMENTS FOR DUAL USE

Mr. TRAXLER. You are requesting a total of \$11,955,000 for the radiological defense program in fiscal year 1992, which is the same as the current level, according to page EM-24, EM-30.

FEMA is planning to enhance the application of radiological instruments for dual use functions. How are you going to do that? Explain that a little bit.

Mr. PETERSON. We have a number of different kinds of instruments that are radiological detection instruments from multimeters to rate meters. In support of the surge doctrine that we moved into in 1988, we have moved into a manufacturing base predicated upon FEMA's patented dosimeter. As those come on line, they can be used for dual use for strategic national security issues and also around nuclear power plant facilities if you were to have a power plant accident.

Additionally, we are now slowly moving into procurement on our multimeters, which we are maintaining because we have 40-year-old instruments which are maintained. They are also dual use and can be used for radiological hazard spills and around nuclear power plants, as well as in the case of a strategic confrontation.

REDUCTION IN POPULATION PROTECTION

Mr. TRAXLER. You are requesting \$12,322,000 for the population protection component in 1992. This reflects a decrease of \$200,000 below 1991. And you say on page EM-7 that population protection is an area of Civil Defense that you want to emphasize, and we are looking at a 4 percent reduction, less than the 1991 appropriations.

How are you going to reconcile your population protection emphasis with the 4 percent cut in program monies?

Mr. STICKNEY. Grant, would you please deal with that?

Mr. PETERSON. Under the population protection program the cut of \$200,000 is in the family protection element of that program. The reason we are able to reduce that at this time is because we put a lot of emphasis on developing material over the last couple of years. That material is pretty much developed.

Now, it is a process of reproduction so the contract elements for supporting the creation of the material is reduced, and we are now in more of a production mode. Additionally, we stabilized our courses for family protection and volunteerism. They are created.

Now, it is a matter of keeping seminars going. So we feel it is a responsible act.

VOLUNTEERISM

Mr. TRAXLER. How is the volunteerism faring here? Give us a report on that.

Mr. PETERSON. Because of your generosity, going from zero in this particular program a few years ago, it is going quite well in comparison to the previous eight or ten years.

We have conferences on volunteerism at the Emergency Management Institute, as well as throughout the country, with materials encouraging families and individuals to be volunteers in support of their neighborhoods. We also encourage people to protect themselves, and identify what is needed for their home and family to

have on stock, as well as what procedures they should follow and have them identified in their homes in case of multiple hazard events.

So I think it is a plus program.

REDUCTION IN TRAINING AND EDUCATION

Mr. TRAXLER. Under Civil Defense training and education, you are requesting \$10,863,000 for fiscal year 1992, which is a decrease of \$252,000 below the 1991 level. The 1991 Appropriations Act included \$252,000 to restore the instructional programs and materials and training field deployment levels.

Once again, we are looking at a reduction. Do we have to restore it this year?

Mr. PETERSON. It pretty much follows the same answer as I gave you in the family protection population area. We have developed the material. The courses have been developed. We are now in a distribution mode, and an implementation mode.

So we are not having to create through contract support those materials. They are created. It is now time to implement. We think this is a response reduction as well.

Mr. TRAXLER. Are you comfortable with the level of training? Is there a proper emphasis on training here?

Mr. PETERSON. Do you want me to comment on that? I feel comfortable in what the Director has helped us to do. There has been a reorganization here. Having the ability to manage the Emergency Management Institute is right, especially since all of the programs we have are emergency management in nature and deal with state and local programs. This is going to give a connectivity and continuity to our training programs that we did not have before.

For example, we have Laura Buchbinder who is now the Superintendent of the Emergency Management Institute working along side of the other elements of the State and local Programs Support Directorate; so I think we have a good connectivity and continuity.

We will make some adjustments as time goes on. I want to thank the director for helping us do that.

Mr. TRAXLER. Good answer. Nice accolade, isn't it? We are going to have several questions on the national earthquake program that we are going to submit for the record.

ABSENCE OF SARA TITLE III TRAINING

Turning to training and fire programs, FEMA is requesting \$23,594,000 for 1992. This is a decrease of \$2,827,000 below last year's appropriations. It's an increase of \$7 million above FEMA's fiscal year 1991 request, a 45 percent increase.

Of course, this is an appropriate new emphasis on the areas of training and fire. You are requesting \$4,728,000 for 1992. This is a high level of interest in the program. No funds were requested for the SARA Title III training program. Why is that?

Mr. STRICKNEY. Sir, that was an issue of balancing and trying to stay within our appropriations caps for this year. There was a need to continue the life safety improvements of those institutions, and more additional renovations that are required. There was a trade-off between the training money that would have been available

through SARA Title III and continuing the facilities improvement program, and we chose to continue the facilities improvement program.

Mr. TRAXLER. Should we add that back? You wouldn't be mad if we did, would you?

Mr. STICKNEY. I suspect there are 1.2 million firemen that would be very happy.

REQUESTS FOR SARA TITLE III FUNDS IN 1991

Mr. TRAXLER. In the operating plan letter of February 22, 1991, the Committee on Appropriations expressed its concern on the formulas used and requested further information. We think your response was quite appropriate and we are most appreciative. I think it addressed many of the Subcommittee's concerns.

In your response letter you made the point that requests far exceeded the amount of funds available. What was the total amount requested for SARA training grants in fiscal year 1991?

Mr. STICKNEY. We will have to furnish that.

Mr. TRAXLER. Please do.

[The information follows:]

AMOUNT REQUESTED FOR SARA TRAINING GRANTS

Through March 1991, the total training grants requested by all States was \$4.7 million.

GRANTS FOR SARA TITLE III

Mr. TRAXLER. There are two other questions on this point you may want to submit them for the record as well. Did all the states and territories receive some funding?

Mr. PETERSON. Under SARA Title III?

Mr. STICKNEY. The answer is yes.

Mr. TRAXLER. Yes. And for the record, provide the estimated allocation of SARA training grants by states of territories for 1991.

[The information follows:]

EMI SARA FUNDS BY STATE

	1990 ACTUAL	1991 REQUEST	1991 ALLOTTED
REGION I:			
CONNECTICUT	35,400	61,597	48,650
MAINE	23,800	53,116	32,500
MASSACHUSETTS	66,400	54,900	57,409
NEW HAMPSHIRE	26,200	32,000	29,000
RHODE ISLAND	23,200	26,500	38,500
VERMONT	25,300	36,325	33,000
REGIONAL UNIQUE	0	64,500	0
TOTAL	200,300	328,938	239,059
REGION II:			
NEW JERSEY	179,600	57,245	0
NEW YORK	161,500	0	0
PUERTO RICO	0	0	0
VIRGIN ISLANDS	0	0	0
TOTAL	341,100	57,245	0
REGION III:			
DELAWARE	20,500	0	0
DIST. OF COLUMBIA	1,200	18,934	18,934
MARYLAND	57,600	201,000	50,800
PENNSYLVANIA	91,200	113,996	113,996
VIRGINIA	95,400	74,274	74,274
WEST VIRGINIA	22,800	0	0
TOTAL	288,700	408,204	258,004
REGION IV:			
ALABAMA	61,500	64,000	0
FLORIDA	73,000	55,100	0
GEORGIA	76,200	70,700	0
KENTUCKY	50,000	155,230	0
MISSISSIPPI	36,200	36,600	0
NORTH CAROLINA	112,000	177,115	0
SOUTH CAROLINA	40,400	46,884	0
TENNESSEE	53,500	63,000	0
TOTAL	502,800	668,629	0
REGION V:			
ILLINOIS	73,500	76,000	0
INDIANA	81,300	168,294	0
MICHIGAN	142,800	101,750	0
MINNESOTA	126,000	101,000	0
OHIO	117,200	85,650	0
WISCONSIN	81,300	155,604	0
TOTAL	622,100	688,298	0

	1990 ACTUAL	1991 REQUEST	1991 ALLOTTED
REGION VI:			
ARKANSAS	70,500	128,704	110,500
LOUISIANA	52,500	125,150	118,500
NEW MEXICO	18,000	73,910	33,000
OKLAHOMA	22,000	47,900	48,000
TEXAS	173,400	242,745	183,409
TOTAL	336,400	618,409	493,409
REGION VII:			
IOWA	55,000	125,696	55,000
KANSAS	37,800	102,670	60,010
MISSOURI	74,300	119,008	110,210
NEBRASKA	95,200	152,342	135,214
TOTAL	262,300	499,716	360,434
REGION VIII:			
COLORADO	23,000	35,000	42,000
MONTANA	25,000	43,750	42,000
NORTH DAKOTA	25,000	35,000	42,000
SOUTH DAKOTA	20,000	31,250	32,000
UTAH	80,000	45,000	52,000
WYOMING	41,300	48,365	44,000
TOTAL	214,300	238,365	254,000
REGION IX:			
ARIZONA	32,400	42,183	64,585
CALIFORNIA	190,000	480,270	279,680
HAWAII	36,900	114,245	61,880
NEVADA	7,200	132,508	42,160
AMERICAN SAMOA	12,000	12,000	12,000
GUAM	12,000	8,289	12,000
N. MARIANNA IS.	12,000	12,000	0
REG. RESPONSE TEAM	57,000	0	0
TOTAL	359,500	801,495	472,305
REGION X:			
ALASKA	39,800	137,080	60,400
IDAHO	42,400	112,220	62,500
OREGON	38,600	43,730	59,400
WASHINGTON	42,800	106,760	64,500
TOTAL	163,600	399,790	246,800
GRAND TOTALS	3,291,100	4,709,089	2,324,011

NOTE: Several regions are still in the process of allocating funds to States. Final amounts have not been determined.

ALLOCATIONS BASED ON PAST PERFORMANCE

Mr. TRAXLER. In your distribution formula, past performance is one of the criteria for making allocations. We know the desire to reward those states who may have performed very well, but the devil's advocate in me says, well, aren't the poor performers possibly the ones that needed the funding the most? If that is the case, how shall we deal with that?

Mr. STICKNEY. If I may, Laura, did you hear the question?

Ms. BUCHBINDER. Yes, sir.

Mr. STICKNEY. This is Laura Buchbinder.

Mr. TRAXLER. You are not aware of this, but my predecessor, a very fine gentleman, was deaf in his right ear. When I came to this chair, I lost my hearing in my right ear. I just want Bill to be aware of that. It has nothing to do with witnesses.

Ms. BUCHBINDER. The past performance was what we used last year for the second level allocation because it was one way of measuring those states who had done a lot of training. One of the reasons that we changed the rationale or the way that we distributed the second tier this year to base it on risk and population and some other areas was just for the reason you cited.

It occurred to us that you could never get out of the hole if you didn't do training last year and your allocation was based on how much training you did.

REDUCTION IN NATIONAL FIRE ACADEMY

Mr. TRAXLER. Clearly you anticipated the question.

Turning to the National Fire Academy, the NFA is requesting \$10,608,000 for fiscal year 1992, which is a 47 percent increase above the 1991 request. The 1992 request includes a decrease of \$134,000 for training field deployment component, and that will result in a decrease of 125 course offerings. We find that on page EM-164.

I get the impression this isn't a very popular program. It gets cut every year. It is a good place to save money. You take it out, we put it in.

Is that—yes. We appreciate your integrity and your honesty. You get a gold star for integrity but a zero on the question.

Mr. GREENE. That is just about what it was.

STUDENT STIPENDS AND ADJUNCT FACULTY COSTS

Mr. TRAXLER. You made us look good. We can play that game. It is part of sitting at the table. According to page EM-165 of the justifications, under the resident programs of the NFA, there will be a decrease in course delivery in 1990 due to an increased student stipend and adjunct faculty costs. What was the student stipend? And for 1992?

Mr. GREENE. That is a result of higher air fares. The stipend money is not going as far as it used to go. It is a result of higher air fares.

Mr. TRAXLER. What are you looking at in 1992 for that fund? What kind of an increase do you see there?

Mr. GREENE. Could we supply that for the record?

Mr. TRAXLER. Sure. And also we want to know how much the adjunct faculty cost increased in fiscal year 1991. You can do that for the record.

[The information follows:]

STIPEND/ADJUNCT FACULTY COSTS

The average student stipend in FY 1990 for the National Fire Academy (NFA) was \$316 and \$449 for the Emergency Management Institute (EMI). Costs to date in FY 1991 reflect a 12% increase in the average stipend paid at NFA and a 34% increase in the average stipend paid at EMI. Since EMI course are generally one week or less in duration, EMI students cannot take advantage of discount fares associated with staying over a weekend. Therefore, increase airfares are significantly impacting both student stipends and adjunct faculty costs.

The FY 1992 request does not reflect an increase in support of these programs; we, therefore, project a decrease in the number of students paid a stipend in anticipation of continued escalation of airfares. We will, however, continue to explore options for reducing travel costs.

The EMI and NFA adjunct faculty costs to date in FY 1991 reflect a 20% increase per course over the same period in FY 1990. This is largely due to escalating airfares.

EXECUTIVE FIRE FELLOWSHIP PROGRAM

Mr. TRAXLER. The fiscal year 1992 request includes a reduction of \$15,000 in resident programs due to the elimination of the Executive Fire Fellowship Program. The question is, why has this been terminated?

Mr. GREENE. We will supply that for the record.

Mr. TRAXLER. And for the record, indicate the update on the table of student training that appears on page 88 and 89 of last year's hearing, please.

[The information follows:]

EXECUTIVE FIRE FELLOWSHIP PROGRAM

We are not terminating the Executive Fire Fellowship Program in FY 1992. In fact, we are requesting \$15,000 in FY 1992 to continue this program. We are not requesting funding for the fire issue case studies for this program.

STUDENTS TRAINED

The following tables provide updated information on student training.

	<u>1990</u>	<u>1991</u>	<u>1992</u>
Students			
Emergency Management Institute	3,944	4,449	3,500
National Fire Academy (NFA)			
Resident Programs	3,769	3,700	3,375
Weekend Programs	4,689	5,000	5,000
Train-the-trainer	189	...	200
Adjunct Faculty	6	50	55
TRADE Conference	<u>29</u>	<u>...</u>	<u>200</u>
Total NFA	<u>8,682</u>	<u>8,750</u>	<u>8,830</u>
Total Center	12,726	13,199	12,330

Student Days

Emergency Management Institute	18,653	21,266	16,740
National Fire Academy (NFA)			
Resident Programs	35,506	37,000	34,000
Weekend Programs	9,378	10,000	10,000
Train-the-trainer	1,323	...	1,000
Adjunct Faculty	18	150	165
TRADE Conference	<u>87</u>	<u>...</u>	<u>1,000</u>
Total NFA	<u>46,312</u>	<u>47,150</u>	<u>46,176</u>
Total Center	64,965	68,416	62,905

RESIDENTIAL SPRINKLER RESEARCH

Mr. TRAXLER. The 1992 request for the U.S. Fire Administration is \$8,258,000, which is an increase of \$2,347,000, or 40 percent above the 1991 level, and you are requesting \$2 million to expand residential sprinkler research and application.

Now, why are you interested in sprinkler research, residential, I believe? Yes, residential.

Mr. STICKNEY. Yes, sir. It is because of the problems that occur in residential fires.

Mr. GREENE. This will concentrate primarily in rural population areas and it deals with manufactured housing. The Fire Administration is the only agency dealing with the sprinkler concerns.

What we are looking for is new research in some areas where there may or may not be limited water supply or no water supply. That is what would be necessary to provide that much-needed concern.

Mr. GREEN. Mr. Chairman?

Mr. TRAXLER. Yes, sir.

Mr. GREEN. I am a little puzzled because I would have thought it was essentially a one-story building would be relatively easy to get out of, and a sprinkler system retrofitted multi-story building would make more sense.

Mr. GREENE. Last year, there were 5,000 deaths of which 4,000 were in single family dwellings. We have all heard about the high-rise fire in Philadelphia last year. The same day that three fire-fighters died, 11 people died in single family dwellings.

Mr. GREEN. That is an impressive statistic.

Mr. TRAXLER. Yes, it is. Where does the mobile home come into this statistic?

Mr. GREENE. We include that in the same as manufactured housing. That is considered a single family dwelling.

Mr. TRAXLER. But do we know, in manufactured housing, what percentage of the deaths occur there as opposed to stick built or conventional built?

Mr. GREENE. I am sure we have those statistics. I will be glad to provide them.

[The information follows:]

FIRE DEATHS IN MANUFACTURED HOUSING

The statistics collected by the Fire Administration's National Fire Data Center indicate that the risk of death from fire in one and two family dwellings is 6.9 deaths per 1,000 fires. The risk of death from fire in mobile homes is 18.2 deaths per 1,000 fires, a significant increase over one and two family conventional dwellings.

According to data from the National Fire Data Center 12.7% of deaths occurring in the classification of one and two family dwellings occur in mobile homes.

Considerable confusion occurs when people speak of manufactured housing and mobile homes. Many use these terms interchangeably; however, they are not interchangeable. Manufactured housing normally refers to that housing that is not built on site using conventional building methods, commonly referred to as "stick built". Manufactured housing takes many forms. Some buildings in this category are built completely in a factory, on an assembly line, not unlike an auto assembly line. These units are shipped via truck to a site and are placed on a foundation by means of a crane. Other manufactures build sections or panels that are delivered by truck to the site and the parts are joined together by carpenters at that time.

It is difficult, if not impossible, to differentiate this type of construction from "stick built" after the dwellings are completed. Manufactured housing erected in a

community must conform to the communities building code in the same fashion as conventional built housing. It is USFA's opinion that given these conditions there is no greater risk of death from fire in manufactured housing. Mobile homes, however, are another matter.

Mr. TRAXLER. Are you looking for this \$2 million to do something in the area of manufactured housing?

Mr. GREENE. Yes, sir, that is part of it. That will be included, but it also could be used in regular stick building type construction.

Mr. TRAXLER. This is a new issue on your part and we are unclear precisely what you are after. Would you provide for the record what you want this money for and what it will do that isn't being done today?

[The information follows:]

SPRINKLER INCREASE

The \$2,000,000 in additional funding requested for the Fire Prevention and Arson Control activity will be used to expand efforts in multi-pronged approach to residential sprinklers by focusing on basic research, technical information and assistance, and demonstrations. In research, the U.S. Fire Administration (USFA) will focus on lower response time for quick-acting sprinklers, more effective and appropriate sprinkler systems for health care facilities and persons, new means of freeze protection, and water supply concerns particularly in rural areas.

Specifically, the Fire Administration will contract for research to investigate the effectiveness of the present sprinkler head design, its required delivery density and its actual delivery density. The project will also evaluate how these factors, in conjunction with ceiling height and sprinkler head spacing, affect the extinguishment of a predetermined fuel load.

The research will assist the Fire Administration in developing a sprinkler head design that will provide protection to residential housing in rural areas where there is limited water supply. Because people in rural areas are at higher risk of death from hostile fire than other segments of the population, this portion of the population is considered a target audience for the Fire Administration.

ORDINANCES REQUIRING SPRINKLERS

Mr. TRAXLER. There are some communities, that are now requiring sprinklers to be installed in new construction, single family residences? Is there any ordinance that you know of that does that?

Mr. GREENE. Yes, sir. There are some in California, Georgia, and throughout the country that require it. There are some existing ordinances that are constructed in accordance with the National Fire Protection Association pamphlets.

Mr. STICKNEY. Sir, if I might, I think one of the key issues is the water supply, and to try to develop equipment that will produce a pressurized water supply, and a shared pressurized water supply for a dwelling that might be connected to a well on something like that. And a good share of the research money will be going into that, I believe.

Mr. TRAXLER. You know, for start-up money, that is quite a bit for this program, \$2 million. What do you anticipate your needs are going to be the following year?

Mr. GREENE. Well, sir, I think the needs for the following year will be based on what we would come out with at the beginning.

Mr. TRAXLER. Let's see. The appropriations take effect—

Mr. GREEN. If you are going to OMB, you will be starting your own effort in a couple of months.

HAZARDOUS INFORMATION FOR FIRST RESPONDERS

Mr. TRAXLER. You are probably not going to get results back in time. Well, we will talk to you. It is not worth spending any further time on it. It is a lot of money to start with.

Let's see. According to pages S-8 and EM-177, you are requesting a total of \$750,000 and five work years to fully implement the program for first responders. What kind of information system will you provide for first responders, and is the Fire Administration coordinating this effort with hazardous materials programs?

Mr. STICKNEY. It is an effort to translate the information into pragmatic operational information that will be used at the fire scene.

Mr. GREENE. As of January 1, the National Fire Incident Reporting System is tracking these materials.

Mr. STICKNEY. Did you ask about the reporting system?

Mr. TRAXLER. I asked you how you are coordinating your effort with the hazardous materials program, and what kind of information systems you are going to have for the first responders.

Mr. GREENE. I think I gave you the answer to one. Prior to January 1, we did not have that information. The only time we knew about hazardous materials was after a fire.

Now, as of January 1, anytime an apparatus moves, we know the information. We are presently serving on committees with state and local programs in trying to coordinate those. Five different committees are trying to coordinate those to ensure the firefighter has the information he needs.

Mr. PETERSON. A little aside on that, under our hazardous materials request, we have \$200,000 for hazardous materials exchange. That is a call-in program that we can make available to firefighters, fire stations or any other hazardous material user or carrier. They can dial an 800 number 24 hours a day. They can find out what the protective action is, and this is our fourth year on that now.

[CLERK'S NOTE.—The Agency requested an opportunity to clarify the answer to Chairman Traxler's question.]

CORRECTION OF THE RECORD

Mr. PETERSON. A little aside on that, as part of our hazardous materials program request, we have \$200,000 for the HMIX—the Hazardous Materials Information Exchange. The HMIX is a computer bulletin board in existence since 1986 that can be accessed by first responders, Federal, State, and local government, industry, and others with an interest in preparing for, preventing, and responding to hazardous materials incidents. Information that is available on the HMIX includes: current and pending legislation and regulations, training, Federal, State, and local contacts, reporting requirements, technical assistance, and region-unique topic areas. Because the system is available 24-hours a day via a toll-free number there are currently over 10,000 users regularly accessing the system, and the number of users increases an average of 10 percent every month.

Mr. GREEN. Mr. Chairman, I have just been advised that our colleague on the Appropriations Committee, Mr. Myers, has a question for the record.

[The information follows:]

Question. Nearly all of the counties in the State of Indiana suffered from severe flooding in the early part of this year. Most of them were declared Federal disaster

areas. At this time, many Indiana families are suffering from financial peril and will have to relocate from their homes or do extensive repair work.

Would any of the provisions under the National Affordable Housing Act, which was enacted at the end of the last Congress, apply to these unfortunate citizens who are faced with relocation?

When does the Federal Emergency Management Agency expect to promulgate the rules of this act? Please explain.

Answer. Public Law 101-625, the Cranston-Gonzales National Affordable Housing Act does not impose any mandates on FEMA. Section B, Title IX of P.L. 101-625, entitled "Disaster Relief", authorizes the Department of Housing and Urban Development (DHUD) to increase funding in several different DHUD programs in the aftermath of Presidential major disaster declarations pursuant to the Stafford Disaster Relief and Emergency Assistance Act (P.L. 101-707).

DHUD and other Federal Agencies are routinely notified of all major disasters declared by the President to ensure full coordination and implementation, as appropriate, of various programs which can only be activated by a Presidential disaster declaration.

In addition, we will coordinate with DHUD regarding the implementation of the Community Development Block Grant Program, Rural Housing Assistance, and priority of public housing for disaster victims as provided in both Public Law 100-707, and in P.L. 101-625. This coordination will occur at both the Headquarters level and on an incident-specific basis, as appropriate.

STUDY ON EFFECTIVENESS OF EMERGENCY FOOD AND SHELTER

Mr. TRAXLER. Turning to the Emergency Food and Shelter Program, fiscal year 1992, FEMA is requesting \$100 million and five work years. It is a decrease of \$34 million below the 1991 level.

According to the page SE-68 of the budget justifications, one of the activities in fiscal year 1992 is compiling the results of the program's effectiveness. When do you anticipate the completion of the study, and do you have any preliminary findings that you can tell us about?

Mr. PETERSON. The first part of the study is over but, it is not final. We can give you the first part. And we expect the second part of that to be done within a six-month period of time so we can provide you with the first part of the study. It is a two-part study.

Mr. TRAXLER. How are we doing? What is the good news/bad news here?

Mr. PETERSON. It is a cost-effective operation. The second news is it is cost-effective from the standpoint of administration. On the national board, the administrative cost is less than seven-tenths of 1 percent.

The majority of this money is going directly down through states to the users. That is the good news, and it is being administered in what we feel is a very good manner at this point in time. It is an effective program.

Mr. TRAXLER. So we shouldn't cut it?

Mr. PETERSON. I didn't say that, sir.

Mr. TRAXLER. On pages——

Mr. STICKNEY. We hope it will be carefully evaluated with the competing programs.

Mr. PETERSON. Yes. There are other enhancements in dollars and cents, I would hasten to add, in other areas for taking care of individuals along this line. So this is a prioritization issue.

Mr. TRAXLER. Well, of course, this subcommittee deals with other agencies that have concerns about this area, and we note that yours is really the most cost-effective of any of them. We have, as

long as I can remember, been a very strong proponent of this responsibility, because it is done so well by you.

Mr. GREEN. I think it is fair to say, Mr. Chairman, it is because FEMA has been so efficient in spending that we see the money getting there promptly. We have always liked this program as compared with some of the alternatives.

Mr. STICKNEY. There is tremendous leverage. These dollars are leveraged by other dollars and we get a lot of bang for the buck.

Mr. TRAXLER. You don't believe there is a reduced need for the EFS program, do you?

Mr. STICKNEY. No, sir, although its title is the Emergency Food and Shelter, I think it would be incorrect to suggest that it was supposed to have dealt with an emergency that existed several years ago. Perhaps it should be over now.

It turns out, when we review the program, like anything else, the emergencies keep coming up, and they keep coming up to different people. So it may be a long-running emergency program, but there are new emergencies out there every day.

ELECTRONIC TRANSFER OF FUNDS

Mr. TRAXLER. Last year we talked about some of the issues concerning electronic transfer of funds from the EFS program. How are you doing in that project? Is it successful, or what do you think? And how many local communities have taken advantage of this method of receiving funds?

Mr. PETERSON. Mr. Chappell would have to help us with that, sir.

Mr. CHAPPELL. Mr. Chairman, thank you.

The program is very successful. We mentioned last year it is just getting started. It is not complete yet. Many local agencies are not ready to accept electronic transfer. We would like to submit the results of the first year of operation, so you can see what the results might be.

Mr. TRAXLER. And additionally for the record, show us the characteristics of the Emergency Food and Shelter programs and each state's allocation, similar to the table you will find on page 93-96 of last year's hearings.

[The information follows:]

RESULTS OF ELECTRONIC FUNDS TRANSFER - EFS

The EFT's of EFS awards to recipient agencies is going very well. Last year (Phase VIII), approximately 2,500 agencies utilized EFT's. This year (Phase IX) the number of agencies using EFT's has increased to around 3,400. Additionally, this year the EFS National Board program office has taken over the implementation of this process from a contractor originally hired to do the job last year. They have not encountered any significant problems in these transactions. Recipient agencies realize the benefit of EFT's as a quicker and more direct means of receiving awards.

Emergency Food & Shelter National Board Program

Program Characteristics

	PHASE I	PHASE II	PHASE III	PHASE IV	PHASE V	PHASE VI	PHASE VII ¹	PHASE VIII ³	PHASE IX
Public Law Number	PL 98-8	PL 98-151 PL 98-181	PL 98-396	PL 99-88 PL 99-160	PL 99-500 PL 100-6	PL 100-71 PL 100-120	PL 100-104 PL 101-45	PL 101-100	PL 101-467
Allocation	\$50 million	\$40 million	\$70 million	\$90 million	\$115 million	\$123.9 million	\$126 million	\$130.1 million	\$134 million
Civil Jurisdictions Funded	961	839	1341	1800	2000	2000+	2264	2351	TBA
Total Agencies Funded	3460	3627	6003	6968	8200	8200+	9499	9313	TBA
Additional Meals Provided	51 million	33.7 million	60 million	88 million	80.2 million	121 million	92.7 million ²	143.7 million ⁴	TBA
Per Capita Meals	\$.70	\$.75	\$.71	\$.52	\$.71	\$.75	\$.58	\$.38	TBA
Additional Nights' Lodging Provided	6.9 million	6.3 million	18 million	30.9 million	39.3 million	42.5 million	20.6 million ²	5.1 million ⁴	TBA
Per Capita Shelter	\$3.15	\$2.17	\$2.24	\$1.49	\$2.24	\$2.25	\$2.44	\$4.84	TBA

1. Phase VII figures are based on estimates and are changing as final reports are audited.

2. Phase VII per capita meals and nights' lodging are reported in a different manner from previous phases.

3. Phase VIII figures are projections based on results from previous programs.

4. Phase VIII per capita meals and nights' lodging are reported in a different manner from previous phases.

NOTE: Phase I-VI meals included all food/supplies and equipment related to meal preparation. Phase I-II nights' lodging includes all shelter-related costs (e.g., hotel/motel costs, rent/mortgage assistance, mass shelter costs and supplies/equipment). Phase III-VI nights' lodging includes all shelter-related costs (e.g., hotel/motel costs, rent/mortgage assistance, mass shelter costs, supplies/equipment, and utility assistance). Phase VII nights' lodging no longer includes utility costs. Phase VII-VIII meals includes food costs only (supplies/equipment are reported separately). Phase VIII nights' lodging no longer includes utility costs or rent/mortgage assistance.

STATES ALLOCATIONS
PHASES I - IX

State	Phase I	Phase II	Phase III	Phase IV	Phase V	Phase VI	Phase VII	Phase VIII	Phase IX
Alabama	\$1,708,418.16	\$1,069,399.46	\$1,957,661.00	\$2,302,184.00	\$2,345,060.00	\$2,933,277.00	\$2,478,256.00	\$2,924,970.00	\$2,613,092.00
Alaska	68,860.31	100,000.00	133,167.00	159,500.00	272,838.00	333,636.00	409,689.00	316,597.00	272,471.00
Arizona	1,017,251.50	748,445.43	911,187.00	1,155,539.84	1,503,358.00	1,920,908.00	1,864,706.00	2,198,740.00	1,846,104.00
Arkansas	137,060.72	106,593.92	646,548.00	797,178.42	1,175,002.00	1,331,689.00	1,393,455.00	1,596,657.00	1,388,202.00
California	8,442,953.18	6,238,135.08	8,875,996.00	12,036,169.82	13,534,312.00	14,168,024.00	14,438,227.00	15,785,346.00	15,940,484.00
Colorado	113,692.50	88,492.41	338,271.00	574,624.40	1,340,476.00	1,855,701.00	2,036,437.00	1,946,569.00	1,342,167.00
Connecticut	192,316.20	100,000.00	589,453.00	883,698.70	995,024.00	929,537.00	905,367.00	1,078,833.00	1,712,666.00
Delaware	No funds	100,000.00	198,598.00	254,351.50	284,077.00	270,000.00	272,932.00	260,000.00	306,547.00
Dist. of Columbia	277,633.19	196,686.98	337,926.00	392,426.10	373,117.00	412,104.00	375,680.00	390,418.00	367,061.00
Florida	1,145,429.26	1,133,423.35	2,943,178.00	4,229,329.50	4,536,008.00	5,211,604.00	5,723,930.00	7,095,921.00	7,634,376.00
Georgia	354,950.59	240,126.82	1,010,625.00	1,373,891.00	2,074,664.00	2,347,840.00	2,740,944.00	3,139,543.00	3,047,869.00
Hawaii	No funds	100,000.00	125,000.00	160,000.00	249,998.00	270,000.00	256,454.00	262,412.00	250,000.00
Idaho	113,476.80	104,953.59	149,137.00	201,291.58	390,908.00	528,655.00	456,576.00	376,210.00	395,391.00
Illinois	4,312,001.36	3,363,394.16	4,575,732.00	5,712,610.87	7,257,150.00	6,953,297.00	7,133,460.00	7,336,689.00	7,476,904.00
Indiana	1,627,191.40	844,328.13	1,368,113.00	1,820,830.90	2,323,271.00	2,378,785.00	2,370,024.00	2,336,730.00	2,805,449.00
Iowa	224,315.96	125,409.96	166,047.00	322,075.33	1,002,264.00	869,003.00	740,924.00	835,898.00	811,168.00
Kansas	No funds	97,166.22	123,625.00	160,000.00	523,610.00	678,458.00	627,663.00	785,879.00	663,802.00

State	Phase I	Phase II	Phase III	Phase IV	Phase V	Phase VI	Phase VII	Phase VIII	Phase IX
Kentucky	664,013.80	415,540.41	1,225,017.00	1,329,707.61	2,145,358.00	2,205,914.00	2,243,814.00	2,103,779.00	1,679,551.00
Louisiana	631,389.36	888,023.85	1,795,080.00	2,794,540.80	3,681,174.00	4,382,794.00	4,136,362.00	4,199,872.00	2,386,086.00
Maine	16,747.22	99,999.51	348,553.00	353,410.40	406,535.00	421,933.00	424,615.00	408,495.00	533,616.00
Maryland	821,815.62	479,394.45	413,642.00	556,584.09	1,009,509.00	1,234,506.00	1,257,479.00	1,562,103.00	1,411,986.00
Massachusetts	498,174.41	448,809.91	1,392,497.00	1,444,237.00	1,639,716.00	1,801,321.00	1,639,307.00	2,303,891.00	3,369,687.00
Michigan	5,124,700.70	3,890,051.47	4,911,075.00	6,029,285.19	5,763,195.00	5,861,996.00	6,951,067.00	6,678,059.00	7,264,442.00
Minnesota	219,144.23	160,485.50	643,184.00	788,065.26	1,452,839.00	1,366,275.00	1,450,950.00	1,563,068.00	1,616,081.00
Mississippi	265,406.15	230,098.59	869,156.00	1,138,525.48	1,592,822.00	2,070,558.00	1,690,191.00	1,966,271.00	1,547,749.00
Missouri	946,949.93	651,839.09	1,402,835.00	1,063,899.65	1,574,663.00	1,970,853.00	2,149,870.00	2,356,123.00	2,416,174.00
Montana	64,003.84	96,532.30	125,000.00	156,417.36	264,956.00	346,782.00	347,222.00	370,738.00	299,241.00
Nebraska	19,272.43	99,264.49	123,000.00	177,094.00	444,120.00	453,376.00	436,522.00	388,927.00	312,959.00
Nevada	260,860.72	169,839.38	238,967.00	288,367.30	378,473.00	431,794.00	512,905.00	541,949.00	513,113.00
New Hampshire	No funds	100,000.00	125,000.00	160,000.00	249,993.00	270,000.00	250,000.00	262,890.00	375,975.00
New Jersey	1,787,869.53	912,297.43	1,458,997.00	1,754,818.80	2,487,564.00	2,363,186.00	2,290,337.00	2,875,753.00	3,180,448.00
New Mexico	86,556.83	229,231.62	477,870.00	651,903.40	841,878.00	1,001,780.00	1,058,347.00	988,422.00	878,432.00
New York	3,035,623.50	2,443,896.73	5,196,871.00	6,611,048.06	8,464,945.00	7,564,457.00	6,967,330.00	8,745,415.00	9,211,611.00
North Carolina	283,426.86	180,203.13	1,427,879.00	1,692,751.90	2,171,615.00	2,348,206.00	2,206,407.00	2,197,014.00	2,209,501.00
North Dakota	No funds	106,000.00	125,000.00	160,000.00	263,276.00	270,000.00	252,994.00	261,587.00	250,000.00
Ohio	4,576,995.98	3,485,590.27	4,273,716.00	5,112,422.64	6,009,952.00	6,343,647.00	5,995,305.00	5,842,157.00	5,992,042.00
Oklahoma	5,633.07	159,180.72	935,125.00	1,056,086.11	1,639,146.00	2,029,448.00	1,995,763.00	1,655,861.00	1,400,135.00
Oregon	907,061.50	422,957.57	1,054,091.00	1,661,449.86	1,700,884.00	1,615,914.00	1,649,721.00	1,622,798.00	1,584,251.00

State	Phase I	Phase II	Phase III	Phase IV	Phase V	Phase VI	Phase VII	Phase VIII	Phase IX
Pennsylvania	3,478,121.09	3,276,157.34	4,442,908.58	4,820,308.45	5,381,150.00	4,648,041.00	5,098,270.00	4,895,847.00	5,637,684.00
Puerto Rico	966,725.00	712,763.70	1,177,618.00	1,635,489.00	1,744,398.00	1,728,549.00	1,854,795.00	1,735,418.00	1,859,371.00
Rhode Island	271,012.89	169,378.90	206,028.00	224,221.10	284,282.00	286,553.00	291,758.00	332,177.00	575,558.00
South Carolina	290,631.74	123,975.35	987,269.00	1,152,380.50	1,502,642.00	1,556,012.00	1,550,095.00	1,453,703.00	1,626,463.00
South Dakota	6,055.35	100,000.00	125,000.00	166,120.97	249,998.00	270,000.00	253,447.00	261,165.00	250,000.00
Tennessee	1,180,152.61	675,882.39	1,696,146.00	2,175,877.70	2,430,806.00	2,684,300.00	2,394,726.00	2,491,991.00	2,235,530.00
Texas	641,527.95	1,774,825.50	4,296,824.00	6,062,371.09	9,994,961.00	12,057,556.00	13,711,749.00	11,738,320.00	10,496,469.00
Utah	154,301.42	151,199.78	374,856.00	448,566.45	579,460.00	686,643.00	709,147.00	649,812.00	657,735.00
Vermont	No funds	100,000.00	125,000.00	160,000.00	259,998.00	270,000.00	252,409.00	260,000.00	250,000.00
Virginia	244,195.92	128,219.88	580,426.00	844,242.50	1,536,315.00	1,768,318.00	1,507,290.00	1,870,668.00	1,950,071.00
Washington	1,752,447.57	1,015,009.72	1,746,775.00	2,222,539.09	2,243,048.00	2,832,807.00	3,025,415.00	3,004,847.00	2,967,328.00
West Virginia	551,301.19	761,966.50	1,060,792.00	1,241,409.13	1,206,517.00	1,266,128.00	1,345,678.00	1,238,636.00	1,145,199.00
Wisconsin	970,127.56	643,432.11	910,326.00	927,065.23	1,656,630.00	2,080,618.00	1,953,776.00	1,658,174.00	1,705,119.00
Wyoming	No funds	100,000.00	122,673.00	157,922.00	234,331.00	288,232.00	264,913.00	261,332.00	250,000.00
Guam	No funds	22,610.00	39,350.00	50,850.00	63,280.00	68,379.00	70,645.00	71,613.00	72,065.00
American Samoa	10,860.79	23,890.00	41,650.00	53,550.00	66,640.00	72,009.00	74,395.00	75,415.00	75,890.00
Virgin Islands	No funds	31,232.00	54,600.00	70,200.00	87,360.00	94,399.00	97,526.00	98,863.00	99,488.00
Trust Territories**	No funds	No funds	No funds	No funds	No funds	No funds	No funds	No funds	No funds
N. Mariana Islands	149,542.70	14,164.00	14,164.00	31,950.00	39,260.00	42,963.00	44,387.00	44,995.00	45,277.00

** Trust Territories has returned its allocation to the National Board in each phase.

CHARACTERISTICS OF FOOD AND SHELTER RECIPIENTS

Mr. GREEN. Have you done any study of recipients? I know VA did a study of the characteristic of homeless veterans. They were specific, as to people receiving emergency food assistance under their program. Have you done any such study as to mental illness problems, or substance abuse problems?

Mr. STICKNEY. My understanding is we have not done such a study. My anecdotal information is for the shelter program. It is utilized mainly to help those who, for some reason or another, have a short-term difficulty in staying in their own home or apartment, but have a good chance of pulling through and being able to make it on their own further on. My observation on the food program is simply that there are a lot of people being fed.

BALANCE FOR DISASTER RELIEF

Mr. TRAXLER. Turning to disaster relief, fiscal year 1991 appropriations, we did not appropriate any funds to the disaster relief because there were substantial carryovers from fiscal year 1990, primarily due to the appropriations made for Hurricane Hugo and Loma Prieta earthquake disasters. The budget justification estimated a carryover of \$495,379,000 from fiscal year 1990.

What do you anticipate and believe to be the unobligated balance of the disaster fund?

Mr. STICKNEY. Sir, at the present time, it appears that in spite of a large carryover coming into 1991, there were significant outstanding projects which were eligible for funding but for which we had not obligated money. And that money has now been obligated. I believe the number now is down to about \$207 million. Is that a correct number, Grant?

Mr. PETERSON. Yes, sir.

Mr. TRAXLER. When you obligate all of the current request, is that where you are going to be?

Mr. STICKNEY. No, sir. That is where we are right now.

Mr. TRAXLER. That is the unobligated balance, to the best of your estimates?

Mr. STICKNEY. Yes, sir. There may be projects in the pipeline which would be coming in for reimbursement, but we have not obligated money for that yet.

HISTORICAL AVERAGE FOR DISASTER RELIEF

Mr. TRAXLER. I understand. Fiscal year 1992, you are requesting \$185 million for the disaster relief fund. In past years you requested \$270 million, stating this was an historic average for disaster activity. Has that historic average changed?

Mr. STICKNEY. No, we feel that \$270 million is still a reasonable average. And as it turns out, we are going to miss very badly the \$270 million that was not in the fiscal year 1991 budget.

Mr. TRAXLER. What was your request of OMB for this account?

Mr. STICKNEY. In 1992, was it \$270 million?

Mr. PETERSON. We asked for \$270 million.

Mr. TRAXLER. Historic average?

Mr. PETERSON. Yes.

Mr. STICKNEY. Yes, and when you work that historic average into the equation with a supplemental, it doesn't work out all that badly. But as we review these numbers we will probably need to come in for an amendment of that 1992 request. We suspect we will need to increase that significantly.

ESTIMATED BALANCE FOR DISASTER RELIEF IN 1991

Mr. GREEN. You don't have any estimate at this point of what your year-end unobligated balance will be?

Mr. STICKNEY. At the end of this fiscal year, sir?

Mr. GREEN. Yes, sir.

Mr. STICKNEY. We are counting our money twice right now. We believe that we are not going to be able to reimburse for all of the public assistance projects that may be eligible and submitted by the end of the year. With luck, we can complete any emergency funding and administration of emergencies that may be coming up.

Mr. GREEN. So as a practical matter, at the end of the year, you will have a zero balance and have some accrued liabilities?

Mr. STICKNEY. Yes, sir.

LIABILITIES IN DISASTER RELIEF

Mr. GREEN. Do you have any idea what the amount of those accrued liabilities will be?

Mr. STICKNEY. We are still working on the definitive numbers, but it looks like if there is no additional money in 1991, that we will need something somewhat over \$800 million in 1992 to take care of the prospective projects in 1992; the \$270 million for 1992, that \$270 million that we need for 1991, plus the carryovers from Loma Prieta and Hurricane Hugo.

DISASTER RELIEF IN ISLAND TERRITORIES

Mr. TRAXLER. At the opening of the hearing, you mentioned one of the Pacific islands. Would you just elaborate for a moment and tell us the responsibility that we have by way of disaster relief to those territories?

Mr. PETERSON. Territories, yes sir. It is a mixed bag.

Mr. STICKNEY. I think in some cases, they are not even necessarily territories, but they do come under our protection.

Mr. PETERSON. That is right, sir.

Mr. TRAXLER. Is that part of the enabling legislation? Are they specifically mentioned? How do you get that responsibility?

Mr. PETERSON. Where there are territories, our responsibility falls under the Insular Act, and we acquire it through that. Where they were territories or properties responsible to the government and now have their own governmental structure through agreements for a limited time period, along with that agreement came the responsibility that was inherently within our responsibility when they were United States' purview and responsibility.

I use responsibility a lot. I am sorry for that. But what I am saying is, the responsibility for the disaster funds and program implementation for those islands are the same now as they were before they became independent, and many of these agreements run into the 1990s, late into the 1990s.

So we have the same responsibilities for individual assistance and public assistance. In fact, there are more liberal payment schedules authorized out there for matching monies, in some cases, than there are for stateside territories.

Poorly said, I am sorry, but we have the same responsibilities out there we would have for the territory of the Virgin Islands, for the most part.

Mr. GREEN. This includes those new commonwealths we created?

Mr. PETERSON. Yes, sir.

Mr. STICKNEY. Micronesia.

Mr. PETERSON. Mr. Chappell has just slipped me a note here. He says, they are under the Compact of Free Associations. We have responsibility under Territories and the Insular Acts.

Mr. GREEN. And under the free association agreements, is that an indefinite obligation or for a period of years?

Mr. PETERSON. There are time limits under some of those agreements. We can give you that specifically for the record.

[The information follows:]

TIME LIMITS ON FREE ASSOCIATION AGREEMENTS

The Compact of Free Association, P.L. 99-239, stipulates that the Federated States of Micronesia and the Marshall Islands will be eligible for disaster assistance for 15 years (from January 14, 1986). P.L. 99-239 does provide for the possibility of an extension to the deadline.

Mr. GREEN. Long, long ago, I wrote a Law Review article on this subject of the applicability of American laws to overseas areas that we control.

Mr. PETERSON. The other side of this issue is, we are dealing with not hundreds of miles, not thousands of miles, but many thousands of miles, and the logistics out there are very challenging.

Mr. STICKNEY. Yes, sir. We kid our Regional Administrator and call him the Yeltsin of the Emergency Management Agency. He controls more territory than all the other agencies combined.

Mr. GREEN. Mostly water?

Mr. STICKNEY. Yes, sir.

Mr. TRAXLER. And who was it that was assaulted? What island was that?

Mr. STICKNEY. Uman.

Mr. PETERSON. U-m-a-n.

Mr. TRAXLER. Which is—

Mr. PETERSON. Micronesia.

Mr. STICKNEY. Would you care to visit, sir?

Mr. TRAXLER. Probably we don't want to know any more.

Mr. PETERSON. It is one of the four Federated States of Micronesia.

Mr. TRAXLER. Maybe at next year's hearing you will have a list for us.

Mr. PETERSON. Yes, sir.

EQUIPMENT INVENTORY

Mr. TRAXLER. We always ask you every year something about an issue you alluded to at the beginning of today's hearing, and that was whether or not you need an inventory of equipment that can

be readily moved. So think about it over the next year, give us an answer next year.

Mr. STICKNEY. Yes, sir.

RATE INCREASES FOR FLOOD INSURANCE

Mr. TRAXLER. Turning to the National Flood Insurance Program, FEMA proposes transfer reimbursements of \$12.874 million to the S&E account for administrative expenses and \$45.023 million to the Emergency Management Planning and Assistance account for flood plain management activities from the National Flood Insurance Program. In addition to a \$25 service fee policy to cover administrative and flood plain management expenses as required by the Budget Reconciliation Act of 1990, other rating changes will be implemented in fiscal year 1991. These changes will be equivalent to a 1 percent rate increase.

According to page FI-10, you are anticipating an increase of 118,914 policies in 1991, over 1990 level. Will you see any drop-off in these expectations because of the rate increases?

Mr. STICKNEY. Mr. Chairman, I would like to turn those questions over to our Insurance Administrator.

Mr. SCHAUERTE. On the contrary, Mr. Chairman, we hope that the number of policies increases more, and probably will, I believe, as a result of the program we have issued called the "The Mortgage Portfolio Protection Program," which really implements the Flood Disaster Protection Act of 1973. This requires those people who have mortgages which are secured by Federal entities to have flood insurance. This requirement has not been complied with in recent years. We are carrying out workshops, more articles are being written about it, and agents are getting concerned about it. It is part of the training that agents get in their continuing education programs, and we are very happy with that.

ENFORCEMENT OF FLOOD INSURANCE PURCHASE

Mr. TRAXLER. Is that the responsibility of the lender, then, to see that that gets done?

Mr. SCHAUERTE. It is the responsibility of the person who handles the mortgage. It is the mortgage company. It could be a bank or a savings and loan.

Mr. TRAXLER. That's what I mean, the lender.

Mr. SCHAUERTE. Right.

Mr. TRAXLER. So that is being enforced, then? So that's why you are anticipating a fairly sizeable jump?

Mr. SCHAUERTE. It is being enforced, and in addition to that, we are getting almost all of our communities out of the Emergency Program. We do hope, incidentally, to raise the caps on the amount of insurance available. We want to do that, and have not done that since 1978.

CAPS ON FLOOD INSURANCE COVERAGE

Mr. TRAXLER. What is the cap now?

Mr. SCHAUERTE. \$185,000 now for a residence, \$60,000, contents; and 95 percent of all our policies insure residences. We hope that this will bring in a considerable amount more in premiums.

Mr. TRAXLER. What is the premium on a policy at those levels, \$185,000 and \$65,000 contents?

Mr. SCHAUERTE. The average annual premium is about \$280. The lowest premium is \$75 in a preferred risk area. It all depends on the location and the type of construction.

REDUCTION IN FLOOD STUDIES

Mr. TRAXLER. According to page EM-187, under Flood Plain Management, you are requesting \$34.783 million for this activity in 1992, less than the 1990 level. Of course, a reduction of \$1.5 million is to be made in the Flood Studies and Surveys component. Where are you planning to reduce the program?

Mr. SCHAUERTE. We are transferring the Flood Studies funds over to the Flood Hazard Reduction program.

We are also requesting five additional personnel for the Community Rating System Program, which we are implementing beginning this year. We are convinced the program will not only bring about better mitigation in the various communities—over 18,000 communities—but will also lower the premium rates.

If that occurs—and it is going to occur—we hope that also it will increase the amount of flood insurance policies in existence.

PILOT STUDIES ON EROSION

Mr. TRAXLER. We note that on page EM-192, for fiscal year 1991, you are initiating two additional pilot studies to test methodologies and procedures for conducting erosion rate studies on the Great Lakes, as well as the Pacific Coast.

Have you started the studies, and do you have any return as yet, and when did you anticipate having them completed?

Mr. SCHAUERTE. There is always some form of study being implemented—undertaken by our engineers and hydrologists. There is not anything right now I can report on. But such studies are a very important part of flood plain management, particularly studies on the erosion in flood plain areas. We are trying to develop a set of guidelines and specifics in order to standardize the data that we receive.

Mr. TRAXLER. Your justifications say you are going to initiate two additional pilot studies—one on the Great Lakes, one on the West Coast—erosion rate studies.

Mr. SCHAUERTE. Right.

Mr. TRAXLER. And so you are going to be testing the methodology and procedures there?

Mr. SCHAUERTE. Checking the consistency and the accuracy.

Mr. TRAXLER. And when will you get those results?

Mr. SCHAUERTE. Probably within a year.

COMMUNITY RATING SYSTEM

Mr. TRAXLER. In fiscal year 1991, you will begin implementation of the new community rating system. This system will credit community mitigation efforts by reducing flood insurance premiums. What will that do to policyholder rates?

Mr. SCHAUERTE. We hope, and it is possible, that a community that implements all of those increased standards could possibly

reduce the premium rate by as much as 40 percent. It does require some investment by the community. But even a 25 percent reduction, we would be considered to be pretty much of a success.

Mr. TRAXLER. We want to turn to the Inspector General; let's see if we can catch him there. We always want to know Inspector Generals. We think they play an important role.

You are a creature of the Congress, of course, so we want you to know that you are especially welcome here.

Mr. MILLER. Thank you very much.

INSPECTOR GENERAL ASSOCIATION

Mr. TRAXLER. As a general rule, we are quite impressed with the level of competency that we find in the Inspector General Corps. All the agencies seem to have found very, very highly qualified personnel to do this important task.

Do you have sort of a little association where you get together for lunch?

Mr. MILLER. I would be delighted.

Mr. TRAXLER. Not me. You can make—you would make a great politician. We never turn down a free lunch, either.

Do you have an association of Inspector Generals?

Mr. MILLER. Yes, sir, there is the President's Council on Integrity and Efficiency.

Mr. TRAXLER. You are all members of that?

Mr. MILLER. That is right. And we meet periodically, about once a month. In addition, there are subcommittees also that meet to calculate ways to do Inspector General work more efficiently.

INCREASE FOR INSPECTOR GENERAL IN 1992

Mr. TRAXLER. Well, let's see now. You have an appropriation of \$5.144 million requested for fiscal year 1992. This is an increase of \$1.793 million above the 1991 level with a request of 70 work-years for 1992, which is an increase of 10.

You are also requesting a large increase for the office for 1992 of 53 percent. Tell us why you need a 53 percent increase.

Mr. MILLER. I think the best way is to describe my feeling after I moved into the job seven months ago, as the first statutory Inspector General.

I looked around at the size of my office, which has ten investigators, 20 auditors, for work nationwide, including such places as Chuuk Island and Samoa and other places. I also was trying to digest the size and complexity of FEMA's programs and operations, the size of the requested budget this year of \$723 million, and wondered how I would ever begin to cover some of those audit and investigative targets.

One way, of course, is to increase the size of the staff, the quality of the staff, and the grade level which we hope would increase the quality of that staff. This is why we are asking for those additional funds.

Mr. TRAXLER. Did you have the full cooperation of the agency in seeking those additional moneys?

Mr. MILLER. We certainly did.

Mr. TRAXLER. And you were successful at OMB?

Mr. MILLER. Yes, we were.

Mr. TRAXLER. Very persuasive.

Mr. MILLER. They increased our budget outlay by almost \$300,000. Part of that was due to the recently passed Chief Financial Officers Act, which requires us to do certain things that cost money and additional personnel.

AUDITABLE ACTIVITIES

Mr. TRAXLER. Was it a lack of resources that kept your predecessors from doing the auditable activities at FEMA prior to your—

Mr. MILLER. I think so. Of some 150 different auditable activities during the entire lifetime of the Inspector General's Office at FEMA, they had only been able to audit something like 42 or 43 of those activities, largely because they didn't have the people to do that.

NATIONAL PREPAREDNESS AUDIT

Mr. TRAXLER. Some of the sensitive activities at the National Preparedness Directorate haven't been audited since their inception.

Do you have any concern there?

Mr. MILLER. Indeed we do. Both the Director and I were asked the question during our Senate confirmation hearings to address that problem.

Three weeks ago, we sat down with Mr. Lopez and the distinguished staff of his Directorate and began what we call an entrance discussion of an audit that is now under way and has been for the last three weeks.

Mr. TRAXLER. We look forward to at some point discussing that with you, if it needs to be brought to our attention, we expect you to do so in the coming months.

Mr. MILLER. Yes, sir.

Mr. LOPEZ. I might add, sir, that I welcome that audit. I think it is very propitious for both Mr. Stickney and myself, since we are still new at the game, to see what has been going on.

Mr. TRAXLER. We concur with that, and certainly it was no reflection upon you.

Mr. LOPEZ. I understand, sir.

CHIEF FINANCIAL OFFICER ACT REQUIREMENTS

Mr. TRAXLER. Four additional work years and \$550,000 is requested to meet the requirements of the chief financial officers act.

Tell the subcommittee what your responsibilities are under that act, briefly.

Mr. MILLER. Our primary responsibility is to audit the financial statements of the agency.

IG CASES FROM HUGO AND THE EARTHQUAKE

Mr. TRAXLER. For fiscal year 1991, a great deal of your investigative activities are concentrating in the backlog of cases open due to Hurricane Hugo and the California earthquake.

Have you any major findings in the disaster assistance activities?

Mr. MILLER. Yes, as a matter of fact we have one case that has been largely concluded, and we are issuing a bill for collection for

some \$2 million on public assistance in the disaster program, some of which was proven to be ineligible.

Mr. TRAXLER. The agency does a superb job in getting money out under difficult conditions, and of course everyone wants to move it as quickly as possible. And we all appreciate that when money is flowing that rapidly to so many different people, there can be some problems involved, and we appreciate the complexity of that question and the difficulties of it.

But at the same time we want the highest degree of certainty that those funds are spent according to the law. So the first test is always that work around the front line. Secondly, of course, the opportunity that subsequent audits have to establish the correctness of the payments.

So I wish you well. A lot of vultures are out there, aren't there?

Mr. MILLER. Indeed there are.

Mr. STICKNEY. I think they reconciled 400,000 checks last year.

HIGH DOLLAR INVESTIGATIONS

Mr. TRAXLER. According to page IG-6, a reduction in the backlog of your collection high-dollar-volume investigations is planned for in 1992. We need to know, how many of those types of high-dollar-volume investigations are currently pending, and what is the dollar amount involved in the total of these cases?

Mr. MILLER. We have discussed this with Michelle and plan to come back and have another discussion with her when she is free again after these hearings are completed.

The dollar amount we are looking at is in the hundreds of millions of dollars.

Mr. TRAXLER. And how many of those cases are there? Rough numbers.

Mr. MILLER. We have a total of 200 cases now outstanding.

Mr. GREEN. Mr. Chairman?

Mr. TRAXLER. Mr. Green.

AGENCY—IG COOPERATION

Mr. GREEN. Mr. Miller, you mentioned the cooperation you have gotten in one area, but to ask a more general question, are there any instances where you have not received the full cooperation of the folks at FEMA?

Mr. MILLER. Not one single instance, sir.

Mr. GREEN. So you feel comfortable that you have gotten the assistance you are entitled to?

Mr. MILLER. Yes.

Mr. GREEN. Thank you, Mr. Chairman.

Mr. TRAXLER. Ms. Kaptur?

UPDATING FLOOD MAPS

Ms. KAPTUR. I had a question on the flood mapping, and I have spoken with the department in our state that deals with natural resources and they have expressed a concern about the lack of an updated set of flood maps.

My basic question is that your budget does indicate a decrease in that funding, and I am curious as to what you are going to do to

keep the maps up to date, particularly where there has been a change in the situation in various states.

Mr. STICKNEY. Ma'am, I am Wally Stickney, the Director, but I am going to pass the question to Bud Schauerte.

Mr. SCHAUERTE. We are concerned about that and we must update as much as we possibly can including the possibility of locating on our maps the coastal barriers resources system. However, we have had a lot of success in gaining help from the various local communities who have invested money in topographical studies.

We get information from geological surveys, we get information from the United States Bureau of Census, and we have had money for restudies going back into restudying the maps we have now, since there are always constant changes in the program.

We intend to review the necessity to restudy all the maps every five years, and we will do that. Hopefully, with the program increasing in the number of policies we have, we will generate a considerable amount of money.

As you probably know, and I probably should mention this to you, Mr. Chairman, the program is self supporting. We hope to have the funds to be able to do everything that is necessary. It is a big problem and it is a very costly problem.

We want to digitize the maps so we can reduce the enormous volume of hard copies. We probably have more maps than any other organization in the world, 85 million pages to be exact. They look like a road map that you get at your service station. We have 750,000 square feet of them. We will be able to greatly reduce that cost; not only the cost of the maps themselves, but the mailing and, the personnel, over the years.

Ms. KAPTUR. Are you doing the updating on a yearly or monthly basis?

Mr. SCHAUERTE. We are trying to review the need to update every five years. But I might add this. During that first year period, we may have map amendments or map revisions based upon information we get from the local communities or the states. If a home or community or area can be documented where there have been changes in the flood plan, then the maps will be updated periodically.

Ms. KAPTUR. So what would you recommend to our department of natural resources in trying to work with you to get the maps updated? Are you saying there is the possibility that they are in the restudy area?

Mr. SCHAUERTE. I am saying that we are working with Ohio and Texas, Michigan, and every state. It is not just one state. We are working throughout the nation, 18,000 communities. And we are working with the various states and their flood plan management people.

Mr. TRAXLER. I think what Ms. Kaptur is concerned with is an area in Toledo and around Toledo.

Mr. SCHAUERTE. We would be able to supply you with detailed information about your state and your particular area.

Mr. TRAXLER. She probably is looking at that west end of Lake Erie.

Ms. KAPTUR. It is throughout Ohio, because the flood maps have changed, and there appears to be some need for updating—that may be true of Michigan as well.

It seems to me to take a long time between—and I don't know where the glitch is, but the maps don't appear to be up to date. So that was just a concern we have.

Mr. SCHAUERTE. We will direct it from here to our regional office.

Mr. STICKNEY. I must say, ma'am, that I think 80 percent of our mail deals with problems with the flood plan delineation and the timeliness, particularly as people feel they want to develop new lands that hadn't been developed and that sort of thing. So we are doing our best to try to catch up to it.

If there is any particular instance that is of real concern, I am sure that our Insurance Administrator could help you with that.

STATUS OF EMERGENCY FOOD AND SHELTER

Ms. KAPTUR. I would agree with the Chairman, there is a problem, because we sit on a lake, and there are some problems related to all of northern Ohio.

Mr. Chairman, I just have one other question. That concerns the emergency food and shelter program.

I am sure you have addressed that in more detail earlier in the day, but I am concerned about what is happening with that program now. Is there a change in mission?

We have a lot of unemployment out there in the country. What is going on with the emergency food and shelter program?

Mr. STICKNEY. The program is running as it has in the past and under the same formula. As I recall the distribution, nationwide, last year, there is something in the order of 84 or 85 communities that gained money from the year before, and almost the same number that lost money. So there was a balance there, depending on the economic shifts within the nation.

This budget does propose a reduction in the program.

REDUCTION IN EMERGENCY FOOD AND SHELTER

Ms. KAPTUR. That is why I asked. If there is a lot of unemployment going up, why the reduction? I am curious.

Mr. STICKNEY. Because there is a desire to see whether or not there is some HUD-funded programs which might be able to get at the chronic base-line homelessness better than this program has been able to do.

It is a policy call. And overall, as I understand it, the McKinney Act appropriations are higher than last year, but the administration is proposing some shifts.

Ms. KAPTUR. I thank you very much.

Thank you, Mr. Chairman.

CONCLUSION

Mr. TRAXLER. Mr. Green, do you have anything further?

Mr. GREEN. I have no further questions, Mr. Chairman.

Mr. TRAXLER. We are pleased with your appearance. And this concludes the hearings and justifications of the 1992 bill. We wish you well. Nice to see you again.

[Questions and answers for the record and the justifications follow:]

Chairman Traxler

RESOURCES FOR DISASTER PLANNING AND TRAINING

Question: Earlier this month GAO released a report on the Federal, State, and local responses to the Hugo and Loma Prieta disasters. Several findings and recommendations were made in this report.

According to page 31 of the report, a FEMA official said that FEMA "has not had sufficient resources to support planning and training programs for all disaster phases and has, therefore, used its resources for preparedness programs and activities."

Do you believe your resources are sufficient to meet your disaster planning and training needs?

If not, why haven't you requested additional resources?

Answer: In the past, FEMA training has focused primarily on the preparedness phase of emergency management. Encouraging solid planning and preparation for disasters were seen as the areas where training could have its greatest impact. Since Loma Prieta and Hurricane Hugo, however, resources have been shifted to increase and enhance training in response and recovery.

Our emergency planning guidance, which is widely used for development of State and local emergency operations plans, has for some time included emphasis on functions in the response and recovery phases of disasters.

In 1992, the budget request includes additional funding the Emergency Management Institute to develop ways to utilize new instructional technology for distributed training. An important goal of this distance learning initiative will be the dissemination of response and recovery training to the widest possible audience.

COORDINATION AMONG FEDERAL AGENCIES

Question: FEMA is the agency with overall coordination responsibility for preparedness and response to disasters. Yet, another problem cited on page 52 of the GAO report was the lack of coordination between federal agencies.

What efforts are you making to ameliorate the problem?

Answer: The problem cited on page 52 of the GAO report stemmed from problems encountered in South Carolina following Hurricane Hugo in coordinating with

the U.S. Soil Conservation Service (SCS), an agency of the Department of Agriculture. The SCS has authorities which overlap somewhat with those of FEMA for the removal of debris from streams following disasters. We have created a working group of headquarters and field personnel from both the SCS and FEMA to analyze potential coordination problems and to develop procedures for improving coordination.

Tentative conclusions of that working group are that it is counterproductive for these two federal agencies to be offering generally the same kind of assistance to local authorities at the same time following disasters, regardless of whether or not that is the situation created by existing legislation, and that better policy direction is required from both agencies to delineate more clearly what problems will be addressed by which agency. One of the possibilities is that the SCS will dedicate its limited funding to situations for which the President does not declare a disaster, or for emergency situations that need to be addressed prior to the declaration of a disaster. The working group is expected to come up with recommendations which may result in a memorandum of understanding between the two agencies and changes in program policy or regulations. The working group is expected to complete its work by September 30, 1991.

GEOGRAPHIC PAY DIFFERENTIAL

Question: How much do you anticipate the geographic pay differential will cost the agency?

From where will the additional funds be obtained?

Answer: In fiscal year 1991, it is estimated that the geographic pay differential for Regions II and IX will cost the agency \$297,000. On an annualized basis, the cost would be \$394,000.

Although FEMA is working diligently to fill all authorized workyears, positions budgeted for and not filled in the first half of fiscal year 1991 will fund the geographic pay differential. For 1992, the request for Salaries and Expenses is sufficient to cover the additional costs.

STATE PARTICIPATION IN EARTHQUAKE ACTIVITIES

Question: Under the earthquake program on page EM-94, you discuss the non-Federal cost-sharing schedule -- which was directed by the reauthorizing legislation. Any State which did not receive a grant from FEMA for earthquake activities prior to October 1, 1990, will be

subject to this new phase-in cost-sharing provision. The intent of the legislation was to encourage new States to participate in the program by gradually working up to a 50/50 share.

How many States began to participate in earthquake activities after October 1, 1990?

Answer: Seven new States were approved to receive first-year funding on October 1, 1990. To date, four of those States (AZ, NC, NV, OR) have received a total of \$246,000. The remaining three States (ID, MT, NJ) have indicated FY 1992 will be their first-year of program participation.

Question: What impact will this have on those States participating in earthquake hazards reduction activities prior to October 1, 1990?

Answer: Those States participating in the program prior to October 1, 1990 are governed by the 50/50 cost share requirement. In the case of Massachusetts, which did not participate in the program in FY 1990 but wishes to in FY 1992, there will be a 35% in kind cost share requirement. The amount of funding allocated to the 17 existing States was not impacted as an increase in the budget accommodated the entry of new States into the program.

DETAILED LOSS ESTIMATION STUDIES

Question: On page EM-95, the justification states that FEMA is initiating studies of detailed loss estimation for risk areas. What do you hope to learn from these studies? When will these studies be complete?

Answer: The National Academy of Sciences has found that loss studies can be of great value in planning, initiating, and updating programs for earthquake hazards mitigation and emergency planning. They are particularly helpful where little attention, or where little practical hazard mitigation or emergency response planning exist. Reliable information on the earthquake threat and potential impacts is essential to inform and motivate State and local public officials and emergency planners.

The National Earthquake Hazards Reduction Program (NEHRP) has never had a systematic and coordinated approach to earthquake loss estimation. FEMA is working closely with the USGS to correct this situation. We plan to use the program resources to support a long-term comprehensive project to provide consistent methodology to develop comparable loss estimates nation-wide. Some previous studies may need to be revisited; new studies may be

directed towards the overall goals of establishing comparable methodology and loss data. This comprehensive project is only now in development and completion dates of specific studies are not yet available.

CAJON PASS STUDY

Question: In FY 1992, FEMA will complete work on the placement of lifeline systems in Cajon Pass, California as well as a lifeline seismic safety plan. What is the status of these projects?

Answer: FEMA is conducting a vulnerability study of the current placement of lifeline systems in the Cajon Pass (San Bernardino, CA) region. The study addresses the risks that lifelines pose as they may be affected by earthquakes, including multiple and serial events. The study is not a feasibility study to rectify specific lifeline problems in the Cajon Pass but will provide lessons-learned and insight from which mitigation techniques can be developed for application here and elsewhere. The final report is expected to be published in September 1991.

Additionally, FEMA is developing a lifeline seismic safety plan consistent with the requirements of Section 8(b), P.L. 101-614, National Earthquake Hazards Reduction Program Reauthorization Act. The development effort is being coordinated with the National Institute of Standards and Technology, other Federal agencies, and the private sector. The plan will provide timetables and budget estimates for developing and adopting, in consultation with appropriate private sector organizations, design and construction standards for lifelines. A steering committee for the effort has met to organize a national workshop to bring together the experts necessary to develop this important plan. The workshop is scheduled for late August or early September. The plan will be ready to transmit to Congress by June 30, 1992.

URBAN SEARCH AND RESCUE

Question: According to your letter of March 5 on FEMA's reorganization, Civil Defense will assume responsibility for the urban search and rescue initiative.

Could you tell me more about your plans to move this activity?

How will this activity be coordinated with the Earthquake program?

Answer: Under the reorganization, a new Division in the Office of Civil Defense is being established to spearhead coordination of the resources of the Federal community of agencies in disasters. Prior to the reorganization, the Office of Disaster Assistance Programs had responsibility to develop the substantive program aspects of a national system of Urban Search and Rescue (US&R). Substantive program development for the US&R system has now been moved from the Office of Disaster Assistance Programs, which is primarily a disaster recovery unit, to the Office of Civil Defense, which is responsible for response to catastrophic events. Utilization of funding will be reported by a Plans and Operations Branch within that new Division in the Office of Civil Defense to the Earthquake Preparedness Program staff.

Funding for US&R is provided out of the National Earthquake Hazard Reduction Program (NEHRP). These funds will be used to augment the capabilities of the US&R teams with equipment and training. Urban search and rescue emerged as a specialized need in the emergency management arena after the recent earthquakes in Mexico City, Soviet Armenia, and California. Hence, the US&R capability was funded under the NEHRP, even though the teams can be used to respond to any catastrophic disasters which result in multiple building collapses and require specialized capabilities to rescue large numbers of trapped individuals.

HURRICANE PREPAREDNESS

Question: In the hurricane program you are requesting \$896,000 in 1992, the same as the 1991 level. Based on the findings in the GAO report, and from lessons learned, how can you continue to fund this program at a static level?

Answer: Given the overall Agency and government-wide spending limits and priorities, no additional funds have been included for this program.

POPULATION AND PROPERTY PROTECTION PROJECTS

Question: On page EM-99 of last year's justification, it was stated that funding for property protection would increase in future years as population projects are completed. When will these population projects be completed? When do you anticipate an increase in the property protection component?

Answer: FEMA's intent was to increase the funding for Property Protection Projects in future years as the effort for Population Preparedness Projects decreased.

This is still FEMA's objective; however, the recent significant decrease in the Corps of Engineers funding support has delayed implementation of this initiative. FEMA is reviewing its total Hurricane Preparedness Program with regards to the present funding situation and will provide the Congress our plans upon completion of this review.

DAM SAFETY

Question: You are requesting \$432,000 for the Dam Safety program, the same level as the 1991 appropriation. According to page EM-100, you anticipate that the level of operational capability in dam safety at the state and local levels will increase. What indications do you have that this is true?

Answer: The level of operational capability at the State and local level has increased. Our indications include:

- o The number of states without dam safety legislation has been reduced to two.
- o A 1989 survey of State dam safety programs showed a marked increase in the number of satisfactory programs with increased budgets and staff.
- o The number of States and enthusiasm with which they agreed to participate in the update of the National Inventory of Dams indicate a growing interest and capability. Thirty-nine States have already sent in their initial inventory data and the remainder, save 2, are expected to follow shortly.

TECHNOLOGICAL HAZARDS

Question: In Technological Hazards, your request for fiscal year 1992 is \$5,242,000, the same as the 1991 level.

Based on your letter of March 5, FEMA's reorganization will create a separate Office of Technological Hazards to administer the Radiological Emergency Preparedness and Hazardous Materials Programs. This will allow you to better respond to the intensive workload and high visibility of these programs. You also mention the increased emphasis on the Chemical Stockpile program.

With the added emphasis on this program, why didn't you request an increase for this program?

Answer: The Radiological Emergency Preparedness program, despite its high visibility and continued intensive workload, has tended to stabilize into a maintenance mode. Consequently, an increase in funding for FY 1992 was not deemed necessary. The Hazardous Materials program under this activity is continuing to evolve and the 1992 request, combined with other current (Superfund) or anticipated (Hazardous Materials Transportation Uniform Safety Act in FY 1993) funding sources, was deemed adequate for this stage of the program's development. The Chemical Stockpile Emergency Preparedness Program is funded in its entirety through a reimbursable, interagency agreement with the Department of the Army.

CHERNOBYL STUDY

Question: In last year's hearings (page 76) we discussed a study underway addressing "lessons learned" from the Chernobyl accident.

What kind of findings did you make? Have you implemented changes based on what you learned?

Answer: FEMA is continuing to monitor and review, with contractor assistance, technical studies and analyses of the Chernobyl nuclear accident and the offsite impact of the resulting radiation release. While specific issues pertaining to offsite preparedness have been identified in the review effort, no need has been identified thus far to change FEMA's radiological emergency preparedness program. This is due primarily to the fundamental technological differences in the design and operation of the Chernobyl plant from plants in the U.S. However, in the area of Federal response to radiological incidents, the Federal Radiological Emergency Response Plan has been changed to reflect a lead agency (Environmental Protection Agency) for international radiological environmental incidents.

USE OF NATIONAL DISASTER MEDICAL SYSTEM FOR PERSIAN GULF

Question: Under the mobilization preparedness component of Federal Preparedness, FEMA is responsible for the coordination of the National Disaster Medical System (NDMS), which was established to respond to large scale emergencies and to provide care for the resulting casualties.

To what extent did FEMA and/or the NDMS prepare for and provide assistance for the Persian Gulf War?

Answer: FEMA does not have primary responsibility

for coordinating the National Disaster Medical System (NDMS). The Department of Health and Human Services (DHHS), has the lead administrative role under Executive Order 12656. However, the NDMS Interagency Agreement establishes a cooperative effort among four agencies: FEMA, the DHHS, the Department of Defense (DOD), and the Department of Veterans Affairs (DVA). These agencies jointly share responsibility for the design and implementation of the system.

In conjunction with State and local governments and the private sector, NDMS is designed to care for victims of any incident that exceeds the medical capability of an affected State, region, or Federal medical care system. The NDMS will also provide support to military medical systems in caring for casualties of a conventional overseas armed conflict.

NDMS has in place a readiness capability at all times and requires no prior warning in order to provide assistance in a real world crisis or National Security emergency.

The Assistant Secretary of Defense (Health Affairs) has the authority to activate NDMS on a moment's notice in response to a National Security emergency, but due to our quick success in the Persian Gulf war and minimal casualties, NDMS activation was not required.

NDMS would have been activated only after both the military and the Department of Veterans Affairs (which is designated by law as the military's primary back-up) hospital systems were overwhelmed with casualties.

FEMA's National Emergency Coordinating Center (NECC), coordinates the alert and notification of all key NDMS personnel upon activation of NDMS.

DISASTER LOANS

Question: The Federal Credit Reform Act of 1990 requires FEMA to make changes in the recording and funding of agency loans, thus the need to establish the Disaster Assistance Direct Loan Program Account. You estimate that FEMA will subsidize up to \$6 million in loans for states' shares of assistance. (DR-6)

How did you arrive at this \$6 million figure?

Answer: Because making loans for states' shares of assistance is a relatively new activity (since the passage of the Stafford Disaster Relief and Emergency Assistance Act in November, 1988), there is little history on which to base a loan estimate. The estimate of \$6 million was based on annualizing the loan activity

of \$3 million during the last six months of FY 1990.

Question: What will occur if the demand for loans is higher than the projected \$6 million?

Answer: If the demand for loans is higher than the projected \$6 million, a language supplemental for the Disaster Assistance Direct Loan Program account will be required to raise the loan limit. If the increase in the amount of loans also increases the subsidy required, supplemental language for the Disaster Relief Fund to permit the transfer of additional funds for the subsidy to the Disaster Assistance Loan Program account will also be necessary.

Question: Why will Community Disaster Loans no longer be made after FY 1991?

Answer: This program is no longer needed since, in most cases, the communities that have applied for the loans could have obtained commercially available loans under more favorable terms. The only reason that most of the recipients of those loans applied for them in the first place was the program's provision for loan cancellation under certain conditions.

Communities that cannot qualify for bank loans or which would qualify for loan cancellation under the Community Disaster Loan Program are economically stressed for reasons other than the occurrence of a disaster. The problems of these communities should be addressed through economic development programs and not through the Disaster Relief Program.

Question: According to DR-3, in fiscal year 1992 FEMA will assume responsibility from the Department of Education for disaster assistance to elementary and secondary schools.

In both the Hugo and Loma Prieta disasters, FEMA and the Department of Education encountered problems as to which agency had responsibility for disaster assistance to schools. I gather the FEMA's assumption of this responsibility was the resolution to the problem. (GAO - p. 63)

Who made the decision to give FEMA this additional responsibility?

Answer: The overlap in authorities between P.L. 81-815, the Education Department's authority to assist school districts with disaster related damages, and P.L. 93-288, as amended, has long been a source of confusion for state and local emergency management and education

authorities. Hurricane Hugo and the Loma Prieta earthquake, because of their magnitude, served to bring these problems into greater prominence. The assumption, therefore, is correct that this initiative directly responds to the issue raised in the GAO report on page 63.

We have always recognized that FEMA had the legislative authority to provide disaster assistance to special purpose districts, such as school districts, but we always deferred to the Department of Education's desire to fund repairs to public elementary and secondary schools, while FEMA funded repair to the non-educational facilities of local school districts (such as administrative buildings) and to publicly owned institutions of higher learning and Private Non-profit schools of all types.

The decision to transfer this responsibility from the Department of Education to FEMA was developed jointly by both agencies, in the interests of improved service to the public, and approved by the Secretary of Education and the Director of FEMA. The Department of Education's Fiscal Year 1992 budget submission contains reference to this transfer.

Question: Have you estimated the cost of assuming this responsibility?

Answer: The Department of Education has estimated that this program has cost, on the average, approximately \$11 million per year for repairs to eligible school facilities damaged by Presidentially declared disasters.

Congressman Stokes

CIVIL DEFENSE

Question: County emergency management officials are authorized for reimbursement of up to 50% of certain costs of emergency management programs. This is especially critical since civil defense efforts really start at the local level. In States like Ohio though, for example, reimbursement has been significantly less than 50%. (Ohio is about 39%). Moreover, many States still have relatively low participation rates.

The budget request, however, decreases the State and local emergency management account by \$3 million. While this seems like a small amount, it makes all the difference to city programs that are already underfunded.

What percentage of county programs have emergency operations centers and necessary communications equipment to effectively manage a disaster? Have States indicated an inability to expand this program to these counties? Why?

Answer: In 1988, 2,126 counties (or equivalent jurisdictions) provided information for the Capability and Hazard Identification Program, of which 1,888 reported having an emergency operating center from which key officials can direct and control an emergency. This is approximately 90 percent of reporting jurisdictions. However, not all of the emergency operating centers meet FEMA standards. The States request funding to upgrade these facilities or establish capabilities in additional counties through the Emergency Operating Center, Maintenance and Services, and Warning and Communication Programs. Often the States are able to identify funding requirements in excess of available matching Federal funds. So far in FY 1991, preliminary information indicates that State and local governments may have a requirement for about \$4.0 million additional Federal matching funds for Emergency Operating Center Programs which we cannot meet. The other programs have shortfalls, too. The reason for the shortfalls is that it is difficult to project these needs year to year and the ability of State and local governments to produce timely matching funds.

Every county which currently receives funding under the Emergency Management Assistance (EMA) program must have met certain eligibility standards. These standards include having an emergency operations plan, which must include provisions for a centralized control facility and sufficient communications capability to effectively manage a disaster. States may consider expanding EMA

program support to any county with population in excess of 50,000 persons, providing that the county takes steps to meet the other eligibility standards. States do expand EMA program support into new counties annually.

Question: What percentage of local costs are we actually reimbursing on average?

Answer: The EMA program provides a maximum of 50% of necessary and essential emergency management expenses of State and local governments in matching funds. We do not have sufficient data on the national total of eligible expenses to be able to say exactly what percentage overall is being met with Federal funds. The State of California recently requested an additional \$1,685,833 for FY 1991 to bring the Federal contribution up to 50% of their requirements for eligible salaries and benefits. According to their calculations, the total EMA allocation to California will amount to 34% of their requirement for salaries and benefits alone. They did not provide data on the amount that would be required to match other categories of eligible costs. Our best current estimate is that we are providing a Federal contribution nationwide of 33% of the eligible State and local emergency management expenses. Each State receives a share of the total annual EMA budget through a formula-driven determination. The State then makes the final decision as to what share each eligible local jurisdiction will receive, based on its approved State Administrative Plan.

Question: How does FEMA insure the capabilities of local emergency management programs to develop plans for and effectively respond to emergencies?

Answer: The CD Program has a variety of initiatives to ensure the capabilities of local governments to develop effective emergency operations plans. These initiatives include the following: (1) requiring an approved local emergency operations plan for EMA program eligibility, and supporting their development; (2) providing training in emergency planning and plan evaluation; (3) publication and dissemination of civil preparedness guides on emergency planning for governments and for business and industry; (4) support (through the Population Protection Planning Program) at 100% funding level of some 150 emergency planning specialists at the State level, who in turn provide expert technical assistance to local governments in development of their emergency operations plans.

Question: Are nuclear and terrorist incidents covered under this civil defense program? If yes -- with recent occurrences in the Persian Gulf what are we doing

to help States in this regard? Would these efforts come under the programs being reduced?

Answer: While dealing with terrorists is primarily a law-and-order activity, FEMA, through the CD Program, has four major responsibilities in meeting potential terrorist threats: (1) FEMA supports development of State and local emergency operations plans for dealing with all hazards, including the consequences of a terrorist incident; (2) FEMA informs the public how to deal with terrorist threats; (3) if necessary, FEMA provides a Federal response to the consequences of terrorism; and (4) FEMA exercises for terrorist scenarios.

Our efforts for dealing with the consequences of terrorism are not being reduced. Indeed, we are giving new emphasis during the current and next years on developing our capability for providing a Federal response to disasters if necessary, including the consequences of terrorism. The CD Program provides assistance to State and local governments to develop and operate the capabilities, people, equipment, facilities and plans, to respond to all emergencies.

Question: Civil defense includes our ability to provide crisis shelter and give warning to the public in times of an emergency. Federal funds to State and local governments in this area are under the State and local direction, control and warning programs.

The FY 1992 budget request, however, shows a decrease for this area of over \$2 million.

What percentage of our population is covered by sirens or other warning systems? Will this decrease cause states to cut programs? If so, can you estimate the number of programs?

Answer: The 1992 request for the Warning and communications program element represents no change from the 1991 level. Except for the \$2,078,000 added by Congress for Emergency Operating Centers, our FY 1992 funding request for the State and Local Direction, Control, and Warning program is for the same level of funding that we requested and was enacted for FY 1991.

Nearly the entire population of the United States is covered by at least one type of warning or emergency information system, with the preponderance being covered by the Emergency Broadcast System.

Question: What percentage of our population is covered by emergency management programs which meet Federal eligibility standards for emergency management

assistance?

Answer: Approximately 83% of the U.S. population resides in local jurisdictions which meet Federal eligibility standards for Emergency Management Assistance.

DAM SAFETY

Question: The Army Corps of Engineers inventory of dams completed in 1981 identified over 68,000 dams; 95% were non-federally owned; 10,000 were classified high-hazard; and 3,000 were classified unsafe and 150 of these required emergency action. FEMA's dam safety program was expanded as a result.

During FY 1991, you are to begin preparing the Biennial Report to the President on the status of the national dam safety program for 1990-1991. Can you give us an update on your progress?

Answer: We will begin our activities to prepare the Report on April 9, 1991 at the Quarterly Interagency Committee on Dam Safety (ICODS) meeting. The format for the Agency submittal will be proposed and approved. Agency submittal will be received by December 31, 1991, and the final report will be ready for dissemination in May 1992.

Question: What other Federal agencies do you have cooperative agreements with in terms of dam safety? Can you tell me what their responsibilities are in this regard.

Answer: We do not have cooperative agreements with other agencies per se. We do have Memorandums of Agreement (MOA) with the U.S. Army Corps of Engineers and the Federal Energy Regulatory Commission (FERC). The MOA with the Corps is for the update of the National Inventory of Dams. Under this agreement, FEMA implements its methodology for updating the Inventory using funds appropriated to the Corps under Title XII, P.L. 99-662.

The MOA with the FERC is to provide a mechanism to allow a more systematic and predictable approach to the development of projects supporting dam safety by providing annual funding to the ICODS by the member agencies. This is the first of several MOA's with ICODS members to support ICODS projects including the printing of technical assistance publications, technical and public awareness workshops, and Training Aids for Dam Safety training and education project.

TECHNOLOGICAL HAZARDS

Question: This activity encompasses two programs: Radiological Emergency Preparedness and Hazardous Materials.

During FY 1991, a final rule is to be implemented to establish user fees to be charged to utilities for radiological emergency services which are site specific in nature. How much money do you expect to collect? Has the final rule been published? Do you anticipate that this user fee will be passed on to the customers?

Answer: The final rule was published in the Federal Register on March 6, 1991, (44 CFR 353) and will become effective on April 8, 1991. Assuming that fees will be collected for nearly six months of FY 1991, it is anticipated that \$1 to \$2 million will be billed to the utilities by FEMA for the remainder of FY 1991. It is estimated that a full year's collection would account for 40-60 % of the program costs.

Whether or not these fees are passed on to the customers will be decided by the individual utilities and State utility regulatory agencies, and will probably vary from one to the other.

NATIONAL FLOOD INSURANCE FUND

Question: You are proposing that funding for flood plain management be provided through a reimbursement to the Emergency Management Planning and Assistance from the National Flood Insurance Fund. I live in a state where our biggest losses are to flooding. We are trying to encourage more people to buy insurance. In fact, it is estimated that only 10% of the individuals living in flood plains have flood insurance. Insurance, however, is already expensive. Will rates have to go up, premiums have to increase with this approach? Won't this have a negative spiral?

Answer: The Omnibus Budget Reconciliation Act of 1990 statutorily requires a fee to be added to the premium for each policy to provide funds for flood plain management activities and salaries and expenses in FEMA's Emergency Management Planning and Assistance and Salaries and Expenses accounts. The policy service charge which FEMA has established at \$25 per policy becomes effective June 1, 1991.

The average premium for buildings meeting the program's flood plain management requirements was only \$200.00 per year. It costs about \$350.00 per year on the average to buy flood insurance on the more risky construction which

does not meet the program's flood plain management requirements because the construction took place prior to the effective date of the community's regular program flood plain management ordinances or prior to or on December 31, 1974, whichever was later.

Of course, any premium increase may have some negative sales impact. In this case however, it should be minimal since there has not been a rate increase for flood insurance since 1988.

FEMA/RED CROSS

Question: FEMA, in carrying out its activities must work with many non-Federal agencies. I know for example that the Red Cross is one.

Can you explain this relationship? What about others? What Federal statutes regulate these arrangements?

Answer: Under Section 309 (b) of the Robert T. Stafford Act (42 U.S.C. Sec. 121 et seq.), FEMA is authorized to enter into agreements with voluntary organizations to provide disaster relief and assistance.

FEMA has a long and positive relationship with the American Red Cross (ARC) which was established by an Act of Congress on January 5, 1905 (36 U.S.C. Sec. 1). All Red Cross grants and cooperative agreements with FEMA have non-discrimination clauses in them.

FEMA also is a non-voting member of the National Voluntary Organizations Active in Disaster (NVOAD). Of the organizations which comprise NVOAD, we have separate memoranda of understanding with the ARC, the Salvation Army, the Mennonite Disaster Service, and the Seventh Day Adventists. FEMA has fostered a positive relationship with all NVOAD agencies in order to assure full coordination of all available disaster assistance in the interest of facilitating the recovery of people affected by disaster incidents.

Question: I have had several concerns expressed through my office about how these groups operate in times of Federal disasters; specifically how aid is parcelled out to needy groups with certain "prejudices"; that poor and minority areas were, in fact, being overlooked and requests going unanswered.

If, indeed, there are unfair practices by these groups, would Federal law preclude FEMA from engaging in activities with them?

Answer: Section 308 of the Stafford Act requires

that all Federal assistance functions shall be carried out in an equitable and impartial manner without discrimination on the grounds of race, color, religion, nationality, sex, age or earning status.

FEMA regulations for the enforcement of Title VI of the Civil Rights Act of 1964 are found at 44 CFR Part 7. Under these regulations, FEMA requires that every applicant for FEMA financial assistance assure on the application or in an attachment that the applicant will conduct the FEMA program in compliance with the Civil Rights Act of 1964. 44 CFR 205.16 makes Federal financial assistance under the Stafford Act subject to Part 7.

Question: How would individuals file complaints with FEMA if they do have grievances with these cooperative non-Federal groups?

Answer: Any person who believes that he or she or any class of individuals has been subjected to discrimination may file a complaint with FEMA. FEMA investigates the complaint and tries to resolve the issue informally. If the complaint cannot be resolved informally, and there appears to have been discrimination, FEMA may suspend or terminate or refuse to grant or continue Federal assistance. Referrals can be made to the Department of Justice for appropriate action. No suspension, termination or refusal to grant or continue Federal assistance shall become effective until (1) FEMA has advised the applicant or recipient of his/her failure to comply and has determined that compliance cannot be secured by voluntary means, (2) there has been an express finding on the record, after opportunity for a hearing.

In furtherance of FEMA's non-discrimination policies, each Disaster Field Office (DFO) has a person assigned as the Civil Rights Compliance Officer for that disaster. Any possible discrimination complaints can be brought to the attention of this individual or the Federal Coordinating Officer.

QUESTIONS FOR THE RECORD FROM CONGRESSMAN GREEN

STATUS OF MOBILE HOME INVENTORY

Question: With Hurricane Hugo and the Loma Prieta quake now over a year behind us, I want to revisit some of the issues that were open last year.

What is the status of your mobile home inventory? What has been the disposition of the mobile homes put to use in Watsonville, California?

Answer: FEMA's present mobile home inventory consists of 1,950 three bedroom homes. Of this number, 535 units are currently occupied by disaster victims in California, Indiana, Mississippi, and the U.S. Virgin Islands. A total of 1,372 units have been completely refurbished and are in storage ready for immediate use. The remaining 43 homes are either in storage awaiting refurbishing or in various stages of transport from the disaster sites to the storage centers.

Of the 150 mobile homes placed in and around Watsonville, California, 94 remain occupied by disaster victims, 25 have been returned to storage, and 31 are scheduled for return to storage and are now awaiting transport. All mobile homes being returned to storage will be completely refurbished and held in storage for future use as disaster temporary housing.

STAFF RESOURCES FOR HUGO AND LOMA PRIETA CLOSE-OUT

Question: I note that the justification on page SE-61 indicates that "Continuing close-out activities associated with Hurricane Hugo and the Loma Prieta earthquake will continue to place demands on staff resources." What exactly are these demands and their costs?

Answer. Most of the demands currently on staff resources are in monitoring large Public Assistance Program projects and the final phases of temporary housing programs. Although almost all activity involving the temporary housing program will be completed by the end of this fiscal year, the monitoring of large public assistance projects will continue through fiscal year 1996. Some of the major activities involved are large projects at Stanford University, Merritt Peralta Hospital, Oakland City Hall, Port of Oakland wharf repairs, San Francisco Airport Terminal, San Francisco School District Administration Building, San Francisco City Hall, Santa Cruz Transit Authority Maintenance Building, Watsonville Water Treatment Plant, and port

facilities and public housing projects in the U.S. Virgin Islands. It is estimated that the Federal share for public assistance projects in California and the Virgin Islands will be \$328 million.

For the remaining six (6) months of FY 1991, these close-out activities will involve 16 full-time employees (FTE's) at a cost of approximately \$432,000 in salaries and expenses, 30 intermittent employees (Disaster Assistance Employee's) with salary costs of \$100,000, and \$50,000 for travel and per diem expenses. Although the number of FTE's and DAE's needed to monitor these large projects will decrease with each succeeding fiscal year from 1992 through 1996, it is estimated that costs for salaries and expenses, travel and per diem will be \$1.2 million in 1992, \$900,000 in 1993, \$700,000 in 1994, \$500,000 in 1995, and \$300,000 in 1996. In summary, these demands will cost approximately \$4.2 million through FY 1996, excluding any costs associated with potential Inspector General audits.

PERMANENT OFFICE IN CARIBBEAN

Question: One of the major complaints I heard from local and state officials in the Caribbean when I visited last year was that there were no senior personnel available on-site in the Caribbean when Hugo struck. Are any steps being taken to upgrade the status of the office in that area to address that problem?

Answer. The Hurricane Hugo experience highlighted the need for a permanent FEMA presence in the Caribbean. The Agency has since concluded that a small office in the San Juan area would be the most efficient and effective way to prepare for and manage the frequent, very substantial disaster activity in Puerto Rico and the Virgin Islands. FEMA is now in the process of establishing such an office in San Juan. The Disaster Assistance Program will be represented by, at a minimum, three professional staff and a secretary. The Office Manager, who is an experienced Federal Coordinating Officer, will be assigned to the new office on May 5, 1991.

REPORT ON DISASTER PERSONNEL IN FIELD

Question: Last year, Mr. Peterson, you referred to an on-going, in-house study on what it would take to support disaster personnel in the field. What is the status of that report?

Answer: The study looked at one option for providing field support. It's conclusions have been reviewed, but the Administration determined that it would

not request funding for this endeavor at this time. FEMA plans to investigate further other ways to meet this requirement.

HOSPITAL DAMAGES ON ST. CROIX

Question: I know there was some concern about who should foot the bill for damage to the hospital on St. Croix, since many of the conditions were pre-existing. How has this been resolved?

Answer: At the time that Hurricane Hugo occurred, the Virgin Islands Department of Health (VIDOH) was in the process of addressing problems with the roof of the hospital on St. Croix. The roof had developed leaks which had necessitated vacating certain parts of the building. The VIDOH had, prior to Hurricane Hugo, let a contract for replacement of the roof. Hurricane Hugo did additional damage to the roof, which caused extensive water damage to the interior of the building. Since work on the roof had already been programmed and contracted for, roof repairs from damage caused by Hurricane Hugo were not eligible for disaster assistance. FEMA has agreed to fund repair of interior damage to the hospital caused by the Hurricane. To our knowledge, there is no longer any disagreement over this issue .

COMMUNITY RATING SYSTEM

Question: The July 10, 1990 Federal Register contains a notice describing the new Community Rating System for the Food Insurance program. This program, which I understand will be voluntary, will become effective this year. How is this program progressing?

Answer: FEMA is particularly pleased with the progress of the Community Rating System (CRS). This program provides for a reduction in insurance premiums in those communities that voluntarily undertake flood plain management and related activities which go beyond those required for participation in the National Flood Insurance Program.

The CRS has been developed with the assistance and active involvement of the insurance industry and the Association of State Floodplain Managers, most particularly the criteria for creditable community activities and the development of needed applications, instructions, and evaluation mechanisms. CRS specialists were trained and the CRS procedures were field tested in 105 volunteer communities.

This past summer, 75 workshops, which attracted approximately 2,700 individuals representing some 1,400

communities, were held around the nation to familiarize communities with CRS and the application process. In addition, a capability to encourage and provide communities with technical assistance in making CRS applications has been established along with a formal CRS training program available to state and local government officials.

Last year we estimated there would be some 200 first round applicants. In fact, have received more than 330 community applications and they are now being reviewed. The involved communities represent about 25% of the NFIP policy base which could result in more than \$8 million in premium credits.

Successful communities are expected to be notified by June 30, 1991. The necessary changes to insurance processing systems have been developed and should be in place in advance of October 1, 1991, so as to provide the initial 5% premium credit to policies newly written or renewed after that date.

We are very pleased with the enthusiastic response the CRS has received. The applications now in hand indicate the goals of CRS are being realized -- "To encourage, by the use of flood insurance premium adjustments, community and state activities beyond those required by the NFIP to: reduce flood losses, facilitate accurate insurance rating, and promote the awareness of flood insurance."

FEE FOR FLOOD MAPS

Question: The November 29, 1990 Federal Register contains a notice indicating an increase in the number of entities that will be charged a fee for flood maps. Do you anticipate that this will affect participation in the program?

Answer: The maps will still be made available free to Federal, state and local agencies, so this should not affect community participation in the National Flood Insurance Program (NFIP).

It will probably affect entities who will be paying for the first time (i.e. lenders and insurance providers). The extent to which these entities will be affected will vary with each entity. Some ways that come to mind are:

- Entities will only order maps for areas that they actively do business in, rather than for entire states, counties, or communities.
- All company employees will use the same set of maps instead of each employee ordering his or her own set.

- Some entities will depend completely on business entities that provide determinations.

COMMUNITY-BASED ANTI-ARSON PROGRAM

Question: I note on page EM-171 that the Fire Prevention and Arson Control programs are scheduled for a significant increase -- from \$3.2 million to \$5.2 million.

Can you give me an update on the community-based anti-arson program and how much will be allocated in FY 1991?

Answer: For FY 1991, the USFA has allocated another \$260,000 to support the continuation of targeted, neighborhood-based programs.

RESIDENTIAL SPRINKLER PROGRAM

Question: Is it fair to say that much of the FY 1992 increase will be devoted to the residential sprinkler program?

Answer: FEMA has requested \$2,000,000 from Congress for sprinkler research, demonstration projects, and technical assistance. With this funding, the intent is to press forward with on-going sprinkler projects and to provide funding necessary for the design and testing of a sprinkler head specifically designed to provide an improved margin of life safety to those people living in mobile homes and similar dwellings with limited water supplies.

Congressman Jim Chapman

EMERGENCY FOOD AND SHELTER

Question: The Emergency Food and Shelter Program funding request is \$100 million -- a decrease of \$34 million. I understand you believe this is in keeping with the goal to put homeless funding more towards programs designed for permanent solutions. What documentation or studies have been conducted to support this proposal? Have you or any other agency studied the effects this \$34 million decrease will have on emergency food and shelter needs?

Answer: The proposal is based upon information received from several sources. While lack of adequate shelter defines homelessness, recent studies by the Urban Institute and other researchers on the homeless indicate that multiple factors frequently afflict the homeless. These include drug and alcohol addiction, serious mental illness, and poor physical health. These data indicate that assistance must be provided beyond immediate food and shelter if we are to help end homelessness. In addition, State and local government agencies and organizations serving the homeless have recognized the need for more comprehensive approaches to help the homeless achieve more stable lives. These views have been conveyed to the Interagency Council on the Homeless.

Although the requested level of funding for EFS is lower than the 1991 level, the Administration is requesting almost \$1 billion for targeted homeless assistance programs, 13 percent above the level enacted by Congress for 1991. EFS recipient organizations are eligible to apply for funding from many other homeless programs. Programs like Shelter Plus Care would enable the EFS organizations to broaden their homeless programs into more comprehensive service organizations.

Question: Last year, this subcommittee asked FEMA to make necessary changes in the Emergency Food and Shelter (EFS) program to more accurately reflect homeless statistics. What changes were made as a result of this direction?

Answer. No changes were made. However, the National Board and staff did work throughout the year to try to find a source for the "homeless statistics" that were mentioned. FEMA and the Board held a retreat this past January that had, as part of its focus, just that question. Also FEMA and the EFS staff recently met with both Census Bureau and Bureau of Labor Statistics (BLS) officials to explore other applicable data that might be

used. We also will be looking closely at the shelter and street count that was done by Census last March as well as at new 1990 Census numbers as they become available.

Question: Has FEMA looked at whether the criteria to have 1,000 unemployed in a county is leaving out small rural communities with real homeless needs? Would you please outline your findings in this regard and whether you believe changes should be made?

Answer. Just that concern, that small communities with real needs were being neglected, was the reason the EFS National Board established the State Set-Aside (SSA) Program. The Board sets aside 15% of the total award for distribution through that system. SSA boards are not bound to any of the EFS formula criteria and routinely fund many communities with less than 1,000 unemployed. FEMA and the Board think the current formula has served us well as an indicator of need, particularly when supplemented by the SSA process. However, each year the Board reassesses the formula, including the 1,000 criteria, and we will keep these concerns as part of that review.

HURRICANE PREPAREDNESS

Question: When conducting Hurricane Preparedness Studies, is there a cost difference between contracting with the Corps of Engineers or providing grants to states to do the work?

Answer: Costs for conducting Hurricane Preparedness Studies depend more on the size and nature of the particular study than the agency conducting the study, i.e., the State or Corps of Engineers. All Hurricane Preparedness Studies are conducted according to FEMA's guidelines published in 1984, and there were no significant cost differences for similar studies based on our review.

When a State conducts a study, funds are provided by FEMA. The State may also contribute funds if it desires to do so. However, if the State requests that the Corps of Engineers conduct the study, the Corps will jointly fund up to nearly half the cost of the Hurricane Preparedness Study reducing FEMA's cost of the study.

Question: How many years has FEMA contracted with the Corps to conduct Hurricane Preparedness Studies?

Answer: FEMA's first Interagency Agreement (IAA) to jointly fund Hurricane Preparedness Studies for evacuation with the Corps of Engineers was in 1982 or 9 years ago.

Question: Which of the 12 Hurricane Preparedness Studies currently being conducted have been contracted with the Corps of Engineers to conduct?

Answer: Twelve studies have been contracted for with the Corps of Engineers in FY 1991; however, there are 3 studies being conducted by State or local governments in Texas and Florida for which FEMA has provided funds. The following Hurricane Preparedness Studies for evacuation are being jointly funded through an Interagency Agreement with the Corps of Engineers:

1. Southern Massachusetts
2. Rhode Island
3. Connecticut
4. New York
5. New Jersey
6. Delaware
7. Virginia
8. Palm Beach, Florida
9. Southeast Louisiana
10. Southern Puerto Rico
11. Virgin Islands
12. Hawaii (Oahu)

Other studies being conducted with FEMA, State, and local funding without Corps of Engineers participation include the following:

1. Southwest Florida
2. Tampa Bay Region, Florida
3. Galveston/Houston, Texas

Question: For the record, will you please provide a list of contracts FEMA has made with the Corps to conduct Hurricane Preparedness Studies (both in the past and presently), how much funding has been provided for each of these Corps studies, what areas did each study cover and what is the affected population of each study area?

Answer: FEMA uses Interagency Agreements (IAA) with the Corps of Engineers to conduct Hurricane Preparedness Studies for evacuation. The following table provides the pertinent data for each study:

Approximate Study Area	<u>Project Funding (\$1,000)</u>		
	<u>FEMA</u>	<u>Corps</u>	<u>Population</u>
So. Massachusetts (I)	\$145	\$51	656,000
Rhode Island (I)	170	56	307,000
Connecticut (I)	290	178	318,000
New York (I)	335	172	9,000,000

New Jersey (I)	345	250	1,700,000
Delaware	235	233	232,000
Maryland	385	250	435,000
Virginia (I)	490	210	1,526,000
North Carolina	230	232	623,000
South Carolina	215	175	933,000
Georgia	252	206	386,000
Florida			5,500,000
Southeast Florida (I)	275	358	
Palm Beach (I)	140	0	
Tri - State (FL,AL,MS)			1,290,000
Evacuation Study	576	0	
Loss Study	104	98	
Southeast Louisiana (I)	350	110	1,500,000
Puerto Rico (I)	315	65	3,300,000
Virgin Islands (I)	60	0	110,000
Hawaii (Oahu) (I)	240	121	1,700,000

(I) - Incomplete

FIRE PROGRAMS

Question: Last year, Public Law 101-507, the VA, HUD and Independent Agencies Appropriation Act for 1991 mandated that the National Fire Academy (NFA) be put back under control of the United States Fire Administration (USFA) after nine years of being operated by FEMA's Office of Training. Would you please provide an update on this reunification? Has this policy decision been fully implemented?

Answer: On November 6, 1990, FEMA Director Wallace Stickney announced the decision to place the National Fire Academy within USFA and the Emergency Management Institute within the State and Local Programs and Support Directorate (SLPS). The announcement further explained that those units responsible for the support and management of the Emmitsburg facility would also be placed under the USFA. These decisions did not result in any employee relocation.

Based on the aforementioned decision regarding the National Fire Academy and the Emergency Management Institute, the Office of Training would be dissolved. While the final documentation has not been completed to implement the organizational changes, the reporting channels of the senior staff were revised to be reflective of the new organization on January 15, 1991. The National Fire Academy, the NETC Operations and Support Division and the Educational Technology Division will organizationally be within USFA while the Emergency Management Institute is part of SLPS. The Office of Training will cease to operate as an organizational entity.

