

DEPARTMENT OF HOUSING AND URBAN
DEVELOPMENT—INDEPENDENT AGENCIES
APPROPRIATIONS FOR 1986

HEARINGS
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
HOUSE OF REPRESENTATIVES
NINETY-NINTH CONGRESS
FIRST SESSION

SUBCOMMITTEE ON HUD—INDEPENDENT AGENCIES

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PART 7
FEDERAL EMERGENCY MANAGEMENT AGENCY

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DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT—INDEPENDENT AGENCIES APPROPRIATIONS FOR 1986

WEDNESDAY, APRIL 17, 1985.

FEDERAL EMERGENCY MANAGEMENT AGENCY

WITNESSES

LOUIS O. GIUFFRIDA, DIRECTOR
JEFFREY S. BRAGG, ADMINISTRATOR, FEDERAL INSURANCE ADMINISTRATION
BERNARD A. MAGUIRE, ASSOCIATE DIRECTOR FOR NATIONAL PREPAREDNESS PROGRAMS
DAVID McLOUGHLIN, DEPUTY ASSOCIATE DIRECTOR FOR STATE AND LOCAL PROGRAMS AND SUPPORT
GERALD S. MARTIN, EXECUTIVE ADMINISTRATOR
WILLIAM F.W. JONES, COMPTROLLER
GEORGE JETT, GENERAL COUNSEL
WILLIAM F. WILLIAMS, ACTING ASSOCIATE DIRECTOR FOR EMERGENCY OPERATIONS
JAMES J. RITA, BUDGET OFFICER
FRAVEL S. BROWN, SPECIAL ASSISTANT TO THE DIRECTOR, TRAINING AND FIRE PROGRAMS
EDWARD M. WALL, DEPUTY ADMINISTRATOR, U.S. FIRE ADMINISTRATION
JOSEPH L. DONOVAN, SUPERINTENDENT, NATIONAL FIRE ACADEMY
JOSEPH L. LaFLEUR, SUPERINTENDENT, EMERGENCY MANAGEMENT INSTITUTE
DENNIS KWIATKOWSKI, CHAIRMAN OF THE NATIONAL BOARD EMERGENCY FOOD & SHELTER PROGRAM

Mr. BOLAND. The committee will come to order.

We are delighted to have with us this morning the Federal Emergency Management Agency under the direction of General Giuffrida, the Director. He is accompanied by various administrators of associated offices with the Agency and most of them, I think, have been here before.

Mr. GIUFFRIDA. Yes, sir, they have.

Mr. BOLAND. Looking over the biographies of those who are administering your programs, they are fine biographies. I wonder sometimes how in the world so much criticism has been leveled at an agency that has such brilliance and knowledge within the agency. But that is par for the course for most agencies anyhow.

Mr. GIUFFRIDA. Yes, sir.

SURVEY AND INVESTIGATIONS STAFF REPORT

Mr. BOLAND. Before recognizing you for your statement, let me give a brief statement of my own. There has been a great deal of notoriety concerning FEMA in the past year. There have been investigative hearings held before various committees of the House. A number of the allegations are under investigation by the Department of Justice.

Last fall, the Committee requested that its Surveys and Investigations staff conduct an investigation of FEMA's training and fire programs, its various management practices and other items of concern. A report from the Surveys and Investigations staff has been made available to the Members and the Agency. You have that.

Mr. GIUFFRIDA. Yes, sir.

Mr. BOLAND. Incidentally, let me say that the Surveys and Investigations staff of this Committee is reputedly one of the best on the Hill. It is comprised of personnel that come from the FBI and some of the other agencies of the Government, and staffed by people, who in our judgment, have conducted some fine investigations in the past, not only for this Committee but for other committees, too.

It has been the policy of this Committee to give to the agency before it comes to the Hill whatever reports we may have. This is a preliminary report; there will be a further report by that S&I staff, and we will make that available to you.

We are probably the only Committee on the Hill that permits that. The reason why we do it is to be sure that those who appear before us, the witnesses, are not taken by surprise, that they are familiar with whatever is contained within the report. I think that is a fair way to handle it, and frankly, it is, in our judgment, the best way to handle it.

So, there will be some questions on the interim report specifically with reference to the NETC, and we will have some tough questions about that report. I am sure you will be able to answer them, though.

As you know, it is the Committee's responsibility to see that funds provided are used wisely and properly. That really is the oversight responsibility of the Appropriations Committee, all of the 13 subcommittees. Also, that the monies are used for the purpose for which they have been requested.

With respect to the order of the hearings, first we will hear from Mr. Giuffrida, his general statement, then we will take up the Surveys and Investigations staff report. Following that, there will be a round of general questions and following that, we will take up the budget justifications and hopefully, cover them by the end of the week.

FEMA BUDGET REQUEST

With respect to your own budget, Mr. Director, the FEMA is requesting \$348,070,000 and 2487 workyears for its operating programs for fiscal year 1986. This is a decrease of \$111,418,000 and 178 workyears below the proposed fiscal year 1985 level.

While the 1986 proposal appears to be a large decrease, I would like to point out a few facts about the FEMA budgets. FEMA has

enjoyed substantial increases in its operating budgets in the last four years. The cost of the operating programs in 1981 was \$267 million. The cost of operating programs in 1985 is \$460 million. So, from 1981 to 1985, FEMA has enjoyed over a 70 percent increase in its operating programs. Assuming the proposed reductions are enacted, the fiscal year 1986 operating program level will still be \$80 million or 30 percent more than the fiscal year 1981 operating program level.

The 1986 appropriation request does not include \$57,074,000 for the Flood Plain Management and Insurance Programs.

The 1986 budget proposes to switch the cost of these programs from appropriated funds to the National Flood Insurance Fund, which utilizes back door borrowing authority from the Treasury. Thus, over one-half the decrease proposed in 1986 is not really a decrease at all.

In addition to the operating programs, FEMA is requesting \$92,852,000 in 1986 to repay prior borrowings of the National Flood Insurance Fund, and \$194,000,000 for the Disaster Relief Fund.

With that statement, we would be delighted to hear you, and then we will get to the Survey and Investigations staff report.

DIRECTOR'S STATEMENT

Mr. GIUFFRIDA. Thank you, Mr. Chairman
I am pleased to be here.

The total requested appropriation is \$634,922,000, of which \$92,852,000 is required by the National Flood Insurance Fund for debt payment, as you indicated. The outlay request is \$675,102,000 and FEMA's full-time equivalent needs are estimated at 2487.

Compared to 1985, appropriations decreased by \$126,651,000, outlays decreased by \$114,518,000, and full time equivalents decreased by 178.

The specifics of these changes are detailed in our budget justifications. The Federal budget proposes a one-year freeze in total spending other than debt service. This will be achieved through a combination of freezes, reforms, terminations, cutbacks and management improvements on individual programs.

Taken together, the specific proposals in the Federal budget hold that spending, including debt service, constant in 1986 at its 1985 level.

Because of the Administration's commitment to drastically reduce the deficit through curtailment of Federal spending, FEMA's programs are either frozen at the 1985 level or reduced by further cutbacks. These reductions do not indicate that there is a reduced need for the lifesaving capabilities supported by the appropriations we administer. Neither does the request indicate that there is a reduced need for implementing our integrated management system strategy and the planning and preparedness at the State, local or Federal levels. These reductions are rather indicative of a serious commitment by the Administration to reduce the Federal budget deficit.

FLOOD PLAIN MANAGEMENT

On the Flood Plain Management Transfer, in 1986 we propose to fund the Flood Plain Management program and the costs associated with the National Flood Insurance program from the National Flood Insurance Fund. A total of 172 workyears and \$57,074,000 from Flood Plain Management, and 53 workyears and \$2,747,000 from the Insurance Activities line item will be transferred to the National Flood Insurance Fund.

In addition, 42 workyears and \$1,681,000 are being transferred from Flood Plain Management to Comprehensive Emergency Preparedness Planning and Management and Administration.

Six workyears of the National Insurance Development Fund, whose costs are reimbursed from salaries and expenses from the National Insurance Development Fund, will be paid directly from the Fund.

REGIONAL CONSOLIDATION

On the Regional Consolidation, Mr. Chairman, a proposal to eliminate and close four FEMA regional offices and consolidate some of the regional management and administration functions results in a reduction of 50 workyears and \$905,000 in regional housekeeping costs as well as \$1,064,000 reduction in Management and Administration for standard level user charges.

If I could with your permission diverge from my prepared script just a few moments, Mr. Chairman.

Mr. BOLAND. Surely.

Mr. GIUFFRIDA. We along with the rest of the government got a directive from OMB in December to start looking at regional realignments. We have been working hard at it ever since. I gave the staff two immutable guidelines, one is that we would have to address it in a way that would have the least impact on the employees in the Agency. It is a very sensitive issue. Once that word came out as you know, every agency in government, every Member of the House and Senate was virtually inundated with calls from concerned Federal workers who saw their livelihood being taken away from them.

At the same time, we have to meet what the guidelines indicate and we have to do it in a way which permits us to fulfill those functions with which the Congress has entrusted us.

We still have not made up our mind. I tell you that straight out. As recently as last night, 6:30 p.m., we were still negotiating with OMB to come up with the decision. The workyears and dollars I described are gone, but we are still working to find a system to meet this requirement that the OMB imposed on us, and I honestly haven't made my decision yet.

I would tell you the minute that it is made. I will personally call you, Mr. Chairman, and discuss it with you.

Mr. BOLAND. You better call the Members affected, too.

Mr. GIUFFRIDA. Of course, but I mean you are the Chairman of this critical committee to us and I will call you myself.

Mr. BOLAND. That is fine.

Mr. GIUFFRIDA. We will call the rest of the affected Members whether or not they are on the committee or any of the rest of our committees. We will call and tell them.

CIVIL DEFENSE

The request for the Civil Defense program is \$119,125,000 and 567 workyears, this is a decrease of 9 workyears and \$58,829,000 from the current year estimate. Again the reason for this action is linked to the need to reduce the Federal deficit.

We regard 1986 as a maintenance year during which we will continue to review the program and its elements. Recognizing that skilled employees at the Federal, State and local levels, who represent a vital investment, are the most fundamental assets of the program, we are making every effort in 1986 to keep experienced people. Thus, while the program is reduced by about one-third overall, we have reduced Emergency Management Assistance by only 12 percent.

Also, the request before you includes the same percentage of funds given State and local governments as in 1985, namely 53 percent. The balance of the program benefits states and localities, even though the funds are not provided to them directly.

For example, the National Warning System provides severe weather and other warning promptly to warning points throughout the nation which are staffed around the clock. The training program brings emergency management courses and exercises to an audience composed almost entirely of State and local officials and their citizens.

INTEGRATED EMERGENCY MANAGEMENT SYSTEM

We intend to continue the strategy by which we have been working with State and local governments since 1984 to improve our emergency capabilities, the Integrated Emergency Management System, or IEMS as we will refer to it, sir. This is based on the fact that the functions called for in the Civil Defense Act are basically common functions required in all emergency situations, to protect our citizens. IEMS fosters a workable Federal, State and local government participation with provisions for flexibility at the several levels of government for achieving common readiness goals. It is a grass-roots-up approach, and it builds on the foundation of existing emergency plans and systems.

We are also continuing to apply the IEMS within FEMA, and in fact on an interagency basis in the Federal Government, as well as in our programs with State and local governments. In other words, Mr. Chairman, we are practicing at the Federal level what we preach about integrated emergency management for all levels of government. Examples of such IEMS activities include, among others:

Operating a 24-hour Emergency Information and Coordination Center at the FEMA Headquarters building in Washington, linked via our National Emergency Management System Information Systems to the White House Situation Room, the National Warning Networks, the Defense Department, other Federal agencies, the FEMA regions, and the fifty States. The EICC provides a means

through which government leaders may coordinate the Federal response to any major emergency threatening a broad segment of Americans.

It also features continued development and modernization of the FEMA National Emergency Management System as our integrated system of emergency telecommunications, warning, ADP, and information for use by civil government from the Washington level to the States.

It includes training in emergency management for elected and appointed officials at all levels of government.

Exercises in which all levels of government prepare for coordinated, integrated operations in domestic and national security emergencies of all types.

Issuance of preparedness guidance to Federal agencies on actions to mobilize personnel and resources to manage the full spectrum of domestic and national security emergencies.

Indeed, FEMA was established—by Executive Branch and Congressional action—to foster the development of a genuinely comprehensive national system for emergency management. It would develop a useful infrastructure at Federal, State and local levels, and in the private sector to mitigate, plan for, respond to, and recover from emergencies of all types.

Integrated emergency management is of special significance in the Civil Defense program. It is this program which accounts for the preponderance of the Federal Government's support for State and local emergency management personnel as well as for the programs which improve their ability to save lives where disasters occur—in local jurisdictions throughout the United States.

Additional field experience has confirmed the validity of integrated emergency management in the programs we conduct in partnership with State and local governments. All of these programs have undergone basic substantive changes since 1984 to assure that they will save lives in emergencies of all types.

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING

The request for Comprehensive Emergency Preparedness Planning is \$9,302,000 and 81 workyears, a net increase of 33 workyears and \$253,000. An increase of \$1,000,000, appropriated in 1985, has been eliminated since other involved Federal agencies have not received the appropriations necessary to carry out the multi-agency earthquake hazards reduction program. To more accurately reflect the program policy responsibilities of the workyears involved, \$1,313,000 and 33 workyears are being transferred from Flood Plain Management.

RADIOLOGICAL EMERGENCY PREPAREDNESS

The request for Radiological Emergency Preparedness is \$5,957,000 and 64 workyears, a decrease of \$732,000 and 3 workyears.

FEDERAL PREPAREDNESS

On Federal Preparedness, it is \$154,452,000 and 862 workyears, a net increase of \$14,317,000 and a decrease of 58 workyears. Resources Preparedness is reduced by \$1,000,000, and 25 workyears.

TRAINING AND FIRE PROGRAMS

In the Training and Fire Programs, the request is for \$22,712,000 and 104 workyears, a decrease of \$4,222,000 and two workyears. A reduction of \$2,000,000 is requested in the Emergency Management Institute and the National Fire Academy in order to eliminate travel stipends for students as of October 1, 1985. The U.S. Fire Administration has been reduced by the \$2,000,000 Congressional add-on in 1985.

WESTERN TRAINING CENTER

The Western Training Center amounts are included in the request for Training and Fire Programs and Civil Defense for ten workyears and \$3,165,000 for the establishment and operation of a western training facility at the former Stewart Indian School near Carson City, Nevada. I understand your committee has made a review of our plans and activities for this Center, Mr. Chairman, and we sincerely appreciate your courtesy in sharing with us the report from the Investigative staff. When you are ready and as you please, we would like to go over that document point by point, page by page, if you will set it up that way.

MANAGEMENT AND ADMINISTRATION

On Management and Administration, the request is \$30,122,000 and 434 workyears, a net decrease of \$5,740,000 and one workyear. To more accurately reflect administrative responsibilities, \$368,000 and 9 workyears are being transferred from Flood Plain Management. Eight workyears and \$700,000 have been reduced as a result of the Civil Defense reduction, and a 10 percent reduction in management and administration costs results in a \$3,400,000 decrease.

AGENCY-WIDE REDUCTIONS

The request for fiscal year 1986 includes reductions which affect the various programs. FEMA's share of reductions mandated by the Deficit Reduction Act is \$2,073,000. This amount is included in a rescission proposal for 1985 as well as in the request for 1986. A reduction of 39 workyears and \$1,000,000, in compliance with Administration policy requiring the government to improve program efficiency, has been incorporated in this request.

Other reductions include a proposed 5 percent pay cut of \$3,678,000 in January 1986, partially offset by an increase of \$906,000 for annualization of the January 1985 pay raise, and a reduction of \$700,000 to be achieved by reducing the number of employees in the GS-11 to GM-15 grade range.

DISASTER RELIEF

Under the Disaster Relief Act of 1974, FEMA is authorized to administer disaster assistance programs and to manage and coordinate the total Federal response to Presidentially-declared major disasters and emergencies. New budget authority of \$194,000,000 is requested for 1986. This request will provide an estimated \$371,260,000 in obligational authority which is necessary to provide Federal assistance to supplement resources of State and local governments.

EMERGENCY FOOD AND SHELTER

No funding is requested for the Emergency Food and Shelter program.

1985 APPROPRIATION TRANSFERS

Mr. Chairman, I would like to digress a little bit from my prepared notes before I close. There is before the Committee now some requests for 1985 transfers in pay and benefits. We are talking about \$5,572,000 which is needed for pay and benefits, and we request authority to transfer \$2,472,000 from the EMPA to salaries and expenses to meet the cost of the January 1985 pay raise; \$2,900,000 from the EMPA to salaries and expenses for the cost of the State and Local Programs and Support Directorate pay and benefit requirements; and \$200,000 from the EMPA to fund the cost of the A-76 studies for the 39 positions under review in the 1986 budget.

These transfers are needed to finance the Agency's programs this year. Without the transfers, the delivery of programs would be seriously impacted, disallowance of one or both transfers would precipitate a furlough of the Agency's employees, and impact the Agency as follows:

If the total appropriation transfer of \$5,372,000 is disapproved, FEMA must furlough its employees for fourteen days. If the transfer of \$2,900,000 to support pay and benefits for the State and Local Programs and Support Directorate is disapproved, FEMA must furlough its employees for seven days.

The appropriation transfers were requested against the background of already very stringent economy measures which I have taken within the Agency. A freeze on travel, a freeze on other objects, termination of other than full-time permanent employees, constraints on overtime and promotions and so on for a total of \$4,040,000.

The \$200,000 requested for the A-76 study is needed to review the cost benefit of contracting out the work now done by 39 FEMA employees. The funding for their pay and benefits has been excluded from the fiscal year 1986 budget request.

If the study showed greater economy in having the work done in government, a fiscal year 1986 supplemental will be requested. Without these studies, the opportunity to review whether this work should be contracted out will be lost and termination of these employees affected early in the fiscal year.

I, with your approval, Mr. Chairman, and concurrence of the Committee, would like to suggest that we do this one as we have in the previous appearances before you I have with me my staff, Mr. Maguire, Mr. McLoughlin, and so on. The primary one with the responsibility will jump in with the answer.

Mr. BOLAND. Fine.

Mr. GIUFFRIDA. Thank you, Mr. Chairman.
[The statement of Mr. Giuffrida follows.]

STATEMENT OF
LOUIS O. GIUFFRIDA, DIRECTOR
FEDERAL EMERGENCY MANAGEMENT AGENCY U.S. HOUSE OF
REPRESENTATIVES
COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON HUD-INDEPENDENT AGENCIES
APRIL 16, 1985

Mr. Chairman and Members of the Subcommittee:

We appear before you today to present testimony on the budget request of the Federal Emergency Management Agency (FEMA) for Fiscal Year 1986.

The total requested for appropriation is \$634,922,000, of which \$92,852,000 is required by the National Flood Insurance Fund (NFIF) for debt payment; the outlay request is \$675,102,000; and FEMA's full-time equivalent needs are estimated at 2,487. Compared to 1985, appropriations decrease by \$126,651,000, outlays decrease by \$114,518,000, and full-time equivalents decrease by 178. The specifics of these changes are detailed in the Budget Justification.

The Federal budget proposes a one-year freeze in total spending other than debt service. This will be achieved through a combination of freezes, reforms, terminations, cutbacks, and management improvements in individual programs. Taken together, the specific proposals in the Federal budget hold total spending, including debt service, constant in 1986 at its 1985 level. Because of the Administration's commitment to drastically reduce the deficit through curtailment of Federal spending, FEMA's programs are either frozen at the 1985 level or reduced by further cutbacks.

These reductions do not indicate that there is a reduced need for the lifesaving capabilities supported by the appropriations we administer. Neither does the request indicate that there is a reduced need for implementing our integrated emergency management system strategy and the planning and preparedness at the State and local levels, or at the Federal level. These reductions are indicative of a serious commitment by the Administration to reduce the Federal budget deficit.

FLOOD PLAIN MANAGEMENT TRANSFER

In 1986, FEMA proposes to fund both the Flood Plain Management program and the costs associated with the administration of the National Flood Insurance Program from the National Flood Insurance Fund. A total of 172 workyears and \$57,074,000 from Flood Plain Management and 53 workyears and \$2,747,000 from the Insurance Activities line item will be transferred to the National Flood Insurance Fund. In addition, 42 workyears and \$1,681,000 are being transferred from Flood Plain Management to Comprehensive Emergency Preparedness Planning and Management and Administration.

NATIONAL INSURANCE DEVELOPMENT FUND

Six workyears, whose costs are currently reimbursed to the Salaries and Expenses Appropriation from the National Insurance Development Fund, will be paid directly from the Fund.

REGIONAL CONSOLIDATION

A proposal to eliminate and close four FEMA Regional Offices and consolidate some of the regional management and administration functions results in a reduction of 50 workyears and \$905,000 in regional housekeeping costs as well as a \$1,064,000 reduction in Management and Administration for standard level user charges.

CIVIL DEFENSE

The request for the Civil Defense program is \$119,125,000 and 567 workyears, a decrease of 99 workyears and \$58,829,000 from the current year estimate. Again, the reason for this action is linked to the need to reduce the Federal deficit.

We regard 1986 as a maintenance year, during which we will continue to review the program and its elements. Recognizing that skilled employees at the Federal, State and local levels, who represent a vital investment, are the most fundamental assets of the program, we are making every effort in 1986 to keep experienced people. Thus, while the program is reduced by about one-third overall, we have reduced Emergency Management Assistance matching funds for State and local emergency management staffs by only 12 percent. Also, the request before you includes the same percentage of funds provided directly to State and local governments as in 1985, namely 53 percent. The balance of the program benefits States and localities, even though the funds are not provided to them directly. For example, the National Warning System provides severe-weather

and other warnings promptly to warning points throughout the Nation which are staffed around-the-clock. The training program brings emergency management courses and exercises to an audience composed almost entirely of State and local officials and their citizens.

We intend to continue the strategy by which we have been working with State and local governments since 1984 to improve our emergency capabilities, the Integrated Emergency Management System, or IEMS. This is based on the fact that the functions called for in the Civil Defense Act are basically common functions required in all emergency situations to protect our citizens. IEMS fosters a workable Federal, State, and local government partnership, with provisions for flexibility at the several levels of government for achieving common readiness goals. It is a "grass-roots-up" approach, and it builds on the foundation of existing emergency plans and systems.

We are also continuing to apply the integrated approach within FEMA, and in fact on an inter-agency basis in the Federal Government, as well as in our programs with State and local governments. In other words, we are practicing at the Federal level what we preach about integrated emergency management for all levels of government. Examples of such IEMS activities include, among many others:

- Operation of a 24-hour, state-of-the-art Emergency Information and Coordination Center (EICC) at the FEMA Headquarters building in Washington, D.C., linked via our FEMA National Emergency Management System (NEMS) Information Systems to the White House Situation Room, National Warning Networks, the Defense Department, other Federal agencies, the FEMA Regions, and the States. The EICC provides a means through which government leaders may coordinate the Federal response to any major emergency threatening a broad segment of Americans.
- Continued development and modernization of the FEMA NEMS as our integrated system of emergency telecommunications, warning, ADP, and information for use by civil government from the Washington, D.C., level to the States.
- Training in emergency management for elected and appointed officials at all levels of government.
- Exercises in which all levels of government prepare for coordinated, integrated operations in domestic and national security emergencies of all types.

- Issuance of preparedness guidance to Federal agencies on actions to mobilize personnel and resources to manage the full spectrum of domestic and national security emergencies.

Indeed, FEMA was established--by Executive Branch and congressional action--to foster the development of a genuinely comprehensive national system for emergency management. It would develop a useful infrastructure at Federal, State and local levels, and in the private sector to mitigate, plan for, respond to, and recover from emergencies of all types. Integrated emergency management is of special significance in the Civil Defense program. It is this program which accounts for the preponderance of the Federal Government's support for State and local emergency management personnel as well as for the programs which improve their ability to save lives where disasters occur--in local jurisdictions throughout the United States.

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The request for Comprehensive Emergency Preparedness Planning is \$9,302,000 and 81 workyears, a net increase of 33 workyears and \$253,000. An increase of \$1,000,000, appropriated in 1985, has been eliminated since other involved Federal agencies have not received the appropriations necessary to carry out the multi-agency earthquake hazards reduction program. To more accurately reflect the program policy responsibilities of the workyears involved, \$1,313,000 and 33 workyears are being transferred from Flood Plain Management.

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The request for Radiological Emergency Preparedness is \$5,957,000 and 64 workyears, a decrease of \$732,000 and three workyears.

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The request for Federal Preparedness is \$154,452,000 and 862 workyears, a net increase of \$14,317,000 and a decrease of 58 workyears. Resources Preparedness is reduced by \$1,000,000 and 25 workyears.

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WESTERN TRAINING CENTER

Amounts are included in the request for Training and Fire Programs and Civil Defense for ten workyears and \$3,165,000 for the establishment and operation of a western training facility at the former Stewart Indian School near Carson City, Nevada. I understand your Committee has made a review of our plans and activities for this Center, and we will be pleased to answer your questions.

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The request for Management and Administration is \$30,122,000 and 434 workyears, a net decrease of \$5,740,000 and one workyear. To more accurately reflect administrative responsibilities, \$368,000 and nine workyears are being transferred from Flood Plain Management. Eight workyears and \$700,000 have been reduced as a result of the Civil Defense reduction, and a ten percent reduction in management and administration costs results in a \$3,400,000 decrease.

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The request for Fiscal Year 1986 includes reductions which affect various FEMA programs. FEMA's share of reductions mandated by the Deficit Reduction Act is \$2,073,000. This amount is included in a rescission proposal for 1985 as well as in the request for 1986. A reduction of 39 workyears and \$1,000,000, in compliance with Administration policy requiring the government to improve program efficiency, has been incorporated in this request. Other reductions include a proposed five percent pay cut of \$3,678,000 in January 1986, partially offset by an increase of \$906,000 for annualization of the January 1985 pay raise, and a reduction of \$700,000 to be achieved by reducing the number of employees in the GS-11 to GS-15 grade range.

DISASTER RELIEF

Under the Disaster Relief Act of 1974, FEMA is authorized to administer disaster assistance programs and to manage and coordinate the total Federal response to Presidentially-declared major disasters and emergencies. New budget authority of \$194,000,000 is requested for 1986. This request will provide an estimated \$371,260,000 in obligational authority which is necessary to provide Federal assistance to supplement resources of State and local governments.

EMERGENCY FOOD AND SHELTER

No funding is requested for the Emergency Food and Shelter program for 1986.

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

SURVEYS AND INVESTIGATIONS STAFF REPORT

Mr. BOLAND. All the issues, the supplemental issues you described, will be addressed in general questions when we get to those later.

I indicated to Mr. Giuffrida that I would like to start with the Surveys and Investigations staff report. We have a few questions in that area. Then we will go to the general questions. Hopefully, we can get through a good part of the Investigative/Survey staff report this morning.

Mr. GIUFFRIDA. Thank you, Mr. Chairman. I mentioned that I thanked you for the opportunity to review that with my staff. You can appreciate we spent a lot of hours going over the report carefully. We think there are items which are not, in fact, correct.

For example, in the report—

Mr. BOLAND. That is what they all say when they appear before us.

Mr. GIUFFRIDA. I think that is what you want us to say after we have done our homework, and in this case, we have done that.

Mr. BOLAND. Most of the questions are directed to the NETC at Emmitsburg.

Mr. GIUFFRIDA. Yes, sir, that is where the flaws are that we are talking about.

Mr. BOLAND. They are questions that ought to be answered because there has been a lot of media publicity, as you know, on that training center. This committee is concerned with whether or not there ought to be a Western Training Center established.

Mr. GIUFFRIDA. I understand.

Mr. JETT. We have several people here, Mr. Chairman, who are from Emmitsburg and ready to address our program. They are not at the table. They are sitting here.

Mr. BOLAND. That is fine. If they want to respond, they may identify themselves.

Mr. JETT. All right.

PERSONNEL RESOURCE AUGMENTATION

Mr. BOLAND. We will turn first to the issue of personnel resource augmentation. I don't know whether you know it, but this committee does not look with favor on any agency that justifies funds for positions in one program and then uses those funds for positions in another program. As a matter of fact, this committee probably is more jealous of this particular area than any subcommittee on appropriations.

Reprogrammings which affect both personnel and dollar ceilings, that have a threshold of \$250,000 and above, must be requested of this committee. That is an agreement that has been reached after considerable discussion with the counterparts in the Senate. We both agreed that it is an area where if a particular agency, no matter what the agency—this Agency or any other agency of the Government that comes before this particular subcommittee—where there is a change in the program, a change in personnel or dollar funding for a particular program, and those funds or personnel are used in another area, allocated to another area, it becomes

a very deep concern to this committee because it is one to which we attach particular significance.

We find that in looking at this report that the FEMA has used dollars and positions that this committee thought was for the Continuity of Government Program—as you know and I know, that is a highly classified program—and used those funds to hire people to do management and administrative—type activities.

Let me ask, did FEMA “pool” unused FTEs and allocate them to various administrative offices and functions?

Mr. MARTIN. Mr. Chairman, that is my area. That was my concept to develop, on a temporary basis, a pool of the Agency's unused work years (FTEs) and on a select basis assign those to support staff to provide for better delivery of Directorate programs. The program was to be a one-year temporary program.

At most, my records indicate the use of 35 FTE's. That does not necessarily mean we used 35 FTE's for a full year. At one time, half way through the program, we had only used 11 FTE's. The program was a fiscal year 1984 program.

FTE'S FROM CLASSIFIED PROGRAM

Mr. BOLAND. Let me ask, did the funds and FTEs, did any of them come from classified programs?

Mr. MARTIN. As I understand, they were cited out of some of the positions that were in the COG program.

Mr. BOLAND. That were in the COG program?

Mr. MARTIN. In other words, they were in with the rest of the pool—if there was 100 FTE's in the pool and 95 were COG, I imagine they were cited as such.

Mr. BOLAND. What would you say, 95?

Mr. MARTIN. I am using that as a general figure.

COST OF MANAGEMENT AND ADMINISTRATION AUGMENTATION

Mr. BOLAND. Can you give me the dollar amount that you used?

Mr. MARTIN. I can provide that for the record.

[The information follows:]

The salaries and benefits costs of those employees in the Management and Administration pool for FY 1984 was \$1,364,000.

DECISION TO USE FUNDS FROM CLASSIFIED PROGRAM

Mr. BOLAND. Who made the decision to utilize funds justified but not needed in the classified program for the management and administration program? Where did that decision come from?

Mr. GIUFFRIDA. That decision was ultimately mine, Mr. Chairman.

Mr. BOLAND. And why wasn't this committee informed of that shift? That is a rather significant shift.

Mr. MARTIN. The presumption was, Mr. Chairman, that this committee was informed. I am assuming that the Comptroller channel to the committee is our normal advice channel and I would presume that the committee would have been informed. I did not direct they would not be informed nor did I direct they should be informed.

This program was going on last year when we were having our hearings. I presumed then that the committee was aware that it was, in fact, in progress.

Mr. BOLAND. Well, the committee sometimes is not aware of the changes made by the Agency unless the Agency instructs the committee to that effect. I am not aware of any particular testimony that was offered in the hearings. I don't think the hearings reflect the fact that there was any suggestions by any witnesses from that side of the table that funds were being used or about to be used from the COG program to the management program. Do you recall any evidence to that effect?

Mr. MARTIN. No, I don't remember the subject coming up at all.

OVERSTAFFED MANAGEMENT AND ADMINISTRATION OFFICES

Mr. BOLAND. Well, according to the Surveys and Investigations staff report, at the end of fiscal year 1984 management and administration offices were overstuffed and operating at personnel levels equivalent to 534, or 101 above the number shown in the budget justifications.

Mr. MARTIN. Mr. Chairman, I would take exception to those figures. The investigators are using work years, we were utilizing FTE's. I would like to provide a comparable—in other words take the 534 compared to 101 and provide the committee with some transfer information.

Mr. BOLAND. Work years and FTEs are the same thing.

Mr. MARTIN. Well, it depends. The work years, true enough, are the same but we don't use them as such. The FTEs are equivalent. In the case of using 35—in fact, 35 and a half people were in the program, but that year we only used 11.4 FTEs.

I would suggest to the Chairman that we will provide some very exact figures taking the FTEs and comparing them—

Mr. BOLAND. The figure I am looking at now, which was supplied to the committee, indicates that the use was something like 56.9. Is that correct?

Mr. MARTIN. I don't have those figures, Mr. Chairman. I don't know where they came from. That is why I am suggesting that we be given the opportunity to respond to the figures.

Mr. BOLAND. Were the people hired under the pooling all temporaries or were some hired as full-time permanent employees?

Mr. MARTIN. Some were hired as full-time permanent employees. I am not sure that a great deal of them are still on the rolls.

Mr. BOLAND. And how many of these "pools" positions are currently filled?

Mr. MARTIN. I would say 10—well, I will wait and try to provide an accurate figure for the record.

[The information follows:]

CURRENT MANAGEMENT AND ADMINISTRATION EMPLOYMENT

The total number of employees on board in the Management and Administration (M&A) Budget Activity as of April 25, 1985 is as follows:

Full-time permanent	456
Total ceiling ¹	470
Non-ceiling	19

Total employment 489

¹ Denotes all employees subject to Full-Time Equivalent (FTE) personnel ceiling control.

Eight (8) pending personnel reassignment and retirement actions associated with the Emergency Mobilization Preparedness Board Secretariat will, by May, reduce the above level to:

Full-time permanent 448
 Total ceiling ¹ 462
 Non-ceiling 19
 Total employment 481

¹ Denotes all employees subject to Full-Time Equivalent (FTE) personnel ceiling control.

Of the total number of employees subject to Full-Time Equivalent (FTE) personnel ceiling control (462), twenty-eight were designated M&A Augmentation program employees when the program was terminated on October 1, 1984.

PERSONNEL HIRED WITH POOL RESOURCES

Mr. BOLAND. Also supply for the record a list of personnel hired with the pooled resources and whether or not the positions were permanent, the dates of employment, and the offices to which they were assigned.

Mr. MARTIN. I shall.

[The information follows:]

MANAGEMENT AND ADMINISTRATION AUGMENTATION POSITIONS

The Management and Administration Augmentation program was terminated on October 1, 1984. The following table depicts positions designated for augmentees during the program's tenure; the date each entered the program; the date of departure from the program if prior to October 1, 1984; and the date of departure from the Management and Administration Budget Activity if subsequent to October 1, 1984.

MANAGEMENT AND ADMINISTRATION AUGMENTATION POSITIONS

Office and positions	Type of appointment	Starting date	Departure date
Public Affairs:			
Public Affairs Spec	Permanent	05/13/84	
Public Affairs Spec	Permanent	04/30/84	
Congressional Relations:			
Cong. Relation Spec	Permanent	04/16/84	
Cong. Liaison Spec	Permanent	12/25/83	
Clerk-Typist	Permanent	04/29/84	10/26/84
International Affairs: Inter. Rel. Prog. Spec.			
Spec.	Permanent	04/13/84	
Equal Opportunity:			
Secretary (Typing)	Permanent	03/17/84	
Clerk-Typist	Temporary	08/06/84	04/01/85
Security:			
Security Assistant	Permanent	03/04/84	
Clerk (Typing)	Permanent	08/19/84	
Security Assistant	Permanent	04/01/84	
Clerk-Typist	Permanent	12/25/83	
Clerk-Typist	Permanent	12/25/83	10/27/84
Security Specialist	Permanent	04/01/84	
Clerk-Typist	Permanent	06/25/84	
Clerk-Typist	Permanent	12/25/83	05/13/84
General Counsel: Attorney-Advisor	Permanent	12/25/83	
Acquisition Management:			
Procurement Analyst	Permanent	06/10/84	
Procurement Analyst	Temporary	06/24/84	
Contract Specialist	Permanent	06/24/84	09/30/84

MANAGEMENT AND ADMINISTRATION AUGMENTATION POSITIONS—Continued

Office and positions	Type of appointment	Starting date	Departure date
Personnel:			
Management Analyst.....	Permanent	04/20/84	
Staffing Specialist.....	Permanent	04/20/84	
Classification Spec.....	Permanent	04/20/84	
Classification Spec.....	Permanent	04/20/84	
Clerk-Typist.....	Permanent	04/20/84	
Clerk-Typist.....	Permanent	04/20/84	
Personnel Mgmt. Spec.....	Temporary	04/20/84	
Employee Develop. Spec.....	Permanent	04/20/84	
Management Analyst.....	Permanent	04/20/84	
Personnel Assistant.....	Permanent	04/20/84	
Personnel Clerk.....	Permanent	04/20/84	
Personnel Clerk.....	Permanent	04/20/84	
Clerk-Typist.....	Permanent	04/20/84	
Comptroller:			
Computer Sys. Analyst.....	Permanent	12/25/83	05/26/84
Computer Sys. Prog.....	Permanent	05/13/84	05/26/84
Accounting Technician.....	Permanent	12/25/83	05/26/84
Clerk-Typist.....	Permanent	03/18/84	05/26/84
Computer Sys. Analyst.....	Permanent	04/15/84	05/26/84

[CLERK'S NOTE.—The responses to questions regarding the number of positions and the number of workyears (FTEs) augmenting management and administration (M&A) activities has varied. Further, information from FEMA subsequent to the hearing indicates that the total number of positions and the total number of workyears actually used to augment M&A activities in fiscal year 1984 exceeded the number of the so-called "authorized" management and administration augmentation positions and workyears.

[MANAGEMENT AND ADMINISTRATION AUGMENTATION POSITIONS

[Documentation from FEMA shows the number of "Authorized" management and administration positions in fiscal year 1984 varied from the 20s to the 40s. The Agency also indicates that at the end of fiscal year 1984, a total of 15.4 workyears had been used by designated augmentees.

[POSITIONS AUGMENTING MANAGEMENT AND ADMINISTRATION

[On September 30, 1984, there were 544 employees on board in management and administration. Of that number, 27 were employees not subject to ceiling—primarily students in the stay-in-school program. Thus, the number of M&A employees subject to ceiling controls at the end of fiscal year 1984 was 517 or 84 above the 433 shown in the budget justifications. The Agency also indicates that it used 483.9 workyears for M&A activities in 1984, not the 433 workyears shown in the budget justifications.]

WORKYEAR SHIFTS FROM FLOOD PLAIN MANAGEMENT

Mr. BOLAND. I note that the budget justifications show 35 workyears being switched in 1986, and I think the Director indicated this, from Flood Plain Management to Comprehensive Emergency Preparedness Planning. Also, 9 workyears are being shifted from

Flood Plain Management to Regional Operations under Management and Administration. Is that correct?

Mr. MARTIN. That is correct.

REGIONAL OPERATIONS

Mr. BOLAND. Why have the nine workyears that relate to the Office of Regional Operations been carried under Flood Plain Management?

Mr. MARTIN. Well, some years back when they created the Regional Operations office, the State and Local Programs and Support Directorate saw fit to encumber the Flood Plain Management FTEs to staff the Regional Operations Office.

In, I guess, August of last year when we prepared the budget, we tried to identify to OMB positions that should be rightfully carried in M&A because they were performing M&A functions in the region. We asked OMB to approve those transfers transferring that function from Flood Plain to M&A and they approved it.

Mr. BOLAND. Is that the same reason you would give for the Associate Director for State and Local assistance and 32 others also charged against Flood Plain Management?

Mr. MARTIN. I would have to pass that.

Mr. BRAGG. The nine people in the regional operations office under the state and local programs support directorate were put in that capacity because a large part of our regional operations is Flood Plain Management.

In order to establish a liaison between headquarters and those managers, we took staff from Flood Plain Management and moved them to the Regional Operations office. It was not an attempt to move them to M&A per se, but to staff the regions with people responsible for that work.

PROGRAM AND PERSONNEL REQUIREMENTS FOR 1986

Mr. BOLAND. Let me ask the final question in this area. Does the budget justification accurately reflect by program your personnel requirements in 1986?

Mr. MARTIN. I guess I would have to answer that by the fact that we tried to identify to OMB all the positions in the regions where people performed M&A functions although they were paid with civil defense funds.

We said there are some 40 or 50 people out there who are identified with CD funds but performing M&A functions. We asked them to approve a transfer of those positions into M&A so we could track and identify every position in the region that was M&A.

I am speaking now of acquisition management types, accounting types, regional directors, et cetera.

Mr. BOLAND. And are those positions reflected in the 1986 budget?

Mr. MARTIN. I would say yes. Not in M&A, but in civil defense.

SENSITIVITY OF CLASSIFIED PROGRAM

Mr. GREEN. Mr. Chairman, before we leave the classified area, I would just like to express my concern, obviously to accommodate a situation which of necessity is very sensitive, the Chairman and I

have taken that out of the normal process of this subcommittee and it very much troubles me that having done that we are then met with this situation and the use of those positions for other purposes.

Mr. GIUFFRIDA. Well, Mr. Green, and Mr. Chairman, clearly I and everyone here shares the concern for the sensitivity of those programs and the manner—

Mr. BOLAND. And the cost of the program. You are familiar with it. I am. Mr. Green is.

Mr. GIUFFRIDA. Yes, sir, I am very much aware of that whole program and which the Chairman directly described as one of the most critical of the government's operations. None of this was in any way impacted in any deleterious manner, either on its efficiency or in its classification. It was an expedient function.

Mr. MARTIN. We figured by tying the people with the COG program they would be in places where we would not have used those spaces and turned them back.

Mr. GIUFFRIDA. There was no negative impact, Mr. Chairman.

Mr. JETT. It was during the buildup, sir, of the very programs you are talking about that you and Mr. Boland have reviewed. It was the buildup period going on. That was elongated. There were existing requirements in our M&A so we borrowed, if you will, from the lag in creating those positions a temporary expedient to fill M&A positions. There was never any desire to transfer resources ultimately for a long term purpose away from those areas. It was a temporary expedient.

NATIONAL EMERGENCY TRAINING CENTER

Mr. BOLAND. Let's dwell on the National Emergency Training Center reflected in the surveys and investigations staff report.

Building G on the campus of NETC was renovated for \$368,144, which was \$170,367 more than the original contract amount of \$197,777. The increase of \$170,367 was attributable to modifications initiated and approved after the fixed price contract was awarded. These modifications effectively changed the second floor living quarters into a private residence and converted a false fireplace into an operational fireplace, created a full service kitchen with a six-burner commercial stove with a fire suppression system and installed washer and dryer utility hookups. Mr. Director, do you feel the cost of the renovation of building G was excessive?

Mr. GIUFFRIDA. First of all, it was never intended to be a private residence. So that classification is absolutely 180 degrees off base. I do not consider that the cost of renovation is excessive. I have with me, with the history, numbers, dollars and everything else, Mr. Fravel Brown, who can give you the details of the answer.

Mr. Brown.

Mr. BROWN. Yes, sir.

Mr. BOLAND. Let me quote this. You didn't quite give the answer to the question I asked, "Do you believe those costs were excessive?"

Mr. GIUFFRIDA. I think we got a hell of a bargain, Mr. Chairman.

COST OF BUILDING G RENOVATION

Mr. BOLAND. Let me quote what Mr. Villella indicated in his March 4 testimony before the Science and Technology Committee, he said, "I have on file my assessment of some of the costs that were involved in the renovation of G Building. I felt that some of the charges were beyond reason."

Would you disagree with that?

Mr. GIUFFRIDA. No, I think—

Mr. BOLAND. You may even call upon your witness there.

Mr. GIUFFRIDA. Well, first of all, I think that that comment of Villella's probably refers to some small segment in the renovation process where a particular item in it was being proposed to cost 10 and he felt, or whatever the number, he felt it was excessive.

I don't think it was excessive at all. I think that the government got its money's worth. In 1978 we had three options with Building G. We had the option to leave it in an unsafe condition, we could demolish it for \$30,000, or we could renovate it. The decision on whether or not to renovate it was first addressed in 1978 by the Department of Commerce. They made an estimate of the renovation costs and came to \$1 million plus a couple hundred thousand as their estimate.

We did it for—the whole thing including GSA furniture, for somewhere around \$400,000. Then all this furor came up about whether or not it was supposed to be a residence for me, which was in my judgment absolutely ridiculous.

I own a house in McLean, Virginia; my wife works in McLean, Virginia; my children go to Virginia schools; it would be ridiculous for me ever to contemplate going to live in Emmitsburg.

However, at the time that whole issue was so dramatized we then had an independent professional estimate of the renovation and restoration that was done of G Building. That came in and we have those numbers; it said in effect, if we could get the kind of deal you got in this process we would be pleased. We will submit that estimate for the record.

We have submitted it to other committees and we would be pleased to submit it to this committee.

[The information follows:]

PROFESSIONAL STUDY FOR BUILDING G

COATES CONSTRUCTION CORPORATION

GENERAL CONTRACTORS - CONSTRUCTION MANAGERS
6106 MACARTHUR BOULEVARD
BETHESDA, MARYLAND 20816

GEORGE C. MILNE
PRESIDENT

TELEPHONE
(301) 229-9000

July 27, 1984

Office of General Counsel
Federal Emergency Management Agency
Federal Center Plaza
500 C Street, SW
Washington, DC 20472

Attn: Mr. George Watson

Re: Building "G" Review
National Emergency Training Center
Emmitsburg, Maryland

Gentlemen:

Upon your request, Coates Construction Corporation has prepared the enclosed Comparative Review of the value of improvements to Building "G" at the National Emergency Training Center. Our examination consisted of; the preparation of a detailed cost estimate of the improvements based upon schematic "as - built" drawings furnished by your office; comparison of these costs to the costs of a very similar facility proposed for the University of Louisville's School of Business, identified herein as "Gardencourt"; and finally a jobsite visit to inspect Building "G" to determine first hand the actual quality and workmanship of improvements to the facility. We understand Coates was selected for this task because of the undersigned's previous experience in costing out similar work.

THE ESTIMATE

Although a complete copy of the detailed estimate prepared by Coates is included in this report, a recap of the estimated value of the improvements is shown on the first page of the estimate entitled, "National Emergency Training Center, Building "G" Estimate, SUMMARY." Briefly, this summary is organized by the estimated cost of the various trade items that make up the job. Totals for each trade are further broken down into the amount of labor, material or subcontract dollars allowed for completion of that trade's

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work. The total estimated value of the improvements, using Coates' in-house historical cost data should be approximately \$412,000.00. We understand that the cost from the contractor is actually somewhat less than this figure, however the difference can be justified by a number of factors, such as the contractor's willingness to accept lower overhead and margin figures, a particularly low bid from a subcontractor, etc. This total cost can be visualized differently, as a cost per sleeping quarters of \$34,332.00.

COMPARATIVE SUMMARY

The sheet enclosed entitled "Comparative Summary" provides an item by item comparison of the costs estimated for this facility to the cost prepared for a similar facility in June of 1983. This similar facility, Gardencourt, involved the renovation of the two upper floors of an historic mansion owned by the University of Louisville, in Kentucky into living quarters for executives attending future business management conferences organized by the University of Louisville's School of Business. (See enclosed schematics) This project required the construction of twenty sleeping rooms and baths on the second and third floors along with the installation of a commercial grade kitchen and laundry facility on the lower floor, for the convenience of those conference attendees who did not wish to leave the building.

When examining the various trade costs for the two projects, there are several lines where the cost variations require some explanation:

1) Sitework - The Gardencourt project had large estimates for upgrading landscaping and patching pavement not allowed for Building "G".

2) Masonry - Extensive repairs to the brick retaining walls around the rear courtyard of Gardencourt were required.

3) Rough and Finish Carpentry - Upon examining the amenities at other comparable facilities such as the Graylyn Conference center in Winston-Salem, NC the Gardencourt design team decided to provide much more intensive and elaborate millwork than that indicated or installed at Building "G".

4) Flashing - Gardencourt updated all flashings and gutters at roof edge to copper to be in keeping with the historic character of the property.

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5) Insulation- Extensive sound blanket insulation was called for in the new walls in Gardencourt. From the schematics we could not determine the presence of the same in Building "G", hence, none was figured.

6) Doors and Frames - Building "G" made extensive use of existing doors on the second floor, saving a considerable amount of money.

7) Windows and Glass - Building "G" repaired existing windows instead of replacing the entire unit with new wood windows.

8) Hard Tile - The hard tile called for in the bathrooms of Gardencourt extended up the walls to the ceilings and was anticipated to be a fancier (read more expensive) grade than that installed on the first floor of Building "G". Quarry tile and base was specified for the entire kitchen area floor.

9) Acoustical Tile - The extra cost for acoustical tile in Gardencourt is offset by the drywall ceilings installed in Building "G".

10) Refinish wood floors - There is additional floor refinishing required on the second floor of Building "G".

11) Kitchen and Laundry Equipment - Gardencourt anticipated the installation of complete commercial type facilities for the convenience of executives attending the conferences. Although the stove and hood in Building "G" are of a sturdy commercial grade, the remaining appliances appear to be residential in character.

12) Elevator - Gardencourt required an elevator to make the two upper floors accessible to the handicapped. I don't suppose there are too many active duty fire chiefs confined to a wheelchair.

CONCLUSIONS

In summary, it is our opinion that the value of the improvements to Building "G" is upheld and corroborated by our own independent estimate. Further, the upgrade of amenities on the second floor does go a long way towards matching comparable facilities that a potential attendee such as a city manager or fire chief of a larger metropolitan area would be exposed to elsewhere in the country. The overall cost, however, has been held down in part by the ability to take advantage of reusing some doors and all windows along with other cost saving considerations.


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As a final follow up to this report we contacted the Graylyn Conference Center which was planned and renovated from an old structure by Wake Forest University. This center has a total of 45 living quarters with an investment of \$133,000 per quarters. This amount far surpasses even the cost of Gardencourt and in turn further justifies our comparison.

Should you have any questions concerning this report, or if there is any way we can be of additional service please do not hesitate to call.

Very truly yours,

Coates Construction Corp.


George C. Milne
President

GCM:maw

cc: Mr. Louis O. Giuffrida,
Director

COMPARATIVE SUMMARY

Description	Estimated Value	
	Building G	Garden Court
1A General Requirements	\$ 15,255	\$ 28,400
2A Demolition	8,440	13,850
2B Sitework	2,800	59,270
2C Utilities	11,150	12,650
3A Concrete	700	2,000
4A Masonry	13,500	43,046
5A Metals	500	500
6A Rough Carpentry	6,000	31,350
6B Finish Carpentry	33,436	86,180
7A Roofing	4,000	5,000
7B Flashing	3,000	13,400
7C Insulation	3,152	9,604
8A Doors and Frames	12,225	25,300
8B Windows and Glass	14,700	49,000
9A Drywall	32,242	44,081
9B Hard Tile	13,536	28,920
9C Acoustical Tile	307	4,300
9D Refinish Wood Floors	3,200	10,820
9E Painting	12,489	14,000
10A Misc. Specialties	1,890	4,050
11A Kitchen equipment	8,050	30,000
11B Laundry Equipment	1,100	13,600
14A Elevator	-0-	40,000
15A Plumbing	43,600	77,500
15B HVAC	75,000	100,000
15C Sprinklers	11,309	16,400
16A Electrical	40,592	70,000
Ins. & Taxes	10,285	8,558
Sales Tax	2,526	4,139
Subtotal	<u>\$384,984</u>	<u>\$845,918</u>
Margin & Bond	27,000	59,215
TOTAL	<u>\$411,984</u>	<u>\$905,133</u>
Cost Per Sleeping Room	\$ 34,332	\$ 45,257 ⁰⁰

FUNCTIONAL USE OF BUILDING G

Mr. GIUFFRIDA. The bottom line is that Building G was intended to serve a useful function. It is serving that function. It was never intended to be a private residence for me or Vilella or anybody else and the government got its money's worth.

Mr. BOLAND. Let me ask, I don't want to nitpick over some of the things done there, but why was it necessary to expend government funds to convert a decorative fireplace to an operational fireplace?

Mr. GIUFFRIDA. It was not a decorative fireplace, Mr. Chairman, it was a functional fireplace in which they had installed a plate to keep the draft out. The plate was taken out and a gas log was put in to supplement the heating.

Mr. BOLAND. That sounds fine. Let me ask you about the other Building G renovations. They have been completed I understand?

Mr. GIUFFRIDA. Yes, sir.

Mr. BOLAND. What use is being made of the second floor?

Mr. GIUFFRIDA. It is being used in a variety of ways, mostly for conferences and so on. Do you want details on that?

Mr. BROWN. We have a total of twelve bedrooms in that building, eight on the first floor, four on the second floor. The total of the 12 bedrooms have been put into our general dormitory room inventory. It gave us a total of 383 rooms. We have been using both the upstairs bedrooms and the downstairs bedrooms.

You must understand the furnishings have only been completed since early February. But we have used them. They are part of our total inventory.

GAO REPORT ON NETC

Mr. BOLAND. So, you are familiar with the GAO Report on the NETC, too, aren't you?

Mr. GIUFFRIDA. Yes, sir, I am very familiar with the GAO Report. I started my tenure in FEMA, as a condition of my acceptance of the job with the White House, that we would get a Member of Congress to do a baseline audit of FEMA. That is the one that I tried to explain once before.

When that baseline audit came in from GAO, it identified about 115 major administrative deficiencies and 25 major financial and accounting deficiencies. I think that is a relevant fact to be considered by this or any other committee of the House or the Senate when they measure what FEMA's progress has been.

Mr. BOLAND. You are not really in agreement with what Mr. Vilella testified, not testified to, but his response to the GAO with reference to the NETC. He was Associate Director for Training and Fire Programs, was he not?

Mr. GIUFFRIDA. Yes, sir.

Mr. BOLAND. He indicated that he had been interested for 2½ years in establishing a residence at the training center, and the second floor, Building G, had potential to be used for that purpose. He said that both he and FEMA's director believed a residence at the training center, like the one at the U.S. Army War College at Carlisle, Pennsylvania, was necessary due to the need for onsite representation beyond normal working hours.

A review of documents pertaining to the contract modifications by the S&I staff failed to reveal that such a purpose was ever recorded or used as an official basis for making the various changes.

Mr. GIUFFRIDA. I agree with everything there. I particularly agree with the S&I staff. And I agree with everything that Vilella said, especially that portion concerning the second floor G Building.

Mr. BOLAND. Would be used as a residence?

Mr. GIUFFRIDA. Right. I think that the Congress ultimately must face up to the requirement for a major training effort—I might interject at this point, Mr. Chairman, that for the past year the majority of FEMA's effort has been spent in responding to this whole issue with numberless thousands of documents and untold numbers of staff hours while at the same time we have increased the student throughputs. For example, representative states like Tennessee, whose participation in the NETC program tripled in the past years.

A training facility that brings in people from across the entire national preparation and response spectrum to protracted periods of study demands that the person who runs that operation live on campus.

Mr. BOLAND. All right, let me ask you this—

Mr. GIUFFRIDA. There is no building. The only building I would consider—

RESIDENTIAL BUILDING AT NETC

Mr. BOLAND. What building is to be used as a residence at NETC?

Mr. GIUFFRIDA. Mr. Chairman, we would not even begin to address that issue without permission of the Congress. We would not. But I categorically tell you that it was never intended that the second floor of Building G would be used as a residence for anybody there.

If I had the choice to do it, I would take the big red brick barn and come to Congress and say, give us the money to do this.

Mr. BOLAND. Would you like a residence there?

Mr. GIUFFRIDA. Yes, I would.

Mr. BOLAND. Why don't you ask for it?

Mr. GIUFFRIDA. Well—

Mr. BOLAND. When?

Mr. GIUFFRIDA. Hopefully when we get past explaining why we had the temerity to do a \$400,000 renovation of a building which renovation had been estimated at \$1 million plus in 1978 dollars.

HOUSING OF STUDENTS

Mr. BOLAND. Let me ask you a little about the ability to house students that go there.

You have some answers, and he can give us additional answers when I ask. According to the staff report, the NETC can currently accommodate 500 residents in 378 rooms. Is that correct?

Mr. GIUFFRIDA. Five hundred residents in 378 rooms.

Mr. BROWN. If you count all the beds, yes, sir. Some dorms have two beds in them.

Mr. BOLAND. But—go ahead. Let me finish the question though. The two beds are not always used. That is what I want to get at. FEMA officials prefer to place students one to a room even though 121 rooms have been designed for double occupancy? Is that correct?

Mr. GIUFFRIDA. I would like to interject myself if I may.

The National Emergency Training Center was originally St. Joseph's College for Women. On our campus is the oldest Catholic parochial school in the United States. The rooms are almost monastic. When those buildings were constructed, it was spartan quarters for two young girls to share the room and pad down the hallway to use the restroom. That is the condition that we are talking about.

So when you talk about two, you are equating different kinds of students: a college girl living under those circumstances shares a room; they don't have a great deal of choice. But we are not dealing with that. We are dealing with senior decision makers who come from across the whole spectrum.

Go ahead, Jim.

Mr. BOLAND. So the rooms are not—

Mr. GIUFFRIDA. The rooms are little.

Mr. BOLAND. I have not seen the rooms, I must say.

SQUARE FOOTAGE OF STUDENT ROOMS

I take it you don't believe the square footage in the rooms is sufficient to take care of two male students.

Mr. GIUFFRIDA. No, sir, I don't. I do not. You have to understand, Mr. Chairman, that people who train there, have to use communal showers. We have communal bathrooms in most of those dormitories.

The difference, for example, which we will talk about when we get into the Montefiore thing, the difference on double-bedded rooms, which is never desirable, but at Emmitsburg, the rooms are small; at Stewart, they were built as two-man rooms. They are bigger, two-man rooms. While that is not my choice, we could live with that.

But Emmitsburg is really not that big. The word "suite" was used with wreckless abandon. Suite is a room with a closet, and you go down the hall to use the bathroom.

Mr. BOLAND. What is the size of the room with the double beds? What is the square footage?

Mr. BROWN. I can't give you that immediately, sir. They vary.

Mr. BOLAND. You ought to know what the size of the room is.

Mr. GIUFFRIDA. There is no standard room.

Mr. BROWN. There is no standard room, sir. It changes by dormitory where they have two bedrooms.

Mr. BOLAND. Are you telling me that rooms with double beds—

Mr. GIUFFRIDA. With two single beds.

Mr. BOLAND. Yes. That's what I mean. With two beds in there, two single beds.

Mr. GIUFFRIDA. That is correct.

Mr. BOLAND. In one room.

Mr. GIUFFRIDA. That is correct.

Mr. BOLAND. What is the square footage of that room?

Mr. BROWN. There are different sized rooms in different dormitories, sir, that have that. We can give you——

Mr. BOLAND. Supply it for the record.

Mr. BROWN. We will do that for the record, yes, sir.

[The information follows:]

SQUARE FOOTAGE OF DORMITORIES

The following is the range and the average square footage for each dormitory at the National Emergency Training Center:

Building A: Size of average dormitory type room with two beds: 193.7 sq. ft. 43 dormitory type rooms with two beds

Building C: Size of average dormitory type room with two beds: 194.6 sq. ft. 72 dormitory type rooms with two beds

Building D: Size of average dormitory type room with two beds: 248.8 sq. ft. 6 dormitory type rooms with two beds

Building F: Building F has no dormitory type rooms with two beds because the size of the average room is only 137.7 sq. ft.

Building G: Building G has no dormitory type rooms with two beds, all rooms are suites with private baths.

Building L: Building L has no dormitory type rooms with two beds because the size of the average room is only 91.2 sq. ft.

DORMITORY ROOMS AT QUANTICO FOR THE FBI

Mr. BOLAND. You are probably familiar with the size of the rooms at Quantico, aren't you, for the FBI Academy?

Mr. BROWN. They use double rooms.

Mr. GIUFFRIDA. I have never been in one of their dormitory rooms, but I have been in the classrooms. I am familiar with training and resident training programs. I have been in that part of it all my life.

Mr. BOLAND. I assume they are probably larger than what you have?

Mr. GIUFFRIDA. The FBI Academy was built in the late 1930s or early 1940s and the cost in those years' dollars, to my best recollection, is somewhere in excess of \$40 million and they had a lot more influence than FEMA has. They built a structure; we inherited one.

We have been retrofitting to the extent we have been able to. We never designed the buildings.

TRAINING SCHEDULE

Mr. BOLAND. What about the training schedule? The staff advised that the Federal Law Enforcement Training Center at Glynco, Georgia, and the FBI Academy at Quantico schedule training programs all 52 weeks of the year with only minimal activities during the Christmas holidays, but the training was done as usual in other holiday periods.

According to the staff, in fiscal year 1984, training courses were scheduled for only 45 of the 52 weeks. That is reflected on page 8.

Mr. GIUFFRIDA. Yes, I know. I am glad you asked that because we have an answer to that.

Mr. BOLAND. The seven "down" weeks encompassed the major national holidays. Not counting the seven "down" weeks, the resident population varied from a low of 198, 40.2 percent occupancy,

to a high of 445, 90 percent, for an overall average occupancy of 333.5 or just 67.8 percent.

If the seven "down" weeks are included, the average weekly population was only 292, or just 59.3 percent occupancy. What about this?

Mr. GIUFFRIDA. Well, we don't agree with the report. The report says we conducted classes 45 weeks a year and it suggests this could be escalated even more as other Federal schools are doing.

It cites the FBI Academy and the Federal Law Enforcement Training Center in Glynco, Georgia. They are not valid comparatives because of differences in length of courses and course materials.

A far more valid comparison, in our judgment, would be schools conducted by OPM. But, for example--

Mr. BOLAND. Is it because the training programs at Emmitsburg are a lot easier, perhaps, and not as difficult as the FBI?

Mr. GIUFFRIDA. No, no, no, not at all. It is a different subject matter.

The Federal Executive Institute runs 42 weeks a year. That is here in Virginia. The Federal Executive Seminar runs 44 weeks a year in New York, 44 in Tennessee, 44 in Colorado.

The Department of Defense, which has been in the training business forever, runs a school. Their DoD procurement school in Virginia runs 50 weeks a year. The Army Judge Advocate General School runs 50. The National War College runs 38; the Army War College, 38; the Industrial College of the Armed Forces, 38.

So if you put them all together, the NETC 45-week program per year is better than the average and certainly not as underused as that report suggests.

INCREASED CLASSES

Mr. BOLAND. Why can't you increase the scheduled classes for more than 45 weeks per year?

Mr. GIUFFRIDA. Mr. Chairman, I have been in the training business about 40 years. There are some things beyond which—first of all, you are constrained by money, by staff. You can only work the staff a certain number of weeks per year and then the tradeoff increasing the number of weeks per year is a degrading of the quality of the instruction.

I don't care who you go to talk to, including the FBI Academy or anywhere else, they will tell you the same thing. You just can't work them beyond a certain point. I know, because that is what I did for all those years before I came here.

INTEGRATED EMERGENCY MANAGEMENT SYSTEM

Mr. BOLAND. Now, let's get into the Integrated Emergency Management System concept which you talk a lot about in your statement and which is a relatively new concept. Apparently, if it is well conducted, it sounds like a good one.

In your statement on page 5, you indicate that FEMA continues to apply the integrated approach on an interagency basis in the Federal Government, as well as in programs with State and local governments. You go on to say that FEMA is practicing at the Fed-

eral level what it preaches about integrated emergency management at all levels of government.

Why is the National Emergency Training Center at Emmitsburg essentially a campus with three entirely separate learning centers: the National Fire Academy, the Emergency Management Institute, and the Senior Executive Policy Center?

Mr. GIUFFRIDA. It is not three; it is in fact, as well as in title, a National Emergency Training Center.

Mr. BOLAND. You have different personnel; you have—

Mr. GIUFFRIDA. You have. The only analogy I can draw, Mr. Chairman, that would be an appropriate one is like colleges and universities, each one doesn't have its own administrative setup. Each one deals with a selected series of specialized courses under the rubric of the university. That is precisely what is happening at NETA.

Mr. BOLAND. Well, as I understand, the National Fire Academy and the Emergency Management Institute, EMI, have their own separate classrooms and their own separate catalogs describing the curricula, dates of the sessions, and so forth.

Mr. GIUFFRIDA. Right.

Mr. BOLAND. They have separate qualifications and applications procedures. Isn't that correct?

Mr. GIUFFRIDA. That is correct.

Mr. BOLAND. Why separate classrooms?

Mr. GIUFFRIDA. Well—separate classrooms?

Mr. BOLAND. I understand the courses are different. I can understand that.

Mr. GIUFFRIDA. Okay.

Well, you can't say to me on the one hand, why aren't you getting more use of the classes you have. Then slack off because you got more EMI classes than fire classes. If we did that we would have fewer fire service guys. Every fireman in the country is upset because we are already backlogged on applications for the courses.

Mr. JETT. Many of the classes in the Fire Academy have special discipline resources built into them, fire labs—

Mr. GIUFFRIDA. Computer operations and the like. The emergency management course deals in free play, two-sided management exercises; problems of emergency exercises that have a separate set of requirements which are necessary to do those specific types of exercises.

Mr. Chairman, we told you last year that some of the political entities that came, as political entities, to the Emergency Management Institute was precisely because we had those facilities there.

WESTERN TRAINING CENTER

Mr. BOLAND. One of the reasons that I am asking these questions is to consider whether there is a need for a Western Training Center. In fiscal year 1984, FEMA rejected, at the National Fire Academy, over 2,000 students because the classes were full. Yet, the average weekly occupancy rate was 59.3 percent or 67.8, if you take out the seven "down" weeks.

Why can't you make optimum use of the NETC facilities before going to the expense of procuring an additional facility like NETC West?

Mr. GIUFFRIDA. We are glad you asked that one, Mr. Chairman.

Mr. BROWN. We feel we are making optimum use right now of what we have at the NETC campus in Emmitsburg. We have basically classroom space for less than 500 students. We have dormitory space at single room occupancy at about 380 rooms.

We also use our dormitory rooms to house our adjunct faculty which reduces our dormitory capacity. We do feel we are operating dormitory space at very close to 90 percent on an average, sir.

Frequency during the year—

Mr. BOLAND. Is the solid reason that you didn't have funds to train additional students rather than you don't have occupancy space?

Mr. BROWN. No, sir.

Mr. BOLAND. Are you sure?

Mr. BROWN. Yes, sir. For the past three years, we could have handled more students at Emmitsburg—

Mr. BOLAND. With the training funds that were appropriated to you?

Mr. BROWN. Basically, yes, sir. We were closed off by dormitory and classroom capacity basically. Basically, yes.

ELIMINATION OF STIPENDS

Mr. BOLAND. You talked about the fact that the Administration recommends eliminating the stipend. What is the stipend now?

Mr. GIUFFRIDA. It pays the travel.

Mr. BOLAND. Travel? Two hundred some dollars, depending on where you go?

Mr. GIUFFRIDA. Depending on whose figures you use. For example, if you use the Investigative Staff figures, which we don't think are accurate, you come up with one number.

If you use ours, it is more accurate, in our judgment, but in essence, for example, the investigative survey that you had done alleges that there is only a 3 percent difference in airline costs of 19 western cities to Reno, Nevada, vis-a-vis Washington, D.C. It asserts there will not be much, if any travel savings really gained by opening the western campus.

Our figures are substantially different. Using the same 19 cities, we show there is an average of \$178 per round trip reduction in traveling to Reno in lieu of Washington, a 32 percent average savings per trip.

Also as to travel, we would expect many students in the west would drive to Carson City, which would cut the costs for them. But the stipend pays the travel cost.

ADJUNCT FACULTY

Mr. BOLAND. Training at NETC is taught by an adjunct faculty procured as needed on a course-by-course basis; that is correct, is it not?

Mr. GIUFFRIDA. That is essentially correct.

Mr. BOLAND. For the NFA the faculty is procured generally by NETC Office of Procurement on a competitive basis.

Mr. BROWN. Yes, sir.

Mr. BOLAND. Most of the Emergency Management Institute faculty were obtained through the Triton Corporation and the IMR Systems Corporation as part of FEMA's contract with those corporations; is that correct?

Mr. BROWN. That is correct.

Mr. BOLAND. Why is the procurement of adjunct faculty handled differently for the NFA than for EMI?

Mr. JETT. Let me speak to that quickly, and we will let the program guys speak to it.

The authority under the Fire Act to have a National Fire Academy, and superintendent of the Academy and to hire people to come in and teach the fire courses gives us certain latitudes in the way we contract for the people that would support those courses.

The civil defense program and the Disaster Relief Act and other training authorities that make up the panoply of response on the Emergency Management Institute don't have that authority.

So we don't have that adjunct streamlining system authority in those statutes that we do in the Fire Act.

Mr. BOLAND. Why don't you ask for that authority? It would be cheaper to do it that way, wouldn't it?

Mr. JETT. We would have to go to several committees, and it would be involving several authorities.

Mr. GIUFFRIDA. It is not all plus, Mr. Chairman.

Mr. BOLAND. Have you made a cost comparison between the NFA and EMI?

Mr. BROWN. Yes, sir, it is more expensive to do it by contract, as we have done it under the EMI system.

Mr. GIUFFRIDA. But I would, before we leave that subject, Mr. Chairman, with your permission, it is not simply a matter of the dollars involved.

An adjunct faculty where you go out and get the highest bidder would not be my preferred way. If I had no constraints, my preference would be a resident faculty.

Mr. BOLAND. Well, resident faculty would be more expensive, right?

Mr. GIUFFRIDA. That is right, but you would get better training.

EVALUATION OF COURSE OFFERINGS

Mr. BOLAND. Much more expensive.

We have discussed measuring the effectiveness of all training programs offered by the National Emergency Training Center over the past couple of years. According to the S&I staff, a pilot program to evaluate course offerings in the field has been undertaken but has not been fully developed. That is reflected on page 17.

When will the results of that evaluation program be available?

Mr. BROWN. We are out on the street now for an evaluation contract. We would hope to have some preliminary findings at your hearings next year, sir. That would be preliminary. That would not be final.

Mr. BOLAND. What about the long-range impact of training at NETC? When will the results of that evaluation be completed?

Mr. BROWN. That is what we are talking about.

Mr. LAFLEUR. Those results are coming in at this time. There are 24 courses that have been evaluated in a preliminary sense. We have designed instruments for and we have done the pilot testing.

Mr. BOLAND. These are two different evaluations. I am not talking about the same subject. One is the course offerings in the field which has been undertaken but not fully developed.

I understand you are evaluating that now, is that correct?

Mr. LAFLEUR. We are——

Mr. BOLAND. This is the pilot program to evaluate offering courses in the field, not at the training center.

Mr. LAFLEUR. We have evaluation going on of those courses in the field, yes, sir. They are being evaluated by regional observers from our regional offices. We have course managers——

Mr. BOLAND. That evaluation is not completed yet, is that correct?

Mr. LAFLEUR. They are in process now.

Mr. BOLAND. All right. We are building our data bases.

Mr. DONOVAN. Can I speak to the Fire Academy?

We consider that short-term evaluation. When we do our field program, we have student end-of-course evaluations.

We have the adjunct faculty that gives us a written evaluation and the State fire training agency, the sponsor, give us a written evaluation of every field program delivered in the field by the Fire Academy. That has been ongoing since the field operations started in the Fire Academy.

TECHNIQUES TO MEASURE IMPACTS OF TRAINING

Mr. BOLAND. Let me ask you this again. Is the Center developing techniques to measure long-range impacts of its training?

Mr. GIUFFRIDA. Yes, sir.

Mr. BROWN. Yes.

Mr. BOLAND. I think it is essential to see whether it is worth it all.

Mr. GIUFFRIDA. You asked us that last year, Mr. Chairman, and we told you we would jump on that. That is the process we are carrying out now.

Mr. DONOVAN. We are in phase 2 of that now. We have done preliminary work on testing the instruments, and there is an RFP on the street now for a contractor, an independent contractor, to be hired to do long-term evaluation on 24 resident and field courses in EMI in the Fire Academy and the Open Learning Program and the Apprenticeship program.

MULTI-YEAR AFFIRMATIVE ACTION PLAN

Mr. STOKES [presiding]. At this time, we will entertain some general questions. I will start that process.

Mr. Director, FEMA's 1982 to 1986 multiyear affirmative action plan figures indicate that blacks and Hispanics comprise approximately 30 percent of the junior and entry level positions, about 7

percent of mid-level positions, and only 2 percent of senior policy level positions.

How would these statistics with your Agency compare with other Federal agencies of approximately the same size?

Mr. MARTIN. Mr. Chairman, that is my area of responsibility.

I would suggest that they are a fair comparison, although I can provide those figures for the record. The comparison will be with agencies of our size and composition. I don't think I can put my hand on it right here.

[The information follows:]

COMPARISON OF MINORITY DATA

U.S. DEPARTMENT OF EDUCATION

1. Junior and Entry Levels (GS-5-8) Blacks and Hispanics—58.9 or 59%.
 2. Mid-Levels (GS-9-12) Blacks and Hispanics—40%.
 3. Upper-Mid Levels (GM-13-15) Blacks and Hispanics—20%.
 4. Senior Levels—SES Blacks and Hispanics—14%.
- Total Workforce 4,776 as of 10/84.

SMALL BUSINESS ADMINISTRATION

1. Junior and Entry Levels (GS-5-8) Blacks and Hispanics—29%.
 2. Mid-Levels (GS-9-12) Blacks and Hispanics—15%.
 3. Upper Mid-Levels (GS-13-15) Blacks and Hispanics—15%.
 4. Senior-Levels—SES Blacks and Hispanics—13%.
- Total Workforce 3,798 as of 3/85.

COMPARISON OF FEMA EEO PROGRAM WITH OTHER AGENCIES

Mr. STOKES. Mr. Director?

Mr. GIUFFRIDA. Mr. Chairman, you recall that I assured you in our first appearance before this committee that I was critically interested in that program, and continue to be interested.

Indicative, perhaps, of the degree of emphasis that we are placing on that, one segment of it is on black history, for example. Regarding activities within FEMA, in four years we have each year outgrown the numbers, and the participants in those activities of the Agency have increased almost by a factor of 40. The white participation in those activities has greatly increased.

I have personally injected myself into the process of selection for spaces—so if we had equally qualified applicants, I have directed that the minority member be given the job.

But I don't have, either, how we stack against the other agencies. I have a conviction that we are doing what we would hope we were doing to meet your requirements as well as ours and that is to approach the thing on a consistent, predictable basis and not do sporadic pulse shots just to get a little hype out of it.

I have a full-time staff headed by a competent lawyer, with competent assistance, from the minorities, working on nothing else but that program for FEMA every day of the year.

EEO PROGRESS IN FEMA

Mr. STOKES. Well, within your own agency for fiscal year 1984, 1985, what type of progress are we seeing across the board in all grade levels?

Mr. MARTIN. Mr. Chairman, I have charts that I will provide for the record that will show what we have been doing.

It was 10 last year percentage wise; we do 11 this year. It is 13 versus 16 in grade 13's; 9 versus 10 in 14's; and grade 15's is 1 percent versus 2 percent.

I would like to point out at this time that during the year, I think last year you made a comment about programs in the regions, and the Director indicated he would in fact give that some attention. Of the four GS/GMs appointed in the regions, he over-turned two selections out of four. One was a black, one was a woman. That is an accomplishment that should be recorded.

CLOSING OF NEW YORK OFFICE

Mr. GREEN. Mr. Chairman?

Mr. STOKES. Mr. Green.

Mr. GREEN. On this subject, my understanding is that of the field offices, the northern New York FEMA has the highest percentage of women and minorities, 60 percent. In view of that, I am a little puzzled.

I have heard that you had proposed to OMB closing that office but that the pass-back from OMB denied that; is that correct?

Mr. GIUFFRIDA. I have not proposed to OMB closing any offices, Mr. Green. That is what I explained to Mr. Boland when we started. We are in the process of negotiating that. In my comments to the Chairman and to the committee, I also pointed out that that whole process of how to realign—the word “closed” had never been in my lexicon. What we are talking about is negotiating to realign to maximize the use of the money that comes into that budget item.

Mr. GREEN. Obviously, you would transfer the functions somewhere else; the function won't disappear.

Did you propose to OMB to transfer those functions out of that office?

Mr. GIUFFRIDA. I have not yet proposed anything to OMB. I am still in the process of—

Mr. GREEN. Thank you.

Mr. GIUFFRIDA. Of negotiating that. And I explained, as late as 6:30 p.m. last night and I came in before 8:00 a.m. in the morning so we could pick up on that same process of negotiating that out.

PROPOSAL TO GO FROM TEN TO SIX REGIONS

Mr. STOKES. Are you referring to the proposal to go from ten to six regional offices?

Mr. GIUFFRIDA. That is correct, yes, sir.

Mr. STOKES. I am concerned about the operation of the multi-year affirmative action plan in the reduction of staff in those offices.

Mr. GIUFFRIDA. Yes, sir, and we are very sensitive to that, also.

Mr. STOKES. That should be a consideration.

Mr. GIUFFRIDA. Both you and Mr. Green can be assured that we are giving that personal attention.

FEMALE REGIONAL DIRECTORS

Mr. STOKES. In the 1985 hearings, Mr. Martin stated that FEMA did not have any minority or female regional directors; and also in the same hearing, Mr. Martin indicated that two vacancies existed.

What has happened to the two vacancies?

Mr. MARTIN. Mr. Chairman, the fact is that the selection is not the Director's alone. He can only recommend to the Presidential personnel people that people he recommends be selected. There was one minority interviewed for one of those positions and we couldn't come to agreement with Presidential personnel.

Mr. STOKES. Do you know whether or not they exerted any efforts to recruit females and minorities?

Mr. MARTIN. No, I can't speak to that, Mr. Chairman. I don't know. They have allegedly a program over there where they have an outreach program where they try to get minorities, but I don't know much about their operations.

Mr. STOKES. Thank you.

Mrs. Boggs.

SES PRACTICES ON HIRING AND PROMOTIONS

Mrs. BOGGS. Thank you, Mr. Chairman.

I just wanted to follow up on the women and minorities question.

Last year the Committee on Education and Labor did a study about the hiring and promotion and SES practices of many of the departments and agencies.

I would like to ask that you update the chart used by the Committee for fiscal years 1980 and 1983 to add data for FY 1984. I will submit it to you later because I didn't expect the general questions to come until this afternoon.

Mr. GIUFFRIDA. Yes, Ma'am.

Mrs. BOGGS. Thank you, Mr. Chairman.

[The information follows:]

FEMA WORKFORCE AS OF APRIL 1985

Pay System	Total Employees		Black		Hispanic		Asian American Pacific Islander		American Indian/ Alaskan Native		Total Minority		Total Non-Minority	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
GS-1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
GS-2	0	2	0	2	0	0	0	0	0	0	0	2	0	0
GS-3	3	12	2	7	0	0	0	0	0	0	2	7	1	5
GS-4	<u>21</u>	<u>79</u>	<u>7</u>	<u>36</u>	<u>0</u>	<u>2</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>8</u>	<u>41</u>	<u>13</u>	<u>38</u>
SUBTOTAL	24	93	9	45	0	2	1	0	0	0	10	50	14	43
GS-5	54	135	10	32	2	2	0	1	0	1	12	38	42	97
GS-6	22	124	5	43	0	3	0	1	0	0	5	47	17	77
GS-7	49	147	6	47	0	3	0	0	0	1	6	51	43	96
GS-8	<u>20</u>	<u>54</u>	<u>1</u>	<u>21</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>1</u>	<u>23</u>	<u>19</u>	<u>31</u>
SUBTOTAL	145	460	22	143	2	9	0	2	0	3	24	159	121	301
GS-9	57	76	11	25	1	1	1	1	0	0	14	26	43	50
GS-10	8	1	0	0	0	0	0	0	0	0	0	0	8	1
GS-11	111	68	9	18	1	2	2	1	0	0	17	22	94	46
GS-12	<u>275</u>	<u>120</u>	<u>13</u>	<u>35</u>	<u>5</u>	<u>1</u>	<u>1</u>	<u>4</u>	<u>2</u>	<u>2</u>	<u>22</u>	<u>43</u>	<u>253</u>	<u>77</u>
SUBTOTAL	451	265	33	78	7	4	4	6	2	2	53	91	398	174
GS-13	297	62	16	10	4	0	7	2	0	0	29	12	268	50
GS-14	215	42	10	4	2	0	2	0	2	0	16	4	199	38
GS-15	<u>175</u>	<u>10</u>	<u>3</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>4</u>	<u>0</u>	<u>171</u>	<u>10</u>
SUBTOTAL	687	114	29	14	6	0	9	2	3	0	49	16	638	98
SES	<u>56</u>	<u>2</u>	<u>2</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>1</u>	<u>0</u>	<u>4</u>	<u>0</u>	<u>52</u>	<u>2</u>
TOTAL	1,363	934	95	280	15	15	15	10	6	5	140	316	1,223	618

NOTE: Total minority figures include individuals coded as "OTHER".

50/50 FEDERAL FUNDING PARTICIPATION

Mr. STOKES. Mr. Boner.

Mr. BONER. Thank you, Mr. Chairman.

Mr. Giuffrida, good morning. I have several questions I would like to ask that relate to the proposed shift from 100 percent to 50/50 Federal participation.

While I believe attention must be focused on sharing the cost burden with the States, I do not believe that such a shift can be accomplished effectively and efficiently in a single year's budget.

I am particularly concerned that the budget request before the subcommittee substitutes budget savings for the health and safety of millions of persons.

If the FEMA budget request were implemented as submitted, States certainly would be forced to pick up the cost of some of the programs but, I fear, only after hundreds of Americans would have lost their lives from national disasters.

Come October 1, do you know how many State legislatures will have convened and adjourned for the purpose of enacting their State's budgets?

Mr. GIUFFRIDA. First of all, Mr. Boner, I would disagree that the budget decision per se would place into jeopardy hundreds of lives.

But specifically, I don't know the number of legislatures that would have been convened to address that issue.

IMPACT OF FEMA BUDGET REDUCTION ON STATE STAFFS

Mr. BONER. What impact on States' staffing patterns does FEMA anticipate from the proposed 34 percent funding reduction in fiscal year 1986 and the transition to a 50/50 match for those programs previously at 100 percent Federally funded?

Mr. McLOUGHLIN. Congressman, when the budget was first put together, it was embargoed before it was sent to the Congress and we did not have an opportunity during that period of time to try to assess that. We recognized there would be an impact on the States.

Subsequent to that, in the February time frame, we did go out through our regional offices to the States requesting impact kinds of information. It appears that there are only about four States that would probably be able to provide funds to pick up the shortfall at this point.

So there does appear to be some particular problem. However, we anticipated this partially and the budget does request the opportunity to provide for a two-year transition period.

During that time, we would work with the States and would permit either funding of 100 percent for half the staff, or 50/50 funding for all the staff, or some ratio in between that, maybe a 75/25 ratio, to keep two thirds of the staff on.

We will have to work individually with the States to make the best transition during the next two years.

AVERAGE NUMBER OF CUTS ACROSS STATES

Mr. BONER. From what you are saying, that the States don't feel they can pick up the difference, that means there will be cuts. Do

you have any idea from your polling as to what the average number of staffing cuts would be for across the States?

Mr. McLOUGHLIN. In the 100 percent programs, we have a shade over 500 people that the Federal Government supports at the State level. If we would go to a 50/50 match and the States elect to keep half staff at 100 percent, that would mean a potential loss of 250 people.

We simply are not in a position to make any assessments of that in any final way until we begin negotiations with the States.

It is clear, and I think you probably agree with this, that it is to the States' benefit now to make the impacts of the cuts rather drastic. Until we actually get into the negotiation process, we are not going to know.

Mr. BONER. Would it be fair to say, then, that with that number of cuts, almost half by your figures, that the American public is going to suffer if those positions are not funded?

Mr. McLOUGHLIN. Well, there has to be an impact. There is no way I could sit here and suggest to you there will not be an impact.

The question is, when you start spreading the effect across the full United States and associating that with the reasons why the budget was cut in the first place, from \$181,000,000 to \$119,000,000, that assessment will be rather widespread and State governments, we are hoping, will pick up a portion of the difference between the 50 percent funding and 100 percent funding.

FEMA CUTS COMPARED TO STATE REDUCTIONS

Mr. BONER. Given the fact that State and local governments and not the Federal Government are involved in responding to natural disasters, hazardous material incidents and other emergencies, how does FEMA justify a 34 percent reduction in funding to State and local governments without comparable cuts to FEMA's administrative budget?

Mr. McLOUGHLIN. Maybe I should back up and come at this from a broader base, Congressman, to give you a feel for how we made decisions in these areas.

Over the last three years, the Administration has asked the Congress to approve a budget of approximately \$250,000,000 for the civil defense program. The national security decision directive we are operating under, No. 26, directed an enhanced civil defense program essentially to be in place by 1989.

The Congress has chosen not to fund the program. Although we have had an increase each year, it has not been funded at the requested levels.

In addition, you are certainly well aware of the need to reduce the Federal deficit and we obviously have to make a contribution in that area.

Those two factors caused OMB to direct us to cancel the CD enhancement and return to the 1981 CD level which was \$119,000,000.

During the next year, we will review the national security decision directive and the impact of the Congressional actions to determine what the future of the CD program ought to be.

Given \$119,000,000, we had to decide how to spread that among the programs. We tried to keep two factors in mind, No. 1 to keep the proportion of money that was passed through to the States essentially the same as in the previous year. That we have accomplished at roughly 53 percent.

Obviously a percentage doesn't quite deal with the impact of real dollars that are reduced, but the intent was to try to spread the pain, if you will, equally.

The second major factor that was used was to keep people in place as opposed to hardware, i.e., to reduce the hardware portions of the program.

The reason for that is we have a great deal of experience at the Federal level, the State and the local level that is funded by the programs in the CD budget.

Given those two factors, the emergency management assistance part of the budget, the largest single part, was the first decision. That was \$57,000,000 this year.

We did not want to reduce that back to 1981 levels. If we would have done that, it would have been a \$35,000,000 program and would have been a 40 percent decrease in support of State and local personnel.

What we chose to do instead was to reduce that by 12 percent, \$57,000,000 to \$50,300,000. And at the same time we reduced the Federal staffing by 15 percent, which we can get into if you care to pursue that a little more.

Given that major part of the budget, \$50,000,000 out of \$119,000,000, we then had to make decisions on the rest of the personnel. It was at that time that we made the decision to go to a 50/50 match in our 100 percent programs all in the hopes that we could sustain the program at roughly that level.

It appears we may have been overly optimistic, but that was the reason for the budget call. These decisions forced us to pretty much zero out certain accounts.

We reduced our protection of industrial capability account to zero and reduced research funds to half a million dollars. We reduced the State and local direction, control and warning to a shade under \$700,000.

MAINTENANCE OF RADIOLOGICAL MONITORING EQUIPMENT

Mr. BONER. What is likely to happen to the radiological monitoring equipment currently distributed throughout the country if States are not in a position to maintain and calibrate this sensitive equipment because of budget cuts?

Mr. McLOUGHLIN. There are 4,200,000 instruments Congressman, and it is our hope that the State will help maintain these instruments in operable condition. The 140 people that are funded 100 percent today are maintaining them on a 4-year cycle.

That equipment was granted to the States, so it is their equipment now and not the Federal Government's equipment. We have advised the States that if they are not able to maintain it, that we would like to retain it as a national reserve. We are making provisions that if the State chooses not to maintain it or maintains only

a certain percentage of it, we will accept the equipment back and put it in storage.

Mr. BONER. In doing that, don't you see that some will deteriorate or, if you have to spend money maintaining them when you are not using them or warehousing them, that your proposal is probably not the best expenditure of taxpayers' dollars?

Mr. McLOUGHLIN. Of that 4,200,000 there are two types of instruments. 2,500,000 of them are dosimeters.

These are a type of instrument that do not have batteries; they don't have electronic circuits in them. And once the leakage characteristics were corrected on the past procurements, they should have an indefinite shelf life.

The dosimeter chargers and electronic survey meters are the ones we worry most about. If the States continue to maintain those, which is the real heart of the program, then we will have a capability. If not, we will take whatever precautions we can in putting them in storage to try to assure their extended life.

EMERGENCY FOOD AND SHELTER PROGRAMS

Mr. BONER. In 1984, FEMA obligated more than \$109,000,000 out of the \$110,000,000 appropriated by the Congress for emergency food and shelter. No request for funding has been made for this important program.

What is the rationale for not requesting funding in fiscal year 1986 for this?

Mr. GIUFFRIDA. I should answer that one for you, Mr. Boner. We got into the food and shelter program; we didn't ask for it, though. We think HHS or some other agency would be better suited to do that. The Congress did not agree with our assessment and we wound up with the program. We still don't think it is appropriate for us to be doing it, and therefore, we did not request the money for it.

ELIMINATION OF STUDENT STIPENDS

Mr. BONER. Has FEMA determined what the impact of the elimination of student stipends will be on attendance level at the Emergency Management Institute?

Mr. LAFLEUR. Sir, we expect there will be some decrease in the number of students who would attend the Institute. We have not had an overall assessment of its impact.

In discussions with the States and with local officials, they have indicated to us that they would either reduce the number of people who are currently attending the Institute or would possibly forego attendance in some years under some circumstances. But we have not had a total assessment of the impact at this time.

Mr. BONER. What has been the reaction of the States in response to this stipend elimination?

Mr. GIUFFRIDA. Universally negative. I know that you have had that information from the States and we have had the same information from the States. They are not exactly wild with enthusiasm about it, Mr. Boner.

TEMA APPROACH IN TENNESSEE

Mr. BONER. Mr. Chairman, just one other comment, if I may, and that is that we like to think that the Tennessee Emergency Management Agency has done an outstanding job. I know they have saved a number of lives in their response to more than 400 some requests, which has helped a lot of people in that State.

I share the concern that we are going to have to reduce this deficit. At the same time, I think that we need to determine where those reductions are going to be made and to make sure we are not reducing it on one end where we are going to bring back equipment and then have that equipment, because of shelf life, not be used.

I think—if I am incorrect, correct me—but I think the bottom line is that with the reduction of this amount, assuming the States won't be able to meet their end of it, as you said in your poll, would mean that the people in this Nation who look to FEMA are not going to be served as well as they have in the past.

And if that is the case, what are you doing to try to make up for that loss of service with the dollars that you are requesting?

Mr. GIUFFRIDA. Well, what I am about to say I would say even if Lacey Suiter were not sitting in the back of the room.

I think Tennessee is very fortunate with TEMA. I wish we had the same level of involvement and expertise—wish that were the standard that had been achieved by all the States. But the truth of the matter is that it isn't.

You are right that the people of the United States have come to look to FEMA to provide the things that we are trying to provide through our training programs primarily, through our IEMS system, and we are very gratified. That is what we have been working hard to achieve.

I share your concern that there has to be some impact, some negative impact. I continue to fight this battle to the best of my ability every place I can.

I think you have already been told by Lacey and the other State people that there have been no secrets between us. Those things that Lacey gave us, I mean the National Emergency Management Association gave us their documents; we gave them ours.

We may not have given 100 percent each time, but we certainly gave enough so there was a clear and uninhibited exchange of ideas and understandings of points of view. They didn't always agree with the amount of personnel time that perhaps some of the senior staff was putting on it, but that was our best judgment at the time.

I don't know. We are just going to continue to watch it. There is nothing that we are doing that cannot be brought back either to the Congress or if it is within our purview, within our authorities, to modify it if experience indicates. But these are the realities.

Every year I have come up before this committee or in front of our authorization committee we have gotten less than we asked for.

In fact, I have been told by one member that if the call was their's we would get zero. That is a hard obstacle to fight against when we try to divide out the dollars.

REDEFINE CIVIL DEFENSE

Every time I come in front of a committee, I am making that point, and I discussed this with Tennessee and with the other States, I think that sometime, someplace, somebody will have to re-define civil defense because the definition has come to mean and in my judgment, absolutely without justification, it has come to mean in the minds of too many people, those measures one would take against a nuclear attack upon the United States.

I have had Members of Congress say to me, "Now, Jeff, we like everything FEMA does but we don't think a nuclear war is survivable and therefore we will vote against civil defense."

The truth of the matter is that FEMA is under the oversight of 14 committees, 14. Last year FEMA made some 80-plus appearances on the Hill and the civil defense budget is woven all the way through that.

Ultimately the Congress, and only the Congress will be able to do that. They will have to say, "Forget, cease and desist"—what we used to call civil defense—"from now on it must mean all of the reasonable, prudent legal actions that a government takes to protect its citizens against any threat."

Frankly, Mr. Boner, that is the basis on which we have been working with the States to build the integrated emergency management system. The money we asked for communications and warning systems, training programs, and so on, are all designed to bring into being that definition: the Government's ability to respond to its fundamental requirement of protecting the citizens in a way which is predictable and effective and acceptable.

You can't do that without training. Training must be—must be—absolutely scrupulously apolitical. It must be.

The biggest deficiency, Lacy will agree, I know he will, the biggest deficiency in planning for and responding to and mitigating emergencies is a lack of common vocabulary. And the only way you bridge that is through training.

Every time the Administration changes, you go back to square one without it. It is not perfect, but by God, it is the best we can put together at this time.

Mr. BONER. Thank you.

Thank you, Mr. Chairman.

FEMA AUTHORIZING COMMITTEES

Mr. STOKES. Mr. Director, I would assume when you make reference to the 14 committees that you appear before, you are talking about authorizing committees.

Mr. GIUFFRIDA. I mean committees as a generic term.

Mr. STOKES. Right. This is the only committee that has all of the FEMA programs and the only one with your money.

Mr. GIUFFRIDA. In our lexicon, this committee is also primo.

Mr. STOKES. I think we understand each other.

Mr. GIUFFRIDA. I can stretch out behind that, as they say. But the truth of the matter is that those other committees nevertheless demand time from us, Mr. Chairman.

Mr. STOKES. Sure.

Mr. GIUFFRIDA. And limited staff effort goes into responding to demands of 14 committees.

Mr. STOKES. I understand that this afternoon Chairman Boland will entertain another period of general questions. I think this is the best time for us to recess until 2:00 p.m. this afternoon.

AFTERNOON SESSION

Mr. BOLAND. The committee will come to order.

STUDENT STIPENDS

This afternoon we will discuss, for a moment, the NETC West. That is a plan to establish a western training center on the site of the former Stewart Indian School in Carson City, Nevada.

In 1985, the Congress appropriated \$3.2 million for this purpose. The Agency based its need to expand its training program primarily on its perception that it must reach a broader audience and the fact that qualified applicants were being rejected for some training courses at NETC because the classes were full.

The fiscal year 1986 budget calls for elimination of the students' stipends to reimburse their travel expenses. How do you know that the existing facilities in Emmitsburg will be fully utilized, or that there will be any need for a western facility, when you are eliminating student stipends? How will that impact the number of students you might get at Emmitsburg?

Mr. BROWN. We can't state precisely, sir, what impact it will be. We assume there will be an impact.

We think it will be temporary and State and local governments and our volunteer firemen will adjust to the lack of stipend for their travel expenses. It will be something like the reverse of the pig through the python; there will be a temporary lull that we will go through.

There is sort of a push-pull effect. The pull effect is that there is a requirement on the State and local government to train their people. The push effect is that we are well known now in the emergency management and fire communities and there is a positive attraction to attend our courses.

Mr. BOLAND. Do you think that all communities will pick up the stipend for the students?

Mr. BROWN. Probably not all, sir. There will be problems. It will vary depending on the jurisdiction.

Mr. BOLAND. Will the student himself be able to pay, willing to pay, the travel costs?

Mr. BROWN. We feel in many cases they will, sir.

Mr. BOLAND. You don't intend to use any Comprehensive Cooperative Agreements or grants to compensate students for travel, do you?

Mr. BROWN. No, sir.

Mr. BOLAND. You do not.

Mr. BROWN. No, sir.

IMPACT ON STUDENT PARTICIPATION BY ELIMINATING STIPENDS

Mr. BOLAND. It seems to me that eliminating the travel stipends and thereby reducing the number of students—I would think that would cause a reduction in the number of students that would come to Emmitsburg.

You don't think so, though?

Mr. BROWN. It will have an impact. We can't make a positive judgment on it.

There are some things that we are sure will happen. For instance, that more students will come from a given jurisdiction in, say, their personal automobile or assigned unit from a fire department. This already occurs.

We think more of that will occur in jurisdictions as they seek to send two or three people at the same time and they will drive up in a unit.

Mr. DONOVAN. Can I speak for the Fire Academy, Mr. Chairman?

As of the 15th of April, we have had 5,424 unaccommodated students in the Fire Academy. It is the highest we have ever had. We are only six months into the fiscal year.

We have, since I have been superintendent, and I have been there three years, instituted a one-trip-a-year policy per student and have increased the criteria for selection into the courses to strengthen that selection process to try and reduce the number of students eligible to get into the courses.

In the figures that your investigators had, they showed only those people who were unaccommodated because the classes were full.

What you don't see is, in the arson investigation class, for example, we have so far this year 530 turn-downs. We have 308 because the classes are full, but we have almost 200 because we say they are not eligible. But that is because of our very stiff selection criteria.

In fact, the people we are turning down are the people that probably should be trained, but we just can't take everybody in.

We have talked about it, and have talked to a lot of fire people, and I guess my feeling is that the numbers we are turning away and the numbers we are taking, we will not see a big effect on the Fire Academy.

A lot will jump in their car and go to the Fire Academy. Six hundred miles to most of them, driving-wise, is not a big span. Within 600 miles of Emmitsburg and 600 miles of Carson City, you have probably 80 percent of the fire services.

Mr. LAFLEUR. At the Emergency Management Institute, the program which has been very popular and beneficial to large communities is the Integrated Emergency Management Course and may suffer to a degree because of stipends. This course has been very beneficial to large communities throughout the United States. It is very popular.

Currently we have a backlog in that area now as mayors and city councilmen recommend this course to each other to get their communities better prepared.

COST OF CARSON CITY SITE LEASE

Mr. BOLAND. Last year at the 1985 budget hearings, you advised the committee that Nevada would lease the Carson City site for \$72,000 per year. Later you advised the committee that Nevada intended the rent be \$72,394 per month or \$868,728 per year.

How in the world did that mistake occur?

Mr. JETT. I will speak to that quickly, Mr. Boland.

The quotation we got from Nevada actually encompassed a system where they would offer us the facility without any maintenance, security, utilities, or those support items, for about \$72,000 a year. They amended to say, "But if you wanted us to provide maintenance, utilities, security, those types of items to support your operations there, the amount would be \$72,000 a month."

I will be honest with you, sir. I think that Nevada—

Mr. BOLAND. That isn't what you said last year, of course.

Mr. JETT. That may have been.

Mr. BOLAND. Not "may have been." That isn't what you said.

You said you would get the facility for \$72,000 a year with no question about utilities or maintenance or anything else.

Mr. JETT. I have seen the record from last year and I recognize Mr. Vilella said for \$72,000 we would get the facility with security and so on.

Mr. BOLAND. What arrangement do you envision now with the State of Nevada?

Mr. JETT. Our current arrangements we are working on with Nevada would involve an annual cost of about \$80,000 to \$85,000 a year. So it is up from \$72,000.

We are still talking about 35 cents per square foot for space covered by the lease, but we are talking about which buildings may or may not be subject to the lease.

RENOVATION OF BUILDINGS

Mr. BOLAND. Are you going to renovate the buildings on the Stewart site?

Mr. JETT. We will renovate a substantial part of them.

Mr. BOLAND. You are.

Mr. JETT. The State has renovated already two of the buildings, the education building and one of the major—

Mr. BOLAND. I understand the State will partially use the education building, is that correct?

Mr. JETT. Yes.

Mr. BOLAND. Why shouldn't they do it, then?

Mr. JETT. They renovated the whole building, which is 20 major classrooms, 12 breakout rooms and a lot of offices, and their need is five to eight classrooms. So we will benefit from the second floor renovation as well as 50 percent of the first floor.

Mr. BOLAND. The State is going to pick up that tab at the end of the year. Why shouldn't they renovate the whole facility, charging FEMA a reasonable rent? It would not require the Federal Government to pay for the renovation costs, and it also would remove a longstanding commitment to that particular site.

It would be much more difficult, I presume, to leave the Carson City site after spending \$10 million for renovation. That is what you intend to do.

Mr. JETT. We don't envision spending \$10 million in this time frame.

Mr. BOLAND. What revision do you have? We want to know what dollars will be involved here.

Mr. JETT. The current five-year plan for renovations at NETC West calls for \$4,000,000 to \$5,000,000 in renovations because we have scaled down the level of—

Mr. BOLAND. I thought I saw a figure of \$10 million.

Mr. JETT. The discussions had to do with the cost of renovating the entire site or at least a major portion of the site. Frankly, we have cut down our plans for use of the site. We are now talking about seven or eight core buildings. We believe the renovations of those can be completed at the 1985 dollars you have given us and with the 1986 dollars we have requested, and initiate our operations there.

We do not envision as large a renovation package as we talked about last year.

Mr. BOLAND. Will there be a number of buildings—you are talking about a five-year plan. I understand a number of the buildings will not be renovated.

Mr. JETT. That is correct.

STABILIZATION OF VACANT BUILDINGS

Mr. BOLAND. What is going to happen to those vacant buildings? How are you going to stabilize them?

Mr. JETT. Well, we would lease them. The State of Nevada might very well have arrangements to maintain them at least in terms of having them secure from fire loss or stabilization.

Our plan would be to spend no capital money on any building that we did not try to occupy. But the lease involves the leasing of several buildings that we do not plan on occupying in our phase 1 occupancy.

Mr. BOLAND. Leasing to whom?

Mr. JETT. We will be leasing it from the State of Nevada.

Mr. BOLAND. All right.

Mr. JETT. So we would be leasing buildings we would not occupy in the initial phase.

Mr. BOLAND. Do you know how many buildings are going to be leased, or how many the State of Nevada will require be leased?

Mr. JETT. The State of Nevada—let me see if I can list those.

They will require six, four, five, six or seven classrooms in the education building. They have a commitment to the Indian Nation that previously occupied the facility to keep one building as an Indian museum. They previously had a commitment to keep one building as an Indian clinic and that—we are not sure of that now.

FEDERAL GOVERNMENT PROPERTY

Mr. BOLAND. I had the impression last year that this site was all Federal Government property. We gave it to the State of Nevada?

Mr. JETT. After trying to sell it, yes.

Mr. BOLAND. Now we want to lease it back. Why in the world can't you come to some agreement? It would seem to me that we ought not to go ahead with using that site unless we get the site for nothing, period. Then you can go ahead and spend the \$10 million, or what have you to improve the site.

I don't know of any other area where we have actually done this.

Mr. JETT. I will just speak briefly to it.

We asked the Corps of Engineers in Sacramento to give us an assessment of the value of the site, and to give us an assessment of the way Nevada planned on charging us for the site, which was 35 cents a square foot.

We have a preliminary report from them saying we have a great deal. We think the site unimproved is a \$10,000,000 or \$11,000,000 value capital asset. That is what their initial impression was.

So they said, if you can rent that site for 35 cents a year per square foot, that is an excellent rate.

In fact, the going rate for comparable property in the Carson City area—more improved property and maybe less improved property—is about \$2.40.

So our initial report from the Corps, which we will be glad to give you, would indicate our deal of 35 cents is a good one.

As to your question, why are we paying anything at all, we have talked to Nevada about that but Nevada thinks—

COST FREE OCCUPANCY OF CARSON CITY SITE

Mr. BOLAND. Why don't you tell them we are not making the site there. We will not establish a NETC Western site unless the State gives the property to the Federal Government? We gave it to them. Now they are selling it back to us. Nevada ought to be able to do that. Their tables are running well in spite of Atlantic City.

Did you ever broach the subject to the State in that manner?

Mr. JETT. We have talked to the State about that but are several problems. They would have to—

Mr. BOLAND. I bet they will do it if you tell them that.

Mr. JETT. They might. The State is coming up with some plans for use of the site. Now, when they originally received the site they didn't have planning but they have had some contacts from people in the last six months or so and they indicate that they are now starting to envision some affirmative use of the site.

So, frankly, sir, they are just not willing to give us title. We have talked with them.

I would urge the committee to consider that 35 cents a square foot is such a nominal charge as compared to the going rate for normal square footage that the Government rents under any circumstance. In Carson City, this represents one-eighth of the—

Mr. BOLAND. We didn't charge them a dime for the whole complex out there.

Mr. JETT. That property was attempted to be sold.

Mr. BOLAND. We are not getting all the property. We are only getting a piece of it.

I understand that the periphery where the playing fields are, still belongs to the State of Nevada—big playing fields, 60 acres or so.

Mr. JETT. The State of Nevada owns 49.8 acres. The Federal Government owns a surrounding acreage that GSA currently holds.

Just to review it for you, when the Indian Affairs Bureau at Interior stopped using the property, it sat vacant for a while. They turned it over to GSA and GSA tried to sell the property for over two years and found no buyer, and the property was donated to the State on that.

You are correct. They did put a million into the site, the State did. Part of it was Federal money, and they feel they have a legitimate right to recover for the capital value that the State has in the property and the value they have put into the renovations, which total about \$1 million.

LEASE AGREEMENT SUBJECT TO AVAILABLE APPROPRIATIONS

Mr. BOLAND. If you have entered into a lease arrangement with the State of Nevada, would the lease be subject to the availability of appropriations?

Mr. JETT. Yes. The lease would be geared to a single-term lease with options to extend on the Government's part, running on fiscal years. So if appropriations were not forthcoming, the lease would automatically expire.

Mr. BOLAND. Mrs. Boggs will now take over chairing the hearing.

IMPROVEMENTS IN FEMA SINCE 1981

Mrs. BOGGS [presiding.] Before I take over and get into questions in which I am personally very interested, I would like, Mr. Green and members of the Committee, to simply thank General Giuffrida and the people who have worked with him.

I think the time comes when we should look at the positive results that have ensued from the stewardship of a good public official and I am very pleased that I have the opportunity to publicly say that. General Giuffrida came to FEMA when it was in its fledgling state. Its functions were scattered over many different sites. It had problems, of course, as any new agency does, but especially one trying to bring together so many divergent views and different responsibilities and disciplines. Also, the agency was understaffed and underfunded.

Now we can look at the areas in which great progress has been made. We find that FEMA is now housed more or less in one place. We note that the very first thing that General Giuffrida set out to do was to have a baseline audit done by the GAO to provide guidance in addressing the problems of understaffing and underfunding. He has put his house in order and he has proceeded very positively in many areas since that time.

I have been especially interested, of course, in the emergency response to disasters because I come from an area that is so disaster prone. I have been extraordinarily pleased, not only with the kind of responses that have been put into effect, but also with the training capabilities that have been initiated. Without training, none of this could have really happened.

I have had the great pleasure of working with FEMA on a nine-parish—county—multi-hazard, multi-jurisdictional program, which has been extremely successful. I want to thank you very much,

General Giuffrida, for the work you have done in this regard. You and all the people in the agency have helped us to inaugurate and to go forward with an important integrated emergency management project.

I believe that the expressions we are hearing from the States indicate that we have needed the programs of FEMA very, very badly and that we are really not quite certain that the safety of the citizens of the United States is going to be secure if the programs are curtailed so that the States won't have the full cooperation and funding they have enjoyed from the national level.

I just wanted to thank you personally and thank you for what you have done in my area.

Mr. GIUFFRIDA. Thank you, Madam Chairman.

STATE BUDGET CYCLES

Mrs. BOGGS. Speaking about the difficulties about the States taking over a larger portion of program funding, this morning I had to leave before I asked a follow-up question to Mr. Boner's question about a transition period.

Due to State budget cycles, a real problem is caused because the legislative schedules and the State budget cycles don't coincide.

In that gap, I just wondered what the plans were for being able to be helpful to the States?

Mr. McLOUGHLIN. You are right; there are clearly different cycles. In fact, one of the things we are doing now is trying to do this on a State-by-State basis to determine within each one of our regions what the specific impact will be.

One of the reasons we selected a two-year period as opposed to a single year or a longer period was in order to accommodate most of the States' budget cycles.

If we see that is not the case as we begin to negotiate the 1986 budget, it is possible we would ask the Congress in our next budget for an extension of that. If we find the two years is not adequate, we could do that.

At the moment, it appears that two years is probably an adequate time for the transition.

Mrs. BOGGS. The State directors I think feel a three-year transition period is preferable to a two-year one. I assume it is because of this gap that does occur between legislative action and the State budget cycles.

Mr. McLOUGHLIN. If it was the intent of Congress that a three-year period is more appropriate than two years, we certainly could live with that direction.

STUDENT STIPENDS

Mrs. BOGGS. That sounds good.

In discussing the student stipend for expenses and travel associated with attending training at Emmitsburg and the shift to State financing of this, do you really think that the States will be able to come up with funds for the travel of State employees to Federal training?

Mr. GIUFFRIDA. Yes, I do.

Mr. LAFLEUR. The States have indicated in preliminary discussions with those of us at the training center that they do see a significant potential impact and have indicated to us that there may be some reduction in their ability to attend.

However, we do not have a clear reading on that from all the States or all the localities at this time, so we couldn't judge the impact. But the initial indications have been that they would not be able to attend in current numbers as they do this year.

Mr. GIUFFRIDA. I must add to that, Mrs. Boggs, that it was pointed out by Mr. Donovan, I believe, that within 600 miles of Emmitsburg and 600 miles of Carson City, Nevada, there are about 80-plus percent of the target audiences for the training programs.

Our experience, my experience running the State of California programs for ten years was that the States were willing and the local communities were willing to pool people in a car.

In fact, in some instances we had a half dozen jurisdictions that left vehicles in San Luis Obispo and rotated the students. They would pool the students to get from their home city to the institute, park that car, then the students from that jurisdiction would use the company car for a week and jump back in their own ad hoc pool system.

What I am saying is that I think that once the system gets into effect, there will be some impact, clearly, but there are a lot of people who are perfectly willing to get a space in the training programs and to pool it in a car and drive 600 or 700 miles.

Mrs. BOGGS. And the 20 percent not within the 600-mile radius?

Mr. GIUFFRIDA. They would hurt.

Mrs. BOGGS. That would be my situation in my area.

Mr. GIUFFRIDA. They would hurt.

Mrs. BOGGS. Yes.

Mr. GIUFFRIDA. Except when we go page by page through the S&I report, we don't agree with their cost estimates. We use the same airports and same revenues they did and show that the difference in travel between coming to Emmitsburg and coming to Carson City, Nevada, is far greater, which is precisely part of the factors when we conceived the western campus idea in the first place.

Mr. JETT. May I make one other point, Mrs. Boggs. Earlier there was a question raised, could the EMA, Emergency Management Assistance Fund, which is a 50/50 sharing grant for personnel administrative costs within the States and local communities, be used to supplement the withdrawal of the travel stipends.

I am not aware of any restriction in why that couldn't be the case. I believe it would be up to the local community or the State to choose among an array of expenses how it best allocates the moneys it has in the EMA account.

I know of no restriction or prohibition to them making a decision that Mr. "Jones" or Mr. "Smith" needs to go to Emmitsburg to be trained, and we will set aside certain moneys to do that.

Mr. GIUFFRIDA. Or Carson City.

Mr. JETT. Or Carson City.

If I am correct, I will supply it for the record, but I believe I am correct in that.

[The information follows:]

EMA FUNDING FOR TRAVEL COSTS

Under applicable legislation, State and local governments may be permitted to use EMA funds to pay the cost of travel of their employees to attend training classes at NETC.

Mr. JETT. The stipends arose from statutory provision in the Civil Defense Act saying that the cost for students attending the schools should be shared. It is also in the Fire Act.

A rough calculation was made that if the students or the local community pays the cost of food at the site and we pay the cost of their traveling in and out it comes out fairly close to the proportions that the statutes indicate we should shoot for.

That is pretty much how the travel stipends came into being. But I don't know of any prohibition to EMA money being used for travel, if the communities want to do it that way.

Mrs. BOGGS. Thank you for that additional information.

I would like to say that Mr. Boner expressed many of the concerns that the State directors have.

Mr. GIUFFRIDA. Yes, ma'am.

NATIONAL FLOOD INSURANCE PROGRAM

Mrs. BOGGS. I was interested in the answers to his questioning this morning. I am very much concerned about some of the proposals that would affect the National Flood Insurance Program.

The justification indicates that you plan to shift the funding of the flood plain management and administrative costs to the flood insurance fund, that there would no longer be a direct appropriation for these functions.

Additionally, by your letter of March 27, you have advised the Committee of your intent to institute several other significant changes.

These are: overall premium rates would be increased by 14 percent; minimum premium rates would increase from \$50 to \$75; the expense constant charged each policy would increase from \$20 to \$30; a 10 percent copayment would be charged claimants suffering a third or greater loss within a 10-year period with a cap on copayment of \$2,000; a \$50 surcharge would be applied to all policies in communities which have been placed on probation for failure to comply with flood plain management requirements.

To begin with, we have previously discussed the possible adverse effect on the size of the policyholder base of excessive rate increases. This year you propose not only to institute a dramatic rate increase, but to impose a variety of other new payments and fees.

Taken together, this is a terribly significant overall increase to policyholders. Don't you agree?

Mr. GIUFFRIDA. I agree that the changes are being proposed. I am not sure that I would describe them precisely as you have.

However, we just happen to have Jeff Bragg here prepared to explain them in detail, if you wish.

Mrs. BOGGS. Why have you proposed to do so much all at once?

Mr. GIUFFRIDA. I think there are a lot of things going on, but I don't agree that all of these are some sort of massive, onerous changes imposed on the policyholders.

Once you get through listening to Jeff, I think, of how we are doing them, such as if you translate 14 percent to a daily cost, for example, you would view it from their perspective and it may have an entirely different impact.

Mr. BRAGG. First of all, Mrs. Boggs, the 14 percent is a combination of the increase in the expense constant; the increase in the minimum premium and the change in the rate tables.

Those three changes together comprise the 14 percent rate increase. It reduces somewhat the original impact of the increases.

That 14 percent increase is only about \$27 per year for the average premium payor. In fact, 90 percent of our policyholders will pay less than \$50 a year more as a result of all these changes.

We are sensitive to the issue that dramatically increasing the rates has the potential effect of diminishing our policyholder base. We monitor this information on a weekly basis to ensure we are not taking the kind of steps that would result in fewer flood insurance policies.

Our desire is to make a strong, viable flood insurance program. Our desire is to increase the policyholder base. However, our desire is, also to make those policyholders pay for the benefits they receive.

MONITORING OF FLOOD INSURANCE POLICIES

Mrs. BOGGS. The monitoring that you do, do we have any evidence of the monitoring? Do you keep any statistics?

Mr. BRAGG. We keep records going back many years.

There has been no appreciable decrease in the policyholder base. We believe the decreases that have occurred are the result of reduced flooding activity.

A GAO report that was requested by members of the Congress confirmed last year that the major impact on the policyholder base was not the rates that we had been charging but the frequency of flooding.

FLOOD PLAIN MANAGEMENT COSTS

Mrs. BOGGS. All that occurred just before a major new flood, as you know.

What effect would the shift in flood plain management costs to the national flood insurance fund have on efforts to make the program actuarially sound by 1988? What was the rationale for this proposal? Was it your personal initiative?

Mr. BRAGG. It was not my personal initiative. It was OMB's initiative.

It is one, I think, easily supportable, because to the extent possible we want the policyholders to pay for the program.

After 1988, for example, when we have completed the initial funding for the studies program, we will move to a maintenance program which involves only about \$25 million in flood plain management activities annually. Therefore, our projections would have to accommodate an additional \$25 million in order to make the program self-supporting. We don't think that is a big additional burden. It was one not in our original projections, but it is one that we feel we can accommodate.

Mrs. BOGGS. So what was the rationale for the proposal?

Mr. BRAGG. Simply that OMB would like to see this program pay for itself. They would like all costs associated with the NFIP to come out of the fund.

Mrs. BOGGS. OMB didn't write the legislation, didn't put the program into effect. What is your rationale for having to accept the initiative of an arm of the Executive?

Mr. BRAGG. My rationale for supporting the concept is we came with the concept of making programs self-supporting. At the time that I became the Administrator, flood plain management was not part of my responsibility. It has since been transferred to me so it is an easy transition for me to say, that is an acceptable additional expense. It is a responsibility I have been assigned and which is an integral part of the NFIP. Therefore, it should be taken out of the Fund as well.

FUNDING FOR FLOOD PLAIN MANAGEMENT

Mrs. BOGGS. For the national flood plain management area, the appropriation would decrease in 1986 from \$200,205,000 to \$92,852,000. The flood plain management component, now to be financed from the fund, includes flood studies and surveys, the purchase of property, and the State assistance program.

Why is there not a larger request for the fund given its new responsibilities?

Mr. BRAGG. OMB made the major determination to streamline all expenses for the 1986 request so we have not requested additional funding for those activities. In addition, it is important to note that the appropriation requested is to repay past Treasury borrowings, not to fund program activities for 1986.

Mrs. BOGGS. OMB did that. Thanks.

Do you expect to be able to keep all the flood plain management activities at their current level of services?

Mr. BRAGG. Yes, absolutely. We have presented a plan to the Congress to say, first of all, that we can complete all remaining conversions from the Emergency Phase to the Regular Phase of the Program by 1991, and that the plan will save \$164,000,000 over previous plans anticipated in full studies for all communities.

PURCHASE OF PROPERTY PROGRAM

Mrs. BOGGS. I know the 1362 program, for example, is already very much underfunded in terms of demand.

How many applications for this program have you received and how many have you been able to accommodate?

Mr. BRAGG. We have received applications from 12 communities. We have been able to accommodate seven of these communities for the 1985 fiscal year.

I would have to provide for the record the total number of structures involved in each case.

[The information follows:]

FY 1985—1362 FUNDED PROJECTS

Number of Projects.—7.

Number of Structures.—116.

Mrs. BOGGS. And the ones you received that you couldn't accommodate as well?

Mr. BRAGG. Yes. Why don't I just give that to you now if you like.

Mrs. BOGGS. That is all right. You can give it for the record. [The information follows:]

FY 1985—1362 UNFUNDED PROJECTS

Number of Projects.—5.

Number of Structures.—19.

FUTURE NATIONAL FLOOD INSURANCE FUND SPENDING

Mrs. BOGGS. Do you expect that you will have to request larger appropriations for the fund in the future?

Mr. BRAGG. No. We anticipate that we would be able to maintain the current level of spending through 1988, then we will be able to reduce our requested appropriations as the new program is phased in.

Mrs. BOGGS. Do you expect to provide that kind of service that enables you to fund only seven out of 12 requests that you have?

Mr. BRAGG. I'm sorry. I interpreted your question as relating to the entire National Flood Insurance Program.

Mrs. BOGGS. I do.

Mr. BRAGG. In that case my response is correct.

With respect to 1362, the only response I can offer is that we face severe deficit problems. We think FEMA, as well as other agencies across Government, will have to be satisfied with a straight-lined appropriation. We can certainly spend additional money, but we are satisfied with the operation we have.

Mrs. BOGGS. I will accept your previous answer about the appropriations for the entire funds.

Mr. BRAGG. Thank you.

SURCHARGE ON POLICYHOLDERS IN NONCOMPLIANCE AREAS

Mrs. BOGGS. Your proposal for a surcharge for policyholders in communities put on probation for failure to comply with flood plain management requirements is an interesting proposal.

Since suspension from the program is the only current enforcement tool, it often proves too big a club. But I am concerned about the effect of the proposal on individual policyholders. They are not really to blame for their community's failure to comply. How do you justify placing the burden of compliance on the individual policyholder?

Mr. BRAGG. As a result of the community's failure to enforce regulations, the individual structures in that community are not built to required standards. Therefore, the risk involved in each of those structures would be greater than in a community where strong enforcement procedures were in place. Because of that increased risk, we feel we can transfer at least a portion of that burden to the individual policyholder in an attempt to get them to apply pressure to their community officials to eliminate the surcharge simply by agreeing to enforce these flood plain management regulations. It is

a temporary surcharge, which would be removed once the community had begun again to enforce those regulations.

CRITERIA FOR PLACING COMMUNITY ON PROBATION

Mrs. BOGGS. What criteria would you use for determining when a community should be placed on probation?

Mr. BRAGG. We would take the criteria we now use for suspension, which is a series of repetitive examples of failure to enforce the regulations. We would take that criteria, and instead of suspending the community, would place them first on probation. Only then, after failing to comply during the probationary period, would the community be suspended.

So the same criteria would apply to probations. We would not lighten the criteria in order to place more communities on probation.

Mrs. BOGGS. So this would be an interim step where you would hope for correction with pressure applied by personal policyholders as well as interested public officials.

Mr. BRAGG. That is right.

Mrs. BOGGS. On the community leadership, on the Government, so to speak.

Mr. BRAGG. Right.

Mrs. BOGGS. How often do you envision that you would find yourself using this probation tool?

Mr. BRAGG. We would anticipate not using the probationary step more than a half dozen or so times a year.

As you know, we rarely use the suspension tool for instances where communities are failing to enforce regulations. We use suspension for other reasons.

For example, we have only suspended one community during my term as Administrator for failure to enforce the regulations.

COMMUNITY COMPLIANCE WITH REGULATIONS

Mrs. BOGGS. How do you find out which communities are failing to live up to the regulations or to enforce them?

Mr. BRAGG. We conduct a survey of each community biannually. We ask them the extent of their compliance with our program. We also have field personnel that we literally send into communities who investigate the types of variances communities are granting, the location of new structures and type of construction going into place in each of the affected areas.

With this information, we can determine whether the community is complying with the regulations.

Mrs. BOGGS. What is your rationale for the 10 percent copayment proposal?

Mr. BRAGG. It is similar to an automobile policy where a person would be charged a higher premium for repetitive losses.

The idea is to notify the person of the potential effect of a multiple loss, i.e., three losses in a ten-year period, hoping that they would be able to take measures after the first or second loss to mitigate the effects of flooding on their property should they suffer a third loss.

We would hope that they would then realize they are in a vulnerable situation, that there are steps they can take to mitigate their losses, and this tool would be used to encourage them to do so.

MITIGATING STEPS TO PROTECT AGAINST FLOODING

Mrs. BOGGS. How can persons who live in low-lying areas hope to take adequate mitigation steps to protect them against the possibility of flooding three or more times in ten years?

Mr. BRAGG. There are new techniques available to people who live in flood plains.

There are less costly elevation techniques whereby you can raise a building off the ground. There are flood-proofing techniques which, either by using landscaping techniques or different kinds of barriers, you can protect property against flooding even though it may be in a highly vulnerable area.

Mrs. BOGGS. That would not have any effect upon your neighbors?

Mr. BRAGG. Most of these techniques would not. Obviously we wouldn't want individuals to decrease their risk by increasing another's.

Mrs. BOGGS. Certainly. That happens in neighborhoods, as you well know. When new neighborhoods are built and planned and constructed, oftentimes the elevation in those neighborhoods has a very adverse effect on existing neighbors.

The 14 percent rate increase you propose is a dramatic increase even if it is all taken together. How did you arrive at this particular figure?

What makes you think that an increase of this size will not erode the policyholder base?

Mr. BRAGG. We believe that this will not erode the policy base because it translates only to an average premium of \$27 a year. We don't think that is the sort of increase that will likely discourage people from participating in the Program.

The way we arrived at this increase is rather technical. We have actuaries who analyze the experience on properties at risk, including frequency of flooding and the claims costs on any number of particular risks based on location and type of structure.

From this process flows the rate proposals we submit, which in this case would account for 8.5 percent of the 14 percent increase.

AFFORDABLE FLOOD INSURANCE

Mrs. BOGGS. This program was intended to provide affordable flood insurance, something the private market had not been able to do. The idea was that a subsidy would be necessary, and desirable, in order to attract a large number of policyholders and participation of a large number of communities. What makes you think you can continue to make the program less and less affordable and still make it work?