Question: The President's FY 1992 budget request for fire programs is \$25.5 million and represents an 11% increase above the FY 1991 appropriation. I am pleased to see this increased funding request. Is this budget adequate to carry out the mandates in this area, including the new responsibilities assigned to the USFA by the Firefighters Safety Study Act and the Hotel and Motel Fire Safety Act -- both passed in the 101st Congress?

Answer: The President's FY 1992 budget request for fire programs is \$25.5 million. Included in this request is \$750,000 and 5 workyears to review hazardous materials information available to first responders consistent with the Firefighters Safety Study Act. Congress, in passing P.L. 101-391, The Hotel/Motel Fire Safety Act of 1990, did not provide funds for carrying out its objectives. The USFA has been using funds provided for other residential sprinkler purposes in the initial implementation but is depending on the additional \$2 million requested in FY 1992 to carry out its multi-pronged, residential sprinkler program including the Hotel/Motel program.

Question: In response to a question I asked last year, you indicated that most of the buildings at the National Emergency Training Center (NETC) in Emmitsburg did not meet Maryland fire code requirements. The record indicated that a minimum of \$4.6 million was necessary to bring the buildings up to code. The Congress earmarked the \$4.6 million to correct fire and safety code violations in the FY 1991 conference for the VA, HUD bill. Within the FY 1991 funds provided, were you able to bring the buildings at the National Emergency Training Center (NETC) up to meet the fire code requirements?

What is the current funding need for this purpose?

How much did FEMA request from OMB for maintenance and operation of these facilities?

Answer: The funding (\$4.6 million) provided in FY 1991 was adequate to complete most of the fire and life safety renovations. Included in the FY 1992 request is \$2.014 million for renovations of which \$1.4 million is to correct additional fire and life safety deficiencies.

The FY 1992 request to OMB for NETC Site Administration (facility operations and maintenance and program support) was \$14.731 million. This included \$11.362 million in Emergency Management Planning and Assistance and \$3.369 million in Salaries and Expenses, as well as 55 workyears. Included in the request was \$5.3 million to initiate a multi-year program of facility renovation.

The fire and life safety measure for which \$4.6 million was provided by Congress in FY 1991 are included in the multi-year renovation program.

Question: Current fire data indicates that 80% of the 6,000 fire deaths in the U.S. occur in residences and rural areas are particularly vulnerable to fire. Would you please provide an update on your programs designed to combat this problem and outline your achievements in this area?

Answer: The United States Fire Administration has several programs which are directed at reducing residential fire deaths. These include the National Community Volunteer Fire Prevention Program which provides grants to States for the development of innovative approach to fire prevention. Beginning in FY 1990, all States will be participating in this program. The Safe Kids Campaign involves the development of a national strategy for a smoke detector installation and maintenance program with the National Safe Kids organization. Fire safety publications "This Is Fire" and "Let's Retire Fire" are aimed at fire safety among children and the elderly respectively. Other publications campaigns include "Curious Kids Set Fires," "Check Your Hot Spots," "It's A Real Protector, It's A Smoke Detector," and "Partnerships Against Fire." The USFA continues to work with the private sector on joint fire safety education initiatives. One such initiative is the "Plan to Get Out Alone" program which has been sponsored by McDonald's Corporation and BRK-Pittway Electronics. Efforts continue in the area of residential sprinkler research and demonstrations. Future efforts include the development of residential sprinkler systems for areas with limited domestic water service and for residences which require self-contained systems.

FEDERAL EMERGENCY MANAGEMENT AGENCY

JUSTIFICATION OF ESTIMATES FISCAL YEAR 1992

**SALARIES AND EXPENSES
EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
NATIONAL FLOOD INSURANCE FUND
NATIONAL INSURANCE DEVELOPMENT FUND
EMERGENCY FOOD AND SHELTER
OFFICE OF THE INSPECTOR GENERAL
DISASTER RELIEF FUND**

SUBMITTED TO CONGRESS / FEBRUARY 1991



SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/Decrease</u>	
		<u>WY</u>	<u>Amt.</u>	<u>WY</u>	<u>Amt.</u>	<u>WY</u>	<u>Amt.</u>	<u>WY</u>	<u>Amt.</u>	<u>WY</u>	<u>Amt.</u>
A. Government Preparedness..		843	\$45,575	901	\$45,669	901	\$45,669	868	\$51,677	-33	\$6,008
B. Emergency Information and Coordination Center.....		7	274	8	365	8	345	8	358	...	13
C. Mobilization Preparedness		36	2,322	39	2,239	39	2,385	38	2,450	-1	65
D. Federal Readiness and Coordination.....		<u>28</u>	<u>1,676</u>	<u>29</u>	<u>1,625</u>	<u>29</u>	<u>1,499</u>	<u>28</u>	<u>1,556</u>	<u>-1</u>	<u>57</u>
Total, Federal Preparedness (Budget Authority)..... SE-29		914	49,847	977	49,898	977	49,898	942	56,041	-35	6,143
<u>Permanent Workyears</u>											
Headquarters.....		600		656		656		621		-35	
Regions.....		<u>314</u>		<u>321</u>		<u>321</u>		<u>321</u>		<u>---</u>	
Total, Permanent.....		914		977		977		942		-35	
<u>Total Workyears</u>		914		977		977		942		-35	

Changes from Original 1991 Estimates. Reflects the following: Reduction of Emergency Information and Coordination Center by \$20,000 and Federal Readiness and Coordination by \$126,000 to allow for an increase of \$146,000 in Mobilization Preparedness to adequately fund appropriated workyears.

**SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$33,934	\$34,842	\$37,897	\$39,671	\$1,774
11.3 Other than full-time permanent.....	488	...	...	...	...
11.5 Other personnel compensation.....	3,177	2,678	42	1,039	997
11.6 Special personal services payments.....	...	...	...	7	7
11.9 Total personnel compensation.....	<u>37,599</u>	<u>37,520</u>	<u>37,939</u>	<u>40,717</u>	<u>2,778</u>
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	6,907	6,348	7,203	8,610	1,607
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	2,619	3,350	3,153	3,717	564
22.0 Transportation of things.....	70	...	...	...	...
23.1 Rental payments to GSA.....	1,200	1,200	1,200	1,200	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	330	330	330	...
24.0 Printing and reproduction.....	1	...	...	...	...
25.0 Other services.....	1,300	800	...	...	...
26.0 Supplies and materials.....	22	...	73	59	(14)
31.0 Equipment.....	129	350	...	1,208	1,208
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>49,847</u>	<u>49,898</u>	<u>49,898</u>	<u>56,041</u>	<u>6,143</u>

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

	<u>1990</u> <u>Actual</u>	<u>1991</u> <u>Request</u>	<u>1991</u> <u>Current</u> <u>Estimate</u>	<u>1992</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.6 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	...	...	...	...	...
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	...	...	...	...	...
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	..	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.....	\$72	27	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	20,688	\$29,930	\$24,880	\$24,880	...
24.0 Printing and reproduction.....	8	20	75	75	...
25.0 Other services.....	75,205	67,500	49,533	50,033	\$500
26.0 Supplies and materials.....	2,866	3,500	6,006	6,006	...
31.0 Equipment.....	8,071	9,000	18,939	18,939	...
32.0 Land and structures.....	1,172	400	400	400	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	108,082	110,377	99,833	100,333	500

119

DISASTER RELIEF FUND
(Dollars in Thousands)

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
A. Disaster Relief.....	DR-6	\$95,950	\$267,050	\$...	\$181,759	\$181,759
B. Improvement Grants.....		<u>2,500</u>	<u>2,950</u>	<u>...</u>	<u>2,700</u>	<u>2,700</u>
Initial Budget Authority.....		98,450	270,000	...	184,459	184,459
Supplemental Appropriations.....		<u>1,152,500</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Disaster Relief (Budget Authority)1/.....		1,250,950	270,000	...	184,459	184,459
Unobligated Balance Carried Forward		1,024,387	205,231	445,379	...	-445,379
Recovery of Prior Year Obligations.		<u>28,311</u>	<u>50,000</u>	<u>50,000</u>	<u>50,000</u>	<u>...</u>
Total, Obligation Authority.....		2,303,648	525,231	495,379	234,459	-260,920
Direct Obligations.....		1,858,269	270,000	495,379	234,459	-260,920
Budget Outlays.....		1,332,837	1,164,865	821,803	356,088	-465,715

Changes from the Original 1991 Estimates: Fewer obligations in 1990 contribute to a higher unobligated balance carried forward into 1991 and higher obligations in 1991.

DR-4
REVISED

TABLE OF CONTENTS

JUSTIFICATION OF ESTIMATES
FISCAL YEAR 1992

	<u>Page</u>
<u>SUMMARIES BY APPROPRIATION</u>	
Features of FEMA 1992 Request.....	S- 1
Basic Authorities.....	S- 5
Summary of Changes to 1991 Current Estimates by Activity.....	S- 6
Appropriation Overviews.....	S-13
Appropriation and Outlay Summary.....	S-14
Comparison of Appropriation Levels - 1990-1992.....	S-15
1992 Request by Appropriation.....	S-16
Comparison of Outlay Levels - 1990-1992.....	S-17
1992 Outlays by Appropriation.....	S-18
Budget Authority and Workyears by Program.....	S-19
 <u>SALARIES AND EXPENSES</u>	
Appropriation Language.....	SE- 1
Appropriation Overview.....	SE- 2
Summary of Estimates by Activity.....	SE- 3
Obligations by Activity.....	SE- 5
Object Class.....	SE- 6
Obligations by Major Object Class.....	SE- 7
 <u>Request by Activity</u>	
Civil Defense:	
Estimates by Program.....	SE- 8
Object Class.....	SE- 9

National Earthquake Program and Other Hazards:	
Estimates by Program.....	SE-16
Object Class.....	SE-17
Technological Hazards:	
Estimates by Program.....	SE-22
Object Class.....	SE-23
Federal Preparedness:	
Estimates by Program.....	SE-27
Object Class.....	SE-28
Training and Fire Programs:	
Estimates by Program.....	SE-32
Object Class.....	SE-33
Flood Insurance and Mitigation:	
Estimates by Program.....	SE-39
Object Class.....	SE-40
Disaster Relief Administration:	
Estimates by Program.....	SE-50
Object Class.....	SE-51
Emergency Food and Shelter:	
Estimates by Program.....	SE-65
Object Class.....	SE-66
Management and Administration	
Activity Overview.....	SE-69
Estimates by Office.....	SE-70
Object Class.....	SE-72

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE

Appropriation Language.....	EM- 1
Appropriation Overview.....	EM- 2
Summary of Estimates by Activity.....	EM- 3
Obligations by Activity.....	EM- 4
Object Class.....	EM- 5
Obligation by Major Object Class.....	EM- 6

Request by Activity

Civil Defense:	
Activity Overview.....	EM- 7
Estimates by Program.....	EM- 12
Object Class.....	EM- 13
National Earthquake Program and Other Hazards:	
Activity Overview.....	EM- 90
Estimates by Program.....	EM- 91
Object Class.....	EM- 92
Technological Hazards:	
Activity Overview.....	EM-103
Estimates by Program.....	EM-105
Object Class.....	EM-106
Federal Preparedness:	
Activity Overview.....	EM-119
Estimates by Program.....	EM-120
Object Class.....	EM-121
Training and Fire Programs:	
Activity Overview.....	EM-140
Estimates by Program.....	EM-142
Object Class.....	EM-143
Flood Insurance and Mitigation:	
Activity Overview.....	EM-185
Estimates by Program.....	EM-187
Object Class.....	EM-188

DISASTER RELIEF FUND

Appropriation Language.....	DR- 1
Appropriation Overview.....	DR- 2
Estimates by Element.....	DR- 4
Object Class.....	DR- 5
Disaster Assistance Loan Program Overview.....	DR-17
Special Exhibit - Cora Brown Fund.....	DR-27

Page

OFFICE OF INSPECTOR GENERAL

Appropriation Language.....	IG-1
Appropriation Overview.....	IG-2
Summary of Estimates by Program.....	IG-3
Object Class.....	IG-4

EMERGENCY FOOD AND SHELTER

Appropriation Language.....	EFS-1
Appropriation Overview.....	EFS-2
Summary of Estimates by Program.....	EFS-3
Object Class.....	EFS-4

NATIONAL INSURANCE DEVELOPMENT FUND

Appropriation Overview.....	ID-1
Summary of Estimates by Program.....	ID-2
Object Class.....	ID-3

NATIONAL FLOOD INSURANCE FUND

Appropriation Language.....	FI-1
Appropriation Overview.....	FI-2
Summary of Estimates by Program.....	FI-3
Object Class.....	FI-4

FEATURES OF THE 1992 REQUEST FOR THE FEDERAL EMERGENCY MANAGEMENT AGENCY

The Federal Emergency Management Agency carries out a wide range of program responsibilities for emergency planning, preparedness, response, and recovery, as well as hazard mitigation.

With the exception of the request for the Disaster Relief Fund and the Emergency Food and Shelter Appropriation, FEMA's 1992 request, in general, contains no dramatic changes from the 1991 enacted levels. In 1992 an appropriation of \$185 million is being requested for the Disaster Relief Fund which received no appropriated funds in 1991. For the Emergency Food and Shelter Program, an appropriation of \$100,000,000 is being requested. Even though this represents a reduction of \$34,000,000 (25%) to FEMA's emergency program, total proposed government-wide funding for targeted homeless assistance programs will remain at one billion dollars. While the National Earthquake Program, the Disaster Relief Administration, and the Office of Inspector General are requesting significant resource increases in 1992, the Technological Hazards, Management and Administration, Federal Preparedness, Training and Fire, Flood Insurance and Mitigation, and Emergency Food and Shelter Programs vary by no more than 5% from 1991 resource levels, with a slight decrease in the funding for the Civil Defense activity. In the operating accounts, FEMA requests an overall increase of approximately 4%, or \$17.3 million. For the operating accounts, the increase includes funds: to support FEMA's full complement of requested workyears; to provide for specific initiatives such as enhanced disaster assistance and earthquake hazard reduction efforts; and funding for uncontrollable cost increases, including GSA rent increases, the 3-month 1992 cost of the 1991 pay increase, and for 1992 pay-related costs including the January, 1992 pay raise.

Changes to Structure: The 1992 request contains a change to the structure of the Disaster Relief Fund. A new activity, funded from the Disaster Relief Fund, called the Disaster Assistance Direct Loan Program Account, will provide for a loan subsidy and administrative expenses associated with states share loans made by FEMA under cost sharing provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

"Base" for 1992: In developing the FEMA 1992 budget request the 1991 enacted budget was used as a "base". This base was adjusted upwards to reflect the three month cost in 1992 of the 1991 pay raise, the full cost of the 1992 pay raise, funding for authorized workyears and resources to support approved program increases and initiatives in 1992. This adjusted base was reduced to eliminate one-time, specific increases to the 1991 budget request. The Civil Defense and Federal Preparedness Programs incurred a 2% reduction associated with a funding decrease to help meet the defense cap.

Highlights: In operating programs, specific increases in both staff and funding have been requested to provide enhanced emergency response capabilities and to help mitigate the potential effects of future disasters and emergencies. Under the National Earthquake Program and Other Hazards, resources are targeted for enhancements to the existing earthquake program. The Training and Fire Programs will use increased resources to make needed training facility improvements, for sprinkler research, and the hazardous materials information program. The Disaster Relief Administration request contains increased workyears and funds for enhanced program monitoring, financial control, and revision of program regulations. Enhancements to the Management and Administration Activity will provide for regional information systems coordinators, continued emphasis on improvements to the financial management system, meeting the requirements of the Chief Financial Officers Act, contract

closeouts, and various uncontrollable price increases.

Other increases include resources for the Inspector General appropriation to meet the requirements imposed on the office as the result of the creation of a statutory Inspector General in FEMA and the Chief Financial Officers Act. The Emergency Food and Shelter Fund request is less than the 1991 current estimate level which reflects a shift of resources to homeless assistance programs of other agencies that provide more comprehensive and longer term approaches. Estimates for the National Insurance Development Fund (NIDF) assume the continuation of the Crime Insurance Program through September 30, 1995.

Civil Defense. FEMA's 1992 request for activities authorized under the Federal Civil Defense Act of 1950, as amended, totals 380 workyears and \$153,628,000. This request level prioritizes the development of capabilities which will yield the highest lifesaving return: survivable crisis management and population protection. The Civil Defense program continues its emphasis on the development of dual-use capabilities and on the objectives of the program established in the 1987 Presidential directive.

National Earthquake Program and Other Hazards. This activity includes FEMA's lead-agency responsibilities under the National Earthquake Hazards Reduction Act, as well as smaller programs to support State and local development of capabilities to mitigate the hazards of, prepare for, and respond to hurricanes and unsafe dams. The request for 1992 totals \$20,217,000 and 66 workyears and includes enhanced resources for earthquake planning, mitigation and preparedness activities.

Technological Hazards. This activity includes two programs: Radiological Emergency Preparedness, which provides for the execution of FEMA's responsibilities in connection with off-site emergency planning around nuclear facilities, and Hazardous Materials, which provides for FEMA participation in interagency efforts toward improving response to hazardous materials incidents. The 1992 request totals 117 workyears and \$11,310,000. Fees collected from utility companies in 1992 will offset the full cost (\$9,569,000) of the Radiological Emergency Preparedness program.

Federal Preparedness. These programs are designed to ensure that the Nation will be able to respond to, manage, and recover from domestic and national security emergencies. The 1992 request for this activity totals \$156,374,000 and 942 workyears.

Training and Fire Programs. Resources of this activity prepare Federal, State, and local officials, their supporting staffs, emergency first responders, volunteer groups, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and recovery. The 1992 request for this activity is for \$30,862,000 and 124 workyears and includes resources for sprinkler research, facility improvements, curriculum enhancements, and a hazardous materials information program.

Flood Insurance and Mitigation. This activity includes both the Insurance Activities program, which provides the administrative resources for the National Flood Insurance Fund, and the Flood Plain Management program, which supports the mitigation of known flood hazards through identification of flood hazards and assistance to communities in the flood plain

management activities necessary to reduce flood losses. Funding for this activity will be derived from a reimbursement from the National Flood Insurance Fund. The 1992 request totals \$57,897,000 and 208 workyears and includes 10 additional workyears to begin implementing the community rating system.

Disaster Relief Administration. This activity provides the resources necessary to manage the Disaster Relief Fund. The 1992 request includes 264 workyears and \$18,027,000. This request includes resources for increased program monitoring, financial control and revision of regulations.

Emergency Food and Shelter (S&E). This activity provides administrative costs for the Emergency Food and Shelter program. For 1992, 5 workyears and \$247,000 are requested.

Management and Administration. This activity provides administrative support for the Agency's programs, and pays for such common costs as rent, supplies, and telephone service. The 1992 request of \$52,275,000 and 477 workyears includes increases to fund regional information systems coordinators, improvements to the financial management system, increased cost of security investigations, contract close out support, funds to pay for GSA rent increases and resources to comply with the directives of the Chief Financial Officers Act.

Office of the Inspector General. This appropriation provides advice, assistance, and oversight on matters relating to economy and efficiency and the prevention and detection of fraud, abuse, and mismanagement in Agency programs and operations. The 1992 request of 70 workyears and \$5,144,000 includes an increase of 10 workyears and \$1,793,000 to support the expansion of duties inherent in the creation of a statutory FEMA Inspector General

National Insurance Development Fund. This fund is the vehicle for funding the Federal Crime Insurance Program, which is currently authorized through September 30, 1995. Six workyears and \$14,414,000 in borrowing authority are requested to support this program in 1992.

National Flood Insurance Fund. The National Flood Insurance Program enables property owners to purchase flood insurance otherwise unavailable in the commercial market. In return for the availability of insurance, communities agree to adopt and enforce flood plain management measures to reduce loss of life and property from future flooding. The program continues to be self-supporting for the average loss year.

Disaster Relief Fund. This fund provides the basis for the President to authorize Federal assistance, in accordance with the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, to individuals and to State and local jurisdictions where a major disaster or emergency has been declared. The 1992 budget includes a requested appropriation of \$185,000,000. together with anticipated recoveries of \$50,000,000, a total of \$235,000,000 will be available for disaster needs in 1992. This represents a prudent annual resource level for this fund, and is intended to provide for the expectable occurrence of non-catastrophic disasters and emergencies. The request assumes FEMA will take over responsibility from the Department of Education for disaster assistance to elementary and secondary schools, beginning in 1992. In 1992, the Fund will also support the subsidy of states share loans authorized by the Stafford Act. This subsidy is estimated to be \$451,000

in 1992 with administrative expenses of \$90,000.

Emergency Food and Shelter. This program channels emergency support to the homeless through a National Board of major private charities. The 1992 request totals \$100,000,000. While FEMA's emergency program is reduced below the 1991 level, government-wide funding for homeless assistance programs will remain at one billion dollars in 1992.

User Fees. In 1992 FEMA proposes the full recoupment of direct expenses of the Radiological Emergency Preparedness program from the utility companies serviced in the licensing process. These funds will be retained by FEMA. In addition, it is assumed that the full cost of the Flood Insurance and Mitigation activity will be recovered from flood insurance policyholders.

Metric System Conversion. The Omnibus Trade and Competitiveness Act of 1988 (P.L. 100-418) states that the use of the metric system should enhance the competitiveness of United States industry when dealing in international markets and that the Federal Government has a responsibility to develop procedures and techniques to assist industry in the voluntary conversion to the metric system. The Act also amends the Metric Conversion Act of 1975 by declaring that the metric policy of the United States is to require that each Federal agency, to the extent economically feasible by the end of fiscal year 1992, use the metric system in procurement, grants, and other business related activities. In 1990 FEMA complied with this policy by promulgating a metric policy information paper to agency managers and by developing an agencywide general plan of action to achieve the requirements of the Government's metric policy. During 1991 the action plan will be implemented and FEMA will be in compliance with the amended Metric Conversion Act by the end of 1992.

**BASIC AUTHORITIES
FEDERAL EMERGENCY MANAGEMENT AGENCY
BUDGET ESTIMATES FOR 1992**

The Federal Emergency Management Agency (FEMA) was established by the President in Reorganization Plan No. 3 of 1978. The Agency operates under various statutory and executive authorities to carry out a wide range of program responsibilities for emergency planning, preparedness, response and recovery, and hazard mitigation. These include the following:

- o Under the Federal Civil Defense Act of 1950, as amended, responsibility for administering a national program for population protection preparedness and response in emergency conditions.
- o Under the Earthquake Hazards Reduction Act of 1977, programs designed to identify and reduce earthquake vulnerabilities and consequences.
- o Under Executive Order 12148, responsibility for oversight of the national dam safety program.
- o In accordance with provisions of the Nuclear Regulatory Commission (NRC) 1980 Appropriations Act and other statutes, Executive Order 12657, and by Presidential directive, responsibility for offsite emergency preparedness for fixed nuclear facilities.
- o Under the National Security Act of 1974, as amended, and the Defense Production Act of 1950, as amended, programs to provide for continuity of government as well as emergency resources assessment, management, and recovery.
- o Under the Federal Fire Prevention and Control Act of 1974, programs to reduce national fire loss, including training and education.
- o Under the National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, administration of a national program to provide flood insurance and to encourage better flood plain management.
- o Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, programs to provide assistance to individuals and State and local governments in Presidentially-declared major disaster or emergency areas.
- o Under the Inspector General Act of 1978, as amended, agencywide audit and investigative functions to identify and correct management and administrative deficiencies which create conditions for existing or potential instances of fraud, waste and mismanagement.

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress
Summary of Changes to 1991 Current Estimate by Activity
(Dollars in Thousands)

Activity/1992 Changes to 1991 Current Estimate	WY	S&E	EMPA	TOTAL
Civil Defense:				
1991 Current Estimate.....	388	\$20,963	\$137,545	\$158,508
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	56	...	56
1992 Pay Costs.....	...	568	...	568
Decrease to Reflect Funding of WY at 1991 Start of Year Levels ..	...	(698)	...	(698)
2% Reduction in Defense-Related Program Staffing.....	(8)	(406)	...	(406)
Discontinuation of Specific Increases to 1991 Request:				
EMA Grants to States.....	...	...	(3,000)	(3,000)
State EOC's.....	...	...	(2,078)	(2,078)
Pilot Project to Replace EBS Tanks.....	...	...	(70)	(70)
Restore Funds to 1990 Level for Training.....	...	...	(252)	(252)
Eliminate Challenge Grant Program Under Population Protection..	...	...	(200)	(200)
Civil Defense Share of LAN/WAN costs.....	...	...	1,200	1,200
1992 Request to Congress.....	380	20,483	133,145	153,628
National Earthquake Program and Other Hazards:				
1991 Current Estimate.....	58	4,012	13,538	17,550
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	10	...	10
1992 Pay Costs.....	...	82	...	82
Discontinuation of Specific Increases to 1991 Request:				
Earthquake Program.....	...	...	(750)	(750)
Nevada Earthquake Simulation Facility.....	...	...	(750)	(750)
Enhancement of National Earthquake Hazards Reduction Program..	8	600	3,475	4,075
1992 Request to Congress.....	66	4,704	15,513	20,217

130

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress
Summary of Changes to 1991 Current Estimate by Activity
(Dollars in Thousands)

Activity/1992 Changes to 1991 Current Estimate	WV	S&E	EMPA	TOTAL
Technological Hazards:				
1991 Current Estimate.....	117	\$5,861	\$5,242	\$11,103
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	16	...	16
1992 Pay Costs.....	...	191	...	191
1992 Request to Congress.....	117	6,068	5,242	11,310
Federal Preparedness:				
1991 Current Estimate.....	977	49,898	99,833	149,731
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	145	...	145
1992 Pay Costs.....	...	1,409	...	1,409
Adequate Salaries and Benefits to Support Workyears.....	(21)	4,179	...	4,179
2% Reduction in Defense-Related Program Staffing.....	(19)	(1,084)	...	(1,084)
Items in Government Preparedness Submission.....	5	1,494	150	1,644
Enhancement of FEMA's Emergency Response Capability (FERC)....	...	...	350	350
1992 Request to Congress.....	942	56,041	100,333	156,374

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress
Summary of Changes to 1991 Current Estimate by Activity
(Dollars in Thousands)

Activity/1992 Changes to 1991 Current Estimate	WY	S&E	EMPA	TOTAL
Training and Fire Programs:				
1991 Current Estimate.....	114	\$5,647	\$26,466	\$32,113
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	16	...	16
1992 Pay Costs.....	...	181	...	181
Adequate Salaries and Benefits to Support Workyears.....	...	471	...	471
Discontinuation of Specific Increases/Decreases to 1991 Request:				
Restoration of General Reduction.....	...	55	125	180
SARA Title III.....	(3)	(125)	(5,000)	(5,125)
Navajo Hazardous Response Team.....	...	...	(250)	(250)
Restore EMI Instructional Programs & Materials & Resident Programs to 1990 level.....	...	...	(147)	(147)
Restore NFA Field Deployment to 1990 level.....	...	...	(134)	(134)
Meet Fire Codes at NETC.....	...	...	(4,600)	(4,600)
NFA Enhancement.....	(2)	(200)	...	(200)
Travel and Other Expenses for USFA.....	...	(125)	...	(125)
Vermont Firefighter Training Facility.....	...	...	(170)	(170)
Individual Distance/Learning Approach for Natural & Technological Hazards.....	3	165	900	1,065
Maintaining Services at NETC - Uncontrollable Increases.....	...	576	1,107	1,683
NETC Site Renovations.....	...	...	2,014	2,014
Enh. NFA Educational Delivery Thru Course Development/Revision	6	307	826	1,133
Completion of JFK Case Studies.....	...	...	(43)	(43)
Residential Sprinkler Research.....	1	50	2,000	2,050
HAZMAT Information Program.....	5	250	500	750
1992 Request to Congress.....	124	7,268	23,594	30,862

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress
Summary of Changes to 1991 Current Estimate by Activity
(Dollars in Thousands)

Activity/1992 Changes to 1991 Current Estimate	WY	S&E	EMPA	TOTAL
Flood Insurance and Mitigation:				
1991 Current Estimate.....	203	[\$11,078]	[\$46,023]	[\$57,101]
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	[35]	[...]	[35]
1992 Pay Costs.....	...	[311]	[...]	[311]
Adequate Salaries and Benefits to Support Workyears.....	(5)	[910]	[...]	[910]
Discontinuation of Specific Increases to 1991 Request:				
Community Rating System.....	...	[...]	[-1,000]	[-1,000]
Transfer of \$1.5M from Flood Studies to Flood Hazard Reduction	...	[...]	[...]	[...]
Workyear Increase for Regions for Community Rating System.....	10	[540]	[...]	[540]
1992 Request to Congress.....	208	[12,874]	[45,023]	[57,897]
Disaster Relief Administration:				
1991 Current Estimate.....	233	11,587	...	11,587
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	34	...	34
1992 Pay Costs.....	...	402	...	402
Adequate Salaries and Benefits to Support Workyears.....	(5)	95	...	95
Program Monitoring, Financial Control, & Revising Regulations.	36	5,909	...	5,909
1992 Request to Congress.....	264	18,027	...	18,027
Emergency Food and Shelter (S&E):				
1991 Current Estimate.....	6	240	...	240
1992 Requested Changes:				
1992 Pay Costs.....	...	7	...	7
Decrease to Reflect Funding of WY at 1991 Start of Year Levels	(1)	...	...	...
1992 Request to Congress.....	5	247	...	247

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress
Summary of Changes to 1991 Current Estimate by Activity
(Dollars in Thousands)

Activity/1992 Changes to 1991 Current Estimate	WY	S&E	EMPA	TOTAL
Management and Administration:				
1991 Current Estimate.....	467	\$44,792	...	\$44,792
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...	75	...	75
1992 Pay Costs.....	...	705	...	705
Adequate Salaries and Benefits to Support Workyears.....	(6)	2,319	...	2,319
Security Investigations Increase.....	...	396	...	396
Contract Close Out Support.....	...	350	...	350
Drug Testing Re-costing.....	...	15	...	15
Financial Systems Improvements.....	4	630	...	630
CFO Requirements for Financial Statements.....	2	144	...	144
Rent Increase.....	...	992	...	992
Supplies, Maintenance, Equipment Cost Increases.....	...	157	...	157
Regional Information Systems Coordinators.....	10	500	...	500
M&A Share of LAN/WAN.....	...	1,200	...	1,200
1992 Request to Congress.....	477	52,275	0	52,275
TOTAL, 1992 REQUEST FOR FEMA OPERATING PROGRAMS AND MANAGEMENT AND ADMINISTRATION.....	2,583	165,113	277,827	442,940
Office of Inspector General:				
1991 Current Estimate.....	60			3,351
1992 Requested Changes:				
One Quarter of FY 1991 Pay Raise.....	...			7
1992 Pay Costs.....	...			68
Restore Specific Decreases to 1991 Request.....	...			554
Enhancement of IG Resources to Meet Requirements of IG Act/CFO Audit Requirements.....	10			1,164
1992 Request to Congress.....	70			5,144

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress
Summary of Changes to 1991 Current Estimate by Activity
(Dollars in Thousands)

Activity/1992 Changes to 1991 Current Estimate	WY	S&E	EMPA	TOTAL
Disaster Relief:				
1991 Current Estimate.....	...			...
1992 Requested Changes:				
1992 Program Level to Include Careful Monitoring of Costs.....	...			\$184,459
Loan Subsidy.....	...			541

1992 Request to Congress.....	...			185,000
Emergency Food and Shelter:				
1991 Current Estimate.....	...			134,000
1992 Requested Changes:				
Shift Resources to More Permanent Homeless Programs.....	...			(34,000)

1992 Request to Congress.....	...			100,000
National Flood Insurance Fund:				
1991 Current Estimate, 1992 Request to Congress.....	...			...
National Insurance Development Fund:				
1991 Current Estimate.....	6			15,028
1992 Requested Changes:				
Adjustments.....	...			(1,414)

1992 Request to Congress.....	6			14,414
Offsetting Receipts - Radiological Emergency Preparedness Program:				
1991 Current Estimate.....	...			...
1992 Requested Changes:				
100% Collection - FEMA Keeps Fees.....	...			(9,569)

	...			(9,569)

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress
Summary of Changes to 1991 Current Estimate by Activity
(Dollars in Thousands)

Activity/1992 Changes to 1991 Current Estimate	WY	S&E	EMPA	TOTAL
-----	-----	-----	-----	-----
Reimbursable Workyears:				
1991 Current Estimate, 1992 Request to Congress.....	75			...
	-----			-----
TOTAL, 1992 REQUEST FOR FEMA.....	2,734			\$737,929

Note: Amounts in [] do not count against budget authority.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Appropriation Overviews

Salaries and Expenses. This appropriation encompasses the salaries and expenses required to provide executive direction and administrative and staff support to FEMA's programs in both the Headquarters and field offices.

Emergency Management Planning and Assistance. This appropriation provides program resources for the following activities: Civil Defense; National Earthquake Program and Other Hazards; Technological Hazards; Federal Preparedness; and Training and Fire Programs.

Office of the Inspector General. This appropriation provides agencywide audit and investigative functions to identify and correct management and administrative deficiencies which create conditions for existing or potential instances of fraud, waste and mismanagement.

National Insurance Development Fund. This fund is used as the vehicle for the funding of the Federal Crime Insurance Program. It receives deposits from crime insurance premiums and other receipts.

National Flood Insurance Fund. This fund is used as the funding mechanism for the National Flood Insurance Program, which enables property owners to purchase flood insurance otherwise unavailable in the commercial market. In return for the availability of insurance, communities agree to adopt and enforce flood plain management measures to reduce losses from future flooding.

Disaster Relief. From this appropriation, supplementary assistance is provided to individuals and State and local governments in the event of a Presidentially declared emergency or major disaster.

Emergency Food and Shelter. Through the National Board, this appropriation provides grants to voluntary organizations at the local level to supplement their programs for emergency food and shelter.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Appropriation and Outlay Summary
(Dollars in Thousands)

APPROPRIATIONS

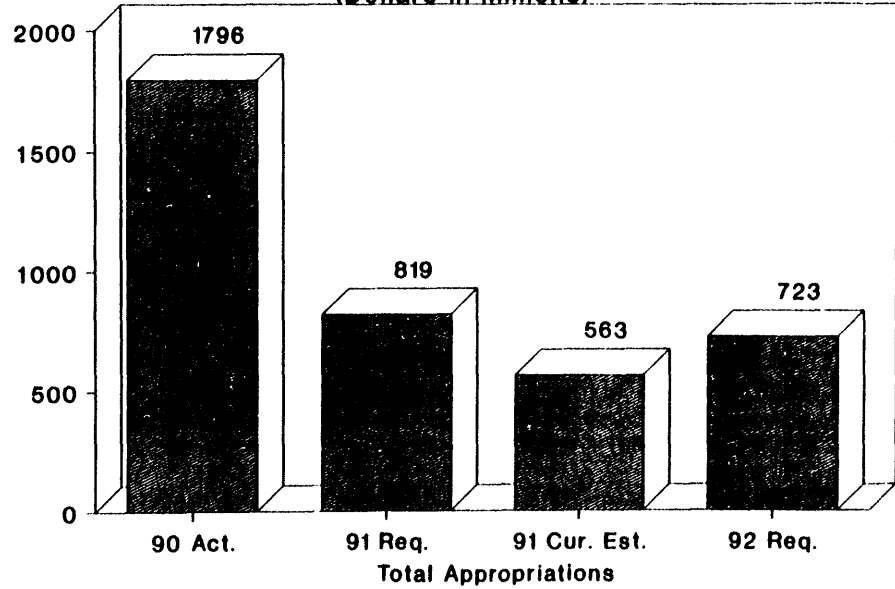
	1990 Actual	1991 Request	1991 Current Estimate	1992 Request	Increase/ Decrease
Salaries and Expenses.....	\$138,572	\$143,334	\$143,000	\$165,113	\$22,113
Emergency Management Planning and Assistance.....	273,643	277,042	282,624	277,827	(4,797)
National Insurance Development Fund.....	...	...	...	...	...
National Flood Insurance Fund.....	...	...	...	...	...
Disaster Relief Fund.....	1,250,950	270,000	...	184,459	184,459
Disaster Assistance Loan Subsidy.....	...	...	...	541	541
Emergency Food and Shelter.....	130,092	124,991	134,000	100,000	(34,000)
Office of the Inspector General.....	2,563	3,905	3,351	5,144	1,793
REP - Offsetting Receipts .....	...	...	...	(9,569)	(9,569)
	-----	-----	-----	-----	-----
Total, Obligations.....	1,795,820	819,272	562,975	723,515	160,540

OUTLAYS

Salaries and Expenses.....	141,227	154,301	143,485	162,902	19,417
Emergency Management Planning and Assistance.....	297,330	323,894	297,607	286,460	(11,147)
National Insurance Development Fund.....	13,922	12,348	15,685	14,697	(988)
National Flood Insurance Fund.....	163,285	(160,349)	(46,001)	(61,024)	(15,023)
Disaster Relief Fund.....	1,433,959	1,164,865	844,800	355,759	(489,041)
Disaster Assistance Loan Subsidy.....	...	...	...	541	541
Emergency Food and Shelter.....	131,916	124,991	138,558	100,000	(38,558)
Office of the Inspector General.....	1,775	3,798	3,272	4,965	1,693
Bequests and Gifts (Disaster Relief).....	20	50	50	50	...
Gifts and Bequests, Fire Administration.....	...	...	1	...	(1)
Offsetting Receipts (Bequests and Gifts).....	(6)	(71)	(86)	(84)	2
REP - Offsetting Receipts .....	...	...	...	(9,569)	(9,569)
	-----	-----	-----	-----	-----
Total, Outlays.....	2,183,428	1,623,827	1,397,371	854,697	(542,674)

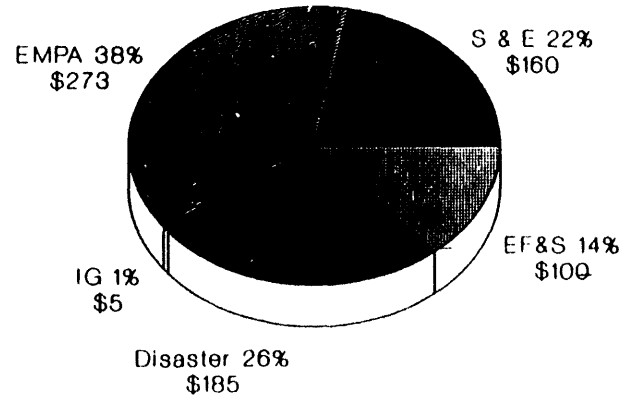
Comparison of Appropriation Levels
FY 1990 Through FY 1992

(Dollars in Millions)



139

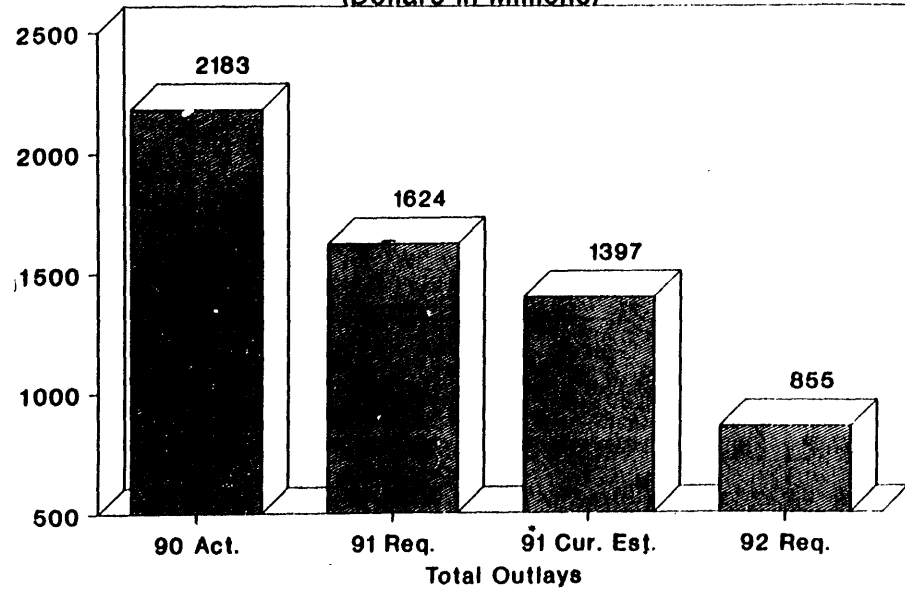
FY 1992 Request by Appropriation (Dollars in Millions)



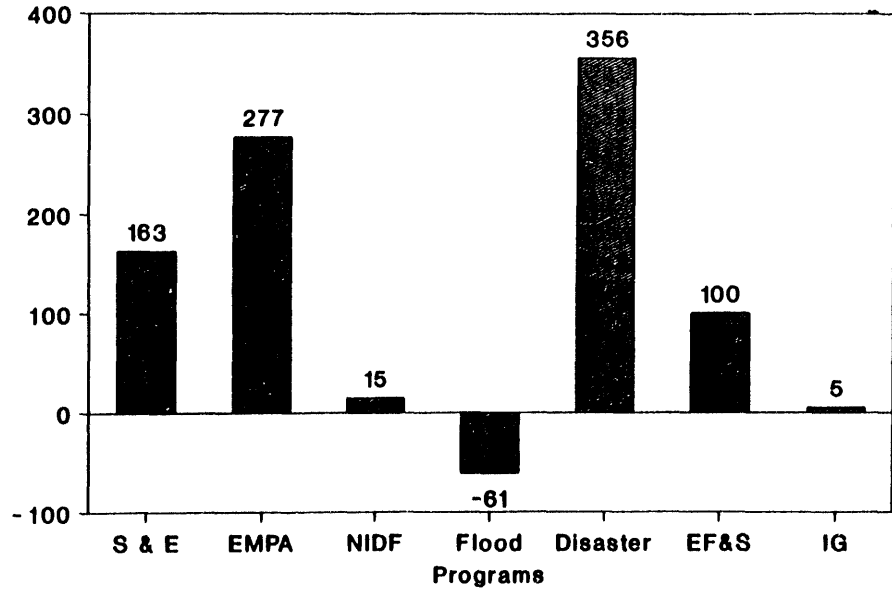
Appropriations (\$723)
REP offsetting receipts - \$ 9,569,000
Total Flood collections - \$57,897,000

**Comparison of Outlay Levels
FY 1990 Through FY 1992**

(Dollars in Millions)



FY 1992 Outlays by Appropriation (Dollars in Millions)



Total Outlays • \$856
REP Offsetting Receipts • \$-9,669,000
(S&E \$-4,918 and EMPA \$-4,651)

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress by Program
(Dollars in thousands)

	1990 Actual				1991 Request				1991 Current Estimate				1992 Request				Increase/Decrease			
	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL
Civil Defense																				
A. State and Local Emergency Management																				
1. Emergency Management Assistance...	52	82,998	860,182	863,180	54	82,962	860,120	863,090	54	82,932	863,120	866,060	53	82,969	860,120	863,097	(1)	837	(83,000)	(82,963)
2. Other S&L Emergency Mgmt.....	15	865	2,270	3,143	20	1,098	2,160	3,258	20	1,098	2,160	3,258	19	1,080	2,160	3,240	(1)	(18)	...	(18)
Subtotal, S&L Emerg. Mgmt.....	67	3,863	62,460	66,323	74	4,060	62,280	66,348	74	4,030	65,280	69,318	72	4,049	62,280	66,337	(2)	19	(3,000)	(2,981)
B. Radiological Defense																				
1. Planning & Development.....	3	241	2,977	3,218	5	273	3,006	3,279	5	273	2,956	3,229	5	281	2,956	3,237	...	8	...	8
2. Instrumentation.....	15	1,205	8,148	9,353	18	992	8,999	9,991	18	992	8,999	9,991	17	969	8,999	9,968	(1)	(23)	...	(23)
Subtotal, Radiological Defense...	18	1,446	11,125	12,571	23	1,265	12,005	13,270	23	1,265	11,955	13,220	22	1,250	11,955	13,205	(1)	(15)	...	(15)
C. Population Protection																				
1. Population Protection Planning...	58	3,151	7,920	11,071	61	3,333	8,400	11,733	61	3,313	8,400	11,713	60	2,761	8,400	11,161	(1)	(552)	...	(952)
2. Facility Survey, Eng. & Dev.....	28	1,521	2,090	4,411	29	1,556	3,918	5,474	29	1,556	3,597	5,153	28	1,552	3,597	5,149	(1)	(4)	...	(4)
3. Family Protection.....	...	...	277	277	...	...	525	525	...	...	525	525	...	...	325	325	...	...	(200)	(200)
Subtotal, Population Protection...	86	4,672	11,007	15,759	90	4,889	12,843	17,732	90	4,869	12,522	17,391	88	4,313	12,322	16,635	(2)	(556)	(200)	(756)
D. S & L Direction, Control and Warning																				
1. Emergency Operating Centers.....	13	752	4,818	5,570	15	831	5,000	5,831	15	811	7,078	7,889	15	835	5,000	5,835	...	24	(2,078)	(2,054)
2. State & Local Wrg. & Com. Sys...	9	521	1,030	1,551	10	546	3,150	3,696	10	536	3,150	3,686	10	553	3,150	3,703	...	17	...	17
3. Emerg. Broadcast Sys. Ouid. & Asst	9	521	3,735	4,256	10	576	3,700	4,276	10	566	3,770	4,336	10	583	3,700	4,283	...	17	(70)	(53)
4. Other S&L Direct., Control & Wrg	4	231	2,165	2,396	5	273	3,000	3,273	5	263	2,750	3,013	5	271	2,750	3,021	...	8	...	8
Subtotal, S&L Dir., Ctrl. & Wrg	35	2,025	11,748	13,773	40	2,226	16,850	17,076	40	2,176	16,748	18,926	40	2,242	16,600	18,842	...	66	(2,148)	(2,082)

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress by Program
(Dollars in thousands)

	1990 Actual				1991 Request				1991 Current Estimate				1992 Request				Increase/Decrease			
	MY	SSE	EMPA	TOTAL	MY	SSE	EMPA	TOTAL	MY	SSE	EMPA	TOTAL	MY	SSE	EMPA	TOTAL	MY	SSE	EMPA	TOTAL
E. Research																				
1. Research.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
2. Systems Development.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
3. Policy and Planning.....	8	5476	9504	9988	10	5611	8600	81,211	10	5561	8600	81,161	9	5478	8600	81,078	(1)	(83)	...	(83)
Subtotal, Research.....	8	476	504	988	10	611	600	1,211	10	561	600	1,161	9	478	600	1,078	(1)	(83)	...	(83)
F. Training and Education																				
1. Instructional Progs. & Materials.	5	244	749	993	5	290	700	990	5	290	816	1,106	5	290	700	998	...	8	(816)	(100)
2. Training Field Deployment Systems	17	830	5,462	6,292	17	906	5,464	6,460	17	996	5,600	6,596	17	1,023	5,464	6,487	...	27	(136)	(107)
3. Resident Programs.....	22	1,075	1,608	2,681	23	1,332	1,743	3,075	23	1,314	1,653	2,967	23	1,301	1,653	2,954	...	(13)	...	(13)
4. NRC Site Administration.....	16	781	1,064	2,645	16	568	1,750	2,318	16	568	1,750	2,318	16	593	1,750	2,343	...	25	...	25
5. Emergency Public Information.....	1	49	1,482	1,531	1	55	1,315	1,370	1	55	1,296	1,351	1	56	1,296	1,352	...	1	...	1
Subtotal, Training & Education...	61	2,979	11,083	14,062	62	3,241	10,972	14,213	62	3,223	11,115	14,338	62	3,271	10,863	14,134	...	48	(252)	(204)
G. Telecommunications and Warning																				
1. National Warning System.....	10	895	7,245	8,140	20	1,073	7,500	8,573	20	1,073	7,500	8,573	20	1,108	7,500	8,608	...	35	...	35
2. Washington Area Warning System...	1	50	578	626	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
3. FEMA Switched Network.....	12	597	3,398	3,995	16	860	3,164	4,024	16	860	3,053	3,913	16	886	3,053	3,939	...	26	...	26
4. FEMA National Radio System.....	25	1,243	3,454	4,697	25	1,372	3,450	4,822	25	1,372	3,450	4,822	25	1,412	3,450	4,862	...	40	...	40
5. Information Systems Support Serv.	13	647	4,407	5,054	14	754	3,624	4,378	14	754	3,624	4,378	14	776	4,824	5,600	...	22	1,200	1,222
6. U.S. Army Civil Preps. Detach...	5	249	962	1,211	5	274	1,045	1,319	5	274	1,045	1,319	5	170	1,045	1,223	(2)	(96)	...	(96)
7. DOD Reimbursable Support.....	...	...	550	550	...	...	645	645	...	...	645	645	...	...	645	645	...	...	...	...
Subtotal, Tele. & Warning.....	74	3,681	20,592	24,273	80	4,333	19,428	23,761	80	4,333	19,317	23,650	78	4,360	20,517	24,877	(2)	27	1,200	1,227
H. Automatic Data Processing (SSE).....	9	507	...	507	9	506	...	506	9	506	...	506	9	520	...	520	...	14	...	14
Subtotal, Civil Defense.....	358	19,449	128,599	148,248	368	21,131	132,986	154,117	368	20,963	137,545	158,508	380	20,483	133,145	153,628	(8)	(400)	(4,400)	(4,000)

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress by Program
(Dollars in thousands)

	1990 Actual				1991 Request				1991 Current Estimate				1992 Request				Increase/Decrease			
	MT	S&E	EMPA	TOTAL	MT	S&E	EMPA	TOTAL	MT	S&E	EMPA	TOTAL	MT	S&E	EMPA	TOTAL	MT	S&E	EMPA	TOTAL
Nat'l Earthquake Program & Other Hazards																				
A. National Earthquake Program *	23	\$1,425	\$4,548	\$5,973	35	\$2,910	\$10,510	\$13,420	35	\$2,910	\$12,010	\$14,920	43	\$3,571	\$13,085	\$17,556	8	\$661	\$1,975	\$2,636
B. Hurricane.....	5	310	871	1,181	5	251	896	1,147	5	251	896	1,147	5	258	896	1,154	...	7	...	7
C. Dam Safety.....	3	186	419	605	3	131	432	563	3	131	432	563	3	135	432	567	...	4	...	4
D. Hazard Mitigation Assistance.....	2	124	232	356	2	101	200	301	2	101	200	301	2	103	200	303	...	2	...	2
E. Policy and Planning.....	12	743	...	743	13	619	...	619	13	619	...	619	13	637	...	637	...	18	...	18
Subtotal, EQ & Other Hazards.....	45	2,788	6,070	8,858	58	4,012	12,038	16,050	58	4,012	13,538	17,550	66	4,704	15,515	20,217	8	692	1,975	2,667
Technological Hazards																				
A. Radiological Emergency Preparedness..	81	4,435	5,031	9,466	95	4,800	4,760	9,560	95	4,750	4,651	9,401	95	4,918	4,651	9,569	...	168	...	168
B. Hazardous Materials.....	17	810	263	1,073	22	1,111	591	1,702	22	1,111	591	1,702	22	1,150	591	1,741	...	39	...	39
Subtotal, Tech Hazards.....	98	5,445	5,294	10,739	117	5,911	5,351	11,262	117	5,861	5,242	11,103	117	6,068	5,242	11,310	...	267	...	267
Federal Preparedness																				
A. Government Preparedness																				
1. Government Preparedness.....	843	45,575	104,875	150,450	901	45,669	106,447	152,116	901	45,669	95,903	141,572	868	51,677	96,053	147,730	(33)	6,008	150	6,150
Subtotal, Govt. Preparedness.....	843	45,575	104,875	150,450	901	45,669	106,447	152,116	901	45,669	95,903	141,572	868	51,677	96,053	147,730	(33)	6,008	150	6,150
B. Emerg. Info. & Coordination Center																				
1. EICC.....	7	274	390	664	8	365	500	865	8	345	500	845	8	358	500	858	...	13	...	13
Subtotal, EICC.....	7	274	390	664	8	365	500	865	8	345	500	845	8	358	500	858	...	13	...	13
C. Mobilization Preparedness																				
1. Mobilization Resources.....	13	839	539	1,378	14	805	750	1,555	14	857	750	1,607	13	836	750	1,586	(1)	(21)	...	(21)
2. Mobilization Systems.....	11	709	683	1,392	12	694	501	1,195	12	739	501	1,240	12	778	501	1,279	...	39	...	39
3. Mobilization Assessment.....	12	774	763	1,537	13	740	980	1,720	13	789	980	1,769	13	836	980	1,816	...	47	...	47
Subtotal, Mobilization Prep.....	36	2,322	1,785	4,107	39	2,239	2,231	4,470	39	2,385	2,231	4,616	38	2,450	2,231	4,681	(1)	65	...	65

* FY 1991 current estimate for the National Earthquake Program excludes \$2,980,000 in unobligated balance carryover from \$3,000,000 transferred in FY 1990 from the President's Unanticipated Needs for Natural Disasters Fund.

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress by Program
(Dollars in Thousands)

	1990 Actual				1991 Request				1991 Current Estimate				1992 Request				Increase/Decrease			
	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL
D. Federal Readiness & Coordination																				
1. National Security Emergency Prep.	6	8359	...	8359	6	8354	...	8354	6	8307	...	8307	6	8329	...	8329	...	822	...	822
2. Plans & Authorities	13	778	8592	1,379	14	784	8500	1,284	14	721	8500	1,221	13	725	8500	1,225	(1)	4	...	4
3. Exercises	8	479	434	913	8	451	699	1,150	8	415	699	1,114	8	444	1,049	1,493	...	29	9350	379
4. Nat. Defense Executive Reserve	1	60	6	66	1	56	...	56	1	56	...	56	1	58	...	58	...	2	...	2
Subtotal, Fed. Readiness & Coord.	28	1,676	1,832	2,708	29	1,625	1,199	2,824	29	1,499	1,199	2,698	28	1,556	1,549	3,105	(1)	57	350	487
Subtotal, Federal Preparedness	916	49,847	100,082	152,929	977	49,898	110,377	160,275	977	49,898	99,833	149,731	942	56,041	100,333	156,374	(35)	6,143	500	6,643
Training and Fire Programs																				
A. Emergency Management Institute																				
1. Instructional Progs. & Materials	...	...	1,050	1,050	...	...	1,100	1,100	...	...	1,210	1,210	3	165	2,080	2,253	3	165	870	1,043
2. Training Field Deployment Systems	2	111	4,426	4,537	...	...	820	820	3	125	4,051	4,176	...	...	820	820	(3)	(125)	(5,231)	(5,256)
3. Resident Programs	6	333	1,063	1,396	9	396	1,062	1,458	9	396	1,166	1,562	9	419	1,062	1,481	...	23	(124)	(101)
4. EMI Site Administration	...	...	441	441	...	...	204	204	...	...	204	204	...	...	750	750	...	...	554	554
Subtotal, EMI	8	444	6,900	7,426	9	396	3,274	3,676	12	521	6,651	9,172	12	584	4,720	5,312	...	63	(3,923)	(3,860)
B. National Fire Academy																				
1. Instructional Progs. & Materials	5	250	1,276	1,526	15	416	1,501	2,117	22	1,040	1,906	2,946	28	1,598	2,046	4,444	6	550	940	1,490
2. Training Field Deployment Systems	9	450	942	1,392	9	385	770	1,155	9	581	904	1,285	9	464	770	1,234	...	83	(154)	(51)
3. Resident Programs	27	1,349	1,991	3,340	23	990	2,155	3,145	25	1,178	2,155	3,333	23	1,178	2,140	3,318	(2)	...	(15)	(15)
4. NFAC Site Administration	33	1,649	2,979	4,628	29	1,653	2,804	4,457	22	1,204	6,939	8,143	22	1,782	4,852	6,634	...	578	(2,087)	(1,509)
Subtotal, NFA	74	3,698	7,188	10,886	76	5,444	7,230	10,874	78	3,803	11,904	15,787	82	5,822	10,408	15,430	4	1,219	(1,296)	(77)

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress by Program
(Dollars in thousands)

	1990 Actual				1991 Request				1991 Current Estimate				1992 Request				Increase/Decrease			
	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL	MY	S&E	EMPA	TOTAL
C. U.S. Fire Administration																				
1. Fire Prevention and Arson Control	4	8220	82,051	83,079	7	8350	83,250	83,606	7	9382	83,224	83,606	8	8440	85,250	85,690	1	850	82,034	82,092
2. Fed. Fire Policy & Coordination	6	344	311	655	7	364	345	709	7	397	345	742	12	675	817	1,492	5	270	472	750
3. Firefighter Health and Safety	4	220	370	606	6	299	1,099	1,398	6	326	1,259	1,505	6	329	1,099	1,420	...	3	(160)	(157)
4. Fire Data and Analysis	4	220	869	1,097	4	199	887	1,086	4	210	887	1,105	4	210	887	1,105	...	...	...	...
5. WETC Site Administration	...	...	260	260	...	...	197	197	...	...	196	196	...	...	197	197	...	...	1	1
Subtotal, USFA	18	1,020	4,669	5,697	24	1,212	5,786	6,990	24	1,323	5,911	7,234	30	1,662	8,258	9,920	6	339	2,347	2,606
Subtotal, Training & Fire Programs	100	5,170	18,837	24,007	109	5,252	18,290	21,542	114	5,647	26,466	32,113	124	7,260	23,594	30,862	10	1,421	(2,872)	(1,251)
Flood Insurance and Mitigation**																				
A. Flood Plain Management																				
1. Flood Studies and Surveys	56	2,904	35,901	38,905	50	(7,938)	(36,283)	(39,221)	50	(2,930)	(36,283)	(39,221)	53	(3,236)	(36,783)	(38,019)	(5)	(290)	(-1,500)	(-1,202)
2. Flood Hazard Reduction	80	4,263	3,987	8,250	85	(4,293)	(4,020)	(8,313)	85	(4,293)	(5,020)	(9,313)	95	(5,450)	(5,520)	(10,950)	10	(1,165)	(500)	(1,665)
3. Purchase of Property	6	320	2,720	3,040	6	(303)	(4,720)	(5,023)	6	(303)	(4,720)	(5,023)	6	(340)	(4,720)	(5,060)	...	(37)	(...)	(37)
Subtotal, Flood Plain Management	142	7,567	42,608	50,255	149	(7,534)	(45,023)	(52,557)	149	(7,534)	(46,023)	(53,557)	154	(9,014)	(45,023)	(54,037)	5	(1,400)	(-1,000)	(400)
B. Insurance Activities (S&E)	51	3,145	...	3,145	54	(3,544)	(...)	(3,544)	54	(3,544)	(...)	(3,544)	54	(3,860)	(...)	(3,860)	...	(316)	(...)	(316)
Subtotal, Flood Ins & Mitigation	193	10,712	42,608	53,400	203	(11,078)	(45,023)	(56,101)	203	(11,078)	(46,023)	(57,101)	208	(12,874)	(45,023)	(57,897)	5	(1,706)	(-1,000)	(706)
Disaster Relief Administration (S&E)	217	11,320	...	11,320	233	11,647	...	11,647	233	11,587	...	11,587	264	18,027	...	18,027	31	6,440	...	6,440
Emergency Food & Shelter (S&E)	5	219	...	219	6	240	...	240	6	240	...	240	5	247	...	247	(1)	7	...	7
SUBTOTAL, EMERG. PLNG. ASSIST. & SUP.	1,930	105,158	309,570	414,728	2,091	98,091	277,042	375,133	2,096	98,208	282,624	380,832	2,106	112,838	277,827	390,665	10	14,430	(4,797)	9,633
Management and Administration	440	42,683	...	42,683	467	45,243	...	45,243	467	44,792	...	44,792	477	52,275	...	52,275	10	7,483	...	7,483
TOTAL, FEMA OPERATING PROGRAMS AND MANAGEMENT & ADMINISTRATION	2,370	147,841	309,570	457,411	2,558	143,334	277,042	420,376	2,563	143,000	282,624	425,624	2,583	165,113	277,827	442,940	20	22,113	(4,797)	17,316

** Flood program dollar figures are shown in brackets for 1991 and 1992 for comparison purposes and are not included in totals.

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress by Program
(Dollars in Thousands)

	1990 Actual				1991 Request				1991 Current Estimate				1992 Request				Increase/Decrease			
	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL	WY	S&E	EMPA	TOTAL
Management and Administration																				
A. Office of the Director.....	5	8502	...	8502	6	8505	...	8505	8	8645	...	8645	8	8716	...	8716	...	871	...	871
B. General Counsel.....	20	1,269	...	1,269	23	1,630	...	1,630	23	1,613	...	1,613	23	1,690	...	1,690	...	77	...	77
C. Personnel & Equal Opportunity.....	83	4,203	...	4,203	89	4,949	...	4,949	89	4,860	...	4,860	87	5,068	...	5,068	(2)	208	...	208
D. Comptroller.....	76	3,619	...	3,619	77	4,465	...	4,465	76	4,367	...	4,367	81	5,486	...	5,486	5	1,119	...	1,119
E. Office of Management Services.....	5	267	...	267	5	317	...	317	5	289	...	289	5	319	...	319	...	30	...	30
F. Security.....	14	1,288	...	1,288	15	1,311	...	1,311	15	1,297	...	1,297	14	1,727	...	1,727	(1)	438	...	438
G. Acquisition Management.....	33	1,661	...	1,661	37	1,687	...	1,687	37	1,669	...	1,669	37	2,332	...	2,332	...	663	...	663
H. Program Analysis and Evaluation.....	6	374	...	374	8	386	...	386	8	442	...	442	8	513	...	513	...	71	...	71
I. Administrative Support Staff.....	57	2,277	...	2,277	61	2,217	...	2,217	60	2,193	...	2,193	59	2,533	...	2,533	(1)	340	...	340
J. Other Administrative Expenses																				
1. RENT.....	...	9,094	...	9,094	...	9,400	...	9,400	...	9,400	...	9,400	...	10,392	...	10,392	...	992	...	992
2. Other.....	...	3,488	...	3,488	...	3,370	...	3,370	...	3,500	...	3,500	...	3,637	...	3,637	...	157	...	157
K. Information Services																				
1. Information Systems.....	15	1,053	...	1,053	16	1,020	...	1,020	16	1,020	...	1,020	25	2,760	...	2,760	9	1,740	...	1,740
2. Administrative Telephones.....	...	2,631	...	2,631	...	2,646	...	2,646	...	2,646	...	2,646	...	2,646	...	2,646	...	...	...	...
3. Office Automation.....	...	234	...	234	...	234	...	234	...	175	...	175	...	175	...	175	...	...	...	...
L. Regional Liaison.....	4	247	...	247	5	287	...	287	5	218	...	218	5	276	...	276	...	58	...	58
M. Regional Executive Direction.....	103	8,873	...	8,873	105	9,283	...	9,283	105	9,122	...	9,122	105	10,108	...	10,108	...	986	...	986
N. External Affairs.....	19	1,403	...	1,403	20	1,336	...	1,336	20	1,336	...	1,336	20	1,877	...	1,877	...	541	...	541
Subtotal, Management & Admin.....	440	42,683	...	42,683	467	45,243	...	45,243	467	44,792	...	44,792	477	52,275	...	52,275	10	7,483	...	7,483

FEDERAL EMERGENCY MANAGEMENT AGENCY
1992 Request to Congress by Program
(Dollars in thousands)

	1990 Actual				1991 Request				1991 Current Estimate				1992 Request				Increase/Decrease			
	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL	WT	S&E	EMPA	TOTAL
Disaster Relief Fund.....	...			\$1,250,950	...			\$270,000	...			...	...			\$104,459	...			\$104,459
Disaster Loan Subsidy.....	...			...	...			...	...			...	...			\$41	...			\$41
Inspector General.....	40			2,382	60			3,903	60			63,351	70			5,144	10			1,793
Emergency Food and Shelter.....	...			130,092	...			124,991	...			134,000	...			100,000	...			(34,000)
National Insurance Development Fund....	3			19,110	6			12,127	6			19,820	6			14,414	...			(1,414)
National Flood Insurance Fund.....	...			...	...			...	...			...	...			...	...			...
Disaster Relief - Bequests and Gifts...	...			6	...			71	...			86	...			84	...			(2)
Trust Fund - Offsetting Receipts.....	...			(6)	...			(71)	...			(86)	...			(84)	...			2
Offsetting Receipts - REP.....	...			...	...			...	...			...	...			(9,569)	...			(9,569)
Reimbursable Workyears.....	54			...	89			...	75			...	75			...	...			...
TOTAL, BUDGET AUTHORITY.....	2,467			1,855,953	2,713			831,399	2,704			578,003	2,734			737,929	30			199,126

SALARIES AND EXPENSES
Appropriation Language

For necessary expenses, not otherwise provided for, including hire and purchase of motor vehicles (31 U.S.C. 1343); uniforms, or allowances therefor, as authorized by 5 U.S.C. 5901-5902; services as authorized by 5 U.S.C. 3109, but at rates for individuals not to exceed the per diem rate equivalent to the rate for GS-18; expenses of attendance of cooperating officials and individuals at meetings concerned with the work of emergency preparedness; transportation in connection with the continuity of Government program to the same extent and in the same manner as permitted the Secretary of a Military Department under 10 U.S.C. 2632; and not to exceed \$2,500 for official reception and representation expenses, [\$143,000,000] \$165,113,000. Further, for the foregoing purposes related to national defense only, \$76,200,000, to become available for obligation on October 1, 1992.

(Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1991; additional authorizing legislation to be proposed for \$27,167,000.)

SALARIES AND EXPENSES
Appropriation Overview

This appropriation encompasses the salaries and expenses required to provide executive direction, administrative and staff support, and direct program effort, to FEMA's programs in both the Headquarters and field offices. Program support activities provide the necessary resources to administer the Agency's various programs. The Management and Administration activity provides for the general management and administration of the Agency in legal affairs, congressional relations, public affairs, personnel, financial management, and other central support functions, such as rent, utilities, supplies, telephone services, ADP support, training, and maintenance.

**APPROPRIATION SUMMARY
SALARIES AND EXPENSES
(Dollars in Thousands)**

	<u>Page</u> <u>No.</u>	<u>1990</u> <u>Actual</u>	<u>1991</u> <u>Request</u>	<u>1991</u> <u>Current</u> <u>Estimate</u>	<u>1992</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
<u>Summary of Estimates by Activity</u>						
I. Civil Defense.....	SE- 8	\$19,649	\$21,131	\$20,963	\$20,483	-\$480
II. National Earthquake Program and Other Hazards.....	SE-16	2,788	4,012	4,012	4,704	692
III. Technological Hazards.....	SE-22	5,445	5,911	5,861	6,068	207
IV. Federal Preparedness.....	SE-27	49,847	49,898	49,898	56,041	6,143
V. Training and Fire Programs.....	SE-32	5,170	5,252	5,647	7,268	1,621
VI. Flood Insurance and Mitigation.*...	SE-39	10,712	11,078	...	...	...
VII. Disaster Relief Administration....	SE-50	11,328	11,647	11,587	18,027	6,440
VIII. Emergency Food and Shelter (S&E)...	SE-65	219	240	240	247	7
IX. Management and Administration.....	SE-70	<u>42,682</u>	<u>45,242</u>	<u>44,792</u>	<u>52,275</u>	<u>7,483</u>
Totals		147,841	154,412	143,000	165,113	22,113
Transfer reimbursements from other FEMA accounts:						
Flood Insurance and Mitigation.....		...	...	11,078	12,874	1,796
Administrative Expenses (Disaster Loans).....		...	...	...	90	90
Total, Salaries and Expenses:						
Budget Authority.....		137,129	143,334	143,000	165,113	22,113
Obligations.....		147,841	154,412	154,078	178,077	23,999
Budget Outlays.....		141,227	154,301	143,485	162,902	19,417

* Reflects unobligated balance transferred from the National Flood Insurance Fund (1990 and 1991 request); reimbursements from the National Flood Insurance Fund (1991 current estimate and 1992 request).

Changes from Original 1991 Estimates.

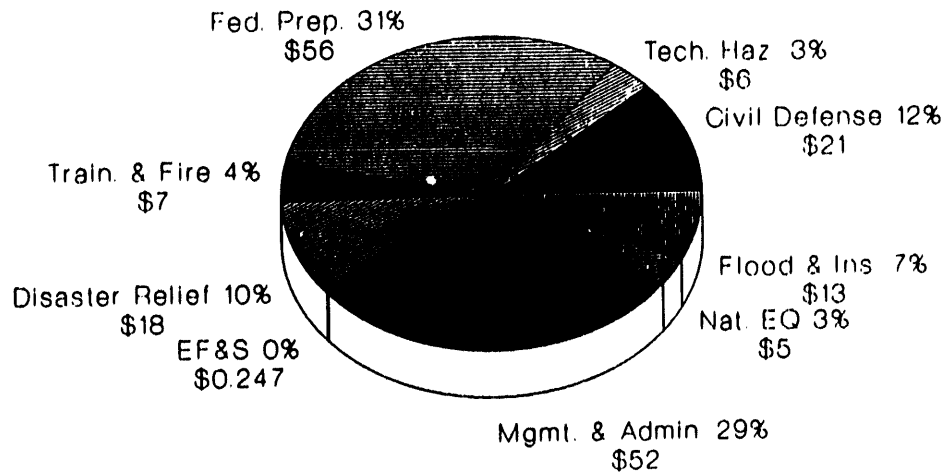
Reflects a net decrease of \$334,000 from the following:

Specific Congressional Actions: \$450,000 - Training and Fire Programs

General Congressional Actions: -\$784,000 - General Reduction

FY 1992 S&E Obligations by Activity

(Dollars in Millions)



Salaries and Expenses (\$178)

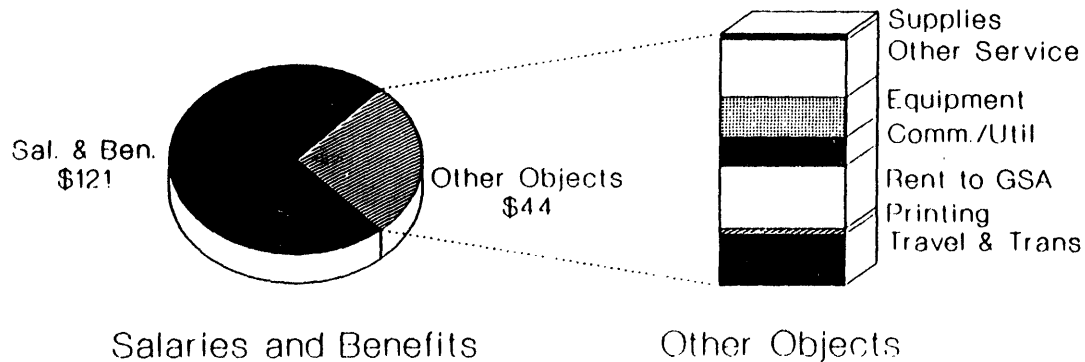
(Includes Flood Plain & Insurance Act.)

(Does not include fee offset for REP)

SALARIES AND EXPENSES
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$90,758	\$98,959	\$92,589	\$100,725	\$8,156
11.3 Other than full-time permanent.....	2,335	...	...	2	2
11.5 Other personnel compensation.....	4,895	2,868	465	1,544	1,079
11.8 Special personal services payments.....	...	19	...	18	18
11.9 Total personnel compensation.....	97,988	101,846	93,034	102,289	9,255
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	16,890	16,484	16,112	19,220	3,108
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	6,391	9,020	7,854	8,933	1,079
22.0 Transportation of things.....	229	82	170	98	(72)
23.1 Rental payments to GSA.....	10,294	10,600	10,600	11,592	992
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	3,111	5,318	3,701	4,761	1,060
24.0 Printing and reproduction.....	563	388	431	535	104
25.0 Other services.....	6,393	7,689	8,337	10,036	1,699
26.0 Supplies and materials.....	1,224	1,399	1,156	1,101	(55)
31.0 Equipment.....	2,758	1,586	1,805	6,548	4,943
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	147,841	154,412	143,000	165,113	22,113

FY 1992 S&E By Major Object Class (Dollars in Millions)



Total (\$165)

**SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)**

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/Decrease</u>	
		<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>
A. State and local Emergency Management.....	67		\$3,863	74	\$4,060	74	\$4,030	72	\$4,049	-2	\$19
B. Radiological Defense.....	18		1,446	23	1,265	23	1,265	22	1,250	-1	-15
C. Population Protection.....	86		4,672	90	4,889	90	4,869	88	4,313	-2	-556
D. State and Local Direction, Control and Warning.....	35		2,025	40	2,226	40	2,176	40	2,242	...	66
E. Research.....	8		476	10	611	10	561	9	478	-1	-83
F. Training and Education.....	61		2,979	62	3,241	62	3,223	62	3,271	...	48
G. Telecommunications and Warning	74		3,681	80	4,333	80	4,333	78	4,360	-2	27
H. Automatic Data Processing.....	2		507	2	506	2	506	2	520	...	14
Total, Civil Defense (Budget Authority).....SE-10	358		19,649	388	21,131	388	20,963	380	20,483	-8	-480
<u>Permanent Workyears</u>											
Headquarters.....	149			163		167		160		-7	
Regions.....	202			225		221		220		-1	
Total, Permanent.....	358			388		388		380		-8	
<u>Changes from Original 1991 Estimates.</u> Reduction of \$168,000 reflects application of Congressional general reduction:											
State and Local Emergency Management											-\$30,000
Population Protection											- 20,000
State and Local Direction, Control and Warning											- 50,000
Research											- 50,000
Training and Education											- 18,000

**SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)**

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$14,108	\$16,261	\$15,888	\$15,666	(\$222)
11.3 Other than full-time permanent.....	241	...	...	2	2
11.5 Other personnel compensation.....	488	182	80	146	66
11.8 Special personal services payments.....	...	19	...	11	11
11.9 Total personnel compensation.....	14,817	16,462	15,968	15,825	(143)
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	2,725	2,955	2,726	2,655	(71)
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	1,172	1,714	1,580	1,545	(35)
22.0 Transportation of things.....	31	...	71	11	(60)
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	39	...	53	7	(46)
24.0 Printing and reproduction.....	84	...	...	...	...
25.0 Other services.....	165	...	491	310	(181)
26.0 Supplies and materials.....	57	...	7	2	(5)
31.0 Equipment.....	559	...	67	128	61
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	19,649	21,131	20,963	20,483	(480)

158

Civil Defense

1. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
2. Objective/Element Description. The Civil Defense activity under Salaries and Expenses provides salaries, benefits, and support costs for the workyears required to implement the activities of the programs. Approximately one-third of the workyears are located in headquarters and provide for:
 - o Development of policies, procedures, and guidance for regional staff and State and local governments to use in developing a base Survivable Crisis Management (SCM) infrastructure, capable of being surged, at the State and local levels of government in order to protect the population and industry from the effects of natural, technological, and national security emergencies in accordance with Presidential policy.
 - o Development of technical guidance and support to State and local governments. For example, FEMA assists in the design and construction of shelters and Emergency Operating Centers (EOC's); interface and compatibility of communications systems; and building radiological defense infrastructure capability through the design, manufacture, and training in the usage of dosimeters for use in either national security or technological disasters, as well as developing a base for surge production of large numbers of instruments in times of increasing international tension in accordance with the requirements of Presidential policy.
 - o Development and delivery of Civil Defense training courses to State and local officials and Federal employees at the National Emergency Training Center and development of emergency information materials for the public on hazards and means of protection in order to meet education and public information requirements contained in Presidential policy.
 - o Development of emergency information materials for the public on hazards and means of protection, in accordance with the public information and education objectives of Presidential policy.
 - o Providing communications support to Headquarters and regional staff.
 - o Determining the emergency response capabilities of the Nation's State and local governments and the effectiveness of Federal support programs in building these capabilities.

Approximately two-thirds of the workyears provided by Salaries and Expenses are for the implementation at the regional level of programs, policies, procedures, and guidance developed at headquarters for the Civil Defense programs, including:

- o Negotiating with the States to ensure State/local compliance with headquarters guidance and monitoring the

progress of State and local efforts funded through the Comprehensive Cooperative Agreement process.

- o Providing advice and assistance to State and local governments in the development of all-hazard State and local Emergency Operations Plans for the protection of the population and industry.
- o Providing technical support, training, and quality control measures for State personnel.
- o Working with the States on building nationwide SCM capabilities.
- o Providing assistance to State and local governments to promote the more effective coordination of emergency resources by States and localities.
- o Manning the National Warning Centers.
- o Operating the Regional Communications Centers.
- o Working with the States in evaluating the training that is done for FEMA by the States.

3. 1990 Accomplishments. In 1990, FEMA used \$19,649,000 and 358 workyears for this activity under Salaries and Expenses. The Civil Defense program activity provided personnel and support costs for accomplishments cited under Emergency Management Planning and Assistance. In addition, Salaries and Expenses accomplishments included the following:

- o Prepared policy, developed guidance and provided management oversight for the Civil Defense program elements and requirements.
- o Managed the development of strategic goals and objectives and a long-range implementation plan for the U.S. Civil Defense program.
- o Developed and deployed an enhanced Comprehensive Cooperative Agreement reporting and monitoring system.
- o Managed the State and local exercise program and conducted CIVEX 90, a national security exercise in which 4 regions and 21 States participated.
- o Initiated development of the Civil Defense Testing Center supported by the Radiological Instrumentation Test Facility (RITF) capability.
- o Developed and published emergency planning guidance documents for State and local governments.
- o Field tested the Surge Budget Handbook to improve and validate surge planning.

- o Established CD training requirements and managed and conducted resident, field and home study training activities to meet the needs of the emergency management community.
 - o Provided technical support to other Federal agencies and the military to assist them in meeting their Civil Defense responsibilities.
 - o Provided guidance and technical assistance to 14 State prototype SCM projects.
 - o Conducted the first all-hazard threat assessment.
 - o Conducted a variety of workshops and symposia.
 - o Refined and implemented the National Emergency Training Center Five-Year Curriculum Management Plan.
 - o Developed mass-media information materials for the public on threats, including attack, and means of protection, as required by Presidential policy guidance.
 - o Developed three prototype local area/wide area networks.
 - o Provided information systems support for the regions, particularly in support of major disaster operations such as Hurricane Hugo. FNARS HF radio assets and radio operators provided the only official communication link between St. Croix and the mainland for the first 36 hours after the hurricane knocked out island communications.
4. Changes from the 1991 Estimates. A decrease of \$168,000 reflects the application of a general Congressional reduction.
5. 1991 Program. In 1991, FEMA is allocating \$20,963,000 and 388 workyears to this activity under Salaries and Expenses. The Civil Defense activity will provide personnel and support costs for accomplishments cited under Emergency Management Planning and Assistance. In addition, Salaries and Expenses will support:
- o Managing the State and local exercise program and developing and distributing exercise support materials to State and local governments.
 - o Preparing policy, developing guidance and providing management oversight for the Civil Defense program elements.
 - o Continuing support for development of the Civil Defense Testing Center.
 - o Initiating Survivable Crisis Management planning and developing Survivable Crisis Management capabilities in States.

- o Providing guidance and technical assistance and funding for the development of effective Survivable Crisis Management capabilities.
 - o Sponsoring a wide range of Civil Defense conferences and symposia.
 - o Managing the development of policy analyses and guidance to clearly define Civil Defense concepts, program options, and requirements.
 - o Coordinating the implementation of Civil Defense training requirements and assisting in the conduct and monitoring of training activities.
 - o Providing technical support to other Federal agencies and the military to assist them in meeting their Civil Defense responsibilities.
 - o In accordance with Presidential policy, continuing the development, refinement, and distribution of printed materials and videocassettes on Civil Defense and family emergency preparedness.
 - o Developing and/or revising training material in support of resident and field delivery activities in accordance with Presidential policy.
 - o Continuing to provide data bases, damage analysis, and other analytical support for Civil Defense programs.
 - o Developing/installing PC based integrated local area/wide area network Information Support System.
6. 1992 Program. In 1992, FEMA requests \$20,483,000 and 380 workyears for this activity under Salaries and Expenses. Under Salaries and Expenses, the Civil Defense activity will provide personnel and support costs for accomplishments cited under Emergency Management Planning and Assistance. In addition, Salaries and Expenses will provide for the following:
- o Providing policy, developing guidance and providing management oversight for Civil Defense program elements.
 - o Managing the collection and analysis of State and local hazard, capability, planning, and exercise information.
 - o Managing the State and local exercise program and continuing to develop and distribute exercise support materials to State and local governments.
 - o Managing and implementation of an evaluation and assessment component that will improve program management and delivery to State and local governments.

- o Expanding the capabilities of the Civil Defense Emergency Assessment System information support.
- o Continuing operation of the Radiological Instrumentation Test Facility and further expanding its mission support role to all Civil Defense programs.
- o Continuing to support the Navy with first article acceptance testing and repair of dosimeters.
- o Developing technical guidance and supporting State and local governments in the development of Survivable Crisis Management capabilities.
- o Defining and developing Civil Defense program requirements for meeting Presidential policy objectives consistent with strategic defense planning.
- o Coordinating the development of Civil Defense training requirements and assisting in conducting and monitoring training activities.
- o Completing and testing of surge documentation and development of surge exercise materials; exercising surge and correcting deficiencies.
- o Issuing the biannual all-hazard threat assessment.
- o Continuing development, in accordance with Presidential policy, of comprehensive printed and video emergency information materials for the public on hazards, including attack, and means of protection for the American public.
- o Developing and revising training materials in support of resident and field delivery activities in accordance with Presidential policy.
- o Supporting the operation of the NETC facility and the Civil Defense education program conducted by EMI.
- o Participating in national and FEMA exercises.
- o Providing information systems support to the Regions.
- o Developing/installing local area/wide area network Information Support Systems.
- o Maintaining ADP software in support of Civil Defense training initiatives.

1992 Increases/Decreases. A net decrease of \$480,000 and eight workyears for this activity reflects the following: (1) an increase of \$56,000 for the three month cost in 1992 of the 1991 GS/GM pay raise; (2) an increase of \$568,000 for 1992 pay costs, offset by (1) a decrease of \$406,000 and eight workyears associated with a 2% reduction in funding for defense related activities and (2) a decrease of \$698,000 to reflect funding of workyears at 1991 start of year levels. .

7. Outyear Implications. No outyear implications over the 1992 request.

8. Advisory and Assistance Services. None.

**SALARIES AND EXPENSES
NATIONAL EARTHQUAKE PROGRAM AND OTHER HAZARDS
(Dollars in Thousands)**

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/Decrease</u>	
		<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>
A. National Earthquake Program..	23		\$1,425	35	\$2,910	35	\$2,910	43	\$3,571	8	\$661
B. Hurricane.....	5		310	5	251	5	251	5	258	...	7
C. Dam Safety.....	3		186	3	131	3	131	3	135	...	4
D. Hazard Mitigation Assistance.	2		124	2	101	2	101	2	103	...	2
E. Policy and Planning.....	12		<u>743</u>	13	<u>619</u>	13	<u>619</u>	13	<u>637</u>	...	<u>18</u>
Total, National Earthquake Program and Other Hazards (Budget Authority).....	SE-18	45	2,788	58	4,012	58	4,012	66	4,704	8	692
<u>Permanent Workyears</u>											
Headquarters.....	33			46		44		48		4	
Regions.....	12			12		14		18		4	
Total Permanent.....	45			58		58		66		8	
<u>Total Workyears.....</u>		45		58		58		66		8	
<u>Changes from Original 1991 Estimates.</u>											
Headquarters, being moved to Regions.											

SALARIES AND EXPENSES
NATIONAL EARTHQUAKE PROGRAM AND OTHER HAZARDS
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 <u>Current</u> <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$1,897	\$2,648	\$2,648	\$3,328	\$678
11.3 Other than full-time permanent.....	182	...	...	...	...
11.5 Other personnel compensation.....	68	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	<u>2,147</u>	<u>2,648</u>	<u>2,648</u>	<u>3,328</u>	<u>678</u>
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	317	508	508	634	128
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	215	642	642	724	82
22.0 Transportation of things.....	...	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	1	...	...	...	...
24.0 Printing and reproduction.....	42	...	...	...	...
25.0 Other services.....	9	72	72	8	(64)
26.0 Supplies and materials.....	1	50	50	4	(46)
31.0 Equipment.....	56	94	94	8	(86)
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>2,788</u>	<u>4,012</u>	<u>4,012</u>	<u>4,704</u>	<u>692</u>

NATIONAL EARTHQUAKE PROGRAM AND OTHER HAZARDS

Salaries and Expenses

1. Authorities. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C 5121 et seq.; Executive Order 12148, Section 2-102; and the Earthquake Hazards Reduction Act of 1977, as amended, 42 U.S.C. 7701 et seq.
2. Activity Description. This Salaries and Expenses section supports the requested workyears at Headquarters and in the Regions associated with the National Earthquake Program and Other Hazards program and management activities. The major programs included in this budget activity are as follows: the national earthquake program, which provides for reduction of loss of lives and property from earthquakes at the Federal, State and local levels; the hurricane program, which provides technical and financial assistance for the development of population preparedness and property protection in high-risk areas; the dam safety program, which provides for the coordination of activities to enhance the safety of dams and provides technical assistance on design, construction, maintenance and operation of dams; the hazard mitigation assistance program, which funds planning efforts to reduce potential hazards; and policy and planning activities, which provide management support and oversight for administrative matters.
3. 1990 Accomplishments. In 1990, FEMA used \$2,788,000 and 45 workyears for this activity under Salaries and Expenses. These staff resources were used to accomplish the following: performed the NEHRP's statutory lead agency coordination and reporting requirements including creation of a NEHRP Advisory Committee and submittal to Congress of the NEHRP Fiscal Year 1989 Annual Report; began implementation of Executive Order 12699; managed a cost-shared financial assistance program for States and provided technical assistance to State and local governments in implementing earthquake hazard reduction strategies; apportioned and made available to eligible States \$2,200,000 of the \$3,000,000 "no year" supplemental appropriation provided by Public Law 101-130; developed and conducted workshops for educators on earthquake curriculum, training courses on earthquake hazards mitigation and conferences on subjects critical to earthquake hazards reduction; continued to disseminate Earthquake Hazards Reduction series publications including national seismic design provisions, manuals, and handbooks, preparedness planning guidelines, workshop proceedings, information on cost for rehabilitation, screening damaged buildings, safety checklists, and teacher's packages for earthquake education; continued development of Regional supplements in support of the "Plan for Federal Response to a Catastrophic Earthquake" including implementation of response planning strategy for the Central U.S. which includes seven States and four Regions; continued management of hurricane population protection projects in 11 areas; completed hurricane population preparedness and property protection projects in two major areas; coordinated Federal dam safety activities; co-sponsored 22 State dam safety workshops; developed techniques and methodologies for updating the National Dam Inventory; and administered 15 hazard mitigation projects.
4. Changes from the 1991 Estimates. None.

5. 1991 Program. In 1991, FEMA is allocating \$4,012,000 and 58 workyears to this activity under Salaries and Expenses. These resources will allow FEMA to do the following:
- o Provide executive and management support for execution of the programs funded under this activity.
 - o Manage the planning and coordination of the overall NEHRP including revision of the NEHRP Five-Year Plan.
 - o Accelerate activities to address the seismic risks posed by new and existing hazardous buildings and lifeline systems.
 - o Develop guidance for and manage financial assistance to support State and local earthquake hazards reduction programs.
 - o Provide technical assistance to State and local governments, the private sector, and individuals in implementing earthquake hazards reduction activities.
 - o Initiate detailed earthquake loss estimation studies in risk areas.
 - o Support and conduct workshops, training courses, and information transfer activities.
 - o Continue and complete 14 hurricane population preparedness and property protection projects and continue support for hurricane mitigation and public awareness activities.
 - o Coordinate the National Dam Safety Program to include completion of the biennial State report to the President, completion of the Model State Dam Safety Program, and continue providing technical assistance including conducting 10 workshops and 8 training sessions.
 - o Provide funding to all Regions to support hazard mitigation projects at the State and local level.
6. 1992 Program. In 1992, FEMA requests \$4,704,000 and 66 workyears for this activity under Salaries and Expenses. This request will allow FEMA to continue the following at current level of effort:
- o Continue to provide executive and management support for execution of the programs funded under this activity.
 - o Manage, plan and coordinate the overall NEHRP.
 - o Continue to manage seismic design initiatives to develop and publish materials addressing seismic design for new buildings, existing hazardous buildings and lifeline systems.

- o Manage State financial assistance activities and provide technical assistance to all levels of government and the private sector in implementing earthquake hazards reduction activities.
- o Continue to support and conduct workshops, training courses, and information transfer activities.
- o Continue and initiate additional earthquake loss estimation studies in risk areas.
- o Continue to initiate and revise hurricane population preparedness and property protection projects.
- o Continue to coordinate the National Dam Safety Program and provide technical assistance and public awareness materials and workshops.
- o Continue to provide funding to all Regions to support hazard mitigation projects.

1992 Increases/Decreases. The 1992 request includes an increase of 8 workyears and \$692,000: (1) \$10,000 for one quarter of the 1991 pay raise; (2) \$82,000 for 1992 pay costs; and (3) 8 workyears and \$600,000 for enhancement of the NEHRP. To elaborate further, the requested increase will support the following:

- o Additional Headquarters staff dedicated to executing FEMA's statutory assignment as lead agency of the NEHRP.
- o Staff to develop and deliver an enhanced program of workshops, training courses and other information transfer activities.
- o Additional Headquarters' staff to manage seismic design initiatives.
- o An increase of 4 workyears to complement current Regional earthquake program staff, specifically to administer the financial and technical assistance earthquake hazard reduction programs with the States.
- o Training of new and existing staff to enhance the level of performance and technical competency necessary to accomplish activities under a highly technical program like the NEHRP.
- o Equipment to allow new and existing staff to execute daily responsibilities and administer programs in a cost-effective manner.
- o Travel associated with new program initiatives, with additional staff, and with performance of FEMA's lead role in the NEHRP; and travel for the NEHRP Advisory Committee, obtaining specific technical expertise, post earthquake reconnaissance teams and outreach programs under the NEHRP.

7. Outyear Implications. In 1993 and beyond, FEMA's Salaries and Expenses request will be commensurate with the need to provide adequate management, and administrative and staff resources to support ongoing activities.
8. Advisory and Assistance Services. None.

**SALARIES AND EXPENSES
TECHNOLOGICAL HAZARDS
(Dollars in Thousands)**

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/ Decrease</u>	
		<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>
A. Radiological Emergency Preparedness		81	\$4,635	95	\$4,800	95	\$4,750	95	\$4,918	...	\$168
B. Hazardous Materials.....		17	<u>810</u>	<u>22</u>	<u>1,111</u>	<u>22</u>	<u>1,111</u>	<u>22</u>	<u>1,150</u>	...	<u>39</u>
Total, Technological Hazards (Budget Authority).....	SE-24	98	5,445	117	5,911	117	5,861	117	6,068	...	207
<u>Permanent Workyears</u>											
Headquarters.....		29		41		41		41		...	
Regions.....		<u>62</u>		<u>76</u>		<u>76</u>		<u>76</u>		<u>...</u>	
Total Permanent.....		98		117		117		117		...	
<u>Total Workyears</u>		98		117		117		117		...	
<u>Changes from Original 1991 Estimate.</u> Reflects a decrease of \$50,000 from the application of a general congressional reduction.											

**SALARIES AND EXPENSES
TECHNOLOGICAL HAZARDS
(Dollars in Thousands)**

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$3,801	\$4,601	\$4,401	\$4,573	\$172
11.3 Other than full-time permanent.....	41	...	...	...	...
11.5 Other personnel compensation.....	98	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	3,940	4,601	4,401	4,573	172
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	627	650	650	685	35
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	471	620	770	770	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	...	...	...
24.0 Printing and reproduction.....	5	...	...	...	...
25.0 Other services.....	11	20	20	20	...
26.0 Supplies and materials.....	10	...	...	...	...
31.0 Equipment.....	381	20	20	20	...
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations	5,445	5,911	5,861	6,068	207

172

Technological Hazards

1. Authorities. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2302(b)(8); P.L. 99-499, Superfund Amendment and Reauthorization Act of 1986 (SARA); and Executive Orders 12148, 12241, and 12657.
2. Activity Description. This supports the request for Salaries and Expenses and workyears at Headquarters and in the field associated with the Radiological Emergency Preparedness (REP) and Hazardous Materials (HAZMAT) programs. The workyears funded under this activity provide staff who implement FEMA programs which, through technical and financial assistance and coordination, develop/foster Federal, State and local capabilities to variously prepare for, respond to, or mitigate the consequences of technological emergencies.
3. 1990 Accomplishments. In 1990, FEMA used \$5,445,000 and 98 workyears for this activity under Salaries and Expenses. Noteworthy staff accomplishments included the following: achieved the cumulative completion of approximately 73% of initial findings and determinations under 44 CFR 350; conducted reviews or issued findings involving about 200 actions; participated in one Atomic Safety and Licensing Board (ASLB) hearing; evaluated 57 exercises and 1 Alert and Notification (A&N) demonstration; conducted 4 REP Exercise Evaluator Courses for Federal and State personnel; reviewed and revised FEMA's Five-Year workplan for Hazardous Materials Program; reviewed and supported development of the revised National Oil and Hazardous Substances and Pollution Contingency Plan (NCP); managed and maintained the joint FEMA/DOT Hazardous Materials Information Exchange (HMIX); initiated technical guidance to State and local governments on emergency warning systems for chemical emergencies; distributed the FEMA Hazardous Materials Exercise Methodology and Manual for interim use and comment; and participated in HAZMAT workshops and conferences.
4. Changes from the 1991 Estimates. Reflects a decrease of \$50,000 from the application of a general congressional reduction.
5. 1991 Program. In 1991, FEMA is allocating \$5,861,000 and 117 workyears to this activity under Salaries and Expenses. REP staff activities will focus on commercial fixed nuclear power plant facilities stressing preparedness improvements through exercises. It is anticipated that 80% of these sites will have received initial formal approval under 44 CFR 350 by the close of 1991. FEMA staff will conduct reviews or issue findings involving about 200 actions; participate in 1 ASLB hearing; evaluate 62 exercises; continue to update and exercise the Federal Radiological Emergency Response Plan (FRERP); and provide technical assistance in the form of guidance documents. A significant amount of staff effort at FEMA Headquarters will be devoted to preparing or revising regulations, memoranda of understanding, interagency agreements, and guidance documents to meet the requirements of E.O. 12657.

In the HAZMAT area, staff will provide assistance in exercise design and evaluation to test the efficiency and adequacy of local emergency response plans; finalize and distribute the FEMA 5-year HAZMAT work plan; continue to provide planning and preparedness guidance and technical assistance to State and local governments on emergency warning systems and in implementing SARA Title III; and sponsor and participate in HAZMAT conferences/workshops.

6. 1992 Program. In 1992, FEMA requests \$6,068,000 and 117 workyears under Salaries and Expenses for this activity. The resources will be devoted to the following activities by each of the programs:

REP

- a. Findings and Determinations for Offsite Plans and Preparedness - FEMA staff will conduct reviews or issue findings involving about 200 actions.
- b. Plan Reviews and Exercises - There are approximately 62 projected exercises and 1 A&N demonstration which will require very significant staff support.
- c. Federal Response Plans - FEMA staff will complete revision of the Federal Radiological Emergency Preparedness Plan (FRRPP), to bring it in line with E.O. 12657, implementing rule 44 CFR 352, the National System for Emergency Coordination, and lessons learned from Federal Field Exercise-2 and the Chernobyl accident response.
- d. Public Education - Staff will conduct periodic reviews of public information materials and continue Joint Information System technical assistance/site visits.
- e. Technical Assistance and Agreements - Staff will continue development of guidance documents and interagency agreements/memoranda of understanding and continue to conduct an in-depth review of all REP documents establishing a schedule for their revision, as necessary, including revisions required by E.O. 12657. A very significant effort by Headquarters staff is anticipated in this area to meet any request which may be made under the Executive Order for FEMA to put in place appropriate site-specific emergency preparedness plans. This effort would extend to plan preparation, and exercising the plan for response to an actual offsite emergency. In addition, the effort could extend to an initial Federal response to an actual emergency.

HAZMAT

- f. Exercise of State and Local Plans - With an enhanced staff, FEMA will concentrate efforts on establishing and supporting a HAZMAT exercise program at Headquarters and in the Regions with which to assess emergency planning and response capabilities at the State and local level.
- g. SARA Title III - Staff will continue to provide guidance and technical assistance to State and local governments, augmenting their efforts to define the potential risks and corresponding protective measures associated with the hazardous substances existing in their respective communities.
- h. Training - Staff will continue to identify HAZMAT training needs, and design training course materials for field-delivered training modules.
- i. Hazardous Materials Information Exchange (HMIX) - Through coordination with the private and public sectors,

FEMA staff will expand the HMIX to encompass additional categories of information to support special areas of emphasis identified by State and local governments.

1992 Increase. The 1992 request includes an increase of \$207,000: (1) \$16,000 to fund one quarter of the 1991 pay raise; and (2) \$191,000 to fund 1992 pay costs.

7. Outyear Implications. None.
8. Advisory and Assistance Services. None.

**SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/ Decrease</u>	
		<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>
A. Government Preparedness..		843	\$45,575	901	\$45,669	901	\$45,669	868	\$51,677	-33	\$6,008
B. Emergency Information and Coordination Center.....		7	274	8	365	8	345	8	378	...	33
C. Mobilization Preparedness		36	2,322	39	2,239	39	2,385	38	2,357	-1	-28
D. Federal Readiness and Coordination.....		<u>28</u>	<u>1,676</u>	<u>29</u>	<u>1,625</u>	<u>29</u>	<u>1,499</u>	<u>28</u>	<u>1,629</u>	<u>-1</u>	<u>130</u>
Total, Federal Preparedness (Budget Authority)..... SE-29		914	49,847	977	49,898	977	49,898	942	56,041	-35	6,143
<u>Permanent Workyears</u>											
Headquarters.....		600		656		656		621		-35	
Regions.....		<u>114</u>		<u>121</u>		<u>121</u>		<u>121</u>		<u>...</u>	
Total, Permanent.....		914		977		977		942		<u>-35</u>	
<u>Total Workyears</u>		914		977		977		942		-35	

Changes from Original 1991 Estimates. Reflects the following: Reduction of Emergency Information and Coordination Center by \$20,000 and Federal Readiness and Coordination by \$126,000 to allow for an increase of \$146,000 in Mobilization Preparedness to adequately fund appropriated workyears.

**SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$33,934	\$33,934	\$37,897	\$39,671	\$1,774
11.3 Other than full-time permanent.....	488	488	...	...	...
11.5 Other personnel compensation.....	3,177	3,177	42	1,039	997
11.8 Special personal services payments.....	...	...	...	7	7
11.9 Total personnel compensation.....	37,599	37,599	37,939	40,717	2,778
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	6,907	6,907	7,203	8,810	1,607
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	2,619	2,619	3,153	3,717	564
22.0 Transportation of things.....	70	70	...	...	...
23.1 Rental payments to GSA.....	1,200	1,200	1,200	1,200	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	330	330	...
24.0 Printing and reproduction.....	1	1	...	...	...
25.0 Other services.....	1,300	1,300	...	...	...
26.0 Supplies and materials.....	22	22	73	59	(14)
31.0 Equipment.....	129	129	...	1,208	1,208
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	49,847	49,847	49,898	58,041	6,143

Federal Preparedness

1. Authority. The National Security Act of 1947, as amended, 50 U.S.C. App. 404; Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061, et seq.; Selective Service Act, Section 468; Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.; the Robert T. Stafford Disaster Relief Act, 42 U.S.C. App. 5121 et seq., and Executive Orders 10480, 12148, and 12656.
2. Objective/Element Description. The Federal Preparedness activity under Salaries and Expenses provides salaries, benefits, ADP, and other varied program support. The Government Preparedness program of this activity is described in a separate submission. The remaining programs involve a variety of activities, including the staffing and operation of the Emergency Information and Coordination Center (EICC), and the coordination of Federal interagency efforts by subject-matter experts through the implementation of FEMA's lead-agency role in government-wide preparedness activities, thus ensuring that the necessary support capabilities exist for a coordinated Federal response in the event of an emergency.
3. 1990 Accomplishments. In 1990, FEMA used \$49,847,000 and 914 workyears under Salaries and Expenses for this activity. Resources provided for planning, coordination, interagency liaison, exercise management, and analysis activities to support the program activities described under Emergency Management Planning and Assistance. In addition, direct Salaries and Expenses accomplishments include the following:
 - o Emergency Information and Coordination Center. Continued to manage and operate FEMA's national emergency operations center and various communications and information systems that provide support to emergency management teams in the event of a crisis, i.e., natural disasters, nuclear reactor incidents, etc. Specifically, in 1990 the EICC served as the national nerve center coordinating the Federal Government's response to Hurricane Hugo and the Loma Prieta Earthquake.
 - o Mobilization Preparedness. Continued to coordinate policy guidance and implemented resources and mobilization assessment information management systems; supported the establishment of industrial emergency councils; and coordinated FEMA's participation in interagency forums to develop methods of sharing common-use emergency management information across the Federal Government, thus eliminating duplication of efforts.
 - o Federal Readiness and Coordination. Continued to test and revise emergency action option papers which are used for executive-level crisis decision-making; completed and distributed the portfolio of Presidential Emergency Action Documents; educated the emergency planning community on the legal background of emergency actions and authorities; issued basic emergency preparedness and response guidance, and supported the National Security Council (NSC) policy process; implemented revision of Executive Order 12656 and revised Executive Order 10480 to support Executive Branch policy decisions; continued to assess and update Federal, national, and regional-level emergency plans and guidance to assure consistency and compatibility with State, local and private sector planning and preparedness activities to ensure a consistent Federal response and facilitate resolution of national policy

issues.

4. Changes from the 1991 Estimates. None.
5. 1991 Program. In 1991, FEMA is allocating a total of \$49,898,000 and 977 workyears under Salaries and Expenses for this activity. The requested funding level will allow for ongoing activities and responsibilities described above and under Emergency Management Planning and Assistance, and in addition, enable FEMA to accomplish the following:
 - o Mobilization Preparedness. Continue to coordinate with various government agencies, DOD and the private sector on programs which provide for the management of critical and essential resources during periods of crisis and mobilization; examine and update the concepts relating to implementation of graduated mobilization response capabilities; and continue to develop internal FEMA guidance for the use of priorities and allocations authorities. Coordinate interagency use of existing data bases and models to provide options to support the crisis management decision-making process.
 - o Federal Readiness and Coordination. Develop National Defense Executive Reserve (NDER) training courses and workshops for the National Emergency Training Center (NETC). Develop and issue revised NDER policy guidance for Federal departments and agencies. Revise the Federal Preparedness Guidance (FPG) system and issue revised FPG documents as required. Publish, provide follow on training, and testing of the updated Major Emergency Action Guidelist, including software documentation, cross-indexing, and the addition of emergency action short-form papers and implementation documents. Continue to coordinate national security emergency preparedness guidance based on National Security Council (NSC) policy and directives. Assess the results of pilot civil readiness evaluations and begin the next evaluation cycle. Design, develop and participate in FEMA-sponsored and DOD exercises.
6. 1992 Program. FEMA requests \$56,041,000 and 942 workyears under Salaries and Expenses for this activity. This will provide funding and workyears for the ongoing activities described above and, in addition, the following:
 - o Mobilization Preparedness. Provide limited analytical and administrative support to the Policy Coordinating Committee on Emergency Preparedness/Mobilization Planning, which is chaired by the Director, FEMA; identify mobilization capabilities and shortfalls enabling selected Federal departments and agencies to emphasize areas requiring attention; address a limited number of policy issues including U.S. dependence on foreign markets, the effects of laws and trade policy on industry's ability to mobilize resources, and coordinate of policy options to improve U.S. industrial mobilization capability; continue to develop a comprehensive situation assessment structure by improving and integrating existing software application systems.
 - o Federal Readiness and Coordination. Write, coordinate, and publish emergency action and authority documentation; coordinate and develop national security emergency preparedness policy and plans; provide specific planning requirements and guidance to the Federal departments and agencies; provide for qualitative and quantitative

analysis to support policy and planning. Develop and present National Defense Executive Reserve (NDER) training courses and workshops, refine the NDER emergency call-up system, and provide program direction for unit development.

1992 Increases/Decreases. A net increase of \$6,143,000 and a decrease of 35 workyears for this activity reflects the following: (1) an increase of \$145,000 for the three month cost in 1992 of the 1991 GS/GM pay raise; (2) an increase of \$1,409,000 for the 1992 pay costs; an increase of \$4,179,000 and a decrease of 21 workyears to reflect the 1991 operating level; and (4) an increase of \$1,494,000 and 5 workyears in the Government Preparedness program; offset by (1) a decrease of \$1,084,000 and 19 workyears associated with a 2% reduction in funding for defense related activities.

7. Outyear Implications. No outyear implications over the 1992 request.
8. Advisory and Assistance Services. None.

SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/Decrease</u>	
		<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>
A. Emergency Management Institute.....		8	\$444	9	\$396	12	\$521	12	\$584	...	\$63-
B. National Fire Academy....		74	3,698	76	3,644	78	3,803	82	5,022	4	1,219
C. U.S. Fire Administration.		18	1,028	24	1,212	24	1,323	30	1,662	6	339
 Total, Training and Fire Programs (Budget Authority).....	SE-34	100	5,170	109	5,252	114	5,647	124	7,268	10	1,621
 <u>Permanent Workyears</u>											
Headquarters.....		100		109		114		124		10	
Regions.....		111		111		111		111		111	
Total Permanent.....		100		109		114		124		10	

Changes from Original 1991 Estimates. Reflects a net increase of \$395,000: Specific Congressional increases of \$125,000 and three workyears in Emergency Management Institute, \$200,000 and two workyears in National Fire Academy, and \$125,000 in U.S. Fire Administration; offset by the application of a Congressionally-directed general reduction of \$41,000 in National Fire Academy, and \$14,000 in U.S. Fire Administration.

**SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS**
(Dollars in Thousands)

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$3,824	\$4,074	\$4,347	\$5,052	\$705
11.3 Other than full-time permanent.....	84	...	...	...	...
11.5 Other personnel compensation.....	50	8	...	16	16
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	3,958	4,082	4,347	5,068	721
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	638	555	639	1,095	456
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	234	296	331	459	126
22.0 Transportation of things.....	17	10	35	5	(30)
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	128	128	131	409	278
24.0 Printing and reproduction.....	1	...	...	4	4
25.0 Other services.....	91	55	49	85	36
26.0 Supplies and materials.....	53	54	43	61	18
31.0 Equipment.....	50	72	72	82	10
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations	5,170	5,252	5,647	7,268	1,621

Training and Fire Programs

1. Authority. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, U.S.C. App. 2061 et seq.; National Flood Insurance Act of 1968, as amended; the Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.; and the Federal Fire Prevention and Control Act of 1974, as amended, 15 U.S.C. 2201 et seq.
2. Objective/Element Description. This activity provides the funds for the workyears and the related expenses necessary to develop and deliver the programs that prepare Federal, State, and local officials, their supporting staffs, emergency first responders, volunteer groups, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and long-term recovery. Fire Prevention and Control activities are developed and delivered through the United States Fire Administration (USFA). Educational programs are provided through the Emergency Management Institute (EMI), and the National Fire Academy (NFA).
 - o Emergency Management Institute. These workyears are responsible for providing guidance and direction in the development and delivery of EMI's non-civil defense training and education program. They are also used for the development of guidelines for delivery of the nationwide EMI non-civil defense field training program, providing technical expertise in the development of courses, and supporting and assisting with the delivery of the educational program.
 - o National Fire Academy. These workyears are utilized for providing guidance, direction, and technical expertise in the development and revision of courses and educational program materials; managing the delivery of a nationwide field training program delivered in cooperation with State and local sponsors; managing and assisting with the delivery of a resident training program; and operating and maintaining the facility and supporting the educational program of the National Fire Academy.
 - o U.S. Fire Administration. These workyears are used for administering the various programs of the USFA; providing policy and technical program direction, review, and evaluation; carrying out research development, and technical field activities with State and local governments, and the private sector; providing policy, program, and technical review and updating of materials, technical analysis, and information resources; and carrying out targeted research and demonstration projects to expand state-of-the-art solutions of State and local fire problems.
3. 1990 Accomplishments. In 1990, FEMA used \$5,170,000 and 100 workyears for this activity under Salaries and Expenses.
 - o Emergency Management Institute. The resources supported EMI resident training program and curricula activities. The functions of these workyears include curricula, course, and materials development, revision and evaluation; research, testing and application of educational methodologies and technological media advances; and management of contracts, grants and adjunct faculty.

- o National Fire Academy. These resources were devoted to the course development and revision processes; off-campus course delivery programs; support for State and local fire training efforts; providing technical and professional expertise in the development of courses; and to the on-campus course delivery programs. Other resources were devoted to the operation and maintenance of the facility and providing admissions, procurement, media, learning resource center, and management services in support of the NFA educational program.
 - o U.S. Fire Administration. This level of funding provided staff effort for enhancing the arson program effort through the use of computer technology; expanding the private/public interaction in fire prevention; concluding the Project Fires program; investigating hazardous materials, protective clothing, and improving the data flow; data and information management; and providing critical information to fire and emergency personnel on communicable diseases.
4. Changes from the 1991 Estimates. Reflects a net Congressional increase of \$395,000 and five workyears: an increase of 3 workyears and \$125,000 for administration of the SARA Title III program; an increase of 2 workyears and \$200,000 to enhance NFA; an increase of \$125,000 for travel and personnel expenses in USFA; and a decrease of \$55,000 from the application of a general Congressional reduction.
5. 1991 Program. In 1991, FEMA is allocating \$5,647,000 and 114 workyears to this activity under Salaries and Expenses. This level of funding provides for the following:
- o Emergency Management Institute. These resources support the EMI non-Civil Defense training program. These workyears are required to manage and support FEMA training activities reflected under Emergency Management Planning and Assistance, and to ensure that the training is technically accurate, educationally sound, and delivered in the most cost effective manner. Functions include curricula, course, and materials development, revision and evaluation; research, testing and application of educational methodologies and technological media advances; and management of contracts, grants, and adjunct faculty. These workyears are essential to the continuation of the resident training program, particularly for the train-the-trainer courses conducted in residence to support the field deployment system.
 - o National Fire Academy. These resources are devoted to the course development and revision process; off-campus course delivery program; support for State and local fire training efforts; providing technical and professional experts in the development of courses; and to the on-campus course delivery program. The funding also provides a portion of the resources necessary to manage the operation and maintenance of the facility; admissions and registration services for NFA; procurement, budget and fiscal support, and media services for NFA; curriculum coordination and long-term evaluation and accreditation coordination for the NFA educational programs; and overall FEMA training program management and coordination.
 - o U.S. Fire Administration: This program provides personnel resources to manage the fire prevention and arson control activities; monitor the residential sprinklers research; provide technical assistance in the development

and delivery of videoconferences; work with the private sector to enhance Federal/private sector relations and private sector participation; monitor efforts to improve firefighter protective clothing and equipment; provide guidance in the collection and dissemination of fire data; review and authorize reimbursement to local fire services for fighting fires on Federal property; and expand needed research on emergency medical services management, hazardous materials, and urban search and rescue response planning and operations.

6. 1992 Program. In 1992, FEMA requests \$7,268,000 and 124 workyears under Salaries and Expenses for this activity.
- o Emergency Management Institute. These resources will be used to support the EMI resident training program. These workyears are required to manage and support FEMA training activities reflected under Emergency Management Planning and Assistance, and to ensure that the training is technically accurate, educationally sound, and delivered in the most cost effective manner. Functions include curricula, course, and materials development, revision, and evaluation; research testing and application of educational methodologies and technological media advances; and management of contracts, grants, and adjunct faculty (12 workyears). These workyears are essential to the continuation of the resident training program, particularly for the train-the-trainer courses conducted in residence to support the field deployment system.
 - o National Fire Academy. This funding will provide resources for managing and participating in the course development and revision process (28 workyears); managing the delivery of NFA developed courses through a network of State and local fire training programs, supplementing and not duplicating training programs available to fire service personnel offered at local training centers. These personnel will also be responsible for training State and local personnel to become trainers of NFA developed courses (9 workyears); overall management and planning functions; and on-campus instruction, student counselling, and course management requirements in order to assure the quality offerings expected of NFA (23 workyears). The funding also provides a portion of the resources necessary to manage the operation and maintenance of the facility; admissions and registration services; procurement, budget and fiscal support, and media services; curriculum coordination and long-term evaluation and accreditation coordination for the educational programs; and overall FEMA training program management and coordination (22 workyears).
 - o U.S. Fire Administration. This level of resources (30 workyears) will support activities to provide management and oversight to the many and varied programs carried out by the Fire Administration in collecting, analyzing, and disseminating fire data, research, and application of materials to provide a safer environment for the Nation's fire service. Expanded fire prevention and arson control activities and coordination of fire policy and management will also be provided.

The U.S. Fire Administration is challenged by the fragmented nature of the nation's career and volunteer fire service. To ensure effective communication between the USFA and the working fire service, which is the ultimate beneficiary of USFA's programs, it is necessary to devote a significant portion of staff time to field activities.

These activities involve substantive participation in regional fire service technical meetings as well as visits to individual representative fire departments to provide technical and program assistance.

Another major in-house program activity is the development and dissemination of public fire education materials, technical information related to such topics as sprinklers and smoke detectors, and both statistics related to the nation's fire problem and special analyses of those statistics focusing on specific aspects of the fire problem. This is one of the USFA's principal delivery mechanisms for its program products and requires a significant amount of staff time for responding to requests for publications, reviewing and updating publications on a regular basis, and performing special analyses of fire data in response to public and private sector requests. Requests for reimbursement for fighting fires on Federal property are reviewed and authorized. In addition, the USFA will develop and disseminate better hazardous materials response information for first responders as a result of administration and Congressional directives.

1992 Increases/Decreases. A net increase of \$1,621,000 and 10 workyears for this activity reflects the following: (1) an increase of \$16,000 for the three month cost in 1992 of the 1991 GS/GM pay raise; (2) an increase of \$181,000 for the 1992 pay costs; (3) an increase of \$471,000 to fund the 1992 authorized workyear level; and (4) an increase of 15 workyears and \$1,403,000 as follows:

- o \$165,000 and 3 workyears in Instructional Programs and Materials under the Emergency Management Institute program to expand the training program through the development and implementation of an individual/distance learning approach in the natural and technological hazardous arena.
- o \$307,000 and 6 workyears in Instructional Programs and Materials under the National Fire Academy program to enhance the off-site educational program development and delivery capabilities for the Academy. This effort is aimed at making Academy courses more readily available to the Nation's fire service by designing and delivering resident-type courses at the State and local level to supplement and complement the on-campus program as well as the off-campus weekend programs.
- o \$507,000 in NETC Site Administration under the National Fire Academy program to provide adequate funding for the authorized workyears and uncontrollable employee-related expenses in support of the campus, such as utilities and motor pool.
- o \$50,000 and 1 workyear in Fire Prevention and Arson Control under the U.S. Fire Administration program to provide additional resources to support the residential sprinkler research program.
- o \$250,000 and 5 workyears in Federal Fire Policy and Coordination under the U.S. Fire Administration program to develop and implement a hazardous materials information system for first responders to hazardous materials incidents.

- o \$55,000 for restoration of the application of a general Congressional reduction to the 1991 request.
- o \$69,000 in Instructional Programs and Materials under the National Fire Academy to provide adequate funding for the authorized workyears and uncontrollable employee-related expenses in support of the library and media center.

These increases are offset by a decrease of 5 workyears and \$450,000 to eliminate specific one-time Congressional increases to the 1991 request.

7. Outyear Implications. No outyear implications over the 1992 request.
8. Advisory and Assistance Services. One of the workyears being requested in 1992 under the U.S. Fire Administration budget program will be utilized to appoint a consultant on hazardous materials information systems with an estimated cost of \$70,000.

SALARIES AND EXPENSES
FLOOD INSURANCE AND MITIGATION
(Dollars in Thousands)

<u>Estimates by Program Element</u>	Page No.	1990 <u>Actual (1)</u>		1991 <u>Request (1)</u>		1991 Current <u>Estimate (1)</u>		1992 <u>Request (2)</u>		<u>Increase/ Decrease</u>	
		MY	Amt.	MY	Amt.	MY	Amt.	MY	Amt.	MY	Amt.
A. Flood Plain Management.....		142	\$7,567	149	\$7,534	149	\$7,534	154	\$9,014	5	\$1,480
B. Insurance Activities.....		<u>51</u>	<u>3,145</u>	<u>54</u>	<u>3,544</u>	<u>54</u>	<u>3,544</u>	<u>54</u>	<u>3,860</u>	<u>...</u>	<u>316</u>
Total, Flood Insurance and Mitigation (Budget Authority)	SE-41	193	10,712	203	11,078	203	11,078	208	12,847	5	1,796
<u>Permanent Workyears</u>											
Headquarters.....		103		107		107		107		...	
Regions.....		<u>90</u>		<u>96</u>		<u>96</u>		<u>101</u>		<u>5</u>	
Total, Permanent.....		193		203		203		208		5	
<u>Total Workyears</u>		193		203		203		208		5	
<u>Changes from Original 1991 Estimates.</u>											
											None.

(1) Reflects a transfer of unobligated balance from the National Flood Insurance Fund.

(2) Anticipates reimbursement from the National Flood Insurance Fund. Outlays and budget authority are scored against the National Flood Insurance Fund.

**SALARIES AND EXPENSES
FLOOD INSURANCE AND MITIGATION
(Dollars in Thousands)**

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$8,185	\$8,649	\$9,143	\$9,775	\$632
11.3 Other than full-time permanent.....	242	...	...	...	...
11.5 Other personnel compensation.....	231	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	<u>8,658</u>	<u>8,649</u>	<u>9,143</u>	<u>9,775</u>	<u>632</u>
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	1,331	1,342	1,371	1,849	478
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	655	790	550	950	400
22.0 Transportation of things.....	5	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	...	...	...
24.0 Printing and reproduction.....	2	...	...	...	...
25.0 Other services.....	22	297	14	300	286
26.0 Supplies and materials.....	1	...	...	...	...
31.0 Equipment.....	38	...	...	...	...
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>10,712</u>	<u>11,078</u>	<u>11,078</u>	<u>12,874</u>	<u>1,796</u>

A. Flood Insurance and Mitigation

1. Authority. National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. This section supports the requested workyears at headquarters and in the regions associated with the oversight and administration of flood plain management in support of the National Flood Insurance Program (NFIP) and with oversight of operations of the NFIP. Flood Plain Management activities are designed to provide an integrated and comprehensive approach to reducing the loss of lives and damage to property due to floods at the Federal, State, and local level.

In 1990 funding for this activity is derived from the National Flood Insurance Fund to the Salaries and Expenses appropriation. For 1991 and 1992, the Salaries and Expenses appropriation will be reimbursed from the National Flood Insurance Fund with outlays and budget authority scored against that fund. All costs of this activity are paid for by policyholders, as directed by the Omnibus Budget Reconciliation Act of 1990.

3. 1990 Accomplishments. In 1990, FEMA used \$10,712,000 and 493 workyears for this activity under Salaries and Expenses. These staff resources were used to accomplish the following:

Flood Plain Management

- o Conducted 168 initial time and cost meetings with communities to set the scope of study for flood insurance studies or restudies.
- o Conducted 556 final community consultation meetings to explain the result of completed flood insurance studies or restudies.
- o Managed 1,342 studies and restudies currently underway by monitoring the progress of technical evaluation and study contractors.
- o Evaluated 2,927 official appeals or revisions to flood insurance rate maps.
- o Effected 386 communities for conversion to the regular phase of the NFIP and 142 flood insurance restudies.
- o Operated a fee charge system for flood study reports and maps and for the review of proposed flood control projects to reduce escalating costs for this service. Implemented fee charge systems for archived flood insurance study data and map subscription service.

- o Managed distribution operations for 8.5 million flood map panels and archived map microfilming operations.
- o Planned procurement for 168 flood insurance restudies and 93 Limited Map Maintenance Projects.
- o Managed special studies and planning for erosion rate studies.
- o Initiated a study on the effects of sea level rise on the NFIP as mandated by P.L. 101-137.
- o Managed various engineering and research studies for program development and improvement.
- o Managed the work plan for the Community Assistance Program and the Community Compliance Program which serve nearly 18,000 communities utilizing FEMA staff plus Support Service Program staff from the States and Federal agencies.
- o Conducted visits or contacts to evaluate the flood plain management programs of over 3,500 communities and to provide technical assistance to local officials, States, and the private sector.
- o Assisted over 2,000 communities in updating their flood plain management ordinances.
- o Determined community eligibility and took suspension and reinstatement actions for nearly 200 communities.
- o Ensured that communities carried out program requirements and where necessary, initiated probation actions against 11 noncompliant communities, legal actions that only FEMA staff can carry out.
- o Prepared a report evaluating the performance of flood loss reduction standards during Hurricane Hugo.
- o Initiated development of a standard operating procedure for assessing damages and providing technical assistance after catastrophic flood events.
- o Conducted assessments of damages prevented by NFIP flood plain management requirements and on repetitive loss and substantially damaged structures.
- o Completed update of the Residential Repair Manual and an initial distribution to communities, States, and the American Red Cross.
- o Developed technical bulletins on manufactured home installation, pile and column construction for structures in coastal high hazard areas, and below grade parking structures.
- o Completed the third "Best Build" video in a series developed in cooperation with the National Association

of Homebuilders. The videos discuss loss reduction strategies and tools for use by community building officials, builders, developers, engineers, and architects.

- o Reviewed and selected flood damaged property for purchase.
- o Provided leadership in the preparation of a National Assessment of Flood Plain Management under the aegis of the Unified National Program for Floodplain Management.

Insurance Activities

- o Developed a comprehensive plan covering all NFIP marketing activities.
- o Completed the core of the enhanced actuarial information system.
- o Published a notice in the Federal Register announcing implementation of the Community Rating System on October 1, 1990.
- o Implemented the Single Adjuster Program with Write-Your-Own companies and the South Carolina wind plan in handling the extremely high volume of hurricane Hugo losses.
- o Processed 106 claims for erosion damage as provided for by P.L. 100-242.
- o Conducted underwriting/policy administration operation reviews pursuant to the Write-Your-Own financial control plan to ensure company compliance with NFIP rules.
- o Conducted claims operation reviews pursuant to the Write-Your-Own financial control plan to ensure company compliance with NFIP rules.
- o Utilized the resources of the homebuilding industry to assist with efforts to assure the safe rebuilding of damaged and destroyed structures following hurricane Hugo.
- o Developed a program for the forced placement of flood insurance, with the assistance of the lending and insurance industries, that will assist the lending industry in realizing greater flood insurance compliance on mortgage loans, similar to that which exists with private hazard insurance.

4. Changes from the 1991 Estimates. None.

5. 1991 Program. In 1991, FEMA is allocating \$11,078,000 and 203 workyears to this activity under Salaries and Expenses. Resources will be used to accomplish the following:

Flood Plain Management

- o Conduct 135 initial time and cost meetings with communities to set the scope of study for flood insurance studies and restudies and plan procurement for these studies and 210 limited map updates.
- o Conduct 304 final community consultation meetings to explain the results of completed flood insurance studies or restudies.
- o Manage 1,053 studies and restudies underway by monitoring the progress of technical evaluation and study contractors.
- o Effect 440 community conversions to the regular phase of the NFIP and effect 202 flood insurance restudies.
- o Evaluate 3,080 official appeals or map revision requests.
- o Operate fee charge systems for flood maps, reviews of proposed flood control projects, archive flood risk study data requests, map subscription service and implement a new fee charge system for certain map revisions.
- o Manage distribution operations for 7.4 million flood map panels.
- o Continue planning and testing of procedures for erosion rate studies.
- o Manage various engineering and research studies for program development and improvement.
- o Complete a study on the effects of sea level rise on the NFIP as mandated by P.L. 101-137.
- o Manage the work plan for the Community Assistance Program and the Community Compliance Program which serve nearly 18,000 communities utilizing FEMA staff plus Support Service Program staff from the States and Federal agencies.
- o Conduct visits or contacts to evaluate the flood plain management programs of over 3,600 communities and to provide technical assistance to local officials, States, and the private sector.
- o Assist 350 communities in updating their flood plain management ordinances.
- o Determine community eligibility and take suspension and reinstatement actions for nearly 200 communities, legal actions only FEMA staff can carry out.

- o Ensure that communities carry out program requirements and initiate probation actions for an estimated 20 noncompliant communities, an increase of 33 percent resulting from increasing effectiveness of monitoring, legal actions that only FEMA staff can carry out.
- o Conduct assessments and evaluations of the effectiveness of NFIP flood loss reduction program in reducing flood losses.
- o Verify that 200 communities are in full compliance with minimum NFIP requirements prior to receiving rate credits under the Community Rating System (CRS). This is a new activity associated with the first year of operation for the new CRS and can only be carried out by FEMA staff.
- o Continue development of a standard operating procedure for providing damage assessment and technical assistance after catastrophic flood events.
- o Initiate an evaluation of the compatibility of NFIP flood loss reduction standards with the national model building code standards for earthquake, wind and fire.
- o Complete the development of consensus standards for interim management of the rapid development in the arid west States and initiate a long range study to develop detailed management standards and guidance.
- o Provide leadership to update the Unified National Program for Floodplain Management and recommend actions to the President for improving the effectiveness of flood plain management.
- o Review and select flood damaged property for purchase.

Insurance Activities

- o Manage the servicing contract which provides day-to-day operational support for the NFIP.
- o Continue to work with Write-Your-Own companies, agents, and lenders to develop sound approaches to effectively market the flood insurance program.
- o Perform claims and underwriting administration reviews of Write-Your-Own companies and claims reinspections of Write-Your-Own claims, pursuant to the Write-Your-Own financial control plan.
- o Conduct the annual actuarial review of insurance experience and analyze catastrophic reserve requirements.
- o Implement the Community Rating System.

- o Continue to implement the erosion benefits program established by P.L. 100-242.
 - o Develop new policy forms for insuring condominiums.
 - o Continue using integrated flood insurance claims offices in areas of flooding where in excess of 500 claims are expected for the direct side.
 - o Implement the forced placement program for lenders.
 - o Modify the requirements for the condominium master policy to assure insurance to value.
 - o Work with lending regulators to standardize reporting and recordkeeping for flood insurance purchase requirements to make compliance and examination easier.
6. 1992 Program. In 1992, FEMA requests \$12,874,000 and 208 workyears for this activity under Salaries and Expenses. These funds will be used to accomplish the following:

Flood Plain Management

- o Conduct 150 initial time and cost meetings with communities to set the scope of study for flood insurance studies and restudies and plan procurement for these studies and 210 limited map updates.
- o Conduct 236 final community consultation meetings to explain the results of completed flood insurance studies or restudies.
- o Manage 572 studies and restudies underway by monitoring the progress of technical evaluation and study contractors.
- o Evaluate 3,000 official appeals or map revision requests.
- o Operate fee charge systems for flood maps, reviews of proposed flood control projects, certain map revisions and requests for archive risk study data.
- o Manage distribution operations for 5.9 million flood map panels.
- o Manage map digitizing operations for approximately 40 counties and independent cities.
- o Manage various engineering and research studies for program development and improvement.

- o Manage the work plan for the Community Assistance Program and the Community Compliance Program which serve more than 18,000 communities utilizing FEMA staff plus Support Service Program staff from the States and Federal agencies.
- o Conduct visits or contacts to evaluate the flood plain management programs of over 4,200 communities (an increase of 10 percent) and to provide technical assistance to local officials, States, and the private sector in their implementation of floodplain management programs.
- o Assist 1,000 communities in updating their flood plain management ordinances.
- o Determine community eligibility and take suspension and reinstatement actions for nearly 200 communities, legal actions only FEMA staff can carry out.
- o Ensure that communities carry out program requirements and initiate probation actions against 30 noncompliant communities (an increase of 33 percent), legal actions that only FEMA staff can carry.
- o Conduct assessments and evaluations of the effectiveness of NFIP flood loss reduction program in reducing flood losses.
- o Verify that 800 additional communities (an increase of 400 percent) are fully compliant with the minimum NFIP requirements prior to receiving rate credits under the new Community Rating System; during the second year of the new CRS a larger number of communities will be requiring certification of compliance. Certification is a legal action only FEMA staff can carry out.
- o Provide technical assistance to 800 communities applying for credit under the Community Rating System.
- o Test and deploy standard operating procedures for providing damage assessment and technical assistance after a catastrophic flood event.
- o Complete the evaluation of the compatibility of NFIP flood loss reduction standards of the national model codes with earthquake, wind and fire standards.
- o Complete the development of detailed flood plain management standards and guidance for communities in arid western States.
- o Provide leadership for implementation of recommendations to improve the effectiveness of flood plain management at all levels of government under the Unified National Program for Floodplain Management.
- o Review and select flood damaged property for purchase.

Insurance Activities

- o Manage the servicing contract which provides day-to-day operation support for the NFIP.
- o Utilize results of the Write-Your-Own program evaluation to reduce Write-Your-Own program costs and improve the NFIP's effectiveness in achieving its goals.
- o Continue to work with Write-Your-Own companies, agents, and lenders to develop sound approaches to effectively market the flood insurance program.
- o Produce additional video tapes which address various aspects of the NFIP to improve program awareness and understanding.
- o Develop new ways to assist insurance companies, agents, and lenders in increasing market penetration.
- o Conduct the annual actuarial review of insurance experience and analyze catastrophic reserve requirements.
- o Continue to assist communities participating in the Community Rating System.
- o Perform claims and underwriting administration reviews of Write-Your-Own companies and claims reinspections, pursuant to the Write-Your-Own financial control plan.
- o Continue using integrated flood insurance claims offices in areas of flooding where in excess of 500 claims are expected for the direct side.
- o Assist lenders in meeting their responsibilities under the Flood Disaster Protection Act of 1973.

1992 Increase/Decrease: A net increase of \$1,796,000 and 5 workyears for this activity reflects the following: (1) an increase of \$35,000 for the three month cost in 1992 of the 1991 GS/GM pay raise; (2) an increase of \$311,000 for 1992 pay costs; (3) an increase of \$910,000 to fund the 1992 authorized workyear level with a decrease of 5 workyears to eliminate unfunded vacant positions; and (4) an increase of 10 workyears and \$540,000 for the following:

- o Implementation of the Community Rating System, which will create a major workload for the regional offices including responding to requests for information, technical verification of eligible community flood loss reduction actions, and additional compliance activities.

- o Increased Congressional interest in enforcement of the mandatory purchase requirements of the Flood Disaster Protection Act of 1973 has resulted in an increased workload in the regional offices.
 - o Any cutback in other activities, such as monitoring of community compliance and provision of technical assistance to reduce flood risk, in order to meet these new demands, could expose the NFIP and related Federal disaster assistance program to greater program expenditures.
7. Outyear Implications. No outyear implications over the 1992 request.
8. Advisory and Assistance Services. None.

SALARIES AND EXPENSES
DISASTER RELIEF ADMINISTRATION
(Dollars in Thousands)

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/Decrease</u>	
		<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>
A. Disaster Relief Administration... (Budget Authority)	SE-52	217	\$11,328	233	\$11,647	233	\$11,587	264	\$18,027	31	\$6,440
<u>Permanent Workyears</u>											
Headquarters.....			55		59		59		70		11
Regions.....			162		174		174		194		20
Total Permanent.....			217		233		233		264		31
<u>Total Workyears</u>			217		233		233		264		31

Changes From Original 1991 Estimates: Reflects a decrease of \$60,000 from the application of a general Congressional reduction.

**SALARIES AND EXPENSES
DISASTER RELIEF ADMINISTRATION
(Dollars in Thousands)**

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$9,587	\$9,544	\$9,514	\$11,222	\$1,708
11.3 Other than full-time permanent.....	147	...	...	...	...
11.5 Other personnel compensation.....	316	...	...	...	...
11.6 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	<u>9,050</u>	<u>9,544</u>	<u>9,514</u>	<u>11,222</u>	<u>1,708</u>
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	1,482	1,326	1,326	1,440	114
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	342	535	505	650	345
22.0 Transportation of things.....	7	2	2	20	18
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	...	750	750
24.0 Printing and reproduction.....	29	1	1	22	21
25.0 Other services.....	342	212	212	1,128	916
26.0 Supplies and materials.....	12	2	2	20	18
31.0 Equipment.....	64	25	25	2,575	2,550
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>11,328</u>	<u>11,647</u>	<u>11,567</u>	<u>18,027</u>	<u>6,440</u>

DISASTER RELIEF ADMINISTRATION

A. Salaries and Expenses.

1. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. App 5121 et seq.; Executive Order 12148, as amended, and Regulations 44 CFR, Subchapter D.
2. Objective/Activity Description. Program administration includes the following principal areas:
 - a. Management and Coordination. The majority of Management and Coordination resources for disaster relief are allocated to providing program support and staffing Federal Coordinating Officer/Disaster Recovery Manager (FCO/DRM) positions in Disaster Field Offices (DFO's) for the delivery of assistance in declared major disasters and emergencies. Other functions include: administration of assistance; processing of all requests for declarations; supporting Federal Coordinating Officer (FCO) functions; managing the Disaster Relief Appropriation; conducting critiques and program evaluations; coordinating automated support systems; and developing training programs.
 - b. Individual Assistance for Disaster Relief. The majority of Individual Assistance resources are allocated to managing the delivery of Individual Assistance programs (Individual and Family Grants, Temporary Housing, Crisis Counseling, Disaster Unemployment Assistance and Legal Services for low-income victims) in declared major disasters and emergencies. Other functions include: the development of policy and procedures to provide prompt and effective delivery of assistance authorized by the Act; program oversight and evaluation; and coordination with other non-FEMA entities providing related assistance to disaster victims.
 - c. Public Assistance for Disaster Relief. The majority of Public Assistance resources are allocated to managing the delivery of Public Assistance to and funding emergency services for State and local applicants in declared major disasters and emergencies. Public Assistance projects constitute approximately two thirds of obligations annually from the President's Fund. Other functions include: development of policy and procedures; oversight and evaluation of program activities; and coordination of program management improvements to ensure that assistance is provided in an efficient and timely manner.
 - d. Hazard Mitigation and Preparedness. Hazard mitigation and preparedness resources are allocated to provide technical assistance, guidance and funding to affected entities in declared major disasters and emergencies, in order to identify mitigation opportunities and develop plans for mitigation activities. In addition, FEMA has the lead role in coordinating the activities of 27 Federal agencies at the national and regional levels in the development and implementation of plans for response to catastrophic natural disasters. The interagency catastrophic disaster response planning process has produced a plan which has been agreed to by the 27 Federal agencies and which has resulted in the staging of catastrophic disaster exercises in fiscal years 1989, 1990 and 1991. While the primary emphasis of this process has been anticipation of catastrophic

earthquakes, the plan applies to the range of disasters under which governors could be expected to request Stafford Act assistance. This program also implements the new hazard mitigation grant program authorized in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, which provides up to 50% Federal funding for cost-effective mitigation measures. FEMA also provides interagency leadership in the development of a Federal first response capability to facilitate life saving and property protection following catastrophic disasters of all kinds, where the Stafford Act is requested, when State and local response structures are overwhelmed by the magnitude of the disaster.

- e. Disaster Preparedness Improvement Grants. Disaster Relief Administration staff resources manage the Disaster Preparedness Improvement Grants (DPIG) program, coordinating program reviews and the delivery of planning grant assistance.
3. 1990 Accomplishments. In 1990, FEMA used 217 workyears and \$11,328,000 for this activity under Salaries and Expenses. The majority of the Regional Office and a significant portion of the National Office staff resources were dedicated to supporting delivery of assistance in declared major disasters and emergencies. Recovery efforts stemming from Hurricane Hugo and the Loma Prieta earthquake placed extremely heavy demands on all staff resources. Other accomplishments are noted according to the five principal areas of program activity.

a. Management and Coordination.

- o Processed requests for 45 major disasters which resulted in 35 declared disasters in 585 counties (an average year has 24 declared disasters in 254 counties).
- o Managed \$2.026 billion in Stafford Act disaster response and recovery assistance, a record amount for disaster assistance funding.
- o Funded and deployed over 150 generators, 4 million pounds of food, and other emergency supplies and equipment for the Hurricane Hugo island disasters.
- o Responded to enormous media and Congressional interest (over 600 Congressional letters were answered) following Hurricane Hugo, the Loma Prieta earthquake, and subsequent disasters.
- o Provided Congress with a one-time report on recommendations for the administration of the disaster assistance programs, as directed by Section 110 of the Stafford Act.
- o Conducted an extensive analysis of the Hurricane Hugo and Loma Prieta earthquake disaster responses, resulting in initiatives for major programmatic changes.
- o Provided support guidance in 35 disasters. This included guidance in management of personnel,

202

property, vehicles, finances, and computer operation.

- o Conducted a total of 1 regional office and 5 DFO reviews in various program areas.
- o Closed out 5 major disasters and 9 fire suppression agreements.
- o Issued the first annual comprehensive monitoring and evaluation report on disaster program management and delivery.
- o Developed substantive enhancements to the Automated Disaster Management Systems (ADAMS) and initiated a complete reprogramming of the Individual Assistance component to achieve more efficient processing capabilities.
- o Initiated comprehensive analysis of system architecture to provide better support for large scale disaster recovery processing.
- o Revised the Agency instruction establishing policies and procedures governing management of the 1,700 disaster reservists.
- o Provided training for 2,225 Reservists and Local Hires due to extraordinary disaster activity.

b. Individual Assistance for Disaster Relief (IA).

- o Delivered individual assistance in 30 major disasters, including the Loma Prieta earthquake, and provided continuing assistance to 1989 disaster operations relating to Hurricane Hugo.
- o Published guidance for State share loans in the Individual and Family Grant (IFG) program.
- o Developed outline for a study to determine the cost effectiveness of imposing flood insurance requirements on IFG recipients.
- o Issued policy guidance on application-taking from disaster victims who are insured.
- o Modified IFG regulations.
- o Trained and rostered approximately 200 headquarters staff for disaster application-taking functions in catastrophic disasters.
- o Implemented teleregistration procedures nationwide.

- o Completed draft revisions of standard form letters to improve communications with applicants.
- o Initiated a review of the mobile home storage programs.
- o Participated in a comprehensive review of disaster assistance operations, resulting in the development of a series of initiatives for streamlining the individual assistance programs and delivery mechanisms.

c. Public Assistance for Disaster Relief (PA).

- o Delivered public assistance in 30 major disasters and processed an unprecedented number of damage survey reports, project applications, and appeals resulting from Hurricane Hugo and the Loma Prieta earthquake.
- o Issued new regulations to reflect the Public Assistance program changes mandated by the Robert T. Stafford Disaster Relief and Emergency Assistance Act. These included changes in: requirements for matching grants, eligible applicants, eligible costs, financial advances to the States, insurance and award amounts.
- o Implemented changes to Public Assistance regulations based on requirements identified by the comprehensive program review conducted in 1988.
- o Provided administration and oversight for large individual projects including management of time limitations, required changes, interim and final inspections, and claims for reimbursement.
- o Approved \$89.9 million Community Disaster Loan for the Virgin Islands as a result of Hurricane Hugo.
- o Continued on-going actions to close-out older disasters and claims collection efforts.
- o Identified program modifications required as a result of lessons learned from large scale disasters which occurred in late 1989 and early 1990.
- o Conducted meetings with other Federal agencies to coordinate areas of program interface and mutual support.

d. Hazard Mitigation and Preparedness.

- o Provided technical assistance and coordinated preparation of Hazard Mitigation Reports in 35 major

disasters.

- o Provided technical assistance to States in the identification and development of post-disaster mitigation projects funded under the Hazard Mitigation Grant Program, and automated the obligation of funds through improvements to the DAP computer network.
 - o Increased the number of States with State level multi-hazard mitigation plans, thereby increasing overall preparedness and limiting subsequent post-disaster planning requirements.
 - o Incorporated hazard mitigation evaluation data into technical assistance and program administration materials.
 - o Issued final regulations for the Hazard Mitigation Planning and Hazard Mitigation Grant program authorized under sections 409 and 404 respectively of the Stafford Act.
 - o Initiated broadening of the Federal Catastrophic Earthquake Response Plan to include other natural disasters; clarified Federal policy, roles and responsibilities with respect to disaster response; and, began development of a coordinated Federal approach to Urban Search and Rescue.
 - o Conducted RESPONSE 90 exercise in Salt Lake City, Utah for the Federal Catastrophic Earthquake Response Plan and initiated drafts of regional procedural supplements to the Plan in all regions.
 - o Identified, selected, and funded hazard mitigation projects supported by the Hazard Mitigation Assistance program funded under Earthquakes and Other Natural Hazards.
 - o Convened three meetings of the Catastrophic Disaster Response Group (CDRG) to review progress in Federal response planning and preparedness of the 27 member agencies. Also, convened the CDRG in response to the Loma Prieta earthquake.
 - o Initiated extensive interagency planning in the northern and southern New Madrid seismic risk areas in preparation for Federal/State earthquake response exercises in fiscal years 1991 and 1992.
 - o Conducted extensive interagency coordination both at Headquarters and in the field with emergency planners from other Federal agencies to enhance Federal preparedness capabilities.
- e. Disaster Preparedness Improvement Grants.
- o Coordinated delivery of planning grants to 54 applicants.

4. Changes from the 1991 Estimates. Reflects a decrease of \$60,000 from the application of a general Congressional reduction.
5. 1991 Program. In 1991, FEMA is allocating \$11,587,000 and 233 workyears to this activity under Salaries and Expenses. Close-out activities related to Hurricane Hugo and the Loma Prieta earthquake will place on-going demands on staff resources, and needed improvements to program management and administration identified during comprehensive reviews of FEMA's response to Hurricane Hugo and the Loma Prieta earthquake will be made. Proposed accomplishments are noted in the following sections.
- a. Management and Coordination.
- o Process an estimated 40 requests for disaster and emergency declarations, with an estimated 24 potential declarations.
 - o Provide program support guidance in approximately 24 major disasters. This includes management of personnel, property, vehicles, finances, and computer operations.
 - o Issue the second annual comprehensive monitoring and evaluation report on disaster program management and delivery.
 - o Continue processing activities associated with Hurricane Hugo and the Loma Prieta earthquake.
 - o Reprint Volume I and publish Volume II of the Disaster Operations Manual. Complete and publish Volume III. These manuals cover policies and procedures on the disaster declaration, recovery, and close-out process.
 - o Implement new ADAMS capabilities, in particular a new component for Individual Assistance processing and more efficient mechanisms to generate improved management information.
 - o Initiate implementation of further additions or enhancements (hardware and/or software) to ADAMS and related systems based on the results of the analysis of system architectures carried out during 1990.
 - o Provide for improvements to program management and delivery systems to the Regions, State and local jurisdiction.
 - o Provide program training and related materials to State and local governments.
 - o Conduct thorough review of the Stafford Act for possible legislative proposals.

- o Provide oversight and direction for policy and legislation.
 - o Provide for evaluation and analyses of programs and their delivery systems to ensure that the monitoring mechanisms that are in place are current and operational.
 - o Conduct five regional and three field office reviews for each program area.
- b. Individual Assistance for Disaster Relief.
- o Deliver assistance in an estimated 22 major disasters.
 - o Prepare and deliver program and operations training to Individual Assistance permanent full-time headquarters and regional staff.
 - o Revise and publish handbooks for individual assistance programs, including those for FEMA staff and States.
 - o Develop policy and procedures for funding hazard mitigation measures in the Individual and Family Grant program.
 - o Continue close-out activities associated with Hurricane Hugo and the Loma Prieta earthquake.
 - o Prepare comprehensive new legislative initiatives, to include a single grant program to incorporate the variety of funding sources currently available and, if enacted, begin the preparation of guidance necessary to implement these changes.
 - o Complete the study on Individual and Family Grant and Flood Insurance relationships.
 - o Explore alternatives to the current program interrelationship of the Small Business Administration disaster loan program and the Individual and Family Grant program.
 - o Issue policy guidance on duplication of benefits with the American Red Cross.
 - o Adopt an enhanced public information and outreach approach in the delivery of individual assistance. Develop appropriate policies and procedures for outreach functions.
 - o Issue revised standard form letters for field use.
 - o Evaluate the feasibility of implementing a central processing capability in individual assistance, and

of collocating the facility with the teleregistration facility. Central processing would combine the processes of taking, reviewing, and completing the processing of applications after eligibility decisions are made at the local Disaster Field Office.

- o Complete revisions to the Disaster Assistance application/registration form and process.
- o Initiate contract for automation of combined verification inspections.
- o Complete arrangements for the manufacture, storage, transportation and distribution of plastic sheeting for temporary roofs.
- o Revise policy, procedures, guidance, and staffing requirements to continue the mobile home storage program as a temporary housing resource.
- o Initiate planning and development activities for a permanent teleregistration facility.

c. Public Assistance for Disaster Relief.

- o Deliver public assistance in approximately 20 major disasters.
- o Publish final insurance regulations implementing the Robert T. Stafford Act.
- o Continue close-out activities associated with Hurricane Hugo and the Loma Prieta earthquake.
- o Continue aggressive action to close older disasters.
- o Monitor the performance of the states in carrying out their increased public assistance responsibilities under the Stafford Act, part 13, and the President' Executive Order on Federalism.
- o Examine means of improving financial program management processes for the Public Assistance Program as the letter of credit process is replaced by SMARTLINK.
- o Based on findings in Hurricane Hugo and the Loma Prieta earthquake, make improvements to the Public Assistance Program to assure the best possible response to future major disasters.
- o Develop enhancements to the Public Assistance Module of ADAMS.
- o Investigate legislative initiatives to allow provision of a wider range of emergency assistance to States and local government through other Federal agencies prior to a governor's request.

- o With a view towards developing alternative approaches, review the floor cost formula used in the Section 420 Fire Suppression Assistance program in consultation with the U.S. Forest Service and State foresters.
- o Conduct Public Assistance training for State officials.
- o Develop a plan for the transition of Department of Education disaster related school repair responsibilities to the Public Assistance Program.

d. Hazard Mitigation and Preparedness.

- o Deliver Hazard Mitigation grant assistance in approximately 24 major disasters.
- o Provide technical assistance and coordinate preparation of Hazard Mitigation Reports for major disasters.
- o Increase the number of States with State level multi-hazard mitigation plans, thereby increasing overall preparedness and limiting subsequent post-disaster planning requirements.
- o Continue to expand the data base on hazard mitigation measures as an evaluation tool to determine cost-savings created by the program.
- o Incorporate hazard mitigation evaluation data into technical assistance and program administration materials.
- o Improve functional program interrelationships with other agencies to use those programs more effectively in reducing disaster related damages.
- o Undertake table top earthquake response exercises in the Puget Sound (Seattle) area and the Central United States (Memphis/St. Louis).
- o Continue development of the Federal Disaster Response Plan as a general Federal plan for response to a wider range of disasters requiring assistance under the Stafford Act.
- o Identify, select and fund hazard mitigation projects supported by the Hazard Mitigation Assistance program funded under National Earthquake Program and Other Hazards.

- e. Disaster Preparedness Improvement Grants.
- o Coordinate the delivery of grant assistance to a potential 54 applicants, with emphasis on improving State preparedness to deliver disaster assistance and to mitigate hazards through improved State disaster plans and training of personnel with disaster assignments.
6. 1992 Program. In 1992, FEMA requests \$18,027,000 and 264 workyears for this activity under Salaries and Expenses. Program management and administration improvements identified during reviews of FEMA's response to Hurricane Hugo and the Loma Prieta earthquake will continue. Continuing close-out activities associated with Hurricane Hugo and the Loma Prieta earthquake will continue to place demands on staff resources. The accomplishments projected for 1992 are noted below:
- a. Management and Coordination.
- o Process requests for approximately 40 disaster and emergency declarations, with an estimated 24 potential declarations.
 - o Provide program support guidance in approximately 24 major disasters. This includes management of personnel, property, vehicles, finances, and computer operations.
 - o Issue the third annual comprehensive monitoring and evaluation report on disaster program management and delivery.
 - o Continue close-out activities associated with Hurricane Hugo and the Loma Prieta earthquake.
 - o Conduct five regional and three field office reviews for each program area.
 - o Provide for improvements to program management and delivery systems to the Regions, State and local jurisdictions.
 - o Provide oversight and direction for policy and legislative initiatives.
 - o Continue expansion and configuration of new ADAMS resources designed to address large scale disaster recovery processing.
 - o Provide for evaluation and analyses of programs and their delivery systems to ensure that the monitoring mechanisms that are in place are current and operational.

b. Individual Assistance for Disaster Relief.

- o Deliver disaster assistance in approximately 22 major disasters.
- o Lease space for, staff, train, and manage the permanent teleregistration facility; fund any needed improvements to the telephone, data processing, and data transmission systems.
- o If determined feasible, implement the central processing function.
- o Continue close-out activities associated with Hurricane Hugo and the Loma Prieta earthquake.
- o If legislation is passed, complete concept development, regulations, policies, and procedures for a single grant program to replace the variety of currently available disaster programs.
- o Develop an enhanced training program for individual assistance functions.
- o Complete field testing of automated combined verification process.
- o Review all publications, procedures, and policy guidance, and revise as necessary to reflect changes published in the final individual assistance regulations.

c. Public Assistance for Disaster Relief.

- o Deliver public assistance in approximately 20 major disasters.
- o Continue close-out activities associated with Hurricane Hugo and the Loma Prieta earthquake.
- o Continue aggressive action to close older disasters.
- o Conduct public assistance training for State officials.
- o Develop enhancements to the Public Assistance Module of ADAMS.
- o Conduct meetings with other Federal agencies to coordinate areas of program interface and material support.

d. Hazard Mitigation.

- o Deliver Hazard Mitigation grant assistance in approximately 24 major disasters.

- o Provide technical assistance and coordinate preparation of Hazard Mitigation reports for major disasters.
 - o Increase the number of States with State level multi-hazard mitigation plans, thereby increasing overall preparedness and limiting subsequent post-disaster planning requirements.
 - o Continue to expand the data base on hazard mitigation measures as an evaluation tool to determine cost-savings created by the program.
 - o Incorporate hazard mitigation evaluation data into technical assistance and program administration materials.
 - o Improve functional program interrelationships with other agencies to use those programs more effectively in reducing disaster related damages.
 - o Design and conduct a full, functional earthquake response exercise in the Central United States; finalize regional procedural supplements to the Plan in all regions with funding under the National Earthquake Program and Other Hazards activity.
 - o Continue at current levels a disaster response planning and exercising program for all hazards in order to begin establishment of appropriate Federal response in assisting State and local governments with immediate, first response needs when their systems are overwhelmed by catastrophic or other significant disasters.
 - o Identify, select and fund hazard mitigation projects supported by the Hazard Mitigation Assistance program.
- e. Disaster Preparedness Improvement Grants.
- o Coordinate the delivery of grant assistance to a potential 54 applicants, with emphasis on improving State preparedness to deliver disaster assistance and to mitigate hazards through improved State disaster plans and training of personnel with disaster assignments.

1992 Increase/Decrease. A net increase of \$6,400,000 and 31 workyears for this activity reflects the following: (1) an increase of \$34,000 for the three month cost in 1992 of the 1991 GS/GM pay raise; (2) an increase of \$402,000 for the 1992 pay costs; (3) an increase of \$95,000 and a decrease of 5 workyears to reflect the 1991 operating level; and (4) an increase of \$5,909,000 and 36 workyears to support increased program monitoring and financial management in the regions and teleregistration. The additional workyears will enable the Agency to

review its program regulations.

7. Outyear Implications. Annual operating costs for the permanent teleregistration office will be approximately \$750,000.
8. Advisory and Assistance Services. None.

SALARIES AND EXPENSES
EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/Decrease</u>	
		<u>HY</u>	<u>Amt</u>	<u>HY</u>	<u>Amt</u>	<u>HY</u>	<u>Amt</u>	<u>HY</u>	<u>Amt</u>	<u>HY</u>	<u>Amt</u>
A. Emergency Food and Shelter (Budget Authority).....	SE-67	5	\$219	6	\$240	6	\$240	5	\$247	-1	\$7
<u>Permanent Workyears</u>											
Headquarters.....		5		6		6		5		-1	
Regions.....		...		...		...		...		...
Total Permanent.....		5		6		6		5		-1	
<u>Total Workyears</u>		5		6		6		5		-1	

Changes from Original 1991 Estimates: None.

**SALARIES AND EXPENSES
EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)**

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$123	\$152	\$152	\$160	\$8
11.3 Other than full-time permanent.....	1	...	...	...	...
11.5 Other personnel compensation.....	1	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	125	152	152	160	8
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	35	17	17	22	5
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	7	20	20	15	(5)
22.0 Transportation of things.....	...	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	...	...	...
24.0 Printing and reproduction.....	29	25	25	25	...
25.0 Other services.....	23	26	...	25	25
26.0 Supplies and materials.....	...	...	26	...	(26)
31.0 Equipment.....	...	...	...	...	...
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	219	240	240	247	7

A. Emergency Food and Shelter (EFS) (Salaries and Expenses)

1. Authority. The Stewart B. McKinney Homeless Assistance Act of 1987, as amended, Title III, P.L. 100-77.
2. Objective/Element Description. Program administration resources support the funding of the activities coordinated by the National Board, program review, and oversight.
3. 1990 Accomplishments: In 1990, FEMA used \$219,000 and 5 workyears for this activity under Salaries and Expenses. In addition to the coordination of funding through the National Board activities, program accomplishments included:
 - Coordination with DoD on the Food Bank/Commissary program.
 - Program and documentation training during the spring and early summer in 26 cities across the nation; 50 training sessions were conducted which provided instruction to approximately 1,000 program participants.
 - Development of a National Survey for all Local Boards (2,300) and Local Volunteer Organizations (10,000) to evaluate the effectiveness of the program and to determine future policy direction.
 - Preparation of an Emergency Education Network Satellite broadcast entitled "Federal Dollars - Local Concerns". The program aired October 17, 1990, and included an overview of the McKinney Act Programs, and a discussion on Local Boards and State Set-Aside committees.
 - Working with the Interagency Council on the Homeless (ICH) on several issues including: assisting Department of Housing and Urban Development by advertising information on foreclosed, single-family homes to National, State and local non-profit organizations receiving EFS funds; and participation in ICH Bi-Regional conferences.
 - Site visits to Local Boards and local volunteer organizations.
 - Finishing a new booklet on exemplary food, shelter and multi-service programs titled CHECKLIST FOR SUCCESS. An original volume on Exemplary Programs had been published by FEMA and the National Board in 1985. This new edition, prepared for the EFS program by the National Alliance to End Homelessness, seeks to showcase replicable programs. The text also highlights successful networking efforts at the city and State levels.
4. Changes from the 1991 Estimates. None.
5. 1991 Program. In 1991, FEMA is allocating \$240,000 and 6 workyears to this activity under Salaries and

Expenses. The Emergency Food and Shelter National Board activities will include:

- Conducting an Emergency Food and Shelter National Board Retreat to determine new policy directions.
- Conducting additional site visits and spot audits to monitor agency expenditures.
- Continuing coordination with DoD on Food Bank/Commissary program to enhance and expand food bank and commissary participation in the program.
- Continuing participation in activities sponsored by the Interagency Council in order to disseminate information to State and local officials on EFS Program policies and issues.
- Developing program information materials for a better understanding of program guidelines and use of EFS funds.
- Completing the contract on "Nature and Extent of Homelessness" and assessing the effectiveness of the EFS program.
- Compiling EFS survey results and completing study on EFS program effectiveness.

6. **1992 Program.** In 1992, FEMA requests \$247,000 and 5 workyears under Salaries and Expenses for this activity. In addition to coordination of funding through the National Board, program activities will include:

- Conducting site visits and spot audits to monitor agency expenditures.
- Participation in Interagency Council activities, particularly the smaller regional meetings for provider groups.
- Reviewing 1990 Census information as part of a comprehensive review of the Program's funding formula.
- Coordinating training schedules with other McKinney Act programs for possible combined sessions.

1992 Increases/Decreases: A net increase of \$7,000 and a decrease of 1 workyear for this activity reflect the following: (1) and increase of \$7,000 for the 1992 pay raise costs; and (2) a decrease of 1 workyear to adjust workyears to reflect funding of workyears at the 1991 start of year levels.

7. **Outyear Implications.** No outyear implications over the 1992 request.
8. **Advisory and Assistance Services.** None.

**SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION**

Activity Overview

This activity includes consolidated support and operating costs for FEMA, as well as the salaries and related expenses for the following offices: Director's Office, General Counsel, Management Services, Security, Acquisition Management, Personnel and Equal Opportunity, Comptroller, Program Analysis and Evaluation, Administrative Support Staff, Other Administrative Expenses, Information Services, Regional Liaison, External Affairs, and Regional Executive Direction.

The Management and Administration request seeks to fund adequately the current level of workyears. Most of FEMA's non-personnel related Salaries and Expenses are funded in this activity. In 1992, for example, the Management and Administration request is made up of the following: personnel compensation and benefits (48%); rent, communications, and utilities (20%); service and maintenance contracts (16%); and an assortment of other non-workyear costs such as printing, supplies, shipping, and so on.

The 1992 budget requests \$52,275,000 and 477 workyears, an increase of \$7,483,000 and 10 workyears over 1991. The 1992 request includes increases in several areas: pay costs from the 1991 and 1992 pay raises; adequate funding for workyears, elimination of backlog in security investigation; contract close-out support; improvements to the financial management system; reporting requirements under the Chief Financial Officers' Act; and various uncontrollable cost increases for rent, supplies, equipment, and maintenance.

**SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)**

<u>Estimates by Office</u>	<u>1990</u>		<u>1991</u>		<u>1991</u>		<u>1992</u>		<u>Increase/</u>	
	<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Decrease</u>	
	<u>WY</u>	<u>Am't.</u>	<u>WY</u>	<u>Am't.</u>	<u>WY</u>	<u>Am't.</u>	<u>WY</u>	<u>Am't.</u>	<u>WY</u>	<u>Am't.</u>
A. Office of the Director.....	5	\$502	6	\$505	8	\$645	8	\$716	...	\$71
B. General Counsel.....	20	1,269	23	1,630	23	1,613	23	1,690	...	77
C. Personnel and Equal Opportunity.....	83	4,203	89	4,949	89	4,860	87	5,068	...	...
D. Comptroller.....	76	3,619	77	4,465	76	4,387	81	5,486	5	...
E. Office of Management Services.....	5	267	5	317	5	289	5	319	...	30
F. Security.....	14	1,288	15	1,311	15	1,297	14	1,727	-1	430
G. Acquisition Management.....	33	1,661	37	1,687	37	1,669	37	2,332	...	663
H. Program Analysis and Evaluation.....	6	374	8	388	8	442	8	513	...	71
I. Administrative Support Staff.....	57	2,277	61	2,217	60	2,193	59	2,533	-1	340
J. Other Administrative Expenses										
1. Rent.....	...	9,094	...	9,400	...	9,400	...	10,392	...	992
2. Other.....	...	3,488	...	3,570	...	3,500	...	3,657	...	157
K. Information Services										
1. Information Systems.....	18	1,053	18	1,020	18	1,020	25	2,760	9	1,740
2. Administrative Telephones.....	...	2,631	...	2,646	...	2,646	...	2,646	...	...
3. Office Automation.....	...	234	...	234	...	175	...	175	...	...
L. Regional Liaison.....	4	247	5	287	5	218	5	276	...	58
M. Regional Executive Direction.....	103	8,873	105	9,283	105	9,122	105	10,108	...	986
N. External Affairs.....	19	1,603	20	1,336	20	1,336	20	1,877	...	541
Total, Management & Administration (Budget Authority).....	440	42,683	467	45,243	467	44,792	477	52,276	10	7,483
<u>Permanent Workyears</u>										
Headquarters.....	337		362		362		372		10	
Regions.....	103		105		105		105		...	
Total, Permanent.....	440		467		467		477		10	
Total Workyears.....	440		467		467		477		10	

Changes From Original 1991 Estimates.

Reflects a decrease of \$451,000 from the application of a general congressional reduction;

Transfers between offices within Management and Administration to distribute resources according to need.

These changes can be summarized as follows:

	<u>1991 Request</u>	<u>General Reduction</u>	<u>Transfers</u>	<u>1991 Current Estimate</u>
Office of the Director	\$505	(\$5)	\$145	\$645
General Counsel	1,630	-17	...	1,613
Personnel and Equal Opportunity	4,949	-57	-32	4,860
Comptroller	4,465	-92	-6	4,367
Management Services	317	-3	-25	289
Security	1,311	-14	...	1,297
Acquisition Management	1,667	-18	...	1,669
Program Analysis and Evaluation	386	-4	60	442
Administrative Support Staff	2,217	-24	...	2,193
Rent	9,400	...	...	9,400
Other Administrative Expenses	3,570	-48	-22	3,500
Information Systems	1,020	...	...	1,020
Administrative Telephones	2,646	...	...	2,646
Office Automation	234	-59	...	175
Regional Liaison	267	-10	-59	218
External Affairs	1,336	...	...	1,336
Regional Executive Direction	<u>9,283</u>	<u>-100</u>	<u>-61</u>	<u>9,122</u>
Totals	45,243	-451	...	44,792

**SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)**

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 <u>Current Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$16,299	\$16,168	\$17,722	\$21,055	\$3,333
11.3 Other than full-time permanent.....	909	...	...	...	...
11.5 Other personnel compensation.....	486	...	343	343	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	17,694	16,168	18,065	21,396	3,333
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	2,826	2,785	3,045	3,879	834
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	676	1,053	853	853	...
22.0 Transportation of things.....	99	70	62	62	...
23.1 Rental payments to GSA.....	9,094	9,400	9,400	10,392	992
23.2 Rental payments to others.....	...	...	32	...	(32)
23.3 Communications, utilities, and miscellaneous charges.....	2,943	4,860	3,155	3,265	110
24.0 Printing and reproduction.....	370	362	405	484	79
25.0 Other services.....	6,430	6,207	7,493	8,460	967
26.0 Supplies and materials.....	1,068	1,293	955	955	...
31.0 Equipment.....	1,481	1,025	1,327	2,527	1,200
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	42,683	45,243	44,792	52,275	7,483

Management and Administration

1. Authorities. Reorganization Plan No. 3 of 1978 and Executive Orders 10480, 12127, 12148, 12656, 12657, and 12673, as amended.
2. Objective/Activity Description. This activity includes consolidated support and operating costs for FEMA, as well as the salaries and related expenses for the following offices, programs, and/or elements:

Office of the Director - This program includes the offices of the Director and the Deputy Director and exercises policy and managerial leadership in accomplishing FEMA's mission to plan for and recover from a broad spectrum of emergencies, ranging from imminent nuclear attack to natural disasters and technological disasters.

General Counsel - The General Counsel (GC) provides full statutory and legal support, advice, opinions, and services for all FEMA programs and activities.

Personnel and Equal Opportunity - This office develops, implements, and evaluates FEMA's personnel management programs and policies; provides overall planning, development, direction, and implementation of equal opportunity programs within FEMA; and provides for the management and operations of the Emergency Management Career Intern Program, as well as salaries, benefits and travel costs for interns.

Comptroller - The Comptroller is the principal advisor to the Director on financial and resource management matters. In this context, the office conducts analyses and evaluations of Agency financial management and resource issues; formulates and executes the Agency's budget; operates an Agency-wide accounting system to record, process, and report financial transactions; establishes financial goals, policies, and systems analysis and design for Agency resource management activities.

Management Services - This office provides policy coordination, executive liaison, special projects, and administrative functions for the Director and Deputy Director and coordinates the accomplishments of staff office activities. Executive responsibilities also include overseeing the activities and functions of the following offices: Security, Administrative Support, Acquisition Management, and Program Analysis and Evaluation.

Security - This office develops, implements, and administers security policies and procedures affecting the security of all FEMA facilities, personnel, programs and operations and conducts background investigations in accordance with Executive Orders 12156 and 10450 and Office of Personnel Management Federal Personnel Manual.

Acquisition Management - The office of Acquisition Management awards and administers acquisition and assistance instruments in support of the various FEMA programs.

222

Program Analysis and Evaluation (PA&E) - This office formulates the Agency's program analysis and evaluation policies, plans, programs, and procedures, and implements Agency-wide planning and management systems to support effective Agency mission performance. PA&E provides executive management support to the Director and Deputy Director by conducting special projects and assisting in the analysis and development of issues for the Director's and Deputy Director's use in his decision making and policy formulation process.

Administrative Support Staff - This program provides centralized management for a variety of support services needed to sustain FEMA Headquarters' activities, such as printing, procurement, graphic arts and design, office services, transportation, mail operations, publications storage and distribution, space management and other common support activities; management of the FEMA facility in Washington; management of property (including real property) and utilization of personal property and motor vehicles; and administration of a variety of related, administrative programs, such as records management, energy conservation, and the Information Collection Budget.

Other Administrative Expenses - This program consist of two elements: (1) Rent which provides for the rental of space for Headquarters, the Regions, and all field offices; and (2) Other Administrative Expenses which provides for administrative support and services to FEMA Headquarters.

Information Services - This program consists of the following three elements: (1) Information Systems which provides information systems support services to all FEMA program offices not supported elsewhere, and to all internal management and administrative functions of the Agency in meeting day-to-day production and emergency requirements; (2) Administrative Telephones which encompasses the centralized management and funding of day-to-day administrative telephone services for FEMA Headquarters National Capital Region. Included are the local commercial systems, equipment in FEMA Headquarters, and usage of intercity voice network, such as the Government's Federal Telecommunications Systems, Federal Secure Telephone Service, and the Automatic Voice Network; and (3) Office Automation which provides for effective management of word processing equipment within FEMA.

Regional Liaison - This program provides day-to-day coordination with the Regions on operational matters and policy issues as staff advisor to the Deputy Director of FEMA, serves as liaison between the Regional Directors and Headquarters' elements on program and policy issues, and manages the Regional Executive Direction account to provide administrative and management funding for the Regional offices.

Regional Executive Direction - This program provides for the executive administration and management support necessary within the Regions for the delivery of FEMA programs to State and local governments, and is responsible for the Regional management of its administrative, financial, and personnel resources.

External Affairs - This program provides an information link between the Agency and the Congress, the media, public interest groups, and international agencies or representatives; advises the Director on the Congressional, public relations, and international impact of Agency policies, plans, and programs; and coordinates the development and furnishing of information to these groups.

3. 1990 Accomplishments. In 1990, FEMA used \$42,683,000 and 440 workyears for this activity under Salaries and Expenses. The Management and Administration activity provided personnel, support and operating costs for FEMA offices to include facilities, security, supplies, equipment, information, financial, contractual and legal services; program analysis and evaluation; public, congressional and international affairs; and Regional liaison and executive direction. In addition, the following significant actions were taken:
- o Further institutionalized and refined program policies and procedures of the Emergency Management Intern Program by establishing the second class of the ongoing career program, in which direction was given to 25 interns hired in late 1989, regarding their training, development, and administrative activities.
 - o Implemented conversion to the Department of Agriculture's National Finance Center (NFC) Personnel/Payroll System. As a result of this move, PEO did the following: monitored new "Time and Attendance" data, developed audit functions, trained personnel, implemented the "Manage to Payroll" concept; and developed the Voluntary Leave Transfer/Leave Bank Program.
 - o Implemented an Affirmative Employment Pilot program in several offices in FEMA to actively recruit and create advancement opportunities for currently under-represented groups in the FEMA employee population.
 - o Developed a detailed 5-year implementation plan for financial management system improvements in order to bring the current system into conformance with the model of the Core Financial System.
 - o Acquired and installed a Standard General Ledger system for the Agency's financial system.
 - o Coupled with funding from Federal Preparedness and Civil Defense, developed a three-phased Distributed Data Processing system which is an integrated framework for information systems with broader flexibility and connectivity for emergency management purposes. Phase I was an interim computer upgrade of the central processing units; Phase II was the installation of minicomputers for classified systems; and Phase III was the development of three-prototype local area networks (LANs) in FEMA's Region V, Special Facility and Headquarters.
 - o Provide U.S. representation to the Senior Civil Emergency Planning Committee (SCEPC), planning boards and commissions.
4. Changes from the 1991 Estimates. Reflects a decrease of \$451,000 from the application of a general congressional reduction as well as internal transfers to distribute resources according to need.
5. 1991 Program. In 1991, FEMA is allocating \$44,792,000 and 467 workyears to this activity under Salaries and Expenses. The Management and Administration activity provides for personnel, support and operating costs for FEMA offices to include facilities, security, supplies, equipment, information, financial, contractual and legal services; program

analysis and evaluation; public, congressional and international affairs; and Regional liaison and executive direction. Some of the highlights for 1991 include the following:

- o Establishing the Office of Management Services (many functions of this office were previously under the Chief of Staff's Office) to provide policy, coordination, executive liaison, special projects and administrative activities for the Director and Deputy Director and to coordinate the accomplishments of staff office activities. The new Office of Management Services oversees the activities and functions of the following offices: Security, Administrative Support, Acquisition Management; and Program Analysis and Evaluation.
- o Pursuing subrogation, claims collection, and supporting the FEMA statutory Inspector General's efforts to prevent, seek out and eliminate fraud, waste and abuse.
- o Continuing to develop and implement improvements to the Agency's financial management system to meet the standards of the Joint Financial Management Improvement Program. This involves efforts to procure and install a relational database management system; integration of the budget, acquisition management and Special Facility modules into the Standard General Ledger system; development and integration of a property accountability module into the general ledger system; and implementation of an electronic signature system for select financial transactions.
- o Monitoring removal of architectural barriers which limit the handicapped access to FEMA facilities. This project was conducted to obtain compliance with Section 504 of the Rehabilitation Act of 1973, as amended.
- o Strengthening controls over Agency procurement activities.
- o Improving FEMA performance management systems and develop, implement, and broaden the executive, managerial, and secretarial/office support development programs.
- o Increasing FEMA employment statistics of women, minorities, and handicapped persons in line with FEMA's Affirmative Employment Pilot Program.
- o As one of three independent programs which fund FEMA's total ADP support, providing information services for the offices under the Management and Administration activity, non-civil defense programs in State and Local Programs and Support Directorate, Training and Fire Programs, and the Federal Insurance Administration. These services include the development, support and improvement of office automation and integrated capabilities of the disaster management assistance programs through new applications of office Local and Wide Area Networks (LAN/WANs) that bring information closer to the users while maintaining inter-connectivity among users for sharing of essential data and programs.

- o Coordination of regional program matters and policy issues for the Director's review in the newly created Regional Liaison (formerly, Regional Operations) office to ensure a coordinated flow of guidance, policy, and information to the Regions on programs and other Agency activities.
- o Providing the resources necessary for the executive direction and management support required within the ten Regions for the delivery of programs to State and local governments.
- o Providing U.S. representation to SCEPC.

6. **1992 Program.** In 1992, FEMA requests \$52,275,000 and 477 workyears for this activity under Salaries and Expenses. The 1992 request will continue to provide for personnel, support and operating costs for FEMA offices to include facilities, security, supplies, equipment, information, financial, contractual and legal services; program analysis and evaluation; public, congressional and international affairs; and Regional liaison and executive direction. Some of the highlights include the following:

- o Implementation of improvements to the financial management system made it compatible with the standards of the Core Financial System requirements.
- o Reducing security investigations update backlog.
- o Closing out contracts to eliminate the serious backlog of old completed contracts.
- o Providing U. S. representation, participation, and review to various committees, planning boards, and foreign officials in regard to NATO, in addition to the continuous planning and coordination required in the bi-lateral emergency preparedness agreements with Canada and Mexico.

1992 Increases/Decreases. A net increase of 10 workyears and \$7,483,000 for this activity reflects the following: (1) an increase of \$75,000 for the three month costs in 1992 of the 1991 GS/GM pay raise; (2) an increase of \$705,000 for the 1992 pay costs; (3) an increase of \$2,319,000 to fund the 1992 authorized workyear levels; (4) a decrease of 6 workyears to eliminate unfunded, vacant positions; and (5) an increase of 16 workyears and \$4,384,000 for the following:

- o GSA rent increases (\$992,000);
- o Cost increases for supplies, equipment, and maintenance cost increases. (\$157,000);
- o Increased needs for Office Personnel Management security investigations due to FEMA's involvement in special access programs and the need to expedite clearances and to eliminate backlog in updating security clearances (\$396,000).

- o Contract close-out support to eliminate the internal control weakness (identified by the Inspector General) due to the serious backlog of old, completed contracts (\$350,000).
 - o Increased estimates of administrative costs necessary to implement and administer FEMA's Drug Testing Program (\$15,000).
 - o Implementation of ongoing improvements to FEMA's financial management system in the Office of the Comptroller as mandated by Office of Management and Budget, General Accounting Office and Treasury. Specific improvements include the following: Evaluation of the database management system's ability to generate reports and pre-programming of reports to satisfy current reporting requirements; evaluation of the current DAMAGES (disaster) module and definition and implementation of required enhancements; evaluation of the current TRIPS (travel) module and definition and implementation of required enhancements; improvements in the efficiency of the interface between the financial management system and the National Finance Center's payroll/personnel system; and acquisition of an interactive data dictionary to control data elements and their definitions throughout the integrated financial management system (\$630,000 and 4 workyears).
 - o Preparation of financial statements required by the Chief Financial Officers Act (\$144,000 and 2 workyears).
 - o Local area/wide area networks (LAN/WAN) installation and integration (\$1,200,000) and 10 regional coordinators to maximize FEMA's capabilities to achieve full information systems implementation and management of the LAN/WAN (\$500,000 and 5 workyears).
7. Outyear Implications. In the outyears, the Comptroller will continue to strengthen the financial and resource management system by implementing the 5-year financial systems plan and will develop by 1995 on-line, user-friendly automated financial management system that is responsive to the needs of FEMA and other Federal agencies cross-serviced by FEMA for financial management system support.
- FEMA will continue to consolidate ADP and communications support services into fully integrated LAN/WAN information systems that will provide a full range of ADP support services for FEMA program needs. This system will provide connectivity among Federal, Regional, and State levels of government for emergency management programs. Due to both technological advances and the diversity and structure of FEMA's programs, the trend will remain to place computer resources closer to the end-users of ADP services while providing interconnectivity among and within user communities.
- While costs from anticipated increases in local and long distance telephone rates are expected to increase, FEMA will continue to monitor usage and provide off-setting controls through continuation of successful cost-saving management techniques.
8. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
Appropriation Language

For necessary expenses, not otherwise provided for, to carry out activities under the National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, as amended (42 U.S.C. 4001 et seq.), the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.), the Earthquake Hazards Reduction Act of 1977, as amended (42 U.S.C. 7701 et seq.), the Federal Fire Prevention and Control Act of 1974, as amended (15 U.S.C. 2201 et seq.), the Federal Civil Defense Act of 1950, as amended (50 U.S.C. App. 2251 et seq.), the Defense Production Act of 1950, as amended (50 U.S.C. App. 2061 et seq.), section 103 of the National Security Act (50 U.S.C. 404), and Reorganization Plan No. 3 of 1978, [\$282,624,000] \$277,827,000. Further, for the foregoing purposes related to national defense only \$233,734,000, to become available for obligation on October 1, 1992.

(Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1991; additional authorizing legislation to be proposed for \$152,011,000.)

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
Appropriation Overview

This appropriation provides resources for the following activities:

Civil Defense: Provides an integrated set of programs designed to create the capability at the State and local levels to save lives and preserve order in a complete spectrum of emergencies. Nearly all programs in Civil Defense provide direct Federal support, either financial or in-kind, in varying proportions to States and local entities, to provide specialized equipment and to subsidize the costs to those jurisdictions of the network of trained, experienced emergency-management specialists which forms the backbone of the nation's ability to respond to catastrophes ranging from natural disasters to attack on the United States. The Civil Defense program focuses on development of minimal "base" capabilities, and on creation of a national ability to rapidly expand, or "surge", these capabilities in time of national crisis.

National Earthquake Program and Other Hazards: Supports FEMA's activities as lead agency in the National Earthquake Hazards Reduction Program, whose purpose is to reduce the nation's vulnerability to the effects of earthquakes and to provide a direct Federal response when a catastrophic earthquake occurs. This activity also provides for FEMA's role in Federal programs to reduce vulnerability to hurricane hazards, encourage improvements in dam safety, and promote hazard mitigation.

Technological Hazards: Supports FEMA's role in Federal activities in the areas of community and Federal preparedness to respond to the hazards of fixed nuclear facilities and hazardous materials.

Federal Preparedness: Provides for the nation's ability to respond to, manage, and recover from peacetime and wartime national security emergencies, and develops a coordinated Federal response, integrated with State and local response plans developed through other FEMA activities, to cope with the consequences of accidental, natural, and human-caused emergencies.

Training and Fire Programs: Provides the training necessary to prepare Federal, State, and local officials and emergency responders, their supporting staffs, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and long-term recovery. The U. S. Fire Administration provides a Federal focus for identifying and working toward solutions for the problems facing the nation's fire and rescue services, and supporting State and local fire protection and emergency rescue efforts.

Flood Insurance and Mitigation: Provides a comprehensive, integrated flood plain management program that combines mapping, regulatory, and technical assistance efforts for the purpose of responding to known flood hazards and mitigating their effects. Since 1987, this activity has been funded by a transfer of unobligated balance from the National Flood Insurance Fund.

**APPROPRIATION SUMMARY
EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
(Dollars in Thousands)**

	Page No.	1990 Actual	1991 Request	1991 Current Estimate	1992 Request	Increase/ Decrease
<u>Summary of Estimates by Activity</u>						
I. Civil Defense.....	EM- 12	\$128,599	\$132,986	\$137,545	\$133,145	-\$4,400
II. National Earthquake Program and Other Hazards.....	EM- 91	6,070	12,038	13,538	15,513	1,975
III. Technological Hazards.....	EM-105	5,294	5,351	5,242	5,242	...
IV. Federal Preparedness.....	EM-120	108,082	110,377	99,833	100,333	500
V. Training and Fire Programs.....	EM-142	18,837	16,290	26,466	23,594	-2,872
VI. Flood Insurance and Mitigation.....	EM-187	42,688	45,021	...	...	...
Total.....		309,570	322,065	282,624	277,827	-4,797
Transfer reimbursements from other FEMA accounts:						
Flood Insurance and Mitigation.....		...	...	46,023	45,023	-1,000
Total, Emergency Management Planning and Assistance:						
Budget Authority.....		266,882	277,042	282,624	277,827	-4,797
Obligations.....		309,570	322,065	328,647	322,850	-5,797
Budget Outlays.....		297,330	323,894	297,607	286,460	-11,147

* Reflects unobligated balance transferred from the National Flood Insurance Fund (1990 and 1991 request); reimbursements from the National Flood Insurance Fund (1990 current estimate and 1992 request).

Changes from Original 1991 Estimates.

Reflects a net increase of \$5,582,000 from the following:

Specific Congressional Actions

- + \$5,400,000 - Civil Defense
- + 1,500,000 - Earthquake and Other Hazards
- 10,000,000 - Federal Preparedness
- + 10,301,000 - Training and Fire Programs

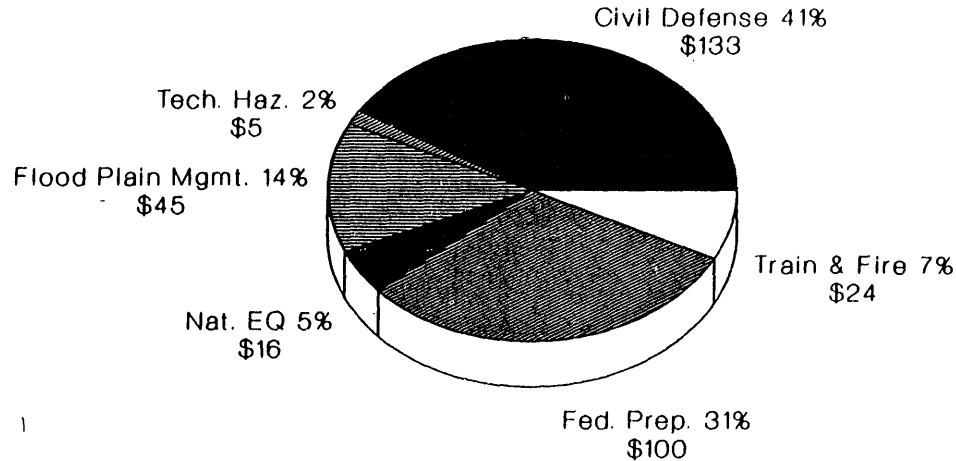
EM-3

General Congressional Actions:

- \$1,619,000 - General reduction

1992 EMPA Obligational Auth. by Activity

(Dollars in Millions)



Emergency Mgmt. Plann. & Assist. (\$323)

(Includes Flood Plain & Insurance Act.)

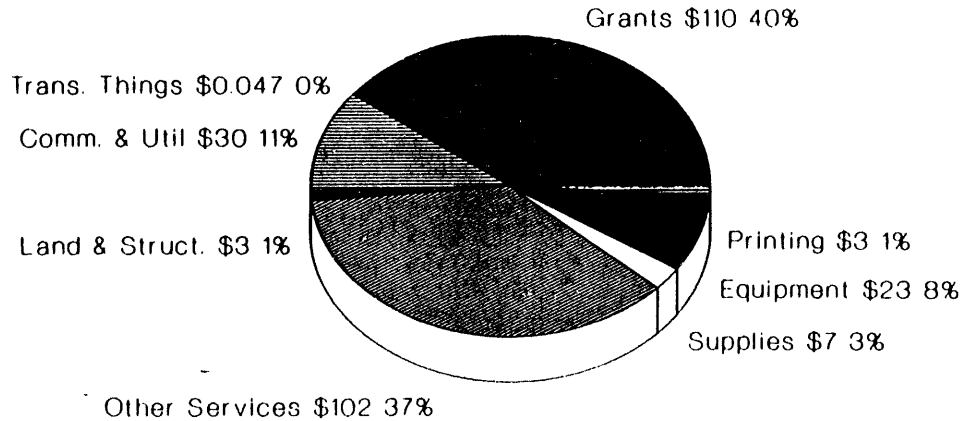
(Does not include fee offset for REP)

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	...	...	...	...	...
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	...	...	...	...	...
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	\$20	...	...	...	...
22.0 Transportation of things.....	85	\$76	\$41	\$47	\$6
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	25,628	33,670	29,675	29,757	(116)
24.0 Printing and reproduction.....	4,258	4,745	2,991	3,033	42
25.0 Other services.....	155,290	161,506	98,384	102,446	4,062
26.0 Supplies and materials.....	3,511	4,038	6,620	6,693	73
31.0 Equipment.....	11,598	13,099	21,676	22,793	1,117
32.0 Land and structures.....	2,623	900	5,328	3,209	(2,119)
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	106,557	104,031	120,689	109,849	(10,840)
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	309,570	322,065	285,604	277,827	(7,777)

1992 EMPA By Major Object Class

(Dollars in Millions)



All Object Classes (\$278)

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
Civil Defense Overview

The Civil Defense program develops a system of capabilities for the protection of life and property in the United States from attack as well as from natural and technological disasters. The Federal Emergency Management Agency (FEMA) is charged with implementing the program in accordance with statute and presidential policy directives.

The Civil Defense Act of 1950, as amended, vests responsibility for Civil Defense jointly in the Federal government and the States and their political subdivisions. The Federal government bears primary responsibility for preparedness against national security emergencies and a shared responsibility with State and local governments for peacetime disaster preparedness, while State and local governments, for their part, have primary responsibility for peacetime disaster preparedness and share responsibility for attack preparedness. Civil Defense program elements are designed by FEMA to meet attack preparedness objectives assuring, however, maximum applicability to peacetime emergency requirements as well. Such "DUAL USE" of Civil Defense capabilities and resources is inclusive of all emergencies and is not an "either/or" approach; it is not "natural disaster" preparedness activities versus "technological disaster" preparedness activities versus "nuclear attack" preparedness activities.

A Presidential directive issued in 1987 emphasizes the DUAL-USE requirement of the law and the development of a Civil Defense infrastructure capable of rapid expansion in a national security emergency. The directive outlined the major policy objectives of the U.S. Civil Defense program as 1) improve the prospects of the protection of the U.S. population and the resources of the Nation in the event of a nuclear attack and the ability to deal with any emergency which seriously threatens U.S. national security; 2) provide State and local **SURVIVABLE CRISIS MANAGEMENT (SCH)** capabilities to support the population in national security and peacetime disaster emergencies; 3) give the public **INFORMATION** on threats, including nuclear attack, and ways to increase the chance of **SURVIVAL**; 4) provide **INFORMATION** to assist business and industry to protect their employees and physical resources in national security emergencies; 5) encourage volunteer efforts by individuals and organizations to participate in Civil Defense activities; 6) develop plans to **SUSTAIN SURVIVORS** and for post-disaster **RECOVERY**; and 7) develop plans for the rapid expansion of Civil Defense by **SURGE** actions in an international crisis.

Recognizing the extremely limited national resources available for Civil Defense, the program outlined above does not attempt to build a full, standing, in-place attack preparedness capability. Instead, it defers as many costs as feasible by developing an infrastructure of "minimum-essential" or "baseline" State and local capabilities. Needed, but postponable, capabilities will be brought to full development by **SURGE** actions. The program emphasizes, therefore, the identification and development of the baseline capability which cannot be deferred and the development of strategies and plans for the rapid expansion (**SURGE**) of the Civil Defense infrastructure when warranted by a deteriorating international situation.

The Civil Defense program proposed in the 1992 budget emphasizes developing those Civil Defense capabilities that will yield the highest lifesaving payoff for the funds appropriated. Two important areas of emphasis, therefore, are **SURVIVABLE CRISIS MANAGEMENT (SCH)** and **POPULATION PROTECTION**.

234

In the area of **SURVIVABLE CRISIS MANAGEMENT**, State and local governments must have an in-place operational capability to manage their response to catastrophic emergencies, including enemy attack, and be able to conduct emergency functions without interruptions. Such a **SURVIVABLE CRISIS MANAGEMENT** capability consists of plans, procedures, trained personnel, survivable communications, automated data processing, facilities, and the ability to direct and manage life-support operations such as firefighting, urban search and rescue, emergency medical assistance, law enforcement, debris removal, and the restoration of essential services. Existing capabilities do not yet meet the minimum baseline requirements from which a **SURGE** to full operational readiness could be implemented in a time of a building crisis.

Likewise, in the equally critical area of **POPULATION PROTECTION**, Civil Defense program planning for both in-place protection and support for spontaneous and controlled evacuation must continue to build on existing capabilities and overcome deficiencies. Government must be able to provide citizens with at least one of these protective options--evacuation or in-place protection--based on the risks identified and the level of protection which is feasible.

In addition to **SCM** and **POPULATION PROTECTION**, Civil Defense base planning will include the development of **PUBLIC INFORMATION**, radiological defense planning and instrumentation, a trained cadre of State and local emergency managers and planners, and plans and procedures to initiate and conduct a Civil Defense **SURGE**.

The 1992 Civil Defense program contains the following highlights:

- A. State and Local Emergency Management funds up to 50 percent of the salaries and expenses of local and State employees to develop emergency plans for ALL disasters to which the jurisdiction is vulnerable.
 - o State and local emergency planners serve as the personnel base for **POPULATION PROTECTION** planning, crisis management operations, and "**SURGING**" Civil Defense in a national security emergency. Currently, they represent the only existing State and local resource to perform this function. In peacetime, these planners also do natural and technological disaster **RESPONSE** planning.
 - o Emergency Management Assistance is provided to 56 States and territories and 2,623 local jurisdictions, covering over 82 percent of the population. Each participating jurisdiction must demonstrate a capability to plan and exercise its response to ALL types of major emergencies and report its state of readiness to the next higher authority.

Other State and Local Emergency Management activities include:

- o Funding for up to 600 military reservists assigned to local, State, and Federal facilities to support national security emergency preparedness and continuity of government missions. They would be activated with Civil Defense forces during a national security emergency and are a key asset for crisis management operations and for conducting a Civil Defense **SURGE**.

- o The Emergency Assessment System (EAS), which provides information on the current status of State and local emergency preparedness to determine program planning requirements and to measure performance. This system provides Federal, State, and local authorities objective evaluations of hazards, existing capabilities, and systematic methods to identify shortfalls and to plan improvements. It is used in ongoing program management and will be used as a management tool in a SURGE.
- B. Radiological Defense (RADEF) provides guidance, plans, training, procurement, and maintenance of specialized equipment and funding of personnel for planning and development of a RADEF capability at State and local levels of government. A base-level Civil Defense RADEF capability is required to enable emergency services personnel and citizens to respond to the radiological threats associated with nuclear attack and large-scale peacetime radiological disasters, e.g. Chernobyl, Three Mile Island. The program priority is to develop a peacetime base capable of being SURGED, to include increased radiological instrument production and expert training for their use. An integral part of national security preparedness to protect the population, RADEF is a Federal responsibility and 100 percent Federally funded.
- C. Population Protection is a 100 percent Federally-funded program to assist State and local governments develop all-hazard emergency plans, systems, and capabilities.
 - o Population Protection Planning provides funding for State employees to work directly with the jurisdictions that do not receive Emergency Management Assistance (EMA) in order to develop integrated, all-hazard emergency operations plans and to provide technical support to local EMA personnel.
 - o Facility Survey, Engineering, and Development Program identifies shelters to protect the population in the event of nuclear attack or peacetime disaster. Shelter surveys will build on the current data bases. Priorities will be set according to FEMA's recently updated nuclear attack planning base analysis. When the surveys are completed, a base capability will be in-place. Although many of the shelters identified can be, and are, used for peacetime disasters, the program is 100 percent Federally funded because it is an integral part of national security preparedness.
 - o Family Protection promotes Civil Defense at the family, neighborhood, and community levels by broadening public awareness of risks and threats; by providing INFORMATION to the public on protective measures they can take for themselves; and by encouraging VOLUNTARY participation in community emergency preparedness activities.
- D. State and Local Direction Control and Warning provides hardware and technical assistance through 50 percent funding to State and local governments to develop emergency capabilities which can survive and continue to operate during and after any major disaster and are critical to ensure continuity of government operations during a national security emergency. Such facilities will enable key officials to perform essential governmental functions and life-saving services and to broadcast emergency INFORMATION to the public. This program's DUAL-USE

hardware includes: fixed, alternate, or mobile emergency operating centers; emergency communications equipment; alert and warning systems; and, for nuclear attack specifically, protection against radioactive fallout for key broadcast stations and the protection of vulnerable equipment from electromagnetic pulse effects. State and Local Direction, Control and Warning is the central element of the State and local **SURVIVABLE CRISIS MANAGEMENT** capability.

- E. **Research** provides a scientific and technical base for Civil Defense strategies, policies, and programs. Research results are often applicable to both national security and peacetime preparedness problems. Resources are provided under the Policy and Planning element to develop Civil Defense program policies and defines program concepts such as base, **SURGE**, and **SURVIVABLE CRISIS MANAGEMENT** for consideration by FEMA, the Defense Department, the Office of Management and Budget, and Congress; develop Civil Defense program requirements and program implementation plans; and provide strategic and long-range planning.
- F. **Training and Education** trains State and local emergency management personnel in Emmitsburg, Maryland, at the Emergency Management Institute (EMI) and in the field.
- o **Instructional Programs and Materials** uses research results, technological innovations, and realistic emergency experience to develop all-hazard and nuclear attack-specific courses and other training activities for State and local emergency managers and public officials.
 - o **Field Deployment Systems** provides funds for State employees to assist localities to develop and conduct training programs, provides broad access to centrally developed and tested training material, and supports a minimal State infrastructure for exercise and training delivery. The latter fulfills peacetime emergency preparedness functions and provides an essential base for **SURGE** training in the event of a national security emergency.
 - o **Resident Programs (EMI)** provides Federal, State, and local emergency management professionals and public officials the opportunity to exchange information and to attend courses which cannot be effectively delivered through the field program. The resident program also trains the instructors for field courses, which is critical to maintain their quality. Currently, State and local governments are responsible for student meals and salary expenses while attending courses.
 - o **NETC Site Administration** provides a portion of the resources required to operate and maintain the Emmitsburg, Maryland, facility and support the education programs.
 - o **Emergency Public Information** develops peacetime, all-hazard, and multi-media (print, audio, and video) preparedness materials on risks and protective measures, as well as nuclear attack survival information for release during a crisis build-up; the latter also includes development of rapid dissemination strategies to support a Civil Defense **SURGE**.

- G. Telecommunications and Warning manages and operates dedicated warning and backbone telecommunications systems to provide initial attack/disaster emergency messages to the civilian population and selected civilian/military agencies, States, and U.S. territories for both national security programs and natural and man-made disaster responses. The information systems support gives Headquarters, Regions, State offices, and disaster field offices access to FEMA information resources via an integrated local area/wide area PC based information system for processing emergency information, on-line data editing, and on-site report printing. Such information is or can be used to facilitate operations during severe weather emergencies, chemical spills, accidents involving radioactive materials, extraordinary situations, and tests and exercises.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
Civil Defense
(DOLLARS IN THOUSANDS)

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
A. State and Local Emergency Management.....	EM-14	\$62,460	\$62,288	\$65,288	\$62,288	-\$3,000
B. Radiological Defense.....	EM-22	11,125	12,005	11,955	11,955	...
C. Population Protection.....	EM-31	11,087	12,843	12,522	12,322	-200
D. State and Local Direction, Control and Warning.....	EM-42	11,748	14,850	16,748	14,600	-2,148
E. Research.....	EM-57	504	600	600	600	...
F. Training and Education.....	EM-64	11,083	10,972	11,115	10,863	-252
G. Telecommunications and Warning.....	EM-80	<u>20,592</u>	<u>19,428</u>	<u>19,317</u>	<u>20,517</u>	<u>1,200</u>
Total, Civil Defense.....		128,599	132,986	137,545	133,145	-4,400

Changes from Original 1991 Estimates. Reflects a net increase of \$4,559,000: specific congressional increases of \$5,400,000 are offset by a decrease of \$841,000 from application of the congressional general reduction.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE**
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	...	...	...	...	...
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	...	...	...	...	...
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.....	\$1	\$6	\$2	\$2	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	4,413	3,308	4,230	4,151	(\$79)
24.0 Printing and reproduction.....	829	961	949	1,001	52
25.0 Other services.....	24,304	32,270	26,400	26,163	(237)
26.0 Supplies and materials.....	359	310	373	359	(14)
31.0 Equipment.....	2,985	3,787	2,477	3,326	849
32.0 Land and structures.....	1,105	177	233	427	194
33.0 Investments and loans.....	...	...	..	...	...
41.0 Grants, subsidies and contributions	94,603	92,167	102,881	97,716	(5,165)
42.0 Insurance claims and indemnities.....	...	..	..	..	...
43.0 Interest and dividends .....	...	...	...	...	...
Total Obligations	128,599	132,986	137,545	133,145	(4,400)

EMERGENCY MANAGEMENT PLANNING ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

A. State and Local Emergency Management

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Emergency Management Assistance.....	EM-15	\$60,182	\$60,128	\$63,128	\$60,128	-\$3,000
2. Other State and Local Emergency Management.....	EM-17	<u>2,278</u>	<u>2,160</u>	<u>2,160</u>	<u>2,160</u>	<u>---</u>
Total, State and Local Emergency Management (Budget Authority).....		62,460	62,288	65,288	62,288	-3,000

Changes from Original 1991 Estimates. Reflects a Congressional increase of \$3,000 for Emergency Management Assistance grants.

A. State and Local Emergency Management

1. Emergency Management Assistance

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element, which supports the infrastructure maintenance portions of Presidential policy, provides the core of experienced emergency management staff who develop the capabilities at the State and local levels to plan for, respond to, and recover from a wide range of emergencies, including natural and technological disasters and national security emergencies. These emergency managers, who operate under the DUAL-USE provisions of the Act, form the base for the emergency management structure at the State and local levels. In addition, they represent the baseline resource of trained personnel to be used in implementing SURVIVABLE CRISIS MANAGEMENT and SURGE activities during a period of international crisis, in accordance with Presidential policy. Participating Emergency Management Assistance (EMA) State and local jurisdictions receive Federal assistance (matching funds of up to 50 percent) for the salaries of the State and local emergency management staff who prepare and respond to the full range of domestic and national security emergencies. This program is designed to provide a multi-hazard, DUAL-USE organization in all 56 States and territories and 2,623 local jurisdictions, covering over 82 percent of the population.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$63,180,000 and 52 workyears for this program element, of which \$2,998,000 was under Salaries and Expenses and \$60,182,000 was under Emergency Management Planning and Assistance. The funding under this program element supported 1,266 State-level and approximately 5,492 local-level civil defense/emergency management personnel in 2,623 jurisdictions. These personnel:
 - o Responded to the full spectrum of natural and technological disasters and tested warning systems.
 - o Prepared and issued emergency management guidance material and provided technical advice and assistance.
 - o Conducted and evaluated tests and exercises.
 - o Trained government and volunteer personnel in emergency response.
 - o Coordinated the operations of Emergency Operating Centers during crisis periods (either natural or technological disasters).
 - o Coordinated plans and activities of other public service organizations and revised and upgraded Emergency Operations Plans.
 - o Developed/updated 892 Emergency Operations Plans.

- o Extended program coverage to an additional 2 jurisdictions with a combined population of more than 1,450,000 people.
 - o Increased computerized accountability of product accomplishments at the State and local levels.
 - o Entered/updated data in the FEMA Capability Hazard Identification Program (CHIP) system which is used to determine the status of State and local emergency management capability.
- d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$3,000,000.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$66,060,000 and 54 workyears for this program element, of which \$2,932,000 is under Salaries and Expenses and \$63,128,000 is under Emergency Management Planning and Assistance. In addition to the base activities described above, specific objectives include the following:
- o Funding of up to 50 percent of the salaries and administrative expenses for the civil defense program in at least 2,623 local jurisdictions. With the 1991 Congressional increase, FEMA will target an additional 18 local communities with populations of 100,000 or above for participation in the program. Because each community will have to indicate a willingness to participate in the civil defense effort, as well match the Federal share, it is anticipated that we may not be successful in adding all 18 jurisdictions this year. If successful, however, program benefits could be extended to an additional 2,600,000 people.
 - o The current number of 133 nonparticipating communities with populations over 50,000 (totaling 12,101,000 people) may be reduced, depending on the number of targeted communities which become participants. Participating communities provide a base emergency management infrastructure from which this program would be surged in times of major crisis. The 1,209 county level jurisdictions with populations below 50,000 not currently participating in the Emergency Management Assistance program are covered under the Population Protection element and will have civil defense organizations established only during a SURGE mandated by Presidential policy.
 - o Improving management of the EMA program by the implementation of a computerized performance information system for tracking and measuring activities and products.
 - o Completing a self assessment of State and local SURVIVABLE CRISIS MANAGEMENT capabilities vital to recovery efforts in case of a catastrophic disaster.
 - o Investigating methods of improving SURVIVABLE CRISIS MANAGEMENT capabilities at the State and local levels.

o Developing/updating 898 Emergency Operations Plans.

- f. 1992 Program. In 1992, FEMA requests a total of \$63,097,000 and 53 workyears for this program element. Included in this total are \$2,969,000 under Salaries and Expenses and \$60,128,000 under Emergency Management Planning and Assistance. The entire \$60,128,000 requested under EMPA will be passed through to the States for up to 50 percent funding of the salaries and expenses of State and local emergency management staff.

Program efforts will continue to focus on:

- o Developing of Emergency Operations Plans consistent with SURVIVABLE CRISIS MANAGEMENT initiatives in Presidential policy and participation in the full range of exercises to enhance preparedness capabilities and minimize the effects of catastrophic disasters.
- o Improving the computer data base of participant's products and activities to determine status of accomplishments and to improve program guidance and management.
- o Maintaining the State and local emergency management infrastructure of in-place, trained personnel for implementation of SURGE activities.
- o Developing/updating 656 Emergency Operations Plans (based on a new 4-year cycle).

1992 Increases/Decreases. The 1992 request includes a decrease of \$3,000,000 in Emergency Management Planning and Assistance which discontinues the specific Congressional increase to the 1991 request. The decrease in funding would be absorbed proportionally by each State in an equitable formula distribution. The effect of this on the estimated 2,641 participating jurisdictions would vary according to each State's methodology for suballocating funds. It is conceivable, however, that some communities would drop out of the program due to reduced funding levels.

- g. Outyear Implications. The base program to be achieved by the end of 1995 is designed to implement SURGE capability required by Presidential policy at local levels. This will include retention of the jurisdictions currently participating and the addition of the nonparticipating jurisdictions over 50,000 population. The 1,209 nonparticipating counties below 50,000 population will have civil defense organizations established only during a SURGE mandated by Administration policy.

- h. Advisory and Assistance Services. None.

2. Other State and Local Emergency Management

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

- b. Objective/Element Description. The two subelements under this program element include:
- o Individual Mobilization Augmentee (IMA) program. This element supports the Presidential SURGE and SURVIVABLE CRISIS MANAGEMENT objectives by providing program funds for military reservists to serve as IMA's. IMA's are assigned to augment Federal, State, and local civilian emergency staff during national security emergencies. Upon mobilization, IMA's augment civil defense personnel in implementing various crisis management and SURGE measures. During peacetime, IMA's perform DUAL-USE preparedness activities and provide support to State and local governments in testing and exercising multi-hazard plans and procedures.
 - o Emergency Assessment System (EAS). This element supports the Presidential SURGE and SURVIVABLE CRISIS MANAGEMENT objectives by providing the EAS which furnishes information on the current status of State/local emergency preparedness required for program planning and evaluation, resources targeting, and management of civil defense SURGE in the event of a national security emergency. It also supports State and local exercise development and participation for assessing and improving emergency capability and connectivity with national emergency plans and priorities. The EAS provides integrated information which supports civil defense program management and capability assessment in both peacetime and crisis periods, as well as a computerized central database containing hazard capability and planning information from over 3,400 participants, including over 700 local jurisdictions not receiving EMA program assistance. The EAS also eliminates incompatible and redundant program-specific data bases of civil defense and other emergency management resources. Provision of standardized software packages for States to use in emergency management activities (e.g., Comprehensive Cooperative Agreement tracking, evaluation planning, exercise design, etc.) facilitates the standard exchange of data and reports, and direct access to assessment data allows all levels of government to monitor progress towards stated objectives and to target limited resources for maximum cost benefit. Distributed, as opposed to centralized, data systems improve access to current information, increase system survivability, and provide for efficient data entry and use by State and local governments. Exercises provide the best test of actual emergency capability short of an actual emergency. Exercise requirements from different FEMA programs continue to be consolidated, clarified and refined so that jurisdictions develop multi-year DUAL-USE exercise plans incorporating scenarios which address natural, technological, and national security hazards. State and local participation in national exercises not only tests specific State and/or local emergency capability but also national, State, and local emergency plans and procedures. Such testing is especially critical for nuclear attack-related capabilities which are not fully addressed in peacetime disaster response operations.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$3,143,000 and 15 workyears for this program element, of which \$865,000 was under Salaries and Expenses and \$2,278,000 was under Emergency Management Planning and Assistance. In 1990, accomplishments included the following:
- o Individual Mobilization Augmentee Program (IMA):

- o Provided support to the IMA program in coordination with the Department of Defense (DoD) and the U.S. Coast Guard by funding tours for up to 600 DoD and U.S. Coast Guard IMA's.
- o Reviewed and revised Military Manning Documents.
- o Conducted a Regional Coordinators Conference and administered an IMA Program Managers Course.
- o Emergency Assessment System:
- o Generated over 3,000 local update reports on the Capability and Hazard Identification Program (CHIP) database. (This was formerly known as the Hazard Identification Capability Assessment/Multiyear Development Plans program.)
- o Promoted the participation of 21 States in a nationally sponsored attack-related exercise and 335 State and local jurisdictions (including all jurisdictions, whether they participate or do not participate in the Emergency Management Assistance program) in attack-related exercises conducted by State and local governments.
- o Developed enhanced software and procedures to allow States and Regions to access data remotely and for computerizing the CCA reporting process including the refinement of a prototype financial module for reporting CCA financial information.
- o Continued support of the State and Local Emergency Management Data Users Group to improve emergency management by holding a national conference attended by personnel from 25 States and by providing a 24-hour per day computerized bulletin board for support of group management functions and information sharing with the emergency management community.
- o Provided improved guidance for use of the computerized Disaster Response Questionnaire which allowed States to enter information about disasters which may be counted in lieu of exercises.
- o Implemented the network (that was prototyped in FY 1989) in order to provide direct on-line access to the CHIP data base and direct transfer of CCA submissions.
- o Upgraded CHIP computer hardware and software to make it more responsive and accessible to users.
- o Initiated a process to develop a concept and design for a Comprehensive Evaluation and Assessment System, integrating EAS databases to provide accessible information on State and local emergency response capabilities.

246

d. Changes from the 1991 Estimates. None.

e. 1991 Program. In 1991, FEMA is allocating a total of \$3,258,000 and 20 workyears to this program element, of which \$1,098,000 is under Salaries and Expenses and \$2,160,000 is under Emergency Management Planning and Assistance. The 1991 program provides for:

- o Individual Mobilization Augmentees (IMA's) (\$1,250,000).
- o Funding up to 600 IMA's (reservists) who will have assignments that directly support State and local continuity of government (COG) planning and in the operation of State and local Emergency Operating Centers and Direction and Control systems. These assignments promote an increased capacity for civil authorities to direct and manage their response to national security emergencies and thereby enhance State and local COG efforts.
- o Continuing maintenance of the Category "H" program through the use of unpaid reservists who receive "points only" towards retirement in return for the training received at the State and local levels.
- o Emergency Assessment System (EAS) (\$910,000).
- o Continuing support and encouraging expansion of the State and Local Emergency Management Data Users Group (SALEMDUG) through a national conference and by providing a 24-hour per day computerized bulletin board for support of SALEMDUG management functions and information sharing within the emergency management community.
- o Enhancing and refining computerized Comprehensive Cooperative Agreement (CCA) reporting procedures and software in all States, including field testing of the improved system prior to implementation.
- o Expanding use of direct on-line access to the CHIP data base and direct transfer of CCA submissions.
- o Updating the State portion of the CHIP to reflect the latest budget data and the status of capability development projects.
- o Generating 56 State update reports and various specialized reports from the CHIP data base, as required.
- o Integrating Emergency Assessment System components into a Comprehensive Evaluation and Assessment System, which will provide a uniform means of determine program success and quality.
- o Supporting and enhancing the State and local exercise program and integrating it into the Comprehensive Assessment and Evaluation System.

- o Planning for the participation of at least 15 States including approximately 700 State and local jurisdictions in a nationally sponsored national security exercise (including both participating and non-participating jurisdictions in the EMA program).
- f. 1992 Program. In 1992, FEMA requests a total of \$3,240,000 and 19 workyears for this program element. Included in this total are \$1,080,000 under Salaries and Expenses and \$2,160,000 under Emergency Management Planning and Assistance. The 1992 effort funds up to 600 reservists at a cost of \$1,250,000 and provides \$910,000 to maintain the Emergency Assessment System (EAS) which provides information on the current status of State and local emergency preparedness required for program planning and evaluation, resources targeting, and management of civil defense SURGE in the event of a national security emergency, and automates the grants-in-aid process.
1992 Increases/Decreases. None.
- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

B. Radiological Defense

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Planning & Development	EM-23	\$2,977	\$3,006	\$2,956	\$2,956	...
2. Instrumentation	EM-26	<u>8,148</u>	<u>8,999</u>	<u>8,999</u>	<u>8,999</u>	<u>...</u>
Total, Radiological Defense (Budget Authority)		11,125	12,005	11,955	11,955	...

Changes from Original 1991 Estimates. Reflects a decrease of \$50,000 from the application of a general Congressional reduction.

Radiological Defense

1. Planning and Development

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element, which supports the Presidential policy objectives of POPULATION PROTECTION Guidance and Assistance and the plans for SUSTAINING SURVIVORS and POSTATTACK RECOVERY is the focal point for: the development of organizational and planning guidance for the Radiological Defense (RADEF) program required for survival and recovery in a fallout environment; the development and issuance of standards for protective measures; the development and issuance of technical guidance and program support for training; guidance and assistance in tests and exercises; and the development of PUBLIC INFORMATION materials. FEMA advocates that all States have qualified program specialists (Radiological Defense Officers, or RDO's), required to develop and manage their base-level nuclear attack RADEF Program. Through program grants, 100 percent funding is provided for one State RDO in each State to assist locals in developing RADEF Annexes to Emergency Operating Plans, to provide training, and to develop a statewide base-level program which can be SURGED in a national emergency. This is consistent with national objectives required for the implementation of Presidential policy.