Mr. BRAGG. Clearly there is a top end to the rates people will pay for any type of insurance. We think that we have not approached that top end. For example, 30 to 40 percent of the flood insurance premiums will continue to be subsidized after these rate increases

go into effect. We have to begin to experiment with other techniques in order to reduce our losses and that was one reason FEMA implemented a limitation on basement coverage. You can affect your losses by limitations on coverage, by co-payments, as well as by rate increases.

We are attempting to use the full range of tools available to the insurance industry to mold a program which is not only self-supporting, but one which also encourages participation.

Mrs. BOGGS. All right.

Mr. BRAGG. Those two go hand in glove. One cannot succeed without the other.

FLOOD INSURANCE RATE INCREASE

Mrs. BOGGS. And with regard to these plans, have you had any input from, conversations with, any advice, from the authorizing Committee as well as the Appropriations Committee?

Mr. BRAGG. Two years ago when we went to the authorizing committee with the rate increases that were going into effect at that time, we got a general endorsement for the concept of rate increases and what we were trying to do. We were, however, asked to execute our suggestion that we not raise rates for two years, and we have met that commitment. So this would be the first rate increase we have implemented in two years.

Mrs. BOGGS. When you say that you went to the authorizing committees, to the House as well as the Senate?

Mr. BRAGG. This was to the House Banking Committee.

Mrs. BOGGS. Have you been to them—

Mr. BRAGG. We also received a general endorsement for our activities from the Senate Banking Committee, as well as the Appropriations Committee.

Mrs. BOGGS. Have you talked to the House Committee this year?

Mr. BRAGG. We have sent them the same materials you received. They have not asked to speak to us on this subject.

Mrs. BOGGS. I thank you very much, Mr. Bragg, for your full answers and for your help.

Mr. GREEN. I have a related question, if I may.

How much does the shift in administrative costs to the insurance fund increase premiums?

Mr. BRAGG. It doesn't increase premiums at all at this time. This rate increase does not include additional premiums for administrative costs since the program is still subsidized. I can tell you that the administrative costs of the program will be around 30 or 32 percent of written premium.

Mr. GREEN. That is being shifted into just the amount being shifted into the insurance fund that you are counting and not paying out of the insurance funds before?

Mr. BRAGG. We had always envisioned we would have to cover administrative costs to make the program self-supporting. The only thing we didn't envision covering was the flood plain management activities. So the \$8,400,000 we spend in administrative costs in 1986 to cover government employees, is \$8.4 million that—

Mr. GREEN. That had previously been paid out of the insurance fund?

Mr. BRAGG. No, it is currently paid out of appropriations. However, our goal is to make the program self-supporting. We envisioned meeting that obligation.

Mr. GREEN. Until now at least the policyholders have not been paying for that?

Mr. BRAGG. They are subject to an expense constant which is literally a surcharge on the policy that goes into the fund from which we currently pay operating costs and may add administrative costs. So if the program were self-supporting they would pay not only all the claims expense but administrative expense as well.

Since the NFIP is not self-supporting, there is no additional premium for administrative expenses. That is what I am trying to say.

ACTUARIAL RATES AND SUBSIDIZED RATES

Mr. GREEN. Let me start over, my understanding was that you had two sets of rates currently, one set for those communities where you finish the flood plain work and were able to set actuarial rates; and another set of rates which were a subsidized rate where you had not done the actuarial work.

Mr. BRAGG. That is basically correct.

Mr. GREEN. In those communities where you have completed the flood plain work and were now producing quote "actuarial" rates, were they paying for these administrative costs in that actuarial rate?

Mr. BRAGG. If we were self—

Mr. GREEN. I am not asking that. Historically they have not paid them.

Mr. BRAGG. That is right.

Mr. GREEN. So I guess what I am asking is, what rate increase have you then built in for the future by this transfer?

Mr. BRAGG. Let me answer it this way. You ask about future rate increases. We have not built in any increase for flood plain management. We don't know what precisely they are. With this rate increase, our average premium will be \$214. We need a \$250 average premium to make the program self-supporting on an historical basis.

Mr. GREEN. \$250?

Mr. BRAGG. \$240-some dollars.

Mr. GREEN. Of that \$240, what amount of it is accounted for by this transfer of administrative expenses and what part is accommodated by the transfer of flood plain management into this part of the budget?

Mr. BRAGG. I would have to supply that for the record.

[The information follows:]

AVERAGE PREMIUM

The \$240-\$250 average premium cited above is pure premium only. Neither administrative expenses nor flood plain management funding is provided in this \$240-\$250. It is the premium level necessary to cover losses only and does not include any other expenses.

CIVIL DEFENSE

Mr. GREEN. Thank you, Madam Chairman.

Mrs. BOGGS. Thank you.

In a way, I had asked the same question.

Mr. GREEN. I didn't think you got any more of an answer than I did.

Mrs. BOGGS. I am glad you went into it in much more specificity.

Mr. BRAGG. I wish you hadn't. But we will provide it.

Mrs. BOGGS. Thank you.

The questions earlier on civil defense by Mr. Boner and others brought out the fact that over the years the states and the local areas and the civil defense and now FEMA, all the emergency management areas have increased so dramatically as our world becomes more and more complicated.

I have civil disturbances, prisons and escapes, hazardous materials, Three Mile Island—type incidents and other technological oriented emergencies to worry about in my area. Of course, there is the great natural disaster matter to be considered. It is very difficult to understand how we are going to be able to really address all these areas with such a diminished budget.

I would ask that you supply us with a sort of a synopsis of what the civil defense functions are that are being cut dramatically, and I would like to ask if you could give us a summary here of the civil defense functions that will be lost if the budget is approved as requested, and tell us if indeed the public safety would be jeopardized as a result.

Mr. GUIFFRIDA. I will let Dave start the answer and then I will add on to it, Mrs. Boggs, if that is all right.

Mr. McLOUGHLIN. I might comment on the four elements in the budget that deal with the State and local efforts. I might also say there is money elsewhere in the budget, the earthquake program, the hurricane program, dam safety and our radiological emergency preparedness program that relate also to the integrated emergency management system and make a contribution. It is true they aren't as large as the civil defense budget. They are essentially planning monies as opposed to system building monies and hardware monies that build the infrastructure. That is why the CD program has always been important and the state and local people recognize that.

EMERGENCY MANAGEMENT ASSISTANCE

In the emergency management assistance line item, the reductions from \$57,000,000 down to \$50,300,000 is a 12 percent reduction. Our expectation of the impact of that is the 2800 communities currently in the program will be reduced to 2500. We would lose about 300 communities.

It could impact something on the order of 600 to 700 of the roughly 5000 local people and about 1300 State people that are paid under that program.

One of the things that is important to recognize is that about half the communities that are in the program receive only 10 percent of the money. That is, we have an awful lot of communities in the program that receive small amounts of money. Generally these tend to be the smaller communities. One of the things we have tried to urge over time is to increase the size of the planning base,

because many of the smaller communities don't have an adequate resource base to develop an adequate emergency management capability.

So rather than having a series of small communities, we have urged that planning be on the county basis or some other way in which the State would choose to do this.

What we expect to happen is that the States may choose this opportunity to begin to move in that direction. The 12 percent reduction would precipitate a move to a larger planning area. Many of the smaller communities would not be directly funded, but would be incorporated in a larger community base.

That is one assessment. Whether or not that actually occurs we will have to wait and see.

RADIOLOGICAL DEFENSE

In the area of radiological defense, we have 52 state RADEF officers and 140 maintenance and calibration people to support the maintenance of the instruments. We also have about \$1,400,000 there to support our instrument development activity which is an ongoing process at Rolla.

The impact here is a change to a 50-50 match from 100 percent funding.

In addition to the transition period, the other things we are trying to do to make the transition easier is to combine both the maintenance and calibration people and RADEF officers so if there are skilled people in both areas, the cuts could be combined in a way that might be most beneficial to the State. Or combine the RADEF officers and training officers and fund 100 percent for one of them.

If a State says that an individual is capable in both areas and there are many people who are capable in both of these areas, we would permit half the funding for one person from the RADEF area and half from training. So we are doing everything we can to make that transition as painless as possible.

What is likely to happen in the instrument calibration area as we discussed this morning, is that if the State chooses not to maintain either a portion or all of the instruments, we will, offer to accept these instruments. Title is now with the States. We don't want to lose that reserve of instruments.

Because the instruments have peacetime uses the States may well find it important to maintain that capability, particularly for radiological accidents.

POPULATION PROTECTION

In the population protection area, we have 205 planners and about 120 full time equivalents in the shelter survey area. That includes 75 to 80 full time persons.

In both instances, these are proposed to go to a 50-50 match. If the State doesn't pick that match up, the planning effort will simply be stretched out rather than being accomplished at the rate we propose.

We think the emergency operations plans ought to be updated every three years. We are on a cycle now with current resources, that is more like a seven-year cycle.

DIRECTION, CONTROL AND WARNING

The last area is the most difficult one to try to deal with, that is direction, control and warning. This includes communications, warning, maintenance and services and emergency operating center money. Given the \$119,000,000 cap and given the fact that we decided to try to continue to support personnel, we simply had to cut somewhere. This was one of the areas that had to be cut.

The potential impact of this cut is that the EOCs won't be Federally funded. We have about 80 or 90 projects for which we have funded the Phase I design portion that we will not have the funds in 1986 to continue their construction. We will continue to provide them the technical assistance, but we would not be able to provide them with the funding resource.

In the area of warning, of the 2400 warning points, there are about 45 percent of those, about 1100, that are 50-50 funded. Since the maintenance and services area is zeroed out, our best estimate is there could be up to 75 percent of those 50-50 match ones eliminated. The remaining 1300 are 100 percent federally funded.

There are two ways to look at the impact. Since the national warning system is used during peacetime for natural disasters, the States may be willing to pay to continue to get those warnings.

The other thing that may happen is the States may be able to use their systems. Most States have systems, usually in the law enforcement area, that are even better connected to localities than the national warning system. States may choose to use their own system once the warning comes into the State. The Federal to State part of the system could still be used.

I think that is the best I can do in terms of trying to give you a general feel for what the impacts might be.

COMMUNICATIONS AND WARNING SYSTEMS

Mrs. BOGGS. I thank you very much.

I believe that last year we were all very much concerned to the extent that we insisted upon having more monies added to the communications and warning systems, that this was the number one priority of the Agency and that the communications were in a great state of development. We even talked about the meteor burst technologies, and the overall ability for warning and communication, the ability to supersede some of the communications that are directed towards one disaster when another one may occur in the same area, and there seemed to be such priority last year.

What has happened to it?

Mr. McLOUGHLIN. The priority you reference were the Federal communications systems rather than State and local. Bill, you may wish to comment.

Mr. WILLIAMS. If I may, the part he didn't cover is the national telecommunications and warning. I would like to correct maybe a misconception, when we talk national it also goes down to the State level. So it is not purely a national system.

Mrs. BOGGS. Sure.

Mr. WILLIAMS. In the national warning system, as Dave said, of the 2500 drops in the system, we pay for about 1200 or 1300 of them 100 percent. So we move the warning system out of our two warning centers into our regions into the 50 States and down to territories and localities to number about 1200 at 100 percent.

With the budget we have now we will be able to maintain that system at its current level in its current condition. We were beginning an upgrade program to modernize and get off land lines which are highly vulnerable and non-EMP. That program would temporarily be suspended with this budget.

INCREASE IN LAND LINES COST

Mrs. BOGGS. Aren't land lines very expensive now?

Mr. WILLIAMS. They are very expensive, yes.

Mrs. BOGGS. Exactly. So where are you saving any money?

Mr. WILLIAMS. We have an estimate on our increase in costs for those land lines and it appears to be approximately a \$14 million increase.

If I may just make this a summary type of thing, and again we can surely get into details; the other warning system is the Washington warning system and we have been using that as a prototype. That system has been basically upgraded and with the small amount of money for that system in this budget, that project will be completed and it will be off the land line system and on a VHF-FM tone encoded system. The other three systems are communications. Basically one is a telephone which is the voice system; teletype; and radio.

We still have to replace the computer system that operates the teletype. We can do a partial upgrade but cannot continue the full upgrade of that system.

The voice system is in a maintenance mode because we are not putting lots of money at this time in telephone systems; and with the money that is in this budget, the radio system will have approximately 22 States completed. This involves putting new HF radios in our FEMA regions and down at the State level in the EOC's, the State EOC's.

The current program will finish about half or 22 States, and the program will stop spending additional funds. So what this budget does for us overall at the requested amount is gives us O&M costs at the current level, plus allows us to do very minimal continuing of the upgrade.

SUMMARY OF CIVIL DEFENSE FUNCTIONS LOST

Mrs. BOGGS. Thank you.

General Giuffrida, would you like to give us an additional summary of what civil defense functions would be lost?

Mr. GIUFFRIDA. I think Bill and Dave have answered as adequately as I could, Mrs. Boggs. I just would say what I said when Mr. Boner was making his comments. There will be clearly some of the reduced programs that have been identified already. But we don't perceive this attempt to comply with the Administration's deficit reductions as placing in jeopardy the lives of hundreds of

our citizens. That would be contrary to what Congress intended when it passed the law and when FEMA was created.

We are making the kinds of constant reshuffles of the dollars that would be available to us in areas of importance and we don't do it in a vacuum from State and local people. We are talking to them to see how they perceive it. They are the ones that are making the risk analysis. We are trying to fit their requirements that they perceive with our ability to meet Federal requirements and deal with the dollars we have.

If we had a magic wand I would change all the communications equipment, for example. I testified last year that we have some communications equipment in our system which is older than the operators, and I would like to change that but we don't have the money. As soon as the money picture gets better, the modest improvements Mr. Williams described, we will try to enhance that.

The final comment I would say, I repeat as Mr. Williams said, we are maintaining the system. It isn't that we have cut off the legs from the system and refused it from where it was. It means we cannot get to where we would like to have gone as fast.

OTHER CIVIL DEFENSE CUTS

Mrs. BOGGS. What about the cuts in population protection, protection of industrial capability, so on.

Mr. MAGUIRE. In the past three years we have been working on an analysis to make a recommendation on what the industrial program would be if there were a nationwide program. We have now completed that analysis and the various elements of it—we are preparing to make our recommendations to the NSC and the President. We have been funded for that analysis to date and in succeeding years will not need other funding for the analysis.

We learned a great deal from the analysis. In addition to our evaluation of the construction aspects of the program, we have learned a great deal about working with industry, and the needs of industry in an overall industrial preparedness.

CUTS TO RESEARCH

Mrs. BOGGS. We have talked a great deal about the training and education cuts and what they will mean. Also I am not certain since I have not been here for the entire time, I am not sure we have asked anything about cuts in research. Do you find any difficulties there?

Mr. GIUFFRIDA. Well, research is—I will ask Bernie to speak, but I cut that pretty hard.

Mr. MAGUIRE. In line with the need to reduce the Federal deficit, we find that it is difficult. It is a difficult step to take but one that is necessary to maintain a minimum funding for research and development in times when we are trying to comply with an overall administration policy.

Our budget for this year, our request, is for \$487,000 and that is strictly to leverage other research from throughout the Federal Government, get the results of that and apply it to emergency management.

Mr. GIUFFRIDA. We took it down, Mrs. Boggs, from \$2,287,000 to \$487,000. I did it. It was my decision to do it because when we started to try to comply with the requirement to reduce the deficit, my instructions were that we would be as personnel-oriented as we could be, save as many jobs as we could.

What Mr. Maguire was describing to you was that we are attempting now in his shop to piggy-back FEMA items on to other Federal research without funding cuts.

RADIOLOGICAL INSTRUMENTS

Mrs. BOGGS. Right, I understood that as the main basis of the decision.

We talked about the radiological instruments and the fact that they are a national resource and would be pulled back into the national jurisdiction. What would you expect to use them for if they were brought back from the States into the national jurisdiction?

Mr. McLOUGHLIN. What we would do is simply stockpile them. We would use whatever resource we have in the emergency management support test facility to maintain the instruments.

Mrs. BOGGS. You have said that the 1986 budget provides for continuing capability to produce instruments, using existing designs, in a national emergency, which would require long production periods. Would you expand on that?

Mr. McLOUGHLIN. Let me clarify if I indicated we would produce them. We are in a pilot testing program now. We have three different range instruments, low, medium and high range dosimeters that we are testing out. It is a new carbon fiber dosimeter. Previously, we procured 2,500,000 of them in the early 1960s against a performance specification.

It turns out that they were inadequate. We have had to repair these over time. We are using a new technique for future procurements; assuming we may get the opportunity to procure and get the funding for it in the future. We are producing a production package. We will specify the way in which they are to be produced and specify the quality checks—all of which will be built into a procurement package. This package will be used for procurement as opposed to procuring them on a performance specification.

The Congress did not permit us to use any of the 1985 funding for our low range dosimeter. So we have not done that.

We will have about 500 usable dosimeters in the very near future. We will give 100 of those to NASA to use in their flights. We will probably give the other 400 to our training programs for field testing.

In 1986 we will produce about 4000 more of the low range dosimeters. We will give a thousand of those to the Navy, a thousand to the Army and keep 2000 of them for field testing to provide data on them for potential future changes in the procurement package. The Congress has not given us sufficient funding to move forward with any private sector buy of these.

Our intent clearly is to make any major purchase of these through the private sector.

IMPACT OF SALARY AND EXPENSE CUTS

Mrs. BOGGS. General, when I started my long questioning period here, I remarked that you had taken over at a time when the Agency was really understaffed and underfunded and that you had gone about the proper staffing and proper funding and in a most admirable way.

Mr. GIUFFRIDA. Thank you.

Mrs. BOGGS. I am very concerned now and I would like to ask you what will be lost to civil defense with the cut in funding for both salary and expenses?

Mr. GIUFFRIDA. Well, obviously if we take—when we have to lose 178 people we are going to lose some skills. The evaluation process I described this morning to the Chairman and the committee in which we are currently very much involved, is to try to identify where we would hurt the least in the overall FEMA operation when we lose these 178 people. I cannot give you a specific answer, Mrs. Boggs, that says we will lose this person who has this skill and it will have this impact.

We have not reached that level yet but your point is well made. There will be a loss and to suggest there won't be would be inaccurate.

Mrs. BOGGS. With 567 workyears of program development and management as compared to 666 workyears in fiscal year 1985, I think that is a tremendous reduction and it worries me that you will not be able to provide the kind of coverage that you have been able to make to the American people.

Mr. GIUFFRIDA. Again I can only repeat that your point is a correct one, Mrs. Boggs, and we are addressing it as long and as hard as we can to see where it will hurt the least.

I don't know what better answer I can give to that.

Mrs. BOGGS. Mr. Green and the members of the staff, I asked FEMA if they would give me a little summary of the cuts in the budget request and how it would affect the various Civil Defense programs. I have raised the foregoing questions because I thought it would be useful for all of us on the Subcommittee to be fully aware of the impact of the reduced budget request.

Mr. GIUFFRIDA. Yes, ma'am.

Mrs. BOGGS. Thank you very much.

Mr. Green.

CRIME INSURANCE PROGRAM

Mr. GREEN. Let me return to the insurance area for a minute.

You remember that last year I worked hard to secure a one-year extension of the Federal Crime Insurance Program and through the good offices of the Chairman and hard bargaining in conference we did manage to get it approved for a year in the Continuing Resolution. However, our understanding at that time was that any further extensions would have to proceed in regular order through the authorizing committee rather than through this subcommittee.

As you know, H.R. 1 which is presumably the bill which the Housing Subcommittee of the Banking Committee will use to mark up its programs this year, contains a one-year extension of the Fed-

eral Crime Insurance program. Is the Administration still opposed to the extension of the program?

Mr. BRAGG. Yes, sir, we still think the program should be terminated.

Mr. GREEN. What is the status of having private insurers take up the slack, particularly in those states which have a high crime environment?

Mr. BRAGG. We are conducting negotiations with some companies who have expressed an interest in taking over the business. We have maintained since the beginning of our argument to terminate the program that there would be still some states where the private industry may not be able to pick up all the policyholders. We felt through State FAIR plans or other State devices that the States could easily pick up those policyholders who could not pick up insurance through private companies.

Mr. GREEN. What increase in premiums would you anticipate would be necessary in those cases?

Mr. BRAGG. We have never anticipated what those would be. As you know, we have gone forward with a rate increase in the crime program ourselves.

Mr. GREEN. What is the actuarial condition of the program?

Mr. BRAGG. With the most recent rate increases we will put in effect, we will have a loss ratio of about 120 percent, we are losing \$1.20 for every dollar taken in.

Mr. GREEN. Which amounts in how many dollars per year?

Mr. BRAGG. About \$11,000,000 which includes interest expense on borrowings.

Mr. GREEN. And without the interest expense?

Mr. BRAGG. About \$3,200,000.

Mr. GREEN. And where does that stand in terms of allocation of administrative costs?

Mr. BRAGG. Administrative costs of the crime program are very high because the number of policyholders that we have is very small.

Mr. GREEN. That is included in the loss experience?

Mr. BRAGG. Yes. The combined loss experience.

Mr. GREEN. If you take out the administrative costs, then what is the loss ratio?

Mr. BRAGG. I don't know that.

Mr. GREEN. If you could provide it for the record, I would appreciate it.

[The information follows:]

LOSS RATIO—FEDERAL CRIME INSURANCE

Over the last five years, rate increases and administrative improvements in the Federal Crime Insurance Program have combined to reduce the loss ratio dramatically. The loss ratios presented below include only incurred losses divided by earned premium, and exclude all operating costs for agents' commissions servicing contractor operations, loss adjustment, and administrative expenses. Any figure below 1.00 indicates earned premium in excess of incurred losses. The following are the loss ratios for the past five years:

1980.....	3.47
1981.....	3.02
1982.....	1.79
1983.....	1.18
1984.....	0.83

ADMINISTRATIVE COST ABSORPTION

Mr. GREEN. I guess the point I am driving at is that obviously you do have an overhead absorption, administrative cost absorption problem, and there are two ways to deal with it. One way is terminate the program, and the other is to sell more policies, publicize the program, thus spreading potentially the same overhead amongst a larger policyholder base.

Mr. GIUFFRIDA. Or raise the cost.

Mr. GREEN. True. Which is the course you have followed already. Thank you, Madam Chairman, that is all I have.

EXPANSION OF FACILITIES AT EMMITSBURG

Mrs. BOGGS. To get back to Chairman Boland's previous questioning, the Surveys and Investigations staff report suggests that it would be less expensive to add facilities at Emmitsburg, this is reflected on page 27; and it appears from the estimate that \$2,850,000 would be the maximum cost to expand NETC-East to accommodate another 2200 students a year.

That compares favorably with the nearly \$10,000,000 FEMA has estimated it would cost to renovate NETC-West and the \$3,300,000 FEMA estimates it will cost to just renovate the Phase I buildings.

If there is a need for additional residential training capacity, why should the Emmitsburg facility not be expanded?

Mr. GIUFFRIDA. Well, Mrs. Boggs, this morning, I don't know if you were here, Mr. Boland addressed this issue and I said we would be glad to address the Survey's report page by page. My judgment suggests those numbers have a high probability of being completely in error. No account is made for the three to five year delay in achieving our needs by new construction at Emmitsburg. It would take three to five years if the decision was to expand the facilities at Emmitsburg. We can do the same thing in Carson City in six to twelve months.

On the construction of comparisons of East and West that are made in that report, the report implies that the West renovations would be on the verge of \$10,000,000, this is not in our plan for the phase I renovation. We are talking about Phase I renovations providing four dorms with about 225 student capacity, an education building of 14 classrooms, offices, seminar rooms, breakout rooms, a physical education facility, mess hall completely restored, and an upgraded heating plant, which is a necessity.

Our estimates are that those renovations will run somewhere between \$3,000,000 and \$4,000,000 at most.

Nevada has completed 95 percent of the renovations on the education building and on the dorm, and a dorm with a 60 to 80 student capacity, and they did that with the expenditure of about \$1,000,000.

SPACES BEING CREATED AT CARSON CITY

Mr. GREEN. How many spaces will you be creating?

Mr. GIUFFRIDA. In the dormitory, 225 students capacity there.

Mr. GREEN. They have provided how much?

Mr. GIUFFRIDA. \$1,000,000.

Mr. GREEN. How is that spent?

Mr. GIUFFRIDA. The \$1,000,000 is mostly on the education building, the classroom building, which has offices and seminar rooms and administrative space.

Mr. JETT. There is one dorm in the renovation which would give us about 30 to 35 percent of our student living capacity.

RENOVATION COSTS AT CARSON CITY

Mr. GREEN. Do you know how much that costs?

Mr. JETT. Well, they spent about a million dollars on the renovation of the education building and that dorm. I believe a larger proportion was spent on the education building than on the dorm. I am not sure.

Mr. Green, just to amplify on that slightly more, we have asked the Corps of Engineers in Sacramento to do a review of the property and they have given us an assessment that we would expect to have shortly. We have worked with Nevada to have a total A&E package prepared on the renovation plan, what we call the Phase I section, which includes the dorm that Nevada substantially renovated as well as three additional dorm buildings, the mess hall, gymnasium, and heating plant. We are anticipating that report in 45 to 60 days and we would have a better number then, better factor for you at that time. But the overall A&E effort—overall construction and renovation effort for the Phase I which would give us the 225 students capacity, the classrooms and mess hall, gymnasium and heating plant as the Director says would be \$3,000,000 to \$3,500,000. One of the reasons that number is substantially down from last year's indications is that Nevada has put in a million dollars in that work that had not occurred at the time we were here last year. The other reason is that our renovation plans are frankly more modest now than they were at the time we were here last year.

Mr. GIUFFRIDA. There are some other problems with that report.

Mr. GREEN. As those reports are published will you make them available?

Mr. JETT. Yes, of course.

Mr. GIUFFRIDA. Oh, yes, we want to.

There are other problems with the report that you have, Mrs. Boggs. It suggests by expanded construction of 30 to 35,000 feet at Emmitsburg, new construction, that it would accommodate a hundred student dorms and four classrooms. What was not included in that report for example, talking about utilization factors earlier, was the 20-some weekend programs that are run up there which use the same facilities. Our student throughputs, not counting those weekend classes, at West we estimate to be 3200, not 2200, as that report says. And the 35,000 square feet increase using the top number there for Emmitsburg, is from a third to half of what we need.

Using the standard developed by the Academy of Educational Development which is an unavailable source as far as their credentials are concerned, they tell us that we need from 65 to 95,000 square feet for these requirements, not the 2200 as that report

says. Our plans at NETC West just for classes and dorm rooms for up to 200 students call for renovations of 85,000 square feet and this is not on single occupancy but double occupancy. In other words, we don't agree with that report.

SURVEYS AND INVESTIGATIONS STAFF REPORT COST ESTIMATES

Mrs. BOGGS. You obviously don't agree with the report, nor with the cost estimates.

Mr. GIUFFRIDA. Nor with the cost estimates, no.

Mr. JETT. We had been calling around trying to get some other ideas of existing facilities just to give us a flavor for how the various requirements go. I was given a report last night that talked about the JAG school in Charlottesville. They have about 3200 students a year there so they have comparable student load type situation that we have. They have about 150,000 square feet dedicated to that effort. That is a larger effort than we might need, frankly, that is large.

I think the suggestion—we have concerns that the suggestion we could get by with 30 to 35,000 square feet, we just don't see any way that is possible. We are using much more than that in Emmitsburg; the Carson City plans that are quite modest call for almost 3 times that space. So we don't know where that number came from.

Mrs. BOGGS. What you are really saying is you take exception to the cost estimates, additional space in Emmitsburg, by GSA, David Construction Company, and Callis Construction Company.

Mr. GIUFFRIDA. That is right. And we take objection to the total number of feet involved.

TRAVEL EXPENSE

Mrs. BOGGS. Last year, FEMA suggested it was less expensive to travel from western cities to Carson City than to Emmitsburg.

Mr. GIUFFRIDA. That is correct.

Mrs. BOGGS. The Surveys and Investigations staff estimated the round trip travel costs from 20 western cities to Reno to average \$297.10. The average round trip travel cost from the same 20 western cities to Washington, D.C. was \$310.60. Thus, the additional round trip travel cost is \$13.50.

Did you have an estimate of how much less expensive it would be to travel from western cities to Carson City instead of Emmitsburg and if so, what was the savings figure and how did you compute it?

Mr. GIUFFRIDA. Well, first I would like to challenge the figures that the report uses, Mrs. Boggs. We used the same—that says there is only a 3 percent difference in airline costs from 19 western cities to Reno, Nevada, as opposed to coming to Washington, D.C.

It goes on to say there wouldn't be much travel cost difference by opening the West. We took the same 19 cities that your report shows, and we checked them through the travel airlines and the rest. We show that an average of \$178 per round trip reduction in traveling to Reno in lieu of Washington, not 3 percent, but 32 percent savings.

Also we would expect many students in the western part of the United States to drive to Carson City, as an example, I mentioned

California earlier. I know that Californians will drive because we used to go to put on courses in Carson City from the California Specialized Training Institute and the students would drive from Los Angeles to Carson City to attend that program.

When Mr. Donovan was testifying earlier he pointed out that within a 600 mile radius of Carson City and Emmitsburg, Maryland, are some 80 plus percent of our eligible or target markets. I don't know what those numbers in the report are. We see an appreciable savings of about \$178 per round trip augmented by the fact that the students would drive, it is not uncommon for them to drive those distances in the western part of the United States.

Mr. DONOVAN. Could I add to that an analysis which the Director doesn't know about. We did a little homework on this. The 19 cities that were in this report, represent 1,785 students at the National Fire Academy in 1984.

I went through that and 11 of the 19 that would go to Carson City, Nevada would be a decrease in the cost to the transportation—I base it on the figures on this page—1199 students would have come from those 11 cities. You have to understand that the three major cities in California represent the whole state, so we took all the students that came out of California as having come through one of those major airports.

We might have missed a few because some of them on the eastern side of California will go through Denver rather than down through LA or up through San Francisco.

But of those 1785 students, the figures that are on this page represent a savings to go to Reno, Nevada of \$142,100. Of the 620 students represented on the other eight cities, it represents an increased cost to those students of \$44,000.

But with only 1,000 students to attend NETC-West you have a net savings of the 2819 students of almost \$79,800 going to Reno. I did it a little different way but I took their figures, I didn't go to the figures that were generated on the study by the rest of the staff. I used these figures right on this page.

Mrs. BOGGS. Would you provide your findings for us?

Mr. DONOVAN. Be glad to.

[The information follows:]

COMPARATIVE ANALYSIS BASED ON 1,000 NFA STUDENTS

From	No. of students	Round Trip Fare to DC	Cost	Round Trip Fare to Reno	Cost
Albuquerque, NM	21	\$140	\$2,940	\$270	\$5,670
Billings, MT	12	440	5,280	330	3,960
Bismarck, ND	11	450	4,950	400	4,400
Boise, ID	14	350	4,900	350	4,900
Cheyenne, WY	17	310	5,270	270	4,590
Dallas, TX	109	228	24,852	340	37,060
Denver, CO	85	248	21,080	270	22,950
Kansas City, KS	45	190	8,550	390	17,550
Los Angeles, CA	150	280	42,000	118	17,700
Minneapolis, MN	34	278	9,452	320	10,880
Oklahoma City, OK	36	296	10,656	420	15,120
Omaha, NE	17	258	4,386	370	6,290
Phoenix, AZ	60	298	17,880	158	9,480
Portland, OR	85	430	36,550	150	12,750
Rapid City, SD	6	400	2,400	390	2,340
Salt Lake City, UT	39	350	13,650	252	9,828
San Antonio, TX	1/	238		696	
San Diego, CA	98	410	40,180	188	18,424
San Francisco, CA	53	270	14,310	90	4,770
Seattle, WA	108	348	37,584	170	18,360
Totals	1,000		306,870		227,022

Estimated savings \$79,800 (rounded)

1/ included with Dallas

Student figures are based on number of students attending the National Fire Academy during 1984 from those States.

ANALYSIS OF COST SAVINGS FOR NETC WEST

From	No. of Students	Round Trip Fare to DC	Cost	Round Trip Fare to Reno	Cost
Albuquerque, NM	38	\$140	\$5,320	\$270	\$10,260
Billings, MT	22	440	9,680	330	7,260
Bismarck, ND	20	450	9,000	400	8,000
Boise, ID	25	350	8,750	350	8,750
Cheyenne, WY	30	310	9,300	270	8,100
Dallas, TX	195	228	44,460	340	66,300
Denver, CO	151	248	37,448	270	40,770
Kansas City, KS	81	190	15,390	390	31,590
Los Angeles, CA	267	280	74,760	118	31,506
Minneapolis, MN	60	278	16,680	320	19,200
Oklahoma City, OK	65	296	19,240	420	27,300
Omaha, NE	31	258	7,998	370	11,470
Phoenix, AZ	107	298	31,886	158	16,906
Portland, OR	151	430	64,930	150	22,650
Rapid City, SD	11	400	4,400	390	4,290
Salt Lake City, UT	70	350	24,500	252	17,640
San Antonio, TX	1/	238		696	
San Diego, CA	174	410	71,340	188	32,712
San Francisco, CA	94	270	25,830	90	8,460
Seattle, WA	193	348	67,164	170	32,810
Totals	1,785		548,076		405,974

Estimated savings \$142,100 (rounded)

1/ included with Dallas

FEMA ESTIMATE OF TRAVEL COSTS

Mr. JETT. Let me supplement that slightly. The figures we used to make our calculations took the same cities that the staff used. We simply used the coach tourist rate for the round trip ticket for the location. We didn't apply any discounts. The staff used the U.S. Government contract discount rates. Without the stipend situations those probably would not be available.

So we thought that there may be a presumption they were working on that might apply various discounts that would not be applicable actually to the 1986 program. So we decided the best way to do it was just apply the going tourist class rate for round trip tickets and on that basis not make any presumptions of discounts one way or the other. It worked out it was about 32 percent savings.

LEASE PAYMENTS IN CARSON CITY

Mrs. BOGGS. What would those savings amount to in dollars and would that be considerably less than the \$800,000 for the annual lease payments in Carson City?

Mr. JETT. The lease costs are going to be \$80 to \$82,000 a year, not \$800,000. Let's see, I don't think I can calculate that fast. We ran calculations at about \$180 a person so if you just took the composite—does anybody have a calculator—if we took 3200 student throughputs and assumed they all flew which you would have to assume, and you assume each one saved \$180, if somebody has a calculator we can run that out roughly, but each five students would save \$1000. So if there were 3200 that would be—I believe it would more than offset the rental charge but my math is not that good.

Mr. GIUFFRIDA. Mrs. Boggs, I think it is important to point out again that there is a hazard in considering travel costs in isolation from the adequacies of the facility. The real crunch figure here with which we take serious exception is that you could meet the deferred student load by the simple process of building another 32,000 to 35,000 square feet. We don't agree with that.

ADDITIONAL SQUARE FOOTAGE AT EMMITSBURG

Mr. GREEN. So how many feet would you need at Emmitsburg?

Mr. GIUFFRIDA. It is not just feet. Then it becomes a question of time. It would take three to five years to go through the process that Congress and the bureaucracies put in place to build it. We would need 95,000 square feet at Emmitsburg, and we would have to wait three to five years to get it. We could get the 95,000 square feet in six months to twelve months at Nevada.

Mr. GREEN. I am just a little upset at this sudden discovery of the inadequacies of the Emmitsburg site when there are so many other communities that could be the location.

Mr. GIUFFRIDA. You predate me on that score.

Mr. JETT. The Emmitsburg site was selected by the Council back in the mid-seventies that made the selection. They selected Marjorie Webster as the first alternative.

Mr. GIUFFRIDA. The Congress still owes us \$2.5 million, by the way, on Marjorie Webster.

Mr. JETT. May we have a check?

Mr. GIUFFRIDA. Marjorie Webster was ours, and we received an invitation from the Congress to give it to Gallaudet College, with the proposals that they would give us the value of it, which we could then use for improvement of the facilities at Emmitsburg. We were perfectly willing to accept \$2,500,000, and we are still waiting for the \$2,500,000.

Mr. JETT. I do remember the competition.

Mrs. BOGGS. Before we leave the airline tickets, after stipends are returned, of course, the figures in the investigative report will be valid.

Mr. JETT. It may very well be. Actually, I don't know if State and local people are allowed to file those rates; they may very well be. I honestly do not know the answer.

Mr. GIUFFRIDA. They might be less than accurate.

Mr. JETT. Maybe we can provide you something for that for the record on that question. I think the Director's question about the driving issue is the key issue. If the stipends are not restored, having the second location for people to be able to drive in one day in private automobiles is going to be extremely important.

[The information follows:]

STUDENT STIPENDS

As best we can determine, State and local government employees cannot receive Federal airfare discounts unless tickets are acquired by Federal agencies utilizing Federal funding. If travel stipends are restored, discounts will be applicable.

FISCAL AND CONTRACT MANAGEMENT CONTROLS AT NETC

Mrs. BOGGS. Let's discuss contract management and fiscal controls at NETC. The Servomation Corporation runs a full-service cafeteria to provide food service at NETC at no cost to the government. Its contract allows for profits of 7.5 percent. The contract also stipulated that profits above 7.5 percent would be "put back into the food service program."

The Inspector General's audit ascertained that "contract profits of \$55,058 were used to purchase equipment and other items. This is contrary to Federal law. Such funds should have been deposited into the U.S. Treasury."

FEMA's Office of General Counsel rendered a legal opinion that all excess profits generated under the contract should be turned over to the U.S. Treasury.

Why was the Servomation contract regarding excess profits written contrary to Federal law? Did FEMA not know that excess profits under such a contract were to be returned to the Treasury?

Mr. JETT. I am glad my office rendered an opinion. I would be glad to provide this for the record.

The Servomation contract was written by a procurement staff at Emmitsburg, Maryland, and as you indicated, it is a no-cost to the Federal Government contract. Basically the contractor agrees to provide the food, and then the student is charged as he goes through the receiving line for his meal, and he comes to the station, brings his food, inventories the food services there, charges the student and we pay nothing. We simply provide a mess hall for him to feed our students.

Some agencies have an authority to plow money back in on these no-cost arrangements where they have an excess profit. We did not have that authority. The procuring people at Emmitsburg, who wrote the Servomation contract and wrote the Marriott Food Service contract before that had not asked my office, frankly, about that provision, and it went into the contract and the Servomation did apparently buy some Federal property that we now own to enhance their food delivery capability. That would be serving trays, receiving lines for dirty dishes, those kinds of things.

The matter was brought to the attention of our Inspector General. I don't know how, but he did render a report. He came to see me and asked about it. We did at that time prepare a legal opinion, but this was maybe two and a half to three years after the contract was originally written, and the several thousands of dollars that you mentioned had already gone into the till.

To make a long story short, the contract has now been amended to remove that provision. All moneys are now going to Miscellaneous Receipts. At the time the IG's report is finalized on the Servomation, I don't believe it is final yet, we will be looking at a question and visiting with the Department of Justice or the General Accounting Office as to whether Servomation may or may not owe restitution for that money.

We haven't reviewed those facts yet enough to make a decision, but keep in mind that the government basically now owns the property.

[The information follows:]



Federal Emergency Management Agency

Washington, D.C. 20472

JUL 23

MEMORANDUM FOR: George W. Jett
General Counsel

FROM: Robert S. Brock *Robert S. Brock*
Attorney
Office of General Counsel

SUBJECT: Contract EME-C-0025, with Servomation Corporation,
for NETC Food Services

The subject contract was awarded to Servomation on a no-cost to the Government basis with an effective date of October 30, 1982. The initial period of performance was from October 30, 1982 through September 30, 1983. Two one year option periods were also included. On June 25, 1982, the Request for Proposals (RFP) was reviewed by this Office. The review required that nine changes be made to the RFP prior to issuance. Thereafter, the RFP was issued. It must be noted that nothing further was submitted to this Office nor was our advice or coordination sought on any matter.

Subsequent to award, two modifications were issued. Modification M001 was signed by the Contracting Officer on November 1, 1982, effective retroactively. Its purpose is stated as follows: "The purpose of this Modification is to include the following promotions and programs offered in contractors proposal dated September 2, 1982, and negotiations of October 22, 1982, which are not specified in Statement of Work. These specialities are hereby incorporated and made part of the contract at no additional cost to the Government." Item 13 of M001 states: "Contractor shall provide that any net sale's above 7.5% will be put back into food program for such items as purchase of equipment, which will become Government owned equipment; decorations, fixup, etc."

Modification M002 was signed by the Contracting Officer on December 6, 1982 and changed the wording in Item 13 of M001 to read: "The contractor shall put back into the food program any excess profit beyond 7.5%."

The current issue involves the language of those modifications. Within that issue are two basic questions: 1) Does FEMA have statutory authority which would permit receipt of any funds in excess of 7.5%? and 2) If so, are those funds properly administered, applied and used?

In addressing the first question, a number of citations and Comptroller General decisions must be examined. The key decision in this area is 35 Comp. Gen. 113 (1955). That decision involved no-cost to the Government food service contracts awarded by the General Services Administration (GSA). Included in those contracts was a provision requiring the contractor to pay as a fee a percentage of the gross revenue. Those funds were to be used for the replacement or major repair of Government-owned equipment, the replacement of major component parts thereof, and the purchase of additional equipment. In reviewing that matter, the Comptroller General examined two statutes: 31 U.S.C. 484 (now, 31 U.S.C. 3302(b)) and 40 U.S.C. 303b.

31 U.S.C. 3302(b), a very important statute in the overall scheme of Government fiscal operation, is known as the "miscellaneous receipts" statute. Its current language reads as follows:

"Except as provided in section 3718(b) of this title, an official or agent of the Government receiving money for the Government from any source shall deposit the money in the Treasury as soon as practicable without deduction for any charge or claim."

While the revised language of that statute differs from its original 1849 version, the intent remains the same. Simply stated, with certain specific statutory exceptions, any money an agency receives from a source outside of the agency must be deposited into the Treasury. This means deposited into the general fund ("miscellaneous receipts"). To understand the significance of this statute, it is necessary to recall the provision in Article I, Section 9 of the United States Constitution directing that "No money shall be drawn from the Treasury but in consequence of appropriations made by law." Once money is deposited into "miscellaneous receipts," it takes an appropriation to get it back. Thus, the statutory effect is to ensure that the executive branch remains dependent upon the congressional appropriation process. Viewed from this perspective, it emerges as another element in the statutory pattern by which Congress retains control of the public purse under the separation-of-powers doctrine. See 51 Comp. Gen. 506, 507 (1972). For an agency to retain funds for its own use, which it should have deposited into the general fund of the Treasury, is an improper augmentation of the agency's appropriation.

The second statute reviewed by the Comptroller General is 40 U.S.C. 303b. It reads as follows:

Hereafter [after June 30, 1932], except as otherwise specifically provided by law, the leasing of buildings and properties of the United States shall be for a money consideration only, and there shall not be included in the lease any provision for the alteration, repair, or improvement of such buildings or properties as a part of the consideration for the rental to be paid for the use and occupation of the same. The moneys derived from such rentals shall be deposited and covered into the Treasury as miscellaneous receipts.

The question surrounding that statute is whether or not the food service contract is to be regarded as a lease, thereby precluding the use of any funds derived therefrom to be used for alteration, repair or improvement, and requiring such funds to be deposited into miscellaneous receipts (absent specific statutory authority to the contrary.)

In reviewing the two statutes in conjunction with the food service contract provisions, the unequivocal holding by the Comptroller General in 35 Comp. Gen. 113 (1955) was that:

"It seems obvious, therefore, that the entire amount of such reserve is ... within the meaning of [31 U.S.C. 3302(b)], and should be deposited into the Treasury as miscellaneous receipts irrespective of whether the contracts properly may be regarded as leases so as to be governed by the requirement of ... 40 U.S.C. 303b, that moneys derived from rentals from the leasing of buildings and properties of the United States shall be deposited and covered into the Treasury as miscellaneous receipts. Moreover, whether the contracts are leases or not, they partake of the nature of leases to such an extent that the provisions of 40 U.S.C. 303b properly may be regarded as at least persuasive that all amounts received for the benefit of the Government under these contracts should be deposited as miscellaneous receipts, and that there should not be included in the consideration any provision for repair or improvement of the properties involved. Accordingly, it must be held that the contract provisions for the establishment of the reserve for equipment and the payment of a portion of the gross revenue into such reserve are unauthorized.

Thus, based on the above and absent other statutory authority to the contrary, retention and use by FEMA of the funds in question as contemplated in the contract would not be authorized.

In exploring the possibility of an exception, Section 21(b)(2) of the Federal Fire Prevention and Control Act of 1974 must be examined. It authorizes the Administrator to "Accept gifts and voluntary and uncompensated services." An initial argument is that this section is the authority under which the questioned funds can be accepted and used by FEMA. Presumably this was the authority initially contemplated when Modifications M001 and M002 was issued. Additionally, the Administrator, in Section 21(b)(3) of the Act has authority to "sell, convey, mortgage, pledge, lease, exchange, or otherwise dispose of property and assets." A closer analysis reveals, however, that neither section contains sufficient authority to be used as an exception to 31 U.S.C. 3302 or 40 U.S.C. 303b.

40 U.S.C. 303b, which requires that moneys derived from lease rentals be deposited into miscellaneous receipts, contains the exception, "except as otherwise specifically provided by law." A specific exception is found in 40 U.S.C. 303c which allows "Privileges, leases, and permits granted by the Secretary of the Interior for the use of land for the accommodation of park visitors ... may provide for the maintenance and repair of Government improvements by the grantee notwithstanding the provision of [40 U.S.C. 303b]." The Fire Act contains no such specific provision.

If the moneys in question could be considered as "gifts" under Section 21(b)(2) of the Act, and thus an exception to 31 U.S.C. 3302 and 40 U.S.C. 303b, the moneys could then be properly accepted by FEMA to be used for official purposes necessary to carry out the provisions of the Act. In determining whether this is a gift, we must look to the definition of gifts. Blacks Law Dictionary, Fifth Edition (1979) defines a gift as, "A voluntary transfer of property to another made gratuitously and without consideration." The term gift has also been defined in 38 Am Jur 2d: "A 'gift' has been judicially defined as a voluntary transfer of property to another without any consideration or compensation therefor." The distinction between a gift and a contract is also made therein: "Owing to the absence of consideration, a gift *inter vivos* does not come within the legal definition of a contract, and while still unexecuted, confers no rights upon the donee." Thus, the chief distinction between a sale or a contract and a gift is that the former requires valuable consideration, whereas the latter does not. A standard definition used by the Courts is: "A gift is generally defined as a voluntary transfer of property by the owner without consideration therefor, which proceeds from a detached and disinterested generosity and out of affection, admiration, charity or like impulse." (Gamble v. U.S., 68-1 U.S.T.C. P 9393 (D.C., W.D. N.C. 1968)).

While it may be argued that since the contractor was the one who initially suggested that money's in excess of 7.5% be used for the food program, and thus would be a gift, that argument fails in an analysis of the circumstances. In its proposal, Servomation sought to win the food service contract. In doing so, it proposed and ultimately agreed to turn over its excess profit to the food program. In other words, in consideration for receiving this contract in which it would make a profit, Servomation agreed to turn over certain profits to FEMA. This was not really done voluntarily and without consideration, nor was it "a detached and disinterested generosity" or like impulse." It was done strictly to obtain a contract. Particularly after signing the contract, there was nothing voluntary about it - it was a contractual requirement.

In answer to the first question above, it is my legal opinion that FEMA does not have any statutory authority which would permit receipt of any funds in excess of 7.5%, whether that money is physically held for FEMA's benefit by the contractor or whether it is held by FEMA.

With the above answer given to the first question, the second question becomes moot. However, to further examine that second area, enclosed is an excerpt from the GAO Redbook, Principles of Federal Appropriations Law, First Edition, published by GAO in June 1982 (Enclosure 1). Pages 5-82 through 5-86 are included, on the subject of Donations to the Government. It contains general guidance on the administration, use and application of gifts. In connection therewith, analysis should be made of Department of Interior-Funding of Receptions at Arlington House, 61 Comp. Gen. 261 (1982). (Enclosure 2) It is stated therein, in regards to the proper use of donated funds, that while an agency's determination of whether a particular use of donated funds was justified would be accorded great weight, agencies do not have blanket authority to use donated funds for personal purposes and that each agency must justify its use of donated funds as being incident to the terms of the statutory authority which permits acceptance of said donations. It is the burden of the agency to show that its expenditures were to carry out the authorized statutory purposes. In this case FEMA must sustain the burden of showing that each expenditure was in connection with or in furtherance of official Fire Administration purposes.

Enclosures

IMPROPER USE OF GOVERNMENT FUNDS FOR RECEPTIONS

Mrs. BOGGS. A letter dated October 5, 1984, from Servomation indicated that food service expenditures of \$8,079.06 had been approved by the project officer, Mr. Villella. That money went for activities such as a reception on January 15, 1984, and receptions in connection with former President Ford's visit to NETC, and the Fallen Firefighter Memorial on October 15, 1983. The cost of these receptions was deducted from the excess profits owed to the United States, and therefore, were in effect paid for improperly from U.S. Government funds.

Do you disagree with that statement, and if so, could you explain your disagreement?

Mr. JETT. No, I don't disagree with the statement. Again, the provisions applying to noncost items where excess profits are gathered and returned to miscellaneous receipts, would not authorize either Servomation to acquire Federal property or for Servomation to enter into these kinds of expenditures. At the time the contract was written and the clause that Mr. Villella thought he was implementing was in effect, I think he had a reasonable basis to believe that he could make these orders, because the contract provision basically said that moneys can be utilized to further the programs at Emmitsburg, in terms of Federal management and food service, so I don't know what was in Mr. Villella's mind, but I can understand how he might have felt that these provisions were authorized, and at the time that provision was in effect. Again, that provision has been removed from the contract.

INSPECTOR GENERAL AUDIT OF SERVOMATION

Mrs. BOGGS. Since the beginning of the Servomation contract through September 1984, over \$100,000 in excess profits have been made. Servomation has written checks totalling \$50,979.25 payable to the U.S. Treasury. At the time the checks were furnished to FEMA, on November 1, 1984, for transmittal to the U.S. Treasury, the Procurement Branch of NETC requested that the Office of the Inspector General of FEMA conduct a complete audit of the Servomation Corporation contract.

According to the Surveys and Investigations staff report to date, no audit has been conducted. Has such an IG audit been started?

Mr. MARTIN. I think the answer to that is it is on the IG schedule and will begin within the next 60 days.

TRITON CORPORATION AND IMR SYSTEMS CORPORATION

Mrs. BOGGS. The Triton Corporation and the IMR Systems Corporation, both Section 8(a) minority contractors, have provided the bulk of academic support services at NETC. Audits of both firms reveal improper billing practices, wherein the United States Government was billed for and paid for the personal services and entertainment for FEMA officials.

In spite of the audit findings, FEMA continues to use both Triton and IMR extensively on a one-, two-month basis. Why should FEMA continue to use the services of Triton and IMR Systems Corporation considering the preliminary findings of the IG?

Mr. MARTIN. Madam Chairman, the Triton contract was in fact terminated on February 28 this year. We had started—the Director started inquiries in the summer of 1984, once it was revealed that there was some inconsistency. The task of the Procurement Review Board was to make certain recommendations to him concerning that. We began, the chronology goes from the summer of 1984 down to the end of February.

Mrs. BOGGS. And are there funds still being paid to Triton?

Mr. MARTIN. No, not unless there are—I can't say that the contract is closed so far as their invoicing, but we do not engage Triton at Emmitsburg for any support activities presently, and have not since the 28th of February.

Madam Chairman, I think that is reasonably accurate, is it not, Jim?

Mr. BROWN. That is correct.

Mr. JETT. Mrs. Boggs, maybe I could just supplement that a little bit. As we got more information in our procurement process from the IG as to what his findings were, the Director actually ordered a suspension of both contracts. After the suspension was ordered, then the Emmitsburg program managers came to us throughout the fall and said, "We have a continuing need for certain support items that are critical to keep classroom activities on the go. Long-term items we can forego, but we do have current immediate need for instructors and support people to keep ongoing classes, students arriving on the scene."

You are correct. We did continue to have relationships with IMR and Triton for a period of four or five months after we realized that there were some difficulties with the companies, but our situations were substantially modified and reduced.

At that time, we also had a major project underway to prepare a new procurement package to go on the street this spring, that would advertise for new competitive bids for the support contract to begin in July.

Mr. MARTIN. Both those contracts are 8(a) contractors, and the created proposal was an umbrella to take care of both of them. That proposal went on the street at the end of March. It should be awarded the first of July.

CURRENT STATUS OF IMR SYSTEMS CORPORATION

Mr. GREEN. What is the current status of IMR? You discussed the Triton termination.

Mr. JETT. Actually, both contracts expired. By their own terminology, both contracts ran out.

Mr. MARTIN. I think IMR still has a valid contract up through the end of May.

Mr. GIUFFRIDA. May 15.

Mr. JETT. Again, Mr. Green, that is for a very limited scope of projects, considering where they were six or eight months ago. The scope of their operations at Emmitsburg had been substantially curtailed for three, four or five months, but there were some critical items in the pipeline that we felt needed to be completed.

AUDITS OF PROCUREMENT PROCESS AT NETC

Mrs. BOGGS. The Office of the Inspector General conducted a separate review in August of 1984 on NETC procurement practices by requisitioners, contractor administrators and program monitors. The conclusion was reached that audits were needed to improve internal controls over the entire range of actions by program and acquisition personnel who request, administer and monitor contracts.

According to the Surveys and Investigations staff, as of early 1985, there had not been any further audits of the procurement process at NETC by the FEMA Office of Inspector General. This is reflected on page 36.

Have audits of the procurement process at NETC, as recommended by the IG, begun yet?

Mr. MARTIN. I guess we could go back and do a little history on that whole project because in 1985, NETC was singled out as having a weakness in the procurement area, and the Director ordered that particular activity to be one of our internal review, management internal review activities for that year, and as a result of that, we contracted out to review their procedures and provide to them certain improvement milestones to correct those deficiencies. This was following the IG's review. He did not do an audit. He did a review.

Of course, those things that were suggested as improvements are in place presently. I think the S&I report points out some improvements that have taken place at NETC.

Mr. GREEN. Has the IG reviewed the operation since those changes were put in place or is he satisfied with the present situation?

Mr. MARTIN. They are not yet complete. In other words, the milestones that were put in place will improve the entire system. The Procurement Review Board has a strict overseeing activity going on also.

Mr. GREEN. Are the milestones being met?

Mr. MARTIN. In general terms, I say yes.

FEMA ORGANIZATIONAL CHANGES

Mrs. BOGGS. According to the Surveys and Investigations Staff report, page 40, since June 1981, FEMA has had 32 separate organizational changes affecting virtually all FEMA employees. Of these, FEMA only considers eight to be major reorganizations. There were a total of 1692 employees reassigned during the past four fiscal years. Untimely reassignments on transfers have an adverse effect, particularly on employees eligible for bonuses and/or merit pay.

In fiscal year 1984, 110 or 22.7 percent of the 484 eligible FEMA headquarters personnel were effectively barred from receiving bonuses or higher levels of merit pay increases because they received "unable to rate" performance appraisals, by virtue of their having been recently reassigned or transferred.

The fact that in fiscal year 1984, 110 or 22.7 percent, of the 484 eligible FEMA headquarters personnel received "unable to rate" performance appraisals seems excessive. Why and how did that happen?

Mr. MARTIN. Madam Chairman, there are quite a few reasons why one would have an unable to rate performance. In fact, there are six different reasons, changes of a job or change of a rater, somebody on extended sick leave, etc.

What the investigative team did not do, of course, was to go another level below, and I would suggest that we provide you with those basic reasons why 110 is not a high percentage for an agency such as ours.

Mrs. BOGGS. 110.

Mr. MARTIN. 110. At least we don't see it as a high figure. [The information follows:]

"UNABLE TO RATE" STATISTICS FOR FY 84 FOR FEMA

Total Headquarters Employees: 1733.

Total Headquarters Employees "Unable to Rate": 110 (6%).

Total Headquarters GM Employees: 536.

Total Headquarters "Unable to Rate" GM Employees: 58 (10%).

The largest number of "unable to rate" ratings occurred in the Emergency Operations Directorate where 29 merit pay employees and 29 other employees received such ratings. Emergency Operations was completely reorganized during FY 84 and was the area in FEMA where the most recruitment activity took place. Many persons were hired or promoted during the last quarter of the year and were not under a valid performance plan at their new grade for the required 90 days. Other reasons for receipt of an "unable to rate" rating include (1) on detail from position of record, (existing regulations did not require a performance plan for details); (2) on extended sick leave or leave without pay (i.e. maternity reasons); (3) pending adverse action or written warning about poor performance; (4) inability to complete both critical and required elements during the appraisal period due to reasons beyond employee's control; (5) valid performance plan not in effect for 90 days; and (6) present supervisor has not supervised the employee for 90 days.

REASSIGNING AND TRANSFERRING PERSONNEL

Mrs. BOGGS. What action has FEMA taken to ensure that appropriate consideration is given to the potential merit pay consequences before reassigning or transferring eligible personnel?

Mr. MARTIN. We certainly take that in as one of our major factors, but many times we don't have a choice in terms of trying to functionally make a change. Many of the changes, even in the eight reorganizations that the investigative team pointed out, were changes that had no adverse personnel actions. Out of the 32 changes that have been made since 1981, there were only 13 adverse personnel actions.

REORGANIZATIONS AND REALIGNMENTS

Mrs. BOGGS. The Administration has been in office now for four years. Why do you need to continually reorganize and realign offices?

Mr. GIUFFRIDA. I will take that one, Mrs. Boggs.

We don't have enough time for me to say everything I would like to say.

First of all, I think that when we started, we didn't start on the top of the surface. We started in the basement. We were behind. We were behind in people, we were behind in dollars, we were behind in organization. We inherited, along with the paper which created FEMA, some longstanding lack of communication among the major subelements of FEMA.

A lot of people carried a lot of baggage with them when we finally took them and pushed them into one building. We didn't know a lot of people.

My charge from the President was to make the agency a real agency that would fulfill all of its missions. At the same time that we were stealing our building, which we did, as you know, from the originally intended occupants, we had a team of outside experts come in to start helping us reorganize the agency, to make more logic out of people and dollars which were diminishing, and missions which would have to increase, and we tried things.

We tried a combination. We tried a person. Sometimes they worked well and sometimes they didn't work as well as we wanted them to, and so we changed. If the number of changes is inordinant, it is not easy to order a change, as you know, but none of them were done capriciously. Each of them was done in an honest attempt to find the best use that we can make of the people that we have. We are still swimming upstream against dollar shortages that we inherited, for example. We are still double-heading people.

I would suggest for the committee's consideration that the investigators on page 43 give some interesting numbers. In spite of all of these things, our batting average is not bad. I think it is better than most.

We had 17 terminations in 1981; 19 resignations rather, in 1981, 19 in 1982, 32 in 1983, and 55 in 1984. A lot of those have reasons not even remotely related to any reorganization act occurring of the sort.

We don't have people rushing to get out, to retire. We have got a lot of them that have been there for a long time.

Mr. JETT. Also the attrition rate.

Mr. GIUFFRIDA. The attrition rate for us at the top of that page is well below the Government's average. There is an inconsistency between the implication, the innuendo of the report and the actual statistics of the Government and the Congress. I think we are doing very well.

Last year this question was asked of me, Mrs. Boggs, you will recall, and I suggested that it might be worthwhile, for example, to ask Agencies and Departments that haven't made a change in 25 years.

Mr. GREEN. We don't seem to get those on this subcommittee.

Mr. GIUFFRIDA. Are they really that good? Is that not an equally valid question? Why haven't you found it necessary to make a change in 25 years, and then measure that against a number of questions that you get from constituents about that department.

Mrs. BOGGS. I must say in this committee we don't seem to have many agencies of that sort.

Mr. GIUFFRIDA. I told Mr. Stokes this morning for us this committee is el supremo, and you can do things the way you want to do them.

POSITION DESCRIPTIONS FOR FEMA EMPLOYEES

Mrs. BOGGS. Are there current position descriptions for all FEMA employees?

Mr. BROWN. No.

Mr. GIUFFRIDA. We didn't have any to start with, Mrs. Boggs. We didn't have job descriptions. We didn't have a budget process. We didn't have a financial and accounting and reporting system. We didn't have an agency SOP, and those are the things that—this is what I said to Mr. Green earlier this morning. I think it is important when you consider what we are trying to do, the age of this agency as a visible agency. In my eyes, this agency began as a visible agency, not necessarily an effective one, but as a visible agency in October of 1981, when we moved into our present building.

Mr. MARTIN. In 1982, we did have the broad task of updating by contract all of the position descriptions of the Agency, which was 70 percent effective. We didn't have the capacity to do it ourselves. I would say that most of the jobs are pretty well stabilized.

Mr. GIUFFRIDA. It is pretty well done.

Mrs. BOGGS. Do you think there will be a position description for all employees?

Mr. MARTIN. Everybody has to have one. When it is updated is the question.

BRADFORD COMMUNICATIONS CORPORATION

Mrs. BOGGS. The Government Activities and Transportation Subcommittee of the House Committee on Government Operations recently held a hearing regarding a FEMA contract. The contract, signed with the Bradford Communications Corporation on October 31, 1983, was to provide FEMA with training materials specifying how emergency responders should deal with radiological emergencies. The Government Operations Subcommittee has explored the circumstances and details of the contract, and will issue a report in the future.

Further, the Department of Justice is currently examining this issue, partly on the basis of FEMA's IG report on the Bradford contract.

Let's ask a few questions regarding the \$90,000 spent for the contract.

Did FEMA award the contract to Bradford against the advice of other Federal agencies?

Mr. GIUFFRIDA. I have to tell you, Mrs. Boggs, I am going to have to defer most of these questions to the rest of the staff because I was not even aware of the Bradford contract. I wouldn't be aware of a \$90,000 contract, Mrs. Boggs.

Mrs. BOGGS. No, I am sure.

Mr. GIUFFRIDA. My guess is—Joe?

Mr. LAFLEUR. There was discussion among Federal agencies in the Federal Radiological Preparedness Coordinating Committee which coordinates radiological training activities and radiological information among Federal agencies, and there was significant discussion about the material in the Bradford training package. Much of it was viewed to be good, much of it was seen as satisfying a great need by state and local officials. There was some difference of opinion on a number of technical issues, and on the matters of extent. By the judgment of some individuals in other Federal agencies, the level of activity you enter into to protect the responders

versus the victim in the accident situation was brought into question. There were significant discussions, yes.

Mrs. BOGGS. Because of the strong objection by the FRPCC, FEMA is not using the Bradford training materials; is that correct?

Mr. GIUFFRIDA. I think what happened, with your permission, I will interject myself into the answer.

The issue was that FEMA, and specifically the Fire Administration, the Fire Academy, was being besieged by our fire clients for some kind of training program that would help them respond to this greatly increasing number of hazardous material accidents. The firefighter being the first responder needs some kind of help, and the real issue in the Bradford contract turned out to be a disagreement among scientists in a committee which FEMA formed, by the way—or experts, I wouldn't say scientists, experts—on whether or not the firefighter or first responder at the scene of an accident should take time to protect himself to the best of his ability before he goes into the area to retrieve the casualty that was indicated.

Should it be this futile but glorious essentially self-destructive or certainly self-endangerment action, or should it be "Take the time to get dressed and go"?

When all the heat came on this thing, and it was a \$90,000 package, about half of which went for graphics, visual aids and so on, FEMA withdrew the package. I testified in front of that Government Operations Subcommittee that I think FEMA buckled, and had I been made aware of it, I would not have permitted the withdrawing of the package. I think FEMA buckled because they have been hammered about the head and shoulders regularly for the past number of months, with all manner of allegations, and other people got goosy, and they buckled.

I also testified in front of that Government Operations Subcommittee, and I brought with me an article from The Washington Post that showed that after five years, and the expenditure of \$263 million, scientists were unable to agree on whether or not there would be an increase in the danger of exposure to radiation as a function of the distance, five years and \$263 million, and they still didn't agree, and that rated one article in The Washington Post.

This is \$90,000 with a package that was on the shelf. The Congress has told us don't reinvent the wheel. If it is there on the shelf, use it. It was a disagreement among "experts", and we withdrew it.

The \$90,000 is not a total loss in my judgment. We are in the process now of reviewing the slides and the other graphics to see what use we can make out of those, and I think in the first place it was the proper action to award the contract.

Now I was not involved in it. I knew nothing about it, but I know about the requirements for the firefighter. I observed it myself in demonstrations of a firefighter as the first respondent. We gave the right decision in making the contract. We made the wrong decision to withdraw it. I stated that to my staff. I state it again publicly for the record. It was a good contract as far as I am concerned.

SOLE SOURCE CONTRACT TO BRADFORD COMMUNICATIONS

Mrs. BOGGS. Apparently the contract was a sole-source contract because the materials needed to be expedited to get out into the field.

Mr. GIUFFRIDA. That is correct, and Bradford had been selling that same package to about 140 or 150 consumers already, Mrs. Boggs.

Mrs. BOGGS. When do you intend to distribute whatever slides and graphics that you have?

Mr. GIUFFRIDA. As soon as the NETC people evaluate it. Joe is working on that project now; 60 days, 90 days, 120 days. Maybe our review will show that since the Bradford contract went out and was withdrawn, we have gone into two other sources of material, Oakridge and Lowell University, and that may obviate the need to go back and use all of the slides. We don't know yet, Mrs. Boggs, but we are working on it.

Mrs. BOGGS. We will adjourn the hearing now until 10:00 o'clock tomorrow morning when we will go into general questions and have the Chairman complete those. Then we will go into the budget justifications.

Mr. GIUFFRIDA. Thank you for your courtesy.

Mrs. BOGGS. I thank all of you.

THURSDAY, APRIL 18, 1985.

EMERGENCY FOOD AND SHELTER PROGRAM

Mr. GREEN [presiding]. We will begin the general questions with the Emergency Food and Shelter Program. No funds are being requested for this program in 1986. In addition, the Administration has proposed elimination of the Department of Health and Human Services Community Services Block Grant Program.

Mr. GIUFFRIDA. Mr. Green, just a minute.

Okay, I'm sorry.

Mr. GREEN. That program has provided an estimated \$125 million from 1981 to 1983 for State food and shelter programs. In the 1984 Second Supplemental Appropriations Act, Congress appropriated an additional \$70 million for the Emergency Food and Shelter Program. In addition, \$360,000 was provided for the Salaries and Expenses appropriation to administer the program.

Can you tell us how much of the \$70 million provided last summer has actually been spent by the providers of the services?

Mr. GIUFFRIDA. Yes, Dennis.

Mr. McLoughlin. Mr. Green, Dennis Kwiatkowski, behind me, is National Board Chairman. We would like him to answer those questions.

Mr. Kwiatkowski. I could try to get for the record how much has been spent. The reports for \$70 million have just started to come in from the organizations who receive the funding. The entire \$70 million has been given out plus interest income and reallocations. It is working right now. All funds are to be spent by July 31 of this year.

Mr. GREEN. If you could, for the record, provide us with the expense information.

{The information follows:}

EMERGENCY FOOD AND SHELTER

The National Board did not require that type of data to be reported by the local service providers. As such, that information is not available. The entire \$70 million has been allocated and local service providers are to spend all funds by July 31, 1985.

EMERGENCY FOOD AND SHELTER PROGRAM POSITIONS

Mr. GREEN. How many of the eight positions are currently filled?

Mr. Kwiatkowski. Three of the eight have been filled to date.

Mr. GREEN. What has happened to the other five?

Mr. Kwiatkowski. Two were earmarked for the Inspector General's Office. They have just recently begun their internal audit that was requested in one of the committee reports and the other positions will probably not be filled as the United Way, filling the Secretariat role, has been doing most of the work.

When the program was initiated last year, it was anticipated we would be taking a large part of the workload, but that did not occur.

Mr. GREEN. How much of the \$360,000 has been obligated as of the end of March?

Mr. KWIATKOWSKI. I will provide it for the record.

[The information follows:]

EMERGENCY FOOD AND SHELTER

Of the \$360,000 appropriated in Salaries and Expenses for administrative support to the Emergency Food and Shelter program, \$8,444 has been obligated as of March 31, 1985.

SALARIES AND EXPENSES REQUIREMENTS

Mr. GREEN. If we were to decide to continue the program, how much money would be needed in 1986 for the salaries and expenses appropriation?

Mr. KWIATKOWSKI. We would probably be estimating the same amount. If we had enough advance notice that the program would be reappropriated into FEMA, I am sure we would be able to get the staff on quickly at that time and be prepared to take on a larger part of the workload.

AMOUNT USED TO PROVIDE FOOD

Mr. GREEN. There were \$90 million appropriated in 1983 and beginning of 1984 for the Emergency Food and Shelter Program administered by the National Board. Of that amount, nearly \$60 million provided 85 million meals and over \$30 million provided for approximately 13 million nights of lodging. How much of the \$70 million appropriated last summer was used for meals and how many meals did that cover?

Mr. KWIATKOWSKI. Right now the estimates are running—52 million meals are estimated at this time, and 14 million nights lodging, and about 1.4 percent would be used for administrative costs.

Mr. GREEN. Would you have any estimate at this point of how many meals that provided and how many nights lodging?

Mr. KWIATKOWSKI. Fifty-two million meals is estimated, 14 million nights lodging.

Mr. GREEN. What are the dollar amounts between the two programs?

Mr. KWIATKOWSKI. The dollar amounts?

Mr. GREEN. Again, you can supply that for the record.

Mr. KWIATKOWSKI. I will have to supply it for the record.

[The information follows:]

EMERGENCY FOOD AND SHELTER

The dollars allocated towards meals is estimated at \$36,828,246 or 53 percent of the total allocation. The dollars allocated towards shelter is estimated at \$32,029,540 or 46 percent of the total allocation.

LOCAL GOVERNMENT PARTICIPATION

Mr. GREEN. Do you know how many units of local government participated and what was the dollar amount utilized by local governments?

Mr. KWIATKOWSKI. Four hundred nine units of local government are participating at this time, and they represent about \$5,400,000 of the \$70,000,000.

Mr. GREEN. What was the cost of rehabilitation work done, as you remember? As you remember, we authorized an increased use of funds.

Mr. KWIATKOWSKI. Right. The cap was taken off, the rehabilitation cap we had last year was taken off completely. So far it is estimated about \$406,000 will be used in rehabilitating food banks and food facilities, and about \$2,100,000 will be used for renovating shelters.

Mr. GREEN. We will put in the record a summary of the emergency food and shelter program sent to the subcommittee by FEMA on March 20, 1985.

[The information follows:]



Federal Emergency Management Agency

Washington, D.C. 20472

MAR 20 1985

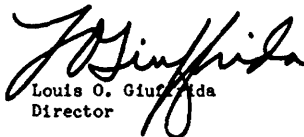
Honorable Edward P. Boland
Chairman, Subcommittee on HUD-Independent Agencies
Committee on Appropriations
House of Representatives
Washington, D.C. 20515

Dear Mr. Boland:

Enclosed for your information is an executive summary of the Emergency Food and Shelter program. It is intended to provide you with background information and characteristics of the program to date.

As additional information on the program becomes available, I will provide it to you.

Sincerely,



Louis O. Giuffrida
Director

Enclosure

EXECUTIVE SUMMARY OF THE EMERGENCY FOOD & SHELTER PROGRAM

Background

In March 1983 Congress appropriated to the Federal Emergency Management Agency (FEMA) \$100 million to carry out programs for shelter and feeding of the needy. Of the \$100 million, \$50 million was awarded to the States based on an established formula for Community Services Block Grants. The remaining \$50 million was awarded to a National Board. The Board, as designated by Congress, is chaired by a representative of FEMA and is comprised of representatives from the United Way, Salvation Army, American Red Cross, National Conference of Catholic Charities, National Council of Churches of Christ, and the Council of Jewish Federations, Inc. Supplemental funding in the amounts of \$40 million and \$70 million were appropriated for use by the National Board in November 1983 and August 1984.

Allocation Process

In keeping with the mandate of the legislation, FEMA developed guidelines for use by the States in administering their programs and awarded the funds to the States within 30 days. Concurrently, the National Board was convened, and FEMA awarded the \$50 million to the Board.

The State allocation process varied from State to State. The funds went to providers of food and shelter services or to intermediaries designated by the States to make the final allocation decisions. The National Board developed an allocation formula for choosing the civil jurisdictions to receive awards. The formula was based on unemployment statistics provided by the Department of Labor (for awards under the latest round of funding, Public Law 98-396, poverty statistics were also utilized).

Each area designated by the National Board to receive funds was to constitute a local board with representatives to the extent practicable including, but not limited to, the same organizations represented on the National Board. The mayor or appropriate head of government replaced the FEMA representative. The local boards were responsible for determining which local voluntary organizations would receive grants and the amount. In selecting local recipient organizations to receive funds distributed by the National Board, the local boards were to consider the demonstrated capability of the organization to provide food and shelter assistance. For a local organization to be eligible for consideration it must: (1) be nonprofit; (2) have an accounting system and conduct an annual audit; (3) practice nondiscrimination; and (4) for private voluntary organizations, have a voluntary board.

Each recipient organization is required to maintain a financial management system that provides for the following:

- a. Accurate, current, and complete disclosures of the financial results.

- b. Records that identify adequately the source and application of funds for federally supported activities. These reports shall contain information pertaining to Federal awards, authorizations, obligations, unobligated balances, assets, outlays, and incomes.
- c. Effective control over and accountability for all funds, property, and other assets.
- d. Procedures for determining reasonableness, allowability, and allocability of costs in accordance with the provisions of the National Board's Emergency Food and Shelter Plan.
- e. As a minimum, accounting records that are supported by source documentation. The recipient organization must maintain and retain a register of cash receipts and disbursements and original supporting documentation such as purchase orders, invoices, cancelled checks, and whatever other documentation is necessary to support their costs under the program.
- f. A systematic method to assure timely and appropriate resolution of audit findings and recommendations.
- g. In cases where more than one civil jurisdiction (e.g., a city and a balance of county or several counties) recommends awards to the same recipient organization, the organization can combine these funds. However, separate program records per each civil jurisdiction award must be kept.

Audit Findings

As a result of the stringent fiscal measures established by the National Board, of the 3,460 organizations directly funded and reviewed in the 961 civil jurisdictions selected under PL 98-8, there were only 100 organizations with exceptions. Of the 3,627 organizations funded and reviewed in the 836 civil jurisdictions under PL 98-151/181, there were only 175 organizations with exceptions.

Fiscal terms and conditions for the funds awarded to the States under PL 98-8 were similar to those of the National Board program. However, as a result of Office of Management Budget Circular A-102, Attachment P, not all State programs have been audited at this time.

Although approximately 3,500 organizations were directly funded through each National Board program, it is estimated that 10,000 organizations received funds, as some service provider organizations acted as fiscal agents for those service providers who did not have adequate accounting systems or conduct an annual audit. Monitoring the use of those funds has been accomplished at three levels: (1) Organizations funded at the local level are required to have provisions for an annual audit; (2) At the national level, an independent audit is conducted by the National Board

through Arthur Anderson, Inc. and by the United Way who acts as fiscal agent; and, (3) FFMA is required and is preparing to conduct a post audit of the programs and financial procedures. Organizations who experience exceptions for undocumented expenditures or expenditures not in conformance with the program plan are required to repay the funds. Furthermore, if exceptions are not cleared after repeated efforts are made for repayment, then the cases are forwarded to FFMA for federal claims collection actions. Organizations that do not resolve audit problems are not allowed further participation in the program.

Any cases of suspected fraud are referred to the FFMA Inspector General for investigative actions. Only 24 cases of suspected fraud are open at this time.

Conclusion

It is significant that so few exceptions have occurred considering the number of organizations participating in the program. The three levels of audit and oversight are evidence of the importance of accountability placed on the program by FFMA and the National Board. Attached are Program statistics for the National Board programs conducted under the authority of PL 98-8 and PL 98-151/181. The third National Board program funded under PL 96-396 is currently in progress.

Attachment

**CHARACTERISTICS OF PREVIOUS NATIONAL BOARD
EMERGENCY FOOD AND SHELTER PROGRAMS**

<u>FINANCIAL CHARACTERISTICS</u>	<u>PL 98-8</u>	<u>PL 98-151, 98-161</u>
Total Federal allocation:	\$50 million	\$40 million
National and local interest income plowed back into the project:	\$974,461	\$645,000
Per capita cost for meals:	\$0.66	\$0.76
Per capita cost for night's lodging:	\$2.44	\$2.32
Per capita award per jurisdiction's unemployed: (for the initial allocation)	\$8.74	\$5.69
<u>PROGRAM CHARACTERISTICS</u>		
Project Duration:	12 months (4/22/83 - 3/31/84)	5 months (12/13/83 - 5/15/84)
Total Civil Jurisdictions funded: (includes US, Puerto Rico, US Territories)	961	836
Total organizations funded: (under umbrella funding, actual recipient organizations are estimated to be 10,000)	3,460	3,627
Percent of Nation's unemployed in award jurisdictions:		
Approximate number of individuals	6,009,780 ^{57%}	6,578,000 ^{59%}
Total actual meals served:	51 million	33.8 million
\$ allocated for meals	\$33,887,784	\$25,708,351
% of total dollars for meals	67.1%	64.2%
Total actual nights of shelter provided:	6.8 million	6.2 million
\$ allocated for shelter	\$16,604,143	\$14,324,717
% of total dollars for shelter	32.9%	35.8%
Actual administrative costs-Locally:	\$482,534	\$211,431
Nationally:	-0-	\$400,000
% of available funds:	1%	1.5%
Urban to rural ratio of dollars allocated	70:30	75:25

FUNDS PROVIDED TO STATES FOR FOOD AND SHELTER

Mr. GREEN. There were \$50 million provided to the States in the Jobs Bill through a community services block grant formula. What information does FEMA now have as to how the States utilized the \$50 million?

Mr. KWIATKOWSKI. Only 32 of the States have sent us the audits that were requested. Of that, 17 States have reported statistics which are similar to the kind that the National Board provides. That indicates that out of the 17 States reporting there were about 5 million meals served and about 956,000 nights lodging. That represents about 34 percent of the money. Projecting that through the other States would indicate that there were about 15.7 million meals served, and about 2.8 million nights of lodging.

Mr. GREEN. When do you expect to get the audits by the States that did not come in yet?

Mr. KWIATKOWSKI. Probably not within the next two years. OMB Circular provides the States can take up to two years to provide us with an audit report. Since many of the States just finished their programs last year, they have two years to submit their audit.

NUMBER OF HOMELESS PEOPLE

Mr. GREEN. Since the beginning of the Emergency Food and Shelter Program, the subcommittee and its counterpart in the Senate have been trying to determine the universe of need and assistance being provided. The House Report accompanying the 1984 Second Supplemental directed the National Board to conduct a study of the total number of homeless and what levels of funds were being used by both private and public sectors to provide emergency food and shelter.

In March, the National Board sent the subcommittee a report, but it didn't answer either of those questions. I guess I want to know, why didn't the study address those questions, and how many homeless are there, and what levels of funds are being used counting both private and public sectors to provide emergency food and shelter?

Mr. KWIATKOWSKI. We have tried several times to get a figure on what is being spent in the private and public sector on the problem. The reason we have had a hard time coming up with the figures is that the private sector does not keep figures on the kinds of services that we are talking about.

Many of the private input into the program comes in the nature of voluntary services. The best we could come up with at this time is sporadic, that the Red Cross does not do any reporting, United Way is an umbrella organization. They do not do any national reporting. Salvation Army did a mini report if you could and the only one who was able to report was their western region which indicated they spent about \$7.9 million in one quarter on similar services.

So they estimate they have spent, themselves, between one hundred and two hundred million dollars in those kinds of services. With regard to the governmental programs, there have been about 1.1 billion pounds of surplus commodities made available. In fiscal year 1984, DOD spent about \$900,000 for shelters and they have set

aside about \$500,000 this fiscal year. HHS had about \$62 million earmarked for emergency services in the Community Services Block Grant funds, and HUD indicated about \$63.8 million was spent for temporary shelters under the Community Development Block Grant funds.

Mr. GREEN. All right.

Mr. KWIATKOWSKI. With regard to the number of homeless in the country, it has been difficult to come up with a firm number because there is no uniform way of counting them. There have been several studies. Given the amount of resources available and time constraints, the best the Board could do was come up with a short study which indicated about a 16 percent increase in the number of people being sheltered, and an estimated 22 percent increase in the number of homeless in the country.

Mr. GREEN. I guess I am a little puzzled as to how you can come up with a percentage without having a starting number and finishing number.

Mr. KWIATKOWSKI. It is basically by a survey instrument. We went back to some of the same service providers used in the HUD study. We found out basically that the data base being used in the HUD study led to some erroneous counts, some say up and some say down, because they were using Rand McNally areas as a base.

When they questioned the people they were asking them about the metropolitan area which the Rand McNally area and metropolitan areas are completely different things, so there was a question about the accuracy of the number. The only thing we could do was build upon the existing data available.

Mr. GREEN. Have you reached any conclusion as to how accurate the HUD number was, whether it was high or low?

Mr. KWIATKOWSKI. No.

Mr. GREEN. Mr. Coughlin has a time problem. Let me interrupt these questions.

NATIONAL FLOOD INSURANCE PROGRAM

Mr. COUGHLIN. Thank you very much, Mr. Chairman. These will be questions that are seriatim, I guess. Can I ask you how long it normally takes to process an individual's claim with the National Flood Insurance Program?

Mr. BRAGG. We try to pay all claims within 45 days.

Mr. COUGHLIN. I ask this question because it took one of my constituents almost nine months to get a claim resolved. After six months of waiting, my constituent contacted me and it took me three months to get an answer. I want to congratulate and express my appreciation to Lydia Taylor, for finally getting it resolved, but we did go through a period of time where we had unanswered phone calls. So I would express a concern.

Mr. BRAGG. We do penalize our contractor financially for failure to meet that standard. I apologize that your constituent had a problem, but on an individual basis there are some that do have a problem.

Mr. COUGHLIN. I just wanted to make sure you are aware of it.

Mr. GIUFFRIDA. Yes, sir. We have got a note on it.

NUCLEAR WINTER

Mr. COUGHLIN. I don't mean to be unduly critical. Is FEMA playing any role in the National Research Program to find out if nuclear war would trigger a worldwide weather catastrophe called nuclear winter?

Mr. MAGUIRE. Mr. Coughlin, we are aware of the extensive amount of research that is going on in the field of nuclear winter. We, as the agency responsible for the U.S. Civil Defense Program, are concerned with the impact that those studies might have on the program itself. We are not devoting any resources ourselves, or any personnel, to the ongoing research, but are following it—to get the education, get the status of the studies as they are ongoing.

Mr. COUGHLIN. You are doing no studies yourself. You are just following studies that are ongoing.

Mr. MAGUIRE. We did one preliminary study in fiscal year 1984, and spent \$30,000 to evaluate, provide an evaluation of the initial study. That has been the extent of our resource expenditure in that area.

POPULATION PROTECTION PLANS

Mr. COUGHLIN. In terms of population protection, how many population plans have been completed?

Mr. MAGUIRE. Mr. McLoughlin.

Mr. McLOUGHLIN. Mr. Coughlin, there are about 3,300 or 3,400 plans that are needed. At the end of 1983, when we were still working on a crisis relocation plan effort, we had almost half of those; about 1,487 plans were completed at that time. You remember, when we came before the Congress in 1984, we talked about our integrated emergency management system. We changed our population planning from one of dealing specifically and exclusively with nuclear attack to one of dealing with the full spectrum of hazards.

The population protection planning aspect is essentially evacuation from hurricanes, nuclear attack, floods, and any other type of hazard for which evacuation is appropriate. In 1984, because that was the first year of the generic planning effort, we concentrated on getting one plan done per state of a prototype nature. In 1985, we are trying to complete approximately 300 plans.

Then about 500 plans in 1986, if the States are willing to pick up half of the population protection planning effort. So there is a change in the base from which we are counting the number of plans that are completed. We ultimately believe there are 3,400 areas that will need the full set of plans. If we get the 300 plans at the end of 1985, we will be roughly between 300 and 400 finished in the generic form.

EARTHQUAKE EXPERIMENT FACILITY

Mr. COUGHLIN. Finally, have you completed your study to examine the feasibility of and need for an earthquake experiment facility?

Mr. McLOUGHLIN. The earthquake policy committee FEMA chairs includes the four principal agencies working in the earth-

quake program—USGS, National Science Foundation, National Bureau of Standards. This committee is considering the initial study that outlined a series of options for approaching the problem on the large shake table.

The policy committee has just decided at the urging of the Office of Science and Technology Policy and with some additional funding support from National Science Foundation, to consider funding a two-year study at the rate of about \$350,000 per year. There are several options, Mr. Coughlin.

One is to build a large table. One is to try to schedule the Japanese large shake table. The problem with that is that they have about a six to seven-year backlog on their table already. There is some question of whether or not the research requirement is there, and would be able to support a \$200 million facility. It is estimated to require about \$60 million a year in research to be able to support that kind of facility.

So the direct answer to your question is that we are moving forward on the decision.

Mr. COUGHLIN. Thank you very much, Mr. Chairman, I appreciate it.

Mr. GIUFFRIDA. Mr. Coughlin, if it would be appropriate, perhaps to add as a postscript that FEMA is nevertheless, as you know, very actively involved in earthquake projects, not just catastrophic projects, but last year I went to a consortium of 11 States—Kentucky and some others along the New Madrid fault to do quick term, by comparison with the shake table.

It is an area of considerable interest to us, as it should be.

Mr. COUGHLIN. Thank you.

DATA BASE FOR NUMBER OF HOMELESS

Mr. GREEN. Let me return to the homeless. What would we have to do to get some sort of data base on this that we could have some reliance on?

Mr. KWIATKOWSKI. There is a proposal that the National Board has put forward that there might be a possibility of taking a day's census, one day picked in some future date to find out how many people are actually in the shelters throughout the country to get some kind of a firm base. But to try to get a number on the homeless, nobody knows if there is any good way to do that since the people are in the streets or might be staying in apartments or doubling up with other people.

There is no real way to try to get a consensus on the number of homeless.

COST OF CENSUS OF PEOPLE IN SHELTERS

Mr. GREEN. What would it cost to do the census of the people in the shelters?

Mr. KWIATKOWSKI. It probably wouldn't take too much. I think it could be done within the existing program administrative framework, if we were to institute it this year.

Mr. GREEN. Would you have a ballpark figure on how much it would cost?

Mr. KWIATKOWSKI. Not at this time, sir. I do have the dollar figures that you asked for on Phase III of the program. There has been \$36.8 million allocated for food and \$32 million allocated for shelter.

Mr. GREEN. Thank you.

The Agency has provided tables showing the number of work years by program and location for 1984, 1985 and 1986. We will insert those tables in the record at this point.

[The information follows:]

FEDERAL EMERGENCY MANAGEMENT AGENCY
 Budgeted Workyears by Location
 FY 1986 Actual

Location	Civil Defense	Coop. Emer. Prep. Ping.	Radiological Emergency Prep.	Federal Preparedness	Government Preparedness	Traffic & Fire	Flood Plain Management	Disaster Relief	Insurance Activities	Management & Administration	Emergency Food & Shel.	TOTAL
Washington, D.C.....	101	11	19	110	742	8	100	57	58	376	0	1,582
Berryville, Va.....	2	0	0	0	0	1	0	0	0	36	0	39
Eamitsburg, Md.....	59	0	0	0	0	82	0	0	0	2	0	143
Colorado Springs, Co	9	0	0	0	0	0	0	0	0	0	0	9
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2
Boston, Mass.....	25	2	7	0	0	1	8	7	0	1	0	51
Maynard, Mass.....	8	0	0	0	0	0	0	0	0	0	0	8
New York, NY.....	34	4	6	0	0	1	7	10	0	1	0	63
Philadelphia, Pa....	43	4	5	0	0	0	8	8	0	0	0	68
Olney, Md.....	41	0	0	0	0	0	0	0	0	0	0	41
Atlanta, Ga.....	22	3	5	0	0	1	18	15	0	4	0	68
Thomasville, Ga....	39	0	0	0	0	0	0	0	0	0	0	39
Chicago, Ill.....	42	3	5	0	0	0	12	8	0	0	0	70
Battle Creek, Mich..	21	1	7	0	0	1	1	0	0	0	0	31
Denton, Texas.....	48	4	3	0	0	1	14	11	0	1	0	82
Kansas City, Mo....	42	2	3	0	0	1	10	7	0	5	0	70
Denver, Colo.....	41	4	1	0	0	1	10	6	0	0	0	63
San Francisco, CA...	47	7	4	0	0	1	3	9	0	4	0	75
Bothell, Wash.....	37	1	2	0	0	1	7	6	0	1	0	55
TOTAL.....	661	46	67	110	742	100	198	144	58	433	0	2,359

FEDERAL EMERGENCY MANAGEMENT AGENCY
 Budgeted Workyears by Location
 FY 1985 Current Estimate

Location	Civil Defense	Coop. Emer. Prep. Plan.	Radiological Emergency Prep.	Federal Preparedness	Government Preparedness	Train. & Fire	Flood Plain Management	Disaster Relief	Insurance Activities	Management & Administration	Emergency Food & Shel.	TOTAL
Washington, D.C.....	103	13	19	110	810	8	96	57	60	378	6	1,660
Berryville, Va.....	2	0	0	0	0	1	0	0	0	36	0	39
Eanetsburg, Md.....	59	0	0	0	0	88	0	0	0	2	0	149
Colorado Springs, Co	9	0	0	0	0	0	0	0	0	0	0	9
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2
Boston, Mass.....	26	2	7	0	0	1	11	7	0	1	0	55
Raynard, Mass.....	8	0	0	0	0	0	0	0	0	0	0	8
New York, NY.....	36	4	6	0	0	1	10	10	0	1	0	68
Philadelphia, Pa....	45	4	5	0	0	0	11	8	0	0	0	73
Olney, Md.....	41	0	0	0	0	0	0	0	0	0	0	41
Atlanta, Ga.....	15	3	5	0	0	1	18	15	0	4	0	61
Thomasville, Ga....	39	0	0	0	0	0	0	0	0	0	0	39
Chicago, Ill.....	39	3	5	0	0	0	16	8	0	0	0	71
Battle Creek, Mich..	21	1	7	0	0	1	1	0	0	0	0	31
Denton, Texas.....	54	4	3	0	0	1	14	11	0	1	0	88
Kansas City, Mo....	40	2	3	0	0	1	11	7	0	5	0	69
Denver, Colo.....	44	4	1	0	0	1	10	6	0	0	0	66
San Francisco, CA...	47	7	4	0	0	1	7	9	0	4	0	79
Bothell, Wash.....	38	1	2	0	0	1	8	6	0	1	0	57
TOTAL.....	666	48	67	110	810	106	213	144	60	435	6	2,645

FEDERAL EMERGENCY MANAGEMENT AGENCY
 Budgeted Workyears by Location
 FY 1986 Request

Location	Civil Defense	Coop. Emer. Prep. Plng.	Radiological Emergency Prep.	Federal Preparedness	Government Preparedness	Train. & Fire	Flood Plain Management*	Disaster Relief	Insurance Activities*	Management & Administration	Emergency Food & Shel.	TOTAL
Washington, D.C.....	90	46	18	85	777	8	55	57	59	377	0	1,572
Berryville, Va.....	2	0	0	0	0	1	0	0	0	36	0	39
Emmitsburg, Md.....	57	0	0	0	0	86	0	0	0	2	0	145
Colorado Springs, Co	9	0	0	0	0	0	0	0	0	0	0	9
Brussels, Belgium...	0	0	0	0	0	0	0	0	0	2	0	2
Boston, Mass.....	13	2	7	0	0	1	11	7	0	1	0	42
Hayward, Mass.....	8	0	0	0	0	0	0	0	0	0	0	8
New York, NY.....	19	4	5	0	0	1	10	10	0	1	0	50
Philadelphia, Pa....	36	4	5	0	0	0	11	8	0	0	0	64
Olney, Md.....	41	0	0	0	0	0	0	0	0	0	0	41
Atlanta, Ga.....	7	3	5	0	0	1	18	15	0	4	0	53
Thomasville, Ga....	39	0	0	0	0	0	0	0	0	0	0	39
Chicago, Ill.....	36	3	5	0	0	0	16	8	0	0	0	68
Battle Creek, Mich..	21	1	7	0	0	1	1	0	0	0	0	31
Denton, Texas.....	51	4	3	0	0	1	14	11	0	1	0	85
Kansas City, Mo....	35	2	3	0	0	1	11	7	0	5	0	64
Denver, Colo.....	28	4	1	0	0	1	10	6	0	0	0	50
San Francisco, CA...	41	7	4	0	0	1	7	9	0	4	0	73
Bothell, Wash.....	24	1	1	0	0	1	8	6	0	1	0	42
Carson City, Nevada.	10	0	0	0	0	0	0	0	0	0	0	10
TOTAL.....	567	81	64	85	777	104	172	144	59	434	0	2,487

*Requested in the National Flood Insurance Fund and the National Insurance Development Fund.

SALARIES AND EXPENSES APPROPRIATION

Mr. GREEN. Last year FEMA estimated \$88,174,000 for personnel compensation and benefits in the 1984 salaries and expenses appropriation. That amount included \$2,478,000 in requested supplemental appropriations. It was estimated that 2,600 workyears would be funded in 1984. In 1984, FEMA actually funded 2,552 workyears from the S&E appropriation, 48 less than assumed. However, 1984 actual personnel compensation and benefits obligations were \$91,905,000, \$3,731,000 above last year's estimate.

Why did it take \$3,731,000 more in 1984 personnel compensation and benefits to fund 48 fewer workyears?

Mr. JONES. I will have to ask the budget officer to give us a hand on that.

Mr. RITA. I would like to furnish that answer for the record, Mr. Chairman. It has to do with overgradings and the number of people who don't count as ceiling, such as student interns and others, who do cost money but don't count in the personnel counts.

[The information follows:]

SALARIES AND BENEFITS FOR FY 1984

The table below shows that salaries and benefit costs for Fiscal Year 1984 were higher than budgeted due to such costs as lump sum leave, permanent change of duty station, absorbing part of the pay raise, and hiring at grades higher than originally budgeted, which were not included in the original budget estimates.

Hiring at higher grades	\$1,211,506
Lump-sum annual leave.....	452,392
Permanent change of duty station.....	430,709
Reemployed annuitants, IPA's reimbursable details	707,832
Pay raise absorbed	707,000
Overtime for Exercises	221,561
Total	3,731,000

Mr. GREEN. What type of controls do you have on the allocation of personnel compensation and benefits in different programs?

Mr. RITA. We make allocations to the various offices and to the regions at the beginning of the fiscal year based on the people they have in the budget, and we update that as we go along during the fiscal year.

FTE AND DOLLAR CONTROLS

Mr. GREEN. Do you have any control on the dollars, as opposed to the FTEs?

Mr. RITA. Yes, we do.

Mr. GREEN. How does that control work?

Mr. RITA. Up until this fiscal year we had no way of coding where people were actually performing their work. For example, if someone was in the Emergency Management Assistance Program for 51 percent of the time and doing the work in perhaps the population protection area for 49 percent of the time, 100 percent of the cost would be charged against Emergency Management Assistance.

This year we have put in a new system where we can track after the fact by reports from timekeepers how people have actually performed their time against various projects.

Mr. GREEN. Are you satisfied with that system that you won't run into the same kind of problems you had in 1984?

Mr. RITA. Hopefully, we will be able to track early. We can get indicators and be able to move money around if necessary.

Mr. GREEN. If all the transfers and rescissions proposed for 1985 are enacted, will FEMA be able to fund 2,658 work-years as shown in the budget justification?

Mr. RITA. Yes, Mr. Chairman.

FUND TRANSFER EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE

Mr. GREEN. The Agency is requesting that \$3.1 million be transferred from Emergency Management Planning and Assistance to Salaries and Expenses in 1985. This amount would provide (1) additional salary and benefit funds in the Civil Defense Program to the tune of \$2,370,000, and the Radiological Emergency Preparedness Program to the tune of \$530,000, and (2) funds needed to conduct six A-76 management reviews for an amount of \$200,000.

Why are you proposing to increase S&E in the Civil Defense Program by \$2,370,000? Congress only reduced the revised 1985 Salaries and Expenses request for Civil Defense by \$785,000. This proposal could be interpreted as a restoration of the \$2,580,000 reduction in the 1985 Civil Defense Salaries and Expenses request proposed by the Administration last May in House Document 98-213.

Mr. RITA. The problem there is that we have more FTEs at grade levels in excess of the amount available to pay the 600 plus full-time equivalents in the Civil Defense line item. And the requested fix there is \$2.4 million to right that on a permanent basis. It changes the base, Mr. Chairman.

Mr. GREEN. This is really just a continuation of the 1984 problem.

Mr. RITA. Yes, it is.

Mr. GIUFFRIDA. More than 1984. It goes back at least to 1981-1982. In addition to what you have already had presented to the committee, we are in the process now of trying to bring some balance in the grade structure, a more equitable distribution of the grades to go with the jobs.

Mr. GREEN. When did FEMA become aware of the need for additional funds for personnel?

Mr. RITA. We became aware of the problem probably late in 1983, early 1984.

FISCAL YEAR 1985 FUNDING PROBLEM

Mr. GREEN. I am referring to the shortfall in 1985 funding as opposed to the general problem of overgrading. When did you become aware that you had a fiscal year 1985 specific problem?

Mr. RITA. At the time we were putting our 1986 OMB submission together, and it was further reinforced with the outcome of the 1985 appropriation bill that we wouldn't be able to fund the people we had on October 1st for the full year without the transfer.

Mr. GREEN. Why have you proposed transferring \$2,370,000 to increase Civil Defense salary and benefit activities in fiscal year 1985 when you plan to decrease the same item by \$3,025,000 in 1986?

Mr. RITA. The decrease is associated with the 99 people we will be losing in that appropriation as a result of the President's budget for 1986.

Mr. GREEN. I guess what I am wondering is, why aren't you gearing towards that in 1985 instead of asking for additional funding?

Mr. RITA. We are asking for the funding in 1985 to carry forward into 1986 for the people we currently have. The reduction of \$360,000 is for the people we are going to lose if the President's budget is enacted as it is presented.

Mr. GREEN. I guess what puzzles me is that in essence you are going up in 1985 even though you are intending to go down in 1986.

Mr. GIUFFRIDA. Mr. Chairman, yesterday, in our testimony we pointed out that when we were directed to take these steps to help reduce the deficit, the guidelines I gave the Agency was to pay maximum sensitivity to the impact on employees. And to let that be as immutable as it could be consistent with our ability to meet the two objectives, reduction of the deficit and providing the services for which the Congress holds us responsible.

That was done in conjunction with some other things I have already done, for example, frozen travel. We have frozen other objects also. We have terminated other than full-time permanent employees. We have got constraints on overtime and promotions. So this particular action was not done in isolation. It all derives from the attempt to keep from severing people now and turning them loose without a pay check.

IMPACT IF TRANSFER IS DISALLOWED

Mr. GREEN. What would happen if the \$2,370,000 for Civil Defense activities is not transferred.

Mr. GIUFFRIDA. Well, if we don't get the transfers we asked for yesterday if the \$5,372,000 we asked for is disapproved, then I have to furlough our employees for 14 days. If the transfer of the \$2,900,000 to support the pay and benefits for the State and Local Programs and Support is disapproved, then we have to furlough our employees for seven days.

Mr. GREEN. There is no alternative to furloughing employees?

Mr. GIUFFRIDA. Yes, sir, there is, the alternative would be to approve the transfer.

Mr. GREEN. Let me point out, for example, there is \$8,297,000 budgeted for the other services' object classification, \$4,699,000 budgeted for equipment.

Mr. MARTIN. I think in most cases, Mr. Chairman, we have moved to hold that money also. There are some other things we have taken, I think, Bill, you may be able to elaborate on.

Mr. GIUFFRIDA. Clearly, asking to transfer the money, as we have done, is the lesser of two undesirable alternatives. From our point of view, after considering the amount of object classes that would be impacted, the hold on materials, the length of time which we could freeze promotions and travel without either seriously degrading the efficiency or morale of the people, brings us to these choices. And while it isn't a pleasant situation to come and say, well, we need the transfer on the one hand, the alternative is precisely what we said.

It wasn't done capriciously. We are talking about doing these things in a way that will be most compatible with what we view as the Congress intended, in terms of impact on career employees.

MANAGEMENT STUDIES

Mr. GREEN. What are the six A-76 management studies you plan to fund in 1985 with the proposed transferral of \$200,000?

Mr. MARTIN. The A-76 studies call for food service activities at the Special Facility, all of our graphic departments and our mail operations here in D.C. Up to 39 people would be involved.

Mr. GREEN. Will you fund the A-76 studies in 1985 if the \$200,000 is not provided by transfer?

Mr. MARTIN. I think we can. The attempt, of course, is to save the 39 FTEs this year and for 1986.

Mr. GREEN. What happens if the A-76 studies show it is not less expensive to contract out for these services?

Mr. MARTIN. We will have to go back to OMB and present them with some sort of plan to carry on with the activities, because in either case they are not funded. We will have to do without the service or ask for money to provide the service.

Mr. GREEN. The budget schedule shows the \$3.1 million would be transferred from the "other services" object classification. Will you provide for the record a table showing from which programs the transfer of the \$3.1 million would come?

Mr. GIUFFRIDA. Yes, sir.

[The information follows:]

Transfer from emergency management planning and assistance for salaries and expenses

(Dollars in thousands)

<i>Civil Defense</i>	<i>Amount</i>
Research:	
Research.....	\$1,099
Systems development.....	501
Subtotal.....	1,600
Telecommunication and warning: National Warning System.....	1,500
Total.....	3,100

INCREASED PAY COSTS

Mr. GREEN. FEMA is requesting \$2,427,000 be transferred from the Emergency Management Planning and Assistance appropriation to the Salaries and Expenses account in 1985 for increased pay cost. Is FEMA absorbing any of the increased pay cost in 1985? If so, how much?

Mr. RITA. No, we are not, Mr. Chairman.

Mr. GREEN. For the record, could you please provide a table comparing status of the S&E appropriation with the operating plan, similar to the table that is on page 52 of last year's hearings?

Mr. RITA. Yes, sir.

[The information follows:]

FEDERAL EMERGENCY MANAGEMENT AGENCY
 1985 Actuals Thru March 31, 1985
 Object Class Summary
 (Dollars in Thousands)

OBJECT CLASS	Salaries and Expenses*			Emerg. Mgmt. Plng. and Assist.**		
	Plan	Oblig. thru		Plan	Oblig. thru	
		3/31/85	Bal.		3/31/85	Bal.
11.X Personnel Costs.....	85,514	43,696	41,818	0	0	0
12.1 Benefits-civilian.....	8,642	3,265	3,377	0	0	0
12.2 Benefits-military.....	0	0	0	0	0	0
13.0 Benefits for former personnel.....	0	400	(400)	0	0	0
Non-Personnel Costs						
21.0 Travel and transportation of persons...	5,615	2,308	3,307	0	0	0
22.0 Transportation of things.....	204	229	(25)	10	4	6
23.1 Standard level user charges.....	6,823	6,855	(32)	0	0	0
23.2 Communications, utilities & other rent.	8,657	7,285	1,372	40,123	20,673	19,450
24.0 Printing and reproduction.....	751	577	174	3,028	1,924	1,104
25.0 Other services.....	8,886	7,181	1,705	127,961	63,019	64,942
26.0 Supplies and materials.....	1,276	811	465	4,268	1,052	3,216
31.0 Equipment.....	3,355	377	2,978	40,821	5,051	35,770
32.0 Lands and structures.....	0	0	0	11,626	295	11,331
33.0 Investments and loans.....	0	0	0	0	0	0
41.0 Grants, subsidies and contributions....	0	0	0	107,761	98,488	9,273
42.0 Insurance claims and indemnities.....	0	0	0	0	0	0
43.0 Interest and dividends.....	0	0	0	0	0	0
Total.....	129,723	74,984	54,739	335,598	190,506	145,092

* Excludes \$786,000 proposed for rescission under the Deficit Reduction Act
 Excludes pay transfer proposals
 SLUC payments are obligated in the first quarter as are some blanket
 purchase orders for supplies, telephone costs, postage, and some
 utility costs
 Includes \$360,000 in plan for Emergency Food and Shelter; only \$8,444 has been obligated

**Excludes \$1,287,000 proposed for rescission under the Deficit Reduction Act
 Excludes transfers to Salaries and Expenses for pay costs

APPROPRIATION TRANSFER FOR PAY COSTS

Mr. GREEN. Also, provide a table showing which programs you propose the \$2,472,000 will be transferred from.

Mr. RITA. Yes, sir.

[The information follows:]

Transfer from emergency management planning and assistance for pay supplemental

[Dollars in Thousands]

<i>Civil Defense</i>	<i>Amount</i>
Protection of industrial capability:	
Industrial capability protection.....	\$550
Keyworker protection.....	400
Other protection of industrial capability.....	550
Subtotal.....	1,500
Research Research.....	400
Telecommunications and warning: National Warning System.....	572
Total.....	2,472

HIRING FREEZE

Mr. GREEN. Am I correct that there was a freeze on hiring in 1984 and severe restriction on travel?

Mr. RITA. That's correct, Mr. Chairman.

Mr. GREEN. What period did that cover?

Mr. GIUFFRIDA. We will provide that for the record, Mr. Chairman.

Mr. RITA. February and August.

Mr. GREEN. Pardon?

Mr. RITA. There was a limited freeze put on in February and then 100 percent freeze in August when we were made aware that we weren't going to get the full amount of the supplemental we had requested.

Mr. GREEN. Were there any exceptions to the hiring freeze?

Mr. MARTIN. In all cases, Mr. Chairman, we make some exceptions to the hiring freeze.

Mr. GREEN. Was the freeze on hiring and restrictions on travel lifted at the beginning of fiscal year 1985?

Mr. MARTIN. Yes.

Mr. GREEN. Have you put a freeze on hiring in 1985?

Mr. MARTIN. That's correct.

Mr. GREEN. When did that happen?

Mr. MARTIN. Sometime in January, latter part of January, on hiring.

Mr. GREEN. And travel?

Mr. MARTIN. Sometime in February.

Mr. JONES. March 19.

HIRING AND TRAVEL RESTRICTIONS

Mr. GREEN. I guess I am puzzled that if the 1985 funding situation is so tight, the hiring and travel restrictions were lifted at the beginning of fiscal year 1985. Why did that happen?

Mr. MARTIN. I guess it took us a few months to get a handle on the fact we were not going to have enough S&E money to get through 1985 at our spending rate.

Mr. GIUFFRIDA. Mr. Chairman, it is important, I think, to point out there is inherent in delivering the programs a certain minimum essential level of travel, or the agency is not doing what it is supposed to do. That is the criterion that has been applied on travel.

POSITIONS AT GS-12 AND ABOVE

Mr. GREEN. On page SE-5 there is a detailed permanent positions schedule. In 1985 you show 1,219 of the 2,558 full-time permanent positions to be in the GS-12 and above grade range. What explains the fact that nearly half the full-time permanent work force is at GS-12 or above?

Mr. GIUFFRIDA. That is a problem we are trying to correct. I addressed it a few minutes ago. That is the imbalance we are trying to get at right now to bring it down to less than what it currently is, Mr. Chairman.

Mr. MARTIN. Historically, FEMA was reorganized in the 1979 or 1980 timeframe. There was a portion of the reorganization act that called for no loss of grades. A lot of that is carried forth not with the individual, with the position. We are aware of the fact that 38 percent of GS11-15's is the government average.

Ours is a little higher than that. It has taken us time to work and classify each of those positions each time they come up.

Mr. GREEN. How many full-time permanent employees at GS-12 or above are currently on board?

Mr. MARTIN. We would have to provide that for the record.
[The information follows:]

FULL-TIME PERMANENT EMPLOYEES AT THE GS-12 OR ABOVE

As of April 16, 1985, 1,119 GS-12 or above employees were on board. (This does not include SES.)

GS-12 AND ABOVE AS OF SEPTEMBER 30, 1984

Mr. GREEN. Could you also provide the same information as of September 30, 1984.

Mr. GIUFFRIDA. Yes, sir.
[The information follows:]

FULL-TIME PERMANENT EMPLOYEES AT THE GS-12 OR ABOVE AS OF SEPTEMBER 30,

As of September 30, 1984, there were 1,170 employees at the GS-12 level or above on board. (This does not include SES.)

REDUCTION OF NUMBER OF GS-11'S AND ABOVE

Mr. GREEN. Now, how do you expect to go about reducing the number of full-time permanent positions in the GS-11 through GM-15 grade range by 1990 as shown in your 1986 budget justification? You estimate that will save \$700,000.

Mr. MARTIN. We are going to develop some sort of long range plan. We have to review those, through attrition.

DEFICIT REDUCTION ACT

Mr. GREEN. FEMA is proposing two rescissions in 1985 pursuant to Section 2901 of the Deficit Reduction Act of 1984. Rescission Proposal R85-235 would reduce the S&E appropriation by \$786,000. The rescission proposal number R85-236 would reduce the Emergency Management by \$1,287,000. If both proposed rescissions are enacted, does FEMA intend to take the reduction as proposed in rescission documents?

If not, where would the reductions be taken?

Mr. RITA. We proposed to take them as stated in the rescission documents.

Mr. GREEN. The rescission proposals include under S&E \$300,000 in travel, \$361,000 in consultant services, \$125,000 in public affairs and the Emergency Management Planning and Assistance appropriation in publishing and printing activities to the tune of \$1,287,000.

Which program activities would be affected by the proposed rescissions? You can provide that for the record.

Mr. RITA. Yes, we have that.

[The information follows:]

FEDERAL EMERGENCY MANAGEMENT AGENCY
 Program Areas Affected by Deficit Reduction Act
 (Dollar Amounts in Thousands)

BUDGET ACTIVITY/PROGRAM	SALARIES AND EXPENSES				EMERGENCY MGT. PLAN: & ASSIST.	SALARIES AND EXPENSES AND EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE				
	CONSULT.		TRAVEL			TOTAL	OBJ. CLS.		OBJ. CLS.	
	11.3	23.0	24.0	24.0			11.3	23.0	24.0	TOTAL
Civil Defense										
A. State and Local Emergency Management.....	66	46	0	112	0	66	46	0	112	
B. Radiological Defense.....	0	4	0	4	0	0	4	0	4	
C. Population Protection.....	0	80	0	80	52	0	80	52	132	
D. Protection of Industrial Capability.....	0	0	0	0	0	0	0	0	0	
E. S & L Direction, Control and Warning.....	6	7	6	19	0	0	7	19	26	
F. Research.....	9	2	0	11	13	0	2	13	24	
G. Training and Education.....	18	0	0	18	507	18	0	507	525	
H. Telecommunications and Warning.....	5	9	0	14	0	5	9	0	14	
I. Automatic Data Processing (S&E).....	0	0	0	0	0	0	0	0	0	
Subtotal, Civil Defense.....	98	148	0	246	617	98	148	617	862	
Coop. Emerg. Preparedness Planning.....	0	3	0	3	12	0	3	12	18	
Radiological Emergency Preparedness.....	0	15	0	15	8	0	15	8	23	
Federal Preparedness										
A. Government Preparedness.....	212	45	0	257	8	212	45	8	265	
B. Emerg. Info. & Coordination Center.....	0	0	0	0	0	0	0	0	0	
C. Resources Preparedness.....	0	2	0	2	6	0	2	6	8	
D. Mobilization Preparedness.....	0	1	0	1	9	0	1	9	10	
E. Federal Preparedness Policy & Plan.....	14	2	0	16	1	14	2	1	17	
Subtotal, Federal Preparedness.....	226	50	0	276	24	226	50	24	300	
Training and Fire Programs										
A. Emergency Management Institute.....	14	0	0	14	70	14	0	70	84	
B. National Fire Academy.....	18	10	0	28	102	18	10	102	120	
C. U.S. Fire Administration.....	5	4	0	9	3	5	4	3	12	
Subtotal, Training & Fire Programs.....	37	14	0	51	175	37	14	175	226	
Flood Plain Management.....	0	31	0	31	450	0	31	450	481	
Disaster Relief Administration.....	0	11	0	11	0	0	11	0	11	
Insurance Activities.....	0	4	0	4	0	0	4	0	4	
Emergency Food & Shelter.....	0	0	0	0	0	0	0	0	0	
Subtotal, Emerg. Plan. Assist. & Sup.....	361	276	0	637	1,287	361	276	1,287	1,924	
Management and Administration.....	0	24	125	149	0	0	24	125	149	
TOTAL, OPERATING PROGRAMS.....	361	300	125	786	1,287	361	300	1,412	2,073	

Mr. GREEN. Could you provide for the record a table showing the amount of funds included in FEMA's budget for each of those five activities in Section 2901? The table should include the 1984 base, the 1985 base, and the amount of reduction FEMA proposes for each.

Mr. RITA. Yes, sir.

[The information follows:]

Effects of Deficit Reduction Act in Fiscal Year 1985
(Dollar Amounts in Thousands)

BUDGET ACTIVITY/PROGRAM	1984 ACTUAL				1985 BASE				DEFICIT REDUCTION ACT				1984 ACT.			1985 BASE			DEFICIT REDUCTION ACT		
	SALARIES AND EXPENSES				SALARIES AND EXPENSES				SALARIES AND EXPENSES				EMERGENCY	EMERGENCY	EMERGENCY	EMERGENCY	EMERGENCY				
	CONSULT.	TRAVEL	PUB. AFF.	TOTAL	CONSULT.	TRAVEL	PUB. AFF.	TOTAL	CONSULT.	TRAVEL	PUB. AFF.	TOTAL						MONIT. PLAN		ASSTIST.	ASSTIST.
	OBJ. CLS.	OBJ. CLS.	OBJ. CLS.	S&E	OBJ. CLS.	OBJ. CLS.	OBJ. CLS.	S&E	OBJ. CLS.	OBJ. CLS.	OBJ. CLS.	S&E						OBJ. CLS.		OBJ. CLS.	OBJ. CLS.
11.3	21.0	24.0		11.3	21.0	24.0		11.3	21.0	24.0		24.0	24.0	24.0							
Civil Defense																					
A. State and Local Emergency Management.....	210	607	0	817	210	1,271	0	1,481	64	44	0	112	0	0	0	0	0	0	0		
B. Radiological Defense.....	0	50	0	50	0	107	0	107	0	0	0	0	0	0	0	0	0	100	24		
C. Population Protection.....	0	649	0	649	0	2,110	0	2,110	0	0	0	0	0	0	0	0	0	200	52		
D. Protection of Industrial Capability.....	0	134	0	134	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
E. S & L Direction, Control and Warning.....	0	35	0	35	0	192	0	192	0	7	0	7	11	0	0	0	74	0	19		
F. Research.....	29	23	0	52	29	52	0	81	9	2	0	11	10	0	0	0	51	0	12		
G. Training and Education.....	59	152	0	211	59	0	0	59	18	0	0	18	1,602	1,933	0	0	307	0	0		
H. Telecommunications and Warning.....	15	3	0	18	15	228	0	243	3	0	0	3	0	0	0	0	0	0	0		
I. Automatic Data Processing (S&E).....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
Subtotal, Civil Defense.....	313	1,673	0	1,986	313	3,064	0	4,177	98	148	0	246	1,108	2,380	0	0	617	0	0		
Comp. Emerg. Preparedness Planning.....	0	143	0	143	0	76	0	76	0	3	0	3	33	0	0	0	50	0	13		
Radiological Emergency Preparedness.....	0	370	0	370	0	385	0	385	0	15	0	15	0	0	0	0	31	0	0		
Federal Preparedness																					
A. Government Preparedness.....	309	816	0	1,205	676	1,184	0	1,860	212	43	0	257	3	0	0	0	50	0	0		
B. Emerg. Info. & Coordination Center.....	0	7	0	7	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0		
C. Resources Preparedness.....	0	26	0	26	0	39	0	39	0	2	0	2	11	0	0	0	22	0	6		
D. Mobilization Preparedness.....	0	50	0	50	0	21	0	21	0	1	0	1	0	0	0	0	25	0	9		
E. Federal Preparedness Policy & Plan.....	44	34	0	80	45	51	0	96	14	2	0	16	0	0	0	0	5	0	1		
Subtotal, Federal Preparedness.....	453	936	0	1,389	721	1,295	0	2,016	226	50	0	276	19	0	0	0	92	0	24		
Training and Fire Programs																					
A. Emergency Management Institute.....	0	0	0	0	45	10	0	55	14	0	0	14	40	0	0	0	272	0	70		
B. National Fire Academy.....	58	223	0	281	58	265	0	323	18	10	0	28	129	0	0	0	394	0	182		
C. U.S. Fire Administration.....	15	57	0	72	15	0	0	100	5	4	0	9	35	0	0	0	11	0	3		
Subtotal, Training & Fire Programs.....	73	280	0	353	118	360	0	478	37	14	0	51	204	0	0	0	677	0	175		
Flood Plain Management.....	0	340	0	340	0	823	0	823	0	31	0	31	31	0	0	0	1,738	0	450		
Disaster Relief Administration.....	0	158	0	158	0	290	0	290	0	11	0	11	0	0	0	0	0	0	0		
Insurance Activities.....	0	75	0	75	0	119	0	119	0	0	0	0	0	0	0	0	0	0	0		
Emergency Food & Shelter.....	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
Subtotal, Emerg. Plan. Assist. & Sup.....	819	3,976	0	4,795	1,152	7,232	0	8,384	361	276	0	637	1,423	4,968	0	0	1,207	0	0		
Management and Administration.....	0	373	0	373	0	622	200	822	0	24	125	149	0	0	0	0	0	0	0		
TOTAL, OPERATING PROGRAMS.....	819	4,549	0	5,448	1,152	7,854	200	9,206	361	300	125	786	1,423	4,968	0	0	1,207	0	0		

BUDGET ACTIVITY/PROGRAM	1964 ACTUAL				1965 BASE				DEFICIT REDUCTION PCY			
	SALARIES AND EXPENSES AND EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE				SALARIES AND EXPENSES AND EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE				SALARIES AND EXPENSES AND EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE			
	OBJ. CLS.	OBJ. CLS.	OBJ. CLS.	TOTAL	OBJ. CLS.	OBJ. CLS.	OBJ. CLS.	TOTAL	OBJ. CLS.	OBJ. CLS.	OBJ. CLS.	TOTAL
11.3	21.0	24.0		11.3	21.0	24.0		11.3	21.0	24.0		
Civil Defense												
A. State and Local Emergency Management.....	210	407	0	617	210	1,191	0	1,401	66	46	0	112
B. Radiological Defense.....	0	56	50	106	0	107	100	207	0	4	26	30
C. Population Protection.....	0	649	55	724	0	2,110	200	2,310	0	0	52	132
D. Protection of Industrial Capability.....	0	134	0	134	0	0	0	0	0	0	0	0
E. S & L Direction, Control and Warning.....	0	33	11	44	0	192	74	266	0	7	19	26
F. Research.....	29	23	19	62	29	52	51	132	9	2	13	24
G. Training and Education.....	59	152	1,002	1,213	59	0	1,955	2,014	18	0	507	525
H. Telecommunications and Warning.....	15	3	0	18	15	228	0	243	5	9	0	14
I. Automatic Data Processing (SAE).....	0	0	0	0	0	0	0	0	0	0	0	0
Subtotal, Civil Defense.....	313	1,473	1,100	3,684	313	3,884	2,300	6,577	98	148	617	863
Coop. Emerg. Preparedness Planning.....	0	145	33	178	0	76	50	126	0	3	13	16
Radiological Emergency Preparedness.....	0	370	0	370	0	385	31	416	0	13	0	23
Federal Preparedness												
A. Government Preparedness.....	309	816	3	1,208	676	1,184	30	1,890	212	45	0	263
B. Emerg. Info. & Coordination Center.....	0	7	1	8	0	0	0	0	0	0	0	0
C. Resources Preparedness.....	0	26	11	37	0	39	22	61	0	2	6	8
D. Mobilization Preparedness.....	0	50	4	54	0	21	35	56	0	1	9	10
E. Federal Preparedness Policy & Plan.....	44	34	0	80	45	51	5	101	14	2	1	17
Subtotal, Federal Preparedness.....	433	935	19	1,387	721	1,295	92	2,108	226	50	24	300
Training and Fire Programs												
A. Emergency Management Institute.....	0	0	40	40	45	10	272	327	14	0	70	84
B. National Fire Academy.....	50	223	129	410	50	265	394	717	18	10	102	130
C. U.S. Fire Administration.....	13	37	35	107	13	85	11	111	5	4	3	12
Subtotal, Training & Fire Programs.....	73	260	204	537	118	360	677	1,135	37	14	175	226
Flood Plain Management.....	0	340	51	391	0	823	1,758	2,561	0	31	450	481
Disaster Relief Administration.....	0	158	0	158	0	290	0	290	0	11	0	11
Insurance Activities.....	0	75	0	75	0	119	0	119	0	0	0	0
Emergency Food & Shelter.....	0	0	0	0	0	0	0	0	0	0	0	0
Subtotal, Emerg. Plan. Assist. & Sup.....	819	3,976	1,423	6,218	1,152	2,272	4,940	13,352	361	276	1,207	1,924
Management and Administration.....	0	573	80	653	0	622	200	822	0	24	125	149
TOTAL, OPERATING PROGRAMS.....	819	4,549	1,503	6,871	1,152	7,054	5,160	14,174	361	300	1,412	2,073

PURCHASE OF MOTOR VEHICLES

Mr. GREEN. The appropriation language requested in 1986 for the S&E appropriation is modified from the language carried last year. Why have you requested authority to purchase motor vehicles in 1986? Previously, you only requested authority to hire passenger motor vehicles.

Mr. JETT. Let me speak to that briefly, Mr. Green. The statutes of the U.S. Code require that if we are to purchase motor vehicles, we have to have the permission of Congress. We have a plan to purchase a very limited number of motor vehicles for operations at our special facility during fiscal year 1986.

That is why it is requested. Actually, authority was requested one time earlier. I believe in 1983 there was a request in the President's budget to purchase motor vehicles. That was not ultimately enacted into the appropriations, but in our appropriations language for fiscal year 1983, we had requested it previously. It is not the first time we have requested it, but this year's request is to address this particular requirement.

It is a very limited number of vehicles. Maybe, Bill, you could address it.

Mr. WILLIAMS. I think it is about 9 vehicles.

Mr. GREEN. Why don't you use the term, "passenger vehicle," to describe it?

Mr. WILLIAMS. I believe it is because the basic function is to provide an emergency mission rather than carry passengers. They are not for personal or operating convenience. They are either to guard the perimeter, gates, do police work, maintenance work, this type.

COMPREHENSIVE MULTI-HAZARD LEGISLATION

Mr. GREEN. Last year, we discussed the possibility of one comprehensive piece of multihazard emergency preparedness legislation. That would cover what are now a number of separate authorizations for each program. You indicated the topic was being discussed at FEMA and there was not unanimous enthusiasm for the proposal. That is reflected on page 44 of last year's hearing.

Mr. Boner touched on the topic yesterday. Have you given any further consideration to such a legislative proposal? If so, what are the conclusions?

Mr. GIUFFRIDA. Yes, I still think it is an inevitable requirement. The lack of enthusiasm that I described in my testimony last year, and again briefly yesterday, really is the unwillingness of the Agency to come and in effect engage in combat with a variety of committees on the Hill that already have a piece of FEMA's action.