The RADEF planning element provides a minimal-level capability which can be rapidly expanded during a crisis to a full RADEF capability in accordance with Presidential policy. This base capability includes plans for staffing, instruments and operations, and training instructors required for SURGE training. The developed plans and skills are applicable to DUAL USE in response to a peacetime radiological emergency. The State RDO is responsible for development, management, and implementation of the total RADEF system in the State and its local jurisdictions.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$3,218,000 and 3 workyears for this program element, of which \$241,000 was under Salaries and Expenses and \$2,977,000 was under Emergency Management Planning and Assistance. The 1990 program accomplishments included the following:
 - o Through the Comprehensive Cooperative Agreement process, provided 100 percent funding for one State-level Radiological Defense Officer in 49 States and Puerto Rico.
 - o Assisted 500 local jurisdictions in developing or updating the RADEF Annex to their Emergency Operations Plan (EOP), for a cumulative total of 3,105 RADEF Annexes developed or updated.
 - o Assisted in the conduct of 400 exercises of previously developed State and local RADEF Annexes to EOP's.

- o Provided RADEF training to State and local emergency management employees and volunteers.
 - o Monitored and maintained a nationwide RADEF database on 5,497 jurisdictions reflecting the status of the RADEF programs and capability development in States and their local jurisdictions.
 - o Printed and distributed the following publications: CPG 2-1, "Radiological Defense Preparedness"; CPG 2-6.2, the "RADEF Manual"; CPG 2-6.2.3, "Handbook for Aerial Radiological Monitors"; CPG 2-6.4, "Radiation Safety in Shelters"; TR-89, "Techniques for Predicting Fallout Radiation Exposure and Exposure Rate Measurements"; TR-90, "Techniques for Predicting Radiation Exposure Rates."
 - o Continued reviewing and updating RADEF guidance for State and local governments, including: "Developing a State or Local RADEF System" (CPG 1-30); and the "Handbook for Decontamination Operations."
 - o Provided Automatic Data Processing (ADP) support to State and local governments in order to maintain the RADEF databases.
 - o Conducted four RADEF ADP workshops to provide State-level training of fully-funded RADEF personnel on management of the RADEF ADP databases.
 - o Developed a national analysis of RADEF capabilities based upon the data provided by State and local jurisdictions.
 - o Participated in the national CIVEX-90 exercise which tested existing RADEF capabilities.
- d. Changes from the 1991 Estimates. Reflects a decrease of \$50,000 from the application of a general Congressional reduction.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$1,229,000 and 5 workyears to this program element, of which \$273,000 is under Salaries and Expenses and \$2,965,000 is under Emergency Management Planning and Assistance. Limited funding will be used to enhance and maintain the ADP support of this program element. The 1991 program activities are as follows:
- o Continue reviewing and updating RADEF guidance for State and local governments, including: "Developing a State or Local RADEF System" (CPG 1-30); "What Fallout is All About" (SM90); "Maintenance and Repair Manual for Radiological Instruments" (CPG 4-1); and "The Use of Civil Defense Radiological Instruments in Peacetime Radiological Emergencies."
 - o Providing ADP support to State and local governments in order to maintain the RADEF databases.

- o Conducting five regional RADEF ADP workshops to provide State-level training of fully-funded RADEF personnel on management of the RADEF ADP databases.
 - o Continuing a national analysis of RADEF capabilities based on the data provided by State and local jurisdictions.
 - o Providing RADEF training to State and local emergency management employees and volunteers.
 - o Continuing 100 percent funding for State Radiological Defense Officers (RDO's) in 50 States and Puerto Rico, who will accomplish the following:
 - Update the RADEF Annexes to the State Emergency Operations Plans.
 - Assist approximately 500 local jurisdictions in reviewing/updating their RADEF Annexes, for a cumulative total of approximately 3,605 RADEF Annexes developed/updated to date.
 - Provide updated information to the RADEF database on 5,497 jurisdictions for use by State and local governments in assessing capability development.
 - Assist in the conduct of approximately 400 tests and exercises of previously developed State/local RADEF Annexes.
- f. 1992 Program. In 1992, FEMA requests a total of \$3,237,000 and 5 workyears for this program element. Included in this total are \$281,000 under Salaries and Expenses and \$2,956,000 under Emergency Management Planning and Assistance. Of the \$2,956,000 requested in EMPA, \$2,890,000 will be passed through to the States for 100 percent funding of RDO's. Limited funding will be used to enhance and maintain ADP support of this program element. The 1992 program activities are as follows:
- o Revising, updating, and printing updated operational and technical Radiological Defense (RADEF) guidance for Federal agencies and State and local governments to assist in developing functional RADEF programs based upon the base/SURGE concept and DUAL USE of RADEF capabilities.
 - o Providing ADP support to State and local governments in order to maintain the RADEF databases.
 - o Continuing national analysis of RADEF capabilities based upon the data provided by State and local jurisdictions.
 - o Continuing 100 percent funding for State Radiological Defense Officers (RDO's) in the 50 States and Puerto Rico, who will:

- Assist approximately 500 local jurisdictions in reviewing/updating their RADEF Annexes, for a cumulative total of 4,105 RADEF Annexes developed or updated;
- Assist in the conduct of approximately 400 tests and exercises of previously developed State/local RADEF Annexes; and
- Maintain the RADEF database on 5,497 jurisdictions for use by State and local governments in assessing capability development.

1992 Increases/Decreases. None.

- g. Outyear Implications. This program element will be focused on development of nationwide in-place SURVIVABLE CRISIS MANAGEMENT capabilities that have SURGEABLE components (e.g., radiological monitoring in fallout shelters) as well as DUAL-USE functions (e.g., radiological instruments for use by emergency services). This focus is consistent with the requirements of both the Federal Civil Defense Act of 1950, as amended, and Presidential policy.
- h. Advisory and Assistance Services. None.

2. Radiological Instrumentation

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element, which supports the Presidential policy objectives of POPULATION PROTECTION Guidance and Assistance and the Plans for SUSTAINING SURVIVORS and POSTATTACK RECOVERY, provides essential instrumentation for use by government workers and emergency responders in a nuclear radiation exposure environment. Technical guidance and specialized training in the use of radiological instruments, predicting radioactive fallout, and protecting the population from the effects of nuclear radiation are provided under the Planning and Development element. Three types of radiological instruments are required for the Civil Defense program: dosimeters, chargers, and ratemeters. A contract awarded in 1989 provides for the development of a limited dosimeter manufacturing capability for the FEMA-patented plastic direct reading carbon fiber dosimeter in the private sector that can be increased in a crisis. The 1989 contract included the cost of initial, one-time setup of facilities, tooling, etc., for production. The actual cost for the first 10,000 dosimeters after setup is \$79 each. As options for additional dosimeters are executed, the unit cost will decrease depending on the quantity (e.g., for 50,000-100,000 the unit cost would be \$39). Contracts will be awarded in 1991 to initiate procurement of dosimeter chargers and wide-range ratemeters.

The instruments developed and procured by FEMA and provided to State and local governments are used to the extent possible for peacetime accidents involving radioactive materials as well as for their primary use

which is the detection of radioactive fallout from a nuclear attack. This program is critical for national security, POPULATION PROTECTION, and SURVIVABLE CRISIS MANAGEMENT.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$9,353,000 and 15 workyears for this program element, of which \$1,205,000 was under Salaries and Expenses and \$8,148,000 was under Emergency Management Planning and Assistance. Accomplishments were as follows:
- o Awarded four contracts/Interagency Agreements for continuing support in instrument development which provide for the following: two agreements with the National Institute for Standards and Technology (NIST) for (1) radiation standards and (2) development of improved radiation resistant insulating materials for radiological instruments; U.S. Army Communication Electronics Laboratory (USACEL) R&D support for all types of radiological problems; and Los Alamos National Laboratory for development and production engineering of a multirange ratemeter for shelter/emergency services.
 - o Continued operation of the Radiological Instrument Test Facility (RITF) and broadened its existing mission to support establishment of a Civil Defense Testing Center for testing of electromagnetic pulse (EMP) protective devices and for developing a research and development capability for testing and evaluating other Civil Defense hardware, materials, systems, etc., for all Civil Defense programs.
 - o Awarded a contract for an addition to the RITF as part of the Civil Defense Testing Center.
 - o Provided logistical support for the Radiological Defense (RADEF) program through an Interagency Agreement with GSA for procurement and transportation of spare parts, supplies, and batteries required to support maintenance of the existing radiological instrument inventory at the State and local level.
 - o Continued pilot production of the FEMA-patented plastic carbon fiber dosimeter to investigate the feasibility of automating production to meet SURGE production requirements.
 - o Executed existing option under the 1989 dosimeter contract for procurement of an additional 29,000 of the FEMA-patented high range (0-200R) dosimeters at a unit cost of \$39.
 - o Provided for 100 percent funding of 49 State and Puerto Rico RADEF Instrument Maintenance and Calibration facilities, with a total of 129 State-level workyears of effort, to accomplish the following:
 - Calibration/exchange of 57,000 instrument sets,
 - Repair of 30,000 instruments, and
 - Leak testing of 2,100 radioactive material training source sets.

- o Conducted a test to determine the status of each State Radiological Instrument Maintenance and Calibration (RIM&C) facility and the operational readiness of the existing inventory of radiological dosimeters.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$9,991,000 and 18 workyears to this program element, of which \$992,000 is under Salaries and Expenses and \$8,999,000 is under Emergency Management Planning and Assistance. Limited funding will be used to enhance and maintain ADP support of this program element. The 1991 Program Activities are:
 - o Continuing operation of the Radiological Instrument Test Facility (RITF) and broadening its existing mission to support establishment of A Civil Defense Testing Center for testing of electromagnetic pulse (EMP) protective devices and for developing a research and development capability for testing and evaluating other Civil Defense hardware, materials, and systems for all Civil Defense programs.
 - o Initiating construction of an addition to the RITF which will support development of the Civil Defense Testing Center.
 - o Providing continued logistical support for the RADEF program through an Interagency Agreement with GSA for procurement and transportation of spare parts, supplies, and batteries required to support maintenance of the existing radiological instrument inventory at the State and local level.
 - o Continuing pilot production of the FEMA patented plastic carbon fiber dosimeter and for investigating the feasibility of automating production to meet SURGE production requirements.
 - o Continuing instrument development under the following four contracts/Interagency Agreements: NIST (2); USACEL; and Los Alamos National Laboratory.
 - o Executing existing option under the 1989 dosimeter contract for procurement of an additional 29,000 of the FEMA patented high range (0-200R) dosimeters at a unit cost of \$39.
 - o Initiating procurement of the batteryless dosimeter charger.
 - o Initiating procurement of wide-range ratemeters for emergency operations centers for SURVIVABLE CRISIS MANAGEMENT.
 - o Updating the plan for establishing a MOBILISATION BASE for RADEF instrument production in a crisis.

- o Providing for 100 percent funding of 50 State and Puerto Rico RADEF Instrument Maintenance and Calibration (RIM&C) facilities, with a total of 132 State-level workyears of effort, to accomplish the following:
 - Calibration/exchange of 57,000 instrument sets,
 - Repair of 30,000 instruments, and
 - Leak testing of 2,100 radioactive material training source sets.
 - o Initiating technical refresher training for State RIM&C personnel.
 - o Developing a long-range strategy for repair/maintenance and surveillance of the existing inventory of dosimeters distributed at the State and local level of government.
- f. 1992 Program. In 1992, FEMA requests a total of \$9,968,000 and 17 workyears for this program element. Included in this total are \$969,000 for Salaries and Expenses and \$8,999,000 for Emergency Management Planning and Assistance. Of the \$8,999,000 requested in EMPA, \$5,200,000 will be passed through to the states for 100 percent funding of RADEF Instrument Maintenance and Calibration Facilities (RIM&C). Limited funding will be used to enhance and maintain ADP support of this program element. The 1992 program activities will provide for:
- o Grants to the States for maintenance and calibration of the existing inventory of 4.3 million Radiological Defense (RADEF) instruments distributed at the State and local level. This will provide 100 percent funding of 50 State RIM&C facilities to:
 - Calibrate/exchange 57,000 instrument sets,
 - Repair 40,000 instruments,
 - Leak test 2,100 radioactive material training source sets, and
 - Initiate distribution of newly procured instruments at the State and local level.
 - o Instrumentation design and development to:
 - Continue operation of the RITF and expanded testing capability for all Civil Defense programs,
 - Continue pilot production of the FEMA patented carbon fiber dosimeter and complete the technical feasibility study on automated production,
 - Continue instrument development under the following contracts/Interagency Agreements: NIST, U.S.Army, and DLA,
 - Develop technical procedures for maintaining the existing inventory,
 - Continue development of instrumentation for SURVIVABLE CRISIS MANAGEMENT including aerial survey meters, wide-range ratemeters for Emergency Operating Centers, and emergency services,

- Provide quality assurance in support of procurement initiatives,
- Initiate Industrial Preparedness Measures (IPM's) for development of a mobilization/SURGE production capability for radiological instruments, and
- Provide logistical support for the existing inventory of instruments.

- o Continue initiatives for procurement of 34,448 high range (0-200R) dosimeters, at a unit cost of \$39.
- o Continue initiatives for procurement of 208 wide-range ratemeters for emergency operations centers for SURVIVABLE CRISIS MANAGEMENT.
- o Exercise procurement option for additional batteryless dosimeter chargers.
- o Continue technical refresher training for State RIM&C personnel.
- o Continue repair/maintenance of the existing inventory of dosimeters distributed at the State and local level of government.

1992 Increases/Decreases. None.

- g. Outyear Implications. The RADEF program will be designed to provide for the attainment of improved State and local government capabilities to provide for the rapid expansion of radiological instrumentation capability by SURGE production during a national security emergency in accordance with Presidential policy as well as enhance application of DUAL USE functions (e.g., radiological instruments for use by emergency services). This focus is consistent with the requirements of both the Federal Civil Defense Act of 1950, as amended, and Presidential policy.
- h. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

C. Population Protection

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
1. Population Protection Planning..EM-32		\$7,920	\$8,400	\$8,400	\$8,400	...
2. Facility Survey, Engineering and Development..... EM-34		2,890	3,918	3,597	3,597	...
3. Family Protection.....EM-37		<u>277</u>	<u>525</u>	<u>525</u>	<u>325</u>	<u>-\$200</u>
Total, Population Protection (Budget Authority).....		11,087	12,843	12,522	12,322	-200

Changes from Original 1991 Estimates. Reflects a decrease of \$321,000 in Facility Survey, Engineering and Development from the application of a general Congressional reduction.

C. Population Protection

1. Population Protection Planning

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element directly supports the Presidential policy objectives to accomplish POPULATION PROTECTION and SURVIVABLE CRISIS MANAGEMENT capabilities. It plays an essential role in intergovernmental planning to support Civil Defense SURGE capabilities, another objective of Presidential policy. It is also the principal source of support for State and local resource management planning which is a crucial part of planning for SUSTAINING SURVIVORS and for RECOVERY from both peacetime disasters and enemy attack. Planning supported by this element is the basis for State-level emergency operations capabilities. This element, together with the Emergency Management Assistance (EMA) program, provides the core of the emergency management infrastructure at the State and local levels. The element provides 100 percent Federally funded resources necessary for developing, exercising, and maintaining Emergency Operations Plans (EOP's) for all States and 1,209 local county jurisdictions that do not participate in the EMA program. The planning structure developed through this element will provide non-participating jurisdictions with a blueprint for building emergency preparedness and operations capabilities to effectively respond to a catastrophic disaster. The increased disaster response capabilities will serve as the base for a SURGE to a Civil Defense capability during a crisis period or time of national security emergency.

This program provides State and local governments with a means to bring together, into one integrated all-hazard EOP, the generally applicable and the hazard-specific planning elements needed for nuclear attack, natural disasters, and technological accidents. Program activities contribute significantly to the accomplishment of all Presidential policy objectives. The special expertise of planners supported by the program will ensure that the update and improvement of State and local EOP's will address the priority emergency planning needs established by State and local authorities as well as the complex requirements generated by Presidential policy objectives on SURVIVABLE CRISIS MANAGEMENT, INDUSTRIAL PROTECTION, and POSTATTACK SURVIVAL AND RECOVERY. State population protection planners perform as senior staff members when the State Emergency Operating Center is activated during an emergency.

- c. 1990 Accomplishments. In 1990, FEMA used a total of 58 workyears and \$11,071,000 for this program element, of which \$3,151,000 was under Salaries and Expenses and \$7,920,000 under Emergency Management Planning and Assistance. Accomplishments included the following:
- o Funded approximately 150 planners at the State level.
 - o Completed 88 State and local EOP's (this work concentrated on developing multihazard plans for jurisdictions that are not participants in FEMA's EMA program).

- o Updated 313 previously developed multihazard EOP's.
 - o Conducted 268 exercises.
 - o Taught 144 multihazard planning workshops
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$11,713,000 and 61 workyears to this program element, of which \$3,313,000 is under Salaries and Expenses and \$8,400,000 is under Emergency Management Planning and Assistance. Limited funding will be used to enhance and maintain the automated aspects of this program element. This level, through lump sum grants to the States, supports the following:
- o Approximately 160 population protection planners at the State level.
 - o Updating and improving approximately 320 State and local EOP's emphasizing incorporation of Continuity of Government (COG) considerations and response to and recovery from catastrophic disaster to comply with the objectives established in Presidential policy.
 - o Conducting approximately 320 functional exercises to evaluate effectiveness of EOP's as a basis for response and short-term recovery.
 - o Focusing on those State and local COG initiatives that will ensure continuation of vital State and local government functions and improve the capability of State and local governments to reconstitute and provide essential services during emergency conditions. Specific responsibilities will include:
 - Conducting workshops to train local emergency managers on the components of a COG system;
 - Working with other State and local officials to identify and fix COG and population protection planning and preparedness deficiencies; and
 - Developing recovery planning guidance for State and local governments in compliance with Presidential policy.
- f. 1992 Program. In 1992, FEMA requests a total of \$11,161,000 and 60 workyears for this program element. Included in this total are \$2,761,000 under Salaries and Expenses and \$8,400,000 under Emergency Management Planning and Assistance. Of the \$8,400,000 requested in EMPA, \$8,321,000 will be passed through to the States for 100 percent funding of Emergency Management Planning Programs. Limited funding will be used to enhance and maintain the automated aspects of this program element. This funding level will provide the resources to accomplish the following:
- o Support approximately 160 population protection planners at the State level.

- o Update and improve approximately 320 State and local EOP's.
- o Conduct approximately 320 functional exercises.
- o Conduct approximately 150 multihazard planning workshops.
- o Participate in delivery of formal training (e.g., State and local COG and emergency planning courses).

1992 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

2. Facility Survey, Engineering and Development

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

b. Objective/Element Description. This element identifies shelters for the American public to protect them from fallout and other hazards in the time of crisis. To date the program has identified approximately 248,000,000 fallout shelter spaces in over 370,000 facilities; however, information obtained through the Nuclear Attack Planning Base - 1990 indicates that many may be located within high risk target areas.

FEMA's Nuclear Attack Planning Base - 1990, which provides targeting information, significantly changed the designation of assumed risk areas and thereby areas which can be used for hosting evacuated populations. Much of the past surveying had been accomplished in areas now identified as at risk. FEMA needs to increase the pace of surveying in host areas and to update information to assure currency and quality control. Under the dynamic environment of demographics and construction within the United States, the integrity of the Population Protection Program can be maintained only if the information within the National Shelter Survey is up-to-date. Data more than 10 years old cannot be considered reliable.

Currently, this element, which supports the POPULATION PROTECTION provisions of Presidential policy, provides 100 percent Federal funding to participating States through the Comprehensive Cooperative Agreement process to identify, evaluate, and report fallout protection inherent in existing facilities, reception and care facilities, and those which can be upgraded to improve protection from fallout and other hazards. These facilities can serve a DUAL-USE purpose as the reception and care facilities may be used for peacetime emergencies involving natural and technological hazards. It also provides associated training, education, and technical guidance in the design and expedient upgrading of facilities and provides technical support to the SURVIVABLE CRISIS MANAGEMENT initiative. The base program provides for the maintenance and updating

of the inventory of shelters by State Fallout Shelter Analysts and through the use of summer-hire students who have completed the Shelter Survey Technician course. Output from the inventory is used by the Population Protection Planners in the development of Emergency Operations Plans. Under SURGE conditions, facilities capable of being upgraded would be identified from the inventory and upgrading methods would be employed to provide shelter in areas where shortfalls exist.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$4,411,000 and 28 workyears for this program element, of which \$1,521,000 was under Salaries and Expenses and \$2,890,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:
 - o Funded 40 States which performed facility surveys in approximately 185 jurisdictions.
 - o Furnished resources to process the facility survey data for use by emergency management planners.
 - o Completed enhancements to the Autocheck Survey Information System which provides automatic data entry, retrieval, and report generating capabilities and developed computer-based training in the use of the system.
 - o Conducted facility survey shelter design courses in protective construction for major catastrophes for the architectural/engineering community.
 - o Reviewed existing courses in fallout shelter analysis and blast protective design and provided for the redevelopment of the Fallout Shelter Analysis course to alleviate identified shortcomings.
 - o Provided facility survey skills and technology to a limited number of college students to qualify them for survey employment at the State level in those States which could fund their use.
 - o Disseminated technical publications on producing shelters to the architectural/engineering community and to the general public.
- d. Changes from the 1991 Estimates. Reflects a decrease of \$321,000 from the application of a general Congressional reduction.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$5,153,000 and 29 workyears to this program element, of which \$1,556,000 is under Salaries and Expenses and \$3,597,000 is under Emergency Management Planning and Assistance. Limited funding will be used to enhance and maintain the automated aspects of this program elements. Plans include:
 - o Providing funding to an estimated 40 participating States for Facility Survey via the Comprehensive Cooperative Agreement process.

- o Identifying shelters and maintaining an inventory of buildings which provide protection for the population from fallout in approximately 200 jurisdictions.
 - o Identifying temporary lodging for evacuees, and identifying those buildings which can be upgraded to improve fallout protection, in approximately 200 jurisdictions.
 - o Developing capabilities in shelter design by sponsoring two Fallout Shelter Analysis courses and continuing the updating of previously trained and qualified Fallout Shelter Analysts.
 - o Maintaining the existing computer software applications of the program.
 - o Sponsoring the Blast Protective Design course for the engineering community.
 - o Providing for the redevelopment of the Blast Protective Design course to alleviate shortcomings identified during the review in 1990.
 - o Sponsoring faculty from engineering and architectural schools to attend the Multiprotection Design Summer Institute, including Fallout Shelter Analysis, Blast Protective Design, Earthquake Protective Designs, Wind Engineering, and Designing Building Firesafety.
- f. 1992 Program. In 1992, FEMA requests a total of \$5,149,000 and 28 workyears. Included in this total are \$1,552,000 under Salaries and Expenses and \$3,597,000 under Emergency Management Planning and Assistance. Of the \$3,597,000 requested, \$2,982,000 will be passed through to the States for 100 percent funding of the identification and update of facilities to protect the population from fallout and other hazards. Limited funding will be used to enhance and maintain the automated aspects of this program element. This funding level will provide the resources to accomplish the following:
- o Surveying 200 jurisdictions for fallout shelters and reception and care facilities for inclusion on the National Shelter Survey data base.
 - o Processing of the facility survey data for use by emergency management planners.
 - o Revisions to existing course presentations and materials for the Facility Survey professional development program.
 - o Courses which provide design techniques to architects and engineers for evaluation and design of fallout protection in buildings and nuclear blast design to structural engineers.

- o Promotion of the incorporation of protective design features into new construction in order to increase sheltering capabilities through a multi-hazard design courses for college faculty which will incorporate these techniques into their curricula.
- o Maintenance and development of enhancements to the existing computer software applications of the program.
- o Shelter design guidance to State and local government and the general public.

1992 Increases/Decreases. None.

g. Outyear Implications. None.

h. Advisory and Assistance Services. None.

3. Family Protection

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

b. Objective/Element Description. Presidential policy guidance on U.S. Civil Defense specifies among priorities three areas to improve attack and all other hazards preparedness capabilities: (1) providing INFORMATION to promote public understanding of attack and other threats and of actions to improve chances of SURVIVAL; (2) fostering VOLUNTARY PARTICIPATION in community Civil Defense activities; and (3) developing plans and capabilities for SUSTAINING SURVIVORS and for POSTATTACK RECOVERY by provision of food, fuel, pharmaceuticals, and other life support essentials. Both citizen understanding and RECOVERY plans are important elements of the base for SURGE improvements in the Nation's Civil Defense posture.

The goal of the Family Protection element is to enhance POPULATION PROTECTION, SURVIVAL, and RECOVERY across all hazards as required by Presidential policy guidance and, ultimately, to enhance the resilience of the country in the face of nuclear attack and other threats by (1) improving all-hazard preparedness at the family and neighborhood level by providing INFORMATION and materials to the public on Civil Defense and emergency preparedness, (2) establishing and implementing a nationwide program which causes people at the family, neighborhood, or community levels to take preparedness actions now that increase chances of SURVIVAL and reduce the likelihood of injuries in times of national security emergencies and peacetime disasters, (3) increasing citizen participation in community emergency preparedness programs and training, and (4) providing guidance for plans and preparedness for such life support systems as food, water, energy, sanitation, and health and medicine, in coordination with those departments and agencies designated specific Civil Defense responsibilities by Executive Order 12656--Assignment of Emergency Preparedness Responsibilities--the 1988 executive guidance assigning specific preparedness responsibilities for national security emergencies.

Family Protection has a grassroots focus on getting family emergency preparedness and individual self-help INFORMATION into the hands of the public and encouraging the public to prepare themselves, at the family or neighborhood levels, for emergencies of all kinds, including nuclear attack. The Family Protection element supports the overall Population Protection Program by preparing the public to respond when State and local emergency plans are implemented. Life support activities focus on restoration of community life lines. Implicit in the program is the idea that the family and community units provide the first line of defense, especially for catastrophic disasters.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$277,000 under Emergency Management Planning and Assistance and no workyears for this program element. Emphasis in this phase of program development focused on (1) exploration of ways to involve citizen VOLUNTEERS and private sector groups in the implementation of local program activities and (2) continuation of development of additional family emergency preparedness tasks and materials. Accomplishments included the following:
- o Conducted a Conference on Civil Defense Self-Help and Family Protection at the Emergency Management Institute for FEMA Regional and State and local Civil Defense personnel, members of VOLUNTEER organizations, and citizens active in promoting emergency preparedness in their communities, for the purpose of determining how best to move beyond awareness and preparedness materials development and dissemination considerations to ways to organize and support emergency preparedness activities and capabilities at the family and neighborhood levels. Prepared a Conference Report for distribution to the emergency management community and public libraries.
 - o Developed a Five-Year Family Protection Program Plan that will help guide the ongoing conceptualization and implementation of the program.
 - o Developed visual aids: an additional slide presentation on Family Disaster Preparedness for the Civil Defense Speakers Kit focusing on how to put together a minimum of 72 hours emergency preparedness kit and a 20-minute broadcast quality video on disaster preparedness in the U.S. and the importance of individual and family emergency preparedness preparation.
 - o Developed booklets on Family Food and Water Emergency Preparedness Issues and a Questions and Answers Booklet on Civil Defense Emergency Preparedness Issues for emergency management personnel in order to help them respond to questions from citizens on the need for emergency preparedness for the full range of hazards that potentially confront the Nation and their communities.
 - o Developed a trifold that summarizes public opinion survey findings concerning all-hazard emergency preparedness.

- o Developed capability to track dissemination of Civil Defense Speakers Kits and Exhibits and a regional reporting system on the use of Family Protection Program materials and the implementation of the program in States and localities.
 - o Developed guidance: for State and local governments on protection, repair, and restoration of community water systems and sewage systems in case of catastrophic disasters; a draft for community plans provide for emergency water and sanitation to SUSTAIN SURVIVORS and to provide for an improved basis for RECOVERY from major disasters, including attack.
 - o Initiated an interagency coordinating process for guidance in essential life support functions, beginning with the development of plans for responding to the victims of truly mass casualty catastrophes. Continued planning for efforts to involve the Federal departments and agencies in the development of plans and guidance to State and local governments, private sector, VOLUNTEER groups, and individual families and communities on how to ensure the provision of essential life support services. This will be done in coordination with Federal department and agencies designated responsibilities under Executive Order 12656, Assignment of Emergency Preparedness Responsibilities.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$525,000 and no workyears to this program element under Emergency Management Planning and Assistance. Emphasis in the 1991 program will be on the identification and recruitment of a national VOLUNTEER organization for active involvement in the implementation of family protection activities at the local level. Limited funding will be used to enhance and maintain the automated aspects of this program. The program will include the following activities:
- o Complete development of the Family Protection and VOLUNTEER/Self-Help program concept, development plan, and requirements. Complete development of the INFORMATION necessary to prepare planning and implementation guidance for State and local governments, VOLUNTEER and service organizations, other Federal agencies, and individual families and communities to assist them in implementing the program and in providing for the SURVIVAL of the population in all emergencies.
 - o Recruit a national VOLUNTEER organization such as Neighborhood Watch to promote emergency preparedness at the family and community level.
 - o Conduct ongoing assessment of program results and the impact on preparedness, and make necessary program adjustments to improve performance.

- o Conduct symposium on family emergency preparedness and Civil Defense **VOLUNTEER** issues at the Emergency Management Institute, and produce and distribute a report on symposium findings and recommendations to the emergency management and disaster **VOLUNTEER** communities.
 - o Refine the Civil Defense Speaker's kit, exhibit, and supporting materials on risks, local community preparedness, and citizen involvement for use by local emergency management personnel and members of **VOLUNTEER** organizations nationwide.
 - o Develop, field-test, produce, and distribute to State and local governments and **VOLUNTEER** organizations printed materials and videocassettes on Civil Defense and family emergency preparedness.
 - o In coordination with departments and agencies that were designated emergency preparedness responsibilities under Executive Order 12656, continue development of Federal plans and guidance for State and local governments and the private sector on how to protect, repair, and restore life support systems in such areas as food, energy, health, and medicine.
 - o Implement a strategy for obtaining the active involvement of other Federal departments and agencies (in accordance with their responsibilities under Executive Order 12656) in the development of Federal plans and guidance for State and local governments and the private sector on how to protect, repair, and restore life support systems such as food, water, energy, health, and medical in any emergency. The strategy involves cooperative joint efforts by FEMA with other departments and agencies to develop and distribute authoritative guidance to State and local government on how to protect and restore critical life support systems such as food and energy in a major disaster.
- f. **1992 Program.** In 1992, FEMA requests a total of \$325,000 and no workyears for the program element under Emergency Management Planning and Assistance. Emphasis will (1) continue on the identification and recruitment of additional national **VOLUNTEER** and private sector organizations to actively support the advancement of program goals and (2) focus on the development of guidance for State and local governments on Family Protection Program implementation. Limited funding will be used to enhance and maintain the automated aspects of this program. The request will also provide for the following activities:
- o Produce and conduct an Emergency Education Network (EENET) videocassette to promote family emergency preparedness, exchange **INFORMATION**, and afford local program organizers and participants an opportunity to ask questions about the objectives, status, and future direction of the Family Protection Program.
 - o Conduct an annual Conference on family emergency preparedness, self-help, and **VOLUNTEERISM** issues at the Emergency Management Institute to support program development and implementation, and produce and distribute a conference report to the emergency management and **VOLUNTEER** communities.

- o Refine and develop Civil Defense Speakers Kit materials, exhibits, and publications on family emergency preparedness, self-help, and VOLUNTEERISM for use by the Federal, State, and local Civil Defense emergency management community, VOLUNTEER and private sector organizations, emergency preparedness activists, and citizens.
- o Continue development, in coordination with other departments and agencies designated emergency preparedness responsibilities under Executive Order 12656, of Federal plans and guidance for State and local governments and the private sector on how to protect, repair, and restore life support systems in such areas as food, energy, health, and medicine. In 1992, the emphasis will be placed on emergency food provisions and will use only staff resources and no program funds.

1992 Increases/Decreases. The 1992 request includes a reduction of \$200,000 in resources planned for initiation of a challenge grant program.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

D. State and Local Direction, Control and Warning

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Emergency Operating Centers.....	EM-43	\$4,818	\$5,000	\$7,078	\$5,000	-\$2,078
2. State & Local Warning and Communications Systems.....	EM-45	1,030	3,150	3,150	3,150	...
3. Emergency Broadcast System Guidance and Assistance.....	EM-49	3,735	3,700	3,770	3,700	-70
4. Other State & Local Direction, Control & Warning.....	EM-52	<u>2,165</u>	<u>2,000</u>	<u>2,750</u>	<u>2,750</u>	<u>...</u>
Total, State & Local Direction, Control and Warning (Budget Authority).....		11,748	14,850	16,748	14,600	-2,148

Changes from Original 1991 Estimates. Reflects a net increase of \$1,898,000:

- o an increase of \$2,078,000 for Emergency Operating Centers
- o an increase of \$70,000 for replacement and monitoring of leaking Emergency Broadcast System fuel storage tanks in Vermont.
- o a decrease of \$250,000 for Maintenance and Services from the application of a general Congressional reduction.

D. State and Local Direction, Control and Warning

1. Emergency Operating Centers

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objectives/Element Description. This program element supports the SURVIVABLE CRISIS MANAGEMENT (SCM) Presidential policy objective and is an essential element of the Nation's emergency management readiness capability. The program element assists State and local governments in the development of Emergency Operating Centers (EOC's), including communications and life support features, to facilitate State and local direction and control and the continuity of State and local governments. Such assistance consists of 50/50 matching funds and technical assistance in the planning, design, and construction of EOC's. The EOC program is geared to developing an in-place SCM EOC capability at the State and State-alternate levels and in such local jurisdictions as may be necessary to effect a State-wide span of control.

This program enables State and local governments to have operational direction and control capabilities during attack, natural and technological disasters, and post-disaster periods, thus allowing the government to respond to the emergency needs of the population. The 1992 program will feature continued implementation of the SCM Presidential policy objective. It focuses on the development of State SCM capabilities based upon the enhancement of State and local EOC's and direction and control systems. The objective is to provide maximum national direction and control coverage with the minimum Federal dollar output. The capabilities developed under this program element will be potentially survivable against radioactive fallout, located out of the high-risk nuclear blast areas, and operational on a day-to-day basis for natural and technological hazards, thus embracing the DUAL-USE concept contained in Presidential policy.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$5,570,000 and 13 workyears for this program element, of which \$752,000 was under Salaries and Expenses and \$4,818,000 was under Emergency Management Planning and Assistance. In 1990, FEMA:
 - o Provided technical assistance to State and local governments on new EOC starts and upgrades, and on the design, development, and modification of existing Emergency Operating Centers.
 - o Provided funding assistance to ten State SCM projects.

- o Incorporated concepts of SCM planning into Federal, State, and local guidance documents.
- d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$2,078,000 for State and local Emergency Operating Centers.
- e. 1991 Program. In 1991, FEMA is allocating \$7,889,000 and 15 workyears to this program element, of which \$811,000 is under Salaries and Expenses and \$7,078,000 is under Emergency Management Planning and Assistance. These resources will support the following activities:
 - o Providing technical assistance to 20 State SCM projects to further the development of a national SCM capability.
 - o Providing funding assistance for the enhancement of local EOC capabilities which support State SCM projects.
 - o Developing formal SCM guidance documents to assist States and localities in developing effective SCM systems.
 - o Enhancing program management capabilities through the promotion of its use of ADP management information systems.
- f. 1992 Program. In 1992, FEMA requests a total of \$5,835,000 and 15 workyears. Included in this total are \$835,000 under Salaries and Expenses and \$5,000,000 under Emergency Management Planning and Assistance (EMPA). Of the \$5,000,000 requested in EMPA, \$4,820,000 will be passed through to States as 50 percent matching Federal funds to support the development of State and local EOC's. This funding level will provide the resources to accomplish the following:
 - o In cooperation with State government officials, continue to implement SCM system development initiated in 1988.
 - o Assist in the design and implementation of statewide SCM network projects to meet FEMA's survivability criteria.

- o Enhance State continuity of government and crisis management capabilities by providing technical and financial support for the development of SCM plans, facilities, and capabilities.
- o Develop State deployment capabilities through State primary and alternate EOC's and emergency communications systems such as Emergency Broadcast System, Operation State Emergency Communications Using Radio Effectively (Operation SECURE), and Radio Amateur Civil Emergency Services (RACES).
- o Develop nonfacility and nonequipment features of the SCM design, including State legal authorities, emergency operations plans, data bases, training, and exercises.
- o Continue enhancement of program management capabilities through expansion of its use of automated data processing systems.

1992 Increases/Decreases. The 1992 request includes a decrease of \$2,078,000 from the one-time 1991 Congressional increase.

- g. Outyear Implications. This element will focus on the development of State and local SCM capabilities based upon the development of survivable EOC's and communications, command, and control systems, as well as the establishment of national SCM capabilities.
- h. Advisory and Assistance Services. None.

2. State and Local Warning and Communications Systems

- a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element, which supports the Presidential policy objectives of SURVIVABLE CRISIS MANAGEMENT (SCM) and plans for SUSTAINING SURVIVORS IN POSTATTACK RECOVERY, is an integral element of the Nation's emergency management preparedness capability. It provides technical assistance and up to 50 percent matching funds to State and local emergency management offices for the development of emergency warning and communications capabilities in support of Federal, State, and local continuity of government and for response to all hazards, including nuclear attack. This component provides 100 percent funding support for regional/State level warning and communications training and planning conferences designed to meet

national objectives. The capability provided by this program meets nuclear attack and day-to-day requirements and provides a base from which State and local warning and communications capabilities can be SURGED, in accordance with Presidential policy, during a national security emergency. During periods of crisis, these capabilities will be SURGED through the increased production of commercial equipment used within the program.

This element supports the establishment of a nationwide direction and control capability. It supports integration of State and local government entities with Federal systems for response to and management of emergencies and disasters and ensures an SCM capability. This element further supports Presidential policy by establishing State and local requirements for survivable, reliable, and dedicated emergency warning and communications systems at the State and local levels of government. It also provides the needed operational capabilities to maintain an SCM capability for protecting lives and property in peacetime disasters and transattack and postattack periods. Emergency warning and communications capabilities are essential to attack preparedness and in meeting peacetime emergency requirements. Therefore, this program fully supports attack and peacetime emergency environments. The establishment of a nationwide high frequency emergency communications network, an amateur radio network for backup emergency communications, and enhanced State and local warning systems will be realized through the placement of appropriate equipment in key Emergency Operating Centers (EOC's) at the State and local levels of government.

273

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,551,000 and 9 workyears for this program element, of which \$521,000 was under Salaries and Expenses, and \$1,030,000 was under Emergency Management Planning and Assistance. In 1990, FEMA:
- o Provided technical assistance to State and local governments in the development of survivable emergency warning and communications systems to support their SCM networks.
 - o Completed the development of procedures for the establishment and processing of State telecommunications restoration priorities through the Telecommunications Service Priority (TSP) program.
 - o Provided to the States the Portable Emergency Data System (PEDS) operating system software, State data bases, and User and Training manuals.

- o Provided financial assistance to 19 States and 103 local jurisdictions for the purchase of Radio Amateur Civil Emergency Services (RACES) equipment.
 - o Provided financial assistance to 13 States for the purchase of Operation State Emergency Communications Using Radio Effectively (Operation SECURE) equipment.
 - o Provided support and technical assistance to States in their efforts to apply new emerging technologies to more effectively, and with greater cost efficiency, meet critical civil defense communications and warning requirements.
 - o Provided financial assistance to one State and nine local jurisdictions for the upgrading of their public warning systems.
 - o Provided assistance in the delivery of the Telecommunications and Warning Systems Design course to Federal, State, and local telecommunications officers.
 - o Presented the State and local Telecommunications Service Priority (TSP) program at four regional and one annual National Association of State Telecommunications Directors (NASTD) conferences.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating \$3,686,000 and 10 workyears to this program element, of which \$536,000 is under Salaries and Expenses and \$3,150,000 is under Emergency Management Planning and Assistance. These resources are supporting the development of State and local SCM capabilities by:
- o Managing the State and local Telecommunications Services Priority (TSP) system.
 - o Providing financial assistance to States and localities for the purchase of 328 Operation SECURE high frequency radios.
 - o Providing assistance and funding support to States for the development of alternative back-up survivable antenna systems.

- o Providing financial assistance to States and localities for the purchase of 328 RACES high frequency (HF) base stations.
 - o Providing financial assistance to States and localities for the upgrading of 48 alerting and warning systems.
 - o Completing the development of an automated system for State and local TSP authorization.
 - o Providing assistance and funding support to State efforts to develop cost efficient applications for new emerging technologies (i.e., pocket radio) to meet critical civil defense warning and communications requirements.
 - o Maintaining the Portable Emergency Data System (PEDS) operating system.
 - o Providing funding assistance and technical support for the conduct of regional/State level telecommunications and warning conferences/training sessions designed to meet national civil defense objectives.
 - o Enhancing program management capabilities to meet expanded critical ADP management information system requirements.
- f. 1992 Program. In 1992, FEMA requests a total of \$3,703,000 and 10 workyears for this program element. Included in this total are \$553,000 under Salaries and Expenses and \$3,150,000 under Emergency Management Planning and Assistance (EMPA). Of the \$3,150,000 requested in EMPA, \$2,898,000 will be passed through to States predominantly as 50 percent Federal matching funds to support the development and enhancement of State and local warning and communications systems and the remainder as 100 percent Federal funding to support the conduct of regional/State telecommunications and warning planning/training conferences designed to meet national objectives. This program element will continue to support the development of State and local SCM capabilities by focusing on enhancing State and local warning and communications systems including:
- o Providing technical and financial assistance to State and local governments for establishing new and enhancing existing civil defense survivable HF radio (i.e., Operation SECURE) systems.

- o Providing continuing technical assistance and financial support for the application of new emerging technologies to State and local civil defense warning and communications requirements.
- o Providing technical and financial assistance to State and local governments for enhancing RACES networks.
- o Managing the State and local Telecommunications Service Priority (TSP) system and providing technical assistance to States for the development of their TSP system.
- o Continuing liaison and planning with Federal Preparedness activities to ensure compatibility of Federal, State, and local SCM telecommunications systems.
- o Providing support for presentations of the Telecommunications and Warning Systems and Civil Defense courses at Emergency Management Institute (EMI).
- o Updating and distributing the PEDS State data base to FEMA Regional Offices and to State and local offices of emergency management and assist in its integration into State SCM plans.
- o Continuing enhancement and maintaining of program management capabilities to meet expanded critical ADP management information system requirements.

1992 Increases/Decreases. None.

- g. Outyear Implications. This element will focus on the improvement of communication connectivity required to establish State and local SCM systems for effective warning and direction and control, especially in the areas of Federal, State, and local emergency radio communications systems and networking.

- h. Advisory and Assistance Services. None.

3. Emergency Broadcast System

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

- b. **Objective/Element Description.** This program element supports the requirements outlined in Presidential policy objectives for **EMERGENCY PUBLIC INFORMATION**, **SURVIVABLE CRISIS MANAGEMENT**, and **POSTATTACK RECOVERY for SUSTAINING SURVIVORS**. It provides 100 percent Federal funding to Emergency Broadcast System (EBS) station owners for development of essential capabilities to disseminate warning and **EMERGENCY PUBLIC INFORMATION** nationwide by the President and other public officials in the event of an enemy attack or peacetime disaster. This element provides protection packages to stations consisting of backup power with a 14-day fuel supply, emergency communications equipment, programming equipment, electromagnetic pulse protection, and fallout protection. The EBS stations that receive protection under this element are expected to be functional on a day-to-day basis as well as during national security emergencies. They must be able to transmit life-saving **EMERGENCY PUBLIC INFORMATION** when commercial power may not be available during an emergency. In addition, these same stations must be able to provide **INFORMATION** to the public in the event of an enemy attack, and be capable of permitting the President to address the public during transnuclear and postnuclear attack periods. In providing this capability, the EBS also supports State and local continuity of government, is critical to saving lives and preserving property, and is an integral part of Federal continuity of government. The total EBS system to be eventually protected consists of 30 Primary Entry Point (PEP) stations, an estimated 55 Originating Primary Relay Stations (OPRS), 250 State Relay Network Stations (SRNS), and 591 Common Program Control Stations-level 1 (CPCS-1). FEMA has ongoing studies to develop a five-tiered process for: (1) identifying new priority stations and upgrading them to comply with all survivable EBS criteria; (2) inventorying EBS stations that were previously upgraded to BSPP standards; (3) identifying deficiencies in previously upgraded stations; (4) enhancing survivability of emergency operational capabilities in those stations; and (5) ensuring maintenance of protection features and operational capabilities of all new and upgraded EBS stations.
- c. **1990 Accomplishments.** In 1990, FEMA used a total of \$4,256,000 and 9 workyears for this program element, of which \$521,000 was under Salaries and Expenses and \$3,735,000 was under Emergency Management Planning and Assistance. During 1990, maintenance, repair, and replacement of Emergency Broadcast System (EBS) equipment was accomplished to maintain the emergency operational capabilities of existing EBS stations. In 1990, FEMA:
- o Provided funding for Broadcast Station Protection Program (BSPP) features to 99 EBS stations, including funding for new generators, repair of existing generators, purchase of emergency communications equipment, and electromagnetic pulse protection.
 - o Provided funding to completely upgrade the New York EBS.

- o Continued construction efforts to protect and upgrade the 10 PEP stations and install equipment. This effort commenced in the fall of calendar year 1989 and is scheduled for completion in 1991. The funding for these activities was provided in the 1988 and 1989 budgets.
- d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$70,000 for monitoring and replacement of leaking Emergency Broadcast System fuel storage tanks in Vermont.
- e. 1991 Program. In 1991, FEMA is allocating \$4,336,000 and 10 workyears to this program element of which \$566,000 is under Salaries and Expenses and \$3,770,000 is under Emergency Management Planning and Assistance. The goal of the Emergency Broadcast System (EBS) program is to have a minimum of 1 station in each of the 587 EBS operational areas protected. Original costs for providing protection features and enhanced survivable operational capabilities were estimated at \$50,000 per station. Subsequent experience has shown, however, that such costs may be closer to \$109,000, depending upon the condition of the station involved. Based upon these revised estimates, 1991 funds are being used to provide protection for the full upgrading of 23 selected Originating Primary Relay Stations (OPRS) or State Relay Network Stations (SRNS), and approximately \$1,200,000 will be used to maintain the protection and operational capabilities of previously protected stations. These stations will complement and support Primary Entry Point stations and the overall FEMA concept of SURVIVABLE CRISIS MANAGEMENT (SCM). Installation of radio equipment as well as construction of the facility shelter will require a multi-year effort. Such activities will continue to improve the current minimal capability to provide EMERGENCY PUBLIC INFORMATION to the U.S. populace. Stations selected to receive funding for full upgrading shall not be located in areas of overpressure of greater than 2 pounds per square inch as defined in the Nuclear Attack Planning Base (NAPB) and must be designated as one of the following types of EBS stations in the following order of priority: (1) OPRS; (2) SRNS; or (3) Common Program Control Station-level 1. To enhance program management capabilities, EBS funds will also support enhancement of the increased ADP support requirements of the program. In addition to the above, \$70,000 will be provided to the State of Vermont for use in bringing federally provided underground storage tanks located at EBS stations into compliance with Federal and State environmental laws and regulations.
- f. 1992 Program. In 1992, FEMA requests a total of 10 workyears and \$4,283,000 for this program element. Included in this total are \$583,000 under Salaries and Expenses, and \$3,700,000 under Emergency Management Planning and Assistance (EMPA). Of the \$3,700,000 requested in EMPA, \$1,993,000 will be provided as 100 percent Federal support pass-through funds via the BSPP program to EBS stations/States to enhance and maintain national EBS capabilities at the State and local level. These program funds will be used to

continue providing protection to 16 selected Emergency Broadcast System (EBS) stations toward the goal of a protected station in each of the 587 EBS operational areas, to maintain the present EBS infrastructure's operational capabilities (approximately \$1,700,000), to repair and replace underground storage tanks (UST's), and to enhance program management capabilities through Automatic Data Processing and maintenance of a current data base.

1992 Increases/Decreases. The 1992 request includes a decrease of \$70,000 associated with the one-time cost in 1991 of bringing Emergency Broadcast System storage tanks in Vermont into compliance with Federal and State environmental laws and regulations.

- g. Outyear Implications. None.
- h. Advisory and Assistance Services. None.

4. Other State and Local Direction, Control and Warning

- a. Authority: Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element consists of two components: (1) Electromagnetic Pulse (EMP) protection and (2) Maintenance and Services (M&S). These components directly support the presidential policy objectives of POPULATION PROTECTION, SURVIVABLE CRISIS MANAGEMENT (SCM), and SUSTAINING SURVIVORS in POSTATTACK RECOVERY. The components of this element are:
 - (1) Electromagnetic Pulse (EMP) Protection. This component provides protection against the effects of EMP generated as a result of a nuclear detonation and also against the effects of lightning and other electrical power transients. EMP protection is necessary to assure the survivability of: (1) Emergency Broadcast System (EBS) Radio Stations; (2) critical command, control, communications, life support, and other systems in Emergency Operating Centers (EOC's); and (3) essential State and local EMERGENCY PUBLIC INFORMATION warning and communications systems. All of the systems protected by this component are critical to the support of State SCM capabilities. It also provides technical assistance to State and local jurisdictions through 100 percent Federal funding in the planning, design, and installation of EMP protected communications equipment and systems, supports testing of EMP devices and systems, and identifies SURGE requirements consistent with Presidential policy objectives.

- (2) Maintenance and Services (M&S). This component supports State and local efforts to maintain operational capabilities of existing critical civil defense systems by providing funding assistance for the maintenance, repair, replacement, and service of systems and equipment in EOC's and for civil defense emergency communications and warning systems external to EOC's. Federal funds are provided at up to a 50 percent match to State and local governments.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$2,396,000 and 4 workyears for this program element of which \$231,000 was under Salaries and Expenses and \$2,165,000 was under Emergency Management Planning and Assistance. In 1990, FEMA:
- o Provided funding for EMP protection of 10 EBS stations and 32 EOC's.
 - o Completed providing protection to 18 EBS stations and 18 EOC's surveyed in FY 1989.
 - o Completed development and provided training on the operation of a maintenance and survey management information system to enhance State and local capabilities to maintain the operational capabilities of critical systems and equipment.
 - o Provided \$1,000,000 in aggregate to 33 States for maintenance, repair, or replacement of direction and control systems and equipment.
- d. Changes from the 1991 Estimates. Reflects a decrease of \$250,000 from the application of a Congressional general reduction.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$3,013,000 and 5 workyears to this program element, of which \$263,000 is under Salaries and Expenses and \$2,750,000 is under Emergency Management Planning and Assistance.
- o Electromagnetic Pulse (EMP) Protection - is providing technical assistance and 100 percent funding support to EBS stations, States, and localities. Resources will provide:
 - Protection and maintenance for the operational integrity of essential civil defense facilities,

equipment, and systems from the effects of EMP. Such facilities would include 9 critical EBS stations and 32 EOC's.

- Technical support and provision of EMP materials and equipment to States and localities to provide and maintain EMP protection systems for EOC's.
- Enhancement of program management for overall ADP capabilities.
- Development of an EMP data base management and Computer Aided Design (CAD) system.
- Maintenance and management of FEMA's EMP inventory of parts. Parts maintained in the inventory have a long production lead-time and are stored to ensure their timely availability to meet State, local, and EBS needs.

In addition, this component is supporting the testing of EMP devices and materials designed to meet State, local, and EBS requirements to ensure that established performance criteria are met. These activities are coordinated with the other program elements of Direction, Control, and Warning.

- o Maintenance and Services (M&S) - is providing guidance and funding support to States to cover up to 50 percent of the costs incurred for maintenance, repair, replacement, and servicing of the equipment used for critical civil defense direction, control, and warning facilities and systems. In addition, this component is responsible for managing and supporting the automated M&S Equipment Inventory and Maintenance Scheduling process designed to enhance State and local capabilities to more effectively manage their maintenance, repair, replacement, and inspection programs.
- f. 1992 Program. In 1992, FEMA requests a total of \$3,021,000 and 5 workyears for this program element. Included in this total are \$271,000 under Salaries and Expenses and \$2,750,000 under Emergency Management Planning and Assistance (EMPA). Of the \$2,750,000 requested in EMPA, \$1,650,000 will be provided as 50 percent Federal matching funds to States through the M&S component and \$870,000 will be used to provide for 100 percent of the cost for providing EMP protection to EBS stations and EOC's.
- o Electromagnetic Pulse (EMP) Protection - will continue to provide 100 percent funding support for the engineering design, purchase, installation, and maintenance of EMP protective devices for 7 EBS

stations and 24 State and local Emergency Operating Centers (EOC's) which are essential to provide EMERGENCY PUBLIC INFORMATION and warning and communications. It will also support:

- Developing and delivering technical guidance and training courses for State and local technicians.
- Testing of EMP devices and equipment.
- Managing and maintaining the EMP inventory of critical parts.
- Enhancing program management overall capabilities with ADP and provide technical assistance through the Computer Aided Design (CAD) system to States and localities.

The EBS stations that are to be provided EMP protection through this activity will be selected in accordance with the priorities established under the EBS element of Direction, Control and Warning program. The highest priority will be given to providing protection to those stations defined by the Broadcast Station Protection Program (BSPP) of the EBS element which also meet all of FEMA's EBS survivability requirements with the exception of EMP. The EOC's provided EMP protection under this program will be existing State and local EOC's identified by the EOC element of Direction, Control, and Warning program, which also meet all operational criteria with the exception of EMP protection.

- o Maintenance and Services - will provide funds to States on a matching basis up to 50 percent to be used for maintenance, repair, replacement, and servicing of existing critical State and local civil defense equipment and systems. This support will enhance the ability of State and local governments to maintain their operational capabilities. In addition, this component will support enhancement of program management ADP capabilities to increase the program's cost effectiveness in meeting State and local requirements.

1992 Increases/Decreases. None.

- g. Outyear Implications. Outyear focus of EMP will be on increased installation of EMP protective devices and systems in conjunction with SURVIVABLE CRISIS MANAGEMENT State systems and priority EBS stations; increased

training of State and local technicians in EMP protection and the improvement of installation standards for EMP protection. N&S will support maintenance of critical State and local emergency civil defense operational capabilities by the provision of funding support, guidance, and technical support to States and localities.

- h. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

E. Research

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Research.....	EM-58	...	...	...	...	...
2. Systems Development.....	EM-58	...	...	...	...	...
3. Policy and Planning.....	EM-59	<u>\$504</u>	<u>\$600</u>	<u>\$600</u>	<u>\$600</u>	<u>...</u>
Total, Research (Budget Authority).....		504	600	600	600	...
<u>Changes from Original 1991 Estimates.</u>	None.					

E. Research.

1. Research

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element provides for the conduct of scientific and technical research in support of the objectives of Presidential Policy Guidance. The results of this research are then used for the development of policy and plans (under the Policy and Planning element) to reflect new developments and program innovations. SURGE activities and DUAL-USE considerations are included. The policies and plans are then translated into guidance for use by State and local governments, into which DUAL-USE applications are incorporated.
- c. 1990 Accomplishments. In 1990, FEMA used no funds for this program element.
- d. Changes from the 1991 Estimates: None.
- e. 1991 Program. In 1991, FEMA is allocating no funds or workyears to this program element.
- f. 1992 Program. FEMA requests no funds or workyears for this program element.
- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

2. Systems Development

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element provides for developing, field testing, and demonstrating new designs and/or modifications in Civil Defense program elements at the State and local levels. This enhances program effectiveness by facilitating transfer of improvements to deployed programs in the field through field tests and demonstrations and providing new or improved guidance for State and local governments in support of Presidential policy guidance objectives (e.g., population protection, crisis management). SURGE and DUAL-USE considerations are included as applicable.
- c. 1990 Accomplishments. In 1990, FEMA used no funds for this program element.
- d. Changes from the 1991 Estimates. None.

- e. 1991 Program. In 1991, FEMA is allocating no funds or workyears to this program element.
- f. 1992 Program. FEMA requests no funds or workyears for this program element.
- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

3. Policy and Planning

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element provides for overall Civil Defense policy planning and analysis and the preparation of policy options for consideration by the National Security Council (NSC), Office of Management and Budget (OMB), and the Department of Defense (DoD); provides for ongoing review, development, and coordination of Civil Defense policy; provides for the development of Civil Defense program concepts, options, and plans based on approved Presidential policy and for the development of strategic and long-range plans for the Civil Defense program; defines broad Civil Defense requirements and options for achievement of the requirements; provides detailed planning for Civil Defense SURGE and Military Support to Civil Defense and personnel for the management, planning, and implementation of the emergency PUBLIC INFORMATION and family protection elements of the Civil Defense program; and provides for all-hazard threat assessments to define the various threats the Civil Defense program must produce capabilities to address.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$980,000 and 8 workyears for this program element, of which \$476,000 was under Salaries and Expenses and \$504,000 was under Emergency Management Planning and Assistance. Accomplishments included:
 - o Continuation of the internal review of U.S. national Civil Defense Policy. Provided support for a formal review of Civil Defense policy by the National Security Council Policy Coordinating Committee for Emergency Preparedness/Mobilization.
 - o Initiation of a program of work to develop a series of basic Civil Defense program and policy documents to serve as guidance for Civil Defense program design, execution, and improvement through the Year 2000.
 - o Development of a preliminary Civil Defense concept of operations.
 - o Development of a draft Civil Defense Strategic Plan.

- o Development of draft program requirements for the total required Civil Defense capability, the required Civil Defense base capability, and Civil Defense SURGE.
 - o Initiation of the development of an all-hazard threat assessment system.
 - o Field testing of the Civil Defense SURGE Budget Handbook to improve and validate SURGE planning.
 - o Development of draft SURGE planning documents including: Standby legislation and executive documents; a SURGE Comprehensive Cooperative Agreement; Hiring State and local personnel; In-place and Spontaneous Evacuation Planning; Urban Shelter Survey; and Standby Agreement for Mine Survey.
 - o Development of a draft concept for a new Civil Defense emergency operations reporting system.
 - o Completion and distribution of the annual update of the nuclear attack planning base aimpoint list annual update.
 - o Assistance in planning and conducting CIVEX 90, an unclassified nuclear attack exercise.
 - o A conference on Civil Defense in the Year 2000 with experts from government and academia to explore global trends, threat assessment processes, and strategic planning models.
 - o Conduct of three National Security Workshops involving State, military, and Federal agency leaders at the regional level.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. FEMA is allocating a total of \$1,161,000 and 10 workyears for this program element for 1991, of which \$561,000 is under Salaries and Expenses and \$600,000 is under Emergency Management Planning and Assistance. Limited funding will be used to enhance and maintain the automated aspects of this program element. Activities will focus on continued implementation of the Administration's Civil Defense policy and will include:
- o Continuation of the ongoing internal review of the U.S. national Civil Defense policy and completion of the formal review of Civil Defense by the National Security Council Policy Coordinating Committee on Emergency Preparedness/Mobilization.
 - o Continuation of the program of work begun in 1990 to develop basic Civil Defense program and policy documents for program design, execution, and improvement.

- o Development of policy analyses and guidance to define Civil Defense concepts, program options, and requirements for program elements such as SURVIVABLE CRISIS MANAGEMENT, SURGE, Family Protection, Emergency PUBLIC INFORMATION, Military Support to Civil Defense, and for base-level Civil Defense capabilities.
- o Initiation of the program of strategic analysis, discussion, and publication at universities or other academic centers on the strategic defense aspects of Civil Defense, involving recognized national security and public policy experts.
- o Completion and dissemination of the new Civil Defense concept of operations.
- o Completion of the development of Civil Defense strategic goals and objectives and approval of a Civil Defense strategic plan.
- o Definition of the total required Civil Defense capability, the required Civil Defense base capability, and Civil Defense SURGE requirements.
- o Development of options for Civil Defense program design changes necessary to achieve the goals and objectives and meet requirements.
- o Development of a Civil Defense long-range planning process and an initial long-range implementation plan for achieving Civil Defense strategic goals and objectives and implementing the new Civil Defense concept of operations by the year 2000.
- o Development of the all-hazard threat assessment process and implementation within FEMA. Produce a preliminary all-hazard threat assessment.
- o Continuation of Civil Defense SURGE planning to include preparation of SURGE exercise materials, a prototype management workshop on SURGE activities for Federal and State Civil Defense program managers, and other needed standby SURGE materials.
- o Development of an a multi-hazard emergency operations reporting system to ensure systematic reporting of critical information between local, State, and Federal levels in catastrophic emergencies, especially attack emergencies to include preparation of a new emergency reporting Civil Preparedness Guide and of exercise and training materials for State and regional staffs to test the new emergency reporting system.
- o Maintenance and update of the Nuclear Attack Planning Base to reflect changes in the international environment and to update the potential U.S. target base.

- o Development of the civil structure, plans, and procedures needed to fully coordinate Military Support for Civil Defense (MSCD) during national security emergencies.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,078,000 and 9 workyears for this program element. Included in this total are \$478,000 under Salaries and Expenses and \$600,000 under Emergency Management Planning and Assistance. Limited funding will be used to enhance and maintain automated aspects of this program element. These resources will provide for the following:
- o Ongoing development of policy analyses and guidance to establish Civil Defense concepts, program options, and requirements for program elements such as SURVIVABLE CRISIS MANAGEMENT, SURGE, Family Protection, Emergency PUBLIC INFORMATION, MSCD, and Civil Defense required base-level capabilities. Develop new program concepts and design to implement policy decisions resulting from the National Security Council Civil Defense Policy review completed in 1991.
 - o Ongoing development and updating of the Civil Defense strategic and long-range plans.
 - o Definition and development of Civil Defense program requirements for meeting Presidential Civil Defense Policy objectives consistent with strategic defense planning. Refine, coordinate, and update Civil Defense program requirements and design developed in 1991.
 - o Continuation of a program of strategic analysis, discussion, and publication at universities or other academic centers on the strategic defense aspects of Civil Defense and involving recognized national security and public policy experts.
 - o Conduct of the first full all-hazard threat assessment using the system developed in 1990 and 1991.
 - o Publishing a Civil Preparedness Guide to implement the new Civil Defense emergency operations reporting system. Exercising the system and correcting deficiencies.
 - o Completion and testing of SURGE documentation and development of SURGE exercise materials. Exercising SURGE and correct deficiencies.
 - o Completion of MSCD planning and publication of a Civil Preparedness Guide to implement civil government procedures and structure for controlling MSCD. Test structure and procedures in an exercise and correct deficiencies.
- 1992 Increases/Decreases. None
- g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

F. Training and Education

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Instructional Programs & Materials EM-65		\$749	\$700	\$816	\$700	-\$116
2. Training Field Deployment Systems. EM-68		5,462	5,464	5,600	5,464	-136
3. Resident Programs..... EM-70		1,606	1,743	1,653	1,653	...
4. NETC Site Administration..... EM-74		1,864	1,750	1,750	1,750	...
5. Emergency Public Information..... EM-75		<u>1,402</u>	<u>1,315</u>	<u>1,296</u>	<u>1,296</u>	<u>...</u>
Total, Training and Education (Budget Authority).....		11,083	10,972	11,115	10,863	-252

Changes from Original 1991 Estimates. Reflects a net increase of \$143,000 as follows:
 +\$116,000 in Instructional Programs and Materials due to a Congressional increase.
 +\$136,000 in Training Field Deployment Systems due to a Congressional increase.
 -\$90,000 in Resident Programs due to the application of a general Congressional reduction.
 -\$19,000 in Emergency Public Information due to the application of a general Congressional reduction.

F. Training and Education

This activity uses a nationwide program of instruction to ensure that the individuals who are responsible for managing emergencies and protecting citizens from the impact of a range of hazards are trained to fulfill those responsibilities. It is the only national source of civilian training in management and technical skills critical to reducing the probable effects of a nuclear attack on lives, economic stability, and continuity of State and local government functions. Most of these skills are also applicable to peacetime disasters.

State and local emergency managers, who plan for and manage most peacetime emergencies and who would constitute the personnel infrastructure to be surged in case of a national security emergency, are the primary target audience. However, appropriate training is also provided to other Federal, State, and local government officials, emergency services personnel (fire, police, public works, medical), the private sector, allied professions, volunteers, and the public through home study courses, videoconferences, and school curriculum materials.

Training activities (courses, workshops, videoconferences) are delivered both at the Emergency Management Institute (EMI), FEMA's resident facility in Emmitsburg, Maryland, and nationwide through State and local emergency organizations. Courses are developed and offered both for subject matter knowledge and skills and for instructor qualification (i.e., train-the-trainer).

Emergency public information activities provide information the public to promote a clear understanding of threats, including attack, and on actions citizens can take to increase their chances of survival.

1. Instructional Programs and Materials

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

b. Objective/Element Description. The objective of this program element is to provide for the development of courses and educational materials that support the training needs of civil defense/emergency management preparedness in communities throughout the nation, as defined by FEMA program mission and the FEMA Five-Year Curriculum Management Plan. The process for developing a course from an initial training requirement to finished course delivery takes approximately 2 years and includes the development and pilot testing of instructor and student materials, audio-visual and graphic aids, and other resource materials, and, in some instances, the training of field instructors. Once developed, courses must be evaluated and revised periodically to reflect new information and policies. Activities included under the element are:

- o Comprehensive emergency management training. Training activities are designed to establish or enhance comprehensive emergency management knowledge and skills related to emergency management functions (planning, resource management, risk management, etc.) which are common to all hazards, including attack. In addition to standard courses and workshops, exercise-based training tailored to a specific jurisdiction's hazards and

emergency organizational structure is offered. In the Integrated Emergency Management Course (IEMC), a jurisdiction's emergency management team, including the top officials, are brought together and, after initial training, are involved in practical exercises that simulate high stress emergency situations and focus on management roles and relationships in a crisis situation. These comprehensive training activities are truly dual-use in content and approach.

- o Hazard specific (national security) training. Training activities are designed to provide hazard specific information in areas required to implement national security provisions. These training activities enhance comprehensive knowledge and skills by addressing aspects of emergency management unique to a national security emergency. Topics addressed include the civil/military interface in mobilization and recovery, civil defense policies, procedures and plans, and fallout protection. While these topics also have peacetime applications, the primary focus is on information required to prepare for, survive, and recover from a nuclear attack.
 - o Planning, evaluation and computer support. These activities support program development, program evaluation and documentation, and improved use of computer technology in instruction and program management and are aimed at determining the optimum training program to meet specified program objectives, assessing the quality and effectiveness of current training activities, and developing new delivery techniques, such as computer-aided instruction, which will allow more cost effective training delivery.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$993,000 and 5 workyears for this program element, of which \$244,000 was under Salaries and Expenses and \$749,000 was under Emergency Management Planning and Assistance. These resources provided for the following:
- o Comprehensive emergency management training. Activities included development and/or revision to support comprehensive emergency management training which has application to attack preparedness. In the area of maintenance and services, two additional Professional Development Series Courses were deployed, the Microcomputer Applications in Emergency Management Course was revised, and development of the course entitled Using Information Resources for Decision Making in Emergency Management was completed. Support costs included audio visual, publications, and printing requirements.
 - o Hazard specific (national security) training. Training activities in this category addressed national security emergency management preparedness topics and issues in two sub-areas. Support costs included editorial, audio visual, and printing requirements.
 - Population Protection Guidance and Assistance. Fallout Shelter Management training materials were improved through revision and pilot testing. The train-the-trainer (T-T-T) was enhanced by combining the Shelter Systems Officer and Fallout Shelter Systems T-T-T courses. The development of a Direction and Control training module for field delivery will improve response and recovery communications capabilities. Efforts

were begun to develop a course for field deployment covering the effects of Electromagnetic Pulse in the nuclear attack environment.

- Survivable Crisis Management. Course materials were revised for both the State Radiological Defense Officer (RDO) Management (resident) and the Fundamentals Course for Radiological Response Teams (field).
- o Planning, evaluation, and computer support. Funding supported completion of EMI's comprehensive Computer Lab and the initial integration of the Lab into EMI courses. Funding also supported upgrading, developing, and implementing new technologies in the Lab; documentation of program office training requirements and conducting long-term evaluation of EMI Civil Defense Courses; and basic support for videoconferencing.
- d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$116,000 to restore the program to the 1990 appropriated level.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$1,106,000 and 5 workyears to this program element, of which \$290,000 is under Salaries and Expenses and \$816,000 is under Emergency Management Planning and Assistance. These resources provide for the following:
 - o Comprehensive emergency management training. Contractual services for development and/or revision to support comprehensive emergency management training which has application to attack preparedness. In the area of maintenance and services (infrastructure), funds will initiate the development of an Incident Command System (ICS) Course which addresses the Emergency Operations Center linkage, and revising and updating materials within the Professional Development Series Train-the-Trainer programs. Support costs include editorial, audio visual, publication, and printing requirements.
 - o Hazard specific (national security) training. Contractual services to support hazard specific (national security) training in the following areas: population protection guidance and assistance, revision of Civil Defense Systems, Programs and Policies Course, revision of Multi-Hazard Planning course materials, revision of State and Local Continuity of Government course materials, and revision of Integrated Emergency Management Course (IEMC)/National Security course materials. Support costs include editorial support, audio visual and printing requirements.
 - o Planning, evaluation and computer support. Contractual services for technical support for the EMI Computer Lab and upgrading exercise communications capability in the Integrated Emergency Management Course. In addition, funding is being used for documentation of program office training requirements and conducting long-term evaluation of EMI Civil Defense courses and to provide basic support for videoconferencing.
- f. 1992 Program. In 1992, FEMA requests a total of \$998,000 and 5 workyears for this program element. Included in this total are \$298,000 under Salaries and Expenses and \$700,000 under Emergency Management Planning and Assistance.

These resources will provide for the following:

- o Comprehensive emergency management training. Approximately \$239,000 will provide contractual services for development and/or revision of courses to support comprehensive emergency management training. These courses have application to attack preparedness in the area of maintenance and services (infrastructure). Specifically, activities will include field deployment of the Exercise Evaluation Course, revision of the Exercise Design Course, revision of the task analysis for Emergency Program Managers, revision of the Professional Development Series (PDS) Capstone Course, revision of Legal Liability Case Studies, revision of Management of State and Local Information Systems Course, and revision of Methods and Techniques of Adult Learning. Support costs include editorial, audio visual, publication, and printing requirements.
- o Hazard specific (national security) training. Approximately \$227,000 will provide contractual services to support hazard specific (national security) training in the following areas: population protection guidance and assistance - updating Civil Defense Systems, Programs and Policies Course in keeping with current world events; survivable crisis management - revision of training materials and national security scenarios in keeping with current world events; and information for business/industry - development of a Business and Industry Planning Course. Support costs include editorial support, audio visual, and printing requirements.
- o Planning, evaluation and computer support. Approximately \$113,000 will provide contractual services for technical support for the EMI Computer Lab; upgrading, developing and implementing new technologies in the EMI Computer Lab; and development of one computer module to support a new or existing course. In addition, \$83,000 will be used for documentation of program office training requirements and conducting long-term evaluation of EMI Civil Defense courses, and \$38,000 will be used to provide basic support for videoconferencing.

1992 Increases/Decreases. The 1992 request includes a decrease of \$116,000 in EMPA which eliminates the 1991 Congressional increase.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

2. Training Field Deployment Systems

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element supports a nationwide emergency management training infrastructure which delivers courses and other training activities developed at EMI to a variety of State and local target audiences. Financial assistance is provided to support State emergency training and exercise activities and

205

personnel through Comprehensive Cooperative Agreements (CCA's). This element also supports other outreach efforts such as development of school curriculum materials and an active home study program. The training and exercise capability created and maintained by this program is the mainstay of EMI's nationwide deployment system and provides a cadre of instructors which could be surged in the event of a national security emergency.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$6,292,000 and 17 workyears for this program element, of which \$830,000 was under Salaries and Expenses and \$5,462,000 was under Emergency Management Planning and Assistance. These resources provided for the following activities:
- o State & local training and exercise support. The State training infrastructure was maintained and 2,344 training activities were delivered to over 60,083 participants. Support was provided to local jurisdictions in planning and evaluating exercises to improve emergency response capabilities. A total of 3,539 exercises were conducted with approximately 389,879 participants. A core curriculum was established for the Emergency Management Training (EMT) program, and a performance-based EMT Funding Formula was developed.
 - o Outreach and evaluation support. The home study program was enhanced to support an estimated 21,000 requests for course materials (at a 60 percent level of verified course completion, or 12,600 completions). A computer based training (CBT) format was developed for the radiological preparedness home study course. Home study enrollments increased by approximately 5,000 over 1989. Field exercise data collection and analysis system provided analytical reports for use by State offices of emergency management, as well as FEMA Headquarters and Regional Training Managers. Revisions were made to the Field Evaluation System (FES) in order to increase evaluation performance by the States. An automated Field Reporting System (FRS) was developed in order to facilitate reporting and program management. The development of an Exercise Evaluation Course was initiated with field deployment scheduled for 1992.
- d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$136,000 to restore the program to the 1990 appropriated level.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$6,596,000 and 17 workyears to this program element, of which \$996,000 is under Salaries and Expenses and \$5,600,000 is under Emergency Management Planning and Assistance. These resources provide for the following activities:
- o State & local training and exercise support. The State training infrastructure is being maintained and 3,030 training activities are being delivered to over 74,400 participants. Support is being provided to local jurisdictions in planning and evaluating exercises to improve emergency response capabilities. A total of 3,950 exercises are being conducted with approximately 382,000 participants. The new core curriculum is being implemented, including provisions for disaster recovery training. The EMT Funding Formula is being implemented with emphasis on rewarding training performance at the State level.

- o Outreach and evaluation support. The home study program is being maintained to support an estimated 21,000 requests for course materials (at a 60 percent level of verified course completion, or 12,600 completions). One home study course is being updated and revised. Field exercise data collection and analysis system will provide analytical reports for use by State offices of emergency management, as well as FEMA Headquarters and Regional Training Managers. The automated FRS is being pilot-tested in 18 States.
- f. 1992 Program. In 1992, FEMA requests a total of \$6,487,000 and 17 workyears for this program element. Included in this total are \$1,023,000 under Salaries and Expenses and \$5,464,000 under Emergency Management Planning and Assistance. These resources will provide for the following activities:
 - o State & local training and exercise support. The State training infrastructure will be maintained and 3,030 training activities will be delivered to over 74,400 participants. Support will be provided to local jurisdictions in planning and evaluating exercises to improve emergency response capabilities. Continued emphasis will be placed on the core curriculum, including training in disaster recovery operations. An estimated 3,950 exercises will be conducted with approximately 382,000 participants. (\$5,264,000 in grants through CCA's and \$60,000 to support printing and equipment requirements).
 - o Outreach and evaluation support. Management and administration of the home study program will be enhanced to support an estimated 26,000 requests for course materials (at a 60 percent level of verified course completion, or 15,600 completions). The field exercise data collection and analysis system will provide analytical reports for use by State offices of emergency management, as well as FEMA Headquarters and Regional Training Managers. The automated FRS will be distributed to all 56 States and territories participating in the EMT program. (\$140,000 contractual support).
- 1992 Increases/Decreases. The 1992 request includes a decrease of \$136,000 in Emergency Management Planning and Assistance.
- g. Outyear Implications. It should be noted that the projected level of activity remains constant; however, the effects of level funding in the outyears may produce fewer numbers of courses and participants due to uncontrollable increased costs.
- h. Advisory and Assistance Services. None.
- 3. Resident Programs
 - a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
 - b. Objective/Element Description. This element supports student participation in resident training activities delivered by EMI. The resident EMI facility provides Federal, State, and local emergency management professionals

and public officials from across the nation the opportunity to access courses which, due to the technical nature of the content or the special qualifications of the instructors/speakers, cannot be effectively delivered through the field program. The resident program also trains the instructors for field courses, a function that is essential to maintaining the quality of field instruction, and provides an opportunity for key target audiences to participate in course development and testing. Annually over 3,000 students participate in Emergency Management Institute resident courses. The scope of training at EMI includes both comprehensive and hazard specific courses and activities.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$2,681,000 and 22 workyears for this program element, of which \$1,075,000 was under Salaries and Expenses and \$1,606,000 was under Emergency Management Planning and Assistance. The 1990 resident program included 76 course offerings, which included 18 Train-the-Trainer offerings, for 2,156 students in the following areas:
- o Comprehensive emergency management training. Thirty eight training activities for 1,144 emergency management personnel were delivered in the following areas: volunteerism - one course offering for 47 students; maintenance and services (infrastructure) - began the final phase of the establishment of professional standards in emergency management through the National Coordinating Council in Emergency Management, continuation of the liaison with Red Cross, 35 course offerings for 1,045 students; and two Exercise Design Train-the-Trainer offerings for 52 students. Support costs included audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty and student travel stipends. The knowledge and skills imparted in these course offerings not only improve civil readiness and attack preparedness but also have broad application to emergency management functions common to all hazards.
 - o Hazard specific (national security) training. Hazard specific (Civil Defense) training in 1990 focused on areas required to implement Presidential policy with emphasis placed on improving the ability of the State and local emergency management infrastructure to recognize and address national security threats. Twenty-eight training activities for 832 students were delivered in the following areas: population protection guidance and assistance - 10 course offerings for 264 students; survivable crisis management - 12 course offerings for 333 students; a National Security IEMC (State) for 63 people; and four disaster preparedness seminars for 163 elected/appointed officials; and information for business and industry - one blast protection design course for nine students. Support costs included audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, and adjunct faculty and student travel stipends.
 - o Planning, evaluation and computer support. Ten computer and information management training activities were delivered to 180 students. Support costs included audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, and adjunct faculty and student travel stipends.

In addition, EMI convened a number of Curriculum Advisory Committees (CAC's) at the resident facility involving State and local emergency management professionals, to obtain input in support of ongoing development/revision initiatives.

- d. Changes from the 1991 Estimates. Reflects a reduction of \$90,000 from the application of a general Congressional reduction.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$2,967,000 and 23 workyears to this program element, of which \$1,314,000 is under Salaries and Expenses and \$1,653,000 is under Emergency Management Planning and Assistance. The 1991 resident program provides 86 course offerings, which includes 16 Train-the-Trainer courses, for approximately 2,531 students in the following areas:
 - o Comprehensive emergency management training. Thirty-three training activities for 1,016 emergency management personnel are being delivered in the following areas: volunteerism - 1 offering for 57 students, and maintenance and services (infrastructure) - continuation of the liaison with the Red Cross, and 30 course offerings for 919 students, and two exercise design Train-the-Trainer offerings for 40 students. Support costs include audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends. The knowledge and skills imparted in these course offerings will improve civil readiness and attack preparedness but will also have broad application to emergency management functions common to all hazards.
 - o Hazard specific (national security) training. Hazard specific (Civil Defense) training continues to focus on areas required to implement national security requirements with emphasis placed on improving the ability of the State and local emergency management infrastructure to recognize and address national security threats. Thirty-nine training activities for 1,225 students are being delivered in the following areas: population protection guidance and assistance - 14 offerings for 410 students; survivable crisis management - 14 offerings for 380 students; four disaster preparedness seminars for 140 students, and two National Security IENC offerings for 100 students; information for business/industry - 2 offerings for 120 students; and maintenance and services (infrastructure) - 3 offerings for 75 students. Support costs include audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
 - o Planning, evaluation, and computer support. Six Curriculum Advisory Committees (CAC's) involving 30-40 State and local emergency management experts are being conducted in 1991. In addition to providing advance training to selected participants in new training or program areas, the CAC helps to ensure that training materials developed are relevant to State and local needs. In addition, 14 computer and information management training activities are being delivered to 290 students. Support costs include audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.

In addition, the Agency is hosting the International Heads of Civil Defense Colleges Conference in conjunction with the State Directors Seminar at the resident facility, thus providing a unique opportunity for exchanging educational approaches on an international level. Previous conferences in 1985, 1987, and 1989 were hosted by Canada, Australia, and the United Kingdom, respectively.

- f. 1992 Program. FEMA requests a total of \$2,954,000 and 23 workyears for this program element. Included in this total are \$1,301,000 under Salaries and Expenses and \$1,653,000 under Emergency Management Planning and Assistance. The 1992 resident program will provide an estimated 76 course offerings, which includes 16 Train-the-Trainer courses, for approximately 2,000 students in the following areas:
- o Comprehensive emergency management training. An estimated \$685,000 will support approximately 30 training activities for 900 emergency management personnel in the following areas: volunteerism - 1 offering for 50 students; maintenance and services (infrastructure) - continuation of the liaison with the Red Cross, and 29 course offerings for 850 students. Support costs include audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends. The knowledge and skills taught in these course offerings will improve civil readiness and attack preparedness but will also have broad application to emergency management functions common to all hazards.
 - o Hazard specific (national security) training. Hazard specific (Civil Defense) training will continue to focus on areas required to implement national security requirements with emphasis placed on improving the ability of the State and local emergency management infrastructure to recognize and address national security threats. An estimated \$695,000 will support approximately 32 training activities for 940 students in the following areas: population protection guidance and assistance - 11 offerings for 315 students; survivable crisis management - 14 offerings for 395 students; information for business/industry - 2 offerings for 60 students; and maintenance and services (infrastructure) - 5 offerings for 170 students. Support costs include audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
 - o Planning, evaluation, and computer support. An estimated \$273,000 will support approximately 6 Curriculum Advisory Committees (CAC's) involving 30-40 State and local emergency management experts in 1992. In addition to providing advance training to selected participants in new training or program areas, the CAC helps to ensure that training materials developed are relevant to State and local needs. In addition, approximately eight computer and information management training activities will be delivered to 160 students. Support costs include audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.

1992 Increases/Decreases. None.

- g. Outyear Implications. None.
- h. Advisory and Assistance Services. None.

4. NETC Site Administration

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This element provides a share of the cost of operating the National Emergency Training Center (NETC) in Emmitsburg, Maryland, and supporting the training programs of the Emergency Management Institute and National Fire Academy. The funding covers a portion of the facility costs such as maintenance, security, housekeeping, equipment, rent, and similar costs. Also included is a portion of the resources required to operate the learning resource center and the media support activity.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$2,645,000 and 16 workyears for this program element, of which \$781,000 was under Salaries and Expenses and \$1,864,000 was under Emergency Management Planning and Assistance. The 1990 program included providing a share of the facility operating costs. The facility operations costs included maintenance, security, housekeeping, equipment, transportation, rents, media support, and library services.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$2,318,000 and 16 workyears to this program element, of which \$568,000 is under Salaries and Expenses and \$1,750,000 is under Emergency Management Planning and Assistance. These resources provide a share of the cost of operating and maintaining the facility, providing administrative support to the National Emergency Training Center campus and supporting the educational programs of the Emergency Management Institute and National Fire Academy.
- f. 1992 Program. In 1992, FEMA requests a total of \$2,343,000 and 16 workyears for this program element. Included in this total are \$593,000 under Salaries and Expenses and \$1,750,000 under Emergency Management Planning and Assistance. The resources being requested provide a share of continuing the administrative support to the various organizational entities at Emmitsburg and supporting the educational programs of the Emergency Management Institute and National Fire Academy.

Emergency Management Planning and Assistance funds provided for NETC Site Administration provide for the operation and maintenance of the Emmitsburg resident educational facility; administrative support to the campus which houses the Emergency Management Institute, the National Fire Academy, and the United States Fire Administration; and educational program support for the National Fire Academy and the Emergency Management Institute. A portion of the resources for NETC Site Administration are included in each of four budget programs--Training and Education,

Emergency Management Institute, National Fire Academy, and U.S. Fire Administration. The following is a summary of the planned use of those Emergency Management Planning and Assistance funds provided under the Training and Education budget program. These funds represent a share of the total cost for NETC Site Administration.

- o Equipment rental including reproduction equipment to produce student and instructor course manuals and procurement documents - \$37,000.
- o Utilities including steam, water and sewer, electricity, and commercial telephone service - \$105,000.
- o General printing including printing of student materials and media to support courses - \$2,000.
- o Facility operations and maintenance including furniture moving, lawn care, snow removal, maintenance and repair of the mechanical and electrical systems, maintenance of the 19 buildings on the NETC campus, minor space alterations, maintenance support for the full service food service operation, operation of the facility and office supply warehouses, operation of the duplicating center, courier service between Emmitsburg and Washington, and maintenance of the campus utilities - \$357,000.
- o Student services including housekeeping, student registration, and student ground transportation - \$273,000.
- o Security including operation of the campus switchboard and provision of emergency medical services - \$52,000.
- o Learning Resource Center including library services, information research, and response to public inquiries - \$194,000.
- o Media production including the development of slides, video tapes, overhead transparencies, slide/tape programs, typesetting, and graphic layout - \$98,000.
- o Facility renovation and repair - \$632,000.

These services are provided by commercial vendors.

1992 Increases/Decreases. None.

- g. Outyear Implications. There are no outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

5. Emergency Public Information

- a. **Authority:** Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. **Objective/Element Description:** Presidential Civil Defense policy guidance directs the provision of information to the public to promote a clear understanding of threats, including nuclear attack, which may affect their localities and on actions they can take to increase their chances of survival. This element will provide emergency **PUBLIC INFORMATION** materials to enhance citizen survival through promoting a clear understanding by the public of threats posed by hazards and emergencies, including nuclear attack, and the actions to improve their chances of survival. It also provides for improving the ability of governments and the media to provide emergency information to the public in national security and peacetime emergencies. When coupled with governments' emergency operations in time of disaster, **PUBLIC INFORMATION** is the single most effective action to increase citizen survival.
- This element has two key aspects: 1) Public information to increase awareness and understanding of threats and to improve preparedness before an emergency occurs and 2) development and pre-placement of standby guidance, directions, and life saving and sustaining emergency information for mass dissemination during periods of crisis or emergency. The first aspect promotes preparedness by private citizens and prepares the public to receive, understand, and respond to emergency information and directions provided in time of crisis. The second aspect of the program element produces the standby emergency materials. The standby **PUBLIC INFORMATION** materials comprise an important part of the base capability required for a Civil Defense **SURGE** during national security emergencies. The public education aspect of emergency public information is closely coordinated with the Family Protection element of the Population Protection Program. Materials developed under Family Protection in limited quantities may be mass produced and widely disseminated under emergency **PUBLIC INFORMATION**. Similarly, emergency public information developed primarily for **SURGE** dissemination may be used in the Family Protection program during normal peacetime conditions, where appropriate.
- c. **1990 Accomplishments.** In 1990, FEMA used a total of \$1,451,000 and 1 workyear for this program element, of which \$1,402,000 was under Emergency Management Planning and Assistance and \$49,000 was under Salaries and Expenses. Accomplishments included:
- o Completed development of an emergency public information strategy and implementation plan.
 - o Restored stocks of two **PUBLIC INFORMATION** documents which have been meeting the core needs of the American citizen for information on hazards, including attack effects, and means of protection.
 - o Completed development of a number of additional Civil Defense information materials for use in encouraging public preparedness. Printed and published an all-hazard risk booklet (showing risks faced by individual States and jurisdictions and providing survival information) and an all-hazards citizens preparedness booklet.
 - o Provided for updating of standby tapes for the Emergency Broadcast System for use in the event of a national security crisis.

- o Completed updating and development of new standby emergency PUBLIC INFORMATION materials for mass media dissemination (print, radio, and television) in time of international crisis or Civil Defense SURGE.
 - o Awarded "challenge grants" to encourage proposals from State, local, and private groups to improve public education on emergency preparedness and emergency PUBLIC INFORMATION capabilities.
 - o Developed a process to define emergency PUBLIC INFORMATION requirements; to monitor the prepositioning, dissemination and use of the materials; and to measure the impact of the emergency PUBLIC INFORMATION element on preparedness.
- d. Changes from the 1991 Estimates. Reflects a reduction of \$19,000 from the application of a general Congressional reduction.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$1,351,000 and 1 workyear for this program element, of which \$1,296,000 is under Emergency Management Planning and Assistance and \$55,000 is under Salaries and Expenses. Limited funding will be used to enhance and maintain the automated aspects of this program. FEMA will accomplish the following in support of Presidential Civil Defense policy objectives:
- o Continue implementation of the emergency PUBLIC INFORMATION and public awareness strategy and plan begun in 1989 and completed in 1990.
 - o Review and refine emergency PUBLIC INFORMATION and public awareness requirements that must be met to accomplish the Presidential Civil Defense policy objectives.
 - o Conduct an analysis of how to reach all segments of the public effectively with emergency PUBLIC INFORMATION in today's media environment.
 - o Continue development of comprehensive, all-hazard PUBLIC INFORMATION materials on threats, including threats to national security, and on means of protection, to supplement existing materials and meet remaining requirements.
 - o Continue development of comprehensive emergency PUBLIC INFORMATION materials for mass media and direct dissemination in time of international crisis or "SURGE," and complete arrangements for prepositioning these materials.
 - o Develop, produce and distribute public awareness materials on Civil Defense, including materials on peacetime and national security hazards and means of protection. Such items will include Civil Defense displays, models or actual demonstration shelter exhibits, and materials for use in public schools or other forums.

- o Continue development of emergency information and related Civil Defense materials for business and industry.
 - o Print and stock emergency supplies of existing materials and new emergency **PUBLIC INFORMATION** materials developed in 1991, including medical self-help information and additional materials for the handicapped.
- f. **1992 Program.** In 1992, FEMA requests a total of \$1,352,000 and 1 workyear. Included in this total are \$1,296,000 under Emergency Management Planning and Assistance and \$56,000 under Salaries and Expenses. Limited funding will be used to enhance or maintain the automated aspects of this program. The request will enable FEMA to reach maintenance level funding for this program element by the end of 1993 and will accomplish the following in support of the Presidential Civil Defense policy objectives concerning emergency **PUBLIC INFORMATION**:
- o Continue implementation of the emergency **PUBLIC INFORMATION** and public awareness strategy and plan.
 - o Continue review and refinement of emergency **PUBLIC INFORMATION** and public awareness requirements to meet program objectives.
 - o Complete the restoration of stocks of existing comprehensive all-hazard **PUBLIC INFORMATION** on threats, including attack, and means of protection.
 - o Complete production of comprehensive emergency **PUBLIC INFORMATION** materials for mass media dissemination in time of crisis or **SURGE** (e.g., field-test materials developed under the 1990 and 1991 programs, revise materials as indicated by field tests, and produce). Maintain standby arrangements for decentralized mass printing of comprehensive emergency **PUBLIC INFORMATION** in appropriate form for use in time of international crisis or **SURGE**.
 - o Produce and use **PUBLIC INFORMATION** and awareness materials on peacetime and attack hazards and means of protection and related Civil Defense materials. Such items will include educational materials for use in public schools or other forums and materials developed for exhibits and displays.
 - o Develop and produce additional emergency information and related Civil Defense materials for special groups (e.g., the handicapped, institutionalized populations, school children, and persons with language limitations), including adaptation of materials recently developed for the general public.
 - o Produce additional emergency information and related Civil Defense materials for business and industry developed under the 1991 program.
 - o Complete an assessment of public awareness and emergency **PUBLIC INFORMATION** capabilities and define ongoing emergency **PUBLIC INFORMATION** program development, operations, and maintenance requirements.

1992 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)**

G. Telecommunications and Warning

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
1. National Warning System.....	EM-81	\$7,245	\$7,500	\$7,500	\$7,500	...
2. Washington Area Warning System.....	EM-83	576	...	...	...	...
3. FEMA Switched Network.....	EM-83	3,398	3,164	3,053	3,053	...
4. FEMA National Radio System.....	EM-84	3,454	3,450	3,450	3,450	...
5. Information Systems Support Services.....	EM-86	4,407	3,624	3,624	4,824	\$1,200
6. U.S. Army Civil Preparedness Detachments.	EM-87	962	1,045	1,045	1,045	...
7. DoD Reimbursable Support.....	EM-88	<u>550</u>	<u>645</u>	<u>645</u>	<u>645</u>	<u>...</u>
Total, Telecommunications and Warning (Budget Authority).....		20,592	19,428	19,317	20,517	1,200

Changes from Original 1991 Estimates. Reduction of \$111,000 for the FEMA Switched Network from the application of a general Congressional reduction.

G. Telecommunications and Warning

This program manages telecommunications and dedicated warning systems, both federally-owned and leased, to support Civil Defense (CD) and emergency services to meet FEMA's mission. The associated multi-media communication systems enable FEMA to communicate in emergencies and day-to-day operations with other Federal departments and agencies, the States, the District of Columbia, and United States territories and possessions. The warning system provides the initial attack/emergency message for the civilian population and selected civilian/military agencies. Technical planning expertise is also provided at the State and local levels relative to communications and warning requirements and the day-to-day use of all national systems to support emergency and administrative functions. The program objectives are to provide the broadest possible dissemination of any warning to the civilian population with high reliability and to update and continuously expand existing systems within technical and fiscal constraints. The National Emergency Management System (NEMS) development goal is to provide the most responsive, reliable and survivable communications/information systems possible. The NEMS integrates all FEMA telecommunications, ADP, and information systems, and includes the National Warning System (NAWAS), Emergency Broadcast System (EBS), FEMA Switched Network (FSN), FEMA National Radio System (FNARS), and other FEMA owned/leased systems. Obsolete equipment within the CD systems is being replaced to increase reliability and efficiency. The development of State and local emergency communications and warning systems will assure their compatibility with the Federal system, specifically the NEMS. The Telecommunications and Warning program is essential to assure the survival of the population in the event of an attack and to provide effective direction and control. It is also essential to Government Preparedness objectives as they relate to the protection and survivability of government leadership at the National, State and local levels. The program complies with Title V of the Civil Defense Act and with Presidential policy, which require that the CD program be designed with the capability to meet nuclear, natural, and man-made disaster-related requirements.

1. National Warning System (NAWAS)

- a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. The National Warning System (NAWAS) is a dedicated, commercially leased, nationwide voice telephone warning system operated on a 24-hour basis, with a National Warning Center (NWC) and an Alternate National Warning Center (ANWC) staffed by attack warning officers. Special purpose telephone circuits connect the NWC and ANWC to the following: FEMA Headquarters and regional offices; selected Federal departments and agencies; military installations; and State, county, and city warning points.

The attack warning information is received from the North American Aerospace Defense Command (NORAD) for dissemination by the NWC at Colorado Springs, Colorado, or the ANWC located at Berryville, Virginia. NAWAS is the only national system designed and maintained to warn the public of a nuclear attack, natural or man-made disaster.

The NAWAS consists of 63 circuits totalling approximately 170,000 nationwide circuit miles. The warning circuits are connected to approximately 2,126 terminals throughout the United States. About 1,600 are monitored at all times; the remaining 526 are monitored part-time for various reasons, e.g., Emergency Operating Centers (EOC's) are occupied only during business hours or during an exercise/emergency, and alternate/extension terminals are connected to the 1,600 full-time terminals. NAWAS terminals are also located at certain U.S. Coast Guard facilities for alerting ships at sea, and the National Oceanic and Atmospheric Administration (NOAA) for dissemination of warning via the weather network. Survivable and enduring transmission systems are being introduced into NAWAS to improve system response time and reliability of operations.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$8,140,000 and 18 workyears for this program element, of which \$895,000 was under Salaries and Expenses and \$7,245,000 was under Emergency Management Planning and Assistance. Over 6,000 actions were transmitted, received or initiated over the system. These actions included the status of downed or missing aircraft, reports of forest fires, and severe weather warnings. It was also used by the States to pass information concerning toxic hazards and coordination of plans in emergency situations.
 - d. Changes from the 1991 Estimates. None.
 - e. 1991 Program. In 1991, FEMA is allocating a total of \$8,573,000 and 20 workyears to this program element, of which \$1,073,000 is under Salaries and Expenses and \$7,500,000 is under Emergency Management Planning and Assistance. The 1991 program provides for:
 - o Operation and maintenance of the warning system.
 - o 2,126 warning points at Federal facilities, State EOC's, NOAA weather stations, and local emergency response facilities.
 - o Operation of the NWC and the ANWC on a 24-hour basis.
 - o Funding for circuits from the two warning centers through FEMA's Regional Offices to the State EOC's.
 - f. 1992 Program. In 1992, FEMA requests a total of \$8,608,000 and 20 workyears for this program element. Included in this total are \$1,108,000 under Salaries and Expenses and \$7,500,000 under Emergency Management Planning and Assistance. These resources will provide for: (1) operations and maintenance of national circuits and Federal warning points and (2) full funding for leased communications cost and replacement of handsets and operating equipment.
- 1992 Increases/Decreases. None.
- g. Outyear Implications. The existing nationwide warning system will continue to disseminate warning to the civilian

population.

h. Advisory and Assistance Services. None.

2. Washington Area Warning System (WAWAS)

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

b. Objective/Element Description. The Washington Area Warning System (WAWAS) used outdoor warning signals provided by Government-owned, contractor-maintained pole and/or building mounted sirens to disseminate warning to the public. The bell and light network was dismantled at the end of 1989. WAWAS was terminated at the end of 1990.

c. 1990 Accomplishments. In 1990, FEMA used a total of \$626,000 and 1 workyear for this program element, of which \$50,000 was under Salaries and Expenses and \$576,000 was under Emergency Management Planning and Assistance. This funding provided for phaseout activities, including electricity for 41 sirens and associated electronic equipment, equipment and service for the area communications circuit hotline, and integration of the GP-2200 WAWAS telephone network with the National Warning System (NAWAS).

Jurisdictions that have elected to retain sirens have the option of applying for Civil Defense funds on a matching basis for maintenance costs.

d. Changes from the 1991 Estimates. None.

e. 1991 Program. In 1991, FEMA requests no funding and no workyears for this program element.

f. 1992 Program. No funding is requested.

1992 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

3. FEMA Switched Network (FSN)

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

- b. Objective/Element Description. The FEMA Switched Network (FSN) is an autonomous communications network under the direct control of FEMA personnel for use during day-to-day operations, national emergencies, natural disasters or other crisis situations. The network is configured as a nationwide electronic tandem voice and data telecommunications system with both distributed and centralized network management and PC Based Local/Wide area information Support Systems to support FEMA's information systems requirements.
 - c. 1990 Accomplishments. In 1990, FEMA used a total of \$3,995,000 and 12 workyears for this program element, of which \$597,000 was under Salaries and Expenses and \$3,398,000 was under Emergency Management Planning and Assistance. This funding provided for leased communications services costs, operations and maintenance; system engineering support; equipment for PABX upgrade; and upgrade of the PABX at Thomasville, Georgia; and development of a PC based LAN/WAN Information Support System.
 - d. Changes from the 1991 Estimates. Reflects a decrease of \$111,000 from the application of a general reduction.
 - e. 1991 Program. In 1991, FEMA is allocating a total of \$3,913,000 and 16 workyears to this program element, of which \$860,000 is under Salaries and Expenses and \$3,053,000 is under Emergency Management Planning and Assistance. This funding will provide for the leased communications circuit costs, operations and maintenance of the system; and training and funding for the T-1's; and development/installation of a LAN/WAN Information Support System.
 - f. 1992 Program. In 1992, FEMA requests a total of \$3,939,000 and 16 workyears for this program element. Included in this request is \$886,000 for Salaries and Expenses and \$3,053,000 for Emergency Management Planning and Assistance.

The request provides for continued operations and maintenance of the system; funding for leased communications circuits; training; T-1 Carriers; and Automated Message System to State and Local Emergency Operating Centers.

1992 Increases/Decreases. None.
 - g. Outyear Implications. No outyear implications over the 1992 request.
 - h. Advisory and Assistance Services. In the 1992 request, FEMA Switched Network anticipates the use of \$250,000 for advisory and assistance services.
4. FEMA National Radio System (FNARS)
- a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
 - b. Objective/Element Description. The FEMA National Radio System (FNARS) is a dedicated high-frequency emergency

voice and record communications system designed to provide survivable communications among FEMA Regions, Federal, and State government agencies. This system uses single sideband voice and radio teletypewriter techniques. It is a government-owned system with equipment installed in each FEMA Region, FEMA Headquarters, the Special Facility, all 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, Commonwealth of Northern Mariana Islands, American Samoa, and Guam. In addition, FNARS provides a survivable augmentation to the FEMA Switched Network throughout the FEMA areas of responsibility.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$4,697,000 and 25 workyears for this program element, of which \$1,243,000 was under Salaries and Expenses and \$3,454,000 was under Emergency Management Planning and Assistance. This funding provided for:
- o Operation and maintenance of the FNARS;
 - o Leased commercial communications circuits;
 - o Ancillary equipment;
 - o Electromagnetic pulse protection technical support; and
 - o Purchase/Test of survivable antenna.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$4,822,000 and 25 workyears to this program element, of which \$1,372,000 is under Salaries and Expenses and \$3,450,000 is under Emergency Management Planning and Assistance. This funding level provides for operation and maintenance; procurement of additional radio equipment; leased commercial communications circuits; military assistance in performing site surveys, installation, repairs and maintenance of antennae; and support services for the system upgrade.
- f. 1992 Program. In 1992, FEMA requests a total of \$4,862,000 and 25 workyears for this program element. Included in this total are \$1,412,000 under Salaries and Expenses and \$3,450,000 under Emergency Management Planning and Assistance. This funding will provide for the following contract actions: purchase of radio and ancillary equipment; antenna upgrade; military assistance for installation and maintenance; training; Electromagnetic Pulse Protection; acquisition of survivable antenna; support for system engineering; operations and maintenance; National Security Emergency Preparedness (NSEP) interoperability and leased commercial communications circuits.
- g. 1992 Increases/Decreases. None.

- g. Outyear Implications. Continued funding will be required for operations and maintenance; for electromagnetic pulse (EMP) protection for State Emergency Operating Centers and Federal Regional Centers; for modifications needed to maintain interoperability with other HF radio systems requiring connectivity with FEMA systems; for the continued upgrade of the survivable antenna initiative; and for completing the required equipment replacement in State EOC's and FEMA locations.
- h. Advisory and Assistance Services. In 1992, the request for the FNARS program element includes \$200,000 for advisory and technical assistance services.

Information Systems Support Services

- a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This program element provides for the various types of information, equipment, and services required to maintain information and communications capability not provided for elsewhere in FEMA's communications systems or support program elements. Communications services under this program element include the following: teletype services to receive weather data for use in predicting nuclear fallout patterns; protected cabling between the six Federal Regional Centers and associated AT&T hardened circuit switching centers; Defense Switched Network (formerly known as AUTOVON) service among Headquarters and Regions and the Department of Defense and other Federal departments and agencies; facsimile capability, both secure and non-secure; dedicated teletype circuits to the news services; information systems engineering, integration, and coordination; National Level Program (NLP) to implement the NSEP telecommunications program; Emergency Education Network (EENET) broadcast training and educational programs to emergency and disaster officials; Telecommunications Service Priority (TSP) to establish restoration priorities among NSEP telecommunication services; Electromagnetic Compatibility Analysis Center (ECAC) support in analysis of frequency and related areas; and computational support in the areas of planning, preparedness, mitigation, response and recovery, editing and inputting an estimated 100,000 transactions into the National Facility Survey/Reception and Care Survey (NFS/RAC) and Radiological Defense (RADEF) Station Inventory databases, continued development of a three phase Distributed Data Processing (DDP) system, and LAN/WAN Information Support System.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$5,054,000 and 13 workyears for this program element, of which \$647,000 was under Salaries and Expenses and \$4,407,000 was under Emergency Management Planning and Assistance. This funding provided for the continuation of services which include Defense Switched Network (AUTOVON), AUTODIN, news and weather services, secure and non-secure facsimile, and protected cables, and network and support systems for the EICC and the National Emergency Training Center (NETC). Also included were circuit costs and services for the Headquarters Communications Center and FEMA Switched Network (FSN); 15 programs on the Emergency Education Network (EENET) frequency spectrum analysis; Telecommunications Service Priority (TSP); electromagnetic compatibility analysis, frequency allocations and related support; system engineering for the FSN; agency-wide pagers for FEMA key personnel; cellular telephones for Headquarters key personnel; and development

of three prototype LAN/WAN Information Support Systems.

d. Changes from the 1991 Estimates. None.

e. 1991 Program. In 1991, FEMA is allocating a total of \$4,378,000 and 14 workyears to this program element, of which \$754,000 is under Salaries and Expenses and \$3,624,000 is under Emergency Management Planning and Assistance. This funding will provide for continuation of recurring services described above; technical and engineering support to the National Level Program to determine the most survivable network configuration to support NSEP interagency telecommunications requirements; and provision of Civil Defense activity level information services.

f. 1992 Program. In 1992, FEMA requests a total of \$5,600,000 and 14 workyears for this program element. Included in this total are \$776,000 under Salaries and Expenses and \$4,824,000 under Emergency Management Planning and Assistance. This funding level will provide for contracts to procure the following ongoing services and capabilities: ECAC/Spectrum Management; news services; message processor; Emergency Education Network; communications circuit costs; telephone services; cellular telephones; pagers; National Level Program; National Security Emergency Preparedness; facsimile; exercises; communications center operations supply and maintenance; and database management, damage analysis and other analytical support for Civil Defense programs.