That is the straight, honest unexpurgated answer. It is not, in my judgment, enough to justify failing to engage. As recently as this week, I have once again addressed the issue. I think it is inevitable. When it is finally done, not only will the whole process of delivering protection to our citizens be done better, but we will save a great deal of money.

PROGRAMS REQUIRING AUTHORIZING LEGISLATION

Mr. GREEN. FEMA is requesting funds in 1986 for a number of programs requiring authorizing legislation. Could you please provide a list of programs requiring legislation in 1986 and amounts for each program?

Mr. GIUFFRIDA. Yes, sir.

Mr. JETT. We will do that.

[The information follows:]

PROGRAMS REQUIRING AUTHORIZATION IN FISCAL YEAR 1986

Program	Amount		
	S&E	EMPA	Total
Civil Defense: Section 408 of Federal Civil Defense Act (50 U.S.C. App 2260) requires annual authorization. Introduced as H.R. 1431.....	\$29,807	\$89,318	\$119,125
Earthquake Hazards Reduction Program: Section 7 of Earthquake Hazards Reduction Act (42 U.S.C. 7706). Introduced as H.R. 1728.....	900	4,696	5,596
Fire Programs: Section 17 of Federal Fire Prevention and Control Act (15 U.S.C. 2216). Introduced as H.R. 1727.....	4,986	14,336	19,322
Disaster Relief Program: Section 606 of Disaster Relief Act of 1974 (42 U.S.C. 5202). Appropriations authorization expired September 30, 1981 both for Disaster Relief Fund to President and administrative expenses to FEMA.....	6,400	194,000	200,400
Flood Insurance: Appropriation authorization includes authority to reimburse Fund. Section 1376 of National Flood Insurance Act has permanent legislation with no expiration date. Authority to write new contracts of insurance expires September 30, 1985.....			

CIVIL DEFENSE

Mr. GREEN. Let's turn to the Civil Defense Program. You request \$119,125,000 and 567 workyears for Civil Defense in 1986.

Mr. GIUFFRIDA. Yes.

Mr. GREEN. That is a decrease of \$58,829,000 and 99 workyears from the currently estimated 1985 program level. That is the largest programmatic reduction you are proposing. In your statement, on page 3, Mr. Director, you indicate this action is linked to the need to reduce the Federal deficit. On what basis did you make the determinations as to which individual Civil Defense activities would be reduced in 1986.

Mr. McLoughlin. Mr. Green, if I could briefly summarize one point I made yesterday, with respect to a question Mr. Boner raised, then give you the direct answer. We have submitted budgets to the Congress in the range of \$250 million in 1983, 1984, 1985 which in effect were rejected by the Congress, although we did get increases. Given that, OMB directed us to reduce our program to the 1981 level which was \$119.1 million.

Starting with that base, we then had to make the choices on the individual programs which is the heart of your question. We had two factors to guide us. One of the things was we wanted to keep the proportion of pass through money to the States the same as it had been in previous years so that it was an equitable distribution of the reductions.

We can demonstrate the fact that that is about a 53 percent direct pass through. That does not count the other parts of the pro-

gram like warning communications, which in effect are supporting State efforts, but are 100 percent Federally funded. Given that pass through being equal, we also decided to maintain personnel, those two being the principal factors directing our decisions.

We had experienced personnel at all levels, Federal, State and local. We wanted to retain those as opposed to hardware. The next question had to deal with Emergency Management Assistance. That was \$57 million in 1985. If we reduced the Emergency Management Assistance to 1981 dollars, that would have been a shade less than \$35 million, which we thought was unacceptable. That is a 40 percent reduction in that one account.

Therefore, we reduced that account only by 12 percent, as we reduced our own number of FTE by 15 percent. Once the EMA was established at 50.3, then we decided on the rest of the program elements and how they ought to be cut. We wanted to retain people in the population protection area, in training and education and in radiological defense, where people are currently funded at 100 percent.

The only alternative we had was to reduce the ratio on the match on these. We decided to go to a 50-50 match program in all three of these areas. That would be for roughly 500 people. That caused us to reduce the protection of industrial capability to zero and reduce research to half a million.

If we had kept research as it was in 1981, the program would have been roughly \$11 million. So the decision was driven by choices on people and allocating a proportionate share of funding to the State and local governments. That is how we basically arrived at those decisions.

Mr. GREEN. I guess I follow you. But what puzzled us was the fact that as you looked on page CD-4, at the estimates by program office, the decrease in the individual program offices are all over the lot.

Mr. McLOUGHLIN. Yes.

Mr. GREEN. As you point out, from 100 percent for industrial capability down to only 1 percent for 1983.

Mr. McLOUGHLIN. That's correct. Pass through monies on the Civil Defense programs to State and local governments are items A, B, C and E and Item G, training and education. And you will see in looking at this table that we took a major hit in Item H, telecommunication and warning. That was cut by roughly half. We zeroed out protection of industrial capability.

Research was cut significantly. We can demonstrate and I can provide for the record, if you like, a distribution of the 53 percent funding in 1985 and how that was held constant in 1986.

The problem is that all of these monies are not direct pass through monies. Some of them are held at the Federal level. So it is not a matter of taking simply the individual gross numbers here to arrive at 53 percent.

[The information follows:]

CIVIL DEFENSE BUDGET

	1984		1985	
	FED	S/L	FED	S/L
State/local emergency management:				
Emergency Management Assistance.....		57		50.3
Industrial Mobilization Augmentees/American Red Cross	1.8		1.0	
Radiological defense:				
Planning and Development.....	.4	2.6		1.3
Instrumentation.....	1.2	6.1	1.4	3.6
Population protection:				
Planners.....	3	8.4		4.2
Shelter Survey.....	.2	4.0		2.0
Protection of industrial capability.....	1.5			0
State/local direction control and warning:				
Emergency Operating Centers		9.2		0
Warning/Communications		6		0
Emergency Broadcast System .....	.4			
Other State/Local Direction Control and Warning.....	.6	1.3	.7	
Research.....	2.3		5	
Training and education.....	8.4	6.5	5.5	2.9
Telecommunications and warning.....	32.3		15.9	
Salaries and expenses.....	32.8		29.8	
Total.....	82.2	95.7	54.8	64.3
Pass Thru %		53.8		53.9

STATE AND LOCAL DIRECTION, CONTROL AND WARNING

Mr. GREEN. If the overall Civil Defense Budget does not increase in 1987 and 1988, would the State and Local Direction Control and Warning Program increase, decrease or remain about the same?

Mr. McLOUGHLIN. Would you repeat the first part of your question?

Mr. GREEN. If the Civil Defense budget doesn't increase in fiscal year 1987 and 1988 would the State and Local Direction Control and Warning Program increase, decrease or remain about the same?

Mr. McLOUGHLIN. Essentially, remain the same. All these program elements would essentially remain the same.

MULTI-YEAR CIVIL DEFENSE PLAN

Mr. GREEN. Has the multiyear plan for the Civil Defense Program in the outyears, 1987 and beyond, changed since last year? If so, how?

Mr. MAGUIRE. Yes, sir, it has. The outyear program is a level program over the next several years.

Mr. GREEN. What is the total cost of the multiyear Civil Defense Program you are now proposing? Last year, the cost of the five-year program was \$2 billion. The year before there was a seven-year \$4 billion program.

Mr. MAGUIRE. There is no total cost for the outyear program. This is a maintenance level for the entire program, and the maintenance level over the outyears.

Mr. GREEN. For the record, could you update the multiyear Civil Defense plan on pages 38 and 39 of last year's hearing?

[The information follows:]

MULTI-YEAR PLAN

The current allowance for the Civil Defense Program for FY's 1987-1990 is essentially at the FY 1986 level plus estimated inflation. FEMA has not developed a detailed allocation for each of the outyears (FY's 1987-1990). However, it is anticipated that such allocations would be very close to the FY 1986 allocation, reflecting a rationale similar to that for the FY 1986 request.

POPULATION PROTECTION

Mr. GREEN. Two years ago, the multi-year Civil Defense plan estimated population protection would cost approximately \$1.9 billion, nearly half the total cost of that that multiyear plan. Last year, you estimated the population protection would be approximately \$380 million of the \$2 billion revised multiyear Civil Defense Plan.

Why was the population protection part of the program reduced from nearly 50 percent of the cost to approximately 19 percent of the cost?

Mr. MAGUIRE. As Mr. McLoughlin previously described, Mr. Green, the 1985 program was based on criteria of the overall \$4 billion program; we came in with a request to the Congress for approximately \$250 million. The decisions made at that time were completely different from the decisions made in formulating the program for 1986. For 1986 it is strictly a maintenance program.

USE OF GOVERNMENT LEASED VEHICLE

Mr. GREEN. Last summer, the subcommittee became aware that individuals with FEMA were in violation of Section 406 of the general provisions of the 1984 HUD-Independent Agencies Appropriations Act. We planned to deal with this matter in the Second Supplemental Appropriation bill. But in conference on that bill, Senator Garn said he preferred to handle the situation without legislation. A statement reiterating the contents of Section 406 was therefore included in the Statement of Managers.

After discussion at the staff level, the Director on October 1, 1984, totally discontinued any use of a government vehicle between his residence and work station, other than for direct support of official duty purposes. Is that accurate?

Mr. GIUFFRIDA. That's correct.

Mr. GREEN. How many times have you been picked up at your residence since October 2, 1984?

Mr. GIUFFRIDA. Mr. Chairman, we provided to the staff an inventory of those trips to the best of my ability to reconstruct them.

Mr. GREEN. All those occasions were in direct support of official duties?

Mr. GIUFFRIDA. To the best of my knowledge, that list is complete. [The list follows:]

DIRECTOR'S USE OF GOVERNMENT CAR

OCTOBER 1984

Tuesday, October 23—pickup at residence for morning flight to Salt Lake City
Monday, October 29—pickup at residence for morning flight to Mexico

NOVEMBER 1984

Monday, November 5—pickup at residence for travel to NETC
 Tuesday, November 13—pickup at residence for attendance at breakfast meeting,
 White House
 Wednesday, November 14—pickup at residence for morning flight to Detroit
 Thursday, November 15—pickup at residence for breakfast meeting
 Friday, November 16—pickup at residence for morning flight to Daytona

DECEMBER 1984

Wednesday, December 5—pickup at residence for meeting at the Pentagon
 Monday, December 17—pickup at residence for meeting at the Special Facility
 Wednesday, December 19—pickup at residence for breakfast meeting

JANUARY 1985

Thursday, January 17—pickup at residence for breakfast meeting
 Thursday, January 31—pickup at residence for attendance/speech at Learn Not
 to Burn Conference at Hyatt Regency in Crystal City

FEBRUARY 1985

Friday, February 1—pickup at residence for morning flight to Atlanta
 Sunday, February 3—pickup at residence for attendance at NETC to give opening
 remarks to Costa Rican participants in the EMC
 Tuesday, February 5—pickup at residence for presentation to Costa Ricans, NETC
 Wednesday, February 13—pickup at residence to catch a train to Philadelphia to
 attend Regional Directors' Causus

MARCH 1985

March 12, 1985—pickup at residence to attend NEMA breakfast/meeting/conference
 at Stouffer's in Crystal City

HOLIDAY GREETINGS

Mr. GREEN. In December 1984, you sent letters to the Members wishing them a joyous holiday. Congressman Stark requested an opinion from GAO on using frank mail for that purpose. In its opinion, the GAO stated it has no jurisdiction for stating what may be sent by franked mail; the standards being set by the Postmaster General. However, GAO does think the holiday greeting letter was an improper use of penalty mail.

Can you explain why penalty mail was used for that, and your intentions for the future on that?

Mr. JETT. First, Mr. Green, the letter indicated we were looking very much forward to working with the Congress in the up-coming year. We did not treat it as a Christmas card.

The General Accounting Office had issued previous decisions with respect to, we have provided the committee the language, they had issued opinions as to Christmas cards. We certainly didn't regard the notation as a Christmas card.

I have been in communication with GAO since their draft opinion they gave to Mr. Stark. They indicated to him they had initially researched this and would give him a final opinion later. I have been in communication with them, and indicated my questions really about: were they extending this? would this be federal-wide advice, that they would be extending their previous decision as it related to cards?

They were not able to yet make a decision on that. We are in a position of waiting for a GAO decision.

Mr. GREEN. My understanding is that on March 20, 1985, GAO did write to Mr. Stark.

Mr. JETT. It did.

Mr. GREEN. And specifically said, "For the reasons explained below, we think the holiday greeting letter was a violation of our longstanding rule against sending Christmas cards with appropriated funds, and consequently, an improper use of penalty mail."

Mr. JETT. Again, we understand that. They issued it to Mr. Stark saying this is our interim findings. We intend to consider a final finding some time subsequent to that.

As I say, I have been in touch with them about this, and we will take whatever action, obviously, they resolve. We have since tightened our procedures with regard to these kind of matters. But, again, we did not regard the correspondence as simply a seasonal greeting.

Mr. GREEN. You have not reached any conclusion as to whether reimbursement is due for the mailing expenses associated with that correspondence?

Mr. JETT. I have not, but that would be a matter for the GAO report.

Mr. GREEN. All right.

[CLERK'S NOTE: SUBSEQUENT TO THE HEARING, THE FOLLOWING LETTER OF CLARIFICATION WAS RECEIVED:]



Federal Emergency Management Agency

Washington, D.C. 20472

APR 21 1985

Honorable Edward P. Boland
 Chairman
 Subcommittee on HUD-Independent Agencies
 Committee on Appropriations
 House of Representatives
 Washington, DC 20515

Dear Mr. Boland:

I am writing this letter to clarify my recent testimony before your Subcommittee on April 18-19, pertaining to GAO Decision B-217555 of March 20, 1985 (copy enclosed). During the hearings and in response to a question, I stated that the GAO decision was interim and that we would be better able to advise the Subcommittee on the matter when the GAO decision is made final.

On a more careful reading of the decision, I find that it is a final decision by the Comptroller General, but to be released to the public 30 days following its delivery to Congressman Stark. That date has now past.

As indicated in my response, I have undertaken discussions with GAO to register my view that their opinion clearly constitutes an extension of earlier Comptroller General decisions concerning printing costs associated with production or purchase of Christmas cards. GAO made no effort to interview any agency official before rendering its decision to Congressman Stark. Also, GAO indicates in its decision that it has no official role in determining the issue or in enforcing the penalty on any question of mail usage penalty.

This is not to say, however, that we will not be guided by the GAO's March 20 report. Please be assured that we are giving most serious consideration to the GAO's views and have taken steps to ensure that we carry out their position with respect to these issues in all future correspondence.

I trust this letter provides sufficient clarification on my testimony.

Sincerely,

George Jett
 General Counsel

Enclosure

REALIGNMENT OF GRADE STRUCTURE

Mr. GIUFFRIDA. While you are getting your papers together, Mr. Chairman, I would like to take you back, if I may, to the question about a hump in grades in FEMA which we have been trying to address and which we in fact inherited, as Mr. Martin pointed out. I know the committee understands that there are competing pressures on a single personnel action, let alone a major realignment of grades that run at that level.

CIVIL DEFENSE

Mr. GREEN. If we can turn to the detailed budget justifications, the first tab is Civil Defense. You are requesting \$119,125,000, and 567 workyears for civil defense activities in 1986—a decrease of \$58,829,000, and 99 workyears below comparable 1985 levels.

Of the total 1986 Civil Defense request, \$89,318,000 is under the Emergency Management, Planning and Assistance account; and \$29,807,000 is under Salaries and Expenses allocation.

On page CD-1, the second paragraph, the legend states that FEMA's objective is to support all state and local personnel on a 50-50 matching fund basis. During a two-year transition period, FEMA intends to apply this 50-50 ratio to the aggregated cost for all personnel currently funded at 100 percent. This will give the option to the states to use the Federal match to fund, fewer personnel currently at 100 percent funding, or greater number at a 50 percent match. We earlier discussed this issue as an option being considered, I think last year.

Can FEMA change these percentages on its own, or does it require legislation?

Mr. McLoughlin. It does not require legislation, Mr. Green.

EXEMPLARY PROJECT INITIATIVE

Mr. GREEN. Last year, reflected on pages 54 and 55 of the hearing, we discussed an exemplary project area initiative. Can you bring us up to date on this demonstration program? Have demonstration locations been chosen; and if they have, what are they?

Mr. McLoughlin. We expected, Mr. Green, when we came to the Congress last year, to have a program we called Demonstration of Emergency Management Operating Systems, DEMOS. When the budget was cut from our request of \$250 million down to \$181 million last year, we had to take a very serious reduction in the state and local direction control warning element. We had to cut our emergency operating center money to about \$9.2 million, and our telecommunication, warning and communication money, to only \$575,000.

Given that, and given the other restrictions of the program, we decided, since we also did not have sufficient increased funding in the Emergency Management Assistance account, that it was unfair to single out selected communities and give them a larger share of the emergency management assistance or direction, control and warning money. So, in an effort to be equitable and with the advice and counsel of the state Emergency Services Directors, we terminated that program.

TRANSFER OF WORKYEARS FROM GENERAL SERVICES ADMINISTRATION

Mr. GREEN. On page SE-3, there is mention of five workyears transferred to FEMA from GSA. Why were these transfers taking place?

Mr. RITA. Mr. Chairman, we took over the facility in Denton, Texas. Those transfers are maintenance people to run that plant. It is a Federal Relocation Center in Denton.

STATE DEFENSE FORCES

Mr. GREEN. Last year, the subcommittee received an inquiry regarding State Defense Forces. As I understand it, State Defense Forces are loosely organized units of retired officers, civil air patrol types, those who could not meet regular National Guard requirements.

Is that accurate?

Mr. GIUFFRIDA. No, that is not accurate, Mr. Chairman.

Mr. MAGUIRE. The State Defense Force is an initiative conducted by the Department of Defense in conjunction with FEMA to have personnel who would be available in the event of a national emergency to be left behind in this country and perform the functions normally performed by the National Guard and our Reserve forces.

Mr. GIUFFRIDA. That was called a State Guard in World War II days. It is a state program. Some states have a state guard or state militia, and some do not. But they are not all retired officers or noncommissioned officers. It is the state's prerogative to do with it what it wants as far as organizing it.

Mr. GREEN. The Public Affairs Office indicated, at the time, federal law prohibits federal support of these State Defense Forces. However, there was an indication FEMA was working with DOD to change that law.

Has legislation been submitted that would allow federal support for such State Defense Forces?

Mr. GIUFFRIDA. Not to our knowledge.

Mr. JETT. We have discussed no such legislation with anyone, to my knowledge.

Mr. GREEN. So, you are not aware of any proposal within the Administration to submit this kind of legislation?

Mr. JETT. I am not aware of it. And I believe I would be if there were such.

Mr. GREEN. What level of funding would be needed if we were to get a change in the law?

Mr. GIUFFRIDA. I have no way of forecasting that, Mr. Chairman.

Mr. GREEN. Would you think that would come from DOD or FEMA?

Mr. GIUFFRIDA. No, I certainly don't think it would come from FEMA.

Mr. MAGUIRE. Mr. Green, I hope you recognize that this is totally a state initiative. There are 14 states currently with State Defense Forces—or Home Guard, as they were called in World War II. Our initiative is to promote with the states that activity so they will have legislation and they will provide the cost of the force that might be required.

Mr. GIUFFRIDA. There is nothing contemplated to go in FEMA's budget to fund any State Defense Force, Mr. Chairman.

EMERGENCY MANAGEMENT ASSISTANCE GRANTS

Mr. GREEN. Thank you.

You are requesting \$50,300,000 for Emergency Management Assistance Grants in fiscal year 1986. That is a decrease of \$6.7 million below 1985 levels. On page CD-17, you mentioned a new distribution formula implemented in 1984 that has made the allocation of EMA funds among the states more equitable. We discussed the changes last year, reflected on page 67 of the hearings.

How will the 1986 reduction be applied? Will it be a proportional basis?

Mr. McLoughlin. It will be in exactly the same formula we used in 1985.

Mr. GREEN. Did any state receive less funding in 1984 than in 1983? If so, which state or states? How much and why?

Mr. McLoughlin. No State received less. Ninety-eight percent of it has to be distributed by formula. That leaves a 2 percent reserve to fund territories and any new communities that might come in. Rather than apply that to new communities, we held harmless every state from the previous years.

Mr. GREEN. Could you provide a table of funding by state for 1984 and 1985, and proposed for 1986?

Mr. McLoughlin. Yes.

[The information follows:]

	FY84 EMERGENCY MGT ASSIST	FY85 EMERGENCY MGT ASSIST	FY86 EMERGENCY MGT ASSIST
REGION I			
Connecticut	\$792,568	\$788,687	\$707,824
Maine	\$523,244	\$558,120	\$495,864
Massachusetts	\$1,175,046	\$1,204,296	\$1,062,244
New Hampshire	\$251,974	\$333,529	\$297,795
Rhode Island	\$296,130	\$401,109	\$383,062
Vermont	\$235,967	\$219,585	\$222,621
R-I totals	\$3,274,929	\$3,645,326	\$3,139,430
REGION II			
New Jersey	\$1,550,767	\$1,537,979	\$1,330,151
New York	\$4,200,956	\$4,205,688	\$3,349,003
Puerto Rico	\$983,356	\$972,367	\$814,447
Virgin Islands	\$91,519	\$94,841	\$83,697
R-II totals	\$6,906,598	\$6,890,875	\$5,607,298
REGION III			
Delaware	\$364,670	\$435,857	\$382,695
Dist. of Columbia	\$373,791	\$443,680	\$388,074
Maryland	\$1,078,433	\$1,101,613	\$967,922
Pennsylvania	\$2,287,541	\$2,312,202	\$2,017,090
Virginia	\$1,205,287	\$1,236,053	\$1,072,377
West Virginia	\$476,374	\$540,826	\$487,522
R-III totals	\$5,865,066	\$6,070,231	\$5,315,680
REGION IV			
Alabama	\$1,194,771	\$1,115,793	\$955,134
Florida	\$1,967,980	\$2,066,738	\$1,820,334
Georgia	\$1,468,762	\$1,421,838	\$1,198,940
Kentucky	\$808,472	\$868,286	\$769,708
Mississippi	\$732,844	\$743,689	\$655,778
North Carolina	\$1,428,402	\$1,377,856	\$1,211,509
South Carolina	\$896,948	\$920,829	\$811,827
Tennessee	\$1,032,441	\$1,071,437	\$944,149
R-IV totals	\$9,590,620	\$9,584,166	\$8,367,379
REGION V			
Illinois	\$1,946,391	\$2,139,205	\$1,684,502
Indiana	\$1,128,349	\$1,197,414	\$1,054,021
Michigan	\$1,850,374	\$1,871,982	\$1,631,328
Minnesota	\$1,796,307	\$1,608,365	\$1,132,236
Ohio	\$1,626,630	\$1,897,444	\$1,670,287
Wisconsin	\$1,304,285	\$1,262,930	\$1,041,391
R-V totals	\$9,654,936	\$9,977,340	\$8,413,765
REGION VI			
Arkansas	\$681,713	\$750,770	\$663,834
Louisiana	\$1,056,306	\$1,064,605	\$935,126
New Mexico	\$207,463	\$336,909	\$402,374
Oklahoma	\$755,207	\$840,583	\$742,241
Texas	\$2,139,500	\$2,400,001	\$2,261,543
R-VI totals	\$4,840,349	\$5,392,868	\$5,002,918
REGION VII			
Iowa	\$646,962	\$715,000	\$678,000
Kansas	\$733,626	\$745,147	\$650,867
Missouri	\$926,183	\$1,060,677	\$936,843
Nebraska	\$492,069	\$535,354	\$471,265
R-VII totals	\$2,798,840	\$3,056,178	\$2,736,975
REGION VIII			
Colorado	\$681,758	\$758,242	\$681,222
Montana	\$500,024	\$511,975	\$446,618
North Dakota	\$407,367	\$450,226	\$401,225
South Dakota	\$385,618	\$405,931	\$350,236
Utah	\$470,966	\$560,189	\$492,014
Wyoming	\$318,545	\$404,770	\$355,070
R-VIII totals	\$2,762,278	\$3,091,333	\$2,736,379
REGION IX			
Arizona	\$767,437	\$834,131	\$726,171
California	\$5,020,257	\$4,807,719	\$4,081,303
Hawaii	\$591,502	\$580,022	\$504,914
Nevada	\$320,205	\$400,000	\$344,241
American Samoa	\$39,231	\$40,655	\$35,878
Guam	\$84,413	\$87,528	\$77,243
Northern Mariana Is.	\$33,455	\$34,669	\$30,595
Trust Territory	80	80	80
R-IX totals	\$6,956,500	\$6,784,724	\$5,850,264
REGION X			
Alaska	\$375,552	\$378,230	\$332,941
Idaho	\$378,700	\$403,380	\$412,967
Oregon	\$668,922	\$733,225	\$656,464
Washington	\$1,031,710	\$1,092,124	\$948,842
R-X totals	\$2,451,884	\$2,606,959	\$2,351,214
=====			
Region I	\$3,274,929	\$3,645,326	\$3,139,430
Region II	\$6,906,598	\$6,890,875	\$5,607,298
Region III	\$5,865,066	\$6,070,231	\$5,315,680
Region IV	\$9,590,620	\$9,584,166	\$8,367,379
Region V	\$9,654,936	\$9,977,340	\$8,413,765
Region VI	\$4,840,349	\$5,392,868	\$5,002,918
Region VII	\$2,798,840	\$3,056,178	\$2,736,975
Region VIII	\$2,762,278	\$3,091,333	\$2,736,379
Region IX	\$6,956,500	\$6,784,724	\$5,850,264
Region X	\$2,451,884	\$2,606,959	\$2,381,214
FEMA totals	\$58,000,000	\$57,000,000	\$49,521,302

*+778,698 supplemental fund to be distributed = \$50,300,000 Budget request.

LOCAL JURISDICTION PARTICIPATION

Mr. GREEN. On CD-18, you indicate the reduced 1986 funding level will decrease allocations to the states. You estimate participation will decrease from 2,800 to approximately 2,500 local jurisdictions. Why will the number of jurisdictions decrease as opposed simply to having each local jurisdiction merely receive less funds?

Mr. McLoughlin. It may very well be that answer, Mr. Green. It could be. It depends upon how the states apply the cuts within their own state. We don't make that determination. The state does, based on the allocation we give them. About half of the Emergency Management Assistance money goes to about—I am sorry, 10 percent of the money goes to half the jurisdictions, which means that there are many small jurisdictions that are receiving small amounts of dollars.

Our expectation is that the states may choose this opportunity to incorporate those smaller jurisdictions with larger jurisdictions. Now, that may not be what they choose. But that is our best estimate at the moment.

RED CROSS FUNDING

Mr. GREEN. On page CD-22, you indicate in 1986 FEMA will not fund the Red Cross. In 1985, FEMA allocated \$300,000 to the Red Cross program to provide technical assistance to State and local governments in development of mass care and emergency welfare plans and capabilities. Why was the program zeroed out in 1986?

Mr. McLoughlin. It is our intent to try to sustain the Red Cross representatives in the six regions that are proposed for fiscal year 1986. The disaster relief legislation will permit us to fund some of the Red Cross people for actual disaster work. We are looking at several options that may be available to us in terms of using disaster relief funds for a portion of it; then using a portion from other program areas.

Mr. GREEN. I guess the problem is, what is the likelihood of getting that legislation in place, given the difficulty we have had with it?

Mr. McLoughlin. Mr. Green, we do not need legislation for that. The disaster relief legislation permits us to mission assign other agencies to perform certain work.

We have a great deal of disaster activity, particularly in our Regions 4, 5, and 6 and also in our Region 9, California region. It is our expectation that we may very well be able to justify supporting a portion of the Red Cross representative salary out of the disaster relief fund.

Mr. GREEN. That is assuming there are actual disasters which require the services?

Mr. McLoughlin. Yes, sir; that is correct.

Mr. GREEN. It is sort of capricious as to location.

Mr. McLoughlin. You are exactly right. That is one of the things that makes it difficult to find a way to fund their support, which we think is clearly needed. One of the things we do know is that we are going to have natural disasters, if you just look at our history.

INDIVIDUAL MOBILIZATION AUGMENTEES

Mr. GREEN. On page CD-22, you state that the program is being phased out. In 1988, no program funds will be requested. How will the reservist in the individual mobilization augmentation program be funded in 1988?

Mr. McLOUGHLIN. This is the individual mobilization augmentee program in which we are spending this year a million and a half dollars reimbursing DOD for roughly 1,100 personnel—about half Army, about half Air Force. With the cut to \$119 million, we decided to phase this program out also, and to phase out the category D reservists who are the paid reservists that require reimbursement. Those reservists currently are on three-year assignment. So we decided in the interest of being human to the reservists, we would drop this program roughly a third each year. So it is a million next year, half a million the next year, and zero the next.

The replacement program we hope to work out with DOD—and we are just initiating discussions with DOD in this area right now—is to replace the category D reservist with category H, which are non-pay. These are usually people who are working for points essentially and do not work for pay. Given that, we think we will still be able to retain and encourage people that have the same type of skills as category D to be able to support state and local efforts.

RADIOLOGICAL DEFENSE

Mr. GREEN. You request \$7,455,000 for Radiological Defense in 1986, a decrease of \$4,004,000 below the current 1985 estimate. Starting in 1986, FEMA will introduce legislation so that the radiological officers will be funded 50 percent by FEMA and 50 percent by the states. How many states do you think will make up their 50 percent of the funding for radiological officers?

Mr. McLOUGHLIN. Let me correct an error on page 32 that you just referenced. There is a statement in there right above the C element that says, "Starting in fiscal year 1986, FEMA will introduce legislation." That is contrary to the statement I gave to you a while ago. We do not need to introduce legislation. That is simply an error in the budget and should be removed.

With respect to your question on how many would be funded, when we put the budget together, our hope was that the states would be willing to pick up the match and would be able to move through a two-year transition period with us. Subsequently, we have, through our regions, surveyed the states. It appears, on the word of the states, that only about four states would be able to pick up their match; that is they have a reasonable chance of picking up their 50 percent.

There were about nine additional states that simply did not know. The rest of the states indicated that they probably would not be able to pick up their half of the funding, which would force them to either reduce the program to half its current level, or to eliminate it.

PILOT PRODUCTION OF DOSIMETERS

Mr. GREEN. In past hearings, we have discussed the pilot production of dosimeters at the William Langer Jewel Bearing plant in North Dakota.

How many instruments were produced in 1984 at the jewel bearing plant?

Mr. McLOUGHLIN. In 1984, we did not produce any. We may have produced a few at the tail-end. I can get that number for you. I don't believe we produced any in 1984.

We have produced about 500 usable ones in 1985. We have produced a lot of pieces of the dosimeter itself in order to try out the plastic injection moldings. We have produced about 500 good ones, and we are going to give 100 of those to NASA. The other 400 we will distribute to State and local governments to use in their training programs in order to field test their durability and subsequent needs to making changes to the design.

Mr. GREEN. How many of those that you have produced in 1985 were low level dosimeter; how many high level?

Mr. McLOUGHLIN. All of them are low level, Mr. Green. To be sure I don't mislead you, the barrel of the dosimeter is essentially the same for all levels. The reason we started with the low level one is that it permitted us to develop some for immediate use in training programs. Most all of what we do, except for the capacitor in the sensing part of the element—all the rest of the dosimeter is essentially the same.

Mr. GREEN. I gather the high level dosimeters would really only be useful in wartime?

Mr. McLOUGHLIN. Well, that is not quite true. We are producing a 200-R dosimeter and one which is intermediate. Those requirements were established based on a nuclear war requirement. But if you look at most of the communities that are equipping their people, and the power plant industry that is equipping its people with dosimeters, they will frequently use a 200-R dosimeter. That is a very high range dosimeter, but it is at the threshold of sickness—sickness threshold for an individual. So they clearly do have peacetime application.

Mr. GREEN. How many instruments do you estimate you will be producing in 1985 and in 1986 at the jewel bearing plant?

Mr. McLOUGHLIN. We have five hundred of the low range and we expect to produce approximately 4,000 more usable ones in 1985. We plan to produce 5,000 of the high range dosimeters in 1986. We plan to give a thousand to the Army, a thousand to the Navy, and test 2,000 of them ourselves.

ANNUAL COST OF WILLIAM LANGER PLANT

Mr. GREEN. What is the annual cost of the operations at the jewel bearing plant?

Mr. McLOUGHLIN. Well, the monthly cost will vary between \$30,000 and \$60,000 for operating costs. They tend to go up and down as we need either materials or equipment. But the operating costs are within that bracket.

Mr. GREEN. I guess I am puzzled why you are still going this route in contracting the jewel bearing plant?

Mr. McLoughlin. In the 1960s—we purchased 2½ million dosimeters that are in the field right now. We procured those under what is called a performance spec. We simply said this is what the dosimeter ought to do. The thing we found out was that the dosimeters tended to leak. Because we could not check every single one of them, that would have driven the cost up astronomically, we found they were not produced properly against those specifications.

Mr. Giuffrida. When we say “leak”—excuse me. When we say “leak,” we mean leakage of electricity within the dosimeter. It is not radioactive material leaking out.

Mr. Green. I understand that. I appreciate that.

Mr. McLoughlin. This program has been in development for several years. We decided to produce a procurement package. That is to define the procurement process itself and to build in quality checks along the way. In doing that, what we do is to define the output and all the steps that are involved. That is what we are developing at the jewel-bearing plant right now.

We are working with the Army and Navy, and trying to be sure all of us stay up to speed with respect to what is happening in this field. There is growing evidence in the military community that the process we are using is the correct one from their vantage point, as well.

There are early indications that they may very well choose to do the same sort of thing we have chosen to do. They are clearly staying up with our process.

Mr. Green. As I understand the process, it is intended to produce ultimately specifications for private production.

Mr. Giuffrida. That is correct.

Mr. McLoughlin. That is correct.

Mr. Green. How near do you think you are to that stage?

Mr. McLoughlin. Well, we hope to have the procurement package for the low range dosimeter either this year or the first part of 1986. We have the 500 usable ones I told you about. We have to get those out in the field and actually use them under field conditions to be able to see whether or not they are going to hold up the way we expect. So that we expect to conclude those specs in early fiscal year 1986. The specifications for the high range dosimeter will probably be in fiscal year 1987.

Mr. Green. Would any procurements thereafter be competitive procurements?

Mr. McLoughlin. They would clearly be competitive procurements and will be consistent with what the Congress would appropriate.

LEASE AT WILLIAM LANGER PLANT

Mr. Green. How long are you committed at Rolla? Do you have a lease?

Mr. McLoughlin. There is a 10-year lease that was signed at Rolla, yes, about two years ago. We are either on the second or third year. It depends on when it started. I am not sure. If you need it exactly, I can provide it.

[The information follows:]

ROLLA LEASE

We are in the second year of the Rolla lease.

TERMINATION COSTS TO BREAK LEASE

Mr. GREEN. What are the termination costs if you decide you no longer need it? It sounds as if you are going to be out of the program in a couple years.

Mr. McLOUGHLIN. There are other items coming on line. Our intent was to stay at Rolla for the 10 years. We have not only the three dosimeters but we have a rate meter in the early research stages right now. We expect to test that in outyears, and develop a production package at Rolla as well.

Now, if we are successful in this area, there are a couple of other things that are coming on line that are in the research phase now. We are developing a radiochromic dosimeter which uses a dye that is sensitive to radiation. If that continues to prove out as it is right now, then we also would pilot test that at the Rolla facility. Our intent is to continue to use Rolla to move our instrumentation from the research phase to a human engineering phase, that we use the Oak Ridge National Laboratory for, to the procurement package stage that we use Rolla for.

Mr. GREEN. If these things shouldn't pan out, what sort of termination costs would there be to end the Rolla lease?

Mr. McLOUGHLIN. Mr. Green, I cannot answer that question. We will provide it.

[The information follows:]

COSTS TO TERMINATE ROLLA LEASE

It would cost \$1,237,000 to terminate the Rolla lease at this time. There would be additional charges connected with the removal of machinery and other capital equipment which the government furnished. If the lease were terminated, the capability to assure the quality of mass production by the private sector and solve production problems that arise would be lost.

POPULATION PROTECTION

Mr. GREEN. Turning to population protection, you are requesting \$10,369,000 Population Protection in 1986. That is a decrease of \$8,170,000 below the current 1985 estimate.

Crisis Relocation Planning had been a major component in the civil defense plan for the nuclear war scenario. That has been criticized as unworkable and destabilizing, and also as propaganda for the idea that nuclear war is survivable. It has been rejected by a number of jurisdictions.

Let me quote from an article in The New York Times on March 4, 1985: "The Government has quietly shelved a controversial plan to evacuate whole cities to rural areas in the event of nuclear war, according to officials of the nation's Civil Defense Agency."

Is the article correct? Are plans to relocate cities to rural areas in the event of nuclear war being shelved?

Mr. McLOUGHLIN. Mr. Green, the article you have reference to did quote a FEMA spokesman, I believe. But they only took part of the quote. Our public affairs people pointed out that, as we have outlined to Congress beginning in 1984, we are no longer doing

crisis relocation plans per se. Rather, we are doing total generic evacuation planning. As I said earlier, that includes nuclear attack.

It is also, however, for hurricanes and floods and other hazards that would require evacuation as a countermeasure. Remembering there are only two ways you can protect people—either evacuate them or shelter them—you essentially have no other ways.

Mr. GIUFFRIDA. I would also take exception and disagree with that part of it that addresses destabilizing, provocative and promoting the idea that a nuclear war is survivable. It is not, in my opinion.

Mr. GREEN. I would assume any evacuation for nuclear war purposes would have to cover considerably larger distances than for flood and hurricane.

Mr. McLOUGHLIN. In many instances, it is quite accurate. But if you stop to think about Charleston, South Carolina, for example, it is not at all unusual for people to evacuate 100 to 150 miles from hurricanes, which is roughly comparable to nuclear attack evacuation in many areas. People would be evacuated for less distances from nuclear attack in some smaller cities.

Mr. GIUFFRIDA. There was also, Mr. Green, an almost universal misconception that Washington, D.C., with FEMA as the agent, was preparing nuclear war evacuation plans for specific communities, saying you go from where you are to where it is presumably safe. And that is not true. The selection of evacuation routes and selection of post areas was perceived and continues to be perceived as a State and local responsibility.

Mr. GREEN. Even if the program is alive, haven't the budget cuts that you are proposing for 1986 pretty much doomed the effort, anyway?

Mr. McLOUGHLIN. Mr. Green, the need is there regardless of whether the Federal Government helps support it or State and local governments do it themselves. Clearly, we expect State and local governments are going to continue to have to deal with natural disasters. Hopefully, none of us will ever have to confront nuclear attack.

We currently are funding 100 percent about 200 planners at the state level. Our expectation is, if the states would pick up 50 percent, we would continue to produce in the neighborhood of 400 to 500 planners a year. That appears to have been overly optimistic at the time we put the budget together. But even if the states back off of that and continue only half the staff at 100 percent, we would expect to continue half of the plans that are currently projected in the budget in fiscal year 1986.

Mr. GIUFFRIDA. Mr. Green, I think it is important the record reflect again that what we have been doing in our integrated emergency management system is addressing the fact that where a community has to prepare to evacuate for a flood or hurricane or hazardous materials accident, they will use the same, precisely the same ingredients that would be used if the disaster we were dealing with was an attack upon the United States.

It still takes planning, communications and a warning system. We use the same police and fire; we use the same health delivery systems. The entire same process is used.

Also, I think it is important to point out there is a certain inconsistency, I think, in those who criticize an evacuation plan or crisis relocation plan—call it by any title you wish—and say in their criticism they are criticizing it in a war context, an attack upon the United States context, but endorsing it in dealing with natural and manmade disasters.

If you use a siren at 140 DB to warn for a hurricane or attack and, say, don't use it for the attack, but you have to use it for the hurricanes, and then we do evacuate every part of the United States, in some places in the United States there is almost a continuum of evacuation. You use precisely the generic planning we have been producing with the states.

EMERGENCY OPERATING PLANS

Mr. GREEN. I take it that what appears in this year's budget under the name of Emergency Operations Plan, EOP, is the same as last year's budget reference to Population Protection Plan, PPP?

Mr. McLoughlin. That is correct.

Mr. GREEN. How many PPPs had been produced at the end of fiscal year 1984?

Mr. McLoughlin. I would need to qualify it in this way: Local emergency operations plans are being prepared all the time, and it is one of the conditions, for example, of participation in the Emergency Management Assistance program. As of 1983 when we were still doing crisis relocation plans, we had almost 1,500 plans done out of a total of about 3,300 needed at that time. Now we are working with the states on doing a more generic evacuation planning effort.

We start, in effect, a new base. In 1984, we did only one plan per state, as we tried to learn how to do them. We put the emphasis on learning. We brought the planners into some common training courses; then asked them to produce a plan. We put the emphasis on that rather than the numbers of plans.

Beginning this year, we do expect the numbers to increase.

Mr. GREEN. So essentially, for 1984 you did just 50?

Mr. McLoughlin. That is correct—excuse me. Those Population Protection Planners also were used to help us get the Integrated Emergency Management System off the ground and help us do some hazardous analysis work about 1,500 of those. Also, some multi-development planning efforts were picked up by PPP staff.

Mr. GREEN. Have any of those 50 been formally accepted by the communities involved?

Mr. McLoughlin. I can't tell you how many. I am confident there is, because that is usually one step in the process, that is an acceptance on the part of the community. I can get that for the record.

[The information follows:]

ACCEPTANCE OF PROTOTYPE PLANS

FY 1984 was the first year in which State-level planners funded under the Population Protection Planning program produced multihazard Emergency Operations Plans following the guidelines for planning under the Integrated Emergency Management System approach. A national goal of 50 prototype plans, an average of one per State, was established.

This goal was met and was, in fact, exceeded in many States. A few States did not complete the plans because they decided, with FEMA approval, to attempt a broader multi-county planning effort. These were offset by other States producing more than one plan. All of the plans produced were accepted by the local governments under the procedures prevailing in the States. The only exceptions to this occurred in three States which developed model plans for use as a prototype guide for all jurisdictions in FY 85 and subsequent years.

STATE EMERGENCY OPERATING PLANS

Mr. GREEN. What stage is one at when it is described as it is, when one EOP is produced?

Mr. McLOUGHLIN. The planner at the state level produces a plan that is part of our CCA process, an output. We have a checklist to determine whether the plan is acceptable to meet the comprehensive cooperative agreement requirements with the state. Now, that plan is a contractual plan and is produced at that point.

What we encourage and expect to happen—and in most instances it does happen—is for the community then to adopt it. Because that process sometimes takes longer, or there may be changes or a problem with adoption in its current form, we don't hold the state accountable for that part of the process.

MASSACHUSETTS EXECUTIVE ORDER 242

Mr. GREEN. Last year, the then Lieutenant Governor of Massachusetts, John Kerry, wrote the Chairman. He stated that the Governor, on June 28, 1984, had signed Executive Order 242 which states in part that, while engaging in comprehensive emergency management for natural and manmade disasters, the State, ". . . shall not engage in crisis relocation planning in preparation for nuclear war". The restriction includes Federal and State funds.

We have discussed in the past, how many localities have rejected crisis relocation planning in past years. What has been your response to the Massachusetts's Executive Order 242?

Mr. JETT. Well, sir, our programs each year basically within the states are worked out by regions. Boston would be in our Region 1 area. We basically worked with the State of Massachusetts to come to agreement on a population protection planning package for that state and communities that would be working in the year, that is an acceptable program to us and is acceptable to Massachusetts. We have worked a program consistent with the Governor's Order.

We have a good program going. We have not found a situation where it was necessary to stop funding the provisions in Massachusetts or any other community, by the way.

STATE OF WASHINGTON

Mr. GREEN. What about the State of Washington, in particular?

Mr. GIUFFRIDA. The State of Washington's Governor Spellman vetoed that Act of the State Legislature and wrote them a letter, which I would be pleased to provide for the record, in which he said that, as abhorrent as it is to consider an attack upon the United States, that that doesn't abrogate the State's responsibility to make sure that it is planning for whatever threatens the well-being of the citizens.

Mr. GREEN. So the State of Washington is currently active in the program?

Mr. JETT. Yes.

Mr. Green, as far as I know, we have no state nor locality where any decision has been made with regard to ineligibility for any type of program that might otherwise have been undertaken. We have had some pronouncements from time to time by communities or states about issues on this, but we have never found that to cause an ineligibility for funding of a program, that I am aware of.

Mr. GREEN. Because in the material you provided, in response to a question from the staff, I guess, you had stated—by statute, February 23, 1984, the State of Washington will not participate in an evacuation plan for nuclear attack.

Mr. JETT. You know, I would have to get a clarification for the record.

Mr. McLOUGHLIN. I don't know the timing, but that may well have been prior to the time the Governor vetoed this.

Mr. GREEN. If you could, for the record.

Mr. JETT. We will provide that.

[The information follows:]

STATE OF WASHINGTON—NUCLEAR ATTACK PLANNING

The State of Washington is participating in multihazard emergency operations planning, including nuclear attack. Providing protective shelter in place, rather than evacuation, is the option being used in the State of Washington. This is an acceptable means of protecting the people. On February 23, 1984, Governor Spellman vetoed Subsection 3 of Section 3 of Senate Bill No. 4561, entitled: "An Act Relating to Emergency Management" which would have prohibited the use of emergency management functions in response to a nuclear attack.

A copy of the veto letter follows: (See attached.)

LETTER FROM GOV. JOHN SPELLMAN, STATE OF WASHINGTON

STATE OF WASHINGTON,
February 23, 1984.

To the Honorable, the Senate of the State of Washington.

LADIES AND GENTLEMEN. I am returning herewith, without my approval as to one section Substitute Senate Bill No. 4561, entitled:

"AN ACT Relating to emergency management."

Subsection 3 of section 3 ostensibly is intended as a broad policy statement in opposition to planning for emergency response in the event of nuclear attack. Unfortunately, as drafted, the subsection could be considered to prohibit the use of emergency management functions in response to a nuclear attack as distinct from merely planning for one.

The State of Washington is responsible for the protection of the lives and property of its citizens. This responsibility is expressed in our state and national Constitutions and outlined in state and Federal laws. Although a nuclear attack would be a nightmare, one which would make all other calamities man has suffered seem small, state government is obligated to save as many lives as possible, and it is immoral to prevent government from doing all that it can to save lives and reduce suffering. The section which I am vetoing would shackle the hands of state agencies in responding to the massive human suffering following an attack. Although there may be little that government can do, it cannot stand by and watch citizens suffer if there are state resources that can be used to provide them some relief.

Although possible scenarios for a nuclear war can be debated, the fact remains that no one can guarantee that our entire population will be lost in an attack. As long as any of our citizens remain alive, they are entitled to the protection and services of the state. If at all possible, food, water, relief from pain, and shelter must be provided to those in need.

Therefore, I have vetoed section 3(3). The remainder of Substitute Senate Bill No. 4561 is approved.

Respectfully submitted.

EVACUATION PLANNING

Mr. JETT. Again, Mr. Green, I would just urge that while there have been some communities from time to time that have taken issue with the evacuation planning for a nuclear war, I don't think we have had any situation where a community has been found to be ineligible for evacuation planning. We have always been able to work that system out.

Also, just an update. We poll our regions from time to time to let us know if this situation is ongoing. I have had nothing in the last year I recall where any community or state has taken this kind of action.

Massachusetts, as you indicate, was last July. Nothing has been brought to my attention since that time, nine or ten months, that any state or community has taken this action.

Mr. GREEN. That is not reducing the funding that is going to Massachusetts?

Mr. GIUFFRIDA. No.

Mr. JETT. Not in any way.

Mr. GIUFFRIDA. Nor to any other state.

EVACUATION PLANS FOR NUCLEAR POWER PLANTS

Mr. GREEN. If I could turn to the question of evacuation plans for nuclear generating facilities, Congress has directed that utilities file emergency plans for nuclear power plants be considered. What steps have you taken to implement that authority?

Mr. McLoughlin. I am sorry. I lost the last part of your question.

Mr. GREEN. The statute relating to evacuation planning for nuclear facilities specifically says that State, local or utility prepared plans are to be considered.

Mr. McLoughlin. Yes.

Mr. GREEN. I am asking, what steps have you taken to implement the authority with respect to utility prepared plans?

Mr. McLoughlin. We have a Memorandum of Understanding that has been just recently revised within the last month, signed and approved by the NRC Commission and FEMA. That MOU does provide for the NRC to submit to FEMA a utility produced plan for our determination of whether it is adequate to meet off-site preparedness.

Mr. GREEN. Could you supply us with a copy of that?

Mr. McLoughlin. Yes, we can.

[The information follows:]

MEMORANDUM OF UNDERSTANDING
BETWEEN NRC AND FEMA RELATING TO
RADIOLOGICAL EMERGENCY PLANNING AND PREPAREDNESS

I. BACKGROUND AND PURPOSE

This Memorandum of Understanding (MOU) establishes a framework of cooperation between the Federal Emergency Management Agency (FEMA) and the U.S. Nuclear Regulatory Commission (NRC) in radiological emergency response planning matters, so that their mutual efforts will be directed toward more effective plans and related preparedness measures at and in the vicinity of nuclear reactors and fuel cycle facilities which are subject to 10 CFR Part 50, Appendix E, and certain other fuel cycle and materials licenses which have potential for significant accidental offsite radiological releases. The memorandum is responsive to the President's decision of December 7, 1979, that FEMA will take the lead in offsite planning and response, his request that NRC assist FEMA in carrying out this role, and the NRC's continuing statutory responsibility for the radiological health and safety of the public.

On January 14, 1980, the two agencies entered into a "Memorandum of Understanding Between NRC and FEMA to Accomplish a Prompt Improvement in Radiological Emergency Preparedness" that was responsive to the President's December 7, 1979, statement. A revised and updated memorandum of understanding became effective November 1, 1980. This MOU is a further revision to reflect the evolving relationship between NRC and FEMA and the experience gained in carrying out the provisions of the January and November 1980 MOU's. This MOU supersedes these two earlier versions of the MOU.

The general principles, agreed to in the previous MOU's and reaffirmed in this MOU, are as follows: FEMA coordinates all Federal planning for the offsite impact of radiological emergencies and takes the lead for assessing offsite radiological emergency response plans^a and preparedness, makes findings and determinations as to the adequacy and capability of implementing offsite plans, and communicates those findings and determinations to the NRC. The NRC reviews those FEMA findings and determinations in conjunction with NRC onsite findings for the purpose of making determinations on the overall state of emergency preparedness. These overall findings and determinations are used by NRC to make radiological health and safety decisions in the issuance of licenses and the continued operation of licensed plants to include taking enforcement actions such as notices of violations, civil penalties, orders, or shutdown of operating reactors. This delineation of responsibilities avoids duplicative efforts by the NRC staff in offsite preparedness matters.

^aAssessments of offsite plans may be based on State and local government plans submitted to FEMA under its rule (44 CFR 350), and as noted in 44 CFR 350.3(f), may also be based on plans currently available to FEMA or furnished to FEMA through the NRC/FEMA Steering Committee.

A separate MOU dated October 22, 1980, deals with NRC/FEMA cooperation and responsibilities in response to an actual or potential radiological emergency. Operations Response Procedures have been developed that implement the provisions of the Incident Response MOU. These documents are intended to be consistent with the Federal Radiological Emergency Response Plan which describes the relationships, roles, and responsibilities of Federal agencies for responding to accidents involving peacetime nuclear emergencies.

II. AUTHORITIES AND RESPONSIBILITIES

FEMA - Executive Order 12148 charges the Director, FEMA, with the responsibility to "... establish Federal policies for, and coordinate, all civil defense and civil emergency planning, management, mitigation, and assistance functions of Executive agencies" (Section 2-101) and "... represent the President in working with State and local governments and the private sector to stimulate vigorous participation in civil emergency preparedness, mitigation, response, and recovery programs." (Section 2-104.)

On December 7, 1979, the President, in response to the recommendations of the Kemeny Commission on the Accident at Three Mile Island, directed that FEMA assume lead responsibility for all offsite nuclear emergency planning and response.

Specifically, the FEMA responsibilities with respect to radiological emergency preparedness as they relate to NRC are:

1. To take the lead in offsite emergency planning and to review and assess offsite emergency plans and preparedness for adequacy.
2. To make findings and determinations as to whether offsite emergency plans are adequate and can be implemented (e.g., adequacy and maintenance of procedures, training, resources, staffing levels and qualifications, and equipment adequacy). Notwithstanding the procedures which are set forth in 44 CFR 350 for requesting and reaching a FEMA administrative approval of State and local plans, findings, and determinations on the current status of emergency planning and preparedness around particular sites, referred to as interim findings, will be provided by FEMA for use as needed in the NRC licensing process. Such findings will be provided by FEMA on mutually agreed to schedules or on specific NRC request. The request and findings will normally be by written communications between the co-chairs of the NRC/FEMA Steering Committee. An interim finding provided under this arrangement will be an extension of FEMA's procedures for review and approval of offsite radiological emergency plans and preparedness set forth in 44 CFR 350. It will be based on the review of currently available plans and, if appropriate, joint exercise results related to a specific nuclear power plant site.

An interim finding based only on the review of currently available offsite plans will include an assessment as to whether these plans are adequate when measured against the standards and criteria of NUREG-0654/FEMA-REP-1, and, pending a demonstration through an

exercise, whether there is reasonable assurance that the plans can be implemented. The finding will indicate one of the following conditions: (1) Plans are adequate and there is reasonable assurance that they can be implemented with only limited or no corrections needed; (2) plans are adequate, but before a determination can be made as to whether they can be implemented, corrections must be made to the plans or supporting measures must be demonstrated (e.g., adequacy and maintenance of procedures, training, resources, staffing levels and qualifications, and equipment adequacy); or (3) plans are inadequate and cannot be implemented until they are revised to correct deficiencies noted in the Federal review.

If in FEMA's view the plans that are available are not completed or are not ready for review, FEMA will provide NRC with a status report delineating milestones for preparation of the plan by the offsite authorities as well as FEMA's actions to assist in timely development and review of the plans.

An interim finding on preparedness will be based on review of currently available plans and joint exercise results and will include an assessment as to (1) whether offsite emergency plans are adequate as measured against the standards and criteria of NUREG-0654/FEMA-REP-1, and (2) whether the exercise(s) demonstrated that there is reasonable assurance that the plans can be implemented.

An interim finding on preparedness will indicate one of the following conditions: (1) There is reasonable assurance that the plans are adequate and can be implemented as demonstrated in an exercise; (2) there are deficiencies that may adversely affect public health and safety that must be corrected in order to provide reasonable assurance that the plans can be implemented; or (3) FEMA is undecided and will provide a schedule of actions leading to a decision.

3. To assume responsibility, as a supplement to State, local, and utility efforts, for radiological emergency preparedness training of State and local officials.
4. To develop and issue an updated series of interagency assignments which delineate respective agency capabilities and responsibilities and define procedures for coordination and direction for emergency planning and response. [Current assignments are in 44 CFR 351, March 11, 1982. (47 FR 10758)].

NRC - The Atomic Energy Act of 1954, as amended, requires that the NRC grant licenses only if the health and safety of the public is adequately protected. While the Atomic Energy Act does not specifically require emergency plans and related preparedness measures, the NRC requires consideration of overall emergency preparedness as a part of the licensing process. The NRC rules (10 CFR 50.33, 50.34, 50.47, 50.54, and Appendix E to 10 CFR Part 50) include requirements for the licensee's emergency plans.

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Specifically, the NRC responsibilities for radiological emergency preparedness are:

1. To assess licensee emergency plans for adequacy. This review will include organizations with whom licensees have written agreements to provide onsite support services under emergency conditions.
2. To verify that licensee emergency plans are adequately implemented (e.g., adequacy and maintenance of procedures, training, resources, staffing levels and qualifications, and equipment).
3. To review the FEMA findings and determinations as to whether offsite plans are adequate and can be implemented.
4. To make radiological health and safety decisions with regard to the overall state of emergency preparedness (i.e., integration of emergency preparedness onsite as determined by the NRC and offsite as determined by FEMA and reviewed by NRC) such as assurance for continued operation, for issuance of operating licenses, or for taking enforcement actions such as notices of violations, civil penalties, orders, or shutdown of operating reactors.

III. AREAS OF COOPERATION

A. NRC Licensing Reviews

FEMA will provide support to the NRC for licensing reviews related to reactors, fuel facilities, and materials licensees with regard to the assessment of the adequacy of offsite radiological emergency response plans and preparedness. This will include timely submittal of an evaluation suitable for inclusion in NRC safety evaluation reports.

Substantially prior to the time that a FEMA evaluation is required with regard to fuel facility or materials license review, NRC will identify those fuel and materials licensees with potential for significant accidental offsite radiological releases and transmit a request for review to FEMA as the emergency plans are completed.

FEMA routine support will include providing assessments, findings and determinations (interim and final) on offsite plans and preparedness related to reactor license reviews. To support its findings and determinations, FEMA will make expert witnesses available before the Commission, the NRC Advisory Committee on Reactor Safeguards, NRC hearing boards and administrative law judges, for any court actions, and during any related discovery proceedings.

FEMA will appear in NRC licensing proceedings as part of the presentation of the NRC staff. FEMA counsel will normally present FEMA witnesses and be permitted, at the discretion of the NRC licensing board, to cross-examine the witnesses of parties, other than the NRC witnesses, on matters involving FEMA findings and determinations, policies, or operations; however, FEMA will not be asked to testify on status reports. FEMA is not a party to NRC proceedings and, therefore, is not subject to formal discovery requirements placed upon parties to NRC proceedings. Consistent with

available resources, however, FEMA will respond informally to discovery requests by parties. Specific assignment of professional responsibilities between NRC and FEMA counsel will be primarily the responsibility of the attorneys assigned to a particular case. In situations where questions of professional responsibility cannot be resolved by the attorneys assigned, resolution of any differences will be made by the General Counsel of FEMA and the Executive Legal Director of the NRC or their designees. NRC will request the presiding Board to place FEMA on the service list for all litigation in which it is expected to participate.

Nothing in this document shall be construed in any way to diminish NRC's responsibility for protecting the radiological health and safety of the public.

B. FEMA Review of Offsite Plans and Preparedness

NRC will assist in the development and review of offsite plans and preparedness through its membership on the Regional Assistance Committees (RAC). FEMA will chair the Regional Assistance Committees. Consistent with NRC's statutory responsibility, NRC will recognize FEMA as the interface with State and local governments for interpreting offsite radiological emergency planning and preparedness criteria as they affect those governments and for reporting to those governments the results of any evaluation of their radiological emergency plans and preparedness.

Where questions arise concerning the interpretation of the criteria, such questions will continue to be referred to FEMA Headquarters, and when appropriate, to the NRC/FEMA Steering Committee to assure uniform interpretation.

C. Preparation for and Evaluation of Joint Exercises

FEMA and NRC will cooperate in determining exercise requirements for licensees, State and local governments. They will also jointly observe and evaluate exercises. NRC and FEMA will institute procedures to enhance the review of the objectives and scenarios for joint exercises. This review is to assure that both the onsite considerations of NRC and the offsite considerations of FEMA are adequately addressed and integrated in a manner that will provide for a technically sound exercise upon which an assessment of preparedness capabilities can be based. The NRC/FEMA procedures will provide for the availability of exercise objectives and scenarios sufficiently in advance of scheduled exercises to allow enough time for adequate review by NRC and FEMA and correction of any deficiencies by the licensee. The failure of a licensee to develop a scenario that adequately addresses both onsite and offsite considerations may result in NRC taking enforcement actions.

The FEMA reports will be a part of an interim finding on emergency preparedness; or will be the result of an exercise conducted pursuant to FEMA's review and approval procedures under 44 CFR 350. Exercise evaluations will identify one of the following conditions: (1) There is reasonable assurance that the plans are adequate and can be implemented as demonstrated in the exercise; (2) there are deficiencies that may adversely impact public health and safety that must be corrected by the affected State and local governments in order to provide reasonable assurance that the plan can be implemented; or (3) FEMA is undecided and will provide a schedule of actions leading to a decision. Within 30 days of the exercise, a draft exercise

report will be sent to the State, with a copy to the Regional Assistance Committee, requesting comments and a schedule of corrective actions, as appropriate, from the State in 30 days. Where there are deficiencies of the types noted in 2 above, and when there is a potential for a remedial exercise, FEMA Headquarters will promptly discuss these with NRC Headquarters. Within 90 days of the exercise, the FEMA report will be forwarded to the NRC Headquarters. Within 15 days of receipt of the FEMA report, NRC will notify FEMA in writing of action taken with the licensee relative to FEMA initiatives with State and local governments to correct deficiencies identified in the exercise.

D. Emergency Planning and Preparedness Guidance

NRC has lead responsibility for the development of emergency planning and preparedness guidance for licensees. FEMA has lead responsibility for the development of radiological emergency planning and preparedness guidance for State and local agencies. NRC and FEMA recognize the need for an integrated, coordinated approach to radiological emergency planning and preparedness by NRC licensees and State and local governments. NRC and FEMA will each, therefore, provide opportunity for the other agency to review and comment on such guidance (including interpretations of agreed joint guidance) prior to adoption as formal agency guidance.

E. Support for Document Management System

FEMA and NRC will each provide the other with continued access to those automatic data processing support systems which contain relevant emergency preparedness data.

At NRC, this includes Document Management System support to the extent that it does not affect duplication or records retention. At FEMA, this includes technical support to the Radiological Emergency Preparedness Management Information System. This agreement is not intended to include the automated information retrieval support for the national level emergency response facilities.

F. Ongoing NRC Research and Development Programs

Ongoing NRC and FEMA research and development programs that are related to State and local radiological emergency planning and preparedness will be coordinated. NRC and FEMA will each provide opportunity for the other agency to review and comment on relevant research and development programs prior to implementing them.

G. Public Information and Education Programs

FEMA will take the lead in developing public information and education programs. NRC will assist FEMA by reviewing for accuracy educational materials concerning radiation and its hazards and information regarding appropriate actions to be taken by the general public in the event of an accident involving radioactive materials.

IV. NRC/FEMA STEERING COMMITTEE

The NRC/FEMA Steering Committee on Emergency Preparedness will continue to be the focal point for coordination of emergency planning, preparedness, and response activities between the two agencies. The Steering

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Committee will consist of an equal number of members to represent each agency with one vote per agency. When the Steering Committee cannot agree on the resolution of an issue, the issue will be referred to NRC and FEMA management. The NRC members will have lead responsibility for licensee planning and preparedness and the FEMA members will have lead responsibility for offsite planning and preparedness. The Steering Committee will assure coordination of plans and preparedness evaluation activities and revise, as necessary, acceptance criteria for licensee, State, and local radiological emergency planning and preparedness. NRC and FEMA will then consider and adopt criteria, as appropriate, in their respective jurisdictions. (See Attachment 1.)


V. WORKING ARRANGEMENTS

- A. The normal point of contact for implementation of the points in this MOU will be the NRC/FEMA Steering Committee.
- B. The Steering Committee will establish the day-to-day procedures for assuring that the arrangements of this MOU are carried out.

VI. MEMORANDUM OF UNDERSTANDING

- A. This MOU shall be effective as of date of signature and shall continue in effect unless terminated by either party upon 30 days notice in writing.
- B. Amendments or modifications to this MOU may be made upon written agreement by both parties.

Approved for the U.S. Nuclear
Regulatory Commission

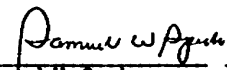


William J. Dircks
Executive Director for
Operations

April 3, 1985

(Date)

Approved for the Federal
Emergency Management Agency



Samuel W. Speck
Associate Director
State and Local Programs
and Support

4/9/85

(Date)

Attachment: FEMA/NRC Steering Committee

ATTACHMENT 1FEMA/NRC STEERING COMMITTEEPurpose

Assure coordination of efforts to maintain and improve emergency planning and preparedness for nuclear power reactors as described in the NRC and FEMA rules and the NRC/FEMA MOU's on Radiological Emergency Planning and Preparedness and Incident Response. Coordinate consistent criteria for licensee, State and local emergency plans and preparedness.

Membership

The NRC and FEMA consignees of this MOU will designate respective co-chairs for the Steering Committee. The designated co-chairs will, in turn, appoint their respective members to the Committee.

Membership Changes

Changes to the membership of the NRC/FEMA Steering Committee may be made by the co-chairs representing the agency whose member is being changed.

Operating Procedures

The Steering Committee will maintain a record of each meeting to include identification of issues discussed and conclusions reached. No meeting will be held without the attendance and participation of at least the co-chairs or two assigned members of each agency.

Coordination

When items involving responsibilities of other NRC or FEMA offices are discussed, the affected office will be contacted as appropriate.

SHOREHAM NUCLEAR POWER PLANT

Mr. GREEN. In November of last year, you received a request to conduct an exercise on the utility filed plan for the Shoreham, Long Island plant that is nearing the end of construction. What do you intend to do about that request?

Mr. McLoughlin. Mr. Green, as I am sure you are aware, there are many, many very sensitive issues associated with the Shoreham Nuclear Power Plant. We have been meeting with the concerned parties and are in constant contact with the NRC with respect to the Shoreham plan. We have reviewed the plan at the NRC's request and continue to review revisions as late as this month.

With respect to an exercise, the Long Island Lighting Company itself moved the November date to February, and then subsequently decided in February it was inappropriate to do it at that time. So the exercise in essence is on hold.

Mr. GREEN. Is that true also of the so-called tabletop exercise?

Mr. McLoughlin. Yes, sir. That was going to be a first-generation type of exercise leading up to a field exercise. That also is on hold.

Mr. GREEN. That is by LILCO's request?

Mr. McLoughlin. Yes.

Mr. GREEN. You have no policy against participating in these, such exercises?

Mr. McLoughlin. No.

HEARINGS REQUIRED BY REGULATION

Mr. GREEN. I understand that the courts have interpreted your regulations as establishing a right to a hearing on the conduct of emergency plan exercises; am I correct?

Mr. McLoughlin. There is a public hearing in the formal 350 review process. There is a hearing required by regulation.

Mr. JETT. We put that in before any court decision, though.

Mr. GREEN. Do you plan to continue to require those?

Mr. JETT. Yes.

Mr. GREEN. Do you have procedures for scheduling these hearings?

Mr. JETT. Yes, we do. The regulation provides for how they will be conducted. They are public hearings open to the public. We have normal announcement practices.

Mr. GREEN. What is the time frame? Obviously, one of the concerns here has been the long delays in the development of and proceeding through the regulatory process before the opening of a nuclear power plant, and the expense that ultimately has to get borne by someone, particularly when large amounts of money are already invested in the plant.

Mr. McLoughlin. Mr. Green, to date the off-site preparedness element has not been in the critical path of that licensing decision. There is only one plant in which it potentially is. We notified the Congress in the last quarterly report, that there was a potential for a three-month delay due to off-site preparedness issues at the Limerick Power Plant. It appears that may well not be the case now, although I cannot guarantee that.

We had an exercise at Limerick last week, and all the major deficiencies there except on one on alert and notification were adequate. There is a remedial exercise scheduled for the 22nd, next week. Assuming that test is positive, hopefully that would permit us to move forward with a positive off-site preparedness decision.

Mr. GREEN. But you are saying that at Shoreham, the evacuation plan is not in the critical path of the facility?

Mr. McLoughlin. It has not been to date because there have been other issues, also. Shoreham right now does not have a low power license. That was—

Mr. JETT. Revoked.

Mr. McLoughlin. —given and then revoked. Certainly the off-site preparedness issues are critical at Shoreham. But they are not the only things. If that were cleared up today, there are other problems at the plant.

Mr. GREEN. So the absence of the plan hasn't been part of the reason of the revocation of the license?

Mr. McLoughlin. While it is the NRC's final determination, and not FEMA's, on the licensing of that plant, our expectation is that the off-site preparedness plan will be a condition of the license. It is something we are continuing to work on with the NRC, local and State governments, and Long Island Lighting Company in order to try to resolve it in a positive way.

Our task in this is to be sure that, in making judgments about projection of public health and safety, we maintain a neutral position so that we are able to make those judgments.

Mr. Giuffrida. The low power testing license is not tied to the exercise.

Mr. McLoughlin. That is correct.

Mr. Giuffrida. I would simply remind the committee that FEMA's report is only advisory to the NRC. They could license. If NRC chose to license plant A or B or D right now, they have that legal authority to do that.

RADIUS OF EVACUATION ZONE

Mr. GREEN. On the basis of your work in this area and your expertise, do you have any view as to what radius of evacuation zone would be appropriate?

Mr. McLoughlin. FEMA has some expertise in radiological areas. But the responsibility for determination of the emergency planning zone is an NRC responsibility. We need to defer to them on those decisions. There is no evidence that we have that the decisions that they have made on the 10-mile emergency planning zone or 50-mile ingestion zone are inadequate.

Mr. Giuffrida. Mr. Green, yesterday I included in my testimony a reminder that that same issue is the one in which a panel of scientists spent five years and \$263 million without coming to agreement.

Mr. GREEN. You said you had no reason to believe they are inadequate. Does that also mean you have no reason to believe they are excessive?

Mr. McLoughlin. No, sir. I do not mean to imply that. No, sir, not at all. I simply meant that we don't deal with that on a day-to-

day basis. While we have some people who are knowledgeable, we don't have the experts to be able to deal with it satisfactorily.

SHELTER SURVEY PROGRAM

Mr. GREEN. Thank you.

On page CD-62, you indicate that the reduction of \$2.3 million in the Shelter Survey Program in 1986 reflects a change from 100 percent funding of shelter surveys at the State level to a 50-50 Federal-State funding partnership.

Do you believe the states will pick up 50 percent of the cost of the Shelter Survey Program, or do you believe the number of shelters surveyed will be reduced by 50 percent, or something in-between?

Mr. McLOUGHLIN. There are two factors associated with this, Mr. Green. The one is whether or not the states would pick up their 50 percent. I would have to give you there the same answer I gave you before.

The general survey indicated four states could. Nine states said not sure. The rest of them, probably not.

In addition to that, you will notice in our budget that 50 of the 99 FTE reductions are associated with our summer hire program. Without those 50 FTE's we expect that the number of facilities, even if the states do pick up their portion of it, will be reduced by approximately 60 percent of what it is in 1985, which is about 175,000 buildings.

Mr. GIUFFRIDA. One of the things the states are struggling with, Mr. Green, is the fact that they can't catch up. I mean, some of the states, I suspect, that said no, they couldn't pick up, were really responding to the fact that their legislatures don't convene in some cases except every two years, and the Governor would not reassemble them on an emergency basis to address a requirement for \$300,000 or \$400,000 or \$500,000.

SHELTER SURVEYS IN 1986

Mr. GREEN. How many shelter surveys does that amount to for 1986?

Mr. McLOUGHLIN. Let me check just a moment. I believe we plan to survey 175,000 buildings in fiscal year 1985. That is our projection—I am sorry, fiscal year 1984, 175,000 facilities in fiscal year 1984.

The program in 1985 is essentially at the same level. Assuming 175,000 buildings in 1985, it would be a 60 percent reduction from that.

Mr. GREEN. In 1986?

Mr. McLOUGHLIN. 1986, yes.

Mr. GREEN. Does that number include surveys for both host and risk?

Mr. McLOUGHLIN. Only in the host areas.

Excuse me, Mr. Green. Let me correct that. Our intent is not to do that. There are a few states who ask us to do certain things in the risk areas, and we did indeed permit them on an exception basis to do what it is that they proposed.

Mr. GREEN. At the \$1,948,000 funding level requested for 1986, does it really make sense to continue the program?

Mr. McLoughlin. Well, as the Director said, we had hoped to put the shelter survey on a regular basis. Our hope right from the beginning was to put this on a five-year cycle. The funding has put us on a 17-year cycle in some areas.

Disasters are going to continue to occur—145,000 people evacuated around TMI, when no evacuation order was ever given. So people are going to spontaneously evacuate from perceived threats. That is a fact. That is not something we have to debate about because it happens.

So the question is whether or not it is worth it. In our judgment, it continues to be worth it, whatever increment that we can make progress in finding shelter since the mission of our Agency has to do with saving lives.

Mr. GREEN. So, you feel there would be a real problem if we didn't fund shelter surveys in 1986?

Mr. McLoughlin. Yes, sir.

I would remind you it is a multihazard survey and that we are surveying for shelters, not only from nuclear attack but also for earthquakes and floods and high winds and hurricanes.

Mr. GREEN. We will recess at this point and resume at 2 o'clock.

AFTERNOON SESSION

SEABROOK NUCLEAR POWER PLANT

Mr. GREEN [presiding]. The committee will come to order. Thank you.

The Chairman also asked some questions relating to the nuclear plant issues which I would like to return to at this point. This relates to the Seabrook Nuclear Power Plant scheduled to have its emergency response plan reviewed and emergency exercise conducted within the next year. Does FEMA now have personnel assigned to work on the Seabrook?

Mr. GIUFFRIDA. Yes.

Mr. McLoughlin. Yes, Mr. Green, we have a regular sequence of meetings on Seabrook with Region 1 in Boston.

Mr. GREEN. With the potential for regional realignment coming up, would those personnel continue to work on Seabrook or would the reorganization possibly effect it?

Mr. GIUFFRIDA. We have not yet made our decision on what regional realignment would be. Whatever it turns out to be will not impede in any way the continued use of the people who are most qualified to work on particular problems.

Mr. GREEN. So in essence, you are giving us assurance that even if the Boston office should be closed or merged, the same people will continue on the project?

Mr. GIUFFRIDA. Mr. Chairman, as a matter of management practice it wouldn't make any sense to take people who have been working a project for a number of years and arbitrarily replace them with someone who would almost have to go back at least to mid point.

Mr. GREEN. I think the Chairman was concerned because each day—

Mr. GIUFFRIDA. Two million dollars.

Mr. GREEN. Would add a million and a half or \$2 million.

Mr. GIUFFRIDA. Yes, sir, we are aware of that.

Mr. GREEN. Also, we understand FEMA has a facility in Maynard, Massachusetts, and that could house a Seabrook task force if deemed appropriate. Is that accurate?

Mr. GIUFFRIDA. I think we have the Seabrook problem well under control, Mr. Chairman, in the present structure.

MULTIHAZARD SURVEYS

Mr. GREEN. Let's turn to multihazard surveys. Last year, you indicated there were 5,618 jurisdictions and that multihazard surveys would address virtually all jurisdictions. This is on page 67 of last year's hearings.

Mr. GIUFFRIDA. Yes.

Mr. GREEN. Is that still correct, virtually all of the 5,618 jurisdictions need multihazard surveys?

Mr. McLoughlin. Yes, that is correct except for the ones we are doing in fiscal year 1985.

Mr. GREEN. That is how many?

Mr. McLoughlin. Roughly 175,000 facilities.

Mr. GREEN. So, that would leave how many communities?

Mr. McLoughlin. The 175,000 facilities area actually spread in a number of jurisdictions.

Mr. GREEN. I see.

Mr. McLoughlin. Regions in the States make the choice on priority, Mr. Green.

Mr. GREEN. So basically, the universe, number of shelters, that need to be surveyed is the 175,000. That is what you have done already.

Mr. McLoughlin. The number of facilities that are done. There are roughly 1.6 million facilities in the host areas, not counting about another half million in the risk areas. And we just started this year dealing with a multihazard survey on all of those.

Mr. GREEN. Again, when the shelter is surveyed, is it now just being done as a host shelter?

Mr. McLoughlin. Yes, just host areas except the exceptions I mentioned where the State has asked for special exception.

Mr. GREEN. How many shelters do you estimate will be surveyed in 1985 and 1986?

Mr. McLoughlin. In 1985 it will be roughly 40 percent of the 175,000. In 1986, that is our projection as well. Since we are not using the summer hires this year.

Mr. GREEN. That would leave how many shelters, including new construction, you estimate will remain to be surveyed after fiscal year 1986?

Mr. McLoughlin. I will supply it for the record.

[The information follows:]

SURVEYS REMAINING AFTER FY 1986

It is planned to track multihazard surveys by jurisdictions which require population protection plans. Last year our estimate was 5,618 jurisdictions and that number has now been refined to 3,400 total for the same geographical area. We do not plan to track the multihazard surveys by facilities because it will be necessary to revisit some facilities surveyed previously for nuclear attack preparedness to obtain additional structural data for vulnerability evaluation. Additionally, the type of multihazard survey to be performed is based upon a local hazard vulnerability analysis and will vary from geographical area to area. In Fiscal Year 1985, we estimate that we will survey 125 jurisdictions and in Fiscal Year 1986 about 85 jurisdictions for multihazards. The estimate for Fiscal Year 1986 is based upon a 50/50 matching funds program that assumes full participation by the States instead of the present 100% funding. After Fiscal Year 1986, our estimate is that 3,190 jurisdictions will remain to be surveyed for multihazards. Lacking data from the first year of the multihazard surveys (FY 1985), we have no experience factor to precisely base an estimate on the number of buildings to be surveyed per planning area, or the cost per building, but we do plan to monitor the surveys by planning areas covered.

AMOUNT NEEDED TO COMPLETE MULTHAZARD SURVEY PROGRAM

Mr. GREEN. Also, how much money do you estimate it will take to complete the multihazard survey program?

Mr. McLOUGHLIN. That, we would need to supply for the record as well.

[The information follows:]

FUNDING REQUIRED TO COMPLETE MULTHAZARD SURVEYS

It is estimated that approximately \$37.5 million total will be required to complete the multihazard surveys within a five-year cycle. This is the total estimated funding that would be required. If administered on a 50/50 matching funds basis, the Federal cost would be \$18.75 million.

COST PER FACILITY SURVEYED

Mr. GREEN. Last year average cost facility surveyed was estimated to be \$38.25; whereas, in 1983 the average cost was \$23.50. What was the actual average cost per facility surveyed in 1984?

Mr. McLOUGHLIN. Thirty seven and a quarter. Our next projection is \$40.50 for FY 1985.

PROTECTION OF INDUSTRIAL CAPABILITY

Mr. GREEN. Turn to the Protection of Industrial Capabilities program, where you are not requesting funds in 1986. Why is FEMA proposing to transfer \$1.5 million of the 1985 program to the S&E appropriation to cover increased salary and benefit costs? FEMA has already applied \$2,276,000 of the undistributed Congressional reduction in the 1985 request against this program. Is this basically a lower priority program at this point?

Mr. MAGUIRE. I can't speak to the overall priority, Mr. Green. I can tell you we have sufficient funds to complete the analyses that were called for. The initial estimate we provided to this Congress early on in the program was \$20 million. We have been able, through judicious expenditure of our resources, judicious expenditure of funds to complete the analysis, to complete this under \$11 million.

We have managed to provide a number of accomplishments which are important to the program. For example, we have completed an analysis of the key industries that would be impacted in

the event of a major disaster. We have estimated the number of key workers and their approximate locations throughout the country and have this available in the data base.

We have constructed prototype shelters, and now have a great deal of information about the cost and emplacement of blast shelters, should that program be required. We have a national plan on the shelf available, should there be a need for that kind of a program in the future. We have analyzed alternative methods within each industry as to how to best protect equipment and vital pieces of gear in the process within each industry. And we are in the process of writing up a guide for industry to use in their protection of their resources.

The things accomplished in the program have been done within the confines of \$11 million. I think that is a—

PROPOSED TRANSFER OF \$1,500,000

Mr. GREEN. Is that including the \$1.5 million you propose to transfer?

Mr. MAGUIRE. It does not include the \$1.5 million. I think someone else needs to speak to the priority of that.

Mr. RITA. The \$1.5 million is part of the transfer to S&E for pay and the shortfall in Civil Defense salaries in 1985.

PROTOTYPE SHELTERS

Mr. GREEN. As was mentioned, prototype shelters have been funded under this program. Through fiscal year 1985, how much money will have been spent on prototype shelters?

Mr. MAGUIRE. Mr. Green, the shelter in Dallas, Texas, which is a 100-man reenforced concrete shelter, cost \$294,000. There are two additional expedient shelters, 18-man shelters of nominal design. Each of those costs on the order of \$30,000 apiece. The total expenditure is under \$400,000 for the construction of all the prototypes that have been built.

Mr. GREEN. What have you learned from this?

Mr. MAGUIRE. As I have stated, we have learned about the initial design, what needs to be done, what the cost of the initial design will be; how to best construct and emplace these expedient shelters on a rapid basis should they ever be needed, and have learned about the emplacement of these to best protect the key workers who need protection.

FLOODING OF SHELTER IN DALLAS

Mr. GREEN. With respect to the 100-person shelter near Dallas, as I understand it, in January it was half filled with water because of where it had been located. Is that accurate?

Mr. GIUFFRIDA. No, that is not.

Mr. MAGUIRE. I don't think it was half filled with water, Mr. Green. There was water throughout the area. It was flooded. This occurred at the later stages of the construction of the facility. It was an error in the operation of the facility. Once it was built, there was a dual way to assure ourselves that there was water removal capability inside the shelter, a sump pump that removes

water when there is heavy drainage water around the outside of the shelter.

In the event we were using that shelter, the pump would be activated and run from a diesel generator inside the shelter itself. In normal time, in peacetime usage, the industry itself has a panel indoors and this was installed on Rockwell Industries property. They have an electrical panel inside that is used to activate that sump pump. Shortly after it was built and in place, there was a heavy rainfall. The electrical panel was being worked on and the sump pump did not activate.

That resulted in seepage into the building. It was approximately a foot to two of water inside the facility. It has now been drained, cleaned up and everything is in place.

Mr. GREEN. So, it was not a problem with a shift in locations? We had some understanding there had been a shift of location which put it in a more vulnerable position on the Rockwell property.

Mr. MAGUIRE. I am not aware of any problem created by a shift in locations. This was done with standard design practices. The sump pump is there to remove this water that flows in around the facility. As a result of this overall prototype program, we have reduced the cost of construction, the projected cost of production of facilities like this by over 17 percent.

TESTING OF 100-PERSON SHELTER

Mr. GREEN. On page CD-75, there is mention of full scale testing of a 100-person shelter in the Defense Nuclear Agency's high explosives test in June 1985 at the White Sands facility. Is this a shelter from the prototype program?

Mr. MAGUIRE. This is a shelter funded through 1985 funds from the prototype program. It is now under construction and will be tested.

Mr. GREEN. Why was it you decided not to test the three prototype shelters in the Dallas-Fort Worth area? Wouldn't that have made for a better program?

Mr. MAGUIRE. I don't believe so, Mr. Green. Initially, we projected it would require 20 prototypes in various locations throughout the country for an adequate data base with which to determine the cost of building a shelter. We find this is a minimal amount of cost necessary to have an adequate analysis of the program.

STATE AND LOCAL DIRECTION, CONTROL AND WARNING

Mr. GREEN. Turn to State and Local Direction, Control and Warning. You are requesting \$2,711,000 and 52 workyears for the program in 1986. That is a decrease of \$11,440,000 below the 1985 level. With the exception of salary funds for the 52 workyears and \$681,000 for the "other State and Local Direction Control and Warning" element, you are not requesting funding for any of these programs in 1986.

Why have you given such a low priority to this program?

Mr. McLoughlin. It was a matter of the dollars available. Starting with the \$119 million and the idea that we would save person-

nel, this was one of the cuts. Personnel was the principal rationale for cutting the hardware programs.

Mr. GREEN. That is why you have not requested any 1986 funding for the emergency operating centers?

Mr. McLOUGHLIN. Yes.

Mr. GREEN. Why, for example, is this program a lower priority than, say, Telecommunications and Warnings?

Mr. McLOUGHLIN. You need to recognize, Mr. Green, that the telecommunications and warning function also serves the State and local governments. Even though it is a 100 percent funding, the whole purpose of those systems is to serve the State and Federal and local governments. We are taking a hit in that area of over \$16 million. So it wasn't a matter of just taking all of it in the State and local direction control warning.

EMERGENCY OPERATING CENTERS

Mr. GREEN. Last year, you indicated there was a requirement for 5,600 local EOCs. Further, reflected on Page 72 of last year's hearings, there were 2,971 existing EOCs with capacity below standard and 168 EOCs that met standards. Do you still see that need?

Mr. McLOUGHLIN. We have the first phase of the study done. The recommendation is to have a gradation of EOCs. Roughly 600 at certain key points, some lesser EOCs numbering 1,600, 2,500 and 3,900 of differing kinds. We are not prepared to support that yet. We have not discussed it with State and local government. We have a second phase of that project working right now.

Hopefully next year we will be able to define that. This is the best we can do for now.

Mr. GREEN. What will happen to State and local EOCs in 1986 when Federal funding is withdrawn?

Mr. McLOUGHLIN. We have right now between 80 and 90 that have been funded through Phase 1. There are two phases, an engineering design phase, then a construction and equipping phase. And we have about 80 or 90 of them right now that have been through the Phase 1 that will not be funded in the construction phase.

Now, those that we are funding in 1985, for the Phase 1 design, we are alerting localities of the potential problem that we have in the 1986 budget. We will continue to provide them with technical assistance in the design and construction of those EOCs but no financial funding.

OUTDOOR WARNING SYSTEMS

Mr. GREEN. I guess we have the same question about the outdoor warning systems.

Mr. McLOUGHLIN. Yes, the outdoor warning systems are the same. Even last year, we only had \$557,000 to support any purchase of warning systems. This year it will be zero.

RESEARCH PROPOSALS

Mr. GREEN. Last year, there was a discussion of how FEMA funded research proposals. In 1983, FEMA indicated that it funded

four unsolicited research proposals for a total of \$152,237. How many unsolicited research proposals were funded in 1984 and what was the dollar amount associated with those proposals?

Mr. GIUFFRIDA. We can provide that.

Mr. MAGUIRE. If you will bear with me for a minute, Mr. Chairman, there were two unsolicited proposals from fiscal year 1984 funds.

Mr. GIUFFRIDA. If you want we can submit it.

Mr. GREEN. Yes.

Mr. GIUFFRIDA. We will submit that for the record.

[The information follows:]

UNSOLICITED PROPOSALS

Initial review of records indicates that there was one unsolicited research proposal funded in FY 1984 in the area of Civil Defense research. The project is being conducted by Georgetown University and deals with conditions for American recovery from nuclear attack; it was funded in the amount of \$172,660.

Mr. GREEN. Also for the record, you can update the table on Page 80 of last year's hearings for fiscal year 1984 and fiscal year 1985.

Mr. GIUFFRIDA. All right.

[The information follows:]

MEMORANDUM OF CIVIL DEFENSE RESEARCH CONTRACTS—COMPETITIVE VERSUS NON-SOURCE

Fiscal Year	TOTAL Number of Actions	TOTAL Contract Value	New Competitive		New Noncompetitive		Total (Incis. Op. Cls.)		All Contracts		Emergency Agre.		Grant/Coop. Agre.	
			Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
1964.....	57	\$6,882,325	\$2,043,100	30	\$281,087	6	\$731,263	11	\$694,795	10	\$2,567,725	37	\$546,325	8
1965 Baltimore..	25	\$3,618,818	\$1,525,938	42	\$227,800	7	\$646,000	18	\$230,000	6	\$704,000	19	\$295,000	8

NUCLEAR WINTER

Mr. GREEN. On Page CD-111 under 1984 accomplishments, you mention conducting preliminary studies to reduce scientific and technical uncertainties in evaluating the possibility of a nuclear winter period. What were the results of those studies?

Mr. MAGUIRE. Could I have the page again sir?

Mr. GREEN. CD-111.

Mr. GIUFFRIDA. The second bullet from the top.

Mr. MAGUIRE. As I mentioned, this morning, Mr. Chairman, the Agency's involvement in the nuclear winter research programs are to maintain a continual status update for all agency programs as to what results the scientific community has achieved in the nuclear winter research program. This preliminary study of the initial nuclear winter scenario concluded in the possibility of climatological effects must be taken seriously, but that the uncertainties were still very great.

The uncertainties were so great that they were still larger than the postulated effects from them. Until the scientific community comes together and provides definitive results that are agreed upon by the scientific community, the study recommended that there is no action that FEMA should take in that regard.

TRAINING AND EDUCATION

Mr. GREEN. If we can turn to Training and Education, you are requesting \$11,280,000 for Training and Education in 1986. A decrease of \$6,132,000 below the current 1985 estimate. This Civil Defense training program constitutes part of FEMA's overall training effort. You are proposing to reduce funds in 1986 in the Training Field Deployment System by \$3,868,000.

The legend on Page CD-139 indicates the decrease reflects a 50 percent Federal and State matching fund arrangement. If the number of students trained under this program decreases in 1986, would FEMA consider restoring funds to this program even if it means reducing the training budget some other place?

Mr. LAFLEUR. Mr. Chairman, we are concerned with the comments by the States that there will be a reduction in students with this matching fund provision. We anticipate there will be some shortfall in certain subject areas compared to our current year training. One hundred ten thousand students were trained in our program in 1984. We expect that the States will continue to express concern about this issue.

FIELD TRAINING PROGRAM

Mr. GREEN. In 1985, you estimate 100,000 students will participate in the field training program. How many do you currently estimate will participate in fiscal year 1986?

Mr. LAFLEUR. Initial indications are there that will be a reduction, which could take us back to present 1980 levels which were approximately 59,000 students at that time with this reduction. The full impact is unknown because of the matching provisions which this proposal contains. We are unsure how much the States will match the monies which we might provide to them?

Mr. GREEN. The budget assumes there will be resident courses at the western training facility in 1986. How many Civil Defense funded courses will be offered at Emmitsburg in 1985 and in 1986?

Mr. LAFLEUR. There will be courses which enhance Civil Defense at both facilities, as you have stated. The exact numbers will depend upon the exact mix of the training program as it is constituted under this reduced budget. We would have to submit that for the record based upon what happens with enrollment in the future.

Mr. GREEN. If you can do that both for Emmitsburg and Carson City.

Mr. LAFLEUR. Yes, sir.

The information follows:]

EMERGENCY MANAGEMENT INSTITUTE COURSES

The following are the numbers of Emergency Management Institute Civil Defense funded courses:

	Emmitsburg	Carson City
1985:		
Courses	42	
Offerings	103	
1986:		
Courses	62	13
Offerings	71	20

Each of the courses addresses both Civil Defense and non-Civil Defense subject matters and are funded from both areas. The majority of the funding comes from the Civil Defense appropriation.

The 1986 figures are based on the current budget submission and operation of the Carson City facility for three quarters of the year.

POSITIONS FOR NETC WEST

Mr. GREEN. Why are the 10 FTE's for NETC-West all being charged against the Civil Defense Program in 1986? In other words, why they are not being charged against the training and fire program.

Mr. LAFLEUR. We expect eventually it will be a balance of how those FTE's are used. However, initially to get the program up and running and meet some of the initial demands this was found to be the most expedient way to begin.

TELECOMMUNICATIONS AND WARNING

Mr. GREEN. Turn to Telecommunications and Warning. You are requesting \$19,727,000 for this program in 1986, a decrease of \$16,542,000 below the 1985 funding level. This is the area where Congress added \$6.5 million above your revised 1985 request.

Why are you now proposing to transfer \$2,072,000 from this program to the S&E appropriation to cover salary benefits? This is approximately two-thirds of the total amount proposed to be transferred to cover increased salary and benefits.

Mr. RITA. It is for the pay and—

Mr. GREEN. I know that. What I am really asking is why, particularly in view of the Congressional increase above your 1985 re-

quest, this particular program was impacted so hard, two-thirds of the money coming from it.

Mr. RITA. That is where the uncommitted money was, that is why we are requesting it be moved, sir.

Mr. GREEN. On Page CD-152, under Congressional changes, you show that \$809,000 was cut from the National Warning System in 1985. Congress added \$6.5 million for Telecommunications and Warning program to be distributed at the Agency's discretion. Why has FEMA further reduced the National Warning System program in 1985 by \$809,000? This is also the program element you propose to transfer the \$2,072,000 from.

Mr. WILLIAMS. Basically the same reason, to meet the shortfall in the S&E Act.

Mr. GREEN. Again, I am asking why the priorities.

Mr. GIUFFRIDA. That is where the money was most readily available, Mr. Chairman. It was the discrete judgment that we made.

NATIONAL TELETYPE SYSTEM

Mr. GREEN. Why did FEMA add \$2,840,000 of the 1985 Congressional add-on to the FEMA National Teletype System program, and why did it add \$2,951,00 of the 1985 Congressional add-on to the FEMA National Radio System?

Mr. WILLIAMS. On the teletype system, the problem we were faced with basically was having two obsolete computers. We have a system that switches the teletype system. One computer is at Olney, the other is in Denver. We were told by IBM, the company that built the computers, that they would no longer maintain and keep them up.

What we were doing was replacing that equipment with mini-computers at our Federal regional centers to switch the teletype network. The system was so bad that it was about to go down.

NATIONAL RADIO SYSTEM

Mr. GREEN. The radio system?

Mr. WILLIAMS. In the radio system we are upgrading the HF radio for emergencies. We are putting 10-KW transreceivers in the 10 regions, and we are putting one KW transreceiver in each of the 50 States and the territories. That is part of the upgrade program over a three-year period to place new HF equipment in the field. We will have completed by the end of the 1986 budget approximately 50 percent. We will have about 24 States completed at that point in time.

TELECOMMUNICATIONS SUPPORT SERVICES

Mr. GREEN. You propose reducing the Telecommunications and Warning program in 1986 by \$16,542,000. At the same time, you are requesting \$2,592,000 for the Telecommunications Support Services in 1986, an increase of approximately \$1 million above the 1984 program level. Why does this particular program demand such a high priority?

Mr. WILLIAMS. The support?

Mr. GREEN. Yes.

Mr. WILLIAMS. The support area is where we do two or three different things. This is where the ancillary equipment is bought. And the increase in costs of installing the ancillary equipment. Secondly, we have our increase in tariffs. We are projecting an approximately \$12 million increase in tariffs. We use the Defense Department, U.S. Army Information Systems, Fort Huachuca and we lease through them.

They are in the process now of assessing rate and tariff increases. We won't know until approximately that time what the costs will be.

AUTOMATED DATA PROCESSING

Mr. GREEN. Turn to the Automated Data Processing tab. You are requesting essentially the same program level as 1985. Why is this item sacred from reductions?

Mr. WILLIAMS. It is very difficult to take a computer which is funded out of three separate accounts and either paint it part color or turn part of it off. It is a system where you have to have it on or it is off. The computer is worthless.

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING

Mr. GREEN. All right. If we can turn to the Comprehensive Emergency Preparedness Planning activity. You are requesting \$9,302,000 for this activity in 1986, an increase of \$253,000 above the 1985 program level. In the earthquake program, you are requesting \$4,696,000 for the activity in 1986, a decrease of \$1 million below the 1985 program.

On Page CEP-21 you state that because other Federal agencies involved in the National Earthquake Hazards Reduction Program did not receive any program increases, the reduction of \$1 million is necessary in order to rebalance FEMA's program with that of the other agencies. How and by whom is the balance between agencies in the earthquake program determined.

Mr. McLOUGHLIN. OMB.

Mr. GREEN. Would you know what standards they used?

Mr. McLOUGHLIN. No, I would not, Mr. Green.

Mr. GREEN. Is FEMA's 1985 earthquake program out of balance with those other agencies?

Mr. McLOUGHLIN. No, it is not. It is in balance with them according to the five-year plan.

Mr. GREEN. What does the 1985 NSF budget contain for the earthquake program? Last year, the 1985 request was \$28,360,000.

Mr. McLOUGHLIN. I have that.

Mr. JETT. Could we provide that for the record, Mr. Chairman?

Mr. GREEN. Yes.

Mr. GIUFFRIDA. We will provide it for the record.

GEOLOGICAL SURVEY EARTHQUAKE BUDGET

Mr. GREEN. Similarly, what does the Geological Survey budget contain for the earthquake program? The 1985 request was \$33,138,000.

Mr. JETT. Fine.

EARTHQUAKE FUNDING TABLE

Mr. GREEN. For the record, please update the earthquake funding table found on page 91 of last year's hearing.
 [The information follows:]

EARTHQUAKE

NATIONAL EARTHQUAKE HAZARDS REDUCTION PROGRAM FUNDING

(Dollars in thousands)¹

	1984 actual	1985 appropriation	1986 administration request
FEMA	3,705	5,705	4,696
USGS	35,568	36,554	34,603
NSF	25,056	25,500	29,200
NBS	475	499	0
Total	64,804	68,258	68,499

¹ Does not reflect salary and expense dollars.

5 YEAR EARTHQUAKE REDUCTION PLAN

Mr. GREEN. In December 1984, the National Earthquake Hazards Reduction Program five-year plan, fiscal years 1985 to 1989, was submitted. We will place a table of the five-year budget plan in the record at this point.

[The information follows:]

NEHRP BUDGET SUMMARY BY AGENCY
FOR FISCAL YEARS 1985-89

Agency	FY 85†	Dollars (in Thousands)*			FY 89
		FY 86	FY 87	FY 88	
FEHA					
I. Hazard Delineation and Assessment	0	0	0	0	0
III. Seismic Design and Eng. Research	2,650	2,780	2,735	2,820	2,886
IV. Preparedness Planning and Hazard Awareness	3,055	3,187	3,489	3,653	3,827
Total	5,705	5,967	6,224	6,473	6,713
NBS					
III. Seismic Design and Eng. Research	499	0	0	0	0
NSF					
III. Seismic Design and Eng. Research	18,500	19,937	20,794	21,626	22,426
IV. Preparedness Planning and Hazard Awareness	860	942	982	1,021	1,059
V. Fundamental Seismological Studies	8,400	8,786	9,164	9,531	9,883
Total	27,760	29,665	30,940	32,178	33,368
USGS					
I. Hazard Delineation and Assessment	14,481	13,503	13,847	14,181	14,502
II. Earthquake Prediction Research	14,269	12,805	13,131	13,447	13,752
III. Seismic Design and Eng. Research	3,104	3,158	3,239	3,317	3,392
V. Fundamental Seismological Studies	4,700	4,559	4,675	4,788	4,896
Total	36,554	34,025	34,892	35,733	36,542
Grand Totals	70,518	69,657	72,056	74,384	76,623

IMPACT OF FEMA EARTHQUAKE REQUEST IN NSF AND USGS

Mr. GREEN. How will the 1986 budget request for FEMA, NSF and the U.S. Geological Survey affect the five-year plan?

Mr. GIUFFRIDA. The five-year earthquake plan.

Mr. GREEN. How will that be affected by the 1986 budget request for FEMA, in NSF and USGS?

Mr. McLoughlin. The OMB review and review of all four agencies is consistent with the five-year plan. The 1986 budget is consistent.

Mr. GREEN. Could you please provide for the committee's files a listing of FEMA grants in the earthquake program in 1984?

Mr. McLoughlin. Yes.

POLICY AND PLANNING ELEMENT

Mr. GREEN. In 1986, FEMA is establishing a new program element, policy, and planning for the Comprehensive Emergency Preparedness Planning, activity. This new element is to account for the executive direction and administrative functions that must be performed to support State and local programs. A transfer of approximately \$700,000 from the Flood Plain Management program to fund 18 work years is proposed.

On Page CEP-34, the legend indicates this transfer will more accurately reflect program responsibilities. Why have you carried these 18 workyears associated with executive direction and administrative functions for the State and local programs directorate under the Flood Plains Management Program?

Mr. McLoughlin. Mr. Green, it was a management decision that was made in previous years. Essentially it was to sort out the management overhead burden among various programs. The Civil Defense Program has been carrying a major portion of this in the regions in particular, and therefore the decision was made to charge this to the Flood Plain Management Program.

RADIOLOGICAL EMERGENCY PREPAREDNESS PROGRAM

Mr. GREEN. Turning to the Radiological Emergency Preparedness Program, you are requesting \$5,957,000 for the program in 1986. In 1985, FEMA has proposed transferring \$530,000 to Radiological Emergency Preparedness Program to cover increased salary and benefits costs. This is in addition to the \$69,000 requested for increased pay costs.

According to the schedule on page REP-5, you obligated \$2,285,000 for personnel compensation and benefits in 1984. In 1985, you estimate \$2,738,000 for personnel compensation and benefits. That is an increase of \$453,000 above the 1984 level. Why should it take an increase of 20 percent in personnel compensation and benefit dollars in 1985 to fund the same number of workyears, 67, as in 1984?

The grades of the positions as shown on page REP-6 are the same in 1984 and 1985.

Mr. McLoughlin. Two essential reasons, Mr. Green. When we got 20 additional positions in 1983, we did not get those positions filled in 1984 at an early date, so they were only on board for a

partial time. They were then on full-time in 1985 and they were also hired at higher grades than were originally budgeted. Plus, we had some additional temporaries that were hired for specific problem areas.

Mr. GREEN. In 1986, you are requesting \$2,006,000 for personnel compensation and benefits in the Radiological Emergency Preparedness Program, \$732,000 less than 1985. How can you fund 64 workyears in the Radiological Emergency Preparedness Program in 1986, only three workyears less than 1985, with a 27 percent decrease in personnel compensation and benefits dollars.

Mr. McLOUGHLIN. We are doing that, because we overhired at higher grades than were budgeted for and because we will not have the temporaries on board which contributes to this problem. We will fill any vacancies in 1985 with lower graded people. And we are losing three positions. OMB gave us a one time opportunity to request a fix of this in 1985. That is the reason there is a spike at that point. Our intent is to manage that back down to the budgeted figure in 1986.

FEDERAL PREPAREDNESS PROGRAM

Mr. GREEN. If you will turn to the Federal Preparedness Program, you are requesting \$154,452,000 and 862 workyears for Federal Preparedness activities, an increase of \$14,317,000 and a decrease of 58 workyears from 1985. The 1986 request for the Emergency Information and Coordination Center, Mobilization Preparedness, and Federal Preparedness Policy and Planning are basically the same as the 1985 program level.

RESOURCES PREPAREDNESS

Turning to Resources Preparedness, you are requesting a \$4,009,000 for the program in 1986, a decrease of \$1,078,000 and 25 workyears below 1985. Why have you proposed decreasing the number of workyears in Resources Preparedness in 1986 by 25, from 47 in 1985 to the 22 in 1986? Is that strictly due to the deficit reduction effort?

Mr. MAGUIRE. Mr. Green, that is partially responsible for our decision to reduce the number of personnel in that area. Also, we find we can streamline, make more effective the operation we are charged with by better using the expertise that is available in other Federal agencies, in production of national stockpile goals and methods.

TRAINING AND FIRE PROGRAMS

Mr. GREEN. Turning to Training and Fire programs, you are requesting \$22,712,000 for Training and Fire programs in 1986. The total 1986 budget request for all activities of the National Emergency Training Center including \$11,280,000 under Civil Defense Training and Education, is \$33,992,000, a decrease of \$10,354,000 below 1985. These activities include: Emergency Management Institute, the National Fire Academy, the U.S. Fire Administration, and Administration of the Eastern and Western Training Centers.

We discussed the Training and Fire programs when we took up the S&I staff report. However, I do have a few more questions.

As we have discussed, you are proposing that the student stipend for travel be eliminated in 1986. Does FEMA pay for the total cost of travel between home and Emmitsburg for a student taking a course at the Emergency Management Institute?

Mr. LAFLEUR. No, sir; the student is responsible for his or her own travel costs to the point of embarkation which generally for our students who come from a long distance is a major regional airport or subregional airport. And the travel stipend then pays for the major embarkation point during airline flight to one of the—Baltimore Washington/Dulles, one of the airports nearby.

And then our staff picks them up at that airport and transports them to the facility. So the student is responsible for a portion of the transportation cost.

Mr. GREEN. That would be the same regarding the National Fire Academy?

Mr. DONOVAN. Yes, sir.

Mr. GREEN. Is the amount of travel cost FEMA pays based on statute or regulation?

Mr. DONOVAN. In the Fire Academy, the Federal Fire Prevention Control Act authorizes us to pay up to 75 percent of the costs as established by the superintendent.

Mr. LAFLEUR. EMI stipends have authority to be paid under several acts including the Civil Defense Act of 1950, Natural Hazards Reduction Act, and the Disaster Relief Act of 1974. Administratively, we then determine the stipend split based on those acts.

Mr. GREEN. Please provide for the record answers to the following questions: how many resident students can be trained with the funds requested in 1986? How many student days of training that represents, how many resident students you estimate will receive training in 1985 with the funds in your budget and how many days of training that represents; how many resident students were trained in 1984 and how many student days of training that number represents.

Mr. GIUFFRIDA. All right.
[The information follows:]

NATIONAL EMERGENCY MANAGEMENT AGENCY

(On-campus student activity)

	1984	1985	1986
Students:			
Emergency Management Institute ¹	3,199	3,924	2,884
National Fire Academy:			
Resident Program	3,833	4,100	4,200
Weekend Programs	1,750		
Train-the-Trainer	161	1,900	1,900
Adjunct Faculty in Service	98		
Total Fire Academy	5,842	6,000	6,100
Total Center	9,041	9,924	8,984
Student days:			
Emergency Management Institute ¹	14,421	20,560	17,152

NATIONAL EMERGENCY MANAGEMENT AGENCY—Continued

[On-campus student activity]

	1984	1985	1986
National Fire Academy:			
Resident Program.....	42,220	42,250	43,280
Weekend Programs.....	3,500		
Train-the-Trainer.....	1,127	3,800	3,800
Adjunct Faculty in Service.....	484		
Total Fire Academy.....	47,331	46,050	47,080
Total Center.....	61,752	66,610	64,232

* includes the Senior Executive Policy Center.

1985 CONGRESSIONAL ADD-ON FOR USFA

Mr. GREEN. Last year, the committee gave FEMA an extra \$1 million on top of the \$1 million requested for arson prevention. What is the status of that money? I am concerned that it is not more than halfway through the fiscal year, and the money is not obligated.

Mr. WALL. You are speaking, sir, about the community-based volunteer project?

Mr. GREEN. That's right.

Mr. WALL. The 1985 monies you are referring to.

Mr. GREEN. Yes, sir.

Mr. WALL. The 1985 project is being handled through the offices of the National Governors Association's National Criminal Justice Association and they will be handing the actual monies to the individual communities that are competing. We have yesterday and today in attendance at Emmitsburg representatives of the Governor's office for the ten new States for 1985. We expect in a few months that money will be in the pipeline.

Mr. GREEN. The full \$2 million?

Mr. WALL. Yes, sir.

NATIONAL COMMUNITY VOLUNTEER FIRE PREVENTION PROGRAM

Mr. GREEN. In the joint manager's statement accompanying the conference report last year, we included a statement, which I will quote. "The conferees do not expect the Federal commitment to the National Community Volunteer Fire Prevention Program to become institutionalized. Rather it is expected FEMA will make the \$1 million add-on available through the State to community-based groups, organizations, that provide technical assistance and service groups to leverage private funds and develop a working public-private partnership to combat arson and promote fire prevention.

I have been told by community groups in New York City and elsewhere that they have been told by FEMA to expect no more money than they received last year. It was our intent, last year that we devote resources to those groups that have experience in arson prevention, are community-based and have a proven track record in leveraging private funds.

Furthermore, I had hoped that the groups involved in the program would have some background in housing and would remain an integral part of the community after the Federal program ceased operating. Do you feel that your plan, or the Governor's Association plan, for this program and for allocating those funds meets the criteria set out in the joint manager's statement?

Mr. WALL. Yes, it does. May I clarify that?

Mr. GREEN. Yes, if you would.

Mr. WALL. There are two separate programs that your question blends together. There is the community based voluntary project that is being conducted in 20 States and the National Governors Association's National Criminal Justice Association has a cooperative agreement relationship with us to conduct that program. Those communities that are recipients of grants for that program were selected by the various State Governor's Ad Hoc Committee with advice and consent from the United States Fire Administration, FEMA.

There is also another group called the Community Based Organizations who are not barred from participating with the State group, but have another grant program to take care of their needs. Those are the traditional anti arson groups who had been in the past the housing advocates and now have taken up arson as one of their projects. They are being funded this year to the same amount of money that they were funded in 1984.

RESIDENTIAL SPRINKLER PROGRAM

Mr. GREEN. Last year Congress appropriated \$2.5 million for a residential sprinkler utilization program. As I noted, then, several members of the committee including me, remained very concerned about the real problem of fires in older urban areas. I asked at that time, on page 107 of the hearings, that some of the \$2.5 million be used for retrofitting of older buildings. Has that been done and what portion of the money went for retrofitting?

Mr. WALL. I can give you for the record the proportion of money, but I will say now that, yes, part of that project is retrofitting. In fact in 1985, we have a very serious program going with the District of Columbia government to retrofit buildings that are occupied by target audiences; that is, the very young, retarded or aged people.

ALLOCATION OF RESIDENTIAL SPRINKLER RESOURCES

Mr. GREEN. What was the process used for awarding and allocating the money?

Mr. WALL. For the residential sprinkler?

Mr. GREEN. Yes.

Mr. WALL. That is not one program, sir. It is a grouping of programs. We have looked at demonstrations, education, and research. For the most part, it was cooperative agreements. Some were competitive, some were sole source. I can supply that for the record.

Mr. GREEN. If you would.

[The information follows:]

RESIDENTIAL SPRINKLER PROGRAM AWARDS

The United States Fire Administration (USFA) Residential Sprinkler Program is divided into four sub-components: research and development, demonstrations, information and awareness, and technical assistance. Of the \$2.5 million appropriated by Congress for 1985, approximately 60% of the funds has been or is planned for award on a competitive basis. Some of the non-competitive actions are being awarded as amendments to on-going program efforts, such as, the sprinkler research with Factory Mutual, the continuance of our public/private effort with industry, "Operation Life Safety," and the reality-based codes effort with the International City Management Association.

Competitive awards will be given for a number of projects within the four sub-components of the Sprinkler Program. The awarding of the grants for the sprinkler trailer demonstration program will be completed through support from FEMA Regional Offices who will be selecting grantees from both state and local community levels. Below is a breakdown of the Sprinkler Program funds:

	<i>thousands</i>
Research and development.....	\$630
Demonstrations.....	640
Information and awareness.....	915
Technical assistance.....	315
Total.....	2.5

EXPENDITURES FOR RETROFIT ACTIVITIES

A major portion of the Residential Sprinkler Program is being expended for a variety of retrofit activities that cut across the four sub-components of the Sprinkler Program. A few examples of these retrofit activities are: the sidewall research with Factory Mutual, a group homes demonstration project with the District of Columbia, a fire suppression/retrofit study and a cost/benefit study with the National Association of Home Builders. Below is a breakdown of the estimated retrofit activities:

	<i>thousands</i>
Research and development.....	\$320
Demonstrations.....	640
Information and awareness.....	390
Technical assistance.....	225
Total.....	1.575

Mr. WALL. There is also a success story with that, that a grant given to the District of Columbia in 1980 or 1981, that retrofitted a home for the elderly and there was a fire in that home several months ago. An elderly woman came home, fell asleep on a couch and flaming combustion occurred. Instead of the usual scenario of 20 or 30 people dying. A residential sprinkler went off, put the fire out and no one was injured, so we do have a success story as well as theoretical stories to tell you.

CIGARETTE FIRE SAFETY EFFORT

Mr. GREEN. I am certainly happy to hear that. The cigarette fire safety interagency effort has developed a detailed research plan and budget calling for \$2.7 million, total over two years. No funds are requested in the Agency's 1986 budget, even though the Administration supported this legislation. FEMA's Fire Administration is one of the three agencies.

I would like to know what the Administration's approach is to funding this effort.

Mr. WALL. The understanding made between the three agencies involved, HHS, Consumer Products Safety Commission and the Fire Administration, is that Consumer Products Safety Commission

is the lead agency. The Administrator of the United States Fire Administration sits as vice-chairman of the Interagency Committee. \$250,000 was identified in CPSC's 1985 budget to carry on the work of the technical study committee to do the up front work.

That is developing a budget and bringing in the technical study group for meetings. CPSC is in the process now of going to OMB and asking for supplemental appropriations to cover that \$2.7 million for the operation over the two-year period.

1984 ENROLLMENT IN TRAINING COURSES

Mr. GREEN. Thank you. Last year, you estimated there would be 141,715 students enrolled in training courses both residential and field in 1984. That is reflected on page 98 of last year's hearing. How many were enrolled in training courses in 1984?

Mr. DONOVAN. We will have to supply that for the record, sir.

Mr. GREEN. And explain if there is any significant variance.

Mr. DONOVAN. Which page was that again, sir?

Mr. GREEN. Ninety-eight, last year's hearing.

Mr. DONOVAN. Yes, sir.

[The information follows:]

1984 ENROLLMENT IN TRAINING COURSES

In the 1985 hearings, NETC estimated that 141,715 students would be trained in 1984.

In the 1986 hearings, 1984 totals were revised to 128,678 which are the actual totals. The variance of 13,037 students was primarily caused by using an estimate for the 1985 hearings. When this estimate was prepared, no field data and only first quarter resident data was available. Field statistics arrive from the States one quarter after the actual completion of the training. The delay in the field reporting caused the discrepancy between the estimation at the 1985 hearing and the actual count at the 1986 hearings.

TRAINING COURSES STUDENTS

The following is a listing of the actual number of students completing training courses in 1984:

Emergency Management Institute:

Resident:

Civil Defense ¹	3,832
Training and Fire (Non-CD).....	

Field:

Civil Defense	110,348
Training and fire (Non-CD).....	224

National Fire Academy:

Resident:.....	3,833
Field:	10,441

.....
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Total	128,678
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¹ Includes the Senior Executive Policy Center.

TABLE ON STUDENT ENROLLMENT

Mr. GREEN. If you could, also update the table on student enrollment from last year's hearings.

Mr. DONOVAN. Yes, sir.

[The information follows:]

ENROLLMENT 1981-1986

	1981	Actual		1984
		1982	1983	
Emergency Management Institute				
Resident:				
Civil Defense 1/ Training and Fire (Non-CD)	945	2,025	2,950	3,832
Field:				
Civil Defense Training and Fire (Non-CD)	65,902	97,736	99,015 227	110,348 224
NETC West:				
Civil Defense Training and Fire (Non-CD)				
National Fire Academy:				
Resident	4,034	4,130	4,146	3,833
Field	6,549	10,935	11,334	10,441
NETC West				
Totals	77,430	114,826	117,672	128,678

	1985	Estimated	
		1985	1986
Emergency Management Institute:			
Resident:			
Civil Defense 1/ Training and Fire (Non-CD)	3,424		2,387
Field:	500		497
Civil Defense	100,000		54,960
Training and Fire (Non-CD)	13,248		15,040
NETC West:			
Civil Defense Training and Fire (Non-CD)			632 158
National Fire Academy:			
Resident	4,100		4,200
Field	12,000		13,000
NETC West			1,000
Totals	133,272		91,874

1/ includes the Senior Executive Policy Center.

STUDENTS TRAINED IN RESIDENTIAL PROGRAMS

Mr. GREEN. Last year, you said 10,320 students would be trained in a residential setting in 1985, reflected on page 102 of last year's hearings. Do you still estimate there will be 10,320 students trained in the residential setting in 1985?

Mr. DONOVAN. Yes, sir.

FLOOD PLAIN MANAGEMENT

Mr. GREEN. Turn to Flood Plain Management. In 1986, the appropriation request does not include approximately \$55 million for the Flood Plain Management and Insurance Programs. The 1986 budget proposes to switch the cost of these programs from appropriated funds to the National Flood Insurance Fund which utilizes borrowing authority from the Treasury.

Did FEMA propose this change or was it OMB's idea?

Mr. BRAGG. That was an OMB recommendation.

Mr. GREEN. The Administration proposed the Administrative expenses of the Flood Insurance Program be funded from the National Flood Insurance Fund in 1983. The Committee denied that request because it wished to keep all salaries and expense costs in one account.

Congress appropriated \$2 million for the Section 1362 purchase of property program in the 1984 Second Supplemental Appropriation Act. It was intended that \$1 million of the \$2 million be made available to purchase property recently devastated by flooding in Tulsa, Oklahoma. The remaining \$1 million was to be available for other high priority applications throughout the country.

I note there is an unobligated balance of \$5,666,000 carried forward from 1984 to 1985. Have the funds for the purchase of property in Tulsa been obligated yet?

Mr. BRAGG. Yes, sir, they have and the reason there is a delay in sometimes spending the money is because the actual acquisition process takes so long. That is why we would prefer to see a two-year appropriation for those funds in the future simply because of the time lag involved.

Mr. GREEN. I am advised by staff we gave you that last year.

Mr. JETT. That's correct, the last time you appropriated.

SALARIES AND EXPENSES

Mr. GREEN. Let's turn to the S&E appropriation. The 1986 request is \$115,708,000, a decrease of \$19,587,000 below the estimated 1985 level. S&E items of the various program offices are being addressed as we discuss particular programs. We turn to Management and Administration. You are requesting \$30,122,000 and 434 workyears for Management and Administration activities in 1986, \$5,740,000 and one workyear less than estimated for 1985.

Will the funds requested in 1986 for Management and Administration support 434 workyears?

Mr. MARTIN. I would anticipate they would.

Mr. GREEN. The table on page MA-2 shows 433 workyears for Management and Administration activities in 1984. How many people were actually on board on October 1, 1984, in Management

and Administration offices? That number should include the individual funding.

Mr. MARTIN. We will provide it for the record.
[The information follows:]

MANAGEMENT AND ADMINISTRATION EMPLOYMENT

Federal Emergency Management Agency management and administration employees on board as of October 1, 1984.

Full-Time Permanent—460

Total Ceiling¹—517

Non-Ceiling—17

Total Employment—534

STANDARD LEVEL USER CHARGES

Mr. GREEN. Last year, you estimated \$6,823,000 for SLUC in 1984. The table on page MA-4 shows the 1984 charge was \$6,040,000. Why was the 1984 SLUC approximately \$800,000 less than estimated?

Mr. MARTIN. Well, I—

Mr. RITA. The reason for that is that we took over operation and funding of the Federal Relocation Center in Denton, Texas. We now carry the administrative and housekeeping costs for that facility in our regular account. So it is deducted from the amount we transfer to GSA.

Mr. GREEN. How many square feet of space did you rent in 1984? Last year you estimated occupying 567,104 square feet in 1984.

Mr. MARTIN. I think we would have to provide that.

Mr. GREEN. If you could.

Mr. MARTIN. Yes.

[The information follows:]

STANDARD LEVEL USER CHARGES

Through the third quarter of fiscal year 1984, the Federal Emergency Management Agency (FEMA) occupied 566,234 square feet of General Services Administration (GSA) space. This was reduced to 494,847 square feet in the fourth quarter due to our taking over the operation of the Federal Regional Center (FRC) in Denton, Texas, from the General Services Administration (GSA).

SUMMARY OF SPACE AND SQUARE FOOTAGE

Mr. GREEN. If you could, also provide for the record an update of the summary of space in square feet table found on page 130 of last year's hearing.

Mr. MARTIN. Yes, sir.

[The information follows:]

¹ Denotes all employees subject to Full-Time Equivalent (FTE) personnel ceiling control.

SPACE - IN SQUARE FEET

TABLE II

Management and Administration
Summary of Space in Square Feet

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>
<u>Headquarters</u>				
GSA Building.....	6,258	6,224	6,310	6,310
Warehouse (DC).....	10,028	10,028	12,028	12,028
Federal Center Plaza.....	<u>203,348</u>	<u>203,348</u>	<u>203,348</u>	<u>203,348</u>
Total.....	<u>219,634</u>	<u>219,600</u>	<u>221,686</u>	<u>221,686</u>
<u>Regions</u>				
Region I.....	14,897	14,904	15,473	15,473
Region II.....	15,534	15,646	15,646	15,646
Region III.....	28,634	28,634	30,123	39,120
Region IV.....	75,729	75,314	95,114	95,114
Region V.....	54,603	49,157	54,710	66,778
Region VI.....	-	82,909	-	-
Region VII.....	27,052	23,607	27,063	27,063
Region VIII.....	58,764	55,074	102,559	102,559
Region IX.....	-	2,169	-	-
Region X.....	-	-	-	-
Total, Regions.....	<u>275,213</u>	<u>347,414</u>	<u>340,688</u>	<u>361,753</u>
Total, SLUC.....	494,847	567,014	562,374	583,439 ^{1/}

^{1/} Supports a ten regional concept.

INSPECTOR GENERAL

Mr. GREEN. Turn to the Office of Inspector General. You are requesting \$1,695,000 and 34 workyears for the IG in 1986. Considering all this, do you now believe that the Office of Inspector General should really have more resources than 34 workyears?

Mr. MARTIN. Yes, we do.

Mr. GREEN. How much more?

Mr. MARTIN. I would say in the vicinity of eight more.

Mr. GREEN. Has FEMA reimbursed all other Federal agencies for individuals detailed to the IG?

Mr. MARTIN. Yes, if that was the agreement.

Mr. GREEN. By memorandum dated September 13, 1984, the Director directed the General Counsel to take two actions regarding IG activities. First, resubmit to OMB proposed legislation amending the National Flood Act and Disaster Act to enlarge the IG's audit and investigative authorities; and, second, undertake discussions with OMB, the Justice Department, and others, on the "pros and cons" of initiating legislation establishing a statutory IG for FEMA.

What is the status of these two actions?

Mr. JETT. We have discussed both actions with OMB. Legislation on the Flood Act and Disaster Act may well be forthcoming shortly. We are in final stages of discussions on the Disaster Act. As for the IG, we have had a couple of opportunities to talk to OMB about that, but haven't a final resolution. The Administration is considering several options as to the statutory IG package.

We are part of that consideration. And it is—we are involved. We have initiated discussions.

Mr. GREEN. Have you made a recommendation?

Mr. JETT. Well, we have made a recommendation that the IG authorities need to be expanded slightly in terms of his own investigative authority. Having an administrative IG leaves our Inspector General with certain authorities in an investigative role and audit role that are short of statutory IG. So we think that those types of capabilities need to be given to our IG.

We are looking at two options, either amendments to the authorizing legislation, the Disaster Act, for example, and/or a statutory IG program.

Mr. GREEN. In the same vein, what limitations are investigators under in terms of rights to interview, access to records, administration of oaths, and the other matters referred to in the memorandum?

Mr. GIUFFRIDA. Those are the ones we are addressing.

Mr. JETT. They are. Maybe a short statement for the record would be best for that. Our IG could participate in the writing.

Mr. GREEN. If you could, also indicate which restrictions are regulatory and which are statutory.

Mr. JETT. I will. Thank you.

[The information follows:]

LIMITATION OF FEMA INSPECTOR GENERAL

Without an enabling statute our Inspector General has no power to issue subpoenas and therefore cannot compel records from private businesses. In addition, they

can not take sworn statements nor compel testimony. They are also not recognized as a law enforcement organization which prohibits investigators from obtaining some data from the FBI, NCIC and other law enforcement agencies.

STATUTORY INSPECTOR GENERAL

Mr. GREEN. If you were to go to the statutory route, do you not need to amend other legislative authorization such as the Civil Defense Program and not just Flood and Disaster?

Mr. JETT. The IG and I have had several conversations on that. And the limitations that he has run into in his administration of the programs thus far have been principally the Disaster Relief Act and Flood Insurance Act. There may need to be reviews in the Civil Defense Act, but we have not run into a problem in those situations.

Mr. GREEN. All right. The number of IG investigations pending at the end of 1982 was 161. At the end of 1983, there were 190. Estimates for 1984 and 1985 were 290 and 320, respectively, reflected on page 131 of last year's hearings. What was the actual number pending at the end?

Mr. JETT. We will submit it.

[The information follows:]

IG INVESTIGATIONS PENDING

Cases pending as of September 30, 1984—277.