1992 Increases/Decreases. The 1992 program includes an increase of \$1,200,000 to provide a share of the Agency's costs associated with the continued design, procurement, deployment, installation and integration of personal computer based Local Area Network (LANs) and the interconnect of these LANs into a FEMA Wide Area Network (WAN). The system will provide the capability of nationwide integration for data processing, office automation and financial accounting.

g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

6. U.S. Army Civil Preparedness Support Detachments (CPSD).

a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.

b. Objective/Element Description. The U.S. Army Civil Preparedness Support Detachments (CPSD's) augment the communications and security programs in the FEMA regional facilities. Under normal conditions the communications services required for planning and operations functions are provided by FEMA personnel. However, FEMA personnel are insufficient to staff these systems during emergencies requiring extended continuous operation. Reserve personnel train and exercise in civil preparedness communications and warning operations during weekend drills and annual 2-week training periods. They augment communications and security programs in the regions in the event

of general war, and in periods of national emergency or increased national and international tension. Region III unit is also used to staff the 24-hour operation of the headquarters communications center during national exercises and disasters.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,211,000 and 5 workyears for this program element, of which \$249,000 was under Salaries and Expenses and \$962,000 was under Emergency Management Planning and Assistance. This funding provided for eight reserve units that serve in the FEMA Regions. Region II and Region VII do not have reserve units. The reserve units participated in a FEMA-sponsored communications exercise and received training at monthly drills and during 2-week annual training tours. They also supported 24-hour disaster operations associated with Hurricane Hugo and the Loma Prieta earthquake.
 - d. Changes from the 1991 Estimates. None.
 - e. 1991 Program. In 1991, FEMA is allocating a total of \$1,319,000 and 5 workyears to this program element, of which \$274,000 is under Salaries and Expenses and \$1,045,000 is under Emergency Management Planning and Assistance. This funding will permit back-up for regional communications personnel in support of emergency communications activities; communications costs associated with participation in national communications exercises and FEMA-sponsored exercises; and performance of monthly drills and annual training sessions.
 - f. 1992 Program. In 1992, FEMA requests a total of \$1,223,000 and 3 workyears for this program element. Included in this total are \$178,000 under Salaries and Expenses and \$1,045,000 under Emergency Management Planning and Assistance. The funding for Emergency Management Planning and Assistance will provide funding for monthly drills; two-week annual training; participation in national and FEMA-sponsored communications exercises; and support to FEMA in emergency communications activities.
- 1992 Increases/Decreases. None.
- g. Outyear Implications. No outyear implications over the 1992 request.
 - h. Advisory and Assistance Services. None.
7. DoD Reimbursable Support.
- a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
 - b. Objective/Element Description. The Department of Defense (DoD) provides support for communications and electronics functions on a reimbursable basis. The support is to ensure that the communications and warning systems meet the standards for national security, State and local requirements, and operational readiness.

215

- c. 1990 Accomplishments. In 1990, FEMA used \$550,000 for this program element under Emergency Management Planning and Assistance. The support provided for: site surveys, engineering, installation, testing, and acceptance of secure communications equipment at regional locations; engineering, installation, testing, and acceptance of FEMA National Radio System upgrades at FEMA Regions; calibrations of equipment for various FEMA sites; antenna maintenance; and military assistance.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating \$645,000 to this program element under Emergency Management Planning and Assistance. The funding will continue the services as described in the previous year.
- f. 1992 Program. In 1992, FEMA requests \$645,000 under Emergency Management Planning and Assistance for this program element. This funding will continue the ongoing services and projects as needed by the FEMA Regional communications centers in their day-to-day operations and continuing radio and antenna upgrade.
1992 Increases/Decreases. None.
- g. Outyear Implications. FEMA will continue to require these services, which are less expensive than contracting, to maintain its network of communications and warning systems.
- h. Advisory and Assistance Services. None.

NATIONAL EARTHQUAKE PROGRAM AND OTHER HAZARDS
Activity Overview

The programs which comprise this activity are designed to enhance this Nation's capability to prepare for, respond to, and mitigate potential impact of disasters and emergencies. These programs are technically diverse, yet are interrelated. State and local governments are requested to coordinate programs to develop a multi-hazard, functionally integrated approach to emergency planning and response activities within these areas. Efforts will continue to be directed toward identifying opportunities to develop programs within this activity which support and complement each other, thereby enabling State and local governments to utilize available funds and resources more effectively and efficiently.

The major programs of the Emergency Management Planning Assistance portion of National Earthquake Program and Other Hazards are as follows:

- Earthquake, which provides for the development of an integrated and comprehensive approach to reducing the loss of lives and property from earthquakes through provision of technical and financial assistance to State and local governments in very high/moderate risk areas to implement earthquake hazards reduction programs; development, dissemination, and adoption of improved seismic design and construction practices for new and existing buildings and lifeline facilities; education and information transfer; Federal response planning; and overall leadership and coordination of the National Earthquake Hazards Reduction Program (NEHRP).
- Hurricane, which provides technical and financial assistance for the development of population preparedness projects for evacuation and property protection projects for mitigation of damages in high-risk areas; training and education to enhance State and local capabilities for hurricane preparedness; and development and dissemination of public awareness materials.
- Dam Safety, which provides for the coordination and monitoring of activities to enhance the safety of Federal and non-Federal dams and provides technical assistance to State and local governments, as well as the private sector, on the design, construction, maintenance and operation of safe dams.
- Hazard Mitigation Assistance, which funds planning efforts to reduce the impacts of potential hazards.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
NATIONAL EARTHQUAKE PROGRAM AND OTHER HAZARDS
(Dollars in Thousands)**

	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
<u>Estimates by Program</u>						
A. National Earthquake Program *..	EM- 93	\$4,548	\$10,510	\$12,010	\$13,985	\$1,975
B. Hurricane.....	EM- 97	871	896	896	896	...
C. Dam Safety.....	EM- 99	419	432	432	432	...
D. Hazard Mitigation Assistance...	EM-102	<u>232</u>	<u>200</u>	<u>200</u>	<u>200</u>	<u>...</u>
Total, National Earthquake Program and Other Hazards (Budget Authority).....		6,070	12,038	13,538	15,513	1,975
<u>Changes from Original 1991 Estimates.</u> The National Earthquake Program reflects a Congressional increase of \$1,500,000.						

318

*\$2,980,000 in unobligated balance carried over from \$3,000,000 transferred in 1990 from the President's Unanticipated Needs for Natural Disasters Fund (supplemental appropriation) is not included in the 1991 current estimate.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
NATIONAL EARTHQUAKE PROGRAM AND OTHER HAZARDS**
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 <u>Current Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	...	...	...	...	...
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	...	...	...	...	...
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	\$20	...	...	...	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	2	...	...	...	...
24.0 Printing and reproduction.....	179	\$420	\$410	\$410	...
25.0 Other services.....	3,794	7,339	7,813	8,308	\$495
26.0 Supplies and materials.....	1	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	2,074	4,279	5,315	6,795	1,480
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations	6,070	12,038	13,538	15,513	1,975

319

A. National Earthquake Program

1. **Authority.** The Earthquake Hazards Reduction Act of 1977, as amended, 42 U.S.C. 7701 et. seq., and Executive Order 12699, and Public Law 101-614.
2. **Objective/Element Description.** The potential for catastrophic losses of life and property, injuries, and economic and social disruption as a result of a major earthquake was recognized by Congress in establishing the National Earthquake Hazards Reduction Program (NEHRP). The principal authorized agencies of the NEHRP are FEMA, the U.S. Geological Survey, the National Science Foundation, and the National Institute of Standards and Technology.

By statute, FEMA is assigned lead agency responsibilities for planning, reporting and coordinating all NEHRP activities. In addition, FEMA is charged with: (1) developing a comprehensive framework of mitigation, preparedness, and response planning for all levels of government; (2) developing and encouraging the adoption of improved seismic design and construction practices by Federal agencies, State and local governments and the private sector; and (3) developing public education and awareness programs. As a result, this program comprises the following categories of activities: lead agency, seismic design, State and local hazards reduction, Federal response planning, earthquake education and information transfer, and multi-hazards planning.

3. **1990 Accomplishments.** In 1990, FEMA used a total of \$5,973,000 and 23 workyears for this program, of which \$1,425,000 was under Salaries and Expenses and \$4,548,000 was under Emergency Management Planning and Assistance. Noteworthy accomplishments include the following: as lead agency for the NEHRP, sponsored the NEHRP Investigation Team to observe the damage caused by the Loma Prieta earthquake; initiated activities to increase participation of new audiences in the NEHRP; conducted workshop to discuss important issues facing the NEHRP, and submitted to Congress the NEHRP Fiscal Year 1989 Annual Report; initiated activities necessary to implement Executive Order 12699 governing seismic resistant design for new Federal buildings, signed on January 5, 1990; continued to disseminate and update national seismic design provisions, handbooks and manuals for non-Federal new buildings; continued development of handbooks, studies and manuals that address the seismic safety of existing hazardous buildings; continued a project to assess the vulnerability of lifeline systems from earthquakes; initiated the Congressionally mandated study on the placement of lifeline systems in Cajon Pass, California; provided cost-shared financial assistance on a 50% Federal/50% State basis to support earthquake hazard reduction activities in 16 States; initiated revision of the "Plan for Federal Response to a Catastrophic Earthquake"; developed revised guidance for Emergency Response Teams - Natural Disasters; conducted a tabletop Federal/State response exercise in Utah; conducted workshop to develop standards for search and rescue teams; initiated development of a national response team model; executed earthquake education and information transfer activities, such as workshops and conferences; initiated development of architects workshops on seismic resistant design; completed the study on loss-provisions of a Federal earthquake insurance program; completed the Utah Multi-hazards Mitigation Planning demonstration project; and published estimated future earthquake losses of St. Louis City and County, Missouri.

4. Change from the 1991 Estimates. Reflects a Congressional increase of \$1,500,000 in Emergency Management Planning and Assistance to augment the earthquake program.
5. 1991 Program. In 1991, FEMA is allocating a total of \$14,920,000 and 35 workyears to this program, of which \$2,910,000 is under Salaries and Expenses and \$12,010,000 is under Emergency Management Planning and Assistance. FEMA will obligate \$2,980,000 in unobligated balance carryover from \$3,000,000 transferred in FY 1990 from the President's Unanticipated Needs Fund. In addition, FEMA plans to accomplish the following major activities in support of the NEHRP.
 - o Lead Agency - Manage multi-agency NEHRP coordination and statutory reporting and planning requirements including revision and submittal to Congress of the NEHRP 5-Year Program Plan (1992-1996) and continue activities to increase participation of new audiences in the NEHRP.
 - o Seismic Design - Continue activities necessary to implement Executive Order 12699 governing seismic resistant design for new Federal buildings; publish and disseminate updated national seismic design provisions (1991 Edition) for non-Federal new buildings and initiate development of the 1994 Edition; support State and private efforts to construct an earthquake engineering center at the University of Nevada, Reno; publish and disseminate handbooks on evaluating and strengthening existing hazardous buildings and initiate preparation of national seismic design guidelines for existing hazardous buildings; initiate projects associated with seismic design of single family dwellings; complete a project that assesses the vulnerability of lifeline systems from earthquakes; continue work on projects to abate the seismic risk posed to lifeline systems including the Congressionally mandated study on the placement of lifeline systems in Cajon Pass, California; and initiate a plan that addresses lifeline seismic safety which is required by P. L. 101-614.
 - o State and Local Hazards Reduction - Provide financial assistance (based on a phased-cost share schedule of 0% the first year, 25% in kind the second year, 35% in kind the third, and 50% Federal/50% State cash match requirement for the fourth and succeeding years) and technical assistance to support State earthquake hazards reduction activities in 24 moderate to high-risk States with increased emphasis on the application of mitigation techniques; continue to administer the \$2,200,000 of \$3,000,000 of no-year supplemental funding made available to 24 eligible States in 1990 under Public Law 101-130 with 25% in kind match required; provide technical and financial assistance to Regional consortia and associations that facilitate earthquake hazards reduction.
 - o Federal Response Planning - Continue development of Regional response planning and exercising activities to include seminars/workshops and tabletop exercises in support of the "Plan for Federal Response to a Catastrophic Earthquake" being revised as the "Federal Response Plan (for Public Law 93-288, as amended)", including a major workshop in the Central U.S.; establish a national search and

rescue data base of resources available for response to extraordinary disasters; and provide grants to accredited State and local search and rescue organizations for training and for acquisition of specialized search and rescue equipment.

- o Earthquake Education and Information Transfer - Conduct workshops for K-6 grade educators, architects, and emergency management officials; develop and conduct training courses; produce and broadcast video journal of course offerings; publish and disseminate earthquake curriculum handbooks, manuals, guidance documents, and public education materials.
- o Multi-Hazards Planning - Support National Academy of Sciences Committees; support the U.S. Decade for Natural Disaster Reduction; initiate detailed loss estimation studies for risk areas; and conduct and submit to the Congress two catastrophic earthquake studies on direct economic losses and improving earthquake mitigation, as required by P.L. 101-614.

6. 1992 Program. In 1992, FEMA requests a total of \$17,556,000 and 43 workyears for this program. Included in this total are \$3,571,000 under Salaries and Expenses and \$13,985,000 under Emergency Management Planning and Assistance. This request will enable FEMA to accomplish the following activities in support of NEHRP.

- o Lead Agency - Through contracts, acquire the support required to fulfill multi-agency NEHRP coordination and statutory reporting and planning requirements; expand ongoing activities to increase participation of new audiences in the NEHRP with emphasis on the private sector. (\$1,260,000)
- o Seismic Design - Through contracts, grants and interagency agreements, continue activities necessary to implement Executive Order 12699 governing seismic resistant design for new Federal buildings; disseminate national seismic design provisions (1991 Edition), handbooks and manuals for non-Federal new buildings and continue development of the 1994 Edition of the provisions; publish and disseminate handbooks, manuals and studies that address societal and engineering issues associated with strengthening existing hazardous buildings; continue preparation of national seismic design guidelines for existing hazardous buildings; continue projects associated with the seismic design of single-family dwellings; continue work on projects to abate the seismic risk posed to lifeline systems; finish the Congressionally mandated study on the placement of lifeline systems in Cajon Pass, California; and complete the Congressionally mandated plan that addresses lifeline seismic safety. (\$2,775,000)
- o State and Local Hazards Reduction - Through grants, contracts, and cooperative agreements (of which \$3,900,000 will be apportioned to States by formula), continue developing guidance and providing financial and technical assistance to enhance State and local earthquake hazards reduction activities in moderate to high risk States (financial assistance will be provided on a phased-cost share schedule), emphasizing increased application of mitigation techniques; and provide enhanced financial support to Regional consortia and associations that facilitate earthquake hazards reduction. (\$4,750,000)

322

- o Federal Response Planning - Through contracts and grants, continue development of Regional response planning and exercising programs, which consist of seminars/workshops and tabletop exercises in support of the "Federal Response Plan (for Public Law 93-288, as amended)"; conduct functional exercise in 1992 along New Madrid Fault; and continue development of a national urban search and rescue (US&R) capability and mobilization system by exercising existing US&R task forces and continuing data input into the National US&R Database. (\$300,000)
- o Earthquake Education and Information Transfer - Through grants, contracts and interagency agreements, conduct workshops; develop and conduct training courses; produce videos and video conferences; develop curriculum; and publish and disseminate handbooks, manuals, guidance documents, and public education materials. (\$2,045,000)
- o Multi-Hazards Planning - Through contracts, cooperative agreements, and interagency agreements, support National Academy of Sciences Committees and U.S. Decade for Natural Disaster Reduction; and continue to initiate additional loss estimation studies for risk areas. (\$2,855,000)

1992 Increases/Decreases. The 1992 request includes a net increase of \$1,975,000 under Emergency Management Planning and Assistance; a decrease of \$1,500,000 for the specific congressional increases in 1991 and an increase of \$3,475,000. This increase reflects the need for accelerated earthquake hazard reduction efforts in light of the Loma Prieta earthquake and recent research findings that the probability of the U.S. experiencing a major earthquake in the next 30 years has increased. The proposed increase will support; (1) conducting and upgrading loss-estimation studies for risk areas; (2) accelerating development of seismic design provisions for new and existing buildings and expanding dissemination activities to emphasize the adoption of these provisions by State and local governments; (3) enhancing Regional, State and local earthquake hazards reduction programs, especially Regional consortia; (4) identifying and promoting social and economic incentives for earthquake hazards reduction; (5) expanding technology transfer by delivering enhanced programs among the earthquake professionals and public education; and (6) conducting activities that strengthen FEMA's capability to effectively fulfill its statutory responsibilities as the lead agency of the NEHRP.

7. Outyear Implications. In 1993 and beyond, FEMA's earthquake activities will continue to reflect the base program detailed in the "NEHRP Five Year Plan for 1992-1996". These activities will, to the extent practicable, continue to respond to the recommendations and priorities included in the report of the Expert Review Committee of the NEHRP and to the advice obtained through the FEMA Advisory Committee on the NEHRP which was established in 1990.
8. Advisory and Assistance Services. The 1992 request for the NEHRP includes approximately \$100,000 for the following advisory and assistance services: administrative support for convening of the FEMA Advisory Committee on the NEHRP (established in 1990), as required under the Earthquake Act and P.L. 101-614; and specific technical expertise that may be required to support FEMA's leadership of the NEHRP.

B. Hurricane

1. **Authority.** The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.
2. **Objective/Element Description.** The goal of the hurricane preparedness program is to reduce, abate and mitigate loss of life, injuries and property damages caused by hurricanes striking coastal areas of the United States and its possessions. With the technical assistance, funding and cooperation of the U.S. Army Corps of Engineers and the National Oceanic and Atmospheric Administration (NOAA), FEMA directs its efforts toward conducting hurricane preparedness studies in 28 highly populated risk areas extending from Texas to Maine including Hawaii, Puerto Rico, Virgin Islands, and Pacific possessions and territories. Currently, activities are in 12 of these areas. A hurricane preparedness study consists of a population preparedness project and, following later, a property protection project. Objectives of a population preparedness project are to provide hurricane evacuation data so that State and local emergency operations plans for evacuation can be developed and enhanced and to conduct a hurricane operations exercise. For a property protection project, objectives are to develop a hurricane hazards mitigation plan. Both projects are based on a hurricane hazard analysis that utilizes a state-of-the-art computer simulation model called Sea, Lake, Overland Surge from Hurricanes (SLOSH) developed by the National Weather Service (NWS). Through the application of SLOSH, the most probable areas of hurricane-caused coastal flooding and wind damages are identified. Completed Hurricane Preparedness Studies contribute to the overall development of State and local Emergency Operations Plans (EOP's) by addressing the unique requirements of a hurricane hazard, thereby enhancing capabilities in all emergency management functional areas.
3. **1990 Accomplishments.** In 1990, FEMA used a total of \$1,181,000 and 5 workyears for this program, of which \$310,000 was under Salaries and Expenses and \$871,000 was under Emergency Management Planning and Assistance. Noted accomplishments included the following activities: Continued population preparedness projects for Connecticut, New York, Massachusetts, Rhode Island, New Jersey, Virginia, Galveston/Houston, Oahu, Hawaii, Southeast Florida, and Southeast Louisiana; completed population preparedness projects for Puerto Rico (San Juan) and Maryland; completed a hurricane hazard analysis for Cape Canaveral; completed the property protection project for the Tri-State area (Florida Panhandle, Alabama, Mississippi); provided support to NWS to prepare SLOSH simulations for hazard analysis for Charlotte Harbor (Southwest Florida) and Tampa Bay, Florida; provided support for the development of a manual on "Principles of Property Damage Mitigation, Southeast United States Barrier Coastline"; and continued support for development of, and publication of, hurricane public awareness brochures and booklets.
4. **Changes from the 1991 Estimates.** None.
5. **1991 Program.** In 1991, FEMA is allocating a total of \$1,147,000 and 5 workyears to this program, of which \$251,000 is under Salaries and Expenses and \$896,000 is under Emergency Management Planning and Assistance. Funds will be used for the following activities:

- o Provide support to NWS for SLOSH simulations and to initiate and/or to revise hazard analyses for one study area in Florida, and one in the Caribbean.
 - o Continue population preparedness projects in Connecticut, Massachusetts, Rhode Island, New York, New Jersey, Southwest Florida, Tampa Bay, Texas (Galveston/Houston), and Oahu, Hawaii.
 - o Complete population preparedness projects in Virginia, Southeast Florida, and Southeast Louisiana.
 - o Provide support for enhancement of the manual "Principles of Property Damage Mitigation, Southeast United States Barrier Coastline."
 - o Continue support for development and publication of hurricane mitigation and public awareness brochures, booklets, and manuals and continuation of interagency coordination activities.
6. - 1992 Program. In 1992, FEMA requests a total of \$1,154,000 and 5 workyears for this program. Included in this total are \$258,000 under Salaries and Expenses and \$896,000 under Emergency Management Planning and Assistance. This request will enable FEMA to accomplish the following activities:
- o Hurricane Hazard Analyses - Through grants and interagency agreements, initiate and/or revise two hurricane hazard analyses using the state-of-the-art SLOSH computer simulation model to identify potential high hazard coastal flooding and damaging winds upon which population preparedness and property protection projects are based (\$115,000);
 - o Population Preparedness Projects - Through grants and interagency agreements, continue hurricane evacuation projects in 12 highly-populated risk areas.(\$680,000);
 - o Property Protection Projects - Through grants and interagency agreements, continue one property protection project and initiate one property protection projects (\$80,000); and
 - o Hurricane Hazard Information, Education, and Coordination - Through contracts, continue development and publication of hurricane mitigation and public awareness brochures, manuals, and training workshops, and continue support of interagency coordination activities (\$21,000).
- 1992 Increases/Decreases. None.
7. Outyear Implications. A priority will continue to be placed on population preparedness projects because of their emphasis on saving lives. Property protection projects will be initiated and conducted as funds become available when population preparedness projects are completed.
8. Advisory and Assistance Services. None.

C. Dam Safety

1. Authority. Executive Order 12148, Section 2-103, July 20, 1979.
2. Objective/Element Description. The Executive Order designated the Director of FEMA as the Federal Coordinator of efforts to promote the safety of dams. This designation came after several dam failure disasters in the 1970's which emphasized the need for Federal agencies to take action to improve dam safety. Subsequently, the U.S. Army Corps of Engineers' inventory of dams, completed in 1981, identified over 68,000 dams; 95%, or approximately 64,000, were non-Federally owned; 10,000 were classified high-hazard; and 3,000 were classified unsafe and 150 of these required emergency action. Thus the scope of FEMA's Dam Safety program was expanded to include both the Federal and non-Federal sectors.

The goal of FEMA's Dam Safety Program is to enhance the safety of the Nation's dams. FEMA pursues this goal through three major activities: exercise of leadership to coordinate Federal activities through the Interagency Committee on Dam Safety (ICODS), which FEMA chairs, and to coordinate non-Federal activities through the Association of State Dam Safety Officials (ASDSO), the Interstate Committee on Water Policy, and others; development and dissemination of technical assistance; and preparation and dissemination of public awareness materials and services to increase public support for dam safety.

3. 1990 Accomplishments. In 1990, FEMA used a total of \$605,000 and 3 workyears for this program, of which \$186,000 was under Salaries and Expenses and \$419,000 was under Emergency Management Planning and Assistance. With these resources, FEMA provided leadership by coordinating and assessing Federal activities through ICODS and "Federal Guidelines for Dam Safety" compliance; reported to the President on Compliance for 1988 - 1989; developed delivery techniques and inventory methodologies to support State and local programs and to update the National Dam Inventory; conducted a workshop to define/develop Probable Maximum Precipitation/Probable Maximum Flooding (PMP/PMF) guidelines; supported the National Academy of Sciences' Water Technology Board; continued development and dissemination of Training Aids for Dam Safety (TADS); provided technical assistance by disseminating risk analysis video training, dam break models, emergency planning guidelines and other materials, and conducting instructional workshops; continued development of a library of historical dam failures; continued distribution of "Dam Safety - Know the Potential Hazard", a public awareness brochure previously developed; co-sponsored 22 State dam safety workshops in 13 States; initiated development of video materials for dam safety for public awareness; and initiated an update of the Model Dam Safety Program.
4. Changes from the 1991 Estimates. None.
5. 1991 Program. In 1991, FEMA is allocating a total of \$563,000 and 3 workyears to this program, of which \$131,000 is under Salaries and Expenses and \$432,000 is under Emergency Management Planning and Assistance. FEMA will undertake the following in support of the National Dam Safety Program:

- a. Leadership - Coordinate Federal activities by chairing ICODS; initiate preparation of the biennial report to the President on the status of the National Dam Safety Program for 1990 - 1991; continue development of PMP/PMF guidelines; and complete the update of the Model State Dam Safety Program.
 - b. Technical Assistance - Revise, as required, technical manuals published earlier; disseminate technical guidelines, manuals and other technical materials; continue support for the development and dissemination of the Training Aids for Dam Safety (TADS); continue the update of the National Inventory of Dams; implement phase III in the development of the library for historical dam failures; conduct approximately 8 training sessions including risk-based analysis; and continue support of the National Academy of Sciences' Water Technology Board.
 - c. Public Awareness - Continue development of dam safety video materials for public awareness; continue to disseminate public awareness brochures, audio-visual, and other materials; and co-sponsor approximately 10 State dam safety public awareness workshops.
6. 1992 Program. In 1992, FEMA requests a total of \$567,000 and 3 workyears for this program. Included in this total are \$135,000 under Salaries and Expenses and \$432,000 under Emergency Management Planning and Assistance. These funds will enhance the safety of dams by providing for the following:
- a. Leadership - Through contracts, and cooperative agreements, FEMA will: Coordinate Federal activities by chairing ICODS; coordinate an assessment of the National Dam Safety Program; prepare the biennial report to the President on the status of the National Dam Safety Program for 1990 - 1991; continue activities to implement PMP/PMF guidelines; and encourage State adoption of the revised Model State Dam Safety Program. (\$52,000)
 - b. Technical Assistance - Through contracts, and cooperative agreements, FEMA will: revise, as required, technical manuals published earlier; disseminate technical guidelines, manuals and other technical materials; continue to update the National Dam Inventory; continue maintenance of the library of historical dam failures; conduct 4 technical seminars; and continue support of the National Academy of Sciences' Water Technology Board. (\$230,000)
 - c. Public Awareness - Through contracts and cooperative agreements, FEMA will: disseminate dam safety public awareness video materials; continue dissemination of brochures and other public awareness materials; and co-sponsor 10 State dam safety public awareness workshops. (\$150,000)
- 1992 Increases/Decreases. None.
7. Outyear Implications. From 1986 through 1989, six States created or enhanced dam safety programs. The number of States without dam safety legislation was reduced to two. FEMA anticipates that the level of operational

capability in dam safety at the State and local levels will increase. However, FEMA plans to continue to provide the leadership, technical assistance and public awareness support to initiate, enhance and sustain these programs.

8. Advisory and Assistance Services. None.

D. Hazard Mitigation Assistance.

1. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.
2. Objective/Element Description. Disaster Response and Recovery (DR&R) experience has shown that the effectiveness of post-disaster efforts to mitigate hazards as part of the recovery process is enhanced greatly if the affected communities or areas have plans in place to address how the community can incorporate protective measures against future disaster damage into the rebuilding process. The Hazard Mitigation Assistance program, authorized by Title II of the Stafford Act, is designed to provide funding for pre-disaster planning in particularly vulnerable communities. Funding is used to identify mitigation opportunities and develop plans for future mitigation activities.
3. 1990 Accomplishments. In 1990, FEMA used \$356,000 and 2 workyears for this program, of which \$124,000 was under Salaries and Expenses and \$232,000 was under Emergency Management Planning and Assistance. In 1990, 15 projects were funded through the Hazard Mitigation Assistance program at an average cost of \$15,500. These projects included: The development of flood hazard mitigation plans for communities and watersheds in the States of Illinois, Michigan, Nebraska, and Washington; preparation of a multi-hazard mitigation plan for Emigration Canyon in east Salt Lake County, UT; flood awareness and preparedness activities in Missouri, Maryland, and Delaware; flood mitigation and floodproofing workshops in Florida and Illinois; and, development of an acquisition and relocation for flood damaged structures in the Town of English, Indiana.
4. Changes from the 1991 estimates. None. --
5. 1991 Program. In 1991, FEMA is allocating a total of \$301,000 and 2 workyears to this program, of which \$101,000 is under Salaries and Expenses and \$200,000 is under Emergency Management Planning and Assistance. This request will enable FEMA to provide funding to all regions to support mitigation projects at the State and local level at an average cost of approximately \$20,000.
6. 1992 Program. In 1992, FEMA requests a total of \$303,000 and 2 workyears for this program. Included in this total are \$103,000 under Salaries and Expenses and \$200,000 under Emergency Management Planning and Assistance. This request will enable FEMA to provide funding to all Regions to support mitigation projects at the State and local level at an average cost of approximately \$20,000.
1992 Increase/Decrease. None.
7. Outyear Implications. As disaster-prone communities are assisted to develop effective mitigation plans, future post-disaster costs should be reduced for an overall net savings of disaster related funds.
8. Advisory and Assistance Services. None.

ACTIVITY OVERVIEW Technological Hazards

This activity encompasses two FEMA programs which, through technical and financial assistance and coordination, develop/foster Federal, State and local capabilities to variously prepare for, respond to, and mitigate the consequences of technological emergencies. The technological hazards activity is comprised of the Radiological Emergency Preparedness and Hazardous Materials programs.

The Radiological Emergency Preparedness (REP) program was initiated by FEMA in response to the President's directive of December 7, 1979, which requested FEMA to take the lead in offsite emergency response planning for commercial nuclear power facilities. Subsequently, in U.S. Nuclear Regulatory Commission (NRC) Appropriations Authorization legislation (P.L. 96-295 and P.L. 97-415), FEMA was assigned a role in offsite radiological emergency preparedness in the NRC licensing of commercial nuclear power plants. The fixed nuclear facilities program encompasses all efforts dealing with offsite preparedness for commercial nuclear plant facilities, fuel cycle facilities, material license holders and appropriate Department of Defense (DOD) and Department of Energy (DOE) nuclear facilities. Commercial nuclear power plant facilities refer to those that are either licensed, or with the potential to be licensed, by the NRC for the commercial production of electrical power which, in most cases, are owned by private sector corporations. Fuel cycle facilities are installations that process nuclear materials for the production of nuclear fuel for use in commercial nuclear power plants and that store nuclear wastes and spent fuel. Material license holders include a variety of medical and industrial users of nuclear materials. The President further directed FEMA, in Executive Order 12241 of September 29, 1980, to prepare a Federal response plan for commercial nuclear power facility accidents. The FEMA/NRC Memorandum of Understanding of April 18, 1985, provides for FEMA review of offsite planning and preparedness for materials license holder sites. Most recently, Executive Order 12657, of November 18, 1988, assigned to FEMA the overall coordination and planning responsibilities whenever State or local governments, either individually or together, decline or fail to prepare plans that are sufficient to satisfy NRC licensing requirements or to participate adequately in the preparation, demonstration, testing, exercising, or use of such plans. In the event of an actual radiological emergency, FEMA would provide for initial Federal response activities, including command and control of the offsite response, as may be needed. Any Federal response roles would be transferred to State and local governments as soon as feasible after onset of an actual emergency.

A proposed rule was finalized in 1990 to establish fees that will be charged to utilities for services which are site-specific in nature, and which are performed by FEMA under the REP program. During 1991, the final rule will be implemented by FEMA and is expected to result in recovery of a significant portion of the REP program budget through collection of fees which will be deposited directly to Treasury as general revenues.

In 1992, the budget proposes to recover the full cost of the program. The fees would be credit as offsetting proprietary receipts of the Agency.

As part of its activities in the REP program, FEMA participates in and chairs the Federal Radiological Preparedness Coordinating Committee (FRPCC) composed of 12 Federal departments and agencies. The FRPCC assists FEMA in providing policy direction to State and local governments in their radiological emergency planning and preparedness activities. The agency supports a variety of computer simulation modules, known as FEMA's Integrated Emergency Management Information System (IEMIS), which have application to the REP program.

The Hazardous Materials (HAZMAT) program encompasses support to State and local governments to improve their emergency preparedness capability to deal with major hazardous materials accidents. This includes hands-on technical assistance in the areas of planning, training, exercising, coordination, and information dissemination. The Agency provides financial support and interagency coordination for multi-agency initiatives that support State and local responsibilities mandated under SARA, Title III, which include: multi-agency consensus planning guidance, integrated training curriculum, public/private sponsorship of national workshops and teleconferences, multi-agency design, participation, and evaluation of exercises to test the implementation capability of emergency response plans, and the joint development and management of a hazardous materials information exchange system by FEMA and the Department of Transportation.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TECHNOLOGICAL HAZARDS
(Dollars in Thousands)**

	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
<u>Estimates by Program</u>						
A. Radiological Emergency Preparedness.....	EM-107	\$5,011	\$4,760	\$4,651	\$4,651	...
B. Hazardous Materials.....	EM-116	<u>263</u>	<u>591</u>	<u>591</u>	<u>591</u>	<u>...</u>
Total, Technological Hazards (Budget Authority).....		5,294	5,351	5,242	5,242	...

Changes from Original 1991 Estimate. Reflects a decrease of \$109,000 in Radiological Emergency Preparedness from the application of a general congressional reduction.

66
136

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TECHNOLOGICAL HAZARDS
(Dollars in Thousands)**

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent .....	...	...	...	...	...
11.3 Other than full-time permanent .....	...	...	...	...	...
11.5 Other personnel compensation .....	...	...	...	...	...
11.6 Special personal services payments .....	...	...	...	...	...
11.9 Total personnel compensation .....	...	...	...	...	...
<u>Personnel benefits</u>					
12.1 Civilian personnel .....	...	...	...	...	...
12.2 Military personnel .....	...	...	...	...	...
13.0 Benefits for former personnel .....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons .....	...	...	...	...	...
22.0 Transportation of things .....	...	...	...	...	...
23.1 Rental payments to GSA .....	...	...	...	...	...
23.2 Rental payments to others .....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges	\$27	...	\$96	\$96	...
24.0 Printing and reproduction	100	\$120	120	120	...
25.0 Other services	5,131	5,231	5,028	5,028	...
26.0 Supplies and materials .....	...	...	...	...	...
31.0 Equipment	21	...	...	...	...
32.0 Land and structures .....	...	...	...	...	...
33.0 Investments and loans .....	...	...	...	...	...
41.0 Grants, subsidies and contributions	15	...	...	...	...
42.0 Insurance claims and indemnities .....	...	...	...	...	...
43.0 Interest and dividends .....	...	...	...	...	...
Total Obligations	5,294	5,351	5,242	5,242	...

A. Radiological Emergency Preparedness

1. Authorities. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2302(b)(8); and Executive Orders 12148, 12241, as amended, and 12657; and Presidential Directive of December 7, 1979.
2. Objective/Element Description. The Radiological Emergency Preparedness (REP) activity encompasses the Fixed Nuclear Facilities (FNF) program, which deals with offsite preparedness for 74 NRC-licensed, commercial nuclear power facilities and for an additional site currently under construction and not yet licensed for operation. The primary goal of the FNF program is to assist in the development of State and local offsite radiological emergency plans and preparedness within the emergency planning zones at these facilities. For commercial nuclear power plants, appropriate actions to protect the health and safety of the public in the event of a radiological emergency are reasonably assured through emergency planning and exercising of the plans. Also included in the FNF program are fuel cycle facilities, material license holders and certain Department of Defense (DoD) and Department of Energy (DOE) facilities. To date, program activities have been concentrated on commercial nuclear power facilities.

Major activities under this program consist of the following: (1) reviewing State and local governmental radiological emergency preparedness plans implemented to protect the populace around FNF's and issuing findings and determinations (FEMA Rule 44 CFR 350) on the adequacy of these plans to the NRC, for use in the licensing process; (2) participating in Atomic Safety and Licensing Board (ASLB) hearings conducted by the NRC as part of this process; (3) reviewing and evaluating the biennial exercises of radiological emergency preparedness plans for commercial nuclear power facilities; (4) periodically exercising and updating the provisions of the Federal Radiological Emergency Response Plan (FRERP), which was published by FEMA in 1985 and is the basis for Federal response to major peacetime radiological emergencies; (5) continuing to develop and deploy the Integrated Emergency Management Information System (IEMIS), which provides computer data base support for the FNF programs, including evacuation, sound propagation and plume modeling capabilities; (6) evaluating annually public information materials that familiarize the public with risks associated with nuclear power plant emergencies; (7) providing radiological emergency training to the emergency management and response community and providing radiological instrument maintenance and calibration services; (8) under Executive Order 12657, taking the necessary actions to ensure the preparation, demonstration, testing, exercising and/or use of emergency preparedness plans around commercial nuclear power plants whenever State or local governments, either individually or together, decline or fail to prepare such plans and/or respond to an actual emergency; and (9) tracking recoverable utility fees.

3. 1990 Accomplishments. In 1990, FEMA used \$9,666,000 and 81 workyears for this program, of which \$4,635,000 was under Salaries and Expenses and \$5,031,000 was under Emergency Management Planning and Assistance. Noteworthy accomplishments included the following: (1) achieved a cumulative completion of approximately 73% of the initial findings and determinations under 44 CFR 350 and conducted additional reviews and issued additional findings, increasing the total number of findings issued since inception of the program to over 185; (2) participated in 1 ASLB hearing; (3) through support contracts: conducted 40 joint offsite exercises, 17 remedial exercises, 1 alert

and notification system (ANS) demonstration and public telephone survey; prepared 4 site-specific findings; conducted 71 ANS operability reviews; evaluated medical services drills for all sites; and participated in 1 DoD nuclear weapons accident exercise; (4) conducted 2 FRERP training workshops, for Federal, State and local officials, and utility personnel, including one in Region VI which was a joint FRERP/Agriculture Ingestion Pathway Workshop; (5) continued to develop and deploy IEMIS, including upgrading assessment capabilities, coordination of joint activities and support to training and education activities; (6) published guidance documents to address specific issues, such as field monitoring, radiological planning, Regional implementation of the REP Program, and a draft Exercise Evaluation Methodology and draft Exercise Manual; (7) developed a draft revision to the FRERP to bring it into line with Executive Order 12657 and implementing rule 44 CFR 352, the Federal Field Exercise (FFE-2), the lessons learned from the Chernobyl experience, and the National System for Emergency Coordination (NSEC); (8) conducted 4 REP Exercise Evaluator courses for Federal and State personnel; and (9) reviewed all REP documents and developed/revised guidance memoranda and interagency agreements/memoranda of understanding to bring them into conformance with Executive Order 12657.

4. Changes from the 1991 Estimates. Reflects a decrease of \$109,000 from the application of a general congressional reduction.
5. 1991 Program. In 1991, FEMA is allocating a total of \$9,401,000 and 95 workyears to this program, of which \$4,750,000 is under Salaries and Expenses and \$4,651,000 is under Emergency Management Planning and Assistance. For commercial nuclear power facilities, the program will continue radiological emergency preparedness plan reviews and stress preparedness improvements through exercises. By the close of 1991, FEMA anticipates that approximately 80% of the commercial nuclear power plant sites will have received initial formal reviews and approvals under 44 CFR 350.

A proposed rule to establish fees that will be charged to utilities for services which are site-specific in nature, and which are performed by FEMA under the REP program, was finalized in 1990. This final rule will be implemented by FEMA during 1991 and is expected to result in recovery of a significant portion of the REP program budget through collection of fees which will be deposited directly to Treasury as general revenues.

Work involving the following areas will be accomplished:

- a. Findings and Determinations for Offsite Radiological Emergency Plans and Preparedness
 - o Provide, under 44 CFR 350, 5 site-specific formal determinations of offsite radiological emergency plans and preparedness;
 - o Conduct 52 reviews of plans and preparedness previously approved under 44 CFR 350;

- o Review annual certifications of State and local compliance with periodic requirements for all commercial nuclear power plant sites;
 - o Provide 55 site-specific determinations, findings, and status reports on offsite radiological emergency preparedness;
 - o Evaluate 45 joint exercises of radiological emergency response plans and report the results to the NRC;
 - o Conduct 71 ongoing alert and notification system operability and maintenance reviews;
 - o Issue 10 alert and notification system findings to NRC;
 - o Assist the NRC and/or agreement States upon request in reviewing offsite portions of emergency plans for nuclear material license holders; and
 - o Work with DoD and DOE to provide technical assistance to State and local governments for nuclear activities, and participate in exercises involving these activities, as requested by DoD and DOE. This assistance is designed to help State and local governments develop and enhance emergency plans, and to test those plans in exercises.
- b. Atomic Safety and Licensing Board (ASLB) Hearings - These hearings are conducted by the NRC and are critical to the licensing process. One ASLB hearing is projected that could require FEMA involvement and the involvement of contract support staff participating as expert witnesses.
- c. Exercises - Joint exercises are the critical demonstration of the implementation of offsite radiological emergency preparedness plans around commercial nuclear reactors. It is projected that with the aid of contractor support, FEMA will evaluate: 45 joint exercises (utility, State, and localities), some with emphasis given to the ingestion pathway; and 17 remedial exercises to resolve deficiencies discovered during joint exercises.
- d. Federal Response Plans
- o Conduct two sessions of the FRERP Training Workshop for Federal, State, and local officials and industry personnel;
 - o Continue to review and update emergency preparedness based on the response to and lessons learned from the Chernobyl accident; and

- o Publish for public comment the revision to the Federal Radiological Emergency Response Plan, bringing it in line with Executive Order 12657 and implementing rule, 44 CFR 352, the Federal Field Exercise (FFE-2), the lessons learned from the Chernobyl experience, and the National System for Emergency Coordination (NSEC).

e. Integrated Emergency Management Information System (IEMIS)

- o Coordinate the linking of several minicomputers within an IEMIS network as a basis for stronger interaction with State and local governments;
- o Upgrade IEMIS software to improve the data availability, reduce response time, and decrease labor for coding site data;
- o Release the Outdoor Sound Propagation Model for use in evaluating warning systems;
- o Develop specific multi-purpose models for use in hazardous materials management involving releases to air from both fixed and movable sources; and
- o Fully integrate the IEMIS data and model system with the training activities of the National Emergency Training Center's Emergency Management Institute.

f. Technical Assistance and Agreements

- o Publish in final form FEMA REP-2, Guidance on Offsite Emergency Radiation Measurement Systems, Phase I-Airborne Release; FEMA REP-12, Guidance on Offsite Emergency Radiation Measurement Systems, Phase II-Milk Pathway; and FEMA REP-13, Guidance on Offsite Emergency Radiation Measurement Systems, Phase III-Water and Non-Dairy Food Pathway;
- o Publish revisions to 44 CFR 350 and 44 CFR 351;
- o Obtain support from the Conference of Radiation Control Program Directors (CRCPD), the Committee for Interagency Radiation Research and Policy Coordination (CIRRPC), the Commission on Catastrophic Nuclear Accidents, and related activities;
- o Continue to monitor research reports and data on the Chernobyl accident, and identify implications for the REP Program;
- o Issue a final comprehensive REP Planning and Exercise Manual and the Exercise Evaluation Methodology;

- o Continue the ongoing interim revision of NUREG-0654/FEMA-REP-1, Rev. 1, "Criteria for the Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants"; and

q. Develop and issue policy statements as needed to address specific program issues and provide training.

g. Public Education

- o Conduct a national workshop and report on the Joint Information Systems (JIS), in order to review the status of the program and areas still requiring attention;
- o Conduct technical assistance on JIS/Emergency Broadcast System activities, based on newly completed guidance;
- o Continue periodic reviews of public information materials based on FEMA REP-11, "A Guide to Preparing Emergency Public Information Materials";
- o Complete first round of required periodic reviews of public information materials at remaining sites not covered in 1990;
- o Deliver 2 Basic Public Information Officers Course;
- o Conduct a national conference on JIS; and
- o Revise, in cooperation with the U.S. Department of Agriculture, the brochure on ingestion pathway emergency measures for use at all commercial nuclear power plants entitled "Protecting Your Farm in the Event of A Radiological Accident".

h. Executive Order 12657 (44 CFR 352) - Through contracts and printing, FEMA will perform the following activities, implementing Executive Order 12657:

- o Continue to revise and issue Guidance Memoranda, as well as negotiate interagency agreements/memoranda of understanding relevant to the implementation of the Order;
- o If a certified request is received under the Order, prepare all necessary site-specific planning for an initial Federal response.

1. Radiological Instrument Maintenance and Calibration - Provide for annual maintenance and calibration of radiological instruments used in the commercial nuclear power plant offsite radiological emergency preparedness program through the State radiological defense instrument maintenance and calibration facilities.
6. 1992 Program. In 1992, FEMA requests a total of \$9,569,000 and 95 workyears for this program. Included in this total are \$4,918,000 under Salaries and Expenses and \$4,651,000 under Emergency Management Planning and Assistance. For 1992, FEMA proposes to collect fees to cover the full amount of the program costs. These fees will be deposited in an account in Treasury as an offset to the costs of the program. The major tasks to be accomplished with these resources are as follows:
- a. Findings and Determinations for Offsite Plans and Preparedness (\$160,000) - Primarily through contracts, with some expenditures for printing, FEMA will accomplish the following activities;
 - o Issue 14 site-specific, formal 44 CFR 350 determinations of offsite radiological emergency plans and preparedness;
 - o Conduct 57 reviews of plans and related preparedness activities previously approved under 44 CFR 350;
 - o Review annual certifications of State and local governmental and, if appropriate, utility compliance with periodic requirements for all sites;
 - o Provide 10 interim findings on radiological emergency preparedness plans and exercises at NRC's request;
 - o Complete 71 ongoing A&N operability and maintenance reviews; and
 - o Assist the NRC or agreement State governments if requested in reviewing offsite portions of emergency response plans of material license holder sites. In addition, FEMA will work with DOE and DoD on an ad hoc basis in the development and implementation of emergency planning and preparedness around DOE and DoD nuclear facilities; however, FEMA remains ready to provide technical assistance to DOE and DoD in these efforts, if requested.
 - b. Atomic Safety and Licensing Board (ASLB) Hearings (\$25,000) - There is 1 ASLB hearing projected where FEMA involvement and support from contractor witnesses could be required.
 - c. Plan Reviews and Exercises (\$2,861,000) - Through contracts and printing, FEMA plans to accomplish the following:
 - o Conduct 45 joint exercises (utility, State, and localities), emphasizing ingestion pathway;

- o Conduct 17 remedial exercises to resolve deficiencies identified during the joint exercises;
 - o Conduct 1 A&N demonstration and public telephone survey;
 - o Assist State and local governments in evaluating 2 exercises to test offsite emergency response plans for DoD/DOE nuclear facilities;
 - o Participate in 2 DoD/DOE nuclear weapons accident exercises; and
 - o Develop and conduct a Federal post-emergency tabletop exercise.
- d. Federal Response Plans (\$100,000) - Through contracts and printing, FEMA plans to:
- o Complete revision and publication of the Federal Radiological Emergency Response Plan (FRERP) to bring it in line with Executive Order 12657, and implementing rule, 44 CFR 352, the National System for Emergency Coordination, and lessons learned from the Federal Field Exercise and the Chernobyl accident response;
 - o Complete the post-emergency tabletop exercise evaluation and related documentation;
 - o Develop planning documentation of the third Federal Field Exercise; and
 - o Conduct 2 sessions of the FRERP and Ingestion Pathway training workshops for Federal, State and local officials and industry personnel.
- e. Integrated Emergency Management Information System (IEMIS) (\$10,000) - Through contracts and printing, FEMA will do the following:
- o Continue to upgrade the IEMIS system to accommodate State and local users as network partners and the Outdoor Sound Propagation Model and database;
 - o Continue to upgrade the IEMIS system to accommodate the Outdoor Sound Propagation Model and database; and
 - o Develop specific software to perform analyses of radioactive releases to water from transportation vehicles and fixed facilities.
- f. Public Education (\$125,000) - Through contracts and printing, FEMA will accomplish the following:
- o Deliver 2 Basic Public Information Officers courses;

- o Conduct a national workshop and report on the JIS, in order to review the status of the program and areas still requiring attention; and
 - o Complete required periodic reviews of public information materials at remaining sites not covered in 1991.
- g. Technical Assistance (\$250,000) - Through contracts and printing, FEMA will perform the following activities related to policy and program development:
- o Obtain support from the Conference of Radiation Control Program Directors (CRCPD), the Committee on Interagency Radiation Research and Policy Coordination (CIRRPC), and related activities; and
 - o Continue to monitor research reports and data on the Chernobyl accident and identify implications for the REP Program.
- h. Executive Order 12657 (44 CFR 352) (\$300,000) - Through contracts and printing, FEMA will perform the following activities to implement Executive Order 12657:
- o Continue to revise guidance memoranda relevant to the implementation of the Order; and
 - o If a certified request is received under the Order, prepare all necessary site-specific planning for an initial Federal response.
- i. Radiological Instrumentation Maintenance and Calibration (\$600,000) - Provide for annual maintenance and calibration of radiological instruments used in the commercial nuclear power plant offsite radiological emergency preparedness program through the State radiological defense instrument maintenance and calibration facilities.

1992 Increase/Decrease. None.

7. Outyear Implications. By the close of 1992, FEMA anticipates that essentially all of the commercial nuclear power plant sites will have received formal reviews under 44 CFR 350.

For commercial nuclear power facilities, FEMA will focus on recertification of FEMA 44 CFR 350 approvals through intensive reviews of previously approved plans, with continuation of required biennial and remedial exercises. Emphasis will be placed on exercising in the ingestion pathway, the development of complete and accurate EBS messages during exercise play and their incorporation into State and local plans, and improving public education and information materials for the reactor sites, as well as certifying the continued operability of siren systems. For material license holders, the principal activity will be a continuation of FEMA review of plans as requested

by the NRC. FEMA remains ready to provide technical assistance to DOE and DoD in the development and implementation of emergency planning and preparedness around DOE and DoD nuclear facilities, if requested to do so. The PRERP will be maintained and refined through an exercise cycle and through training activities which will include tabletop and full-participation exercises to test and correct areas needing correction or improvement and workshops. Agreements, regulations and guidance will be maintained to provide the necessary resources and procedures for FEMA to take action to respond to requests under Executive Order 12657, and to implement planning and response efforts under specific companion documents, including 44 CFR 352.

FEMA will continue to bill responsible utility licensees for the recovery of costs for site-specific services provided by FEMA under the REP program, in conformance with the rulemaking on user fees (44 CFR 353), and legislation, when enacted.

8. Advisory and Assistance Services. None.

B. Hazardous Materials

1. **Authority.** Executive Order 12148, July 20, 1979 and Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986 (SARA).
2. **Objectives/Element Description.** The primary goal of the Hazardous Materials program (HAZMAT) is to provide leadership in hazardous materials emergency management through coordination of planning, preparedness, response, and mitigation at the Federal level and through support and technical assistance by the Regions to State and local governments to enhance their response capabilities. This is accomplished in coordination with other Agencies through the National Response Team/Regional Response Teams (NRT/RRT), State and local governments, and private organizations. FEMA's focus is to incorporate hazardous materials into the integrated emergency management system (IEMS) context; establish strong intergovernmental and private sector coordination; promote a systematic, comprehensive approach to training; implement recommendations of relevant committees, work groups, and special studies; and enhance guidance and assistance provided to State and local governments.
3. **1990 Accomplishments.** In 1990, FEMA used a total of \$1,073,000 and 17 workyears for this program, of which \$810,000 was under Salaries and Expenses and \$263,000 was under Emergency Management Planning and Assistance. Noteworthy accomplishments include: Revised FEMA's Five-Year Workplan for Hazardous Materials Program; completed final draft of railroad preparedness guide; supported development and printing of the revised National Oil and Hazardous Substances Pollution Contingency Plan (NCP); continued support to the joint FEMA/DOT Hazardous Materials Information Exchange (HMIX), increasing by fifty percent the number of users over the prior year; continued leadership in National Response Team/Regional Response Teams (NRT/RRT) initiatives, including chairing the Training and Preparedness Committees; along with NRT, developed a Handbook for State and local officials; carried out tasks identified in the FEMA/DOT memorandum of understanding; continued support to the HAZMAT resource libraries in Headquarters and nine Regional offices; initiated technical guidance to State and local governments on emergency warning systems for chemical emergencies; conducted two program workshops for FEMA Headquarters/Regional HAZMAT staff on international projects; supported seven training modules for HAZMAT courses of FEMA's Emergency Management Institute; supported the revision of the Hazardous Materials Contingency Planning Course; conducted five workshops on use of computer software to perform hazards analysis; along with United States Coast Guard, initiated a pilot project in Region V to assess level of resources required to mount a response to a major incident in that Region; conducted three workshops for Indian Nations on HAZMAT contingency planning; conducted four HAZMAT planning workshops with American Samoa, Guam, and the Commonwealth of the Northern Mariana Islands; participated in HAZMAT exercises as observers and evaluators; conducted four workshops through contract support; developed consensus guidance on conducting hazard analyses to identify potential risk from chemical substances; printed and distributed over 25,000 copies of a FEMA Hazardous Materials Exercise Methodology and Manual for interim use and comment; revised, printed and distributed over 30,000 copies of the HMIX users guide; printed and distributed the 1990 DOT Emergency Response Guide for Initial Response to Hazardous Materials Incidents; and printed and distributed an additional 10,000 copies of the Handbook of Chemical Hazards Analysis Procedures and supporting software.

4. Changes from the 1991 Estimates. None.

5. 1991 Program. In 1991, FEMA is allocating a total of \$1,702,000 and 22 workyears to this program, of which \$1,111,000 is under Salaries and Expenses and \$591,000 is under Emergency Management Planning and Assistance. With these resources, FEMA will undertake the following:

- o Assess the quantity/quality of State and local emergency planning and preparedness capability to deal with a significant HAZMAT accident;
- o Continue to enhance usage and utility of the joint FEMA/DOT Hazardous Materials Information Exchange (HMIX) system;
- o Provide support in the development of FEMA's Five-Year Plan for Hazardous Materials program;
- o Sponsor through the Office of Training, Emergency Education Network, two national HAZMAT teleconferences -- one on HAZMAT exercises and one on response safety measures;
- o Through interagency coordination and contract support, sponsor and evaluate two major HAZMAT exercises;
- o Provide technical assistance to review and evaluate State and local government HAZMAT emergency response plans;
- o Revise/update the FEMA/DOT Memorandum of Understanding and supporting workplan for 1992;
- o Support Office of Training in the delivery of HAZMAT contingency planning course;
- o Continue to provide technical assistance to State and local governments in the areas of planning, exercising, mitigation, response, and recovery;
- o Through Regional offices, initiate special outreach programs for communities with unique needs such as Indian Nations/Tribes, Non-English speaking communities, cities bordering other countries, etc.;
- o Continue support of Headquarters and Regional HAZMAT resource libraries, currently in use by approximately 250,000 State and local officials, for HAZMAT planning, training, and response; and
- o Reproduce and distribute new HAZMAT documents/materials which provide technical advice to State and local officials in performing their emergency functions.

6. 1992 Program. In 1992, FEMA requests a total of \$1,741,000 and 22 workyears for this program, an increase of \$39,000 over 1991. Included in this total are \$1,150,000 under Salaries and Expenses and \$591,000 under Emergency

Management Planning and Assistance. These funds will allow FEMA to undertake the following activities:

- o Hazardous Materials Information Exchange (HMIX) (\$200,000) - Through contracts and printing, continue funding for this joint FEMA/DOT project that is a major information source for State and local governments.
- o Exercising of State and Local Plans (\$150,000). - Through grants and contracts, support a comprehensive HAZMAT exercise program with which to assess emergency planning and response capabilities at the State and local level.
- o Technical Assistance (\$141,000) - Through technical assistance to State and local governments, assist with plan development, and upgrading reviews.
- o SARA Title III (\$100,000) - Through contracts and printing, continue to provide guidance to State and local governments.

1992 Increase/Decrease. None.

7. Outyear Implications. No outyear implications over the 1992 request.
8. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
ACTIVITY OVERVIEW

The Federal Preparedness activity encompasses a wide range of programs whose purpose is to achieve government readiness to ensure that the nation is prepared to respond to, manage, and recover from peacetime or wartime national security emergencies, and to enable Government at all levels to cope with the consequences of accidental, natural, and man-caused occurrences. The Federal Preparedness activity includes the following programs:

- A. Government Preparedness: (Submitted in separate package).
- B. Emergency Information & Coordination: This program provides national-level emergency managers with data, communications support, and facilities to direct the national response to a wide range of emergencies.
- C. Mobilization Preparedness: This program is designed to assure that Federal departments and agencies have in place the necessary plans, systems, procedures, and resources to support national emergency mobilization, including civil-sector support to a military mobilization.
- D. Federal Readiness and Coordination: This program provides guidance to the Federal departments and agencies to prepare for and effectively respond to national security emergencies. This program provides for: the development of interagency plans and decision tools; National Security Emergency Preparedness (NSEP) improvements such as new and revised plans and operational documents; test, exercise, and evaluation of mobilization plans, procedures, and systems to ensure adequate civil readiness; guidance, policy, and management for the government-wide National Defense Executive Reserve (NDER); and technical and communication support to NATO/Canada/Mexico.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
A. Government Preparedness.....	EM-122	\$104,875	\$106,447	\$95,903	\$96,053	\$150
B. Emergency Information and Coordination Center.....	EM-123	390	500	500	500	...
C. Mobilization Preparedness.....	EM-126	1,785	2,231	2,231	2,231	...
D. Federal Readiness and Coordination.	EM-134	<u>1,032</u>	<u>1,192</u>	<u>1,192</u>	<u>1,542</u>	<u>250</u>
Total, Federal Preparedness (Budget Authority).....		108,082	110,377	99,833	100,333	500

Changes from Original 1991 Estimates. Reflects a reduction of \$10,544,000 in Government Preparedness: A Congressional reduction of \$10,000,000 and a decrease of \$544,000 from the application of a general Congressional reduction.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	<u>Increase/ Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	...	...	...	...	...
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	...	...	...	...	...
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.....	\$72	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	20,688	\$24,500	\$24,880	\$24,880	...
24.0 Printing and reproduction.....	8	74	75	75	...
25.0 Other services.....	75,205	60,458	49,533	50,033	\$500
26.0 Supplies and materials.....	2,866	6,006	6,006	6,006	...
31.0 Equipment.....	8,071	18,939	18,939	18,939	...
32.0 Land and structures.....	1,172	400	400	400	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations	108,082	110,377	99,833	100,333	500

A. Government Preparedness

The Government Preparedness program is described in a separate submission.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)

**B. Emergency Information and
Coordination Center**

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
1. Emergency Information and Coordination Center.....	EM-124	\$190	\$500	\$500	\$500	...
Total, Emergency Information and Coordination Center (Budget Authority)		390	500	500	500	...

Changes from Original 1991 Estimates. None.

42-608 0 - 91 - 12

B. Emergency Information and Coordination Center

1. Emergency Information and Coordination Center

- a. Authority. The National Security Act of 1947, 50 U.S.C. App. 404; the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. App. 5121 et seq; and Executive Order 12148.

- b. Objective/Element Description. The Emergency Information and Coordination Center (EICC) serves as the focal point to collect and disseminate all types of classified and unclassified information related to national emergencies.

The EICC provides emergency operating space, equipment, and information services to support emergency response teams, key FEMA staff and program officers from other Federal departments and agencies during emergency response activities. The facility is linked to the White House Situation Centers, National Warning Networks, Federal departments/agencies, FEMA Regions, and State Emergency Operating Centers (EOCs) through a variety of state-of-the-art information systems.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$664,000 and 7 workyears for this program, of which \$274,000 was under Salaries and Expenses and \$390,000 was under Emergency Management Planning and Assistance. Resources were used to coordinate and manage emergency response activities round the clock for Hurricane Hugo and the Loma Prieta Earthquake. Additionally, development of the Local Area Network (LAN) continued, which is also used to train FEMA personnel when it is not being used for its primary mission. Upgrade of the Audio-Visual Systems was initiated. A contract was executed to conduct an extensive engineering study to determine the specific steps and phases for accomplishment of the capability upgrades with minimum disruption to daily operations.

- d. Changes from the 1991 Estimates. None.

- e. 1991 Program. In 1991, FEMA is allocating a total of \$845,000 and 8 workyears to this program, of which \$345,000 is under Salaries and Expenses and \$500,000 is under Emergency Management Planning and Assistance. Resources will be used to maintain the EICC facility and equipment in a condition of readiness, and to support emergency response activities whenever required.

- f. 1992 Program. In 1992, FEMA requests a total of \$858,000 and 8 workyears for this program. Included in this total are \$358,000 for Salaries and Expenses and \$500,000 for Emergency Management Planning and Assistance. Resources will be used to maintain the EICC facility and equipment in a condition of readiness, and to support emergency response activities whenever required.

1992 Increases/Decreases. None.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

C. Mobilization Preparedness

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 - Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
1. Mobilization Resources.....	EM-127	\$539	\$750	\$750	\$750	...
2. Mobilization Systems.....	EM-130	483	501	501	501	...
3. Mobilization Assessment.....	EM-132	<u>763</u>	<u>980</u>	<u>980</u>	<u>980</u>	<u>...</u>
Total, Mobilization Preparedness (Budget Authority).....		1,785	2,231	2,231	2,231	...
<u>Changes from Original 1991 Estimates.</u>	None.					

353

C. Mobilization Preparedness

The Mobilization Preparedness program coordinates the development of concepts, policies, plans and programs to ensure Federal preparedness to use the nation's resources (natural, industrial, and infrastructure) in national emergencies to implement E.O. 12656, and E.O. 10480. The program mission is to assess the nation's ability to respond to both major domestic and national security emergencies; develop alternative solutions to identified problems; coordinate alternatives for implementation during normal operations to prevent problems from occurring during emergencies; and coordinate planning and implementation of approved alternatives during emergencies.

The mobilization assessment activities provide situation assessment and engineering support capabilities for the decision making process for national security emergencies of all types and at all levels of government. These activities provide for the engineering, design, development, integration, maintenance, and application of computerized situation assessment and other program support systems to provide intelligent options to decision makers and facilitate mission accomplishment. Situation assessment provides knowledge of the situation status, available resources, resource requirements, and timely options for effective and efficient emergency management. The integrated engineering support for mobilization systems will integrate and perpetuate unified, efficient, and effective program information support systems, while minimizing replications of effort and providing for the efficient use of scarce resources.

1. Mobilization Resources

- a. Authority. Section 103, National Security act of 1947, as amended, 50 U.S.C. 404; and Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 et seq; and Executive Orders 10480 and 12656.
- b. Objective/Element Description. Mobilization Resources coordinates and develops national mobilization policy, provides specific planning requirements and guidance to the Federal departments and agencies, and provides for qualitative and quantitative analysis that supports policy and planning. This element identifies shortfalls in mobilization capability compared to the mobilization requirements to show where special attention by Federal departments and agencies must be placed. Mobilization policy issues include U.S. dependence on foreign markets; the effects of laws and trade policy on industry's ability to mobilize resources; and coordination of policy options and programs to improve U.S. industrial mobilization capability.

This element provides support to the Policy Coordinating Committee on Emergency Preparedness and Mobilization Preparedness (PCC on EP/MP). The PCC is an interagency body charged with the development, review and resolution of problems associated with mobilization preparedness policy. Chaired by the Director, FEMA, the PCC requires staff support, which is provided by resources appropriated for Mobilization Resources. This includes program, analytical and administrative support.

- c. 1990 Accomplishments. FEMA used a total of \$1,378,000 and 13 workyears for this program element, of which

\$839,000 was under Salaries and Expenses and \$539,000 was under Emergency Management Planning and Assistance. Under this program element, FEMA accomplished the following:

- o Developed mobilization resources technical input for FEMA-sponsored, Department of Defense (DOD) and North Atlantic Treaty Organization (NATO) mobilization exercises; games and tests involving the industrial base to coordinate with NATO civil emergency planning; and bilateral planning with Canada;
- o Continued to support an interagency effort to develop and expand the National Disaster Medical System (NDMS) to respond to large-scale emergencies and provide care for the resulting casualties;
- o Developed resource mobilization planning guidance and systems based on policy changes to E.O. 10480, which implements defense production programs;
- o Developed and institutionalized the Graduated Mobilization Response System which will result in standby industrial mobilization policy and program options to mobilize the Federal civil government and civilian economy;
- o Continued to stimulate the use of advanced manufacturing capabilities and support the manufacturing studies board.

d. Changes from the 1991 Estimates. None.

e. 1991 Program. FEMA is allocating a total of \$1,607,000 and 14 workyears to this program element, of which \$857,000 is under Salaries and Expenses and \$750,000 is under Emergency Management Planning and Assistance. These resources are being used to do the following:

- o Develop interagency emergency resource claimancy, allocation, and adjudication systems and procedures;
- o Develop systems to use existing authorities for emergency resources management;
- o Develop prototype assets protection plan;
- o Develop regional graduated resources mobilization response capabilities;
- o Continue to develop resource mobilization planning guidance and systems based on policy changes to E.O. 10480, which implements defense production programs; and
- o Continue to coordinate with NATO civil emergency planning and bilateral planning with Canada in the industrial resource area.

f. 1992 Program. FEMA requests a total of \$1,586,000 and 13 workyears for this program element. Included in this total are \$836,000 under Salaries and Expenses and \$750,000 under Emergency Management Planning and Assistance. These resources will be used to do the following:

- o Develop overall guidance documents and operating procedures to implement the charter of the National Security Council Policy Coordinating Committee and its working groups.
- o Support the development of simulation models to conduct "net assessments" of U.S. mobilization capabilities.
- o Work with members of the intelligence community to develop a statement of requirements needed to support crisis management programs that are dependent on warning notification, and to support crisis management responsibilities of the PCC.
- o Conduct special studies as required by the PCC and its working groups, e.g. participate in an annual review of foreign dependencies and the criteria used to determine foreign source reliability.
- o Oversee development of an annual Mobilization Preparedness Planning Guidance document which will translate national security strategy into mobilization planning guidance.
- o Conduct table top exercises for members of the PCC to develop and test crisis management policy decision making procedures and processes.
- o Develop systems to use existing authorities for emergency resources management.

1992 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

2. Mobilization Systems

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; and Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 et seq.
- b. Objective/Element Description. The Mobilization Systems element ensures that Federal departments' and agencies' mobilization plans upgrade the nation's mobilization preparedness posture. This element provides for interaction between FEMA and the other departments and agencies as they develop their mobilization planning process. This element provides for the development of a system to monitor the progress of the departments and agencies as they upgrade their capabilities to execute plans, identify shortfalls, and develop remedial action programs. This element contributes to a periodic report to the President on Federal, State and local capabilities to respond to a national security emergency.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,192,000 and 11 workyears for this program element, of which \$709,000 was under Salaries and Expenses and \$483,000 was under Emergency Management Planning and Assistance. Under this program element, FEMA accomplished the following:
 - o Continued to develop and participate in FEMA-sponsored, DOD and NATO tests, games, and exercises;
 - o Continued to coordinate with NATO civil emergency planning, with special emphasis on bilateral planning efforts with Canada in the transportation and energy areas;
 - o Developed standards for the protection of key facilities through the National Institute of Standards and Technology;
 - o Assisted Federal civil departments and agencies in identifying their resources mobilization preparedness responsibilities assigned in E.O. 12656; identified shortfalls between existing capabilities and their assigned responsibilities; and developed and implemented associated remedial action programs;
 - o Initiated infrastructure mobilization planning efforts to reflect the revised Executive Order 12656;
 - o Continued development of usable estimates of emergency operating capacity in non-manufacturing sectors so that databases on manufacturing and non-manufacturing capacities are of approximately equal quality.
- d. Changes from the 1991 Estimates. None.

- e. 1991 Program. FEMA is allocating a total of \$1,240,000 and 12 workyears to this program element, of which \$739,000 is under Salaries and Expenses and \$501,000 is under Emergency Management Planning and Assistance. During 1991, FEMA will use these funds to do the following:
- o Continue to assist Federal civil departments and agencies in identifying their resources mobilization preparedness responsibilities assigned in E.O. 12656; identify and reduce or eliminate shortfalls between existing capabilities and their assigned responsibilities; and develop and implement associated remedial action programs;
 - o Support interagency efforts to further expand the National Disaster Medical System (NDMS) to respond to large-scale emergencies and provide care for the resulting casualties;
 - o Support the Global War Games; and
 - o Support the National Academy of Sciences in the identification of advanced manufacturing technologies in the civilian sector that can contribute to emergency defense production.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,279,000 and 12 workyears for this program element. Included in this total are \$778,000 under Salaries and Expenses and \$501,000 under Emergency Management Planning and Assistance. These resources will be used for the following:
- o Continue to assist Federal civil departments and agencies in identifying their resources mobilization preparedness responsibilities assigned in Executive Order 12656; identify and reduce or eliminate shortfalls between existing capabilities and their assigned responsibilities; and develop and implement associated remedial action programs;
 - o Provide civil sector mobilization planning input to the scheduled Global War Games;
 - o Continue to develop and participate in FEMA-sponsored, DOD and NATO tests, games, and exercises.
- 1992 Increases/Decreases. None.
- g. Outyear Implications. No outyear implications over the 1992 level.
- h. Advisory and Assistance Services. None.

62
58

3. Mobilization Assessment

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; Defense Production Act of 1950, as amended, 50 U.S.C. 2061 et seq.; and Executive Order 12656.
- b. Objective/Element Description. This element provides for the engineering, development, maintenance and application of situation assessment capabilities to support the decision making process for national security emergencies of all types and at all levels of government. Situation assessment provides situation status; locations and quantities of available resources; and decision support for emergency management. Integrated into an overall emergency situation assessment structure, key components of this element are the engineering, development, maintenance, and application of comprehensive and computerized hazard, industry, infrastructure, demographic, geographic and economic information, assessment, telecommunications and reporting capabilities. The situation assessment structure will make use of existing capabilities in various stages of development, and maintenance capabilities that are integrated into an overall emergency situation assessment structure.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,537,000 and 12 workyears for this program element, of which \$774,000 was under Salaries and Expenses and \$763,000 was under Emergency Management Planning and Assistance. During 1990, this program element:
- o Developed computer systems, related software, and national database management components of the geographic and infrastructure emergency information systems.
 - o Coordinated the update of industrial databases with other Federal departments and agencies.
 - o Developed emergency infrastructure data reconciliation, loading, checking, and documentation procedures.
 - o Separated military and civilian production requirements patterns in critical mobilization industries.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$1,769,000 and 13 workyears to this program element, of which \$789,000 is under Salaries and Expenses and \$980,000 is under Emergency Management Planning and Assistance. Planned accomplishments for 1991 include:
- o Continue to resolve shortcomings and correct deficiencies to achieve an effective situation assessment capability in national security emergencies.

- o Upgrade selected existing software application systems to a fully engineered, maintained and applied status.
 - o Begin filling significant voids in the National Infrastructure Information System, Industry Product Capabilities Model, Geographic Information Systems, spatial databases for emergency preparedness, and computer hardware.
 - o Identify civilian firms with industrial process capabilities that are useful in the production of defense components and items.
 - o Continue to develop computer systems, related software, and national database management components of the geographic and infrastructure emergency information systems.
 - o Continue to coordinate updating industrial databases with other Federal departments and agencies.
 - o Continue to develop emergency infrastructure data reconciliation, loading, checking, and documentation procedures.
 - o Continue to separate military and civilian production requirements patterns in critical mobilization industries.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,816,000 and 13 workyears for this program element. Included in this total are \$836,000 under Salaries and Expenses and \$980,000 under Emergency Management Planning and Assistance. Planned accomplishments for 1992 include:
- o Continue to upgrade selected existing software application systems to a fully engineered, maintained and applied status.
 - o Continue to develop computer systems, related software, and national database management components of the geographic and infrastructure emergency information systems.
 - o Continue to coordinate the update of industrial databases with other Federal departments and agencies.
- 1992 Increases/Decreases. None.
- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)

D. Federal Readiness and Coordination

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Nat'l Security Emergency Prep..	EM-135	...	...	...	...	...
2. Plans and Authorities.....	EM-136	\$592	\$500	\$500	\$500	...
3. Exercises.....	EM-137	434	699	699	1,049	\$350
4. Nat'l Defense Exec. Reserve....	EM-139	...	...	...	...	...
Total, Federal Readiness and Coordination (Budget Authority).....		1,032	1,199	1,199	1,549	350

Changes from Original 1991 Estimates. None.

D. Federal Readiness and Coordination (FRC)

FEMA's Federal Readiness and Coordination Program provides guidance to Federal departments and agencies to prepare for and effectively respond to national security and catastrophic domestic emergencies. The program's goal is to effectively manage Federal mitigation, response and recovery activities of national security emergencies and catastrophic domestic emergencies. Management planning and preparedness activities encompass the military, industrial, economic, human, governmental, and civilian resources and infrastructure of the Nation. Program activities are as follows:

- o Staff the legislative and Executive Order authorities pertaining to emergency management;
- o Develop strategies to ensure acceptable capabilities within resource limitations;
- o Develop guidance to incorporate and implement current national preparedness policy;
- o Develop processes to improve emergency coordination;
- o Develop interagency plans, emergency action documentation and emergency authorities to improve the Federal government's readiness to discharge its emergency responsibilities;
- o Test, exercise and validate policies and plans;
- o Report to the President on the state of civil readiness; and
- o Recruit experienced executive reservists to augment executive branch staff in emergencies.

1. National Security Emergency Preparedness (NSEP)

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; the Federal Civil Defense Act of 1950, as amended, 50 U.S.C. 2251 et seq; the Defense Production Act of 1950, as amended, 50 U.S.C. 2061 et seq; and Executive Orders 10480 and 12656.
- b. Objective/Element Description. This element supports Presidential policy decisions to improve and update the National Security Emergency Preparedness (NSEP) capability of the Federal government at the regional level. The NSEP program element develops, implements, and maintains new plans and operational documents. This program element uses no resources from the Emergency Management Planning and Assistance (EMPA) appropriation.

2. Plans and Authorities

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404; and the Federal Civil Defense Act of 1950, as amended, 50 U.S.C. 2251 et seq; the Defense Production Act of 1950, as amended, 50 U.S.C. 2061 et seq; and Executive Orders 10480 and 12656.
- b. Objective/Element Description. This program element is the primary vehicle for recommending resource mobilization policy and developing related policy guidance. It has the objective of developing and progressively adjusting an integrated overall emergency preparedness framework for national security emergency preparedness and response. It is applicable to all civilian Federal emergency-oriented programs, in order to assess their effectiveness and to formulate periodic planning guidance. This program element develops and maintains a comprehensive system of major emergency actions across the Federal government to assist decision-making and implementation of procedures and authorities; develops national guidance and plans; establishes interagency channels of communication; incorporates essential information requirements into decision support systems; and coordinates current operational systems and procedures.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,370,000 and 13 workyears for this element, of which \$778,000 was under Salaries and Expenses and \$592,000 was under Emergency Management Planning and Assistance. These funds were used to initiate implementation of Executive Order 12656; continue revision of the Presidential Emergency Action Documents; continue to update and develop new Major Emergency Action Papers; provide support to the Director in his role as an advisor to the National Security Council (NSC); and to provide continued support for the 26 Federal department and agency emergency preparedness programs.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating \$1,221,000 and 14 workyears to this program element, of which \$721,000 is under Salaries and Expenses and \$500,000 is under Emergency Management Planning and Assistance. This element will continue support to Federal departments and agencies to prepare for and effectively respond to the full spectrum of national security emergencies through the development of interagency plans and emergency action and authority documentation. This element will also provide support for emergency preparedness planning and the continuance of infrastructure functions essential to national security. Other program activities include: publish, provide training associated with, update, and test the Major Emergency Actions Guidelist; publish implementation documentation for emergency actions; upgrade the Automated Major Emergency Actions Guidelist, including the alert, tracking and cross-referencing features; and continue support of national security emergency policy development and implementation.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,225,000 and 13 workyears. Included in this total are \$725,000 for Salaries and Expenses and \$500,000 for Emergency Management Planning and Assistance. With these funds, FEMA will do the following:

- o Develop, maintain and promulgate Executive Order 12656 responsibilities, national security plans, and documentation for emergency actions and authorities.
- o Establish criteria, issue guidance, and develop protocol for Federal departments' and agencies' national security emergency plans.

1992 Increases/Decreases. None.

g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

3. Exercises

- a. Authority. Section 103, the National Security Act of 1947, as amended, 50 U.S.C. 404; and Sections 104(e) and 1701(9), Executive Order 12656.
- b. Objective/Element Description. This program element develops and coordinates plans and procedures to conduct national security and domestic emergency exercises, which are designed to improve capabilities, assess preparedness, provide education and training, enhance the definition of missions and roles, validate policies, and initiate deficiency corrections. Federal departments and agencies and Regional, State, and local governments test, exercise and evaluate plans, procedures and systems to ensure adequate civil readiness in crisis situations. This program element provides a bridge between national security responsibilities and the operational readiness of State and local governments to perform under all emergency requirements. Annual exercises are conducted in conjunction with, and in direct support of, DoD worldwide mobilization and deployment exercises. Exercises will also deploy FEMA's Federal Emergency Response Capability, providing operational communication and information display backup in exercises with State and local governments to gain experience with real world joint operational requirements.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$913,000 and eight workyears for this program element, of which \$479,000 was under Salaries and Expenses and \$434,000 was under Emergency Management Planning and Assistance. The following activities were conducted:
 - o Planned or conducted the following exercises: LA Earthquake; CIVEX 90; Global War Games-90; RESPONSE-90; Post Emergency Tabletop Exercise.
 - o Planned, developed, integrated, and maintained a 5-year schedule of civil sector exercises covering the full spectrum of emergency responses.

d. Changes from the 1991 Estimates. None.

e. 1991 Program. In 1991, FEMA is allocating a total of \$1,114,000 and 8 workyears to this program element of which \$415,000 is under Salaries and Expenses and \$699,000 is under Emergency Management Planning and Assistance. Resources will be used as follows:

- o Initiate planning for three major exercises (REX-92 ALPHA, REX-92 BRAVO, and NATO SPRINGEX-92;
- o Continue development, oversight, and maintenance of a remedial action program covering unresolved issues from previously conducted exercises;
- o Continue to plan, develop, integrate, and maintain a 5-year schedule of civil sector exercises covering the full spectrum of emergency responses, and
- o Continue planning with the Regional offices for their participation in exercises and capability building for operational readiness.

f. 1992 Program. In 1992 FEMA requests a total of \$1,493,000 and 8 workyears. Included in this total are \$444,000 under Salaries and Expenses and \$1,049,000 under Emergency Management Planning and Assistance. Resources will be used to do the following:

- o Continue development, oversight, and maintenance of a remedial action program covering unresolved issues from previously conducted exercises, improve automation of the program, and assign remedial actions from previous exercises;
- o Continue planning for the following exercises: NATO SPRINGEX-92 NDMS-93; RESPONSE-93; REX-94 ALPHA and REX-94 BRAVO; and
- o Exercise the Federal Emergency Response Capability (FERC) by supporting Federal, State and local natural and technological disaster exercises with operational communications and information display equipment and personnel.

1992 Increases/Decreases. An increase of \$350,000 in Emergency Management Planning and Assistance provides for deployment and operational support for the existing Federal Emergency Response Capability (FERC). The FERC, which consists of FEMA's Mobile Air Transportable Telecommunications System (MATTS), Mobile Emergency Response Support (MERS) Detachments and other emergency ADP and communications assets, provides operational, communication and information display support for natural and technological disasters, exercises and other emergency preparedness programs. These funds will provide for airlift support, telephone lines, fuel, parts, equipment maintenance and site support for a limited number of deployments. FEMA's FERC assets represent

the Federal piece of the total Federal, State and local integrated emergency response capability.

g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

4. National Defense Executive Reserve (NDER)

a. Authority. Defense Production Act of 1950, as amended, 50 U.S.C. 2061.

b. Objective/Element Description. Under the National Defense Executive Reserve (NDER) program element, FEMA currently recruits and trains key executives from private industry, professional organizations, labor and academia who possess expertise in one of the skills that would be required to assist and supplement the Federal work force during periods of major mobilization and national emergency. The Executive Reservists are trained to respond on short notice to those national emergencies declared by the President. The program element utilizes no resources from the Emergency Management Planning and Assistance appropriation in 1991 and 1992.

c. 1990 Accomplishments. In 1990, FEMA used a total of \$66,000 and 1 workyear, of which \$60,000 was under Salaries and Expenses and \$6,000 was under Emergency Management Planning and Assistance. Resources were used to develop and present various National Defense Executive Reserve training courses and nine regional workshops.

366

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
Activity Overview

This activity prepares Federal, State and local officials, their supporting staffs, emergency first responders, volunteer groups, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and long-term recovery. Fire prevention and control activities are developed and delivered through the United States Fire Administration (USFA), through programs designed to build capacity at the State and local level; to enhance the nation's fire prevention and arson control activities and, thereby, significantly reduce the nation's loss of life from fire; and to achieve a reduction in property loss and non-fatal injuries to firefighters and citizens due to fires. Educational programs are provided through the Emergency Management Institute (EMI) and the National Fire Academy (NFA), whose activities are divided into the following areas:

- o Instructional Programs and Materials. Development, evaluation, and reproduction of course materials used in both resident and field training programs to enhance the capability of State and local governments to protect their citizens from the impact of a range of emergencies.
- o Training Field Deployment Systems. Delivery of training throughout the United States in cooperation with State and local training agencies.
- o Resident Programs. Delivery of training at the Emmitsburg, Maryland, residential campus.

The U.S. Fire Administration provides a Federal focus on identifying problems with which the nation's fire and rescue services must deal, finding solutions to these problems, and supporting State and local fire protection and emergency rescue efforts. This is accomplished through:

- (1) Creation of a national system for the collection, analysis, dissemination, and use of data to assist local fire and rescue services in establishing their own research and action priorities;
- (2) Coordination with national, State, and local government elements which support and reinforce fire prevention, fire control, and emergency response activities;
- (3) Development of improved firefighting practices and equipment to reduce firefighter death and injury;
- (4) Development and dissemination of information to the manufacturing and construction industries, related standards organizations, and government agencies to improve consumer products, construction practices, and related activities.

The three NEMC Site Administration program elements under Training and Fire Programs include a portion of the necessary resources to operate and maintain the National Emergency Training Center Campus in Emmitsburg, Maryland. These resources provide educational program support to the Emergency Management Institute and the National Fire Academy in the form of admissions and registration, student services, procurement, budget and fiscal support, media service, the learning resource center, along with resources responsible for overall training management, curriculum coordination and long-term evaluation, and coordination of accreditation.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
A. Emergency Management Institute.....	EM-144	\$6,980	\$3,274	\$8,651	\$4,728	-\$3,923
B. National Fire Academy....	EM-158	7,188	7,230	11,904	10,608	-1,296
C. U.S. Fire Administration.	EM-171	<u>4,662</u>	<u>5,786</u>	<u>5,911</u>	<u>8,258</u>	<u>2,347</u>
Total, Training and Fire Programs (Budget Authority).....		18,837	16,290	26,466	23,594	-2,827

Changes from Original 1991 Estimates. 1991 Current Estimate reflects a net Congressional increase of \$10,176,000: Specific Congressional increases of \$5,397,000 in Emergency Management Institute, \$4,734,000 in National Fire Academy, and \$170,000 in the U.S. Fire Administration; offset by the application of a Congressionally-directed general reduction of \$20,000 in Emergency Management Institute, \$60,000 in National Fire Academy, and \$45,000 in the U.S. Fire Administration.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel Compensation</u>					
11.1 Full-Time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	...	...	...	...	...
<u>Personnel Benefits</u>					
12.1 Civilian personnel.....	...	...	...	...	...
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	...	...	...	...	...
22.0 Transportation of things.....	\$ 12	\$ 43	\$ 39	\$ 45	\$ 6
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	498	432	669	630	-39
24.0 Printing and reproduction.....	1,406	1,024	1,437	1,427	-10
25.0 Other services.....	9,135	9,543	9,612	12,916	3,304
26.0 Supplies and materials.....	249	228	241	255	27
31.0 Equipment.....	482	312	260	496	184
32.0 Lands and structures.....	346	323	4,695	2,382	-2,313
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies, and contributions....	6,709	4,385	9,513	5,338	-4,175
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	18,837	16,290	26,466	23,594	-2,872

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

A. Emergency Management Institute

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Instructional Programs & Materials.....	EM-145	\$1,050	\$1,188	\$1,210	\$2,088	\$878
2. Training Field Deployment Systems.....	EM-149	4,426	820	6,051	820	-5,231
3. Resident Programs.....	EM-152	1,063	1,062	1,186	1,062	-124
4. NETC Site Administration.	EM-155	<u>441</u>	<u>204</u>	<u>204</u>	<u>758</u>	<u>554</u>
Total, Emergency Management Institute (Budget Authority).....		6,980	3,274	8,651	4,728	-3,923

Changes from Original 1991 Estimates. Reflects Congressional net increase of \$5,377,000: \$23,000 for Instructional Programs and Materials; \$5,231,000 for Training and Field Deployment Systems; and \$124,000 for Resident Programs; offset by the application of Congressionally-directed general reductions of \$1,000 in Instructional Programs and Materials; and \$19,000 in Training Field Deployment Systems.

A. EMERGENCY MANAGEMENT INSTITUTE

The non-civil defense component of the Emergency Management Institute (EMI) prepares Federal, State, and local officials who are responsible for managing major emergencies to meet emergency management responsibilities in varied areas such as natural hazards (i.e., earthquake, flood, tornado, hurricane), off-site nuclear power plant safety, hazardous materials incidents and response operations following a Presidentially-declared disaster. The program addresses the four major components of comprehensive emergency management--disaster planning and preparedness, mitigation, response, and recovery.

Training materials and activities developed and revised by EMI are taught in residence or deployed through the national field deployment system. This system provides funds and materials to States, territories, and trusts through FEMA Regional Offices. As part of the training activities offered in residence, EMI conducts an extensive train-the-trainer program to develop a national cadre of qualified State trainers.

These activities and materials are designed to provide assistance in four areas: (1) comprehensive emergency management training that has broad application to a variety of disasters and hazards; (2) hazard or disaster specific training that focuses on one type of hazard or disaster such as earthquakes; (3) training assistance to specific communities that provides activities to enhance local community emergency preparedness; and (4) planning, evaluation, and computer support designed for long-range evaluation, curriculum planning, new educational technologies such as computer-assisted instruction, and national videoconferences.

1. Instructional Programs and Materials

- a. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; Federal Civil Defense Act of 1950, as amended, 50 U.S.C. 2251 et seq.; Superfund Amendment and Reauthorization Act of 1986, P.L. 99-499; National Flood Insurance Act of 1968, as amended; Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.; and Earthquake Hazards Reduction Act of 1977, as amended, 44 U.S.C. 7701 et seq.
- b. Objective/Element Description. The objective of this program element is to develop courses and educational materials that support the training needs of emergency management preparedness in communities throughout the nation as defined by the FEMA program mission. Courses are developed which support planning for, mitigation of, response to, and recovery from hazards such as earthquakes, floods, hazardous materials and national security emergencies. The process of developing a course from an initial training requirement to finished course delivery takes approximately two years, and includes the development and pilot testing of instructor and student materials, audio-visual and graphic aids, and other resource materials, and, in some instances, the training of field instructors. Often, courses involve other agency input and coordination. Once developed, courses must be evaluated and revised periodically to reflect new information and policies. This

element also supports program development, program evaluation and documentation, and program management. These activities are aimed at determining the optimum training program to meet specified program objectives, and assessing the quality and effectiveness of current training activities to allow more cost effective training delivery.

c. 1990 Accomplishments. In 1990, FEMA used \$1,050,000 in this program element under Emergency Management Planning and Assistance. These resources provided for the following:

- o Comprehensive emergency management training. Activities included development and revision of training activities to include continued support for initiatives to enhance effective multi-agency (public works, police, emergency medical) planning and response capabilities; initiating the development of an Exercise Evaluation Course; development of supplemental Incident Command System (ICS) training materials for public works officials; development and pilot testing of an Advanced Public Information Course; and initiating development of a Mass Casualty Incident Course (to replace the outdated Multiple Death Disaster Workshop) which broadens the training to cover interagency and community-wide issues related to mass casualty accidents. Support costs included editorial support, equipment, and audio visual and printing requirements.
- o Hazard or disaster specific training. Activities included development and/or revision of courses and training activities in radiological emergency preparedness, hazardous materials awareness and planning, earthquake preparedness, and mitigation planning. Funds supported the following activities: the development and conduct of the Hazardous Materials Week videoconference which encompassed five continuous days of hazardous materials training and a joint FEMA/U.S. Department of Agriculture (USDA) videoconference addressing agricultural issues associated with a radiological emergency at a nuclear facility; the DOE Interagency Agreements with Idaho and Argonne National Laboratories in support of Radiological Emergency Preparedness (REP) training for Federal, State, local, and industry personnel; the development and deployment of the Radiological Emergency Response Workshop--Protecting People and Their Food Supply which updated and unified two field workshops, thereby reducing the resources needed to support field deployment; the development of a Workshop for Senior FEMA Officials which addressed the protective action decisionmaking process following a severe radiological accident requiring a Federal response; the revision of several courses in the Disaster Assistance Program arena as a result of Hurricane Hugo and the Loma Prieta earthquake: Hazard Mitigation Planning (Region & State level), Disaster Recovery Operations, and State Public Assistance Managers; and revision of the multi-hazard planning curriculum. Support costs included editorial, audio visual and printing requirements.
- o Hazardous Materials First Responder Training. The following activities were initiated:
 1. Development of two Incident Command System (ICS) modules for public works and police; and

2. Development of a Radioactive Materials Transportation Accident Response--For First Responders module for field deployment. This was an inter-agency effort between the DOE and FEMA for conducting training for first responders to a transportation accident involving radioactive materials.
- o Training assistance to specific communities. Activities included development and revision of Integrated Emergency Management Course (IEMC)/Specific course materials for both on-site and off-site delivery to specific communities. Scenarios and course materials were developed for IEMC's for communities in the following States: Utah, Ohio, Virginia, Nevada, and Alaska. Support costs included editorial, audio visual and printing requirements.
 - o Planning, evaluation, and computer support. Activities included continued development of computer applications modules [Computer Assisted Management of Emergency Operations (CAMEO) and Community Hazard Information Program (CHIP)], and incorporation of computerized assistance in the Radiological Accident Assessment and Advanced Radiological Accident Assessment course materials. Support costs included editorial support, audio visual and printing requirements. In addition, resources provided for documentation of program office training requirements and conducting long-term evaluation of EMI hazard and disaster specific training courses, and provided basic support for videoconferencing.
- d. Changes from the 1991 Estimates. Reflects a net Congressional increase of \$22,000: an increase of \$23,000 to restore this program to the 1990 appropriated level; offset by a decrease of \$1,000 from the application of a general Congressional reduction.
 - e. 1991 Program. In 1991, FEMA is allocating \$1,210,000 to this program element under Emergency Management Planning and Assistance. These resources provide for the following:
 - o Comprehensive emergency management training. Contractual services for the development and revision of training activities to enhance effective multi-agency (public works, police, emergency medical) planning and response capabilities; development of a Geographic Information Systems Course jointly sponsored by the Federal Insurance Administration; development of instructional materials to support the Public Information curriculum; and completion of the Mass Casualty Incident Course. Support costs include editorial, audio visual and printing requirements.
 - o Hazard or disaster specific training. Contractual services for the development and/or revision of courses and training activities to support the following activities: revision activities to incorporate legislative and programmatic changes in the Disaster Assistance Program; two teleconferences that addresses technological applications in emergency management and hazardous materials topics; DOE Interagency Agreements in support of Radiological Emergency Preparedness (REP) training through Argonne and Idaho National Laboratories; development of an Alternate Radiological

Emergency Response Operations (RERO) Course; and completion of the development of Earthquake Hazard Mitigation for Schools Course. Support costs include editorial, audio visual and printing requirements.

- o Training assistance to specific communities. Contractual services for the development and revision of the IEMC Specific course materials for both on-site and off-site delivery to specific communities, as well as editorial support, audio visual and printing requirements.
 - o Planning, evaluation, and computer support. Upgrading, developing, and implementing new technology in the EMI Computer Lab, and development of computer application modules for two radiological accident assessment courses to add realism and complexity to the workshop scenarios. Support costs include editorial, audio visual and printing requirements. In addition, funding is being used for documenting program office training requirements and conducting long-term evaluation of EMI hazard and disaster specific training courses and provide basic support for videoconferencing.
- f. 1992 Program. In 1992, FEMA requests a total of \$2,253,000 and 3 workyears for this program element. Included in this total are \$165,000 under Salaries and Expenses and \$2,088,000 under Emergency Management Planning and Assistance. These resources will provide for the following:
- o Comprehensive emergency management training. Approximately \$210,000 will be used to provide contractual services for development and revision of training activities to enhance effective multi-agency (public works, police, emergency medical) planning and response capabilities, and development of three non-hazard specific mitigation courses (schools, hospitals and utility lifelines). Support costs include editorial, audio visual and printing requirements.
 - o Hazard or disaster specific training. Activities will include development and/or revision of courses and training activities in radiological emergency preparedness, hazardous materials awareness and planning, earthquake preparedness, and mitigation planning. Approximately \$1,332,000 will be used to provide contractual services to support the following activities: DOE Interagency Agreements in support of Radiological Emergency Preparedness (REP) training through Argonne and Idaho National Laboratories; two teleconferences that will address REP and hazardous materials topics; new course design and topic specific modules within the Earthquake curriculum; revision activities to incorporate legislative and programmatic changes in the Disaster Assistance Program; revision of Hazardous Materials Integrated Emergency Management Course (IEMC); development of an IEMC which address hurricane hazard and short- and long-term recovery phase; and development of a Professional Development course specific to the functions of senior disaster recovery workers. Support costs include editorial, audio visual and printing requirements.

- o Training assistance to specific communities. Approximately \$50,000 will be used to provide contractual services for development and revision of the IEMC Specific course materials for both on-site and off-site delivery to specific communities, as well as editorial, audio visual and printing requirements.
- o Planning, evaluation, and computer support. Approximately \$160,000 will be used to provide contractual services for the development of a computer module to support a new or existing course; upgrading, developing, and implementing new technology in the EMI Computer Lab; and upgrading computer capability for the IEMC to support resource allocation activities. Support costs include editorial, audio visual and printing requirements. In addition, \$229,000 will be used for curriculum coordination, long-term course evaluation, and review of EMI courses for accreditation recommendations. A total of \$107,000 will be used to provide basic support for videoconferencing.

1992 Increases/Decreases. The 1992 request includes an increase of \$878,000: an increase of \$900,000 offset by a decrease of \$11,000 for the net changes to the 1991 request level. The increase will provide support to initiate the transition to an individual/distance learning approach in the natural and technological hazards arena. As the cost of student travel to NETC continues to grow, it is becoming increasingly important to make alternate instructional delivery strategies available. Enhanced funding will support initiation of alternate delivery strategies through individual/distance learning by: translating existing course materials into computer assisted instruction, home study, teleconference/videotape and/or a combination thereof; developing two new courses in mitigation/recovery using alternate delivery modes; augmenting existing training infrastructure with videotapes and supplemental materials; and augmenting the capability of FEMA Regions and the Learning Resource Center to support remote and individual instruction.

g. Outyear Implications. None.

h. Advisory and Assistance Services. None.

2. Training Field Deployment Systems

- a. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; Federal Civil Defense Act of 1950, as amended, 50 U.S.C. 2251 et seq.; Superfund Amendments and Reauthorization Act of 1986, P.L. 99-499; National Flood Insurance Act of 1968, as amended; Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.; and Earthquake Hazards Reduction Act of 1977, as amended, 44 U.S.C. 7701 et seq.
- b. Objective/Element Description. Under this element, field training is delivered throughout the States, territories, and trusts, using Regional Offices and State emergency management agencies. Financial assistance is provided to State government agencies through Comprehensive Cooperative Agreements (CCA) to

support their State and local training programs. EMI also provides instructional materials and technical assistance to conduct courses. A qualification program for instructors is conducted at EMI for all trainers designated by State training offices. The vast network created by the program is the mainstay of EMI's nationwide deployment system and also provides an instructor cadre should a national crisis occur. In addition, EMI has developed a computerized Field Reporting System (FRS) to assist in managing the program, and a computerized Field Evaluation System (FES) to obtain and process student and instructor course evaluation data.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$4,537,000 and 2 workyears for this program element, of which \$11,000 was under Salaries and Expenses and \$4,426,000 was under Emergency Management Planning and Assistance. These funds were used to conduct 2,274 training activities instructing over 61,416 participants in the States, territories, and trusts. Activities included comprehensive emergency management training that has application to a broad range of natural hazards, and hazard specific training that focuses on one major type of hazard or disaster such as hazardous materials or earthquakes.
- o State and local training and exercise support. Activities included deployment of existing and newly developed activities, largely through grants to the states, for the delivery of 153 training activities for 6,713 participants in the States. This program area also provided printed educational materials in support of these course offerings and newly developed activities. In addition, there was a continued focus on developing cost effective and technologically expedient training packages for pilot testing in State and local emergency management training programs.
 - o Outreach and evaluation support. Resources supported the field computerized data reporting system, the field evaluation system, and the administration of the home study program, completion of the Hazardous Materials Home Study Course (HS-5), initiation of the development of Introduction to Disaster Assistance Home Study Course (HS-7), and upgraded computer capability to support the home study program. Activities were initiated to provide Regional and State training managers interactive course admissions and roster data, as well as development of software to support student recordkeeping activities at the State level, along with additional computer hardware to support data transmission.
 - o Hazardous Materials (Title III) Training. Activities included deployment of existing and newly developed training activities, primarily through grants, to the States and Indian Tribes for the delivery of 2,121 training activities for 54,703 participants in the States. Resources also provided support for printing and evaluation/reporting requirements.
- d. Changes from the 1991 Estimates. Reflects a net increase of \$5,231,000: increases of \$5,000,000 for grants under SARA Title III; and \$250,000 to help the Navajo Nation establish hazardous materials response teams; and a decrease of \$19,000 from the application of a general Congressional reduction.

- e. 1991 Program. In 1991, FEMA is allocating a total of \$6,176,000 and 3 workyears to this program element, of which \$125,000 is under Salaries and Expenses, and \$6,051,000 is under Emergency Management Planning and Assistance. These funds are being used to conduct approximately 3,210 training activities instructing over 78,100 participants in the States, territories, and trusts. Activities include comprehensive emergency management training that has application to a broad range of natural hazards, and hazard specific training that focuses on one major type of hazard or disaster such as hazardous materials or earthquakes. Provisions are also being made for States to deliver recovery training for natural disasters.
- o State and local training and exercise support. Funds (approximately \$600,000) are provided to the States in the form of grants for the delivery of approximately 210 training activities for 5,600 participants. Funds (approximately \$51,000) are also used to provide printed educational materials in support of course offerings and newly developed activities, completion of the Introduction to Disaster Assistance Home Study course and providing computer equipment and software to support the Field Reporting System. In addition, there is a focus on developing cost effective and technologically expedient training packages for pilot testing in State and local emergency management training programs.
 - o Outreach and evaluation support. Approximately \$150,000 in contractual funds support the field computerized data reporting system, the field evaluation system, and the administration of the home study program.
 - o Hazardous Materials (Title III) Training. Approximately \$5,250,000 is being used for deployment of existing and newly developed activities. Of this amount, \$4,920,000 is being provided to the States and Indian Tribes in the form of grants for the delivery of 3,000 training activities for 72,500 participants in the States. The remaining \$330,000 is being used to provide printed educational materials in support of these course offerings and computerized data reporting and evaluation system.
- f. 1992 Program. In 1992, FEMA requests \$820,000 and no workyears under Emergency Management Planning and Assistance for this program element. These funds will be used to conduct approximately 210 training activities instructing over 5,600 participants in the States, territories, and trusts. Activities will include comprehensive emergency management training that has application to a broad range of natural hazards, and hazard specific training that focuses on one major type of hazard or disaster such as hazardous materials or earthquakes.
- o State and local training and exercise support. Approximately \$670,000 will be used for deployment of existing and newly developed activities. Of this amount, approximately \$600,000 will be provided to the States in the form of grants for the delivery of 210 training activities for 5,600 participants in the States. The remaining \$70,000 will be used to provide printed educational materials in support of

these course offerings and newly developed activities, development of an additional home study course (HS-8), and computer equipment and software to support the FRS at the State level. In addition, there will be continued focus on developing cost effective and technologically expedient training packages for pilot testing in State and local emergency management training programs.

- o Outreach and evaluation support. Approximately \$150,000 in contractual funds will support the field computerized data reporting system, the field evaluation system, and the administration of the home study program.

1992 Increases/Decreases. The 1992 request includes a net decrease of \$5,231,000 in Emergency Management Planning and Assistance. The adjustments are as follows:

- o A decrease of \$5,250,000 which is part of a one-time 1991 congressional increase for SARA Title III hazardous materials training.
- o An increase of \$19,000 which restores the 1991 Congressional general reduction.

g. Outyear Implications. None.

h. Advisory and Assistance Services. None.

3. Resident Programs

- a. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; Federal Civil Defense Act of 1950, as amended, 50 U.S.C. 2251 et seq.; National Flood Insurance Act of 1968, as amended; Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.; and Earthquake Hazards Reduction Act of 1977, as amended, 44 U.S.C. 7701 et seq.
- b. Objective/Element Description. This element supports student participation in training activities delivered at EMI. The resident EMI facility provides Federal, State, and local emergency management professionals and public officials from across the nation the opportunity to exchange experiences and ideas and to have access to courses which, due to the technical nature of the content or the stature of the instructors/speakers, cannot be effectively delivered through the field program. The resident program also trains the instructors for field courses, a function that is essential to maintaining the quality of field instruction, and provides an opportunity for key target audiences to participate in course development and testing. Annually, over 3,000 students participate in EMI resident courses on the Emmitsburg campus. The scope of training at EMI includes both comprehensive and hazard specific courses and activities.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,396,000 and 6 workyears for this program element, of which \$333,000 was under Salaries and Expenses and \$1,063,000 was under Emergency Management Planning and Assistance. Education and training programs at the resident facility provide a national focal point for the dissemination of timely information and useful skills and knowledge to enable emergency managers to prepare for man-made and natural hazards. The 1990 program included the delivery of 48 offerings of resident training activities which included 11 train-the-trainer courses, for approximately 1,788 participants in the following areas:

- o Comprehensive emergency management training. Funding supported 10 training activities for 378 emergency management students in subjects applicable to a broad range of hazards or disasters. Topics addressed included policy, programmatic, and operational concepts and functions for areas such as natural hazard mitigation and recovery; multi-hazard planning; professional and executive development; and use of volunteer resources. Resources also provided support for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
- o Hazard or disaster specific training. Funding supported 32 training activities for 994 emergency management students in all subjects that apply to specific hazards or disasters. Training addressed specific hazards such as earthquakes, radiological, and hazardous materials, as well as planning, mitigation, response, and recovery operations and policies. Resources also provided support for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
- o Training assistance to specific communities. Six training activities provided assistance to 416 participants in the following specific communities: Salt Lake City, Utah; Akron, Ohio; Charlottesville, Virginia; Carson City, Nevada; Anchorage, Alaska; and Kenai Peninsula, Alaska. Resources also provided support for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.