PENDING INVESTIGATIONS

Mr. GREEN. How many IG investigations do you estimate will be pending at the end of 1985 and 1986 with the resources shown in the budget?

Mr. JETT. Again, let us provide it for the record. Our IG should comment.

[The information follows:]

IG ESTIMATED INVESTIGATIONS PENDING

Estimated cases pending as of September 30, 1985—350.

Estimated cases pending as of September 30, 1986—400.

INTERNATIONAL AFFAIRS

Mr. GREEN. You are requesting \$416,000 and eight workyears for the Office of International Affairs in 1986. In 1983, you increased this office from four to eight workyears. Last year, you indicated no additional duties or responsibilities were transferred to the OIA, but the number of work years doubled. That is reflected on page 132, last year's hearing.

Considering the tight budget situation in 1986, could not this office be reduced back to the four workyears? Those four workyears could be given to another office, for example, to meet your needs in the IG office?

Mr. GIUFFRIDA. Well, our involvement in the International Affairs Office has increased in fact since last year, Mr. Chairman. We have been working very closely with the State Department, providing courses of instructions the State Department has asked us to provide. We have had a series—one is in session right now in fact.

There is another group from Turkey coming in next week. We have a group from Greece. They are very busy.

Mr. JETT. Mr. Chairman, I would comment because you do seem to have a concern about the resources addressed in the IG office. The IG has done several steps recently to improve their resource utilization to some degree. For instance, they have consolidated their offices in our regional offices into three district structures to better utilize resources.

That is a relatively new step we are considering evaluating now. One other point quickly, many of the activities the IG undertakes are to audit and review matters that have occurred under the Disaster Relief Act. That act has a hiring authority to bring people on for a temporary basis to handle programs that are under the act. So we are looking at that program to see if we could temporarily augment IG resources for investigation.

OTHER ADMINISTRATIVE EXPENSES

Mr. GREEN. You are requesting \$8.1 million for other administrative expenses in 1986, a decrease of \$3,452,000 below 1985. What would happen in 1987 if this program were kept at the 1986 level? Could FEMA continue to operate other administrative expenses at the \$8.1 million level, reflected on page MA-66, other administrative expenses at the top of the page.

Mr. JETT. May we provide that?

[The information follows:]

OTHER ADMINISTRATIVE EXPENSES

The 1986 request for Other Administrative Expenses by object class compares with the 1985 current estimate as follows:

[Dollars in thousands]

Object class	1985 current estimate	1986 request	Increase/decrease
22.0 Transportation of things.....	\$50	\$50	
23.1 Standard level user charges.....	6,823	5,759	(\$1,064)
23.2 Communications, utilities & other rent.....	2,474	1,102	(1,372)
24.0 Printing and reproduction.....	525	279	(246)
25.0 Other services.....	1,168	602	(566)
26.0 Supplies and materials.....	408	244	(164)
31.0 Equipment.....	104	64	(40)
Total obligations.....	11,552	8,100	(3,452)

The 1986 request assumes that four regions will close with savings of \$1,064,000 in Standard Level User Charges (SLUC). This figure could change depending on the final decision. Other reductions in this area assume that there will be less personnel in other program areas requiring fewer services. Whether or not this funding level will be adequate in Fiscal Year 1987 is dependent upon the budget requests in other program areas.

AUTOMATED DATA PROCESSING SUPPORT

Mr. GREEN. You are requesting \$3,153,000 for ADP support in 1986, a decrease of \$1,128,000 below the 1985 level. Can funding for ADP support be held at this level in 1987?

Mr. WILLIAMS. Yes, the funding level will allow us to meet all of our operating costs.

Mr. GREEN. In 1987?

Mr. WILLIAMS. 1986.

Mr. GREEN. But could you continue to function at that level or is this essentially a one-year—

Mr. WILLIAMS. Essentially one-year. It is a leased computer system. Should the lease increase then we would need additional funds, but at the current levels we can do it.

FEDERAL TELECOMMUNICATIONS SYSTEM

Mr. GREEN. On page MA-80, you indicate FEMA will absorb GSA estimated increases for the Federal Telecommunications System. How do you plan to absorb this increase?

Mr. WILLIAMS. Where is that—MA-80?

Mr. GREEN. It is at the bottom of the page, 1986 base program.

Mr. WILLIAMS. We do not have the funds for that.

Mr. GREEN. Well, I guess my question is, how are you planning to absorb these increased costs which you expect are coming down the pike?

Mr. WILLIAMS. We have an overall problem in the telephone account because the telephone bill has been straight-lined. The telephone costs and the problems we are facing basically are rate changes that are being proposed by the telephone companies which we don't have a fix on at this time. But we are anticipating that the telephone costs, in general, will go up approximately \$12 million.

Mr. GREEN. I guess that is right. As you point out—

Mr. WILLIAMS. This will exaggerate the problem.

Mr. GREEN. In your justification, you indicate that you expect what you describe as dramatic increases in overall telephone costs. I guess what I am asking is, how are you planning to help it.

Mr. WILLIAMS. It will have to be through a supplemental request once we find the exact rates.

NATIONAL FLOOD INSURANCE FUND

Mr. GREEN. Under Flood Insurance—you request an appropriation of \$92,852,000 for the National Flood Insurance Fund in fiscal year 1986, a decrease of \$107,353,000 below 1985. The entire amount will be used to repay debts incurred under borrowing authority FEMA has pursuant to the basic flood insurance legislation. The servicing contractor for the program changed at the beginning of fiscal year 1984. EDS Federal Corporation, which had been responsible for supporting the insurance operation of the NFIP since January 1, 1978, was replaced by Computer Sciences Corporation.

With a year's experience, how is the new servicing contractor performing?

Mr. BRAGG. We think they are doing very well, Mr. Chairman. In many areas they are an improvement.

Mr. GREEN. Has the backlog of claims been reduced?

Mr. BRAGG. Yes.

AGENTS' COMMISSIONS

Mr. GREEN. Page FI-13 indicates the cost of agents commissions and taxes will increase in 1986 to \$67,591,000 from \$51,366,000 estimated for 1985. Why do you estimate that the cost of agents commissions and taxes will increase by over 30 percent?

Mr. BRAGG. We estimate an increase in policy sales which increases commissions.

INSURANCE POLICIES IN FORCE

Mr. GREEN. Last year, you estimated there would be 2,053,000 flood insurance policies in force at the end of 1984. The table on page FI-15 indicates there are only 1,831,475 flood insurance policies in force at the end of 1984. What was wrong with last year's estimate?

Mr. BRAGG. Usually we sell policies based on the flooding experience during the year. 1984 was not a particularly bad year for us. 1983 was. We now have about 1,891,000 policyholders.

Mr. GREEN. Why do you estimate that there will be 2,356,000 flood insurance policies in force at the end of 1986? That would be a 28 percent increase over the actual number at the end of 1984.

Mr. BRAGG. There are several reasons for that. First, we have a projection based upon legislation before Congress which would prevent a person from getting disaster assistance where flood insurance was available. Second, we have also instituted simplification tools to help agents sell policies; and third, the write-your-own-program, we hope, will generate additional policies.

WRITE-YOUR-OWN PROGRAM

Mr. GREEN. Beginning in 1984, as you pointed out, you established the write-your-own-program, which allows the flood insurance program to utilize insurers' existing policy bases to increase the program's market penetration. By the end of 1984, nearly 20 companies were participating in the program, with approximately 120,000 policies in force. How many of those write-your-own-policies are now in force?

Mr. BRAGG. Two hundred thousand policies are now in force. Twenty-seven percent of those are first time policyholders who never before participated in the National Flood Insurance Program.

Mr. GREEN. Is this in keeping with what you anticipated?

Mr. BRAGG. It is beyond what we expected.

Mr. GREEN. Do you think it will be less expensive in the long run to the Federal Government than the present flood insurance program?

Mr. BRAGG. I don't know that it will be less expensive except perhaps on a per capita basis. I think the administrative costs may be higher because the private companies sometimes put more effort into their marketing and distribution effort. We don't anticipate a savings on administration.

Mr. GREEN. How many write-your-own flood insurance policies do you estimate will be in force at the end of 1985 and 1986?

Mr. BRAGG. I would have to provide that.

[The information follows:]

WRITE-YOUR-OWN POLICIES IN FORCE

Projected Write-Your-Own policies in force are as follows:

1985—260,000

1986—400,000

DISASTER RELIEF FUND

Mr. GREEN. Turn to Disaster Relief Fund. The 1986 request for Disaster Relief is \$194 million, an increase of \$94 million above the 1985 appropriation. The Disaster Relief Fund spends a good amount of money, and there have been rumors that the staff has heard that there may be people working in regional offices paid for from Disaster Relief, but not doing disaster relief work.

Has that happened in the past?

Mr. McLOUGHLIN. Certainly the 144 full-time people are working on the disaster program. We also have authority to hire disaster assistance employees which are used specifically on disasters and authorized for that purpose. We had about 350 workyears last year for them. There are questions raised at times about the use of those people.

We have just recently revised our policy on the use of disaster assistance employees to assure they are working on disaster related activities.

Mr. GREEN. I remember there had been some criticism in past years.

Mr. JETT. That dates back several years, Mr. Chairman. It occurred in one of our regions during the transition time for the region. I think those issues were clarified several years ago.

Mr. GREEN. In 1984 FEMA approved its ADP support for the Disaster Relief Program by completing the conversion of the Disaster Management Information System to an enhanced system written in a widely used computer language, COBOL. How is the Disaster Management Information System funded, with Disaster Relief Funds or S&E?

Mr. McLOUGHLIN. Disaster relief funds.

Mr. GREEN. How does FEMA determine what computer equipment is paid for from the Disaster Fund and what is paid for from the salaries and expenses appropriation?

Mr. WILLIAMS. No equipment is paid for from the Disaster Fund.

Mr. GREEN. So, FEMA has not bought computer equipment with Disaster Relief Funds for use in a disaster?

Mr. McLOUGHLIN. We haven't bought any large computer equipment. We do have a few computers that the regions buy for operations in the field, small personal computers.

Mr. GREEN. Those would be charged to the Disaster Relief Funds?

Mr. McLOUGHLIN. Yes.

Mr. JETT. They are site specific use, sir.

Mr. GREEN. When the disaster relief office folds up, would they move back into the regional office?

Mr. McLOUGHLIN. Yes, and they would be used on subsequent disasters.

Mr. GREEN. Only disasters?

Mr. McLOUGHLIN. Yes.

Mr. GREEN. Could you tell us, if necessary for the record, how much equipment we are talking about?

Mr. McLOUGHLIN. Yes, we can.

[The information follows:]

DISASTER ASSISTANCE PROGRAMS COMPUTER EQUIPMENT

FEMA usually provides computer equipment for Disaster Field Offices (DFO's) through lease arrangements under the Fund. Currently, the diversity of systems requires a variety of equipment types. On two occasions the President's Fund has been used by field office personnel to purchase new equipment beyond what is now available under lease contracts. However, these were exceptional cases. Both instances involved personal computers and peripheral devices such as printers, which were used to support those particular field office requirements. That same equipment, of course, now remains available for use in future disasters. The combined cost of both those purchases was below \$20,000.

PURCHASE AND LEASE OF COMPUTER EQUIPMENT

Mr. GREEN. What are your plans for purchase or lease of ADP equipment in the next few years?

Mr. McLOUGHLIN. Out of the Disaster Fund?

Mr. GREEN. Yes, the Disaster Program.

Mr. McLOUGHLIN. Let me provide that for the record, Mr. Green. [The information follows:]

DISASTER ASSISTANCE PROGRAMS COMPUTER EQUIPMENT

As part of overall plans to improve ADP support for delivery of disaster assistance in the field, FEMA is pursuing both interim and long term projects that will eventually provide for a fully integrated operating environment. Rather than straight leases, FEMA is exploring a variety of lease/purchase arrangements, depending upon which offers the most cost-effective long term approach. This will depend upon both system requirements identified as a function of the development process now underway, and also the flexibility of vendors. Where it is clear that leasing, even in the short term, is less cost-effective than purchasing, then equipment will be purchased.

New interim improvements will most immediately require full screen capability in the field office which our currently leased equipment does not provide. Comparative analysis has shown that "dumb" terminals do not offer significant savings as against the cost of portable personal computers (pc's). The latter also provide the considerable advantages of some independent processing power and more rugged construction which makes them better suited for being carried to and from field offices. The pc's will be equipped to communicate with mainframe equipment at headquarters. Multiplexors will be used to transmit the signals of several workstations over a single data-grade line which should alleviate some of the problems previously experienced with communications links. In addition there will need to be an appropriate number of printers. Based on demands projected for an average level of disaster activity, the FY 1985 cost (lease and/or purchase) for such equipment will be approximately \$55,000.

The next stage, fully independent stand-alone processing capability for the field office, will require some form of central processing unit (cpu) able to support a multi-user, multi-task environment. Current projections call for the portable pc's and related devices noted above to continue serving as workstations tied to a mini or micro computer acting as cpu. Since we have not yet completed the process of defining the requirements that will determine what type and size of cpu will be needed, it is not now possible to project whether leasing or purchasing will be more appropriate.

MOBILE HOMES

Mr. GREEN. On page DR-14, the legend indicates FEMA purchased 600 mobile homes in 1984 for use as temporary housing. How many mobile homes do you currently have in storage?

Mr. McLoughlin. We can provide the exact number. It is usually around 3,000 that we try to keep on hand.
[The information follows:]

DISASTER ASSISTANCE MOBILE HOMES

FEMA currently has 2,667 mobile homes in its Disaster Housing Inventory. 2,432 of the units are in storage and 235 are in use at various disaster sites throughout the country.

MOBILE HOME INVENTORY

Mr. GREEN. Why is it by this time you haven't built up a sufficient inventory from past disasters so you don't have to keep buying new mobile homes?

Mr. McLoughlin. Mr. Green, when the disaster occurs, people are in those units for anywhere up to a year, maybe even 18 months. We have a process then to sell mobile homes if the person wants it. We can sell them in place and then take those proceeds in essence and buy new ones. That is the cycle.

Mr. GREEN. You have compared that with what the costs would be of continuing to store the old ones?

Mr. McLoughlin. Yes. Clearly, they wear out over time. We buy a specially designed, rugged unit in order to withstand the hauling over the highways. They cannot be transported on a repeated basis, so we do try to excess them in place if possible.

Mr. GREEN. I will turn the chair back to our Chairman.

Mr. Boland. First, I want to express my appreciation to Mr. Green for chairing this committee. I came up with a bad case of laryngitis and couldn't talk this morning, and have difficulty talking this afternoon. So, you have been in luck all day. Otherwise, we would have had to postpone these hearings except for Mr. Green's willingness to do this.

I am delighted that he did. So this finishes our hearings with FEMA, and I want to congratulate you on your appearance here. Hopefully, we can do the best we can for the Agency. Let me sound one note of warning.

SURVEYS AND INVESTIGATIVE STAFF SUPPORT

We have listened to your responses to the Surveys and Investigative Staff report. Some of the responses raised additional questions which we will pursue at a later date. Some of the issues raised in that study involve possible violations of the law, but that has to be settled in another forum, as you know.

I understand some of those questions are now before the Department of Justice. So, the question of the legality of what has been done will be decided in that forum, not here. But let me emphasize again clearly, not informing the committee of the resource augmentation violates our reprogramming procedures.

We expect that agencies that come before this committee when they reprogram either funds or personnel above the threshold of

\$250,000, will inform us of that action. That is an agreement we reached with the Senate. It gives the committee an opportunity to get a closer look at the budget of the agencies that come before us. As Federal officials, whether elected or appointed, we have certain responsibilities to the public. You have it. We have it.

One of those responsibilities, of course, is to make sure that our actions are a positive reflection not only upon ourselves, but upon the Government that we serve. I think we ought to avoid circumstances which put particular agencies before us into some problems that could be prevented by closer supervision, closer stewardship, and also a closer look by the IG.

So with that note, I am glad to have you, gentlemen, and all of you have a nice week. Thank you very much.

[The justifications follow:]

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INTRODUCTION TO JUSTIFICATION
FEDERAL EMERGENCY MANAGEMENT AGENCY
BUDGET ESTIMATES FOR FY 1986

The Federal Emergency Management Agency (FEMA) was established by the President in Reorganization Plan No. 3 of 1978. The Agency operates under important 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:

- 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 ranging from a natural or peacetime disaster to an enemy attack upon the United States.
- Under the Federal Fire Prevention and Control Act of 1974, programs to reduce national fire loss, including training and education.
- 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.
- Under the Disaster Relief Act of 1974, as amended, programs to provide assistance to individuals and State and local governments in Presidentially-declared major disaster or emergency areas.
- Under the National Security Act of 1974, as amended, the Strategic and Critical Materials Stockpiling Act, as amended, and the Defense Production Act of 1950, as amended, programs to provide for continuity of government, emergency resource assessment and management, post-attack economic recovery and stabilization, and policy guidance for stockpiling strategic materials.
- Under the Earthquake Hazards Reduction Act of 1977, programs designed to identify and reduce earthquake vulnerabilities and consequences.
- In accordance with provisions of the Nuclear Regulatory Commission (NRC) FY 1980 Appropriation Authorization Act and other statutes, and by Presidential directive, responsibility of off-site emergency preparedness for fixed nuclear facilities.
- Under Executive Order 12148, responsibility for oversight of the national dam safety program.
- Under the Comprehensive Environmental Response and Liability Act and Executive Order 12316, responsibility for specific emergency response activities.

FEDERAL EMERGENCY MANAGEMENT AGENCY
 Appropriation, Outlay and Workyear Summary
 (Dollar Amounts in Thousands)

BUDGET AUTHORITY/APPROPRIATION

	1964 Actual	1965 Request	1965 Current Estimate	1966 Request
Salaries and Expenses.....	612,365	613,616	613,795	615,760
Emergency Management Planning and Assistance.....	308,233	376,950	336,626	231,362
National Insurance Development Fund.....	0	0	0	0
National Flood Insurance Fund.....	37,331	200,203	200,303	97,832
Disaster Relief Fund.....	0	100,000	100,000	194,000
Emergency Food and Shelter.....	109,297	0	0	0
Total, Budget Authority/Appropriation.....	577,616	630,777	765,626	634,922

OUTLAYS

Salaries and Expenses.....	129,362	127,132	134,616	112,666
Emergency Management Planning and Assistance.....	240,316	261,537	300,646	270,609
National Insurance Development Fund.....	13,767	16,601	11,000	16,730
National Flood Insurance Fund.....	145,532	64,372	63,374	73,041
Disaster Relief Fund.....	243,616	200,000	200,000	194,000
Emergency Food and Shelter.....	37,956	0	70,000	0
Total, Outlays.....	633,927	669,642	799,636	675,102
Total, Workyear.....	2,309	2,694	2,663	2,687

FEDERAL EMERGENCY MANAGEMENT AGENCY
1966 Proposed Budget Structure
(Dollars in Thousands)

1964 Current				1964 Current Structure				Recommended Changes for 1966				1964 Revised Structure				1964 Revised			
NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL
Civil Defense																			
A. State and Local Emergency Management																			
143	811,831	950,300	647,131					0	00	00	00	143	811,831	950,300	647,131				
16	1,074	1,000	2,074					0	0	0	0	16	1,074	1,000	2,074				
-----								-----								-----			
159	12,905	51,300	64,205					0	0	0	0	159	12,905	51,300	64,205				
Subtotal, S&L Emerg. Mgmt.																			
B. Radiological Defense																			
9	379	1,274	1,653					0	0	0	0	9	379	1,274	1,653				
19	802	5,000	5,802					0	0	0	0	19	802	5,000	5,802				
0	0	0	0					0	0	0	0	0	0	0	0				
-----								-----								-----			
28	1,181	6,274	7,455					0	0	0	0	28	1,181	6,274	7,455				
Subtotal, Radiological Defense																			
C. Population Protection																			
36	1,296	4,200	5,496					0	0	0	0	36	1,296	4,200	5,496				
63	2,059	1,940	4,007					0	0	0	0	63	2,059	1,940	4,007				
2	66	0	66					0	0	0	0	2	66	0	66				
-----								-----								-----			
101	4,221	6,140	10,369					0	0	0	0	101	4,221	6,140	10,369				
Subtotal, Population Protection																			
D. Protection of Industrial Capability																			
0	0	0	0					0	0	0	0	0	0	0	0				
0	0	0	0					0	0	0	0	0	0	0	0				
0	0	0	0					0	0	0	0	0	0	0	0				
-----								-----								-----			
0	0	0	0					0	0	0	0	0	0	0	0				
Subtotal, PIC																			
E. S & L Direction, Control and Warning																			
21	893	0	893					0	0	0	0	21	893	0	893				
11	472	0	472					0	0	0	0	11	472	0	472				
0	266	0	266					0	0	0	0	0	266	0	266				
12	399	681	1,080					0	0	0	0	12	399	681	1,080				
-----								-----								-----			
52	2,030	681	2,711					0	0	0	0	52	2,030	681	2,711				
Subtotal, S&L Dir., Contr. & Wrag.																			

FEDERAL EMERGENCY MANAGEMENT AGENCY
1964 Proposed Budget Structure
(Dollars in Thousands)

1964 Current				1964 Current Structure				Recommended Changes for 1964				1964 Revised Structure				1964 Revised			
NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL	NY	SAE	EMPA	TOTAL
0	80	80	80	F. Research				0	80	80	80	F. Research				0	80	80	80
0	0	120	120	1. Research	0	0	0	0	1. Research.....	0	0	0	0	1. Research.....	0	0	0	0	
0	0	0	0	2. Systems Integ. & Applications	0	0	0	0	2. Systems Integ. & Applications....	0	0	0	0	2. Systems Integ. & Applications....	0	0	0	0	
12	535	347	902	3. Systems Development	0	0	0	0	3. Systems Development.....	0	0	0	0	3. Systems Development.....	0	0	0	0	
				4. Policy and Planning	0	0	0	0	4. Policy and Planning.....	12	535	347	902	4. Policy and Planning.....	12	535	347	902	
12	535	487	1,022	Subtotal, Research	0	0	0	0	Subtotal, Research.....	12	535	487	1,022	Subtotal, Research.....	12	535	487	1,022	
44	1,009	4,000	6,489	G. Training and Education				(44)	(1,009)	(4,000)	(6,489)	G. Training and Education				44	1,009	4,000	6,489
0	0	0	0	1. Emergency Management Institute	5	262	600	867	1. Instructional Progs. & Materials.	5	262	600	867	1. Instructional Progs. & Materials.	5	262	600	867	
0	0	0	0	...	10	733	2,900	3,713	2. Training Field Deployment System	10	733	2,900	3,713	2. Training Field Deployment System	10	733	2,900	3,713	
0	0	0	0	...	21	874	1,300	2,174	3. Resident Programs.....	21	874	1,300	2,174	3. Resident Programs.....	21	874	1,300	2,174	
0	0	0	0	...	0	0	0	0	4. NERC Site Administration.....	20	540	2,264	2,804	4. NERC Site Administration.....	20	540	2,264	2,804	
20	540	2,264	2,804	2. NERC Site Administration	0	0	0	0	5. NERC West Site Administration....	10	403	802	1,205	5. NERC West Site Administration....	10	403	802	1,205	
10	403	802	1,205	3. NERC West Site Administration	0	0	0	0	6. Emergency Public Information....	0	0	500	500	6. Emergency Public Information....	0	0	500	500	
0	0	500	500	4. Emergency Public Information	0	0	0	0	Subtotal, Training & Education...	74	2,752	8,320	11,200	Subtotal, Training & Education...	74	2,752	8,320	11,200	
74	2,752	8,320	11,200	Subtotal, Training & Education	0	0	0	0	Subtotal, Training & Education...	74	2,752	8,320	11,200	Subtotal, Training & Education...	74	2,752	8,320	11,200	
32	1,282	4,124	7,486	H. Telecommunications and Warning				0	0	0	0	H. Telecommunications and Warning				32	1,282	4,124	7,486
2	82	1,065	1,147	1. National Warning System	0	0	0	0	1. National Warning System.....	32	1,282	4,124	7,486	1. National Warning System.....	32	1,282	4,124	7,486	
21	540	1,432	1,972	2. Washington Warning System	0	0	0	0	2. Washington Area Warning System...	2	82	1,065	1,147	2. Washington Area Warning System...	2	82	1,065	1,147	
5	87	417	504	3. FEMA National Teletype System	0	0	0	0	3. FEMA National Teletype System....	21	540	1,432	1,972	3. FEMA National Teletype System....	21	540	1,432	1,972	
17	1,151	1,785	2,936	4. FEMA National Voice System	0	0	0	0	4. FEMA National Voice System.....	5	87	497	584	4. FEMA National Voice System.....	5	87	497	584	
14	421	2,592	3,013	5. FEMA National Radio System	0	0	0	0	5. FEMA National Radio System.....	37	1,151	1,785	2,936	5. FEMA National Radio System.....	37	1,151	1,785	2,936	
9	220	800	1,040	6. Other Communications Services	0	0	0	0	6. Telecommunications Sup. Services.	14	421	2,592	3,013	6. Telecommunications Sup. Services.	14	421	2,592	3,013	
1	34	660	694	7. U.S. Army Civil Preps. Detach.	0	0	0	0	7. U.S. Army Civil Preps. Detach...	9	220	800	1,040	7. U.S. Army Civil Preps. Detach...	9	220	800	1,040	
0	0	825	825	8. Decision Info. Dist. System	0	0	0	0	8. Decision Info. Dist. System.....	1	34	660	694	8. Decision Info. Dist. System.....	1	34	660	694	
121	3,827	15,900	19,727	9. 800 Reimbursable Support	0	0	0	0	9. 800 Reimbursable Support.....	0	0	825	825	9. 800 Reimbursable Support.....	0	0	825	825	
20	2,356	0	2,356	Subtotal, Tele. & Warning	0	0	0	0	Subtotal, Tele. & Warning.....	121	3,827	15,900	19,727	Subtotal, Tele. & Warning.....	121	3,827	15,900	19,727	
567	29,007	89,318	119,125	I. Automatic Data Processing (SAE)				0	0	0	0	I. Automatic Data Processing (SAE)				20	2,356	0	2,356
				1. Automatic Data Processing (SAE)	0	0	0	0	1. Automatic Data Processing (SAE)....	20	2,356	0	2,356	1. Automatic Data Processing (SAE)....	20	2,356	0	2,356	
				Subtotal, Civil Defense	0	0	0	0	Subtotal, Civil Defense.....	567	29,007	89,318	119,125	Subtotal, Civil Defense.....	567	29,007	89,318	119,125	

FEDERAL EMERGENCY MANAGEMENT AGENCY
1984 Proposed Budget Structure
(Dollars in Thousands)

1984 Current				1984 Current Structure				Recommended Changes for 1984				1984 Revised Structure				1984 Revised			
NY	GAE	EMPA	TOTAL					NY	GAE	EMPA	TOTAL					NY	GAE	EMPA	TOTAL
3	885	60	885	Comp. Emerg. Preparedness Planning				0	0	0	0	Comp. Emerg. Preparedness Planning				3	885	60	885
12	383	4,696	5,079	A. Disaster Prep. Improvement Grants				13	517	0	517	A. Disaster Prep. Improvement Grants...				25	900	4,696	5,916
9	257	896	1,153	C. Hurricanes				0	0	0	0	C. Hurricanes.....				9	257	896	1,153
13	376	250	626	D. Hazardous Materials				2	0	0	0	D. Hazardous Materials.....				15	456	250	706
5	143	482	625	E. Dam Safety				0	0	0	0	E. Dam Safety.....				5	143	482	625
6	177	250	427	F. Hazard Mitigation Assistance				0	0	0	0	F. Hazard Mitigation Assistance.....				6	177	250	427
0	0	0	0	G. Policy and Planning				18	710	0	710	G. Policy and Planning.....				18	710	0	710
48	1,421	6,574	7,995	Subtotal, CEPP				33	1,307	0	1,307	Subtotal, CEPP.....				81	2,728	6,574	9,302
44	2,376	3,581	5,957	Radiological Emergency Preparedness				0	0	0	0	Radiological Emergency Preparedness				44	2,376	3,581	5,957
44	2,376	3,581	5,957	A. Fixed Nuclear Facilities				0	0	0	0	A. Fixed Nuclear Facilities.....				44	2,376	3,581	5,957
44	2,376	3,581	5,957	Subtotal, REP				0	0	0	0	Subtotal, REP.....				44	2,376	3,581	5,957
777	34,409	110,548	144,957	Federal Preparedness				0	0	0	0	Federal Preparedness				777	34,409	110,548	144,957
777	34,409	110,548	144,957	A. Government Preparedness				0	0	0	0	A. Government Preparedness.....				777	34,409	110,548	144,957
777	34,409	110,548	144,957	1. Government Preparedness				0	0	0	0	1. Government Preparedness.....				777	34,409	110,548	144,957
777	34,409	110,548	144,957	Subtotal, Govt. Preparedness				0	0	0	0	Subtotal, Govt. Preparedness.....				777	34,409	110,548	144,957
0	254	500	754	B. Emerg. Info. & Coordination Center				0	0	0	0	B. Emerg. Info. & Coordination Center				0	254	500	754
0	254	500	754	1. EICC				0	0	0	0	1. EICC.....				0	254	500	754
0	254	500	754	Subtotal, EICC				0	0	0	0	Subtotal, EICC.....				0	254	500	754
3	263	737	1,000	C. Resources Preparedness				0	0	0	0	C. Resources Preparedness				3	263	737	1,000
0	449	815	1,264	1. Resources Assessment				0	0	0	0	1. Resources Assessment.....				0	449	815	1,264
1	287	350	637	2. Other Resources Planning				0	0	0	0	2. Other Resources Planning.....				1	287	350	637
7	457	250	707	3. Economic Resources Planning				0	0	0	0	3. Economic Resources Planning.....				7	457	250	707
3	207	194	401	4. Natural Resources Planning				0	0	0	0	4. Natural Resources Planning.....				3	207	194	401
3	207	194	401	5. Resources Prep. Prog. Integrat				0	0	0	0	5. Resources Prep. Prog. Integrat....				3	207	194	401
22	1,663	2,346	4,009	Subtotal, Resources Preparedness				0	0	0	0	Subtotal, Resources Preparedness.				22	1,663	2,346	4,009

FEDERAL EMERGENCY MANAGEMENT AGENCY
1986 Proposed Budget Structure
(Dollars in Thousands)

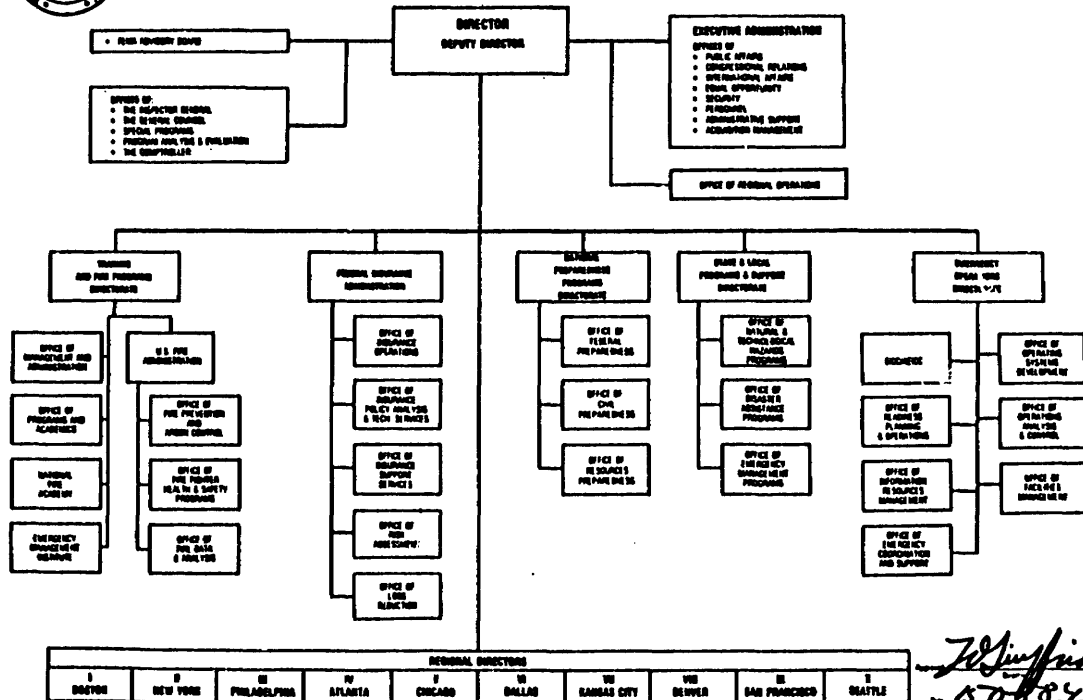
1986 Current				1986 Current Structure				Recommended Changes for 1986				1986 Revised Structure				1986 Revised				
NY	GAE	EMPA	TOTAL	NY	GAE	EMPA	TOTAL	NY	GAE	EMPA	TOTAL	NY	GAE	EMPA	TOTAL	NY	GAE	EMPA	TOTAL	
13	628	630	892	D. Mobilization Preparedness				0	60	60	60	D. Mobilization Preparedness				13	628	630	892	
16	673	699	1,372	1. Mobilization Planning	0	0	0	0	0	0	0	1. Mobilization Planning.....	16	673	699	1,372	16	673	699	1,372
0	0	0	0	2. Mobilization Exercises	0	0	0	0	0	0	0	2. Mobilization Exercises.....	0	0	0	0	0	0	0	0
4	183	227	410	3. Security Planning	0	0	0	0	0	0	0	3. Security Planning.....	0	0	0	0	0	0	0	0
3	141	0	141	4. National Def. Executive Reserve	0	0	0	0	0	0	0	4. National Def. Executive Reserve..	4	183	227	410	4	183	227	410
				5. Program Integration	0	0	0	0	0	0	0	5. Program Integration.....	3	141	0	141	3	141	0	141
34	1,425	1,226	2,851	Subtotal, Mobilization Prop.	0	0	0	0	0	0	0	Subtotal, Mobilization Prop.....	34	1,425	1,226	2,851	34	1,425	1,226	2,851
2	106	200	306	E. Federal Preparedness Policy & Plan				0	0	0	0	E. Federal Preparedness Policy & Plan				2	106	200	306	
19	996	579	1,575	1. Multiprogram Analysis	0	0	0	0	0	0	0	1. Multiprogram Analysis.....	2	106	200	306	2	106	200	306
				2. Policy Planning	0	0	0	0	0	0	0	2. Policy and Planning.....	19	996	579	1,575	19	996	579	1,575
21	1,102	779	1,881	Subtotal, Fed. Prop. Pol. & Plan.	0	0	0	0	0	0	0	Subtotal, Fed. Prop. Pol. & Plan.	21	1,102	779	1,881	21	1,102	779	1,881
662	39,653	115,399	154,452	Subtotal, Federal Preparedness	0	0	0	0	0	0	0	Subtotal, Federal Preparedness.....	662	39,653	115,399	154,452	662	39,653	115,399	154,452
0	0	1,030	1,030	Training and Fire Programs				0	0	0	0	Training and Fire Programs				0	0	1,030	1,030	
0	0	961	961	A. Emergency Management Institute				0	0	0	0	A. Emergency Management Institute				0	0	961	961	
6	236	775	1,011	1. Instructional Progs. & Materials	0	0	0	0	0	0	0	1. Instructional Progs. & Materials	0	0	1,030	1,030	0	0	1,030	1,030
0	0	0	0	2. Training Field Deployment Systems	0	0	0	0	0	0	0	2. Training Field Deployment Systems	0	0	961	961	0	0	961	961
0	0	0	0	3. Resident Programs	0	0	0	0	0	0	0	3. Resident Programs.....	6	236	775	1,011	6	236	775	1,011
0	0	0	0	4. Training and Education Projects	0	0	0	0	0	0	0	...	0	0	0	0	0	0	0	0
0	0	0	0	5. NERC Site Administration	0	0	0	0	0	0	0	4. NERC Site Administration.....	0	0	0	0	0	0	0	0
0	0	300	300	6. NERC West Site Administration	0	0	0	0	0	0	0	5. NERC West Site Administration....	0	0	300	300	0	0	300	300
6	236	3,154	3,390	Subtotal, EMI	0	0	0	0	0	0	0	Subtotal, EMI.....	6	236	3,154	3,390	6	236	3,154	3,390
5	253	807	1,062	D. National Fire Academy				0	0	0	0	D. National Fire Academy				5	253	807	1,062	
10	510	1,902	2,412	1. Instructional Progs. & Materials	0	0	0	0	0	0	0	1. Instructional Progs. & Materials	5	253	807	1,062	5	253	807	1,062
23	1,199	664	1,663	2. Training Field Deployment Systems	0	0	0	0	0	0	0	2. Training Field Deployment Systems	10	510	1,902	2,412	10	510	1,902	2,412
40	2,134	2,866	3,900	3. Resident Programs	0	0	0	0	0	0	0	3. Resident Programs.....	23	1,199	664	1,663	23	1,199	664	1,663
0	0	1,500	1,500	4. NERC Site Administration	0	0	0	0	0	0	0	4. NERC Site Administration.....	40	2,134	2,866	3,900	40	2,134	2,866	3,900
				5. NERC West Site Administration	0	0	0	0	0	0	0	5. NERC West Site Administration....	0	0	1,500	1,500	0	0	1,500	1,500
78	4,098	7,539	11,637	Subtotal, NFA	0	0	0	0	0	0	0	Subtotal, NFA.....	78	4,098	7,539	11,637	78	4,098	7,539	11,637

FEDERAL EMERGENCY MANAGEMENT AGENCY
1984 Proposed Budget Structure
(Dollars in Thousands)

1984 Current				1984 Current Structure				Recommended Changes for 1984				1984 Revised Structure				1984 Revised					
BY	DAE	EMPA	TOTAL					BY	DAE	EMPA	TOTAL					BY	DAE	EMPA	TOTAL		
4	870	83,649	83,827	C. U.S. Fire Administration				0	00	00	00	C. U.S. Fire Administration				4	870	83,649	83,827		
5	210	999	1,217	1. Fire Prevention and Arson Control				0	0	0	0	1. Fire Prevention and Arson Control				5	210	999	1,217		
5	224	999	1,223	2. Fed. Fire Policy & Coordination				0	0	0	0	2. Fed. Fire Policy & Coordination..				5	224	999	1,223		
6	260	1,150	1,410	3. Firefighter Health and Safety				0	0	0	0	3. Firefighter Health and Safety....				6	260	1,150	1,410		
				4. Fire Data and Analysis				0	0	0	0	4. Fire Data and Analysis.....				6	260	1,150	1,410		
20	000	6,797	7,685	Subtotal, USFA				0	0	0	0	Subtotal, USFA.....				20	000	6,797	7,685		
104	5,222	17,490	22,712	Subtotal, Training & Fire Programs				0	0	0	0	Subtotal, Training & Fire Programs..				104	5,222	17,490	22,712		
				Flood Plain Management								Flood Plain Management									
120	6,535	36,902	41,437	A. Flood Studies and Surveys				(120)	(4,535)	(36,902)	(41,437)	A. Flood Studies and Surveys.....				0	0	0	0		
65	2,140	830	2,970	B. Flood Hazard Reduction				(65)	(2,140)	(830)	(2,970)	B. Flood Hazard Reduction.....				0	0	0	0		
12	309	10,444	10,833	C. Purchase of Property				(12)	(309)	(10,444)	(10,833)	C. Purchase of Property.....				0	0	0	0		
16	517	3,240	3,757	D. State Assistance Program				(16)	(517)	(3,240)	(3,757)	D. State Assistance Program.....				0	0	0	0		
213	7,509	51,416	59,005	Subtotal, Flood Plain Management				(213)	(7,509)	(51,416)	(59,005)	Subtotal, Flood Plain Management....				0	0	0	0		
144	6,400	0	6,400	Disaster Relief Administration (DAE)				0	0	0	0	Disaster Relief Administration (DAE)...				144	6,400	0	6,400		
60	2,833	0	2,833	Insurance Activities (DAE)				(60)	(2,833)	0	(2,833)	Insurance Activities (DAE).....				0	0	0	0		
0	0	0	0	Emergency Food & Shelter (DAE)				0	0	0	0	Emergency Food & Shelter (DAE).....				0	0	0	0		
2,062	94,701	283,770	378,479	SUBTOTAL, EMERG. PLNG. ADMIN. & SUP.				(200)	(9,115)	(51,416)	(60,531)	SUBTOTAL, EMERG. PLNG. ADMIN. & SUP....				1,822	85,586	232,362	317,948		
425	29,754	0	29,754	Management and Administration				0	340	0	340	Management and Administration.....				424	30,122	0	30,122		
2,487	124,455	283,770	608,233	TOTAL, FEMA OPERATING PROGRAMS AND MANAGEMENT & ADMINISTRATION				(231)	(8,747)	(51,416)	(60,163)	TOTAL, FEMA OPERATING PROGRAMS AND MANAGEMENT & ADMINISTRATION....				2,256	115,700	232,362	348,070		



ORGANIZATION FEDERAL EMERGENCY MANAGEMENT AGENCY



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J. J. [Signature]
150-184

SALARIES AND EXPENSES
Appropriation Language

For necessary expenses, not otherwise provided for, including hire and purchase of [passenger] 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 \$2,000 for official reception and representation expenses, [\$130,149,000] \$115,708,000. (Department of Housing and Urban Development-Independent Agencies Appropriation Act, 1985; additional authorizing legislation to be proposed for \$41,193,000.)

SALARIES AND EXPENSES
Appropriation Overview

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. Program Support activity provides the necessary resources to administer the Agency's various programs; the Management and Administration activity provides 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, and supplies.

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SALARIES AND EXPENSES
(Dollars in Thousands)

<u>Estimates by Activity</u>	<u>Page No.</u>	1984		1985		1985		1986		Increase/	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>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>
I. Program Support.....		2,119	\$90,764	2,254	\$98,344	2,223	\$99,433	1,822	\$85,586	-401	-\$13,847
II. Management and Administration..		<u>433</u>	<u>31,601</u>	<u>433</u>	<u>35,670</u>	<u>435</u>	<u>35,862</u>	<u>434</u>	<u>30,122</u>	<u>-1</u>	<u>-5,740</u>
Total, Salaries and Expenses (Budget Authority).....		2,552	122,365	2,687	134,014	2,658	135,295	2,256	115,708	-402	-19,587
Budget Outlays.....			125,342		127,132		134,614		112,686		-21,928
<u>Total Workyears.....</u>		2,552		2,687		2,658		2,256		-402	

Changes From Original 1985 Estimatee

- * Reflects an amendment to the President's original budget request to Congress (-\$2,580,000 and -28 workyears).
- * Reflects a congressional reduction of an additional \$1,285,000 and 14 workyears.
- * Reflects a congressional increase of \$360,000 and eight workyears for the Emergency Food and Shelter Program.
- * Reflects a transfer of five workyears from the General Services Administration.
- * Reflects an increase of \$2,472,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects an increase of \$2,900,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- * Reflects an increase of \$200,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of A-76 studies.
- * Reflects a decrease of \$786,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

SALARIES AND EXPENSES
(Dollars in Thousands)

OBJECT CLASS	1984	1985	1985	1986	Increase/ Decrease
<u>Personnel Costs</u>	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	
<u>Non-Personnel Costs</u>			<u>Estimate</u>		
11.1 Full-time permanent.....	\$75,089	\$77,113	\$82,044	\$67,985	-\$14,059
11.3 Other than full-time permanent.....	4,584	3,660	2,165	1,840	-325
11.5 Other personnel compensation.....	1,761	1,420	1,345	1,498	153
11.8 Special personal services payments.....	738	1,358	1,315	1,062	-253
Total Pay.....	82,172	83,551	86,869	72,385	-14,484
12.1 Benefits-civilian.....	9,279	8,927	9,244	7,979	-1,265
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	454	1,700	1,700
Total Obligations.....	122,365	134,014	135,295	115,708	-19,587

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SALARIES AND EXPENSES
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
Executive Level II.....	1	1	1	1	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	6	6	6	5	-1
Executive Level V.....	1	1	1	1	...
ES-6.....	1	1	1	1	...
ES-5.....	1	1	1	...	-1
ES-4.....	30	31	31	24	-7
ES-3.....	15	15	14	13	-1
ES-2.....	9	10	11	9	-2
ES-1.....	4	4	4	3	-1
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	182	185	186	152	-34
GS/GM-14.....	248	256	260	229	-31
GS/GM-13.....	330	341	345	297	-48
GS-12.....	334	362	358	307	-51
GS-11.....	207	221	223	197	-26
GS-10.....	24	26	26	26	...
GS-9.....	183	186	147	117	-30
GS-8.....	59	61	61	55	-6
GS-7.....	212	221	208	164	-44
GS-6.....	161	165	162	145	-17
GS-5.....	177	179	186	168	-18
GS-4.....	84	84	91	80	-11
GS-3.....	12	12	12	9	-3
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded	<u>218</u>	<u>218</u>	<u>223</u>	<u>207</u>	<u>-16</u>
Total permanent positions.....	2,499	2,587	2,558	2,210	-348
Unfilled positions, end-of-year.....	(46)	...	...	...	...
Total permanent employment, end-of-year...	<u>2,453</u>	<u>2,587</u>	<u>2,558</u>	<u>2,210</u>	<u>-348</u>

FEDERAL EMERGENCY MANAGEMENT AGENCY
SALARIES AND EXPENSES
Personnel Summary

	<u>FY 1984</u> <u>Actual</u>	<u>FY 1985</u> <u>Request</u>	<u>FY 1985</u> <u>Current</u> <u>Estimate</u>	<u>FY 1986</u> <u>Request</u>
Total number of full-time permanent positions.....	2,499	2,587	2,558	2,210
Total compensable workyears:				
Full-time equivalent employment.....	2,552	2,688	2,658	2,256
Full-time equivalent of overtime and holiday hours....	50	46	50	50
Average Senior Executive Service salary.....	\$68,155	\$68,616	\$68,420	\$67,393
Average GS/GM grade.....	10.32	10.35	10.37	10.35
Average GS/GM salary.....	\$31,365	\$33,501	\$32,073	\$30,762
Average salary of ungraded positions.....	\$19,913	\$25,788	\$21,003	\$19,776

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**SALARIES AND EXPENSES
PROGRAM SUPPORT
Activity Overview**

This activity encompasses the Salaries and Expenses funds required to administer the Agency's various programs in both the Headquarters and field offices.

SALARIES AND EXPENSES
PROGRAM SUPPORT
(Dollars in Thousands)

Summary of Estimates by Activity	Page No.	1984		1985		1985		1986		Increase/Decrease	
		Actual		Request		Current Estimate		Request		Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
I. Civil Defense.....		661	\$29,479	703	\$33,478	666	\$32,832	567	\$29,807	-99	-\$3,025
II. Comprehensive Emergency Preparedness Planning.....		46	1,416	48	1,444	48	1,475	81	2,728	33	1,253
III. Radiological Emergency Preparedness Planning.....		67	2,661	67	2,524	67	3,108	64	2,376	-3	-732
IV. Federal Preparedness.....		852	35,711	920	38,815	920	39,292	862	39,053	-58	-239
V. Training and Fire Programs....		100	5,064	106	5,378	106	5,444	104	5,222	-2	-222
VI. Flood Plain Management.....		198	7,316	214	7,439	213	7,589	...	...	-213	-7,589
VII. Disaster Relief Administration		144	6,380	144	6,487	144	6,638	144	6,400	...	-238
VIII. Insurance Activities.....		51	2,737	52	2,779	53	2,833	...	...	-53	-2,833
IX. Emergency Food and Shelter....		6	222	...	...	-6	-222
Total, Program Support.....		2,119	90,764	2,254	98,344	2,223	99,433	1,822	85,586	-401	-13,847
Budget Outlays.....			94,974		93,391		99,811		84,228		-15,583
Total Workyears.....		2,119		2,254		2,223		1,822		-401	

Changes From Original 1985 Estimates

- * Reflects an amendment to the President's original budget request to Congress (-\$2,580,000 and -28 workyears).
- * Reflects a congressional reduction of \$785,000 and 14 workyears.
- * Reflects a congressional increase of \$222,000 and six workyears for the Emergency Food and Shelter Program.
- * Reflects a transfer of five workyears from the General Services Administration.
- * Reflects an increase of \$1,969,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

- Reflects an increase of \$2,900,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- Reflects a decrease of \$637,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

SALARIES AND EXPENSES
PROGRAM SUPPORT
(Dollars in Thousands)

	1984	1985	1985	1986	Increase/ Decrease
	<u>Actual</u>	<u>Request</u>	<u>Estimate</u>	<u>Request</u>	
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$61,410	\$63,208	\$67,625	\$54,184	-\$13,441
11.3 Other than full-time permanent.....	3,815	3,660	2,165	1,840	-325
11.5 Other personnel compensation.....	1,498	1,035	960	1,113	153
11.8 Special personal services payments.....	685	1,047	1,004	751	-253
Total Pay.....	67,408	68,950	71,754	57,888	-13,866
12.1 Benefits-civilian.....	7,563	7,405	7,665	6,468	-1,197
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	392	...	...	1,700	1,700
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	3,976	6,795	5,977	5,210	-767
22.0 Transportation of things.....	126	738	734	745	11
23.1 Standard level user charges.....	...	122	60	1,060	1,000
23.2 Communications, utilities & other rent...	4,254	3,857	3,795	3,285	-510
24.0 Printing and reproduction.....	163	674	674	636	-38
25.0 Other services.....	5,544	5,971	5,105	5,103	-2
26.0 Supplies and materials.....	501	707	665	563	-102
31.0 Equipment.....	787	3,125	3,004	2,928	-76
32.0 Lands and structures.....	50	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	90,764	98,344	99,433	85,586	-13,847

PROGRAM SUPPORT
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	5	5	5	4	-1
Executive Level V.....	1	1	1	1	...
ES-6.....	...	...	...	...	...
ES-5.....	1	1	1	...	-1
ES-4.....	26	27	27	20	-7
ES-3.....	13	13	12	11	-1
ES-2.....	6	7	8	6	-2
ES-1.....	4	4	4	3	-1
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	151	154	155	121	-34
GS/GM-14.....	202	210	214	183	-31
GS/GM-13.....	268	279	283	234	-49
GS-12.....	273	301	295	243	-52
GS-11.....	171	185	187	164	-23
GS-10.....	20	22	22	22	...
GS-9.....	147	150	111	83	-28
GS-8.....	50	52	52	46	-6
GS-7.....	172	181	168	123	-45
GS-6.....	113	117	114	97	-17
GS-5.....	156	158	165	146	-19
GS-4.....	70	70	77	66	-11
GS-3.....	7	7	7	4	-3
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	<u>210</u>	<u>210</u>	<u>215</u>	<u>199</u>	<u>-16</u>
Total permanent positions.....	2,066	2,154	2,123	1,776	-347
Unfilled positions, end-of-year.....	(46)	...	...	...	...
Total permanent employment, end-of-year...	<u>2,020</u>	<u>2,154</u>	<u>2,123</u>	<u>1,776</u>	<u>-347</u>

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 Disaster Relief Act of 1974, as amended (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 Strategic and Critical Materials Stock Piling Act, as amended (50 U.S.C. 98 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, [~~\$331,219,000~~: Provided, That of this amount \$4,778,000 for expenses under section 1362 of the National Flood Insurance Act of 1968, as amended (42 U.S.C. 4103, 4127), shall be available until September 30, 1986] \$232,362,000. (Department of Housing and Urban Development-Independent Agencies Appropriation Act, 1985. Additional authorizing legislation to be proposed for \$103,654,000.)

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
Appropriation Overview

This appropriation provides resources for the following activities:

Civil Defense: The programs shown below reflect the third year of deployment of the Integrated Emergency Management System (IEHS), designed to build capabilities at the State and local levels to save lives in emergencies across the full spectrum. This includes natural disasters; such as, tornadoes, earthquakes, hurricanes, and floods; technological disasters; such as, release of hazardous materials, radioactive materials accidents; resources shortages; and possible attack.

- **State and Local Emergency Management** - Provides for the foundation for Federal, State, and local partnership that is essential in achieving integrated emergency management objectives by supporting emergency preparedness personnel who develop and maintain emergency programs and systems and who exercise them to increase day-to-day capability.
- **Radiological Defense** - Provides for the establishment of an entire radiological system in States through Radiological Defense Officers responsible for radiological planning, development of guidance and training materials, and acquisition, storage, maintenance, calibration, and deployment of instruments to detect radiation levels.
- **Population Protection** - Provides for development of generic evacuation and in-place protection plans to protect the population from nuclear attack, natural disasters, and technological accidents.
- **Protection of Industrial Capability** - Provides for development of plans for deployment of an industrial emergency preparedness system for those industries supporting defense needs and population protection activities. This program will not be funded in 1986.
- **State and Local Direction, Control and Warning** - Provides for developing policy, disseminating guidance, financial, and technical assistance in the development and maintenance of emergency communications, alert and warning systems, and command and control systems for State and local governments.
- **Research** - Provides the technical and scientific basis for civil defense strategies, policies, program development, and implementation.
- **Training and Education** - Provides for development and delivery of formal courses, self-study programs, workshops, seminars, and symposia performed throughout the United States and at the resident facilities of the National Emergency Training Center and the proposed western training campus for emergency management training.

* Telecommunications and Warning - Provides for telecommunications and dedicated warning systems, both Federally-owned and leased, which are required to meet the FEMA mission.

Comprehensive Emergency Preparedness Planning: Provides for enhancement of State and local capabilities to prepare for, respond to, and mitigate disasters and emergencies other than nuclear attack.

Radiological Emergency Preparedness: Provides for emergency preparedness and planning activities for fixed nuclear facilities and preparation of a Federal response plan for commercial nuclear power station accidents.

Federal Preparedness: Provides that the Nation will be able to respond to, manage, and recover from peacetime and wartime national security emergencies and to enable Government to cope with the consequence of accidental, natural, and man-caused occurrences.

Training and Fire Programs: Prepares Federal, State and local officials, their supporting staffs, and the public to meet the responsibilities and challenges of domestic emergencies through planning, mitigation, preparedness, response, and long-term recovery.

Flood Plain Management: Provides for a program that combines 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. This activity will be funded through the National Flood Insurance Fund in 1986.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/Decrease	
		Actual		Request		Current Estimate		Request			
<u>Summary of Estimates by Activity</u>		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
I. Civil Defense.....		661	\$138,063	703	\$219,000	666	\$145,122	567	\$89,318	-99	-\$55,804
II. Comprehensive Emergency Preparedness Planning.....		46	5,524	48	6,737	48	7,574	81	6,574	33	-1,000
III. Radiological Emergency Preparedness.....		67	3,561	67	3,589	67	3,581	64	3,581	-3	...
IV. Federal Preparedness.....		852	95,049	920	100,867	920	100,843	862	115,399	-58	14,556
V. Training and Fire Programs.....		100	11,675	106	19,665	106	21,490	104	17,490	-2	-4,000
VI. Flood Plain Management.....		198	54,361	214	46,200	213	51,416	...	...	-213	-51,416
Total, Emergency Management Planning and Assistance (Budget Authority).....		1,924	308,233	2,058	396,058	2,020	330,026	1,678	232,362	-342	-97,664
Budget Outlays.....			248,316		281,537		308,446		278,609		-29,837
<u>Total Workyears.....</u>											
<u>Changes From Original 1985 Estimates</u>											

- * Reflects an amendment to the President's original budget request to Congress (-\$59,420,000 and -28 workyears).
- * Reflects a net congressional reduction of \$5,419,000 and 14 workyears.
- * Reflects an increase of \$5,666,000 from the unobligated balance in 1984 for Purchase of Property, Flood Plain Management.
- * Reflects a decrease of \$5,572,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- * Reflects a decrease of \$1,287,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- * Reflects a transfer of five workyears from the General Services Administration.

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
(Dollars in Thousands)

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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.....	\$32	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	32,406	\$45,074	\$40,107	\$35,850	-\$4,257
24.0 Printing and reproduction.....	1,423	4,977	3,681	1,755	-1,926
25.0 Other services.....	153,722	128,030	119,675	51,212	-68,463
26.0 Supplies and materials.....	2,052	4,732	4,636	4,333	-303
31.0 Equipment.....	16,094	71,352	38,517	64,405	25,888
32.0 Lands and structures.....	3,433	9,746	15,412	3,104	-12,308
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	99,071	132,147	107,998	71,703	-36,295
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	308,233	396,058	330,026	232,362	-97,664

CIVIL DEFENSE
Activity Overview

The Civil Defense Activity under Emergency Planning, Assistance and Support reflects the Integrated Emergency Management System (IEMS). This stresses the preparedness elements common to all emergencies and at the same time recognizes those elements unique to specific types of emergencies. IEMS recognizes that preparedness for natural disasters, such as hurricanes or floods, and preparedness for man-made calamities, such as chemical spills or nuclear attack, are in many respects interchangeable, as mandated by the Federal Civil Defense Act of 1950, as amended. Response and recovery capabilities common to most emergencies are obtained through preparedness programs that address warning, direction and control, resource management, evacuation, in-place sheltering, maintenance of law and order, health and medical services, and government preparedness. These capabilities are obtained through emergency planning, development of supporting systems, and training and education programs with the ultimate objective being to save lives and protect property threatened by any and all hazards. During 1986, FEMA will continue to revise guidance and develop support materials which will assist State and local governments in building functional emergency management capabilities consistent with IEMS.

FEMA's objective is to support all State and local personnel on a 50/50 matching fund basis. During a two year transition period, FEMA intends to apply this 50/50 ratio to the aggregated costs for all personnel currently funded at 100 percent. This will give the option to the States to use the Federal match to fund fewer personnel than are currently at 100 percent funding or a greater number at a 50 percent match.

The Civil Defense Activity includes the following programs:

- A. State and Local Emergency Management. This program provides the foundation for the Federal, State, and local partnership that is essential in achieving integrated emergency management objectives. State and local governments are provided funds to support emergency management staffs who develop and maintain emergency programs and systems and exercise them to increase day-to-day capability.
- B. Radiological Defense. This program provides for the establishment of radiological systems in States through Radiological Officers responsible for radiological planning; development of guidance and training materials for monitors, officers, and local instructors; and the acquisition, storage, maintenance, calibration, and deployment of instruments capable of detecting radiation levels for peacetime emergencies as well as nuclear attack.
- C. Population Protection. This program provides for development by State planners of generic evacuation and in-place protection plans to protect the population from nuclear attack, natural disasters, and technological accidents. Data needed to support emergency planning (e.g., identification of facilities which can protect people from nuclear attack effects and from natural technological hazards) are obtained by engineering surveys.

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- D. Protection of Industrial Capability. This program provides for development of strategies which reduce the vulnerability of industries to the effects of natural, technological, and national security emergencies including those involving nuclear weapons. The program includes analysis and development of methods to encourage emergency management planning in order to ensure a viable and productive United States industrial capability.
 - E. State and Local Direction, Control, and Warning. This program provides policy and technical guidance and assistance in the development and maintenance of emergency communications; alert and warning systems; and direction and control systems and facilities for State and local governments. The program also provides technical assistance for the protection of communications systems and of selected broadcast facilities participating in the Emergency Broadcast System. These functions provide the basic capability for the Nation's State and local government leaders to maintain control of government resources, communicate decisions to the public, and deploy assets to meet critical needs. They are also the foundation on which continuity of government is built and on which authority is exercised in the aftermath of emergencies.
 - F. Research. This program provides the technical and scientific basis for civil defense strategies, policies, program development and implementation. The program develops and analyzes concepts, approaches, and techniques, and researches matters such as hazard effects, protective measures, and defining the nature of current and future threats.
 - G. Training and Education. The Emergency Management Institute (EMI), located in Emmitsburg, Maryland, is the national focal point for development and delivery of emergency management training. Its purpose is to improve emergency management practices among all participants, including State and local government managers, private sector managers, volunteer organizations, the general public, and Federal officials in the nation's response to emergencies and disasters.

The training and education responsibility is met through and delivery of formal courses, self-study programs, workshops, seminars, symposia, and any other methods of proven pedagogical value. These training activities are performed throughout the United States through State, local and/or regional training centers, a resident facility at EMI, and contractors. The bulk of the delivery of training is carried out by providing financial assistance and instructional materials to State and local emergency management organizations. Moreover, EMI furthers the goals of comprehensive emergency management at a minimal cost to the government by responding to training issues and needs of non-profit national and international organizations concerned with emergency management whose members are regularly enrolled as students of the EMI, public and private school systems, volunteer agencies, and national and international associa-

tions whose interests include emergency management. Long-range curriculum management plans are developed, and evaluation projects that address resident and field training requirements are conducted, to effectively plan and deliver CD-related training activities. The program also includes a portion of the cost of operating the National Emergency Training Center and the Carson City, Nevada campus extension as well as the cost of providing Emergency Public Information.

- H. Telecommunications and Warning. This program provides for telecommunications and dedicated warning systems, both Federally-owned and leased, which are required to meet the FEMA mission. Associated communication systems provide FEMA with emergency and administrative systems connections to other Federal agencies, 50 States, the District of Columbia, territories, and possessions. These systems include leased dedicated voice warning networks for nuclear attack and natural disaster warnings, outdoor warning sirens, dedicated teletype communication networks to States and regional offices, voice communication systems between regional offices and States, survivable high frequency radio systems for back-up to teletype and voice systems, and Support Detachments to staff Regional Communication Centers.
- I. Automatic Data Processing (ADP). ADP provides data bases and direct computer access for Civil Defense Activities, such as, population protection planning, radiological defense, and emergency response. The data processing support gives access to Headquarters, Regions, and State offices for processing emergency information, on-line editing of data, and on-site printing of reports. Such information is or can be used for severe weather emergencies, chemical spills, accidents involving radioactive materials, extra-ordinary situations, and tests and exercises.

CIVIL DEFENSE
(Dollars in Thousands)

Estimates by Program Office	Page No.	1984 Actual		1985 Request		1985 Current Estimate		1986 Request		Increase/Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. State & Local Emergency Management.....	CD-10	20A	\$71,042	205	\$72,548	209	\$72,940	159	\$64,205	-50	-\$8,735
B. Radiological Defense.....	CD-24	28	11,483	33	21,157	28	11,499	28	7,455	...	-4,044
C. Population Protection.....	CD-48	151	16,710	166	30,455	151	18,539	101	10,369	-50	-8,170
D. Protection of Industrial Capability.....	CD-66	...	4,563	6	5,566	...	1,500	...	...	...	-1,500
E. State & Local Direction, Control & Warning.....	CD-78	52	20,207	65	34,113	52	14,151	52	2,711	...	-11,440
F. Research.....	CD-101	19	6,468	19	10,258	19	3,254	12	1,022	-7	-2,232
G. Training & Education.....	CD-127	66	16,468	67	21,487	66	17,412	74	11,280	8	-6,132
H. Telecommunications & Warning...	CD-150	121	18,788	122	53,815	121	36,269	121	19,727	...	-16,542
I. Automatic Data Processing.....	CD-179	20	1,813	20	3,079	20	2,390	20	2,356	...	-34
Total, Civil Defense (Budget Authority).....		661	167,542	703	252,478	666	177,954	567	119,125	-99	-58,829
Budget Outlays.....			173,941		184,319		165,629		153,606		-12,023
Permanent Workyears											
Headquarters.....			189		201		190		183		-7
Regions.....			387		409		391		349		-58
Total, Permanent.....			576		610		581		532		-65
Total Workyears.....			661		703		666		567		-99

Changes From Original 1985 Estimates

- * Reflects a net reduction of \$71,054,000 and 42 workyears.
-\$62,000,000 - amendment to the President's original budget request to Congress.
-\$9,054,000 - congressional reduction
- * Reflects a transfer of five workyears from the General Services Administration.

- Reflects an increase of \$595,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- Reflects an increase of \$2,370,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- Reflects a decrease of \$5,572,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- Reflects a decrease of \$863,000, of which \$246,000 is in Salaries and Expenses and \$617,000 is in Emergency Management Planning and Assistance, associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

CIVIL DEFENSE
(Dollars in Thousands)

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$18,159	\$17,761	\$20,204	\$17,038	-\$3,166
11.3 Other than full-time permanent.....	1,811	1,778	576	583	7
11.5 Other personnel compensation.....	369	430	365	365	...
11.8 Special personal services payments.....	117	75	60	60	...
Total Pay.....	20,456	20,044	21,205	18,046	-3,159
12.1 Benefits-civilian.....	2,291	2,247	2,308	1,995	-313
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	206	...	...	1,700	1,700
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	1,673	3,554	2,849	2,455	-394
22.0 Transportation of things.....	50	631	627	614	-13
23.1 Standard level user charges.....	...	62	...	...	...
23.2 Communications, utilities & other rent...	11,137	22,101	17,072	11,762	-5,310
24.0 Printing and reproduction.....	1,217	2,888	2,262	1,586	-676
25.0 Other services.....	35,852	51,371	18,150	14,064	-4,086
26.0 Supplies and materials.....	557	1,043	905	462	-443
31.0 Equipment.....	3,850	26,212	15,250	3,097	-12,153
32.0 Lands and structures.....	542	1,552	1,552	370	-1,182
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	89,711	120,773	95,774	67,974	-32,800
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....
Total Obligations.....	167,542	252,478	177,954	119,125	-58,829

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EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
Personnel Costs					
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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	...	...	...	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	\$9,401	\$20,344	\$15,377	\$10,577	-\$4,800
24.0 Printing and reproduction.....	1,108	2,389	1,763	1,125	-638
25.0 Other services.....	33,766	47,751	15,396	11,436	-3,960
26.0 Supplies and materials.....	268	590	494	153	-341
31.0 Equipment.....	3,317	25,601	14,766	2,683	-12,083
32.0 Lands and structures.....	492	1,552	1,552	370	-1,182
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	89,711	120,773	95,774	62,974	-32,800
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	138,063	219,000	145,122	89,318	-55,804

**SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)**

OBJECT CLASS	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$18,159	\$17,761	\$20,204	\$17,038	-\$3,166
11.3 Other than full-time permanent.....	1,811	1,778	576	583	7
11.5 Other personnel compensation.....	369	430	365	365	...
11.8 Special personal services payments.....	117	75	60	60	...
Total Pay.....	<u>20,456</u>	<u>20,044</u>	<u>21,205</u>	<u>18,046</u>	<u>-3,159</u>
12.1 Benefits-civilian.....	2,291	2,247	2,308	1,995	-313
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	206	...	...	1,700	1,700
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	1,673	3,554	2,849	2,455	-394
22.0 Transportation of things.....	50	631	627	614	-13
23.1 Standard level user charges.....	...	62	...	...	...
23.2 Communications, utilities & other rent...	1,736	1,757	1,695	1,185	-510
24.0 Printing and reproduction.....	109	499	499	461	-38
25.0 Other services.....	2,086	3,620	2,754	2,628	-126
26.0 Supplies and materials.....	289	453	411	309	-102
31.0 Equipment.....	533	611	484	414	-70
32.0 Lands and structures.....	50	...	...	...	...
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>29,479</u>	<u>33,478</u>	<u>32,832</u>	<u>29,807</u>	<u>-3,025</u>

CIVIL DISPENSE
Detail of Permanent Positions

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	1	1	1	1	...
Executive Level V.....	1	1	1	1	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	9	10	9	7	-2
ES-3.....	6	6	6	5	-1
ES-2.....	1	1	2	...	-2
ES-1.....	2	2	1	...	-1
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	37	38	37	31	-6
GS/GM-14.....	60	63	60	52	-8
GS/GM-13.....	92	100	92	89	-3
GS-12.....	108	124	108	104	-4
GS-11.....	57	61	57	55	-2
GS-10.....	1	1	1	1	...
GS-9.....	27	29	27	26	-1
GS-8.....	18	19	18	17	-1
GS-7.....	41	44	41	30	-11
GS-6.....	40	41	40	36	-4
GS-5.....	46	48	46	44	-2
GS-4.....	23	23	23	23	...
GS-3.....	3	3	3	2	-1
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	<u>13</u>	<u>13</u>	<u>18</u>	<u>18</u>	<u>...</u>
Total permanent positions.....	586	628	591	542	-49
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	<u>586</u>	<u>628</u>	<u>591</u>	<u>542</u>	<u>-49</u>

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CIVIL DEFENSE
(Dollars in Thousands)

<u>A. State and Local Emergency Management</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
		<u>Estimates by Program Element</u>									
1. Emergency Management Assistance.....	CD-16	188	\$55,000	188	\$58,000	193	\$57,000	143	\$50,300	-50	-\$6,700
2. Other State & Local Emergency Management.....	CD-19	16	1,800	17	2,700	16	1,800	16	1,000	...	-800
3. Salaries & Expenses.....	CD-22	...	<u>14,242</u>	...	<u>11,848</u>	...	<u>14,140</u>	...	<u>12,905</u>	...	<u>-1,235</u>
Total, State & Local Emergency Management (Budget Authority).....		204	71,042	205	72,548	209	72,940	159	64,205	-50	-8,735
<u>Permanent Workyears</u>											
Headquarters.....		24		24		24		24		...	
Regions.....		<u>164</u>		<u>165</u>		<u>169</u>		<u>119</u>		<u>-50</u>	
Total, Permanent.....		<u>188</u>		<u>189</u>		<u>193</u>		<u>143</u>		<u>-50</u>	
Total Workyears.....		204		205		209		159		-50	

Changes From Original 1985 Estimates

- * Reflects amendment to original President's budget request to Congress (-\$1,340,000).
 -\$520,000 - Emergency Management Assistance
 -\$820,000 - Other State and Local Emergency Management
- * Reflects a congressional reduction of \$629,000 and one workyear.
 -\$480,000 - Emergency Management Assistance
 -\$80,000 - Other State and Local Emergency Management
 -\$69,000 - Salaries and Expenses
- * Reflects an increase of five workyears transferred from the General Services Administration.

- Reflects an increase of \$241,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- Reflects an increase of \$256,000 in Salaries and Expenses which is part of a pending request to transfer funds from Population Protection to cover increased salary and benefits costs.
- Reflects an increase of \$1,976,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs.
- Reflects a decrease of \$112,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

CIVIL DEFENSE
(Dollars in Thousands)

<u>A. State and Local Emergency Management</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
<u>OBJECT CLASS</u>	<u>Actual</u>	<u>Request</u>	<u>Estimate</u>	<u>Request</u>	<u>Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$7,970	\$5,346	\$7,350	\$5,720	-\$1,830
11.3 Other than full-time permanent.....	675	280	205	205	...
11.5 Other personnel compensation.....	97	...	...	...	...
11.8 Special personal services payments.....	41	...	...	...	...
Total Pay.....	8,783	5,626	7,755	5,925	-1,830
12.1 Benefits-civilian.....	964	644	866	666	-200
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	86	...	...	1,700	1,700
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	607	567	518	518	...
22.0 Transportation of things.....	32	627	627	613	-14
23.1 Standard level user charges.....	...	2	...	...	...
23.2 Communications, utilities & other rent...	1,733	1,597	1,595	1,075	-520
24.0 Printing and reproduction.....	109	509	499	461	-38
25.0 Other services.....	2,987	4,316	3,425	2,492	-933
26.0 Supplies and materials.....	289	322	321	212	-109
31.0 Equipment.....	402	338	334	243	-91
32.0 Lands and structures.....	50	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	55,000	58,000	57,000	50,300	-6,700
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....
Total Obligations.....	71,042	72,548	72,940	64,205	-8,735

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EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

<u>A. State and Local Emergency Management</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....	...	\$10	...	...	...
25.0 Other services.....	\$1,800	2,690	\$1,800	\$1,000	-\$800
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....	55,000	58,000	57,000	50,300	-6,700
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....
Total Obligations.....	56,800	60,700	58,800	51,300	-7,500

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SALARIES AND EXPENSES
CIVIL DEFENSE

(Dollars in Thousands)

	1984 Actual	1985 Request	1985 Current Estimate	1986 Request	Increase/ Decrease
A. State and Local Emergency Management					
OBJECT CLASS					
Personnel Costs					
11.1 Full-time permanent.....	\$7,970	\$5,346	\$7,550	\$5,720	-\$1,830
11.3 Other than full-time permanent.....	675	280	205	205	...
11.5 Other personnel compensation.....	97	...	...	...	...
11.8 Special personal services payments.....	41	...	...	...	...
Total Pay.....	<u>8,783</u>	<u>5,626</u>	<u>7,755</u>	<u>5,925</u>	<u>-1,830</u>
12.1 Benefits-civilian.....	964	644	866	666	-200
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	86	...	...	1,700	1,700
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	607	567	518	518	...
22.0 Transportation of things.....	32	627	627	613	-14
23.1 Standard level user charges.....	...	2	...	...	...
23.2 Communications, utilities & other rent...	1,733	1,597	1,595	1,075	-520
24.0 Printing and reproduction.....	109	499	499	461	-38
25.0 Other services.....	1,187	1,626	1,625	1,492	-133
26.0 Supplies and materials.....	289	322	321	212	-109
31.0 Equipment.....	402	338	334	243	-91
32.0 Lands and structures.....	50	...	...	...	...
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>14,242</u>	<u>11,848</u>	<u>14,140</u>	<u>12,905</u>	<u>-1,235</u>

CIVIL DEFENSE
Detail of Permanent Positions

<u>A. State and Local Emergency Management</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	1	1	1	1	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	4	4	4	4	...
ES-3.....	6	6	6	5	-1
ES-2.....	1	1	2	...	-2
ES-1.....	2	2	1	...	-1
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GH-15.....	15	15	15	9	-6
GS/GH-14.....	20	20	20	14	-6
GS/GH-13.....	33	34	33	30	-3
GS-12.....	33	33	33	25	-8
GS-11.....	16	16	16	15	-1
GS-10.....	...	...	...	...	...
GS-9.....	8	8	8	7	-1
GS-8.....	4	4	4	3	-1
GS-7.....	11	11	11	...	-11
GS-6.....	12	12	12	8	-4
GS-5.....	12	12	12	9	-3
GS-4.....	8	8	8	7	-1
GS-3.....	1	1	1	...	-1
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	1	1	6	6	...
Total permanent positions.....	188	189	193	143	-50
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	188	189	193	143	-50

A. State and Local Emergency Management

This program provides the foundation for State and local organizations achieving the integration of emergency management functions, planning, and objectives. Funding support is provided for State and local organizational requirements and operating costs, for augmenting FEMA and State and local emergency management organizations with military reservists, and for providing guidance and technical assistance to enhance mass care and emergency welfare capabilities.

The program elements and activities listed below support improved capabilities of the State and local jurisdictions for broadly based emergency preparedness and response.

I. 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. The Federal Civil Defense Act of 1950, as amended, created a 50 percent matching grant program, (presently called Emergency Management Assistance (EMA)), to assist State and local governments in the development and maintenance of a cadre of emergency managers and supporting staffs. The responsibility for a National program of civil preparedness is shared jointly by the Federal, State, and local governments. Therefore, this matching grant program provides motivation for the States to participate. The capability to respond to emergencies exists primarily with State and local governments and requires full-time emergency management staffs. These staffs function as managers and coordinators of civil defense activities across the full range of hazards including natural disasters and enemy attack. The objectives of the program (EMA) have evolved over the years from creation of emergency plans to a multifaceted approach of emergency preparedness system building, and coordinating the State and local response activities during emergencies. This program differs from the Population Protection Planning (PPP) grant program in that the EMA staff planners develop emergency operations plans (EOP's) for their jurisdictions while the PPP planners provide technical assessments of the EMA EOP's and develop plans for non-EMA jurisdictions. EMA funding is the primary emergency response capacity building function supporting three key activities: hazard vulnerability assessment, capability assessment, and multi-year development planning, to resolve shortfalls in each local jurisdiction's ability to respond to large scale emergencies. These three activities are the base components of the Integrated Emergency Management System.

o EMA is the major constituent program in Comprehensive Cooperative Agreements (CCA's) negotiated with each State to incorporate several FEMA financial assistance programs into a single funding and reporting vehicle. This delivery mechanism has facilitated the application process for FEMA assistance programs to States.

- o Through 1983 there were 50 States, the District of Columbia, Puerto Rico, four territories, and a total of 2,577 local jurisdictions participating in EMA funding. To achieve a 100 percent national population coverage it will require EMA participation by 5,700 jurisdictions in 3,398 operational areas in the United States. (An emergency operating area is a jurisdiction or grouping of jurisdictions -- usually counties or county equivalents -- which have responsibility for emergency management activities in a specific geographical area and have within their control the resources necessary to build a comprehensive response and short term recovery capability applicable to all hazards which could affect the community.)
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$68,125,000 and 188 workyears for this program element, of which \$13,125,000 was under Salaries and Expenses and \$55,000,000 was under Emergency Management Planning and Assistance. This funding supported 1,357 State-level and 4,795 local-level personnel in 2,712 jurisdictions, with an increase of 135 jurisdictions over 1983. Management processes in the CCA were improved and emphasized to make EMA more product oriented.
- Increased funding over 1983 also helped to restore the Federal share to nearly half of the total costs, as authorized in the Civil Defense Act. A new allocation formula was implemented in 1984 that resulted in a more equitable distribution of funds. FEMA updated its program guidance as well by publishing Civil Preparedness Guide (CPG) 1-3, Federal Assistance Handbook: Emergency Management, Direction and Control Programs.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$1,151,000 and five workyears: a reduction of \$520,000 from an amendment to the original President's budget request to Congress; a Congressional reduction of \$480,000; an increase of five workyears transferred from the General Services Administration; an increase of \$198,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$256,000 in Salaries and Expenses which is part of a pending request to transfer funds from Population Protection to cover increased salary and benefits costs; an increase of \$1,805,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$108,000 in Salaries and Expenses associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$70,006,000 and 193 workyears to this program element, of which \$13,006,000 is under Salaries and Expenses and \$57,000,000 is Emergency Management Planning and Assistance. Specific objectives include increased participation by hazard-area and reception/support-area jurisdictions, staff upgrading, local hazard analyses and vulnerability assessments, multi-year development planning, and product/output orientation, and a better definition of program requirements. The \$2,000,000 increase over 1984 should add approximately 100 new local jurisdictions for a total of 2,800.

- f. 1986 Program. FEMA requests a total of \$62,131,000 and 143 workyears for this program element, a net decrease of \$7,875,000 and 50 workyears from 1985. Included in this total are \$11,831,000 for Salaries and Expenses and \$50,300,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$70,078,000 and 193 workyears. The base program includes an increase of \$72,000 for annualization of the January 1985 pay raise.

Objectives of the program element will be to: (1) improve overall program management; (2) continue multiyear development planning in the 50 States, District of Columbia, four territories and the participating local jurisdictions; (3) develop and update emergency operations plans; and (4) improve staff selection standards and training.

To achieve these objectives FEMA has or will (1) review efforts by States to consolidate funding to multiple jurisdictions with small populations into larger jurisdictions covering a larger geographic area, (2) undertake a national review and assessment of suggested changes to the program offered by State and local organizations, (3) in conjunction with (1) and with the Population Protection Program's efforts to define emergency operational areas, analyze the present goals of having 5,700 jurisdictions in the program and either confirm or reduce this number, and (4) develop criteria for usage by States to better target the funds to priority jurisdictions.

1986 Decreases.

The 1986 request includes a decrease of \$7,947,000 and 50 workyears from the 1986 base program. The decrease includes the following:

- a decrease of \$293,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$49,000 in order to reduce the number of employees in grades GS-11 - GS-15;
- a decrease of \$905,000 and 50 workyears associated with consolidating regional management and administration functions;
- a decrease of \$6,700,000 in Emergency Management Planning and Assistance.

This decreased funding will reduce the allocations to the States. FEMA anticipates that the 1986 level of participation will decrease to approximately 2,500 local jurisdictions.

- g. Outyear Implications. Funding in 1987-1990, will support a continuing level of State and local emergency management jurisdiction participation. In 1985 FEMA has begun a major review of this program element. This review includes close consultation with the State and local recipients of funds and is aimed at (1) achieving a firmer definition of expected outputs for recipients; (2) improving the professionalism of emergency managers; (3) refining the definition of needed jurisdictional involvement to achieve population coverage; and (4) identifying management and administrative changes that will enhance the output productivity and emergency management capacity in recipient jurisdictions. It is anticipated that the funding requested for this element will increase by \$500,000 in 1987, an additional \$500,000 in 1988 and then remain stable through 1990. These increases complement decreases in the Individual Mobilization Augmentee program (Other State and Local Emergency Management).

Enhanced technical support to State governments in the area of program evaluation and data display and use, including the development of computer software for use in State preparedness planning and readiness assessment, will receive greater emphasis. This support will focus on meeting key information needs identified in 1985 and 1986. Identification of local management approaches will result in demonstrated cost reduction or improved cost efficiency of State and local emergency programs. The type of assistance and products provided will vary according to State and local needs.

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 objective of this element is to provide local and State governments with access to specialized expertise (e.g. military, disaster response, mass care, management approaches, and technical assistance required to fulfill their emergency management responsibilities. This element is made up of two subelements.
- Individual Mobilization Augmentees (IMA's). This activity is designed to utilize skilled military reservists to augment civilian emergency management staff at the Federal, State, and local government levels by performing preparedness activities and providing support during actual emergency operations. Available reservists from the Army, Navy, Air Force, and Coast Guard serve their annual training tours of duty performing tasks relevant to FEMA's mission and to national defense. They may also be assigned additional special tours or school tours. The IMA's make use of their military and civilian expertise and training to assist in the development of emergency management systems to facilitate government response to emergencies (these include operations planning, communications, intelligence, transportation, supply, and public information.)

which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$4,000 in Salaries and Expenses associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. 1985 Program. In 1985, FEMA is allocating a total of \$2,934,000 and 16 workyears to this program element, of which \$1,134,000 is under Salaries and Expenses and \$1,800,000 is under Emergency Management Planning and Assistance.
- * Individual Mobilization Augmentees. FEMA will allocate \$1,500,000 and 16 workyears to this activity. This will provide funding for 1,056 reservists. During this year FEMA, in consultation with DoD, and pending DoD approval, will begin a process designed to enhance the IMA mission by targeting the placement of IMA's in locations that will directly support Federal and State continuity of government initiatives through improving the direction and control capacity of FEMA headquarters, FEMA regional and State emergency management offices. This mission enhancement will be accomplished on a three year phased basis that will include (1) identification of mission assignments appropriate for IMA's at the Federal and State emergency operating centers, (2) a gradual phase out of nonessential billets, and (3) a conversion of the majority of the IMA's from category "D" to category "H" reservists. It is anticipated that approximately one third (or 350) of the category "D" reservists will be concluding their IMA tours each year, and one third of the new target figure for category "H" reservists (500 total) will be recruited and assigned in each of the years 1985, 1986 and 1987.
 - * Supporting Activities. FEMA is allocating \$300,000 for the American Red Cross contract support. This will maintain State and local access to Red Cross expertise and assistance in the areas of mass care and utilization of volunteer and community resources for emergency management but at a somewhat reduced level from 1984 since the allocation does not allow for inflation.

FEMA will place particular emphasis on State/local implementation of the Integrated Emergency Management System. State information needs related to local emergency capabilities and planned initiatives will be identified and options for addressing these needs using available computer technology will be developed with in-house resources.

- f. 1986 Program. FEMA requests a total of \$2,074,000 and 16 workyears for this program element, a net decrease of \$860,000. Included in this total are \$1,074,000 for Salaries and Expenses and \$1,000,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$2,950,000 and 16 workyears. The base program includes an increase of \$16,000 for annualization of the January 1985 pay raise.

- o 1986 will be the second year of a three year phased implementation of the restructured IMA program designed to target IMA billets in State and FEMA headquarters and regional operating centers. This targeted change will promote an increased capacity to direct and control responses by civil authorities during national security emergencies and will enhance State continuity of government efforts.

1986 Decreases.

The 1986 request includes a decrease of \$876,000 from the 1986 base program. The decrease includes the following:

- o a decrease of \$65,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
 - o a decrease of \$11,000 in order to reduce the number of employees in grades GS-11 - GM 15; and
 - o a decrease of \$800,000 in Emergency Management Planning and Assistance. As a result of this decrease:
 - FEMA will not fund the ARC program in 1986.
 - The existing 16 workyears will be required to administer the IMA program under the options listed above. The workyears represent responsibility for complete management and administration of all IMA personnel assigned to support FEMA. There is an IMA Coordinator and clerical support at each FEMA Region whose job is to manage and administer all personnel and operational functions involved with the program. The national program IMA Action Officer in Washington D.C. develops all program guidance/policies and performs program coordinating activities with DOD and the FEMA Regions.
- g. Outyear Implications. Fiscal year 1987 will be the third year of phased reduction in program funds from \$1,000,000 to \$500,000. Beginning in 1988 no program funds will be requested. Concurrent with the phased reduction of funding, increased participation, by category "H" reservists is anticipated, with a 1988 on board strength being targeted of 500 IMA's. These 500 IMA's will be assigned direction and control duties at Federal and State emergency operating centers aimed at improving continuity government in national security emergencies.

3. Salaries and Expenses

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
- b. Objective/Element Description. This section supports the request for headquarters and regional workyears associated with the State and Local Emergency Management program.

- c. 1984 Accomplishments. In 1984, FEMA used \$14,242,000 and 204 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the State and Local Emergency Management program.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$2,292,000 and five workyears: a Congressional reduction of \$69,000; an increase of five workyears transferred from the General Services Administration; an increase of \$241,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise; an increase of \$2,232,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs; and a decrease of \$112,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$14,140,000 and 209 workyears to this program element under Salaries and Expenses. This will provide program and management support in the following program elements: Emergency Management Assistance and Other State and Local Emergency Management.
- f. 1986 Program. FEMA requests \$12,905,000 and 159 workyears under Salaries and Expenses for this program element, a net decrease of \$1,235,000 and 50 workyears from 1985.

1986 Base Program. The 1986 request includes a base program of \$14,228,000 and 209 workyears. The base program includes an increase of \$88,000 for annulization of the January 1985 pay raise.

1986 Decreases.

The 1986 request includes a decrease of \$1,323,000 and 50 workyears from the 1986 base program. The decrease includes the following:

- o a decrease of \$358,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- o a decrease of \$60,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- o a decrease of \$905,000 and 50 workyears associated with consolidating regional management and administration functions.

- g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFENSE
(Dollars in Thousands)

<u>B. Radiological Defense</u>	<u>Page No.</u>	<u>1984</u>		<u>1985</u>		<u>1985</u>		<u>1986</u>		<u>Increase/</u>	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>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>
<u>Estimates by Program Element</u>											
1. Planning and Development.....	CD-31	9	\$3,000	13	\$4,300	9	\$2,974	9	\$1,274	...	-\$1,700
2. Instrumentation.....	CD-36	19	7,300	20	15,550	19	7,300	19	5,000	...	-2,300
3. Other Radiological Defense...	CD-45	...	...	...	150	...	...	...	...	...	...
4. Salaries and Expenses.....	CD-46	...	1,183	...	1,157	...	1,225	...	1,181	...	-44
Total, Radiological Defense (Budget Authority).....		28	11,483	33	21,157	28	11,499	28	7,455	...	-4,044
<u>Permanent Workyears</u>											
Headquarters.....		15		17		15		15		...	
Regions.....		13		15		13		13		...	
Total, Permanent.....		28		32		28		28		...	
<u>Total Workyears.....</u>		28		33		28		28		...	

Changes From Original 1985 Estimates

- * Reflects an amendment to the President's original budget request to Congress (-\$9,240,000).
 - \$1,170,000 - Planning and Development
 - \$7,920,000 - Instrumentation
 - \$150,000 - Other Radiological Defense
- * Reflects a congressional reduction of \$722,000.
 - \$130,000 - Planning and Development
 - \$330,000 - Instrumentation
 - \$262,000 - Salaries and Expenses
- * Reflects an increase of \$29,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

- Reflects an increase of \$305,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increase salary and benefits costs.
- Reflects a decrease of \$30,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- \$26,000 - Planning and Development
 - \$4,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

1	1984	1985	1985	1986	Increase/ Decrease
<u>B. Radiological Defense</u>	<u>Actual</u>	<u>Request</u>	<u>Current Estimate</u>	<u>Request</u>	
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$968	\$826	\$1,016	\$976	-\$40
11.3 Other than full-time permanent.....	48	39	...	...	...
11.5 Other personnel compensation.....	4	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>1,020</u>	<u>865</u>	<u>1,016</u>	<u>976</u>	<u>-40</u>
12.1 Benefits-civilian.....	113	98	106	102	-4
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	50	146	103	103	...
- 22.0 Transportation of things.....	...	1	...	...	...
23.1 Standard level user charges.....	...	7	...	...	...
23.2 Communications, utilities & other rent...	...	107	...	...	...
24.0 Printing and reproduction.....	30	120	74	...	-74
25.0 Other services.....	3,020	10,093	2,650	2,500	-150
26.0 Supplies and materials.....	31	5	...	...	...
31.0 Equipment.....	...	15	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	7,219	9,700	7,550	3,774	-3,776
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>11,483</u>	<u>21,157</u>	<u>11,499</u>	<u>7,455</u>	<u>-4,044</u>

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)**

B. <u>Radiological Defense</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
			<u>Estimate</u>		
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	\$100	...	...	...
24.0 Printing and reproduction.....	\$30	120	\$74	...	-\$74
25.0 Other services.....	3,020	10,080	2,650	\$2,500	-150
26.0 Supplies and materials.....	31	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	7,219	9,700	7,550	3,774	-3,776
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	10,300	20,000	10,274	6,274	-4,000

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

<u>B. Radiological Defense</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
			<u>Estimate</u>		
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$968	\$826	\$1,016	\$976	-\$40
11.3 Other than full-time permanent.....	48	39	...	...	...
11.5 Other personnel compensation.....	4	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>1,020</u>	<u>865</u>	<u>1,016</u>	<u>976</u>	<u>-40</u>
12.1 Benefits-civilian.....	113	98	106	102	-4
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	50	146	103	103	...
22.0 Transportation of things.....	...	1	...	...	...
23.1 Standard level user charges.....	...	7	...	...	...
23.2 Communications, utilities & other rent...	...	7	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	...	13	...	...	...
26.0 Supplies and materials.....	...	5	...	...	...
31.0 Equipment.....	...	15	...	...	...
32.0 Lands 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>1,183</u>	<u>1,157</u>	<u>1,225</u>	<u>1,181</u>	<u>-44</u>

CIVIL DEFENSE
Detail of Permanent Positions

<u>B. Radiological Defense</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	...	...	...	...	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	2	2	2	2	...
GS/GM-14.....	3	3	3	3	...
GS/GM-13.....	5	6	6	5	-1
GS-12.....	5	8	8	5	-3
GS-11.....	2	3	3	2	-1
GS-10.....	...	...	...	...	...
GS-9.....	1	1	1	1	...
GS-8.....	1	1	1	1	...
GS-7.....	2	2	2	2	...
GS-6.....	2	2	2	2	...
GS-5.....	2	2	2	2	...
GS-4.....	1	1	1	1	...
GS-3.....	2	2	2	2	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	28	33	33	28	-5
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	28	33	33	28	-5

B. Radiological Defense

This age of wide-scale use of radioactive materials and of expanded knowledge in the application and use of nuclear technology generates the potential for accidental or deliberate incidents of a magnitude that could result in dangerous and life-threatening radiation environments. Radiological protection is design to address the problems and requirements imposed upon emergency management by these radiological hazards. It is primarily concerned with those potential threats, including terrorism and/or nuclear detonations, which predictably would involve radiation levels that would endanger the general public, and the ability of government and essential private sector services to function effectively.

The program is designed to provide guidance and assistance in developing reliable radiological protection systems. The system capabilities are essential to complement the emergency management functions that address population protection, continuity of government (including direction and control) and to mitigate, respond and recover from any such occurrences that involve radiation hazards.

The preparedness features of the program involve planning and organizational guidance; personnel training; financial assistance; standards, criteria and procedures related to radiation exposure; protective and mitigation measures; tests and exercises; public information and technology transfer; and instrumentation development and maintenance. These features are reflected in the three program elements, namely: Planning and Development; Instrumentation; and Other Radiological Defense.

In administering the overall program, the agency makes maximum use of the resources and expertise that exist in other Federal agencies, in the private sector, and at state and local levels of government. It acts to support and stimulate coordination and contribution by all segments, particularly where the Federal responsibility addresses the radiological hazards and threats that impact upon national security interests and objectives. It also addresses realistic application of the program to radiological emergencies of lesser consequences in accordance with the Integrated Emergency Management System (IEMS) concept.

The three elements of Radiological Defense are described as follows:

- Planning and Development provides the planning and organizational guidance; development and issuance of standards, protective and mitigation measures; technical guidance and program support to training; guidance and assistance in tests and exercises; and public information materials and technology transfer. The program element is dependent upon agency staff resources at National and Regional offices; upon interaction by that staff with the States and other Federal agencies, national organizations, and with elements within FEMA concerned with Radiological Emergency Preparedness, Federal Response Teams, Hazardous Materials and National Preparedness. The agency advocates that all States have qualified program specialists (Radiological Officers) to develop and manage their specific radiological protection program, consistent with national objectives, policy and standards as reflected in Agency

guidance. National interests are dependent upon State and local capabilities, and funds are provided to support the development and implementation of a radiological protection program in state and local jurisdictions.

- Instrumentation provides for the development of more reliable and efficient instruments to meet current and future national needs and for the maintenance of instrument inventories provided to states by the Federal Government in the 1960's. Unlike the highly specialized instruments and measuring devices used in the normal peacetime applications of radioactive materials, the operational and training instruments needed for emergency management must be simple to operate and read, reliable under conditions of storage and rough handling, low in initial cost and maintenance, yet sufficiently, durable to last over a period of 20 or more years. While these instruments do not meet all the normal peacetime requirements, they do have a value in radiological peacetime emergencies provided that their limitations in such localized incidents are clearly understood and defined in planning guidance criteria and training courses. Their basic necessity is related to the radiological emergencies with a greater potential threat to large segments of the public and private sector and to government operation and continuity.
- Other Radiological Defense provides for the development of concepts and approaches called for by newly defined hazards or advancements in technology as they are developed by other elements of government and proceed from theory to applied research and systems development. The areas being monitored at this time include countermeasures such as decontamination and radioprotective substances. This element is also being used to assess the potential implication to emergency management of chemical and biological agents since the discipline of health physics required for radiological protection is qualified and applicable to assess this field for possible concern. This element is designed to require a minimum of staff attention and generally involves monitoring through technical journals, meetings, and the review of research conducted by others.

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. The objective of this program element is to develop, implement and maintain fully operational radiological protection systems in all levels of government. In addition to the Federal level, there are of 52 states and 3,398 local emergency operational areas that require radiological protection systems. An emergency operating area is defined as; a jurisdiction or grouping of jurisdictions, usually counties or county equivalents, which has responsibility for emergency management activities in a specific geographical area and has within its control, the resources necessary to build a comprehensive response and short term recovery capability applicable to all hazards which could affect the community.

Radiological protection includes radiological annexes to the jurisdiction's emergency operating plans (EOP), facilities, trained personnel and instrumentation which combine to form a complete, operational radiological protection system that can function in an organized manner during an emergency to minimize the effects of the radiological hazard on the jurisdiction and its citizens.

The primary goal of radiological protection is preparedness to minimize potential radiological threats that would endanger the general public, the ability of government to function effectively, and the capacity of essential private sector services to function effectively. Radiological protection is an inherent and integral part of all programs and systems which collectively provide a means for surviving the effects of life threatening radiological incidents.

The IEMS concept recognizes that there are common elements and concepts, as well as differences, between nuclear attack preparedness and peacetime radiological incident response preparedness. Through the implementation of IEMS, the radiological protection capabilities developed by the jurisdictions enhance both nuclear attack preparedness and preparedness to respond to other radiological emergencies.

In addition, this program element provides for the development, publication and distribution of technical manuals, handbooks, and other guidance that is required for the development, implementation, and maintenance of a radiological protection system to minimize the effects of a nuclear emergency. This requires coordination with national, State and local agencies and professional organizations that are involved in radiological emergency response.

Although radiological protection systems are critical for responding to nuclear emergencies, very little planning has been accomplished in recent years and most plans are outdated. In 1981, Congress approved full funding for State Radiological Officers (RO's) to develop and implement a radiological protection program in 36 States, of which 18 had RO's hired by the end of the year. In 1982, Congress provided funding for RO's in all 50 States, the District of Columbia and Puerto Rico (a total of 52). Because of State personnel ceilings, difficulty in finding qualified applicants and salary levels, there were only 40 RO's on board by the end of 1982. By the end of 1983, there were a total of 48 RO's. All 52 RO's were hired by the end of 1984. Starting in 1986 FEMA will introduce legislation so that the Radiological Officers will be funded 50 percent by FEMA and 50 percent by the States.

- 1984 Accomplishments. In 1984, FEMA used a total of \$3,380,000 and nine workyears for this program element, of which \$380,000 was under Salaries and Expenses and \$3,000,000 was under Emergency Management Planning and Assistance.

This was the first year for the implementation of IEMS. The transition from nuclear attack only to nuclear attack and other radiological hazards resulted in a significant expansion of the scope of the radiological protection program.

- Work was initiated on the revision of existing guidance to include the IEMS concept in radiological protection publications.
 - Development was initiated on a handbook for emergency services personnel that would provide radiological monitoring guidance applicable to the full spectrum of radiological emergency response.
 - A handbook entitled, "Radiation Safety in Shelters," (CPG 2-6.4) was developed and published as part of the Civil Preparedness Guide (CPG) Series. This handbook provides guidance for finding and providing the best protection in shelters in order to minimize the exposure of the shelterees to fallout radiation from a nuclear detonation.
 - 52 State Radiological Protection Program Management Plans, which describe the goals of radiological protection, were developed.
 - 52 Radiological Protection Annexes to the State Emergency Operations Plans were developed.
 - 430 Radiological Protection Annexes to the local Emergency Operations Plans were developed.
 - 200 State and local Radiological Protection Annexes were tested and exercised.
 - The radiological protection training curriculum was revised and expanded. The training now includes comprehensive radiological emergency preparedness in concert with the IEMS concept. The total number of courses available was expanded from seven to nine and provides a complete spectrum of training for radiological monitors, advanced training for radiological response team members, and organizational training as well as for State and local radiological officers. The training is provided at all levels of government through the emergency management training program. The training courses were favorably reviewed by representatives of the (national) Conference of State Radiological Control Program Directors.
 - A national conference of State Radiological Officers and FEMA headquarters and regional program managers was held to advise the State RO's of changes resulting from the implementation of IEMS, and to provide a forum for exchange of information. FEMA and State representatives presented papers that were beneficial to the attendees in developing their radiological defense programs.
- d. Changes From the 1985 Estimates. Reflects a net decrease of \$1,421,000; a reduction of \$1,170,000 under Emergency Management Planning and Assistance from an amendment to the original President's budget request to Congress; a Congressional reduction of \$331,000, of which \$201,000 is under Salaries and Expenses and \$130,000 is under Emergency Management Planning and Assistance; an increase of \$9,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to

cover the cost of the January 1985 pay raise; an increase of \$98,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$27,000, of which \$1,000 is in Salaries and Expenses and \$26,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. **1985 Program.** In 1985, FEMA is allocating a total of \$3,367,000 and nine workyears to this program element, of which \$393,000 is under Salaries and Expenses and \$2,974,000 is under Emergency Management Planning and Assistance.

The 1985 program activities are as follows:

- FEMA will continue the revision of guidance to include comprehensive nuclear emergency preparedness.
 - Complete and publish the revision of Radiological Protection Preparedness (CPG 2-6.1).
 - Complete and publish the revision of the Guide for Developing a Radiological Protection System (CPG 1-30).
 - Continue development of a Radiological Monitor Handbook for Emergency Services Personnel.
 - Complete and publish guidance on procedures for estimating cumulative radiation exposure from fallout resulting from multiple nuclear detonations occurring over a significant time period.
 - Develop and publish guidance on the control of personnel exposure to ionizing radiation.
- Each State will revise and update their State Radiological Protection Program Management Plan.
- Each State will review and update as required, the Radiological Protection Annex to the State EOP.
- 500 Radiological Protection Annexes to local EOP's will be developed.
- 200 previously developed/updated local Radiological Annexes to EOP's will be tested and exercised.
- Each State will develop and maintain a current profile of the State and local radiological protection systems in terms of their level of development, operational readiness and a time-phased plan for improvement of these systems.

- ° Each State will develop and maintain a current roster of all trained radiological personnel (Radiological Officers, Radiological Response Team Members, Radiological Monitors, and Instructors) at both the State and local level, including the dates and types of training of the personnel and their assignments. These rosters are necessary to determine the capabilities of the State and local jurisdictions and to establish training requirements and refresher training requirements for current and future fiscal years. Trained personnel are a critical element in developing and maintaining an operational radiological protection system.
- f. 1986 Program. FEMA requests a total of \$1,653,000 and nine workyears for this program element, a net decrease of \$1,714,000 from 1985. Included in this total are \$379,000 for Salaries and Expenses and \$1,274,000 for Emergency Management Planning Assistance.
- 1986 Base Program. The 1986 request includes a program of \$3,370,000 and nine workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise.
- ° FEMA will continue to develop revised radiological protection guidance to assist all levels of government in developing and maintaining an operational radiological protection program.
 - Develop radiological protection guidance for use by personnel in long term post attack recovery.
 - Develop a prototype Radiological Protection Annex to the EOP for a large urban area (population greater than 100,000).
 - Revise and update the Radiological Protection Manual (CPG 2-6.2).
 - Develop updated procedures for estimating exposure rates following a nuclear detonation.
 - ° FEMA will provide technical assistance to the States and other Federal agencies in developing radiological protection systems. Regional Radiological Protection Program Managers provide an important liaison between FEMA and the States. They provide assistance, and review and evaluate the products developed by the States under the Comprehensive Cooperative Agreements (CCA's).
 - ° Each State will review and update as required their State Radiological Protection Program Management Plan, and the Radiological Protection Annex to the State EOP.
 - ° 500 Radiological Protection Annexes to local EOP's will be developed. Emphasis will be on jurisdictions with a population greater than 50,000.

- 500 previously developed/updated Radiological Protection Annexes to EOP's will be tested/exercised.
- Each State will update and maintain a current profile of the State and local radiological protection system in terms of their level of development, operational readiness, and a time-phased plan for improvement of these systems.
- Each State will update and maintain a current roster of all trained radiological personnel (Radiological Officers, Radiological Response Team Members, Radiological Monitors and Instructors) at both the State and local levels.

1986 Decreases. The 1986 request includes a decrease of \$1,717,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$13,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- a decrease of 1,700,000 in Emergency Management Planning and Assistance.

Instead of fully funding each State for the development, implementation and maintenance of a radiological protection program, FEMA will now provide a maximum of 50 percent of the funding, thereby exemplifying the Federal-State partnership in civil defense.

- 8. Outyear Implications. There are a minimum of 3,398 local emergency operational areas that require radiological protection systems. In order for a system to be operational, a radiological protection annex to the EOP must be developed, evaluated through tests and exercises, and updated accordingly. There will be a continuous requirement to review, exercise, evaluate, and update the radiological protection annexes on a 3-year cycle.

2. Instrumentation

- 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 is designed to meet Federal, State, and local government requirements for instruments for individual citizens, emergency workers, and emergency management and service users dictated by requirements of a major emergency, e.g., a nuclear explosion, a nuclear power plant

- Design and Quality Assurance - involves basic research and development, production engineering, pilot production and engineering support to private sector production, production quality assurance, field tests, maintenance standards, and refurbishment programs for radiological equipment. Instrument developmental criteria include the following: (1) eliminate dependency upon batteries; (2) simplification in operation and interpretation; (3) long term stability under adverse ambient conditions; and (4) ruggedness for extended field use under emergency conditions.
- Procurement - develops cost effective strategies for procurement from the private sector. This procurement strategy addresses options to maximize the use of existing private sector U.S. production capacities and to enhance that capacity to meet a national emergency situation. Actual procurements are made for available supplies of replacement or reconstituted parts to support maintenance of the current inventory.
- Logistical Support - provides for the receipt, inspection, inventory control, warehousing, and temporary storage and distribution of radiological instruments, parts and other ancillary items.
- Maintenance and Calibration - provides for the inspection, maintenance and calibration of the existing national inventory over 4,200,000 radiological instruments in 50 State facilities servicing 52 State and 3,398 local operational areas, and other Federal and military facilities: (1) instruments are serviced on a four-year cycle; (2) 2,100 semi-annual tests are conducted on FEMA training source sets and other radioactive materials to assure their integrity and safety; and (3) State maintenance shop procedures and emergency response plans are monitored against prescribed FEMA criteria.

In 1984/1985 emergency management requirements are being reassessed and defined in detail for each type of instrument, in relation to user and emergency management capability requirements. Instruments for emergency service personnel and critical/key worker personnel would contribute to meeting requirements for public shelter, postattack recovery and attack response. However, instruments for EOC and Broadcast facilities singularly contribute to the Direction and Control/COG function. Each user category requires a somewhat different mix of instrument types that will be used. The following chart summarizes the results of the study and reflects the total numbers needed for each user requirement. The net total each instrument type does not include those requirements shown in parenthesis because they are obtained from other user categories.

• Functions and User Categories:

	<u>High Range Dosimeters</u>	<u>Intermediate Range Dosimeters</u>	<u>Low Range Dosimeters</u>	<u>Chargers</u>	<u>Wide Range Ratemeters</u>
(1) Direction and Control					
- Continuity of Government:					
Fixed/Mobile EOC.....	51,750	51,750		41,400	41,400
(.003 million facilities)					
Broadcast Facilities.....	5,400	5,400		5,400	5,400
(.003 million facilities)					
(2) Attack Response					
- Multi Hazard Application:					
Emergency Services Personnel.....	(2,905,014)	(2,805,014)		(561,000)	(561,000)
(2.805 million)					
RRT Team Members.....	(103,500)	(103,500)		(103,500)	(103,500)
(.107 million)					
(3) Population Protection					
- Public and key worker shelters:					
Key Workers Shelter.....	170,000	170,000		40,000	40,000
(.030 million facilities)					
Public Shelter.....	29,190,000	29,190,000		2,919,000	2,919,000
(.500 million facilities)					
(4) Postattack/Incident					
- Recovery Operations:					
Critical/Key Workers.....	(19,782,000)	(19,782,000)		1,643,400	1,643,400
(19.782 million)					
Emergency Services Personnel....					
(2.805 million)					
(5) Training.....	(210,000)	(210,000)	350,000	(35,000)	(105,000)
Total Net Requirement.....	29,417,150	29,417,150	350,000	4,649,200	4,649,200
*Current Inventory.....	<u>2,562,005</u>	<u>227,863</u>	<u>102,439</u>	<u>412,236</u>	<u>989,778</u>
Current Shortfalls.....	26,855,145	29,189,287	247,561	4,236,964	3,659,422

* All of these instruments will require eventual replacement. Training instruments have a high rate of attrition and some instruments have inherent technical problems which cannot be fixed. In addition, the inventory does not reflect other special purpose instruments for aerial radiological monitoring, source sets for training, and equipment for maintenance and calibration of the inventory.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$8,103,000 and 19 workyears for this program element, of which \$803,000 was under Salaries and Expenses and \$7,300,000 was under Emergency Management Planning and Assistance. Funding was provided as follows:
- Design and Quality Assurance funding provided for the services of Oak Ridge National Laboratory (ORNL), the National Bureau of Standards (NBS) Radiation Laboratory, and the U.S. Army Electronic Research and Development Command Laboratory (ERADCOM) at Fort Monmouth, New Jersey for developmental work on carbon fiber dosimeters by the staff of the EMSTF located in the Washington Navy Yard. Accomplishments included the following:
 - Operation of the EMSTF.
 - Technical support for the existing inventory of instruments.
 - Engineering for the design and initial pilot production of the carbon fiber dosimeter at the William Langer Jewel Bearing Plant in Rolla, North Dakota, including transfer of the technology to interested companies in the private sector.
 - Continued investigations of multiple approaches to perfecting a low cost ratemeter that gives instantaneous readings of exposure rate, i.e., without the requirement for an auxiliary "timer".
 - Support to elements of Department of Defense (DOD), in the engineering development, testing, repair and production of radiological instruments.
 - In cooperation with the National Bureau of Standards (NBS), establishment of the California Maintenance and Calibration Facility as a Regional Calibration Center with NBS certification, thus providing a needed service to users of radiological instruments for all applications.
 - Procurement:
 - Continuation of a program for modernization of calibrators used by States for instrument maintenance and calibration/
 - Procurement of batteries and repair parts used by the State shops.

- Logistical Support: In order to improve long term services and efficiency, logistical support services were transferred from the Defense Logistics Agency (DLA) to the General Services Administration (GSA) and Oak Ridge National Laboratory (ORNL). GSA provides the central control point for support of all FEMA radiological equipment distributed nationwide. ORNL serves as the center for inventory control, storage, and disposal for all of FEMA's radioactive materials.

- Refurnishing 36 CDV-794, Radiological Instrument Calibrators out of 67 nationwide.
- Distribution of 966 "replacement" radioactive material source sets for use by States in training monitors and local RO's.

- Maintenance and Calibration - Provided \$4,855,000 for 100% funding of 157 workyears of State effort.

Specific accomplishments were as follows:

- Deployment of new replacement radioactive material sources.
- Initiation of reconfiguration of presently deployed shelter radiological protection instrument sets for self protection use by first-at-the-scene emergency personnel for controlling peacetime radiological emergencies.
- Initiation of a new calibration program for the CDV-700 used to support Radiological Emergency Preparedness (REP) operational response capabilities.
- Funding and technical assistance for the development of a Regional Calibration Laboratory in concert with the NBS, by expanding the existing capabilities of the California Office of Emergency Services radiological instrument maintenance and calibration facility. The expanded capabilities enable the laboratory to provide a broader range of services, including calibration of instruments used in State and local radiation control activities.

- d. Changes from the 1985 Estimates. Reflects a net decrease of \$8,087,000: a reduction of \$7,920,000 under Emergency Management Planning and Assistance from an amendment to the original President's budget request; a Congressional reduction of \$391,000 and one workyear of which \$61,000 is Salaries and Expenses and \$330,000 is Emergency Management Planning and Assistance; an increase of \$20,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$207,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$3,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. 1985 Program. In 1985, FEMA is allocating a total of \$8,132,000 and 19 workyears to this program element, of which \$832,000 is under Salaries and Expenses and \$7,300,000 is under Emergency Management Planning and Assistance. This will provide for continuation of 1984 activities.

• Design and Quality Assurance:

- Continue the operation of the EMSTF as the focal point for design, development, pilot production, testing, production support, maintenance procedures, etc.
- Relocate the EMSTF from the Washington Navy Yard to the FEMA Special Facility.
- Continue to "preserve" the existing inventory of 4,200,000 radiological instruments.
- Provide production engineering and quality assurance testing of carbon fiber dosimeters at the Rolla, North Dakota plant.
- Demonstrate feasibility of selected new approaches for low cost, real-time ratemeters for attack preparedness.
- Continue development of radiochromic wave guide dosimeters for emergency application. Try to obtain funding from other agencies having an interest in this system.
- Continue to explore new technology applicable to radiological emergency instrumentation with emphasis on the wide dynamic range requirements for use in all types of radiological emergencies.
- Finalize the development of a low cost charging unit for carbon fiber dosimeters.
- Continue to support DOD and the National Aeronautics and Space Administration (NASA) in the research and development, testing, repair and production of radiological instruments.

• Procurement:

- provide replacement batteries and selected repair parts for the existing inventory of instruments deployed at State and local level capabilities.

• Logistical Support:

- provide GSA support to State Radiological Instrument Inspection Maintenance and Calibration (RI/M&C) facilities in the maintenance of instruments by distribution of required parts and supplies. ORNL provides the support necessary for maintenance of FEMA-owned radioactive materials.

• Maintenance and Calibration:

- support 142 workyears of effort at the State level compared to 157 in 1984.

- f. 1986 Program. FEMA requests a total of \$5,802,000 and 19 workyears for this program element, a net decrease of \$2,330,000 below 1985. Included in this total are \$802,000 for Salaries and Expenses and \$5,000,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$8,139,000 and 19 workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise.

There will be a significant change in funding under this program element in 1986. Program implementation will be structured around the following strategy:

- (1) Move from 100% Federal funding of instrument maintenance and calibration to cost sharing with State and local government. The rationale for this is consistent with the basic policy to decentralize responsibility where appropriate to State and local government. Most of the current inventory can best serve multi-hazard requirements yet remain available for National emergency preparedness objectives.
- (2) Perfect the new instrument design and production specifications, so that a procurement package could be deployed for actual procurement from the private sector if economic or international conditions dictated.
- (3) Make the procurement package available to the private sector, when ready, to serve existing DOD procurements, or high priority Federal needs. In the absence of a large scale Federal procurement in the foreseeable future rely on free enterprise to stimulate new procurement. While this will never approach the magnitude of meeting the total national requirements, it may stimulate enough demand by user groups to broaden the production capability base.
- (4) Extend the development process over the next four years, at the same level of funding, to cover development, design, testing, and pilot production of all type instruments, dosimeters, and ratemeters.

• Design and Quality Assurance:

- Continue support for the existing inventory of radiological equipment.
- Continue pilot production of intermediate and high range carbon fiber dosimeters at the Rolla Facility to support reliable procurement data packages.
- Continued support of DOD elements in the development, testing, repair and production of the types of radiological instruments for which FEMA possesses eminent expertise.
- Assistance and support to the NASA space dosimetry program, as required.
- Technology transfer between government agencies and the private sector for all advances in the state-of-the-art resulting from the FEMA Radiological Instrumentation Program.

• Procurement:

- Continue procurement of repair parts and batteries required to maintain the reliability of the existing inventory of instruments.

• Logistical Support:

- Due to a change in program implementation for radiological instrument maintenance and calibration, some States may elect to return radiological instruments and equipment to FEMA. Through a system of strategically dispersed Federal resources, e.g., GSA warehouses, military facilities, etc., radiological equipment turned in by the States will be "mothballed." This will provide a system for the periodic surveillance, handling, and testing of these instruments to prevent their deterioration. ORNL will provide for custodianship of radioactive material calibrators and training source sets returned by States, and disposal of radioactive material that has decayed to below acceptable levels, or sealed sources that show evidence of deterioration or removeable contamination.

• Maintenance and Calibration:

- There will be a significant change in funding to the States in 1986. Instead of fully funding each State for the maintenance and calibration program, FEMA will now provide a maximum of 50 percent of the funding, thereby exemplifying the Federal-State partnership in civil defense. It is anticipated that the existing State 142 workyears of effort may be reduced due to this program change. Those States which elect to reduce or not to continue the program due to the change in funding will be offered the option

of turning in some or all of their radiological instruments, instrument calibrators and radioactive material training source sets to a strategically placed Federal depot. State M&C shops will service that equipment which is used for self protection by the emergency services or other first-at-the-scene emergency personnel for nuclear attack. This also has a side benefit of providing enhanced State support for multihazard programs. The expected products resulting from this partnership are as follows:

- Reconfiguring 30,000 presently deployed shelter radiological instrument sets for self protection use by first-at-the-scene emergency response personnel.
- Servicing one quarter of the 4,200,000 radiological instruments deployed nationwide.
- Supporting radiological protection training within the States to include the following:
 - ** Providing operational instrument sets for courses.
 - ** Providing radioactive material training source sets for courses.
 - ** Managing the NRC or Agreement State license to possess and use radioactive material sources for training.
 - ** Maintaining exposure control of instructors and students to comply with the applicable NRC or State radioactive material license.
 - ** Providing assistance to State RO's in developing and conducting tests and exercises.

1986 Decreases. The 1986 request includes a net decrease of \$2,337,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$29,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$8,000 in order to reduce the number of employees in grades GS-11-GM-15; and
- * a decrease of \$2,300,000 in Emergency Management Planning and Assistance.

g. Outyear Implications. The base program will continue through the outyears. Program goals will be as follows:

- * Maintain the existing inventory as long as doing so remains cost effective.
- * Maintain a low level technical program directed at achieving a capability to mass produce simple, reliable, low cost radiological instruments for nuclear attack preparedness. This capability is to be perfected and maintained so that full production by the private sector can be achieved within a few months during a period of increased international tension.

The program will be accomplished by using the EMSTF and ORNL for instrumentation design and improvements. The Rolla facility would continue to be used to prove-out and fine-tune instrument designs to obtain low cost and quality assurance in mass production.

Starting in 1985 and continuing in 1986 a comprehensive effort will be made to link the FEMA instrument development program more closely to those of the Army, Navy and other users concerned with the national security. The objective of this effort is to have the Military Services and others more closely tied to the EMSTF and the Rolla facility. These resources are unique to FEMA. Army, Navy and Air Force visitors to the Rolla facility agree that these resources would benefit their radiological equipment acquisition programs in terms of both cost and quality.

3. Other Radiological Defense

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
- b. Objectives/Element Description. This element provides for development of a radiological countermeasures program at State and local levels and also provides means for fallout forecasting. Fallout forecasting data are required by Federal, State, and local emergency management organizations to help predict which areas have high probabilities of being affected by fallout from ground burst nuclear weapon detonations and the approximate fallout arrival times. These data are needed in order to fulfill FEMA's responsibility for military and national damage assessment.
- c. 1984 Accomplishments. In 1984, FEMA allocated no funds and no workyears to this program element. The National Weather Service provided fallout forecast data to FEMA at no cost in 1984.
- d. Changes from the 1985 Estimate. Reflects reduction of \$150,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress.
- e. 1985 Program. In 1985, FEMA is allocating no funds and no workyears to this program element. The National Weather Service continues to provide fallout forecast data to FEMA.
- f. 1986 Program. FEMA requests no fund and no workyears under Emergency Management Planning and Assistance for this program element.

The National Weather Service will continue to provide fallout forecasting at no cost to FEMA.

- g. Outyear Implications. No outyear implications over the 1986 request.

4. Salaries and Expenses

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
- b. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field, associated with the Radiological Defense program elements.
- c. 1984 Accomplishments. In 1984, FEMA used \$1,183,000 and 28 workyears for this program under Salaries and Expenses. Staff accomplishments are given in the narrative justification for the Radiological Defense program elements.
- d. Changes from the 1985 Estimate. Reflects a net increase of \$68,000: a Congressional reduction of \$262,000; an increase of \$29,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$305,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$4,000 in Salaries and Expenses associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$1,225,000 and 28 workyears to this program element under Salaries and Expenses. This will provide program support for the Radiological Defense program elements.
- f. 1986 Program. FEMA requests \$1,181,000 and 28 workyears under Salaries and Expenses for this program element, a net decrease of \$44,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$1,235,000 and 28 workyears. The base program includes an increase of \$10,000 for annualization of the January 1985 pay raise. Staff accomplishments are given in the narrative justification for the radiological defense program elements.

1986 Decreases. The 1986 request includes a decrease of \$54,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$42,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$12,000 in order to reduce the number of employees in grades GS-11 - GM-15.

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The activities under the program will change. Regional personnel will continue to manage the funds and monitor the activities of the States which continue to participate in the radiological protection planning and instrumentation programs. For those States which do not participate, FEMA must establish protocols to reactivate radiological protection response capabilities, should conditions change. The FEMA radiological workload will be adjusted in 1986 in order to effectively manage an orderly transition in program characteristics. Closer working relationships with the Military Services and other National Security elements will be implemented.

- g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFPENSE
(Dollars in Thousands)

C. <u>Population Protection</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Estimate</u>		<u>Request</u>		<u>Decrease</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Element</u>											
1. Population Protection Planning.....	CD-55	36	\$8,700	45	\$13,200	36	\$8,700	36	\$4,200	...	-\$4,500
2. Facility Survey, Engineering and Development.....	CD-58	113	4,300	119	9,500	113	4,248	63	1,948	-50	-2,300
3. Shelter Preparation.....	CD-62	2	...	2	1,000	2	...	2	.....	...	...
4. Salaries and Expenses.....	CD-64	...	<u>3,710</u>	...	<u>6,755</u>	...	<u>5,591</u>	...	<u>4,221</u>	...	<u>-1,370</u>
Total, Population Protection (Budget Authority).....		151	16,710	166	30,455	151	18,539	101	10,369	-50	-8,170
<u>Permanent Workyears</u>											
Headquarters.....		26		27		26		26		...	
Regions.....		75		86		75		75		...	
Total, Permanent.....		101		113		101		101		...	
<u>Total Workyears.....</u>		151		166		151		101		-50	

Changes From Original 1985 Estimates

- * Reflects an amendment to the President's original budget request to Congress (-\$11,042,000).
 - \$4,110,000 - Population Protection Planning
 - \$5,010,000 - Facility Survey, Engineering and Development
 - \$1,000,000 - Shelter Preparation
 - \$922,000 - Salaries and Expenses
- * Reflects a Congressional reduction of \$586,000.
 - \$390,000 -- Population Protection Planning
 - \$190,000 -- Facility Survey, Engineering and Development
 - \$6,000 -- Salaries and Expenses

- Reflects an increase of \$100,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- Reflects a decrease of \$256,000 in Salaries and Expenses which is part of a pending request to transfer funds to State and Local Emergency Management to cover increased salary and benefits costs.
- Reflects a decrease of \$132,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$52,000 - Facility Survey, Engineering and Development
 - \$80,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

<u>C. Population Protection</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,028	\$3,068	\$3,584	\$2,683	-\$901
11.3 Other than full-time permanent.....	515	880	...	...	...
11.5 Other personnel compensation.....	18	...	...	...	...
11.8 Special personal services payments.....	6	...	...	...	...
Total Pay.....	<u>2,567</u>	<u>3,948</u>	<u>3,584</u>	<u>2,683</u>	<u>-901</u>
12.1 Benefits-civilian.....	291	445	370	301	-69
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	43	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	669	2,232	1,637	1,237	-400
22.0 Transportation of things.....	7	2	...	...	...
23.1 Standard level user charges.....	...	22	...	...	...
23.2 Communications, utilities & other rent...	2	22	...	...	...
24.0 Printing and reproduction.....	55	200	148	148	...
25.0 Other services.....	1,796	5,524	1,100	100	-1,000
26.0 Supplies and materials.....	...	15	...	...	...
31.0 Equipment.....	131	45	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	11,149	18,000	11,700	5,900	-5,800
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	16,710	30,455	18,539	10,369	-8,170

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

C. <u>Population Protection</u>	1984	1985	1985	1986	Increase/ Decrease
	<u>Actual</u>	<u>Request</u>	<u>Estimate</u>	<u>Request</u>	
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....	\$55	\$200	\$148	\$148	...
25.0 Other services.....	1,796	5,500	1,100	100	-\$1,000
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....	-5,800
41.0 Grants, subsidies and contributions.....	11,149	18,000	11,700	5,900	...
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....
Total Obligations.....	13,000	23,700	12,948	6,148	-6,800

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

	1984	1985	1985	1986	Increase/ Decrease
C. <u>Population Protection</u>	<u>Actual</u>	<u>Request</u>	<u>Estimate</u>	<u>Request</u>	
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,028	\$3,068	\$3,584	\$2,683	-\$901
11.3 Other than full-time permanent.....	515	880	...	...	...
11.5 Other personnel compensation.....	18	...	...	...	...
11.8 Special personal services payments.....	6	...	...	...	...
Total Pay.....	<u>2,567</u>	<u>3,948</u>	<u>3,584</u>	<u>2,683</u>	<u>-901</u>
12.1 Benefits-civilian.....	291	445	370	301	-69
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	43	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	669	2,232	1,637	1,237	-400
22.0 Transportation of things.....	7	2	...	...	...
23.1 Standard level user charges.....	...	22	...	...	...
23.2 Communications, utilities & other rent...	2	22	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	...	24	...	...	...
26.0 Supplies and materials.....	...	15	...	...	...
31.0 Equipment.....	131	45	...	...	...
32.0 Lands 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>3,710</u>	<u>6,755</u>	<u>5,591</u>	<u>4,221</u>	<u>-1,370</u>

CIVIL DEFENSE
Detail of Permanent Positions

<u>C. Population Protection</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	...	...	...	...	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	8	8	8	8	...
GS/GM-14.....	11	11	11	11	...
GS/GM-13.....	18	21	18	18	...
GS-12.....	19	26	19	19	...
GS-11.....	8	9	8	8	...
GS-10.....	1	1	1	1	...
GS-9.....	5	6	5	5	...
GS-8.....	3	3	3	3	...
GS-7.....	7	8	7	7	...
GS-6.....	9	10	9	9	...
GS-5.....	9	10	9	9	...
GS-4.....	3	3	3	3	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	101	116	101	101	...
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	101	116	101	101	...

C. Population Protection

The Population Protection Program encompasses the development of plans and systems which support capabilities required to increase the safety of the population from the effects of natural disasters, technological hazards and nuclear attack. Prior to 1984, the program was called Nuclear Civil Protection, and the program elements included nuclear attack activities only. Amendments to the Civil Defense Act (Section 207) allowed activities for natural disasters and technological hazards. The Integrated Emergency Management System (IEMS) was introduced in 1984 to respond to the amendment in Section 207. Within this program, IEMS provides for the development of a multihazard emergency operations plan in each state and local jurisdiction and identification of shelters for multihazard purposes.

IEMS is an implementing strategy and process through which a State or local jurisdiction: identifies its hazards, assesses its capability to meet the hazards, and plans to correct its deficiencies so that a full capability to prepare for and respond to emergencies of all types can be obtained.

- (1) Population Protection Planning is the program element which provides State and local governments with a means to unify into a single multihazard emergency operations plan (EOP) a variety of hazard-specific planning requirements responsive to nuclear, natural disaster, and technological hazards that were previously handled independently. This comprehensive planning approach allows State and local governments to be responsive to their unique hazard-specific concerns, while at the same time building a capability to satisfy a national goal for nuclear attack preparedness. This program element serves as the core of emergency operations planning at the State level of government and provides the resources necessary for the development, exercising, and maintenance of EOP's for 52 state and 3,398 local Emergency Operating Areas* that require them.
- (2) Facility Survey, Engineering and Development is the program element which provides for the identification and marking of buildings and development of shelters for lodging, feeding, and protecting people against the effects of natural and technological hazards as well as nuclear attack.
- (3) Shelter Preparation is the program element which provides for life support services such as police, fire, and emergency medical services, to ensure that through planning, evaluation, and other activities, these services will be upgraded to a capability level sufficient to respond to all kinds of hazards.
- (4) Salaries and Expenses which provides for the program and management support of activities associated with Population Protection at Headquarters and in ten FEMA Regional offices.

*Emergency Operating Area. A jurisdiction or grouping of jurisdictions -- usually counties or county equivalents -- which have responsibility for emergency management activities in a specific geographical area and have within their control the resources necessary to build a comprehensive response and short term recovery capability applicable to all hazards which could affect the community.

1. Population Protection Planning (PPP)

- 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 is to assist state governments, through a 50 percent matching grant program, to develop, evaluate, and maintain 52 state and 3,398 local multihazard EOP's by 1990. These EOP's serve as the foundation for each jurisdiction's disaster response capability. Each plan details how people and property will be protected and how the jurisdiction will respond to and cope with each of the hazards that threaten it. EOP's include sections on evacuation, shelter, warning, communications, direction and control, emergency public information, and other critical functions.

The PPP program differs from the 50 percent matching Emergency Management Assistance (EMA) program in that: It complements local EMA planning functions by providing resources to the state to perform technical assistance, quality control, and review and exercise of new EOP's developed by EMA participating jurisdictions; and it provides the states with resources to work with jurisdictions not participating in the EMA program to develop, exercise, and maintain an EOP.

Prior to 1984, this program element was called Crisis Relocation Planning (CRP); it included the development of state and local plans for nuclear attack only. When the CRP program was concluded in favor of PPP, 1,480, or 47 percent, of a designated goal of 3,135 plans were completed; these plans will be converted to multihazard plans using the IEMS approach. This program will become a 50 percent matching grant program in 1986.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$9,585,000 and 36 workyears for this program element, of which, \$885,000 was under Salaries and Expenses and \$8,700,000 was under Emergency Management Planning and Assistance. Since 1984 was the start for development of multihazards EOP's, a certain number of transition activities were necessary. State planners completed the following:
- o 1,500 State or local hazards analyses which identified and ranked hazards.
 - o 1,000 State or local capability assessments which provided a rating on 345 aspects of emergency management.
 - o 400 State and local multiyear development plans which identified time and resources needed to correct deficiencies.
 - o 50 State and local prototype EOP's.
 - o 50 State and local exercises.

- d. Changes from the 1985 Estimates. Reflects a net decrease of \$5,101,000: a reduction of \$4,667,000 from an amendment to the President's original budget request to Congress, of which \$557,000 was under Salaries and Expenses and \$4,110,000 was under Emergency Management Planning and Assistance; a Congressional reduction of \$390,000 under Emergency Management Planning and Assistance; an increase of \$36,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; a decrease of \$61,000 in Salaries and Expenses which is part of a pending request to transfer funds to State and Local Emergency Management to cover increased salary and benefits costs; and a decrease of \$19,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$10,046,000 and 36 workyears to this program element, of which \$1,346,000 is under Salaries and Expenses and \$8,700,000 is under Emergency Management Planning and Assistance. In 1985, FEMA's plans include the following:
- production of 300 multihazard EOP's;
 - conducting 300 exercises;
 - developing approximately 30 State Repatriation Plans, which provide for the reception at ports of entry, temporary care, and onward movement to final destination of U.S. citizens evacuated from overseas areas;
 - development of "How to" guides for EOP development and review;
 - development and issuance of guidance on State and local continuity of government activities, business and industry, evacuation of large city populations, and the redistribution of food in catastrophic disasters; and
 - holding a series of Emergency Medical Services conferences to determine the training requirements for managing the health and medical aspects of mass casualty incidents, with a view toward enhancing operational capability of state and local government in the first few hours of disasters such as those which occurred in Mexico City and Bhopal, India.
- f. 1986 Program. FEMA requests a total of \$5,496,000 and 36 workyears for this program element, a net decrease of \$4,350,000 under 1985. Included in this total are \$1,296,000 for Salaries and Expenses and \$4,200,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$10,059,000 and 36 workyears. The base program includes an increase of \$13,000 for annualization of the January 1985 pay raise. Program efforts will concentrate on large heavily populated jurisdictions and the priority for EOP development will focus on jurisdictions with a population base of 50,000 or more.

Specifically, funding will permit the following:

- o development of 500 State and local EOP's;
- o conduction of 400 State and local exercises;
- o development of 20 State Repatriation Plans; and
- o development of emergency management planning guidance documents for State and local government responsibilities associated with Continuity of Government, Emergency Medical Services, and Food Distribution, development of training courses for state and local planners, development of new attack hazard planning guidance documents, and new documents for host or reception area care of people.

1986 Decreases. The 1986 request includes a decrease of \$4,563,000 from the 1986 base program. The decrease includes the following:

- o a decrease of \$53,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- o a decrease of \$10,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- o a decrease of \$ 4,500,000 in Emergency Management Planning and Assistance.

In 1986, this program will rely upon a 50 percent Federal and State matching fund arrangement to satisfy program objectives. This is possible because PPP resources would be used to review, provide quality control, and exercise EOP's developed by EMA participant jurisdictions and to assist non-EMA participant jurisdictions in developing, exercising, and maintaining their EOP's.

g. Outyear Implications. The goal of developing, evaluating and maintaining will proceed as follows:

<u>FY</u>	<u>Funds</u>	<u>Annual EOP's Produced</u>	<u>Cumulative EOP's Produced</u>	<u>Percentage Of The Goal</u>
(84 thru 86)			850	25
87	\$4,200	500	1,350	39
88	\$4,200	500	1,850	54
89	\$4,200	500	2,350	68
90	\$4,200	500	2,850	83

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. The objective of this program element is to develop and provide expert advice, guidance and technical support to the State and local authorities in the field of engineering required for planning, design, construction, and inspection of Emergency Operating Centers (EOC's), protection for Emergency Broadcast Stations (Broadcast Station Protection Program (BSPP) and the identification of public shelter and reception and care facilities to house evacuees. Primary attention is given to the planning, programming and provision of guidance for a specialized nationwide engineering support program including research and support for shelter survey, shelter design and construction projects. Also included in this program element is the evaluation and identification of buildings nationwide which can provide shelter and emergency lodging for population protection from natural and manmade hazards including nuclear attack. Through 1984, approximately 88 percent of the buildings in reception areas had been evaluated and identified, primarily for nuclear attack evacuation planning. During the latter part of 1984, the survey procedures and deployment guidance were developed and issued to include shelter from multihazards. In concert with this development, studies were performed to address shelter deficits in reception areas and protective options in the areas subject to low overpressures from blast effects. The combination of these initiatives addresses the engineering aspects of the IENS population protection effort in the near and long term future. This program element also includes shelter marking, shelter development, and engineering guidance for the expedient construction of protective sheltering and emergency lodging. This program element is designed to do the following:

- Develop technical guidance for EOCs which will be presented in Civil Preparedness Guides (CPGs) to be issued to State and local governments.

- Survey and identify the physical and architectural characteristics of existing and planned Emergency Broadcast Stations (EBS) to provide hardened facilities for these radio stations participating in the Broadcast Station Protection Program (BSPP).
- Survey and identify the physical and architectural characteristics of existing buildings that contribute to protection of the population against natural and technological hazards, including nuclear weapons effects (multihazard surveys).
- Survey and identify the physical capacity and adaptability of facilities to provide emergency public lodging from hazards.
- Define expedient architectural and engineering methods to upgrade and enhance the protection and capacity of existing facilities or to develop new facilities during a crisis period.
- Develop techniques and capabilities in shelter design and development by sponsoring technical courses for college/university faculty and practicing architects/engineers engaged in the design of buildings.
- Promote the implementation and practice of engineering and architectural initiatives to incorporate protective features and capacities in the creation or modification of new facilities through the development and dissemination of technical information and publications.
- Provide the resources to collect, evaluate, organize and process the survey data for use by emergency management planners in providing population protection against potential multihazards.
- Provide guidance and assistance in marking shelters designated for use in population protection plans.
- Provide Shelter Survey Technician (SST) courses to qualify college students for employment in the shelter survey program.
- Provide Fallout Shelter Analysis (FSA) updates through the development of a correspondence course for updating approximately 12,000 FSA's.

The facility surveys are to be accomplished primarily through Comprehensive Cooperative Agreements (CCA's) with States. This effort could be supplemented by FEMA regional engineering staffs supervising college students and by contracting with private sector firms and universities if conditions necessitate. The program provides for shelter surveys to meet the needs of each individual State.

The facility surveys are to be broadened to include data necessary for multihazard population protection planning. The surveys are to build upon existing data in the shelter inventory and are to be "tracked" by jurisdictional areas to support the development of population protection plans.

This element also provides for the review of Federal agency building construction projects. The review is made to analyze the feasibility of including shelter in the projects in accordance with Executive Order 11490.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$7,076,000 and 113 workyears for this program element, of which \$2,776,000 was under Salaries and Expenses and \$4,300,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:
- Provided for agreements with 40 States, one private sector architectural/engineering firm and 50 workyears of college student effort for performing facility surveys. This effort identified about 175,000 facilities by the end of 1984 in the reception areas designated in plans to host evacuees. These facilities were surveyed by the survey procedures in use prior to the development of the multihazard survey procedures. The facilities will contribute to multihazard population protection plans. Costs for the 50 workyears of college students at the federal level are included in Salaries and Expenses.
 - Provided survey instructions, skills and design technology to college students to qualify them for survey employment at Federal and State level and to college and university faculty for incorporation of multihazard shelter design techniques into their curricula.
 - Continued development of technical information and procedures for upgrading of shelters.
 - Provided technical information for the production of shelters to the architectural/engineering community and the general public.
 - Provided four shelter design courses to the architectural/engineering community along with instructional training for conduct of multihazard surveys for in-house regional staffs.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$5,813,000: a reduction of \$5,375,000 from an amendment to the President's original budget request to Congress, of which \$365,000 was under Salaries and Expenses and \$5,010,000 was under Emergency Management Planning and Assistance; a Congressional reduction of \$196,000, of which \$6,000 was under Salaries and Expenses and \$190,000 was under Emergency Management Planning and Assistance; an increase of \$62,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; a decrease of \$192,000 in Salaries and Expenses for a pending request to transfer funds to State and Local Emergency Management to cover increased salary and benefits costs; and a decrease of \$112,000, of which \$60,000 is in Salaries and Expenses and \$52,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

e. 1985 Program. In 1985, FEMA is allocating a total of \$8,423,000 and 113 workyears to this program element, of which \$4,175,000 is under Salaries and Expenses and \$4,248,000 is under Emergency Management Planning and Assistance. Plans for 1985 include the following:

- Funding for 100 percent of the costs to the 40 States participating in the program via CCA's at a funding level equivalent to 1984 and permitting about ten additional States to develop a start up capability to conduct multihazard shelter surveys.
- Survey 125 jurisdictions for multihazard population protection.
- Provide survey instructions, skills and design technology to college students to qualify them for survey employment at State levels and to college and university faculty for incorporation of Multihazard shelter design techniques into their curricula.
- Continue development of technical information and procedure for upgrading of shelters.
- Provide technical information to the architectural/engineering community and to the general public to produce additional shelter capacity.
- Continue shelter design courses for the architectural/engineering community and college/university faculty.
- Review of Federal agency building construction budgets in accordance with Executive Order 11490.

f. 1986 Program. FEMA requests a total of \$4,807,000 and 63 workyears for this program element, a decrease of \$3,616,000 and 50 workyears from 1985. Included in this total are \$2,859,000 for Salaries and Expenses and \$1,948,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$8,445,000 and 113 workyears. The base program includes an increase of \$22,000 for annualization of the January 1985 pay raise. Resources will be used for the following:

- Funding 50 percent of the costs at the 1985 level for participating States via CCA's at a 50/50 match for conducting shelter surveys.
- Providing survey instructions, skills and design technology to college students to qualify them for survey employment at State levels through the Shelter Survey Technician (SST) Courses (correspondence).
- Providing the transfer of engineering technology to college and university faculty for incorporation of multihazard shelter design techniques into their curricula.

- Updating Fallout Shelter Analysis (FSA) through a correspondence course for approximately 12,000 FSAs currently certified.

1986 Decreases. The 1986 request includes a decrease of \$3,638,000 and 50 workyears from the 1986 base program. The decrease includes the following:

- a decrease of \$91,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January of 1986;
- a decrease of \$17,000 in order to reduce the number of employees in grades GS-11 - GS-15;
- a decrease of \$1,230,000 and 50 workyears in Salaries and Expenses; and
- a decrease of \$2,300,000 in Emergency Management Planning and Assistance.

The decrease of \$1,230,000 and 50 workyears reflects the phase out of the part of the program that uses college students for shelter survey. The reduction of \$2,300,000 under Emergency Management Planning and Assistance reflects a change from 100 percent funding of shelter surveys at the State level to a 50/50 Federal-State funding partnership.

- g. Outyear Implications. In the outyears, FEMA will continue towards multihazard protection design and to assure identification of features to protect the public which includes low-level blast effects in the risk areas. In shelter development, FEMA will pursue ways to have shelters included in all new building construction beyond the requirements of Executive Order 11490 as a long term meaningful way to address the shelter deficit problem. Also greater attention will be given to self-help upgrading of family residences to provide protection. Key factors effecting outyear programming is the intention to broaden the emphasis to a program which incorporates elements common to multihazards into an integrated comprehensive generic planning effort. The facility surveys provide data necessary to support the planning effort which must be provided in consonance with the planning requirements.

The evaluation of the alternatives for overcoming the shelter deficits in host areas will be the guide for the type and amount of technical assistance required by State and local governments.

3. Shelter Preparation

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et. seq.

- b. Objective/Element Description. Under this program element, FEMA will identify, plan and evaluate the use, upgrading and augmentation of community emergency services; assist local governments in upgrading survivability of the systems by which the services are provided; and augment those services, where necessary, with technical support to ensure adequacy and survivability to support the surviving population during and after emergencies. In 1986, FEMA will provide technical assistance and guidance through States to local communities to assist them in enhancing their capabilities for response to all emergencies, regardless of their type or origin.

This program element will specifically address vital life support services at the local level of government, such as police, fire, public works, public utilities, sanitation, emergency medical services, and city/county engineering. Additionally, this program element will include the study and analysis of materials required for shelter preparation. These vital community emergency services are in-place and fully supported by local revenues. The role of the Federal Government is one of facilitating the integration of these in-place local resources. To this end, the Federal Government must take on the role of catalyst in bringing together these local resources, for the provision of an Integrated Emergency Management System (IEMS) in each local community.

- c. 1984 Accomplishments. In 1984, FEMA used \$49,000 and two workyears for this program element under Salaries and Expenses. Staff resources were used to develop criteria for assisting State and local governments in using their life support services to enhance their capabilities to respond to all emergencies.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$1,002,000; a reduction of \$1,000,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; an increase of \$2,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise; a decrease of \$3,000 in Salaries and Expenses which is part of a pending request to transfer funds to State and Local Emergency Management to cover increased salary and benefits costs; and a decrease of \$1,000 in Salaries and Expenses associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating 70,000 and two workyears to this program element under Salaries and Expenses. Resources will be used as follows:
- Identification of unique requirements of specific emergency services.
 - Development of capabilities assessment guidance. This will be a documented listing with explanations and definitions of the various capabilities that are generic to all local emergency services and, in addition, unique to specific local emergency services organizations. This guidance will provide local governments

with an instrument that can be used to measure their current capabilities, to determine their current state of readiness as an integrated emergency response body, and to allow them to determine those areas that require enhancement. This guidance will be developed with input from selected local government and emergency service organizations.

- Interagency coordination. As an adjunct to working with local governments to bring about improved integration of the various local emergency services and resources, an initiative will be undertaken to coordinate with and identify those Federal agencies and associated services and resources in aiding the local governments' integrated emergency preparedness efforts.
- Securing support from professional and public interest associations, such as the Police Foundation, Police Executive Research Forum, National Registry of Emergency Medical Technicians, American Public Works Association, National Association of Fire Chiefs, and National Association of Firefighters. This initiative will be started in 1985.

f. 1986 Program. FEMA requests a total of \$66,000 and two workyears in Salaries and Expenses for this program element, a net decrease of \$4,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$71,000 and two workyears. The base program includes an increase of \$1,000 for annualization of the January 1985 pay raise.

1986 Decreases. The 1986 request includes a decrease of \$5,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$4,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GM-15.

g. Outyear Implications. No outyear implications over the 1986 request.

4. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This section supports the request for funds and workyears at Headquarters and in the Regions, associated with the Population Protection program.

- c. 1984 Accomplishments. In 1984, FEMA used \$3,710,000 and 151 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the Population Protection program.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$1,164,000; a reduction of \$922,000 from an amendment to the President's original budget request to Congress; a Congressional reduction of \$46,000; an increase of \$100,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; a decrease of \$256,000 in Salaries and Expenses for a pending request to transfer funds to State and Local Emergency Management to cover increased salary and benefits costs; and a decrease of \$80,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$5,591,000 and 151 workyears to this program element under Salaries and Expenses. Staff will be utilized as reflected in the narrative descriptions of each of the program elements.
- f. 1986 Program. FEMA requests \$4,221,000 and 101 workyears under Salaries and Expenses for this program element, a net decrease of \$1,370,000 and 50 workyears from 1985.

1986 Base Program. The 1986 request includes a base program of \$5,627,000 and 151 workyears. The base program includes an increase of \$36,000 for annualization of the January 1985 pay raise.

1986 Decreases. The 1986 request includes a decrease of \$1,406,000 and 50 workyears from the 1986 base program. The decrease includes the following:

- * A decrease of \$148,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986.
 - * A decrease of \$28,000 in order to reduce the number of employees in grades GS-11 - GM-15.
 - * A decrease of \$1,230,000 and 50 workyears in Salaries and Expenses.
- g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFENSE
(Dollars in Thousands)

D. Protection of Industrial Capability

	Page No.	1984 Actual		1985 Request		1985 Current Estimate		1986 Request		Increase/Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Element</u>											
1. Industrial Capability											
Protection Planning.....	CD-72	...	\$1,086	3	\$1,600	...	\$428	...	...	...	-\$428
2. Keyworker Protection.....	CD-74	...	3,477	2	2,700	...	1,072	...	...	...	-1,072
3. Other Protection of Industrial Capability.....	CD-75	...	...	1	900	...	...	...	...	...	...
4. Salaries and Expenses.....	CD-77	...	...	...	366	...	...	...	...	...	...
Total, Protection of Industrial Capability (Budget Authority)		...	4,563	6	5,566	...	1,500	...	...	...	-1,500
<u>Permanent Workyears</u>											
Headquarters.....		...		5		...		...		...
Regions.....		...		...		...		...		...
Total, Permanent.....		...		5		...		...		...
<u>Total Workyears.....</u>		...		6		...		...		...

Changes from Original 1985 Estimates

- * Reflects an amendment to the President's original budget request to Congress.
-\$290,000 - Keyworker Protection
- * Reflects a congressional reduction of \$2,276,000.
-\$622,000 - Industrial Capability Protection Planning
-\$938,000 - Keyworker Protection
-\$350,000 - Other Protection of Industrial Capability
-\$366,000 - Salaries and Expenses

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• Reflects a decrease of \$1,500,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.

- \$550,000 - Industrial Capability Protection Planning
- \$400,000 - Keyworker Protection
- \$550,000 - Other Protection of Industrial Capability

CIVIL DEFENSE
(Dollars in Thousands)

<u>D. Protection of Industrial Capability</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	...	\$211	...	...	...
11.3 Other than full-time permanent.....	...	53	...	...	...
11.5 Other personnel compensation.....
11.8 Special personal services payments.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Pay.....	...	264	...	...	...
12.1 Benefits-civilian.....	...	27	...	...	...
12.2 Benefits military personnel.....
13.0 Benefits former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	...	25	...	...	...
22.0 Transportation of things.....
23.1 Standard level user charges.....	...	10	...	...	...
23.2 Communications, utilities & other rent..	...	10	...	...	...
24.0 Printing and reproduction.....
25.0 Other services.....	\$4,507	5,206	\$1,500	...	-\$1,500
26.0 Supplies and materials.....	...	6	...	...	...
31.0 Equipment.....	...	18	...	...	...
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....	56	...	...	...	...
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	4,563	5,566	1,500	...	-1,500

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EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

D. <u>Protection of Industrial Capability</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</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>
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits military personnel.....
13.0 Benefits former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....
27.0 Transportation of things.....
23.1 Standard level user charges.....
23.2 Communications, utilities & other rent..
24.0 Printing and reproduction.....
25.0 Other services.....	\$4,507	\$5,200	\$1,500	...	-\$1,500
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....	56	...	...	...	...
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	4,563	5,200	1,500	...	-1,500

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

<u>D. Protection of Industrial Capability</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	...	\$211	...	...	...
11.3 Other than full-time permanent.....	...	53	...	...	...
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
Total Pay.....	...	<u>264</u>	...	...	...
12.1 Benefits-civilian.....	...	27	...	...	...
12.2 Benefits military personnel.....
13.0 Benefits former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	...	25	...	...	...
22.0 Transportation of things.....
23.1 Standard level user charges.....	...	10	...	...	...
23.2 Communications, utilities & other rent..	...	10	...	...	...
24.0 Printing and reproduction.....
25.0 Other services.....	...	6	...	...	...
26.0 Supplies and materials.....	...	6	...	...	...
31.0 Equipment.....	...	18	...	...	...
32.0 Lands 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>366</u>	...	...	...

CIVIL DEFENSE
Detail of Permanent Positions

D. <u>Protection of Industrial Capability</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....
Executive Level III.....
Executive Level IV.....
Executive Level V.....
ES-6.....
ES-5.....
ES-4.....	...	1	...	...	...
ES-3.....
ES-2.....
ES-1.....
GS-18.....
GS-17.....
GS-16.....
GS/GM-15.....	...	1	...	...	...
GS/GM-14.....	...	2	...	...	...
GS/GM-13.....
GS-12.....
GS-11.....
GS-10.....
GS-9.....
GS-8.....	...	1	...	...	...
GS-7.....	...	1	...	...	...
GS-6.....
GS-5.....
GS-4.....
GS-3.....
GS-2.....
GS-1.....
Ungraded.....
Total permanent positions.....	...	6	...	...	...
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	...	6	...	...	...

D. Protection of Industrial Capability

This program develops means for reducing the vulnerability of industries to the effects of a wide spectrum of natural, technological and national security emergencies including those involving nuclear weapons. The program involves research, analysis, development and testing. Strategies are developed for national deployment and implementation of the Industrial Emergency Preparedness Program. Because lives and property must be protected and a viable and productive industrial capability must be maintained during emergencies, the program focuses on the following:

- * developing strategies for protection of industries and their equipment and processes from a full spectrum of threats;
- * providing for emergency protection of workers;
- * providing training and guidance to industries on emergency protection;
- * developing strategies for involving industries in emergency protection planning;
- * identifying and locating industries needed to satisfy defense and population support needs; and
- * exploring means by which Protection of Industrial Capability (PIC) strategies may be employed in the mitigation of other hazards and threats.

The PIC program design builds upon the common preparedness functions for the full spectrum of emergencies, consistent with the thrust of the integrated emergency management system (IEMS).

1. Industrial Capability 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 program element develops, field tests, assesses and evaluates industrial protection strategies to minimize the vulnerability to and disruptive effects of natural and technological disasters and the threat of conventional and nuclear war on the nation's industrial production capability.
- c. 1984 Accomplishments. In 1984, FEMA used \$1,086,000 and no workyears for this program element under Emergency Management Planning and Assistance. This funding supported the following:
 - * continued development of an integrated policy assessment to determine alternative funding levels for protection of industrial capability in a national emergency, the results of which will be presented for an Administration decision;

- sectoral analyses of industrial protection countermeasures in three critical defense industries;
 - identification, analysis, and cost estimation of various countermeasure strategies for essential industries;
 - an analysis of the economic, industrial, labor and physical elements necessary for industrial protection and production;
 - an assessment of the impact of supply chain bottlenecks on industrial production capabilities; and
 - a final report on industrial equipment hardening and population shelter experiments at the DIRECT COURSE high explosive test.
- d. Changes from the 1985 Estimates. Reflects a decrease of \$1,362,000: a congressional reduction of \$812,000, of which \$190,000 is under Salaries and Expenses and \$622,000 is under Emergency Management Planning and Assistance; and a decrease of \$550,000 in Emergency Management Planning and Assistance for a pending request to transfer funds to Salaries and Expenses to cover increased salary and benefits costs.
- e. 1985 Program. In 1985, FEHA is allocating \$428,000 and no workyears to this program element under Emergency Management Planning and Assistance. This funding will support the following:
- development of planning guidance for industry to mitigate the effects of any threat or disaster to include the nuclear and intentional disruption threats;
 - the development of an essential industry list along with the related keyworkers;
 - development and testing of industrial protection course prototypes;
 - publishing a basic Guide geared to mitigation and protective action for industry against a full spectrum of threats;
 - development and delivery of a prototype workshop for business and industry to encourage the development of emergency management plans in the private sector; and
 - a field test of one training system option developed under contract in 1984-85, to determine feasibility and value of field training for industry in a systematic and ongoing mode.
- f. 1986 Program. Program funds have been eliminated to reflect a realignment of Agency priorities in the civil defense program.

1986 Base Program. The 1986 request includes a base program of \$428,000 and no workyears.

1986 Decreases. The 1986 request includes a decrease of \$428,000 from the 1986 base program under Emergency Management Planning and Assistance.

g. Outyear Implications. No outyear implications over the 1986 request.

2. Keyworker Protection

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 develops, field tests, assesses and evaluates emergency protection of keyworkers who are vulnerable to the effects of natural and technological disasters and to the effects of conventional and nuclear war; develops methodologies for identifying and locating keyworkers; and develops strategies for eventual national deployment of the keyworker shelter portion of the PIC program.

c. 1984 Accomplishments. In 1984, FEMA used \$3,477,000 and no workyears for this program element under Emergency Management Planning and Assistance. This funding supported the following:

- * initial analytical estimates of the number of keyworkers requiring sheltering;
- * the development of a strategy to identify and locate keyworkers requiring sheltering;
- * completion of the "National Construction Management Plan;"
- * the construction of a second prototype dedicated shelter on private industrial property;
- * full-scale testing of an 18-person expedient shelter under simulated nuclear-weapon blast effects;
- * testing of shelter components by U.S. Army Corps of Engineers Waterways Experiment Station in preparation for full-scale testing of 100-person shelter in the Defense Nuclear Agency's (DNA) high explosive test in June 1985; and
- * investigation of additional methods for reducing the cost of keyworker shelters.

- d. Changes from the 1985 Estimates. Reflects a decrease of \$1,730,000; a reduction of \$290,000 from an amendment to the President's original budget request to Congress under Emergency Management Planning and Assistance; a congressional reduction of \$1,040,000, of which \$102,000 is under Salaries and Expenses and \$938,000 is under Emergency Management Planning and Assistance; and a decrease of \$400,000 in Emergency Management Planning and Assistance for a pending request to transfer funds to Salaries and Expenses to cover increased salary and benefits costs.
- e. 1985 Program. In 1985, FEMA is allocating \$1,072,000 and no workyears to this program element under Emergency Management Planning and Assistance. This funding will support the following:
- * full-scale testing of a 100-person shelter in DNA's high explosive test in June 1985 at the White Sands Missile Range in New Mexico; and
 - * investigation of other means of reducing the cost of keyworker shelters.
- f. 1986 Program. Program funds have been eliminated to reflect a realignment of Agency priorities in the civil defense program.
- 1986 Base Program. The 1986 request includes a base program of \$1,072,000 and no workyears.
- 1986 Decreases. The 1986 request includes a decrease of \$1,072,000 from the 1986 base program under Emergency Management Planning and Assistance.
- g. Outyear Implications. No outyear implications over the 1986 request.

3. Other Protection of Industrial Capability

- 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 serves to integrate the plans and strategies of Industrial Protection research and assists in the development of the total program for deployment to the private sector. The broad implications of threats of all kinds to industry must be conveyed to the manufacturers and guidance, training, and information must be made available to them in order to maintain their productive capability in time of emergency. The specific activities supported in this area include the following:
- * development of planning guidance to mitigate the effects of any threat or disaster to industry and provision for technical and economic input from business and industry on the PIC program;

- * development and testing of model plans for industrial protection identification and resolution of industrial and worker protection problems and issues in emergency planning development and testing of program application to business and industry; and
 - * the analysis and testing of training system prototypes.
- c. 1984 Accomplishments. In 1984, FEMA expended resources for this program element out of Industrial Capability Protection Planning and Keyworker Blast Protection Program elements and no workyears were assigned. Activities were directed toward the following:
- * putting into the field physical examples of Protection of Industrial Capability and Keyworker Protection programs;
 - * completing a Guide (final draft) providing basic guidance in planning a full spectrum emergency management capability in industrial plants and businesses;
 - * an Industrial Protection Workshop for key industrial officers and planners in June;
 - * initiating design work for the "hardening" of the U.S. Mint in Philadelphia;
 - * awarding contracts for the development of field training and exercise programs for business and industry;
 - * exploring the applicability of PIC strategies to other areas of emergency preparedness and delivering a first stage assessment of logistical considerations in industrial shutdowns; and
 - * developing and delivering a course on industrial protection in conjunction with the National Emergency Training Center.
- d. Changes from the 1985 Estimates. Reflects a decrease of \$974,000: a congressional reduction of \$424,000 of which \$74,000 is under Salaries and Expenses and \$350,000 is under Emergency Management Planning and Assistance and a decrease of \$550,000 in Emergency Management Planning and Assistance for a pending request to transfer funds to Salaries and Expenses to cover increased salary and benefits costs.
- e. 1985 Program. In 1985, FEMA is allocating no funds and no workyears for this program element under Emergency Management Planning and Assistance.
- f. 1986 Program. Program funds have been eliminated to reflect a realignment of Agency priorities in the civil defense program.

g. Outyear Implications. No outyear implications over the 1986 request.

4. Salaries and Expenses

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. This section supports the request for positions and workyears at Headquarters associated with the Protection of Industrial Capability program.

c. 1984 Accomplishments. In 1984, no FEMA resources were used for this program element under Salaries and Expenses.

d. Changes from the 1985 Estimates. Reflects a congressional reduction of \$366,000 under Salaries and Expenses.

e. 1985 Program. In 1985, FEMA is allocating no resources to this program element under Salaries and Expenses.

f. 1986 Program. In 1986, FEMA is allocating no resources to this program element under Salaries and Expenses.

g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFENSE
(Dollars in Thousands)

E. <u>State and Local Direction, Control and Warning</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Estimate</u>		<u>Request</u>		<u>WY 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>	<u>WY</u>	<u>Amt.</u>
<u>Estimates by Program Element</u>											
1. Emergency Operating Centers....	CD-84	21	\$10,198	30	\$16,300	21	\$9,200	21	...	...	-\$9,200
2. State & Local Warning and Communications Systems.....	CD-86	11	2,619	15	5,900	11	575	11	...	...	-575
3. Emergency Broadcast System Guidance & Assistance.....	CD-90	8	2,063	8	4,100	8	400	8	...	...	-400
4. Other State & Local Direction, Control and Warning.....	CD-93	12	3,650	12	5,000	12	1,881	12	\$681	...	-1,200
5. Salaries and Expenses.....	CD-99	...	<u>1,677</u>	...	<u>2,813</u>	...	<u>2,095</u>	...	<u>2,030</u>	...	<u>-65</u>
Total, State & Local Direction, Control & Warning (Budget Authority)...		52	20,207	65	34,113	52	14,151	52	2,711	...	-11,440
<u>Permanent Workyears</u>											
Headquarters.....		17		19		17		17		...	
Regions.....		<u>35</u>		<u>43</u>		<u>35</u>		<u>35</u>		<u>...</u>	
Total, Permanent.....		52		62		52		52		...	
<u>Total Workyears.....</u>		52		65		52		52		...	
<u>Changes From Original 1985 Estimates</u>											

- * Reflects an amendment to the President's original budget request to Congress (-\$12,245,000).
 \$5,220,000 - Emergency Operating Centers
 -\$3,080,000 - State and Local Warning and Communications System
 -\$1,910,000 - Emergency Broadcast System Guidance and Assistance
 -\$1,190,000 - Other State and Local Direction, Control and Warning
 -\$845,000 - Salaries and Expenses

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- Reflects a Congressional reduction of \$7,825,000:
 - \$1,880,000 - Emergency Operating Centers
 - \$2,245,000 - State and Local Warning & Communications Systems
 - \$1,790,000 - Emergency Broadcast System Guidance and Assistance
 - \$1,910,000 - Other State and Local Direction, Control and Warning
- Reflects an increase of \$45,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- Reflects an increase of \$89,000 which is a part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- Reflects a decrease of \$26,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$19,000, Other State and Local Direction, Control and Warning
 - \$7,000, Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

E. <u>State & Local Direction, Control & Warning</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,297	\$1,980	\$1,612	\$1,553	-\$59
11.3 Other than full-time permanent.....	51	107	...	...	...
11.5 Other personnel compensation.....	3	65	...	...	...
11.8 Special personal services payments.....	...	15	...	...	...
Total Pay.....	<u>1,351</u>	<u>2,167</u>	<u>1,612</u>	<u>1,553</u>	<u>-59</u>
12.1 Benefits-civilian.....	156	243	165	159	-6
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	35	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	134	299	318	318	...
22.0 Transportation of things.....	1	1	...	...	...
23.1 Standard level user charges.....	...	19	...	...	...
23.2 Communications, utilities & other rent...	...	19	...	...	...
24.0 Printing and reproduction.....	11	74	55	55	...
25.0 Other services.....	3,277	4,439	750	626	-124
26.0 Supplies and materials.....	...	13	...	...	...
31.0 Equipment.....	...	39	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	15,242	26,800	11,251	...	-11,251
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>20,207</u>	<u>34,113</u>	<u>14,151</u>	<u>2,711</u>	<u>-11,440</u>

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

<u>E. State & Local Direction, Control & Warning</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</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>
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....	\$11	\$74	\$55	\$55	...
25.0 Other services.....	3,277	4,426	750	626	-\$124
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....	15,242	26,800	11,251	...	-11,251
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	18,530	31,300	12,056	681	-11,375

**SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)**

E. <u>State & Local Direction, Control & Warning</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,297	\$1,980	\$1,612	\$1,553	-\$59
11.3 Other than full-time permanent.....	51	107	...	...	...
11.5 Other personnel compensation.....	3	65	...	...	...
11.8 Special personal services payments.....	...	15	...	...	...
Total Pay.....	<u>1,351</u>	<u>2,167</u>	<u>1,612</u>	<u>1,553</u>	<u>-59</u>
12.1 Benefits-civilian.....	156	243	165	159	-6
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	35	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	134	299	318	318	...
22.0 Transportation of things.....	1	1	...	...	...
23.1 Standard level user charges.....	...	19	...	...	...
23.2 Communications, utilities & other rent...	...	19	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	...	13	...	...	...
26.0 Supplies and materials.....	...	13	...	...	...
31.0 Equipment.....	...	39	...	...	...
32.0 Lands 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>1,677</u>	<u>2,813</u>	<u>2,095</u>	<u>2,030</u>	<u>-65</u>

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CIVIL DEFENSE
Detail of Permanent Positions

<u>E. State and Local Direction, Control and Warning</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	...	...	...	...	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	4	4	4	4	...
GS/GM-14.....	6	7	6	6	...
GS/GM-13.....	9	11	9	9	...
GS-12.....	10	15	10	10	...
GS-11.....	4	6	4	4	...
GS-10.....	...	...	...	...	...
GS-9.....	3	4	3	3	...
GS-8.....	2	2	2	2	...
GS-7.....	4	5	4	4	...
GS-6.....	5	5	5	5	...
GS-5.....	5	6	5	5	...
GS-4.....	...	...	...	...	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	52	65	52	52	...
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	52	65	52	52	...

E. State and Local Direction, Control and Warning

The State and Local Direction, Control and Warning (SLDCW) program is designed to assist State and local governments develop, design and obtain facilities and systems essential to a coordinated and effective response to a major emergency. It is concerned with Emergency Operating Centers (EOC) and mobile communications capability, communications equipment and systems networking, the capability to receive and disseminate warning, and the capability to broadcast emergency information to the public. The program addresses the need for planning, procedures, criteria, standards, and technical and operational guidance needed to achieve connectivity between localities and the State and to maximize compatibility with the National Emergency Management System (NEMS). The Federal criteria are designed to assure operation under emergency conditions. This objective includes protection in a radiological environment, mobility to avoid direct weapons effects, self sufficiencies for utilities, and protection from electromagnetic pulse (EMP).

The program has attempted to achieve SLDCW capability building by relying primarily upon matching fund grants in the acquisition of facility features, equipment, and in support of maintenance, repair and recurring service charges.

In 1986, the Federal program will rely upon States and localities to obtain the financial resources for all maintenance, repair and services charges in sustaining their current SLDCW capabilities and for all new initiatives to modify or construct facilities and obtain equipment and materials. The Federal effort will concentrate on national objectives and on support to State and local progress.

Federal program initiatives will focus on the following:

- Federal guidance on operations planning and procedures, on facility and system criteria and on standards essential to national objectives related to State and Local Continuity of Government and compatibility with NEMS.
- Technical assistance and guidance in protective engineering, communications system design and planning, and electromagnetic pulse protection.
- Identification of incentives to support State and local capability building in cooperation with organizations and groups that contribute to community level emergency response such as fire, police, rescue, emergency medical, amateur radio services, private sector radio services and public utilities.

1. Emergency Operating Centers

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

- b. Objective/Element Description. The Emergency Operating Center (EOC) program element promotes the development and maintenance in appropriate jurisdictions of an operational facility and mobile command capability from which governments can direct and control the activities of the operational planning area in times of major emergencies. An operational planning area is a State or State area, or a local jurisdiction or combination of political subdivisions.

Emergency Operating Centers are designed for day-to-day use in preparing for emergencies, and for managing the critical affairs of government during an emergency. Inherent in the EOC design is the provision to accommodate the State and local leadership, ensuring continuity of government at the State and local level, as well as support for the continuity of government at the national level.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$10,875,000 and 21 workyears for this program element, of which \$677,000 was under Salaries and Expenses and \$10,198,000 was under Emergency Management Planning and Assistance. FEMA allocated to State and local governments on a matching funds basis, approximately \$9,600,000. This funded the planning and design of 78 EOC projects and the construction, modification and equipping of an additional 139 EOC's. In support of the EOC program, FEMA published an EOC Handbook, CPG 1-20, which provides EOC operational guidance. FEMA contracted to ascertain national, State and local requirements in terms of quantity and distribution, as a basis for updating overall national long term goals essential to national security objectives.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$7,635,000: a reduction of \$5,805,000 from an amendment to the original President's budget request to Congress, of which \$585,000 is in Salaries and Expenses and \$5,220,000 is in Emergency Management Planning and Assistance; a Congressional reduction of \$1,880,000 under Emergency Management Planning and Assistance; an increase of \$18,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$35,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$3,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$10,119,000 and 21 workyears to this program element, of which \$919,000 is under Salaries and Expenses and \$9,200,000 is under Emergency Management Planning and Assistance.

There are three State EOC's being planned and designed and 12 State and State area EOC's are being upgraded to meet FEMA's minimum standards. An additional 50 local EOC's are being planned and designed, while 85 EOC's are being brought up to standard. This enhances the national State and State area operational capability and increases the national EOC capability to 603 local EOC's that meet FEMA minimum standards. Based on reports furnished by the States, there are 2,569 local EOC's which meet some, but not all, of the FEMA minimum standards.

- f. 1986 Program. The 1986 program includes 21 workyears and \$893,000 for Salaries and Expenses for this program element, a net decrease of \$9,226,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$10,126,000 and 21 workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise. This will ensure the availability of programmatic and technical assistance to State and local governments for the completion of EOC projects begun in prior years, completion of projects intended for completion in 1986 at State or local government expense, and the development and implementation of a National EOC network concept, as proposed by a 1984 research contract. FEMA will work with the States to bring about improvement of those State and local EOC's which meet some but not all FEMA minimum standards, particularly where the deficiencies do not involve construction or procurement funding. In addition, FEMA will participate in State and local exercises to ensure that operational capability exists, and is functioning as planned, reinstitute an EOC inspection system to ensure that every EOC is inspected at least once every five years, and administer and monitor EOC projects already funded but not yet complete. It will also be the responsibility of the EOC support staff to support all initiatives in State and local continuity of government and community emergency services, i.e., providing liaison between State and local governments and national continuity of government requirements; and developing plans for ensuring State and local continuity of government in consonance with national requirements.

1986 Decreases. The 1986 request includes a decrease of \$9,233,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$28,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$5,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- * a decrease of \$9,200,000 in Emergency Management Planning Assistance.

The elimination of Emergency Management Planning and Assistance will mean that the State and local governments will fund the establishment and maintenance of EOC's. FEMA will provide technical assistance.

- g. Outyear Implications. No outyear implications over the 1986 request.

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. The objective of this program element is to establish dedicated, reliable, and survivable emergency warning and communications systems for use by State and local emergency management officials in direction and control activities and events associated with peacetime or wartime emergencies. FEMA provides State and local governments with technical assistance and a maximum of 50/50 matching funds assistance for system engineering and the purchase and installation of equipment.

This program element complements the EOC program element, and provides for systems and communications links necessary to establish Statewide direction and control capabilities. Such Statewide networks link EOC's to other localities for mutual aid, and to the State, using Statewide microwave networks, the Radio Amateur Civil Emergency Services (RACES) emergency communications back up networks and Operation SECURE (State Emergency Capability Using Radio Effectively) or other existing systems serving police, highway, and other State functions.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$2,974,000 and 11 workyears for this program element, of which \$355,000 was under Salaries and Expenses and \$2,619,000 was under Emergency Management Planning and Assistance. This funding supported the following:
- The establishment of seven Operation SECURE Statewide emergency communication networks. In 1984 all seven States used their Operation SECURE emergency communications networks. These networks provide inter- and intra-State survivable, reliable, and dedicated emergency communications. To date 21 States have Operation SECURE licenses and equipment in place.
 - The establishment and expansion of RACES networks in selected local communities in all States. RACES has been used extensively as back-up emergency communications.
 - A backbone microwave system for the Virgin Islands. By 1986 this system will be enhanced with an Operation SECURE link to Puerto Rico and the mainland, which will improve emergency communications in the Virgin Islands.
 - Funding from every FEMA Regional Office for local emergency warning systems that are radio activated for survivability and low cost operation (non-dependent on land lines).
 - Designing a system which will provide a computer modeling capability to all States for designing microwave backbone systems and other line-of-sight (LOS) communications systems. This capability will allow States to plan and engineer the most effective LOS system for each of their environments and needs.
 - Preparation of a Communications and Warning Systems Engineering Guide for distribution to all FEMA Regions, States, and local emergency management offices. This guide will aid in assessing current capabilities, determining deficiencies, and planning for systems upgrading.

- d. Changes from the 1985 Estimates. Reflects a net decrease of \$5,557,000; a reduction of \$3,340,000 from an amendment to the President's original budget request to Congress, of which \$260,000 is in Salaries and Expenses and \$3,080,000 is in Emergency Management Planning and Assistance; a Congressional reduction of \$2,245,000 under Emergency Management Planning and Assistance; an increase of \$10,000 in Salaries and Expenses which is part of a pending transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$19,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,059,000 and 11 workyears to this program element, of which \$484,000 is under Salaries and Expenses and \$575,000 is under Emergency Management Planning and Assistance. This funding will support the following:
- The establishment of Operation SECURE in 15 additional States.
 - The purchase of RACES base stations in ten local communities.
 - Limited public warning in local communities.
 - Limited conversion of land line dependent warning systems to radio activation.
 - Continuation of the microwave backbone system computer design project. Namely, completion of the software development, system testing and debugging, and pilot testing of two States.

State and Local Warning and Communications Systems
Goals and Accomplishments Summary

<u>SLDCW Item</u>	<u>Total Need</u>	<u>Inventory as of 1983</u>	<u>Actual 1984</u>	<u>Projected 1985</u>
1. State Operation SECURE Nets.....	56	14	7	15
2. RACES Base Stations in local EOC's...	3,400	300 (estimated)	150	10
3. State Backbone Networks.....	56	0	0	0
4. State Communications and Warning System Engineering Plan.....	56	0	8	0

- f. 1986 Program. The 1986 request includes \$472,000 and 11 workyears under Salaries and Expenses for this program element, a net decrease of \$587,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$1,062,000 and 11 workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. The following activities will be conducted:

- Technical guidance and assistance will be provided to State and local emergency management agencies in the areas of capabilities assessment, systems configuring and operational planning.
- Telecommunications information exchange will continue with the Association of Public Communications Officers (APCO).
- The computerized microwave system modeling capability will be completed and provided to the States.
- The Memorandum of Understanding (MOU) between the American Radio Relay League and FEMA will be applied to the expansion of the RACES program.
- State-of-the-art information on telecommunication will be collected and distributed to States.

1986 Decreases. The 1986 request includes a decrease of \$590,000 from the base program. The decrease includes the following:

- a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- a decrease of \$575,000 in Emergency Management Planning and Assistance.

The reduction in program funds eliminates the Federal share of funding for system engineering and installation of equipment.

- g. Outyear Implications. No outyear implications over the 1986 request.

3. Emergency Broadcast System Guidance and Assistance

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 pertains primarily to the State and local portion of the Emergency Broadcast System (EBS) and is concerned with systems and planning that provide specific emergency information, and instructions to the general public to reduce loss of life and property in the event of an enemy attack or natural or manmade disasters.

EBS is essential to ensure a rapid means for the dissemination of warning and emergency information nationwide to State and local governments and the general public in the event of an enemy attack and peacetime disasters. The system provides assurance of continued operational capability of selected broadcast stations to provide the President, and national, State and local officials the means of reaching the public with official emergency information during emergency conditions. By providing this capability, EBS also contributes to the continuity of State and local governments.

FEMA is currently exploring the possibility of expanding the scope of the EBS beyond the conventional broadcast station to include cable television and other media state-of-the-art technology.

This program element provides planning assistance and guidance to State and local governments in EBS operational area planning, and limited financial assistance to States for conducting tests of EBS plans and procedures.

c. 1984 Accomplishments. In 1984, FEMA used a total of \$2,321,000 and eight workyears for this program element, of which \$258,000 was under Salaries and Expenses and \$2,063,000 was under Emergency Management Planning and Assistance. Accomplishments were as follows:

- Protected 16 new stations in 14 States.
- Replaced equipment and repaired existing protected stations in 25 States and territories.

The following table provides a breakdown of these efforts:

<u>Activity</u>	<u>Accomplishment</u>
Repaired or replaced generators	13
Repaired or replaced shelters	4
Repaired and replaced programming equipment	20
Replaced remote pickup units	15
EMP protected stations	23
General repairs	3

- * Continued the development and testing of operational area plans and the execution of those plans during emergencies. Efforts in 1984 bring the total number of local plans completed to 426 and the number of State plans completed to 37. There are 148 local and 17 State plans in draft. The requirement is for 574 local and 54 State level plans.

-- Approved 22 local EBS operational area plans and five State plans.

-- Developed the Wisconsin prototype county EBS. This prototype system will allow FEMA to evaluate the present 574 operational areas and determine if a single county system is, in certain circumstances, a more useful means of geographic coverage.

-- Conducted two Statewide EBS prototype tests in Minnesota. These prototypes will be used as models for other States in their testing of the EBS.

- d. Changes from the 1985 Estimates. Reflects a net decrease of \$3,680,000; a reduction of \$1,910,000 in Emergency Management Planning and Assistance from an amendment to the President's original request to Congress; a congressional reduction of \$1,790,000 under Emergency Management Planning and Assistance; an increase of \$7,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$14,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$677,000 and eight workyears to this program element, of which \$277,000 is under Salaries and Expenses and \$400,000 is under Emergency Management Planning and Assistance. Program plans are as follows:

- FEMA will continue efforts to complete nine State and 74 local operational area EBS plans.
- FEMA will work with five States to conduct Statewide EBS testing.
- Guidance will be issued on the selection of additional EBS stations for inclusion in the BSPP.
- Funds may be provided for Statewide EBS interconnects in California and Florida.
- 20 stations will be EMP protected.

EBS/BSPP Goals and Accomplishments

<u>SLDCW Item</u>	<u>Total Need</u>	<u>Inventory as of 1983</u>	<u>1984 Actual</u>	<u>1985 Projected</u>
1. BSPP Stations.....	2,800	625	16	0
2. Approved EBS Operational Area Plans...	575	404	22	74
3. Approved State EBS Plans.....	54*	32	5	9
4. Interconnect All States.....	54	42	0	2
5. EBS Testing in States.....	54	0	2	5
6. EMP Protection for EBS Stations.....	2,800	87	23	20

*EBS planning identifies the District of Columbia as an operational area, and does not include the Commonwealth of the Northern Marianas.

- f. 1986 Program. FEMA requests a total of eight workyears and \$266,000 under Salaries and Expenses for this program element, a net decrease of \$411,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$680,000 and eight workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. Efforts will be continued by FEMA to complete all remaining State and local operational area EBS Plans, and promote tests of State and operational area EBS plans and networks.

1986 Decreases. The 1986 request includes a decrease of \$414,000 from the 1986 based program. The decrease includes the following:

- * a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GN-15; and
- * a decrease of \$400,000 in Emergency Management Planning and Assistance.

g. Outyear Implications. No outyear implications over the 1986 request.

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. Other State and Local Direction, Control and Warning is composed of two sub-elements: (1) Electromagnetic Pulse (EMP) Protection and (2) Maintenance and Services.*

- (1) Electromagnetic Pulse (EMP) Protection. The objective of this sub-element is to provide technical assistance for EMP protection for communications equipment and systems at the State and local levels. This program element provides protection against the direct effect of nuclear weapons and other disturbances. This protection has proved valuable in terms of property loss reduction, and most importantly, by allowing important communications equipment and systems to remain on the air in times of natural disasters.
- (2) Maintenance and Services. While other elements of SLDCW focus primarily on the building of a new or expanded operational capacity, Maintenance and Services (M&S) is designed to keep the existing systems operational to ensure the readiness and survivability of mechanisms and systems for direction and control so that decisions designated by leaders can be communicated and coordinated in times of emergency.

In 1983, FEMA embarked on a comprehensive effort to improve the M&S program. The major goals are as follows:

- * To promote priority attention to preventive maintenance and maintenance management in order to reduce repair and replacement costs;

* In 1986, a third sub-element, "Modified SLDCW Program," is being added.

- To set priorities for funding, in order to better target the limited funds and achieve a better payback for funds appropriated;
 - To conduct ongoing evaluations in order to provide FEMA with the information necessary to design policy changes, when needed.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$4,037,000 and 12 workyears for this program element, of which \$387,000 was under Salaries and Expenses and \$3,650,000 was under Emergency Management Planning and Assistance.

In 1984, FEMA accomplished the following:

(1) Electromagnetic Pulse Protection.

- Conducted EMP training for personnel in six Regions with 37 States represented. The total number of trainees in attendance for all sessions was 79.
- Transferred the responsibility for the purchase and shipment of EMP parts from the Defense Logistics Agency to Oak Ridge National Laboratory.
- Improved the EMP protection management techniques by developing a computerized inventory system that maintains a running account of devices for EMP -- when and where they were shipped, as well as inventory needs.
- Improved the timing on the shipment of materials within 48 hours of the receipt of a request.
- Issued FEMA Manual 8700.1, Electromagnetic Pulse (EMP) Protective Support for State and Local Governments, to FEMA Regions.
- Issued drafts of the EMP Requisition Guide, and EMP Retrofit Devices and Support Items manual to the FEMA Regions.
- Provided EMP protection to 17 EOC's and 23 EBS stations and reviewed EMP protection in six EOC's in South Dakota, which resulted in major corrections of deficiencies.

(2) Maintenance and Services.

- Distributed \$3,000,000 to all States and Territories. Of the funds distributed, 70 percent was passed through to localities while 30 percent was used at the State level. Percentages of funds were used as follows:

-- Preventive Maintenance	25%
-- Repair	5%
-- Phone Line Changes	38%
-- Commercial Power Changes	4%
-- Lease/Rental	9%
-- Replacement	19%

- Completed a FEMA program management review of the M&S program. Distributed results to the FEMA Regional Directors with instructions to implement management and administrative improvements.

- d. Changes from the 1985 Estimates. Reflects a net decrease of \$3,090,000; a reduction of \$1,190,000 in Emergency Management Planning and Assistance from the President's original request to Congress; a congressional reduction of \$1,910,000 under Emergency Management Planning and Assistance; an increase of \$10,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$21,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits cost; and a decrease of \$21,000, of which \$2,000 is in Salaries and Expenses and \$19,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$2,296,000 and 12 workyears to this program element, of which \$415,000 is under Salaries and Expenses and \$1,881,000 is under Emergency Management Planning and Assistance. Of the program funds, \$631,000 will be allocated to EMP and \$1,250,000 to M&S. Program plans are as follows:

(1) Electromagnetic Pulse Protection

- Continue EMP training in the FEMA Regions and the States.
- Provide EMP certification of EMP protection personnel. Individuals will be certified as reviewers, analysts, and inspectors through written examination and in the field performance to the satisfaction of FEMA Headquarters.

- Undertake qualitative analysis in EMP protection of existing installations in order to provide a data base of installations that are protected and establish what the rate of degradation is with respect to time. Cost savings to FEMA of \$500,000 are accrued through the use of Department of Defense (DOD) information and by borrowing U.S. Air Force test equipment.
- Test for quality assurance of EMP protection devices purchased from vendors to ensure the integrity of FEMA EMP protection.
- Inspect FEMA EMP protected facilities.
 - Ensure the quality of work in installed EMP protective devices and materials.
 - Make certain that each facility is protected according to engineering plans on file at FEMA Headquarters before payment by the government.
- Protect 20 EBS broadcast stations, six EOC's and one prototype Statewide emergency communications system.
- Consolidate EMP materials, research and development (R&D) and systems engineering at Oak Ridge National Laboratory.
 - This consolidation effort provides FEMA management a cost effective means to manage materials and EMP expertise as well as expediting service to the FEMA Regions.
- Issue EMP Comprehensive Technical manual to the FEMA Regions.
 - Covers EMP protection for both EOC's and EBS broadcast stations in a single volume manual.
 - Provides installation instructions for EMP protection devices and materials.
 - Serves as EMP protection teaching text.

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EMP Goals and Accomplishments

<u>SLDCW Item</u>	<u>Total Need</u>	<u>Inventory as of 1983</u>	<u>1984 Actual</u>	<u>1985 Projected</u>
1. EMP Protection for Local EOC's.....	3,400	23	16	4
2. EMP Protection for State EOC's.....	56	38	1	2
3. EMP Protection for EBS Stations.....	2,800	87	23	20
4. EMP Protection for State Communications Nets.....	56	1	0	1

(2) Maintenance and Services:

- Report on existing maintenance procedures, and highlight particularly effective practices;
- Issue a series of up to 20 individual booklets presenting preventive maintenance procedures for particular pieces of equipment;
- Issue the Preventive Maintenance Management System (PMMS) manual for the administrative control of maintenance activities for standby and emergency use-equipment; and
- Provide an orientation manual and slide presentation for States to use in working with local directors who wish to develop an ongoing maintenance program.

At the end of 1985, FEMA will have in place in the field, the guidance needed to maintain emergency equipment, and manage the maintenance program.

- f. 1986 Program. The 1986 request includes \$1,080,000 and 12 workyears for this program element, a net decrease of \$1,216,000 from 1985. Included in this total are \$399,000 for Salaries and Expenses and \$681,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$2,300,000 and 12 workyears. The base program includes an increase of \$4,000 for annualization for the January 1985 pay raise.

- (1) Electromagnetic Pulse (EMP) Protection. In order to meet the objectives of EMP protecting the emergency systems, FEMA has undertaken a comprehensive effort that involves these factors:
- Providing written guidance for the field.
 - Developing new and improved devices.
 - Improving the training course material.
 - Providing technical assistance to the Regions and States.
 - Improving management and administrative techniques.
 - Improving the quality of the EMP technical manual and updating it.

- Modeling of EMP problems associated with communications equipment and systems.
- Studying the logistical problems associated with EMP protection from a national and Regional level.
- Conducting ongoing evaluations that provide FEMA with the information necessary to make changes that would improve the EMP protection process.
- Designing engineering techniques for EMP protection of communications facilities.
- Providing quality assurance guidance for the field.
- Providing a written preventive maintenance guide for the field.
- Instituting procedures for inspection of EMP protected facilities.
- Encouraging engineering surveys of facilities that need EMP protection.
- Stimulating communications systems and broadcast facilities to provide EMP protection devices and installation.
- Maintaining historical records of lightning strikes and damaged devices.

(2) Maintenance and Services (M&S). In 1986, as ongoing initiatives, FEMA will do the following:

- Assess the existing emergency equipment inventory to analyze maintenance needs -- including preventive maintenance.
- Report on existing maintenance procedures, and highlight particularly effective practices;
- Issue a series of up to 20 individual booklets presenting preventive maintenance procedures for particular pieces of equipment;
- Issue the Preventive Maintenance Management System (PMMS) manual for the administrative control of maintenance activities for standby and emergency use equipment; and
- Provide an orientation manual and slide presentation for States to use in working with local directors who wish to develop an ongoing maintenance program.

- (3) Modified SLDCW Program. In 1986, the SLDCW program is being modified to include \$681,000 for Emergency Management Planning and Assistance under this program element for the State and Local Direction and Control Program.

1986 Decreases. The 1986 request includes a decrease of \$1,220,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$16,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 - GS-15; and
- a decrease of \$1,200,000 in Emergency Management Planning and Assistance.

- g. Outyear Implications. No outyear implications over the 1986 request.

5. Salaries and Expenses

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251, et seq.
- b. Objective/Element Description. This section supports the requested workyears at Headquarters and in the field, associated with the State and Local Direction, Control and Warning program elements.
- c. 1984 Accomplishments. In 1984, FEMA used \$1,677,000 and 52 workyears for this program element under Salaries and Expenses. Staff accomplishments are given in the narrative justification for the other program elements.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$718,000: reduction of \$845,000 from an amendment to the President's original budget request to Congress; an increase of \$45,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the January 1985 pay raise; an increase of \$89,000 in Salaries and Expenses which is a part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$7,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$2,095,000 and 52 workyears to this program element under Salaries and Expenses. This will provide program support for the State and Local Direction, Control and Warning program elements.

- f. 1986 Program. FEMA requests \$2,030,000 and 52 workyears under Salaries and Expenses for this program element, a net decrease of \$65,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$2,112,000 and 52 workyears. The base program includes an increase of \$17,000 for annualization of the January 1985 pay raise.

1986 Decreases. The 1986 request includes a decrease of \$82,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$68,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective January 1986; and
- * a decrease of \$14,000 in order to reduce the number of employees in grades GS-11 - GM-15.

- g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFENSE
(Dollars in Thousands)

F. <u>Research</u>	Page No.	1984 Actual		1985 Request		1985 Current Estimate		1986 Request		Increase/Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Element</u>											
1. Research.....	CD-108	5	\$3,286	5	\$6,200	5	\$1,289	...	...	-5	-\$1,289
2. Systems Integration and Applications.....	CD-114	1	500	1	200	1	147	...	\$120	-1	-27
3. Systems Development.....	CD-117	...	1,400	...	2,400	...	576	...	...	...	-576
4. Policy and Planning.....	CD-122	13	375	13	500	13	275	12	367	-1	92
5. Salaries and Expenses.....	CD-125	...	907	...	958	...	967	...	535	...	-432
Total, Research (Budget Authority).....											
		19	6,468	19	10,258	19	3,254	12	1,022	-7	-2,232
<u>Permanent Workyears</u>											
Headquarters.....		19		19		19		12		-7	
Regions.....		...		...		...		...		...
Total, Permanent.....		19		19		19		12		-7	
Total Workyears.....		19		19		19		12		-7	

Changes From Original 1985 Estimates

* Reflects an amendment to the President's original budget request to Congress (-\$3,470,000).

- \$2,420,000 - Research
- \$940,000 - Systems Development
- \$110,000 - Policy and Planning

* Reflects a congressional reduction of \$1,530,000.

- \$992,000 - Research
- \$53,000 - Systems Integration and Applications
- \$383,000 - Systems Development
- \$102,000 - Policy and Planning

* Reflects an increase of \$20,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

- Reflects a decrease of \$2,000,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.

- \$1,499,000 - Research
 - \$501,000 - Systems Development

- Reflects a decrease of \$24,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- \$13,000 - Policy Planning
 - \$11,000 - Salaries and Expenses

CIVIL DEFENSE
(Dollars in Thousands)

F. Research	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
			<u>Estimate</u>		
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$686	\$791	\$809	\$436	-\$373
11.3 Other than full-time permanent.....	48	29	20	20	...
11.5 Other personnel compensation.....	5	...	...	...	...
11.8 Special personal services payments.....	<u>54</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Pay.....	<u>793</u>	<u>820</u>	<u>829</u>	<u>456</u>	<u>-373</u>
12.1 Benefits-civilian.....	74	86	88	48	-40
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	4	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	35	52	50	31	-19
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	10	30	38	38	...
25.0 Other services.....	5,522	9,270	2,249	449	-1,800
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	30	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	<u>6,468</u>	<u>10,258</u>	<u>3,254</u>	<u>1,022</u>	<u>-2,232</u>

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

<u>F. Research</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
			<u>Estimate</u>		
<u>OBJECT CLASS</u>					
<u>Personnel Costs</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>
Total Pay.....					
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	\$10	\$30	\$38	\$38	...
25.0 Other services.....	5,521	9,270	2,249	449	-\$1,800
26.0 Supplies and materials.....	...	..	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	30	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	5,561	9,300	2,287	487	-1,800

\$20

**SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)**

<u>F. Research</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
			<u>Estimate</u>		
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$686	\$791	\$809	\$436	-\$373
11.3 Other than full-time permanent.....	48	29	20	20	...
11.5 Other personnel compensation.....	5	...	...	...	...
11.8 Special personal services payments.....	54	...	...	...	...
Total Pay.....	<u>793</u>	<u>820</u>	<u>829</u>	<u>456</u>	<u>-373</u>
12.1 Benefits-civilian.....	74	86	88	48	-40
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	4	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	35	52	50	31	-19
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	1	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>907</u>	<u>958</u>	<u>967</u>	<u>535</u>	<u>-432</u>

CIVIL DEFENSE
Detail of Permanent Positions

F. Research	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	4	4	4	2	-2
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	2	2	2	1	-1
GS/GM-14.....	4	4	4	2	-2
GS/GM-13.....	2	2	2	...	-2
GS-12.....	2	2	2	2	...
GS-11.....	...	...	...	...	...
GS-10.....	...	...	...	...	...
GS-9.....	...	...	...	...	...
GS-8.....	3	3	3	3	...
GS-7.....	...	...	...	...	...
GS-6.....	1	1	1	1	...
GS-5.....	...	...	...	...	...
GS-4.....	1	1	1	1	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	19	19	19	12	-7
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	<u>19</u>	<u>19</u>	<u>19</u>	<u>12</u>	<u>-7</u>

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F. Research

FEMA's research program was reformulated in 1985 to reflect a rational integration of emergency management research and emphasis on near term support to developing basic capabilities and a common infrastructure and management system for dealing with all emergencies. FEMA's programs are authorized by several Public Laws enacted to respond to different threats to lives, property, and the basic institutions of society. Each threat has unique characteristics and poses more or less unique hazards. However, there are broad commonalities that characterize both the effects of various hazards and the capabilities required to counter their destructive effects. Therefore, FEMA is restructuring its research program to obtain maximum application to multiple hazards. These actions are being taken within the limitation of legislation authorizing the use of appropriated funds for research, development, evaluation, and mitigation programs for the following: civil defense (CD), earthquake preparedness, flood plain management, dam safety, nuclear power plant safety, hazardous materials, fire prevention and control, and disaster relief. Because nuclear attack poses by far the most far reaching and devastating threat, civil defense poses the most extensive research requirements. Civil defense capabilities also have the broadest applicability to other emergencies. At the same time, civil defense preparedness can build on measures applied to other hazards, such as catastrophic earthquakes. Beyond these areas of common applicability, however, certain aspects of the nuclear threat pose unique problems.

Civil defense research activities are justified in terms reflecting both the mutual benefits of multiple hazard application in an integrated program, and the use limitation of the Civil Defense Act as amended: that funds must be used for purposes that are "consistent with, contribute to, and do not detract from attack-related civil defense preparedness."

Civil defense research provides the scientific, technical and analytic foundation for strategies, policies and programs designed to protect the population, property, industrial base, and institutions of American society from the threat of nuclear weapons. Without detracting from attack-related civil defense preparedness activities, CD research also encompasses the effects of natural, technological, and other hazards to which civil defense capabilities can be applied within an integrated emergency management system (IEMS). Research activities develop and evaluate concepts, approaches, and techniques to meet such threats, and test specific protective measures.

The research program includes the following four elements:

- (1) Research analyzes the nature of hazards and their effects, and countermeasure requirements, as well as the comparability among effects of different threats, such as earthquakes, major explosions, nuclear accidents, conflagrations, hurricanes, floods, and tornadoes.
- (2) Systems Integration and Applications

-- determines the scientific and technical needs of the emergency management community;

- provides a system for furnishing new knowledge to help make the integrated emergency management system viable
 - serves as a mechanism for coordinating the dissemination and use of the most current emergency management knowledge developed by other sources;
 - develops a reference and dissemination system for state-of-the-art research and advanced practices in prevention, mitigation, response, and recovery;
 - compiles and analyzes multi-hazard data, supports the FEMA inter- and intra-agency coordination of emergency management related research; and
 - develops and maintains an inventory of data resources and a talent bank of associated expertise in emergency management.
- (3) Systems Development develops or revises operational guidance materials and program packages for field deployment with State and local governments and other elements of the emergency management system. This frequently involves the use of field tests. Systems Development projects also apply previous research to needs made evident by field experience, forming a link between research and operational programs.
- (4) Policy and Planning develops overall policies and program strategies for civil defense and emergency management on the basis of analyses of current and future strategic threats. In addition, it develops overall policy and program strategy and plans for integrating all civil defense programs into a coherent and coordinated programmatic effort encompassing natural, technological, and attack-related civil preparedness within a common emergency management system linking Federal, State and local activities.

1. Research

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
- b. Objective/Element Description. The research element includes three groups of activities. The first seeks to maximize basic emergency management capabilities for those functions that would be involved in any major disaster: warning systems, communications systems, emergency information and coordination, emergency operations planning, emergency operating centers, evacuation planning, search and rescue, restoration of public works and utilities, managing emergency shelter and lodging, disaster health and medical systems, public safety, and meeting the basic human needs of dislocated populations.

Civil defense research in these areas is coordinated with activities funded under other hazard and disaster authorization to support improvement in the integrated emergency management system's functional capabilities.

The second group of activities is directed to the development and improvement of attack-related preparedness measures that also have significant utility for other emergencies:

- shelter and lodging surveys, engineering, and development for multiple hazards; and
- radiological defense systems, plans, and instruments for radioactive fallout, nuclear power plant incidents or other radiological materials accidents.

These measures also include identifying and developing techniques and approaches for protecting industrial facilities and processes from weapons effects, and those that are applicable to protection from intentional disruptions, industrial explosions, earthquakes, and other severe natural disasters.

A third group of activities, while focusing on unique aspects of the nuclear threat, also draws to some extent on research, development and deployment of preparedness for other hazards. Research to develop plans for immediate post-attack recovery operations, including post-disaster health and medical needs, draws on experience with catastrophic disasters worldwide and will build on preparedness plans for a catastrophic earthquake in high risk areas of the U.S. Research on recovery of transportation and utilities builds on experience as well as research on power grid failures, natural disasters that interrupt normal transportation and utilities systems, and analyses of the vulnerability of critical infrastructure systems to intentional disruptions or catastrophes. Adequate preparedness for the nuclear threat requires research on some aspects of the problems unique to nuclear weapons effects that remain as obstacles to the credibility of effective civil defense: the immediate blast, thermal and radiation effects of nuclear weapons, long-term effects of radiation on health, plants, animals, bacteria, viruses, and the atmosphere, and the longer term requirements of post-attack recovery and the reconstitution of a viable, free society and economy should a nuclear attack ever occur.

While considerable research on these problems was accomplished during the 1960's and early 1970's, two broad tasks should be addressed, continuing on efforts emphasized in 1985:

- (1) weapons effects data must be updated to assure their validity for contemporary and anticipated weapons, and weapons targeting doctrine; and
- (2) countermeasures and recovery plans must be developed on the basis of current technology and the structure of American society and institutions.

In addition, research specific to the nuclear attack threat must anticipate changes in the strategic threat, analyze civil defense requirements in relation to active defense measures (ballistic missiles, and high technology measures in outer space), and develop the scientific and technical foundation for alternative civil defense strategies for the future as technology and strategic doctrine continue to change.

The overall objective of the research element is to provide the United States with an assessment of the threat of nuclear attack and other hazards as well as their impact on emergency management programs and on potential policies and programs to mitigate the effects of an attack or other major disasters. The specific objectives are as follows:

- To provide the technical base needed for the development and improvement of FEMA programs to protect population and property, and reduce the vulnerability of industry to the effects of nuclear attack concurrently with protection against potentially disruptive effects of the wide spectrum of other natural and technological emergencies;
- To provide technical support to FEMA activities relating to the protection of key facilities (including emergency operating centers and industrial and other special facilities) from the effects of disasters;
- To develop scientific and technical information in support of FEMA's responsibilities and activities relating to nuclear incidents of all types, including radiation exposure criteria for populations at risk, and appropriate mitigation measures;
- To provide research in support of the Keyworker Protection and Industrial Capability Protection Planning program elements, including research into plans and techniques for protecting essential industrial and business equipment and processes against the effects of nuclear attack and other major disasters;
- To define problems relating to recovery following nuclear attack, a catastrophic earthquake, or other major disasters;
- To develop concepts and strategies to reduce the impact of major disasters; and
- To continue the systematic technical analysis needed to integrate attack-related program strategies, elements, and techniques into the basic emergency management system and FEMA's training and education capabilities, in order to enable FEMA to respond more effectively to emergency management training requirements at the Federal, State, and local levels.

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c. 1984 Accomplishments. In 1984, FEMA used a total of \$3,524,000 and five workyears for this program element, of which \$238,000 was under Salaries and Expenses and \$3,286,000 was under Emergency Management Planning and Assistance. During 1984, research accomplished the following:

- Completed an analysis of local planning interviews for emergency preparedness planning, to identify needs for improvements in IEMS implementation for State and local programs.
- Conducted preliminary studies to reduce scientific and technical uncertainties in evaluating the possibility of a "nuclear winter."
- With the U.S. Public Health Service/National Institutes of Mental Health (NIMH), funded a national workshop on role conflict during emergencies, which resulted in improved guidance for incorporation into guidance manuals for emergency workers at all levels.
- Completed analyses of Soviet emergency health and medical preparedness, public education and training, and public information programs, for use in obtaining insights relevant to comparable U.S. programs.
- Evaluated Digital Encryption Standard (DES) devices, for application to cellular radios (new mobile telephone service for disaster use) to improve FEMA communications privacy.
- Initiated utilization of a crisis behavior research retrieval system in support of policy and program development activities concerning role conflict, receipt of alert and warning, evacuation behavior, and public need for disaster information.
- Participated in the Direct Course high explosive test conducted by the Defense Nuclear Agency and completed analysis of experimental tests relating to industrial survival, debris generation, fire problems, expedient shelter, and low-cost shelter closures.
- Developed draft guidance manuals concerning emergency shelter and lodging; special emergency services for the ill, elderly, handicapped, and persons with other special needs; coordination with emergency planners in industry; volunteer shelter; and emergency public information.
- Completed a study defining the need for triage protocols for emergency medical response to specific disasters.
- Completed an evaluation of the effectiveness of radiation protective drugs.
- Developed criteria for the use of fallout-contaminated foodstuffs.

- * Conducted a study and initiated a series of workshops on the critical limits of stress, both physical and psychological, that the American society can be expected to absorb and recover from following a nuclear attack.
 - * Conducted two symposia with public administration faculty members to encourage special emphasis on emergency management in post-secondary curricula in public administration.
 - * Developed six monographs on contemporary issues in emergency management.
 - * Developed a textbook on contemporary issues in emergency management.
 - * Conducted research for the development of articles on emergency management for publication in a professional journal in the field of public administration.
 - * Initiated description of alternative long-term, multiple-hazard shelter programs. The project includes developing and evaluating options for long-term shelter development, based in part on evaluation of shelter program experience and management; developing shelter incentive alternatives; and developing systems for training architects and engineers in shelter design.
- d. Changes from the 1985 Estimates. Reflects net decrease of \$4,907,000; a reduction of \$2,420,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a congressional reduction of \$992,000 under Emergency Management Planning and Assistance; an increase of \$5,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; a decrease of \$1,499,000 in Emergency Management Planning and Assistance for a pending request to transfer funds to Salaries and Expenses to cover increased salary and benefits costs; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. FEMA is allocating a total of \$1,582,000 and five workyears to this program element, of which \$293,000 is under Salaries and Expenses and \$1,289,000 is under Emergency Management Planning and Assistance. Resources will be used for research requirements in support of integrated emergency management program capabilities applicable to multiple hazards. This encompasses emergency management policies and programs to meet changing strategic threats, evolving natural and technological risks, and countermeasure strategies. Research is planned for the following:

Emergency Evacuation Planning

- Building on previous research results, investigate the likely magnitude and characteristics of spontaneous evacuation by threatened populations and identify requirements for managing undirected evacuation, with attention to factors such as weather and major transportation accidents that could impede traffic.

Radiological Defense

- Building on past efforts, continue to refine the technical basis for radiological defense policy and planning.

Weapons Effects

- Synthesize the technical basis for countermeasures for a potential increase in ultraviolet radiation should this result from significant ozone depletion, and the effects of atmospheric smoke and dust which could decrease solar radiation reaching the earth's surface in the event of a large-scale nuclear exchange.

Post-Attack Environment

- Based on state-of-the-art studies initiated in 1984, review prior research on the post-attack environment, conduct additional analyses needed to refine knowledge of the effects of nuclear explosions on the population, basic infrastructure systems, plant and animal life, bacteria and viruses, potable water, and the ability of crop and grazing land to produce edible products. This will be used as the foundation for updating and assuring maximum credibility and feasibility of post-attack recovery plans.
- Continue state-of-the-art studies initiated in 1984 to review prior research on post-disaster economic recovery.

General Civil Preparedness Issues

- Synthesize research concerning public perceptions of the credibility and acceptability of emergency management program elements, and social and institutional factors affecting the effectiveness of policies, programs, and procedures under crisis conditions, and develop planning and operational guidance to improve system capabilities in relation to the public response.
- Establish an Emergency Management Research Institute to provide a mechanism for flexible and timely response to FEMA's research needs.

* Continue analyses contributing to the interagency effort to reduce scientific and technical uncertainties concerning the possibility of a "nuclear winter."

- f. 1986 Program. FEMA requests no program funds and no workyears for this program element, a decrease of \$1,582,000 and five workyears from 1985.

1986 Base Program. The 1986 request includes a base program of \$1,582,000 and five workyears.

1986 Decreases. The 1986 request includes a decrease of \$1,582,000 and five workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$293,000 and five workyears in Salaries and Expenses; and
- * a decrease of \$1,289,000 in Emergency Management Planning and Assistance.

The decrease in Salaries and Expenses results from a realignment of Agency priorities in the civil defense program. Because of the realignment, the workyears will be transferred to NETC-West. Funds in Emergency Management Planning and Assistance have been eliminated due to a realignment of Agency priorities in the civil defense program.

- g. Outyear Implications. No outyear implications over the 1986 request.

2. Systems Integration and Applications

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

- b. Objective/Element Description. Under the Systems Integration and Applications element, FEMA accomplishes the following:

- * determines the scientific and technical needs of the emergency management community,
- * provides a system for furnishing new knowledge to help make the IEMS viable,
- * serves as a mechanism for coordinating the dissemination and use of the most current emergency management knowledge developed by other sources,

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- ° develops a reference and dissemination system for state-of-the-art research and advanced practices in prevention, mitigation, response, and recovery,
 - ° compiles and analyzes multi-hazard data,
 - ° supports the FEMA inter- and intra-agency coordination of emergency management related research, and
 - ° develops and maintains a talent bank of resources with expertise in emergency management.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$548,000 and one workyear for this program element, of which \$48,000 was under Salaries and Expenses and \$500,000 was under Emergency Management Planning and Assistance. Accomplishments in 1984 included the following:
- ° Completed a study to identify the needs of the emergency management community for scientific and technical information.
 - ° Completed development of specific plans for a FEMA scientific and technical information system, including recommendations for the overall national strategy for such a system.
 - ° Began initial work on a study to determine estimates of the magnitude and trends of disasters and emergencies in the U.S.
 - ° Conducted analyses of specific natural and technological hazardous events to identify issues and candidate countermeasures to support the IEMS.
- d. Changes from the 1985 Estimates. Reflect a net decrease of \$52,000: a congressional reduction of \$53,000 under Emergency Management Planning and Assistance; and an increase of \$1,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$211,000 and one workyear to this program element, of which \$64,000 is under Salaries and Expenses and \$147,000 is under Emergency Management Planning and Assistance.

The 1985 program reflects the transition from 1984 during which FEMA was committed to the implementation of the IEMS to a full operational year under the IEMS. The element is newly described in 1985, reflecting the more accurate alignment of actual activities and the program budgeting process. These changes underscore FEMA's commitment to ensure better access to, dissemination of, and utilization of past and present research results in emergency management areas.

Emphasis will be placed on the development of systems for management of information and transfer of technology to make multi-hazard technical information adequately available throughout the emergency management community.

Following up on the work in 1984 to develop an annual census of disasters and emergencies, an analytical estimate of disasters/emergencies occurring in 1985 will be developed.

- f. 1986 Program. FEMA requests \$120,000 and no workyears under Emergency Management Planning and Assistance and no funds under Salaries and Expenses for this program element, a decrease of \$91,000 and one workyear from 1985.

1986 Base Program. The 1986 request includes a base program of \$211,000 and one workyear. Activities will include the following:

- The next phase in the development of the scientific and technical information system will include an emergency management information clearinghouse in 1986, complementing activities started in 1984 and 1985.
- Support will continue and expand for the production of periodic statistical and analytical summaries of emergencies and disasters.
- Support of the talent bank for FEMA research and evaluation will continue.

1986 Decreases. The 1986 request includes a decrease of \$91,000 and one workyear from the 1986 base program. The decrease includes the following:

- a decrease of \$64,000 and one workyear in Salaries and Expenses; and
- a decrease of \$27,000 in Emergency Management Planning and Assistance.

The decrease in Salaries and Expenses results from a realignment of Agency priorities in the civil defense program. Because of the realignment, the workyears will be transferred to NETC-West. Funds in Emergency Management Planning and Assistance have been eliminated due to a realignment of Agency priorities in the civil defense program.

- g. Outyear Implications. Systems Integration and Application activities in the outyears will continue to provide for access to, dissemination of, and utilization of past and present research results and provide for access to specialized expertise from the research community in support of emergency management policy makers and operational program managers. Funding required for the outyears is anticipated to be at the 1986 level.

3. System Development

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.

b. Objective/Element Description. The goal of this program element is to identify, develop and evaluate through demonstrations or field testing improved management approaches, operational guidance, support materials and/or technology to enhance Federal, State and local emergency capabilities. Technological advances, changing government organizational structures and priorities and shifting population patterns and/or public perception of risk make it necessary to continually evaluate program effectiveness and seek improved emergency management approaches. This initiative encourages the application of innovative approaches/technology in addressing identified State and local emergency management needs or deficiencies and the structured evaluation of the feasibility of such approaches for wide-scale application.

Specific objectives include improvements in emergency management and operational system capabilities for State and local emergency management systems, population protection, radiological protection, State and local direction, control and warning systems, and shelter development and preparation.

c. 1984 Accomplishments. In 1984, FEMA used \$1,400,000 and no workyears for this program element under Emergency Management Planning and Assistance. Accomplishments included the following:

• State and Local Emergency Management Systems.

-- Explored options for use of existing information management technology in supporting management decisionmaking; developed plans and an evaluation strategy for a demonstration project to develop complete emergency capabilities in up to 15 selected jurisdictions; identified alternate strategies for improved documentation and evaluation of State and local emergency management capabilities; and developed a prototype computerized program status and reporting system.

• Population Protection.

-- Initiated a project to develop planning guidance for Essential Worker Shelter. This will result in a planners guide which details and quantifies the planning information required to construct hardened blast shelters for essential workers employed in hazardous areas prior to, during and after a nuclear attack.

-- Developed and printed emergency instructions for the public in the Clinton County/Plattsburgh City, New York, and the Aroostook County, Maine, telephone directories. These instructions will serve as models for other jurisdictions wishing to use this approach.

- Expanded the exercise library portion of the Prototype Population Protection Test and Exercise Handbook developed in 1983 to include exercises relevant to natural and technological hazards. This expansion included the generation of 36 exercises for State and local government use in simulated natural and technological disasters and accidents. It will supplement the existing 12 exercises directed at evacuation and nuclear attack. Each exercise will be complete with scenario, Master Sequence of Events Lists, messages, and related materials and will be automated to allow customizing of locality, specific names and places.
- Continued a multi-year project initiated in 1983 to develop guidance materials and technical resource manuals for the local emergency program manager concerning reception, care, and shelter of the populations evacuated from hazard areas. Products delivered in 1984 included the following draft manuals: Sheltering and Care Operations, Up-grading Mass Care in Fallout Shelters, Hosting in an Emergency, and Life Support Operations In-Shelter. The contractor also conducted field tests to evaluate the technical resource manuals that were delivered in 1983.
- Radiological Defense. FEMA supported the following projects providing for redirection of the program to meet the full spectrum of radiological emergencies in support of Integrated Emergency Management System (IEMS).
 - Under a program with Oak Ridge National Laboratory (ORNL), completed a study of how radiochemical and similar laboratories could provide special technical support to decision-makers managing radiological emergencies.
 - Continued inspection of the State maintenance and calibration (M&C) shops. Emphasis was placed on quality control and definition of changes needed to support Integrated Emergency Management System (IEMS) requirements.
 - Continued initiatives with the Health Physics Society (HPS) to provide for professional level involvement in addressing preparedness for all types of radiological hazards. A Summer institute, connected with the HPS annual meeting in June, 1984, addressed the radiological impact of a nuclear attack. In addition a program to enlist the assistance of the Conference of Radiation Control Program Directors (CRCPD) in the improvement of State and local radiological protection capabilities was continued. This assistance is necessary to interface a program covering all types of radiological hazards and provide for the required range of technical expertise required for proper execution of the program at the State and local level.

- Initiated an investigation of new concepts for radiation detection with the view toward obtaining a low cost, real-time ratemeter capable of mass production. At the same time new approaches to a low cost ratemeter using more conventional methods such as geiger counters, proportional counters, ionisation chambers and combinations thereof were investigated. Use of some form of the carbon fiber readout, perfected for the low cost dosimeter, is being explored. In this search for a technical breakthrough, FEMA is using top scientists from the Army, Department of Energy (DOE) and the National Bureau of Standards (NBS) as well as the resources of the FEMA Emergency Management Systems Test Facility (EMSTF).
- Initiated a program to define radiological instrumentation requirements for all types of radiological emergencies. It will result in a matrix identifying requirements based on the threat, analysis of the specific emergency management standard functions, program criteria required to meet the threat, and identification of the equipment and personnel requirements to achieve the specific standards, functions, and criteria.

• State and Local Direction, Control and Warning.

- Continued a study which will geographically define a specialized network of emergency communications facilities (microwave transmitting/receiving facilities and Emergency Operating Centers, [EOC's]) and identify natural barriers to such communications. Different physical features were then integrated so that network linkages to the various communications facilities under different operating assumptions could be defined and evaluated. This facilitated the development of a viable plan to utilize a microwave communications network.
- Completed a management assessment of the Maintenance and Services (M&S) program, including an analysis of how the FEMA M&S program was managed at the FEMA Headquarters, regional, and the State level of government. As a result of this effort, FEMA has a better understanding of how the Federal matching funds are being applied to maintain emergency management equipment and the spread of funds at the State and local levels between the various element of their M&S programs. It also provided a breakout of the funds being utilized to maintain systems and equipment not under the control of the emergency management official.
- Initiated analysis of the Warning and Communications Systems program to collect information on how FEMA Headquarters, Regional Offices and State Emergency Management Offices manage their programs, and to identify those methods and techniques that appear to be effective and relevant. Results will aid both FEMA Regional Offices and States in managing the programs and monitoring the effectiveness of the programs at the State level.

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- Initiated efforts to define criteria by which to evaluate the effectiveness of the Emergency Operating Center's (EOC) program and the population which will be affected by the program performance. This will be accomplished through analyses of reference and guidance documents, case studies, Federal procedures, authorities, and through FEMA consultation with Regions and State and local governments.
 - As part of an effort to enhance the nationwide posture of State and local emergency communication readiness for any conceivable emergency, prepared ten videotapes for distribution to FEMA Regional Offices together with a Memorandum of Understanding between FEMA and the American Radio Relay League (ARRL).
- d. Changes From the 1985 Estimates. Reflects a net decrease of \$1,824,000; a reduction of \$940,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a congressional reduction under Emergency Management Planning and Assistance of \$383,000; and a decrease of \$501,000 in Emergency Management Planning and Assistance for a pending request to transfer funds to Salaries and Expenses to cover increased salary and benefits costs.
- e. 1985 Program. In 1985, FEMA is allocating \$576,000 and no workyears to this program element under Emergency Management Planning and Assistance. This funding will include work in the following areas:
- * State and Local Emergency Management Systems. Efforts to improve management's ability to assess and evaluate functional emergency capability will continue. Specific initiatives include:
 - Expand the prototype status reporting and evaluation system developed in 1984 to include all emergency management functional areas. The computerized system will aggregate data from numerous sources using a display format which highlights problem areas for management action.
 - Develop procedures for aggregation and use of existing program specific information for program analysis and evaluation. Specifically, evaluation procedures, reporting formats, and data displays for State and local emergency management programs assessment will be developed.
 - Improve information transfer and use during national security emergencies through the development of a table top exercise to build State capabilities to manage information during a crisis period.
 - * Population Protection.
 - Continue development of guidance materials and technical resource manuals on reception, care, and shelter of populations evacuated from hazard areas. Contract initiatives in 1985 will focus on final revision of the draft manuals delivered in 1984 and on delivery of draft technical guidance manuals on Industry Employee Protection Planning, Managing Human Problems of Shelter Populations, and Use of Private Residences as Shelter/Lodging Facilities.

-- Revise and update the nine chapters that make up the Attack Environment Manual to reflect program changes and new scientific findings resulting from recent research.

• Radiological Defense.

-- Continue professional involvement of the HPS and the CRCPD in the development of radiological preparedness requirements for IEMS.

-- Continue inspections of State M&C shops to ensure quality control.

-- Finalize a study of instrumentation requirements for IEMS, utilizing the requirements matrix developed in 1984 and establish policy and procedures for multi-year procurements starting in 1986.

• State and Local Direction Control and Warning.

-- Building on findings in 1984 on network linkages which connect the various communications facilities, develop technical guidance on planning for a Statewide microwave backbone system.

• Shelter Development and Preparation.

-- Continue the study and evaluation of crisis shelter upgrade testing, shelter ventilation options and multi-hazard shelter incentives, shelter development options and the alternative costs.

f. 1986 Program. FEMA requests no program funds and no workyears under Emergency Management Planning and Assistance for this program element.

1986 Base Program. The 1986 request includes a base program of \$576,000 and no workyears.

1986 Decreases. The 1986 request includes a decrease of \$576,000 from the base program in Emergency Management Planning and Assistance.

This decrease reflects a realignment of Agency priorities in the Civil Defense Program. Any critical developmental initiatives will be funded within program funds.

g. Outyear Implications. No outyear implications over the 1986 request.

4. 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. Civil Defense Policy and Planning involves the preparation of overall civil defense policies and program strategies. It also develops program strategy and plans for integrating civil defense and other FEMA programs into a coherent and coordinated programmatic effort dealing with peacetime emergencies and disasters, under the integrated emergency management system. This includes the following:
- * Support of currently approved programs and development of future policy and program options in light of changes in the strategic threat to which civil defense planning must respond, including plans for rapid enhancement of civil defense capabilities in the event of a marked increase in international tensions.
 - * Development of policy and cost-effectiveness evaluations of alternative strategies for protecting and supporting population and industry.
 - * Development of civil defense policy option papers for consideration by the President and the National Security Council.
 - * Preparation of civil defense program status reports, policy papers, and other information for the Congress, National Security Council, Department of Defense, and other federal departments and agencies.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$996,000 and 13 workyears for this program element, of which \$621,000 was under Salaries and Expenses and \$375,000 was under Emergency Management Planning and Assistance. Accomplishments in 1984 included the following:
- * Development of a variety of civil defense (CD) status reports and other materials for the Congress, the National Security Council, and the Department of Defense.
 - * Continued development of the multi-year CD program, reflecting IEMS, for protection and support of population and industry in accordance with the 1983 reassessment of the CD program and with Congressional and Executive Branch policies for the program.
 - * Development of additional details of plans for rapid enhancement of CD capabilities over a period of about a year of markedly increased international tension.

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- d. Changes From the 1985 Estimates. Reflects a net decrease of \$221,000: a reduction of \$110,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a congressional reduction of \$102,000 under Emergency Management Planning and Assistance; an increase of \$14,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; a decrease of \$23,000, of which \$10,000 is in Salaries and Expenses and \$13,000 is in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$885,000 and 13 workyears to this program element, of which \$610,000 is under Salaries and Expenses and \$275,000 is under Emergency Management Planning and Assistance. Activities will include the following:
- ° Development of CD materials required by the Congress, the National Security Council, and the Department of Defense.
 - ° Update of the overall multi-year CD program for protection and support of population and industry.
 - ° Refinement of policies for the multiple use of CD capabilities and their integration with other FEMA programs for dealing with peacetime emergencies and disasters, pursuant to the IEMS concept.
 - ° Development of a national plan for civil defense operations, working with the other Federal agencies assigned CD responsibilities.
 - ° Development of additional detailed plans for rapid enhancement of CD capabilities over a period of about a year in the event of markedly increased international tensions.
 - ° Assessment of alternatives for food stockpiling and alternative programs for long-term development of multiple-hazard shelters.
- f. 1986 Program. FEMA requests a total of \$902,000 and 12 workyears for this program element, a net increase of \$17,000 and a decrease of one workyear from 1985. Included in this total are \$535,000 for Salaries and Expenses and \$367,000 for Emergency Management Planning and Assistance.
- 1986 Base Program. The 1986 request includes a base program of \$893,000 and 12 workyears. The base program includes an increase of \$8,000 for annualization of the January 1985 pay raise. Important planning and development efforts will include the following:

- g. Outyear Implications. Planning and Development activities will continue at approximately the 1986 level in 1987 and beyond. Continuing effort will be required in the outyears in order to maintain up-to-date CD policies, strategies and programs as required by evolving strategic threats and the development of the multi-hazard integrated emergency management system, and to complete and keep current operational plans for CD operations, including rapid enhancement, relief and reconstitution.

5. Salaries and Expenses

- 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 consolidates the Salaries and Expenses detailed in each preceding narrative, thereby funding the personnel identified in each program element described above.
- c. 1984 Accomplishments. In 1984, FEMA used \$907,000 and 19 workyears for this program element under Salaries and Expenses. These funds provided for the accomplishments which are identified in the narrative for each program element above.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$9,000; an increase of \$20,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$11,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$967,00 and 19 workyears to this program element under Salaries and Expenses. Purposes are identified in each of the program narratives above.
- f. 1986 Program. FEMA requests a total of \$535,000 and 12 workyears for this program element, a decrease of \$432,000 and seven workyears from 1985.

1986 Base Program. The 1986 request includes a base program of \$975,000 and 19 workyears. The base program includes an increase of \$8,000 for annualization of the January 1985 pay raise.

1986 Decreases. The 1986 request includes a decrease of \$440,000 and seven workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$30,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;

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- Evaluation of current and alternative CD policies, concepts, programs, and implementation strategies, to improve the cost-effectiveness of the program and to enhance multiple use of CD capabilities in peacetime emergencies and disasters as part of FEMA's integrated emergency management system.
- Update of the multi-year CD program for protection of population and industry in accordance with the multiple-hazard IEMS concept and National Security Decision Directives relating to civil defense.
- Development of statements, reports and other materials for the Congress, the National Security Council, and the Department of Defense.
- Development and recommendation of alternatives for food stockpiling, based on 1985 assessments.
- Development of additional detailed plans to provide for rapid enhancement of CD capabilities over a period of about a year of markedly increased international tension; previous plans will be updated on the basis of program status in communities throughout the country as of the end of 1985.

1986 Increases. The 1986 request includes a net increase of \$9,000 and a decrease of one workyear from the 1986 base program. The net increase includes the following:

- a decrease of \$30,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 - GM-15;
- a decrease of \$49,000 and one workyear in Salaries and Expenses; and
- an increase of \$92,000 in Emergency Management Planning and Assistance.

The increase will fund the following:

- Development of detailed strategies for response in the early period following a catastrophic disaster, to provide the basis for federal operational plans involving civil and military departments and agencies.
- Several important policy studies should be undertaken, including: government stockpiles of population support supplies for catastrophic disasters as well as the post-attack period; post-attack health care; post-attack rescue of individuals from areas of relatively high residual radiation; military support to CD; and development of a concept for a professional civil defense cadre.

- a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 -³ GS-15; and
- a decrease of \$406,000 and seven workyears in Salaries and Expenses.

The decrease in Salaries and Expenses results from a realignment of Agency priorities in the civil defense program. Because of the realignment, the workyears will be transferred to NETC-West.

g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFENSE
(Dollars in Thousands)

<u>G. Training and Education</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
<u>Estimates by Program Element</u>											
1. Instructional Programs and Materials 1/.....	OD-133	5	\$1,095	5	\$1,470	5	\$600	5	\$600	...	...
2. Training Field Deployment Systems 1/.....	CD-137	18	6,883	18	8,091	18	6,848	18	2,980	...	-3,868
3. Resident Programs 1/.....	CD-139	21	2,880	21	3,541	21	2,526	21	1,300	...	-1,226
4. NRTC Site Administration.....	CD-141	22	2,509	23	3,213	22	2,782	20	2,266	-2	-316
5. NRTC West Site Administration..	CD-142	...	...	...	1,085	...	1,285	10	882	10	-403
6. Emergency Public Information...	CD-144	...	700	...	1,500	...	877	...	500	...	-377
7. Salaries & Expenses.....	CD-148	...	<u>2,401</u>	...	<u>2,587</u>	...	<u>2,494</u>	...	<u>2,752</u>	...	<u>258</u>
Total, Training and Education (Budget Authority).....		66	16,468	67	21,487	66	17,412	74	11,280	8	-6,132
<u>Permanent Workyears</u>											
Headquarters.....		40		42		48		46		-2	
Regions.....		19		18		18		26		8	
Total, Permanent.....		59		60		66		72		6	
<u>Total Workyears</u>		66		67		66		74		8	
<u>Changes from Original 1985 Estimates</u>											

* Reflects an amendment to the President's original budget request to Congress (-\$1,480,000).
 -\$500,000 - Training Field Deployment Systems
 -\$530,000 - Resident Programs
 -\$450,000 - Emergency Public Information

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- Reflects a Congressional reduction of \$2,136,000 and one workyear.
 - \$635,000 - Instructional Programs and Materials
 - \$518,000 - Training Field Deployment Systems
 - \$392,000 - Resident Programs
 - \$400,000 - NETC Site Administration
 - \$50,000 - Emergency Public Information
 - \$141,000 - Salaries and Expenses
- Reflects the transfer of \$200,000 from Instructional Programs and Materials to NETC West Site Administration.
- Reflects an increase of \$66,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- Reflects a decrease of \$525,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$35,000 - Instructional Programs and Materials
 - \$225,000 - Training Field Deployment Systems
 - \$93,000 - Resident Programs
 - \$31,000 - NETC Site Administration
 - \$123,000 - Emergency Public Information
 - \$18,000 - Salaries and Expenses

1/ In 1984 and 1985, these three elements were combined into element, Emergency Management Institute.

CIVIL DEFENSE
(Dollars in Thousands)

<u>G. Training and Education</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,720	\$1,986	\$2,018	\$2,180	\$162
11.3 Other than full-time permanent.....	395	259	232	239	7
11.5 Other personnel compensation.....	11	...	...	...	...
11.8 Special personal services payments.....	16	...	...	...	...
Total Pay.....	2,142	2,245	2,250	2,419	169
12.1 Benefits-civilian.....	218	241	244	262	18
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	13	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	23	...	...	25	25
22.0 Transportation of things.....	...	...	...	1	1
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	127	1	...	379	379
24.0 Printing and reproduction.....	1,002	1,955	1,448	884	-564
25.0 Other services.....	10,715	5,951	2,546	3,538	992
26.0 Supplies and materials.....	199	506	489	125	-364
31.0 Equipment.....	522	763	610	277	-333
32.0 Lands and structures.....	492	1,552	1,552	370	-1,182
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	1,015	8,273	8,273	3,000	-5,273
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	16,468	21,487	17,412	11,280	-6,132

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

<u>G. Training and Education</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	\$127	...	...	\$369	\$369
24.0 Printing and reproduction.....	1,002	\$1,955	\$1,448	884	-564
25.0 Other services.....	10,710	5,855	2,546	3,531	985
26.0 Supplies and materials.....	199	505	489	118	-371
31.0 Equipment.....	522	760	610	256	-354
32.0 Lands and structures.....	492	1,552	1,552	370	-1,182
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	1,015	8,273	8,273	3,000	-5,273
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	14,067	18,900	14,918	8,528	-6,390

SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)

	1984	1985	1985	1986	Increase/ Decrease
G. <u>Training and Education</u>	<u>Actual</u>	<u>Request</u>	<u>Estimate</u>	<u>Request</u>	
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,720	\$1,986	\$2,018	\$2,180	\$162
11.3 Other than full-time permanent.....	395	259	232	239	7
11.5 Other personnel compensation.....	11	...	...	...	...
11.8 Special personal services payments.....	16	...	...	...	...
Total Pay.....	<u>2,142</u>	<u>2,245</u>	<u>2,250</u>	<u>2,419</u>	<u>169</u>
12.1 Benefits-civilian.....	218	241	244	262	18
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	13	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	23	...	...	25	25
22.0 Transportation of things.....	...	...	...	1	1
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	.1	...	10	10
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	5	96	...	7	7
26.0 Supplies and materials.....	...	1	...	7	7
31.0 Equipment.....	...	3	...	21	21
32.0 Lands 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>2,401</u>	<u>2,587</u>	<u>2,494</u>	<u>2,752</u>	<u>258</u>

CIVIL DEFENSE
Detail of Permanent Positions

<u>G. Training and Education</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	1	1	1	1	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	1	1	1	1	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	4	4	4	5	1
GS/GM-14.....	9	9	9	9	...
GS/GM-13.....	15	16	15	17	2
GS-12.....	4	4	4	8	4
GS-11.....	3	3	3	2	-1
GS-10.....	...	...	...	...	...
GS-9.....	...	...	...	...	...
GS-8.....	2	2	2	2	...
GS-7.....	5	5	5	5	...
GS-6.....	4	4	4	4	...
GS-5.....	7	7	7	8	1
GS-4.....	4	4	4	5	1
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded .....	...	...	...	...	...
Total permanent positions.....	59	60	59	67	8
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	59	60	59	67	8

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G. Training and Education

The Civil Defense portion of Training and Fire Program supports course offerings of a specific nature which prepare appropriate groups found in both government and private sectors for all phases of emergency management, including the management and technical aspects of reducing the effects of a nuclear disaster. Included in this effort are the production, coordination, evaluation, and dissemination of education materials and programs intended to enhance survival of the general public with specific public segments and component groups receiving different approaches and materials.

While the objective of the civil preparedness defense training program is overall improvement of emergency management practices, the approach complements the capability to reduce the probable effects of a nuclear attack on lives, economic stability, and cohesiveness of government functions. Discrete course offerings focus on technical knowledge required for peacetime and wartime civil nuclear preparedness---evacuation, shelter, communications, direction and control, government continuity, resource allocation, law and order, food, and medical services and supplies. Integral to each course offering are the emergency management functions---planning and preparedness, mitigation, response, and recovery.

1. Instructional Program 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 develop and offer courses of sound educational value that support the training needs of civil preparedness in communities throughout the nation. Selected training activities are conducted at resident facilities in Emmitsburg, Maryland, and prepared for Carson City, Nevada, while the majority of courses are conducted by state emergency management agencies with financial and technical assistance provided through Regional Offices. Moreover, standards of instruction are maintained through an instructor qualification program for this nationwide training and exercising system, which also provides instructors should a national crisis occur.

Three curricula areas, based on the concept of an Integrated Emergency Management System (IEMS), have been established for both resident and non-resident training programs.

- o Technical Programs Curriculum. Courses focus on specific technical skills and management functions in radiological safety and population protection. Courses are offered on radiological protection subjects as well as a varying number of instructor qualification courses. Courses are conducted at resident facilities and in the field.

- **Executive Programs Curriculum.** This curriculum focuses on the role that emergency management has in the field of public administration. Courses strengthen the view that the capability to manage emergencies is an essential and integral part of every discipline within public administration. Content ranges from technical information basic to building and operating emergency management systems, to legislative and policy considerations of governing officials. Seminars and conferences are conducted on contemporary issues, long-range emergency management strategies, and analogous programs in other countries.
- **Comprehensive Emergency Management Curriculum.** Courses in this curriculum are performance-oriented, practical exercises that simulate high-stress emergency situations. Courses include national security, nuclear incident, response, mitigation, recovery, and exercise design. Teams of students having key management roles are brought together for each course, whatever the scenario may be. The objective of this curriculum is network building and capability enhancement within and among political jurisdictions. Exercise activities are a culmination of training and a test of skills learned.

In support of these curricula, instructional materials are developed, tested, printed, and packaged for nationwide use. These materials include instructor guides, student manuals, electronic software, exercise scenarios, and audio-visual and graphic aids. Development, which includes curriculum and course revision as well as new projects, is accomplished by a combination of faculty and staff, through procurement by contract, or assistance of expert associate faculty. Prototype testing and evaluation of resident and field materials is an integral part of the EMI development process.

- c. **1984 Accomplishments.** In 1984, FEMA used a total of \$1,277,000 and five workyears for this program element, of which \$182,000 was under Salaries and Expenses and \$1,095,000 was under Emergency Management Planning and Assistance. Emphasis was placed on new course development and/or revision in each curriculum area noted above, which included courses for the Radiological Training Series, Population Protection System, Shelter Management System, Emergency Program Management, and Business and Industry. Five courses were developed and two existing courses were revised. A total of 85 resident and 4,118 field courses were delivered to 3,500 and 90,588 students respectively with Civil Defense funds.
- d. **Changes from the 1985 Estimates.** Reflects a net decrease of \$871,000; a congressional reduction of \$635,000 under Emergency Management Planning and Assistance; a transfer of \$200,000 under Emergency Management Planning and Assistance to NETC West Site Administration; an increase of \$3,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$41,000 of which \$6,000 is in Salaries and Expenses and \$35,000 is in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. 1985 Program. In 1985, FEMA is allocating a total of \$809,000 and five workyears to this program element, of which \$209,000 is under Salaries and Expenses and \$600,000 is under Emergency Management Planning and Assistance. These funds provide for the following:
- * Revision of computer assisted training and printing of materials for Self-Support Monitors, Recovery Operations Monitors, Aerial Monitors, and State area Radiological Officers courses. The rationale for this work is that each community over 10,000 population and each county should have the capability to organize, equip, and operate a radiological monitoring system for the protection of its population in the event of a radiation emergency.
 - * Revision to the Aerial Radiological Monitoring and Damage Assessment courses as changes occur in FEMA programs, policies, and management techniques. Needs assessment, course evaluations, standardization requirements, and instructor qualification programs are to be strengthened. EMI is cooperating with the American Council on Education (ACE) to obtain college credit recommendations for additional EMI courses.
 - * Development of three new courses: Emergency Management in the Workplace Environment, Resource Management, and Computer Assisted Instruction (CAI) for the Radiological Training Series.
- f. 1986 Program. FEMA requests a total of \$802,000 and five workyears for this program element, a net decrease of \$7,000 from 1985. Included in this total are \$202,000 for Salaries and Expenses and \$600,000 for Emergency Management Planning and Assistance.
- 1986 Base Program. The 1986 request includes a base program of \$811,000 and five workyears. The 1986 base program includes an increase of \$2,000 for annualization of the January 1985 pay raise. The 1986 program provides funds for the following:
- * Developing (need assessments, instructional design, prototype testing, evaluation, revision, and printing) and conducting three new radiological courses and provide for establishing programs of study within this curriculum area. In the subject area of national security, a new policy level seminar for State and local government policy makers will be developed. In addition, a pilot teleconference on national security will be developed since mass training in areas of national security is necessary. Teleconferences have been proven more cost effective than conducting training at a central location and thousands can be trained in the time it now takes to train a hundred. Programs of study will be developed for local and state emergency managers and their staff. Need assessments will be performed, current curriculum will be analyzed for coverage and alignment with the technical training requirements of such managers and staff, and course development and/or revision will begin.

- Development and/or revision of five courses including adult training methodology, contemporary issues in emergency management, intergovernmental relations, field training guidance for the Professional Development Series, and a business and industry conference. In recent years, EMI has made great strides in curriculum development and preparation of materials for nationwide deployment. Maximum training effectiveness is dependent on instruction. A course on adult training methodology for cadres of state instructors will improve quality of training and concomitant realization of training objectives. Seminars on contemporary issues are revised annually to bring new ideas and current concerns to the attention of career emergency program managers in local and state government. Intergovernmental relations seminars strengthen the proficiency of local government administrations in emergency preparedness. Not only are these administration responsible for the execution of policies set by elected officials, but they submit policy proposals and provide facts and advice on matters of public policy as a basis for making community decisions. This seminar is evaluated and revised after each offering, which entails a continuous development effort. EMI's central effort in professional emergency preparedness is called the Professional Development Series which consists of five courses (four of which are accredited by the American Council on Education (ACE)). Course evaluation and revision is a continuous project, as in the revision of field program guidance and plans of instruction since these courses are offered and conducted by states. During 1984, FEMA produced a clearer definition of industrial preparedness requirements. As a result, new training systems were initiated and in 1986 a new course will be developed and deployed to support this new approach.
- Development of exercise assistance related to natural, technological, and nuclear preparedness. These exercises immerse students in the practical application of management functions. Courses include lecture blocks and workshops on generic emergency management subjects that lead to an emergency simulation. Scenario events of increasing complexity and threat are subtly interspersed throughout course sessions. Finally, a simulated emergency situation arises and participants must cope with realistic, daily operations in a high-stress, response environment. These courses are conducted at the resident facilities for heterogeneous groups or groups from one location or are conducted in the field by mobile teams and State and local officials. In 1986, a major development or reformatting project of existing courses will commence to enhance skills in local communities by conducting these exercise courses in the community or at EMI. Each time a course is conducted for a specific community reformatting is necessary; a detailed analysis must be performed on the community to include potential hazards, emergency plans, existing administrative structure, and available physical resources. For example, these courses have been conducted for Cincinnati, San Diego, San Bernardino, Atlantic City, and other locations in 1985.

Included in this total is \$100,000 for curriculum evaluation and development activities and initiatives to evaluate civil defense resident and field training programs and delivery systems, and to coordinate civil defense related curriculum reviews, program office civil defense training requests, and appropriate actions within the overall FEMA Five-Year Curriculum Management Plan.

1986 Decreases. The 1986 program includes a decrease of \$9,000 and no workyears from the 1986 base program. The decrease includes the following:

- a decrease of \$8,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GN-15.

g. Outyear Implications. No outyear implications over the 1986 request.

2. Training Field Deployment System

a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. app. 2251 et seq.

b. Objective/Element Description. Under this program element, training is delivered throughout the United States using regional centers, schools (K-12) and colleges, state emergency management agencies, and self-study courses. Financial assistance is provided to States and local government agencies to support their training and exercising efforts as well as instructional materials and technical assistance to conduct courses. A qualification program for instructors is conducted at EMI for all persons designated as such by State emergency management directors. The vast training nationwide created by this program is the mainstay of EMI's nationwide deployment system and provides instructors should a national crisis occur.

c. 1984 Accomplishments. In 1984, FEMA used a total of \$7,538,000 and 18 workyears for this program element, of which \$655,000 was under Salaries and Expenses and \$6,883,000 was under Emergency Management Planning and Assistance. Under Comprehensive Cooperative Agreements with States, a total of \$6,883,000 was provided for an average of \$140,469 per agreement. Nationwide, 4,118 course offerings were conducted with 90,588 students participating.

d. Changes from the 1985 Estimates. Reflects a net decrease of \$1,237,000: a reduction of \$500,000 from an amendment to the President's original budget request to Congress and a Congressional reduction of \$518,000; an increase of \$18,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$237,000 of which, \$12,000 is in Salaries and Expenses and \$225,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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- e. **1985 Program.** In 1985, FEMA is allocating a total of \$7,609,000 and 18 workyears to this program element, of which \$761,000 is under Salaries and Expenses and \$6,848,000 is under Emergency Management Planning and Assistance. Through Comprehensive Cooperative Agreements with states, a total of \$5,960,000 is being provided for an average of \$110,000 per agreement. Nationwide, projections indicate 3,776 course offerings will be conducted and 100,000 students will participate.

The emphasis in 1985 is on the radiological training curriculum. The rationale is that each community over 10,000 population and each county should have the capability to organize, equip, and operate a radiological response system for the protection of its citizens in the event of a nuclear attack as well as a technological (nuclear incident or hazardous materials) disaster:

- Base criteria establishes a 1989 projection need for approximately 10,000 Radiological Officers and assistants and 32,000 radiological response team members. Deployment strategy dictates that State training offices have or will have the capacity to train 4,000 Radiological Officers and 6,000 radiological response team members per year by the end of 1985.
 - Sufficient Radiological Monitor Instructor Courses are being conducted annually to train 2,000 instructors per year. In non-crisis times, monitor training is conducted basically to develop, motivate, and exercise the instructor cadre (7,500), and to motivate well-qualified Radiological Monitors for nuclear attack preparedness operations, or appropriate peace-time applications. The strategy is to (a) defer most of the monitor training until a crisis expectant period, (b) train cadres of instructors dispersed throughout each State to train monitors during a crisis-expectant period, and (c) create a network of monitors in counties and municipalities throughout the country.
 - Aerial Monitor Courses are being offered by State training offices to meet the national requirement of 6,000. On-the-job training with a qualified instructor is adequate after completion of the Aerial Monitor course. On the average, each State offers two Aerial Monitor courses per year for a total of 1,500 monitors trained annually.
 - Shelter Management Systems Officer/Instructors are being trained during non-crisis time in natural and technological areas to provide a cadre of instructors who are knowledgeable and highly motivated; most training will be deferred until the crisis expectant period.
- f. **1986 Program.** FEMA requests a total of \$3,713,000 and 18 workyears for this program element, a decrease of \$3,896,000 from 1985. Included in this total are \$733,000 for Salaries and Expenses and \$2,980,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$7,616,000 and 18 workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise. The 1986 base program will provide funding for Comprehensive Cooperative Agreements with States which will total \$3,246,000 for an average of \$60,000 per agreement.

1986 Decreases. The 1986 program includes a decrease of \$3,903,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$3,868,000 in Emergency Management Planning and Assistance;
- a decrease of \$29,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$6,000 in order to reduce the number of employees in grades GS-11 - GS-15.

This decrease in Emergency Management Planning and Assistance reflects a 50 percent Federal and State matching funding arrangement to satisfy program objectives.

- g. Outyear Implications. No outyear implications over the 1986 request.

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. EMI conducts training that enhances the civil preparedness posture of local, State and Federal governments, the private sector, volunteer organizations, and those in allied professions. The mix of student orientations, vocations, and emergency organizations reflects the Institute's experience that effective emergency management depends on a balanced team of community professionals. Annually, over 3,500 students participate in resident courses on the Emmitsburg campus.

The scope of training at EMI includes the following:

- management skills necessary for the organization, operation, and maintenance of emergency management systems and the national infrastructure;

- ° technical information related to nuclear civil preparedness, hazard mitigation, response, and recovery from emergencies and disasters;
 - ° techniques of individual action in the context of political, social, and economic requirements; and
 - ° emergency management programs and policies, and the roles and responsibilities of all levels of government and the private sector in the face of emergencies and disasters.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$3,644,000 and 21 workyears for this program element, of which \$764,000 was under Salaries and Expenses and \$2,880,000 was under Emergency Management Planning and Assistance. A total of 85 Civil Defense funded course offerings were delivered to 3,500 students.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$994,000: a reduction of \$530,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to the Congress; a congressional reduction of \$392,000 under Emergency Management Planning and Assistance; an increase of \$21,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$93,000 in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$3,428,000 and 21 workyears to this program element, of which \$902,000 is under Salaries and Expenses and \$2,526,000 is under Emergency Management Planning and Assistance. It is planned to deliver 107 course offerings at the Emmitsburg campus to an estimated 3,424 students. New recruitment strategies, the popularity of site specific exercise courses, and satellite teleconference of selected courses are largely responsible for the increase in course offerings and student participation.
- f. 1986 Program. FEMA requests a total of \$2,174,000 and 21 workyears for this program element, a net decrease of \$1,254,000 from 1985. Included in this total are \$874,000 for Salaries and Expenses and \$1,300,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$3,435,000 and 21 workyears. The base program includes an increase of \$7,000 for the annualization of the 1985 pay raise. Funding is provided for resident course deliveries in Emmitsburg and Carson City.

1986 Decrease. The 1986 program includes a decrease of \$1,261,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$29,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$6,000 in order to reduce the number of employees in grades GS-11 - GS-15; and
- * a decrease of \$1,226,000 in Emergency Management Planning and Assistance for travel stipends for students.

g. Outyear Implications. No outyear implications over the 1986 request.

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 for the civil defense share of the costs of operating the National Emergency Training Center (NETC) in Emmitsburg, Maryland. The funding in this element covers a share of facility costs such as maintenance, security, equipment, renovation, etc. Also included is a portion of the resources required for executive direction and Headquarters coordination.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$3,309,000 and 22 workyears for this program element, of which \$800,000 was under Salaries and Expenses and \$2,509,000 was under Emergency Management Planning and Assistance. This funding level provides the civil defense share of facility operations cost. The facility operations areas including maintenance, security, housekeeping, equipment, renovations, rents, etc., have increased apace with the student population and training program, although the results have been more use and wear in common areas and facilities sustaining high levels of service. Renovations such as installation of sprinklers, fire rated doors and fire resistant ceilings, and enclosing the stair towers were made to accommodate the changing needs of the larger student body and to provide for upgrading of life safety systems, especially in the areas frequented by the students such as dormitories, classrooms, dining area, etc.
- d. Change from the 1985 Estimates. Reflects a net decrease of \$550,000: a Congressional reduction of \$541,000 of which \$141,000 is under Salaries and Expenses and \$400,000 is under Emergency Management Planning and Assistance; an increase of \$22,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$31,000 in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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- e. 1985 Program. In 1985, FEMA is allocating a total of \$3,404,000 and 22 workyears to this program element, of which \$622,000 is under Salaries and Expenses and \$2,782,000 is under Emergency Management Planning and Assistance. These costs reflect the costs of maintenance, supplies and materials, housekeeping services, wear and tear on the buildings and grounds, and renovations to accommodate the changing needs of the student body. The 1985 program includes the installation of an energy efficient monitoring system.
- f. 1986 Program. FEMA requests a total of \$2,806,000 and 20 workyears for this program element, a decrease of \$598,000 and two workyears from 1985. Included in this total are \$540,000 for Salaries and Expenses and \$2,266,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$3,412,000 and 20 workyears. The base program includes an increase of \$8,000 for annualization of the January 1985 pay raise. The base program provides for a continuation of the 1985 level of facility operation and maintenance as well as support for the EMI educational program. The 1986 base program includes funding to complete the renovating of the remaining dormitory and office areas.

1986 Decreases. The 1986 program includes a decrease of \$606,000 and two workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$32,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
 - * a decrease of \$6,000 in order to reduce the number of employees in grades GS-11 - GS-13;
 - * a decrease of \$52,000 and two workyears associated with policies set forth in OMB Circular A-76; and
 - * a decrease of \$516,000 in Emergency Management Planning and Assistance to reflect an expected reduction in the student population when student travel stipends are eliminated.
- g. Outyear Implications. No outyear implications over the 1986 request.

5. NETC West 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 for the operation of the Carson City, Nevada, campus. This extension facility will offer resident courses of the Emergency Management Institute which have been developed at the parent facility.

- c. 1984 Accomplishments. This facility was not in operation in 1984.
- d. Changes From the 1985 Estimates. Reflects a transfer of \$200,000 in Emergency Management Planning and Assistance from Instructional Programs and Materials.
- e. 1985 Program. In 1985, FEMA is allocating \$1,285,000 and no workyears to this program element under Emergency Management Planning and Assistance. This amount provides limited funding for renovation of the Carson City campus.
- f. 1986 Program. FEMA requests a total of \$1,285,000 and ten workyears for this program element, an increase of ten workyears over 1985. Included in this total are \$403,000 for Salaries and Expenses and \$882,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,285,000 and no workyears. The base program provides a limited amount of funding for the operation and maintenance of the western campus extension. The 1986 program includes the following:

- * opening the facility for classes on April 1, 1986;
- * providing 150 dormitory spaces for students to attend National Fire Academy and Emergency Management Institute resident courses;
- * providing space for six class rooms; and
- * providing space for students to attend weekend educational opportunities.

1986 Increases (Decreases). The 1986 program includes an increase of ten workyears from the 1986 base program. The following changes are requested:

- * a decrease of \$403,000 under Emergency Management Planning and Assistance; and
- * an increase of \$403,000 and ten workyears under Salaries and Expenses to provide instructors and administrative support for the Carson City campus.

- g. Outyear Implications. No outyear implications over the 1986 request.

6. 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. This element is designed to provide the general public with educational materials to inform them of potential dangers, safety precautions, and efforts by Federal, State, and local governments for their protection and enhance capabilities of State and local emergency officials, media, and public and private organizations to carry out emergency information responsibilities to citizens in the event of Civil Defense and/or multi-hazard emergencies.

c. 1984 Accomplishments. In 1984, FEMA used \$700,000 and no workyears for this program element under Emergency Management Planning and Assistance. This funding supported the following:

- ° Development, duplication and dissemination of one television public service announcement, prepared in 60 second, 30 second, and 10 second segments, on generic emergency preparedness steps and companion print materials such as a generic preparedness poster, two brochures, a coloring book and evaluation plan.
- ° An expanded FEMA exhibit program through the completion of a major all-hazard exhibit designed to generate interest and support in local civil defense and emergency preparedness. The major all-hazard exhibit was on display at the National Association of Counties Convention in Seattle, Washington, the International City Managers Association in San Antonio, Texas, and the International Association of Fire Chiefs Conference in Los Angeles, California. The funding for this project resulted in completion of the major all-hazard exhibit and a maintenance and management program to handle logistical support, such as setting up, breaking down, shipping of exhibits, space rental at site of use and rental of audio-visual equipment to accompany exhibit. FEMA's seven multi-hazard exhibits were used extensively throughout the year by State and local officials in the promotion of emergency and civil defense preparedness.
- ° An Emergency Public Information Competitive Challenge Grant Program designed to foster visibility and support for demonstration of successful public information techniques which can be transferred to other areas of the country. After a nationally-advertised competition, eleven grants were awarded. Winning projects included a dramatic radio show series, television spots, exhibitions, a cable television computer game and a neighborhood self-help program using a computerized data bank of resources. FEMA intends to raise the profile of the public information function as a critical factor in life safety.
- ° Conducting five emergency information exchanges on techniques and approaches for successfully carrying out emergency information responsibilities, as part of our capacity building program for State and local emergency officials, media, public and private organizations. The exchanges were held in FEMA Regions II (New York, New York), IV (Atlanta, Georgia), VIII (Denver, Colorado), and IX (San Francisco, California)

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and in the central U.S. region, crossing four regional boundaries, and addressing regional information priorities.