In addition, EMI convened a number of Curriculum Advisory Committees (CAC's) at the resident facility involving State and local emergency management professionals to obtain input in support of development/revision initiatives.

- d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$124,000 to restore this program element to the 1990 appropriated level.

- e. 1991 Program. In 1991, FEMA is allocating a total of \$1,582,000 and 9 workyears to this program element, of which \$396,000 is under Salaries and Expenses and \$1,186,000 is under Emergency Management Planning and Assistance. Education and training programs at the resident facility provide a national focal point for the dissemination of timely information and useful skills and knowledge to enable emergency managers to prepare for man-made and natural hazards. In addition, EMI is convening a number of Curriculum Advisory Committees (CAC's) at the resident facility involving State and local emergency management professionals to obtain input in support of development/revision initiatives and maintain support services. An estimated 60 offerings of resident training activities, which includes 16 Train-the-Trainer courses, are being delivered to approximately 1,918 participants in the following areas:
- o Comprehensive emergency management training. Funding supports 21 planned training activities for 718 emergency management students in subjects applicable to a broad range of hazards or disasters. Topics address policy, programmatic, and operational concepts and functions for areas such as hazard mitigation and recovery; multi-hazard planning; professional and executive development; public assistance; and management of volunteer resources. Resources also provide funding for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
 - o Hazard or disaster specific training. Funding supports 34 planned training activities for 950 emergency management students in subjects that apply to specific hazards or disasters. Training is being provided for specific hazards such as earthquakes, radiological, and hazardous materials, and addresses planning, mitigation, response, and recovery operations and policies. Resources also provide funding for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
 - o Training assistance to specific communities. Five planned training activities provide assistance to 250 participants in five specific communities. While the specific communities have not been determined, negotiations are currently underway with several jurisdictions ranging in size from Philadelphia or Los Angeles to Kingsport, Tennessee. Resources also provide funding for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,481,000 and 9 workyears for this program element. Included in this total are \$419,000 under Salaries and Expenses and \$1,062,000 under Emergency Management Planning and Assistance. Education and training programs at the resident facility provide a national focal point for the dissemination of timely information and useful skills and knowledge to enable emergency managers to prepare for man-made and natural hazards. In addition, EMI will convene a number of Curriculum Advisory Committees (CAC's) at the resident facility involving State and local emergency management professionals to obtain input in support of development/revision initiatives and maintain support services.

An estimated 45 offerings of resident training activities, which includes 16 Train-the-Trainer courses, will be delivered to approximately 1,500 participants in the following areas:

- o Comprehensive emergency management training. Funding will support seven training activities for 320 emergency management students in subjects applicable to a broad range of hazards or disasters. Topics will address policy, programmatic, and operational concepts and functions for areas such as hazard mitigation and recovery; multi-hazard planning; professional and executive development; public assistance; and volunteer resources. Costs of approximately \$205,000 include funding for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
- o Hazard or disaster specific training. Funding will support 32 training activities for 935 emergency management students in subjects that apply to specific hazards or disasters. Training will be provided for specific hazards such as earthquakes, radiological, and hazardous materials, and will address planning, mitigation, response, and recovery operations and policies. Costs of approximately \$530,000 include funding for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.
- o Training assistance to specific communities. Six training activities will provide assistance to 245 participants in six specific communities. While the specific communities have not been identified at this point, past training was provided for a variety of jurisdictions ranging in size from Philadelphia or Los Angeles to Kingsport, Tennessee. Costs of approximately \$327,000 include funding for audio visual and printing requirements, editorial support for training materials, equipment and classroom support for resident courses, adjunct faculty, and student travel stipends.

1992 Increases/Decreases. The 1992 request includes a reduction of \$124,000 in Emergency Management Planning and Assistance which was part of a one-time 1991 Congressional increase.

g. Outyear Implications. None.

h. Advisory and Assistance Services. None.

4. NETC Site Administration

- a. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. 5121 et seq.; National Security Act of 1947, 50 U.S.C. 404; Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.; National Flood Insurance Act of 1968, as amended; Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.; and Earthquake Hazards Reduction Act of 1977, as amended, 44 U.S.C. 7701 et seq.

- b. Objective/Element Description. This element provides for a share of the cost of operating and maintaining the National Emergency Training Center (NETC) facility in Emmitsburg, Maryland, and supporting the non-Civil Defense educational programs of the Emergency Management Institute and National Fire Academy. The funding in this element covers a portion of the facility costs for items such as maintenance, security, housekeeping, equipment, renovation, rent, and similar costs.
- c. 1990 Accomplishments. In 1990, FEMA used \$441,000 and no workyears for this program element under Emergency Management Planning and Assistance. The 1990 program included providing a share of the facility operating and educational program support costs. The facility operations costs included maintenance, security, housekeeping, equipment, transportation, rents, media support and library services.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating \$204,000 and no workyears to this program element under Emergency Management Planning and Assistance. These resources provide the a share of the cost of operating and maintaining the facility, providing administrative support to the National Emergency Training Center, and supporting the educational programs of the Emergency Management Institute and National Fire Academy.
- f. 1992 Program. In 1992, FEMA requests \$758,000 and no workyears under Emergency Management Planning Assistance for this program element. The Emergency Management Planning and Assistance funds are requested for a share of the operation and maintenance of the Emmitsburg resident educational facility; administrative support to the campus which houses the Emergency Management Institute, the National Fire Academy, and the United States Fire Administration; and educational program for support the National Fire Academy and the Emergency Management Institute. A portion of the resources for NETC Site Administration are included in each of four budget programs--Training and Education, Emergency Management Institute, National Fire Academy, and U.S. Fire Administration. The following is a summary of the planned use of those Emergency Management Planning and Assistance funds provided under the Emergency Management Institute program. These funds represent a share of the total cost for NETC Site Administration.
- o Equipment rental including reproduction equipment to produce student and instructor course manuals and procurement documents \$12,000.
 - o Utilities including steam, water and sewer, electricity, and commercial telephone service - \$34,000.
 - o General printing including printing of general student materials and media to support courses - \$20,000.
 - o Facility operations and maintenance including furniture moving, lawn care, snow removal, maintenance and repair of the mechanical and electrical systems, maintenance of the 19 buildings on the NETC

campus, minor space alterations, maintenance support for the full service food service operation, operation of the facility and office supply warehouses, operation of the duplicating center, courier service between Emmitsburg and Washington, and maintenance of the campus utilities - \$118,000.

- o Student services such as housekeeping, student registration, and student bus transportation - \$87,000.
- o Security including operation of the switchboard, and provision of emergency medical services - \$17,000.
- o Learning Resource Center including library services, information research, and response to public inquiries - \$173,000.
- o Media production including the development of slides, video tapes, overhead transparencies, slide/tape programs, typesetting, and graphic layout - \$91,000.
- o Facility renovation and repair - \$206,000.

These services are provided by commercial vendors.

1992 Increases/Decreases. The 1992 request includes an increase of \$554,000 in Emergency Management Planning and Assistance to fund uncontrollable cost increases associated with operating and maintaining the Emmitsburg facility and supporting the educational programs with the library and the media center.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

384

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

B. National Fire Academy

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/Decrease</u>
1. Instructional Programs & Materials.....	EM-159	\$1,276	\$1,501	\$1,906	\$2,846	\$940
2. Training Field Deployment Systems.....	EM-162	942	770	904	770	-134
3. Resident Programs.....	EM-164	1,991	2,155	2,155	2,140	-15
4. NETC Site Administration.	EM-167	<u>2,972</u>	<u>2,804</u>	<u>6,939</u>	<u>4,852</u>	<u>-2,087</u>
Total, National Fire Academy (Budget Authority).....		7,188	7,230	11,904	10,608	-1,296

Changes from Original 1991 Estimates. Reflects a net increase of \$4,674,000: Specific Congressional increases of \$134,000 in Training and Field Deployment Systems, and \$4,600,000 in NETC Site Administration; offset by the application of a Congressionally-directed general reduction of \$41,000 in Instructional Programs and Materials, and \$19,000 in NETC Site Administration. Also includes an internal transfer of \$446,000 from NETC Site Administration to Instructional Programs and Materials to comply with P.L. 100-476.

B. National Fire Academy

This program provides for the operation of the National Fire Academy (NFA) education program at the residential site in Emmitsburg, Maryland, and through off-campus outreach courses; support for the curricula development and evaluation effort; and a portion of the operating costs for the Emmitsburg campus.

1. Instructional Programs and Materials

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
- b. Objective/Element Description. This element provides for the curriculum design and for the assessment, development and evaluation of NFA courses which are delivered at the Emmitsburg, Maryland, residential site and throughout the Nation in cooperation with State and local fire training agencies.

Each course follows a five-phase development process: (1) includes a needs assessment by practitioners in the field; (2) task analysis and course structure; (3) student and instructor manual development; (4) pilot testing and revisions; and (5) a material evaluation system. The element also provides for establishing overall NFA training and education curriculum policy, planning, evaluation, and training research. In addition it includes support for the learning Resource Center and media production center.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,526,000 and 5 workyears for this program element, of which \$250,000 was under Salaries and Expenses and \$1,276,000 was under Emergency Management Planning and Assistance. Major accomplishments in development were milestone achievements associated with 15 separate courses which were under development by the Academy. Included were: Phase IV development of three new major instructional programs; and Phase I, II, and/or III development on other Academy courses. Other significant accomplishments included refinement of short-term evaluation systems, college accreditation recommendations through the American Council on Education (ACE) for NFA courses, and development of a plan and initial procedures for determining and documenting training requirements for Academy courses. Management plans for all course development were established and a curriculum development schedule was produced for documentation of course development. One national videoconference was funded and delivered. In addition, the Open Learning Program completed revision of two courses. Also in 1990, the ceremony to honor fallen firefighters was continued.
- d. Changes from the 1991 Estimates. Reflects a net increase of \$405,000: an increase of \$446,000 from an internal transfer from NETC Site Administration to comply with P.L. 100-476; offset by a decrease of \$41,000 from the application of a general Congressional reduction.

- e. 1991 Program. In 1991, FEMA is allocating a total of \$2,946,000 and 22 workyears to this program element, of which \$1,040,000 is under Salaries and Expenses and \$1,906,000 is under Emergency Management Planning and Assistance. The following activities are planned for 1991:
- o Phase I-III development work on up to eighteen courses.
 - o Phase IV revision work on five on-going courses.
 - o Editorial support and book production for all Academy courses.
 - o Phase V national release of four courses.
 - o Short-term evaluation of 600 course offerings and long-term evaluation of six program areas.
 - o Securing recommended college level accreditation of all new and ongoing field and resident courses.
 - o Conducting annual national needs assessment for Academy curriculum planning.
 - o Grant support for the Open Learning Fire Service Program.
 - o Revision of three courses in the Open Learning Fire Service Program (OLFSP) curriculum.
 - o Production of one videoconference.
 - o Documenting program office training requirements which impact the fire service and related professions.
 - o Continuation of the annual ceremony to honor Fallen Firefighters who have given their lives in service to their community.
 - o Continuation of educational program support from the Learning Resources Center and the media production center.
- f. 1992 Program. In 1992, FEMA requests a total of \$3,344,000 and 28 workyears for this program element. Included in this total are \$1,598,000 under Salaries and Expenses and \$2,846,000 under Emergency Management Planning and Assistance. These resources will provide for the following:
- o Phase I-IV major development work on eleven courses, all in serious need of update, at a cost of \$1,100,000.

- o Phase V national release of three courses, at a cost of \$246,000.
- o Short-term evaluation of 600 course offerings and long-term evaluation in six program areas, at a cost of \$100,000.
- o Editorial support and book production for all Academy course development projects, at a cost of \$150,000.
- o Annual national needs assessment for Academy curriculum planning, at a cost of \$75,000.
- o Continuation of grant support to the participating colleges and universities in the Open Learning Fire Service Program, \$70,000.
- o Development and revision of courses to the Open Learning Fire Service Program, at an estimated cost of \$80,000.
- o Internal long-term evaluation of Academy courses, at a cost of \$260,000.
- o Continuation of the annual ceremony to honor the Fallen Firefighters who have given their lives, \$15,000.
- o Provide basic support for videoconferencing, at an estimated cost of \$74,000.
- o Educational program support through the operation of the Learning Resource Center and the media production center, at a cost of \$519,000.
- o Curriculum coordination, accreditation support, and external long-term evaluation of Academy courses, at an estimated cost of \$157,000.

1992 Increases/Decreases. The 1992 request includes an increase of \$940,000 in Emergency Management Planning and Assistance: \$826,000 to continue Phase I-IV course development, Phase V national releases, and long-term Academy evaluation. Efforts on course development and evaluation must be continued and escalated on courses where material is considered "out-dated" by the nation's fire service community; \$41,000 to restore the 1991 general reduction; and \$73,000 to fund the cost increases associated with supporting the educational programs with the library and the media center.

- g. Outyear Implications. No outyear implications over the 1992 request.

h. Advisory and Assistance Services. None.

2. Training Field Deployment Systems

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.

b. Objective/Element Description. This element provides for a program that is administered by the Academy's Extension Services Branch and delivered by adjunct faculty in cooperation with, and with assistance from, State and local fire training agencies. Courses are delivered in every State to allow maximum opportunity for volunteer fire personnel attendance.

c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,392,000 and 9 workyears for this program element, of which \$450,000 was under Salaries and Expenses and \$942,000 was under Emergency Management Planning and Assistance. Major accomplishments included the delivery of 283 off-campus courses to 8,394 fire service, rescue and allied professionals at the local level, and the provision of training to 225,000 personnel through courses developed by the NFA and taught by State and local trainers. Training of State and local personnel continued at an increased level through 118 course offerings in the State Weekend Program; 4,723 State and local fire service personnel participated in this program for a total of 9,446 student days of instruction. Four NFA developed course packages were used in the Train-the-Trainer (TtT) initiative to 193 State and local fire training agencies. Additional cooperation and coordination of fire training delivery systems were achieved through expansion of the TRADE (Training Resources and Data Exchange) network. The TRADE program initiatives included the biennial Co-Chair Conference for the 20 State and local TRADE Regional representatives, along with the completion of the TRADE "Standard Operating Procedures."

d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$134,000 to fund this program element at the 1990 appropriated level.

e. 1991 Program. In 1991, FEMA is allocating a total of \$1,285,000 and 9 workyears to this program element, of which \$381,000 is under Salaries and Expenses and \$904,000 is under Emergency Management Planning and Assistance. The following activities are planned for 1991:

- o The on-campus State Weekend Program continues to be a vital program element with 26 participating States. There are 132 course deliveries planned for approximately 5,000 fire service and rescue personnel for a total of 10,000 estimated student days of instruction.
- o The number of direct deliveries of Academy developed courses sponsored by the State fire training systems is approximately 325. It is estimated that approximately 9,000 students are reached through these deliveries to State and local level fire service personnel for a total of 12,000 student days of instruction.

- o Three Adjunct Faculty In-Service Training Workshops consisting of 135 State and local fire service personnel are planned to enhance the Academy's off-site deliveries.
 - o The Student Manual Support Program which includes direct delivery, State Weekend Programs and hand-off programs provides training to an estimated 225,000 people through the TtT courses conducted at the State and local level for fire service personnel.
 - o The number of participating TtT fire training agencies from the State and local level continues to increase; two additional Academy-developed and pilot-tested training packages are being prepared for "hand-off" delivery by local instructors to State and local fire and rescue personnel.
 - o Planning for an on-campus conference is scheduled for the 192 senior fire service officers of the National TRADE network.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,234,000 and 9 workyears for this program element. Included in this total are \$464,000 under Salaries and Expenses and \$770,000 under Emergency Management Planning and Assistance. These resources provide for the following activities:
- o Approximately 200 course deliveries will be conducted at the State and local level. It is estimated that approximately 9,000 fire service and rescue personnel will participate for a total of 18,000 days of instruction. Contractual services acquired through adjunct faculty at an estimated cost of \$225,000 will provide necessary delivery support.
 - o An on-campus conference for the 20 Regional co-chair persons of the National Training Resources and Data Exchange network is planned, along with a program assessment to review accomplishments since the 1991 National Conference and to recommend program direction at an estimated cost of \$10,000.
 - o The Student Manual Support Program, which includes direct delivery and hand-off programs, provides training to an estimated 225,000 people through Train-the-Trainer courses conducted at State and Local level for fire service personnel at an estimated cost of \$242,000.
 - o Two Adjunct Faculty In-Service Training Workshops consisting of 70 State and local fire service personnel are planned to enhance the Academy's off-site delivery adjunct faculty source listing at an estimated cost of \$27,000.
 - o Printing and course editorial and delivery support for dissemination services through the National Audiovisual Center are included in an interagency agreement with GSA, with printing expenses through the Government Printing Office and contractual services for support costs (\$50,000).

- o During the annual Train-the-Trainer program, three Academy developed and field-tested training packages will be "handed off" at an estimated cost of \$50,000. It is estimated that an additional 40,000 fire service personnel at the State and local level will be trained by utilizing these materials.
- o Editorial support and book distribution for all field deliveries will be performed at an estimated cost of \$140,000.
- o The on-campus State Weekend Program continues to be a vital program element with 26 participating States. A total of 132 course deliveries are planned for approximately 5,000 fire and rescue personnel for a total of 10,000 student days of instruction at a cost of \$26,000.

1992 Increases/Decreases. The 1992 request includes a decrease of \$134,000 which was part of a 1991 Congressional increase. This will result in a decrease of 125 course offerings to 3,000 students at the State and local levels.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

3. Resident Programs

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
- b. Objective/Element Description. This element provides for the delivery of courses by the National Fire Academy (NFA) at Emmitsburg, Maryland, and program content coordination in the development of NFA videoconferences and field program courses.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$3,340,000 and 27 workyears for this program element, of which \$1,349,000 was under Salaries and Expenses and \$1,991,000 was under Emergency Management Planning and Assistance. The major accomplishment was the delivery of 158 course offerings to 3,393 fire service and related personnel, representing 36,934 student days of training, including the Volunteer Incentive Program (VIP) where 14 course offerings were attended by 363 students. In-service training for instructors was provided in one new course area and on-going in-service training was provided as needed in other course areas. Contractual support for two videoconferences was provided as well as support for the Fire Executive Fellowship program, co-funded with the United States Fire Administration. Additionally, 47 hazardous materials resident course offerings were delivered to 1,094 students off the Emmitsburg campus. The Executive Fire Officer Symposium was delivered for the second time with 96 Senior Chief Officers participating from throughout the United States. The Executive Fire Officer Symposium was successfully

redesigned to ensure a more equitable cost sharing between participants and the National Fire Academy, resulting in substantial savings to NFA.

d. Changes from the 1991 Estimates. None.

e. 1991 Program. In 1991, FEMA is allocating a total of \$3,333,000 and 25 workyears to this program element, of which \$1,178,000 is under Salaries and Expenses, and \$2,155,000 is under Emergency Planning and Assistance. The following activities are planned for 1991:

- o Deliver approximately 142 course offerings to an estimated 3,700 fire service and allied professionals representing 37,000 student days of training. This is a decrease from 1990 due to the increased student stipend and adjunct faculty costs.
- o Sponsor an Executive Fire Officer Symposium for approximately 100 senior fire service executives.
- o Continue support of Arson Lab/Burn Building to facilitate the Fire/Arson Investigation course delivery. This facility permits instructional demonstration of incendiary and accidental fires and their subsequent investigation and cause determination.
- o Fund miscellaneous course expenses related to printing, supplies, and equipment acquired by contractual services.
- o Co-fund with U. S. Fire Administration, the participation of six competitively selected senior fire officers from state and local sectors in the FEMA Fire Executive Fellowship program of the John F. Kennedy School of Government, Harvard University.
- o Co-fund with U. S. Fire Administration, a series of fire issue case studies that are to be developed by the John F. Kennedy School of Government, Harvard University.
- o Continue the Executive Fire Officer Applied Research Project program.
- o Deliver the on-going Volunteer Incentive Program (VIP) on-site courses as well as initial development and piloting of one additional course in this area. These courses are designed to allow for attendance of volunteer fire service personnel who might otherwise be unable to attend the resident course deliveries due to their work schedules or community commitments.
- o Continue the Executive Fire Officer program with emphasis on the educational needs of current and future fire service leaders.

- o Provide a limited number of the new In-service Resident Adjunct Faculty training programs as courses are developed or revised.
 - o Complete the initial design requirements study for a fully updated and expanded Fire Protection System Laboratory.
 - o Design, pilot test and institute a regional delivery program to allow appropriate resident type courses to be delivered in locations and in formats other than the traditional two week delivery at the NFA's Emmitsburg campus.
 - o Modify the Academy's microcomputer laboratory to reflect a facility capability for demonstration and brief module instruction more closely fitting the needs of fire service personnel.
- f. 1992 Program. In 1992, FEMA requests a total of \$3,318,000 and 23 workyears for this program element. Included in this total are \$1,178,000 under Salaries and Expenses and \$2,140,000 under Emergency Management Planning and Assistance. The following activities are planned for 1992:
- o Deliver approximately 135 course offerings to an estimated 3,375 fire service and allied professionals providing approximately 34,000 student days of training. This is a decrease from 1991 due to the increased student stipend and adjunct faculty costs. Pilot testing of an off-site regional delivery system to eventually deliver an additional 20 course offerings across the United States to 500 students representing 5000 student days of training. Requested resources include reimbursement for student travel and contractual services of adjunct faculty, and other costs such as air fare increases and normal increases in essential contract instructor services at approximately \$1,843,000. Also included in the activity are the following specific activities:
 - Continue the Volunteer Incentive Program providing one-week duration courses designed to address specific needs of volunteer fire service personnel.
 - Continue the Executive Fire Officer series of courses.
 - Continue the course offerings targeted toward the hazardous materials curriculum area.
 - Improve the physical facilities of the Fire Protection Systems Laboratories to provide normal technical enhancements now prevalent in the fire protection environment.
 - o Continue the Executive Fire Officer Symposium program at an estimated cost of \$15,000.

23

- o Continue support of the Arson and Incident Simulation laboratories at an estimated cost of \$75,000.
- o Modify the microcomputer laboratory at an estimated cost of \$50,000 to allow for demonstrations suitable to appropriate training technologies for fire service personnel.
- o Support miscellaneous course expenses related to printing, supplies, and equipment acquired by contractual services estimated at \$32,000.
- o Through contracts, fund editorial support activities, and support for the classroom management and material revisions at an estimated cost of \$125,000.

1992 Increases/Decreases. The 1992 request includes a reduction of \$15,000 in Emergency Management Planning and Assistance. This reduction eliminates the funding for the Executive Fire Fellowship Program involving a series of fire issue case studies which was a joint project with the United States Fire Administration.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

4. NETC Site Administration

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
- b. Objective/Element Description. This element provides for a share of the cost of operating the National Emergency Training Center (NETC) in Emmitsburg, Maryland, and supporting the educational programs of the National Fire Academy and the Emergency Management Institute. The funding covers a portion of the facility costs such as maintenance, security, housekeeping, equipment, rent, and similar costs.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$4,628,000 and 33 workyears for this program element, of which \$1,649,000 was under Salaries and Expenses and \$2,979,000 was under Emergency Management Planning and Assistance. The 1990 program included providing a share of facility operating and educational program support costs. The facility operations costs included maintenance, security, housekeeping, equipment, transportation, rents, media support and library services.
- d. Changes from the 1991 Estimates. Reflects a net increase of \$4,135,000: a Congressional increase of \$4,600,000 to correct fire and safety code violations at NETC; an internal transfer of \$446,000 to Instructional Programs and Materials; and a decrease of \$19,000 from a general Congressional reduction.

- e. 1991 Program. In 1991, FEMA is allocating a total of \$8,143,000 and 22 workyears to this program element, of which \$1,204,000 is under Salaries and Expenses and \$6,939,000 is under Emergency Management Planning and Assistance. These resources provide a share of the cost of operating and maintaining the facility, providing administrative support to the National Emergency Training Center campus, and supporting the educational programs of the Emergency Management Institute and National Fire Academy.

In addition to normal facility operations and maintenance activities, funding was provided by the congress to correct fire and life safety deficiencies at the Emmitsburg facility. Among the projects being undertaken with these funds are:

- o The correction of sprinkler system deficiencies and renovation of offices in Building N, third floor, for fire egress and life safety measures.
 - o Construction of stair and elevator towers, correction of exits, and installation of a sprinkler system to correct life safety and Uniform Federal Accessibility Standard deficiencies in Building E auditorium.
 - o Construction of stair and elevator towers, correction of entrance and exits, and installation of a sprinkler system to correct life safety and Uniform Federal Accessibility Standard deficiencies in the cafeteria and upper floors of Building K.
 - o Installation of a new central alarm system with remote panels in each building and central monitoring and building control; and construction of a stair and elevator tower and installation of a central heating, ventilation, and air conditioning system in building H to correct life safety and Uniform Federal accessibility Standard deficiencies.
- f. 1992 Program. In 1992, FEMA requests a total of \$6,634,000 and 22 workyears for this program element. Included in this total are \$1,782,000 under Salaries and Expenses and \$4,852,000 under Emergency Management Planning and Assistance. The resources are requested for a share of the operation and maintenance of the Emmitsburg resident educational facility; administrative support to the campus which houses the Emergency Management Institute, the National Fire Academy, and the United States Fire Administration; and educational program support the National Fire Academy and the Emergency Management Institute. A portion of the resources for NETC Site Administration are included in each of four programs--Training and Education, Emergency Management Institute, National Fire Academy, and U.S. Fire Administration. The following is a summary of the planned use of those Emergency Management Planning and Assistance funds provided under the National Fire Academy program. These funds represent a share of the total cost for NETC Site Administration.
- o Equipment rental including reproduction equipment to produce student and instructor course manuals and procurement documents \$122,000.

- o Utilities including steam, water and sewer, electricity, and commercial telephone service - \$351,000.
- o General printing, including printing of general student materials and media to support courses - \$4,000.
- o Facility operations and maintenance including furniture moving, lawn care, snow removal, maintenance and repair of the mechanical and electrical systems, maintenance of the 19 buildings on the NETC campus, minor space alterations, maintenance support for the full service food service operation, operation of the facility and office supply warehouses, operation of the duplicating center, ADP support for the admissions system, general supplies and equipment, courier service between Emmitsburg and Washington, and maintenance of the campus utilities - \$1,190,000.
- o Student services including housekeeping, student registration, and student ground transportation - \$908,000.
- o Security including operation of the campus switchboard, and provision of emergency medical services - \$172,000.
- o Facility renovation and repair - \$2,105,000.

These services are provided by commercial vendors.

1992 Increases/Decreases. The 1992 program includes a net increase of \$2,087,000 in Emergency Management Planning and Assistance. The changes are as follows:

- o An increase of \$480,000 in Emergency Management Planning and Assistance to fund the uncontrollable cost increases associated with operating and maintaining the Emmitsburg facility and supporting the educational programs.
- o An increase of \$2,014,000 which is a portion of the total cost of a three-year program of correcting structural, fire safety, and handicapped accessibility deficiencies and making the NETC campus safer and more conducive to learning.
- o A decrease of \$4,600,000 which is part of a Congressional increase in 1991 for campus fire safety.
- o An increase of \$19,000 which restores the 1991 Congressional general reduction.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

C. U.S. Fire Administration

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
1. Fire Prevention & Arson Control.....	EM-172	\$2,851	\$3,258	\$3,224	\$5,258	\$2,034
2. Federal Fire Policy & Coordination.....	EM-175	311	345	345	817	472
3. Firefighter Health & Safety.....	EM-176	378	1,099	1,259	1,099	-160
4. Fire Data & Analysis.....	EM-180	896	887	887	887	...
5. NETC Site Administration.	EM-183	<u>260</u>	<u>197</u>	<u>196</u>	<u>197</u>	<u>1</u>
1 Total, U.S. Fire Administration (Budget Authority.....		4,669	5,786	5,911	8,258	2,347

Changes from Original 1991 Estimates. Reflects a net increase of \$125,000: Specific Congressional increase of \$170,000 in Firefighter Health and Safety; offset by the application of a Congressionally-directed general reduction of \$34,000 in Fire Prevention and Arson Control, \$10,000 in Firefighter Health and Safety, and \$1,000 in NETC Site Administration.

C. U.S. Fire Administration

The mission of the United States Fire Administration (USFA) is to enhance the nation's fire prevention and control activities and thereby significantly reduce the nation's loss of life from fire, and to achieve a reduction in property loss and non-fatal injury due to fire.

1. Fire Prevention and Arson Control

a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.

b. Objective/Element Description. This element is directed to reducing the loss of life and property in the nation due to the incidence of fire. This is being accomplished by the diligent application of programs and projects in the area of anti-arson strategies; creating public awareness of the hazards of fire, and fire protection and prevention measures; and researching codes and standards via a proactive approach to legislation and enforcement. Information obtained through applications is generated with and for the fire service community to inform and involve the general public in anti-arson strategies and fire prevention research.

c. 1990 Accomplishments. In 1990, FEMA used a total of \$3,079,000 and 4 workyears for this program element, of which \$228,000 was under Salaries and Expenses and \$2,851,000 was under Emergency Management Planning and Assistance. During 1990, the National Community Volunteer Fire Prevention Program completed the second year of the final three-year phase to bring in the remaining 20 States. Fire prevention and arson control efforts continued on the national public fire education and awareness program with special emphasis on Fortune 500 companies, seniors, and an augmentation of existing campaigns. Efforts continued on a balanced, multi-pronged approach to residential sprinklers through focusing on research and development, demonstrations, and technical information and dissemination. Special focus during the research phase was on quick-acting sprinkler standards for mobile homes. The U.S. Fire Administration sponsored several interactive videoconference programs which focused on alternate heating and fire safety for senior citizens. Programs continued on arson through research and development, particularly on vehicle arson, organization and management of arson programs, juvenile firesetters, arson resource center, and support for community-based programs. A variety of materials were developed, published, and disseminated nationwide to keep fire service and private organizations current in fire prevention, education, and awareness. The USFA continued efforts in research and information for high-risk special needs populations such as handicapped persons, e.g. smoke detectors for the hearing impaired. Fire prevention and arson control efforts were extended through a unique public/private partnership for fire safe, adaptable modular housing through construction of the house and information dissemination and demonstrations, and extended special-emphasis on public fire education initiatives to high-risk populations, pre-school children and Native Americans in cooperation with the Department of Health and Human Services.

d. Changes from the 1991 Estimates. Reflects a decrease of \$34,000 from the application of a general Congressional reduction.

- e. 1991 Program. In 1991, FEMA is allocating a total of \$3,606,000 and 7 workyears to this program element, of which \$382,000 is under Salaries and Expenses and \$3,224,000 is under Emergency Management Planning and Assistance. The following are planned for 1991:
- o Complete the final phase of the National Community Volunteer Fire Prevention Program in the remaining 20 States.
 - o Continue implementation of a balance multi-pronged approach to residential sprinklers by focusing on research, demonstrations, technical information, and assistance. Special focus during the application phase of the program is being placed on fire safety for native Americans and the physically impaired as well as on fire safety in multi-family occupancies.
 - o Continue the national public fire education and awareness program with special emphasis on the physically impaired and Native Americans.
 - o Carry-out interactive videoconference programs as a vehicle for dissemination of public fire education information. Topics include home electrical appliance problems and Corporate 500 efforts in fire safety.
 - o Expand attack on arson through research and development, juvenile firesetters especially efforts with Office of Juvenile Justice Delinquency Prevention/Department of Justice, curious kids initiatives, arson resource center, and expanded community-based anti-arson programs.
 - o Undertake expanded efforts with national building and fire code organizations to address State and local needs, i.e., technical assistance and information for local code officials; publicize new standards on warning for the hearing impaired technology.
 - o Intensify programs designed to produce fire safety materials and information with particular emphasis on materials and information targeted to assist the disabled population.
 - o Implement a national program to encourage Government travelers to stay in hotels/motels protected by fire sprinkler systems. This includes the preparation of educational materials program guidelines, coordination with State and local fire services, monitoring for compliance, and coordination with other Federal agencies on Federal employee travel. This program takes effect upon signing of the Hotel and Motel Fire Safety Act of 1989 (H.R. 94).
 - o Extend public/private partnership for the fire-safe, adaptable modular house with special emphasis on high-risk populations of seniors and disabled persons.

- o Continue to develop, print, and distribute materials on prevention, education and technologies to fire service, public and private sectors.
- f. 1992 Program. In 1992, FEMA requests a total of \$5,698,000 and 8 workyears for this program element. Included in this total are \$440,000 under Salaries and Expenses and \$5,258,000 under Emergency Management Planning and Assistance. These resources will provide for the following activities:
 - o Complete the phase out and distribution of the final products of the National Community Volunteer Fire Prevention Program.
 - o Expand efforts in multi-pronged approach to residential sprinklers by focusing on basic research, technical information and assistance, and demonstrations. In research, USFA will focus on lower response time for quick-acting sprinklers, more effective and appropriate sprinkler systems for health care facilities and persons, new means of freeze protection, and water supply concerns particularly in rural areas.
 - o Continue the national public fire education and awareness campaigns with special emphasis on home fire safety.
 - o Develop and conduct interactive videoconferences with the Emergency Education Network (EENET) as a vehicle for dissemination of public fire education information to fire service and allied professions.
 - o Continue current broad-based attack on arson through research and development, juvenile firesetters, community-based programs, arson resources center and other information and technical assistance.
 - o Undertake new efforts with national and State building and fire code organizations to address state and local needs, i.e. new/expanded efforts to increase fire safety during housing renovation and rehabilitation.
 - o Conduct programs designed to utilize organizations representing high-risk populations, seniors, disabled, and hearing impaired for better distribution and utilization of fire safety materials and information.
 - o Continue implementation and monitoring of national program to encourage travelers to stay in hotels/motels protected by fire sprinkler and smoke detection systems.
 - o Continue to develop, print, and disseminate materials to fire service and public and private organizations on prevention, education, and technologies for fire safety.

1992 Increases/Decreases. The 1992 request includes an increase of \$2,034,000 in Emergency Management Planning and Assistance. The increase will be applied as follows:

- o \$2,000,000 to expand residential sprinkler research and application, particularly the development and research of an effective self-contained system for mobile homes and single-family residences in rural areas.
- o An increase of \$34,000 to restore the 1991 Congressional general reduction.
- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.
- 2. Federal Fire Policy and Coordination
 - a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
 - b. Objective/Element Description. This element includes research, development and technical efforts to encourage the Nation's overall fire protection management; an expansion of existing public/private interactions for models of public/private partnerships; assessment and evaluation of fire prevention efforts; the dissemination of information; and the review and authorization of reimbursement to local fire services for fighting fire on Federal property.
 - c. 1990 Accomplishments. In 1990, FEMA used a total of \$655,000 and 6 workyears for this program element, of which \$344,000 was under Salaries and Expenses and \$311,000 was under Emergency Management Planning and Assistance. During 1990, efforts were made to expand public/private partnerships for fire prevention and to increase focus on support for the volunteer fire service. Major accomplishments included improved coordination among USFA, public interest organizations, fire service and other Federal agencies in policy and program development, including support for national/regional leadership conferences such as the State Fire Marshall meeting. Efforts also continued to improve fire service management through a senior fire executive fellowship program at Harvard University and other management improvement efforts; the expanded development and dissemination of fire service information, including a special emphasis on volunteer fire service communication; the continued Integrated Emergency Management System (IEMS) efforts with fire service, police and other public servants in national preparedness activities; implementation of a new effort in heavy urban rescue; to processing and analysis of claims resulting from losses sustained by State and local fire service performing firefighting on Federal property; and the dissemination of fire safety information.
 - d. Changes From the 1991 Estimates. None.
 - e. 1991 Program. In 1991, FEMA is allocating a total of \$742,000 and 7 workyears to this program element, of which \$397,000 is under Salaries and Expenses and \$345,000 is under Emergency Management Planning and Assistance. The resources permit accomplishment of the following:

- o Enhance fire service leadership development through educational and information assistance. A new case study initiative is being undertaken with Harvard University's Executive Development Program.
 - o Work with volunteer fire service to enhance their roles and efforts in addressing national fire problems.
 - o Improve the coordination of fire programs and resources in Federal agencies, and public interest organizations that impact on fire and emergency management.
 - o Develop and provide specialized information for State and local fire services with special focus on groups who are particularly vulnerable to fire hazards, such as children, senior citizens, physically impaired and Native Americans.
 - o Identify opportunities for fire service involvement in public/private partnerships.
 - o Support fire service roles in technology development and the consensus codes process.
 - o Achieve a better relationship between the fire service and other public management policy and planning organizations such as through the new State Fire Marshals Association.
 - o Develop opportunities to enhance integrated emergency management systems at State and local levels.
 - o Continue working in concert with other FEMA programs and local fire service entities in building their capacity to effectively respond to and operate at disasters requiring urban search and rescue techniques.
 - o Convene, on an annual basis, the interagency working group established to improve the information available to emergency response personnel regarding hazardous materials emergencies.
 - o Recommend changes and additions to the report to Congress concerning information available to local responders as stated above.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,492,000 and 12 workyears for this program element. Included in this total are \$675,000 under Salaries and Expenses and \$817,000 under Emergency Management Planning and Assistance. These resources provide for the following activities:
- o Continue to enhance fire service leadership development through educational and informational assistance.
 - o Identify new opportunities to enhance volunteer fire service roles and efforts.

- o Continue coordination efforts with other Federal and State agencies and public interest organizations on fire related matters.
- o Carry out the development and dissemination of better hazardous materials response information for first responders as a result of administration and Congressional directives.
- o Continue to develop and provide specialized information for State and local fire services with special focus on groups who are particularly vulnerable to fire hazards, such as children, senior citizens, physically impaired and Native Americans.
- o Support fire service participation in national consensus codes process.
- o Continue to broker a better relationship between the fire service and other public policy and management organizations, such as the International City Managers Association, National Governors Association, National League of Cities, and National Association of Counties.
- o Continue joint efforts with other FEMA organizations to enhance integrated emergency management systems and urban search and rescue techniques at State and local levels.
- o Convene the interagency working group established to improve the information available to emergency response personnel concerning hazardous materials emergencies.
- o Work in close cooperation with the new State Fire Marshals Association to identify and address statewide fire issues.
- o Develop opportunities for fire service involvement in public/private partnerships.

1992 Increases/Decreases. The 1992 request includes a net increase of \$472,000 in Emergency Management Planning and Assistance: an increase of \$500,000 to fully implement a viable hazardous materials information program for first responders; offset by a decrease of \$28,000 to eliminate funding for the Executive Fire Officer Fellowship Program, involving fire issue case studies, which was a joint project with the National Fire Academy.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

3. Firefighter Health and Safety

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
- b. Objective/Element Description. The Firefighter Health and Safety program element operates to lower the rate of death, injury, and illness among the nation's firefighters. This is accomplished by sponsoring research to develop superior protective clothing, tools, and equipment to allow firefighters to operate more safely and efficiently in emergencies. The Firefighter Health and Safety program provides for the development of, and makes available to the fire service, model programs for improving the level of firefighter physical fitness and for measuring and monitoring the state of firefighters' health.
- c. 1990 Accomplishments. In 1990, FEMA used a total of \$606,000 and 4 workyears for this program element, of which \$228,000 was under Salaries and Expenses and \$378,000 was under Emergency Management Planning and Assistance. During 1990, efforts were made toward the development of a model infectious disease reporting program for use by fire departments. Work and testing continued on chemical protective clothing and equipment, as well as research and development. An Emergency Education Network (EENET) videoconference on heavy urban search and rescue was delivered. Efforts were devoted to the fabrication of a prototype of improved firefighter's footwear, the review of database on apparatus accidents, and preparation of a model fire department communications manual. A grant was awarded for a hydrogen cyanide toxicity study. Testing was initiated on breathing apparatus to determine if the straps and mask were able to withstand shock under high radiant heat conditions. Tests were also initiated to measure lens abrasion on currently available units.
- d. Changes from the 1991 Estimates. Reflects a net increase of \$160,000: an increase of \$170,000 to provide matching Federal funds to complete a firefighters hazardous materials training facility in Vermont; offset by a decrease of \$10,000 from the application of a general Congressional reduction.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$1,585,000 and 6 workyears to this program element, of which \$326,000 is under Salaries and Expenses and \$1,259,000 is under Emergency Management Planning and Assistance. The funding provides for the following:
 - o Research and development of criteria for protective clothing and equipment for personnel involved in heavy urban search and rescue operations at the scene of earthquakes, mud slides and other events not including fire operations.
 - o Development of an urban search and rescue program manual.
 - o Investigation of and reporting on incidents involving heavy urban search and rescue and the latest technology available for use at heavy search and rescue operations.

- o Development of a nation-wide database of occupational exposure to communicable diseases involving emergency responders.
 - o Management research on and evaluation of fire service emergency medical service (EMS) public information education and relations campaign.
 - o Final editing of model stress management program for fire departments.
 - o Videoconferences on (1) successful implementation of National Fire Protection Association Standard on the Firefighter Health and Safety Program (NFPA 1500), and (2) on standards for chemical protective clothing for firefighters.
 - o Development of more realistic tests of fire department protective equipment.
 - o Conducting third forum on communicable disease progress report and delineation of newly discovered problems.
 - o Conducting field tests for newly developed firefighter footwear.
 - o Development of a manual on heat stress management for firefighters.
 - o Research and development of new technologies in heat protection.
 - o Providing matching Federal funds to complete a firefighters' hazardous materials training facility in Vermont.
- f. 1992 Program. In 1992, FEMA requests a total of \$1,428,000 and 6 workyears for this program element. Included in this total are \$329,000 under Salaries and Expenses and \$1,099,000 under Emergency Management Planning and Assistance. This level of funding will provide a more comprehensive program designed to improve the health and safety of firefighters in the U.S. The following activities are planned for 1992:
- o The Emergency Medical Services (EMS) production of a Safety Manual; instituting an EMS management intern program; and conducting an EMS public information and education campaign.
 - o The EMS initiative continues with the development and field testing of additional Replicable Solutions to the previously identified issues targeting enhanced service delivery.
 - o Continued management of a nation-wide database of occupational exposure to communicable diseases involving emergency responders.

- o Production of prototypical firefighter headgear modeled on recommendations from a previously accomplished research project.
- o Update on firefighter selection criteria.
- o Enhancement of hazardous materials data bank for use by emergency personnel.
- o Production of prototypical protective equipment for personnel at earthquake and other prolonged rescue operations, other than structural fires, using criteria developed in previous years research and development efforts.
- o Field tests for equipment used in heavy urban search and rescue.
- o Videoconferences on (1) the equipment available for use in heavy search and rescue operations, and (2) shoring, bracing, and tunneling.
- o Management of tactical considerations in heat stress management.
- o Study to broaden information available on the physiological effects of carbon monoxide.

1992 Increases/Decreases. The 1992 request includes a net decrease of \$160,000 in Emergency Management Planning and Assistance: A reduction of \$170,000 which is part of a one-time 1991 Congressional increase to complete the Vermont training center; offset by an increase of \$10,000 which is the restoration of a 1991 Congressional general reduction.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

4. Fire Data and Analysis

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
- b. Objective/Element Description. The Fire Data and Analysis program element (i.e. The National Fire Data Center) strives to provide an accurate Nationwide analysis of the fire problem, identify major problem areas, assist in setting priorities, determine possible solutions to problems and to monitor the progress of programs to reduce fire losses. This activity is accomplished, in part, through contracts/grants and cooperative agreements as well as other forms of technical assistance provided in support of the National Fire Incident Reporting

System (NFIRS) and its participating/member states, and metropolitan fire departments. The program also involves activities with various Federal, State and private sector organizations which utilize the data base and related information to formulate and implement prevention and mitigation strategies to reduce fire related loss.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$1,097,000 and 4 workyears for this program element, of which \$228,000 was under Salaries and Expenses and \$869,000 was under Emergency Management Planning and Assistance. The principal accomplishments for the year fell into the following categories:
- o Enhanced, expanded, and maintained the ongoing National Fire Incident Reporting System (NFIRS) collection and analysis. Data from NFIRS and other sources was compiled and prepared for dissemination in the Seventh Edition of "Fire in the U.S.", which summarized fire loss information for the years 1983 through 1987.
 - o Provided continuing support to the National Fire Information Council (NFIC), a private sector, non-profit corporation comprised of NFIRS program participants from states and major metropolitan fire departments. Highlights of this activity include the implementation of the Haz-Mat incident reporting component of NFIRS and the initiation of a 'pilot' arson incident reporting component in Illinois and Maryland. Also, under development is a wildfire reporting module.
 - o Disseminated a dozen Major Fire Investigation Reports from USFA's Technical Report Series to the fire service, trade publications/journals and to individuals, fire departments and other organizations on request. Among these were a number of incidents in adult retirement/nursing home facilities, multiple fatality residential fires and selected hazardous materials incidents, all of which target a "lessons learned" information exchange.
 - o Initiated a review of selected fire department operations, the objective of which is to analyze and define more clearly the current type and variety of departmental operations in a full range of fire service organizations.
 - o Identified a variety of issues/topics related to fire department Emergency Medical Services (EMS) which, if resolved, would contribute to improved service delivery. This initiative was mobilized in conjunction with the American College of Emergency Physicians and representatives from various EMS delivery organizations.
- d. Changes from the 1991 Estimates: None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$1,105,000 and 4 workyears to this program element, of which \$218,000 is under Salaries and Expenses and \$887,000 is under Emergency Management Planning and Assistance. The funding provides for the following:

- o Develop, enhance, and expand the NFIRS program, primarily through cooperative efforts with the National Fire Information Council (NFIC). These efforts focus additional emphasis on data analysis and dissemination at the local, State and Federal levels. This activity includes both the development of new standardized analytical reporting formats for system participants and a variety of special studies, targeting problem areas and trends in regional and national fire experience, as well as publication of 1988's Fire Loss Statistics in the Eighth Edition of "Fire in the U.S."
 - o Conclude the initial fire department operations analysis and publish/disseminate the review findings, paying particular attention to identified problem areas, management information systems enhancements, organizational structure and resource utilization issues as appropriate.
 - o Building on the results of the pilot Arson Fire reporting module for NFIRS effect the necessary revisions, finalize manual, develop an implementation time-table and plan, targeting system availability in fiscal year 1992. Concurrently, continue development of the Wildfire Data set, collection form and 'pilot' field test methodology.
 - o Continue the USFA's Technical Report Series - Major Fire(s) Investigations Program. In conjunction with the Civil Defense activity, expand the scope of the series to include events prompting major population evacuations or similar conditions which utilize both fire department and emergency management resources. The focus of such reports intended to profile "successful" coordination of multi-jurisdictional/organization incident response, as well as identifying where such programs would be helpful.
- f. **1992 Program.** In 1992, FEMA requests a total of \$1,105,000 and 4 workyears for this program element, of which \$218,000 is under Salaries and Expenses and \$887,000 is under Emergency Management Planning and Assistance. These resources will provide for the following:
- o Continue the development and expansion of the NFIRS in conjunction with the National Fire Information Council (NFIC). Efforts will continue to improve data collection and quality control and enhance analysis capabilities at all levels of system participation. Target publication of the Ninth Edition of Fire in the U. S. (1989 Data).
 - o Explore the initial results of the fire department operations review for information exchange benefits, information system design enhancements, organizational definition/functions identification and potential lessons learned, and if appropriate, develop model functional configurations resource profiles.
 - o Finalize implementation of the Arson Fire Incident Reporting component to NFIRS. Concurrently, implement field test pilot of the Wildfire Report module.

- o Continue the USFA's Technical Report Series - Major Fire(s) Investigations program. Target expanded focus on mass casualty incidents, special facilities, and high hazard occupancies.

1992 Increases/Decreases: None.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

5. NETC Site Administration

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
- b. Objective/Element Description. This element provides for a share of the cost of operating the National Emergency Training Center (NETC) in Emmitsburg, Maryland. The funding covers a portion of the facility costs such as maintenance, security, housekeeping, equipment, rent, and similar costs. Also included is a portion of the resources required to operate the learning resource center and the media support activity.
- c. 1990 Accomplishments. In 1990, FEMA used \$260,000 and no workyears for this program element under Emergency Management Planning and Assistance. This provided a share of the cost of operating and maintaining the facility.
- d. Changes from the 1991 Estimates. Reflects a decrease of \$1,000 from the application of a general Congressional reduction.
- e. 1991 Program. In 1991, FEMA is allocating \$196,000 and no workyears to this program element under Emergency Management Planning and Assistance. These resources provide a share of the cost of operating and maintaining the facility, and providing administrative support to the National Emergency Training Center campus.
- f. 1992 Program. In 1992, FEMA requests \$197,000 and no workyears for this program element under Emergency Management Planning and Assistance. The resources will provide a share of the cost of operating and maintaining the resident facility, providing administrative support to the various organizational entities at Emmitsburg.

A portion of the resources for NETC Site Administration are included in each of four programs--Training and Education, Emergency Management Institute, National Fire Academy, and U.S. Fire Administration. The following is a summary of the planned use of those Emergency Management Planning and Assistance funds provided under the United States Fire Administration program. These funds represent a share of the total cost for NETC Site Administration.

- o Equipment rental including reproduction equipment to produce program materials and procurement documents (\$4,000).
- o Utilities including steam, water and sewer, electricity, and commercial telephone service (\$12,000).
- o Facility operations and maintenance including furniture moving, lawn care, snow removal, maintenance and repair of the mechanical and electrical systems, maintenance of the 19 buildings on the NETC campus, minor space alterations, maintenance support for the full service food service operation, operation of the facility and office supply warehouses, operation of the duplicating center, general equipment, courier service between Emmitsburg and Washington, and maintenance of the campus utilities (\$40,000).
- o Campus services including housekeeping (\$31,000).
- o Security including operation of the campus switchboard, and provision of emergency medical services (\$6,000).
- o Learning Resource Center including library services, information research, and response to public inquiries (\$23,000).
- o Media production including the development of slides, video tapes, overhead transparencies, slide/tape programs, typesetting, and graphic layout (\$10,000).
- o Facility renovation and repair (\$71,000).

These services are provided by commercial vendors.

1992 Increases/Decreases. The 1992 request includes an increase of \$1,000 which is the restoration of the 1991 general Congressional reduction.

- g. Outyear Implications. No outyear implications over the 1992 request.
- h. Advisory and Assistance Services. None.

FLOOD INSURANCE AND MITIGATION
Activity Overview

The flood plain management component of the National Flood Insurance Program (NFIP) focuses on hazard mitigation through programs that combine mapping and regulatory and technical assistance efforts for the purpose of identifying flood hazards and reducing flood loss claims and disaster assistance payments through a comprehensive approach to the management of the nation's flood plains. For 1992, FEMA is proposing that this activity be funded through a transfer of unobligated balance from the National Flood Insurance Fund (NFIF). As directed by the Omnibus Budget Reconciliation Act of 1990, all costs for the activity will be borne by the policyholders. Major programs under this activity include the following:

- A. Flood Studies and Surveys, which identifies various flood risk zones, base flood elevations, floodways and coastal high hazard areas. The flood data for the study are either procured through interagency agreements with other Federal agencies, contracts with architectural and engineering firms, or developed from existing data. Flood studies provide detailed data and are the basis upon which communities can promulgate effective flood plain management ordinances. Once flood elevations are finalized, communities convert to the Regular Phase of the NFIP by adoption and enforcement of the required flood plain management ordinances. Participation in the Regular Program also allows residents to purchase flood insurance in higher amounts than is available to residents of communities in the Emergency Program, which is characterized by a flood hazard boundary map outlining the estimated special flood hazard area without detailed risk zones or base flood elevations. The studies are also utilized as a tool in setting rates for flood insurance.

Back-up data used for the studies is stored and made available to both individuals and organizations involved in the NFIP, and is usable by other FEMA programs in pursuing multi-hazard preparedness planning projects. As FEMA proceeds with implementation of the Integrated Emergency Management System (IEMS), this wealth of flood data is a particularly valuable resource for hazard identification and analysis at the State and local level.

- B. Flood Hazard Reduction, which provides for the development of improved flood plain management standards and techniques; technical assistance to State and local governments; community assistance, monitoring and enforcement for compliance with NFIP flood plain management standards in the 18,000 communities participating in the NFIP; and, community assistance for participation in the Community Rating System (CRS).

NFIP standards for elevation and protection of structures are incorporated in state statutes and local zoning ordinances and building codes. Technical assistance is provided for the adoption and enforcement of these standards. Blatant nonenforcement results in community probation with a \$2! insurance premium surcharge and ultimately, suspension of community eligibility. The new CRS is conditioned upon certification of full community compliance with regular program standards and requires an increased level of community monitoring. Certification and enforcement actions can only be carried out by FEMA staff.

Experience with NFIP flood loss reduction standards is encouraging State and local initiatives to strengthen their

floodplain management programs; from 1980-89 flood damage to insured structures not built to NFIP standards was 3.8 times more frequent than structures built to standard, a benefit demonstrated by Hurricane Hugo experience.

- C. Purchase of Property, which provides for the public acquisition and transfer to local governments of properties that have sustained very severe or repeated flood damage, thus reducing future Federal expenditures for disaster relief and financial assistance.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FLOOD INSURANCE AND MITIGATION
(Dollars in Thousands)

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual (1)</u>	<u>1991 Request (1)</u>	<u>1991 Current Estimate (2)</u>	<u>1992 Request (2)</u>	<u>Increase/Decrease</u>
A. Flood Plain Management						
1. Flood Studies and Surveys..	EM-189	\$35,981	\$36,283	\$36,283	\$34,783	-\$1,500
2. Flood Hazard Reduction.....	EM-193	3,987	4,020	5,020	5,520	500
3. Purchase of Property.....	EM-199	<u>2,720</u>	<u>4,720</u>	<u>4,720</u>	<u>4,720</u>	<u>---</u>
Total, Flood Plain Management (Budget Authority).....		42,688	45,023	46,023	45,023	-1,000

Changes from Original 1991 Estimates. Reflects a Congressional increase of \$1,000,000 in Flood Hazard Reduction.

(1) Reflects a transfer of unobligated balance from the National Flood Insurance Fund.

(2) Anticipates reimbursement from the National Flood Insurance Fund. Outlays and Budget Authority are scored against the National Flood Insurance Fund.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FLOOD INSURANCE AND MITIGATION
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel Compensation</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
11.9 Total personnel compensation.....	...	...	...	...	...
<u>Personnel Benefits</u>					
12.1 Civilian personnel.....	...	...	...	...	...
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons...	...	...	...	...	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	...	...	...
24.0 Printing and reproduction.....	\$1,736	\$2,200	\$2,200	\$2,200	...
25.0 Other services.....	37,721	39,623	39,623	39,623	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies, and contributions...	3,156	3,200	4,200	3,200	-\$1,000
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	42,688	45,023	46,023	45,023	-1,000

A. Flood Plain Management

1. Flood Studies and Surveys

- a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.
- b. Objective/Element Description. The objectives of this program are to identify Special Flood Hazard Areas and to produce, distribute, store, update, and interpret current information on flood hazards and risks. Flood studies are either procured through interagency agreements with other Federal agencies, contracts with architectural and engineering firms, or developed from existing data. Restudies or revisions are performed when necessary to expand flood risk data into newly developing areas, or areas previously unstudied, and to update information which has become obsolete. The study establishes or modifies flood frequencies, elevations, floodways, and coastal high hazard areas within the community's developed or developing areas. It ascertains the physical characteristics of flood sources and flood plains and applies principles of hydrology and hydraulics to the determination of flood risks in order to set rates for flood insurance and enable local officials to enact flood plain management measures. The results of these analyses are reviewed by a technical evaluation contractor under contract with FEMA prior to the results being presented to the community.

State and local officials must be consulted throughout the detailed flood analyses for each community. Contact with a community begins with a consultation and coordination meeting which determines the scope of the study. A final community meeting is convened at the study's conclusion to present its results, explain the community's right to appeal, and illustrate the responsibility of local officials to use the resulting data for establishing a sound program of flood plain management. Other informational meetings may be held to ensure the acquisition and transfer of pertinent flood data.

Flood insurance maps are subject to appeal by community officials and citizens. Appeals may be filed during formal appeal periods provided at the time of a map's issuance or any time thereafter. Appeals must be based on technical data disputing the findings of FEMA's flood studies. When accepted, appeals result in changes made either by an immediate revision of the flood map or by means of a letter followed later by a revision of the map.

FEMA maintains flood data provided for more than 20,000 communities. This information is kept for FEMA's records and is made available for use by other Federal agencies, State governments, local officials and private individuals. FEMA manages a contract to distribute about 8 million flood maps annually to those agencies and individual responsible for using them. A mass mailing of all flood maps occurs at the time of their printing. A library and centralized system of distribution is available to handle subsequent orders for flood insurance maps and flood insurance studies. In 1991, FEMA began to convert its inventory of paper maps to digital form

for production, revision and distribution in a computer environment.

Technical assistance is also offered to other Federal agencies, State and local officials, and private citizens in interpreting and applying this flood data. Special studies and engineering research reports produce technical guidance materials, resolve problems, and improve methodologies in support of effective local flood plain management programs.

In 1990 funding for this program was derived by the transfer of unobligated balance from the National Flood Insurance Fund to the Salaries and Expenses and Emergency Management Planning and Assistance appropriations. For 1991 and 1992, the Salaries and Expenses and Emergency Management Planning and Assistance appropriations will be reimbursed from the National Flood Insurance Fund with outlays and budget authority scored against that fund.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$38,965,000 and 56 workyears for this program, of which \$2,984,000 was under Salaries and Expenses and \$35,981,000 was under Emergency Management Planning and Assistance. These resources were used to accomplish the following:
- o Initiated 168 detail flood insurance restudies and 76 existing data restudies, the latter of which are less costly than traditional detail restudies.
 - o Initiated 93 flood map updates under the Limited Map Maintenance program for communities where full restudies were not warranted.
 - o Completed 481 flood risk studies.
 - o Completed revisions to 257 community flood insurance rate maps using data developed by communities or private sector sources and completed 94 revisions using data developed by FEMA under the Limited Map Maintenance Program.
 - o Evaluated and resolved 2,927 official appeals or requests for revision or amendment of Flood Insurance Maps.
 - o Printed or reprinted 1,045 flood study reports and 16,800 maps and distributed 8 million flood map panels.
 - o Converted 386 communities to the Regular Program of the NFIP and effected 142 flood insurance restudies.
 - o Completed a study, through the National Academy of Sciences, of erosion management approaches and associated technical data needs for the Atlantic, Pacific, and Gulf of Mexico coasts as well as the shorelines of the Great Lakes to determine the most cost effective strategy for the long-term implementation of Section 544 of the Housing and Community Development Act of 1988.

- o Completed a study to develop criteria for evaluating protection levels afforded by coastal flood control structures.
 - o Completed three pilot studies for performing wave runoff analyses in Great Lakes communities.
 - o Completed 107 determinations of structures subject to imminent collapse due to erosion as required by P.L. 100-242.
 - o Initiated a special study to evaluate the affects of agricultural levees on flood hazards.
 - o Initiated two pilot studies to test methodology and procedures and determine the costs of doing erosion rate studies.
 - o Assessed capabilities of state agencies and universities to perform erosion rate studies.
 - o Initiated a special study of the impacts of sea level rise on the NFIP as mandated by P.L. 101-137.
 - o Initiated a special study to determine criteria for recognizing effectiveness of flood control structures on alluvial fans.
 - o Digitized Flood Insurance Rate maps for 9 pilot counties and developed flood risk directories by property address for 8 pilot communities.
 - o Implemented a fee charge system for providing copies of archived technical data from flood insurance studies.
 - o Operated a map fee system to charge certain categories of flood map recipients for map orders placed. Under this system, \$383,708 was collected and returned to the National Flood Insurance Fund.
 - o Collected \$330,776 in fees for engineering reviews and processing associated with issuance of conditional letters of map correction.
 - o Microfilmed 167,326 archive flood map panels.
- d. Changes from the 1991 Estimates. None.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$39,221,000 and 58 workyears for this program, of which \$2,938,000 is under Salaries and Expenses and \$36,283,000 is under Emergency Management Planning and Assistance. The following are the quantified outputs this element will produce in 1991:

- o Initiate 135 flood insurance restudies and 60 existing data restudies as part of the transition to a full risk data maintenance effort. This transition will be essentially completed during 1992.
- o Initiate 210 flood map updates under the Limited Map Maintenance Program (LMMP) for communities where full restudies would otherwise be required in order to reduce future program expenditures for the maintenance of hazard and risk data.
- o Complete 272 flood insurance studies and restudies.
- o Complete revisions to 201 community flood insurance rate maps using data developed by communities or other appellants and 114 community flood insurance rate maps using data developed under the LMMP in prior fiscal years.
- o Evaluate and resolve 3,080 official appeals or requests for revision or amendment of flood insurance maps.
- o Print or reprint 700 flood study reports and 12,000 maps.
- o Distribute 7.4 million map sheets.
- o Convert 440 communities to the regular phase of the NFIP.
- o Continue the fee charge system for flood maps and studies supplied to the general public and the fee charge system for conditional letters of map correction and the fee charge system for archived flood insurance study data in order to contain program costs.
- o Continue to develop digital flood map data and explore the use of geographic information systems to improve risk data availability and useability for program constituencies by digitizing 2,100 flood insurance rate map panels for 20 counties.
- o Evaluate the feasibility of and establish a process for increased utilization of State and local agencies in the restudy and map revision process, including cost-sharing mechanism.
- o Complete 160 determinations of imminent collapse due to erosion as required by P.L. 100-242.
- o Complete development of guidelines and specifications for coastal erosion rate studies.
- o Initiate two additional pilot studies to test methodology and procedures for doing erosion rate studies on the Great Lakes and Pacific Coasts.

- o Implement a new fee charge system for certain categories of physical map revisions.
 - o Microfilm 144,000 archive flood map panels.
 - o Complete a special study to determine criteria to be used in recognizing effectiveness of flood control structures on alluvial fans for NFIP mapping purposes.
 - o Complete a special study of sea level rise impacts on the NFIP as mandated by P.L. 101-137.
- f. 1992 Program. In 1992, FEMA requests a total of \$38,019,000 and 53 workyears for this program. Included in this total are \$3,236,000 under Salaries and Expenses and \$34,783,000 under Emergency Management Planning and Assistance. The information which follows is a table which specifies the level of funding required to accomplish these activities and the quantified outputs FEMA will produce in 1992, all of which will be performed under contract:

FUNDING ALLOCATION
(dollars in thousands)

	1990 (1)	1991 (2)	1992 <u>Request</u> (2)
Studies in Progress.....	\$1,113	\$1,596	\$860
Restudies.....	7,658	7,616	8,623
Limited Map Updates.....	2,396	3,000	3,000
Technical Evaluation, Appeals, and Map Revisions.....	21,479	19,600	15,000
Printing/Distribution.....	2,088	1,924	1,800
Erosion Data Development.....	200	300	0
Engineering/Research Reports.....	403	147	500
Flood Map Digitization.....	644	2,100	5,000
 Total, Flood Studies and Surveys...	 35,981	 36,283	 34,783

- (1) Distribution of obligating authority derived from a transfer of unobligated balance from the National Flood Insurance Fund to FEMA's Emergency Management Planning and Assistance appropriation.
- (2) The Salaries and Expenses and Emergency Management Planning and Assistance appropriations for Flood Studies and Surveys will be reimbursed from the National Flood Insurance Fund.
 - o In 1992 FEMA plans to continue an effort to digitize its Flood Insurance Rate Maps for all 715-counties and independent cities within the Consolidated Metropolitan Statistical Areas as defined by the U.S. Bureau of

the Census. The effort will yield computer-compatible flood maps covering 80% of the nation's Property-at-Risk. This effort will also facilitate the use and updating of flood maps in an automated environment. Digital flood maps, in conjunction with Geographic Information Systems (GIS) technology, will permit the development of such products as flood risk directories by property address which will facilitate the identification of properties where mandatory flood insurance purchase applies and will also facilitate the marketing and rating of flood insurance. This effort is proposed for completion in 1996.

- o Initiate 150 flood insurance restudies and 60 existing data restudies to continue maintenance of previously developed risk data.
- o Technically evaluate and complete 195 flood insurance studies and restudies begun in prior years.
- o Initiate 210 flood map updates under the Limited Map Maintenance Program (LMMP) for communities where full restudies would otherwise be required as a cost containment measure.
- o Complete revisions to update 200 community flood insurance maps using data provided by communities or private sector sources.
- o Complete revisions to 210 community flood insurance maps using data developed under the LMMP.
- o Evaluate and resolve 3,000 official appeals or requests for revision and amendment of flood insurance maps.
- o Print or reprint 418 flood study reports and 9,100 community maps.
- o Distribute 5.9 million map sheets.
- o Complete 180 determinations of imminent collapse due to erosion as required by P.L. 100-242.
- o Conduct three special studies to improve program effectiveness or efficiency or delivery of services to constituencies.
- o Continue the fee systems for maps, flood insurance studies archive data, physical map revisions, and conditional letters of map correction.
- o Produce digital flood map data for 6,100 flood insurance rate map panels (approximately 40 counties to improve risk-data availability and usability for program constituencies and continue to evaluate the feasibility of producing flood risk directories by property address.
- o Microfilm 100,000 flood map panels.

1992 Increases/Decreases. The 1992 request includes a decrease of \$1,500,000 under Emergency Management Planning and Assistance, reflecting the reduction of the initial flood studies effort.

- g. Outyear Implications. FEMA has prepared a transition plan for the completion of the initial studies phase to implementation of a full program for maintenance of previously developed and published risk data for more than 18,000 communities comprising a Federal investment of nearly \$1 billion. Full implementation of this maintenance program will be achieved in 1996.

FEMA has assessed benefits of producing digital mapping and has concluded that digital conversion of all flood hazard maps within the Consolidated Metropolitan Statistical Areas (CMSA's) will significantly improve data useability, flood insurance marketing, and containment of map revision costs. This program is expected to be completed during 1996. FEMA anticipates funding this effort at an average \$5.8 million per year during the period 1992-96.

An erosion rate study plan has been designed to develop data for all coastal areas subject to erosion, including the Great Lakes, that conforms to a National standard in order to achieve uniformity in the administration of the Upton-Jones amendment (P.L. 100-242) to the National Flood Insurance Act of 1968. Data will be published by FEMA in the form of mean annual erosion rates and will be used by the states and communities to satisfy the administrative roles they are to expected to fulfill in the implementation of this amendment. This plan projects that expenditures of about \$22 million would be required over a five year period to ensure that accurate erosion rate information is provided to 258 counties with 12,458 miles of coastal/lake shoreline in 35 states and territories. Funds in the amount of \$4.4 million annually are required for this purpose. Since additional funds have not been sought, other critical program activities such as study maintenance will have to be curtailed to provide a source of funds.

The total implications of FEMA activities for study maintenance, digital mapping, and erosion studies will result in future funding request's of about \$35 million per year through 1996.

- h. Advisory and Assistance Services. None.

2. Flood Hazard Reduction

- a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, as amended, 42 U.S.C. 4001 et seq.
- b. Objective/Element Description. The Flood Hazard Reduction Program was created to reduce loss of life and property from flooding and encourage wise use of the nation's flood plains. The program directly supports the national goals of reducing flood-caused property damage, deaths, injuries, disaster payments, tax losses and excessive insurance claims. Each year approximately 140,000 structures with an estimated value in excess of

\$11 billion are built in the Nation's floodplains in accordance with these standards. The present value of the reduced average annual damages to these 140,000 structures as a result of meeting floodplain management requirements is estimated to exceed \$900 million.

The program assures that the 18,000 flood-prone communities participating in the NFIP adopt and enforce flood plain management ordinances that meet National Flood Insurance Program (NFIP) minimum standards. These standards allow a range of flood loss reduction techniques for the location, design and construction of individual homes, condominiums, industrial and commercial buildings. Techniques include elevation and floodproofing of new buildings or substantially improved existing buildings. Standards are administered through the local zoning, building permit, and inspection programs.

Individual community performance is systematically evaluated by review of flood plain development and permitting. Communities with program deficiencies and violations are targeted for technical assistance provided by FEMA staff supplemented by services provided under agreements with individual States and four Federal agencies (the Corps of Engineers, Soil Conservation Service, U.S. Geological Survey, and Tennessee Valley Authority). When technical assistance does not result in community compliance, enforcement procedures leading to probation and suspension are initiated. Fully compliant communities which apply for participation in the Community Rating System Program (CRS) are provided technical assistance.

In 1990, all funding for this element was derived by the transfer of unobligated balance from the National Flood Insurance Fund to the Salaries and Expenses and Emergency Management Planning and Assistance appropriations. In 1991 and 1992, the Salaries and Expenses and Emergency Management Planning and Assistance appropriations will be reimbursed from the National Flood Insurance Fund with outlays and budget authority scored against that Fund.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$8,250,000 and 80 workyears for this program, of which \$4,263,000 was under Salaries and Expenses and \$3,987,000 was under Emergency Management Planning and Assistance.

More than 3,500 of the nearly 18,000 communities participating in the NFIP were visited or contacted, their performance evaluated, technical assistance provided and, when necessary, compliance actions taken. Of 11 noncompliant communities for which the probation process was initiated, five communities became compliant, two communities were still in their 90 day compliance period, and four communities were placed on probation with a \$25 insurance rate surcharge imposed on all policyholders. Assistance in updating local flood plain ordinances to comply with minimum NFIP standards was provided to almost 2,000 communities. Technical assistance was provided to local communities through arrangements with 42 States and four Federal agencies. The development phase has been completed for the program to evaluate post-flood damage evaluation and community construction practices. A national, live videocourse for community flood plain management officials was attended by persons at more than 250 downsites. In cooperation with the National Association of Homebuilders,

a videotape was produced on construction in riverine flood plains. A report on the status of the nation's flood plain management activity was published as part of a Federal interagency effort under the aegis of the Unified National Program for Flood Plain Management. Development of the Community Rating System was completed which will reduce flood losses by providing incentives to those communities that exceeded minimum NFIP flood plain management standards. Damage assessments conducted after hurricane Hugo documented the success of the program's loss reduction standards in reducing damages to structures located in coastal high hazard areas and other areas subject to flooding.

- d. Changes from the 1991 Estimates. Reflects a Congressional increase of \$1,000,000 for Community Rating System activities.
- e. 1991 Program. In 1991, FEMA is allocating a total of \$9,313,000 and 85 workyears to this program, of which \$4,293,000 is under Salaries and Expenses and \$5,020,000 is under Emergency Management Planning and Assistance. Funding will be used to support enhanced flood plain management assistance to States and communities as the initial flood hazard identification studies are all completed. In addition, the following will be accomplished:
 - o Provide for community technical assistance through arrangements with 44 individual States and interagency agreements with four Federal agencies (Corps of Engineers, Geological Survey, Soil Conservation Service, and Tennessee Valley Authority) participating in the Community Assistance Program.
 - o Implement the Community Rating System by evaluating applications and determining rate credits to be effective October 1, 1991. Verify that 200 communities are in full compliance with NFIP requirements prior to approving eligibility for the Community Rating System.
 - o Based on Hurricane Hugo experience, develop a standard operating procedure for providing technical assistance and assessing damage after catastrophic flooding events.
 - o Complete the development of a one week flood plain management training course for state and local flood plain management officials.
 - o Complete the update of the Flood Emergency Repair Manual and establish a distribution system to flood victims through the FEMA Office of Disaster Assistance and other response organizations.
 - o Through the Unified National Program for Flood Plain Management, complete and publish the Assessment of Flood Plain Management and develop recommended actions for improving the effectiveness of flood plain management.
 - o Disseminate the Children's Television Workshop multi-hazard educational television materials through the American Red Cross, major private insurance companies, and other organizations.

- o Initiate an evaluation of the compatibility of NFIP flood loss reduction standards with national model building code standards for earthquake, wind and fire hazards.
- f. 1992 Program. In 1992, FEMA requests a total of \$10,958,000 and 95 workyears for this program. Included in this total are \$5,438,000 under Salaries and Expenses and \$5,520,000 under Emergency Management Planning and Assistance. Funding will be used to support: flood plain management technical support provided to communities through the State and Federal Support Services Program; enhancement of community compliance monitoring and enforcement actions; implementation of the new Community Rating System; development of retrofitting strategies and projects for reducing flood damage to structures built prior to the NFIP; and, cooperation and support for the program of the U.S. Decade for Reduction of Natural Disasters. FEMA will also:
- o Strengthen the NFIP community assistance program by expanding the use of State technical expertise from 44 to 48 States in the State Support Services Program. (Funding increased from \$3.2 million to \$4.2 Million in pass-through funds).
 - o Strengthen the NFIP community assistance program by expanding the use of Federal agency technical expertise provided by the Corps of Engineers, Tennessee Valley Authority, Soil Conservation Service and U.S. Geologic Survey. (Funding for these interagency agreements increased from \$425,000 to \$745,000).
 - o Evaluate Options for addressing the substantially damaged and repetitive loss structures including feasibility and costs of a mitigation program. (\$200,000 - contract)
 - o Complete an evaluation of the compatibility of NFIP flood loss reduction standards with the national model building code provisions for earthquake wind and fire hazards. (150,000 - contract)
 - o Complete the development of flood plain management guidance and standards to regulate the rapid development occurring in communities in the arid west. (\$150,000 - contract)
 - o Implement an ongoing damage assessment using the revised guidelines and procedures developed as a result of the Hurricane Hugo experience. (\$75,000)
- 1992 Increases/Decreases. The 1992 program includes a net increase of \$500,000 under Emergency Management Planning and Assistance: a decrease of \$1,000,000 for the one-time Congressional increase in 1991; and an increase of \$1,500,000 is offset by a reduction in the flood studies program. This increase is necessary for the following reasons:
- o The budget for this program has remained unchanged since 1984 when it was established and is no longer adequate to provide an acceptable level of technical assistance to participating communities.

- o Funds are required to provide the necessary level of support services to reestablish an acceptable level of technical standards activity and to compensate for the adverse impact of inflation on a static appropriation over a six year period.
 - o An increase in State and Federal support services has been achieved by foregoing or deferring the development and testing of loss reduction technical standards. Additional funds for this purpose will not be available.
 - o An increase in funding under the Community Assistance Program will allow for needed technical assistance to those communities seeking credit under the Community Rating System.
 - o An increase in funding will allow for the provision of technical assistance necessary to support activities targeted towards mitigating the most serious flood risks as evidenced by substantial damage and repetitive loss claims.
 - o Without the increase, there will be a decrease in the overall level of compliance and a corresponding increase in the numbers of structures not adequately protected from flood damage. This will result in increased expenditures for NFIP claim payments and disaster assistance.
- g. Outyear Implications. FEMA will continue to increase its emphasis on flood loss reduction as the most effective means of decreasing program costs.
- h. Advisory and Assistance Services. None.

3. Purchase of Property

- a. Authority. Section 1362, National Flood Insurance Act of 1968, as amended, 42 U.S.C. 4103 and 4127.
- b. Objective/Element Description. The goal of this element is to reduce future flood insurance and disaster assistance costs in areas where flooding causes repetitive and substantial property damage. Property that has been substantially damaged beyond repair, damaged by floods on three or more occasions in five years with a damage-to-value proportion averaging at least 25% or for which a building permit to repair has been denied are eligible for purchase. Communities are eligible for participation in the purchase initiatives based on where acquisition will be in the public's interest and on the community's willingness to pursue a strong program of flood plain management and flood damage reduction that exceeds Federal minimum criteria. Owners of real property located in flood risk zones, who are covered by Federal flood insurance, potentially can qualify for this assistance through the community's application. The purchase price is determined by subtracting the amount of insurance claim payment from pre-flood fair market value of the improved real property. If the property is selected, and the property owner agrees to participate, the property is acquired by FEMA and the title is

transferred to the local community or State, provided the land remains in an open space condition for public use. This program is an integral flood loss reduction tool of the NFIP.

In 1990, all funding for this program was derived by the transfer of unobligated balance from the National Flood Insurance Fund to the Salaries and Expenses and Emergency Management Planning and Assistance appropriations. In 1991 and 1992, the Salaries and Expenses and Emergency Management Planning and Assistance appropriations will be reimbursed from the National Flood Insurance Fund with outlays and budget authority scored against that fund.

- c. 1990 Accomplishments. In 1990, FEMA used a total of \$3,040,000 and 6 workyears for this program, of which \$320,000 was under Salaries and Expenses and \$2,720,000 was under Emergency Management Planning and Assistance.

The Purchase of Property program operates on a two-year funding basis. This is necessary because of the long lead time required to carefully select the most cost-effective properties and complete the acquisition process.

- d. Changes from the 1991 Estimates. None.

- e. 1991 Program. In 1991, FEMA is allocating a total of \$5,023,000 and 6 workyears to this program, of which \$303,000 is under Salaries and Expenses and \$4,720,000 is under Emergency Management Planning and Assistance. These funds will purchase an additional 94 properties at an average cost of \$50,000.

- f. 1992 Program. In 1992, FEMA requests a total of \$5,060,000 and 6 workyears for this program. Included in this total are \$340,000 under Salaries and Expenses and \$4,720,000 under Emergency Management Planning and Assistance. This will enable FEMA to purchase 94 properties at an average cost of \$50,000.

1992 Increases/Decreases. None.

- g. Outyear Implications. No outyear implications over the 1992 request.

- h. Advisory and Assistance Services. None.

DISASTER RELIEF
Appropriation Language

For necessary expenses in carrying out the functions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.) \$185,000,000, of which not to exceed \$541,000 may be transferred to the Disaster Assistance Loan Program account for subsidies for direct loans provided under Section 319 of such Act, to remain available until expended.

DISASTER RELIEF FUND
Appropriation Overview

With the signing of the Disaster Relief and Emergency Assistance Amendments of 1988, in November 1988, the Disaster Relief Act of 1974 (P.L. 93-288 as amended) was renamed the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The amendments do not affect disasters declared before the date of enactment and were projected to be cost neutral. Under the provisions of the Act, the President is authorized to provide Federal assistance to supplement the efforts and resources of State and local governments in response to major disasters and emergencies. Under Executive Order 12148, the Director of FEMA has been delegated the responsibility for administering the President's Disaster Relief Program. The Act currently specifies two types of Presidential declarations that may be made upon a Governor's request: a major disaster or an emergency.

When a major disaster or emergency is declared, a Federal Coordinating Officer (FCO) is appointed to represent the President in coordinating relief and recovery activities. A Disaster Field Office (DFO) is established from which the FCO manages the delivery of assistance during the period of intense activity immediately following a declaration. Permanent FEMA personnel from regional offices and headquarters as well as temporary Disaster Assistance Employees (DAE's) provide staff support. DFO's typically remain open a few months. However, because of the extended nature of certain projects, processing can continue for several years on open disaster contracts. The ongoing project management burden continues unabated during periods of field response to subsequent disasters.

Funds are primarily obligated under the Individual Assistance Program for aid to families and individuals, the Public Assistance Program for aid to State and local governments, and for disaster management (e.g. DFO staff, ADP support).

Title II of the Act authorizes Disaster Preparedness Improvement Grants to help States develop better response capabilities.

Annual obligations are ultimately a function of the number, frequency, and magnitude of disasters occurring during any given year. Budgets are projected based on an assessment of historical averages. From 1981 (when current cost sharing approaches were first applied to Public Assistance) to 1989, average annual obligations from the Fund were approximately \$270 million. Since 1974, the number of requests for disaster assistance has averaged around 40 each year; the average number of disasters in a given year is approximately 24. In 1990, FEMA had 45 requests for disaster assistance, resulting in 35 Presidentially declared disasters involving 585 designated counties. Obligations for program grants in 1990 totaled approximately \$1.573 billion. FEMA incurred \$285 million in administrative expenses from the fund. Total 1990 obligations from the Disaster Fund were \$2.026 billion of which \$1.858 billion was for disaster relief activity and \$168 million was for disaster assistance loans. The total amount obligated is substantially more than the 16 year or eight year average, \$324 million and \$270 million respectively. This unprecedented level of obligation is a result of program activity associated with Hurricane Hugo, which occurred late in Fiscal Year 1989, and the Loma Prieta earthquake.

The Federal Credit Reform Act of 1990 contains credit reform requirements which directly affect loans financed from the Disaster Relief Fund. Prior to the passage of this Act, Community Disaster Loans and loans to States under the cost sharing

provisions of the Stafford Act were made directly from the Disaster Relief Fund. The Federal Credit Reform Act directs that changes be made in the recording and funding of Agency loans and as a result three accounts were established within FEMA to meet the direct loan credit reform requirements of this Act. First, the Disaster Assistance Direct Loan Liquidating Account was established to disburse loan balances and collect payments for loans made in 1990 and 1991. Two accounts were established to accommodate state share loan activity in 1992 and subsequent years (Community Disaster Loans will not be made after 1991). The Disaster Assistance Direct Loan Program Account will cover the cost of a loan subsidy as well as any administrative expenses needed to support the loan while the Disaster Assistance Direct Loan financing Account, financed through a Treasury Department revolving fund, will cover the estimated cost of state share loans in 1992 and beyond.

The following narrative details the financial activity of the Disaster Relief Program. Information on the Disaster Assistance Direct Loan Program is displayed in the Disaster Loan section.

For 1990, Congress initially appropriated \$98,450,000 to the Disaster Relief Fund. In addition, Congress made supplemental appropriations totaling \$1,152,500,000 to FEMA during 1990 (\$1,100,000,000 following the Loma Prieta earthquake, \$50,000,000 in a "Dire Emergency" appropriation, and \$2,500,000 transferred to FEMA for the State of Nebraska). Together with a carryover of prior year unobligated funds of \$1,024,387,125 (which included a late year supplemental appropriation of \$1,108,000,000 following Hurricane Hugo), a refund of \$28,803 from the Department of Labor from administrative funds provided to that agency, and recovery of prior year obligations of \$28,282,260, the total obligational authority for 1990 equaled \$2,303,648,188.

For 1991, FEMA received no appropriation for the Disaster Relief Fund. Obligations for 1991 are projected at \$495,379,000. This figure reflects a return to historically average disaster activity, but also reflects continued high program demands from Hurricane Hugo and the Loma Prieta earthquake. The carryover of prior year unobligated funds of (\$445,379,000) coupled with anticipated recovery of prior year obligations of \$50,000,000, will be exhausted in meeting 1991 obligations.

For 1992, FEMA requests an appropriation of \$185,000,000 of which up to \$541,000 may be transferred to the Disaster Assistance Direct Loan Program. This will leave a net of \$184,459,000 to fund Disaster Relief activities. Together with anticipated recovery of prior year obligations of \$50,000,000, total obligational authority for 1992 disaster activity and open disaster contracts would total \$234,459,000. FEMA estimates that all funds will be obligated. Beginning in 1992, FEMA will assume responsibility from the Department of Education for disaster assistance to elementary and secondary schools.

DISASTER RELIEF FUND
(Dollars in Thousands)

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
A. Disaster Relief.....	DR-6	\$95,950	\$267,050	\$...	\$182,300	\$182,300
B. Improvement Grants.....		<u>2,500</u>	<u>2,950</u>	<u>...</u>	<u>2,700</u>	<u>2,700</u>
Initial Budget Authority.....		98,450	270,000	...	185,000	185,000
Supplemental Appropriations.....		<u>1,152,500</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Disaster Relief (Budget Authority)1/.....		1,250,950	270,000	...	185,000	185,000
Unobligated Balance Carried Forward		1,024,387	205,231	445,379	6,000	-445,379
Recovery of Prior Year Obligations.		<u>28,311</u>	<u>50,000</u>	<u>50,000</u>	<u>50,000</u>	<u>...</u>
Total, Obligation Authority.....		2,303,648	525,231	495,379	234,459	-260,920
Direct Obligations.....		1,858,269	270,000	495,379	234,459	-260,920
Budget Outlays.....		1,332,837	1,164,865	821,803	356,088	-465,715

Changes from the Original 1991 Estimates: Fewer obligations in 1990 contribute to a higher unobligated balance carried forward into 1991 and higher obligations in 1991.

DISASTER RELIEF FUND
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	\$18,698	\$9,200	\$9,200	\$9,200	...
11.5 Other personnel compensation.....	9,262	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	27,960	9,200	9,200	9,200	...
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	2,031	700	700	650	(\$50)
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	23,380	8,200	8,200	6,645	(1,555)
22.0 Transportation of things.....	2,706	100	100	90	(10)
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	100	100	...	(100)
23.3 Communications, utilities, and miscellaneous charges.....	7,731	400	400	369	(31)
24.0 Printing and reproduction.....	825	200	200	175	(25)
25.0 Other services.....	212,768	20,400	50,207	14,525	(35,682)
26.0 Supplies and materials.....	2,643	300	300	275	(25)
31.0 Equipment	5,226	900	5,800	3,240	(2,560)
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	1,572,999	229,500	420,172	199,290	(220,882)
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	1,858,269	270,000	495,379	234,459	(260,920)

Disaster Relief Fund.

1. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act; Executive Order 12148; and Regulations, 44 CFR Subchapter D.
2. Objective/Element Description. Assistance is provided and coordinated according to the functions outlined in the following sections.
 - a. Management and Coordination. The Federal Coordinating Officers (FCO) manage and coordinate the operations of the Disaster Field Office (DFO) which supports all program activities, including liaison with non-FEMA entities (other Federal, State, local and private non-profit agencies). An office is being established in Puerto Rico to manage the extraordinary post Hurricane Hugo disaster activity in the Caribbean. Program Support functions provide overall coordination of logistics, communications, space, equipment, supplies, travel, staffing (including use of Disaster Assistance Employees) and DFO financial management. Automated Disaster Assistance Management System (ADAMS) equipment acquisition, software development, and training and deployment costs are also reflected under this function. A temporary teleregistration center was opened in FY 1990; a permanent facility will be established in FY 1992 utilizing funds from Disaster Relief Administration. Management and Coordination funds also cover Preliminary Damage Assessment (PDA) costs for all declaration requests.
 - b. Individual Assistance. These resources support Temporary Housing Assistance (THA), which may be provided for up to 18 months. THA funding is 100% Federal except for construction of mobile home group sites, which are 75% Federal/25% State cost-shared, and covers minimal repairs to residences, rental of available units, or use of FEMA-owned mobile homes. Individual Assistance resources also support Individual and Family Grants (IFG) at a current maximum of \$11,000 per applicant with 75% Federal/25% State cost-sharing mandated in the Act; Disaster Unemployment Assistance (DUA), administered by the Department of Labor covering workers not eligible for other unemployment assistance programs; Crisis Counseling; and Legal Services for low-income victims.
 - c. Public Assistance. Resources under Public Assistance support emergency measures to (a) save lives, and protect public health, safety and property; and (b) supplement the efforts of State and local governments, and eligible private non-profit organizations to repair or restore facilities damaged or destroyed by events that have been declared major disasters or emergencies by the President. The primary form of assistance is Public Assistance Grants to States (generally administered as 75% Federal/25% State and local cost-sharing) for emergency protective measures and permanent repair of eligible facilities. In addition, Fire Suppression Assistance to States, and emergency assistance by the DOD may be authorized by FEMA without a major disaster declaration by the President.

The Federal share of public assistance projects may be increased above 75% in extreme circumstances. Individual small projects costing up to \$38,500 may have the full Federal share paid at the time of project approval. Eligible costs for Public Assistance grants will include an administrative cost allowance for applicants and the State. For insurable structures within the identified base floodplain, the maximum amount of flood insurance recovery which could have been obtained under the National Flood Insurance Program will be subtracted from otherwise eligible costs.

- d. Disaster Preparedness Improvement Grants (DPIG). The DPIG program provides funding for improving, maintaining and updating State disaster assistance plans and for related mitigation and operational preparedness activities. The development and maintenance of capability (comprehensive plans and practicable programs) by States for preparation against natural hazards are a continuing need. States identify priority needs and use DPIG funds to address the most critical requirements to improve disaster assistance capabilities. Grants may be made to a maximum of \$50,000 each from the Disaster Relief Fund on a 50% Federal/50% State matching basis.
- e. Hazard Mitigation and Preparedness. Extensive hazard mitigation activity occurs as part of the disaster recovery process during DFO operations and beyond. Technical assistance and guidance are provided to direct and encourage efforts by applicants to adopt measures that have the potential to reduce costs in future disasters. Staff resources noted under Disaster Relief Administration and other administrative costs associated with DFO activities are included under Management and Coordination functions for the Disaster Relief Fund.

As mandated in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, the Disaster Relief Fund may be used for matching grants (50% Federal/50% State or local) for FEMA approved hazard mitigation projects to reduce the risk of future damage, hardship, loss, and suffering in any area affected by a major disaster. The total Federal mitigation contribution is limited to 10% of estimated costs of permanent restorative work under public assistance (categories C-G).

With respect to response planning, in 1992 greater emphasis will be given to the development of Federal response capabilities to assist communities and States whose response structures are overwhelmed by a range of potential natural and technological disasters.

- 3. 1990 Accomplishments. In 1990, FEMA obligated a total of \$1,858,269,000 for program delivery and support under the Disaster Relief Fund. Program activities are noted in the following sections.

	<u>ACTIVITY</u>	<u>FUNDING</u>	<u>BASIS</u>
a.	<u>Management and Coordination (M&C)</u>		
-	Conducted 45 Preliminary Damage Assessments.	\$1,100,000	N/A
-	Managed 35 DFO operations, including supervision of DAE's equivalent to approximately 847 FTE, and funded all support requirements associated with delivery of assistance.	\$281,170,000	N/A
-	Acquired additional ADAMS resources to support high volume processing requirements associated with Hurricane Hugo and Loma Prieta earthquake disasters.	<u>\$ 1,000,000</u>	N/A
	1990 TOTAL M&C	\$285,270,000	
b.	<u>Individual Assistance (IA)</u>		
-	Provided Temporary Housing Assistance to 171,500 eligible applicants.	\$428,750,000	100%
-	Administered 284,263 applications and provided funding for 228,762 Individual and Family Grants.	\$319,018,200	75% Fed/25% State
-	Funded Disaster Unemployment Assistance for 27,751 eligible applicants	\$ 23,315,000	100%
-	Supported 7 Crisis Counseling programs.	<u>\$ 11,949,000</u>	100%
	1990 TOTAL IA	\$783,032,000	

c. Public Assistance (PA)

- Processed applications; conducted inspections; prepared and evaluated more than 50,000 on-site engineering estimates for damage restoration projects (Damage Survey Reports); and reviewed, processed and administered State grants for Federal disaster assistance for States and local governments (includes costs associated with disasters declared in prior years).	\$770,088,000	Not less than 75% Fed.
- Approved funding for 4 Section 417 Fire Suppression Grants.	<u>\$16,900,000</u>	70% Fed/30% State after floor cost is met
1990 TOTAL PA	\$786,988,000	(\$743,880,400 transferred to the States)

d. Disaster Preparedness Improvement Grants

- Approved funds for grant applications received from 54 applicants.	\$ 2,500,000	50% Fed/50% State maximum grant of \$50,000 (\$2,500,000 to the States)
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e. Hazard Mitigation and Preparedness

- Approved 5 grants for hazard mitigation, following a major disaster.	<u>479,000</u>	50% Fed/50% State (\$479,000 transferred to the States)
1990 TOTAL GRANTS	\$1,572,999,000	(\$746,859,400 transferred to the States)

4. Changes from the Original 1991 Estimates. Increase of \$225,379,000 in anticipated obligations due to continuing program expenditures as a result of Hurricane Hugo and the Loma Prieta earthquake, and lower than anticipated obligations in 1990.
5. 1991 Program. In 1991, FEMA estimates obligating a total of \$495,379,000 for program delivery and support under the Disaster Relief Fund. The original 1991 projected obligations of \$270,000,000 would have been typical of average obligations, based on 8 years of historical data. Disasters resulting from Hurricane Hugo and the Loma Prieta earthquake created near catastrophic level requirements with corresponding increases in program activity. This program activity will continue into 1991. Program activities are noted in the following sections and include changes in program costs and requirements based on the new provisions contained in The Robert T. Stafford Disaster Relief and Emergency Assistance Act.

<u>ACTIVITY</u>	<u>FUNDING</u>	<u> BASIS</u>
a. <u>Management and Coordination</u>		
- Conduct approximately 40 Preliminary Damage Assessments.	\$ 1,600,000	N/A
- Manage 24 DFO operations, including supervision of DAE's, and funding of all support requirements associated with the delivery of assistance and coordination of emergency assistance for Hurricane Hugo and the Loma Prieta earthquake.	\$62,607,000	N/A
- Fund acquisition of ADAMS equipment, software, technical support, systems development, research and analysis to ensure better operational support for large scale disasters.	\$ 5,000,000	N/A
1991 TOTAL M&C	\$ 69,207,000	

b. Individual Assistance

- Provide Temporary Housing Assistance to approximately 20,000 applicants.	\$ 40,608,000	100% except for mobile home group sites at 75% Fed/25% State
- Provide Federal funding for approximately 33,250 Individual and Family Grants.	\$ 43,880,000	75% Fed/25% State
- Support 5 Crisis Counseling Programs.	\$ 1,134,000	100%
- Provide Disaster Unemployment Assistance to 5,000 individuals.	\$ <u>1,050,000</u>	100%
1991 TOTAL IA	\$ 86,672,000	

c. Public Assistance

- Process applications; conduct inspections; prepare and evaluate approximately 20,000 on-site engineering estimates for damage restoration projects (Disaster Survey Reports); and review, process and administer 24 new grants to states for Federal disaster assistance (Project Applications) for States and local governments.	\$277,000,000	Not Less than 75% Fed.
- Approve funding for approximately 5 Section 417 Fire Suppression Grants.	\$ <u>4,000,000</u>	70% Fed/30% State
1991 TOTAL PA	\$281,000,000	(\$266,950,000 transferred to the States)

d. Disaster Preparedness Improvement Grants

- Approve funds for grant applications from 54 applicants. \$ 2,700,000 50% Fed/50% State maximum grant of \$50,000 (\$2,700,000 transferred to the States)

e. Hazard Mitigation and Preparedness

- Approve 30 grants for hazard mitigation following a major declaration. \$ 49,800,000 50% Fed/50% State (\$49,800,000 transferred to the States)

1991 TOTAL GRANTS \$420,172,000 (\$319,450,000 transferred to the States)

6. 1992 Program. In 1992, FEMA requests a net appropriation of \$184,459,000 for program delivery and support under the Disaster Relief Fund, with obligations for the year projected at \$234,459,000. The 1992 Program activities are noted in the following sections:

<u>ACTIVITY</u>	<u>FUNDING</u>	<u>BASIS</u>
a. <u>Management and Coordination</u>		
- Conduct approximately 40 Preliminary Damage Assessments.	\$ 1,600,000	N/A
- Manage 24 DFO operations, including training and supervision of DAE's, and funding of all support requirements associated with the delivery of assistance.	\$ 30,569,000	N/A
- Maintain and upgrade ADAMS environment and implement additional system for large scale and catastrophic disasters.	<u>\$ 3,000,000</u>	N/A
1992 TOTAL M & C	\$ 35,169,000	

b. Individual Assistance

- Provide Temporary Housing Assistance to approximately 20,000 applicants.	\$ 37,608,000	100% except for mobile home group sites at 75% Fed/25% State
- Provide Federal funding for 33,250 Individual and Family Grants.	\$ 40,880,000	75% Fed/25% State
- Support Crisis Counseling Programs.	\$ 1,034,000	100%
- Fund Disaster Unemployment Assistance.	\$ <u>950,000</u>	100%
1992 TOTAL IA	\$ 80,472,000	

c. Public Assistance

- Process applications; conduct inspections; prepare and evaluate 15,000 on-site engineering estimates for damage restoration projects (Damage Survey Reports); and review, process and administer 25 grants to states for Federal disaster assistance for States and local governments.	\$101,020,000	Not less than 75% Fed.
- Approve funding for approximately 10 Section 417 Fire Suppression Grants.	\$ <u>5,098,000</u>	70% Fed/30% State
1992 TOTAL PA	\$106,118,000	(\$100,812,000 transferred to the States)

d. Disaster Preparedness Improvement Grants

- Approve funds for grant applications from 54 applicants.	\$ 2,700,000	50% Fed/50% State (\$2,700,000 transferred to the States)
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e. Hazard Mitigation and Preparedness

- Following a major declaration, fund 25 grants for hazard mitigation projects.

\$ 10,000,000

50% Fed/50% State
(\$10,000,000 transferred
to the States)

1992 TOTAL GRANTS

\$199,290,000

(\$113,512,100 transferred
to the States)

1992 Increase/Decrease. The 1992 request includes a decrease of \$260,920,000 in expected obligations due to the return to a more average year of disaster activity following the extraordinary program demands created by Hurricane Hugo and the Loma Prieta earthquake.

- 7. Outyear Implications. No outyear implications over the 1992 request.
- 8. Advisory and Assistance Services. None.

PRESIDENTS DISASTER FUND
ACTUAL AND PROJECTED OBLIGATIONS
PERIOD OF DECLARATIONS - 10/1/89 THROUGH 07/31/90

CONTRACT	REGION	STATE	DATE DECLARED	TYPE	TOTAL FUNDING	PROGRAMS	FIELD OFFICE	NO OF COUNTIES
845	9	CALIFORNIA	10-18-89	LOMA PRIETA EARTHQUAKE	\$467,085,000	ALL	MOUNTAIN VIEW	12
846	4	KENTUCKY	10-30-89	SEVERE STORMS, MUDSLIDES & FLOODING	9,306,017	ALL	PRESTONSBURG	11
847	3	VIRGINIA	11-08-89	SEVERE STORMS, MUDSLIDES & FLOODING	5,321,180	ALL	GRUNDY	1
848	4	ALABAMA	11-17-89	SEVERE STORMS & TORNADOES	5,145,416	BY COUNTY	HUNTSVILLE	2
849	6	LOUISIANA	11-22-89	HEAVY RAINS & FLOODING	1,948,961	IA	KENNER	3
850	6	TEXAS	01-09-90	SEVERE FREEZE	14,013,929	DUA	HARLINGEN	9
851	4	FLORIDA	01-15-90	SEVERE FREEZE	10,604,000	DUA	TAMPA	32
852	10	WASHINGTON	01-18-90	SEVERE STORMS & FLOODING	12,014,426	ALL	OLYMPIA	7
853	10	OREGON	01-24-90	SEVERE STORMS & FLOODING	2,557,382	PA	TILLAMOOK	2
854	9	N. MARIANAS	02-05-90	TYPHOON KORYN	1,417,900	PA	SAIPAN	4
855	9	A. SAMOA	02-09-90	HURRICANE OFA	40,235,163	ALL	PAGO	5
856	4	ALABAMA	02-17-90	SEVERE STORMS, TORNADOES & FLOODING	12,254,000	BY COUNTY	BIRMINGHAM	7
857	4	GEORGIA	02-23-90	SEVERE STORMS, TORNADOES & FLOODING	17,546,500	BY COUNTY	ATLANTA	33
858	4	TENNESSEE	02-27-90	SEVERE STORMS & FLOODING	2,623,375	ALL		3
859	4	MISSISSIPPI	02-28-90	SEVERE STORMS, TORNADOES & FLOODING	8,954,876	BY COUNTY	JACKSON	35
860	5	ILLINOIS	03-06-90	SEVERE ICE STORM	6,351,197	PA	CHAMPAIGN	10
861	4	ALABAMA	03-21-90	SEVERE STORMS, TORNADOES & FLOODING	43,648,215	BY COUNTY	MONTGOMERY	33
862	4	FLORIDA	04-03-90	SEVERE STORMS & FLOODING	2,880,276	IA	PANAMA CITY	11
863	6	TEXAS	05-02-90	SEVERE STORMS, TORNADOES & FLOODING	23,016,638	BY COUNTY	STEPHENVILLE	64
864	9	HAWAII	05-18-90	LAVA FLOW, KILAUEA VOLCANO	3,330,177	ALL	PAHOA	1
865	6	ARKANSAS	05-15-90	SEVERE STORMS & FLOODING	12,212,123	BY COUNTY	LITTLE ROCK	37
866	6	OKLAHOMA	05-18-90	SEVERE STORMS, TORNADOES & FLOODING	13,201,326	BY COUNTY	OKLAHOMA CITY	39

442

867	7	MISSOURI	05-24-90	SEVERE STORMS & FLOODING	13,207,632	BY COUNTY	KANSAS CITY	10
868	7	IOWA	05-26-90	SEVERE STORMS & FLOODING	13,304,917	BY COUNTY	DES MOINES	39
869	5	INDIANA	06-04-90	SEVERE STORMS, TORNADOES & FLOODING	8,024,649	BY COUNTY	BEDFORD	30
870	5	OHIO	06-06-90	SEVERE STORMS, TORNADOES & FLOODING	18,507,013	BY COUNTY	COLUMBUS	25
871	5	ILLINOIS	06-22-90	SEVERE STORMS, TORNADOES & FLOODING	6,148,101	BY COUNTY	MT. CARMEL	14
872	9	CALIFORNIA	06-30-90	FIRES	5,641,099	BY COUNTY	SANTA BARBARA	4
873	7	NEBRASKA	07-04-90	SEVERE STORMS, TORNADOES & FLOODING	5,307,434	BY COUNTY	OMAHA	20
874	5	WISCONSIN	07-13-90	SEVERE STORMS, TORNADOES & FLOODING	5,148,599	BY COUNTY	ASHWAUBENON	14
875	1	VERMONT	07-25-90	SEVERE STORMS AND FLOODING	3,516,777	PA	MONTPELIER	5
876	1	NEW HAMPSHIRE	08-29-90	SEVERE STORMS AND FLOODING	2,212,372	PA	MEREDITH	8
877	5	WISCONSIN	08-30-90	SEVERE STORMS AND FLOODING	1,553,375	IA	TOMAH	1
878	5	ILLINOIS	08-29-90	TORNADOES	7,590,081	ALL	SHOREWOOD	3
879	7	IOWA	09-06-90	SEVERE STORMS AND FLOODING	2,664,052	BY COUNTY	CEDAR RAPIDS	17

TOTALS FOR 35 CONTRACTS: \$808,494,178

TOTAL COUNTIES:

585

IA=INDIVIDUAL ASSISTANCE/PA-PUBLIC ASSISTANCE/DUA=DISASTER UNEMPLOYMENT ASSISTANCE/ALL-IA & PA

443

DISASTER ASSISTANCE DIRECT LOAN PROGRAM
Program Overview

Through 1991, loans made by FEMA through the Community Disaster Program and loans to States under the cost sharing provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act are funded from the Disaster Relief Fund. Direct loan requirements promulgated by the recently enacted Federal Credit Reform Act of 1990 changes the manner in which these loans are funded and recorded and requires FEMA to establish the following accounts to record Agency loan activity:

Disaster Assistance Direct Loan Liquidating Account. This account records all loan cash flows to and from the Disaster Relief Fund resulting from direct loans obligated prior to 1992.

Disaster Assistance Direct Loan Program Account. This account records the subsidy costs associated with the direct loans obligated in 1992 and beyond as well as administrative expenses of this program.

Disaster Assistance Direct Loan Financing Account. This non-budgetary account records all loan cash flows to and from FEMA resulting from loans obligated in 1992 and beyond. The amounts in this account are a means of financing and are not included in the budget totals.