- Participation by FEMA personnel, State and local emergency managers, and representatives of media at ten regional sites and more than 200 downlink sites in the Media in Emergencies teleconference held June 20, 1984.
- Grant to Children's Television Workshop which resulted in FEMA initiating a multi-year effort to enlist the assistance of the public television industry in exploring uses of the broadcast medium to communicate emergency self-protection messages. Also pursued supporting these messages at the community level through development of outreach efforts for the secondary audience of parents, teachers, and the emergency profession.
- A portion of an agency-wide contract to evaluate the public awareness and outreach activities of FEMA, to examine how effectively its communications are helping to achieve its statutory objectives of emergency management and life protection, and to develop a comprehensive public educational program to enhance the purpose and mission of FEMA in Civil Defense and multi-hazards life safety precautions for the benefit of the public.
- Assistance to both the States of Wyoming and California for reprinting a multi-hazard brochure for dissemination to their constituency that was adapted for State and local preference and needs and support for a project by the Public Works Historical Society in studying multi-hazard situations in Utah and preparedness efforts which have been taken in the past and efforts which should be undertaken with State and local officials in emergency management to lessen potential dangers.
- Development and reproduction of public educational materials which were utilized in training seminars and conferences which addressed the public informational and educational aspects of multi-hazard awareness for dissemination through Public Schools Systems and Public Education Conferences.
- Printing 600,000 copies each of a Civil Defense and multi-hazard survival guide and a nuclear protection handbook, both citizen oriented.
- Printing 100,000 copies each of selected fallout shelter plans to replenish existing stock.
- Printing 400,000 copies of a civil defense basic information brochure "What You Should Know About Nuclear Preparedness." for the public.

- Development, production and printing of various life safety audio-visual and print materials for multi-hazard awareness campaigns. The audio-visual materials consist of multi-hazard public service announcements, and the print materials consist of a range of life safety pamphlets on warning and precautions individuals can take to protect themselves and their families; workbooks/kits for use and adaption by State and local agencies; and 30 regional exhibits for use at public gatherings.
 - Producing 12,000 copies of camera ready copies of newspaper articles on Civil Defense which would only be used in time of national emergency.
 - Printing 50,000 copies of a guide for media on reporting on multi-hazard emergencies.
 - Purchasing of fly-away gear and equipment for portable use in any multi-hazard emergencies.
- d. Changes From the 1985 Estimate. Reflects a decrease of \$623,000; reduction of \$450,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a congressional reduction of \$50,000; and a decrease of \$123,000 in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$877,000 and no workyears to this program element under Emergency Management Planning and Assistance.

Using the audio-visual format, FEMA will develop the following series of materials:

- A generic emergency preparedness public service announcement in conjunction with the American Red Cross, in series of three 60 second, 30 second, and 10 second segments, with 750 distribution copies.

An incremental print program is geared to the needs of both the public, particularly families and neighborhoods, and the emergency professional with responsibility for providing direction in time of crisis. FEMA will use print format to provide detailed information emphasizing development of personal self-protection capabilities and allow for distinguishing the differences between target audience needs and unique aspects of civil defense. The variety of camera ready print packages are the most effective and easy to adapt for State and local preferences, and provide the option of easy personalization by business and industry motivated to become involved in distribution of information to the public. Printed materials include the following:

- 50,000 copies of camera ready prototype surge packets in damage proof envelopes;
- 330,000 copies of All Hazard Survival Guide;

- ° 240,000 copies of Nuclear Protection Handbook; and
- ° 100,000 copies of prototype generic, all hazard resource packages for parents, teachers and caregivers.

Funds will be used to continue the purchase of needed portable communications equipment for Federal/State/local joint information center support in providing information to the public in a timely and accurate manner in civil defense and/or multi-hazard emergencies.

FEMA will continue a series of programs designed to enhance capabilities of State and local emergency officials, media, and public and private organizations to carry out emergency information responsibilities to citizens in the event of civil defense and/or multi-hazard emergencies, and document and disseminate information on successful approaches to public information for transfer and application by other communities and organizations. These programs will identify and put in place resources for emergency public information and expand the liaison with businesses and industries for involvement in disseminating emergency public information. These programs include the following:

- ° Joint Information Center training requirements at the National Emergency Training Center on emergency public information;
 - ° conducting Emergency Information Exchanges;
 - ° development of multi-hazard material and pilot testing by for Children's Television Workshop; and
 - ° a Competitive Challenge Grant Program through Regional Information Councils, approximately 13 grants.
- f. 1986 Program. FEMA requests \$500,000 and no workyears under Emergency Management Planning and Assistance for this program element, a decrease of \$377,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$877,000 and no workyears. FEMA will fund the following:

- ° two additional generic emergency preparedness public service announcements in series of three 60 second/30 second/10 second segments, with 750 distribution copies;
- ° implementing an outreach program through the Children's Television Network to provide multi-hazard information to elementary aged students so that they can reach families with this information;
- ° the Competitive Challenge Grant Program through Regional Information Councils, approximately ten grants;

- multi-hazard campaign materials for diverse target audiences;
- approximately 170,000 copies of All Hazard Survival Guide;
- 140,000 copies of Nuclear Protection Handbook;
- approximately 98,000 copies of generic, all hazard resource packages for parents, teachers and caregivers; and
- a handbook for federal, State and local public affairs officers regarding responding to multi-hazards.

1986 Decreases. The 1986 request includes a decrease of \$377,000 from the base program under Emergency Management Planning and Assistance. FEMA will reduce the number of pamphlets printed as well as the number of Competitive Challenge Grants awarded.

- g. Outyear Implications. No outyear implications over the 1986 request.

7. Salaries and Expenses

- 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 element is to provide Salaries and Expenses funds to support the development, coordination, evaluation, and delivery of the civil defense portion of the Emergency Management Institute educational program and a portion of the support for the operation of the Emmitsburg and Carson City facilities.
- c. 1984 Accomplishments. In 1984, FEMA used \$2,401,000 and 66 workyears for this program element under Salaries and Expenses. The accomplishments are detailed in the previous program element narratives.
- d. Changes From the 1985 Estimate. Reflects a net decrease of \$93,000: a Congressional reduction of \$141,000 under Salaries and Expenses; an increase of \$66,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$18,000 for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. 1985 Program. In 1985, FEMA is allocating \$2,494,000 and 66 workyears to this program element under Salaries and Expenses. These workyears provide management support to the programs detailed in the previous narrative.
- f. 1986 Program. FEMA requests \$2,752,000 and 74 workyears under Salaries and Expenses for this program element, a net increase of \$258,000 and eight workyears over 1985.

1986 Base Program. The 1986 request includes a base program of \$2,518,000 and 66 workyears. The base program includes an increase of \$24,000 for annualization of January 1985 pay raise. The base program provides salaries and expenses for the development and deployment of the Emergency Management Institute resident and field educational programs and a portion of the personnel and related costs for the operation and maintenance of the Emmitsburg campus.

1986 Increases. The 1986 program includes a net increase of \$234,000 and eight workyears from the 1986 base program. The net increase includes the following:

- * a decrease of \$98,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$19,000 in order to reduce the number of employees in grades GS-11 - GS-15;
- * a decrease of \$52,000 and two workyears associated with policies set forth in OMB Circular A-76; and
- * an increase of \$403,000 and ten workyears for the operation of METC West.

- g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFENSE
(Dollars in Thousands)

H. Telecommunications and Warning <u>Estimates by Program Office</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>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>
1. National Warning System.....	GD-157	32	\$5,517	32	\$20,400	32	\$10,928	32	\$6,124	...	-\$4,804
2. Washington Area Warning System 1/.....	CD-160	2	1,030	3	1,448	2	1,448	2	1,085	...	-363
3. FEMA National Teletype System	CD-161	21	1,320	21	7,000	21	4,160	21	1,452	...	-2,708
4. FEMA National Voice System...	CD-163	5	452	5	452	5	452	5	497	...	45
5. FEMA National Radio System...	CD-165	37	3,877	37	10,000	37	7,701	37	1,785	...	-5,916
6. Telecommunications Support Services 2/.....	CD-167	14	1,567	14	8,000	14	5,500	14	2,592	...	-2,908
7. U.S. Army Civil Preparedness Detachment.....	CD-171	9	650	9	800	9	800	9	880	...	80
8. Decision Information Distribution System.....	CD-173	1	579	1	600	1	600	1	660	...	60
9. DOD Reimbursable Support.....	CD-175	...	250	...	1,200	...	750	...	825	...	75
10. Salaries and Expenses.....	CD-177	...	3,546	...	3,915	...	3,930	...	3,827	...	-103
Total, Telecommunications and Warning (Budget Authority).		121	18,788	122	53,815	121	36,269	121	19,727	...	-16,542
<u>Permanent Workyears</u>											
Headquarters.....		28		28		28		28		...	
Regions.....		81		82		81		81		...	
Total, Permanent.....		109		110		109		109		...	
<u>Total Workyears</u>		121		122		121		121		...	

1/ Formerly titled "Washington Warning System."

2/ Formerly titled "Other Communications Services."

CD-150

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Changes From Original 1985 Estimates

- Reflects an amendment to the President's original budget request to Congress, a decrease of \$22,080,000 under Emergency Management Planning and Assistance.
- Reflects a net congressional increase of \$6,549,000.
- Reflects an increase of \$71,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- Reflects a decrease of \$2,072,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- Reflects a decrease of \$14,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

CIVIL DEFENSE
Changes to the 1985 Request to Congress
(Dollars in Thousands)

	<u>1985 Request To Congress</u>		<u>Revisions on President's Budget</u>		<u>Congressional Changes</u>		<u>1985 Appropriation</u>		<u>1985 Current Estimate</u>		<u>Difference</u>	
	<u>WY</u>	<u>Am.</u>	<u>WY</u>	<u>Am.</u>	<u>WY</u>	<u>Am.</u>	<u>WY</u>	<u>Am.</u>	<u>WY</u>	<u>Am.</u>	<u>WY</u>	<u>Am.</u>
1. National Warning System...	32	\$20,400	...	-\$6,591	...	-\$809	32	\$13,000	32	\$10,928	...	-\$2,072
2. Washington Area Warning System.....	3	1,448	...	-335	-1	335	2	1,448	2	1,448	...	...
3. FEMA National Teletype System.....	21	7,000	...	-3,680	...	2,840	21	4,160	21	4,160	...	...
4. FEMA National Voice System	5	452	...	...	...	...	5	452	5	452	...	...
5. FEMA National Radio System	37	10,000	...	-5,250	...	2,951	37	7,701	37	7,701	...	...
6. Telecommunications Support Services.....	14	8,000	...	-3,524	...	1,024	14	5,500	14	5,500	...	...
7. U.S. Army Civil Preparedness Detachment.	9	800	...	-150	...	150	9	800	9	800	....	...
8. Decision Information Distribution System.....	1	600	...	...	...	...	1	600	1	600	...	...
9. DOD Reimbursable Support..	...	1,200	...	-550	...	100	...	750	...	750	...	...
10. Salaries and Expenses.....	...	<u>3,915</u>	...	...	...	<u>-42</u>	...	<u>3,873</u>	...	<u>3,930</u>	...	<u>57</u>
Total, Telecommunications and Warning.....	122	53,815	...	-22,080	-1	6,549	121	38,284	121	36,269	...	-2,015

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CIVIL DEFENSE
(Dollars in Thousands)

H. <u>Telecommunications and Warning</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,706	\$2,759	\$2,800	\$2,707	-893
11.3 Other than full-time permanent.....	50	131	119	119	...
11.5 Other personnel compensation.....	224	350	350	350	...
11.8 Special personal services payments.....	...	60	60	60	...
Total Pay.....	<u>2,980</u>	<u>3,300</u>	<u>3,329</u>	<u>3,236</u>	<u>-93</u>
12.1 Benefits-civilian.....	387	378	382	372	-10
12.2 Benefits-military personnel.....	...	...	...	..	...
13.0 Benefits for former personnel.....	15	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	152	229	219	219	...
22.0 Transportation of things.....	10	...	...	...	...
23.1 Standard level user charges.....	...	2	...	..	...
23.2 Communications, utilities & other rent...	9,274	20,245	15,377	10,208	-5,169
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	3,137	4,731	2,801	3,230	429
26.0 Supplies and materials.....	38	86	5	35	30
31.0 Equipment.....	2,795	24,844	14,156	2,427	-11,729
32.0 Lands 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>18,788</u>	<u>53,815</u>	<u>36,269</u>	<u>19,727</u>	<u>-16,542</u>

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EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
CIVIL DEFENSE
(Dollars in Thousands)

H. <u>Telecommunications and Warning</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent... \$9,274	\$9,274	\$20,244	\$15,377	\$10,208	-\$5,169
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services..... 3,135	3,135	4,730	2,801	3,230	429
26.0 Supplies and materials..... 38	38	85	5	35	30
31.0 Equipment..... 2,795	2,795	24,841	14,156	2,427	-11,729
32.0 Lands and structures.....	...	...	...	..	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	15,242	49,900	32,339	15,900	-16,439

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**SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)**

N. Telecommunications and Warning	1984	1985	1985	1986	Increase/ Decrease
	Actual	Request	Current Estimate	Request	
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,706	\$2,759	\$2,800	\$2,707	-\$93
11.3 Other than full-time permanent.....	50	131	119	119	...
11.5 Other personnel compensation.....	224	350	350	350	...
11.8 Special personal services payments.....	...	60	60	60	...
Total Pay.....	2,980	3,300	3,329	3,236	-93
12.1 Benefits-civilian.....	387	378	382	372	-10
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	15	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	152	229	219	219	...
22.0 Transportation of things.....	10	...	...	...	...
23.1 Standard level user charges.....	...	2	...	...	...
23.2 Communications, utilities & other rent...	...	1	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	2	1	...	...	...
26.0 Supplies and materials.....	...	1	...	...	...
31.0 Equipment.....	...	3	...	...	...
32.0 Lands 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.....	3,546	3,915	3,930	3,827	-103

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CIVIL DEFENSE
Detail of Permanent Positions

<u>H. Telecommunications and Warning</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	...	...	...	...	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	1	1	1	1	...
GS/GM-14.....	4	4	4	4	...
GS/GM-13.....	7	7	7	7	...
GS-12.....	28	29	28	28	...
GS-11.....	20	20	20	20	...
GS-10.....	...	...	...	...	...
GS-9.....	10	10	10	10	...
GS-8.....	3	3	3	3	...
GS-7.....	10	10	10	10	...
GS-6.....	7	7	7	7	...
GS-5.....	11	11	11	11	...
GS-4.....	6	6	6	6	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	<u>12</u>	<u>12</u>	<u>12</u>	<u>12</u>	<u>...</u>
Total permanent positions.....	119	120	119	119	...
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	<u>119</u>	<u>120</u>	<u>119</u>	<u>119</u>	<u>...</u>

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M. Telecommunications and Warning

This program is comprised of telecommunication and warning systems in support of civil defense and emergency services which provide telecommunications and dedicated warning systems, both federally owned and leased, to meet the Federal Emergency Management Agency's (FEMA's) mission. The associated communications systems provide FEMA with emergency and administrative systems for communicating with other Federal agencies, 50 States, the District of Columbia, U.S territories, and possessions. The warning systems provide the initial attack/emergency message to the civilian population and selected civilian/military agencies. Technical planning expertise is also provided at the State and local levels relative to communication and warning requirements and the day-to-day use of all national systems to support emergency and administrative functions. The objectives are to provide the broadest possible dissemination of any warning to the civilian population with high reliability and the continuous update and expansion of existing systems within technical and fiscal constraints. The development of the National Emergency Management System (NEMS) will continue to provide the most responsive, reliable, and survivable communication system possible. The NEMS comprises the integration of all FEMA telecommunications, ADP, and information systems. The development of NEMS has capitalized on existing resources as much as possible, involves some near-term improvements in the 1983-1985 time-frame, and undertakes an ambitious modernization program starting in 1985. The NEMS includes the National Warning System, Washington Area Warning System, Emergency Broadcast System, FEMA National Voice System, FEMA National Teletype System, FEMA National Radio System, Interagency Communications System, and other FEMA owned/leased systems. Obsolete equipment within these systems is being replaced to increase reliability and efficiency. The development of State and local emergency communications and warning systems will be compatible with the federal system, specifically, the NEMS.

The Telecommunications and Warning Program is an essential effort to assure the survival of the population in an attack, which addresses the necessity of effective direction and control activities. 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 which requires the design and use of nuclear attack capabilities to meet natural and manmade disaster-related requirements.

1. National Warning System

- 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 (NAVAS) 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) manned continuously by Attack Warning Officers. Special purpose telephone circuits connect the NWC and ANWC to the following: the Federal Emergency Management Agency (FEMA) Headquarters; Regional offices; selected Federal agencies; military installations; and State, county, and city warning points.

The attack warning information is received from the North American Air Defense Command (NORAD) for dissemination by the NWC at Colorado Springs, Colorado, or the ANWC located at Olney, Maryland.

NAWAS is the primary system designed and maintained to warn the general United States populace of a nuclear attack, natural or manmade disaster.

The NAWAS consists of 63 circuits totaling approximately 170,000 nationwide circuit miles. The warning circuits are connected to approximately 2,475 terminals throughout the United States. About 1,600 are monitored at all times; the remaining 850 are monitored part time for various reasons, e.g., Emergency Operating Centers (EOC's) that are occupied only during business hours or during an exercise/emergency and alternate/extension terminals that 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. 1984 Accomplishments. In 1984, FEMA used a total of \$6,455,000 and 32 workyears for this program element, of which \$938,000 was under Salaries and Expenses and \$5,517,000 was under Emergency Management Planning and Assistance. This funding provided for a continuous level of service and support for 2,457 terminals. An additional 18 terminals were added to the system. The System Development Program acquired and field tested a prototype low profile warning antenna for use in the NAWAS Low Frequency system.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$9,455,000 under Emergency Management Planning and Assistance: a reduction of \$6,591,000 from an amendment to the President's original budget request to Congress; a congressional reduction of \$809,000; an increase of \$19,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; a decrease of \$2,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369; and a decrease of \$2,072,000 which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$12,237,000 and 32 workyears to this program element, of which \$1,309,000 is under Salaries and Expenses and \$10,928,000 is under Emergency Management Planning and Assistance. The 1985 program includes continued operation of the present voice telephone system, initiation of a phased upgrade of existing terrestrial systems into a more survivable infrastructure using the techniques of Low Frequency Broadcast and Meteor Burst communications, and the installation of additional NAWAS terminals for counterforce areas. The 1985 program includes the following:

- * \$5,567,000 for operation and maintenance of the present voice telephone system.
 - * \$4,861,000 for the Low Frequency primary warning system to initiate Phase I of acquisition of the transportable radio system.
 - * \$500,000 for the Meteor Burst backup warning system for development of State Meteor Burst transceivers.
- f. 1986 Program. FEMA requests a total of \$7,406,000 and 32 workyears for this program element, a net decrease of \$4,831,000 from 1985. Included in this total are \$1,282,000 for Salaries and Expenses and \$6,124,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$12,244,000 and 32 workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise. A funding level of \$7,406,000 will support operation and maintenance of the present National Warning System.

1986 Decreases. The 1986 request includes a decrease of \$4,838,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$28,000 in salaries and benefits from a proposed 5X pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$6,000 in order to reduce the number of employees in grades GS-11 - GS-15; and
- * a decrease of \$4,804,000 in Emergency Management Planning and Assistance.

The 1986 decrease will postpone indefinitely the ambitious modernization program started in 1985 to upgrade existing terrestrial systems into a more survivable infrastructure using the techniques of Low Frequency Broadcast and Meteor Burst communications. These systems are designed to play an essential role in Government Preparedness objectives as they relate to the protection and survivability of government leadership at the national, State and local levels.

- g. Outyear Implications. The existing nationwide voice telephone warning system will continue to disseminate warning to the civilian population. Additional terminals will be added as funding permits. In addition, FEMA has a continued requirement for Low Frequency and Meteor Burst technologies to support a more survivable communication capability and as a complement to Government Preparedness initiatives.

2. Washington Area Warning System

- a. Authority. 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) utilizes outdoor warning attention signals provided by pole and/or building mounted sirens to disseminate warning to the public. All sirens are government owned and contractor maintained. In addition to siren coverage, an indoor bell and light warning network is installed at approximately 176 commercial and government offices. The bell and light network is leased from the serving telephone company and paid for by the user; FEMA leases the control circuit. A non-secure dedicated leased voice network (GP2200) interconnects the metropolitan emergency services headquarters, military bases, and police and fire departments. A government owned and contractor maintained radio system (Channel G) provides a backup to portions of the dedicated voice network. The system is activated at either the Alternate National Warning Center or the FEMA Region III Communications Center collocated at FEMA's Olney, Maryland Facility.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,089,000 and two workyears for this program element, of which \$59,000 was under Salaries and Expenses and \$1,030,000 was under Emergency Management Planning and Assistance. The 1984 program included continued operation and maintenance of the system and initiation of a tone encoded VHF-FM radio siren activation system to provide more reliable control of the siren portion of the system. The radio activation system replaces the old system which is unreliable and is most adversely affected during any emergency. Program efforts were as follows:
- * \$444,622 for operation and maintenance of 466 siren outdoor warning sirens.
 - * \$6,105 for operation and maintenance of 176 indoor bell and light terminals.
 - * \$17,346 for operation and maintenance of 33 Channel G radio stations.
 - * \$61,296 for operation and maintenance of 40 GP-2200 telephone stations.
 - * \$500,631 for the initial phase of the tone encoded VHF-FM radio siren activation system.
- d. Changes From the 1985 Estimates. Reflects a net decrease of \$41,000: a reduction of \$335,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a net congressional increase of \$293,000 which includes a reduction of \$41,000 under Salaries and Expenses and an increase of \$335,000 under Emergency Management Planning and Assistance; and an increase of \$1,000 in Salaries and Expenses which is part of pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.

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- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,532,000 and two workyears to this program element, of which \$84,000 is under Salaries and Expenses and \$1,448,000 is under Emergency Management Planning and Assistance. Under this element, FEMA is funding the following:

- * \$517,130 for operation and maintenance of 466 outdoor warning sirens.
- * \$8,755 for operation and maintenance of 176 indoor bell and light terminals.
- * \$21,600 for operation and maintenance of 33 Channel G radio stations.
- * \$77,500 for operation and maintenance of 40 GP-2200 telephone stations.
- * \$10,000 for siren painting.
- * \$813,015 for continuation of the phased installation of the tone encoded siren activation system.

- f. 1986 Program. FEMA requests a total of \$1,147,000 and two workyears for this program element, a net decrease of \$365,000 from 1985. Included in this total are \$82,000 for Salaries and Expenses and \$1,065,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,169,000 and two workyears. The base program includes a decrease of \$363,000 in Emergency Management Planning and Assistance from the completion of a one-time equipment purchase of the tone encoded siren activation system. A level of funding of \$1,167,000 will provide for continued operation and maintenance of the system and allow for some system expansion.

1986 Decreases. The 1986 request includes a decrease of \$2,000 from the 1986 base program. This decrease of \$2,000 is in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986.

- g. Outyear Implications. Enhancements in the system should be completed in 1986, and operation and maintenance costs should level off at approximately \$600,000 as a result of the system modernization program. Increased maintenance costs can be expected after the new activation system is out of warranty.

3. FEMA National Teletype System

- a. Authority. The Federal Civil Defense Act of 1950, as amended, U.S.C. App. 2251 et seq.

- b. Objective/Element Description. The objective of this system is to provide a dedicated real-time narrative message capability serving FEMA Headquarters, a relocation headquarters, FEMA Regions, the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, and selected Canadian Provinces.

The FEMA National Teletype System (FNATS) is a non-secure teletype message system utilizing two government owned IBM 360/30 computers. One computer is installed in FEMA's Region III, Olney, Maryland Communication Center and serves FEMA Regions I, II, III, IV and V and their associated States. The other computer is installed in FEMA's Region VIII, Denver, Colorado Communication Center and serves FEMA Regions VI, VII, VIII, IX and X and their associated States. The two message switching computers are connected with a 2400 BAUD data link.

All interconnecting circuitry, circuit multiplexing, and message preparation and receiving equipment is leased on a reimbursable basis through the U.S. Army Commercial Communications Office and Defense Commercial Communications Office.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,935,000 and 21 workyears for this program element, of which \$615,000 was under Salaries and Expenses and \$1,320,000 was under Emergency Management Planning and Assistance. This funding provided continued operation of FEMA's primary administrative message system.
- d. Changes From the 1985 Estimates. Reflects a net decrease of \$2,830,000: a reduction of \$5,680,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a congressional increase of \$2,840,000 under Emergency Management Planning and Assistance; an increase of \$12,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$2,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$6,718,000 and 21 workyears to this program element, of which \$558,000 is under Salaries and Expenses and \$4,160,000 is under Emergency Management Planning and Assistance. This will provide the same level of operational service as in 1984, as well as initiating the first phase of the FNATS modernization and secure operations program with installation of the secure regional mini-computer switches at five Regional facilities.
- f. 1986 Program. FEMA requests a total of \$1,992,000 and 21 workyears for this program element, a net decrease of \$2,726,000 from 1985. Included in this total are \$540,000 for Salaries and Expenses and \$1,452,000 for Emergency Management Planning and Assistance.

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1986 Base Program. The 1986 request includes a base program of \$4,722,000 and 21 workyears. The base program includes an increase of \$4,000 for annualization of the January 1985 pay raise. A funding level of \$1,992,000 will support the operation of FEMA's primary administrative message system.

1986 Decreases. The 1986 request includes a decrease of \$2,730,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$18,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 - GS-15; and
- * a decrease of \$2,708,000 in Emergency Management Planning and Assistance.

The continuation of the FNATS regional modernization and secure operations program (installation of secure mini-computer regional switches in the five remaining regions) will be put on hold pending future funding considerations.

- g. Outyear Implications. Phase II of the system modernization will be implemented as funding permits. This will extend the modern secure message capability to the five remaining regions and to the 50 State Emergency Operating Centers (EOC's), District of Columbia, Virgin Islands, Puerto Rico, and four Canadian Provinces at an approximate cost of \$3,500,000.

4. FEMA National Voice System

- 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 Voice System (FNAVS) provides voice communication via dedicated leased lines on either a conference or individual basis from each Regional Headquarters to its respective State offices and their Emergency Operating Centers (EOC's). To support emergency operations, inter-regional and regional-FEMA Headquarters voice service is provided by the Automatic Voice Network (AUTOVON). All circuits are leased on a reimbursable basis through the U.S. Army Commercial Communications Office and the Defense Commercial Communications Office.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$599,000 and five workyears for this program element, of which \$147,000 was under Salaries and Expenses and \$452,000 was under Emergency Management Planning and Assistance. This funding supported the FNAVS network which continued to provide State-level emergency/disaster personnel, as well as FEMA regional personnel, with a dedicated voice network for conducting normal day-to-day administrative, and when necessary, emergency business.
- d. Changes From the 1985 Estimates. Reflects an increase of \$3,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$543,000 and five workyears to this program element, of which \$91,000 is under Salaries and Expenses and \$452,000 is under Emergency Management Planning and Assistance. This should provide the same level of service as in 1984.
- f. 1986 Program. FEMA requests a total of \$584,000 and five workyears for this program element, an increase of \$41,000 over 1985. Included in this total are \$87,000 for Salaries and Expenses and \$497,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$544,000 and five workyears. The base program includes an increase of \$1,000 for annualization of the January 1985 pay raise. The base program includes lease and maintenance costs of the system. FNAVS will continue to provide voice communication systems to allow conference and individual calls between the Regional Headquarters and State Emergency/Disaster offices.

1986 Increases. The 1986 request includes a net increase of \$40,000 from the 1986 base program. The net increase includes the following:

- * a decrease of \$4,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- * an increase of \$45,000 in Emergency Management Planning and Assistance.

The 1986 increase will cover increased lease and maintenance costs of the system.

- g. Outyear Implications. No outyear implications over the 1986 request.

5. FEMA National Radio System

- 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 between Federal, State, and local government agencies.

This system utilizes 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, 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam. In addition, FNARS provides a back-up to FNAVS and FNATS throughout the FEMA areas of responsibility.

- c. 1984 Accomplishments. In 1984, FEMA used a total of \$4,961,000 and 37 workyears for this program element, of which \$1,084,000 was under Salaries and Expenses and \$3,877,000 was under Emergency Management Planning and Assistance. This funding supported operation and maintenance of the FNARS network between each State Emergency Operation Center (EOC) and the associated FEMA Region and provided an upgrade of radio equipment at Regions VI and X and six State locations. Test equipment was calibrated by the U.S. Army on a cost reimbursable basis. The first phase of the communication-electronic test equipment upgrade was accomplished. This upgrade provided for replacement of obsolete equipment and procurement to meet new requirements.

A procurement was initiated for very high frequency (VHF) portable/mobile radios. This acquisition provided VHF Data Encrypted Standard (DES) radios to two of the FEMA Regions for short-range voice privacy emergency communications.

- d. Changes From the 1985 Estimates. Reflects a net decrease of \$2,285,000: a reduction of \$5,250,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a congressional increase of \$2,951,000 under Emergency Management Planning and Assistance; an increase of \$22,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$8,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$8,883,000 and 37 workyears to this program element, of which \$1,182,000 is under Salaries and Expenses and \$7,701,000 is under Emergency Management Planning and Assistance. The 1985 program includes the following:

* \$500,000 for annual operations and maintenance.

- \$3,174,000 to procure replacement of fixed plant high frequency (HF) equipment to FEMA Regions I, IV, V and VIII, the Special Facility and the possessions and territories not included in the 1984 upgrade. Regions I, IV, V, and VIII will require \$529,000 for each location. The Special Facility will require \$1,058,000 as the net control station.
 - \$2,633,000 to procure replacement of fixed plant, compatible solid-state HF equipment at 14 additional States in Regions IV, VI, VIII and X not included in the 1984 upgrade. The remaining locations will be deferred until 1986.
 - \$330,000 to procure modern, state-of-the-art terminals, modems and ancillary equipment, in concert with fixed HF upgrade, to replace the obsolete FNARS teletype machines in all of the Regions, States, Territories, and possessions with equipment that is compatible with the Direction, Control and Warning Communications Systems.
 - \$480,000 for the second phase replacement of obsolete communications-electronics test equipment started in 1984. Replacement test equipment is more accurate, more reliable, smaller and results in improved maintenance, especially at remote (State) locations.
 - \$150,000 for replacement of the HF portable/mobile equipment used for emergency radio communications. Current equipment will be replaced by smaller, modern solid state equipment which will provide more reliable communications with reduced maintenance and improved inter-operability with the modernized system.
 - \$434,000 for acquisition of very high frequency (VHF) portable/mobile units. This equipment will be used primarily to provide short range communications. Equipment will allow an individual to relay detailed information to the portable HF stations for relay to either the Regional facilities or FEMA national.
- f. 1986 Program. FEMA requests a total of \$2,936,000 and 37 workyears for this program element, a net decrease of \$5,947,000 from 1985. Included in this total are \$1,151,000 for Salaries and Expenses and \$1,785,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$8,891,000 and 37 workyears. The base program includes an increase of \$8,000 for annualization of the January 1985 pay raise. A funding level of \$2,936,000 will allow:

- \$1,651,000 for normal operations and maintenance.
- \$950,000 to procure replacement of fixed plant HF equipment for FEMA Regions III and IX not included in the 1985 upgrade.

- \$335,000 to procure replacement of fixed plant, compatible solid-state HF equipment at two additional States, not included in the 1985 upgrade.

1986 Decreases. The 1986 request includes a decrease of \$5,955,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$32,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$7,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- a decrease of \$5,916,000 in Emergency Management Planning and Assistance.

The 1986 decreases will postpone the procurement of fixed plant HF equipment for FEMA Regions II and VII, and the procurement of compatible solid-state HF equipment at approximately 28 states (approximately 22 States will have been upgraded through 1986) and at all possessions and territories.

- g. Outyear Implications. FEMA projections indicate that it would take approximately \$11,000,000 to complete the HF modernization effort in Regions, States and Territories. In addition, FEMA is looking at other modernization efforts; i.e., replacing obsolete FNARS teletype machines in the Regions, States, territories and possessions; acquiring VHF portable/mobile units for short range communications; and installation of modern HF all band antennas at FEMA Regions, States, territories and possessions.

6. Telecommunications 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 equipment and services required for maintaining a communications capability which is not provided for elsewhere in FEMA's communications system or support program elements. Communications services under this program element include the following:
- Teletype services to receive weather data at the various FEMA locations for use in radioactive fallout predictions and data service from the National Oceanic and Atmospheric Administration to support the Emergency Electronic Simulations Facility in predicting nuclear fallout patterns;
 - Protected cabling between the six Federal Regional Centers and the associate AT&T hardened circuit switching center;

- Automatic Voice Network (AUTOVON) service for headquarters and inter-regional capability and to interface with elements of Departments of Defense (DOD) and other agencies on a non-secure basis;
 - Automatic Digital Information Network (AUTODIN) service for transmittal and receipt of data between Headquarters, regional offices, and DOD agencies;
 - Facsimile, both secure and non-secure, capability utilizing AUTOVON, FEMA National Voice System, Federal Telecommunications System (FTS) or commercial circuits for transmission/receipt of vital charts, weather maps; etc.
 - Dedicated teletype circuits to the network news services, Associated Press and United Press International to ensure that the latest information relating to crises activities is provided within FEMA;
 - Electronic Private Automatic Branch Exchange (EPABX) system to provide local voice/data exchange from common carrier vendors with state-of-the-art equipment which is leased with purchase option. FEMA PABX systems provide for internal switching of incoming/outgoing telephone calls at the various FEMA locations;
 - Tests and Exercises (T&E) provide all FEMA National program elements with dedicated personnel and equipment support for tests and exercises to ensure a sufficient and standard FEMA response to disaster situations. It also provides for multiple-use training support capabilities required to enhance integrated Federal, State and local operations during and after disasters;
 - Expanded and enhanced emergency communications management and planning services; and
 - The central direction and coordination in support of FEMA's National Emergency Management System (NEMS) for planning and implementation of telecommunications and information systems.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,977,000 and 14 workyears for this program element, of which \$410,000 was under Salaries and Expenses and \$1,567,000 was under Emergency Management Planning and Assistance. Funding provided for the following:
- Continuation of AUTOVON, AUTODIN, News/Weather Service, facsimile, and hardened cables;
 - Replacement of antiquated facsimile equipment with a digital, high speed (sub minute, per page) FEMA facsimile network within FEMA (Headquarters, Regions, Special Facility, National and Alternate National Warning Centers, National Emergency Training Center, field offices, and strategic storage centers);
 - Initiation of phased installation at Headquarters and upgrading of existing EPABX systems at Region IV, VI, VIII, and X;

- Installation of a DCT 9000 terminal at Headquarters which provides access to the worldwide Defense Communications System (DCS) network under AUTODIN; and
 - Communications support and services to four national exercises and participated in tests of equipment and services between FEMA and other Federal, State, and local governments.
- d. Changes From the 1985 Estimates. Reflects a net decrease of \$2,493,000; a reduction of \$3,524,000 under Emergency Management Planning and Assistance from an amendment to the President's original budget request to Congress; a congressional increase of \$1,024,000 under Emergency Management Planning and Assistance; an increase of \$8,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$5,932,000 and 14 workyears to this program element, of which \$432,000 is under Salaries and Expenses and \$5,500,000 is under Emergency Management Planning and Assistance. This level of funding provides for the following:
- \$1,567,000 for continuation of the 1984 level of service which includes AUTOVON, AUTODIN, news and weather services, facsimile, protected cables; to include network and support systems for the Emergency Information and Coordination Center (EICC) and the National Emergency Training Center.
 - \$2,833,000 for continued expansion of switching systems at FEMA Headquarters and acquisition of EPABX switching systems for Regions I, II, III, V, VII, and IX. These EPABX systems will provide a modern and flexible telecommunications switching capability integrating the administrative and emergency requirements of Headquarters and regions. Each system will permit connectivity to FEMA's Interagency Communications System (ICS), AUTOVON, General Services Administration (GSA), FTS, specialized and common carrier systems, and will provide the basis for establishing an integrated nationwide FEMA communications network. The systems will allow for regional administrative systems to be integrated into and become an integral part of the National Emergency Management System (NEMS) infrastructure and will provide up-to-date systems capable of performing a myriad of emergency management functions automatically.
 - \$481,000 for telecommunications commercial circuit costs and enhancements for the EICC Headquarters Communications Center. Planned enhancements include the lease of an Optical Character Reader (OCR) which will provide more efficient handling of message traffic and lease of a Washington Area Secure Facsimile (WASHFAX III) terminal which will provide the capability for access into the local secure facsimile network.

- \$476,000 for administration of the Information Systems Planning Program frequency spectrum resources and requirements, radio communications plans and policies, the Automated Information Processing (AIP) Systems Security program; a vulnerability assessment of AIP systems to enhance protection; development of an integrated data administration and management function, an enhanced and expanded video teleconferencing project; implementation of TVRO at selected regional locations, a voice mail pilot test; and review and update of agency policy based on new Federal Information Resources Management Regulations (FIRMR).
 - \$143,000 for acquisition of a rotatable directional antenna for high frequency radio at FEMA Headquarters.
- f. 1986 Program. FEMA requests a total of \$3,013,000 and 14 workyears for this program element, a net decrease of \$2,919,000 from 1985. Included in this total are \$421,000 for Salaries and Expenses and \$2,592,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$3,027,000 and 14 workyears. The base program includes a net decrease of \$2,905,000: an increase of \$3,000 for annualization of the January 1985 pay raise; and a decrease of \$2,908,000 for the one time acquisition of EPABX systems, telecommunications enhancements for the EICC and frequency spectrum resources administration. A funding level of \$3,013,000 will permit the following:

- \$2,146,000 for continuation of the 1985 level of service which includes AUTOVON, AUTODIN, news and services, facsimile, protected cables, and salaries and expenses for 14 workyears.
- \$758,000 for finalization of EPABX program switching systems at regional locations requiring additional enhancements.
- \$109,000 for initial acquisition of a nationwide digital display paging system within FEMA to provide an effective notification system during periods of emergency/crises.

1986 Decreases. The 1986 request includes a decrease of \$14,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$11,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GM - 15.

- g. Outyear Implications. In 1987, FEMA will complete EPABX switching system acquisitions at the field offices and complete the nationwide paging system started in 1986. In addition, as funding permits, FEMA plans to introduce satellite distributed video teleconferencing of the NETC and the installation of secure video teleconferencing systems at FEMA headquarters to interface with selected FEMA facilities and the initial acquisition of cellular telephones at the regions.

7. U.S. Army Civil Preparedness Detachment

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
- b. Objective/Element Description. The Support Detachments (37 reservists per unit) augment the communications and security programs in the 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 and continuous operation. Reserve personnel are trained and exercised in civil preparedness communications and warning operations during weekend drills and annual two-week training periods. They provide augmentation for communications and security programs in the regions in event of general war and in periods of national emergency and/or increased national and international tension.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$914,000 and nine workyears for this program element, of which \$264,000 was under Salaries and Expenses and \$650,000 was under Emergency Management Planning and Assistance. The program funds were used for Individual Training (weekend drills), Annual Training (two weeks) and Active Duty for Training (augmentation during personnel shortages, exercises, emergencies).

The program continued at the same level as 1983 at eight of the ten regions and also provided augmentation to the FEMA Headquarters Communications Center. Region II, New York and Region VII, Kansas City did not have reserve units.

- d. Changes From the 1985 Estimates. Reflects a net increase of \$4,000: a reduction of \$150,000 from an amendment to the President's original budget request offset by a Congressional increase of \$150,000 under Emergency Management Planning and Assistance; an increase of \$5,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,037,000 and nine workyears to this program element, of which \$237,000 is under Salaries and Expenses and \$800,000 is under Emergency Management Planning and Assistance. This level will provide for the following:
- Continuation of the 37 person reserve units at Region I, Haynard MA; Region III, Olney, MD; Region IV, Thomasville, GA; Region V, Battle Creek, MI; Region VI, Denton, TX; Region VIII, Denver, CO; Region IX, San Francisco, CA; and Region X, Bothell, WA.
 - Formation of a 37 person reserve unit at Region II, New York, NY and Region VII, Kansas City, MO.
 - Training of reservists one weekend per month and two weeks per year, plus provide augmentation for exercises, emergencies, and/or to cover personnel shortages.
 - A training conference to develop comprehensive training plans consistent with new equipment that has been/will be installed.
- f. 1986 Program. FEMA requests a total of \$1,108,000 and nine workyears for this program element, a net increase of \$71,000 over 1985. Included in this total are \$228,000 for Salaries and Expenses and \$880,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,040,000 and nine workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raises. Services will continue at the 1985 level of support.

1986 Increases. The 1986 request includes a net increase of \$68,000 from the 1986 base program. The net increase includes the following:

- a decrease of \$10,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- an increase of \$80,000 in Emergency Management Planning and Assistance.

This funding will provide for three additional reservists at each unit for the life support functions (air conditioning mechanics, electricians, diesel generator repair, food and medical support services).

- g. Outyear Implications. FEMA will examine the possibilities for adding additional reservists at the rate of four to five per unit per year. The additional reservists will complete the life support requirements and provide the proficiency and capability consistent with advanced telecommunications technology. Ultimate strength of units should be 50-60 reservists.

1987 - increase reservists by four per unit (40)

1988 - increase reservists by four per unit (40)

1989 - increase reservists by five per unit (50)

The proposed closing of four FEMA regional offices would mean that each of the offices that remain open could increase its detachment.

8. Decision Information Distribution System

- a. Authority. The Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
- b. Objective/Element Description. As a component of FEMA's National Emergency Management System (NEMS), the Decision Information Distribution System (DIDS) is an integral part of the National Warning System and the Low Frequency and Meteor Burst Systems. The DIDS is fully operational with the transmitter site located at the Grace's Quarters Section of Aberdeen Proving Ground, Maryland. The system provides attack warning information to the Mid-Atlantic States to enhance warning capabilities. DIDS will be interconnected into the Low Frequency and Meteor Burst communications concepts of the Direction, Control and Warning System program in the outyears. Receivers will be provided to broadcast stations, commercial EOC's and National Oceanic and Atmospheric Administration (NOAA) weather radio stations to provide more efficient dissemination of the attack warning to the general populace.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$608,000 and one workyear for this program element, of which \$29,000 was under Salaries and Expenses and \$579,000 was under Emergency Management Planning and Assistance. This funding provided for full-time operations. This included starting general repairs of the site, grounds, and buildings, refurbishing the antenna system and encoding, testing and repair of receivers. Specific accomplishments included the following:
- * Repair of the road to permit access to the antenna and allow site surveillance.
 - * Contractor equipment maintenance to enable the transmitter site to become a 24-hour operations.
 - * Repair, encoding and distribution of receivers.

- * A contract for building maintenance.
- d. Changes From the 1985 Estimates. Reflects an increase of \$1,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$637,000 and one workyear to this program element, of which \$37,000 is under Salaries and Expenses and \$600,000 is under Emergency Management Planning and Assistance. FEMA will undertake the following:
 - * Continue full-time operations of the transmitting facility;
 - * Repair and distribute DIDS receivers at the county/local level broadcast stations;
 - * Continue routine maintenance of the site, grounds, and buildings;
 - * Develop a study to use the Federal Regional Center (FRC) at Olney, Maryland, as a primary control station in the Low Frequency communications program;
 - * Provide 65 receivers to key FEMA officials for use in case of an emergency; and
 - * Establish a prototype test-bed of 175 receivers throughout Maryland to examine different code configurations of the system, i.e., Emergency Broadcast System (EBS), key officials, State police barracks, all-call, counties, etc.
- f. 1986 Program. FEMA requests a total of \$696,000 and one workyear for this program element, a net increase of \$59,000 over 1985. Included in this total are \$36,000 for Salaries and Expenses and \$660,000 for Emergency Management Planning and Assistance.
 - 1986 Base Program. The 1986 request includes a base program of \$637,000 and one workyear. The base program will continue the 1985 level of service.
 - 1986 Increases. The 1986 request includes a net increase of \$59,000 from the base program. The net increase includes the following:
 - * a decrease of \$1,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and

* an increase of \$60,000 in Emergency Management Planning and Assistance.

This increase will provide for continued operations and maintenance and the acquisition of an electromagnetic pulse (EMP) program sensor for the facility.

g. Outyear Implications. No outyear implications over the 1986 request.

9. DOD Reimbursable Support

a. Authority. The Federal Civil Defense Act of 1950, as amended, 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 national security, State and local requirements and operational readiness.

c. 1984 Accomplishments. In 1984, FEMA used \$250,000 and no workyears for this program element under Emergency Management Planning and Assistance. Support was provided by DOD on a non-reimbursable basis, except for the direct costs associated with specific programs which are included in other individual program elements. The following are examples of the support provided by DOD:

* Military augmentation at FEMA Headquarters Communications Center for installation, operation and maintenance and at Region II FRC for communications center operations.

* Site survey, inventory, installation, test and acceptance of antenna and towers at Region IX.

* Calibration of test equipment at FEMA regions, Special Facility, field offices and DIDS transmitter site and associated sites.

* Road repair at the DIDS transmitter site to provide access for the antenna and security surveillance.

* Emergency antenna maintenance at Regions I, II, III, IV, V, VIII and IX.

* Preventive antenna maintenance at all Regions and associated States.

* Logistical support for acquisition of repair/spare parts.

* Site survey, engineering and installation of cables between buildings at Region IX.

* Assistance with site survey, preparation of Bill of Materials and engineering of the Multi-Use Training Facility at the National Emergency Training Center.

d. Changes from the 1985 Estimates. Reflects a net decrease of \$450,000 under Emergency Management Planning and Assistance; a reduction of \$550,000 from an amendment to the President's original budget request to Congress; and a congressional increase of \$100,000.

e. 1985 Program. In 1985, FEMA is allocating \$750,000 and no workyears to this program element under Emergency Management Planning and Assistance. Support in 1985 requires continuation of leased services maintenance, logistics, engineering, installation, test and acceptance, calibration and military augmentation. The following are known requirements which will continue or be completed in 1985:

* Site survey, engineering, installing, testing and accepting secure communications equipment at regional locations.

* Site survey, engineering, installing, testing and accepting Federal National Radio System (FNARS) replacement at Regions, States, Possessions and Territories.

* Engineering, installing, testing and accepting the communications center at the Multi-Use Training Facility.

* Calibration of equipment at various FEMA sites.

* Preventive and emergency antenna maintenance.

* Military augmentation and assistance.

f. 1986 Program. FEMA requests \$825,000 and no workyears under Emergency Management Planning and Assistance for this program element, an increase of \$75,000 over 1985.

1986 Base Program. The 1986 request includes a base program of \$750,000 and no workyears. These resources provide for continuation of ongoing services and projects at the 1985 level.

1986 Increases. The 1986 request includes an increase of \$75,000 from the 1986 base program. The increase of \$75,000 in Emergency Management Planning and Assistance will provide additional support to meet equipment acquisition schedules which include travel for site surveys, engineering and installation of new equipment.

g. Outyear Implications. No outyear implications over the 1986 request.

10. Salaries and Expenses

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App 2251 et seq.
- b. Objective/Element Description. The personnel and related costs in this request provide for the management, administration, coordination, operation, and maintenance of the warning and communications systems described in the elements above. Telecommunications and warning systems personnel and/or support services are provided by FEMA Headquarters and regional personnel at 81 dispersed locations. Personnel work closely with military and civilian agencies, with the communications community, and with State and local governments to provide and coordinate technical assistance and guidance for the enhancement, and operation, and interoperability of emergency telecommunications and warning capabilities.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$3,546,000 and 121 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the Telecommunications and Warning program.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$15,000 under Salaries and Expenses: a Congressional reduction of \$42,000; an increase of \$71,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$14,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$3,930,000 and 121 workyears to this program element under Salaries and Expenses. Program and management support of the warning and communications systems in the Telecommunications and Warning program will continue.
- f. 1986 Program. FEMA requests \$3,827,000 and 121 workyears under Salaries and Expenses for this program element, a net decrease of \$103,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$3,956,000 and 121 workyears. The base program includes an increase of \$26,000 for annualization of the January 1985 pay raise.

This funding provides for continuation of management, administration, operation and maintenance of the warning and communications systems under Telecommunications and Warning.

1986 Decreases. The 1986 request includes a decrease of \$129,000 and no workyears from the 1986 base program. The decrease includes the following:

1
* a decrease of \$106,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and

* a decrease of \$23,000 in order to reduce the number of employees in grades GS-11 - GM 15.

g. Outyear Implications. No outyear implications over the 1986 request.

CIVIL DEFENSE
(Dollars in Thousands)

I. <u>Automatic Data Processing</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Estimate</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Elements</u>											
1. Salaries and Expenses (Budget Authority).....	GD-182	20	\$1,813	20	\$3,079	20	\$2,390	20	\$2,356	...	-\$34
<u>Permanent Workyears</u>											
Headquarters.....		20		20		20		20		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		20		20		20		20		...	
<u>Total Workyears</u>		20		20		20		20		...	

Changes from Original 1985 Estimates

- * Reflects a reduction from an amendment to the President's original budget request to Congress (-\$813,000).
- * Reflects an increase of \$101,000 from the application of the Congressional Allowance.
- * Reflects an increase of \$23,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

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**SALARIES AND EXPENSES
CIVIL DEFENSE
(Dollars in Thousands)**

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
I. Automatic Data Processing					
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$784	\$794	\$815	\$783	-\$32
11.3 Other than full-time permanent.....	29	...	...	...	...
11.5 Other personnel compensation.....	7	15	15	15	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	820	809	830	798	-32
12.1 Benefits-civilian.....	88	85	87	85	-2
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	10	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	3	4	4	4	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	1	100	100	100	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	891	1,841	1,129	1,129	...
26.0 Supplies and materials.....	...	90	90	90	...
31.0 Equipment.....	...	150	150	150	...
32.0 Lands 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.....	1,813	3,079	2,390	2,356	-34

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CIVIL DEFENSE
Detail of Permanent Positions

I. Automatic Data Processing	1984 Actual	1985 Request	1985 Current Estimate	1986 Request	Increase/ Decrease
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	...	...	...	...	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	1	1	1	1	...
GS/GM-14.....	3	3	3	3	...
GS/GM-13.....	3	3	3	3	...
GS-12.....	7	7	7	7	...
GS-11.....	4	4	4	4	...
GS-10.....	...	...	...	...	...
GS-9.....	...	...	...	...	...
GS-8.....	...	...	...	...	...
GS-7.....	2	2	2	2	...
GS-6.....	...	...	...	...	...
GS-5.....	...	...	...	...	...
GS-4.....	...	...	...	...	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	20	20	20	20	...
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	20	20	20	20	...

I. Automatic Data Processing (ADP)

This program element provides computer support (people and machines) for FEMA's Civil Defense programs. This activity is one of three interdependent activities which fund FEMA's total automatic data processing support. The other parts can be found under Government Preparedness programs and Management and Administration.

1. Salaries and Expenses

- 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 element is to provide reliable, responsive, and cost effective computer support for Civil Defense programs.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,813,000 and 20 workyears for this program element under Salaries and Expenses. Major objectives were as follows:

- (1) to convert from old systems into Phase I of the FEMA Distributed Data Processing Program; and
- (2) to bring the two new central processing units (1100/61's and the 21 - 4020 clusters) into full operation without service disruption to the operating programs.

Phase I is an interim computer upgrade which moves FEMA into the distributed data processing environment necessary to FEMA's ADP and information systems.

Phase II will include the installation of a limited number of minicomputers as a first initiative in the total distributed data processing plan to provide a flexible and enduring capability for classified systems. The first two phases are merely a prelude that provides for dramatic increases in the Agency's capabilities while moving toward the full implementation of a distributed data processing system in Phase III.

Phase III will be based upon a competitive replacement of appropriate FEMA ADP systems which will provide the computer power to service FEMA for the rest of the 1980's. The Phase III concept will provide connectivity among Federal, Regional, and State levels of government for emergency management purposes. This final phase will complete the ADP portion of the National Emergency Management System (NEMS) which is a consolidation of telecommunications, ADP, and an integrated framework of systems which have broad flexibility, interoperability and government-wide compatibility. This plan involves careful management of resources in personnel, training, machine capacity, and operating hours. Support was provided for Civil Defense in the following major areas:

- Supported the FEMA Regions, States, and local governments by providing high-speed terminal clusters to the Regions and allowing the States to have access to the FEMA computers. This access makes 15-20 data bases available to the user for performing on-line queries.
 - Continued to increase the National Shelter Survey/Population Protection Planning (NSS/PPP) data base in the number of facilities recorded on the file. The total file consists of 1,500,000 records and grows by approximately 10,000 each year.
 - Continued to upgrade the regional data processing support during 1984 by implementing programs for regional use on the regional terminal clusters. These improvements included on-line editing of input data to the NSS/PPP and Radiological Defense (RADEF) files; on-site printing of specified reports; and programs operating the regional equipment supporting regional requirements.
 - Developed and enhanced radiological test and exercise computer support at the Regional, State, and local levels which supplied sufficient detail for exercises.
 - Provided data, damage assessment, and other analytical/support to the Industrial Protection program.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$689,000 under Salaries and Expenses: a reduction of \$813,000 from an amendment to the President's original budget request to Congress; an increase of \$101,000 from the application of the Congressional Allowance; and an increase of \$23,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating \$2,390,000 and 20 workyears for this program element under Salaries and Expenses. Support will be provided to these major initiatives:
- Continue the effort to incorporate additional data files into the integrated NEMS data bases.
 - Continue conversion of non-standard computer software to standard languages to permit a fully competitive procurement of a distributed data processing system and to take advantage of new computer resources.
 - Provide computational support in the areas of planning, preparedness, mitigation, response and recovery, and crisis relocation.
 - Continue development of emergency response capabilities for crisis management reporting.

* Continue to provide data bases, damage analysis, and other analytical support for the Population Protection and Protection of Industrial Capability programs.

* Continue to install NEMS data bases as a total FEMA system integrated concept.

- f. 1986 Program. FEMA requests a total of \$2,356,000 and 20 workyears under Salaries and Expenses for this program element, a net decrease of \$34,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$2,399,000 and 20 workyears. The base program includes an increase of \$9,000 for annualization of the January 1985 pay raise.

Civil Defense support will include the following: data processing personnel and equipment; software and its documentation; ADP services for teleprocessing and local batch processing; and ADP related services such as data entry, conversion, training, studies, systems analysis and design, programming, and equipment operations.

1986 Decreases. The 1986 request includes a decrease of \$43,000 from the 1986 base program. The decrease includes the following:

* a decrease of \$35,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and

* a decrease of \$8,000 in order to reduce the number of employees in grades GS-11 - GM-15.

- g. Outyear Implications. Phase III of the FEMA Distributed Data Processing Program is in the planning stage. When Phase III is implemented, all major computer systems in FEMA will be replaced with a Distributed Data Processing System. Systems will be converted; training and technical assistance will be provided; and a fully integrated NEMS system will be established. This system will provide connectivity among Federal, Regional, and State levels of government for emergency management programs. Due to both technological advancements and to the diversity and structure of FEMA's programs, the future trend will be to place computers closer to the users. In the late 1980's, an analysis will be conducted to develop strategy for satisfying requirements for the 1990's. Replacement of all outdated computer equipment will be accomplished through the installation of microcomputers so that inventory, maintenance, and software systems may be consolidated.

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
Activity Overview

The programs which comprise this activity are designed to enhance State and local capabilities to prepare for, respond to and mitigate disasters and emergencies other than nuclear attack. These programs are technically diverse, yet are inter-related, and State and local governments are requested to coordinate programs to develop a multihazard, functionally integrated approach to emergency planning and response activities within these areas. Efforts will 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 more effectively and efficiently available funds and resources. Under this concept of program integration and coordination, FEMA has embarked upon an improved method for implementing its programs, the Integrated Emergency Management System (IEMS).

IEMS stresses an integrated functional approach to the management of emergencies across the full spectrum, including: natural disasters such as tornadoes, hurricanes, floods and earthquakes; technological disasters such as explosions, release of hazardous materials, accidents involving radiological materials, nuclear power plant accidents, and resource shortages; and possible attack. IEMS stresses the preparedness elements common to emergencies across the full spectrum, while at the same time recognizing elements unique to specific types of emergencies. In 1985, FEMA began to implement this integrated functional approach to emergency management planning at the Federal, State, and local levels. This process will continue into 1986 when the preliminary results of the State and local hazard vulnerability/capability assessments will be assessed for program decisionmaking. Under IEMS, the emergency management infrastructure supported through the civil defense program provides additional expertise, resources and support for the programs which comprise Comprehensive Emergency Preparedness Planning (CEPP).

In 1985, FEMA began developing software which will provide for the application of the Exercise Evaluation and Simulation Facility (EESF) model to programs within CEPP. EESF was initially developed to support the fixed nuclear facilities program of Radiological Emergency Preparedness, but it has modeling application in other areas where FEMA provides support to State and local governments as part of the Integrated Emergency Management Information System (IEMIS). Currently being developed is a public domain regional evacuation analysis computer model for use by State and local governments in evaluating hurricane evacuation plans. Other applications of EESF will be in the areas of dam breaks, toxic spills, and earthquake preparedness.

The major programs of Comprehensive Emergency Preparedness Planning are as follows:

- Disaster Preparedness Improvement Grants, which provide for the maintenance and improvement of natural disaster mitigation, preparedness, response, and recovery plans.
- Earthquake, which provides for the development of a comprehensive framework for vulnerability analyses, preparedness, mitigation and response planning, development of improved seismic building practices and standards, and leadership of the National Earthquake Hazards Reduction Program.

- Hurricane, which provides technical and financial assistance for the development of population preparedness and property protection in 23 high-risk areas.
- Hazardous Materials, which provides for the development of preparedness plans and a response capability to hazardous materials emergencies.
- Dam Safety, which provides for the coordination and monitoring of activities which 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 provides for the development of multihazard approaches to mitigation.
- Policy and Planning, which provides for management and executive direction for the above programs to assure that appropriate program execution at the State and local levels is achieved.

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/Decrease	
		Actual		Request		Current Estimate		Request		Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program</u>											
A. Disaster Preparedness Improvement Grants 1/.....	CEP-9	3	(\$1,229)	3	(\$2,950)	3	(\$2,950)	3	(\$2,950)	...	(...)
B. Earthquake.....	CEP-10	11	3,705	12	5,705	12	5,696	25	4,696	13	-\$1,000
C. Hurricane.....	CEP-22	9	883	9	450	9	896	9	896	...	...
D. Hazardous Materials.....	CEP-25	12	213	13	250	13	250	15	250	2	...
E. Dam Safety.....	CEP-28	5	475	5	82	5	482	5	482	...	...
F. Hazard Mitigation Assistance...	CEP-31	6	248	6	250	6	250	6	250	...	...
G. Policy and Planning.....	CEP-33	...	...	...	...	...	...	18	...	18	...
H. Salaries and Expenses.....	CEP-35	...	1,416	...	1,444	...	1,475	...	2,728	...	1,253
Total, Comprehensive Emergency Preparedness Planning (Budget Authority)...		46	6,940	48	8,181	48	9,049	81	9,302	33	253
			(1,229)		(2,950)		(2,950)		(2,950)		(...)
Budget Outlays.....			5,900		7,300		8,269		9,938		1,669
<u>Permanent Workyears</u>											
Headquarters.....		16		16		16		49		33	
Regions.....		30		32		32		32		...	
Total, Permanent.....		46		48		48		81		33	
Total Workyears.....		46		48		48		81		33	

Changes From Original 1985 Estimates

- * Reflects a Congressional increase of \$850,000.
 - \$450,000 - Hurricane
 - \$400,000 - Dam Safety

- * Reflects an increase of \$34,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

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• Reflects a decrease of \$16,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- \$9,000 - Earthquake
- 4,000 - Hurricane
- 3,000 - Salaries and Expenses

1/ Funded under Disaster Relief.

2/ Reflects transfer of 33 workyears and \$1,313,000 in Salaries and Expenses from Flood Plain Management. Workyears will be transferred as follows: Earthquake (13); Hazardous Materials (2); and Policy and Planning (18).

COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,107	\$1,239	\$1,270	\$2,330	\$1,060
11.3 Other than full-time permanent.....	27	...	...	...	...
11.5 Other personnel compensation.....	5	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>1,139</u>	<u>1,239</u>	<u>1,270</u>	<u>2,330</u>	<u>1,060</u>
12.1 Benefits-civilian.....	123	129	132	242	110
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	9	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	145	76	73	156	83
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	33	30	37	37	...
25.0 Other services.....	3,014	4,237	4,237	3,568	-669
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	2,477	2,450	3,300	2,969	-331
	(1,229) <u>1/</u>	(2,950) <u>2/</u>	(2,950) <u>2/</u>	(2,950) <u>2/</u>	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>6,940</u> (1,229) <u>1/</u>	<u>8,181</u> (2,950) <u>2/</u>	<u>9,049</u> (2,950) <u>2/</u>	<u>9,302</u> (2,950) <u>2/</u>	253 (...)

1/ Funded from unobligated Disaster Relief balances.

2/ Funded from Disaster Relief Appropriation.

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)**

t	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	\$33	\$50	\$37	\$37	...
25.0 Other services.....	3,014	4,237	4,237	3,568	-\$669
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	2,477	2,450	3,300	2,969	-331
	(1,229) <u>1/</u>	(2,950) <u>2/</u>	(2,950) <u>2/</u>	(2,950) <u>2/</u>	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	5,524	6,737	7,574	6,574	-1,000
	(1,229) <u>1/</u>	(2,950) <u>2/</u>	(2,950) <u>2/</u>	(2,950) <u>2/</u>	(...)

1/ Funded from unobligated Disaster Relief balances.

2/ Funded from Disaster Relief Appropriation.

**SALARIES AND EXPENSES
COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
(Dollars in Thousands)**

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,107	\$1,239	\$1,270	\$2,330	\$1,060
11.3 Other than full-time permanent.....	27	...	...	...	...
11.5 Other personnel compensation.....	5	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>1,139</u>	<u>1,239</u>	<u>1,270</u>	<u>2,330</u>	<u>1,060</u>
12.1 Benefits-civilian.....	123	129	132	242	110
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	9	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	145	76	73	156	83
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	...	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>1,416</u>	<u>1,444</u>	<u>1,475</u>	<u>2,728</u>	<u>1,253</u>

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COMPREHENSIVE EMERGENCY PREPAREDNESS PLANNING
Detail of Permanent Positions

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	1	1	1	2	1
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	8	8	8	12	4
GS/GM-14.....	6	6	6	9	3
GS/GM-13.....	9	9	9	16	7
GS-12.....	9	9	9	13	4
GS-11.....	3	3	3	6	3
GS-10.....	...	...	...	...	...
GS-9.....	3	3	3	6	3
GS-8.....	...	...	...	3	3
GS-7.....	2	2	2	3	1
GS-6.....	1	1	1	2	1
GS-5.....	2	2	2	3	1
GS-4.....	3	3	3	5	2
GS-3.....	1	1	1	1	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	48	48	48	81	33
Unfilled positions, end-of-year.....	-2	...	...	...	...
Total permanent employment, end-of-year...	46	48	48	81	33

A. Disaster Preparedness Improvement Grants

1. Authority. Disaster Relief Act of 1974, as amended, Section 201(d), 42 U.S.C. 5121 et seq.
2. Objective/Element Description. The objective of the Disaster Preparedness Improvement Grants (DPIG) program is the development and maintenance of plans, programs, and capabilities for natural disaster preparedness and prevention. A one-time, nonmatching \$250,000 grant was provided to States for preparation of comprehensive disaster plans. All participants have produced disaster and emergency plans and all of these development grants are now completed. DPIG funding provides, from the Disaster Relief Fund appropriation, a maximum of \$25,000, on a maximum 50 percent federal grant matching basis, for "improving, maintaining and updating State disaster assistance plans" and, by extension, for related emergency mitigation and operational preparedness activities. Pending legislation will raise the maximum grant to \$50,000.

Through 1983, the development and maintenance of capability (Comprehensive plans and practicable programs) by States for preparation against natural disasters are problems that were, and continue to be, mitigated by DPIG funding assistance to States. This funding provides States with the means to achieve capability and to maintain continually their level of preparedness for mitigation, response and recovery activities necessary in the event of an emergency. DPIG can continue to assist in the improvement of State and local capabilities to use Federal disaster relief assistance and to support activities emphasized under disaster relief to the extent not otherwise funded. A wide variety of preparedness planning efforts can be undertaken by States under DPIG to assist States in developing and maintaining capability (plans, procedures, etc.).

3. 1984 Accomplishments. In 1984, FEMA used a total of \$1,321,000 and three workyears for this program, of which \$92,000 was under Salaries and Expenses and \$1,229,000 was from the Disaster Relief Fund unobligated balance. This funding supported 53 Improvement Grants of up to \$25,000 each, out of a potential 59. In order to update State and local disaster assistance plans to reflect statutory and other program changes, FEMA developed products which emphasized further preparedness, mitigation, response and recovery plans, and capabilities so as to assure coordination and integration of program activities with emergency management efforts under other programs; plans for specific disaster contingencies requiring special or unique responses; and continued work on procedures for State/local coordination and training.
4. Changes from the 1985 Estimates. Reflects an increase of \$2,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
5. 1985 Program. In 1985, FEMA is allocating a total of \$3,038,000 and three workyears for this program, of which \$88,000 is under Salaries and Expenses and \$2,950,000 is under the Disaster Relief Fund. This will provide for \$50,000 maximum grants to each of the 50 States, six to other areas treated as States, and three entities in free

association with the United States that will result from the dissolution of the Trust Territory. In 1985 FEMA will address the improvement of State and local capabilities to make use of Federal disaster relief assistance and integration of disaster preparedness improvement activities with those of other programs to develop a multi-hazard approach to emergency management.

6. 1986 Program. FEMA requests a total of \$3,035,000 and three workyears for this program element, a net decrease of \$3,000 from 1985. Included in this total are \$85,000 for Salaries and Expenses and \$2,950,000 from the Disaster Relief Fund.

1986 Base Program. The 1986 request includes a base program of \$3,039,000 and three workyears. The base program includes an increase of \$1,000 for annualization of the January 1985 pay raise. The funding will provide for \$50,000 maximum grants to each of the 59 "entities." Emphasis will be on further integration of disaster preparedness activities with those of other programs and maintenance of capability for emergency management and preparedness.

1986 Decreases. The 1986 request includes a decrease of \$4,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$3,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GM-15.
7. Outyear Implications. In 1987 and the outyears, DFIG funding will provide a means for States to enhance and maintain continually their preparedness, mitigation, response, and recovery plans and capabilities for all hazards and emergencies and to assure integration and coordination of program activities for emergency management and preparedness.

B. Earthquake

1. Authority. The Earthquake Hazards Reduction Act of 1977, U.S.C. 7701 et seq.
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 goals of the NEHRP are to reduce, abate, and mitigate these potential losses through a program which includes the following:
 - Research into the causes of earthquakes;

- Improved knowledge and application of earthquake resistant construction techniques;
- Coordinated Federal, State, and local earthquake preparedness; and
- Increased public and private sector earthquake awareness and education.

The major participating agencies of the NEHRP are the U.S. Geological Survey (USGS), the National Science Foundation (NSF), and the National Bureau of Standards (NBS), with FEMA assigned responsibilities for leadership and coordination of all NEHRP activities. In particular, the NEHRP assigns FEMA three basic responsibilities:

- to act as lead Agency in planning and coordinating the activities of all Federal agencies in the NEHRP;
- to develop a comprehensive framework for mitigation and response plans for all levels of government and site specific plans for selected high- and moderate-risk areas with large concentrations of population and industry; and
- to develop improved seismic construction provisions for use by Federal agencies and private industry.

In estimating the population at risk, there is evidence that approximately 44 States are subject to some degree of earthquake risk, although the actual risk varies from State to State. Twelve areas of high population/high risk which have been identified as being particularly vulnerable are as follows: Northern California (San Francisco), Southern California (Los Angeles and San Diego), Puget Sound (Washington), Salt Lake City (Utah), Anchorage (Alaska), Honolulu (Hawaii), Boston (Massachusetts), Charleston (South Carolina), Central United States (Arkansas, Indiana, Illinois, Kentucky, Mississippi, Missouri, Tennessee), Upper New York State, Puerto Rico, and the Virgin Islands. Property at risk in the identified hazard areas is substantial. Recently, the Earthquake Research Institute has established that roughly half of the annual national investment in new construction in the United States (over \$236 billion) is located in seismic regions.

To address these risks, FEMA has undertaken program activities in the following fields:

- Seismic construction and design provision development;
- State and local preparedness planning;
- Federal response planning; and
- Hazard awareness, public education and information dissemination.

As lead Agency in the NEHRP and at the request of Congress, FEMA initiated the development and independent review of a Five-Year Program Plan for the NEHRP. This plan, submitted to Congress in January 1985, will be implemented starting in 1985. The justification which follows is organized, to the extent possible, by objectives designated to FEMA in the Five-Year Program Plan. In cases where the objective titles are different from those used in the Five-Year Plan, the Plan titles are in parentheses.

3. 1984 Accomplishments. In 1984, FEMA used a total of \$4,044,000 and 11 workyears for this program, of which \$339,000 was under Salaries and Expenses and \$3,705,000 was under Emergency Management Planning and Assistance.

With these resources, FEMA accomplished the following activities in support of the NEHRP:

a. Seismic Design and Construction Standards (Seismic Design and Engineering Research)

- * Completed 20 trial designs through the Building Seismic Safety Council (BSSC) for buildings in Ft. Worth, Charleston, St. Louis, New York, and Chicago. These are in addition to the 26 final designs previously completed.
- * Evaluated impacts of all 46 trial designs on seismic provisions contained in the Advanced Technology Council Provisions 3-06.
- * Completed draft national NEHRP Recommended Provisions for the Development of Seismic Regulations for New Buildings.
- * Submitted NEHRP Provisions to BSSC members for balloting as part of the strategy to foster adoption of these provisions by the appropriate public and private organizations.
- * Initiated study of the economic and regulatory impacts of the NEHRP Provisions.
- * Published with the National Academy of Sciences (NAS), a study to determine the feasibility of establishing a full-scale earthquake testing facility in the United States. The completed study included recommendations for further analysis of the engineering design for, costs related to, and alternatives to construction of such a facility.
- * Continued support for the Interagency Committee on Seismic Safety in Construction (ICSSC).
- * Published, through the ICSSC, a manual entitled Seismic Considerations in the Design of Large Dams, and a study on tsunami effects.
- * Conducted, through the ICSSC, initial balloting of the Draft Seismic Standards for Federal Buildings for use by Federal construction agencies.

- Exercised, through the ICSSC, the draft post-earthquake investigation response plan for Federal agencies.

b. State and Local Hazards Reduction Program (State and Local Preparedness Planning)

- Established and funded the Central United States Earthquake Consortium (CUSEC) to plan and coordinate the interstate NEHRP activities in the seven States most subject to risk from an earthquake along the New Madrid Fault. These States are Arkansas, Illinois, Indiana, Kentucky, Mississippi, Missouri, and Tennessee.
- Conducted, through CUSEC, a National Earthquake Conference in St. Louis, MO, which focused on emergency medical care, utility lifelines and private sector involvement in earthquake preparedness and mitigation.
- Continued earthquake vulnerability studies and preparedness planning for the Central United States, Southern and Northern California, Washington, Alaska, Salt Lake City, Boston, Charleston, Puerto Rico, and the Virgin Islands.
- Completed the five-year work plan for a cooperative earthquake preparedness project with Mexico in the San Diego/Tijuana risk area. This effort is part of the Natural Hazards Mitigation Bilateral Agreements signed by the United States and Mexico.
- Supported activities of the Western States Seismic Policy Council, including an annual meeting.
- Supported State seismic planning and policy councils in 11 high risk areas (CUSEC States, Massachusetts, Puerto Rico, Virgin Islands, and South Carolina).
- Completed, under the Southern California Earthquake Preparedness Project (SCEPP), prototypical earthquake preparedness planning guidance for local governments.
- Developed a strategy for the transfer of SCEPP products to the other 11 high risk areas.
- Initiated activities to develop a Standard Earthquake Loss Estimation Methodology for risk areas east of the Rocky Mountains.

c. Federal Response Planning

- Tested the third draft of the National Plan for Federal Response to a catastrophic earthquake during a tabletop headquarters exercise named RESPONSE 84.
- Initiated planning for a joint response exercise involving Federal, State and local governments scheduled for June 1985.

d. Earthquake Education and Information Transfer

- ° Co-sponsored with USGS, awareness workshops on earthquake hazards and preparedness in Puerto Rico, Virgin Islands, and Salt Lake City, Utah.
- ° Developed, with non-Federal participation, a multi-year plan for earthquake education.
- ° Continued support for earthquake education community outreach projects in Charleston (SC), Memphis (TN), and Puget Sound (WA).
- ° Completed, through the Puget Sound (WA) project, a Guidebook for Developing a School Earthquake Safety Program.
- ° Supported, prior to nationwide field deployment, the modification and piloting of the Earthquake Hazard Mitigation Course for Utility Lifelines.

4. Changes from the 1985 Estimates. Reflects a net decrease of \$2,000: an increase of \$8,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$10,000, of which \$1,000 is in Salaries and Expenses and \$9,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating a total of \$6,094,000 and 12 workyears to this program, of which \$398,000 is under Salaries and Expenses and \$5,696,000 is under Emergency Management Planning and Assistance.

With these resources, FEMA plans to accomplish the following activities in support of the NEHRP:

- a. Seismic Design and Construction Standards (Seismic Design and Engineering Research). This program develops standards, codes, and technical assistance materials to reduce the hazards from earthquakes to new buildings (Federal and non-Federal), existing buildings (Federal and non-Federal), lifelines (new and existing, Federal and non-Federal), and provides support for related research activities. In 1985, activities include the following:

(1) New Federal Buildings -

- ° Continue support of the Interagency Committee on Seismic Safety in Construction (ICSSC).

- Complete, through the ICSSC, balloting of a draft Federal seismic standard and formulate a means for attaining compliance with the standard by Federal agencies.
 - Field test, through the ICSSC, the post earthquake investigations response plan, updated to reflect changes from the table-top exercise of 1984.
 - Through the ICSSC, publish handbooks on seismic wave attenuations and individual seismic sources and an evaluation of the site-specific effects of soil and rock on ground motion.
- (2) New Non-Federal Buildings -
- Initiate preparation of a plan for a long-term effort to disseminate and encourage the adoption of NEHRP Recommended Provisions for the Development of Seismic Regulations for New Buildings through professional and governmental organizations.
 - Establish the technical basis for updating the NEHRP Provisions resulting from new knowledge.
 - Establish criteria and methodology for evaluating the effectiveness of the NEHRP Provisions in later years.
- (3) Existing Hazardous Federal and Non-Federal Buildings -
- Complete the preparation of a long-range plan to establish provisions and mitigation techniques for existing non-Federal hazardous buildings, including conduct of an outreach program to build a broad consensus to support and implement the plan.
 - Establish approach for dealing with existing hazardous Federal buildings.
- (4) New Existing Lifelines -
- Initiate the preparation of a comprehensive, long-range plan to address seismic safety of new and existing lifelines and build a consensus of relevant professional and regulatory organizations.
- (5) Related Support -
- In coordination with the other Federal agencies, continue to explore support of a study of the engineering design for, and costs of alternatives to, a large-scale testing facility as recommended by the NAS report issued in 1984.

- Provide support to the NBS so that it may provide to FEMA technical expertise and review as needed.

b. State and Local Hazard Reduction (State and Local Preparedness Planning)

- Implement the workplan developed by CUSEC for the Central U.S. risk area to include the following: initiation of response resource inventories; identification of medical and mass care needs and delivery mechanisms; development of a strategy for public awareness and production of awareness/education products; implementation of awareness/education for public officials; and the development of response planning requirements for the Central States.
- Continue to transfer the SCEPP process and products to additional jurisdictions in Southern California (such as Riverside, San Bernardino, and Ventura Counties) not originally in the planning base.
- Initiate transfer of SCEPP prototypical materials to other high-risk areas throughout the nation.
- Continue to support extensive vulnerability analyses and preparedness and mitigation planning activities in high risk areas of Northern and Southern California, including the San Francisco and San Diego areas. Legislation passed by the State of California last year, authorized continuation of SCEPP for three more years and initiation of a similar project in Northern California (San Francisco Bay area), with State funding made available on condition of matching Federal funds.
- Continue the cooperative planning effort with Mexico in the San Diego/Tijuana area, including production of seismic intensity maps, evaluation of methods for estimating damage, preparation of interim bilateral emergency response and recovery plan, recommendation of hazard mitigation measures, and establishment of a scientific information center and data library.
- Continue to support vulnerability analyses and preparedness and mitigation activities in the remaining high risk areas of Hawaii, Washington, Salt Lake City, Boston, Charleston, Upper New York State, Puerto Rico, and the Virgin Islands.
- Establish a State earthquake planning and policy council in the Upper New York State risk area.
- Continue support for the Western States Seismic Policy Council (WSSPC) and support existing councils in the other high risk areas.
- Complete State-Federal response planning efforts in Alaska, including the conduct of a joint State-Federal exercise in April 1985.

- Initiate a study to develop a standard earthquake loss estimation methodology for interim use by State and local governments in Eastern high risk areas.
 - Issue a Civil Preparedness Guide for State and local areas for implementing earthquake reduction efforts.
- c. Federal Response Planning
- Complete a final draft of the National Plan for Federal Response to Catastrophic Earthquake.
 - Conduct a joint exercise, RESPONSE 85, to test the Final Draft of the National Plan in conjunction with response plans of FEMA Region IX, the State of California, and selected local entities.
 - Initiate planning to conduct a full-scale exercise, RESPONSE 87, which will test the National Plan and the supporting Federal Regional response plans, State plans and selected local plans.
- d. Mitigation and Multi-Hazard Preparedness Planning
- Establish procedures for field testing those methodologies developed under the Utah project.
 - Develop a standard methodology for determining the societal costs of disasters. This methodology will include an identification of data requirements.
 - Initiate a study to identify mitigation opportunities and strategies appropriate to the involvement of the banking and insurance industries.
 - Establish and develop procedures for post-earthquake mitigation teams.
- e. Earthquake Education and Information Transfer
- Co-sponsor, with USGS, awareness workshops on earthquake hazards and preparedness in such high risk areas as Alaska, Upper New York State, Puerto Rico and Los Angeles.
 - Continue support for earthquake education community outreach projects in Charleston (SC), Memphis (TN), and Puget Sound (WA).
 - Support development of earthquake hazard mitigation courses for hospitals and high-rise high occupancy buildings.

- Develop a training program for State, local and FEMA personnel which incorporates all topics relevant to the implementation of earthquake preparedness and mitigation programs.

6. 1986 Program. FEMA requests a total of \$5,596,000 and 25 workyears for this program, a net decrease of \$498,000 and an increase of 13 workyears. Included in these totals are \$900,000 for Salaries and Expenses and \$4,696,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$6,614,000 and 25 workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise and a transfer of \$517,000 and 13 workyears from Flood Plain Management to more accurately reflect their program responsibilities.

This request will enable FEMA to accomplish the following activities in support of the NEHRP:

a. Seismic Design and Construction Standards (Seismic Design and Engineering Research)

(1) New Federal Buildings -

- Continue support of the Interagency Committee on Seismic Safety in Construction (ICSSC).
- Publish final Seismic Standard for Federal Buildings.
- Issue with support of the ICSSC, the appropriate document to ensure uniform application of the Federal building standards by the affected agencies.

(2) New Non-Federal Buildings -

- Initiate the update, as required, of the NEHRP Recommended Provisions for Development of Seismic Regulations.
- Initiate implementation of the plan to encourage widespread adoption of the NEHRP Provisions.

(3) Existing Hazardous Federal and non-Federal Buildings -

- Prepare guidelines for use of affected agencies on abating the seismic risk of existing, hazardous, high-priority buildings, including preparation of a manual for State and local use based on existing knowledge.

- ° Implement the first phase of the long-range plan completed in 1985, to improve seismic safety of existing non-Federal buildings, including preparation of a manual for State and local use based on existing knowledge.

(4) **New and Existing Lifelines -**

- ° Complete the comprehensive long-range plan addressing the seismic risks of new and existing lifelines.

(5) **Related Support -**

- ° FEMA provides support to NBS so that it may provide to FEMA technical expertise and review as needed.

b. **State and Local Hazards Reduction Program (State and Local Preparedness Planning)**

- ° Continue support for CUSEC and continue implementation of the previously developed workplan. Anticipated activities include development of interstate mutual aid compacts, continuation of vulnerability analyses efforts, development of mitigation strategies based on seismic design codes, and implementation of a coordinated public awareness campaign for the Central U.S. risk areas.
- ° Continue expanding the application and operation of SCEPP to other Southern California jurisdictions including conducting Regional and subregional workshops.
- ° Continue adaptation of SCEPP products in San Francisco and other Northern California risk areas.
- ° Continue to support vulnerability analyses and preparedness activities in the remaining high-risk areas of Salt Lake City, Boston, Charleston, Upper New York State, Puerto Rico, and Virgin Islands.
- ° Support implementation of mitigation programs in the Washington, Hawaii, and Alaska risk areas.
- ° Continue cooperative planning efforts with Mexico in the San Diego-Tijuana risk areas including continuation of scientific investigations, development of data base for damage estimates, and development of bilateral response and recovery plans.
- ° Continue support for the Western States Seismic Policy Council and for those councils established in the 12 risk areas.

- Complete development of standard earthquake loss-estimation methodology for risk areas east of the Rocky Mountains.

c. Federal Response Planning

- Initiate development of Regional plans which support the Federal response to catastrophic events, such as earthquakes.
- Finalize and publish the National Plan for Federal Response to a Catastrophic Earthquake.
- Conduct a limited exercise to maintain and update the National Plan and the internal agency (FEMA and 23 others) planning necessary to ensure a national capability response to a catastrophic earthquake.

d. Mitigation and Multi-Hazards Planning

- Apply methodology for estimating societal costs of disasters to a dam failure scenario.
- Publish a study on mitigation opportunities within the banking and insurance industries.
- Finalize the study on all hazard-risk analysis methodologies begun in 1984.

e. Earthquake Education and Information Transfer

- Continue to co-sponsor with USGS awareness workshops on earthquake hazards and preparedness in high seismic risk areas.
- Complete the 36-month period of support for earthquake education outreach centers in Charleston (SC), Memphis (TN), and Puget Sound (WA); and initiate an evaluation of these centers to include recommendation for future sponsoring of additional multi-hazard, multi-use outreach centers.
- Initiate the development of an additional earthquake hazard mitigation course for a specific audience identified in the multi-year earthquake education curriculum plan.

1986 Decreases. The 1986 request includes a decrease of \$1,018,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;

- * a decrease of \$6,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- * a decrease of \$1,000,000 in Emergency Management Planning and Assistance.

Because other Federal agencies involved in the NEHRP did not receive any program increases, a reduction of \$1,000,000 is part of the 1986 request in order to rebalance FEMA's program to that of the other agencies.

The decrease in Emergency Management Planning and Assistance will have the following results:

- * efforts in developing seismic design and construction standards for new and existing lifelines will be delayed;
 - * additional technical manuals to address existing hazardous building types will not be initiated;
 - * ongoing State and local vulnerability assessments and preparedness planning activities will proceed at a reduced level; and
 - * mitigation activities, such as evaluation of existing techniques and establishment and activation of post-earthquake mitigation teams, will not be funded.
7. Outyear Implications. In 1987 and beyond, FEMA's emphasis will continue to be on increasing the capability of State and local governments to prepare for, respond to, and mitigate the effects of a catastrophic earthquake. Many of the identified risk areas will have completed the vulnerability analyses and some preparedness components of their programs, and some will have begun to move into a maintenance mode through exercise and update of their plans. Therefore, a level of protection of life and property from the risks associated with earthquakes not previously evidenced is possible. Mitigation activities for new buildings will increase, especially in encouraging incorporation of the NEHRP Design Provisions into State and local building codes and practices. Specific methods for improving the seismic safety of existing hazardous buildings and lifelines will continue at a slower pace as noted above.

Capability of Federal, State, and local governments to respond to the impact of a catastrophic earthquake will be exercised in a major event in 1987, through a full-scale exercise named RESPONSE 87, involving Federal agencies (national and regional), the State of California, and selected local entities. This exercise will be the first in a series of joint government exercises for all high risk areas.

The Five-Year Plan for the NEHRP was submitted to Congress in 1985. This plan outlines the basic program of the NEHRP through 1989. Therefore, outyear activities to a large extent, will be determined by the revisions to the plan and the results of ongoing program evaluations. The Five-Year Plan currently reflects no increases in program funding.

C. Hurricane

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.
2. Objective/Element Description. The goal of the hurricane program is to reduce, abate and mitigate the potential loss of life and property as a result of a hurricane disaster. In order to accomplish this goal, FEMA directs its efforts to the 23 high population/high risk areas. Within these areas, FEMA undertakes quantitative hurricane preparedness studies that include population preparedness and property protection projects. The four basic elements or products of a population preparedness project are as follows:
 - 1) a Technical Data Report, which documents the scientific analyses necessary for the other components;
 - 2) an Evacuation Implementation Plan;
 - 3) a Public Information Program; and
 - 4) a Hurricane Operations Exercise.

The Technical Data Report includes identification of the most probable areas of flooding or wind damage through application of the SLOSH (Sea, Lake, Overland, Surge from Hurricanes) model. A property protection project consists of the following:

- 1) a Technical Data Report;
- 2) a Recovery Implementation Plan; and
- 3) a Hurricane Hazard Mitigation Plan.

In implementing the Integrated Emergency Management System (IEMS), FEMA will utilize the already existing preparedness planning infrastructure for planning development other than those elements which, by necessity, must be hurricane specific. The 23 high population/ high risk areas that are the focal point of FEMA's hurricane program are as follows: Tampa Bay; Georgia Coast; Galveston/Houston; New Orleans/Southwest Louisiana; Southeast Florida; Tri-State (Florida, Alabama, Mississippi); Honolulu; Atlantic City; Southern Long Island; Puerto Rico; Virgin Islands; Charleston/Myrtle Beach; Beaumont/Port Arthur; Corpus Christi; Eastern North Carolina; Brownsville, Texas/Matamoros, Mexico; Norfolk/Virginia Beach/Newport News; Rehoboth, Delaware; Ocean City, Maryland; Connecticut Coast; Rhode Island Coast; Boston Bay/Cape Cod; and Guam/Samoa/Trust Territories. Currently activities are in process in approximately 18 of these areas.

3. 1984 Accomplishments. In 1984, FEMA used a total of \$1,160,000 and nine workyears for this program, of which \$277,000 was under Salaries and Expenses and \$883,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:
 - Completed hurricane hazard mitigation plans for Atlantic County and Cape May County, New Jersey.

- * Completed a hurricane hazard mitigation plan for Southern Long Island, New York.
 - * Continued population preparedness projects for Corpus Christi, Texas; Honolulu, Hawaii; Puerto Rico; the Virgin Islands; the Tri-State area (Florida, Alabama, Mississippi); and Southeast and Southwest Louisiana areas.
 - * Initiated population preparedness projects for Eastern North Carolina and Myrtle Beach/Charleston, South Carolina.
 - * Initiated population preparedness and property protection projects for Beaumont/Port Arthur, Texas.
 - * Initiated a cooperative funding approach for hurricane preparedness planning with other Federal agencies, including the Corps of Engineers, the National Weather Service and with the States.
 - * Completed a cooperative work plan for hurricane preparedness planning in the Brownsville, Texas/Matamoros, Mexico area. This effort is part of the Natural Hazards Mitigation Bilateral Agreements signed by the United States and Mexico.
 - * Published a Guide for Hurricane Preparedness Planning for State and Local Officials.
4. Changes from the 1985 Estimates. Reflects a net increase of \$452,000; a congressional increase of \$450,000; an increase of \$7,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$5,000, of which \$1,000 is in Salaries and Expenses and \$4,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating a total of \$1,161,000 and nine workyears to this program, of which \$265,000 is under Salaries and Expenses and \$896,000 is under Emergency Management Planning and Assistance. This will provide for the following:
- * Continue population preparedness projects for Southeast and Southwest Louisiana; Puerto Rico; Virgin Islands; Myrtle Beach/Charleston, South Carolina; Eastern North Carolina; and Honolulu, Hawaii.
 - * Continue population preparedness and property protection projects for Beaumont/Port Arthur, Texas and Brownsville, Texas/Matamoros, Mexico.
 - * Complete population preparedness project for the Tri-State area (Florida, Alabama, Mississippi).
 - * Initiate population preparedness projects for Norfolk/Virginia Beach/Newport News, Virginia; Ocean City, Maryland; and Rehobeth/Delaware Coast.

- Provide support to the National Weather Service (NWS) to prepare SLOSH simulations for the Chesapeake and Delaware Basins as a prerequisite for the Virginia, Maryland, and Delaware projects.
6. 1986 Program. In 1986, FEMA requests a total of \$1,153,000 and nine workyears for this program, a net decrease of \$8,000 from 1985. Included in this total are \$257,000 for Salaries and Expenses and \$896,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,163,000 and nine workyears. The base program includes an increase of \$2,000 for annualization of the January 1985 pay raise.

- Continue population preparedness projects for Honolulu, Hawaii; Beaumont/Port Arthur, Texas; Myrtle Beach, South Carolina; Pamlico Sound, North Carolina; Brownsville, Texas/Matamoros, Mexico; Norfolk/ Virginia Beach/ Newport News, Virginia; Ocean City, Maryland; and Rehoboth/Delaware Coast.
- Complete population preparedness projects for Puerto Rico, Virgin Islands, and Southeast and Southwest Louisiana.
- Initiate population preparedness projects for the Connecticut and Rhode Island Coasts.

1986 Decreases. The 1986 request includes a decrease of \$10,000 from the 1986 base program. The decrease includes the following:

- a decrease of 38,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GS-15.
7. Outyear Implications. An analysis is currently underway to determine the need to provide for the revision of some of the early hurricane preparedness studies because SLOSH modeling was not available at the time these studies were undertaken.

The preliminary results of this analysis in conjunction with application of FEMA's new program guidelines, indicate some of the early studies will need to be revised. Furthermore, some early studies which were based on SLOSH may also need revision to reflect the dramatic population growth and property value escalation along the East Coast. Therefore to complete population preparedness and property protection studies for all 23 high risk areas, an extension of the program into the 1990's will be necessary.

D. Hazardous Materials

1. Authority. Executive Order 12148, July 20, 1979.
2. Objective/Element Description. It is estimated that four billion tons, about 250,000 shipments daily, of hazardous materials are moved through the United States each year. However, many sectors of our economy depend upon the production and distribution of increasing amounts of hazardous substances that are flammable, poisonous, noxious, radioactive, corrosive, etc. The problem for decisionmakers is to strike a balance between the need for these substances and the high risk that they present to our society. The goal of this program is to enhance State and local capability to prepare for, to respond effectively to, and to mitigate the risk to life and property associated with hazardous material incidents. To achieve this goal FEMA has designed an intra-agency and inter-organizational program. The objectives of this program are as follows:
 - to improve coordination with other government and private agencies in order to reduce program duplication, encourage joint funding, and to identify program voids, especially at the State and local level;
 - to promote a systematic, comprehensive approach to hazardous materials training;
 - to promote research and development projects related to emergency management hazardous materials;
 - to coordinate definition of Federal Agencies' roles and responsibilities relative to emergency management preparedness through the National Response Team (NRT); and
 - to establish a coordinating mechanism to integrate government and industry efforts in the management of hazardous materials emergencies.
3. 1984 Accomplishments. In 1984, FEMA used a total of \$582,000 and 12 workyears for this program, of which \$369,000 was under Salaries and Expenses and \$213,000 was under Emergency Management Planning and Assistance. With these resources, FEMA accomplished the following:
 - Finalized the guidance for planning for transportation accidents involving radiological materials.
 - Initiated a major revision of FEMA-10, Planning Guide and Checklist for Hazardous Materials Contingency Plans.
 - Developed a restructured hazardous materials program consistent with FEMA's authority.
 - Initiated a study to determine the need for, feasibility of and content of a hazardous materials planning base guidance document for State and local governments.

- ° Participated in Regional hazardous materials workshops.
 - ° Supported systems development for incorporating hazardous materials into IHMS.
 - ° Provided technical assistance to State, local, and private sector organizations for dealing with hazardous materials problems.
4. Changes from the 1985 Estimate. Reflects a net increase of \$8,000; an increase of \$9,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 5. 1985 Program. In 1985, FEMA is allocating a total of \$639,000 and 13 workyears to this program element, of which \$389,000 is under Salaries and Expenses and \$250,000 is under Emergency Management Planning and Assistance. With these resources FEMA will undertake the following:
 - ° Develop the hazardous materials planning basis, structured on the results of the needs assessment study done in 1984.
 - ° Develop a five-year program plan for FEMA's hazardous materials program.
 - ° Support a National Workshop on Hazardous Materials Curriculum.
 - ° Conduct a hazardous materials program evaluation in compliance with Hazardous Materials Transportation Authorization Act as amended for fiscal years 1985 and 1986, (P.L. 98-559).
 - ° Publish the revised Planning Guide and Checklist for Hazardous Materials Contingency Plans.
 - ° Develop a hazardous materials public awareness program for State and local governments, private sector, and related audiences.
 - ° Coordinate the development of Federal preparedness policies and programs, through Chairmanship of the Preparedness Committee of the National Response Team (NRT).
 - ° Through guidance materials, establish a coordinating process between State and local emergency management efforts in hazardous materials and industry activities at the State and local level.

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6. 1986 Program. In 1986, FEMA requests a total of \$706,000 and 15 workyears, a net increase of \$67,000 and two workyears over 1985. Included in this total are \$456,000 for Salaries and Expenses and \$250,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$722,000 and 15 workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise and a transfer of \$80,000 and two workyears from Flood Plain Management to more accurately reflect their program responsibilities.

This will enable FEMA to do the following:

- Complete and disseminate the planning base guidance for State and local governmental use.
- Support the development of software which will add a hazardous materials accident scenario model to the Exercise Evaluation and Simulation Facility (EESF) system.
- Conduct two multi-Regional Hazardous Materials Workshops.
- Implement the coordination process for State and local emergency managers and industry representatives developed in 1985.
- In cooperation with NETC, begin to implement the recommendations of the National Workshop on Hazardous Materials Curriculum held in 1985.

1986 Decrease. The 1986 request includes a decrease of \$16,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 - GM-15.

7. Outyear Implications. FEMA's efforts will be directed to addressing the rising public concerns on the adequacy of State and local capabilities to protect the public against the increasing frequency and severity of hazardous materials emergencies.

E. Dam Safety

1. **Authority.** Executive Order 12148, July 20, 1979, Section 2-102.
2. **Objective/Element Description.** FEMA is designated as the Federal coordinator of efforts to enhance the safety of dams. This role involves identifying appropriate actions of Federal agencies to enhance dam safety and encourage the use of FEMA's National Dam Safety Program in Federal, State, local, and private activities. The goal of the National Dam Safety Program is to reduce the risk to life and property from the failure of unsafe dams. The inventory of dams undertaken by the Corps of Engineers identified over 67,000 dams nationwide, about 10,000 of which constituted a high hazard to the health and safety of the public, 2,900 of which were unsafe, and about 150 of which required emergency action. Of the 67,000 dams, 95% or 64,000 are non-Federally owned. The States are responsible for ensuring that non-Federal dam owners meet their responsibilities. Currently, only 24 States have adequate State dam safety programs. FEMA's dam safety activities as they relate to States in the next five years will focus on providing technical assistance to States to develop the capacity to administer their own effective dam safety programs in the remaining 26 States.

In addressing the Federal dam safety responsibilities, FEMA is assisted by the Interagency Committee on Dam Safety (ICODS) which FEMA chairs. The members include the major dam design, construction financing, and regulating departments and agencies. The purpose of ICODES is to encourage the establishment and maintenance of effective Federal and State dam safety programs and to assist FEMA in its Federal monitoring and in its role of coordinating programs to enhance dam safety.

Specifically, to address the risk from dam failures, FEMA pursues the following activities:

- Coordinates and monitors Federal programs, policies, and activities to ensure Federal dam safety. A major component of this activity involves reviewing agency compliance with the Federal Guidelines for Dam Safety.
 - Develops a technical base for helping State and local governments, owners, businesses, and practicing engineers to design, construct, maintain, and operate safe non-Federal dams.
 - Provides targeted assistance to States to establish and enhance State dam safety programs.
3. **1984 Accomplishments.** In 1984, FEMA used a total of \$629,000 and five workyears for this program, of which \$154,000 was under Salaries and Expenses and \$475,000 was under Emergency Management Planning and Assistance. Dam safety activities included the following:
 - Provided financial assistance to 19 States for activities such as improving State dam inspection programs, publishing manuals on dam operation and maintenance for dam owners, and continuing State efforts to classify and rank dams for hazards assessment.

- * Developed and disseminated to State and local emergency managers a simplified dam break model developed in cooperation with the National Oceanic and Atmospheric Administration (NOAA).
 - * Convened eight Regional dam safety seminars for State and local officials, dam owners, operators, and engineers to inform them of advances in technology, design, and maintenance of dams and other dam safety issues.
 - * Convened two workshops on the application of risk-analysis method developed by Stanford University for State dam safety officials in Colorado and Oklahoma.
 - * Supported the development of the National Association of State Dam Safety Officials (NASDSO).
 - * Published a Manual for Financing of Dam Safety Projects.
4. Changes from the 1985 Estimates. Reflects an increase of \$404,000; a congressional increase of \$400,000; and an increase of \$4,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
 5. 1985 Program. In 1985, FEMA is allocating a total of \$632,000 and five workyears to this program, of which \$150,000 is under Salaries and Expenses and \$482,000 is under Emergency Management Planning and Assistance. With these resources FEMA plans to accomplish the following:
 - * Continue coordination of overall Federal activities to include chairing the ICODS and monitoring agency compliance with Federal guidelines for dam safety.
 - * Publish a Biennial Report to the President assessing the progress of Federal agencies in implementing the Federal guidelines and the status of the nation's dam safety efforts.
 - * Publish Emergency Action Planning Guidelines for Federal Agencies.
 - * Establish a State and Local Preparedness Subcommittee within ICODS to provide for a coordinated approach to the development and enhancement of State Dam Safety efforts among the Federal agencies involved in dam safety.
 - * Initiate the development of a Model State's Dam Safety Program under the auspices of the Association of State Dam Safety Officials and publish a draft program for interim application.
 - * Support the establishment and initial dissemination of a periodical on current dam safety issues and activities in both the Federal and non-Federal sectors.
 - * Conduct seven workshops on the application of the risk-analysis methodology developed by Stanford University.

- Develop a training module on the risk analysis methodology for future use by Federal, State, and local officials.
 - Develop, in conjunction with ICODS, a series of technical manuals, including an operations manual for owners and operators, and guidelines for determining the design flood and the design earthquake.
 - Initiate the development of a roster of volunteer experts to assist States in conducting investigations after a dam failure. These experts, from both the Federal and private sectors, will function at the State's request as post-dam failure investigation and mitigation teams.
 - Co-sponsor approximately ten State dam safety workshops for Federal, State, and local officials, owners, engineers, and consultants to discuss dam safety problems and solutions.
 - Support the second National Dam Safety Conference sponsored by the Association of State Dam Safety Officials.
6. 1986 Program. FEMA requests a total of \$625,000 and five workyears for this program, a net decrease of \$7,000 from 1985. Included in this total are \$143,000 for Salaries and Expenses and \$482,000 for Emergency Management Planning and Assistance.
- 1986 Base Program. The 1986 request includes a base program of \$634,000 and five workyears. The base program includes an increase of \$2,000 for annualization of the January 1985 pay raise. This request will enable FEMA to accomplish the following:
- Continue coordination of overall Federal activities to include chairing the ICODS and monitoring agency compliance with Federal guidelines for dam safety.
 - Revise, if necessary, the Emergency Action Planning Guidelines published in 1985.
 - Continue support in the dissemination of a periodical on current dam safety issues and activities.
 - Provide limited financial and technical assistance to approximately ten States which lack adequate programs to develop Dam Safety programs.
 - Support States in the conduct of State workshops on the application of the risk analysis methodology. One such workshop will be a trainer session to provide for local dissemination.
 - Establish post-dam failure investigation and mitigation teams to assist States in the event of a dam failure.

- Initiate a feasibility study for updating and maintaining a national inventory of dams.

1986 Decreases. The 1986 request includes a decrease of \$9,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$8,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - * a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GM-15.
7. Outyear Implications. By 1990, FEMA anticipates that, through its restructured State program, a level of capability in dam safety activities will have been achieved at the State level. Dam Safety programs will have been established in all of the effected States. FEMA's role vis-a-vis the States will be to provide technical assistance through the exchange of information on improved risk analysis methodologies and other engineering advances. FEMA will continue its activities at the Federal level with emphasis on strengthening ICODS activities, assuring Agency compliance with the Federal guidelines and supporting engineering applications research.

F. Hazard Mitigation Assistance

1. Authority. Section 201(a) and Section 406 of the Disaster Relief Act of 1974 (P.L. 93-288), as amended.
2. Objective/Element Description. The objective of Hazard Mitigation Assistance is to reduce the exposure of the nation from damage to natural hazards through financial and technical assistance and to promote reconstruction and recovery from disasters caused by natural hazards so as to reduce further exposure to such hazards.
3. 1984 Accomplishments. In 1984, FEMA used a total of \$433,000 and six workyears for this program, of which \$185,000 was under Salaries and Expenses and \$248,000 was under Emergency Management Planning and Assistance. A number of hazard mitigation activities were funded through Emergency Management Planning and Assistance, all of which were designed to promote mitigation at the State and local levels. Hazard mitigation activities included the following:
 - * Development of a companion piece to present FEMA mitigation strategy and guidance for the Integrated Emergency Management System (IEMS). This document identifies the issues faced by local and State emergency managers in deciding on mitigation and preparedness programs, and provides the necessary guidance for accomplishing mitigation in the context of emergency management.

- * Development of model guidelines for the State hazard mitigation plans which States are required to prepare under Section 406 of P.L. 93-288. This document will assist States in evaluating natural hazards and in developing a hazard mitigation plan to reduce exposure to risk.
 - * Development of a Hazards Mitigation Handbook which explains in detail the programs and processes for mitigating the effects of natural hazards within the context of the Disaster Assistance Programs of P.L. 93-288 and the Interagency Agreement for post-flood recovery and mitigation planning. The handbook is intended for use by FEMA staff, State and local emergency services, and hazard mitigation personnel.
 - * Providing support for the Committee on Natural Disasters to conduct post-disaster reconnaissance studies to document perishable information useful to planners, designers, building officials, and emergency preparedness officials. Teams of experts visits four disaster sites and prepares reports on the causes and effects of damages from natural hazard events.
 - * Providing assistance for an International Symposium on Mitigation in Post-Disaster Response to be convened in 1985. This symposium allows hazard mitigation and emergency management personnel from all levels of government and the private sector to share hazard mitigation ideas and experiences with representatives from other nations.
4. Changes from the 1985 Estimates. Reflects an increase of \$4,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
 5. 1985 Program. In 1985, FEMA is allocating a total of \$435,000 and six workyears to this program, of which \$185,000 is under Salaries and Expenses and \$250,000 is under Emergency Management Planning and Assistance. These resources will be devoted toward implementing/initiating a pilot program of local and State hazard-mitigation planning demonstration projects. Four pre-disaster planning efforts will be undertaken in State/local jurisdictions to develop pre-disaster plans which can be activated upon the occurrence of a disaster.

In a post-disaster situation, many hazard opportunities may arise, but due to the demanding needs of emergency response and recovery and to the strong desire of individuals and communities to "return to normal," hazard mitigation opportunities can be lost or overlooked. Planning allows the community to thoroughly and logically identify hazard areas and hazard mitigation opportunities at a time when staff resources are available. Individual and community leaders will be much more receptive to post-disaster mitigation efforts if they are aware of and were involved in these efforts prior to the disaster. Ideally, pre-disaster planning will also allow communities an opportunity to evaluate and identify current policies which may contribute to hazard vulnerability and to take steps to reduce risk before a disaster strikes.

6. 1986 Program. FEMA requests a total of \$427,000 and six workyears for this program, a net decrease of \$8,000 from 1985. Included in this total are \$177,000 for Salaries and Expenses and \$250,000 for Emergency Management Planning Assistance.

1986 Base Program. The 1986 request includes a base program of \$437,000 and six workyears. The base program includes an increase of \$2,000 for annualization of the January 1985 pay raise.

Integrated Emergency Management System and the State Hazard Mitigation planning efforts are performed under Section 406 of P.L. 93-288. FEMA's emphasis on efforts performed under Section 406 is to encourage State and local governments to develop and maintain a systematic program for the identification of hazards, monitoring of changes in hazard vulnerability, development and implementation of measures for avoiding new hazard vulnerability, and, where possible, reducing existing hazard vulnerability. This concept fits ideally with the IEMS integrated approach to hazard analysis and capability assessment.

1986 Decreases. The 1986 request includes a decrease of \$10,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$8,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GM-15.

7. Outyear Implications. No outyear implications over the 1986 request.

G. Policy and Planning

1. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; Executive Order 12148; and the Earthquake Hazards Reduction Act of 1977, U.S.C. 7701 et seq.
2. Objective/Element Description. Beginning in 1986, this is a new program element for the Comprehensive Emergency Preparedness Planning (CEPP) activity. The purpose of this element is to account for the managerial and administrative function that must be performed to support State and local programs. These functions are as follows:
 - Budget preparation and execution;
 - Financial management and procurement activities;
 - Personnel activities;

- Program analysis and evaluation; and
- Training support.

The performance of these functions ensures that the execution of program management responsibilities is efficient and cost effective.

3. 1984 Accomplishments. This program did not exist as a separate entity in 1984.
4. Changes from the 1985 Estimates. None
5. 1985 Program. This program did not exist as a separate entity in 1985.
6. 1986 Program. In 1986, FEMA is requesting \$710,000 and 18 workyears under Salaries and Expenses for this program.

1986 Base Program. The 1986 request includes a base program of \$716,000 and 18 workyears. The base program includes a transfer of \$716,000 and 18 workyears from Flood Plain Management to more accurately reflect their program responsibilities. Under this element, executive direction, management, and coordination for FEMA's delivery of programs to State and local governments will be provided. In particular in 1986, these resources will provide for the following:

- The identification of additional automation requirements to enhance capabilities to monitor and analyze programs;
- The implementation of a monitoring system to account for and analyze the procurement activities of the programs;
- The development of training curricula to reflect the requirements identified for 1986;
- The development and pilot testing of policies and procedures required to institute the IEMS within the CEPP program;
- The institution of IEMS within the programs based on the experience received from the pilot test to expand the current base of program knowledge; and
- The conduct of vulnerability assessments to ensure that the CEPP programs have effective systems of internal controls in place.

1986 Decreases. The 1986 request includes a decrease of \$6,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$1,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$5,000 in order to reduce the number of employees in grades GS-11 - GM-15.

7. Outyear Implications. No outyear implications over the 1986 request.

H. Salaries and Expenses

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.; Executive Order 12148; the Earthquake Hazards Reduction Act of 1977, U.S.C. 7701 et seq.; and the Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq.
2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with Comprehensive Emergency Preparedness Planning program and management activities in disaster preparedness improvement grants, earthquake, hurricane, hazardous materials, dam safety, hazard mitigation assistance and policy and planning. The primary program objective is to provide assistance to State and local governments in developing and maintaining preparedness capabilities to respond to, mitigate and recover from the effects of disastrous events.
3. 1984 Accomplishments. In 1984, FEMA used \$1,416,000 and 46 workyears for this program under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the programs that comprise the Comprehensive Emergency Preparedness Planning (CEPP) activity.
4. Changes from the 1985 Estimates. Reflects a net increase of \$31,000: an increase of \$34,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise; and Reflects a decrease of \$3,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$1,475,000 and 48 workyears to this program under Salaries and Expenses. This will provide program and management support in the following programs: Disaster Preparedness Improvement Grants, Earthquake, Hurricane, Hazardous Materials, Dam Safety, and Hazard Mitigation Assistance.
6. 1986 Program. FEMA requests \$2,728,000 and 81 workyears for this program, a net increase of \$1,253,000 and 33 workyears over 1985.

1986 Base Program. The 1986 request includes a base program of \$2,801,000 and 81 workyears. The base program includes an increase of \$13,000 for annualization of the January 1985 pay raise and a transfer of \$1,313,000 and 33 workyears from Flood Plain Management to more accurately reflect their program responsibilities. These resources will provide program and management support for the following programs: Disaster Preparedness Improvement Grants, Earthquake, Hurricane, Hazardous Materials, Dam Safety, Hazard Mitigation Assistance, and Policy and Planning. The chart below indicates the distribution of these workyears.

<u>Estimates by Program</u>	<u>1985 Current Estimate</u>			<u>Realignment of Flood Plain Positions</u>			<u>1986 Request</u>		
	HQ	Region	Total	HQ	Region	Total	HQ	Region	Total
A. Disaster Preparedness Improvement									
Grants.....	1	2	3	...	...	...	1	2	3
B. Earthquake.....	4	8	12	13	...	13	17	8	25
C. Hurricane.....	4	5	9	...	...	...	4	5	9
D. Dam Safety.....	2	3	5	...	...	...	2	3	5
E. Hazardous Materials.....	3	10	13	2	...	2	5	10	15
F. Hazard Mitigation Assistance.....	2	4	6	...	...	...	2	4	6
G. Policy and Planning.....	...	...	...	18	...	18	18	...	18
Totals.....	16	32	48	33	...	33	49	32	81

1986 Decreases. The 1986 request includes a decrease of \$73,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$52,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$21,000 in order to reduce the number of employees in grades GS-11 - GM-15.

7. **Outyear Implications.** No outyear implications over the 1986 request.

RADIOLOGICAL EMERGENCY PREPAREDNESS
Activity Overview

Radiological Emergency Preparedness (REP) activity was initiated by FEMA in response to the President's assignment of December 7, 1979, which requested FEMA to take the lead in offsite emergency planning response 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 preparedness in the NRC licensing of commercial nuclear power plants. 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. Under the terms of the FEMA/NRC Memorandum of Understanding of November 1, 1980, FEMA also reviews offsite planning and preparedness for material license holder sites. Pending agreement with the Department of Defense (DOD) and the Department of Energy (DOE), FEMA is prepared to cooperate with DOD and DOE in implementing a program which includes preparedness reviews for weapons production and storage facilities, research facilities, test sites, and operational military bases, as soon as DOD and DOE complete development of a draft guidance document for offsite preparedness.

The fixed nuclear facilities program encompasses all efforts dealing with offsite preparedness for commercial nuclear power plant facilities, material license holders, and appropriate DOD/DOE facilities. Commercial nuclear power plant facilities refer to these nuclear power facilities either licensed or with the potential to be licensed by the NRC for the commercial production of electrical power. In most cases, they are owned by private sector corporations. Material license holders include a variety of medical and industrial users of nuclear materials.

As part of its activities in the REP program, FEMA participates in and chairs the Federal Radiological Preparedness Coordinating Committee (FRPCC). The FRPCC consists of the following agencies: FEMA, NRC, DOE, DOD, Department of Transportation (DOT), Department of Commerce (DOC), Department of Health and Human Services (HHS), Department of Agriculture (DOA), Department of Interior (DOI), and the Environmental Protection Agency (EPA). The FRPCC assists FEMA in providing policy direction for the program of Federal assistance to State and local governments in their radiological emergency planning and preparedness activities. The FRPCC subcommittees aid in carrying out its functions; e.g., research, training, and emergency preparedness to assure minimum duplication and maximum benefits to State and local governments.

The Integrated Emergency Management System (IEMS), FEMA's strategy of developing a common function approach to emergency management, is supported through the Exercise Evaluation Simulation Facility (EESF) project. Although EESF was designed to support the exercise component of the REP program, it has modeling application in other areas where FEMA provides support to State and local governments. Currently being developed is a public domain regional evacuation analysis computer model for use by State and local governments in evaluating hurricane evacuation plans. Other applications of EESF will be in the areas of dam breaks, critical materials movement, toxic spills, floods, and earthquake preparedness. These models will be incorporated into FEMA's Integrated Emergency Management Information System (IEMIS).

RADIOLOGICAL EMERGENCY PREPAREDNESS
(Dollars in Thousands)

Estimates by Program	Page No.	1984		1985		1985		1986		Increase/	
		Actual		Request		Current		Request		Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. Fixed Nuclear Facilities.....	REP-7	67	\$3,561	67	\$3,589	67	\$3,581	64	\$3,581	-3	...
B. Salaries and Expenses.....	REP-15	...	2,661	...	2,524	...	3,108	...	2,376	...	-\$732
Total, Radiological Emergency Preparedness (Budget Authority).....		67	6,222	67	6,113	67	6,689	64	5,957	...	-732
Budget Outlays.....			5,777		5,556		6,266		6,518		252
<u>Permanent Workyears</u>											
Headquarters.....		19		19		19		18			-1
Regions.....		48		48		48		46			-2
Total, Permanent.....		67		67		67		64			-3
Total Workyears.....		67		67		67		64			...

Changes From Original 1985 Estimates

- * Reflects an increase of \$69,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects an increase of \$530,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover increased salary and benefits costs.
- * Reflects a decrease of \$23,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- \$8,000 - Fixed Nuclear Facilities
- \$15,000 - Salaries and Expenses

RADIOLOGICAL EMERGENCY PREPAREDNESS
(Dollars in Thousands)

OBJECT CLASS	1984	1985	1985	1986	Increase /
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,987	\$1,895	\$2,484	\$1,775	-\$709
11.3 Other than full-time permanent.....	51	30	...	30	30
11.5 Other personnel compensation.....	15	10	...	10	10
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>2,053</u>	<u>1,935</u>	<u>2,484</u>	<u>1,815</u>	<u>-669</u>
12.1 Benefits-civilian.....	231	204	254	191	-63
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	1	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	370	385	370	370	...
22.0 Transportation of things.....	5	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	8	31	23	23	...
25.0 Other services.....	3,554	3,558	3,558	3,558	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>6,222</u>	<u>6,113</u>	<u>6,689</u>	<u>5,957</u>	<u>-732</u>

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
 RADIOLOGICAL EMERGENCY PREPAREDNESS
 (Dollars in Thousands)

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....	\$8	\$31	\$23	\$23	...
25.0 Other services.....	3,553	3,558	3,558	3,558	...
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	3,561	3,589	3,581	3,581	...

SALARIES AND EXPENSES
RADIOLOGICAL EMERGENCY PREPAREDNESS
(Dollars in Thousands)

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,987	\$1,895	\$2,484	\$1,775	-\$709
11.3 Other than full-time permanent.....	51	30	...	30	30
11.5 Other personnel compensation.....	15	10	...	10	10
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>2,053</u>	<u>1,935</u>	<u>2,484</u>	<u>1,815</u>	<u>-669</u>
12.1 Benefits-civilian.....	231	204	254	191	-63
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	1	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	370	385	370	370	...
22.0 Transportation of things.....	5	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	1	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>2,661</u>	<u>2,524</u>	<u>3,108</u>	<u>2,376</u>	<u>-732</u>

RADIOLOGICAL EMERGENCY PREPAREDNESS
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	1	1	1	1	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	5	5	5	4	-1
GS/GM-14.....	8	8	8	8	...
GS/GM-13.....	14	14	14	13	-1
GS-12.....	15	15	15	14	-1
GS-11.....	4	4	4	4	...
GS-10.....	...	...	...	...	...
GS-9.....	6	6	6	6	...
GS-8.....	1	1	1	1	...
GS-7.....	3	3	3	3	...
GS-6.....	4	4	4	4	...
GS-5.....	5	5	5	5	...
GS-4.....	1	1	1	1	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	67	67	67	64	-3
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	67	67	67	64	-3

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A. Fixed Nuclear Facilities Program

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.
2. Objective/Element Description. The fixed nuclear facilities program encompasses all efforts dealing with offsite preparedness for commercial nuclear power facilities, material license holders and appropriate DOD/DOE facilities. Commercial nuclear power facilities refer to those nuclear power plants either licensed or with the potential to be licensed by the NRC for the commercial production of electrical power. The Presidential Assignment of December 7, 1979, and Public Law 97-415, the NRC Appropriations Authorization assign to FEMA a major role in offsite radiological preparedness in the NRC licensing process for commercial nuclear power facilities. The primary goal of the program is to assist development of State and local offsite radiological emergency plans and preparedness within the plume emergency planning zone (EPZ). The major thrust is achievement of a reasonable assurance that appropriate protective action can be taken in the event of a radiological emergency for the 10-mile plume EPZ at each commercial nuclear power facility.

FEMA Rule 44 CFR 350 (September 28, 1983) establishes procedures for review and approval by FEMA of State and local emergency plans and preparedness for coping with the offsite effects of radiological emergencies which may occur at nuclear power facilities. This procedure, described in detail in the following paragraphs, results in findings and determinations for approval which are submitted to the Governors of the submitting State and to the NRC for its use in the licensing process.

State and local plans are developed in compliance with the joint FEMA/NRC planning standards published in NUREC-0654/FEMA-REP-1. The State and local governments responsible for plan development submit the plans to the FEMA Regions for review and evaluation. The Regional Assistance Committee (RAC) which is the Regional component of the Federal Radiological Preparedness Coordinating Committee (FRPCC), assists the FEMA Regions in this review process.

As a condition of FEMA initial or continued approval of offsite preparedness, a preparedness exercise of these plans involving the utility and affected State and local governments is conducted for each of the commercial nuclear power facility sites. This exercise is reviewed and critiqued by FEMA and the involved Federal agencies in the RAC.

With the issuance of FEMA's Rule 44 CFR 350, a biennial exercise frequency was adopted for qualifying State and local governments. The intent is to reduce the number of offsite preparedness exercises each year, based upon successful demonstration of a reasonable assurance that appropriate action can be taken in the event of a radiological emergency. Unsuccessful demonstrations that do not lead to such assurances require remedial exercises at greater frequencies until satisfactory demonstrations of preparedness correct the deficiencies in the exercise noted by FEMA and the appropriate RAC members. Although the number of scheduled exercises of offsite preparedness per year has been reduced with the advent of the 44 CFR 350 biennial exercise rule, the number of operating commercial nuclear power facility sites required to exercise has grown, increasing the probability of a greater number of remedial exercises.

There are a total of 81 commercial nuclear power facility sites, of which 55 are licensed to operate and 26 are currently under construction. For each of these sites there are multiple plans to be reviewed and exercised. For example, the Seabrook facility requires a New Hampshire State plan, 17 New Hampshire locality plans, a Massachusetts State plan, and eight Massachusetts locality plans resulting in a total of 27 plans to be reviewed and exercised. The Limerick, Pennsylvania, facility will have over 40 plans. On the average, each site requires approximately six State and local plans. Approximately half of these sites have developed plans and they have been submitted to FEMA by the Governor of the involved State for formal review. By the close of 1984, approximately 25% of the sites will have received formal reviews and approval. Once a favorable FEMA finding has been issued, the process continues with annual plan updates and biennial demonstrations of offsite preparedness for recertification purposes.

A critical component of the licensing process and offsite preparedness is the adequacy of alert and notification systems in the vicinity of commercial nuclear power facilities. To assure adequacy, FEMA requires a detailed engineering review of the system design and a sound propagation test for each of the 81 sites. Prior to 1984, procedures for performing these reviews and tests were not available. Therefore, in 1984 FEMA began this testing process. It is anticipated that these initial tests will continue through 1986. An annual recertification test is required once the system is acceptable by FEMA standards.

At NRC's request, FEMA also (1) provides interim findings on offsite preparedness at any time prior to a formal finding and (2) participates as an expert witness on the status of offsite emergency preparedness in NRC Atomic Safety and Licensing Board (ASLB) hearings.

In addition, Executive Order 12441 directed FEMA to prepare Federal response plans for commercial nuclear power facilities.

Material license holders include a variety of medical and industrial users of nuclear materials. Under terms of the FEMA/NRC Memorandum of Understanding of November 1, 1980 (a final revision of that document was approved by FEMA and forwarded to the NRC for approval in November, 1984). FEMA will review offsite planning and preparedness for approximately 30 major material license holder sites. The primary objective is to review and approve State and local plans and provide findings and determinations to the NRC for its use in determining if a facility will be or continues to be licensed and to provide technical assistance in the exercising of these plans. The NRC proposed rule 10 CFR 30, 40, 70, "Emergency Preparedness for Fuel Cycle and Other Materials Licensees," is under review at the NRC. Until the NRC rule is issued, FEMA cannot move beyond the development to the implemental stage.

Pending agreement with DOD and DOE, FEMA is prepared to cooperate with DOD and DOE in implementing a program which includes preparedness reviews for weapons production and storage facilities, research facilities, test sites, and operational military bases, as soon as DOD and DOE complete development of a draft guidance document for offsite preparedness.

The Exercise Evaluation and Simulation Facility (EESF) project provides data base support for the fixed nuclear facilities program including evacuation and plume modeling simulations. The application of state-of-the-art computer graphics terminals to the technically-sophisticated data base software allows for access of the system by Regional, State, and local governments. The EESF system is fully integrated with the Emergency Information and Coordination Center (EICC) decision support system and is the base for FEMA's Integrated Emergency Management Information System (IEMIS).

3. 1984 Accomplishments. In 1984, FEMA used a total of \$6,222,000 and 67 workyears for this program, of which \$2,661,000 was under Salaries and Expenses and \$3,561,000 was under Emergency Management Planning and Assistance. FEMA's 1984 accomplishments in the fixed nuclear facilities program are listed below.

12 site-specific final determinations of offsite emergency preparedness were provided by FEMA under 44 CFR 350;

46 joint exercises (utility, State, and localities) were conducted;

12 alert and notification demonstrations of which two were held in conjunction with a joint exercise;

10 alert and notification site-specific findings were made;

9 public meetings, involving utilities, State, and localities, were held;

32 Interim Findings on plans and exercises were provided at NRC's request;

5 Atomic Safety and Licensing Board hearings were conducted at which FEMA staff participated as expert witnesses;

1 Federal field exercise of the Federal Radiological Emergency Response Plan (FRERP) was held; and

4 Joint NRC/FEMA Status Reports on offsite emergency preparedness at commercial nuclear power facilities were provided to the Congress.

Technical support services secured under contract with Argonne National Laboratory were necessary to assist FEMA staff in the efforts listed above.

In addition, FEMA did the following:

- * Supported the Conference of Radiation Control Program Directors, an organization made up of State directors of emergency services and health physicists. The Conference assists FEMA by performing such functions as the

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review of guidelines and procedures, conducting educational programs and presenting State and local positions on special radiological issues.

- Under contract, conducted critiques of public information publications for 65 reactor sites, and produced a generic interim guidance document on presentation of such documents.
- Developed a joint NRC/FEMA interim guidance and criteria document for material license holders for use by State and local governments.
- Developed a Federal Radiological Emergency Response Plan (FRERP); conducted a large-scale/field exercise of this plan which involved 12 Federal agencies, State and local governments and a private utility; and published the final revised plan based upon results of the exercise inputs.
- Co-sponsored a conference to demonstrate to State, local and utility representatives Federal resources and capabilities available to support State and local governments in a peacetime radiological emergency.
- Co-sponsored with the Tennessee Valley Authority, two nuclear power workshops for selected State representatives and new FEMA employees.
- Developed software for the Exercise Evaluation and Simulation Facility (EESF) through contract with Argonne National Laboratories and Pacific Northwest Laboratories. Conducted a pilot user's conference and two training courses in the application and use of this software.
- Installed and made operational the basic EESF system components in the EICC, the ten FEMA Regions and the Training and Fire Programs.
- Conducted and distributed supplemental information on FEMA REP-2, the Airborne Release.
- Developed interim guidance document on the Milk Pathway for use and comment through contract with Idaho National Engineering Laboratory.
- Completed final guidance document for State and local governments on the Water and Non-dairy Food Pathway.
- Issued final guidance on alert and notification system design criteria and technical evaluations.
- Issued interim guidance on radiological emergency preparedness impacts on handicapped persons, for use by State and local governments.