DISASTER ASSISTANCE DIRECT LOAN LIQUIDATING ACCOUNT
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
<u>Personnel compensation</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
11.9 Total personnel compensation.....
<u>Personnel benefits</u>					
12.1 Civilian personnel.....
12.2 Military personnel.....
13.0 Benefits for former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....
22.0 Transportation of things.....
23.1 Rental payments to GSA.....
23.2 Rental payments to others.....
23.3 Communications, utilities, and miscellaneous charges.....
24.0 Printing and reproduction.....
25.0 Other services.....
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Land and structures.....
33.0 Investments and loans.....	\$167,994	...	\$6,000	...	(\$6,000)
41.0 Grants, subsidies and contributions.....
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....
Total Obligations.....	167,994	...	6,000	...	(6,000)

A. Disaster Assistance Direct Loan Liquidating Account

1. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act Sections 319 and 417.
2. Objective/Element Description. Assistance is provided and coordinated according to the functions outlined in the following sections.
 - a. State Share. FEMA may lend or advance to an eligible applicant or State the portion of assistance for which the State is responsible under cost-sharing provisions of The Stafford Act. In order to be determined eligible for a loan, the Governor must demonstrate, where the damage is overwhelming and severe, that the State is unable to assume its financial responsibility to meet the cost-share due to one or both of the following conditions: (1) the State is responding to concurrent, multiple disasters/emergencies; and/or (2) the State has incurred extraordinary costs as a result of a particular disaster or emergency. Since implementation of the Stafford Act, from November 21, 1988 to January 1, 1991, FEMA has advanced nearly \$80 million in loans to States to support the non-Federal share of the Individual and Family Grant program. For 1992 and beyond, State Share Loans will be obligated from the Disaster Assistance Direct Loan Financing Account.
 - b. Community Disaster Loan. Loans may be authorized to local governments which has suffered a substantial loss of tax and other revenues as a result of a major disaster, and which has demonstrated a need for financial assistance in order to perform their governmental functions. The loans, not to exceed 25 percent of the annual operating budget of that local government for the fiscal year in which the major disaster occurs, are made at the current Treasury rate and are for a term of 5 years. All or part of such loans may be canceled to the extent that revenues of the local government during the three post-disaster fiscal years are insufficient to meet the operating budget. Since 1974, FEMA and its predecessor agency have approved 24 loans and denied 9 requests. Of those approved, ten have been repaid in full or are being repaid, six have been canceled, three have been withdrawn, three are active loans, and the balance are pending settlement. No loans under the Community Disaster Loan Program will be made after the end of fiscal year 1991.
3. 1990 Accomplishments. In 1990, FEMA loaned funds totaling \$167,994,000. Activity is noted in the following section.

ACTIVITY

FUNDING

a. State Share

Approved 2 loans of the State share of the IFG program

\$ 78,082,000

b. Community Disaster Loan

ACTIVITY

FUNDING

Approved 1 Community Disaster Loan

89,912,000

1990 TOTAL LOANS

\$167,994,000

4. Changes from the Original 1991 Estimate. None. This is a new reporting requirement.
5. 1991 Program. In 1991, FEMA estimates loaning funds totaling \$6,000,000. The projected 1991 activities are noted in the following section.

ACTIVITY

FUNDING

a. State Share

Approve 3 loans of the State Share

\$5,900,000

b. Community Disaster Loan

Approve 1 Community Disaster Loan

100,000

1991 TOTAL LOANS

\$6,000,000

6. 1992 Program. No funds will be obligated from this account after 1991, although existing loan amounts may be disbursed and repayments made to this account for loans made prior to 1992. No additional Community Disaster Loans will be made after the end of fiscal year 1991. The States Share Loan Program will be financed from the Disaster Assistance Direct Loan Financing Account beginning in 1992.
7. Outyear Implications. None.
8. Advisory and Assistance Services. None.

DISASTER ASSISTANCE DIRECT LOAN PROGRAM ACCOUNT
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
11.9 Total personnel compensation.....
<u>Personnel benefits</u>					
12.1 Civilian personnel.....
12.2 Military personnel.....
13.0 Benefits for former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....
22.0 Transportation of things.....
23.1 Rental payments to GSA.....
23.2 Rental payments to others.....
23.3 Communications, utilities, and miscellaneous charges.....
24.0 Printing and reproduction.....
25.0 Other services.....
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Land and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....	\$451	\$451
92.0 Administrative expenses.....	90	90
Total Obligations.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>541</u>	<u>541</u>

B. Disaster Assistance Direct Loan Program Account

1. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act Sections 319 and 417, and the Federal Credit Reform Act of 1990.
2. Objective/Element Description. This account provides for the "cost" to the Government of States Share loans beginning in 1992. The following costs will be incurred.
 - a. Loan Subsidy. The subsidy cost estimates reflect the expected value of the cost to the Government of this loan program on a net present value basis excluding administrative expenses. The discount rate used for the purpose of calculating the present value is the interest rate on marketable Treasury securities of similar maturity to the loan as projected in the economic assumptions for the President's Budget. Subsidy budget authority will be calculated for the estimated amount of new loan obligations each year. In calculating subsidy budget authority, anticipated loan disbursements were used rather than loan limitations or obligations. The current, definite, subsidy authority for this account expires at the end of each fiscal year.
 - b. Administrative Expenses. Administrative expenses for this account consist of the portion of the cost of the program's administration that is directly related to the loan program. These activities include costs of, loan servicing, loan systems maintenance, central administrative services and overhead expenses.
3. 1990 Accomplishments. None. No loans will be applied to the account prior to 1992.
4. Changes from the Original 1991 Estimate. None.
5. 1991 Program. None.
6. 1992 Program. In 1992, FEMA estimates loan subsidy and administrative expenses at the following levels.

ACTIVITY	FUNDING
a. <u>Loan Subsidy</u>	\$451,000
b. <u>Administrative Expenses</u>	\$90,000

TOTAL OBLIGATIONS	\$541,000

1992 Increase/Decrease. The 1992 request is an increase of \$541,000 over 1991. This is a new account in 1992.

7. Outyear Implications. No outyear implications over the 1992 request.

8. Advisory and Assistance Services. None.

DISASTER ASSISTANCE DIRECT LOAN FINANCING ACCOUNT
(Dollars in Thousands)

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments
11.9 Total personnel compensation.....
<u>Personnel benefits</u>					
12.1 Civilian personnel.....
12.2 Military personnel.....
13.0 Benefits for former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons
22.0 Transportation of things.....
23.1 Rental payments to GSA.....
23.2 Rental payments to others
23.3 Communications, utilities, and miscellaneous charges.....
24.0 Printing and reproduction
25.0 Other services.....
26.0 Supplies and materials
31.0 Equipment.....
32.0 Land and structures
33.0 Investments and loans	\$6,000	\$6,000
41.0 Grants, subsidies and contributions
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	145	145
Total Obligations	6,145	6,145

C. Disaster Assistance Direct Loan Financing Account

1. Authority. The Robert T. Stafford Disaster Relief and Emergency Assistance Act Sections 319 and 417, and the Federal Credit Reform Act of 1990.
2. Objective/Element Description. This account is financed as described in the following sections.
 - a. Direct Loan (States Share). In 1992 States Share Loans will be funded from this account. Prior to 1992 these loans were funded from the Disaster Relief Fund. Under this program FEMA may lend to any eligible applicant or State the portion of assistance for which the State is responsible under cost-sharing provisions of The Stafford Act. In order to be determined eligible for a loan, the Governor must demonstrate, where the damage is overwhelming and severe, that the State is unable to assume its financial responsibility to meet the cost-share due to one or both of the following conditions: (1) the State is responding to concurrent, multiple disasters/emergencies; and/or (2) the State has incurred extraordinary costs as a result of a particular disaster or emergency. As required by the Federal Credit Reform Act of 1990, this non budgetary account records all cash flows to and from the Government resulting from direct loans obligated in 1992 and beyond. The amounts in this account are a means of financing and are not included in the budget totals.
 - b. Interest on Treasury borrowing. Interest rates will be chosen for States Share Loans based on terms of maturity for comparable Treasury securities.
3. 1990 Accomplishments. None. No loans will be financed through this account prior to 1992.
4. Changes from the Original 1991 Estimate. None. This is a new reporting requirement.
5. 1991 Program. None.
6. 1992 Program. In 1992, FEMA estimates total obligations for this account to be \$6,145,000. Loans totaling \$6,000,000 and interest costs of \$145,000. Anticipated program activity is noted in the following section.

ACTIVITY	FUNDING
a. <u>State Share</u>	
Approve 3 loans of the State Share	\$6,000,000
b. <u>Interest on Treasury Borrowing</u>	145,000

TOTAL OBLIGATIONS	\$6,145,000

1992 Increase/Decrease. The 1992 request represents an increase of \$6,145,000. This program was financed from the Disaster Relief Fund prior to 1992.

7. Outyear Implications. Loan obligations for this program will be disbursed and repayments collected in 1992 and beyond.
8. Advisory and Assistance Services. None.

SPECIAL EXHIBIT
Cora Brown Fund

1. Authority. Section 601 of the Disaster Relief Act of 1974 (P.L. 93-288) as amended.
2. Objective/Element Description. This section permits FEMA to receive and spend money willed to the Federal Government for disaster assistance. Mrs. Cora Brown left the majority of her estate to the Federal Government for use in natural disasters. Although the authority is in Title VI of the Act, FEMA considers the Cora Brown Fund a type of individual assistance. Highlights of the program are as follows:
 - Since FEMA administers the program under the Act, assistance is limited to declared major disasters.
 - Assistance will normally be given up to \$2,000 although the Assistant Associate Director, Disaster Assistance Programs, may approve more if necessary.
 - No application by a disaster victim is necessary. FEMA will identify potential recipients by obtaining information from the American Red Cross, Individual and Family Grant (State) agencies, and any other source in the normal framework of disaster operations.
 - Any assistance provided from the fund will be identified as such to the recipient in order to distinguish it from appropriated funds.
 - The normal requirements of disaster assistance will also apply to the Cora Brown Fund (e.g. flood insurance requirements, environmental assessment, etc.).
 - Assistance will be limited to those who cannot obtain aid from any other source or who have remaining needs after receipt of all available disaster assistance.
3. 1990 Accomplishments. In 1990, assistance totaling \$20,269 was provided.
4. Current Status of the Fund. Approximately \$1,285,731 is currently available for obligation.
5. Level of Expenditures. These obligations are projected for 1991 -- \$50,000; and for 1992-- \$50,000.
6. Possible Uses of Funds. Relocation away from hazardous areas, temporary housing-related costs, permanent housing and repair of real property and repair or replacement of personal property, community services to minority and handicapped disaster victims.

OFFICE OF INSPECTOR GENERAL
Appropriation Language

For necessary expenses of the Office of the Inspector General in carrying out the provisions of the Inspector General Act of 1978, as amended, [\$3,351,000] \$5,144,000.

(Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1991.)

**INSPECTOR GENERAL
Appropriation Overview**

Public Law 100-504, enacted in 1988, created a statutory Inspector General (IG) within FEMA. Through a program of audits, investigations and inspections, the IG seeks to prevent and detect fraud and abuse, and promote economy, efficiency and effectiveness in the Agency's programs and operations. The law imposes certain duties and responsibilities beyond the conduct of audits and investigations that were not previously required. They include reviewing existing and proposed legislation and regulations relating to Agency programs and operations; preparing and submitting semi-annual reports to the Congress; establishing systems and data bases to gather statistical data in order to meet the increased reporting requirements of the statute; developing and maintaining a training program in order to comply with Comptroller General standards; and establishing systems and procedures to support provisions of the Program Fraud Civil Remedies Act.

INSPECTOR GENERAL
(Dollars in Thousands)

	Page No.	1990 <u>Actual</u>		1991 <u>Request</u>		1991 <u>Current Estimate</u>		1992 <u>Request</u>		<u>Increase/ Decrease</u>	
		MY	Amt.	MY	Amt.	MY	Amt.	MY	Amt.	MY	Amt.
<u>Estimates by Office</u>											
A. Inspector General (Budget Authority).....	IG-5	40	\$2,382	60	\$3,905	60	\$3,351	70	\$5,144	10	\$1,793
Budget Outlays.....			1,775		3,798		3,272		4,965		1,693
<u>Permanent Workyears</u>											
Headquarters		24		40		40		50		10	
Regions		<u>16</u>		<u>20</u>		<u>20</u>		<u>20</u>		<u>10</u>	
Total, Permanent.....		40		60		60		70		10	
<u>Total Workyears</u>		40		60		60		70		10	
<u>Changes from Original 1991 Estimates.</u> Reflects a Congressional decrease of \$554,000.											

INSPECTOR GENERAL (Dollars in Thousands)					
OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$1,689	\$3,030	\$2,535	\$3,648	\$1,113
11.3 Other than full-time permanent.....	36	...	...	...	...
11.5 Other personnel compensation.....	45	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	<u>1,770</u>	<u>3,030</u>	<u>2,535</u>	<u>3,648</u>	<u>1,113</u>
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	258	485	405	576	171
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	225	280	275	345	70
22.0 Transportation of things.....	...	50	100	50	(50)
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	...	...	...
24.0 Printing and reproduction.....	1	5	2	5	3
25.0 Other services.....	67	20	10	500	490
26.0 Supplies and materials.....	1	5	5	5	...
31.0 Equipment.....	60	30	19	15	(4)
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations	<u>2,382</u>	<u>3,905</u>	<u>3,351</u>	<u>5,144</u>	<u>1,793</u>

A. Inspector General

1. **Authority.** The Inspector General Act of 1978 (P.L. 95-452) and Inspector General Act Amendments of 1988 (P.L. 100-504).
2. **Objective/Office Description.** The Inspector General (IG) provides audit and investigative support services for FEMA covering all Agency programs and operations. IG objectives are to prevent and detect fraud and abuse and to improve economy and efficiency in the administration of FEMA programs and operations. Activities are planned and conducted in response to requirements of laws, regulations, and Congressional and OMB directives; specific requests from the Director and other FEMA management officials; and allegations received from Agency employees and other sources.
3. **1990 Accomplishments.** In 1990, FEMA used \$2,382,000 and 40 workyears under the Office of Inspector General appropriation. Activities included the following:
 - o Issued 46 audit reports, 25 pertaining to recipients of FEMA funds, and 21 pertaining to FEMA operations. Subject areas included the following: Funds control; Emergency Food and Shelter grants; adjunct faculty at NETC; Comprehensive Cooperative Agreements (CCAs) - Missouri; FEMA's use of advisory and assistance services; Disaster Relief grants; contract closeout; Individual and Family Grant program - Puerto Rico; and FEMA travel policies and procedures.
 - o Reviewed and processed 60 organization-wide audit reports covering claims of \$248,028,000.
 - o As a result of audit findings, FEMA committed to the recovery of \$10,177,000.
 - o Opened 180 investigative cases and closed 157 cases, with 221 cases pending.
 - o Results of investigations: Charged 30 and convicted 18 individuals of violations in connection with FEMA programs; obtained 4 civil judgments totaling \$1,674,000; collected \$141,907 in fines and restitutions ordered by the courts; and realized \$3,404,612 in administrative cost-savings and recoveries.
4. **Changes from the 1991 Estimates.** Reflects a Congressional decrease of \$554,000.
5. **1991 Program.** In 1991, FEMA is allocating \$3,351,000 and 60 workyears under the Office of Inspector General appropriation. With this first substantial increase in IG resources, since becoming statutory in 1989, the IG will provide increased audit and investigative coverage of Agency programs and operations and ensure meeting the requirements of the Inspector General Act, other existing laws, regulations, and implementing OMB circulars. It is anticipated that approximately 52 external and 19 internal audits will be completed. Areas scheduled for increased audit coverage include the following: Disaster Assistance Grants, Federal Insurance Administration

activities, Civil Defense programs, National Preparedness activities, and FEMA administrative activities. Investigative activities will concentrate on reducing the backlog of cases opened due to the Hurricane Hugo and Loma Prieta earthquake disasters.

6. 1992 Program. In 1992, FEMA requests \$5,144,000 and 70 workyears under the Office of Inspector General appropriation, an increase of 10 workyears and \$1,793,000 over 1991. The IG plans to increase audit and investigative coverage of the Agency's programs and operations; reduce and improve the audit cycle; and concentrate on eliminating the backlog of complex high-dollar volume, investigative cases. Additional resources will be used to conduct and/or monitor pre-award contract audits and contract closeout audits. Additional activities will include the following:

- o Conducting audits, specifically required by laws, regulations and OMB guidance, and performing annual audit-related activities.
- o Conducting approximately 23 internal audits of FEMA activities and operations and conducting 64 audits of selected FEMA contracts and financial assistance awards made to State and local units of government under grants and cooperative agreements, as well as auditing FEMA contractors.
- o Conducting investigations of most matters received where initial review discloses potential for prosecution under criminal or civil law, as well as administrative procedures.
- o Providing for the increased use of the provisions of the Program Fraud Civil Remedies Act, which became applicable to the FEMA IG, as a result of the amendments to the IG Act.

1992 Increases. The 1992 request includes an increase of \$1,793,000 and 10 workyears: (1) \$7,000 to fund three month costs in 1992 of the 1991 GS/GM pay raise; (2) \$68,000 to provide for the 1992 pay costs; (3) \$550,000 and 4 workyears to meet the requirements of the Chief Financial Officers' Act, of which \$250,000 is for contract audits; and (4) 6 workyears and \$1,168,000 to provide the following:

- o Improved audit cycle with expanded audit coverage of FEMA programs and operations.
- o Pre-award contract audits and contract closeout audits.
- o Reduction in the backlog of complex high dollar volume investigations.
- o Reduced dependence on Disaster Reservist investigators.
- o Reduce time required to bring Special Agents into place to conduct post disaster investigations.

- o Training for FEMA staff to increase their awareness of, thereby reducing their tolerance for, fraud, waste and abuse.
 - o Conduct of fraud prevention seminars for insurance adjusters involved with the Federal Flood and Crime Insurance programs.
 - o Resources to provide for permanent changes in duty station necessary for an effective recruiting and retention program.
7. Outyear Implications. No outyear implications over the 1992 request.
8. Advisory and Assistance Services. The 1992 request for the Inspector General includes \$500,000 for the conduct of audits, studies, and special analyses as deemed necessary to carry out the provisions of the IG Act and Chief Financial Officers' Act.

EMERGENCY FOOD AND SHELTER PROGRAM
Appropriation Language

There is hereby appropriated [\$134,000,000] \$100,000,000 to the Federal Emergency Management Agency to carry out an emergency food and shelter program pursuant to title III of Public Law 100-77, as amended: Provided, That total administrative costs shall not exceed three and one-half per centum of the total appropriation.

(Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1991.)

EMERGENCY FOOD AND SHELTER

Appropriation Overview

Funding provided by this appropriation is awarded to a National Board to carry out programs for sheltering and feeding the needy. The Board, which is chaired by a representative of FEMA, is composed of representatives from the United Way of America; the Salvation Army; the American Red Cross; Catholic Charities, USA; National Council of Churches of Christ in the USA; and the Council of Jewish Federations, Inc. This program is nationwide in scope and provides food and shelter to needy individuals through local private voluntary organizations and units of government selected by Local Boards in areas designated by the National Board as being in highest need. These Local Boards are an integral part of the program emphasizing local decisionmaking and monitoring for program compliance. The intent of the program is to meet emergency needs by supplementing other food and shelter assistance programs, thus enabling them to expand their services providing food and shelter to families and individuals.

EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
A. Emergency Food and Shelter (Budget Authority).....	EFS-5	\$130,092	\$124,991	\$134,000	\$100,000	-\$34,000
Budget Outlays.....		131,216	124,991	138,558	100,000	-38,558

Changes from Original 1991 Estimates: Reflects a Congressional increase of \$9,009,000 to restore the program to the 1990 appropriation level before Gramm-Rudman reduction.

EMERGENCY FOOD AND SHELTER FUND
(Dollars in Thousands)

OBJECT CLASS	1990 Actual	1991 Request	1991 Current Estimate	1992 Request	Increase/ Decrease
<u>Personnel compensation</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
11.9 Total personnel compensation.....
<u>Personnel benefits</u>					
12.1 Civilian personnel.....
12.2 Military personnel.....
13.0 Benefits for former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....
22.0 Transportation of things.....
23.1 Rental payments to GSA.....
23.2 Rental payments to others.....
23.3 Communications, utilities, and miscellaneous charges.....
24.0 Printing and reproduction.....
25.0 Other services.....
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Land and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....	\$130,092	\$124,991	\$134,000	\$100,000	(\$34,000)
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....
Total Obligations.....	130,092	124,991	134,000	100,000	(34,000)

A. Emergency Food and Shelter (EFS)

1. Authority. The Stewart B. McKinney Homeless Assistance Act of 1987, as amended, Title III, P.L. 100-77.
2. Objective/Element Description. The objective of this program is to supplement programs of food and shelter through governmental and/or voluntary organizations at the local level. The intent is to alleviate the strain on local volunteer agencies which, because of the severity and magnitude of the problem, are unable to keep up with the demand for food and shelter for the needy.

For the National Board Program, high-need jurisdictions are selected nationwide based on three considerations: most-current annual unemployment rates; total number of unemployed within a civil jurisdiction; and poverty rates within a civil jurisdiction. In addition, the National Board has developed a State Set Aside Program in order to reach communities experiencing recent economic dislocations (large plant closings, etc.). State EFS Boards, similar in composition to the National Board, identify areas of greatest need and pockets of homelessness and poverty from sources at the State and local level. They give particular attention to jurisdictions not selected by the National Board.

For funding under Public Law 101-100 and 100-120 (1990), the following criteria were used:

- Jurisdictions, including balance of counties, with more than 18,000 unemployed and 4.3% unemployment rate.
- Jurisdictions, including balance of counties, with 1,000 to 17,999 unemployed and a greater than 6.9% unemployment rate.
- Jurisdictions, including balance of counties, with 1,000 to 1,700 unemployed and an 11%+ rate of poverty.

For funding under Public Law 101-645, (1991), the following criteria were used:

- Jurisdictions, including balance of counties, with more than 18,000 unemployed and 4.3% unemployment rate.
- Jurisdictions, including balance of counties, with 1,000 to 17,999 unemployed and a greater than 6.9% unemployment rate.
- Jurisdictions, including balance of counties, with 1,000 or more unemployed and an 11%+ rate of poverty.

3. 1990 Accomplishments: In 1990, FEMA used \$130,092,000 for this program and obligated that amount to the National Board. The National Board funded more than 2,350 jurisdictions, with nearly 10,000 organizations receiving funds. This is estimated to have provided over 143,700,000 additional meals, more than 5,100,000 additional nights of shelter, and 151,738 individual rent/mortgage payments to assist the needy.
4. Changes from the 1991 Estimates. Reflects a Congressional increase of \$9,009,000.
5. 1991 Program. In 1991, FEMA is allocating \$134,000,000 to this program. This resource level provides \$134,000,000 for obligation to the national board of voluntary organizations, which will distribute that amount to the local level.
6. 1992 Program. In 1992 FEMA requests \$100,000,000 for this program. This resource level provides \$100,000,000 for obligation to the national board of voluntary organizations which will distribute that amount to the local level.

1992 Increases/Decreases: The decrease of \$34,000,000 in funding for Emergency Food and Shelter is consistent with the policy endorsed by the Interagency Council on the Homeless to shift resources to programs that provide more comprehensive and longer term solutions to the problems of homelessness. Government-wide, total proposed funding for targeted homeless assistance programs will remain at \$1 billion.
7. Outyear Implications. No outyear implications over the 1992 request.
8. Advisory and Assistance Services. None.

NATIONAL INSURANCE DEVELOPMENT FUND
Appropriation Overview

The National Insurance Development Fund was established from the proceeds of the Riot Reinsurance Program, which was terminated by the Congress on November 30, 1983. It has also been used as the vehicle for the funding of the Federal Crime Insurance Program (FCIP), and it receives deposits from crime insurance premiums and other receipts.

The FCIP is a direct Federal program which offers insurance against financial loss from burglary and robbery. This insurance has been offered to homeowners, tenants, and business owners, at rates established without regard to risk, if protective devices have been installed on the property to be insured. Because of the general availability of insurance through the private sector, the problems this program was created to address are no longer of national proportions. Over 55 percent of the policies are in the State of New York.

The budget request assumes that the Crime Insurance Program, which is authorized through September 30, 1995, will not be continued beyond that date.

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

Estimates by Program Element	Page No.	1990 Actual		1991 Request		1991 Current Estimate		1992 Request		Increase/Decrease	
		MY	Amt.	MY	Amt.	MY	Amt.	MY	Amt.	MY	Amt.
A. Federal Crime Insurance.....	ID-4	3	...	6	...	6	...	6	...	...	...
B. Salaries and Expenses (obligations).....	ID-9		(\$378)		(\$370)		(\$370)		(\$420)		(\$50)
Budget Authority.....			15,118		12,127		15,828		14,414		-1,414
Budget Outlays.....			13,922		12,348		15,685		14,697		-988
Appropriation.....			...		...		...		...		...
<u>Permanent Workyears</u>											
Headquarters.....		3		6		6		6		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		3		6		6		6		...	
<u>Total Workyears</u>		3		6		6		6		...	

Changes from Original 1991 Estimates. Reflects an increase in interest expense.

469

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ Decrease
OBJECT CLASS					
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	\$324	\$300	\$306	\$340	\$34
11.3 Other than full-time permanent.....	..	...	...	...	...
11.5 Other personnel compensation.....	..	...	...	...	...
11.8 Special personal services payments.....	..	...	...	...	...
11.9 Total personnel compensation.....	324	300	306	340	34
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	46	45	54	60	6
12.2 Military personnel.....	..	..	...	..	..
13.0 Benefits for former personnel.....	..	...	..	..	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	8	25	10	20	10
22.0 Transportation of things.....	..	...	..	..	...
23.1 Rental payments to GSA.....	..	...	..	..	...
23.2 Rental payments to others.....	..	...	..	..	...
23.3 Communications, utilities, and miscellaneous charges.....	..	..	..	..	..
24.0 Printing and reproduction.....	..	..	..	..	..
25.0 Other services.....	4,292	3,506	4,246	4,205	(41)
26.0 Supplies and materials.....	..	..	..	..	..
31.0 Equipment.....	..	..	..	..	..
32.0 Land and structures.....	..	..	..	..	..
33.0 Investments and loans.....	..	..	..	..	..
41.0 Grants, subsidies and contributions.....	..	..	..	..	..
42.0 Insurance claims and indemnities.....	7,564	8,363	6,226	5,870	(358)
43.0 Interest and dividends.....	10,514	8,373	12,143	11,328	(815)
Total Obligations.....	22,748	20,612	22,985	21,823	(1,162)

470

A. Federal Crime Insurance Program

1. Authority. Urban Property Protection and Reinsurance Act of 1968, as amended, 12 U.S.C. 1749 bbb et seq.
2. Objective/Element Description. The President's National Advisory Panel on Insurance in Riot-Affected Areas, in its January 1968 report entitled, "Meeting the Insurance Crisis of Our Cities," pointed out that one important factor in the deterioration of inner-city areas was the unavailability of basic insurance coverages, including insurance against burglary and robbery. A study of the availability of crime insurance, conducted by the Federal Insurance Administration in 1970, concluded that there was a critical problem of availability of insurance in many areas. The Federal Crime Insurance Program (FCIP) became effective in August 1971.
 - Review of Insurance Availability. Continuing reviews are conducted to determine whether crime insurance is available at "affordable" rates, either through the normal insurance market or through State action. Many States do not appear to have a crime insurance availability problem. A few States which do have availability problems have implemented programs of their own. While there is evidence that some insureds would experience difficulty in being placed in the private market, there are States which have developed crime insurance programs of their own. Under State legislation, both Michigan and New Jersey have created programs which have been in existence since the initiation of the Federal program. These programs represent one way of meeting the crime insurance availability problem. In addition, the States of Indiana and Wisconsin have less formal programs supervised by their Insurance Departments. Neither Indiana nor Michigan has been a FCIP State. Several Fair Access to Insurance Requirements (FAIR) Plans have followed the lead of Massachusetts in making limited amounts of crime insurance available through the offering of fire insurance policies. Rhode Island, Wisconsin, Michigan, Maryland, and Illinois have added such coverages. In any event, the degree of the problem of crime insurance availability and/or affordability has not demonstrated that it is beyond the ability of the States or private insurers to develop means of addressing the situation.
 - Selling and Servicing Insurance. Crime insurance is a direct Federal program in which the Federal Government assumes the risk-bearing function. The insurance is available through the Program's servicing contractor to businesses and residences in participating jurisdictions without regard to the actuarial risk, if protective devices have been installed.
 - Jurisdictions Covered. The following table depicts the jurisdictions currently covered, the date of their entry into the program, and the policies currently in force:

Crime Insurance Policies By State
(As of November 30, 1989)

<u>State</u>	<u>Date Of Entry</u>	<u>Residential</u>	<u>Commercial</u>	<u>Total</u>
Alabama	7/77	673	9	682
California	11/80	1,570	362	1,932
Connecticut	8/71	69	15	84
Delaware	3/74	110	2	112
District of Columbia	8/71	34	50	84
Florida	2/74	1,517	455	1,972
Georgia	9/75	301	84	385
Illinois	8/71	208	261	469
Kansas	4/73	240	13	253
Maryland	8/71	58	61	119
New Jersey	2/73	1,066	172	1,238
New York	8/71	9,279	3,306	12,585
Pennsylvania	8/71	1,414	312	1,726
Rhode Island	8/71	11	19	30
Tennessee	8/72	103	90	193
Puerto Rico	6/78	474	120	594
Virgin Islands	10/78	<u>199</u>	<u>28</u>	<u>227</u>
TOTAL		17,326	5,359	22,685

472

3. 1990 Accomplishments. In order to reduce the current combined loss-to-expense ratio of 160 percent, an approximate 15% rate increase on commercial business was implemented in 1990. In addition, policies were reclassified in order to reduce program losses.
4. Changes From the 1991 Estimates. The new estimates reflect an increase in interest expenses.
5. 1991 Program. In keeping with the Administration's goal of reducing the program's burden on the taxpayer, FEMA will implement a 15% rate increase on commercial business, as authorized by the Omnibus Budget Reconciliation Act of 1990.
6. 1992 Program. FEMA will raise premium rates 15% on all businesses as authorized by the Omnibus Budget Reconciliation Act of 1990, in order to make the program more efficient and less costly to the taxpayer.
7. Outyear Implications. The estimates assume the program will be discontinued on September 30, 1995 when the current authorization expires.
8. Advisory and Assistance Services. None.

The status of the National Insurance Development Fund is as follows:

(Dollars in Thousands)

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
Number of Policies Issued.....	23,109	22,837	20,798	18,718	-2,080
Unobligated Fund Balance,					
Start of Year.....	\$120,656	\$107,523	\$105,538	\$89,710	-\$15,828
Insurance Premiums.....	7,630	8,485	7,157	7,409	-252
Insurance Claims.....	-7,564	-8,363	-6,226	-5,870	-356
Operating Expenses.....	-4,292	-3,506	-4,246	-4,205	-41
Interest Expense.....	-10,514	-8,373	-12,143	-11,328	-815
Administrative Expenses.....	<u>-378</u>	<u>-370</u>	<u>-370</u>	<u>-420</u>	<u>50</u>
TOTAL.....	-15,118	-12,127	-15,828	-14,414	-1,414
Unobligated Fund Balance,					
End of Year.....	<u>105,538</u>	<u>95,396</u>	<u>89,710</u>	<u>75,296</u>	<u>14,414</u>
Cumulative Borrowings..1/.....	144,462	154,604	160,290	174,704	14,414
Budget Outlay.....	13,922	12,348	15,685	14,697	-988

1/ Does not include \$124,000,000 used from Riot Reinsurance income.

474

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

Federal Crime Insurance Program

<u>Estimates by Program Element</u>	<u>Page No.</u>	<u>1990 Actual</u>		<u>1991 Request</u>		<u>1991 Current Estimate</u>		<u>1992 Request</u>		<u>Increase/Decrease</u>	
		<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>	<u>MY</u>	<u>Amt.</u>
B. Salaries & Expenses (Appropriation).....	ID-9	3	...	6	...	6	...	6	...	...	...
Budget Authority.....			\$378		\$370		\$370		\$420		\$50
Budget Outlays.....			378		370		370		420		50
<u>Permanent Workyears</u>											
Headquarters.....		3		6		6		6		...	
Regions.....		<u>3</u>		<u>6</u>		<u>6</u>		<u>6</u>		<u>...</u>	
Total, Permanent.....		3		6		6		6		...	
<u>Total Workyears</u>		3		6		6		6		...	

475

Changes from Original 1991 Estimates. None.

B. Salaries and Expenses

1. Authority. Urban Property Protection and Reinsurance Act of 1968, as amended, 12 U.S.C. 1749 bbb et seq.
2. Objective/Element Description. This program provides the required administrative support on a reimbursable basis for the Federal Crime Insurance Program.
3. 1990 Accomplishments. Accomplishments are detailed in the preceding narrative for the National Insurance Development Fund.
4. Changes from the 1991 Estimates. None.
5. 1991 Program. FEMA will implement a Congressionally authorized 15% rate increase on commercial business.
6. 1992 Program. A 15% increase, as authorized by the Omnibus Reconciliation Act of 1990, will be implemented to reduce program losses.
7. Outyear Implications. The estimates assume the program is terminated on September 30, 1995.
8. Advisory and Assistance Services. None.

NATIONAL FLOOD INSURANCE FUND
Appropriation Language

(TRANSFERS OF FUNDS)

Of the funds available from the National Flood Insurance Fund for activities under the National Flood Insurance Act of 1968, and the Flood Disaster Protection Act of 1973, [\$11,078,000] \$12,874,000 shall, upon enactment of this Act, be transferred to the "Salaries and expenses" appropriation for administrative costs of the insurance and flood plain management programs and [\$46,023,000] \$45,023,000 shall, upon enactment of the Act, be transferred to the "Emergency management planning and assistance" appropriation for flood plain management activities, including \$4,720,000 for expenses under section 1362 of the National Flood Insurance Act of 1968, as amended (42 U.S.C. 4103,4127), which amount shall be available until September 30, [1992] 1993. In fiscal year [1991] 1992, no funds in excess of (1) \$32,000,000 for operating expenses, (2) [\$183,500,000] \$208,276,000 for agents' commissions and taxes, and (3) \$3,500,000 for interest on Treasury borrowings shall be available from the National Flood Insurance Fund without prior notice to the Committees on Appropriations.

(Departments of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 1991.)

477

1

NATIONAL FLOOD INSURANCE FUND
Appropriation Overview

The National Flood Insurance Program (NFIP) is a Federal program consisting of two components: insurance and flood plain management. The insurance component is the mechanism enabling property owners to buy flood insurance which is otherwise unavailable in the commercial market. As a loss mitigation tool and in return for the availability of insurance, communities agree to adopt and enforce flood plain management measures to protect lives and new construction from future flooding.

For decades, the national response to flood disasters was generally limited to flood control works and providing disaster relief to flood victims. This approach led to rising flood losses and rising Federal costs. To compound the problem, the public could not buy flood coverage from insurance companies, and building techniques to reduce flood damage to new construction were often overlooked.

The insurance mechanism enables people owning or renting property in the flood plain to insure against flood losses. By paying insurance rates which are, insofar as practical, related to the risk, there will be more enlightened management of the flood plains and a reduction in flood damage. This will reduce the need for relief due to flood disasters and will eliminate the cost to the general taxpayer for insurable flood damage.

The flood plain management component of the NFIP focuses on hazard mitigation through programs that combine mapping, regulatory, and technical assistance efforts for the purpose of responding to known flood hazards and mitigating their effects through a comprehensive approach to the management of flood plains. For 1992, FEMA is proposing that funding for this activity be provided through a reimbursement to the Emergency Management Planning and Assistance from the National Flood Insurance Fund. FEMA also proposes that salaries and expenses for both the Insurance Activities and Flood Plain Management components of the NFIP be funded from the National Flood Insurance Fund. As directed by the Omnibus Budget Reconciliation Act of 1990, all costs for these activities will be borne by flood insurance policyholders. Details for these activities may be found under Emergency Management Planning and Assistance and Salaries and Expenses for Flood Insurance and Mitigation.

NATIONAL FLOOD INSURANCE FUND
(Dollars in Thousands)

<u>Estimates by Fund</u>	<u>Page No.</u>	<u>1990 Actual</u>	<u>1991 Request</u>	<u>1991 Current Estimate</u>	<u>1992 Request</u>	<u>Increase/ Decrease</u>
National Flood Insurance Fund (Budget Authority).....	FI-5	...	...	...	...	...
Budget Outlays.....		-\$163,285	-\$160,349	-\$46,001	-\$61,024	-\$15,023

Changes from Original 1991 Estimates. Projected increases in premiums results in outlays that are less than anticipated. In addition, starting in 1991, outlays for reimbursements to the Emergency Management Planning and Assistance and Salaries and Expenses appropriations are scored against the National Flood Insurance Fund.

479

NATIONAL FLOOD INSURANCE FUND
(Dollars in Thousands)

OBJECT CLASS	1990 <u>Actual</u>	1991 <u>Request</u>	1991 Current <u>Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel compensation</u>					
11.1 Full-time permanent.....	...	...	\$9,142	\$9,775	\$833
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
11.9 Total personnel compensation.....	...	...	9,142	9,775	633
<u>Personnel benefits</u>					
12.1 Civilian personnel.....	...	...	1,371	1,849	478
12.2 Military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	...	...	550	950	400
22.0 Transportation of things.....	...	...	...	...	...
23.1 Rental payments to GSA.....	...	...	...	...	...
23.2 Rental payments to others.....	...	...	...	...	...
23.3 Communications, utilities, and miscellaneous charges.....	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	1,700	1,800	100
25.0 Other services.....	\$195,522	\$215,472	252,239	283,599	31,360
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Land and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	4,200	4,200	...
42.0 Insurance claims and indemnities.....	320,075	324,397	430,995	459,019	28,024
43.0 Interest and dividends.....	<u>1,586</u>	...	...	...	...
Total Obligations.....	517,183	539,869	700,197	781,192	80,995

A. Insurance Activities

1. Authority. Flood Disaster Protection Act of 1973, as amended and National Flood Insurance Act of 1968, as amended, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. The National Flood Insurance Act of 1968, as amended, authorized providing flood insurance on a national basis by a joint program with the Federal government and the private sector insurance industry. Until December 31, 1977, flood insurance was provided by a joint government/industry program. On January 1, 1978, the Federal Government assumed full responsibility for operating the program. FEMA established goals of making the NFIP self-supporting for the average loss year and re-involving the private sector in the NFIP. In 1983, the insurance industry was re-involved with the initiation of the Write-Your-Own program and since 1988, the program has been self-supporting for the historical average loss year. Along with these efforts, rates may be adjusted periodically to more closely reflect the actual risk.
 - a. Coverage. All existing buildings and their contents in communities where flood insurance is available, through either the Emergency or the Regular Program, are eligible for a first layer of coverage at subsidized premium rates. In Regular Program communities, a second layer of flood insurance coverage is available at actuarial rates on all properties, and full actuarial rates for both layers apply to all new construction or substantial improvements located in special flood hazard areas. A new actuarial rating system for construction in coastal high hazard areas commencing on or after October 1, 1981, was introduced.

Coverage is available for residential properties, business properties, churches, agricultural properties, properties occupied by private nonprofit organizations, and properties owned by local and State governments and agencies thereof. Only buildings and their contents are eligible for coverage.
 - b. Subsidized Premium Rates. The National Flood Insurance Act provides for the establishment of "chargeable" or subsidized premium rates designed to encourage the sale of flood insurance at less than full actuarial levels. These rates were increased for the first time during 1982. The 1973 Act provides that all flood insurance may be written at subsidized rates on construction in participating communities until December 31, 1974, or until the effective date of the Flood Insurance Rate Map (FIRM) with 100-year flood elevation data, whichever is later. Subsequent new construction and additional limits of coverage for existing construction are eligible for flood insurance only at actuarial rates.

The following table shows the current subsidized premium rates available under the Emergency Program and first layer coverage under the Regular Program:

LIMITS OF COVERAGE AND SUBSIDIZED RATES
(Per Unit)

TYPE OF STRUCTURE	STRUCTURE COVERAGE	RATE a/	CONTENTS COVERAGE	RATE a/
Single-family residential.....	\$ 35,000	\$0.55	\$ 10,000	\$0.65
Hawaii, Alaska, Guam, U.S., Virgin Islands.....	50,000	0.55	...	...
All other residential.....	100,000	0.55	10,000	0.65
Hawaii, Alaska, Guam, U.S., Virgin Islands.....	150,000	0.55	...	...
All non-residential b/.....	100,000	0.65	100,000	1.30

a/ Rates per \$100 of coverage.

b/ Includes hotels and motels with occupancy of less than six months.

- c. Actuarial Rates. Studies and investigations of specific areas to determine flood risk are carried out in conjunction with several Federal agencies including the U.S. Army Corps of Engineers as well as State and local agencies, and private engineering firms. These studies establish risk zones and flood elevations which determine the appropriate actuarial rate to be charged. The full risk premium rates (i.e., actuarial rates), besides reflecting the expected annual damage, take into account all costs related to providing flood insurance.

Some sparsely populated special flood hazard areas, however, as well as flood risk zones outside the special flood hazard areas, do not warrant detailed studies to determine elevations. In these areas, actuarial zone rates, which establish rates by building type and occupancy but not elevation, are used. The rating of actuarial policies has been simplified to reduce the number of risk zones from 68 to 8.

- d. Staffing. Since 1987, the staff to support the insurance operations and flood plain management of the NFIP have been funded through a transfer of unobligated balance from the National Flood Insurance Fund (NFIF) to the FEMA Salaries and Expenses Appropriation. For 1991 and 1992, FEMA is also proposing that all administrative costs for this program be funded by reimbursing the Salaries and Expenses appropriation from the NFIF. As directed by the Omnibus Budget Reconciliation Act of 1990, these costs will be borne by the policyholders.
- e. Program Financing. The instrument through which the Federal government fulfills its financial responsibilities is the National Flood Insurance Fund, which is financed by premium income, appropriations,

and Treasury borrowings. The Director is authorized to borrow \$500 million from the Treasury with an additional \$500 million available with approval of the President and notification to Congress. Even though there were no Congressional prohibitions on rate increases, no rate increases were implemented in fiscal years 1989 and 1990 because the program had already achieved the Administration's goal of being self-supporting for the historical average loss year. For 1991, a \$25 policyholder service fee, as required by the Omnibus Budget Reconciliation Act of 1990, will be implemented to cover administrative and floodplain management expenses. In addition, other rating changes will be implemented. The impact of these changes will be equivalent to a 12 percent rate increase. In 1992, changes in deductibles and rating will be equivalent to a 2 percent rate increase. With the extension of the erosion provision of P.L. 100-242 until September 30, 1995, rate levels will be adjusted to account for the additional benefit. FEMA is currently reviewing experience under the program and plans to put new rates in place by 1993.

NATIONAL FLOOD INSURANCE FUND
Financial Transactions
(Dollars in Thousands)

	CUMULATIVE 9/30/89	1990 Actual	1991 Estimate	1992 Estimate
Number of Policies in Force.....	2,200,750	2,378,285	2,497,199	2,622,059
Amount of Insurance in Force.....	\$179,328,117	\$203,449,685	\$220,030,701	\$237,962,342
Program Costs, Funded:				
Agents Commissions and Taxes.....	430,653	15,846	16,236	17,020
Operating Expenses.....	401,188	29,631	30,000	32,000
Community Rating System.....	...	...	...	4,000
WYO Expense Allowance (1).....	<u>179,080</u>	<u>150,045</u>	<u>165,865</u>	<u>191,256</u>
Total Underwriting.....	1,210,921	195,522	212,101	244,276
Loss and Adjustment	3,407,034	320,075	430,995	459,019
Interest on Treasury Borrowing	207,901	1,586	...	...
Adjustment to Prior Years.....	65,719	...	...	...
Deferred Commissions.....	7,351	...	...	...
Depreciation Expense.....	<u>7,930</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Cost, Insurance Activities	4,906,856	517,183	643,096	703,295
Flood Insurance and Mitigation Program Expenses.....	...	...	57,101	57,897
Changes in Selected Resources.....	<u>7,808</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	4,914,664	517,183	700,197	761,192
Offsetting Collections, Received	-4,044,953	-588,774	-715,258	-799,604
Investment Income.....	<u>-114,514</u>	<u>-46,064</u>	<u>-27,682</u>	<u>-28,096</u>
Budget Authority.....	755,197	-117,655	-42,743	-66,508
Cumulative Budget Authority (Net Federal Subsidy).....	-755,197	-710,825	-668,082	-601,574
Cumulative Transfer Unobligated Bal (2)....	-209,188	-256,681	-256,681	-256,681
Cumulative Adjustments.....	-73,283	...	...	...
Cumulative Appropriation.....	<u>1,204,130</u>	<u>1,204,130</u>	<u>1,204,130</u>	<u>1,204,130</u>
Unobligated Balance, End of Year.....	166,462	236,624	279,367	-345,875

(1) Represents funds retained by private insurance companies participating in the Write-Your-Own Program for writing and servicing flood insurance policies.

(2) Flood Plain Management activities and Salaries and Expenses for Insurance Activities and Flood Plain Management are funded through a transfer of unobligated balance from the National Flood Insurance Fund.

3. 1990 Accomplishments. No rate increase was required because the program achieved its goal of being self-supporting for the historical average loss year. The Write-Your-Own Program, whereby private insurers write and service flood insurance policies under their own names on a non-risk bearing basis, entered its seventh full year of operation in 1990. This program also allows the NFIP to utilize these insurers' existing policy bases to increase market penetration. By the end of the fiscal year, over 80 companies were actively writing in the program, with approximately 77% of the NFIP's policy base, representing over 1,800,000 policies. In addition, the following were accomplished:
- o Worked with the Insurance Activities staff to develop a comprehensive marketing plan for all NFIP marketing activities.
 - o Completed the core of the enhanced actuarial information system.
 - o Successfully implemented the Single Adjuster Program with Write-Your-Own companies and the South Carolina Wind Plan in handling hurricane Hugo losses. Due to the volume of claims filed, this was the biggest test and application of the Single Adjuster Program to date.
 - o An independent audit of the program's financial statements for the years 1986 through 1989, including Write-Your-Own operations, was completed and resulted in an unqualified opinion by the accounting firm of Deloitte Touche.
 - o Conducted 75 workshops attended by over 1,300 state and community officials in anticipation of receiving applications under the Community Rating System.
4. Changes from the 1991 Estimates. Projected increase in premium income results in outlays that are less than anticipated. In addition, starting in 1991, outlays for reimbursements to the Emergency Management Planning and Assistance and Salaries and Expenses appropriations are scored against the National Flood Insurance Fund.

(Dollars in Thousands)

	1990 <u>Actual</u>	1991 <u>Request</u>	1991 <u>Current Estimate</u>	1992 <u>Request</u>	Increase/ <u>Decrease</u>
Policies in Force, End of Year:					
Number.....	2,378,285	2,426,327	2,497,199	2,622,059	124,860
Amount.....	\$203,449,685	\$205,696,742	\$220,030,701	\$237,962,342	\$17,093,564
Flood Insurance Claims (amount) ..	320,075	324,397	430,995	459,019	23,204
Insurance Underwriting Expense...	195,522	215,472	212,101	244,276	47,247
Premium Income.....	597,761	675,039	714,258	799,604	85,346
Budget Authority (appropriation) ..	...	...	...	...	...
Budget Outlays.....	-163,285	-160,349	-46,001	-61,024	-15,023

5. 1991 Program. In 1991 FEMA will:

- o Implement a policyholder service fee and other rating changes.
- o Further develop the actuarial system to provide data for other research needs.
- o In conjunction with Insurance Activities staff, work with WYO companies, agents, and lenders to develop sound approaches to effectively market the flood insurance program.
- o Conduct workshops for agents and lenders throughout the country to increase awareness of the NFIP.
- o Continue the claims reinspection program to ensure the proper adjustment and payment of claims.
- o Continue using claims coordinating offices in coastal areas following hurricanes to coordinate the activities of WYO companies, the NFIP, and coastal windstorm associations to assure the efficient adjustment of losses and prevent duplicate assignment of losses.
- o Implement the Community Rating System.

6. 1992 Program. FEMA will continue to service policyholders, utilizing the insurance component of the NFIP to further the goal of reducing flood damage. The program will be self-supporting for the historical average loss year. Changes in deductibles and rating will be implemented. Efforts at involving the private insurance industry more directly in the NFIP will continue. FEMA will also do the following:

- o Utilize the results of the WYO program evaluation to reduce the cost of the WYO program and improve its effectiveness in achieving the NFIP's goals.
- o Continue the operation of the Community Rating System.
- o Continue to work with the WYO companies, agents, and lenders to market the flood insurance program.
- o Conduct workshops for agents and lenders throughout the country to increase awareness of the NFIP.
- o Continue the claims reinspection program to ensure the proper adjustment and payment of claims.
- o Continue using claims coordinating offices in coastal areas following hurricanes to coordinate the claims activities of WYO companies, the NFIP, and coastal windstorm associations to assure the efficient adjustment of losses and prevent duplicate assignment of losses.

7. Outyear Implications. The projections for making the program self-supporting for the historical average loss year assume no borrowing authority will be required for each year through 1996.
8. Advisory and Assistance Services. None.

THURSDAY, APRIL 11, 1991.

NATIONAL INSTITUTE OF BUILDING SCIENCES

WITNESSES

WILLIAM KING, CHAIRMAN, BOARD OF DIRECTORS

ROBERT GIBSON, VICE CHAIRMAN, BOARD OF DIRECTORS

DAVID HARRIS, PRESIDENT

JOHN LLOYD, CONTROLLER

Mr. TRAXLER. We want to welcome the National Institute of Building Sciences.

Maybe, Mr. Harris, you would like to introduce the witnesses at the table.

Mr. HARRIS are you going to be spokesman today?

Mr. HARRIS. Mr. King is going to start.

Mr. TRAXLER. Who will introduce the other two distinguished gentlemen?

Mr. KING. I will.

On my left is our Vice Chairman, Bob Gibson; and on our far right is John Lloyd, the Institute Controller.

OPENING REMARKS BY CHAIRMAN TRAXLER

Mr. TRAXLER. My recollection is that we didn't do too well last year. We had some problems, but we tried to be helpful.

Mr. KING. Yes.

Mr. TRAXLER. I believe you got zeroed out in the end. We are going to try to do better this year, but let's see.

The legislation creating NIBS in 1974 intended that after a short period of Federal support, NIBS would become financially self-sufficient through contract revenues and grants from the public and private sectors.

In the 1990 appropriations bill, the conferees agreed that further funding would not be considered unless the funds were authorized in legislation.

While we were preparing the 1991 appropriations bill, there was no legislation in place. Therefore, in fiscal year 1991, as I stated earlier, there was no money appropriated for NIBS.

However, late last year, you were re-authorized in the National Affordable Housing Act of 1990 and the authorized appropriation level for the Institute in fiscal year 1992 is \$534,000.

We want to welcome you to this year's hearing. We will put your statement in its entirety in the record. You may proceed.

OPENING COMMENTS BY MR. KING

Mr. KING. I have a few remarks, and I would like to have our President, David Harris, talk more about what we would do with the funds we hope to receive from the Congress this year.

I do appreciate your meeting with us. I know on the scale of agency programs you deal with, we are small so I appreciate your valuable time.

Mr. TRAXLER. We think you are vital.

Mr. KING. We have been working with your guidance to solve our long range financial problem which we feel will only be solved if we can maintain some degree of Federal funding and that to be augmented by private funds from building product manufacturers, associations, and all other interested parties in the construction field.

We have worked very hard at this over the last 12 months. Unfortunately, the change in the economy has caused us serious problems and also, as you probably do not have to hear from me, all the building related parts of our membership have been very adversely affected by the recession. Many of them so severely that there is no opportunity for contributions to NIBS this year.

That has also hurt us in another way in the sense that our largest source of operating funds generally comes from contracts from Federal Government agencies and Federal construction activity has been greatly reduced the last 12 months.

So the opportunity for us to get funding for projects from HUD or GSA or other government agencies has been reduced.

We are still committed to the program of seeking a balance in these funds. We are optimistic that the recession will not be long.

We are starting to see some encouraging things in housing. I think they will take some time to reach fruition, but we are hopeful that our opportunity to raise private contributions will increase substantially by the end of this year and on into 1992.

The other thing we are doing with your guidance is working with the Senate. We feel we have developed a much better understanding in the Senate today of what the Institute does and its importance. And we are hoping to be able to turn that in to really strong support.

So with that, I would like to turn things over to David to talk about what we would spend the funds which we hope to get from the Congress. These are our priorities.

David.

Mr. HARRIS. Thanks, Bill.

NIBS' RELATIONSHIP TO FEDERAL AGENCIES

Mr. Chairman, Mr. Green, in addition to discussing the benefits derived from federally appropriated funds for NIBS, we also feel this is a very important and useful opportunity to communicate on issues that are related to your responsibilities with agencies of the federal government, FEMA, HUD, EPA, CPSC, and others that have responsibilities for issues in which we have a very strong interest.

The building community and all construction sectors together comprise about a \$500 billion annual industry. While not a large

organization, NIBS is the only organization that is established to independently address the issues of building regulation and building technology.

I stress the word "independently," because it is NIBS autonomy that makes it able to address these issues in a way that will result in meaningful contributions.

NIBS is responsible not only for regulatory and technological issues in support of Federal agencies' programs but also to provide a good source of information on these subjects to the private sector.

We work diligently to avoid any appearance of serving two masters, because in fact when we do the job right, it meets both of those objectives without conflict.

With the modest funding we seek of \$500,000 or so, there are many issues that we could address. In the time available, I would like to cite a few examples that I think are extremely important and broad based, necessitating that all sectors work cooperatively to achieve progress.

METRIC MEASUREMENT IN CONSTRUCTION

Metriation is a uniquely difficult issue to the United States, because we have such an investment in the inch-pound system. Yet change is destined because virtually all other countries have either for a long period used the metric system or have converted to it.

Material producers, investments, and costly equipment such as structural steel fabricating machinery and the extensive training of labor, design professionals and others in the construction industry will require a well planned and carefully executed long-term program.

If we ever faced an issue that has all the classic technical and regulatory aspects and complications, this is it.

It is also essential that the public and private sectors proceed on this in step. But nobody wants to pay for this coordination.

But if we don't pay for it, and soon, we won't be able to compete internationally on a successful basis.

ACCESSIBILITY FOR THE DISABLED

Last July the Americans with Disabilities Act was signed into law. That law requires the Architectural and Transportation Barriers Compliance Board and Department of Justice to regulate and enforce that law.

Everyone acknowledges that this law is extremely worthwhile, and its intent is noble; but in order to bring about its goals, the setting of specific standards and regulations and an enforcement program are needed so it can be carefully coordinated with other building regulations, laws, and enforcement programs.

In this regard, NIBS can help solve these problems and reach these objectives very efficiently, where Federal agencies have difficulty due to the Administrative Procedures Act and in some cases, their unfamiliarity with the building process because they don't deal with it every day.

The Code of Federal Regulations and the U.S. Code are not documents that are found on every design professional's desk across the country or on the desks of contractors and building developers.

Thus an effective method with which to disseminate the requirements for this law is not readily available, nor is there an enforcement process. The Department of Justice really isn't positioned to have a plan review and inspection process across this country.

The good news is this needed infrastructure is already in place. The voluntary consensus accessibility standard is now being revised. With proper coordination it can meet the intent of the ADA and can be incorporated in the Nation's model building codes. These documents are on the shelves of designers across the country.

Finally, the network of state and local code authorities, which exists in every state, county and city across the country can enforce the ADA as part of all their other building responsibilities by meshing this requirement with fire safety, structural safety and other requirements that they routinely handle as a part of their overall responsibilities.

Last September we held a symposium on this issue to increase the awareness of this new law. It was very helpful in acquainting many of the sectors of the building community that didn't know the new law existed as to what their responsibilities would be.

It was also useful in explaining to the Department of Justice and the Access Board the difficulty of coordinating all their responsibilities in the area of technical standards and enforcement, so the law and regulations work well. We need to continue this kind of modest effort. And, we need to do it now because the law's regulations are due to be issued this year.

LEAD-BASED PAINT

In 1987, NIBS formed a task force to study the lead-based paint hazard issue to determine the extent of the problem and recommend actions.

To do this, we involved many of the Nation's pioneers in the issue. We conducted this with funds that were provided through the appropriations, and it cost about \$38,000 to hold this conference and issue the resulting report.

Given the potential future cost of the lead-based paint problem—HUD indicates it will be about \$500 billion in its recently issued Comprehensible and Workable Plan—that may have been the most effective use of dollars yet on this issue, but only if its findings are effectively used by HUD, OSHA, and EPA and the many involved private sector organizations.

In our written testimony, we cite the benefits of guide specifications for helping to solve this issue. Yet we are perplexed that both HUD and EPA have not responded to our request for funding for this effort.

The recent death of a homeless Wisconsin child due to lead-based paint poisoning underscored the seriousness of this problem.

In addition, there is an earnest need for additional research to develop better techniques to reduce lead health hazards in private homes, especially those being remodeled.

The Nation's remodeling industry constitutes a living laboratory that I believe is willing and able to cooperate with the Federal agencies to develop and assess new, safe and cost-effective technol-

ogies, but little seems to be getting done currently. I believe this is a serious concern.

RADON

Another issue in the environmental category is Radon, but before Radon can be effectively managed through the building regulatory process, there are three questions that have to be answered.

First, an agreed upon health safety level is needed.

Second, many of the techniques that have been identified through the research that has been conducted need to be further tested, especially in specific building construction types in order to make sure we know enough about these techniques to use them as a basis for regulation.

Third, the responsibilities of the involved parties have to be established. These include building owners, testing agencies, product manufacturers, designers, contractors and regulators. Generally, the same entities that need to be involved in any technological and regulatory related building issue.

NIBS ability to bring all these entities together to identify the concerns, to make sure the solutions are not going to cause problems in other performance needs of buildings and their components is essential.

EPA has done a good job on conducting an extensive research effort, and they have had a good outreach program to deal with other organizations.

But there seems to be an effort that many believe is moving a little too fast. We all want to avoid building a house of cards.

EVALUATING BUILDING PRODUCTS

Product evaluation involves a lengthy process of identifying and assessing all potential problems that might be attendant to a new technology which hasn't had the opportunity to withstand the test of time.

Fire retardant treated plywood was developed to save money. Yet the billions of dollars that it will cost us could have been prevented if we had in place a more thorough program to identify the performance requirements of new products under all reasonable conditions and evaluate them more thoroughly.

The new responsibilities assigned to NIBS in the 1990 Housing Bill to establish the Advanced Building Technology Program are intended to address this need.

Since this program was initiated by the Senate, we are working with its sponsors to find the most appropriate way to implement this program, including the extent and the sources of funds that will be needed to carry out an effective program.

NIBS' SUPPORT FOR FEDERAL AGENCIES

One of the best values of NIBS is its ability to provide needed support to Federal agencies, those with construction related programs. This was recommended in the authorizing legislation in 1974.

To do this we bring the Nation's best sources of knowledge and experience together to identify the issues, clearly understand the

problems associated with them, and plan and implement achievable solutions.

Then we need to update the efforts based on the continuing stream of new knowledge. No single organization can do this all by itself. Coordination is needed.

We believe the Institute's role is to provide such coordination and conduct research that involves all of the sectors involved, both in the near and long terms.

NIBS' PLANNING ACTIVITIES

Speaking of near and long term, the Institute has recently initiated an effective planning program which was our volunteer process to solicit information on current and emerging issues so we can identify those issues far enough in advance to find effective solutions before they are emerged in conflict.

We need to communicate those needs to the Congress and the Administration, and to communicate them to and get feedback from the building community.

If these functions assigned by the Congress in 1974 aren't carried out, everyone in the Nation will suffer.

That concludes my prepared statement. We will be pleased to respond to any questions you have.

[The information follows:]

**TESTIMONY
OF THE
NATIONAL INSTITUTE OF BUILDING SCIENCES**

before the

**SUBCOMMITTEE ON VA, HUD AND INDEPENDENT AGENCIES
COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES**

APRIL 11, 1991

Chairman Traxler and members of the Subcommittee I am William King, chairman of the board of directors of the National Institute of Building Sciences (NIBS). With me today are Robert Gibson, the vice chairman, David Harris, the president; and John Lloyd, the controller. We are pleased to have the opportunity to testify before your Subcommittee today.

We have delivered to the Subcommittee our financial statements for the fiscal year ended September 30, 1990, our FY-91 budget, other financial information, and copies of our written testimony which covers in detail the projects and programs we conducted this past year and a Programs and Projects summary describing work recently completed and presently underway.

BACKGROUND ABOUT THE INSTITUTE

The 1968 report of the President's Commission on Urban Problems recommended the creation of the National Institute of Building Sciences (NIBS) to help resolve national concerns related to the evaluation, use and regulation of existing and new building and housing technology. In 1974 the Congress responded to the Commission's recommendations by passing Public Law 93-383, which authorized the Institute's formation.

NIBS' board of directors, in response to P.L. 93-383 established the following concise mission statement for the Institute:

The National Institute of Building Sciences serves the public interest by promoting a more rational regulatory environment for the building community, by facilitating the introduction of new and innovative technology, and by disseminating nationally-recognized technical information.

These fundamental tasks are accomplished by recommending and coordinating legislative, regulatory, and standards initiatives; initiating programs to facilitate the development and use of technical criteria with which to evaluate building performance; encouraging the appraisal and acceptance of new building products, methods, and technology; by conducting needed and related investigations; and by promoting and carrying out information and technology transfer programs.

To fulfill these objectives, the Institute, a private, nonprofit organization, utilizes its unique capabilities to be an objective interface between the government and the private sector, and to provide a balanced and representative national voluntary forum within which to assemble the nation's knowledgeable and experienced practitioners to identify, study, and resolve building and housing issues in the national interest.

Congress found that "the lack of an authoritative national source to make findings and to advise both the public and private sectors of the economy with respect to the use of building science and technology in achieving nationally acceptable standards and other technical provisions for use in federal, state and local housing and building regulations is an obstacle to efforts by and imposes severe burdens upon all those who procure, design, construct, use, operate, maintain, and retire physical facilities, and frequently results in the failure to take full advantage of new and useful developments in technology which could improve our living environment... (and) that the existence of a single authoritative nationally recognized institution to provide for the evaluation of new technology could facilitate introduction of such innovations and their acceptance at the federal, state and local levels."

The challenge Congress assigned the Institute is acknowledged to be exceedingly difficult. The Institute's founding board and subsequent boards recognize this assignment involves bringing together the many disparate sectors of the building community, as it is these sectors that must be involved if we are to plan and implement a more rational building regulatory process. NIBS holds no regulatory authority, nor would its chances of success in the long term be enhanced by such a power. Because of the Constitutional structure of the building regulatory process and its well established and evolved organizational activities, NIBS' long term success is dependent on cooperative actions rather than the threat of regulation.

The Institute's board of directors is a voluntary body provided for in the authorizing legislation. For 1991, the board reelected William B. King, director of government relations for Armstrong World Industries, as chairman; Robert C. Gibson, P.E., a past president of the National Society of Professional Engineers, and chairman and chief executive officer of the architectural and engineering firm, Clark, Nexsen, Owen, Barbieri, Gibson, P.C. in Norfolk, Va., to be vice chairman; Dr. Carol B. Meeks, a professor in the College of Family and Consumer Sciences at the University of Georgia, as secretary; and Robert W. Lisle, chairman of Farnham Corporation in Dallas, Texas, as treasurer.

CONSULTATIVE COUNCIL

The Institute's principal link with the building community is its membership arm led by its 36-member Consultative Council. The Council's members are elected for three-year terms by the NIBS' membership-at-large. The membership of the Council is representative of the various interests of the building community and is organized in 12 membership classifications. It is through the Council that balance and representation is established for NIBS' project committees and the consensus process is administered. The Council functions through a committee structure which includes Steering, Operations, and Planning Committees.

MEMBERSHIP

Membership in the Institute remains open to all interested parties as provided in the enabling legislation. The dues and membership structure simplified in 1989 was continued without change in 1990. Membership increased from 655 at the beginning of the fiscal year 1990 to 707 as of October 1990.

THE NEED AND RATIONALE FOR CONGRESSIONAL FUNDING

As one of its most valuable functions, NIBS serves the nation as an impartial interface between the federal government and the private sector. NIBS' Congressional charter requires that it have "no axes to grind" or bias. Impacted elements of the nation's building community, including the consumer, can and are encouraged to make their position or concerns heard. This is very important to federal agencies when its programs are likely to affect large portions of the populace.

The Institute works primarily through committees. These committees, composed of individuals or representatives of organizations possessing demonstrated competence in one or more facets of the subject under investigation and a commitment to assisting in solving the problem at hand, are carefully structured to create and maintain a careful balance among points of view that arise as a result of variety in age, sex, geographic region, sector of employment, ethnicity, and educational background. Since its inception, the Institute has demonstrated its ability to marshal the best talents of the building community to address problems of national significance using a consensus process that ensures all positions or concerns will be heard.

A balanced funding program for the Institute is vital to provide for an adequate base of capital with which to carry out needed programs, and to assure that no single group can dominate or hold undue influence over NIBS' work. This balance assures a free exchange of views between the private and public sectors. In recent years NIBS has effectively used Congressionally appropriated funds to carry out projects of significant

benefit to the public. In fiscal year 1990, the Institute received \$492,000 as direct support on a matching basis against NIBS' private income. The Institute used those funds to conduct or defray the costs of the following programs:

- Conducting a national symposium on Title III, Public Accommodations, of the recently passed Public Law 101-336, the Americans with Disabilities Act (ADA). The purpose of the symposium was to find ways to facilitate the dissemination of accurate information about the ADA, and to provide for the use of the nation's building code and permit process as a practical means to enforce the law;
- Assisting the Environmental Protection Agency to develop criteria to define techniques with which to reduce radon levels in new single-family and other low-rise residential buildings;
- Preparing an approach with which to develop guide specifications for the testing, abatement, clean-up, and disposal of lead-based paint in homes and buildings;
- Developing a long term planning process through which to identify and conduct continuing improvements in the building regulatory and technological assessment process;
- Continuing the development of a consensus based design guide on air infiltration and heat and moisture transfer control for the Public Buildings Service of the General Services Administration;
- Commencing a study to compare the provisions of the Life Safety Code and the three model building codes, to determine the extent of substantive technical differences which may lead to duplication, overlap, and conflict in standards governing health care facilities;
- Adding new sections on the abatement of non-friable asbestos containing building materials to the Institute's Asbestos Abatement Guide Specifications and improving the document's introduction;
- Hosting a round table to plan and coordinate appropriate national initiatives to insure the nation maintains a leadership role in the international arena with respect to building and construction standards, product testing, and certification;

- Adding new features to NIBS' Construction Criteria Base, increasing the content on the system to 400,000 pages of technical criteria, and increasing the voluntary involvement to more than 100 public and private organizations which produce building criteria;
- Completing and publishing a Land-Use Regulations Handbook for use by the non-technical individuals involved in the land-use and zoning processes at the local level to improve the understanding and use of innovative land use techniques to facilitate increased use of sound environmental methods, conserve land resources, and reduce the cost of residential construction; and
- Supporting the work of the Building Thermal Envelope Coordinating Council and the Wood Protection Council, separate councils which operate under NIBS' auspices.

Since several of these programs are multi-year efforts, additional funds will be needed to complete them and realize meaningful benefits. The lack of continued funding during 1991 has already hampered progress on some of these programs.

The Institute and its members appreciate Congress' support in past years and respectfully ask for reinstatement of these funds at the same levels in fiscal year 1992 and action to provide funding in equal amounts for the remainder of fiscal year 1991. Now that authorizing legislation is in place, new responsibilities are assigned to the Institute, and more severe pressures have been placed on the building community as a result of the recession which as is typically the case, is more severely impacting the building community than other segments of the economy.

The Congress, in the 1990 National Affordable Housing Act, assigned NIBS new responsibilities to establish the Advanced Building Technology Program. This program has great potential to become an innovative mechanism with which to identify, evaluate and utilize new building technologies in federal government programs and in the private sector. Such programs are in use in foreign countries and could enable the United States to create an excellent avenue with which to foster the development and use of innovative building and housing technology. However, such a program cannot be developed without adequate resources. Further, the bill contains limited incentives for federal agencies to take part in the program. Without active participation by agencies with active construction programs, there will be little progress. In order to begin the program, several issues must be addressed:

- Relationship with NIBS--As a Council established within NIBS, its responsibilities and obligations need to be clearly defined, and an organizational structure for the Council needs to be selected. The decision regarding the organizational structure will serve as the basis for defining

the relationship with regard to technical independence, financial accountability, management, operational procedures, and legal liabilities.

- **Council Membership--Guidelines** should be developed to assist the Secretary of HUD in choosing members of the Council. Members of the Council should be industry leaders to provide expertise on the introduction, use, and evaluation of new technologies. The guidelines would address such things as the level of expertise, industry leadership qualifications, segments of industry to be represented, time and financial commitments for members, and other issues such as potential conflicts of interest.
- **Federal Participation--The Federal construction agencies ability and willingness to use the new technology is critical to the program.** A methodology, procedures, and organizational structure needs to be developed to maximize participation by the various Federal agencies involved in design and construction.
- **Operational Considerations--Operational procedures for identifying, analyzing, evaluating, and approving building technologies need to be established.** Demonstration programs for new technologies and information management systems need to be outlined. Based on the development of operating procedures, a staffing plan should be prepared. From the above organizational base, initial start-up and annual operating budgets can be developed.

The Cranston-Gonzalez National Affordable Housing Act includes a number of other programs with great potential. Public and private cooperative efforts are needed to plan and implement these activities to assure the public and private actions intended by the Congress are implemented in a coordinated and effective manner.

CONSULTATIVE COUNCIL PROGRAMS CARRIED OUT DURING 1990

ASBESTOS IN BUILDINGS

The federal government has determined that breathing airborne asbestos fibers constitute a health risk. It emphasizes that asbestos-containing building materials, in good condition and undisturbed, are not necessarily a health hazard. As a result, the need for practical technical guidance on how to properly deal with potential health problems of asbestos in buildings has grown dramatically.

The extensive amount of information concerning asbestos reaching the public resulted in a period of fear by the public that removal of all asbestos was warranted, indeed necessary. More recently, new views on this position have

undergone extensive discussion among the health science community and the federal government now supports management of stable asbestos-containing materials in place as the preferred action.

NIBS' guide, Asbestos Abatement and Management in Buildings: Model Guide Specifications, provided pragmatic technical information to help those in the housing and building industry objectively deal with the problem. Originally published in 1986, it remains one of the most widely used technical documents on abatement and maintenance and repair of asbestos-containing materials in buildings. In addition to its use by designers, environmental consultants, building owners and others, it is used as a text for many training courses.

The 1988 edition of the guide incorporated requirements resulting from new federal regulations and provisions for new products, equipment and procedures, and refinements in existing practices for asbestos abatement, maintenance and repair. Several thousand copies of this edition have been disseminated. Additional work was performed in 1990 to develop sections on non-friable asbestos-containing materials like flooring, roofing shingles, and exterior siding. These sections and a new introduction are now undergoing review and will be published soon.

The Institute, in cooperation with the Environmental Protection Agency, is beginning the development of a technical procedures manual for managing asbestos-containing materials in buildings. The guide will provide detailed step-by-step procedures for individuals responsible to manage buildings as well as employees or contractors actually conducting the work. One of the new manual's objectives is to protect workers, which due to their work assignments, are more likely to come in frequent contact with asbestos-containing building materials.

LEAD-BASED PAINT

The Comprehensive and Workable Plan for the Abatement of Lead-Based Paint in Privately Owned Housing, released last year by HUD, estimates that lead-based paint exists in 57 million of the nation's homes. Lead-based paint health hazards in housing, although first discovered nearly a century ago, have been virtually unaddressed until recently. The U.S. government banned the use of lead in paints used for residential purposes in the 1970s. But before that lead-based paint was widely used in home construction and maintenance.

Health scientists agree that lead causes serious toxic effects in the human body. Those most at risk from the consequences of exposure to lead are infants and children under the age of seven, and unborn children affected through their mothers' exposure to lead. Studies indicate that excessive levels of lead in the bloodstream can hamper a child's mental and physical development, resulting in

such side effects as lower intelligence, slower physical reaction times, and a shortened attention span. In extremely severe exposures, convulsions, comas and death have been known to occur. Between 1976 and 1980, more than 780,000 American preschool children had excessive levels of lead in their blood, according to the American Academy of Pediatrics. In middle aged males, recent studies have indicated an association between blood-lead levels and increased blood pressure.

Today, lead-containing paint, water, soil and dust are believed to be the major sources of lead contaminants. Typically, in a housing unit, the primary manner in which lead enters the human body is believed to be through dust particles containing lead which fall on window sills and throughout the house. The dust is then picked up on the fingers and ingested, especially by young children--those most at risk.

Federal attention to this problem goes back to 1971, when Congress passed the Lead-Based Paint Poisoning Prevention Act (LBPPPA), thereby prohibiting the use of lead-based paint (LBP) in residential structures constructed or rehabilitated by the federal government or with federal assistance. Subsequent amendments to the LBPPPA directed the federal government to establish procedures to eliminate LBP poisoning in housing constructed before 1950, covered by mortgage insurance or housing assistance payments.

NIBS' efforts to address the lead-based paint issue began in 1987, when it convened a task force to define the current issues and recommend appropriate action. The task force outlined numerous recommendations. One was a call for the development of technical guidelines for abating the LBP hazard.

In late 1988 and early 1989, NIBS, under contract to HUD, drafted technical guidelines for the testing, abatement, clean-up and disposal of LBP during an intensive six-month program. These guidelines were developed by a project committee using NIBS' consensus process. NIBS' committee was comprised of some of the nation's leading experts on lead-based paint. The committee also included those who would need the guidance--designers, housing remodelers, contractors, testing agents and owners to insure the guide contained the information needed.

The 72-member project committee oversaw the production of a technical guide which prescribed current methods used to 1) test for lead in paint, 2) abate various types of LBP-containing surfaces and surface conditions, 3) protect workers and building residents, 4) clean-up lead-contaminated residue, and 5) properly dispose of resulting waste. In March 1989, the final 238-page document, entitled Lead-Based Paint Testing, Abatement, Cleanup and Disposal Guidelines, was submitted to HUD. HUD requested that NIBS not release this Guide to the

public in order to avoid potential technical conflicts with its forthcoming guide. The NIBS Guide, was used by HUD to develop its September 1990 document, Lead-Based Paint: Interim Guidelines for Hazard Identification and Abatement in Public and Indian Housing.

The lead-based paint problem suffers from the lack of definitive health standards for worker protection, ambient air borne and dust levels in occupied "being remodeled" dwelling units, and clearance levels of lead-bearing dust in abated units. Although OSHA is working on the worker protection standard, it is recommended the federal government address the latter need as soon as possible.

As useful as the long awaited HUD Interim Guide is, it is not intended to, and cannot serve as a direct tool to design professionals and contractors to define the scope and responsibilities of parties to lead-based paint testing and abatement contracts for an individual home or multi-unit housing authorities. NIBS' asbestos abatement guide specifications have ably served this need for asbestos and have been used as an excellent training tool as well. We are aware of problems in the field where bids for lead abatement projects have ranges that leave owners in the dilemma of not which contractor to hire, but whether to award a contract at all. For example, in one project, bids ranged from \$7,000 to \$120,000. The reason for this tragic and completely unacceptable range of bids--poor specifications.

If one assumes that five billion dollars were to be spent annually on lead-based paint testing and abatement in this country, and no comprehensive procurement guide to aid the purchase of the services were available, the impact of the example noted above would be a horrible and unnecessary result. If a guide specification accompanied by proper training would save just ten percent (a conservative estimate) of this cost \$500 million would be saved each year. Clearly, this savings more than justifies the estimated \$170,000 cost to develop the guide specifications.

HUD and EPA are the primary federal agencies with funds and responsibilities for this issue. The Institute's request to these agencies to fund the development of a guide specification for testing and abatement of lead-based paint in buildings has not yet been accepted. While they describe their budgets as spare, some funds are available. If practical tools like guide specifications, a tool available for virtually all other construction activities, aren't made available to the industry expected to provide the services already determined to be needed by the Congress, and estimated by HUD to be as much as \$500 billion, the potential exists for HUD's Comprehensive Modernization Program and private home remodeling markets to become mired in lead hazard related litigation. As serious as that problem may be, the potential harm to the nation's children if lead-based paint testing and abatement work is improperly conducted, could be even more tragic.

GSA TECHNOLOGY AND INFORMATION TRANSFER

The General Services Administration's Public Buildings Service (PBS) is responsible for more than 200 million square feet of workspace housing nearly one million federal employees. In discharging this responsibility, PBS generates large amounts of technical information, which is used by PBS staff and outside contractors in the planning, design, construction, operation and maintenance of Federal facilities.

One of nine statements included in PBS' January 1990 Strategic Plan asserts that "PBS will take a more active role in adapting new, proven technologies and supporting innovation and research to incorporate changing technological developments in the provision of services to our clients". A specific step toward that objective as identified in the Strategic Plan Statement is to "develop a formal system for translating established research or lessons learned into standards and criteria for direct use by PBS."

The National Institute of Building Sciences was retained to identify the resources that were currently available in the PBS, to determine where improvements in the transfer of technical information were needed, and to develop recommendations for an improved technical information transfer system.

This effort involved identifying and analyzing numerous PBS documents that provide information on new technologies and lessons learned within PBS, PBS' standards and criteria documents that are derived from PBS staff experience. The procedures followed in the development and maintenance of PBS standards and criteria were also studied. Interviews were conducted with PBS Central Office and National Capital Region Office personnel, representatives of other federal agencies, and private organizations responsible for significant facility planning, design, construction, operation and maintenance programs.

The status reports regularly produced by PBS operating units often contain valuable lessons learned and other technical information with a wide range of applications. PBS also develops and promulgates a series of official guidance documents for use by PBS staff members and outside contractors. PBS also uses a number of standards and criteria documents produced by other federal agencies and private organizations.

NIBS found that PBS can make better use of the lessons learned and other technical information included in its survey and reports to update its standards and criteria. This would require a more effective means for compiling and disseminating report documents to the responsible PBS staff, providing suitable personnel and procedures for regularly performing update functions, and

improving the dissemination of revised standards and criteria documents both internally and externally. Other improvements can be made by archiving important survey and report documents for reference purposes, and by making PBS referenced standards and criteria, produced by other organizations, available in a central location.

These and other improvements would be facilitated by utilizing suitable and available automated electronic means for storing and disseminating the documents, particularly where this included appropriate information search and retrieval capabilities to facilitate identification of specific information relevant to the immediate need.

The technology transfer system recommended for use by PBS includes procedures for the generation and archiving of selected PBS surveys and reports on a special PBS Reference Disc, and the updating and dissemination of PBS standards and criteria documents, with other related Federal and industry standard documents, on the existing NIBS Construction Criteria Base compact disc.

The recommended PBS technology transfer system can be implemented over a twelve-month period and benefits will be derived almost immediately.

RADON

The U.S. Environmental Protection Agency (EPA) estimates that from 5,000 to 20,000 lung cancer deaths per year in the U.S. are caused by exposure to radon, a colorless, odorless, tasteless, radioactive gas that occurs naturally in soil, underground water, and outdoor air. According to the EPA, soil gas entering homes through exposed soil in crawl spaces, through cracks and openings in slab-on-grade floors and through below grade walls and floors are the primary radon sources.

Radon levels in homes across the country vary extensively. While many agree that action is needed, concern over unnecessarily increasing the cost of new housing cannot be overlooked. Especially, since the probability that a home will have a radon problem is unlikely and cannot be accurately predicted.

In response to EPA's 1989 request, in 1990 NIBS completed its work to advise the EPA on the development of proposed construction standards and techniques for controlling radon levels in new buildings. Public Law 100-551 required such model standards and techniques to be made available by EPA to the public by June 1, 1990.

Effective radon control in buildings involves modifications to many current building materials, systems and methods. In addition to the radon related role of these components, they also function to meet a host of other needs such as structural integrity, fire safety, moisture control, and ventilation. Thus, it is imperative that modifications in components of a home intended to reduce radon infiltration avoid negative effects on the component's performance for other needs.

Standards and building codes have been developed and refined over the years to respond to these needs. In addressing the radon problem, it is critical to avoid both negating what has been achieved in meeting other building performance needs, and creating conflicts between new and existing provisions. Thus, it is important to integrate the knowledge of radon specialists with experts in other building performance areas.

Under a cost sharing agreement with the EPA, NIBS was first asked to evaluate, and based on the result was then asked to rewrite the EPA's draft document, Model Standards and Techniques for Controlling Radon Levels within New Buildings. To guide this project, NIBS formed a project committee comprised of federal, state and local model code and standards writing organizations, government officials, product manufacturers, design professionals, contractors, builders, and others with experience and interest in radon and related building performance.

NIBS' radon project committee completed its report the content of which is summarized as follows:

- 1) The document contains guidelines applicable to reducing radon levels in new one and two-family dwellings and other residential structures three stories or less in height.
- 2) The guidelines are based on radon mitigation experience in a limited number of existing one and two family residential buildings, a small number of schools and non-residential buildings, and on limited data from new residential construction and evaluation projects. Thus, the document's radon reduction strategies have not been subjected to extensive field testing in new construction, especially in non-residential buildings. Consequently, achieving predictable indoor radon levels in all types of buildings by using these techniques cannot be guaranteed.
- 3) Radon reduction in new buildings constructed on basement and slab-on-grade foundations, can be achieved through the following three-step process:

- a) Implementing techniques designed to minimize flow of radon bearing soil-gas through potential entry routes such as sealing joints, cracks and other penetrations of slabs, floor assemblies and below-grade foundation walls, and providing a soil-gas retarder under floors and on the exterior of below-grade foundation walls.
 - b) Installing an active soil-depressurization system or the roughing-in of components of this system that can be completed and activated at a later date if needed.
 - c) Using techniques to reduce the heat induced "stack" or "chimney" effect in buildings—a common condition that contributes to indoor air pressure levels that are less than soil-gas pressures, thus causing soil-gas to enter the living space. These techniques include closing between-floor air passages, providing make-up air from outside for combustion and air-exhaust devices, and installing energy conservation features that reduce non-required airflow out of the building.
- 4) Two construction options are offered as means of reducing radon in new one and two family dwellings and other residential structures not more than three stories in height.
- a) Option 1 is to incorporate during initial construction all applicable radon-resistant construction techniques.
 - b) Option 2 is to incorporate those radon-resistant construction techniques that cannot be added easily after completion of the building, and to complete a long-term radon test within one year after initial occupancy to assess the performance of the radon control strategies incorporated into the building. These include radon-resistant construction techniques designed to resist radon entry, including a roughed-in soil-depressurization system.

Due to the limited data and experience with the techniques described in the report, several specific recommendations were incorporated. First, it is strongly recommended the document not be used for regulatory purposes. Second, it is recommended the report not be described as a standard because standards are typically adopted for regulatory purposes in building codes, and because of limited research and testing conducted to date on some of the methods outlined in the document. Further, many of the documents referenced have not been accepted in accordance with a recognized consensus process.

Before regulation is warranted two important issues which relate to the cost/benefit relationship of any such standard need to be addressed. First, throughout the country the radon hazard varies in intensity from location to location. Housing affordability concerns suggest that any radon reduction measures only be required within mapped radon hazard areas. In order to properly and accurately map areas, it is necessary to develop consensus based technical mapping criteria. Second, the extent of responsibility of the homebuilder needs to be clearly established before these guidelines can be translated into a standard and incorporated into law, rules or codes. Individual states and localities hold the authority to determine builders' responsibilities for new homes meeting a set radon level.

Future regulatory actions need to be guided by the fact that potential for a radon problem in a given building cannot be predicted. Even in high hazard areas, only a minority of homes may have a problem. Thus, care needs to be taken to impose costs where problems actually exist or are reasonably expected to occur. If this care is not taken, unnecessary costs conservatively estimated at \$500 million or more per year could be imposed on home buyers nationally.

NIBS' Radon Project Committee determined that its document should be a guideline for several other technical reasons. Current scientific data are inconclusive for determining 1) how to ascertain the number of required pipe penetrations per floor area in contact with the ground in designing a subfloor depressurization system; 2) the effects of different kinds of mechanical systems, the effect of spatial configurations and circulatory patterns on house pressurization differentials; 3) testing procedures to ascertain the performance of soil-gas retarders; and, 4) the performance of radon reduction techniques in crawl spaces.

The Institute's technical report was accepted by written ballot using NIBS' consensus procedures.

BUILDING TECHNOLOGY RESEARCH AGENDA

During 1990 NIBS continued its program to support the building related programs at the National Institute of Standards and Technology. NIST's Centers for Building Technology and Fire Research conduct non-proprietary research to benefit the housing and building community. In an effort to assure that the federal funds are wisely invested in activities of most use to the building community, NIBS regularly provides a comprehensive technical research agenda for their work pertaining to housing and building.

The recommendations are developed by NIBS by polling the nation's building community to ask what areas of research are the most important in the four specific areas of fire safety research, building materials, building environment and building structures. The more than 120 recommendations submitted are being refined by the nearly 150 members of NIBS' project committee.

OTHER INSTITUTE PROGRAMS CONDUCTED IN 1990

CONSTRUCTION CRITERIA BASE

The federal government's spends nearly \$40 billion on design and construction annually. The government's requirements to manage this significant program have been governed by a paper based criteria dissemination program, which has, in recent years, staggered under its own increasing weight. In addition to the criteria produced by the nearly two dozen involved federal agencies, other criteria are produced by hundreds of trade associations, professional societies, and codes and standards writing organizations. Many of these documents are required by the federal design and construction process. All together there are over 5,000 separate criteria documents comprising millions of pages.

The agencies' efforts to coordinate these materials, provide efficient and timely dissemination, avoid duplication and conflict, maintain accuracy and currency, and assure proper cross-referencing have become enormously time consuming, extremely costly, and less and less effective. The ability of designers and contractors to have access to all the current materials required is hampered by the diverse number of publishing organizations and the cost and time required to obtain, and keep the information current. Another major problem has been the inability to research and coordinate the vast amount of design and construction information with any degree of timeliness and precision. The voluminous amount of non-integrated information used in design and construction contain numerous conflicts, redundancies and alternatives.

NIBS' Construction Criteria Base (CCB) is a new innovation in the development, distribution, and use of design and construction criteria. CCB grew out of research conducted by NIBS in 1986 and supported by the Department of Defense, the Naval Facilities Engineering Command, and the Army Corps of Engineers who requested NIBS' assistance in seeking a solution of their problem.

CCB continues to use CD-ROM (Compact Disc-Read Only Memory) technology to provide immediate, integrated, and comprehensive access to extraordinary quantities of technical information. Included in CCB are specifications, standards, guidelines, manuals, codes, regulations, cost estimating

data and programs, and other design and construction information from multiple federal sources including NAVFAC, COE, VA, NASA, OSHA, GSA, DOE, and a range of private model building code and standards writing organizations.

NIBS' program provides a unique solution which dramatically improves the accuracy and efficiency associated with the distribution and use of relevant design and construction information while increasing the productive use of the data and minimizing waste, overlap and conflicts during design and construction. NIBS' Construction Criteria Base has grown from a 15,000 page collection of federal guide specifications in 1987 to nearly 250,000 pages of technical criteria a year ago, to about 750,000 pages today. CCB brings most of the technical information needed for nearly all federal construction projects to those who design and construct facilities valued at approximately \$40 billion dollars annually. CCB has become a primary medium to aid the transfer of technology.

Through the use of this state-of-the-art technology, CCB allows for the true integration of these widely dispersed information bases through a well organized system, rapid full text search and retrieval, and data manipulation. In addition, graphics which are contained in the data bases are incorporated in CCB and can be called up to the computer screen for viewing in small and large scale, and for high quality printing.

When it was introduced in 1987, CCB was the first operational CD-ROM system in the construction industry. CCB had approximately 1,100 subscribers in 1990. The program's objectives are to provide a central source of criteria needed for design and construction; provide this source of information at the lowest possible costs in order to increase its dissemination to all sectors of the building community; and to provide state-of-the-art enhancements to increase the usefulness and responsiveness of the information during design and construction.

In 1990, NIBS tripled the amount of criteria on the system, added significantly to the number of federal agencies including information on and using the program, continued the process to add referenced standards from the private sector, included another major model building code system, and improved software features to improve the system's organization and accessibility.

Widely considered a major innovation in the building industry, CCB is revolutionizing the distribution, maintenance, and use of design and construction information and thereby resulting in increased productivity, decreased costs, and a better built environment. This program responds directly to two major parts of the Institute's authorizing legislation: to facilitate the development of new technology and to disseminate technical criteria to the building community. In 1990 the Department of Defense was the recipient Government Computer News' Annual Award for its contributions to CCB.

In 1990 subscriptions for the CCB have increased but not to the extent expected and needed to continue healthy development of the CCB program without the need for outside funds. The Institute's commitment to maintain a system affordable to the nation's design sector which is dominated by small and medium sized firms operating on tight profit margins, the deepening recession, and the moratorium on construction at some federal agencies has slowed sales, thus preventing CCB from providing a significant source of Institute income with which to expand the program and conduct other work of benefit to the public. In an effort to compensate for this and to take advantage of this remarkable technology, NIBS is considering several new CD-ROM products and is pursuing innovative ways to fund their development.

Even though it has achieved dramatic success, the program, compared to its potential, is in its relative infancy compared to traditional methods of information transfer. The program needs the reasonable opportunity to grow without being forced into adulthood prematurely.

ACCESSIBILITY FOR THE DISABLED

In 1990 the Americans With Disabilities Act was signed into law. The intent of Title III, Public Accessibility, to make the built environment accessible to persons with disabilities. There is virtually unanimous agreement among sectors of the building community that the intent of the ADA is worthy. With regard to achieving the law's objectives most also agree that:

- An effective method to disseminate regulations and standards with which to implement the ADA is needed;
- There is a need to develop a process for incorporating the ADA accessibility standards into the nation's existing building regulatory process to ensure effective enforcement;
- Effective methods are needed to update regulations, codes, and standards applicable to the ADA in order to allow the appropriate use of new technology and assure the most efficient and effective response to ADA for the long term.

The law provides for the issuance of regulations by federal agencies and enforcement through Federal courts. The law also allows the Federal government to certify that state and local building codes establish accessibility requirements which meet or exceed the requirements of the law. But, as the law is written there are many opportunities for difficulty. For example, local governments may not ask for their codes to be certified? Many believe there are no incentives for

local jurisdictions to seek certification. Local code authorities and model code organizations may find it necessary to delete disability provisions from their codes in order to avoid conflicts with the ADA and potential liability.

In fact, there is precedent for these concerns. The safety glazing rule CPSC promulgated resulted in chaos when safety glazing provisions were deleted from building codes to avoid duplication of and conflict with the CPSC rule. Without the enforcement process provided by local code authorities, CPSC had no effective method to enforce its rule. Eventually it was withdrawn.

While federal agencies must utilize the prescribed procedures to promulgate rules, the law contains sufficient flexibility to make more appropriate use of the nation's voluntary consensus standards and model codes which have long addressed accessibility for the disabled. From the perspective of the building community—including many federal agency professionals—the potential for achieving timely, cost-effective and cooperative implementation and enforcement of this law is significantly lessened by the proposed rules already issued.

To most effectively implement the ADA it is important to maximize the use of the existing, well organized infrastructure which successfully sets standards and provides enforcement for the multitude of other building health, safety, and general welfare needs. Fire safety; structural integrity against seismic, wind and snow loads; ventilation to provide fresh air; and many other needs are achieved through the nation's voluntary standards and model codes process. Accessibility needs too, can be best achieved through effective use of this system. Although many organizations would have to work together cooperatively to develop and successfully implement the best approach, it will foster the best way, perhaps the only way, to insure a long term answer to making the built environment accessible to all.

FOREIGN INFLUENCES IN THE U.S. BUILDING INDUSTRY

The domestic construction volume in 1989 was almost \$500 billion, nearly 13% of our Gross Domestic Product, not counting production and transportation of construction materials and equipment. Construction employs over 5.5 million people, making it the country's largest single industry.

The public and private sectors of America's housing and building industry spend approximately one twelfth of one percent of their total revenues on research and development. Japan spends approximately two and a half times this amount. It has been reported that in 1989, foreign investors owned 46 percent of the prime commercial real estate in Los Angeles, Calif., 33 percent in Washington, D.C., and 39 percent in Houston, Texas.

In the United States, these facts and figures are generally viewed with a sense of alarm. They are seen as signs that America is losing its world leadership role in design and construction, or that some foreign companies may soon overrun our markets with building products and services. But how justified is this sense of alarm? What does the recent awareness of foreign influences really mean? And, more importantly, what should be done by the public and private sectors to meet these challenges? The answers to such questions are vital to our economy.

The Institute's 1987 foreign influences task force found that this problem was and still is not well understood. The task force's broad approach to the issue addressed six specific areas: research and development, foreign investment, innovation and technology, construction and materials, productivity and quality, and foreign entries into the building industry.

NIBS' 1989 report, "Foreign Influences in the U.S. Building Industry" places the foreign influences issue in perspective with historical and economic trends. Its concluding chapter demonstrates that the issue of foreign influences should be viewed in terms of opportunities to the nation's building industry.

In 1990, the Institute, through a cooperative effort with NIST's Center for Building Technology and Engineering News Record magazine sponsored a national roundtable which examined product approval process, codes and standards, certification, testing procedures, and the licensing of construction and design professionals by the 12 nations of Europe expected to be in effect by 1992.

The conference was initiated to focus national attention on the efforts of the European community to form a unified market unencumbered by regulatory barriers between individual countries. Information brought out during the conference included the following:

1. If the United States expects to have an impact on international standards, more emphasis must be placed on fostering acceptance and use of U.S. standards in foreign countries, especially developing countries.
2. U.S. involvement in the Organization for International Standardization (ISO) must increase significantly. Currently, this country holds the secretariat for only 3 of the 33 construction related ISO technical committees and 43 of 531 technical subcommittees.

3. Most foreign countries subsidize the involvement of their technical experts through government support. As a result, U.S. involvement has considerably less depth of technical capability than the counterpart delegations of much smaller countries.
4. Local code officials in this country need to be able to rely on the testing entities providing information on which approvals are based. If national treaties "require" acceptance of foreign products without such a reliable process, the nation's process to assure building safety could be seriously threatened.
5. Current licensing of design professionals are more stringent in the United States than in many foreign countries. If the nation is required to allow less qualified professionals to practice as a result of international agreements, the country's requirements for experience, education and examination could be inappropriately diluted.
6. Regardless of the specific actions taken by this country, most agreed the federal government and the private sector organizations responsible for aspects of the nation's standards, testing, certification, and licensing need to work together cooperatively and effectively to assure this country isn't left out of these international activities.
7. Because of its unique aspects, solutions to seemingly similar issues confronting other sectors of the nation's economy may not work well, or at all, to resolve international needs in these areas for the building and construction process. Since so many public and private organizations are involved, a focused coordination effort is needed to assure success.

LAND-USE GUIDELINES

While the cost of home construction continues to rise, the cost of the land on which most houses stand is rising even faster. Land costs now represent 25 percent of the total price of a typical single family home in the U.S. In some areas this represents 60 percent. These figures compare to 10 percent in the late 1950s. Growing regulation plays a key role in these cost increases. Restrictions often prevent the developer from making the most efficient use of the land and they reduce the amount of land available.

NIBS' 1987 Land Use Task Force held hearings throughout the U.S. to identify standards, regulations, and methods which reduce costs, and which might be included in guidelines for incorporation into land development codes. The hearings also identified examples of regressive, restrictive and discriminatory practices in the following categories:

- o comprehensive planning and zoning techniques
- o subdivision regulations
- o residential density
- o street and parking
- o municipal finance for infrastructure
- o development of sensitive sites
- o the development approval process
- o water and sewer installations

Members of the volunteer task force from the fields of planning, architecture, engineering and construction, found that considerable amounts of time and money are being lost in private negotiations, planning commission meetings and zoning hearings because current approaches are often outdated, fragmented, and variable, while more innovative approaches are viewed with suspicion because they aren't understood.

Criteria and standards often adopted or continued by communities without consideration of the range of available alternatives and without consideration of the impact of many of the involved costs. The task force heard that city agencies frequently make decisions that simply shift costs to other departments even though it may lead to overall cost increases. They also heard that developers will ask for variances or changes in regulations to accommodate a project, such as cluster developments and zero lot lines, but these options are not incorporated into regulations to benefit future projects.

NIBS' handbook on land use guidelines was published in 1990 and includes chapters on land-development regulations, comprehensive planning, the development review process, residential densities, residential streets, sewer and stormwater management, erosion and sedimentation control, financing infrastructure, designing for sensitive sites, and land-development technology. The document has the potential to bring to the non-technical audience a wealth of knowledge, thus permitting them to do a far more effective job of protecting the environment and fostering affordable residential development.

THE U.S. COURTS DESIGN GUIDE

The facilities of the federal court system, including hundreds of courtrooms and auxiliary spaces, are unable to keep up with the growing number of legal cases, increased security needs, or accommodate modern technology such as lighting, acoustics, electrical equipment, and automation that is increasingly becoming a part of our nation's judicial system.

In 1989, NIBS began a three-year project for the Administrative Office of the U.S. Courts (AOUSC) to evaluate and update the federal criteria used to dictate how courts are designed and built in the U.S. The criteria, published in a document called the U.S. Courts Design Guide, is used by the General Services Administration (GSA) in the design and construction of U.S. Court facilities.

Court officials say the results of the NIBS project will affect each of the nation's 630 court facilities as well as those ready for remodeling and ready to be built. In 1990 and 1991, GSA has budgeted for 42 projects costing \$1.5 million or more each. These include the rehabilitation of existing court facilities and the construction of at least ten new courthouses.

To plan for this effort, the Institute, under contract with the AOUSC, developed a work plan describing the tasks, time schedules and budgets for evaluating criteria for courts facilities.

The work plan consisted of seven phases. Phase I included assembling consultants, developing scopes of work and negotiating contracts. Phase II involved research of courts criteria literature, interviews with departments in AOUSC, Justice Department agencies, and courts personnel, and visits to existing, new and renovated court buildings. Phase III consisted of data analysis. In phase IV, criteria were developed, and in phase V those criteria were reviewed and revised for function and cost. In two phases VI and VII, criteria have been rewritten, reviewed and have now been accepted by the AOUSC Space and Planning Committee and a NIBS advisory group.

In 1989, NIBS performed Phases I and II of the project. NIBS' work was supported by specialty consultants for the overall work and space, furniture and finishes; security equipment; acoustics; mechanical-electrical systems, and automation systems.

Criteria information was developed from studying federal courthouses of different sizes, age, types of tenancy and in more than a dozen geographic locations. In addition, interviews were conducted with numerous court personnel to collect needed data. Data collected in Phase II was used to develop preliminary narrative, and tabulated and graphic information.

NIBS' three-year effort to develop the U.S. Courts Design Guide has progressed to near final stages. The completed draft guide has undergone several iterations of review by U.S. Judicial Conference committee established to perform the primary review function. The final review process and acceptance of the guide is expected to be completed in mid 1991.

COMBUSTION TOXICITY/FIRE HAZARDS

A growing concern of the housing and building community in recent years was the fact that the fire death rate in the U.S. was substantially higher than that of most industrialized nations. Equally upsetting was the fact that toxic smoke was being identified as the principal killer and cause of injury in building fires, particularly residential fires. While per capita deaths due to fire have been on the decline in America, fire deaths attributed to inhalation of toxic smoke remained high, at about 80 percent of all fire related fatalities.

Some believed that a major cause of the U.S. experience was the growing use of man-made materials, especially in the contents of buildings. Others claimed that fires could be adequately controlled through the use of detection and preventive devices. There was confusion stemming from conflicting reports, with no agreement on a course of action. It was also clear that there was no single solution.

For several years, NIBS had followed closely the growing public interest in combustion toxicity of building products and furnishings. In pursuit of its Congressionally authorized role of rationalizing the building regulatory process through the development of performance criteria, the Institute held conferences in 1982 and 1984 in which representatives of some 80 organizations participated. All points of view were brought out in the discussions that took place on use of new techniques, changes in fire death rates and other dynamics of the issue. Conferees concluded that smoke toxicity resulting from fires in buildings was a matter of concern; however, they noted that there was insufficient data on which to base any new form of regulation.

Between 1986 and 1988, the Institute convened a series of three meetings of well informed scientists and fire experts from the public and private sectors to examine the "state-of-the-art" technology in fire and life safety practices. The purpose was to provide an overview of related the issues' complexities and controversies. Current levels of computerized fire modeling were reviewed and considered to be promising but premature for practical use.

Because several states were seeking or considering legislative remedies, all with differing requirements, NIBS was encouraged to undertake the development of a new performance based test to measure the potential combustion toxic hazard of building products and building contents. The goal was to submit the proposed test method and supporting data to appropriate voluntary consensus standards organization so that all parties could adhere to a nationally recognized uniform standard which responds to today's performance needs.

The Institute's Board of Directors endorsed the recommendation. Funding commitments were secured from the private sector to help defray the costs of this three year project. Public entities at federal, state and local levels joined the private professionals by contributing technical and practical advice.

Altogether more than 150 people have participated in the project with some 70 serving on a steering committee. A specialty contractor conducted laboratory research experiments which were identified and monitored by a working group of seven experts. The initial assignment of perfecting the test apparatus and testing some 20 different product configurations was largely completed during 1989.

Through this volunteer effort, the Institute with its unique capacity to bring public and private forces together in common effort is effectively serving the public interest by fostering the development of a well-balanced and meaningful response to the public concern about this special issue of combustion toxicity.

NIBS' purpose was to develop a draft smoke toxicity test method for submission to and consideration by established voluntary consensus standards writing organizations. There was no intent to achieve consensus on the test method through the NIBS process due to the complexity and controversial nature of the issue. Such consensus is to be achieved through a rigorous voluntary standards process.

During 1990 the Institute completed its work on the draft test procedure. The Project's Steering Committee recommend that the NIBS' board of directors release the final project technical report and NIBS' draft test method to ASTM Committee E-5 and the National Fire Protection Association (NFPA) Fire test Committee. NIBS' board of directors accepted the recommendation and the test method has been transmitted to the aforementioned standards writing organizations.

NIBS recognizes that there are alternative protocols being developed using the NIBS test apparatus. NIBS encourages the widest practical use and continued development of this apparatus.

NIBS 12TH ANNUAL MEETING

NIBS' 12th Annual Meeting was held in November in Washington, D.C. The meeting focused on identification of the most pressing issues facing the building process with an objective of managing the response to primary concerns and opportunities identified by NIBS' members. The Following priority issues and general recommendations were identified by the attendees and are being reviewed and considered by the Consultative Council's Planning Committee:

1. **STANDARDS AND PRODUCT APPROVAL:** The relaxation of trade barriers and an expanding global economy are creating pressure for the development and use of universally acceptable building standards, codes, and product approval systems.

To ensure that the changing process remains open to all and does not discriminate against the United States, the U.S. building community needs to be involved in the creation of this new international system. The current U.S. system needs to be examined in light of the changing circumstances in an effort to move towards an international system and fair reciprocity with other nations. U.S. Government and industry cooperation is essential. Suggested activities include:

- o identify or designate the appropriate government agency and private organizations to take the lead.
- o assure adequate funding.
- o undertake educational and public information programs to keep U.S. building community advised.
- o converting the U.S. building industry to metric.
- o developing a nationally-recognized product approval and certification process.
- o bring more uniformity to the U.S. system.

2. **CONSTRUCTION QUALITY:** Quality in the constructed product, like other products, is essential to maintain competitiveness. Quality control in construction is complicated because of the complexity of the construction process; and the differing responsibilities of designers, contractors, subcontractors, product/equipment manufacturers, fabricators, and suppliers who are normally assembled to produce a single constructed product and are then disbanded.

Construction is a process that combines services, products, and equipment to achieve the end result of a built facility. In the typical environment the specific organizations and individuals responsible for quality change with each project. Suggestions for addressing the construction quality issue are:

- o developing improvements to the delivery process.
- o bring total quality management to construction.
- o bring teamwork to construction to get the job done right.
- o improve the education of designers and contractors.
- o create desire for life cycle quality and a willingly paying for quality.

3. **BUSINESS ENVIRONMENT FOR COMPETITIVENESS:** Government policy and the U.S. product and professional liability legal system should be positive factors and not disincentives to U.S. competitiveness. Leadership is needed in the formulation and adoption of policies leading to capital formation, and the imposition of a burdensome professional and product liability system needs to be eased. Suggested areas to be addressed include:

- o formulation of tax, monetary and fiscal policies to improve U.S. capital formation.
- o define the authority and responsibilities for parties in the construction process and encouraging acceptance of their responsibilities.
- o identify the legal liabilities and responsibilities in a business and social context.
- o enhance the ability and desire of the U.S. construction industry to compete in the international markets.
- o eliminate the unethical business practices found in many developing countries.
- o expand U.S. Government support for financing international products.

4. **TECHNOLOGY TO IMPROVE COMPETITION:** More new technologies need to be developed and assimilated more quickly into the building process.

With the exception of building product/equipment manufacturers and material suppliers, most technological advancements come from outside the construction industry. The R&D commitments of design and construction firms is very minimal. Similarly, construction-related R&D and academia and government is limited by comparison to other developed countries.

The introduction of new technology is generally a slow and deliberate process. Because of professional liability exposure, designers are reluctant to specify new and innovative projects without a track record on performance; contractors are hesitant to use new materials or processes because the risk of failure outweighs the rewards of success; and any technologies must also meet the seemingly complex process for acceptance in a diverse array of building codes. Suggested areas to be addressed include:

- o encourage the adoption of U.S. technology in third world countries.
- o develop an awareness of international technologies.
- o exploit robotics and information technology.
- o joint public and private research and development investments.
- o coordination of research and development, i.e. who is doing what.
- o improve the product approval process.
- o encourage federal construction agencies to demonstrate new technology in their building programs.

5. **QUALITY OF THE INDOOR ENVIRONMENT:** The building community should provide leadership in determining environmental policy related to the indoor environment.

At this time there is confusion over terms and little consensus on methodologies used in making policy decisions related to the indoor environment. A suggested first step in establishing such policy is to define objectives, terms, and evaluation criteria used to measure success. Suggested areas on indoor air quality to be addressed include:

- o compiling comprehensive information on the current problem.
- o developing product specifications that include environmental information.

- o researching system dynamics to better understand interaction among building products, mechanical systems and building occupants.
- o performing impact assessments on a full range of potential indoor air hazards.
- o establishing priorities on what needs to be accomplished.
- o identifying new technologies to alleviate or eliminate current problems.
- o writing new ventilation standards to maintain adequate levels of indoor air quality.

Other areas to be addressed include:

- o developing standards on acceptable noise levels in buildings and in the building environment.
- o researching the potential environmental hazards associated with increasing levels of electro-magnetic radiation from electronic office equipment.

6. **SOCIETAL/PUBLIC ENVIRONMENTAL POLICY:** The building community should be a major player in determining public environmental policy.

Presently there is semantic confusion over terms and little consensus on methodologies used in making environmental policy decisions. The first step in establishing such policy is to define the objectives to be achieved, terms, and evaluation criteria which will be used to measure success. This data could be incorporated into the national environmental debate upon which public policy decisions might be based. Suggested areas to be addressed include:

- o conducting a consistent, broad-scale environmental performance evaluation of all building products and materials.
- o developing creative reuse strategies to reduce the volume of waste.
- o finding solutions related to building site issues involving waste dumps, new building construction, infrastructure, and utility construction.
- o studying density issues to assess which land use plans minimize environmental damage.

- o analyzing cost/benefit issues related to wetlands and the protection of endangered species.
- o studying new structures for addressing environmental policy which will allow for adequate comparison of the policy implications of different environmental hazards i.e. asbestos disease, radon exposure, groundwater pollution.
- o changing the industry's "bad guy" image on problems associated with the environment.
- o broadening the discussion base with other segments of society to seek collaborative solutions to environmental problems.
- o creating an education program which transfers environmental knowledge and information about indoor air quality and other environmental issues to builders, environmental groups, and to the public.

7. **A NATIONAL HOUSING PRIORITY/PLAN:** Presently, the U.S. has no defined and coordinated approach to providing housing for its people.

Affordable housing has reached a critical stage. The ranks of the homeless are increasing. There is a shortage of affordable rental units for low-income people and the percentage of income paid for rent by this group is increasing thus exacerbating the possibilities for homelessness. The federal government which traditionally has provided low-income housing has had limited involvement since the early 80's. The small amount of low-income housing that is presently built is done with one-time combinations of public and private financing. Buying a house has gotten beyond the reach of middle-income first time home buyers and move up buyers are now experiencing difficulty affording their next residence. Suggestions for addressing a national housing priority/plan are:

- o Establishing a definition for affordable housing.
- o Establishing the role of the free market in rehabilitating and building affordable housing.
- o Development of programs which will provide affordable housing.
- o Exploring the regulatory means of producing the kind of small, minimally built, and affordable houses which were constructed after World War II.

8. **FINANCING INFRASTRUCTURE:** Financing infrastructure for new development has become more complicated and cost prohibitive in recent years. In many parts of the country the cost of new infrastructure is no longer borne by the community at large but by developers who pass on the costs to home buyers. Since the mid-70's communities across the country have attempted to limit growth through a number of means including charging impact fees for installation of new infrastructure and/or requiring developers to install infrastructure if building permits are to be granted. In addition, the costs of installing infrastructure have increased. Suggestions for addressing infrastructure financing problems are:

- o Development of a more universal means of financing infrastructure including bonds, taxes and federal funds.
- o Development of alternatives to impact fees.
- o Development of means to mitigate rapidly rising soft costs, especially the costs of construction insurance and financing.
- o Development of criteria which provide only for necessary or appropriate infrastructure, for example, grass swales vs. storm water sewer systems, or residential streets designed for 25 mph vs. 40 mph.

9. **HOUSING EDUCATION:** State-of-the-art information on methods for producing affordable housing, financing housing and using model building codes has not been put into practice by the legislators, builders and others, and housing issues are not generally understood by the public.

Various means for creating affordable housing, financing housing and building housing to the latest codes are well documented in printed literature. However, states, counties and municipalities operate housing and regulatory programs which do not take advantage of documented workable practices. Builders still over-build houses according to local practices rather than the latest technology as represented in model codes. Public reaction to innovative means of regulating housing reflect a lack of understanding of the issues which have created housing affordability problems. Suggestions for addressing the housing education issue are:

- o Dissemination and implementation of the lessons from HUD's Joint Venture on Affordable Housing.
- o Educating legislators on means of financing more affordable housing.
- o Educating builders on use of model building codes.

BUILDING SEISMIC SAFETY COUNCIL

The 1988 Armenian and the 1989 Loma Prieta earthquakes have shown that even a moderately severe earthquake is one of nature's most terrifying and devastating events. Collapsing buildings and falling debris can take tens of thousands of lives and earthquake damage can cripple emergency response and recovery efforts. Many of these immediate cost estimates don't include long term losses to business and individuals. In North America, far less severe earthquakes centered in eastern Canada and southern California resulted in several million dollars of damage to public and private property in 1988.

The United States has not suffered a severe earthquake (8.0 and above) for many decades, but the potential for incredible disruption, damage, and death exists since more than 70 million Americans in 44 states are constantly at risk from moderate to severe earthquakes. Of special concern are the central and eastern parts of the nation for it is here that the largest U.S. earthquakes occurred in the past.

Since the most recent of these severe earthquakes occurred over 100 years ago, most assume that they won't occur again. Therefore, little has been done in these areas to design and construct earthquake-resistant buildings and other facilities essential to modern life such as bridges and other transportation system components, oil and gas pipelines, electric power and communication systems, and water and sewer systems.

NIBS' Building Seismic Safety Council (BSSC) is a unique instrument for dealing with the complex regulatory environment and the related technical, social, and economic issues involved in developing and promulgating nationally applicable building earthquake hazard mitigation regulatory provisions that can mitigate the threat to life safety and property from seismic hazard across the United States. BSSC was established in 1979, under the auspices of NIBS, as an independent, voluntary membership body to bring together all of the needed expertise and all the relevant public and private interests to resolve issues related to the seismic safety of buildings and to overcome jurisdictional problems by providing authoritative guidance and assistance backed by broad consensus. BSSC's 54 members represent the full spectrum of building community interests such as planning, design, construction, regulation, and utilization of buildings. To fulfill its purpose, the BSSC:

- Promotes the development of seismic safety provisions suitable for use throughout the United States;
- Recommends and encourages the adoption of appropriate seismic safety provisions in voluntary standards and model codes;
- Assesses progress in the implementation of such provisions by federal, state, and local regulatory and construction agencies;

- Identifies opportunities for improving seismic safety regulations and practices and encourages public and private organizations to effect such improvements;
- Promotes the development of training and educational courses and materials for use by design professionals, builders, building regulatory officials, elected officials, industry representatives, other members of the building community, and the public;
- Advises government bodies on their programs of research, development, and implementation; and
- Periodically reviews and evaluates research findings, practices, and experience and makes recommendations for incorporation into seismic design practices.

The BSSC is committed to continued technical improvement of seismic design provisions, assessment of advances in engineering knowledge and design experience, and evaluation of earthquake impacts. It recognizes that appropriate earthquake hazard reduction measures and initiatives should be adopted by existing organizations and institutions and incorporated, whenever possible, into their legislation, regulations, practices, rules, codes, relief procedures, and loan requirements so that these measures and initiatives become an integral part of established activities, not additional burdens. The BSSC itself assumes no standards-making or -promulgating role; rather, it advocates that code- and standards-formulation organizations consider BSSC recommendations for inclusion into their documents and standards.

During 1989 and 1990, the BSSC made considerable progress in providing up-to-date resources for use in developing seismic design provisions and in promoting earthquake awareness nationwide. BSSC initiated the second of a series of planned triennial updates of the National Earthquake Hazard Reduction Program (NEHRP Recommended Provisions for the Development of Seismic Regulations for New Buildings) and plans to have the revised document ready for release in late 1991. The NEHRP Recommended Provisions serves as the centerpiece of the Council's program and is intended to continue to serve as a source document for use by all interested members of the building community.

The BSSC's work in 1990 was made possible with funding from the Federal Emergency Management Agency (FEMA) and thousands of volunteer hours on the part of many of the nation's leading experts on seismic design and construction. In 1990, BSSC focused on the 1991 update of the 1988 NEHRP Provisions; providing consensus approval of publications on seismic hazard evaluation and strengthening for existing buildings; updating earlier BSSC reports; and initiating a series of training seminars on earthquake risk awareness, and the availability, use and application of the Provisions.

LIFELINES

Lifelines are those systems upon which society relies heavily to provide it with energy, water, sewer, transportation, and communication. The physical facilities and components that comprise these systems are critical to lifeline operation and, therefore, to the safety and security of the nation's citizens and their resources.

NIBS' 1987 report recommended to the Federal Emergency Management Agency actions needed to mitigate the seismic risk to the nation's lifelines. This report, entitled Abatement of Seismic Hazards to Lifelines: An Action Plan, recommended 67 high-priority projects estimated to cost approximately \$29 million. It was developed by a group of 65 lifeline experts.

In recognition of both the complexity and importance of lifelines and their susceptibility to disruption as a result of earthquakes and other natural hazards, FEMA, as the federal government's disaster preparedness agency and the lead agency in the National Earthquake Hazards Reduction Program, concluded that the lifeline problem could best be approached through a nationally coordinated and structured program aimed at abating the risk to lifelines from earthquakes as well as other natural hazards. At about the same time, the Expert Review Committee that reviewed the NEHRP program stressed the need to implement a beginning program in lifelines and the development of design criteria, codes, and standards of practice for the design, construction and retrofitting of seismically resistant lifelines.

In 1991, FEMA is expected to look to NIBS to provide guidance in formulating the lifelines program as well as in launching the program by identifying activities (from the Action Plan and elsewhere) that should be initiated in the near term. To accomplish this work, NIBS' ad hoc Panel on Lifelines composed of experts in the technical and operational aspects of lifeline systems as well as in various political, social, economic, and legal aspects of reducing the risk to lifelines and public welfare from natural hazards, will be reactivated and augmented to provide the best possible source of advice.

BUILDING THERMAL ENVELOPE COORDINATING COUNCIL

All of the nation's residential and non-residential structures consume one-third of the total energy used by the United States and costs well in excess of \$100 billion per year. While research is being conducted to improve the energy efficiency of America's buildings, there has been a lack of coordination of the various researching bodies to assure those efforts are coordinated and complimentary.

In 1982, NIBS was asked to form the Building Thermal Envelope Coordinating Council (BTECC), a broadly representative group to coordinate the nation's research and development effort to increase the energy efficient performance of homes, offices, schools and industrial buildings.

Organized under the auspices of NIBS, BTECC exists to stimulate and coordinate non-proprietary research and technical activities. BTECC accomplishes much of its work through its six Research Coordinating Committees (RCCs). Members of BTECC participate in the following RCCs:

- o Building thermal envelope materials;
- o Fenestration - thermal and daylighting;
- o Moisture control in buildings;
- o Heat and mass transfer measurement;
- o Air infiltration and ventilation; and
- o Thermal performance of whole buildings/passive energy systems.

During 1990, BTECC's RCCs continued to focus on the impact of federal legislation on replacing chlorofluorocarbons (CFCs) as a blowing agent for insulation products, and the role of window energy efficiency rating systems, the effect of aging on insulation R-values, and building thermal envelope performance programs in other countries.

In 1990 BTECC conducted a workshop on heat flux measurements and planned another on the prevention and repair of condensation damage. The second workshop entitled, Bugs, Mold and Rot in Buildings, is to be held in May of 1991 in Washington, D.C. BTECC continued planning work on the feasibility of developing a system to track current research and publications on building thermal envelope systems.

WOOD PROTECTION COUNCIL

It is estimated that over \$750 million is spent each year in replacing wood in building structures that are severely damaged by decay and termite attack. While there were some initiatives during the 1960s to address the problem, during the early 1970s private sector initiatives to protect buildings from damage due to wood destroying organisms slowed significantly.

In 1983, the Wood Protection Council was formed under the auspices of NIBS. The goal of the Council is to promote the development and use of safe and effective control technologies for the protection of new and existing buildings from damage by decay and wood destroying organisms.

During 1990, the WPC's Codes and Standards Committee continued its work to revise and expand its document, Guidelines for Protection of Wood Against Decay and Termite Attack. The WPC also continued its effort to develop guide specifications for procurement of treated wood and for soil treatment. The activities of the WPC have been specifically targeted to:

- o Promote the development and use of sound technical and economic guidelines for active and passive methods for protecting structures including new and existing buildings, and other structures, through the use of current technologies;
- o Improve the education of responsible public officials, building community members, and the public;
- o Improve the dissemination of relevant technical information;
- o Promote effective and current codes, standards, federal specifications and standards, and other technical criteria; and
- o Promote the research and assessment of new types of construction, new control methods, health effects of pesticides, and deactivation procedures for pesticide residues.

During 1989, NIBS published and marketed proceedings from a well-attended 1988 WPC workshop entitled "A New Look at Wood Protection." In addition to the many technical presentations, this workshop looked at the impact of recent pesticide regulations which have essentially removed the most effective termiticides from the marketplace. The proceedings of the workshop are available from NIBS' publications department.

SUMMARY

Mr. Chairman, on behalf of the members, the staff, and the board of directors of the National Institute of Building Sciences, I thank you and members of the Subcommittee for the privilege of testifying before you. In 1990 the Institute enhanced its position as an integral and important element of the building community and we hope this Subcommittee will look with favor on continuing the excellent partnership with the private sector by reinstating the matching fund concept possible through modest direct appropriations. The Institute's programs are vital to improve and preserve the nation's built environment. NIBS, in the spirit of the public private partnership established by the Congress, is working effectively in the public interest to achieve those goals.

NIBS' FINANCIAL CONTROLS

Mr. TRAXLER. Thank you.

Just a few questions. Without appropriations in fiscal year 1991, you must have been forced to make some reductions in your efforts, and according to the budget spread sheet that you submitted—we didn't see any large reductions.

In fact, certain items including salary and salaries were increased in 1991 over fiscal year 1990. Can you tell us where you were making the cuts as a consequence of not having a Federal contribution?

Mr. HARRIS. We found out last November that there would be no appropriation for this year. At that point our budget for 1991 had already been approved by the Board.

We then went back through the process of trying to identify areas where we could cut expenses without severely impacting our objectives.

We have eliminated one staff position. We are cutting another staff position back to part time. We have eliminated some employee benefits, reduced the number of board and council meetings from four to three per year.

We have eliminated some travel costs associated with our newly initiated fund raising program. We also cut back travel costs for some volunteer efforts.

All of this amounts to about \$122,000.

Mr. TRAXLER. One hundred twenty-two?

Mr. HARRIS. One hundred twenty-two thousand dollars.

We didn't consider our program to be one with a lot of fat. The difficulty in cutting back programs is that whenever we cut back programs, we also cut back our ability to achieve our objectives. It becomes in some cases a diminishing return.

We also reduced our newsletter publication from monthly to once every two months. Of course, this reduces our ability to communicate with our membership and others, but it is essential that costs be reduced.

In the event further needs exist, we will have to take other actions because the survival of the Institute is essential.

Mr. KING. We are looking at it on a quarterly basis. This is what we considered to be prudent management, and we will be looking at it again at our next board meeting.

The only other comment I would make, Mr. Chairman, is the expenses the Institute has for things like travel are not the same as the normal business would have in the sense that you think of travel to go out and develop sales.

A lot of our travel is travel by volunteers who are a part of a project committee, and if they are not able to pay their own way and we need their expertise, then the Institute would fund their travel costs.

So, depending upon the mix of a given committee, our travel budget may go up or down, and it really is a function of the people we need to execute certain projects.

The other thing we try to do is not to be an inside-the-Beltway organization, so that when we want expertise where it is out in the country, those people come to Washington and, if possible, we move

the meeting site out into a more convenient spot around the country.

SOURCES FOR NIBS' FUNDS

Mr. TRAXLER. Do you think that NIBS has the possibility of becoming self-supporting?

Mr. KING. I think that is hard to say. And I am not trying to evade your question.

The other question we have dealt with as a Board though, is what kind of an organization would we be if we did not have any Federal funding?

We were given a charter by the Congress, but that charter involved in many cases making changes in industry practices. And there are lots of vested interests in the construction industry that would prefer for there to be no changes. They would like things to be just the way they are.

We think that the fact that we have this history of having been a quasi government, private organization has been important to our being able to maintain the objectivity needed to do what we think is necessary to benefit the country.

Personally, I would be concerned about the Institute if it were totally self-supporting and it had nothing but private contributions. I don't think we would receive the same response to our work.

But we now have reached a point where our annual budget is about 3.1—it is over \$3 million, so the \$500,000 that we had been hoping to get from the Federal Government is not the majority of our funds.

We don't survive on that, but it makes an awful lot of difference in continuity, the way our reports are received, and the fact that we can get people's attention when we are working on a project.

Mr. GIBSON. I think also, Mr. Chairman, it gives us the opportunity to develop answers to some of the "leading edge" problems facing the building industry. Some people involved in the building process, as Mr. King says, really don't want see changes because it may adversely affect their activities. We can get the leading edge of things, asbestos and lead-based paint and radon, when it is not popular to be out there. The funds that come via the Federal Government allow us to do those kinds of things.

Mr. KING. It makes a big difference.

Mr. HARRIS. Mr. Chairman, one of the approaches we believe would help to solve our financial program is to develop more service programs, projects that provide service such as technical information products that we can disseminate to the building community.

One example is the CD-ROM project, we call the Construction Criteria Base. We have expanded the program to four disks which contain almost a million pages of technical information.

We sell this on a subscription basis for about a thousand dollars a year. It is updated four times during that period. It has been expanded to include private sector documents, as well. Thus, it is more useful to the entire building community.

Mr. KING. That is an important example of our mission to disseminate information that is important to the construction indus-

try at a minimal cost. We could sell that for a much greater amount of money, that would prevent some of the smaller firms from obtaining it, and we don't really think we are in business to do that.

We would also have people coming to you and saying, Mr. Chairman, there are Federal funds going into this group, and they are out there cutting off my business.

The net benefit to the public of having accurate, current information on all of the applicable government standards and codes, we think, is immeasurable. So we balanced it.

We are selling this information at a price that makes it extremely attractive, ensures that it will be used and it makes a small contribution to our overhead.

We think that is the right way to go. But it has been a temptation.

THE DIRECTION OF NIBS' PROGRAMS

Mr. TRAXLER. Let me ask you, as I went through your stated goals and objectives here, I had a sense that the issue of single family residences was one that no longer has some validity or priority within NIBS and that you are focusing on Federal buildings, construction techniques and other issues.

Have I read the document wrong?

Mr. HARRIS. That certainly isn't my position. In fact, the lead-based paint program is very much a single family home problem. Radon is also very much a single family home problem.

Mr. KING. We spent a great deal of money on the recently published Land Use Regulations Guide that was specifically geared to helping communities gain from the experience of others who know how to design a community to get the lowest possible community development costs, but also have it be a balanced approach.

So, no, I think that that is not an area of specialization, but it is one of the important areas we look at.

INDOOR AIR QUALITY

Mr. TRAXLER. You talk about indoor air quality.

Mr. KING. Yes.

Mr. TRAXLER. And the environment of your house.

Mr. KING. To me, it is the environmental issue of the 1990s. We are finding now that people spend much more time in the office or at home. We are finding that we may have overreacted on the energy side.

I saw some figures the other day that indicated that if you could add up the cost of sickness and lost time caused by indoor air pollution that it was eight times greater as a cost to society than the savings resulting from tightening buildings to reduce energy costs.

We need to balance those two concerns so that we are not being careless about energy use, but at the same time we are considering the important health impacts of what goes on in buildings. Again, there needs to be a balance.

As you know, there is controversy on this issue. There is a group that says the answer is ventilation. That we should increase the ventilation in buildings and that will take care of everything.

There are other people that say the problems come from emissions, from building materials and furnishings. I think the answer is somewhere in the middle.

We need to do a lot more to improve the efficiency of heating, ventilating and air conditioning systems, and we also need to look at the source of emissions in a balanced approach.

We are finding that the Federal Government is very involved in this issue. Unfortunately, the classic example of a building with poor indoor air quality is EPA's building at the Waterside Mall in Washington, D.C.

Mr. TRAXLER. They want out of there.

Mr. KING. That was a retail building converted to office space that was never designed to be used for that purpose.

Mr. GIBSON. I think also in the thrust for the future, and particularly with the advanced technology research that is going on, a preponderance of that will transform itself into what we term a "single-family dwelling." But I think that the single-family dwellings that you and I may think of most often as just a single house out there, are now clusters of homes.

A townhouse is a single-family dwelling, but I think the advent of new technologies and new construction materials will find its way in that market quicker than it will into buildings of bigger scales.

We have not lost sight of the single family dwelling out there.

ENERGY SAVING TECHNOLOGY

Mr. TRAXLER. I don't know who to ask this question of, if I should talk to the people at HUD or if your agency is appropriate.

What do we do to get real, energy-efficient windows?

Mr. HARRIS. One of the purposes of the Advanced Building Technology Program was to address the issue of not only a tighter window to prevent air infiltration, but also a smarter window, one that reacts to outside temperatures, as well as outside solar loading. It is called "smart glass."

When it is sunny and you don't want the sun's heat to come into the house in the summer, it creates a shield. When you want that heat in the winter, it allows it.

These innovative technologies need to be adequately tested and refined to make sure they work. As an example, plastic windows and skylights were introduced after World War II. After a few years they turned yellow. This condition wasn't a problem in the gun turrets in bombers, because on average the bombers didn't last long enough for that to be a problem. This illustrates the need for performance testing.

Time and resources are needed to address and research these issues. Also, it takes time to transfer this development and technology from Federal construction, and move it into the private residential and commercial marketplace.

NEW BUILDING TECHNOLOGY

Mr. TRAXLER. The National Association of Home Builders has been doing some of the smart house work, and then there are one or two other systems coming in now that are not patented, that

don't require components that are as expensive. So is that an area of future construction, smart housing? Do you leave that to the private sector? Do you leave it to the associations, leave it to the manufacturer, this issue of—

Mr. KING. I think what some people have felt—and some of that feeling was the genesis of the creation of the institute that it is very difficult because of building codes and standards for a brand-new product to be accepted in the marketplace and reach the consumer. There are just so many different roadblocks.

We are looking at this issue, and I think that this issue is the thrust of the Advanced Building Technology Program legislation which was designed to look at the impediments to the quick and appropriate evaluation and acceptance of new technology. That is what I think we can do.

The American system will work if manufacturers can see a market for better windows; and if they really expect that they can make a return, they will be willing to put their money into that kind of new product development. But if they think that the product is going to be held up somewhere in the product approval process, then it is not a fair and open market.

And so, this is a start. It is a slippery slope, because it, in essence, says maybe our own internal market is not as open as it should be. Building codes are basically political documents.

I remember my freshman year in engineering school, when we were asked to look at the requirements for concrete block to build a house in three different jurisdictions 20 miles from the school, and it was 8-inch block in Albany, it was 10-inch block in Rensselaer, and it was 12-inch block across the river—all on the same soil. How did that come about?

That is the way some building code provisions are accepted. The performance evaluation system considers all factors and lets pure economics come to the surface, and that is what I think the Institute can do to further the proper evaluation and acceptance of new products and technology.

Mr. GIBSON. I think, Mr. Chairman, along the same line, you go back to windows for a second.

I think that the governmental nudging, for example, with an energy policy that mandates energy conservation that gets transformed into codes and standards. And I think we saw that in windows in the area of infiltration. And the energy efficiency of windows become much better after the oil embargo of the early 1970s.

Now, there was a nudge that came from governmental action on a concern in this particular area of conservation that transformed itself into windows, as Mr. Harris was talking. I think the same kind of thing can happen with the smart windows and with the changeability of the glass module in the window, in order to be responsive to light or temperature.

I think that a nudge from the government, a nudge from the policymakers, can make those kinds of things happen.

HOME AND BUILDING VENTILATION NEEDS

Mr. TRAXLER. Let me ask you—just a moment ago we touched on the question of indoor air pollution. I was kind of intrigued by your answer.

Will the air exchanges, as we understand them now, effectively deal with the indoor air pollution that is likely to occur as we make an ever tighter house?

Mr. KING. In my opinion, they will not totally do that, and so you are going to need a balance approach. If you look at the typical design of office buildings, for example, you find that in most buildings, the executives want to be near the windows, so they are located on the outside of the building; and of course, the greatest sun load is also on the outside of the building. These special design conditions require increased cooling and air circulation.

The mass of people and equipment are in the core of the building, and that is where the copying equipment that may be a source of pollution is located. That is also where people are in much smaller, tighter areas.

And in a lot of cases, the quantity of air that is being delivered to the people in the most critical areas, is only a fourth of the air that is being delivered on the outside areas, just because of the need to provide heating or cooling to respond to the thermal loading at the exterior wall. This results in an unbalanced condition for occupants of different parts of a building.

That is not going to work anymore, when you have people who understand the benefits of having all people receive the needed amount of fresh air.

So it will work itself out if the process is fair and open.

Mr. GIBSON. We will increase the air movement in a building. It is already happening, and we tighten them up.

So you are absolutely right that we captured in the building some of those things that used to get out, including moisture, which is a big problem. I am in that business, and we are starting to increase the amount of air per person or the amount of air per square foot in a building to be responsive to some of those things Mr. King was talking about.

Mr. TRAXLER. If my air exchanger is designed properly, if it is large enough and—I am in my single-family residence now, and I have got the house wrapped. I've even got windows that don't infiltrate. I've even got door locks. I am getting down to really a nice tight environment where I am going to heat the place with a proverbial candle and air condition with a penny.

What are the prospects for my air exchanger really doing the job in this house?

Mr. GIBSON. What you probably have got in there now isn't going to meet tomorrow's standards.

Mr. TRAXLER. I haven't built it yet, so I am just checking.

Mr. KING. The other thing no one did in residential construction is design systems which, through mechanical equipment, provide a certain amount of fresh air. In residential construction, initially we assumed an adequate amount of fresh air would come in through the doors and the cracks in the windows. As home construction was tightened we removed a large portion of that source of air. Plus,

some people would say we have introduced elements into our lifestyle that create greater pollution potential. Energy and air pollution concerns have to be balanced.

We saw this first in this country in hospitals and nursing homes, where you are required in most cases to have a large number of air changes per hour, because doctors have demanded it and the patients need fresh air.

The Institute can help resolve these problems by bringing all concerned parties together to seek a voluntary solution that serves the public interest.

I remember proposed legislation that would have required builders to tell potential homeowners what their energy bills would be for the new homes they purchased. The Congress seriously was considering that legislation even though it is impossible to predict energy consumption due to the wide variations in how individual homeowners live.

For example, I could never get my children to close the refrigerator door. Predicting the energy cost for a refrigerator without knowing how people will use it is impossible.

Mr. GIBSON. We have four councils within the institute, and one is a Building Thermal Envelope Coordinating Council that deals with exactly what you are talking about.

Mr. TRAXLER. Mr. Green.

LEAD HAZARDS IN BUILDINGS

Mr. GREEN. I guess one of the biggest problems and most expensive problems this subcommittee is looking at this year is the lead-based paint issue, which is also one of the most complicated in terms of public health. I would like to get some feel from you where we are.

My recollection is the last time we looked at this, we had a situation where it was far from clear that we knew how to identify the problem without aggravating the problem by our testing methods. It was clear we didn't know how to abate, because the removing systems would aggravate the problem in terms of what they would do, and you might wind up, as a result of your testing, with more of the lead released to the air and the ground than you would have when you started.

Mr. KING. I think David is the best one to answer that question.

Mr. HARRIS. I am not sure anybody knows for sure exactly where we are, Mr. Green. There has been more formal research done on lead paint in the last two years than in the preceding decade.

We don't have foolproof methods for detecting the problem, because the technology is deficient. But that is being worked on.

At the same time, the problem is being identified in two areas: one, surfaces that contain lead such as lead paint, like doorjambes, windows, and walls and floors and radiators and so on. There is also a component of lead dust in homes. Many people believe the lead dust problem is worse than the paint problem. One typically is derived from the other. "New" environmental lead from gasoline has been largely eliminated.

Mr. GREEN. If I may interrupt, did you say the lead dust has its origin in lead paint?

Mr. HARRIS. Probably a combination of sources. The lead deposited in the environment—be it from paint, gasoline or another source—tends to stay in the environment. It is on the ground outside of homes; it gets dug up every time you turn the soil over. It washes off of other surfaces and so on. But many assume that a portion of lead-bearing dust came from lead-based paint.

The problem, as I see it, is a simple and more practical one than exactly where does it all come from, how long does it last, and how often will it turn over? That is, the problem does exist today in homes.

Remodeling goes on in homes. For example, more than 5 million kitchens are remodeled annually. We now have tested methods by which lead paint can be abated and abated safely. It is not cheap, and we are improving those techniques where it will, one, be more effective and, two, be less costly.

LEAD HAZARD MANAGEMENT TECHNOLOGIES

Mr. GREEN. What are the methods?

Mr. HARRIS. There are heat guns which are effective in softening the paint, so it can be scraped off, but that method lets lead particles loose into the air. Flame torches are even worse, in the amount of lead they allow into the air. The solvents that are used to soften paint also serve to allow limited quantities of lead to get loose in the house. Of course scraping and sanding surfaces painted with lead-based paint release lead particles into the environment. Other methods proven effective are the replacement of components painted with lead-based paint. The value of this approach is to provide for other improvements in concert with lead abatement. Energy inefficient windows and doors can be replaced with energy efficient components. This works well when you have the money to use this option but until you have those funds you need to manage lead paint in place.

To do this we need to develop techniques that will better enable us to encapsulate or control lead-based paint in place, rather than trying to remove it as the first step.

I think we need to move rapidly to develop techniques so the methods that have been identified and proven effective through private sector activities and HUD's demonstration program can be included in procurement documents that can be disseminated, so designers, housing authorities, apartment owners, individual homeowners can start to use it for the remodeling of homes, and so painting contractors will have a technical document to guide their work.

The lead-based paint (LBP) guide we developed and turned over to HUD in March of 1989 was the basis for the interim LBP guide HUD released last September. That document is in "guidance" format but it can be translated into a procurement tool. That is what we propose to do. That is what we hope HUD and EPA will agree to support.

Mr. GREEN. Are you comfortable with the HUD manual as state-of-the-art?

NEEDED LBP RESEARCH

Mr. HARRIS. The HUD Guide focuses on Public and Indian Housing. It is the only comprehensive guide available on this subject and it contains a great deal of useful information. The state-of-the-art changes quickly. A great deal of needed research could be conducted by NIBS through the work of remodelers throughout the country, to test how you apply those techniques in routine, cost-effective remodeling projects. HUD didn't do that in its demonstration program; it was looking strictly at HUD-owned housing, focusing on lead paint abatement, not on managing the problem through other techniques. Thus, other solutions need to be explored if we want to solve the problem safely and save money too.

HUD couldn't do it all, and I think a great deal more can be done. A great deal more should have been done, but we can't turn the clock back. All we can do now is more effectively manage the funds that are devoted to this issue in the future.

I think the Congress has been very active in the issue, and appropriately so. Excellent direction has come from the Congress, but we can't stop the game now. We have to continue to seek new and better solutions.

Those are the two areas that I think need the most work: one, getting a document to assist in procurement, because procurement is going on out there. And that document will need to be updated as laws and technology changes.

The other is to conduct research on the mainstream of the problem, and that is in remodeling and controlling and managing the problem in existing homes. Lead-based paint doesn't exist in new homes. Certainly lead dust may exist in there, but it will be a much more minor problem in new homes.

Mr. KING. There is a mismatch right now in terms of the public's understanding of the problem and their ability to deal with it effectively. For a long time we didn't know anything about lead-based paint. Then we all learned that children can't chip off pieces of lead-based paint and ingest them, and that is what most of us knew about lead. Now we have learned it is much more serious than that.

I think EPA has said it is the number one public health issue for children. Yet, the Federal Government's message seems to be we are not quite sure what we want to do about it. We don't want a massive program that makes the Federal Government responsible for correcting lead-based paint problems all over the country; we can't afford that.

The balanced approach needed is a program that develops the proper information, public education, and support for the activities of groups like NIBS, who can help see to it that the construction industry deals with it effectively and properly.

Right now, it is sort of like some of the early stages of asbestos. There is lead-based paint removal going on out there by two kinds of people, some that don't fully understand the hazards they create for themselves or the occupants of the space; and then there are others that want to get it done quickly, so they can say they have

the problem behind them. That is the mismatch that I think we are concerned about.

We see more concern and desire to do things, but we don't see the proper dissemination of some of the good information that is available.

LBP HEALTH STANDARDS

The other thing David mentioned that could be helpful would be for the Federal Government to finally establish a safe level—and I may not live long enough for EPA to do that. Today we are forced to use monitoring of workers blood levels as a means of maintaining safe working conditions. That is not exactly the best way to work. We would like to have a permissible exposure level established by the Federal Government for use for all lead-based paint removal work.

There are a number of things that the Federal Government could do that would be very constructive, and that would be nowhere near as expensive as a federally funded massive removal program. The public will take care of this problem if they are given the right information.

SOURCES OF INFORMATION FOR THE CONSUMER

Mr. GREEN. Suppose someone wants to remodel a house today or repaint an apartment or whatever, what do I tell them? I have a constituent who writes me and says, "I am about to remodel my apartment. Maybe I am going to move a wall or something—a co-op apartment. The building was built in the 1920s, so it surely had lead-based paint. It was a first-class building; they used good paint. But I understand, Mr. Congressman, that this is a terrible problem. Am I placing my family at risk?"

What do I tell them?

Mr. HARRIS. There are two sources of information. One is a CPSC bulletin which serves as an effective warning about the lead-based paint problem. The other is the HUD guide. There are vast differences between the two documents. One is a couple of pages and the other is 600 pages. The 600-page HUD guide has a lot of good information, but even if design specialists read it, they would say, "This is great, but now what do I do?" This isn't a procurement tool.

We need to get practical information into the hands of painting contractors and carpenters that do the kind of work that you are talking about. A definitive tool they can understand that tells them when they are not doing it right, so the owner, the design professional, and the contractor clearly know what the problem is and how to carry out safe and effective work. Until we have that kind of document, it is going to be very hard for you to give a definitive answer to your constituent.

Mr. GREEN. Thank you, Madam Chair.

NIBS' MEMBERSHIP

Ms. KAPTUR. I wanted to ask, regarding the historic membership of NIBS, could you state a little bit about the types of organizations that have associated with NIBS? What has happened to that asso-

ciation over the years, the number of organizations that do affiliate, and can you make a judgment whether they are leaders in the industry or just interested citizens?

I am curious on historic developments since 1974.

Mr. KING. There is always a certain amount of enthusiasm as well as apprehension with something new. We had people in the early days who were interested in joining NIBS for two different reasons—some who understood its mission and were supportive and others who weren't quite sure, and wanted to be a part of NIBS until they found out what was going to happen.

We had membership initially from large building product manufacturing companies, such as mine; I work for Armstrong World Industries. We had companies like Owens Corning Fiberglas, U.S. Gypsum, all of the major building product manufacturers have supported NIBS over the years.

That support, I think, has stayed quite solid, although our financial support has diminished as fortunes have gone up and down in the construction business.

Ms. KAPTUR. Are your dues based on the size of the firm?

Mr. KING. No. We have a fundamental program that makes membership quite inexpensive. In addition, we have a program for larger corporations to make contributions to generally support the Institute's work. A corporation could join today for \$1,000 and have five members who would be eligible to participate in all NIBS's activities. Also we have corporate contributions that range all the way up to \$25,000.

We have professional societies, homebuilders, architects, we have contractors, basically all of the segments of the construction industry are and have been members of NIBS.

Some of those people join and drop out, depending upon whether there is an issue that is very current and important to them at that time. And then we have sustaining organizations who remain members for years.

Our contributions from that group, through the program of matching funds, matching dollar-for-dollar the contributions from the Congress have been in the neighborhood of half a million dollars each year, and that's our target.

This year they will be considerably less than that, and probably they will be under \$200,000. John is that correct?

Mr. LLOYD. Yes, that is correct.

Mr. KING. That is the kind of thing that happens when times are depressed.

Ms. KAPTUR. As far as numbers of firms back in 1974 versus today, regardless of size, how does that compare?

Mr. HARRIS. I think, at maximum, the membership in the institute was around 800. We have no "corporate memberships" now. All our members are individuals, although as Mr. King said, we have sustaining and contributing organizations, which allow organizations to name five individual members. That helps large corporations with employees who specialize in different subject areas the ability to participate in different NIBS activities.

Our current membership is in the range of—with all of our councils, about that same number, about 800. Some of those organizations are large organizations like Armstrong; others are associa-

tions like National Association of Home Builders or American Institute of Architects. Others are individual practitioners—an architect or engineer or code official. All the regulatory organizations are involved.

We have noted major fluctuations in our membership when we form a project—when we formed an asbestos committee, we had a spike in the membership that was primarily those involved in and interested in that subject area; that happens every time we take on a new issue.

We have found the best way to increase membership is to continue to take on new issues. In order to do this, we need resources to pay for the cost of the activities.

NIBS' INCOME

Ms. KAPTUR. The committee noted that—on our spreadsheet that was submitted, that the items in fiscal year 1990, the income was less.

Mr. HARRIS. Yes.

Ms. KAPTUR. And I think the committee would appreciate knowing what might be done to narrow the gap.

Mr. HARRIS. We could end the recession.

Mr. KING. Yes.

Ms. KAPTUR. Is your indication, it was related to the downturn in building construction?

Mr. KING. We can see that, looking at the members who have not renewed their membership and, if they are sustaining members, have been forced to cut back their contributions. We have seen this before, and so it is not a new experience; and if you were to look at any of the other construction-related associations, their pattern is the same.

Ms. KAPTUR. The spreadsheet indicates your grants were \$325,960 higher than anticipated in 1990, and for fiscal year 1991 you estimated \$1,633,441 for contracts. Is that still accurate?

Mr. KING. That changes from quarter to quarter, but the basic problem there is so many of our contracts come from Federal Government agencies and the involvement of Federal Government agencies in Federal contracting has decreased. So, again, we are being squeezed in both directions from our private contributors and also from the major area of contract activity, which has been Federal Government agencies.

Ms. KAPTUR. Are you able to tell us now or submit for the record those contracts that are in the works for 1992?

Mr. KING. I think we could do that.

Mr. HARRIS. For 1992 we are not sure. We have some contracts that span multiyear. We can anticipate how many dollars will be received in 1992 from an active contract. When you examine the budget for a Federal agency, which receives all of its money through an appropriation, basically, they tell you how they plan to spend that money. We are a much different kind of organization because we receive funds from different types of sources.

We derive our funds from a multitude of sources, and we can't predict what will be the number of dollars we are going to receive from Federal agency contracts. For example, about a year before

we actually received the contract, the General Services Administration indicated they were going to issue an indefinite quantity contract for a three-year period. It took them more than a year to get that contract in place. This is also true for other agencies, we contracted recently with the EPA to develop a manual for managing asbestos in place, kind of a parallel to our asbestos guide specification. It took them about six months longer to get that contract in place, just because of administrative procedures—no unusual problems. When the program people finally realized we got the contract, they apologized for it taking so long, but it was literally out of their hands.

It is very difficult to project the amount or schedule of contracts, because that is not something the agencies can tell us in advance.

Ms. KAPTUR. We will be asking you to submit more specific information, both in 1991 and anticipated 1992 contracts.

Mr. HARRIS. We will be glad to do that, insofar as we have information.

[The information follows:]

As we noted in our testimony, exact figures for contracts in FY 1992 are not available. However, we are seeking funding for the following projects:

<u>AGENCY</u>	<u>CONTRACT DESCRIPTION</u>	<u>ESTIMATED FY 92 FUNDS</u>
GSA	Technology Transfer	\$100,000
NAVY	OCB Enhancements	\$100,000
DOD	OCB Enhancements	\$150,000
ARMY	Distribution of Technical Manuals	\$ 75,000
FEMA	National Flood Insurance Codes & Standards Development	\$ 75,000
EPA	Asbestos O&M Manual	\$ 25,000
MULTI- AGENCY	Metric	\$200,000
HUD	Lead-Based Paint Guidelines Revision	\$ 75,000
DOE	National Program Plan Building Thermal Envelope	\$ 50,000
FEHA	Seismic Safety	\$650,000
NIST	Building Research Agenda	\$ 50,000
Estimated Total		\$1,650,000

FACTORY BUILT HOMES

Ms. KAPTUR. Does NIBS involve itself in manufactured housing standards at all?

Mr. HARRIS. We conducted a study three years ago to recommend alternative voluntary approaches with which to regulate factory-built housing.

Manufactured housing—by that title, “manufactured,” is already regulated by HUD. The issue was other kinds of factory-built housing—panelized, closed and open panel systems, and so on, not manufactured homes shipped on a chassis that were previously called “mobile homes.”

Ms. KAPTUR. Maybe I should have said “mobile homes,” rather than “manufactured housing.”

Mr. HARRIS. NIBS made recommendations to Congress based on a program conducted by NIBS through a contract with HUD at the direction of Congress. There have been a number of initiatives in Congress since that time to come up with one of those approaches.

Essentially, there are two initiatives, one by the States, which is to form an interstate compact system and the other is a program developed by the model code organizations and the National Association of Home Builders that proposes to utilize the in-place system of the model codes, called their “evaluation systems.” Either program needs acceptance by industry if it is to work effectively.

Several bills have been introduced in recent years to get a program in place. It is essentially a public policy issue. We have dealt with the technical side. I think that is appropriate extent of NIBS role.

Ms. KAPTUR. I talked to a man in my home district who for 20 years has repaired mobile homes and has to jack them up and get under them and work on them, and the trusses that hold these things up now—and the repair people are actually afraid to work on them.

He said, “Congresswoman, I want to take you through some of these plants, because somebody needs to take a look at these, and people are getting ripped off.”

I know, through HUD, we established certain standards, yet they may not be high enough.

In terms of jurisdiction, I saw some of the fights on the Banking Committee that tried to put additional standards on this industry. But there is somebody that knows a whole lot more than I do in terms of safety and the value of those homes to those buying, and I would appreciate information that you might be able to give us, the report you referenced. I was not personally aware of it.

INTERNATIONAL ISSUES

I wanted to ask, in 1990 you sponsored a roundtable at the institute that dealt with product approval process, codes and standards, et cetera. How are you following up on that and to whom did you distribute your report? Did anybody respond to your findings?

Mr. HARRIS. Are you referring to the program on construction related international standards issues?

Ms. KAPTUR. Yes.

Mr. HARRIS. That program dealt with four or five separate, but related issues, including international standards, certification, testing, and world-wide accreditation or licensing of design professionals. It was a fact-finding effort. We gathered leaders from a variety of sectors to better understand the extent and the dynamics of the issues. The report was, as agreed to by the three sponsors (NIBS, the National Institute of Science and Technology, and Engineering News Record Magazine) was for Engineering News Record to publish a cover story. A copy of NIBS' subsequent newsletter article on the roundtable is attached.

We also kept a transcript of the record.

Unfortunately, it is just those kinds of issues which we would like to follow up on, but funds are all too scarce. It is exactly that kind of issue we use the Congressional funds to address when other funds are unavailable.

Mr. KING. It was a good start, but there is a lot more work to be done.

Mr. HARRIS. Bob Gibson is very much involved in one aspect of that.

Mr. GIBSON. As a matter of fact, I am leaving tomorrow to go to Chicago to deal with the elements of the Free Trade Agreement between Canada and the U.S. on the transportability of my licenses as an engineer or an architect, to practice in Canada, and the Canadians' reciprocal agreement here.

We are also working with a group called FIEOE, which is Federal Institution of Engineering Organizations in Europe, which are dealing with 20 different countries, trying to make that same sort of reciprocal agreement, so that we, as design engineers and architects, can practice in the global economy.

Part of the problem is that we have more constraints on the practice of architecture and engineering than any other place in the world. We can go to those countries and practice; the reciprocal isn't occurring as easily. When you sit down and negotiate, it becomes a very testy situation. This is an outgrowth, of one element of that particular conference.

We are always dealing with product standards, certification, codes, and so forth, and trying to entice U.S.-based people to be involved in the international codes and standards issues. So it is an ongoing thing, and as Mr. Harris mentioned, it got an awful lot of visibility in Engineering News Record, which is really the granddaddy of communication tools we have in the building construction industry. They covered it very well. Of course, they were our cosponsors; they had a vested interest in it.

STATES RESPONSIBILITIES IN INTERNATIONAL ISSUES

Mr. HARRIS. Just as an example, Ms. Kaptur, there is a concern that relates somewhat to what Bob mentioned, and that is architects and engineers are registered in this country not by the Federal Government, but by States. States also are responsible for regulation of building construction.

A recent magazine article described a scenario about a mechanical system that was approved over the objections of the local code official, because of the U.S. Free Trade Agreement. It forced the ju-

risdiction to allow that product to be used even though it violated the local building code. It was just a prediction of an event in 1995, but if we aren't careful it could become reality.

It illustrates the local code officials' and fire officials' needs to have the assurance that those testing products, those writing standards, and conducting certification programs can be relied upon as the technical basis for these officials' bottom-line responsibilities.

Unless these officials are comfortable with reliance on foreign entities, it is going to be extremely difficult for reciprocal actions to occur. These are the kinds of tough issues we have to deal with in discussions with the Europeans through EC '92 activities and Asian countries in the Pacific Rim.

Ms. KAPTUR. There are a few other questions we would like to submit for the record and would appreciate your reply.

NEW WINDOW GLASS TECHNOLOGY

I just wanted to make mention, in closing, of two small items that came to mind as I listened to some of you talking. One is Libbey-Owens-Ford Glass, that exists in my district. They have spent the last ten years investing millions of dollars in new glass technologies that are coming on the market. The president of the company told me, if every home in America would adopt this particular window, we would save the equivalent of what comes through the Alaska Pipeline on an annual basis.

Is it really wonderful? It is a major breakthrough. It is moving into the market, and it is capturing marketshare away from other windows that are being sold. It is really remarkable, both in terms of retention of heat energy and also the way it emits whatever wavelength it is that makes the house cooler in the summer. It does it simultaneously.

We consider ourselves the glass technology center of the world.

AFFORDABLE HOUSING

The other point I just did want to mention, there was some reference made to affordable housing and some of the materials that were submitted, and I went to a very interesting meeting yesterday, and I was talking to them about how they have their language, because certain words create a certain negative response to the public, especially to a homeowner at the lower income.

One gentleman stood up, from Florida, and said, "We don't use 'affordable housing'; we use the term 'starting homes.' It has a much more palatable sound for the public."

I pass this on. I think the real estate community is familiar.

I thank you very much for your testimony this afternoon and for your good service.

[Questions and answers for the record and the justifications follow:]

Chairman Bob Traxler

Advanced Building Technology Program

Question. Under the National Affordable Housing Act of 1990, NIBS was assigned responsibility for establishing the Advanced Building Technology Council. This Council will review and utilize new building technologies in buildings owned and operated by the federal government which the authorizing committee hopes will eventually be adopted by the private sector.

In the conference report, the conferees were aware of the need for federal agencies' willingness to participate in using these new technologies. They stated that if any regulatory difficulties are found to hinder federal participation, these problems should be outlined in the Council's first annual report to Congress.

-- Do you anticipate any difficulty in obtaining Federal participation in this program?

If so, what kinds of problems?

-- What kind of initiatives would you recommend to the Council to attract Federal agency participation?

Answer. The Advanced Building Technology Program is intended to be a voluntary cooperative effort between private industry and federal construction agencies. We have studied the legislation and have identified a number of issues that need to be addressed. Legislation establishing the program does not direct agencies to participate; thus, positive and consistent participation by the various federal construction agencies is an extremely important issue.

Before implementing the program and appointing the Advanced Building Technology Council, we are recommending a study of the following issues by an industry/government task force:

Purpose: The mission for the Council, the purposes of the program, and goals and objectives should be fully developed before implementation. Coordination and cooperation with existing federal and private programs should be addressed.

Federal Participation: The Federal construction agencies ability and willingness to use the new technology is critical to the program. A methodology, procedures, structure, and incentives need to be developed to maximize participation by the Federal agencies involved in design and construction.

Guarantees: Assess the feasibility of obtaining five-year guarantees from technology manufacturers ranging from small start-up firms to well-established manufacturers. Develop provisions for guarantees and criteria to be met by technology manufacturers to minimize the potential of default. Address the responsibilities and liabilities, and other roles of manufacturers, the Federal agencies, and the Council associated with guarantees.

Chairman Bob Traxler

Relationship with NIBS: As a Council within NIBS, the responsibilities and obligations of the Advanced Building Technology Council need to be clearly defined. The most appropriate legal/organizational structure for the Council needs to be determined. Should the Council be a separate legal entity for the purpose of entering into contracts and agreements, or should the Council operate under the organizational structure of NIBS which would enter into contracts and agreements on behalf of the Council?

The decision on the organizational structure will serve as the basis for defining the relationship with regard to technical independence, financial accountability, management, operational procedures, and legal liabilities.

Council Membership: Guidelines should be developed to assist the Secretary of HUD in selecting members of the Council. Members of the Council should be industry leaders expert on the introduction, use, and evaluation of new technologies. The guidelines would address such things as the level and type of expertise, industry leadership qualifications, segments of industry to be represented, time and financial commitments of Council membership, and other considerations such as conflict of interest.

Operational Considerations: Operational procedures for identifying, analyzing, evaluating, and approving building technologies need to be established. The availability and suitability of existing criteria, and the feasibility and cost of developing needed performance criteria against which to evaluate innovative technology is an important issue. Demonstration programs for new technologies, information management, and technology transfer systems need to be outlined. Based on the development of operating procedures, a staffing plan should be prepared.

Program Cost and Potential Income: Start-up and annual operating budgets need to be developed, and potential sources of income other than direct appropriations need to be assessed.

Grants and Contracts

Question. I note on your statement of contract income, you are anticipating \$109,293 in potential new contracts in FY 1991. We are already six months into FY 1991.

-- What kinds of new contracts are you anticipating?

-- Will they be in place before the end of FY 1991?

Answer. At the beginning of our budget cycle, we often do not know exactly what contracts will be in place during the following fiscal year, when these contracts will be in place, or their duration. Some contracts are already in place and span more than one fiscal year. Some contract work is in the planning stage, while other work is in the proposal stage or in the

Chairman Bob Traxler

contract negotiation stage. Still other contracts result from requests for assistance from federal agencies--some expected and others unanticipated. The process of contracting takes place throughout the year, and is not subject to exact estimates and is certainly not consistent from year to year. The level of contracts is often dependent on the funds available to federal agencies for issues which relate to the Institute's mission. Our budget is prepared for review and approval by the NIBS board before the agencies know what funds will be available through Congressional appropriations.

However, based on past experience, we are confident that new contracts will come in during the year. Accordingly, we maintain the capacity to handle these contracts and our budget reflects the costs and offsetting revenues associated with maintaining this capacity.

Our original FY 91 budget projected \$1.6 million in contracts for the year, including \$109,000 in new contracts as discussed above. Since that time, we have received several new contracts or contract modifications. These contracts were to improve and add information to our Construction Criteria Base and to update and revise the U.S. Courts Design Guides. We now project our contract income at \$1.85 million for FY 91.

Other contracts currently under negotiation include the production of the 4th edition of the National Program Plan for Thermal Performance of Building Envelope Systems, and Materials (DOE), updating the NEHRP Recommended Provisions for the Development of Seismic Regulations for New Buildings (FEMA), evaluating the compatibility of flood loss reduction standards with the provisions in model building codes (FEMA), and coordinating the metric conversion of federal construction (interagency). At this point in time, we do not know when these contracts will be signed, their amounts, or their duration.

Question. I note on the spreadsheet that grants/contracts were \$325,960 higher than anticipated for fiscal year 1990. For fiscal year 1991, you estimated \$1,633,441 for grants/contracts.

-- Is this estimate still accurate?

-- At the hearing last year we discussed your difficulty in obtaining government contracts. (p. 787) Are you still having difficulty in obtaining government contracts?

Answer. As noted above in the answer to the previous question, we are now projecting contract revenues of \$1.85 million for FY 91.

Regarding our difficulties in obtaining government contracts which we discussed last year, we noted two main problems. The first problem was the restricted budgets of many of the agencies with which we work. Virtually every federal agency with which we work has faced budget cuts due to the federal deficit. These budget cuts often hit discretionary funds and research and development activities hardest. Working with agencies individually, there does not appear to be a ready solution to this problem. If pressing issues of interest to all federal construction agencies, such as metrication, could be

Chairman Bob Traxler

addressed cooperatively by NIBS in conjunction with affected agencies, the funds could be directed to NIBS without passing through each agency; thus, allowing the issue to be attacked more quickly and likely saving considerable cost by eliminating agency administrative costs and individual contracting efforts.

The second problem dealt with the issue of sole source contracting. At many agencies, contracting officials simply would not issue sole source contracts, as a matter of agency policy. Others did not interpret NIBS' authorizing legislation as a sufficient justification for sole source contracts.

During FY 1990, we worked with the Office of Federal Procurement Policy (OFPP) to help clarify the circumstances under which federal agencies could issue sole source contracts to the Institute. Last September, OFPP issued a memorandum to all agency procurement executives noting that since the NIBS authorizing legislation (P.L. 93-383, section 809(g)(3)) specifically authorized agencies and departments to contract with NIBS, the exception to full and open competition at FAR 6.302-5 may be used as appropriate to award such contracts.

A copy of this memorandum is attached. One agency's contracting officer has indicated that the OFPP memorandum notwithstanding, he is opposed to issuing sole source contracts to NIBS or any other organization. Hopefully, this individual's position is not widespread and the OMB/OFPP memorandum will alleviate some of the difficulties we discussed last year, although it is still too early to determine if this problem has been resolved.

Directory of Online Databases

Question. In your statement last year, (p. 760, hearing record), one of your major initiatives was the Directory of Online Databases. This database would provide building professionals with pertinent and up-to-date information on building technologies.

-- What has happened to this initiative?

Answer. The Directory of Online Databases was published in October, 1989. It identifies more than 200 databases which are available to building sciences practitioners, covering a broad range of domestic and international technical and regulatory information. These databases may be accessed and searched using personal computer equipped with a modem.

The directory is included on our Construction Criteria Base, and is distributed quarterly to approximately 1000 public and private sector subscribers; thus reaching about 4,500 individual users. In addition, we have sold 110 hard copies of the directory on an individual basis.

Congressman Louis Stokes

Classifications of NIBS' Members

Question. In your testimony on page 3, you mention that there are 13 member classifications within your Consultative Council. You also state that your work is done primarily through committees that are structured to maintain a balance among viewpoints.

- A. I would be interested in knowing what the actual percentages are for women, minorities, elderly and handicapped, in terms of representation on the council and on the committees.

Answer. In the 1974 legislation authorizing the creation of NIBS (P.L. 93-383, Section 809), Congress required the establishment of a Board of Directors, which "shall include (A) representatives of the construction industry, including representatives of construction labor organizations, product manufacturers, and builders, housing management experts, and experts in building standards, codes and fire safety, and (B) members representative of the public interest in such numbers as may be necessary to assure that a majority of the members of the board represent the public interest and that there is adequate consideration by the Institute of consumer interests". Those representing the public interest shall include "architects, professional engineers, officials of Federal, State and local agencies, and representatives of consumer organizations" (P.L. 93-383 section (c)(1)).

The Institute was also required to establish a "Consultative Council, membership in which shall be available to representatives of all appropriate private, trade, professional and labor organizations, private and public standards, codes and testing bodies, public regulatory agencies, and consumer groups, so as to ensure a direct line of communication between such groups and the Institute and a vehicle for representative hearings on matters before the Institute" (P.L. 93-383 sec (c)(8)).

The membership classifications within the council are derived from the language and intent of the Institute's authorizing legislation. These categories are: 1) Consumer and General Interest, 2) Architects, 3) Engineers, 4) Federal Government, 5) State and Local Government, 6) Building Construction, 7) Labor Organizations, 8) Housing, 9) Building Materials and Products, 10) Standards, 11) Real Estate, Finance and Insurance, and 12) Research, Testing and Other Services.

Most of the Institute's work is done by balanced and representative project committees through the Consultative Council. When a matter before the Institute requires a consensus of the building community, the Board refers it to the Council. In turn, the Council forms project committees which are "representative" to assure the opportunity for involvement by all affected and knowledgeable interests, and "balanced" so that no single interest can dominate the proceedings. Reports of a project committee must be approved by a two-thirds majority of votes cast. The By-Laws and operating rules of the Institute and Council are designed to ensure that balance and consensus is achieved on matters before the Institute.

The terms "balance" and "consensus" relate specifically to the intent of

Congressman Louis Stokes

the authorizing legislation. The Institute does not maintain membership classification for women, minorities, elderly, or handicapped, and accordingly, does not keep records which would indicate the representation of these groups on the Council or on project committees. The concerns, viewpoints and interests of these groups would be voiced by public interest representatives, as defined in the legislation. Public interest representatives are those falling within the first five membership classifications listed above.

Lead-Based Paint

Question. Under the section on lead-based paint in your testimony, you note on the bottom of page 8 that you submitted to HUD a final document entitled "Lead-Based Paint Testing, Abatement, Cleanup and Disposal Guidelines". You go on to say that in order to avoid conflicts with HUD's forthcoming guidelines, HUD requested that you not release the document and instead used your document to develop their's which was released in September 1990.

- A. Were there any critical points in your report that were not included, either partially or fully, in the HUD report? If yes, what are they? Do you know why HUD did not incorporate them?

Answer. In August 1988 NIBS signed a contract with HUD to develop a technical guide for the testing, abatement, cleanup and disposal of lead-based paint in buildings. Following the March 1989 completion of NIBS' six month effort, HUD asked that NIBS not publish its guidelines because HUD planned to review and refine the NIBS guide and publish it by October 1, 1989. HUD representatives indicated that their concerns included the high costs of lead-based paint abatement and the resulting impact on HUD's Comprehensive Improvements Assistance Program (CIAP). HUD representatives expressed the concern that if there were two guidelines on the same subject it would likely be a cause of confusion in both the public and private sectors. Further, the HUD representatives indicated that they planned to reformat the document so it would better serve the specific administrative needs of officials responsible for public and Indian housing, HUD's singular audience for the guide.

On April 18, 1990, HUD first released its document, Lead-Based Paint: Interim Guidelines for Hazard Identification and Abatement in Public and Indian Housing. This publication of nearly 600 pages contains a great deal of administrative information not included in the scope of work for the NIBS guide. The Institute was not asked to take part in the Department's process to revise the NIBS draft and was not provided an opportunity to review interim drafts developed by HUD.

NIBS hasn't the resources with which to conduct a detailed and comprehensive review of the HUD document; however, based on our preliminary assessment, the HUD guidelines provide the only comprehensive guidance available on this complex problem. In most respects there are close similarities between the HUD guidelines and the March 1989, NIBS guide. The following paragraphs describe several of the differences between the NIBS

Congressman Louis Stokes

document and the HUD guide and other areas where more definitive guidance is needed by industry to better protect workers and the public:

1. In the testing chapter the HUD guidelines recommend more confirmation testing than the NIBS document. This is the result of HUD's consideration of the December 1989, report developed by the National Institute of Standards and Technology (NIST), which provides a better basis for the testing section to improve the accuracy of methods to identify lead-based paint in buildings. (The NIST report was not yet available at the time NIBS' project work was underway.) Thus, the HUD guidelines is intended to result in abating fewer surfaces than may have been the case following the NIBS guide. But, testing costs will be higher because of the increased need for confirmation testing to verify the results of the less than completely reliable XRF tests. HUD's objective was to achieve lower costs overall; however, we are not aware of definitive cost analysis studies to confirm that this is the case.
2. One area in the HUD guidelines which warrants very careful consideration is the provision for medical removal of workers in the chapter on worker protection. The OSHA lead health standard, which we understand (and the HUD guide indicates) does not apply to construction activities, is defined in the HUD guidelines as 40 micrograms (ug) of lead per deciliter (dl) of blood. In this measure, the higher the number the greater the quantity of lead in the blood and the greater the harm to the worker. NIBS' committee agreed that appropriate federal agencies should reexamine this issue and act promptly to set an appropriate health standard suitable for lead-based paint abatement work. The concern, of course, is for the well being of the workers who will carry out lead-based paint abatement. Absent an applicable federal health standard for lead hazards in the construction industry, NIBS' project committee recommended HUD use the 30 ug/dl blood lead level medical removal standard adopted by the city of Baltimore, Maryland.

For the purposes of determining when to remove a worker from the job for protection of the worker's health, the HUD guidelines issued in April of 1990, cited both 50 ug/dl and 30 ug/dl. Thus, it is probable that those using this version of the HUD guide will be confused as to which level to use. It is our understanding that HUD, OSHA, NIOSH, EPA, and OMB revised the content of this chapter and reissued it in September of 1990. In the later version, the level of 40 ug/dl is vaguely suggested to be the blood lead level triggering medical removal of a worker. But the HUD Guide doesn't explicitly establish such a level. Accordingly, there are concerns as to whether or not the HUD Guide contains adequate medical removal requirements to sufficiently protect workers.

OSHA is now writing a lead standard for construction, but it

Congressman Louis Stokes

is not likely to be issued until 1994. Most health experts on the NIBS committee indicated that the OSHA industry level is inadequate for construction operations and too high for proper worker protection. It is our understanding that the federal agencies involved in finalizing the worker protection chapter were concerned about jurisdiction and possible confusion resulting from multiple standards for similar purposes.

3. Although numerous abatement methods were allowed by the NIBS draft, the abatement techniques commonly called replacement, enclosure, and encapsulation were recommended because they are more effective in controlling the production of lead-bearing dust. Replacement involves removing building components (windows, doors, frames, trim, baseboards, etc.) with the lead-based paint intact and replacing them with new components which do not contain lead. Enclosure and encapsulation involve covering the lead-based paint with another durable surface such as wallboard, wood paneling, or vinyl wall covering, which if properly maintained is designed to prevent further contamination of the living environment.

Among the techniques available to remove paint at the project site, the NIBS guide allowed limited scraping with water misting while recommending against use of dry scraping because the NIBS project committee found that it was likely to produce unacceptably large quantities of lead-bearing dust that could not be controlled by available means. Data considered by the NIBS committee indicated that it is very difficult to adequately control workers' blood lead levels when extensive dry scraping is used, even if workers use respirators and protective clothing. The HUD guidelines allow dry scraping without water misting; although, cautions are included that dry scraping generates large amounts of dust, possibly requiring more extensive worker protection, containment, and extra cleanup. In most other respects regarding on-site paint removal, the HUD guide parallels NIBS' recommendations.

4. A great deal of information is contained in the technical appendices to the HUD guidelines. Some of the appendix information contains incorrect sequencing for clearance testing. Although the information in the main sections of the document appears to be correct, this may cause some confusion.
5. The HUD guide contains example guidance in its appendices to aid the public housing authority in procuring the services of testing agents and contractors. However, these materials are not consistent with conventional procurement methods and language used successfully in construction. As a result, it is our understanding that there remains an unacceptable level of confusion in the field and a lack of pragmatic guidance tools for use by designers, contractors, and workers.

Congressman Louis Stokes

Radon

Question. I have a question regarding the section of your testimony dealing with radon. On page 13, you say that your document on standards and techniques for controlling radon levels within new buildings should not be used for regulatory purposes. This is in part because that is limited research and testing on some of the methods.

- A. How crucial is this research in terms of health hazards to the public?
- B. What would you recommend in terms of conducting this research, such as funding needed? Exactly what federal or private agencies would be involved in this, including yourself?

Answer. The most important question, the extent of the effects of various levels of radon in homes on the occupants of those homes remains unanswered. We understand that data on the health effects of miners have been used by the EPA to estimate that from 5,000 to 20,000 people die annually due to radon (H.R. 1066 indicates that radon causes 8,000 to 40,000 deaths annually). The EPA's estimate is the most widely used federal government approximation on the health effects of radon made to date. Although NIBS has no health effects data with which to evaluate the accuracy of this estimate, questions have been raised about its validity because of comparatively lower lung cancer rates in states and localities which, based on the EPA's survey, have among the highest radon levels in homes. Recently some private sector scientific organizations and individuals have challenged or disputed EPA's conclusions for these and other reasons.

Researching the effectiveness of radon mitigation techniques is crucial to determine the actual effectiveness of these techniques to prevent radon from entering the living space. This is especially needed because there are many more than five or six residential dwelling unit construction configurations. Rather, there are virtually thousands when one considers the combinations of types of heating, ventilation and air-conditioning systems (forced air, radiation, appliance exhaust fans, etc.) in combination with structural/foundation systems (basements, slab-on-grade, crawl space, and combinations of these) in combination with different foundation materials (concrete, concrete masonry units, clay masonry units, and treated wood foundations) and differing soil types and varying ground water conditions.

Further, the radon mitigation techniques proposed by the EPA are far more difficult to apply in existing dwellings, and the variables influencing their effectiveness are much more difficult to determine because they are usually concealed.

However, complex the task to adequately research these nearly countless permutations, it probably seems preferable to trying to determine the answer to the most important and far more difficult question--the extent of health effects due to radon exposure at the levels typically found in homes. The lack of a definitive answer to the primary question (What are the health effects of radon typically found in homes?), renders the importance of

Congressman Louis Stokes

investigations to determine the effectiveness of various techniques to mitigate radon in homes, in terms of health hazards to the public, less significant.

EPA has worked cooperatively with the National Association of Home Builders to identify and test radon reduction techniques in new and some existing home construction. It appears that the EPA believes the research carried out to date provides a sufficient basis to recommend regulation. The Institute's Project Committee found that some construction techniques, such as crawl space construction, haven't been tested adequately to assure repeatable results when using the recommended radon prevention methods. Further, many non-residential building types have not been tested to determine prevalent radon levels or the effect of possible mitigation techniques; thus, the committee found it premature to recommend definitive radon mitigation methods for these building types.

Before radon can be effectively managed through the nation's existing building regulatory process, many believe three fundamental determinations must be made. First, a health/safety level is needed. Second, the techniques with which to control radon's entry into homes and buildings must be known--significantly better than we know them today. Third, the responsibility of the parties involved must be established. These parties include owners, builders, testing agents, product manufacturers, designers, contractors, and state and local regulators. Health/safety levels are needed to know when to apply remedial measures and to assess their effectiveness. More complete knowledge about the effectiveness of mitigation measures is needed to determine which are appropriate for various conditions in order to avoid significantly adding to the cost of already expensive housing.

EPA has established a strong radon research program and it would seem is the likely agency for carrying out needed federal radon research in concert with the Department of Energy's related building energy and radon programs. In addition CPSC may have a role to advise consumers on the issue regarding radon testing and mediation services for existing homes. These agencies and representatives of the building community sectors mentioned in the previous paragraph should be involved in further research to respond to continuing public interest needs and in the development of alternative regulatory approaches. The Institute believes its mission is to coordinate the interaction between these sectors and the federal government. Without such coordination, it is doubtful that efficient radon controls will be implemented. The cost of such a program should be carefully estimated based on a comprehensive planning effort.

Congressman Chester G. Atkins

Lead-Based Paint

What conclusions were drawn from the lead paint conference sponsored by N.I.B.S.? May I have a copy of the final report?

Answer: NIBS' Lead-Based Paint Task Force developed and accepted the following findings and recommendations in its report to the Institute:

1. Meaningful solutions to the lead-based paint (LBP) hazards in housing may require actions which constitute new ideas and require updates of older concepts. This will require coordinated action among several agencies of the federal government and private sector organizations. As the first step, the Congress should provide legislative direction to agencies assigning duties to carry out the recommendations of the task force.
2. The LBP problem in housing, although a concern since the early 1970s, still has received neither appropriate or adequate national attention, a sufficiently high priority, nor the resources it deserves. The Task Force finds the LBP issue has and continues to warrant immediate and increased attention as a national priority.
3. The Task Force recommends the knowledge and technology developed in the early 1970s be reexamined in view of current research and technological advances in order to assure the best understanding of the health effects of lead based paint and to foster application of the most effective identification, management, and abatement methods available today.
4. Federal agencies such as HUD, EPA, HHS, OSHA, and CPSC, in cooperation with private organizations representing consumers, homeowners, residential tenants, housing authorities, housing rehabilitation contractors, designers, lenders, realtors, the paint industry, testing laboratories, the research and development community must work cooperatively to resolve this problem. To accomplish this, a standing technical working group, representing the above interests, should be created as a NIBS activity to define goals and priorities and monitor progress of a national program to resolve the LBP problem. Also the Departments of Transportation and Defense can make meaningful contributions.
5. A national resource center and clearinghouse is needed to collect data and provide authoritative responses to questions and provide accurate and practical information on the LBP problem.
6. The Task Force recommends that a "model" publication approach be utilized to produce and disseminate guidance for the identification, testing, management and abatement of LBP. This approach promotes the development of nationally recognized technical guidance documents for voluntary use and adoption by states and local jurisdictions, thereby facilitating consistency

Congressman Chester G. Atkins

across the country and reducing duplication of criteria development efforts.

7. The limited knowledge base for making rational decisions about how to resolve the problem of LBP needs to be expanded in order for the nation to comprehend, accept and apply new concepts and technologies. Additional research and testing is needed to broaden the knowledge base, thus permitting it to serve as a proper foundation for action by decision makers in determining proper approaches. Work is specifically needed to assess current technology for the identification and abatement of LBP and to practically apply promising research results.
8. There is an urgent need for additional abatement research and testing to serve as the basis for technical and health standards for lead dust and aerosol. The standards are needed because lead particles in the air and dust and on surfaces within houses with lead paint are suspected to be major contributors to lead poisoning. The standards should be based on appropriate new research conclusions for pre-, interim-, and post-abatement lead levels to protect occupants and workers.
9. Many factors bear on the decision of when and how to abate, such as different housing types, ownership, local environments, and the condition of components, materials and equipment in each house. These factors may serve as constraints which limit the abatement options. Abatement may include a variety of techniques, including removal, replacement (a form of removal involving replacement of the substrate), or encapsulation, in addition to specific clean up procedures. While encapsulation may appear the most cost effective and safest method, encapsulation may defer, rather than eliminate, the hazard. Also, abatement may consist of a variety of techniques which are part of an overall maintenance or repair program.

Based on these dynamics, the process leading up to the decision of whether and how abate requires prompt development and publication of a detailed set of guidelines which should be based on current technology and be carefully coordinated with current federal laws and regulations.
10. Typically, removing LBP by conventional means imposes a severe health risk upon workers and occupants. An improper abatement may well pose a more immediate hazard than the "unabated" intact lead based paint. Thus, there is need for detailed state-of-the-art guidance documents describing proper materials and equipment, correct work and safety procedures, and suitable clearance methods for the accepted abatement methods.
11. LBP problems exist in the private as well as the public sector and both should be addressed. HUD regulations now address public sector housing. There could be some carryover into the

Congressman Chester G. Atkins

private sector through the FHA/VA financing for mortgages of private homes; however, other efforts are needed to effect parallel action to mitigate private housing hazards.

A copy of the report by the task force to the Institute's board of directors, Lead-Based Paint In Housing, upon which the above response was largely based, is attached. More specific recommendations were made by the three discussion groups which addressed the topics of testing, abatement actions, and lead-based paint problem management. These recommendations are included in Section B. of the report, Discussion Group Reports.

NATIONAL INSTITUTE OF BUILDING SCIENCES
BALANCE SHEET
1ST QUARTER, FY 91

<u>ASSETS</u>	<u>SEPT 30, 1990</u>	<u>DEC 31, 1990</u>
CURRENT ASSETS:		
CASH AND CASH EQUIVALENTS	\$ 744,504	\$ 590,527
ACCOUNTS RECEIVABLE	\$ 737,036	\$ 456,385
INVENTORIES	\$ 3,284	\$ 12,870
DEPOSITS	\$ 22,931	\$ 24,836
OTHER	\$ 11,606	\$ 1,732
TOTAL CURRENT ASSETS	\$1,519,361	\$1,086,350
PROPERTY AND EQUIPMENT		
FURNITURE AND EQUIPMENT	\$ 368,849	\$ 377,472
LEASEHOLD IMPROVEMENTS	\$ 56,498	\$ 56,498
	\$ 425,347	\$ 433,970
LESS:		
ACCUMULATED DEPRECIATION AND AMORTIZATION	\$ 146,770	\$ 156,770
NET PROPERTY AND EQUIPMENT	\$ 278,577	\$ 277,200
 RESTRICTED CASH	 \$ 515,416	 \$ 520,902
TOTAL ASSETS	\$2,313,354 -----	\$1,884,452 -----
 <u>LIABILITIES AND FUND BALANCE</u>		
ACCOUNTS PAYABLE	\$ 386,141	\$ 71,830
OBLIGATIONS UNDER CAPITAL LEASE	\$ 41,302	\$ 40,485
CONTRACT ADVANCES	\$ 150,000	\$ 150,000
DEFERRED REVENUES	\$ 244,549	\$ 239,600
ACCRUED LEASE OBLIGATION	\$ 209,682	\$ 230,474
TOTAL LIABILITIES	\$1,031,674	\$ 732,389
 FUND BALANCE		
DESIGNATED - CASH RESERVES	\$ 515,416	\$ 520,902
UNDESIGNATED FUND BALANCE	\$ 766,264	\$ 631,161
TOTAL FUND BALANCE	\$1,281,680	\$1,152,063
 TOTAL LIABILITIES AND FUND BALANCE	\$2,313,354 -----	\$1,884,452 -----

NATIONAL INSTITUTE OF BUILDING SCIENCES
1ST QUARTER FY 91
INCOME STATEMENT

INCOME	DEC 31, 1990	ANNUAL BUDGET	REMAINING	% of budget
APPROPRIATIONS	\$ 0	\$ 250,000	\$ 250,000	0%
CONTRACTS INCOME	284,574	1,307,325	1,022,751	22%
RESTRICTED DONATIONS	0	0	0	0%
UNRESTR. DONATIONS	22,000	150,000	128,000	15%
PUBLICATION SALES	186,151	1,011,200	825,049	18%
CCB EQUIPMENT SALES	33,212	232,800	199,588	14%
MEMBER DUES	21,579	122,000	100,421	18%
INTEREST INCOME	12,538	45,200	32,662	28%
SEMINARS/MEETINGS	9,150	7,500	(1,650)	122%
OTHER INCOME	180	0	(180)	
TOTAL INCOME	\$ 569,384	\$3,126,025	\$2,556,641	18%
EXPENSES				
SALARIES AND WAGES	\$ 283,959	\$1,095,237	\$ 811,278	26%
FRINGE BENEFITS	92,331	343,819	251,488	27%
CONSULTANTS	57,931	340,514	282,583	17%
BOARD FEES	900	10,000	9,100	9%
BOARD TRAVEL	15,110	75,000	59,890	20%
STAFF TRAVEL	6,880	74,700	67,820	9%
COMMITTEE TRAVEL	14,539	205,000	190,461	7%
TELEPHONE AND POSTAGE	22,385	106,869	84,484	21%
MEETINGS	18,651	36,900	18,249	51%
PRINTING AND COPY	38,491	161,175	122,684	24%
OFFICE SUPPLIES	11,359	45,750	34,391	25%
LEASED EQUIPMENT	112	1,200	1,088	9%
EQUIPMENT MAINT.	(1,671)	5,000	6,671	0%
STAFFING	0	2,500	2,500	0%
LEGAL/AUDIT	0	40,000	40,000	0%
RENT AND OCCUPANCY	75,705	240,041	164,336	32%
DEPRECIATION/AMORT.	10,000	40,000	30,000	25%
INSURANCE	4,235	20,000	15,765	21%
ADVERTISING/PROMO.	0	102,000	102,000	0%
INTEREST/BANK FEES	1,328	12,000	10,672	11%
COST OF CCB SALES	46,616	234,700	188,084	20%
MISCELLANEOUS	141	500	360	28%
TOTAL EXPENSES	\$ 699,001	\$3,192,905	\$2,493,904	22%
NET INCOME (LOSS)	\$ (129,617)	\$ (66,880)	\$ 62,737	194%

NATIONAL INSTITUTE OF BUILDING SCIENCES BUDGET SPREADSHEET

	FY89	FY90	FY90	FY91
CATEGORY	ACTUAL	BUDGET	ACTUAL	BUDGET
GRANTS/CONTRACTS	\$1,573,591	\$1,847,965	\$2,173,925	\$1,633,441
MEMBERSHIP	\$113,934	\$119,150	\$109,162	\$117,000
DONATIONS, UNRESTR.	\$99,744	\$150,000	\$92,000	\$100,000
DONATIONS, RESTR.	\$141,192	\$46,809	\$26,808	\$0
PUBLICATIONS	\$872,342	\$962,560	\$890,390	\$1,194,000
SEMINARS/WORKSHOPS	\$34,057	\$17,575	\$22,175	\$8,750
INTEREST	\$35,626	\$22,000	\$56,190	\$45,200
MISCELLANEOUS	(\$3,607)	\$0	\$43	\$0
TRUST FUND/APPROPRIATIONS	\$500,000	\$492,000	\$492,000	\$0
TOTAL	\$3,366,879	\$3,658,059	\$3,862,693	\$3,098,391
SALARIES & WAGES	\$859,051	\$1,017,755	\$1,045,382	\$1,141,505
FRINGE BENEFITS	\$224,345	\$317,748	\$307,878	\$339,722
CONSULTANTS/SUBCONTRACT	\$703,910	\$767,114	\$968,766	\$540,771
BOARD FEES	\$8,450	\$10,000	\$5,000	\$7,500
TRAVEL	\$168,599	\$185,806	\$225,286	\$313,970
COMMUNICATIONS	\$89,246	\$95,366	\$100,524	\$103,491
SUPPLIES AND SERVICES	\$299,905	\$340,830	\$282,299	\$266,126
OCCUPANCY/RENT	\$275,789	\$201,350	\$206,794	\$240,041
COST OF SALES	\$290,227	\$241,580	\$262,905	\$187,700
OTHER	\$112,334	\$130,510	\$92,073	\$110,000
TOTAL EXPENSE	\$3,031,856	\$3,308,059	\$3,496,907	\$3,250,826
EXCESS (DEFICIT) OF REVENUE OVER EXPENSES	\$335,023	\$350,000	\$365,786	(\$152,435)
PLUS/(MINUS): TRANSFERS TO CASH RESERVES	(\$102,432)	(\$300,000)	(\$412,984)	\$0
INCREASE (DECREASE) IN UNDESIGNATED FUND BALANCE	\$232,591	\$50,000	\$ (447,198)	(\$152,435)
UNDESIGNATED FUND BALANCE AT BEGINNING OF YEAR	\$580,871	\$813,462	\$813,462	\$766,264
UNDESIGNATED FUND BALANCE	\$813,462	\$863,462	\$766,264	\$613,829
LESS NET FURNITURE AND EQUIPMENT	\$256,427	\$306,427	\$278,577	\$243,577
AVAILABLE FUND BALANCE	\$557,035	\$557,035	\$487,687	\$370,252

NATIONAL INSTITUTE OF BUILDING SCIENCES
COMPARISON OF CONTRACT INCOME
FY 90 ACTUAL AND FY 91 BUDGET

CONTRACT	AGENCY	FY 90 ACTUAL	FY 91 BUDGET
CCO RESEARCH	NAVY	\$536,824	\$33,606
CCO RESEARCH	VA	\$0	\$49,919
CCO RESEARCH	AIR FORCE	\$0	\$50,873
CCO RESEARCH	ARMY	\$0	\$89,399
EPA RADON	EPA	\$61,219	\$0
ASBESTOS O&M	EPA	\$0	\$49,458
NIST BLDG ENVELOPE GD.LNS	NIST	\$8,554	\$34,628
ORNL ENERGY WORKSHOPS	DOE	\$7,396	\$2,459
NIST RESEARCH AGENDA	NBS	\$33,484	\$21,128
LIFELINES	FEMA	\$1,113	\$34,246
BSSC SEISMIC PROVISIONS	FEMA	\$678,685	\$725,182
MODEL CODES STUDY	GSA	\$1,590	\$0
GSA INFO SYSTEM STUDY	GSA	\$67,800	\$0
GSA TECHNOLOGY TRANSFER	GSA	\$0	\$155,050
ADUSC COURTS CRITERIA	ADUSC	\$769,937	\$271,000
HHS/CADO/NFPA CODE STUDY	N.J.	\$7,323	\$7,200
POTENTIAL NEW CONTRACTS	VARIES	\$0	\$109,293
TOTALS		\$2,173,925	\$1,633,441

NATIONAL INSTITUTE OF BUILDING SCIENCES
SUMMARY OF SALARY CHANGES FROM FY 90 TO FY 91

	FY 90 ACTUAL	FY 91 BUDGET	NOTES (SEE ATTACHED)	INCREASES DUE TO SALARY INCREASES	INCREASES (DECREASES) DUE TO PERSONNEL CHANGES
PRESIDENT	\$82,500	\$88,188		\$5,688	\$0
EXEC DIRECTOR, BSSC	\$75,250	\$79,888		\$4,638	\$0
VP PLANNING	\$68,500	\$73,663		\$5,163	\$0
DIRECTOR, CCB PROGRAM	\$67,333	\$74,700		\$7,367	\$0
VP FINANCE/ADMIN	\$56,500	\$59,915		\$3,415	\$0
DIRECTOR, TECH. PROGRAMS	\$55,000	\$58,826		\$3,826	\$0
PROGRAM MGR	\$45,000	\$52,500		\$7,500	\$0
DIRECTOR, COMMUNICATIONS	\$42,083	\$32,681	1	\$0	(\$9,402)
PROGRAM MGR	\$41,913	\$47,025	2	\$2,096	\$3,016
PROGRAM MGR	\$38,600	\$27,500	3	\$0	(\$11,100)
PROGRAM MGR	\$38,415	\$32,500	4	\$0	(\$5,915)
COMPUTER SPECIALIST	\$33,625	\$35,794		\$2,169	\$0
MGR., CCB INFO SYSTEMS	\$33,500	\$45,386	5	\$1,675	\$10,211
MGR., OFFICE SERVICES	\$33,000	\$35,275		\$2,275	\$0
MGR., MEETINGS	\$31,250	\$16,000	6	\$0	(\$15,250)
MGR PUBLICATIONS/MRSHSP	\$30,066	\$31,125		\$1,059	\$0
ASSISTANT PROGRAM MGR	\$28,920	\$33,000		\$1,280	\$2,800
ADMIN ASSISTANT, BSSC	\$27,563	\$30,088		\$2,525	\$0
EXECUTIVE SECRETARY	\$27,542	\$30,087		\$2,545	\$0
SECRETARY, VP PLANNING	\$25,417	\$26,975		\$1,558	\$0
INFORMATION SYSTEMS SPECI	\$23,000	\$25,419		\$2,419	\$0
INFORMATION SYSTEMS SPECI	\$18,610	\$0	7	\$0	(\$18,610)
SECRETARY, ADMINISTRATION	\$18,302	\$19,192		\$890	\$0
MAIL/COPY ROOM CLERK	\$17,722	\$9,000	8	\$0	(\$8,722)
CCB PRODUCTIONS ASSISTANT	\$15,333	\$28,000	9	\$767	\$11,900
PROGRAM MGR	\$14,850	\$18,778	10	\$0	\$3,928
PROGRAM MGR	\$12,635	\$0	11	\$0	(\$12,635)
COMPUTER PROGRAMMER	\$9,312	\$35,000	12	\$0	\$25,688
SUMMER INTERNS	\$5,290	\$0		\$0	(\$5,290)
VP COMMUNICATIONS/DEVL	\$4,615	\$72,000	13	\$0	\$67,385
RECEPTIONIST	\$3,463	\$0	14	\$0	(\$3,463)
CCB PRODUCTIONS ASSISTANT	\$0	\$18,000	15	\$0	\$18,000
TEMPORARIES	\$14,839	\$5,000	16	\$0	(\$9,839)
DEFERRED EXPENSE	(\$917)	\$0		\$0	\$917
ACCRUED VACATION EXPENSE	\$6,350	\$0		\$0	(\$6,350)
<hr/>					
	\$1,045,382	\$1,141,595		\$58,855	\$37,267

NATIONAL INSTITUTE OF BUILDING SCIENCES
SUMMARY OF INTERNALLY FUNDED PROJECTS AND PROGRAMS
FY 1986 - FY 1990

	COST					
PROJECT DESCRIPTION	FY 86	FY 87	FY 88	FY 89	FY 90	TOTAL
REGULATORY UPDATE	\$2,555	\$0	\$0	\$0	\$0	\$2,555
ROLES/RESPONSIBILITIES	\$1,272	\$0	\$0	\$0	\$0	\$1,272
ASBESTOS GUIDESPEC	\$74,415	\$0	\$0	\$0	\$0	\$74,415
LAND USE	\$33,489	\$111,361	\$13,284	\$4,107	\$11,143	\$173,384
BUILDING ENERGY COMMITTEE	\$9,176	\$2,831	\$0	\$0	\$0	\$12,007
FOREIGN HOUSING TECHNOLOGY	\$3,641	\$10,718	\$0	\$13,734	\$0	\$28,094
PUBLIC INFORMATION	\$68,707	\$237,225	\$170,901	\$192,448	\$160,983	\$830,265
LEAD BASED PAINT	\$0	\$15,271	\$25,176	\$0	\$0	\$40,447
COUNCIL FORUMS	\$0	\$1,512	\$0	\$0	\$0	\$1,512
MANUFACTURED HOUSING	\$0	\$79,254	\$34,661	\$0	\$0	\$113,915
FOREIGN INFLUENCES	\$0	\$64,563	\$38,386	\$0	\$0	\$102,949
HOUSING REHABILITATION	\$0	\$92,248	\$1,288	\$0	\$0	\$93,536
INDOOR AIR/RADON	\$0	\$7,397	\$0	\$22,521	\$0	\$29,918
ASBESTOS GUIDE SPEC REVISION	\$0	\$1,387	\$34,231	\$6,507	\$29,009	\$71,134
ADA CONFERENCE	\$0	\$0	\$0	\$0	\$17,452	\$17,452
A/E/C SYSTEMS CONFERENCE	\$0	\$0	\$0	\$31,347	\$0	\$31,347
WOOD PROTECTION COUNCIL	\$5,242	\$10,568	\$15,131	\$13,965	\$0	\$44,906
BLDG THERMAL ENVELOPE COORD. CNCL	\$27,161	\$2,414	\$7,524	\$23,562	\$0	\$60,661
NIBS SHARE OF CONTRACT COSTS	\$230,387	\$113,212	\$194,981	\$96,476	\$2,086	\$637,141
	\$456,045	\$749,961	\$535,563	\$404,667	\$220,673	\$2,366,909

NOTES TO SALARY SCHEDULE

1. Position reduced to part time status
2. Position vacant 1.5 months in FY 90
3. Part time position, workload varies
4. Part time position, workload varies
5. Position increased to full time from part time
6. Position eliminated 3/91
7. Position eliminated 9/90
8. Position eliminated 3/91
9. New position, vacant 4.5 months during FY 90
10. Part time position, work load varies
11. Position eliminated 1/90
12. New position, vacant 9 months in FY 90
13. New position, vacant 11.5 months in FY 90
14. Position eliminated, 1/90
15. New Position
16. Part time temporaries, workload varies



NATIONAL INSTITUTE OF BUILDING SCIENCES
CURRENT PROJECTS--February 1991

ASBESTOS ABATEMENT--NIBS' Asbestos Abatement and Management in Buildings, Model Guide Specifications provides comprehensive procurement guidance for a wide range of options for asbestos abatement and maintenance and repair in buildings. NIBS' committee is now updating the guide's introduction to include help on contract document coordination and new sections on abatement of non-friable interior and exterior asbestos containing materials such as flooring, siding and roofing.

CONSTRUCTION CRITERIA BASE (CCB)--NIBS' CD-ROM discs include federal guide specifications, standards, cost estimating systems, design manuals and other design and construction criteria. The rapidly growing system enables designers, specification and others to search and retrieve, edit, and prepare guide specifications quickly and easily. Presently, CCB includes guide specifications for the Navy, Army, NASA, VA, GSA, and AIA. The disc also contains NAVFAC Design Manuals, Corps Technical Manuals, the DOE's Design Criteria, model building codes, regulations, and many other referenced federal, military and non-government standards from 15 federal agencies and more than 100 private organizations.

MOISTURE CONTROL WORKSHOP--NIBS' Building Thermal Envelope Coordinating Council will hold a workshop, Bugs, Mold, and Rot: Identifying and Remedying Moisture Damage in Existing Residential Structures. The May 1991 Washington, D.C. workshop, will address issues like correct humidity levels and the role of the builder and occupant in moisture control through case studies, presentations, and roundtable discussions.

FIRE HAZARDS--A NIBS group has developed a new performance method for measuring the potential toxic smoke hazard of building products and contents. The proposed method integrates 3 basic fire characteristics (ignition time, rate of burning and toxic potency) into a single index value. The method is being submitted to recognized standards organizations for developing a voluntary consensus standard test method.

GSA INFORMATION/TECHNOLOGY TRANSFER--NIBS will assist the Public Buildings Service (PBS) of the General Services Administration in developing a system to translate established research and case studies into standards and criteria for direct use by the PBS. The system is being designed to enhance the acquisition, planning, design, construction, security, quality, operations and maintenance of federal buildings.

GSA CODE STUDY--NIBS has advised the General Services Administration's Public Buildings Service on methods for using applicable national building codes in the construction, alteration and repair of federal buildings. The GSA/PBS Codes Study report (available from NIBS) offers alternative strategies for determining which model building codes and other codes should be followed geographically; and the procedures and resources needed to insure compliance with recommended codes.

U.S. COURTS DESIGN--Under a cooperative program with the Administrative Office of the U.S. Courts, NIBS is developing new design criteria for federal courts facilities. The work includes specialized requisite space allocation, furniture, finishes, security, acoustics, mechanical-electrical systems and automation.

HEALTH CARE FACILITIES CODES--NIBS is comparing the three nationally recognized model codes with the National Fire Protection Association's Life Safety Code as they pertain to health care facilities. The comparisons will determine the extent to which the model codes are comparable to the NFPA standard and whether the model codes protect patients and personnel in institutional health care occupancies certified for participation in Medicare and Medicaid to the same extent as the Life Safety Code.

LAND DEVELOPMENT--NIBS' task force has written land development guidelines designed for use by local planning officials and others involved in the planning and zoning process. The report, Land-Use Regulations Handbook, identifies cost effective zoning techniques and various land use practices which can increase the supply of affordable housing without compromising the integrity or quality of the environment.

LEAD-BASED PAINT--NIBS prepared technical guidelines for the testing, abatement, clean-up and disposal of lead-based paint in public and Indian housing. The guide provides detailed "hands-on" procedures for on-site and laboratory testing, alternative abatement options, decontamination and clean-up of the abated areas and how to handle waste and debris. The Department of Housing and Urban Development used the NIBS document as a basis for publishing their guidelines entitled, Lead-Based Paint: Interim Guidelines for Hazard Identification and Abatement in Public and Indian Housing. NIBS is proposing to develop guide specifications for the testing and abatement of lead-based paint in housing and buildings.

NIST RESEARCH AGENDA--NIBS is preparing its fourth set of annual recommendations of building community research priorities to the National Institute of Standards and Technology's Centers for Building Technology and Fire Research. NIBS surveyed the building community to identify building research topics for NIST in the areas of building materials, building environment, structural engineering and fire safety. A NIBS project committee will assign priorities to these recommended topics.

RADON--At the request of the U.S. Environmental Protection Agency (EPA), NIBS has developed guidelines for reducing radon in new residential one- and two-family dwellings and other residential structures not exceeding three stories. The report entitled Methods and Techniques for Reducing Radon Levels within New Buildings, is based largely on radon mitigation experiences in single family residences and a small number of schools and non-residential buildings.

BUILDING ENVELOPE DESIGN GUIDELINES--A project committee, composed of members of the Building Thermal Envelope Coordinating Council and NIBS, is assisting the National Institute of Standards and Technology in developing building envelope design guidelines for heat, moisture, and air infiltration control. Practical design information, graphics, and major problem issues will be presented for a range of common wall and roof assemblies. The guidelines are primarily intended for use in federal construction projects.

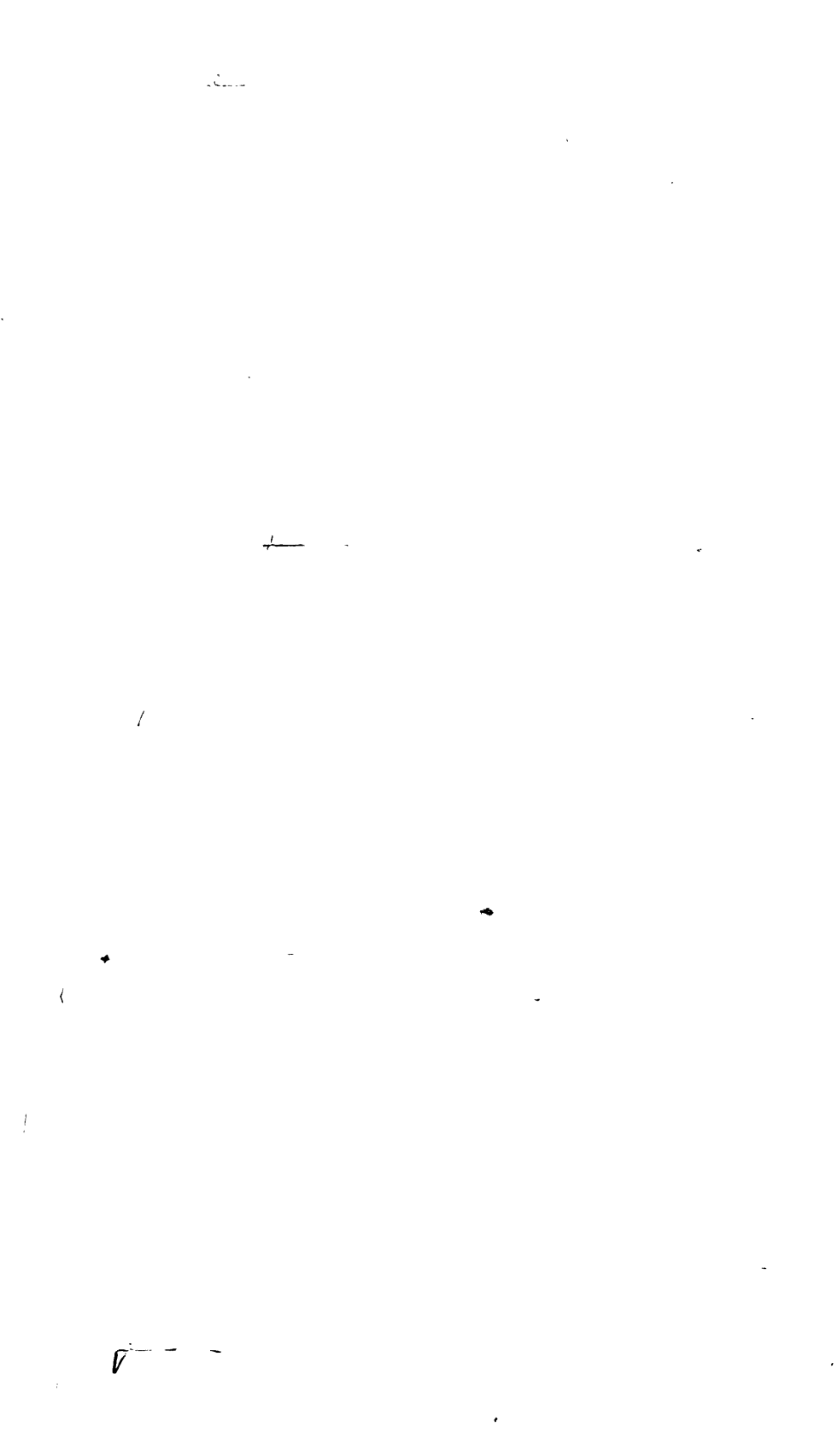
GUIDELINES FOR WOOD PROTECTION--NIBS' Wood Protection Council is producing a technical and procurement guide to methods and techniques available to protect building and housing components made of wood from termites and decay. The guide will include maps to help identify appropriate methods for different regions of the country. Specific topics to be addressed include decay control, subterranean termite control, drywood termites, quality management, and specifications.

EARTHQUAKE PROGRAMS--NIBS' Building Seismic Safety Council has been involved since 1979 in the development of the NEHRP Recommended Provisions for the Development of Seismic Regulations for New Buildings for FEMA. The 1988 Edition of the Provisions has been translated into code language by a BOCA ad hoc committee and will be submitted as a BOCA code change. SBCCI is expected to undertake a similar program. Consequently, except for one- and two-family dwellings in areas of exceptionally low seismic risk, the Provisions should be of particular interest to the home builder concerned with multistory residential structures.

Several BSSC publications intended for the nontechnical decision maker discuss important seismic considerations for health care facilities, office buildings, elementary and secondary schools, apartment buildings, and hotels and motels.

WITNESSES

	Page
Buchbinder, Laura	1
Chappell, Gregg	1
Gibson, Robert	489
Green, O.L., Jr	1
Harris, David	489
Jacobik, B.A	1
Jennings, J.D	1
King, William	489
Kranz, T.F	1
Lloyd, John	489
Lopez, Antonio	1
Miller, R.F	1
Orrell, G.H	1
Peterson, G.C	1
Schauerte, C.M	1
Stickney, W.E	1
Watson, G.W	1



INDEX

Federal Emergency Management Agency

	Page
Chairman's Introduction	1
Civil Defense:	
Additional Communities Funded From Emergency Management Assistance	55
Applicability of Civil Defense Training to Disasters	41
Distribution of FEMA Grants to States	56
Emergency Management Assistance Grants in 1992	55
Incentives for State Emergency Preparedness	16
Radiological Instrumentation for Dual Use	59
Reduction in Civil Defense	55
Reduction in Population Protection	59
Reduction in Training and Education	60
Volunteerism	59
Director's Opening Remarks	2
Director's Statement to the Subcommittee	5
Disaster Relief:	
Balance for Disaster Relief	77
Created Resources	40
Disaster Relief in Island Territories	78
Disaster Recovery Needs	17
Disaster Reservists	42
Estimated Balance for Disaster Relief in 1991	78
Equipment Inventory	79
Historical Average for Disaster Relief	77
Liabilities in Disaster Relief	78
Responsibility for Housing the Homeless	39
State Preparedness for Disasters	15
Staffing for Disasters	42
Using Trained Emergency Managers in Disasters	17
Earthquake and Other Hazards:	
Earthquake Insurance	47
Earthquake Mitigation	29
Earthquake Program State Allocation Formula	31
Formula for Distribution of Earthquake Funds	33
Increase in the Earthquake Program	28
Retrofitting for Earthquakes	47
Risk Areas for Earthquakes	33
State Earthquake Program Funding	34
Emergency Food and Shelter Program:	
Adequacy of Food and Shelter Funds	25
Characteristics of Food and Shelter Recipients	77
Electronic Transfer of Funds	71

	Page
Emergency Food and Shelter Program—Continued	
Emergency Food and Shelter Program Characteristics.....	73
Increase in Food and Shelter Fund in New York City.....	18
Labor Force Statistics in Allocation Formulas.....	18
Reduction in Emergency Food and Shelter.....	86
Status of Emergency Food and Shelter.....	86
Study on Effectiveness of Emergency Food and Shelter.....	70
Unemployment Threshold for Food and Shelter Funds.....	26
Justification of Estimates, Fiscal Year 1992.....	116
Hurricane Preparedness:	
Hurricane Preparedness Projects.....	22
Hurricane Preparedness Studies.....	24
Corps of Engineers Participation in Projects.....	25
Inspector General:	
Agency—IG Cooperation.....	84
Auditable Activities.....	83
Chief Financial Officers Act Requirements.....	83
High Dollar Investigations.....	84
Increase for Inspector General in 1992.....	82
Inspector General Association.....	82
IG Cases From Hugo and the Earthquake.....	83
National Preparedness Audit.....	83
GAO Report/Lessons Learned:	
Lessons Learned in Hugo and Earthquake.....	13
Changes Based on Lessons Learned.....	13
Loma Prieta Earthquake:	
Geary Theater.....	38
Historic Restructures.....	36
Resources for Less Than Fair Market Rent.....	36
Temporary Housing Extension for 8th Avenue Residents.....	35
National Flood Insurance Program:	
Caps on Flood Insurance Coverage.....	80
Community Rating System.....	81
Enforcement of Flood Insurance Purchase.....	80
Pilot Studies on Erosion.....	81
Rate Increase for Flood Insurance.....	80
Reduction in Flood Studies.....	81
Updating Flood Maps.....	84
National Insurance Development Program:	
Interest Payments for Crime Insurance.....	19
Marketing Crime Insurance.....	20
Rate Increase for Crime Insurance.....	20
Programs Requiring Authorizing Legislation.....	45
Radiological Emergency Preparedness:	
Fees for Radiological Emergency Preparedness.....	44
Site Specific Fees.....	44
Reconciliation of Accounting and Treasury Numbers.....	21
SARA Title III Training Grants:	
Absence of SARA Title III Training.....	60
Allocations Based on Past Performance.....	64
Grants for SARA Title III.....	61
Requests for SARA Title III Funds in 1991.....	61
SARA Funds by State.....	62

Salaries and Expenses:

Geographic Pay Raise.....	48
Work Years by Location.....	50

State and Local Programs and Support:

State and Local Officials in Preparedness.....	43
Cost of Reorganization.....	44
Genesis of Reorganization.....	43

United States Fire Academy:

Executive Fire Fellowship Program.....	65
Fire Deaths in Manufactured Housing.....	67
Hazardous Information for First Responders.....	69
Ordinances Requiring Sprinklers.....	68
Reduction in National Fire Academy.....	64
Resident Sprinkler Research.....	67
Sprinkler Increase.....	68
Student Stipends and Adjunct Faculty Costs.....	64
Value of Fire Program.....	27

National Institute of Building Sciences

Accessibility For The Disabled.....	491
Affordable Housing.....	546
Energy Saving Technology.....	533
Evaluating Building Products.....	493
Factory Built Homes.....	544
Home and Building Ventilation Needs.....	535
Indoor Air Quality.....	532
International Issues.....	544
States Responsibilities in International Issues.....	545
Lead-Based Paint.....	492
LBP Health Standards.....	539
Lead Hazards in Building.....	536
Lead Hazard Management Technologies.....	537
Needed LBP Research.....	538
Source of Information For The Consumer.....	539
Metric Measurement in Construction.....	491
New Building Technology.....	533
New Window Glass Technology.....	546
National Institute of Building Sciences' (NIBS'):	
Financial Controls.....	530
Income.....	541
Membership.....	539
Planning Activities.....	494
Relationship to Federal Agencies.....	490
Support for Federal Agencies.....	493
Radon.....	493
Sources For NIBS' Funds.....	531
The Direction of NIBS' Programs.....	532