4. Changes from the 1985 Estimates. Reflects a net increase of \$576,000; an increase of \$69,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning Assistance to cover the cost of the January 1985 pay raise; an increase of \$530,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning Assistance to cover increased salary and benefits costs; and a decrease of \$23,000, of which \$15,000 is in Salaries and Expenses and \$8,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating a total of \$6,689,000 and 67 workyears to this program element, of which \$3,108,000 is under Salaries and Expenses and \$3,581,000 is under Emergency Management Planning and Assistance. For commercial nuclear power facilities, new plan reviews will continue and preparedness improvement through exercises will be stressed. By the close of 1985, FEMA anticipates approximately 60% of these sites will have received formal reviews. This number, like those listed below for final determinations and exercises, is somewhat contingent upon submittals of plans by the Governors of the affected States. FEMA resources will be used to achieve the following:

- 30 site-specific final determinations of off-site emergency preparedness under 44 CFR 350;
- 44 site-specific REP exercises observed and evaluated, reflecting the full impact of the biennial exercise frequency reduction;
- 10 remedial exercises under 44 CFR 350;
- 24 alert and notification determinations and site-specific findings;
- 4 joint NRC/FEMA status reports on offsite emergency preparedness at commercial nuclear power facilities provided to Congress;
- 6 Atomic Safety and Licensing Board hearings where FEMA participates as expert witnesses;
- 10 public meetings, involving utilities, States, and localities; and
- 30 Interim Findings on plans and exercises as requested by NRC.

In addition, FEMA plans to accomplish the following:

- Incorporate exercising of the ingestion pathway into all biennial exercises as required by 44 CFR 50. This will require the inclusion of local governmental entities not previously involved in the exercises as the program moves from a 10-mile EPZ to a 50-mile EPZ. Exercising of the ingestion pathway is dependent upon completion of the appropriate guidance for State and local governments.

- Initiate transition to a private sector management consultant contractor who will provide technical support services necessary to assist FEMA staff in the above activities currently provided by Argonne National Laboratories. This is a cost-saving action where the contractor will subcontract with strategically-located regional vendors thereby reducing travel expenses and overhead costs.
 - Support the Conference of Radiation Control Program Directors to obtain State and local perspectives and the expertise of Conference members on radiological issues.
 - As further development of the FRERP, design and conduct a tabletop exercise at the Regional level to test Federal reentry and recovery assistance planning during a radiological emergency.
 - Deliver conferences to public and private audiences demonstrating Federal resource capabilities available to support State and local governments in a peacetime radiological emergency.
 - Finalize and publish in the Federal Register, the interim guidance document on public education materials.
 - Revise as necessary and publish, in final form the Airborne Plume interim document and the Milk Pathway document, along with the Water and Non-dairy Food Pathway document.
 - Provide evacuation time estimates, including transient population estimation, at the request of the NRC for selected commercial nuclear power facilities, under a technical services support contract with a demographic consultant.
 - Contract for technical support services to assist FEMA in developing an alert and notification sound propagation model adaptation and a software scenario evaluation model for EESF (IEMIS).
 - Incorporate the modular format for uniformity of REP exercise observations and evaluations into the EESF operating system.
 - In cooperation with the National Emergency Training Center, establish (1) a REP Evaluators Workshop training course to promote uniform evaluations among the FEMA Regions; (2) an Introduction to Evacuation Planning and Response Actions Simulations training course to teach emergency planners the sociological, technological, and traffic management aspects of emergency evacuations; and (3) a course to instruct Federal and State emergency managers in the FRERP.
6. 1986 Program. FEMA requests a total of \$5,957,000 and 64 workyears for this program, a decrease of \$732,000 and three workyears from 1985. Included in this total are \$2,376,000 for Salaries and Expenses and \$3,581,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$6,184,000 and 67 workyears. The base program includes a net decrease of \$503,000; an increase of \$25,000 for annualization of the January 1985 pay raise and a decrease of \$530,000 for a one time appropriation transfer in 1985.

The major tasks to be accomplished with these resources are as follows:

- 32 site-specific final determinations of off-site emergency preparedness under 44 CFR 350;
- 37 REP exercises observed and evaluated;
- 15 remedial exercises under 44 CFR 350;
- 18 alert and notification determinations and site-specific findings;
- 4 joint NRC/FEMA status reports on offsite emergency preparedness at commercial nuclear power facilities to be provided to Congress;
- 5 Atomic Safety and Licensing Board hearings where FEMA participates as expert witnesses;
- 10 public meetings, involving utilities, State, and localities; and
- 30 Interim Findings on plans and exercises as requested by NRC.

In addition, FEMA will undertake the following:

- * Continue to emphasize incorporation of the ingestion pathway into all exercises and to examine the possibility of initiating specific ingestion pathway exercises to conform with the time requirement in 44 CFR 50.
- * Continue to contract for technical support services in the population evacuation and transient population estimation demographic area, for site-specific evacuation time estimates as requested by the NRC.
- * Begin development of a Federal transient population estimation model for use in evacuation planning as part of EESP (IEMIS).
- * Continue to develop the EESP (IEMIS) system to include implementation of the exercise scenario adaptation model and the sound propagation model developed in 1985.

- Continue to support the IEMS concept through further development of EESF (IEMIS) software, particularly models for dam break, critical materials movement and spills to air and water, for emergency management planning and preparedness.
- Begin designing a full-scale field exercise of the FRERP for delivery in a follow-on year.
- Continue to support the Conference of Radiation Control Program Directors.
- Review public information documents on emergency radiological preparedness to evaluate utilities' compliance with FEMA guidance.
- Continue to procure technical support services for evaluation of material license holders' offsite radiological emergency preparedness plans.
- Publish guidance on transient population estimation and evacuation for use by State and local governments.
- In cooperation with NETA, continue to sponsor the Nuclear Weapon Accident Workshop, the REP Evaluators Workshop, the Introduction to Evacuation Planning and Response Actions Simulations, the EESF (IEMIS) User's Workshop, and the Radiological Emergency Planning and Radiological Accident Assessment courses as conducted in 1985, as well as workshops on the FRERP. A REP for the Handicapped course developed in 1985 will be included as part of more general emergency planning courses.

1986 Decreases. The 1986 request includes a decrease of \$227,000 and three workyears from the 1986 base program. The decrease includes the following:

- a decrease of \$102,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$25,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- a decrease of \$100,000 and three workyears in Salaries and Expenses.

This decrease will have the following impact on the Radiological Emergency Preparedness Program:

- Technical assistance and guidance for State and local governments on the long-term effects of radioactive contamination will not be developed.
- Detailed planning for the full-scale field exercise of the FRERP will be delayed.

7. Outyear Implications. By the close of 1986, FEMA anticipates 80% of the sites will have received formal reviews. For commercial nuclear power facilities, FEMA will then begin to focus on recertification of FEMA 44 CFR 350 approvals through intensive reviews of previously approved plans and a continuation of the required biennial and remedial exercises. This dynamic process is necessary to assure offsite radiological emergency preparedness in the wake of ever-changing State and local government administrations, technological advances, and demographic distributions. For material license holders, the principal activity will be a continuation of the qualifying process for FEMA approval of affected fixed nuclear facilities. The outyear implications as they relate to DOD/DOE facilities will be defined consistent with the pending agreement between FEMA and DOD/DOE and publication of the draft guidance. In the outyears, the EESF (IEMIS) system will continue to be integrated into the Agency-wide National Emergency Management Information System. Additional natural and technological software will be developed to provide planning and modeling tools to Federal, State, and local governments. The FRRP will be maintained and refined through an exercise cycle which includes tabletop and full-scale exercises to test and correct areas needing remedy or improvement.

B. Salaries and Expenses

1. Authority. Disaster Relief Act of 1974 (P.L. 93-288), as amended, 42 U.S.C. 5121 et seq.
2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with Radiological Emergency Preparedness (REP) activities under the Emergency Management Planning and Assistance Appropriation. Program staff in REP are used to review, evaluate and provide technical guidance to State and local governments in developing off-site radiological plans and preparedness at fixed nuclear facilities. These facilities include commercial nuclear power plants, fuel cycle and nuclear material licenses, and other DOD and DOE nuclear facilities.
3. 1984 Accomplishments. In 1984, FEMA used \$2,661,000 and 67 workyears for this program under Salaries and Expenses. Staff accomplishments are reflected in the narrative description of the Fixed Nuclear Facilities program.
4. Changes from the 1985 Estimates. Reflects a net increase of \$584,000; an increase of \$69,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; an increase of \$530,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover increased salary and benefits costs; and a decrease of \$15,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

5. 1985 Program. In 1985, FEMA is allocating \$3,108,000 and 67 workyears to this program under Salaries and Expenses. These resources provide program and management support for the Fixed Nuclear Facilities Program of Radiological Emergency Preparedness. Staff activities will focus on commercial nuclear power plant fixed facilities. A major new initiative will be to initiate exercising of the ingestion pathway as required by 44 CFR 350. This will be a staff intensive activity as the emergency planning zone increases from a 10-mile radius to a 50-mile radius thereby including governmental entities not previously exercised.

6. 1986 Program. FEMA requests \$2,376,000 and 64 workyears under Salaries and Expenses for this program, a decrease of \$732,000 and three workyears from 1985.

1986 Base Program. The 1986 requests includes a base program of \$2,603,000 and 67 workyears. The base program includes a net decrease of \$505,000; an increase of \$25,000 for annualization of the January 1985 pay raise and a transfer of \$530,000 for a one time appropriation transfer in 1985. These resources will provide program and management support for the Fixed Nuclear Facilities Program of Radiological Emergency Preparedness. Continued staff emphasis will be placed on completion of the formal reviews of State and local plans required for the licensing of commercial nuclear power fixed facilities at all but approximately 20% of the sites. There will be a gradual increase in staff activities as they relate to other nuclear facilities and material licenses. In addition, although the biennial frequency rule will be in effect, FEMA staff will be required to participate in 37 full-scale exercises. This number does not include potential remedial exercises nor does it adequately reflect the effect of exercising the ingestion pathway (as noted in the 1985 program) as part of the biennial exercise.

1986 Decreases. The 1986 request includes a decrease of \$227,000 and three workyears from the 1986 base program. The decrease includes the following:

- a decrease of \$102,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$25,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- a decrease of \$100,000 and three workyears in Salaries and Expenses.

This decrease represents a 5% reduction in staff for the Radiological Emergency Preparedness program. This significant decrease will require that FEMA consider adjusting its requirements for off-site safety around nuclear power plants and possible realignment of responsibilities for this program between FEMA components and various program contractors.

7. Outyear Implications. No outyear implications over the 1986 request.

FEDERAL PREPAREDNESS
Activity Overview

The goals of the Federal Preparedness activity are to ensure that the Nation will be able to respond to, manage, and recover from peacetime and wartime national security emergencies and to enable Government, at all levels, to cope with the consequences of accidental, natural, and man-caused occurrences. These goals are being achieved by directing and guiding nationwide emergency preparedness planning activities and conducting certain sensitive programs assigned to FEMA by statutes and Presidential Directives. The Federal Preparedness activity is comprised of the following programs:

A. Government Preparedness: (Submitted in separate classified package.)

B. Emergency Information and Coordination Center (EICC): This program operates on a 24-hour-per-day basis to provide national emergency management authorities with information data and facilities for making accurate and timely decisions as well as the communications required for rapid and reliable transmission of these decisions under all conditions of peace and war. It supplies the means and personnel to manage a number of simultaneous emergencies (both classified and unclassified).

C. Resources Preparedness: This program is designed to:

- (1) assess the vulnerability of the United States to resource shortages;
- (2) devise resource enhancement programs to reduce the possibility of shortages and prepare resource management plans to mitigate the impacts of resource shortages;
- (3) provide for a standby system for stabilization of the economy in time of severe emergencies; and
- (4) provide policy direction and planning for the National Defense Stockpile of strategic and critical materials.

D. Mobilization Preparedness: This program is designed to assure that the Nation has plans, systems, procedures, and resources to support an emergency mobilization which might be necessary for national security purposes as well as for domestic, peacetime disasters, both natural and man-made. It will assure essential support to the civil population in any emergency requiring mobilization of the Nation's resources and provide resources from the civil sector to the Department of Defense which is required to carry out military mobilization plans and combat operations. Included in this program are funds to exercise the departments and agencies of the Federal Government to test the plans for mobilization and to provide for the National Defense Executive Reserve, which is the recruitment of senior, experienced individuals to serve in an expanded Federal Government in the event of mobilization.

E. Federal Preparedness Policy and Planning: This program is designed to carry out overall policy and program planning for unclassified Federal Preparedness programs addressing both peacetime and national security emergencies, and includes two program elements: Multiprogram (multi-hazard) Analysis and Policy and Planning.

(1) **Multiprogram Analysis** includes the development of a multi-hazard scientific and technical information base; evaluation of its potential application in Federal Preparedness programs; development of a system for scientific and technical information transfer and dissemination; conduct of risk assessments; evaluation of risk management concepts and strategies; and development of prototype mitigation strategies.

(2) **Policy and Planning** includes analysis and definition of the role of the Federal Government in national security emergencies; policy analyses and cost-effectiveness studies of policy options and alternative strategies for Federal Preparedness programs; analysis of public and key group perceptions of program needs and the credibility, acceptability and feasibility of Federal Preparedness programs; and the development of policies, programs and strategies for such programs. Policy and Planning activities encompass national security emergency planning for mobilization and resources preparedness and comprehensive emergency management planning for the range of peacetime hazards for which FEMA has responsibility in prevention, mitigation, response, and recovery.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		Actual		Request		Current Estimate		Request		Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Office</u>											
A. Government Preparedness.....	FP-8	742	\$121,412	810	\$129,097	810	\$129,456	777	\$144,957	-33	\$15,501
B. Emergency Information and Coordination Center.....	FP-9	8	723	8	758	8	766	8	754	...	-12
C. Resource Preparedness.....	FP-18	47	4,891	47	5,041	47	5,087	22	4,009	-25	-1,078
D. Mobilization Preparedness.....	FP-44	34	1,846	34	2,878	34	2,911	34	2,851	...	-60
E. Federal Preparedness Policy and Planning.....	FP-62	21	1,888	21	1,908	21	1,915	21	1,881	...	-34
Total, Federal Preparedness (Budget Authority).....		852	130,760	920	139,682	920	140,135	862	154,452	-58	14,317
Budget Outlays.....			66,318		98,674		141,645		135,850		-5,795
<u>Total Workyears.....</u>		852		920		920		862		-58	
<u>Changes From Original 1985 Estimates</u>											

- * Reflects an increase of \$753,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$300,000 of which \$276,000 is in Salaries and Expenses and \$24,000 is in Emergency Management Planning and Assistance associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
OBJECT CLASS					
Personnel Costs					
11.1 Full-time permanent.....	\$23,889	\$27,264	\$27,943	\$25,569	-\$2,374
11.3 Other than full-time permanent.....	836	812	586	571	-15
11.5 Other personnel compensation.....	1,046	561	561	716	155
11.8 Special personal services payments.....	<u>353</u>	<u>254</u>	<u>255</u>	<u>255</u>	...
Total Pay.....	26,124	28,891	29,345	27,111	-2,234
12.1 Benefits-civilian.....	2,950	3,026	3,099	3,104	5
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	128	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	935	1,265	1,215	1,672	457
22.0 Transportation of things.....	59	30	30	63	33
23.1 Standard level user charges.....	...	60	60	1,060	1,000
23.2 Communications, utilities & other rent...	24,691	25,636	25,636	25,722	86
24.0 Printing and reproduction.....	19	92	68	68	...
25.0 Other services.....	60,342	27,205	49,205	26,418	-22,787
26.0 Supplies and materials.....	1,809	4,018	4,018	4,224	206
31.0 Equipment.....	12,751	47,959	25,959	63,510	37,551
32.0 Lands and structures.....	952	1,500	1,500	1,500	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....
Total Obligations.....	130,760	139,682	140,135	154,452	14,317

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**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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.....	\$20	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	22,849	\$24,630	\$24,630	\$24,716	\$86
24.0 Printing and reproduction.....	19	92	68	68	...
25.0 Other services.....	56,985	25,412	47,412	24,125	-23,287
26.0 Supplies and materials.....	1,630	3,770	3,770	3,976	206
31.0 Equipment.....	12,394	45,463	23,463	61,014	37,551
32.0 Lands and structures.....	952	1,500	1,500	1,500	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	95,049	100,867	100,843	115,399	14,556

**SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Estimate</u>	<u>Request</u>	<u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$23,889	\$27,264	\$27,943	\$25,569	-\$2,374
11.3 Other than full-time permanent.....	836	812	586	571	-15
11.5 Other personnel compensation.....	1,046	561	561	716	155
11.8 Special personal services payments.....	353	254	255	255	...
Total Pay.....	26,124	28,891	29,345	27,111	-2,234
12.1 Benefits-civilian.....	2,950	3,026	3,099	3,104	5
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	128	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	935	1,265	1,215	1,672	457
22.0 Transportation of things.....	39	30	30	63	33
23.1 Standard level user charges.....	...	60	60	1,060	1,000
23.2 Communications, utilities & other rent...	1,842	1,006	1,006	1,006	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	3,357	1,793	1,793	2,293	500
26.0 Supplies and materials.....	179	248	248	248	...
31.0 Equipment.....	157	2,496	2,496	2,496	...
32.0 Lands 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.....	35,711	38,815	39,292	39,053	-239

FEDERAL PREPAREDNESS
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	2	2	2	2	...
Executive Level V.....	...	...	...	...	...
YS-6.....	...	...	...	...	...
LS-5.....	...	...	...	...	...
ES-4.....	8	8	9	7	-2
ES-3.....	6	6	5	5	...
ES-2.....	3	3	3	3	...
ES-1.....	1	1	2	2	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	65	67	61	56	-5
GS/GM-14.....	79	84	86	81	-5
GS/GM-13.....	87	90	90	85	-5
GS-12.....	49	58	58	57	-1
GS-11.....	76	86	87	87	...
GS-10.....	19	21	21	21	...
GS-9.....	48	49	48	31	-17
GS-8.....	24	25	24	24	...
GS-7.....	71	75	75	72	-3
GS-6.....	42	45	45	44	-1
GS-5.....	76	76	77	77	...
GS-4.....	22	22	27	24	-3
GS-3.....	3	3	1	1	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	<u>197</u>	<u>197</u>	<u>197</u>	<u>181</u>	<u>-16</u>
Total permanent positions.....	878	918	918	860	-58
Unfilled positions, end-of-year.....	-28
Total permanent employment, end-of-year...	850	918	918	860	-58

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A. Government Preparedness.

The Government Preparedness program is a described in a separate, classified submission.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

B. <u>Emergency Information and Coordination Center</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>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>
<u>Estimates by Program Element</u>											
1. Emergency Information and Coordination Center (EICC) ..	FP-14	8	\$470	8	\$500	8	\$500	8	\$500	...	...
2. Salaries and Expenses	FP-16	...	<u>253</u>	...	<u>258</u>	...	<u>266</u>	...	<u>254</u>	...	<u>-\$12</u>
Total, Emergency Information and Coordination Center (Budget Authority)		8	723	8	758	8	766	8	754	...	-12
<u>Permanent Workyears</u>											
Headquarters		8		8		8		8		...	
Regions .....		...		...		...		...		...
Total, Permanent		8		8		8		8		...	
<u>Total Workyears</u>		8		8		8		8		...	
<u>Changes from Original 1985 Estimates</u>											

* Reflects an increase of \$8,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

B. <u>Emergency Information and Coordination Center</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
Personnel Costs					
11.1 Full-time permanent.....	\$147	\$236	\$243	\$232	-\$11
11.3 Other than full-time permanent.....	51	...	...	...	...
11.5 Other personnel compensation.....	28	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	226	236	243	232	-11
12.1 Benefits-civilian.....	20	22	23	22	-1
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	7	...	...	...	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	9	9	9	...
24.0 Printing and reproduction.....	1	...	...	...	...
25.0 Other services.....	151	473	473	450	-23
26.0 Supplies and materials.....	7	16	16	16	...
31.0 Equipment.....	311	2	2	25	23
32.0 Lands 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.....	723	758	766	754	-12

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)

<u>b. Emergency Information and Coordination Center</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	..	\$9	\$9	\$9	...
24.0 Printing and reproduction.....	\$1	...	...	...	...
25.0 Other services.....	151	473	473	450	-\$23
26.0 Supplies and materials.....	7	16	16	16	...
31.0 Equipment.....	311	2	2	25	23
32.0 Lands and structures.....	...	..	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	470	500	500	500	...

**SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

B. <u>Emergency Information and Coordination Center</u>	1984 Actual	1985 Request	1985 Current Estimate	1986 Request	Increase/ Decrease
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$147	\$236	\$243	\$232	-\$11
11.3 Other than full-time permanent.....	51	...	...	...	...
11.5 Other personnel compensation.....	28	...	..	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	226	236	243	232	-11
12.1 Benefits-civilian.....	20	22	23	22	-1
12.2 Benefits-military personnel.....	...	...	...	..	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	7	...	..	...	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	..	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	..	...	...	...
25.0 Other services.....	...	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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.....	253	258	266	254	-12

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FEDERAL PREPAREDNESS
Detail of Permanent Positions

B. <u>Emergency Information and Coordination Center</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....
Executive Level III.....
Executive Level IV.....
Executive Level V.....
ES-6.....
ES-5.....
ES-4.....
ES-3.....
ES-2.....
ES-1.....
GS-18.....
GS-17.....
GS-16.....
GS/GM-15.....	1	1	1	1	...
GS/GM-14.....
GS/GM-13.....	2	2	2	2	...
GS-12.....
GS-11.....	2	2	2	2	...
GS-10.....
GS-9.....	3	3	3	3	...
GS-8.....
GS-7.....
GS-6.....
GS-5.....
GS-4.....
GS-3.....
GS-2.....
GS-1.....
Ungraded.....
Total permanent positions.....	8	8	8	8	...
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	8	8	8	8	...

B. Emergency Information and Coordination Center

The mission of the Emergency Information and Coordination Center (EICC) is to provide national emergency management authorities with information, data and facilities for making accurate and timely decisions, including the communications required for rapid and reliable transmission of these decisions under all conditions of peace and war. It is an around-the-clock, seven days-a-week operation which provides for the centralized processing of emergency management information. On a regular basis, the EICC exchanges information with other Federal Emergency Centers, the Federal Emergency Management Agency (FEMA) Regions, and State and Local Emergency Operating Centers.

The EICC is essential to the effective accomplishment of FEMA's emergency missions, particularly those which support the White House, and are associated with disaster response, government preparedness, civil defense, and national security.

1. Emergency Information and Coordination Center

- a. **Authority.** The National Security Act of 1947; the Disaster Relief Act of 1974 (P.L. 93-288), as amended; and Executive Order 12148.
- b. **Objective/Element Description.** The EICC serves as a focal point on a 24-hour, year-round basis for the collection and dissemination of all types of information related to emergency management. It maintains a capability to deal with a number of simultaneous emergency situations, both of a classified and unclassified nature. About 120 situations requiring response by FEMA occur on an annual basis, including natural disasters, nuclear and technological incidents, and situations related to civil defense, government preparedness, and national security.

The EICC is also responsible for issuing alert notifications, warning and information for some 50 emergency actions to the appropriate civil and military agencies, and for mobilizing FEMA staff and resources to respond to emergency situations.

The facility is linked to the White House Situation Room, National Warning Networks, Federal departments/agencies, Regions, and Emergency Operating Centers of State governments to facilitate the decisionmaking process during emergencies.

The EICC utilizes a variety of informational aids, including an audio/visual system and a computer graphics capability to display emergency information needed for executive decisionmaking.

- c. **1984 Accomplishments.** In 1984, FEMA used a total of \$723,000 and eight workyears for this program element, of which \$253,000 was under Salaries and Expenses and \$470,000 was under Emergency Management Planning and Assistance. This funding provided for completion of the new facility and for basic equipment used in this facility. The EICC became operational in early 1984.

- d. Changes from the 1985 Estimates. Reflects an increase of \$8,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.

- e. 1985 Program. In 1985, FEMA is allocating a total of \$766,000 and eight workyears to this program element, of which \$266,000 is under Salaries and Expenses and \$500,000 is under Emergency Management Planning and Assistance.

The facility's decision support system, consisting of its executive display, telecommunications and emergency management systems, was designed for the entire executive branch, not just elements of FEMA. Fellow members of the emergency response community, with national security, disaster response and technological hazard portfolios have been increasing their use of our capabilities on an accelerated basis since the enhanced EICC opened on October 31, 1983.

Centralized management of information relating to the full spectrum of emergencies will be provided on a 24-hour daily basis.

- f. 1986 Program. FEMA requests a total of \$754,000 and eight workyears for this program element, a net decrease of \$12,000 from 1985. Included in this total are \$254,000 for Salaries and Expenses and \$500,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$769,000 and eight workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise.

Program costs (principally the maintenance of equipment and updating of software systems) will remain at the same level since initial investments in new equipment will have been absorbed. The EICC will be fully operational on an around-the-clock basis providing for the centralized processing of emergency management information.

1986 Decreases. The 1986 request includes a decrease of \$15,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GM-15.

- g. Outyear Implications. Beginning with 1988, some of the equipment installed in the facility will be four to five years old. Cost effectiveness of increased maintenance vis-a-vis purchase of new equipment will have to be considered.

2. Salaries and Expenses

- a. Authority. The National Security Act of 1947; the Disaster Relief Act of 1974 (P.L. 93-288), as amended, and Executive Order 12148.
- b. Objective/Element Description. The objective of the Emergency Information and Coordination Center (EICC) staff is to provide national emergency management authorities with information, data and facilities for making accurate and timely decisions, including the communications required for rapid and reliable transmission of these decisions under all conditions of peace and war. The EICC is an around-the-clock, seven days-a-week operation which provides for the centralized processing of emergency management information.
- c. 1984 Accomplishments. In 1984, FEMA used \$253,000 and eight workyears for this program element under Salaries and Expenses. The staff completed construction of an improved facility and assisted with the installation of new audio-visual, decision support, and communications systems.

While accomplishing the above, existing information services and communications support were provided to all FEMA program areas dealing with disaster response and matters of the highest national interest. Staff were trained for their duties in an improved EICC.

- d. Changes from the 1985 Estimates. Reflects an increase of \$8,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating \$266,000 and eight workyears to this program element under Salaries and Expenses. The staff will be operating from an enhanced facility, providing greatly increased support capability to FEMA's program and staff offices, as well as other executive branch emergency managers.
- f. 1986 Program. FEMA requests \$254,000 and eight workyears under Salaries and Expenses for this program element, a net decrease of \$12,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$269,000 and eight workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise.

Funding provides the staff necessary for 24-hour daily coverage within the EICC. This will guarantee access for emergency managers in FEMA and throughout the executive branch to the most modern information management, decision support, and communications systems.

1986 Decreases. The 1986 request includes a decrease of \$15,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GS-15.

g. Outyear Implications. No outyear implications over the 1986 request.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

C. <u>Resources Preparedness</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>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>
<u>Estimates by Program Element</u>											
1. Resources Assessment.....	FP-24	8	\$983	8	\$1,050	8	\$1,050	3	\$737	-5	-\$313
2. Other Resources Planning.....	FP-27	10	452	10	452	10	452	8	815	-2	363
3. Economic Resources Planning..	FP-32	9	400	9	400	8	400	1	350	-7	-50
4. Natural Resources Planning...	FP-35	16	450	16	450	16	450	7	250	-9	-200
5. Resources Preparedness Program Integration.....	FP-40	4	160	4	200	5	194	3	194	-2	...
6. Salaries and Expenses.....	FP-42	...	2,446	...	2,489	...	2,541	...	1,663	...	-878
Total, Resources Preparedness (Budget Authority).....		47	4,891	47	5,041	47	5,087	22	4,009	-25	-1,078
<u>Permanent Workyears</u>											
Headquarters.....		47		47		47		22		-25	
Regions.....		...		...		...		...		...
Total, Permanent.....		47		47		47		22		-25	
Total Workyears.....		47		47		47		22		-25	

Changes From Original 1985 Estimates

- * Reflects transfer of one workyear from Economic Resources Planning to Resources Preparedness Program Integration.
- * Reflects an increase of \$54,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raises.
- * Reflects a decrease of \$8,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$6,000 Resources Preparedness Program Integration
 - \$2,000 Salaries and Expenses

FEDERAL PREPAREDNESS
(Dollars in Thousands)

<u>C. Resources Preparedness</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
Personnel Costs					
11.1 Full-time permanent.....	\$2,096	\$2,047	\$2,096	\$1,322	-\$774
11.3 Other than full-time permanent.....	57	...	...	...	...
11.5 Other personnel compensation.....	10	15	15	15	...
11.8 Special personal services payments.....	<u>15</u>	<u>136</u>	<u>136</u>	<u>136</u>	<u>...</u>
Total Pay.....	<u>2,178</u>	<u>2,198</u>	<u>2,247</u>	<u>1,473</u>	<u>-774</u>
12.1 Benefits-civilian.....	224	252	257	172	-85
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	17	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	26	39	37	18	-19
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	11	22	16	16	...
25.0 Other services.....	2,408	2,479	2,479	2,230	-249
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	27	51	51	100	49
32.0 Lands 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>4,891</u>	<u>5,041</u>	<u>5,087</u>	<u>4,009</u>	<u>-1,078</u>

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EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
 FEDERAL PREPAREDNESS
 (Dollars in Thousands)

<u>C. Resources Preparedness</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....	\$11	\$22	\$16	\$16	...
25.0 Other services.....	2,407	2,479	2,479	2,230	-\$249
26.0 Supplies and materials.....
31.0 Equipment.....	27	51	51	100	49
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	2,445	2,552	2,546	2,346	-200

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SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)

<u>C. Resources Preparedness</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,096	\$2,047	\$2,096	\$1,322	-\$774
11.3 Other than full-time permanent.....	57	...	...	...	...
11.5 Other personnel compensation.....	10	15	15	15	...
11.8 Special personal services payments.....	15	136	136	136	...
Total Pay.....	<u>2,178</u>	<u>2,198</u>	<u>2,247</u>	<u>1,473</u>	<u>-774</u>
12.1 Benefits-civilian.....	224	252	257	172	-85
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	17	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	26	39	37	18	-19
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	...	...	...	...	...
26.0 Supplies and materials.....	1	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>2,446</u>	<u>2,489</u>	<u>2,541</u>	<u>1,663</u>	<u>-878</u>

FEDERAL PREPAREDNESS
Detail of Permanent Positions

C. <u>Resources Preparedness</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	1	1	2	...	-2
ES-3.....	3	3	2	2	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	1	1	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	17	17	11	6	-5
GS/GM-14.....	6	6	8	3	-5
GS/GM-13.....	8	8	8	3	-5
GS-12.....	1	1	1	...	-1
GS-11.....	1	1	2	2	...
GS-10.....	...	...	...	...	...
GS-9.....	1	1	...	...	...
GS-8.....	2	2	1	1	...
GS-7.....	4	4	4	1	-3
GS-6.....	1	1	1	...	-1
GS-5.....	...	...	1	1	...
GS-4.....	...	...	5	2	-3
GS-3.....	2	2	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	47	47	47	22	-25
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	47	47	47	22	-25

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C. Resources Preparedness

Integrated emergency management requires a single national system capable of dealing with a wide range of emergencies. The Federal Government must provide leadership in emergency situations that threaten the nation's well-being. Under Resources Preparedness, such leadership is provided in meeting threats arising from shortages of essential resources; such as, strategic raw materials, industrial production facilities, energy, workforce, food, water, land, health, housing, transportation, communications, economic infrastructure, and government resources and services.

The Resources Preparedness program and its subordinate elements form a skeleton around which an expanded organization would be mobilized to meet the needs of a variety of emergency situations. For integrated emergency management planning purposes, four situations are described in Federal Preparedness Circular Number 2:

- Situation A -- a local domestic emergency.
- Situation B -- a domestic emergency in peacetime of sufficient magnitude to warrant federal involvement. With regard to resources, this could include a major earthquake, a regional transportation system disruption, or an oil embargo.
- Situation C -- a conventional war with prior mobilization. Depending upon the scope of conflict, the mobilization could be partial, full or total.
- Situation D -- a nuclear war. Planning for the use of resources during the crisis relocation period, assessment of availability of resources in the immediate post-attack period, and planning for the use of resources to support surviving population and reconstitution of the economy.

Resources Preparedness activities focus on those situations which threaten the national security either directly or indirectly. This emphasis is mandated by the public laws under which these activities are authorized -- the National Security Act, the Defense Production Act and the Strategic and Critical Materials Stock Piling Act. Accordingly, situations B, C and D are emphasized.

1. Resources Assessment is the focal point within the Federal Government for assessments of situations that could affect the national security of the United States. Resources areas assessed include workforce, infrastructure, military requirements, industrial production and civil defense, among others. National security implications of import dependency are assessed in support of Department of Commerce investigations under Section 232 of the Trade Expansion Act.
2. Other Resources Planning is divided into three sub-elements:
 - (a) Industrial Resources provides plans for the agricultural, mining and manufacturing industries to mitigate the national security impact of resource shortages using authorities of Title I of the Defense Production Act (DPA); coordinates the efforts of Federal agencies using voluntary agreements to allow intra-industry

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cooperation during national security emergencies using Title VII, DPA authorities; and develops programs to enhance the supply of industrial resources available to meet national security needs.

- (b) Infrastructure Resources coordinates inter-agency efforts to ensure that national security needs for energy, transportation, communications, construction and water resources are promptly met. These are service-oriented resources providing goods or services essential to the effective operation of other systems. Mobilization involves bringing these systems to full capability and allocating their outputs to meet mobilization requirements.
 - (c) Human Resources develops (with other Federal agencies) policy regarding the use of labor resources during emergencies and provides planning guidance and expertise to Federal officials regarding health resources and the use of the Nation's education system and social service network in support of national security objectives and mobilization.
3. Economic Resources Planning provides a comprehensive standby system for maintenance of a stable economy in time of an emergency that is national in scope. Plans and strategies, enabling legislation and regulations and augmented organizational structures are developed to (1) implement and administer direct and indirect, short-term and long-term stabilization measures over prices, rents, wages and salaries; (2) institute rationing; and (3) maintain the financial system.
 4. Natural Resources Planning develops plans to ensure availability of raw materials during a national emergency. An Annual Materials Plan and a five-year plan are developed, through an interagency committee chaired by FEMA. These proposed acquisitions and disposals are to restructure the National Defense Stockpile. Cost/benefit analyses examine proposals for increased domestic production of raw materials under Title III of the Defense Production Act.
 5. Resources Preparedness Program Integration provides executive level management and staff to administer the program elements listed above and guidance to regions.
 6. Salaries and Expenses provides salaries, benefits, and travel funds to cover the workyears in Resources Preparedness.
1. Resources Assessment
 - 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. Resources Assessment is the focal point within the Federal Government for assessments of resources supplies to ensure that requirements for industrial, economic and infrastructure resources can be met during a mobilization or other emergency. In addition, national security implications of import dependency are assessed in support of Department of Commerce investigations under Section 232 of the Trade Expansion Act.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,399,000 and eight workyears for this program element, of which \$416,000 was under Salaries and Expenses and \$983,000 was under Emergency Management Planning and Assistance. Under this program element FEMA:
- * Evaluated mobilization capability and examined scientific innovations on infrastructure.
 - * Developed a mobilization structural model including product and income accounts.
 - * Helped to fund an interagency commodity survey; updated input/output tables and capacity utilization factors; adapted county level input/output database for FEMA use; and expanded the quality and capability of the National Resource Data Base.
 - * Coordinated FEMA's participation in the U.S. Air Force Nuclear Detonation System program, (formerly called the Integrated Operational NUDET Detection System), and co-chaired a DOD/FEMA Interagency Committee on Nuclear Damage Assessment.
 - * Provided the Department of Commerce with a report on the assessment of machine tool mobilization requirements pursuant to Section 232 of the Trade Expansion Act of 1962.
 - * Participated in FEMA REX 84 ALPHA and ORIENT EXPRESS exercises and supported the Emergency Mobilization Planning Board Working Groups on Energy and Industrial Mobilization.
 - * Initiated the Quarterly Resources Roundtable to provide views of outstanding persons on topical issues.
- d. Changes from the 1985 Estimates. Reflects an increase of \$9,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. FEMA is allocating a total of \$1,483,000 and eight workyears to this program element, of which \$433,000 is under Salaries and Expenses and \$1,050,000 is under Emergency Management Planning and Assistance.

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Under this program element FEMA will do the following:

- * Participate in mobilization tests and exercises.
 - * Examine a range of mobilization situations to determine the impact on resources at the national level and with contractual support, provide up-to-date reviews of United States mobilization capabilities.
 - * Investigate the use of expert system technology to improve resources assessment systems and other emergency management information systems.
 - * Continue development of economic models to produce assessments of capital, material and labor mobilization requirements.
 - * With contractor support in the form of computer time, analyze import dependency cases pursuant to Section 232 of the Trade Expansion Act.
 - * Provide coordination, policy and program direction for the civil sector Nuclear Damage Assessment program. Contractor support will update analytical capabilities to provide improved damage estimates and recommendation to contingency planners and national leaders.
- f. 1986 Program. FEMA requests a total of \$1,000,000 and three workyears for this program element, a decrease of \$483,000 and five workyears from 1985. Included in this total are \$263,000 for Salaries and Expenses and \$737,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,486,000 and eight workyears. The base program includes an increase of \$3,000 for annual inflation of the January 1985 pay raise.

Under this program element FEMA will pursue the following:

- * Support requests from the Department of Commerce for economic analysis of issues related to Section 232 of the Trade Expansion Act of 1982.
- * Provide support to FEMA exercises dealing with industrial mobilization and nuclear damage assessment questions.
- * Continue to coordinate FEMA's participation in the Nuclear Detonation System (NDS) and co-chair the DOD/FEMA Interagency Committee on Nuclear Damage Assessment.
- * Continue development of expert systems to support emergency managers.

1986 Decreases. The 1986 request includes a decrease of \$486,000 and five workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$11,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GM-15;
- * a decrease of \$160,000 and five workyears in Salaries and Expenses will result in maintenance of a minimal assessment capability without any data updates or model development; and
- * a decrease of \$313,000 in Emergency Management Planning and Assistance. These funds are being used under Other Resources Planning within the human resources health and labor force activities. As a result, no updates of the National Resources data base will occur and no refinements will be made in assessment models.

g. Outyear Implications. No outyear implications over the 1986 request.

2. Other Resources Planning

- 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. Program element work is accomplished in three broad sub-elements: (1) Industrial Resources, (2) Infrastructure Resources, and (3) Human Resources. The sub-elements are discussed in detail below.
 - (1) Industrial Resources provides plans to mitigate the national security impact of resource shortages using authorities of Title I of the Defense Production Act (DPA); coordinates the efforts of Federal agencies using voluntary agreements to allow firms to cooperate during national security emergencies using Title VII, DPA authorities; and develops programs to enhance the supply of industrial resources available to meet national security needs and provide for essential civilian requirements.
 - (2) Infrastructure Resources coordinates interagency efforts to ensure that national security needs for energy, transportation, communications, construction and water resources are promptly met. These are service-oriented resources that have very time sensitive national security roles, particularly those which directly support military operation and mobilization. They provide goods or services which are essential to the effective operation of other systems. Mobilization involves bringing these systems to full capability and allocating their outputs to meet requirements.

- (3) Human Resources maintains a comprehensive human resources emergency plan which supports mobilization preparedness for domestic and national security emergencies. In coordination with resource and claimant agencies, it plans for the use of human resources; for identification of critical skills; and for services to maintain effectiveness of human beings, e.g., health care, human services, housing, training and education and maintenance of law and order. It is the focal point within FEMA on matters affecting labor force, health and social service planning.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$973,000 and ten workyears for this program element, of which \$521,000 was under Salaries and Expenses and \$452,000 was under Emergency Management Planning and Assistance.
- (1) Industrial Resources.
- * Completed 95 Machine Tool Trigger Order agreements and topped the \$1 billion mark in signed standby agreements.
 - * Began contracts to develop plans for directing mobilization of industrial resources for a Situation C, and a cost-benefit system to relate consumption of material to surge production.
 - * Revised draft Federal Preparedness Circulars on Resources Claimancy and Non-industrial Facilities.
 - * Extended DPA priorities support to critical attack preparedness civil defense projects.
 - * Guided the Department of Commerce in the improvement of combined Defense Materials System forms.
 - * Completed study of use of voluntary agreements as an industrial preparedness measure.
 - * Participated in International Logistics Symposium and reviewed impact of wartime logistics support of allies on DPA program.
 - * Completed proposed amendment to the DPA for Emergency Foreign Logistics Support.
 - * Completed review of National Defense Executive Reservists in support of industrial mobilization functions.
 - * Participated in BEX 84 ALPHA, WINTEX/CINEX, ACORN, and WASP Exercises in support of production programs
- (2) Infrastructure Resources. This category was not funded in 1984.

(3) Human Resources.

- * Participated with the Emergency Mobilization Preparedness Board Human Resources Working Group in development of draft priority and allocation plans, education and training plans, data and information plans, wage and salary stabilization plans and labor management relations plans.
- * In coordination with other agencies/departments, drafted deferment proposals for critical skills and key employee exemptions, and developed policy for conscientious objectors to military service.
- * Coordinated with other departments in the development of a crosswalk of occupational identifications between military, federal, civilian workforce and Bureau of Labor Statistics data on workforce.
- * Prepared Federal Preparedness Circular 50 on human resources planning.
- * Participated with other departments in the development of the National Disaster Medical System and the National Emergency Repatriation Plan, and supported efforts to develop procedures to implement the plans.
- * Participated in initial planning for the Lebanon evacuation and for receipt of released U.S. citizens and Cubans from Cuba.
- * Drafted a health resources Federal Preparedness Circular.

- d. Changes from the 1985 Estimates. Reflects an increase of \$11,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. FEMA is allocating a total of \$994,000 and ten workyears to this program element, of which \$542,000 is under Salaries and Expenses and \$452,000 is under Emergency Management Planning and Assistance.

(1) Industrial Resources (Three workyears and \$352,000)

- * Participate in exercises involving industrial mobilization.
- * Examine current and use prospective of Defense Production Act authorities and propose changes to increase their effectiveness in wartime.
- * With contractual assistance, identify critical industrial processes and technologies which may require financial incentives to ensure their timely availability in wartime.

- * With contractual assistance, analyze the application of the Machine Tool Trigger Order Program and other standby agreement concepts to other industrial sectors to reduce industry response time in mobilization.
- * With contractual assistance, analyze ongoing preallocation of non-industrial facilities including proposed changes to improve FEMA's oversight of its use.
- * With contractual assistance, and utilizing a systems approach, develop options for closing the gap between war reserve material levels and surge production requirements.

(2) Infrastructure Resources (Two workyears)

- * Review the vulnerabilities of the Nation's infrastructure systems in emergency situations ranging from major natural disasters to post-attack conditions.
- * Participate in exercises regarding infrastructure mobilization.
- * Develop an action plan for integrating infrastructural and industrial resources.

(3) Human Resources (Five workyears and \$100,000)

- * Coordinate Federal Preparedness Circulars and participate in the Emergency Mobilization Preparedness Board Working Group Task Force on Human Resources.
- * Develop integrated data base for distinguishing geographical locations by occupations for use during emergencies to locate workers in various skill groups.
- * Develop systems to provide housing, transportation, and financial assistance for persons impacted by emergencies.
- * With contractual assistance, supplement data and develop plans to implement the National Disaster Medical System with the Working Group on Health of the Emergency Mobilization Preparedness Board.
- * With other departments and agencies, develop plans to provide health workforce in emergencies.

f. 1986 Program. FEMA requests a total of \$1,264,000 and eight workyears for this program element, an increase of \$270,000 and a decrease of two workyears from 1985. Included in this total are \$449,000 for Salaries and Expenses and \$815,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,001,000 and ten workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise.

(1) Industrial Resources (One workyear and \$300,000)

- ° Contribute to the development of an integrated action plan for industrial, infrastructure and financial resources.
- ° Complete study and make recommendations for greater use of standby and voluntary agreements to improve industrial responsiveness to meet national security needs.
- ° Participate in exercises involving industrial mobilization.

(2) Infrastructure Resources (One workyear and \$100,000)

- ° Complete study on how standby and voluntary agreements can permit transportation, energy, communications, construction and housing sectors to be more responsive to national defense needs in an emergency.
- ° Participate in exercises involving infrastructure mobilization.

(3) Human Resources (Six workyears and \$415,000)

- ° Implement the National Disaster Medical System in conjunction with the Department of Defense (DOD), Department of Health and Human Services (HHS) and the Veterans Administration (VA) and other agencies associated with Emergency Management Preparedness Board initiatives.
- ° Develop mechanisms for command and control or coordination of national health and medical systems.
- ° Coordinate Federal, State and local efforts to develop plans and programs to ensure such capabilities.
- ° Assess the adequacy of labor force components with special emphasis upon initiatives undertaken by other departments/agencies as a result of the National Plan of Action developed by the Emergency Management Preparedness Board task forces.
- ° Ensure coordination within the Federal Government of policy and planning for workforce allocation during emergencies.

1986 Increase. The 1986 request includes a net increase of \$263,000 and a net decrease of two workyears from the 1986 base program. The net increase includes the following:

- * a decrease of \$29,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$7,000 in order to reduce the number of employees in grades GS-11 - GM-15;
- * a decrease of \$64,000 and two workyears in Salaries and Expenses in the infrastructure and industrial resources areas that will result in minimal maintenance of these planning areas; and
- * an increase of \$363,000 in Emergency Management Planning and Assistance transferred from Resources Assessment and Economic Resources Planning that will be used to:
 - inventory health and medical resources at the national level to ensure adequacy of response to disasters and mass casualty incidents;
 - assess the adequacy of the health and medical components of existing disaster plans and exercises; and
 - coordinate development of data bases and models to indicate shortfalls of particular skills unique to military hardware production during mobilization and recommend mitigation possibilities.

g. Outyear Implications. No outyear implications over the 1986 request.

3. Economic Resources Planning

- 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. Provides a comprehensive standby system for maintenance and protection of the market economy in time of a national emergency. Plans and strategies, enabling legislation and regulations and augmented organizational structures are developed to (1) implement and administer direct and indirect, short-term and long-term stabilization measures over prices, rents, wages and salaries; (2) institute rationing; and (3) maintain the financial system.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$868,000 and nine workyears for this program element, of which \$468,000 was under Salaries and Expenses and \$400,000 was under Emergency Management Planning and Assistance. Under this program, FEMA:

- * Provided assistance to the Federal Reserve and the Treasury bureaus; helped the Office of the Secretary in the development of a comprehensive emergency preparedness mission statement and helped define national and regional functions.
 - * Recommended for recruitment 25 new National Defense Executive Reservists for the FEMA economic stabilization National Defense Executive Reserve Unit and provided training sessions regarding emergency roles.
 - * Cooperated with other Federal agencies in the development of economic scenarios used in various exercises to test plans and systems for national emergencies and participated in readiness exercises and regional training sessions.
 - * Developed analytical and information systems for determining economic impacts of various emergencies including behavior models.
 - * Developed working drafts of plans for economic stabilization follow-on programs during mobilization and recovery.
 - * Assisted in the completion and distribution of a Federal Reserve feasibility study on alternatives for protecting the Nation's financial systems, including records, payments mechanism, gold stock, currency and coin, and transfer systems.
 - * Monitored, interacted with, and evaluated ongoing economic-defense program concepts contract work, and developed follow-on contract work.
 - * Completed draft Federal Preparedness Circulars for emergency stabilization and economic defense.
 - * Conducted comparative analysis of stabilization policies of other nations.
 - * Converted symposium findings into economic stabilization policy recommendations and developed case-studies for training.
- d. Changes from the 1985 Estimates. Reflects an increase of \$75,000: a transfer of one workyear and \$66,000 in Salaries and Expenses to Resources Preparedness Program Integration and an increase of \$9,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. FEMA is allocating a total of \$819,000 and eight workyears to this program element, of which \$419,000 is under Salaries and Expenses and \$400,000 is under Emergency Management Planning and Assistance. FEMA will use these funds for the following:

- ' Refine various legislative standby authorities, draft regulations, and other direct emergency stabilization strategies based on 1984 findings of the Working Group on Economic Stabilization and Public Finance of the Emergency Mobilization Preparedness Board, as well as on exercises and other studies.
 - ' Prepare guidance for Regional, state, local, and private sector planners to provide an improved analytical basis on which to formulate plans and pre-position standby emergency stabilization guidance materials at State and local levels.
 - ' Develop economic and financial measures and strategies which may have application to domestic national emergencies (Situation B), conventional war mobilization (Situation C), and improvement of regional, State, and local preparedness for postattack recovery and rehabilitation (Situation D).
 - ' Investigate potential use of financial strategies in economic warfare to support emergency stabilization and financial measures (Situations C and D).
 - ' Develop additional industrial and stabilization training materials for National Defense Executive Reservists, FEMA regional officers, all related personnel from other Federal agencies, and key State and local officials (Situations B, C, or D).
 - ' Design a system for providing emergency essentials to United States households.
 - ' Lead the consideration of emergency economic and financial aspects of at least one major mobilization planning exercise.
- f. 1986 Program. FEMA requests a total of \$637,000 and one workyear for this program element, a decrease of \$182,000 and seven workyears from 1985. Included in this total are \$287,000 for Salaries and Expenses and \$350,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$820,000 and eight workyears. The base program includes an increase of \$1,000 for annualization of the January 1985 pay raise. Under the base program FEMA will undertake the following:

- ' Provide Federal agencies with action plans for the integration of industrial, infrastructural and economic resources strategies.
- ' Distribute FEMA Regional Operations Manual's for the integration of industrial and infrastructure resources management with regional emergency stabilization and conduct training sessions for Federal, regional, State and local government and private sector emergency assignees.

1986 Decreases. The 1986 request includes a decrease of \$183,000 and seven workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$4,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GM-15;
- * a decrease of \$128,000 and seven workyears in Salaries and Expenses. Economic stabilization policy development and planning previously performed will not occur; and
- * a decrease of \$50,000 in Emergency Management Planning and Assistance is part of the transfer of funds to Other Resources Planning for Human Resources health and labor force planning.

g. Outyear Implications. No outyear implications over the 1986 request.

4. Natural Resources Planning

- a. Authority. Strategic and Critical Materials Stock Piling Act, as amended, 50 U.S.C. 98 et seq.; 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. Natural Resources Planning provides the policy and planning guidance for the National Defense Stockpile of strategic and critical raw materials. This program element addresses a broad spectrum of natural resources emergencies that could threaten national security by identifying U.S. vulnerabilities to resources shortages, including industrial raw materials, and by formulating action plans to overcome these vulnerabilities. This program element contains six functional categories:
 - (1) Stockpile Goal Estimation: identifies and quantifies U.S. raw materials vulnerabilities, including strategic and critical materials needed for the National Defense Stockpile;
 - (2) Annual Materials Plan: develops and monitors implementation of the legislatively-mandated Annual Materials Plan (AMP), a priority list of specific materials for acquisition or disposal from the National Defense Stockpile based on established stockpile goals;
 - (3) Defense Production Act Analysis: analyzes specific materials industries to determine if Defense Production Act (DPA) authorities would be a cost-effective means of reducing materials vulnerabilities, and develops project proposals to implement them;

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- (4) Exercise Support: provides support in scenario development and staff to civilian and military mobilization exercises;
 - (5) Congressional Support: prepares briefing materials, testimony and the legislatively-mandated Stockpile Report to the Congress; and
 - (6) Program Element Management: provides element management and administration and conducts projects that span the entire program, including analysis of alternatives to stockpiling.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,283,000 and 16 workyears for this program element, of which \$833,000 was under Salaries and Expenses and \$450,000 was under Emergency Management Planning and Assistance.

The following identifies the 1984 accomplishments for the six functional categories, with program dollars and workyears shown parenthetically:

- (1) Stockpile Goal Estimation (\$140,000; 8.5 workyears): updated the data base and methods used in stockpile goal calculation for consumption, supply, political reliability, and industrial capacity for the 62 groups of stockpile materials (94 individual materials); provided staff and econometric support to the Emergency Mobilization Preparedness Board (EMPB) review of stockpile assumptions and goal methodology; developed a large scale data base for alternative supply estimations; and conducted investigations of materials for inclusion in or exclusion from the stockpile, e.g., germanium was added to the stockpile list of strategic and critical materials;
- (2) Annual Materials Plan (\$210,000; 3.0 workyears): prepared the 1985 Annual Materials Plan (AMP) (encompassing about \$1.25 billion in proposed materials acquisitions and disposals); provided oversight for the implementation of the 1984 AMP; approved Purchase Specifications and Special Instructions for materials to be acquired; assisted in establishing the EMPB Working Group on Barter to review and approve specific barter proposals, and participated in the work of the Group; conducted an expanded program to assess the quality of the existing strategic and critical materials inventories; and participated in the ferroalloy upgrading program;
- (3) Defense Production Act Analysis (\$100,000; 1.0 workyears): participated in and provided support to the Joint Guayule Commission and the Department of Defense in the development of a domestic rubber program; and developed a detailed cost-benefit methodology for assessing DPA project proposals;
- (4) Exercise Support (0.3 workyears): provided staff and scenario development support to the following civilian/military mobilization exercises: REX ALPHA 84, NIGHT TRAIN, and ORIENT EXPRESS;

- (5) Congressional Support (2.0 workyears): analyzed and developed legislative proposals on raw materials vulnerabilities and stockpiling; supplied briefing materials to explain barter and the rationale of the AMP to the Office of Management and Budget (OMB), the National Security Council (NSC), and the Congress; testified before the Congress at hearings regarding strategic and critical raw materials and barter; and provided two Stockpile Reports to the Congress as mandated by the Stock Piling Act; and
- (6) Program Element Management (1.2 workyears): provided overall guidance, managerial support, and administrative supervision in the conduct of element tasks which resulted in cost-effective staff utilization and accomplishment of program objectives; developed Federal Preparedness Circular 22 on policies and procedures for the National Defense Stockpile of strategic and critical materials.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$18,000: an increase of \$19,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,315,000 and 16 workyears to this program element, of which \$865,000 is under Salaries and Expenses and \$450,000 is under Emergency Management Planning and Assistance.

The following identifies the 1985 projected accomplishments for the six functional categories. Program dollars and workyear projections are shown parenthetically:

- (1) Stockpile Goal Estimation (\$150,000; 7.5 workyears): update the data base for consumption, supply, political reliability, and industrial capacity for the 62 groups of stockpile materials (94 individual materials); make methodological enhancements to the analytical system for stockpile goal calculations; and develop an econometric model for a stockpile material industry as part of a continuing program to develop consistent sets of commodity production and stockholding estimates and simulation of critical materials industries;
- (2) Annual Materials Plan (\$200,000; 4.0 workyears): prepare a 1986 AMP (encompassing about \$1.25 billion in proposed acquisitions and disposals), consisting of a report and statement of rationale for use by stockpile managers in implementing the stockpile goals; provide oversight in the implementation of the 1985 AMP; devise methods to meet stockpile goals through procurements involving barter and exchange; conduct policy reviews to update Purchase Specifications and Special Instructions for materials in the AMP; and participate in interagency reviews of barter proposals;

- (3) Defense Production Act Analysis (\$100,000; 1.5 workyears): conduct projects for enhancements to the determination of mobilization requirements for natural rubber and refractory grade bauxite program development;
- (4) Exercise Support (0.3 workyears): provide staff support in the conduct of civilian and military mobilization exercises;
- (5) Congressional Support (1.5 workyears): analyze and develop legislative proposals concerning raw materials vulnerabilities and stockpiling; prepare testimony and inserts for the record regarding stockpile policy and disposal or acquisition of approximately 30 materials; develop data and briefing books for OMB, NSC, and congressional committees describing approximately 30 stockpile commodities as part of the 1986 AMP; and prepare two Stockpile Reports to the Congress; and
- (6) Program Element Management (1.2 workyears): provide overall guidance, managerial support, and administrative supervision in the conduct of element tasks to assure cost-effective staff utilization and accomplishment of program objectives.

f. 1986 Program. FEMA requests a total of \$707,000 and seven workyears for this program element, a decrease of \$608,000 and nine workyears from 1985. Included in this total are \$457,000 for Salaries and Expenses and \$250,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,320,000 and 16 workyears. The base program includes an increase of \$5,000 for annualization of the January 1985 pay raise.

The following identifies the 1986 projected accomplishments for the six functional categories. Program dollars and workyear projections are shown parenthetically:

- (1) Stockpile Goal Estimation (\$50,000; 2.0 workyears): participate with other agencies in review and updating of the data base for consumption, supply, political reliability, and industrial capacity for the 62 groups of stockpile materials (94 individual materials) based on data to be supplied by other agencies; participate in any interagency efforts to make methodological enhancements to the analytical system for stockpile goal calculations; discontinue development of additional econometric models for stockpile materials industries to develop consistent sets of commodity production and stockholding estimates for goal determination.
- (2) Annual Materials Plan (\$200,000; 3.0 workyears): prepare the 1987 AMP (encompassing about \$1.25 billion in acquisitions and disposals involving over 30 materials) for use by stockpile managers in implementing the stockpile goals; provide limited oversight in the implementation of the 1986 AMP; discontinue

efforts to devise methods to meet stockpile goals through acquisitions and upgradings conducted through barter and exchange of surplus property and materials; and participate in interagency reviews and approvals of proposed barters and in updating Purchase Specifications and Special Instructions for materials in the AMP.

- (3) Defense Production Act Analysis: this function will not be funded.
- (4) Exercise Support (0.2 workyear): discontinue staff support related to raw materials vulnerabilities (except as to stockpile materials) to be provided to civilian and military mobilization exercises.
- (5) Congressional Support (1.0 workyear): analyze only those legislative proposals directly affecting the stockpile but develop no legislative proposals on raw materials vulnerabilities and stockpiling; prepare testimony and inserts for the record regarding stockpile policy and disposal or acquisition of approximately 30 materials; develop data and briefing books for OMB, NSC and congressional committees describing approximately 30 stockpile commodities as part of the 1986 AMP; and prepare two Stockpile Reports to the Congress.
- (6) Program Element Management (0.8 workyear): provide overall guidance, managerial support, and administrative supervision in the conduct of element tasks to assure cost-effective staff utilization and accomplishment of program objectives.

1986 Decreases. The 1986 request includes a decrease of \$613,000 and nine workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$24,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$5,000 in order to reduce the number of employees in grades GS-11 - GS-15;
- * a decrease of \$384,000 and nine workyears in Salaries and Expenses; and
- * a decrease of \$200,000 in Emergency Management Planning and Assistance.

Legislatively-mandated responsibilities for the stockpile program will be accomplished through interagency efforts in data collection, methodology development, research and analysis, reporting, and development of legislative initiatives currently conducted by FEMA. Specifically, support for accomplishing the Presidentially-delegated responsibilities of the Director of FEMA for establishing and updating stockpile goals, for providing policy guidance through the development and monitoring of the AMP, and for developing cost-effective alternatives to physical stockpiling will all be based on the work of other agencies coordinated

through the efforts being conducted with the residual resources being made available for this program.

- g. Outyear Implications. This program element will continue to participate in interagency efforts to identify and quantify U.S. vulnerabilities relating to strategic and critical materials through the development of stockpile plans.

5. Resources Preparedness Program Integration

- a. Authority. Strategic and Critical Materials Stock Piling Act, as amended, 50 U.S.C. 98 et seq.; Section 103 National Security Act of 1947, as amended, 50 U.S.C. 404; and the Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 et seq.
- b. Objective/Element Description. This program element provides the executive level management and administrative support to coordinate the efforts of four other program elements in Resources Preparedness: Resources Assessment, Other Resources Planning, Economic Resources Planning, and Natural Resources Planning. This element also establishes overall policy and planning guidance for programs administered by the other elements.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$368,000 and four workyears for this program element, of which \$208,000 was under Salaries and Expenses and \$160,000 was under Emergency Management Planning and Assistance. Under this program element, FEMA:
- * Established a prototype management system to track expenditure of dollars and workyears;
 - * Executed the 1984 budget, justified the 1985 budget and prepared the 1986 budget;
 - * Provided Congressional testimony at nine hearings;
 - * Represented FEMA at Cabinet Council and National Security Council task force meetings; and
 - * Provided oversight for contracts involving computer time shared by all elements in Resources Preparedness.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$65,000; a transfer of one workyear and \$66,000 in Salaries and Expenses from Economic Resources Planning; an increase of \$6,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$7,000 of which \$1,000 is in Salaries and Expenses and \$6,000 is in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reductions Act, P.L. 98-369.

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- e. 1985 Program. In 1985, FEMA is allocating a total of \$476,000 and five workyears to this program element, of which \$282,000 is under Salaries and Expenses and \$194,000 is under Emergency Management Planning and Assistance. Under this program element, FEMA will provide executive level management and administrative support for other Resources Preparedness program elements listed in "b" above. These management activities will include the following:

- * Implementing the management system developed in 1984 resulting in a computerized management information system across all elements of Resources Preparedness.
- * Executing the 1985 budget, justifying the 1986 budget and preparing the 1987 budget.
- * Providing Congressional testimony including advance briefings for congressional staff.
- * Representing FEMA at numerous senior policy forums to include Cabinet Council and National Security Council task forces addressing resource issues.
- * Providing senior policy advice in resources planning.
- * Providing oversight for contracts (primarily computer time) and for computer equipment purchases and printing shared by all Resources Preparedness program elements.

- f. 1986 Program. FEMA requests a total of \$401,000 and three workyears for this program element, a net decrease of \$75,000 and two workyears from 1985. Included in this total are \$207,000 for Salaries and Expenses and \$194,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$479,000 and five workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise.

Resources Preparedness Program Integration program element will provide executive level management and administrative support to coordinate the other program elements of Resources Preparedness as listed in the objective/element description. These management activities include the following:

- * Executing the 1986 budget, justifying the 1987 budget and preparing the 1988 budget;
- * Providing Congressional testimony including advance briefings for Congressional staff;
- * Representing FEMA at numerous senior policy forums to include Cabinet Council and National Security Council task force meetings;

- Providing oversight for contracts (primarily computer time) and for computer equipment purchases and printing shared by all Resources Preparedness program elements;
- Maintaining the computerized management information system.

1986 Decreases. The 1986 request includes a decrease of \$78,000 and two workyears from the 1986 base program. The decrease includes the following:

- a decrease of \$11,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- a decrease of \$64,000 and two workyears in Salaries and Expenses reflects the decreased need for administrative support due to decreases in the program areas supported by this element.

g. Outyear Implications. No outyear implications over the 1986 request.

6. Salaries and Expenses

- a. Authority. Strategic and Critical Materials Stock Piling Act, as amended, 50 U.S.C. 98 et seq.; 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. This program element provides the salaries and expenses for the workyears necessary to carry out the program functions described in the other elements of Resources Preparedness.
- c. 1984 Accomplishments. In 1984, FEMA used \$2,446,000 and 47 workyears for this program element under Salaries and Expenses. Each element under Resources Preparedness lists accomplishments for workyears associated with that element.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$52,000; an increase of \$54,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise and a decrease of \$2,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. 1985 Program. In 1985, FEMA is allocating \$2,541,000 and 47 workyears to this program element under Salaries and Expenses. Each element under Resources Preparedness indicates the efforts to be accomplished by workyear and by contracts.
- f. 1986 Program. FEMA requests a total of \$1,663,000 and 22 workyears under Salaries and Expenses for this program element, a decrease of \$878,000 and 25 workyears from 1985.
- 1986 Base Program. The 1985 request includes a base program of \$2,560,000 and 47 workyears. The base program includes an increase of \$19,000 for annualization of the January 1985 pay raise. Each element under Resources Preparedness indicates the efforts associated with these workyears.
- 1986 Decreases. The 1986 request includes a decrease of \$897,000 and 25 workyears from the 1986 base program. The decrease includes the following:
- a decrease of \$79,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
 - a decrease of \$18,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
 - a decrease of \$800,000 and 25 workyears in Salaries and Expenses. These decreases are distributed across all program elements under Resources Preparedness and are described under each element as appropriate.
- g. Outyear Implications. No outyear implications over the 1986 request.

FEDERAL PREPAREDNESS
(Dollars in Thousands)

D. <u>Mobilization Preparedness</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		Actual		Request		Current Estimate		Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Element</u>											
1. Mobilization Planning.....	FP-49	8	\$200	12	\$300	12	\$300	13	\$300	1	...
2. Mobilization Exercises.....	FP-52	9	...	13	700	13	699	14	699	1	...
3. Security Planning.....	FP-56	8	...	...	...	...	...	...	...	...	...
4. National Defense Executive Reserve.....	FP-57	4	35	4	235	4	227	4	227	...	...
5. Program Integration	FP-59	5	...	5	...	5	...	3	...	-2	...
6. Salaries and Expenses	FP-60	...	<u>1,611</u>	...	<u>1,643</u>	...	<u>1,685</u>	...	<u>1,625</u>	...	<u>-\$60</u>
Total, Mobilization Preparedness (Budget Authority).....		34	1,846	34	2,878	34	2,911	34	2,851	...	-60
<u>Permanent Workyears</u>											
Headquarters.....		34		34		34		34		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		<u>34</u>		<u>34</u>		<u>34</u>		<u>34</u>		...	
<u>Total Workyears.....</u>		34		34		34		34		...	

Changes From Original 1985 Estimates

- * Reflects an increase of \$43,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$10,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$1,000 - Mobilization Exercises
 - \$8,000 - National Defense Executive Reserve
 - \$1,000 - Salaries and Expenses

FEDERAL PREPAREDNESS
(Dollars in Thousands)

	1984	1985	1985	1986	Increase/ Decrease
D. <u>Mobilization Preparedness</u>	<u>Actual</u>	<u>Request</u>	<u>Current Estimate</u>	<u>Request</u>	
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$1,131	\$1,393	\$1,432	\$1,376	-\$56
11.3 Other than full-time permanent.....	127	...	...	...	...
11.5 Other personnel compensation.....	5	...	...	...	...
11.8 Special personal services payments.....	170	60	60	60	...
Total Pay.....	1,433	1,453	1,492	1,436	-56
12.1 Benefits-civilian.....	120	169	173	169	-4
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	8	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	50	21	20	20	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	4	35	26	26	...
25.0 Other services.....	230	1,200	1,200	1,200	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	1	...	...	...	...
32.0 Lands 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.....	1,846	2,878	2,911	2,851	-60

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)

<u>D. Mobilization Preparedness</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....	\$4	\$35	\$26	\$26	...
25.0 Other services.....	230	1,200	1,200	1,200	...
26.0 Supplies and materials.....
31.0 Equipment.....	1	...	...	...	...
32.0 Lands 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.....	235	1,235	1,226	1,226	...

SALARIES AND EXPENSES
 FEDERAL PREPAREDNESS
 (Dollars in Thousands)

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
D. Mobilization Preparedness					
OBJECT CLASS					
Personnel Costs					
11.1 Full-time permanent.....	\$1,131	\$1,393	\$1,432	\$1,376	-\$56
11.3 Other than full-time permanent.....	127	...	...	...	...
11.5 Other personnel compensation.....	5	...	...	...	...
11.8 Special personal services payments.....	<u>170</u>	<u>60</u>	<u>60</u>	<u>60</u>	<u>...</u>
Total Pay.....	1,433	1,453	1,492	1,436	-56
12.1 Benefits-civilian.....	120	169	173	169	-4
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	8	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons....	50	21	20	20	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	...	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	1,611	1,643	1,685	1,625	-60

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FEDERAL PREPAREDNESS
Detail of Permanent Positions

<u>D. Mobilisation Preparedness</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	2	2	2	2	...
ES-3.....	1	1	1	1	...
ES-2.....	1	1	1	1	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	11	11	11	11	...
GS/GM-14.....	7	7	7	7	...
GS/GM-13.....	2	2	2	2	...
GS-12.....	1	1	1	1	...
GS-11.....	...	...	...	...	...
GS-10.....	...	...	...	...	...
GS-9.....	...	...	...	...	...
GS-8.....	2	2	2	2	...
GS-7.....	3	3	3	3	...
GS-6.....	...	...	...	...	...
GS-5.....	2	2	2	2	...
GS-4.....	1	1	1	1	...
GS-3.....	1	1	1	1	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	34	34	34	34	...
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	34	34	34	34	...

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D. Mobilization Preparedness

FEMA's Mobilization Preparedness Program provides guidance for and facilitates efforts of the Federal government to prepare for and effectively respond to the full spectrum of emergencies. The goal for this program is to attain and maintain the capability to deliver predictable and effective management of Federal mitigation, response and recovery activities relating to major domestic emergencies and national security emergencies. This capability encompasses planning and preparedness activities pertaining to the military, industrial, economic, infrastructure, human, governmental and civilian resources of the Nation. Toward enhancement of the effectiveness of FEMA's demonstrable capabilities to manage the Federal response to emergencies, this program includes developing and revising the tasking and guidance which incorporates current national preparedness policy, the testing and exercising of plans, and an evaluation of the state of civil readiness in the form of a report to the President.

1. Mobilization Planning

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.
- b. Objective/Element Description. This program element is the primary vehicle for the policy, guidance and evaluation steps indicated above and has the objective of developing and progressively adjusting an integrated overall emergency mobilization preparedness framework and of applying it to all civilian Federal mobilization-oriented programs, in order to assess their effectiveness and to formulate periodic planning guidance for them. This program element develops and maintains a comprehensive system of major emergency actions across the Federal government which defines decisionmaking and implementation and procedures and authorities; establishes interagency channels of communication; incorporates essential information requirements into decision support systems; and harmonizes current operational systems and procedures. This program element supports the decision and implementation structures of the President (the National Security and Cabinet Councils).
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$579,000 and eight workyears for this program element, of which \$379,000 was under Salaries and Expenses and \$200,000 was under Emergency Management Planning and Assistance. Accomplishments were as follows:
- * Updated Executive Order 11490, "Assignment of Emergency Functions to Federal Departments and Agencies;"
 - * Basically completed publication of a comprehensive series of Federal Preparedness Guidance documents;
 - * Developed a rapid retrieval computerized system for emergency legal authorities;
 - * Developed guidance for a regional Federal preparedness program;
 - * Developed a Resource Assessment System for military mobilization and completed the first annual assessment;

- Analyzed and clarified the military support to civil authority programs; and
 - Established an interagency working group with the Department of Defense (DOD) to develop a State Defense Force program in each State.
- d. Changes from the 1985 Estimates. Reflects an increase of \$16,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$905,000 and 12 workyears to this program element, of which \$605,000 is under Salaries and Expenses and \$300,000 is under Emergency Management Planning and Assistance. These resources will be used as follows:
- To maintain up-to-date taskings and guidance via Executive Order 11490 and the series of Federal Preparedness Guidance documents;
 - To refine and implement the government-wide resource assessment system for military mobilization;
 - To develop guidance on the military support to civil authority programs and support development of a State Defense Force program in each State;
 - To develop an interagency emergency management structure applicable to the full spectrum of emergencies and develop options on Federal government organizational structure needed to handle emergency situations;
 - To implement in all appropriate Federal departments and agencies the computerized system for rapid retrieval of Federal emergency authorities and update the information in it;
 - To implement a limited program to assess emergency preparedness programs within the executive branch of the Federal government;
 - Based on guidance prepared in 1984, to assess regional resource requirements necessary to implement a regional emergency mobilization preparedness capability;
 - To provide support to the working groups and the subworking groups of the Emergency Mobilization Preparedness Board;
 - To complete development of a Mobilization Management System, continue development of the comprehensive set of major emergency actions, and identify supporting documentation needed for these actions (Presidential Emergency Action Documents, stand-by legislation, etc.); and

- To develop and implement interagency action plans for resolution of key preparedness issues in military, industrial, economic, infrastructure, human resources, government, and civil preparedness mobilization (e.g., develop and initiate implementation of an action plan to improve industrial responsiveness for defense mobilization needs).

f. 1986 Program. FEMA requests a total of \$928,000 and 13 workyears for this program element, an increase of \$23,000 and one workyear over 1985. Included in this total are \$628,000 for Salaries and Expenses and \$300,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$911,000 and 12 workyears. The base program includes an increase of \$6,000 for annualization of the January 1985 pay raise. The program amount of \$300,000 and the 12 workyears in this base program includes funding for the following: '

- To assess and update Federal emergency plans and guidance documents in order to assure consistency and compatibility with State, local and private sector planning and preparedness activities;
- To implement and revise, as necessary, interagency emergency coordination and management structures;
- To test and issue guidance on the organizational structure of the Federal government to handle emergency situations;
- To introduce an integrated Federal preparedness program into the Regions;
- To assist DoD in implementing a State Defense Force program in the States;
- To implement an integrated assessment program of the emergency preparedness within the Executive Branch of the Federal government.
- To complete initial documentation and interagency coordination in the comprehensive set of major emergency actions and develop an on-line system to maintain the set of major emergency actions.
- To integrate the comprehensive set of major emergency actions with the current continuity of government plans.

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1986 Increases. The 1986 request includes a net increase of \$17,000 and one workyear from the 1986 base program. The net increase includes the following:

- a decrease of \$24,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$5,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- an increase of \$46,000 and one workyear in Salaries and Expenses because of a transfer from Program Integration.

These additional resources will be used as follows:

- To develop and implement interagency action plans for resolution of key preparedness issues in military, industrial, economics, infrastructure, human resources, government, and civil preparedness mobilization (e.g., complete implementation of an action plan to improve industrial responsiveness for defense mobilization needs);
- To develop a conceptual design for an interagency emergency information system necessary to support the comprehensive system of major emergency actions.

g. Outyear Implications. Regional Federal Preparedness Program will be improved in the outyears.

2. Mobilization Exercises

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This program element is the primary part of the "test and exercise" phase of Mobilization Preparedness identified above. Under this program element, plans and procedures are developed and coordinated 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, and initiate deficiency corrections.

A civil agency exercise program under which Federal departments and agencies and regional, State and local governments can test, exercise and evaluate plans, procedures and systems to ensure adequate civil readiness is prepared. These exercises and evaluation activities prepare the civil government to respond to emergencies and operate in crisis situations. This responsibility forms a principal bridge between the Presidentially-approved national security strategies and the operational readiness of the United States civil sector to conform to those strategies.

A series of annual exercises is contemplated which will test the emergency mobilization plans and programs of the executive departments and agencies which have been prepared pursuant to the guidance provided under the Mobilization Preparedness program. These exercises are conducted in conjunction with and in direct support of Department of Defense worldwide mobilization and deployment exercises.

Under this program element, interagency preparedness issues are identified and assessed, priorities are established, and coordinated interagency work plans are developed and their execution is managed.

- c. 1984 Accomplishments. In 1984, FEMA used \$426,000 and nine workyears for this program element under Salaries and Expenses. FEMA conducted the following activities:
- Planning, conduct, and evaluation of one national/regional joint civil/military nuclear attack exercise (REX-84 ALPHA).
 - Planning, participation and critique of one international civil/military crisis management exercise (MILEX-11).
 - Development of overall concept, strategy, policies, planning guidance (FPC-7) and provision of supervision for the Federal civil preparedness exercises.
 - Continued development, oversight and maintenance of a remedial action program covering unresolved issues from previously conducted exercises.
 - Initial development of a system of major emergency actions.
 - Development of a set of crucial preparedness issues in 13 function/resource areas related to a rapidly developing international crisis.
 - Civil agency planning, participation and critique of one Department of Defense world crisis exercise (PRESSURE POINT 84).
 - Initial planning for one international crisis management exercise (WINTEX-CIMEX 85).
 - Civil agency planning for one Department of Defense world crisis exercise (POWDER RIVER 85).
- d. Changes from the 1985 Estimates. Reflects a net increase of \$15,000: an increase of \$16,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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e. 1985 Program. In 1985, FEMA is allocating a total of \$1,351,000 and 13 workyears to this program element, of which \$652,000 is under Salaries and Expenses and \$699,000 is under Emergency Management Planning and Assistance. Resources will be used as follows:

- To plan one national interagency mobilization exercise (REX-86 ALPHA - previously designated REX-85);
- To coordinate planning, participation, conduct and critique of one international military/civil crisis management exercise (WINTEX-CIMEX 85);
- To assess the readiness of the Federal civil departments and agencies to short response requirements associated with the threat of conventional and nuclear war and to provide recommendations for the development of emergency plans, procedures and exercises;
- To continue development, oversight and maintenance of a remedial action program covering unresolved issues from previously conducted exercises;
- To initiate planning for one national interagency nuclear attack exercise (REX-86 BRAVO);
- To plan, develop, integrate and maintain a master schedule of civil sector exercises covering the full spectrum of integrated emergency responses; and
- To provide supervisory, administrative and clerical support.

f. 1986 Program. FEMA requests a total of \$1,372,000 and 14 workyears for this program element, an increase of \$21,000 and one workyear over 1985. Included in this total are \$673,000 for Salaries and Expenses and \$699,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,358,000 and 13 workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise. The 13 workyears and program funds will be used as follows:

- To conduct and evaluate one national interagency mobilization exercise (REX-86 ALPHA);
- To complete planning, conduct and evaluate one national-regional civil-military nuclear attack exercise (REX-86 BRAVO);
- To coordinate civil agency planning, participation and critique of one NATO high level exercise (HILEX 12);

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- To coordinate civil agency planning for one Department of Defense world crisis exercise;
- To initiate civil agency planning of one international civil military exercise (WINTEX-CIMEX 87);
- To continue development, oversight and maintenance of a remedial action program covering unresolved issues from previously conducted exercises;
- To plan, develop, integrate and maintain a master schedule of civil emergency responses; and
- To provide supervisory, administrative and clerical support.

1986 Increases. The 1986 request includes a net increase of \$14,000 and one workyear from the 1986 base program. The net increases includes the following:

- a decrease of \$27,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$5,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- an increase of \$46,000 and one workyear in Salaries and Expenses because of a transfer from Program Integration.

These resources will be used as follows:

- To develop an approach to participation of the regional offices of all Federal agencies and the emergency office of state and local governments in national security exercises involving nuclear attack issues;
- To provide for regional participation in one national/regional interagency mobilization exercise (REX-86 ALPHA);
- To provide for regional participation in one national/regional interagency nuclear attack exercise (REX-86 BRAVO); and
- To assess the readiness of the Federal civil departments and agencies to shorten response requirements associated with the threat of conventional and nuclear war and to provide recommendations for the development of emergency plans, procedures and exercises.

- g. Outyear Implications. The Federal Preparedness program will be improved in the Regions in the outyears.

3. Security Planning.

- a. Authority. Section 103, National Security Act of 1947, as amended; 50 U.S.C. 404.
- b. Objective/Element Description. This program element is a part of the policy, guidance, and evaluation phases of mobilization preparedness identified above. As required by Executive Orders 10421 and 12148, it brings into harmony the programs and measures of federal agencies in providing security against sabotage, espionage and other hostile activity and destructive acts to facilities important to national defense with a view toward maintenance of essential production and security of the United States. The objectives are to:
- Provide for a coordinated Federal response to recovery from the consequences of major destructive acts;
 - Determine the facilities, processes, people and information vital to national defense with the advice of agencies/departments;
 - Assign responsibilities to agencies/departments;
 - Establish standards for security with cooperation of Federal agencies, State and local governments and private industry; and
 - Review the physical security programs and measures of Federal agencies as to effectiveness and conformity.
- c. 1984 Accomplishments. In 1984, FEMA used \$379,000 and eight workyears for this program element under Salaries and Expenses. These resources were used as follows:
- To develop criteria for determining the facilities, processes, people and information vital to national defense in joint efforts with Federal departments and agencies;
 - To assign security responsibilities to agencies/departments;
 - To address a program for coordinated Federal response to hostile activity and destructive acts to facilities important to national defense;
 - To support the Law and Public Safety Working Group of the President's Emergency Mobilization Preparedness Board; and
 - To provide supervision, administrative, and clerical support.
- d. Changes from the 1985 Estimates. None.

- e. 1985 Program. This program element was terminated for 1985. The eight workyears and \$379,000 in Salaries and Expenses associated with this element in 1984 were reallocated to Mobilization Planning and Mobilization Exercises.

4. National Defense Executive Reserve

- a. Authority. Defense Production Act of 1950, as amended, 50 U.S.C. App. 2061 et seq.
- b. Objective/Element Description. The National Defense Executive Reserve (NDER) program currently provides for the recruitment and training of key executives from industry, private business, the professions, labor and academia who possess an 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 of the United States. These senior executives would enter Government service in times of national emergencies to provide personnel augmentation.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$225,000 and four workyears for this program element, of which \$190,000 was under Salaries and Expenses and \$35,000 was under Emergency Management Planning and Assistance. Program accomplishments in 1984 included the following:
- ° Conducted the first national teleconference for 500 NDER participants.
 - ° Began computerized management information system for NDER central register of 3,500 reservists and for reports.
 - ° Developed NDER individual readiness training material and a Federal Training Handbook for officials charged with responsibility for NDER members in program areas.
 - ° Established NDER units at Office of Personnel Management and the General Services Administration.
 - ° Acquired 1,000 NDER certificates and other membership supplies.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$3,000: an increase of \$5,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise and a decrease of \$8,000 in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

e. 1985 Program. In 1985, FEMA is allocating a total of \$417,000 and four workyears to this program element, of which \$190,000 is under Salaries and Expenses and \$227,000 is under Emergency Management Planning and Assistance. Activities of this program element will be carried out as follows:

- To provide annual training to one-third of the FEMA Executive Reservists.
- To develop manual, instructions, bulletins and other guidance documents for use of NDER's.
- To hold a National Conference for all NDER's for multi-discipline training.
- To test individual NDER training program developed in 1984.
- To update computerized NDER national register begun in 1984.
- To purchase NDER membership supplies.

f. 1986 Program. FEMA requests a total of \$410,000 and four workyears for this program element, a decrease of \$7,000 from 1985. Included in this total are \$183,000 for Salaries and Expenses and \$227,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$419,000 and four workyears. The base program includes an increase of \$2,000 for annualization of the January 1985 pay raise. These resources will be used as follows:

- To design, develop and conduct advanced training courses for all NDER units to include a network computerized training program, a home study course, and audiovisual aids.
- To develop and publish an NDER manual on emergency call-up information.
- To design and implement a specially targeted recruitment plan.
- To establish an electronic mail system for rapid call-up.
- To write and use an annual NDER report to the President required by Executive Order 11179.
- To design and institute a library and catalogue to provide NDER's with current material.
- To purchase NDER membership supplies.

1986 Decreases. The 1986 request includes a decrease of \$9,600 from the 1986 base program. The decrease includes the following:

- * a decrease of \$8,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of a \$1,000 in order to reduce the number of employees in grades GS-11 - GM-15.

g. Outyear Implications. No outyear implications over the 1986 request.

5. Program Integration

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.
- b. Objective/Element Description. This element provides for the management of the Mobilization Preparedness Program, for maintaining close liaison with all Federal departments and agencies and for converging program elements into a cohesive whole and ensures that applicable authorities for mobilization preparedness (statutes, National Security Decision Directives (NSDD's), Executive Orders) are converted into Federal policy; that policy is further developed by the responsible Federal departments and agencies into concrete plans for implementation; that appropriate coordination of these departments and agencies is undertaken; and that the entire process is appropriately tested for completeness through FEMA sponsored civil exercises and in support of the requirements of the Department of Defense.
- c. 1984 Accomplishments. In 1984, FEMA used \$237,000 and five workyears for this program element under Salaries and Expenses. These resources provided the necessary management and oversight for the Mobilization Preparedness program elements, all of which involved national security matters and enhancement of national and Federal preparedness.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$5,000: an increase of \$6,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of January 1985 pay raise and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$238,000 and five workyears to this program element under Salaries and Expenses. These resources will provide for the supervision and the management of the program elements under Mobilization Preparedness.

- f. 1986 Program. FEMA requests \$141,000 and three workyears under Salaries and Expenses for this program element, a decrease of \$97,000 and two workyears over 1985.

1986 Base Program. The 1986 request includes a base program of \$240,000 and five workyears. The base program includes an increase of \$2,000 for annualization for the January 1985 pay raise. These resources provide for the supervision, management, and administration of the program elements under Mobilization Preparedness.

1986 Decreases. The 1986 request includes a decrease of \$99,000 and two workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$6,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- * a decrease of \$92,000 and two workyears in Salaries and Expenses for resources transferred to Mobilization Planning and Mobilization Exercises.

- g. Outyear Implications. No outyear implications over the 1986 request.

6. Salaries and Expenses

- a. Authority. 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. This program element consolidates the Salaries and Expenses detailed in each preceding narrative, thereby funding the personnel identified in each program element of Mobilization Preparedness.
- c. 1984 Accomplishments. In 1984, FEMA used \$1,611,000 and 34 workyears for this program element under Salaries and Expenses. These funds provided for the accomplishments which are identified in the narrative for each program element.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$42,000: an increase of \$43,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- e. 1985 Program. In 1985, FEMA is allocating \$1,685,000 and 34 workyears to this program element under Salaries and Expenses. Purposes are identified in each of the program element narratives.
- f. 1986 Program. FEMA requests \$1,625,000 and 34 workyears under Salaries and Expenses for this program element, a decrease of \$60,000 over 1985.

1986 Base Program. The 1986 request includes a base program of \$1,702,000 and 34 workyears. The base program includes an increase of \$17,000 for annualization for the January 1985 pay raise. Purposes are identified in each of the program element narratives.

1986 Decreases. The 1986 request includes a decrease of \$77,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$65,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$12,000 in order to reduce the number of employees in grades GS-11 - GS-15;

- g. Outyear Implications. FEMA plans to improve capability in the FEMA Regions to implement Mobilization Preparedness programs.

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FEDERAL PREPAREDNESS
(Dollars in Thousands)

E. Federal Preparedness Policy and Planning

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>Decrease</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Element</u>											
1. Multiprogram Analysis.....	FP-68	2	\$200	2	\$200	2	\$200	2	\$200	...	...
2. Policy and Planning.....	FP-70	19	580	19	580	19	579	19	579	...	...
3. Salaries and Expenses.....	FP-73	...	<u>1,108</u>	...	<u>1,128</u>	...	<u>1,136</u>	...	<u>1,102</u>	...	<u>-\$34</u>
Total, Federal Preparedness Policy & Planning (Budget Authority).....		21	1,888	21	1,908	21	1,915	21	1,881	...	-34
<u>Permanent Workyears</u>											
Headquarters.....		21		21		21		21		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		<u>21</u>		<u>21</u>		<u>21</u>		<u>21</u>		...	
<u>Total Workyears</u>		21		21		21		21		...	

Changes From Original 1985 Estimates.

- * Reflects an increase of \$24,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$17,000 associated with government-wide reduction mandated by the Deficit Reduction Act, P.L. 98-369.

-\$1,000 - Policy and Planning
-\$16,000 - Salaries and Expenses

FEDERAL PREPAREDNESS
(Dollars in Thousands)

<u>E. Federal Preparedness Policy and Planning</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
<u>OBJECT CLASS</u>	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$808	\$860	\$882	\$853	-\$29
11.3 Other than full-time permanent.....	108	45	31	31	...
11.5 Other personnel compensation.....	17	9	9	9	...
11.8 Special personal services payments.....	42	59	59	59	...
Total Pay.....	975	973	981	952	-29
12.1 Benefits-civilian.....	90	104	106	101	-5
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	6	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	36	51	49	49	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	5	4	4	...
25.0 Other services.....	770	775	775	775	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	11	...	...	...	...
32.0 Lands 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.....	1,888	1,908	1,915	1,881	-34

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FEDERAL PREPAREDNESS
(Dollars in Thousands)

E. <u>Federal Preparedness Policy and Planning</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....
11.3 Other than full-time permanent.....
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....	...	\$5	\$4	\$4	...
25.0 Other services.....	\$769	775	775	775	...
26.0 Supplies and materials.....
31.0 Equipment.....	11	...	...	...	...
32.0 Lands 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.....	780	780	779	779	...

**SALARIES AND EXPENSES
FEDERAL PREPAREDNESS
(Dollars in Thousands)**

<u>E. Federal Preparedness Policy and Planning</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$808	\$860	\$882	\$853	-\$29
11.3 Other than full-time permanent.....	108	45	31	31	...
11.5 Other personnel compensation.....	17	9	9	9	...
11.8 Special personal services payments.....	<u>42</u>	<u>59</u>	<u>59</u>	<u>59</u>	<u>...</u>
Total Pay.....	975	973	981	952	-29
12.1 Benefits-civilian.....	90	104	106	101	-5
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	6	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	36	51	49	49	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	1	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	1,108	1,128	1,136	1,102	-34

**FEDERAL PREPAREDNESS
Detail of Permanent Positions**

E. Federal Preparedness Policy and Planning	1984 Actual	1985 Request	1985 Current Estimate	1986 Request	Increase/ Decrease
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	1	1	1	1	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	2	2	2	2	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	3	3	3	3	...
GS/GM-14.....	4	4	4	4	...
GS/GM-13.....	2	2	2	2	...
GS-12.....	1	1	1	1	...
GS-11.....	...	...	...	...	...
GS-10.....	...	...	...	...	...
GS-9.....	3	3	3	3	...
GS-8.....	2	2	2	2	...
GS-7.....	1	1	1	1	...
GS-6.....	1	1	1	1	...
GS-5.....	...	...	...	...	...
GS-4.....	1	1	1	1	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	21	21	21	21	...
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	21	21	21	21	...

E. Federal Preparedness Policy and Planning

The Federal Preparedness Policy and Planning program provides overall executive direction for Federal preparedness planning and assistance, and carries out overall policy and program planning for the purpose of coordinating and integrating Federal preparedness programs across Federal Government departments and agencies, addressing both domestic and national security emergencies in partnership with state and local governments. It includes two program elements: Multiprogram (multi-hazard) Analysis and Policy and Planning.

Multiprogram Analysis includes the following:

- * the development of a multi-hazard scientific and technical information base for use in the development and improvement of Federal emergency management programs;
- * development of a system for scientific and technical information access and utilization;
- * conduct of risk assessments to establish, validate and update the likelihood, and probable severity and impact, of the range of hazards for which FEMA has program or coordination responsibilities;
- * evaluation of risk management concepts and strategies; and
- * the development of prototype mitigation strategies.

Policy and Planning provides for overall executive direction of Federal preparedness planning and assistance. It includes the following:

- * analysis and definition of the roles of Federal agencies in national security and domestic emergencies;
- * development and evaluation of policy options and alternative strategies for Federal preparedness programs;
- * integration of Federal preparedness strategic planning and coordination of policies and planning across Federal departments and agencies;
- * analysis of public and key group perceptions of program needs for use in assessing the credibility, acceptability and feasibility of Federal emergency management programs and strategies;
- * the development of policies and strategies for such programs; and
- * support of the FEMA Advisory Board in its role of advising the FEMA Director on Agency policy and programs.

Policy and planning activities encompass national security emergency planning for mobilization, resources, and civil preparedness and integrated planning for the range of domestic hazards for which FEMA has responsibility in prevention mitigation, response, and recovery.

1. Multiprogram Analysis

a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.

b. Objective/Element Description. This program element is in direct support of the integrated emergency management system (IEMS) and involves the following:

- the development and evaluation of a firm scientific and technical basis for national preparedness planning;
- dissemination of scientific and technological information to Federal, State and local elements of the emergency management community;
- determination of policies, programs and techniques for bringing the state-of-the-art in science and technology to bear in programs dealing with the range of natural, technological, nuclear, and other hazards for which FEMA has responsibilities;
- the conduct of risk assessments to determine the likelihood, probable impact, and program implications of various hazards;
- the technical evaluation of alternative policies, programs and strategies for managing various hazards;
- technical analyses in the development of prototype multi-hazard mitigation strategies; and
- technical assessment in support of operational integration of programs addressing the full range of natural, technological, and other hazards. This program element constitutes a comprehensive approach to emergency management at all levels of government with an emphasis on IEMS by developing measures applicable to a wide range of disasters.

c. 1984 Accomplishments. In 1984, FEMA used a total of \$306,000 and two workyears for this program element, of which \$106,000 was under Salaries and Expenses and \$200,000 was under Emergency Management Planning and Assistance. A study concerning emergency management of energy resources was completed. Support was provided to the Lawrence Livermore National Laboratory (LLNL) and the National Bureau of Standards (NBS) to evaluate the thermal and radiation effects of disasters.

- d. Changes from the 1985 Estimates. Reflects an increase of \$2,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$310,000 and two workyears to this program element, of which \$110,000 is under Salaries and Expenses and \$200,000 is under Emergency Management Planning and Assistance. Projects include (1) support for multi-hazard research in the Emergency Management Research Institute, which will be established by FEMA in 1985, to provide for timely and responsive scientific and technical support service to FEMA policy makers and emergency managers on Federal preparedness matters; and (2) a study to determine problems in institutionalizing IEMS principles in preparedness programs.
- f. 1986 Program. FEMA requests a total of \$306,000 and two workyears for this program element, a decrease of \$4,000 over 1985. Included in this total are \$106,000 for Salaries and Expenses and \$200,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$311,000 and two workyears. The base program includes an increase of \$1,000 for annualization of the January 1985 pay raise. Three projects will be supported.

- Continued support to the Emergency Management Research Institute to provide for timely and responsive scientific and technical support on Federal preparedness programs to FEMA policy makers and emergency managers;
- An analysis of the impact on Federal preparedness programs of the vulnerability of the economic infrastructure to electromagnetic pulse effects on transportation, communications, and financial systems; and
- An analysis to determine problems in institutionalizing IEMS principles and procedures within States and localities.

1986 Decreases. The 1986 request includes a decrease of \$5,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$4,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$1,000 in order to reduce the number of employees in Grades GS-11 - GM-15.

- g. Outyear Implications. No outyear implications over the 1986 request.

2. Policy and Planning

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.
- b. Objective/Element Description. The Policy and Planning program element provides for executive direction and the development of overall policies and plans for the integration and coordination of Federal preparedness programs to meet national security emergencies, and for comprehensive national emergency programs for natural, technological, and other hazards in peacetime. Included are the following:
- planning studies for the integration and coordination of the roles of Federal agencies in national security emergencies and measures to improve the coordination of multi-agency activities;
 - policy analyses and cost effectiveness evaluations of policy options and strategic alternatives for Federal preparedness programs dealing with mobilization, resource preparedness, and civil preparedness;
 - development of alternative strategies for comprehensive management of peacetime emergencies, and evaluation of their adequacy, appropriateness, and cost effectiveness;
 - development and evaluation of specific hazard prevention, mitigation, response, and recovery policies, programs, and strategies;
 - analysis of public and key group perceptions of program needs for use in evaluating and improving the credibility, acceptability, and feasibility of Federal preparedness program elements; and
 - support of the FEMA Advisory Board in its role of advising the FEMA Director on Agency policies and programs.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,582,000 and 19 workyears for this program element, of which \$1,002,000 was under Salaries and Expenses and \$580,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:
- executive direction of Federal preparedness programs;
 - staff support to program development efforts in the initiation of an integrated emergency management system;
 - assessment of coordination among Federal agencies in domestic emergencies;
 - completion of a study of the readiness of local communities for emergency management planning;

- continuation of assessments of public understanding and attitudes toward the range of hazards and program needs addressed by Federal preparedness programs; and
 - support of the FEMA Advisory Board.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$5,000; an increase of \$22,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$17,000, of which \$16,000 is in Salaries and Expenses and \$1,000 is in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,605,000 and 19 workyears to this program element, of which \$1,026,000 is under Salaries and Expenses and \$579,000 is under Emergency Management Planning and Assistance. Ten workyears provide overall executive direction for Federal preparedness planning and assistance. Other activities in 1984 will use nine workyears and will include the following:
- establishment of the basis for improved integration of programs focusing on mobilization, resources preparedness, and civil preparedness in FEMA and across Federal departments and agencies based on other studies completed in 1983 and 1984 on the roles of Federal agencies in national security and domestic emergencies and an analysis of interagency policy coordination mechanisms;
 - initial development of a model of the integrated emergency management system for use in planning and evaluations to improve and strengthen policies and plans for the coordinated response of Federal departments and agencies to national security and domestic emergencies;
 - enhancing efforts to identify potential improvements in the effectiveness of current programs and on policies and approaches which could lead to substantial reductions in long-term program costs;
 - continued analyses of social and behavioral problems in order to develop improvements in program elements that depend on public acceptance and on the performance of social and economic institutions of society for success; and
 - support for the FEMA Advisory Board in its role of advising the FEMA Director.
- f. 1986 Program. FEMA requests a total of \$1,575,000 and 19 workyears for this program element, a decrease of \$30,000 over 1985. Included in this total are \$996,000 for Salaries and Expenses and \$579,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,612,000 and 19 workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise. Ten workyears will provide overall executive direction for Federal preparedness planning and assistance. Activities in 1986 will use nine workyears and will include the following:

- continued development of a planning and evaluation model of the integrated emergency management system for analysis to improve coordination and integration of Federal agencies' roles in Federal preparedness programs in response to national security emergencies, as well as improve intergovernmental programs integrating Federal, State and local emergency management systems;
- continued development and improvement of strategic plans to strengthen the coordinated Federal response to meet mobilization, resource, and civil preparedness requirements of national security emergencies;
- evaluation of risk assessments conducted by other agencies, and use of the results to establish a more rational basis for integration of Federal preparedness programs using a stronger scientific and technical foundation for the integrated emergency management system;
- continued evaluation of special issues concerning feasibility and public acceptance of civil preparedness programs; and
- support for the FEMA Advisory Board in its role of reviewing FEMA programs, policies and requirements and providing advice to the Director.

1986 Decreases. The 1986 request includes a decrease of \$37,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$31,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$6,000 in order to reduce the number of employees in grades GS-11 - GM-15.

g. Outyear Implications. No outyear implications over the 1986 request.

3. Salaries and Expenses

- a. Authority. Section 103, National Security Act of 1947, as amended, 50 U.S.C. 404.
- b. Objective/Element Description. This program consolidates the Salaries and Expenses detailed in each preceding narrative, thereby funding the personnel identified in each program element described above.
- c. 1984 Accomplishments. In 1984, FEMA used \$1,108,000 and 21 workyears for this program element under Salaries and Expenses. These funds provided for the accomplishments identified in the narrative for each program element.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$8,000; an increase of \$24,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$16,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$1,136,000 and 21 workyears to this program element under Salaries and Expenses. The use of funds and workyears are identified in the narrative of each program element.
- f. 1986 Program. FEMA requests \$1,102,000 and 21 workyears under Salaries and Expenses for this program element, a decrease of \$34,000 over 1985.

1986 Base Program. The 1986 request includes a base program of \$1,144,000 and 21 workyears. The base program includes an increase of \$8,000 for annualization of the January 1985 pay raise. The use of funds and workyears are identified in the narrative of each program element.

1986 Decreases. The 1986 request includes a decrease of \$42,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$35,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - * a decrease of \$7,000 in order to reduce the number of employees in grades GS-11 - GS-15.
- g. Outyear Implications. No outyear implications over the 1986 request.

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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. Educational programs are provided through the Emergency Management Institute and the National Fire Academy. Fire Prevention and Control activities are developed and delivered through the United States Fire Administration.

- Instructional Programs and Materials. Develops and reproduces materials to support integrated emergency management.
- Training Field Deployment Systems. Supports delivery of training throughout the United States.
- Resident Programs. Supports delivery of training at the Emmitsburg, Maryland, and Carson City, Nevada, residential campuses.
- NETC Site Administration. Provides for the operation of the Emmitsburg campus.
- NETC West Site Administration. Provides for the operation of the Carson City, Nevada 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) creating 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) coordinating with national, State and local governments which support and reinforce fire prevention, fire control and emergency response activities;
- (3) stressing production of improved firefighting practices, equipment, and gear to reduce firefighter death and injury;
- (4) increasing information to the manufacturing and construction industry, related standards, organizations and government agencies to improve consumer products, construction practices, and related activities; and
- (5) increasing fire prevention and fire safety awareness in the general public, who are both the victims and the principal causes of fires.

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Decrease</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program</u>											
A. Emergency Management											
Institute.....	TFP-7	...	\$1,715	6	\$4,060	6	\$3,981	6	\$3,390	...	-\$591
B. National Fire Academy.....	TFP-23	80	9,826	80	13,270	80	13,217	78	11,637	-2	-1,580
C. U.S. Fire Administration.....	TFP-41	20	5,198	20	7,713	20	9,736	20	7,685	...	-2,051
Total, Training and Fire Programs (Budget Authority)		100	16,739	106	25,043	106	26,934	104	22,712	-2	-4,222
Budget Outlays.....			11,800		22,553		25,698		22,613		-3,085
<u>Permanent Workyears</u>											
Headquarters.....		81		86		87		85		-2	
Regions.....		...		...		...		...		...
Total, Permanent.....		81		86		87		85		-2	
<u>Total Workyears.....</u>		100		106		106		104		-2	

Changes from Original 1985 Estimates

- * Reflects a Congressionally directed increase of \$2,000,000 for the U.S. Fire Administration.
- * Reflects an increase of \$117,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
 - \$5,000 - Emergency Management Institute
 - \$77,000 - National Fire Academy
 - \$35,000 - U.S. Fire Administration
- * Reflects a decrease of \$226,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$84,000 - Emergency Management Institute
 - \$130,000 - National Fire Academy
 - \$12,000 - U.S. Fire Administration

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

OBJECT CLASS	1984	1985	1985	1986	Increase/ Decrease
	<u>Actual</u>	<u>Request</u>	<u>Current</u> <u>Estimate</u>	<u>Request</u>	
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,870	\$2,491	\$2,596	\$2,396	-\$200
11.3 Other than full-time permanent.....	447	594	557	557	...
11.5 Other personnel compensation.....	11	22	22	22	...
11.8 Special personal services payments.....	200	391	391	391	...
Total Pay.....	<u>3,528</u>	<u>3,498</u>	<u>3,566</u>	<u>3,366</u>	-200
12.1 Benefits-civilian.....	377	396	408	386	-22
12.2 Benefits-military personnel.....	...	..	...	...	...
13.0 Benefits for former personnel.....	15	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	280	294	280	280	...
22.0 Transportation of things.....	33	66	66	66	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	814	1,194	1,194	1,651	457
24.0 Printing and reproduction.....	213	677	502	502	...
25.0 Other services.....	5,940	10,634	12,634	8,531	-4,103
26.0 Supplies and materials.....	181	378	378	210	-168
31.0 Equipment.....	276	306	306	726	420
32.0 Lands and structures.....	1,366	1,916	1,916	1,234	-682
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	3,716	5,684	5,684	5,760	76
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>16,739</u>	<u>25,043</u>	<u>26,934</u>	<u>22,712</u>	-4,222

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
 TRAINING AND FIRE PROGRAMS
 (Dollars in Thousands)

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	156	\$100	\$100	\$557	\$457
24.0 Printing and reproduction.....	204	677	502	502	...
25.0 Other services.....	5,888	10,628	12,628	8,525	-4,103
26.0 Supplies and materials.....	150	372	372	204	-168
31.0 Equipment.....	183	288	288	708	420
32.0 Lands and structures.....	1,366	1,916	1,916	1,234	-682
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	3,716	5,684	5,684	5,760	76
42.0 Insurance claims and indemnities.....	..	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	11,675	19,665	21,490	17,490	-4,000

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**SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)**

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,870	\$2,491	\$2,596	\$2,396	-\$200
11.3 Other than full-time permanent.....	447	594	557	557	...
11.5 Other personnel compensation.....	11	22	22	22	...
11.8 Special personal services payments.....	200	391	391	391	...
Total Pay.....	<u>3,528</u>	<u>3,498</u>	<u>3,566</u>	<u>3,366</u>	<u>-200</u>
12.1 Benefits-civilian.....	377	396	408	386	-22
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	15	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	280	294	280	280	...
22.0 Transportation of things.....	21	66	66	66	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	658	1,094	1,094	1,094	...
24.0 Printing and reproduction.....	9	...	...	...	...
25.0 Other services.....	52	6	6	6	...
26.0 Supplies and materials.....	31	6	6	6	...
31.0 Equipment.....	93	18	18	18	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	<u>5,064</u>	<u>5,378</u>	<u>5,444</u>	<u>5,222</u>	<u>-222</u>

TRAINING AND FIRE PROGRAMS
Detail of Permanent Positions

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	1	1	1	1	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	1	1	1	1	...
ES-3.....	...	...	...	...	...
ES-2.....	1	2	2	2	...
ES-1.....	1	1	1	1	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	4	4	4	4	...
GS/GM-14.....	4	4	4	4	...
GS/GM-13.....	13	13	13	13	...
GS-12.....	24	27	27	27	...
GS-11.....	1	1	1	...	-1
GS-10.....	...	...	...	...	...
GS-9.....	...	...	...	...	...
GS-8.....	...	...	...	...	...
GS-7.....	6	8	8	7	-1
GS-6.....	3	3	3	3	...
GS-5.....	12	12	12	12	...
GS-4.....	10	10	10	10	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded .....	...	...	...	...	...
Total permanent positions.....	81	87	87	85	-2
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	81	87	87	85	-2

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

A. <u>Emergency Management Institute</u>	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Estimate</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Element</u>											
1. Instructional Programs and Materials.....	TFP-12	...	\$910	...	\$1,061	...	\$1,038	...	\$1,038	...	...
2. Training Field Deployment Systems.....	TFP-16	...	805	...	985	...	961	...	961	...	...
3. Resident Programs.....	TFP-18	...	...	6	1,490	6	1,358	6	775	...	-\$583
4. NETC Site Administration.....	TFP-20	...	...	...	...	...	...	...	...	...	...
5. NETC West Site Administration	TFP-20	...	...	...	271	...	380	...	380	...	...
6. Salaries & Expenses.....	TFP-21	...	...	...	253	...	244	...	236	...	-8
Total, Emergency Management Institute (Budget Authority).....		...	1,715	6	4,060	6	3,981	6	3,390	...	-591
<u>Permanent Workyears</u>											
Headquarters.....		...	...	5	...	6	...	6	...	...	...
Regions.....		...	...	...	...	...	...	...	...	...	...
Total, Permanent.....		...	...	5	...	6	...	6	...	...	...
<u>Total Workyears.....</u>		...	...	6	...	6	...	6	...	...	...

Changes From Original 1985 Estimates

- * Reflects a transfer of \$109,000 from Resident Programs to NETC West Site Administration.
- * Reflects an increase of \$5,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expense Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$84,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

- \$23,000 - Instructional Programs and Materials
- \$24,000 - Training Field Deployment Systems
- \$23,000 - Resident Programs
- \$14,000 - Salaries and Expenses

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

<u>A. Emergency Management Institute</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
Personnel Costs					
11.1 Full-time permanent.....	...	\$140	\$144	\$137	-\$7
11.3 Other than full-time permanent.....	...	45	31	31	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	...	<u>185</u>	<u>175</u>	<u>168</u>	<u>-7</u>
12.1 Benefits-civilian.....	...	19	20	19	-1
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	9	9	9	...
22.0 Transportation of things.....	...	1	1	1	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	9	9	106	97
24.0 Printing and reproduction.....	\$40	272	202	202	...
25.0 Other services.....	1,550	2,577	2,577	2,510	-67
26.0 Supplies and materials.....	1	64	64	16	-48
31.0 Equipment.....	18	60	60	199	139
32.0 Lands and structures.....	...	172	172	129	-43
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	106	692	692	31	-661
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	1,715	4,060	3,981	3,390	-591

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
 TRAINING AND FIRE PROGRAMS
 (Dollars in Thousands)

A. <u>Emergency Management Institute</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ Decrease
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	\$97	\$97
24.0 Printing and reproduction.....	\$40	\$272	\$202	202	...
25.0 Other services.....	1,550	2,571	2,571	2,504	-67
26.0 Supplies and materials.....	1	58	58	10	-48
31.0 Equipment.....	18	42	42	181	139
32.0 Lands and structures.....	...	172	172	129	-43
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	106	692	692	31	-661
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	1,715	3,807	3,737	3,154	-583

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**SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)**

<u>A. Emergency Management Institute</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	...	\$140	\$144	\$137	-\$7
11.3 Other than full-time permanent.....	...	45	31	31	...
11.5 Other personnel compensation.....
11.8 Special personal services payments.....
Total Pay.....	...	185	175	168	-7
12.1 Benefits-civilian.....	...	19	20	19	-1
12.2 Benefits-military personnel.....
13.0 Benefits for former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	...	9	9	9	...
22.0 Transportation of things.....	...	1	1	1	...
23.1 Standard level user charges.....
23.2 Communications, utilities & other rent...	...	9	9	9	...
24.0 Printing and reproduction.....
25.0 Other services.....	...	6	6	6	...
26.0 Supplies and materials.....	...	6	6	6	...
31.0 Equipment.....	...	18	18	18	...
32.0 Lands 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.....	...	253	244	236	-8

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TRAINING AND FIRE PROGRAMS
Detail of Permanent Positions

<u>A. Emergency Management Institute</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....
Executive Level III.....
Executive Level IV.....
Executive Level V.....
ES-6.....
ES-5.....
ES-4.....
ES-3.....
ES-2.....	...	1	1	1	...
ES-1.....
GS-18.....
GS-17.....
GS-16.....
GS/GM-15.....
GS/GM-14.....
GS/GM-13.....
GS-12.....	...	3	3	3	...
GS-11.....
GS-10.....
GS-9.....
GS-8.....
GS-7.....	...	2	2	2	...
GS-6.....
GS-5.....
GS-4.....
GS-3.....
GS-2.....
GS-1.....
Ungraded.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total permanent positions.....	...	6	6	6	...
Unfilled positions, end-of-year.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total permanent employment, end-of-year....	...	<u>6</u>	<u>6</u>	<u>6</u>	...

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A. Emergency Management Institute

This program includes development, deployment and evaluation of course materials for training programs which are grouped under three functional areas: Comprehensive Emergency Management Programs, Executive Programs, and Technical Programs. This approach ensures that all Emergency Management Institute (EMI) students will be provided effective training within the Integrated Emergency Management System (IEMS), a categorization based on the premise that while the size and scope of emergencies differ, there are, from a management perspective, commonalities for population movement and shelter, medical care, feeding, etc., whether the event is a single isolated emergency, such as fire, flood, tornado, or catastrophic nuclear war. In addition, it includes a portion of the operation of the National Emergency Training Center (NETC) sites in Emmitsburg, Maryland, and Carson City, Nevada.

This program prepares Federal, State and local officials to meet the responsibilities of emergency training for natural hazards, offsite nuclear power plant safety, hazardous material incidents, declared disaster operations, emergency medical response, and the parallel management functions applicable to all of these - planning and preparedness, mitigation, response, and recovery.

The many hazards that cause emergencies are no longer viewed as separate entities with no connection and with different management responses. Instead, emergencies are viewed as events demanding an articulated public service response, for the objective is the same whatever the cause of the emergency may be - saving lives and property and preserving social and economic stability. As this new approach matures, the field of study and professional training in applied emergency management is being developed and delivered at NETC, through the EMI.

1. Instructional Programs and Materials

- a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), 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; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.
- b. Objective/Element Description. Under this program element, EMI develops and offers courses that support the training needs of domestic preparedness in communities throughout the nation. Selected training activities are conducted at resident facilities in Emmitsburg, Maryland and Carson City, Nevada, while the majority of courses are conducted by State emergency management offices with financial and technical assistance provided through ten Regional Offices.

Using the Integrated Emergency Management System (IEMS) approach, training materials are provided in the following three curricula areas:

- Technical Programs Curriculum. Courses focus on specific technical skills and management functions in off-site nuclear power plant safety, hazardous material incidents, Presidentially-declared disaster operations, and natural and technological hazards. Courses are offered on civil preparedness subjects, on off-site nuclear power plant safety and hazardous material emergencies, on natural hazards and disaster operations, and a varying number of instructor qualification courses. Courses are conducted at resident facilities and in the field.
- Executive Programs Curriculum. This curriculum focuses on the role emergency management has in the field of public administration. Courses strengthen the view that the capability to manage emergencies is an essential and integral part of every discipline within public administration. Content ranges from technical information basic to building and operating emergency management systems, to legislative and policy considerations of governing officials. Seminars and conferences are conducted on contemporary issues, long-range emergency management strategies, and analogous programs in other countries. The emergency preparedness courses under this curriculum are conducted at resident facilities and in the field. The field courses are administered and taught by States with Comprehensive Cooperative Agreement (CCA) funds.
- Comprehensive Emergency Management Curriculum. Courses in this curriculum are performance-oriented, practical exercises that simulate high-stress emergency situations. Courses include national security, nuclear incident, response, mitigation, recovery, and exercise design. Teams of students (in several cases entire communities through a "big cities" approach) having key management roles are brought together for each course, whatever the scenario may be. The objective of this curriculum is network building and capability enhancement within and among political jurisdictions.

In support of these curricula, instructional materials are developed, tested, printed, and packaged for nationwide use. These materials include instructor guides, student manuals, electronic software, exercise scenarios, and audio-visual and graphic aids. Development, which includes curriculum and course revision as well as new projects, is accomplished by any one or a combination of faculty and staff, through procurement by contract, or assistance of expert associate faculty. Prototype testing and evaluation is an integral part of the EMI development process. Though curriculum advancement in emergency management has doubled over the past four years, it has not met demand.

- c. 1984 Accomplishments. In 1984, FEMA used \$910,000 and no workyears for this program element under Emergency Management Planning and Assistance. The 1984 program included the development, expansion and/or revision of courses in the following areas:
 - Radiological Training Series was revised. A comprehensive approach for training in all Radiological emergencies is 75% in-place;

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- EMI curricula underwent a major review to complete Integrated Emergency Management System (IEMS) application;
 - curriculum studies for civil security, resources and civil preparedness were completed;
 - courses in disaster preparedness and flood insurance received their annual revisions and were packaged for field deployment; and
 - techniques of satellite teleconference were studied and tested.
- d. Changes from the 1985 Estimates. Reflects a decrease of \$23,000 in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$1,038,000 and no workyears to this program element under Emergency Management Planning and Assistance. The following projects will be undertaken in 1985:
- curricula coordination and evaluation in a systematic way to assure quality control at a cost of \$151,000. This will give a needed focus to evaluation thus preventing duplication and overlap;
 - revision of 13 hazard specific courses, along with the development of eight additional courses designed to solidify the IEMS concept;
 - production of additional exercise formats and materials to include all phases of emergency management utilizing various types of computerized incident-based scenarios; and
 - development of four new courses in the area of disaster relief, with training programs aimed at increasing the disaster response and recovery capabilities of State and local governments in order to make them self-sufficient in the event of large natural or technological disasters until Federal assistance arrives.
- f. 1986 Program. FEMA requests \$1,038,000 and no workyears under Emergency Management Planning and Assistance for this program element.
- 1986 Base Program. The 1986 request includes a base program of \$1,038,000 and no workyears. The 1986 base program provides funding for the following:

- **Technical Programs Curriculum.** In 1986, \$294,000 is requested for need assessments, instructional design, prototype testing, evaluation, revision, and printing that will establish programs of study within this curriculum area. In addition, a teleconference will be developed for mass training. Critical to successful deployment is effective use of state-of-the-art educational technology. Limited financial and personnel resources require outreach techniques that can train greater numbers at less cost. Teleconferencing funds are required for conducting training at a central location, and thousands can receive survey course training in the time it now takes to train a hundred. A new course, called "Emergency Management in the Workplace Environment," will be developed per industry requests and piloted for managers of critical institutions such as factories, businesses, hospitals, schools, etc., for the purpose of creating a heightened capacity to perform common emergency management functions across domestic and national preparedness emergencies. Such training will produce a credible combination of realistic plans and operational capabilities that are achievable and predictable and not currently in place in the private sector.
- **Executive Programs Curriculum.** In 1986, \$194,000 is requested to fund the development and/or revision of five courses including adult training methodology, contemporary issues in emergency management, intergovernmental relations, field training management for the Professional Development Series, and a business and industry conference. In recent years, EMI has made great strides in curriculum development and preparation of materials for nationwide deployment. Maximum training effectiveness, however, is dependent on excellence of instruction. A refresher course on techniques of instructions for cadres of State instructors will improve quality of training and concomitant realization of training objectives with funds used by States through cooperative funding agreements.

Seminars on contemporary issues are revised annually to bring new ideas and current concerns to the attention of career emergency program managers in local and State governments. Intergovernmental relations seminars strengthen the proficiency of local government administration in civil emergency preparedness. Not only are administrators responsible for the execution of policies set by elected officials, but they submit policy proposals and provide facts and advice on matters of public policy used as a basis for making community decisions. This seminar is evaluated and revised after each offering, which entails a continuous development effort. EMI's central effort in civil preparedness is called the Professional Development Series which consists of four courses, one of which contains four modules; all of the courses have been accredited by the American Council on Education (ACE). These courses are taught by the States after completing trainer qualifying courses at EMI. Annually, several thousand students are taught through the States in professional development for emergency managers, which includes fire, police, and elected policy makers at the county/city level. Evaluation and revision of courses is a continuous project, as is the revision of field program guidance and plans of instruction since these courses are offered and conducted by States. During 1984 a clearer definition of the industrial preparedness requirements was produced. As a result, new training systems in industrial preparedness were initiated. Subsequently, in 1986 a new course will be developed to support this new approach.

- Comprehensive Emergency Management Curriculum. In 1986, \$404,000 is requested to develop and revise exercise courses related to civil preparedness such as hazardous materials and earthquake response. These exercises immerse students in the practical application of management functions. Courses include lecture blocks and workshops on generic emergency management subjects that lead to an emergency simulation. Scenario events of increasing complexity and threat are subtly interspersed throughout course sessions. Finally, a simulated emergency situation arises and participants must cope with realistic, daily operations in a high-stress, response environment. In 1986, a major development or reformatting project of existing courses will commence to enhance skills in local communities by conducting, these exercise courses either in the community or at EMI. Each time a course is conducted for a specific community, reformatting is necessary; a detailed analysis must be performed in the community that includes potential hazards, emergency plans, existing administrative structure, and available physical resources.

Included in the 1986 request under Emergency Management Planning and Assistance is \$146,000 for curriculum evaluation and development activities and initiatives to evaluate short- and long-term emergency management resident and field training programs and delivery systems, complete requested program area curriculum reviews, and coordinate program office emergency management training requirements and appropriate activities within the overall FEMA Five-Year Curriculum Management Plan.

1986 Increase (or Decreases). None.

- g. Outyear Implications. No outyear implications over the 1986 request.

2. Training Field Deployment Systems

- a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), 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; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.
- b. Objective/Element Description. EMI manages a nationwide, non-resident program of instruction. This training is conducted by State emergency management training offices. Financial and administrative assistance is provided to States through FEMA regional offices under Comprehensive Cooperative Agreements. Thirty-two courses are offered by States under this system, 24 of which are in subjects relating to civil preparedness. The objective is to deploy performance-oriented training and instructional materials which meet the requirements of radiological protection, emergency program management, emergency response services, business and industry, and other emergency management groups having related interests. Policy guidance is grouped under three functional areas or curriculum, as previously described: Technical Programs Curriculum, Executive Programs Curriculum, and the Comprehensive Emergency Management Programs Curriculum. Inherent in such

executive direction is the preparation of operational guidance that States both general and specific goals and objectives. This guidance is designed to meet the goals of FEMA's Intergrated Emergency Management System.

Under this element, training is delivered throughout the United States using regional offices and State emergency management agencies. Financial assistance is provided to State government agencies to support their training efforts as well as instructional materials and technical assistance to conduct courses. A qualification program for instructors is conducted at EMI for all persons designated as such by State training offices. The vast network created by the program is the mainstay of EMI's nationwide deployment system, and also provides instructors should a national crisis occur.

- c. 1984 Accomplishments. In 1984, FEMA used \$805,000 and no workyears for this program element under Emergency Management Planning and Assistance. Accomplishments for 1984 included the following:
- * conducted civil security courses at greatly increased levels of effort to achieve State objectives as well as placing emphasis on exercising as a training reinforcement and validating method;
 - * directed program training efforts in the area of resource preparedness toward the integration of business and industry with interagency and National Defense Executive Reserve (NDER) resources with special emphasis on State and local government roles. Adjunct Faculty and contract instructors were trained (Train-the-Trainer) in new procedures to achieve this integrated approach and to expand State and local government students audiences;
 - * pilot tested new courses and materials and deployed the programs to the field;
 - * supported training in disaster preparedness and a shift from Federal training to training at the State and local level to accommodate new legislative and executive initiatives affecting the disaster assistance program; and
 - * delivered a total of 447 non-Civil Defense funded course offerings to 9,842 students.
- d. Changes from the 1985 Estimates. Reflects a decrease of \$24,000 in Emergency Management Planning and Assistance for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$961,000 and no workyears to this program element under Emergency Management Planning and Assistance. This program will provide for the delivery of 455 course offerings in government preparedness, National Defense Executive Reserve (NDER), and civil security to approximately 13,248

students at a cost of \$781,000. In addition, curricula development and evaluation is being undertaken in a systematic manner to assure consistency and quality control at a cost of \$180,000.

- f. 1986 Program. FEMA requests \$961,000 and no workyears under Emergency Management Planning and Assistance for this program element.

1986 Base Program. The 1986 request includes a base program of \$961,000 and no workyears. The 1986 base provides funds for the following:

- an evaluation of field instructors, instructional materials, and student response to course content and presentations;
- the deployment of various courses which support peacetime preparedness objectives. Updated courses will be offered to upgrade State and local governments' managerial skills in earthquake and flood mitigation, nuclear power plant accidents, incidents involving the transport and storage of nuclear and other hazardous materials and wastes, and to maintain instructor training programs in these areas. An estimated 593 course offerings are planned for 15,040 students; and
- the administration of a national home-study program and the provision of instructional materials as requested by K-12 teachers and university faculty.

1986 Increases (or Decreases). None.

- g. Outyear Implications. No outyear implications over the 1986 request.

3. Resident Programs

- a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), 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; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.
- b. Objective/Element Description. EMI conducts training that enhances the emergency preparedness posture of local, State and Federal governments, the private sector, volunteer organizations, and those in allied professions. The mix of students who attend EMI reflects dependencies inherent in preparing for a national crisis because EMI has adopted the approach that the many responsibilities and functions comprising emergency management cannot be viewed in isolation of each other.

The scope of training at EMI includes management skills necessary for the organization, operations, and maintenance of emergency management systems; technical information related to civil emergency preparedness, hazard mitigation, response, and recovery from emergencies and disasters; techniques of individual action in the context of political, social, and economic requirements; emergency management programs and policies; and the roles and responsibilities of all levels of government and the private sector in the face of emergencies and disasters.

c. 1984 Accomplishments. This item was not included in the 1984 submission.

d. Changes from the 1985 Estimates. Reflects a net decrease of \$141,000; a transfer of \$109,000 in Emergency Management Planning and Assistance to NRETC West Site Administration; an increase of \$5,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$37,000, of which \$14,000 is in Salaries and Expenses and \$23,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

e. 1985 Program. In 1985, FEMA is allocating a total of \$1,602,000 and six workyears to this program element, of which \$244,000 is under Salaries and Expenses and \$1,358,000 is under Emergency Management Planning and Assistance. Twelve non-Civil Defense resident courses will be offered at the Emmitsburg site. In addition, curricula coordination and evaluation will be undertaken in a systematic way to assure quality control at a cost of \$101,000.

f. 1986 Program. FEMA requests a total of \$1,011,000 and six workyears for this program element, a net decrease of \$591,000 from 1985. Included in this total are \$236,000 for Salaries and Expenses and \$775,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,605,000 and six workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. The base program includes \$99,000 for curriculum development and evaluation. In addition, the base program request provided funding to train students at the Emmitsburg campus.

1986 Decreases. The 1986 program includes a decrease of \$594,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$9,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GS-15; and

* a decrease of \$583,000 under Emergency Management Planning and Assistance for the elimination of the student stipend reimbursements.

g. Outyear Implications. No outyear implications over the 1986 request.

4. NETC Site Administration

- a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), 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; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.
- b. Objective/Element Description. This element provides a share of the cost of operating and maintaining the National Emergency Training Center (NETC) facility in Emmitsburg, Maryland. The funding in this element covers the non-Civil Defense portion of the facility costs for items such as maintenance, security, house-keeping, equipment, renovation, rent, and similar costs. Also included is a portion of the resources required for executive direction and headquarters coordination.
- c. 1984 Accomplishments. This item was not included in the 1984 submission.
- d. Changes from the 1985 Estimates. None.
- e. 1985 Program. This program was not included in the 1985 submission.
- f. 1986 Program. No funding is being requested for this item for 1986.
- g. Outyear Implications. No outyear implications over the 1986 request.

5. NETC West Site Administration

- a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), 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; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.
- b. Objective/Element Description. This element provides a share of the cost of operating the Carson City, Nevada campus. This extension facility will offer resident courses of the EMI which have been developed at the parent facility. Operation of the facility will increase the Agency's continuing educational effort.

- c. 1984 Accomplishments. The facility was not in operation in 1984.
- d. Changes from the 1985 Estimates. Reflects a transfer of \$109,000 from Resident Programs to NETC West Site Administration.
- e. 1985 Program. In 1985, FEMA is allocating \$380,000 and no workyears to this program element under Emergency Management Planning and Assistance. This amount provides funding for renovation at the Carson City campus.
- f. 1986 Program. FEMA requests \$380,000 and no workyears in Emergency Management Planning and Assistance for this program element.

1986 Base Program. The 1986 request includes a base program of \$380,000 and no workyears. The base program provides a limited amount of funding for the operation and maintenance of the Carson City campus. The 1986 program includes the following:

- opening the facility for classes in April, 1986;
- providing 150 dormitory spaces for students to attend National Fire Academy and Emergency Management Institute resident courses;
- provide space for six classrooms; and
- provide space for students to attend weekend educational opportunities.

1986 Increases (or Decreases). None.

- g. Outyear Implications. No outyear implications over the 1986 request.

6. Salaries and Expenses

- a. Authority. Disaster Relief Act of 1974 (P.L. 93-288), 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; and Flood Disaster Protection Act, as amended, 42 U.S.C. 4061 et seq.
- b. Objective/Element Description. The objective of this element is to provide Salaries and Expenses funds for the Emergency Management Institute. The personnel are used for the development and delivery of non-Civil Defense funded courses.

- c. 1984 Accomplishments. This item was not included in the 1984 submission.
- d. Changes from the 1985 Estimate. Reflects a net decrease of \$9,000: an increase of \$5,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January pay raise; and a decrease of \$14,000 for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$244,000 and six workyears to this program element under Salaries and Expenses. These resources are being used to support a portion of the ENI resident program.
- f. 1986 Program. FEMA requests \$236,000 and six workyears for this program element, a decrease of \$8,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$247,000 and six workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. The personnel will be used to develop and deliver a portion of the ENI resident program at the Emmitsburg campus.

1986 Decreases. The 1986 request includes a decrease of \$11,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$9,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GS-15.

- g. Outyear Implications. No outyear implications over the 1986 request.

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

B. <u>National Fire Academy</u>	<u>Page No.</u>	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>WY 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>	<u>WY</u>	<u>Amt.</u>
<u>Estimates by Program Office</u>											
1. Instructional Programs & Materials.....	TFP-28	5	\$583	5	\$811	5	\$807	5	\$807	...	...
2. Training Field Deployment Systems.....	TFP-31	10	787	10	1,955	10	1,902	10	1,902	...	...
3. Resident Programs.....	TFP-35	23	1,881	23	2,424	23	1,881	23	464	...	-\$1,417
4. NETC Site Administration.....	TFP-37	42	2,409	42	2,911	42	2,866	40	2,866	-2	...
5. NETC West Site Administration.....	TFP-38	...	...	...	957	...	1,500	...	1,500	...	...
6. Salaries & Expenses.....	TFP-39	...	4,166	...	4,212	...	4,261	...	4,098	...	-163
Total, National Fire Academy (Budget Authority).....		80	9,826	80	13,270	80	13,217	78	11,637	-2	-1,580
<u>Permanent Workyears</u>											
Headquarters.....		61		61		61		59			-2
Regions.....		...		...		...		...		...	...
Total, Permanent.....		61		61		61		59			-2
Total Workyears.....		80		80		80		78			-2

Changes from Original 1985 Estimates

- * Reflects a transfer of \$543,000 from Resident Programs to NETC West Site Administration.
- * Reflects an increase of \$77,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$130,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$4,000 - Instructional Programs and Materials
 - \$53,000 - Training Field Deployment Systems
 - \$45,000 - NETC Site Administration
 - \$28,000 - Salaries and Expenses.

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

<u>B. National Fire Academy</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,344	\$1,919	\$1,988	\$1,841	-\$147
11.3 Other than full-time permanent.....	354	345	327	327	...
11.5 Other personnel compensation.....	8	20	20	20	...
11.8 Special personal services payments.....	60	285	285	285	...
Total Pay.....	2,766	2,569	2,620	2,473	-147
12.1 Benefits-civilian.....	308	293	301	285	-16
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	7	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	223	200	190	190	...
22.0 Transportation of things.....	21	65	65	65	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	797	1,085	1,085	1,530	445
24.0 Printing and reproduction.....	138	394	292	292	...
25.0 Other services.....	2,064	3,530	3,530	4,184	654
26.0 Supplies and materials.....	180	254	254	184	-70
31.0 Equipment.....	256	196	196	527	331
32.0 Lands and structures.....	1,366	1,744	1,744	1,105	-639
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	1,700	2,940	2,940	802	-2,138
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	9,826	13,270	13,217	11,637	-1,580

**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)**

	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
			<u>Estimate</u>		
5. <u>National Fire Academy</u>					
<u>OBJECT CLASS</u>					
<u>Personnel Costs</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>
Total Pay.....	...	...	..	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	\$139	...	...	\$445	\$445
24.0 Printing and reproduction.....	129	\$394	\$292	292	...
25.0 Other services.....	2,014	3,530	3,530	4,184	654
26.0 Supplies and materials.....	149	254	254	184	-70
31.0 Equipment.....	163	196	196	527	331
32.0 Lands and structures.....	1,366	1,744	1,744	1,105	-639
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	1,700	2,940	2,940	802	-2,138
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	5,660	9,058	8,956	7,539	-1,417

**SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)**

B. <u>National Fire Academy</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$2,344	\$1,919	\$1,988	\$1,841	-\$147
11.3 Other than full-time permanent.....	354	345	327	327	...
11.5 Other personnel compensation.....	8	20	20	20	...
11.8 Special personal services payments.....	60	285	285	285	...
Total Pay.....	<u>2,766</u>	<u>2,569</u>	<u>2,620</u>	<u>2,473</u>	<u>-147</u>
12.1 Benefits-civilian.....	308	293	301	285	-16
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	7	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	223	200	190	190	...
22.0 Transportation of things.....	21	65	65	65	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	658	1,085	1,085	1,085	...
24.0 Printing and reproduction.....	9	...	...	...	...
25.0 Other services.....	50	...	...	...	...
26.0 Supplies and materials.....	31	...	...	...	...
31.0 Equipment.....	93	...	...	...	...
32.0 Lands 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>4,166</u>	<u>4,212</u>	<u>4,261</u>	<u>4,098</u>	<u>-163</u>

TRAINING AND FIRE PROGRAMS
Detail of Permanent Positions

B. National Fire Academy	1984 Actual	1985 Request	1985 Current Estimate	1986 Request	Increase/ Decrease
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	1	1	1	1	...
ES-3.....	...	...	...	...	...
ES-2.....	1	1	1	1	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	3	3	3	3	...
GS/GM-14.....	1	1	1	1	...
GS/GM-13.....	12	12	12	12	...
GS-12.....	17	17	17	17	...
GS-11.....	1	1	1	...	-1
GS-10.....	...	...	...	...	...
GS-9.....	...	...	...	...	...
GS-8.....	...	...	...	...	...
GS-7.....	4	4	4	3	-1
GS-6.....	2	2	2	2	...
GS-5.....	9	9	9	9	...
GS-4.....	10	10	10	10	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded .....	...	...	...	...	...
Total permanent positions.....	61	61	61	59	-2
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	61	61	61	59	-2

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B. National Fire Academy

This program provides for the operation of the National Fire Academy (NFA) educational program at the residential sites in Emmitsburg, Maryland, and Carson City, Nevada, and through the off-site outreach courses; support for the curricula development and evaluation effort; and a portion of the operating costs for the Emmitsburg and Carson City campuses.

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 development and evaluation of National Fire Academy courses which are delivered in the field and at the Emmitsburg, Maryland, and Carson City, Nevada, residential sites. Each course proceeds through a very systematic, five phase development process, which includes needs assessment and task analysis, course structure, student and instructor manual development, pilot testing and revisions, and material preparation for national distribution. All courses are evaluated through a computerized evaluation system. Pilot offerings are observed by the course designer(s) who administer unit evaluation forms. All courses are constantly being monitored to assure that the content is the most advanced possible. Additionally, this element provides professional support for the planning and delivery of the National Fire Academy's Train-the-Trainer courses and In-Service Training Program. This element also provides for developing the materials for National Fire Academy teleconferences.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$843,000 and five workyears for this program element, of which \$260,000 was under Salaries and Expenses and \$583,000 was under Emergency Management Planning and Assistance. During 1984, the following courses were developed or revised:
- * two Command and Staff Program courses were developed for 1985 delivery in the resident program;
 - * two courses were developed for field delivery: Preparing for Incident Command and Commanding the Initial Response;
 - * revised courses included Strategic Analysis of Fire Department Operations, Information Management Systems for Fire Service, Fire Risk Analysis, Community Fire Defenses, and two Fire Service Supervision courses;
 - * course materials were distributed nationally and through Train-the-Trainer programs: (1) Hazardous Materials Incident Analysis, (2) Hazardous Materials: The Pesticide Challenge, (3) and Recognizing and Identifying Hazardous Materials, and
 - * a Teleconference on the use of microcomputers was developed and delivered to 3,500 fire service managers.

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- d. Changes from the 1985 Estimates. Reflects a net decrease of \$7,000; an increase of \$4,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$11,000, of which \$4,000 is in Salaries and Expenses and \$7,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,067,000 and five workyears to this program element, of which \$260,000 is under Salaries and Expenses and \$807,000 is under Emergency Management Planning and Assistance. The following activities are planned for 1985:
- start development of a long-range curriculum plan which will focus on courses in the Command and Staff Program and the Executive Fire Officer Program;
 - develop three teleconferences utilizing current fire topics;
 - pilot test and prepare materials for two field courses for use in Train-the-Trainer programs. These materials and those for another technical fire course will be made available to all fire service personnel through a national distribution system;
 - revise 21 courses to reflect changing technical content;
 - evaluate all courses systematically and periodically; and
 - develop nine new courses for delivery in the resident and field delivery system in 1986. These courses include four for the resident program and five for the field program and address subject areas such as Command and Control at major fires, Management and Training Programs, Fire Prevention Analysis, and Financial Management for the resident program and firefighter safety and survival, firefighting tactics, firefighter advanced skills, Fire Safe Building Design, and community residential sprinklers for the field program.

Included in the allocation under Emergency Management Planning and Assistance is \$228,000 for continued accreditation with the American Council on Education (ACE) for new NFA courses; expansion of the National Emergency Training Center (NETC) evaluation system to include NFA courses; implementation of consolidated interagency hazardous materials training courses; and continued initiatives to assure coordinated development of courses and course modules consistent with Integrated Emergency Management Systems (IEMS) concepts.

- f. 1986 Program. FEMA requests a total of \$1,062,000 and five workyears for this program element, a decrease of \$5,000 from 1985. Included in this total are \$255,000 for Salaries and Expenses and \$807,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,068,000 and five workyears. The base program includes an increase of \$1,000 for annualization of the January 1985 pay raise.

In 1986, plans include the following:

- * Development of nine additional courses for inclusion in the Executive Fire Officer and Command and Staff Curriculum.
- * Development of four field delivered courses, seminars and teleconferences which address the technical and management fire service needs as well as some specialized training needs.
- * Preparation of two field courses for use in Train-the-Trainer classes and be made available for national distribution.
- * Evaluation and revision of 21 current courses.

The emphasis in development will be placed on high technology, increased management responsibility and a high visibility, widespread distribution system for field courses which complement and supplement State and local programs.

Included in the request under Emergency Management Planning and Assistance is \$228,000 for evaluation and development activities and initiatives to evaluate short and long-term fire related resident and field training and delivery system and to coordinate appropriate actions within the overall FEMA Five-Year Curriculum Management Plan.

1986 Decreases. The 1986 program includes a decrease of \$6,000 from the 1986 base program. The decreases include the following:

- * a decrease of \$4,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GM-15.

g. Outyear Implications. No outyear implications over the 1986 request.

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;

- * the delivery of National Fire Academy courses in the field;
- * the hand-off of Academy developed and field-tested course packages to State and local fire training agencies through train-the-trainer instructional workshops;
- * curriculum needs assessment and course development technical assistance;
- * the operation of the Academy Planning and Assistance Program;
- * the Open Learning Fire Service Program; and
- * the implementation of the off-campus Public Fire Safety Education Program.

An outreach program is administered by the Academy utilizing Academy courses and is delivered through State and local fire training agencies by Academy adjunct faculty. Courses are delivered in every State, primarily on weekends to allow maximum opportunity for volunteer fire personnel attendance. The Academy Planning and Assistance Program (APAP) is a financial and technical assistance program designed to encourage State development of comprehensive fire related training and education plans. The Open Learning Fire Service Program is implemented by a cooperative agreement coordinated by the International Association of Fire Fighters (IAFF). This is a self-directed, instructor supported study program delivered by eight nationally recognized colleges and universities. Eight courses are currently offered through the Open Learning Fire Service Program.

c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,308,000 and ten workyears for this program element, of which \$521,000 was under Salaries and Expenses and \$787,000 was under Emergency Management Planning and Assistance. Accomplishments were as follows:

- * over 13,000 fire and rescue personnel participated in 275 course offerings conducted at the local level;
- * academy field courses were delivered in every State;
- * four new courses were added to the Field Program curriculum, bringing the total to 16;

- senior fire service instructors from 169 State and local fire service training agencies, the military services, the Commonwealth of Puerto Rico and the Trust Territories of the Pacific participated in the Train-the-Trainer instructional workshops. It is estimated that the three courses "handed off" to these instructors will be presented to an additional 60,000 fire service personnel within the following 18 months;
 - the Public Fire Safety Education Program continued to conduct Juvenile Firesetter Counseling Workshops and implemented Community Fire Prevention Impact Assessment Workshops. Approximately 1,800 participants attended the 30 workshops and seminars conducted;
 - the Open Learning Fire Service Program (OLFSP) developed three additional college level courses for inclusion in the program. This completed the development of the core curriculum of 12 courses within the OLFSP. Over 1,200 fire and rescue personnel from throughout the Nation participated in this upper level, instructor supported, independent study degree program;
 - two State governments completed fire education and training program development plans under the Academy Planning and Assistance Program;
 - a model guide for developing statewide and multi-jurisdictional training plans was researched and prepared;
 - a major survey of metropolitan fire service training systems was initiated;
 - the second National Conference on Fire Safety and Burn Prevention was conducted with over 700 individuals representing the fire and emergency medical services, State and local officials, health care, education, and the private sector participating; and
 - representatives of the volunteer fire services from the 50 States and the National Volunteer Fire Council attended a conference at the NETC which focused on the needs of local volunteer fire services, and means of strengthening Academy programs to meet those identified needs.
- d. Changes From the 1985 Estimates. Reflects a net decrease of \$57,000: an increase of \$9,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$66,000, of which \$13,000 is in Salaries and Expenses and \$53,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$2,425,000 and ten workyears to this program element, of which \$523,000 is under Salaries and Expenses and \$1,902,000 is under Emergency Management Planning and Assistance. The following activities are planned for 1985:

- Direct field course deliveries will increase to approximately 340, reaching approximately 12,000 participants.
- A major initiative supplementing the course deliveries conducted through State level fire training systems will be special course deliveries targeted to the largest fire departments in the Nation.
- Three new course packages will be developed; the total number of courses in the Academy field program curriculum will increase to 19.
- The adjunct faculty training program pilot tested in 1984 will be expanded. Over 40 adjunct faculty will be formally trained to deliver two new courses.
- The Train-the-Trainer instructional workshops program will be continued with participation by instructors from approximately 180 State and local jurisdictions and other entities.
- A new initiative under the Train-the-Trainer program will be implemented. Upon completion of the on-campus instructional workshops, each participating agency will be provided 200 student course manuals for use at the local level.
- Three course packages will be released in 1985, bringing the total of hand-off packages to nine. Within 18 months from completion of the Train-the-Trainer program, the three released courses are projected to be delivered to approximately 80,000 participants by the Academy-trained State and local instructors. The Academy Planning and Assistance Program (APAP) will be expanded to provide specific technical assistance to State and multi-jurisdiction entities developing or revising fire education and training plans.
- A Public Fire Safety Education program will be initiated and will include the identification and delivery of exemplary fire safety education programs.
- A Training Resource and Data Exchange (TRADE) program will be initiated. This program will bring State and local fire training officials together at a national conference to identify and exchange existing exemplary fire training materials, and concurrently, identify short- and long-term training resource needs.
- A National Fire Prevention Conference, a Private Sector Initiative Conference, and a Metro Fire Department Chiefs Conference will be implemented in cooperation with the U.S. Fire Administration.
- The 1981 survey of State Fire Training Systems training resources and training capabilities will be updated.

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Included in the allocation under Emergency Management Planning and Assistance is \$60,000 for expansion of the National Emergency Training Center (NETC) evaluation system to NFA courses; implementation of consolidated interagency hazardous materials training courses; and continued initiatives to assure coordinated delivery of courses and course modules consistent with Integrated Emergency Management Systems (IEMS) concepts.

- f. 1986 Program. FEMA requests a total of \$2,412,000 and ten workyears for this program element, a decrease of \$13,000 from 1985. Included in the total are \$510,000 for Salaries and Expenses and \$1,902,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$2,428,000 and ten workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise.

In 1986, program plans include the following:

- the number of direct deliveries, which are sponsored by the State fire training systems, will be 360. The direct deliveries to the metro departments will consist of the two week courses directed toward mid-level command officers. It is estimated that approximately 13,000 students will be reached through field delivery at the local level;
- the Academy's Public Education Assistance Program will be enhanced and will include delivery of exemplary fire safety education programs at the local level. It is estimated that these program efforts will reach over 5,000 service prevention officers and educators throughout the country;
- the annual National Fire Prevention Conference will be held and a technical assistance program to strengthen public fire safety education programs at the local level will be initiated;
- the Train-the-Trainer program will be continued with two courses being handed off to 180 state and local fire service training agencies. Through on-campus instructional workshops, these packages will be handed off to participants from every major metro fire department in the U.S., the 50 State Fire Training Programs, two Trust Territories and the five military services including the U.S. Coast Guard; and
- two additional courses will be developed for the field program curriculum under Instructional Programs and Materials.

Included in the allocation under Emergency Management Planning and Assistance is \$60,000 for curriculum evaluation and development activities and initiatives to evaluate short- and long-term fire-related delivery systems, and to coordinate appropriate actions within the overall FEMA Five-Year Curriculum Management Plan.

1986 Decreases. The 1986 program includes a decrease of \$16,000 from the 1986 base program. The decreases include the following:

- * a decrease of \$13,000 in salaries and benefits for a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GS-15.

g. Outyear Implications. No outyear implications over the 1986 request.

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 resident courses by the National Fire Academy at Emmitsburg, Maryland.

c. 1984 Accomplishments. In 1984, FEMA used a total of \$3,079,000 and 23 workyears for this program element, of which \$1,198,000 was under Salaries and Expenses and \$1,881,000 was under Emergency Management Planning and Assistance. During 1984:

- * the Academy delivered 163 course offerings from 25 courses for a total of 4,275 students producing 8,709 student weeks or 43,545 student days; and
- * three courses were introduced within resident programs: Hazardous Substance Specialist, Managing the Fire Prevention Program and Fire Service Financial Management.

d. Changes from the 1985 Estimates. Reflects a net decrease of \$524,000; a transfer of \$543,000 in Emergency Management Planning and Assistance to NRTC West Site Administration; an increase of \$22,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$3,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

e. 1985 Program. In 1985, FEMA is allocating a total of \$3,112,000 and 23 workyears to this program element, of which \$1,231,000 is under Salaries and Expenses and \$1,881,000 is under Emergency Management Planning and Assistance. The 1985 program includes the following:

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- plans to deliver 24 courses with 162 offerings which will result in 4,100 students using 8,450 student weeks or 42,250 student days of instruction at the Emmitsburg campus; and
- three new courses being added to the course schedule in 1985. These new offerings address fire prevention management; hazardous materials inspections and financial management.

1985 is the first year of the National Fire Academy's new curriculum plan which addresses the requirements in the National Professional Qualifications Standards and improves the quality of the overall program.

- f. 1986 Program. FEMA requests a total of \$1,663,000 and 23 workyears for this program element, a decrease of \$1,449,000 over 1985. Included in this total are \$1,199,000 for Salaries and Expenses and \$464,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$3,120,000 and 23 workyears. The base program includes \$8,000 for annualization of the January 1985 pay raise. The 1986 base program includes the following:

- delivery of approximately 170 offerings to an estimated 4,200 fire service and allied professionals; and
- providing technical expertise and professional participation in the development of two additional courses for the Executive Fire Officer Program and the Command and Staff Program. The impact of this is to significantly reduce the number of fire deaths and to enhance the level of expertise of senior staff and operational personnel, both on-site and at local levels.

1986 Decreases. The 1986 program includes a decrease of \$1,457,000 from the base program. The decrease includes the following:

- a decrease of \$33,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$7,000 in order to reduce the number of employees in grades GS-11 - CW-15; and
- a decrease of \$1,417,000 in Emergency Management Planning and Assistance due to the elimination of student stipends for travel. This decrease will result in a shifting of the geographic representation and a general decrease in the student population, from a nation-wide basis to a primarily eastern United States focus.

- g. Outyear Implications. No outyear implications over the 1986 request.

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. The funding in this element covers a portion of the facility costs such as maintenance, security, housekeeping, equipment, renovation, rent, and similar costs. Also included is a portion of the resources required for executive direction and headquarters coordination.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$4,396,000 and 42 workyears for this program element, of which \$2,187,000 was under Salaries and Expenses and \$2,409,000 was under Emergency Management Planning and Assistance. The 1984 program included the following:
- The expense of operating and maintaining the facility.
 - Providing administrative support to the educational programs through the Learning Resource Center, the Media Production Shop, and the admissions activity.
 - Using \$1,250,000 for renovation of the facilities which included such needed improvements to existing life safety systems and providing new life safety systems including the installation of sprinkler systems, enclosing stair towers, and installing fire rated doors and ceilings.
- d. Changes from the 1985 Estimates. Reflects a net decrease of \$8,000: an increase of \$42,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$50,000 of which \$5,000 is in Salaries and Expenses and \$45,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$5,113,000 and 42 workyears to this program element, of which \$2,247,000 is under Salaries and Expenses and \$2,866,000 is under Emergency Management Planning and Assistance. The 1985 program includes the following:
- continuation of the current levels of facility operation and maintenance;
 - installation of energy efficient controls throughout the facility;
 - painting the exterior trim;

- * air conditioning the administration and the upper floor of the executive office buildings;
- * renovation of the upper floor of the executive office building; and
- * continuation of the fire safety program.

f. **1986 Program.** FEMA requests a total of \$5,000,000 and 40 workyears for this program element, a decrease of \$113,000 and two workyears from 1985. Included in this total are \$2,134,000 for Salaries and Expenses and \$2,866,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$5,128,000 and 40 workyears. The base program includes \$15,000 for annualization of the January 1985 pay raise. The 1986 base program includes the following:

- * an optimal level of facility maintenance, operation and educational program support; and
- * completion of the office space and dormitory renovation program.

1986 Decreases. The 1986 program includes a decrease of \$128,000 and two workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$63,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$13,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- * a decrease of \$52,000 and two workyears associated with policies set forth in OMB Circular A-76.

g. **Outyear Implication.** No outyear implications over the 1986 request.

5. **NETC West 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 a share of the operation of a western extension of the Emmitsburg campus. This extension facility, in Carson City, Nevada, will offer resident courses of the National Fire Academy which have been developed at the parent facility. Operation of the facility will increase the Agency's continuing educational effort.

- c. 1984 Accomplishments. The facility was not in operation in 1984.
- d. Changes from the 1985 Estimator. Reflects a transfer of \$543,000 from Resident Programs to NRTC West Site Administration.
- e. 1985 Program. In 1985, FEMA is allocating \$1,500,000 and no workyears to this program element under Emergency Management Planning and Assistance. This amount provides limited funding for renovation of the Carson City campus.
- f. 1986 Program. FEMA requests a total of \$1,500,000 and no workyears under Emergency Management Planning and Assistance for this program element.

1986 Base Program. The 1986 request includes a base program of \$1,500,000 and no workyears. The base program provides a limited amount of funding for the operation and maintenance of the western campus extension. The 1986 program includes the following:

- opening the facility for classes on April 1, 1986;
- providing 150 dormitory spaces for students to attend National Fire Academy and Emergency Management Institute resident courses;
- providing spaces for six classrooms; and
- providing spaces for students to attend weekend educational opportunities.

1986 Increases (or Decreases). None.

- g. Outyear Implications. The outyears from 1987 - 1990 will require an annual funding of approximately \$1,300,000 as the National Fire Academy's share of the cost for operation and maintenance of the western facility.

6. Salaries and Expenses

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201 et seq.
- b. Objective/Element Description. This element provides the Salaries and Expenses funds for the development and delivery of National Fire Academy courses at the Emmitzburg campus and a share of the personnel related costs for operating the Emmitzburg site.

- c. 1984 Accomplishments. In 1984, FEMA used \$4,166,000 and 80 workyears under Salaries and Expenses. This provides for the personnel costs associated with the development and delivery of four new field and two new resident courses to approximately 4,275 resident and 13,000 field students. Administrative support was provided to the educational program of the Academy.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$49,000; an increase of \$77,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$28,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$4,261,000 and 80 workyears to this program element under Salaries and Expenses. This provides for the development and delivery of the National Fire Academy educational program and operation and support of the facilities. Administrative support continues to be provided with adjustments for the increased student load.
- f. 1986 Program. FEMA requests \$4,098,000 and 78 workyears under Salaries and Expenses for this program element, a decrease of \$163,000 and two workyears from 1986.

1986 Base Program. The 1986 request includes a base program of \$4,288,000 and 78 workyears. The base program includes a \$27,000 for annualization of the January 1985 pay raise.

1986 Decreases. The 1986 request includes a decrease of \$190,000 and two workyears from the base program. The decrease includes the following:

- a decrease of \$113,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
 - a decrease of \$25,000 in order to reduce the number of employees in grades GS-11 - GS-15; and
 - a decrease of \$52,000 and two workyears associated with policies set forth in OMB Circular A-76.
- g. Outyear Implications. No outyear implications over the 1986 request.

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

C. <u>U.S. Fire Administration</u>	Page No.	1984		1985		1985		1986		Increase/	
		<u>Actual</u>		<u>Request</u>		<u>Estimate</u>		<u>Request</u>		<u>Decrease</u>	
<u>Estimates by Program Office</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>
1. Fire Prevention & Arson Control.....	TFP-46	4	\$1,150	4	\$3,650	4	\$4,649	4	\$3,649	...	-\$1,000
2. Federal Fire Policy & Coordination.....	TFP-49	5	1,000	5	1,000	5	1,499	5	999	...	-500
3. Firefighter Health & Safety..	TFP-51	5	1,000	5	1,000	5	1,499	5	999	...	-500
4. Fire Data and Analysis.....	TFP-53	6	1,150	6	1,150	6	1,150	6	1,150	...	...
5. Salaries and Expenses.....	TFP-55	...	898	...	913	...	939	...	888	...	-51
Total, U.S. Fire Administration (Budget Authority).....		20	5,198	20	7,713	20	9,736	20	7,685	...	-2,051
<u>Permanent Workyears</u>											
Headquarters.....		20		20		20		20		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		20		20		20		20		...	
<u>Total Workyears.....</u>		20		20		20		20		...	
<u>Changes from Original 1985 Estimates</u>											
* Reflects a congressionally-directed increase of \$2,000,000:											
\$1,000,000 - Fire Prevention and Arson Control'											
500,000 - Federal Fire Policy and Coordination											
500,000 - Firefighter Health and Safety											
* Reflects an increase of \$35,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.											
* Reflects a decrease of \$12,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.											
-\$1,000 - Fire Prevention and Arson Control											
-\$1,000 - Federal Fire Policy and Coordination											
-\$1,000 - Firefighter Health and Safety											
-\$9,000 - Salaries and Expenses											

TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)

	1984	1985	1985	1986	Increase/ Decrease
<u>C. U.S. Fire Administration</u>	<u>Actual</u>	<u>Request</u>	<u>Estimate</u>	<u>Request</u>	
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$526	\$432	\$464	\$418	-\$46
11.3 Other than full-time permanent.....	93	204	199	199	...
11.5 Other personnel compensation.....	3	2	2	2	...
11.8 Special personal services payments.....	140	106	106	106	...
Total Pay.....	<u>762</u>	<u>744</u>	<u>771</u>	<u>725</u>	<u>-46</u>
12.1 Benefits-civilian.....	69	84	87	82	-5
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	8	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	57	85	81	81	...
22.0 Transportation of things.....	12	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	17	100	100	15	-85
24.0 Printing and reproduction.....	35	11	8	8	...
25.0 Other services.....	2,326	4,527	6,527	1,837	-4,690
26.0 Supplies and materials.....	...	60	60	10	-50
31.0 Equipment.....	2	50	50	...	-50
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	1,910	2,052	2,052	4,927	2,875
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....
Total Obligations.....	<u>5,198</u>	<u>7,713</u>	<u>9,736</u>	<u>7,685</u>	<u>-2,051</u>

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**EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)**

<u>C. U.S. Fire Administration</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
<u>OBJECT CLASS</u>	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	17	\$100	\$100	\$15	-\$85
24.0 Printing and reproduction.....	35	11	8	8	...
25.0 Other services.....	2,324	4,527	6,527	1,837	-4,690
26.0 Supplies and materials.....	...	60	60	10	-50
31.0 Equipment.....	2	50	50	...	-50
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	1,910	2,052	2,052	4,927	2,875
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	4,300	6,800	8,797	6,797	-2,000

**SALARIES AND EXPENSES
TRAINING AND FIRE PROGRAMS
(Dollars in Thousands)**

<u>C. U.S. Fire Administration</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$526	\$432	\$464	\$418	-\$46
11.3 Other than full-time permanent.....	93	204	199	199	...
11.5 Other personnel compensation.....	3	2	2	2	...
11.8 Special personal services payments.....	<u>140</u>	<u>106</u>	<u>106</u>	<u>106</u>	<u>...</u>
Total Pay.....	762	744	771	725	-46
12.1 Benefits-civilian.....	69	84	87	82	-5
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	8	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	57	85	81	81	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	2	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	898	913	939	888	-51

TRAINING AND FIRE PROGRAMS
Detail of Permanent Positions

<u>C. U.S. Fire Administration</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	1	1	1	1	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	...	...	...	...	...
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	1	1	1	1	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	1	1	1	1	...
GS/GM-14.....	3	3	3	3	...
GS/GM-13.....	1	1	1	1	...
GS-12.....	7	7	7	7	...
GS-11.....	...	...	...	...	...
GS-10.....	...	...	...	...	...
GS-9.....	...	...	...	...	...
GS-8.....	...	...	...	...	...
GS-7.....	2	2	2	2	...
GS-6.....	1	1	1	1	...
GS-5.....	3	3	3	3	...
GS-4.....	...	...	...	...	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	20	20	20	20	...
Unfilled positions, end-of-year.....	...	...	...	...	...
Total permanent employment, end-of-year...	20	20	20	20	...

C. U.S. Fire Administration

The mission of the United States Fire Administration 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. The 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 pro-active 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.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,330,000 and four workyears for this program element, of which \$180,000 was under Salaries and Expenses and \$1,150,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:
 - instituted the National Community Volunteer Fire Prevention Program in ten pilot States (one in each of FEMA's ten regions);
 - conducted a National Juvenile Firesetters Conference at the National Emergency Training Center (NETC);
 - initiated work on a program and accompanying counseling manual for the 14 to 18 year old firesetter;
 - enhanced Project AIMS (Arson Information Management System) so that its information technology is now available for use in the five most prevalent tabletop computers used throughout the fire service;
 - employed high technology through a national teleconference whose focus was computer tracking of arson mitigation information;
 - performed a cost benefit study regarding residential sprinklers and their application in all types of residential occupancies;
 - initiated studies of the rural arson problem with a long-range goal of reduction in arson fires in high risk rural areas;

- finalized work on a computer based program for building and code officials that tracks construction features and the effect of trade-offs in building design and construction;
 - conducted on-site test and demonstrations of residential sprinklers in San Francisco, California, and Lisie, Illinois. Additional demonstrations of residential sprinklers were conducted with the use of a retrofitted travel trailer; and
 - provided support and assistance to community based anti-arson organizations in their arson mitigation programs.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$1,005,000; an increase of \$1,000,000 as part of a congressionally-directed increase to be applied to fire prevention and anti-arson programs delivered through the States to community based groups and organizations that provide technical assistance and service groups to leverage private funds and develop a working public/private partnership to combat arson and promote fire prevention; an increase of \$7,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$2,000, of which \$1,000 is in Salaries and Expenses and \$1,000 Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$4,838,000 and four workyears to this program element, of which \$189,000 is under Salaries and Expenses and \$4,649,000 is under Emergency Management Planning and Assistance. The following are planned for 1985:
- continuation of the National Community Volunteer Fire Prevention Program in the ten pilot States and expansion to additional States;
 - research and design of residential sprinkler installation in unusual and unique residential construction; and
 - implementation of a nationwide educational program to promote and encourage the installation, maintenance and use of residential sprinkler systems.

Additional areas of program activities include the following: urban and rural arson mitigation, alleviation of the firesetter problem, fire and building code standardization, the increased use of computers and teleconferencing for training and information exchange, and an increased focus on the installation and maintenance of smoke detectors.

- f. 1986 Program. FEMA requests a total of \$3,827,000 and four workyears for this program element, a decrease of \$1,011,000 from 1985. Included in this total are \$178,000 for Salaries and Expenses and \$3,649,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$4,841,000 and four workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. The base program projects will include the following:

- * continue the National Community Volunteer Fire Prevention Program in the current ten States and expand in others;
- * continue emphasis on residential sprinkler research, design, and installation in unusual and unique construction applications;
- * through the nationwide residential sprinkler public awareness program, improve the public and private sector's awareness of the benefits and technological improvements in residential sprinklers and promote adoption and use at the local level;
- * continue the urban and rural arson mitigation programs with an emphasis on pro-active and reactive strategy along with increased utilization of arson information management systems (AIMS);
- * ~~increase emphasis on efforts to bring about better fire building code standardization;~~
- * continue development of manuals and other materials for addressing the Juvenile Firesetter problem;
- * continue use of teleconferencing as a vehicle for exchange of information for public education;
- * continue funding of community-based and anti-arson grant programs; and
- * expand public education program for smoke detector installation and maintenance.

1986 Decreases. The 1986 request includes a decrease of \$1,014,000 from the 1986 base program. A decrease of \$1,014,000 will impact on the implementation and expansion in the following areas:

- * a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GS-15;

* a decrease of \$1,000,000 in Emergency Management Planning and Assistance.

This will limit expansion of the National Community Volunteer Fire Prevention Program into additional States and will affect the continued emphasis on residential sprinkler research, design and installation in unusual and unique construction applications.

g. Outyear Implications. No outyear implications over the 1986 request.

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 the conduct of research, development and technical efforts to encourage this nation's overall fire protection management, an expansion of existing public/private interactions for models of public/private partnerships, assessments and evaluations of fire prevention efforts, and the dissemination of information.

c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,224,000 and five workyears for this program element, of which \$224,000 was under Salaries and Expenses and \$1,000,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:

- * expanded public/private interactions;
- * continued research, development and technical assistance for improving the management of local fire services, including a major initiative in integrated emergency management and one with special emphasis on the volunteer services;
- * initiated a new program for senior fire executives; and
- * provided support for better coordination efforts with fire service leaders, which was further enhanced through the conduct of several national leadership conferences.

d. Changes from the 1985 Estimates. Reflects a net increase of \$501,000: an increase of \$500,000 which is part of a Congressionally directed increase of \$1,000,000 for fire programs to be distributed at FEMA's discretion; an increase of \$8,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$7,000, of which \$6,000 is in Salaries and Expenses and \$1,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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- e. **1985 Program.** In 1985, FEMA is allocating \$1,729,000 and five workyears to this program element, of which \$230,000 is under Salaries and Expenses and \$1,499,000 is under Emergency Management Planning and Assistance. During 1985, efforts are being broadened in the direction of a truly national fire prevention program, with public fire education at the forefront of these efforts. Resources will support the following:
- * initiation of a variety of health and safety, fire prevention and data activities to carry out a coordinated national strategy including public fire education and residential sprinklers;
 - * improvements in program development and evaluation efforts to achieve a nationally coordinated program and strategy in areas such as fire prevention and fire control; and
 - * enhanced integration of fire services into public management policy and planning research into important areas such as alternative methods of funding local fire services, new initiatives for volunteer fire service, expanded public/private partnerships and greater participation of fire services in all FEMA programs.
- f. **1986 Program.** FEMA requests a total of \$1,217,000 and five workyears for this program element, a decrease of \$512,000 from 1985. Included in this total are \$218,000 for Salaries and Expenses and \$999,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,732,000 and five workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. The funding of the base program will provide for the following:

- * an enhanced public fire education program through conferences and publications;
- * a coordinated program development and implementation involving the USFA, Regional Offices, public interest organizations and others;
- * continued integration of fire services into public management policy and planning through cooperation with the National Fire Academy, Emergency Management Institute and other FEMA units;
- * continued public/private partnership efforts in new technologies and pro-active codes; and
- * improved participation of the fire service in all FEMA programs including emphasis on IEMS.

1986 Decreases. The 1986 program includes a decrease of \$515,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GS-15; and
- a decrease of \$500,000 under Emergency Management Planning and Assistance.

This decrease of \$500,000 funding will limit opportunities to provide the following:

- technical assistance and support to State and local governments on master planning, evaluation services, and other technical support;
- develop new joint program efforts with other Federal agencies to improve fire and emergency management delivery;
- complete a comprehensive study of alternative service delivery methods in local government fire and rescue services.

g. Outyear Implications. No outyear implications over the 1986 request.

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. Firefighter Health and Safety develops 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. 1984 Accomplishments. In 1984, FEMA used a total of \$1,224,000 and five workyears for this program element, of which \$224,000 was under Salaries and Expenses and \$1,000,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:
 - concluded the Firefighters Integrated Response Equipment System (FIRES) project;

- began development of a hazardous materials ensemble suitable for fire service use;
- produced a draft safety officers' guide; and
- produced a prototype two-hour oxygen rebreather which is currently undergoing laboratory testing.

- d. Changes from the 1985 Estimates. Reflects a net increase of \$507,000: an increase of \$500,000, which is part of a congressionally directed increase of \$1,000,000 to be used at FEMA's discretion for activities such as firefighter health and safety; an increase of \$9,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$2,000, of which \$1,000 is in Salaries and Expenses and \$1,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,735,000 and five workyears to this program element, of which \$236,000 is under Salaries and Expenses and \$1,499,000 is under Emergency Management Planning and Assistance. Plans for 1985 are as follows:
- continue field testing programs for the firefighters hazardous materials suits, the two-hour rebreather apparatus, and the firefighter communications system currently in the final stages of prototype completion;
 - develop and pilot test a management information system to assist local departments in managing health and safety programs in selected cities; and
 - widely disseminate the model purchase specifications and model design specifications for structural firefighter equipment.
- f. 1986 Program. FEMA requests a total of \$1,223,000 and five workyears for this program element, a decrease of \$512,000 from 1985. Included in the total are \$224,000 for Salaries and Expenses and \$999,000 for Emergency Management Planning and Assistance.
- 1986 Base Program. The 1986 request includes a base program of \$1,738,000 and five workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. The base program will include the following:
- continued field testing of the Hazardous Chemical Protective Ensemble for one year;

* health studies on the chronic effects of exposures induced by a career as a firefighter.

1986 Decreases. The 1986 program includes a decrease of \$515,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$12,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- * a decrease of \$500,000 under Emergency Management Planning and Assistance.

The decrease will result in the deletion or diminution of the effort in the following programs:

- * toxicity research on acute and chronic effects of toxic off-gases on firefighters;
- * production of a manual outlining safer operation methods at emergency operations;
- * deletion of planned teleconference on firefighters' physical fitness;
- * diminution of support for training activities directed toward improved safety of firefighters;
- * reduced efforts in field testing of mixed gas rebreather system; and
- * delay the development of guidelines on firefighter pulmonary function testing.

Many complex problems in firefighter health and safety exist. The Firefighter Health and Safety section of the U.S. Fire Administration serves as a national focus for efforts to enhance the survivability of firefighters.

g. Outyear Implications. No outyear implications over the 1986 request.

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 works to ensure effective fire data collection on a national basis; to develop a data bank of timely, accurate, and retrievable information; to continue analysis of major and/or unusual fires; and to assist State and local governments in implementing fire and rescue service information management improvements. This is accomplished through grants and technical assistance to National Fire Incident Reporting System (NFIRS) member States and metropolitan cities to improve the quality and coverage of the NFIRS. This program also involves work with private sector organizations to develop and publish national level estimates on the magnitude and nature of the fire problem and undertakes in-depth analysis of trends or emerging problems as appropriate. Grants and technical assistance are provided to the National Fire Information Council to facilitate the development of a capability at the State level, responding to the information needs of system users at the local level.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$1,419,000 and six workyears for this program element, of which \$269,000 was under Salaries and Expenses, and \$1,150,000 was under Emergency Management Planning and Assistance. Accomplishments included the following:
- continued support for the operation and improvement of the NFIRS network through implementation of Version IV, an arrangement to improve data collection and additional output reports for State and local NFIRS participants;
 - conducted several technical conferences; i.e., four regional training sessions on NFIRS;
 - completed major new surveys regarding kerosene heaters and firefighter fatalities; and
 - completed 12 major fire incident investigations and analysis, e.g., the Long Island Fireworks Factory and the Beverly, Massachusetts, Boarding Home Fire.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$10,000: an increase of \$11,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$1,434,000 and six workyears to this program element, of which \$284,000 is under Salaries and Expenses and \$1,150,000 is under Emergency Management Planning and Assistance. Plans for 1985 include the following:
- expansion and improvement of the NFIRS system both in the area of fire data flow and data information management;

- * addressing the issue of various current and potential micro-computer applications to local fire service and rescue management improvement; and
 - * investigation and analysis of 12 major fire incidents.
- f. 1986 Program. FEMA requests a total of \$1,418,000 and six workyears for this program element, a decrease of \$16,000 from 1985. Included in this total are \$268,000 for Salaries and Expenses and \$1,150,000 for Emergency Management Planning and Assistance.

1986 Base Program. The 1986 request includes a base program of \$1,438,000 and six workyears. The base program includes an increase of \$4,000 for annualization of the January 1985 pay raise. The base program will provide for the following:

- * investigating the demographics of residential fire deaths;
- * maintaining and strengthening the NFIRS system;
- * continued analysis of major fires by completing up to fifteen analysis;
- * continued analysis of the national fire problem with special emphasis on emergency trends, i.e., portable heater fires; and
- * continued review of technology applications and fire service management.

1986 Decreases. The 1986 program includes a decrease of \$20,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$16,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 - GM-15.

g. Outyear Implications. No outyear implications over the 1986 request.

5. Salaries and Expenses

- a. Authority. Federal Fire Prevention and Control Act of 1974, 15 U.S.C. 2201, et seq.

b. Objective/Element Description. This program element provides for the Salaries and Expenses of the United States Fire Administration. This includes the operation of four distinct program areas:

- Fire Prevention and Arson Control
- Federal Fire Policy and Coordination
- Firefighter Health and Safety
- Fire Data and Analysis

c. 1984 Accomplishments. In 1984, FEMA used a total of \$898,000 and 20 workyears for this program element under Salaries and Expenses. This provided funding to expand the arson program in the areas of juvenile firesetters and the arson resource center, continuation of major fire analysis, private/public partnership effort, continuation of the program to improve firefighter protective equipment as well as developing protocol for the treatment of fire victims, and completion of several new statistical studies in areas such as kerosene heaters and firefighter facilities.

d. Changes from the 1985 Estimates. Reflects a net increase of \$26,000; an increase of \$35,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise and a decrease of \$9,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

e. 1985 Program. In 1985, FEMA is allocating \$939,000 and 20 workyears to this program element under Salaries and Expenses. This level of program funding provides 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 and data and information management.

f. 1986 Program. FEMA requests a total of \$888,000 and 20 workyears under Salaries and Expenses for this program element, a decrease of \$51,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$952,000 and 20 workyears. The base program includes an increase of \$13,000 for annualization of the January 1985 pay raise. This provides personnel and related expenses to support Fire Prevention and Arson Control, Federal Fire Policy and Coordination, Firefighter Health and Safety, and Fire Data and Analysis Programs.

1986 Decreases. The 1986 program includes a decrease of \$64,000 from the 1986 base program. The decrease includes the following:

* a decrease of \$52,000 in salaries and benefits from proposed 5% pay cut for Federal employees to be effective in January 1986; and

* a decrease of \$12,000 in order to reduce the number of employees in grades GS-11 - GS-15.

g. Outyear Implications. No outyear implications over the 1986 request.

FLOOD PLAIN MANAGEMENT
Activity Overview

This activity involves the operation of a program that combines 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. Its major programs include the following:

- A. Flood Studies and Surveys identify areas with a given probability of flooding. 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. The use of the Existing Data Study (XDS) is particularly appropriate in geographical areas that have been studied and have experienced little or no change in their flooding characteristics. The results of the studies and surveys are reviewed by a technical evaluation contractor. State and local officials and citizens are consulted on the meaning and use of the studies, and a 90-day appeals period is established prior to finalization of the flood elevations. Once finalized, these elevations provide detailed data on flood risk zones within a given community, providing a basis upon which communities can promulgate effective flood plain management ordinances. Once these elevations are finalized, communities convert to the Regular Phase of the National Flood Insurance Program (NFIP) by adoption and enforcement of the required flood plain management ordinances based on the flood data shown in the flood study. Participation in the Regular Program also allows residents of participating communities 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. 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 useful to FEMA 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.

Technical assistance is offered to other Federal agencies, State and local officials, and private property developers in interpreting and applying the 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.

- B. Flood Hazard Reduction provides for the development of improved flood plain management standards and techniques, technical assistance to State and local governments, and increased community assistance, monitoring and enforcement of flood hazard reduction efforts for compliance with NFIP flood plain management requirements.

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- C. Purchase of Property provides for the public acquisition and transfer to local governments of properties that have sustained very severe or repeated flood damage, thus reducing federal expenditures for disaster relief and financial assistance.
- D. State Assistance Program provides funds to improve the capability of State governments to assist communities in implementing sound flood plain management, thus lowering the need for federal involvement. This activity will be included in the Flood Hazard Reduction program in 1986.
- E. Salaries and Expense provides funding for the staff and related expenses for Flood Plain Management.

Effective fiscal year 1986, FEMA is proposing that all program and administrative costs associated with these programs be transferred to the National Flood Insurance Fund (NFIF). This transfer will consolidate all NFIF activities under the NFIF. As a result, no appropriated funds are being requested to support this activity in 1986. This section includes detail for flood plain management activity for fiscal years 1984 and 1985. For 1986, such information may be found in the NFIF section.

FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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. Flood Studies and Surveys.....	FPM-8	112	\$49,207	121	\$37,352	120	\$36,902	...	...	-120	-\$36,902
B. Flood Hazard Reduction.....	FPM-12	60	802	65	830	65	830	...	...	-65	-830
C. Purchase of Property.....	FPM-15	11	1,112	12	4,778	12	10,444	...	...	-12	-10,444
D. State Assistance Program.....	FPM-16	15	3,240	16	3,240	16	3,240	...	...	-16	-3,240
E. Salaries and Expenses.....	FPM-18	...	7,316	...	7,439	...	7,589	...	...	...	-7,589
Total, Flood Plain Management (Budget Authority)		198	61,677	214	53,639	213	59,005	...	...	-213	-59,005
Budget Outlays.....			68,800		47,723		51,347		27,537		-23,810
<u>Permanent Workyears</u>											
Headquarters.....		84		84		84		...			-84
Regions.....		114		115		115		...			-115
Total, Permanent.....		198		199		199		...			-199
Total Workyears		128		214		213		...			-213

Changes From Original 1985 Estimates

- * Reflects a decrease in workyears resulting from a transfer of one workyear from Flood Plain Management to Insurance Activities.
- * Includes an unobligated balance of \$5,666,000 for Purchase of Property Program due to lower than normal property purchases.
- * Reflects an increase of \$181,000 in Salaries and Expense which is part of a pending request to transfer funds from Emergency Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$481,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 - \$450,000 - Flood Studies and Surveys
 - \$31,000 - Salaries and Expenses

FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$5,922	\$5,714	\$5,877	...	-\$5,877
11.3 Other than full-time permanent.....	312	259	259	...	-259
11.5 Other personnel compensation.....	37	12	12	...	-12
11.8 Special personal services payments.....	15	...	...	...	...
Total Pay.....	<u>6,286</u>	<u>5,985</u>	<u>6,148</u>	...	<u>-6,148</u>
12.1 Benefits-civilian.....	677	631	649	...	-649
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	10	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	340	814	783	...	-783
22.0 Transportation of things.....	...	9	9	...	-9
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent....	...	...	...	...	...
24.0 Printing and reproduction.....	53	1,738	1,288	...	-1,288
25.0 Other services.....	50,517	36,444	36,444	...	-36,444
26.0 Supplies and materials.....	4	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	623	4,778	10,444	...	-10,444
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	3,167	3,240	3,240	...	-3,240
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	...	...	...	...	...
Total Obligations.....	<u>61,677</u>	<u>53,639</u>	<u>59,005</u>	...	<u>-59,005</u>

EMERGENCY MANAGEMENT PLANNING AND ASSISTANCE
FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

	1984	1985	1985	1986	Increase/ Decrease
	<u>Actual</u>	<u>Request</u>	<u>Current</u> <u>Estimate</u>	<u>Request</u>	
OBJECT CLASS					
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	\$51	\$1,738	\$1,288	...	-\$1,288
25.0 Other services.....	50,516	36,444	36,444	...	-36,444
26.0 Supplies and materials.....	4	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	623	4,778	10,444	...	-10,444
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	3,167	3,240	3,240	...	-3,240
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	54,361	46,200	51,416	...	-51,416

SALARIES AND EXPENSES
FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ Decrease
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$5,922	\$5,714	\$5,877	...	-\$5,877
11.3 Other than full-time permanent.....	312	259	259	...	-259
11.5 Other personnel compensation.....	37	12	12	...	-12
11.8 Special personal services payments.....	15	...	...	...	...
Total Pay.....	<u>6,286</u>	<u>5,985</u>	<u>6,148</u>	...	-6,148
12.1 Benefits-civilian.....	677	631	649	...	-649
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	10	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	340	814	783	...	-783
22.0 Transportation of things.....	...	9	9	...	-9
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	2	...	...	...	...
25.0 Other services.....	1	...	...	...	...
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>7,316</u>	<u>7,439</u>	<u>7,589</u>	...	-7,589

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FLOOD PLAIN MANAGEMENT
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	1	1	1	...	-1
ES-4.....	2	2	2	...	-2
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	10	10	17	...	-17
GS/GM-14.....	10	10	15	...	-15
GS/GM-13.....	27	27	38	...	-38
GS-12.....	37	37	46	...	-46
GS-11.....	15	15	18	...	-18
GS-10.....	...	...	...	...	...
GS-9.....	44	44	7	...	-7
GS-8.....	3	3	5	...	-5
GS-7.....	36	36	26	...	-26
GS-6.....	14	14	12	...	-12
GS-5.....	7	7	14	...	-14
GS-4.....	8	8	10	...	-10
GS-3.....	...	...	2	...	-2
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	214	214	213	...	-213
Unfilled positions, end-of-year.....	-16	...	...	...	...
Total permanent employment, end-of-year...	198	214	213	...	-213

A. Flood Studies and Surveys

1. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. The primary objective of this program is to identify Special Flood Hazard Areas and to produce, distribute, store, and interpret current information on flood hazards and risks by the following methods:
 - (a) Identification of Special Flood Hazard Areas. Using the best available flood information on a community, FEMA prepares a Flood Hazard Boundary Map delineating the extent of the community's base flood, the 100-year flood (defined as the flood having a one-percent chance of being equaled or exceeded in any given year).
 - (b) Performance of Detailed Flood Studies. The detailed study is an analysis to establish flood frequencies, elevations and floodways within the community's corporate limits. It ascertains the physical characteristics of flood sources and flood plains and applies principles of hydrology and hydraulics to the determination of flood risks and associated data, in order to set rates for flood insurance and enable local officials to enact flood plain management measures.
 - (c) Negotiation and Monitoring of Contracts. Many detailed studies are performed by private architectural and engineering firms. Others are performed by public agencies, e.g., the Army Corps of Engineers or the Tennessee Valley Authority. FEMA must negotiate contracts for these services and monitor the performance of the contractors.
 - (d) Consultation with State and Local Officials. State and local officials must be consulted throughout the development of detailed flood analyses for each community. Consultations begin with a Time and Cost Meeting, which determines the scope of the study. A final Community Consultation and Coordination 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 information meetings may be held to ensure the acquisition and transfer of pertinent flood data.
 - (e) Review and Processing. Each detailed study is reviewed for internal consistency, contiguity with adjacent communities' studies, and conformance with FEMA's standards on format and content. Each study is also made effective through an administrative process involving the formal proposal and finalization of the flood elevations determined by the study.

- (f) Resolution of Appeals and Map Revisions. Flood Hazard Boundary Maps and Flood Insurance Rate 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.
- (g) Storage of Information on Flood Hazards. Besides its in-house files and those of its contractors, FEMA maintains a facility for the preservation of flood data produced for every community having received a detailed flood study. The information is kept for FEMA's records and for the use of other Federal agencies, State governments, and area planners.
- (h) Printing and Distribution of Flood Data. FEMA manages its contract with a firm to distribute all flood maps to those agencies and individuals 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 Rate Maps and Flood Insurance Studies.
- (i) Provision of Technical Assistance. Developers of private property in identified flood plains frequently request assistance in applying the results of flood studies to their building plans. If they can certify the precise location of a structure or proposed structure, FEMA can determine the extent to which it is exposed to inundation by the base flood and suggest actions that might lessen the hazard. If the structure had previously been judged flood prone, an examination of certified data might result in a favorable determination and a removal of the property from the Special Flood Hazard Area by means of a Letter of Map Amendment.
- (j) Engineering Methods/Special Studies. FEMA conducts investigations of new or improved methodologies in engineering fields of hydrology and hydraulics. These investigations are undertaken in order to perform flood studies and surveys in the most accurate and cost-effective manner possible.
3. 1984 Accomplishments. In 1984, FEMA used a total of \$53,345,000 and 112 workyears for this program, of which \$4,138,000 was under Salaries and Expenses and \$49,207,000 was under Emergency Management Planning and Assistance. This funding accomplished the following:
- Supported the completion of 316 new flood insurance studies, the initiation of 278 new detailed flood insurance studies, 98 detailed flood insurance restudies, and 131 existing data studies.
 - Established the eligibility of 150 communities to participate in the Emergency Phase of the NFIP and 1,781 communities in the Regular Phase. This represents the largest number of conversions to occur in a single year during the 15-year existence of the NFIP. This is the result of FEMA's commitment to attaining a goal of at least 1,000 special conversions (conversion without base flood elevations) during 1984.

- Evaluated and resolved 185 official appeals and 1,284 requests for Letters of Map Amendment of Flood Hazard Boundary Maps and Flood Insurance Rate Maps.
- Provided technical assistance to Federal, State and local officials, members of the private sector, and individual citizens in interpreting and applying the policies, procedures and regulatory requirements of the NFIP.
- Preparation of the Studies Completion and Community Conversion Plan submitted to Congress during 1984 in compliance with the mandate of P.L. 98-181 for a Plan to provide full program status to all communities which participate in the NFIP. Five major initiatives were encompassed by this Plan:
 - (1) The development potential of 7,497 unstudied communities was ascertained through a demographic survey which was completed during May 1984;
 - (2) A cost benefit analysis was performed which weighed the value of the added flood plain management data provided by a flood insurance studies against the cost of providing this data and the development potential of individual communities;
 - (3) A less time-consuming, less costly study methodology known as the limited detail study (LDS) was developed;
 - (4) The U.S. Geological Survey screened some 2,500 communities to determine the appropriateness of studying those communities using the LDS approach; and
 - (5) It was determined whether a participating community required study before being converted to the Regular Program, and if so, the most cost-effective study methodology (new detail, LDS or XDS) was selected based on the information provided by initiatives (1) through (4) above.

The Studies Completion and Community Conversion Plan forms the basis for budget requests made in 1986 and subsequent fiscal years.

4. Changes from the 1985 Estimates. Reflects a net decrease of \$365,000 and one workyear: a transfer of one work-year to Insurance Activities; an increase of \$102,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$467,000, of which \$17,000 is in Salaries and Expenses and \$450,000 is in Emergency Management Planning and Assistance, for government-wide reductions mandated by the deficit Reduction Act, P.L. 98-369.

5. 1985 Program. FEMA is allocating a total of \$41,437,000 and 120 workyears to this program, of which \$4,535,000 is under Salaries and Expenses and \$36,902,000 is under Emergency Management Planning and Assistance. This funding will support the following:

- Complete 440 flood insurance studies.
- Initiate 28 new detail flood insurance studies, 115 detail flood insurance restudies, 516 limited detail studies (LDS), and 60 existing data studies (XDS).
- Convert 1,712 communities to the Regular Program of the NFIP as well as allow an additional 100 communities to join the Emergency Program.
- Evaluate and resolve 200 official appeals and 1,200 requests for Letters of Map Revision/Amendment of Flood Hazard Boundary Maps and Flood Insurance Rate Maps.
- Provide technical assistance to the more than 17,660 communities that participate in the NFIP and to other Federal, State and local officials, members of the private sector, and individual citizens in interpreting and applying the policies, procedures and regulatory requirements of the NFIP.
- Continue to pursue alternative flood study methods for determination and establishment of the base flood hazard area by initiating 516 LDS's which are less costly and less time-consuming when compared to the traditional study method.
- Initiate 60 XDS's which are also less costly and less time-consuming than the traditional detail study methodology.
- Emphasize converting communities to the Regular Program of the NFIP without a study by making 1,312 minimal and non-flood prone determinations. The minimal/non-flood prone determinations are made in communities where no significant flood risk exists, and the development in flood prone areas of the community is unlikely for the foreseeable future.
- Use the results of the demographic survey completed during 1984 for assessing the development potential of communities that are candidates for special conversions.
- Conduct a survey of Regular Program communities in a manner similar to the survey performed in 1984 for unstudied communities. FEMA will apply the results of this survey and other considerations to formulate a more systematic method for updating completed flood insurance studies by the most cost-effective means whether this is by restudy or map revision/amendment.

* Investigate the feasibility of cost-sharing flood insurance study updates in communities in which they are to be performed to reduce appropriation requests in future years for activities related to the maintenance of the accuracy of completed flood insurance studies.

6. 1986 Program. In 1986, FEMA is proposing that all program costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. Of the related Salaries and Expenses costs, \$1,313,000 and 33 workyears are being transferred to Comprehensive Emergency Preparedness Planning to more accurately reflect their program responsibilities, \$109,000 in Salaries and Expenses is being transferred to Regional Operations, and the remainder is being transferred to the National Flood Insurance Fund. As a result, details regarding activities for 1986 may be found under the National Flood Insurance Fund section.
7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

B. Flood Hazard Reduction

1. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. The Flood Hazard Program was created to more appropriately identify and emphasize the need to promote sound flood plain management practices through increased community assistance, and for monitoring and enforcement to obtain community compliance with the National Flood Insurance Program (NFIP) minimum standards for flood plain management. With over 17,000 flood prone communities participating in the NFIP, adequate community assistance must be provided for monitoring and enforcement if national goals of reducing flood-caused property damage, deaths, injuries, disaster payments, tax losses and excessive insurance claims are to be achieved.

Commencing in 1986, States will be involved in providing targeted technical assistance services to NFIP participating communities, in particular to perform the responsibilities required under the community assessment process. As the NFIP matures and more communities are participating with better flood plain data, technical assistance demands will increase. States provide assistance to communities with guidance and assistance from FEMA. Where States are unable or unwilling to provide assistance, Federal agencies with flood plain management capabilities (such as the Corps of Engineers) will be engaged to provide assistance. All enforcement actions will continue to be carried out by FEMA personnel.

Program objectives include reducing loss of life and property from flooding, encouraging the wise use of flood plains and, by doing so, reducing the flood plain management component of the NFIP. Through its Community Assistance Program, this element stresses the importance of States as providers of community flood plain management

assistance. Within this context, the overall Flood Hazard Reduction Program provides flood plain management standards and techniques. The community assessment process (including community assessment meetings), which replaced the Community Assistance and Program Evaluation (CAPE) process, is designed to provide an opportunity for evaluating community flood plain management assistance needs. These meetings and processes provide an opportunity for assistance to be offered to communities that are having difficulties in properly enforcing their programs due to lack of understanding and/or lack of information, or inexperienced staff. Where problems cannot be resolved satisfactorily for a particular community, the process provides initial documentation to proceed with enforcement actions for failure to comply with NFIP minimum standards, as set forth in its established Community Compliance Program.

3. 1984 Accomplishments. In 1984, FEMA used a total of \$3,019,000 and 60 workyears for this program, of which \$2,217,000 was under Salaries and Expenses and \$802,000 was under Emergency Management Planning and Assistance. Funds were used as follows:

- Developed an overall Community Assistance Program which incorporated the CAPE process, as well as a comprehensive Community Compliance Program which provided guidance on initiating and resolving enforcement issues. The Community Compliance Program (1) conferred eligibility; (2) suspended and reinstated communities into the NFIP; (3) established coordination with and provided assistance to building code organizations; and (4) continued to lead the implementation of a unified national program for flood plain management.
- Provided technical assistance on flood plain management and flood hazard reduction issues to governments and to private concerns.
- Conducted 1,000 community assessment meetings resulting in evaluations, reports, and coordination on follow-up actions.
- Undertook 1,300 monitoring and enforcement actions (including enrollment, conversion, suspension and reinstatements, and follow-up compliance activities).
- Processed selected procurement actions which dealt with such topics, as assessment of unique flood hazards, retro-floodproofing of existing structures, and evaluation of the effectiveness of flood plain management techniques.

4. Changes from the 1985 Estimates. Reflects a net increase of \$45,000: an increase of \$55,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$10,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

5. 1985 Program. In 1985, FEMA is allocating a total of \$2,978,000 and 65 workyears to this program, of which \$2,148,000 is under Salaries an Expense and \$830,000 is under Emergency Management Planning and Assistance. The activities to be undertaken for flood hazard reduction in 1985 include the following:

- * Manage the Community Assessment and the Community Compliance Programs for the NFIP to assure that the minimum requirements for program participation are fully implemented.
- * Determine eligibility, suspensions, and reinstatements of noncompliant NFIP communities.
- * Provide technical assistance to government and private concerns regarding flood plain management and flood hazard reduction issues.
- * Coordinate with and assist national building code organizations to incorporate flood plain management standards.
- * Effect liaison and support with State groups to promote flood plain management and flood hazard reduction programs.
- * Provide leadership to implement a unified national program for flood plain management.
- * Develop, interpret, and review flood plain management regulations, standards, policy directives and legislation.

Specific outputs for flood hazard reduction activities include the following:

- * Approximately 1,500 community assistance actions, (e.g., workshops, seminars, and conferences on flood plain management issues, community assessment meetings, reports, processing and coordination, and community assistance follow-up).
- * Approximately 3,000 community monitoring and enforcement actions (e.g., community conversion and enrollment, community suspension and reinstatement, follow-up enforcement actions per assessment meetings).
- * Approximately nine technical guidance documents/studies or efforts on topics including evaluation of local flood plain management programs, reducing losses to existing structures, site specific technical assistance, flood damage building surveys, and continued coordination with and use of national building codes for flood hazard reduction objectives.
- * Flood plain management actions (i.e., technical assistance requests, exception requests, coordination activities with other agencies and States, etc.), special flood plain management problem analysis, flood plain management regulations, standards and policy development, and flood plain management regulations interpretation.

6. 1986 Program. For 1986, FEMA is proposing that all program and administrative costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. As a result, details regarding activities for 1986 may be found under the National Flood Insurance Fund section.
7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

C. Purchase of Property

1. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. The goal of this element is to reduce future flood insurance and disaster assistance costs in areas where regular 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 percent or for which a building permit to repair has been denied eligibility 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. 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 National Flood Insurance Program.
3. 1984 Accomplishments. In 1984, FEMA used a total of \$1,519,000 and 11 workyears for this program, of which \$407,000 was under Salaries and Expense and \$1,112,000 was under Emergency Management Planning and Assistance. In addition, \$2,000,000 was appropriated under P.L. 98-396, Second Supplemental Appropriations Act, 1984, signed by the President on August 22, 1984. These funds are available through September 30, 1986. Beginning in 1984, the Purchase of Property Program is operating on a two-year funding basis. This is required because of the long lead time required to carefully select the most cost-effective properties and complete the acquisition process. While FEMA only expended \$1,112,000 out of its total appropriation of \$4,778,000 for this purpose, the two-year funding basis will allow ample time to obligate all remaining funds.

During 1984, program accomplishments included the following:

- * Acquired 168 properties with an average price of \$6,574. The unusually low average cost per property resulted from large flood insurance claims collected on some structures, as such claims payments are subtracted from the negotiated purchase price.
 - * Submitted to the Subcommittee on HUD-Independent Agencies, Committee on Appropriation, United States Senate, a report entitled, "Assessment of Annual Funding Need for Purchase of Flood Damaged Property Under Section 1362 of the National Flood Insurance Act of 1968, as amended."
4. Changes from the 1985 Estimates. Reflects a net increase of 5,674,000: an unobligated balance of \$5,666,000; an increase of \$10,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$2,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 5. 1985 Program. In 1985, FEMA is allocating a total of \$10,833,000 and 12 workyears to this program, of which \$389,000 is under Salaries and Expenses and \$10,444,000 is under Emergency Management Planning and Assistance. This will enable the acquisition and removal of approximately 260 flood-damaged structures with an average price per structure of \$40,000.
 6. 1986 Program. In 1986, FEMA is proposing that all program and administrative costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. As a result, details regarding these activities for 1986 may be found under the National Flood Insurance Fund section.
 7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

State Assistance Program

1. Authority. The National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. The State Assistance Program provides financial assistance on a 75 percent maximum Federal, 25 percent minimum nonfederal cost-sharing basis to the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands and Guam, to increase the effectiveness of State and local government efforts concerning the management and use of flood prone areas. It is designed to develop or improve the following:
 - * State plans to perform intergovernmental flood hazard management coordination activities and to develop formal Statewide flood hazard management programs.

- ° Statewide information networks that promote an increased understanding of flood hazard management concepts and techniques.
 - ° State programs to assist local government officials in the mechanics of implementing and administering flood hazard management programs, thereby decreasing the need for Federal involvement.
3. 1984 Accomplishments. In 1984, FEMA used a total of \$3,794,000 and 15 workyears for this program, of which \$554,000 was under Salaries and Expenses and \$3,240,000 was under Emergency Management Planning and Assistance. Program accomplishments included the following:
- ° Public awareness media presentations on flood hazards.
 - ° Group meetings with local officials on general issues relating to NFIP participation.
 - ° Provision of technical assistance for local administration of flood hazard management programs, including guidance on development permit systems, recordkeeping, code compliance verification procedures, and variance evaluation and processing.
 - ° Development of model zoning, subdivision, building code, and general purpose ordinances for local officials which address NFIP and State regulations.
 - ° Preparation of handbooks on flood hazard topics, including storm water management, erosion control, and flood warning systems.
 - ° Initiation of programs and procedures to evaluate local flood hazard management activities, including Community Assistance and Program Evaluation (CAPE) visits.
4. Changes from the 1985 Estimates. Reflects a net increase of \$12,000: an increase of \$14,000 in Salaries and Expenses which is part of a pending request to transfer funds for Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$2,000 in Salaries and Expenses for government-reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. FEMA is allocating a total of \$3,757,000 and 16 workyears to this program element, of which \$517,000 is under Salaries and Expenses and \$3,240,000 is under Emergency Management Planning and Assistance. The 1985 program includes a focus on increasing the States' abilities to meet the needs of local officials in implementing and administering flood hazard management programs, as well as the program's interrelationship with other aspects of the Integrated Emergency Management System (IEMS).

6. 1986 Program. In 1986, FEMA is proposing that all program costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. Of the related Salaries and Expenses costs, \$259,000 and nine workyears are being transferred to Regional Operations, Management and Administration, to more accurately reflect their program responsibilities and the remainder is being transferred to the National Flood Insurance Fund. As a result, details regarding these activities for 1986 may be found under the National Flood Insurance Fund section.
7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

E. Salaries and Expenses

1. Authority. National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with the administration of flood plain management activities in support of the NFIP. This includes providing program and management support in Flood Studies and Surveys, Flood Hazard Reduction, Purchase of Property, and State Assistance Program (in 1984 and 1985). These programs are designed to provide an integrated and comprehensive approach to reducing the loss of lives and property due to floods at the Federal, State and local level. Activities include contract administration, community assistance and program evaluation meetings, hazard mitigation planning, litigation support and provision of technical assistance to regional, State and local jurisdictions.
3. 1984 Accomplishments. In 1984, FEMA used \$7,316,000 and 198 workyears for this program under Salaries and Expenses. Program accomplishments are reflected in the narrative descriptions of each of the program elements for the Flood Plain Management activity.
4. Changes from the 1985 Estimates. Reflects a net increase of \$150,000 and the reduction of one workyear: a transfer of one workyear to Insurance Activities to support the National Flood Insurance Program; an increase of \$181,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$31,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$7,589,000 and 213 workyears to this program under Salaries and Expenses. This will provide program and management support for the following programs: Flood Studies and Surveys, Flood Hazard Reduction, Purchase of Property, and the State Assistance Program.

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6. 1986 Program. In 1986, FEMA is proposing that all program costs associated with flood plain management activities be transferred to the National Flood Insurance Fund. Of the related Salaries and Expenses costs, \$1,313,000 and 33 workyears are being transferred to Comprehensive Emergency Preparedness Planning to more accurately reflect their program responsibilities; \$368,000 and nine workyears are being transferred to Regional Operations, Management and Administration, to more accurately reflect their program responsibilities; and the remaining \$5,908,000 and 171 workyears are being transferred to the National Flood Insurance Fund. As a result, details regarding these activities for 1986 may be found under the National Flood Insurance Fund section.
7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

SALARIES AND EXPENSES
DISASTER RELIEF ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Estimate</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program</u>											
A. Disaster Relief Administration (Budget Authority).....	DRA-4	144	\$6,380	144	\$6,487	144	\$6,638	144	\$6,400		-\$238
Budget Outlays.....			7,558		6,163		6,441		6,475		34
<u>Permanent Workyears</u>											
Headquarters.....		61		61		61		61		...	
Regions.....		80		80		80		80		...	
Total, Permanent.....		141		141		141		141		...	
<u>Total Workyears</u>		144		144		144		144		...	
<u>Changes From Original 1985 Estimates</u>											

* Reflects an increase of \$162,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

* Reflects a decrease of \$11,000 in Salaries and Expenses associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

**SALARIES AND EXPENSES
DISASTER RELIEF ADMINISTRATION
(Dollars in Thousands)**

	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
<u>A. Disaster Assistance Administration</u>	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>OBJECT CLASS</u>			<u>Estimate</u>		
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$5,186	\$5,144	\$5,290	\$5,076	-\$214
11.3 Other than full-time permanent.....	247	99	99	99	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	45	45	45	...
Total Pay.....	<u>5,433</u>	<u>5,288</u>	<u>5,434</u>	<u>5,220</u>	<u>-214</u>
12.1 Benefits-civilian.....	661	558	574	550	-24
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	23	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	158	288	277	277	...
22.0 Transportation of things.....	11	2	2	2	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	18	...	...	...	...
24.0 Printing and reproduction.....	42	175	175	175	...
25.0 Other services.....	32	176	176	176	...
26.0 Supplies and materials.....	2	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>6,380</u>	<u>6,487</u>	<u>6,638</u>	<u>6,400</u>	<u>-238</u>

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DISASTER RELIEF ADMINISTRATION
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	...	...	...	...	...
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	2	2	2	2	...
ES-3.....	1	1	1	1	...
ES-2.....	1	1	1	1	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	14	14	14	14	...
GS/GM-14.....	29	29	29	29	...
GS/GM-13.....	18	18	18	18	...
GS-12.....	28	28	28	28	...
GS-11.....	12	12	12	12	...
GS-10.....	...	...	...	...	...
GS-9.....	14	14	14	14	...
GS-8.....	1	1	1	1	...
GS-7.....	8	8	8	8	...
GS-6.....	8	8	8	8	...
GS-5.....	5	5	5	5	...
GS-4.....	3	3	3	3	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded .....	...	...	...	...	...
Total permanent positions.....	144	144	144	144	...
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	144	144	144	144	...

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A. Disaster Relief Administration

1. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended, and Executive Order 12148, July 29, 1979.
2. Objective/Element Description. This section supports the request for positions and workyears, at Headquarters and in the field, associated with disaster relief activities.
3. 1984 Accomplishments. In 1984, FEMA used a total of \$6,380,000 and 144 workyears for this program element under Salaries and Expenses. Staff accomplishments are reflected in the narrative descriptions of each of the program elements for the Disaster Relief Fund.
4. Changes from the 1985 Estimates. Reflects a net increase of \$151,000; an increase of \$162,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$11,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$6,638,000 and 144 workyears to this program element under Salaries and Expenses. This will provide program and management support in the following programs funded under the Disaster Relief Fund: Management and Coordination, Individual Assistance, Public Assistance, and Hazard Mitigation.
6. 1986 Program. FEMA requests \$6,400,000 and 144 workyears under Salaries and Expenses for this program element, a decrease of \$238,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$6,697,000 and 144 workyears. The base program includes an increase of \$59,000 for annualization of the January 1985 pay raise. This will support the program elements described under the Disaster Relief Fund.

1986 Decreases. The 1986 request includes a decrease of \$297,000 from the 1986 base program. The decrease includes the following:
 - * a decrease of \$241,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - * a decrease of \$56,000 in order to reduce the number of employees in grades GS-11 - GM-15.
7. Outyear Implications. No outyear implications over the 1986 request.

INSURANCE ACTIVITIES
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		Actual		Request		Current Estimate		Request		Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Office</u>											
A. Insurance Activities (Budget Authority).....	IA-4	51	\$2,737	52	\$2,779	53	\$2,833	...	...	-53	-\$2,833
Budget Outlays.....			3,196		2,640		2,747		\$293		-2,454
<u>Permanent Workyears</u>											
Headquarters.....		50		48		49		...			-49
Regions.....		...		...		...		...			...
Total, Permanent.....		50		48		49		...			-49
<u>Total Workyears.....</u>		51		52		53		...			-53
<u>Changes From Original 1985 Estimates</u>											

- * Reflects an increase of \$58,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$4,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- * Reflects increase of one workyear transferred to the National Flood Insurance Fund to support increased program activity.

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**SALARIES AND EXPENSES
INSURANCE ACTIVITIES
(Dollars in Thousands)**

OBJECT CLASS	1984	1985	1985	1986	Increase/ Decrease
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	
			<u>Estimate</u>		
Personnel Costs					
11.1 Full-time permanent.....	\$2,290	\$1,700	\$1,780	...	-\$1,780
11.3 Other than full-time permanent.....	84	88	88	...	-88
11.5 Other personnel compensation.....	15	...	...	...	...
11.8 Special personal services payments.....	...	282	253	...	-253
Total Pay.....	<u>2,389</u>	<u>2,070</u>	<u>2,121</u>	...	-2,121
12.1 Benefits-civilian.....	253	214	221	...	-221
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	75	119	115	...	-115
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	1	...	...	...	...
25.0 Other services.....	15	376	376	...	-376
26.0 Supplies and materials.....	4	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands 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>2,737</u>	<u>2,779</u>	<u>2,833</u>	...	-2,833

INSURANCE ACTIVITIES
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
Executive Level II.....	...	...	...	...	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	1	1	1	...	-1
Executive Level V.....	...	...	...	...	...
ES-6.....	...	...	...	...	...
ES-5.....	...	...	...	...	...
ES-4.....	2	2	2	...	-2
ES-3.....	...	...	...	...	...
ES-2.....	...	...	...	...	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	8	8	8	...	-8
GS/GM-14.....	6	6	6	...	-6
GS/GM-13.....	8	8	8	...	-8
GS-12.....	3	3	3	...	-3
GS-11.....	3	3	3	...	-3
GS-10.....	...	...	...	...	...
GS-9.....	5	5	6	...	-6
GS-8.....	3	3	3	...	-3
GS-7.....	5	5	5	...	-5
GS-6.....	1	1	1	...	-1
GS-5.....	3	3	3	...	-3
GS-4.....	...	...	...	...	...
GS-3.....	...	...	...	...	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded.....	...	...	...	...	...
Total permanent positions.....	48	48	49	...	-49
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	48	48	49	...	-49

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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, authorizes flood insurance to be provided on a national basis by the Federal Government. All existing buildings and their contents in communities where flood insurance is available, through either the Emergency or Regular Program, are eligible for a first layer of coverage at subsidized premium rate. A second layer of coverage is available in the Regular Program communities at actuarial rates on all properties.
3. 1984 Accomplishments. In 1984, FEMA used \$2,737,000 and 51 workyears for this program under Salaries and Expenses. Funding supported National Flood Insurance Program (NFIP) activities which included the following:
 - * Implemented the Write Your Own Program, which allows participating private insurance companies to issue and service flood insurance on a non-risk bearing basis. It is anticipated that this program will benefit the NFIP through improved service to policyholders, increased market penetration, and closer involvement by private industry.
 - * Developed an insurance claims adjuster fraud workshop to help adjusters identify possible cases of fraud. Ten such workshops were held in 1984.
4. Changes from the 1985 Estimates. Reflects a net increase of \$54,000 in Salaries and Expenses and one workyear: an increase of one workyear is required for an increased level of activity in this program; an increase of \$58,000 which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$4,000 for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$2,833,000 and 53 workyears to this program under Salaries and Expenses. An independent verification program will be instituted which will allow the NFIP to inspect structures currently covered by the Program to ensure accurate rating of policies by agents.
6. 1986 Program. For 1986, FEMA is proposing that all administrative costs associated with Insurance Activities be transferred to the National Flood Insurance Fund. As a result, details regarding activities for 1986 may be found under the National Flood Insurance Fund section.
7. Outyear Implications. Outyear implications may be found in the National Flood Insurance Fund section.

**EMERGENCY FOOD AND SHELTER
SALARIES AND EXPENSES
(Dollars in Thousands)**

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1984</u>		<u>1985</u>		<u>1985</u>		<u>1986</u>		<u>Increase/ Decrease</u>	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>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. Emergency Food & Shelter (Salaries & Expenses) (Budget Authority).....	EFSA-4	...	...	...	...	6	\$222	..	...	-6	-\$222
Budget Outlays.....			...	...			215		\$7		-208
<u>Permanent Workyears</u>											
Headquarters.....		...		...		6		...		-6	
Regions.....		...		...		...		...		...
Total, Permanent.....		...		...		6		...		-6	
<u>Total Workyears</u>.....		...		...		6		...		-6	
<u>Changes From Original 1985 Estimates</u>											

* Reflects a net increase of \$222,000 and six workyears from the Second Supplemental Appropriations Act, 1984 (P.L. 98-396). Of the \$360,000 and eight workyears appropriated in this Act for Emergency Food and Shelter Salaries and Expenses, two workyears and \$74,000 have been transferred to the Inspector General, Management and Administration and \$64,000 has been transferred to Other Administrative Expenses, Management and Administration.

SALARIES AND EXPENSES
EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

A. <u>Emergency Food and Shelter</u> <u>(Salaries and Expenses)</u>	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$181	...	-\$181
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>
Total Pay.....	<u>181</u>	...	<u>-181</u>
12.1 Benefits-civilian.....	20	...	-20
12.2 Benefits-military personnel.....
13.0 Benefits for former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons....	15	...	-15
22.0 Transportation of things.....
23.1 Standard level user charges.....
23.2 Communications, utilities & other rent..
24.0 Printing and reproduction.....
25.0 Other services.....
26.0 Supplies and materials.....
31.0 Equipment.....	6	...	-6
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	<u>222</u>	...	<u>-222</u>

EMERGENCY FOOD AND SHELTER
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....
Executive Level III.....
Executive Level IV.....
Executive Level V.....
ES-6.....
ES-5.....
ES-4.....
ES-3.....
ES-2.....
ES-1.....
GS-18.....
GS-17.....
GS-16.....
GS/GM-15.....	1	...	-1
GS/GM-14.....
GS/GM-13.....	1	...	-1
GS-12.....	1	...	-1
GS-11.....	2	...	-2
GS-10.....
GS-9.....
GS-8.....
GS-7.....
GS-6.....
GS-5.....	1	...	-1
GS-4.....
GS-3.....
GS-2.....
GS-1.....
Ungraded	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total permanent positions.....	6	...	-6
Unfilled positions, end-of-year.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total permanent employment, end-of-year...	6	...	-6

A. Emergency Food and Shelter (Salaries and Expenses)

1. Authority. The Jobs Stimulus Bill (P.L. 98-8); Continuing Resolution of 1984 (P.L. 98-151) making continuing appropriations for FY 1984; Supplemental Appropriations Act, 1984 (P.L. 98-181); and Second Supplemental Appropriations Act of 1984 (P.L. 98-396).
2. Objective/Element Description. This section supports the request for positions and workyears associated with the Emergency Food and Shelter Program.
3. 1984 Accomplishments. This program did not exist in 1984.
4. Changes from the 1985 Estimates. Reflects a net increase of \$222,000 and six workyears from the Second Supplemental Appropriations Act, 1984 (P.L. 98-396). Of the \$360,000 and eight workyears appropriated in this Act for Emergency Food and Shelter Salaries and Expenses, two workyears and \$74,000 have been transferred to the Inspector General, Management and Administration, to audit the program; and \$64,000 has been transferred to Other Administrative Expenses, Management and Administration, to cover the overhead costs associated with the new positions (rent, communications, equipment and supplies).
5. 1985 Program. In 1985, FEMA is allocating \$222,000 and six workyears to this program element under Salaries and Expenses. This will provide program and management support for the Emergency Food and Shelter Program.
6. 1986 Program. FEMA requests no funds and no workyears for this program element.
1986 Base Program. The 1986 request includes a base program of \$222,000 and six workyears.
1986 Decreases. The 1986 request includes a decrease of \$222,000 and six workyears from the 1986 base program. Since FEMA assumes that the program will not be funded in 1986, there will be no need for administration of the Emergency Food and Shelter Program.
7. Outyear Implications. No outyear implications over the 1986 request.

SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION

Activity Overview

This activity includes the salaries and related expenses for the following offices: Director's Office, General Counsel, Inspector General, Special Programs, Executive Administrator, Public Affairs, Congressional Relations, International Affairs, Equal Opportunity, Security, Acquisition Management, Personnel, Comptroller, Program Analysis and Evaluation, Administrative Support Staff, Other Administrative Expenses, Automatic Data Processing, and Regional Operations.

SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

<u>Estimates by Program Office</u>	<u>Page No.</u>	1984		1985		1985		1986		Increase/Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>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. Office of the Director.....	MA-6	10	\$447	10	\$468	10	\$477	10	\$464	...	-\$13
B. General Counsel.....	MA-10	22	1,045	22	1,063	22	1,093	22	1,044	...	-49
C. Inspector General.....	MA-14	32	1,678	32	1,653	34	1,820	34	1,695	...	-125
D. Special Programs.....	MA-19	2	367	2	371	2	383	2	363	...	-20
E. Executive Administration											
1. Executive Administrator's Office.....	MA-23	10	410	10	417	10	426	10	414	...	-12
2. Public Affairs.....	MA-26	17	953	17	1,018	17	911	17	884	...	-27
3. Congressional Relations.....	MA-29	9	373	9	380	9	389	9	375	...	-14
4. International Affairs.....	MA-32	8	414	8	420	8	427	8	416	...	-11
5. Equal Opportunity.....	MA-38	5	233	5	236	5	243	5	232	...	-11
6. Security.....	MA-42	13	687	13	691	13	705	13	685	...	-20
F. Acquisition Management.....	MA-45	32	1,199	32	1,220	32	1,252	31	1,170	-1	-82
G. Personnel.....	MA-48	46	2,235	46	2,263	46	2,314	45	2,195	-1	-119
H. Comptroller.....	MA-52	79	2,727	79	3,417	79	3,477	78	3,361	-1	-116
I. Program Analysis and Evaluation.....	MA-57	14	657	14	669	14	884	13	605	-1	-279
J. Administrative Support Staff...	MA-61	66	1,962	66	1,963	66	2,014	62	1,829	-4	-185
K. Other Administrative Expenses..	MA-66	...	10,992	...	11,990	...	11,552	...	8,100	...	-3,452
L. Automatic Data Process											
1. ADP Support	MA-69	68	2,512	68	4,217	68	4,281	67	3,153	-1	-1,128
2. Administrative Telephones...	MA-79	...	2,111	...	2,112	...	2,112	...	2,112	...	...
3. Word Processing	MA-82	...	599	...	1,102	...	1,102	...	702	...	-400
M. Regional Operations.....	MA-85	...	...	...	...	...	...	8	323	8	323
Budget Authority.....		433	31,601	433	35,670	435	35,862	434	30,122	-1	-5,740
Budget Outlays.....			30,368		33,741		34,803		28,458		-6,345

SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)
(Continued)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>Decrease</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Office</u>											
<u>Permanent Workyears</u>											
Headquarters.....		413		413		415		414		-1	
Regions.....		20		20		20		20		0	
Total, Permanent.....		433		433		435		434		-1	
<u>Total Workyears.....</u>		433		433		435		434		-1	

Changes From Original 1985 Estimates

- * Reflects a congressional reduction of \$500,000.
- * Reflects an increase of \$74,000 and two workyears transferred to the Office of the Inspector General and \$64,000 transferred to Other Administrative Expenses for Emergency Food and Shelter Salaries and Expenses (Second Supplemental Appropriations Act, 1984, P.L. 98-396).
- * Reflects an increase of \$503,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$149,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- * Reflects an increase of \$200,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of A-76 studies.

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SALARIES AND EXPENSES
MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

OBJECT CLASS	1984	1985	1985	1986	Increase/ Decrease
	Actual	Request	Current Estimate	Request	
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$13,679	\$13,905	\$14,419	\$13,801	-\$618
11.3 Other than full-time permanent.....	769	...	...	...	...
11.5 Other personnel compensation.....	263	385	385	385	...
11.8 Special personal services payments.....	53	311	311	311	...
Total Pay.....	<u>14,764</u>	<u>14,601</u>	<u>15,115</u>	<u>14,497</u>	<u>-618</u>
12.1 Benefits-civilian.....	1,716	1,522	1,579	1,511	-68
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	62	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	573	567	549	547	-2
22.0 Transportation of things.....	99	55	55	55	...
23.1 Standard level user charges.....	6,040	6,823	6,823	5,759	-1,064
23.2 Communications, utilities & other rent...	2,721	6,059	5,603	3,831	-1,772
24.0 Printing and reproduction.....	568	727	602	356	-246
25.0 Other services.....	3,828	3,184	3,392	2,626	-766
26.0 Supplies and materials.....	605	441	449	285	-164
31.0 Equipment.....	625	1,691	1,695	655	-1,040
32.0 Lands 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>31,601</u>	<u>35,670</u>	<u>35,862</u>	<u>30,122</u>	<u>-5,740</u>

MANAGEMENT AND ADMINISTRATION
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 <u>Current Estimate</u>	1986 <u>Request</u>	<u>Increase/ Decrease</u>
Executive Level II.....	1	1	1	1	...
Executive Level III.....	...	...	...	...	...
Executive Level IV.....	1	1	1	1	...
Executive Level V.....	...	...	...	...	...
ES-6.....	1	1	1	1	...
ES-5.....	...	...	...	...	...
ES-4.....	4	4	4	4	...
ES-3.....	2	2	2	2	...
ES-2.....	3	3	3	3	...
ES-1.....	...	...	...	...	...
GS-18.....	...	...	...	...	...
GS-17.....	...	...	...	...	...
GS-16.....	...	...	...	...	...
GS/GM-15.....	31	31	31	31	...
GS/GM-14.....	46	46	46	46	...
GS/GM-13.....	62	62	62	63	1
GS-12.....	61	61	63	64	1
GS-11.....	36	36	36	33	-3
GS-10.....	4	4	4	4	...
GS-9.....	36	36	36	34	-2
GS-8.....	9	9	9	9	...
GS-7.....	40	40	40	41	1
GS-6.....	48	48	48	48	...
GS-5.....	21	21	21	22	1
GS-4.....	14	14	14	14	...
GS-3.....	5	5	5	5	...
GS-2.....	...	...	...	...	...
GS-1.....	...	...	...	...	...
Ungraded	<u>8</u>	<u>8</u>	<u>8</u>	<u>8</u>	...
Total permanent positions.....	433	433	435	434	-1
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	<u>433</u>	<u>433</u>	<u>435</u>	<u>434</u>	<u>-1</u>

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MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

<u>Estimates by Office</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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. Office of the Director (Deputy Director) (Budget Authority).....	MA-7	10	\$447	10	\$468	10	\$477	10	\$464	...	-\$13
<u>Permanent Workyears</u>											
Headquarters.....		10		10		10		10		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		10		10		10		10		...	
<u>Total Workyears</u>		10		10		10		10		...	
<u>Changes From Original 1985 Estimates</u>											

- * Reflects an increase of \$11,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$2,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 93-369.

A. Office of the Director

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. Objective/Office Description. This program includes the offices of the Director and Deputy Director. This office exercises policy and managerial leadership in accomplishing the Agency's mission to plan for, respond to, and recover from a broad spectrum of emergencies from an imminent nuclear attack to natural and man-made incidents. Other objectives are to build an effective Agency with the capability to perform planning and response functions, to coordinate interagency emergency operations on behalf of the President, and to supplement local capability to deal with the full spectrum of emergencies in a fashion that will minimize loss of life and property and be as cost effective as possible.
3. 1984 Accomplishments. In 1984, FEHA used \$447,000 and ten workyears for this office under Salaries and Expenses. Resources were used to oversee accomplishment of the Agency's goals and objectives. During 1984, the Director's Office:
 - Provided overall policy and managerial leadership in accomplishing the Agency's mission.
 - Implemented the concept of the Integrated Emergency Management System (IEMS) to unify the elements of management common to all emergencies.
 - Continued the emphasis on affirmative action programs.
 - Increased FEHA's involvement in International Comprehensive Emergency Management which included orientation of FEHA's programs to 153 foreign officials visiting FEHA.
 - Interacted with the Canadian Co-chairman, as Co-chairman of the U.S.-Canada agreement to pursue joint cooperation in comprehensive civil emergency planning.
 - Laid groundwork on construction projects leading to the restoration of the former Stewart Indian School, Carson City, Nevada, where the western campus of the National Education Training Center (NETC) will open to accommodate approximately 3,000 students each year.
 - Awarded the Emergency Food and Shelter National Board \$70,000,000 to bolster emergency food and shelter activities for the needy throughout the country.

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- Directed attention to the handicapped and elderly in disaster situations. During a 3-day conference, experts in health and emergency-related fields contributed significantly in the development of a teaching curriculum. The information gathered will offer the course designers a realistic approach on how emergency specialists can assist these people with special needs in times of disasters.
 - Promoted increased coordination between State and local emergency management officials and the American Radio Relay League field organizations and urged State and local governments to incorporate the capabilities and facilities of amateur radio operators into their emergency plans.
 - Established the National Disaster Medical System to improve the nation's emergency response capability.
 - Purchased mobile homes to house disaster victims thereby increasing the stockpile of 2,500 mobile homes to insure adequate inventory if the need arises.
4. Changes from the 1985 Estimates. Reflects a net increase of \$9,000: an increase of \$11,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$2,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
 5. 1985 Program. In 1985, FEMA is allocating \$477,000 and ten workyears to this office under Salaries and Expenses. This office will continue to conduct critical program evaluation and redetermination of program priorities based upon Presidential and National Security Council guidance, ascertain necessity for statutory base to advance FEMA institution building and improve operating effectiveness, and promote new processes to achieve a higher level of Agency integration. Continued emphasis will be placed upon supporting the President's commitment to improve emergency mobilization preparedness.
 6. 1986 Program. FEMA requests \$464,000 and ten workyears under Salaries and Expenses for this office, a net decrease of \$13,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$480,000 and ten workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. This office will continue to conduct critical program evaluation and redetermination of program priorities based upon Presidential and National Security Council guidance, ascertain necessity for statutory base to advance FEMA institution building and improve operating effectiveness, promote new processes to achieve a higher level of Agency integration, and ensure effective management of available personnel and budgetary resources. This office will also pursue management improvements throughout the Agency in consensus with the President's Management Improvement Initiatives (Reform 88).

1986 Decreases. The 1986 request includes a decrease of \$16,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$15,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$1,000 in order to reduce the number of employees in grades GS-11 - GS-15.

7. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Decrease</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Office</u>											
B. General Counsel (Budget Authority).....	MA-11 [*]	22	\$1,045	22	\$1,063	22	\$1,093	22	\$1,044	...	-\$49
<u>Permanent Workyears</u>											
Headquarters.....		20		20		20		20		...	
Regions.....		<u>2</u>		<u>2</u>		<u>2</u>		<u>2</u>		...	
Total, Permanent.....		22		22		22		22		...	
<u>Total Workyears</u>		22		22		22		22		...	

Changes From Original 1985 Estimates

- * Reflects an increase of \$33,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$3,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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B. General Counsel

1. **Authority.** Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. **Objective/Office Description.** The Office of General Counsel (OGC) provides full statutory and legal support, advice, opinions, and services for all FEMA programs and activities.
3. **1984 Accomplishments.** In 1984, FEMA used \$1,045,000 and 22 workyears for this office under Salaries and Expenses. The office coordinated a comprehensive legislative initiatives program which developed 29 amendments to statutes for which FEMA is assigned management responsibility by the Congress and the President. The office also coordinated the development of comprehensive program regulations on civil defense, disaster response and assistance, flood insurance and flood plain management as well as management regulations. Working with the Department of Justice, OGC has managed the largest number of cases since the Agency was formed. The OGC docket of pending cases shows some 140 flood insurance claim cases, a 200% increase over the 1981 figure. Also, the crime insurance docket shows 75 current cases, an increase of 700% since 1979. In 1984, OGC recovered nearly \$12 million in disaster damages paid to the City of Louisville, Kentucky for a 1980 sewer explosion caused by Ralston Purina Co.
4. **Changes from the 1985 Estimates.** Reflects a net increase of \$30,000: an increase of \$33,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$3,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. **1985 Program.** In 1985, FEMA is allocating \$1,093,000 and 22 workyears to this office under Salaries and Expenses. With these resources, this office will do the following:
 - continue to review actions proposed and undertaken by Agency officials for soundness of legal approach;
 - coordinate, review and clear Agency rules that govern programs and administrative processes;
 - develop and coordinate legislative and regulatory initiatives to reflect management requirements;
 - provide legal interpretations to Agency management on new legislation and regulations affecting Agency programs and activities;
 - participate with the Department of Justice in the initial state of cases in the Federal, State, and local courts challenging decisions reached by Agency management and those acting on behalf of the Agency in conducting its programs;
 - continue to review and determine Agency policies and practices in compliance with Federal laws;

- present and defend Agency decisions before administrative review authorities;
 - support Agency officials at Congressional appearances;
 - coordinate Agency response by Congress for FEMA views on pending legislation; and
 - prepare, coordinate, and manage the development of Agency regulations implementing Federal statutes, Executive Orders and other directives.
6. 1986 Program. FEMA requests \$1,044,000 and 22 workyears under Salaries and Expenses for this office, a net decrease of \$49,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$1,105,000 and 22 workyears. The base program includes an increase of \$12,000 for annualization of the January 1985 pay raise.

This office will do the following:

- continue to manage a growing number of judicial and administrative cases litigated before Federal Courts and Administrative Boards and Committees;
- develop and coordinate Agency legislative initiatives and regulation management, clearance and publication;
- provide legal opinions on all Agency activities;
- provide Agency comments on pending legislation;
- represent and defend Agency officials in appearances before Administrative review authorities; and
- intensify its support of the FEMA Inspector General's effort to prevent, seek out, and eliminate fraud, waste and abuse in the Agency's programs and operations. OGC has addressed the Administration's goals of reducing fraud, abuse and waste of Federal resources by putting into place an active program of subrogation for flood insurance losses. Since the beginning of 1981, the OGC has initiated claims against negligent developers or community flood plain managers totaling nearly \$150 million. As a result, over \$1 million has already been recovered. OGC subrogation case docket has grown from four to six cases in 1980 to about 39 cases today. Also, in this same time period, actions by OGC to defend the flood and crime insurance funds against improper and invalid loss claims have significantly increased.

1986 Decreases. The 1986 request includes a decrease of \$61,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$49,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$12,000 in order to reduce the number of employees in grades GS-11 - GM-15.
7. Outyear Implications. The growing number of judicial and administrative cases litigated before Federal Courts, Administrative Boards, and Committees could require additional personnel to respond to these cases.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

<u>Estimates by Office</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
C. Inspector General (Budget Authority).....	MA-15	32	\$1,678	32	\$1,653	34	\$1,820	34	\$1,695	...	-\$125
<u>Permanent Workyears</u>											
Headquarters.....		17		17		19		19		..	
Districts.....		<u>15</u>		<u>15</u>		<u>15</u>		<u>15</u>		<u>..</u>	
Total, Permanent.....		32		32		34		34		...	
<u>Total Workyears.....</u>		32		32		34		34		...	

Changes From Original 1985 Estimates

- * Reflects an increase of \$74,000 and two workyears transferred from Emergency Food and Shelter Salaries and Expenses (Second Supplemental Appropriations Act, 1984 P.L. 98-396).
- * Reflects an increase of \$100,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$7,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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C. Inspector General

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; Executive Order 12148, as amended.
2. Objective/Office Description. The function of the Office of Inspector General (OIG) is the continuation of an active effort to reduce waste, fraud and abuse and to improve the management of the Federal Emergency Management Agency's (FEMA) programs with increased emphasis in the "prevention area." Thus, the focus of the Inspector General is progressing from the traditional audits to the point where the OIG is actively engaged in trying to prevent waste and fraud before they occur through audit and investigative activities. The Inspector General's work is based on an annual work plan in response to requirements of basic statutes, specific requests from the Director and other management officials and/or allegations by Agency employees.

Specific objectives include the following:

- ° Providing adequate internal audit coverage of FEMA programs and operations.
 - ° Conducting investigations of alleged fraud or abuse involving FEMA programs and referring results for appropriate legal or administrative action.
 - ° Conducting self-initiated audits and investigations to prevent and detect fraud, waste, abuse and mismanagement.
 - ° Providing adequate audit coverage of cost contracts, grants and cooperative agreements with States and the private sector.
3. 1984 Accomplishments. In 1984, FEMA used \$1,678,000 and 32 workyears for this office under Salaries and Expenses 1984 accomplishments are as follows:

Audits. Several major audits were started and/or completed in 1984.

- ° A nationwide review of FEMA Comprehensive Cooperative Agreements was performed. Four State reviews were completed during this period; the remaining to be completed in succeeding years.
- ° A study of unliquidated obligations in the Disaster Assistance Program was completed. This involved funds managed by Headquarters as well as the ten regional offices.
- ° A survey of FEMA's procurement practice was completed which identified several areas for future reviews.

- An audit of the multi-million dollar Superfund was begun. This will involve reviews at both Times Beach, Missouri and Globe, Arizona. This study will continue through 1985.
- 76 audits of specific disaster projects were completed involving \$89,488,289.
- The realignment of the Office of Inspector General was completed. This consolidates ten regional audit offices into three district offices.
- Other internal audits in process included year-end spending, utilization of travel requests, review of disaster travel vouchers, review of consultants, and a cash management review of Region IX.
- Major project audits in process include Love Canal in New York State, temporary housing in Puerto Rico, and the Individual and Family Grant program in Alabama.

Investigations

- 140 investigative cases were opened for 1984.
- 55 investigative cases were closed during 1984.
- 267 investigative cases were on hand to the end of 1984.
- Approximately 40 workshops were conducted in major cities in the United States and Puerto Rico alerting over 1,000 insurance adjusters of schemes to defraud the Flood Insurance Program.
- Approximately 15 claim fraud cases, involving the Flood Insurance Program referred to the United States Attorney in Jackson, Mississippi were accepted for prosecution or pre-trial diversion.
- FEMA recommended the use of mobile home insurance adjuster specialists (Flood Insurance Program) resulting in a savings in insurance claims of over \$300,000.
- Three persons in Chicago, Illinois, one of whom owned a shopping center, were convicted of attempting to bribe a flood insurance adjuster.
- 14 persons were convicted in Federal Court in Brooklyn, New York of defrauding the Federal Crime Insurance Program. \$25,000 in restitution was received as a result of those convictions, with more restitution expected.
- A Federal Crime Insurance Program claimant in Puerto Rico pleaded guilty to submission of false claims and made immediate restitution of almost \$34,000.

4. Changes from the 1985 Estimates. Reflects an increase of \$74,000 and two workyears transferred from Emergency Food and Shelter Salaries and Expenses (Second Supplemental Appropriation Act, 1984 P.L. 98-396). Reflects a net increase of \$93,000; an increase of \$100,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$7,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$1,820,000 and 34 workyears to this office under Salaries and Expenses. Emphasis will be placed on reducing the backlog of criminal investigative cases pending. New initiatives include the following:
- * a facilities and regional office inspection program;
 - * an assessment of how FEMA computerized systems are designed, developed, and implemented, as well as how efficiently and effectively they are operating;
 - * an audit of disaster programs, cooperative agreements and insurance programs run by FEMA, but administered by other parties;
 - * the continuation of emphasis on increasing internal audit coverage of the Agency's programs and financial activities;
 - * addressing the urgent requirement to reduce the backlog of cases (over 200) and provide more expeditious pursuit of investigations which involve the initiation of investigative inquiry into program areas that are vulnerable to fraud, waste and abuse;
 - * a study of how FEMA programs utilize their resources. Of major concern are procurement practices, particularly in regard to research activities; and
 - * the review of new program initiatives, such as Superfund and Emergency Food and Shelter.

Specific planned major investigative projects include the following:

- * Corps of Engineers Leased Land project.
- * Brooklyn, New York Federal Crime Insurance Program (FCIP) conspiracy.
- * Mississippi/Louisiana mobile home investigations.

- Proactive "sting" operation in Chicago, Illinois involving FCIP entitled "Operation Cook."
 - New Orleans National Flood Insurance Program investigations.
 - Management surveys of regional disaster operations.
6. 1986 Program. FEMA requests \$1,695,000 and 34 workyears under Salaries and Expenses for this office, a net decrease of \$125,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$1,856,000 and 34 workyears. The base program includes an increase of \$36,000 for annualization of the January 1985 pay raise. This provides the Office of Inspector General the resources to perform audits in the area of accounting, administration, and a major program (Disaster Assistance). A limited number of reactive criminal investigations will also be conducted. A number of criminal cases will remain backlogged. The focus of the OIG efforts will be directed at further increasing the number of internal audits of FEMA programs as well as computer and financial activities.

Major areas will include the following:

- Audit of FEMA consultant service contracts (\$7,000,000)
- Continuation of the audit of the \$100,000,000 Comprehensive Cooperative Agreement Program with States.
- Audits of the \$400,000,000 Disaster Assistance Program.
- Continued work on Superfund and Emergency Food and Shelter Program audits involving several hundred million dollars.

1986 Decreases. The 1986 request includes a decrease of \$161,000 from the base program. The decrease includes the following:

- a decrease of \$148,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$13,000 in order to reduce the number of employees in grades GS-11 - GM-15.

7. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984 Actual		1985 Request		1985 Current Estimate		1986 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Office</u>											
D. Special Programs (Budget Authority).....	MA-20	2	\$367	2	\$371	2	\$383	2	\$363	...	-\$20
<u>Permanent Workyears</u>											
Headquarters.....		2		2		2		2		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		2		2		2		2		...	
<u>Total Workyears</u>		2		2		2		2		...	

Changes From Original 1985 Estimates

- * Reflects an increase of \$13,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

D. Special Programs (Emergency Mobilization Preparedness Board)

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. Objective/Office Description. The Office of Special Programs (OSP) provides advice and assistance to the Director on the development of policies and programs to be implemented by the existing program structure administered by the Agency; and the development of short-term and long-term program and policy initiatives. The office also supports the activity of the Emergency Mobilization Preparedness Board (EMPB) as provided for in Executive Memorandum dated December 17, 1981.
3. 1984 Accomplishments. In 1984, FEMA used \$367,000 and two workyears for this office under Salaries and Expenses. Some of the major accomplishments under the National Plan of Action (which identifies mobilization deficiencies and details milestones and a timetable for correcting them) are as follows:
 - Of the 356 milestones in the Plan of Action, 246 were completed by the end of the fourth quarter.
 - Nine Federal Preparedness Circulars, two Federal Preparedness Guides, and three Federal Preparedness Letters were published.
 - A survey of existing Federal law enforcement resources was completed.
 - A computerized data base of Federal Emergency authorities was established and is operational. A compilation of treaties, international agreements, and other understandings was completed.
 - A National Earthquake Hazards Reduction Program Plan, which includes earthquake preparedness and mitigation efforts in California, was completed. A five-year plan was developed and sent to Congress for earthquake prediction research, assessment of earthquake hazards, and research in design of structures and development of codes for construction.
 - On January 1, 1984, the President directed that the EMPB would be the senior body to review barter proposals and policies for enhancing the strategic stockpile. There have been three proposals submitted for consideration.
 - Initiation of the National Disaster Medical System (NDMS) was announced in Austin, Texas on June 14, 1984. A draft manual was prepared for the operation of the Disaster Medical Assistance Teams. Conversion of 62,000 beds in the Civilian-military Contingency Hospital System to NDMS is underway.

- The Government Operation Workings Group formed a Task Force on Automated Information Processing (AIP) to reduce the vulnerability of emergency preparedness functions resulting from the nation's dependence on AIP.
 - The Plan of Action was revised twice to add new measures and reflect changes and completions as directed by the President in the National Plan of Action on Emergency Mobilization Preparedness.
 - An Emergency Repatriation Plan to receive and help resettle U.S. citizens evacuated from abroad during emergencies has been completed.
 - A State Defense Forces concept is being pursued, and legislation proposed, to provide excess Federal equipment to these State forces.
 - A Federal Resource Assessment System report was developed to outline the methodology to be used for examining the total impact of resource requirements during mobilization.
4. Changes from the 1985 Estimates. Reflects a net increase of \$12,000; an increase of \$13,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$383,000 and two workyears to this office under Salaries and Expenses. This office will continue to:
- be responsible for policy analysis and recommendations for new priorities;
 - review and support ongoing priority functions;
 - analyze existing policy and recommend changes, as necessary;
 - develop and recommend concepts for new priority programs;
 - provide general direction to FEMA's planning and management activities, advising the Director about options for achieving FEMA's goals and objectives; and
 - coordinate the Agency policy applications by maintaining consistency of policy statements and guidelines with objectives and priorities.

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The office will support the operation of the Secretariat of the EMPB and assist the Director and other senior officials in meeting their responsibilities on the Board. The EMPB will recommend to the President new policy initiatives, plans and legislative measures to improve the nation's mobilization capabilities. The Board will review concepts under which Working Groups are functioning and continue to identify mobilization deficiencies and recommend actions to correct them.

6. 1986 Program. FEHA requests \$363,000 and two workyears under Salaries and Expenses for this office, a decrease of \$20,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$388,000 and two workyears. The base program includes an increase of \$5,000 for annualization of the January 1985 pay raise. This office will continue to (a) be responsible for policy analysis and support to the operation of the Secretariat of the EMPB, and (b) assist the Director and other senior officials in meeting their responsibilities on the Board. The EMPB will recommend to the President new policy initiatives, plans and legislative measures to improve the nation's mobilization capabilities. The Board will review concepts under which Working Groups are functioning and continue to identify mobilization deficiencies and recommend actions to correct them.

Agencies and Working Groups will undertake a wide range of activities in order to implement the Plan of Action. Coordination will be necessary to prevent duplication/overlapping of effort, to minimize inconsistencies across Agency or Working Group lines, and to ensure efficient timing of related activities. Agencies and Working Groups will be expected to meet target dates set in the Plan of Action. Also, as work progresses, new issues will surface which may require development of new implementation measures.

1986 Decreases. The 1986 request includes a decrease of \$25,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$20,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$5,000 in order to reduce the number of employees in grades GS-11 - GS-15.

7. Outyear Implications. No outyear implications over the 1986 request.

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MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>Change</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>
<u>Estimates by Office</u>											
1. Executive Administrator's Office (Budget Authority)...	MA-24	10	\$410	10	\$417	10	\$426	10	\$414	...	-\$12
<u>Permanent Workyears</u>											
Headquarters.....		10		10		10		10		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		10		10		10		10		...	
<u>Total Workyears.....</u>		10		10		10		10		...	
<u>Changes From Original 1985 Estimates</u>											

* Reflects an increase of \$9,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

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E. Executive Administration

I. Executive Administrator's Office

- a. **Authority.** Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
- b. **Objective/Office Description.** The Executive Administrator's office provides policy coordination, executive liaison, special projects and administrative activities for the Director, and provides for coordination and accomplishment of staff office activities. This office oversees the offices of Public Affairs, Congressional Relations, International Affairs, Equal Opportunity, Security, Administrative Support, Acquisition Management and Personnel.
- c. **1984 Accomplishments.** In 1984, FEMA used \$410,000 and ten workyears for this office under Salaries and Expenses. During 1984, the Executive Administrator's office:
- * Continued the monitoring of established goals and objectives for FEMA in accordance with the Administration and national security interests.
 - * Interviewed, processed and coordinated the placement of non-career senior positions. Provided liaison to the White House Personnel Office.
 - * Provided necessary administrative management support for the Office of the Director, the Deputy Director and the Executive Deputy Director.
 - * Continued to emphasize the implementation of an affirmative action program.
 - * Increased FEMA's involvement in international comprehensive emergency management.
 - * Continued the emphasis on FEMA's security program.
- d. **Changes From the 1985 Estimates.** Reflects an increase of \$9,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. **1985 Program.** In 1985, FEMA is allocating \$426,000 and ten workyears to this office under Salaries and Expenses. This office performs certain administrative management tasks for the Director; such as, correspondence control; review of documents for the Director's action to ensure all significant issues, alternatives and consequences have been considered; distribution of information from the Director to ensure FEMA managers

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are kept informed of the status of issues submitted to the Director; and policy coordination for the separate FEMA components to ensure comprehensiveness and consistency. Other activities of the office include the following: the coordination of agenda and briefing materials for operations staff meetings of all FEMA managers, and screening problems to determine whether particular matters should be submitted to the Director for resolution and reply, or whether action by an office head would be more appropriate. This office will continue FEMA's emphasis on security policy, affirmative action programs and international emergency management.

- f. 1986 Program. FEMA requests \$414,000 and ten workyears under Salaries and Expenses for this office, a net decrease of \$12,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$429,000 and ten workyears. The base program includes an increase of \$3,000 for annualization of the January 1985 pay raise. This office will also continue to perform administrative management tasks for the Director, to include correspondence control, review of all documents for information from the Director to ensure FEMA managers are kept informed of the status of issues submitted to the Director, and coordination of policy for the separate FEMA components to ensure comprehensiveness and consistent policy. This office will continue to give policy guidance for international comprehensive emergency management efforts.

1986 Decreases. The 1986 request includes a decrease of \$15,000 from the base program. The decrease includes the following:

- a decrease of \$13,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GM-15.

- g. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. <u>Executive Administration</u>	Page No.	1984 <u>Actual</u>		1985 <u>Request</u>		1985 <u>Current Estimate</u>		1986 <u>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>
<u>Estimates by Office</u>											
2. Public Affairs (Budget Authority).....	MA-27	17	\$953	17	\$1,018	17	\$911	17	\$884	...	-\$27
<u>Permanent Workyears</u>											
Headquarters.....		17		17		17		17		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		17		17		17		17		...	
<u>Total Workyears</u>		17		17		17		17		...	

Changes From Original 1985 Estimates

- * Reflects an increase of \$19,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$126,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

E. Executive Administration

2. Public Affairs

- a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
- b. Objective/Office Description. The Office of Public Affairs (OPA) provides an information link between the Agency and the various media, and a public awareness flow to individual citizens and public interest groups through various mass communications techniques.
- c. 1984 Accomplishments. In 1984, FEMA used \$953,000 and 17 workyears for this office under Salaries and Expenses. The Office of Public Affairs responded to over 500 media inquiries, issued approximately 140 news releases on various FEMA programs and activities, produced six National Newsletters, and scheduled more than 130 major media interviews for key officials.

The Office of Public Affairs pilot tested a series of materials to support local earthquake education efforts in approximately 13 States. The materials were evaluated according to various audiences. The revisions from the pilot testing are in the process of being incorporated and reprinted for dissemination in 1985. The annual report and Agency brochure describing FEMA programs were also printed and disseminated. Ongoing cooperative efforts with the National Oceanic and Atmospheric Administration (NOAA), the American Red Cross and the National Safety Council were continued in pursuing new promotion and distribution systems to enlist participation of corporations and trade and civic groups in emergency awareness efforts.

- d. Changes From the 1985 Estimates. Reflects a net decrease of \$107,000: an increase of \$19,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$126,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating \$911,000 and 17 workyears to this office under Salaries and Expenses. The Office of Public Affairs, News and Information Services Division, will provide day-to-day information and audiovisual services to the Agency and media reporting on the myriad activities of the Agency through press releases, news conferences, interviews and telephone query responses. This office will produce regular editions of the FEMA National Newsletter and a variety of life-safety publications.
- f. 1986 Program. FEMA requests \$884,000 and 17 workyears under Salaries and Expenses for this office, a net decrease of \$27,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$918,000 and 17 workyears. The base program includes an increase of \$7,000 for annualization of the January 1985 pay raise. The funding will provide continued day-to-day information services and communications to all media and the public regarding the activities of the Agency.

1986 Decreases. The 1986 request includes a decrease of \$34,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$28,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$6,000 in order to reduce the number of employees in grades GS-11 - GM-15.

g. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. <u>Executive Administration</u>	<u>Page No.</u>	1984		1985		1985		1986		Increase/	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>		<u>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>
<u>Estimates by Office</u>											
3. Congressional Relations (Budget Authority).....	MA-30	9	\$373	9	\$380	9	\$389	9	\$375	...	-\$14
<u>Permanent Workyears</u>											
Headquarters.....		9		9		9		9		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		9		9		9		9		...	
<u>Total Workyears</u>		9		9		9		9		...	
<u>Changes From Original 1985 Estimates</u>											

- * Reflects an increase of \$10,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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E. Executive Administration

3. Congressional Relations

- a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
- b. Objective/Office Description. The Office of Congressional Relations (OCR) manages the Agency's legislative agenda before Congress.
- c. 1984 Accomplishments. In 1984, FEMA used \$373,000 and nine workyears for this office under Salaries and Expenses. The Office of Congressional Relations managed FEMA's legislative agenda to include the following:
- Participated in congressional hearings;
 - Coordinated congressional inquiries;
 - Directed briefings for Members of Congress, committees, and staff;
 - Monitored legislative activities and informed FEMA officials on issues before Congress;
 - Assisted in the development of legislative initiatives;
 - Coordinated and edited all congressional correspondence before final signature;
 - Provided pertinent bills and reports to interested areas within FEMA to include the status of the legislation (i.e., Congressional Record, Congressional Quarterly, Congressional Monitor, weekly schedule of congressional hearings of interest to FEMA, committee list of FEMA's authorization and appropriation committees, and weekly reports on congressional activities affecting FEMA);
 - Notified affected congressional offices of disaster declarations and arranged briefings for affected Members of Congress on Federal assistance available;
 - Served on the Emergency Response Team and the Emergency Support Team; and
 - Coordinated FEMA interaction with public interest groups.
- d. Changes From the 1985 Estimates. Reflects a net increase of \$9,000: an increase of \$10,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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- e. 1985 Program. In 1985 FEMA is allocating \$389,000 and nine workyears to this office under Salaries and Expenses. The Office of Congressional Relations will continue to:
- Advise the Director of FEMA and other officials of FEMA on congressional aspects of Agency policies, plans, and programs;
 - Coordinate the development and furnishing of information in response to requests received in FEMA from Members of Congress and the committees of the Congress and their staffs;
 - Arrange for witnesses from FEMA at congressional hearings on Agency matters;
 - Advise congressional offices and committees of FEMA's programs and needs; and
 - Coordinate FEMA interaction with various public interest groups.
- f. 1986 Program. FEMA requests \$375,000 and nine workyears under Salaries and Expenses for this office, a net decrease of \$14,000 from 1985.
- 1986 Base Program. The 1986 request includes a base program of \$393,000 and nine workyears. The base program includes an increase of \$4,000 for annualization of the January 1985 pay raise. FEMA reports to 11 congressional full committees, 16 subcommittees, and numerous oversight committees, and it is anticipated that congressional liaison will continue to increase. With current resources, this office will do as follows:
- Coordinate more closely with program offices, regional offices and support offices to keep them advised on congressional interests/activities;
 - Carry out more advance work with committee members and staff prior to hearings and more preparation of FEMA witnesses and substantive follow-up; and
 - Continue to develop our understanding of an influence upon congressional actions affecting FEMA.
- 1986 Decreases. The 1986 request includes a decrease of \$18,000 from the 1986 base program. The decrease includes the following:
- a decrease of \$15,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GS-15.
- g. Outyear Implications. No outyear implications over the 1986 request.

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E. Executive Administration

<u>Estimates by Office</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
4. International Affairs (Budget Authority).....	MA-33	8	\$414	8	\$420	8	\$427	8	\$416	...	-\$11
<u>Permanent Workyears</u>											
Headquarters.....		5		5		5		5		...	
Regions.....		<u>3</u>		<u>3</u>		<u>3</u>		<u>3</u>		<u>...</u>	
Total, Permanent.....		8		8		8		8		...	
<u>Total Workyears</u>		8		8		8		8		...	

Changes From Original 1985 Estimates

- * Reflects an increase of \$8,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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E. Executive Administration

4. International Affairs

a. Authority. Reorganization Plan No. 3 of 1978 and Executive Order 12148, as amended.

b. Objective/Office Description. The Office of International Affairs (OIA):

- enhances the level of comprehensive planning, development, direction and implementation of programs in support of FEMA's responsibilities and objectives in all international civil emergency management matters to promote and preserve U.S. national interests and enhance U.S. foreign policy objectives;
- improves the dynamics of communications and coordination of information between FEMA, and other Federal departments and agencies, NATO committees and member countries, other international bodies, such as the International Energy Agency, the European Economic Community, and U.S./Canada and U.S./Mexico civil emergency planning organizations;
- seeks detailed information concerning all aspects of peacetime disasters or wars;
- emphasizes the vital role that the civil sector plays in NATO defense planning and the United States initiatives in areas such as NATO's Long-Term Defense Program;
- coordinates FEMA's participation in all initiatives dealing with comprehensive emergency planning in the Caribbean Basin, Mexico, and Central and South America.
- exchanges civil emergency management information concerning all aspects of comprehensive civil emergency plans between the United States and foreign nations to enhance U.S. foreign policy objectives resulting in better cooperation, preparation, response and coordination to all aspects of peacetime disasters or war; and
- provides guidance in assessing the coping with economic changes generated by crisis or war.

c. 1984 Accomplishments. In 1984, FEMA used \$414,000 and eight workyears for this office under Salaries and Expenses. The Office of International Affairs:

- provided a level of planning, development, direction and implementation of programs in support of FEMA responsibilities and objectives in all International Comprehensive Emergency Management matters which promoted and preserved U.S. national interests and security;

- coordinated the U.S. participation in the 1984 meetings of NATO's Senior Civil Emergency Planning Committee and its eight subordinate Planning Boards and Committees;
 - improved communication and coordination of information between FEMA and key officials in other Federal Departments, Agencies and U.S. Congressional personnel, NATO member countries, and NATO committees;
 - emphasized and enhanced U.S. civil support to military forces in the development of overall defensive strength of the NATO Alliance and between FEMA and other non-member nations of the free world, the North Atlantic Assembly and other international organizations;
 - coordinated the U.S. participation in the U.S. Agreement with Canada concerning cooperation in comprehensive civil emergency planning and management;
 - provided coordinative support in implementation of the January 1980 U.S./Mexico Agreement concerning cooperation in cases of natural disasters in the common border regions;
 - provided orientation in FEMA's programs to a marked increase of 225 foreign officials visiting FEMA; and
 - continued the exchange of comprehensive emergency information between the U.S. and foreign nations in such a manner as to enhance U.S. foreign policy objectives.
- d. Changes From the 1985 Estimates. Reflects a net increase of \$7,000: an increase of \$8,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985 FEMA is allocating \$427,000 and eight workyears to this office under Salaries and Expenses. The Office of International Affairs will do as follows:
- coordinate U.S. participation in the 1985-86 calendar year meetings of the NATO Senior Civil Emergency Planning Committee and its eight subordinate planning boards and committees;
 - provide coordination of information between FEMA, and other Federal departments and agencies which have responsibilities for NATO civil emergency planning;
 - provide a level of overall planning, development, direction and implementation of programs in support of FEMA responsibilities and objectives in all International Comprehensive Emergency Management matters which promote and preserve U.S. national interests and security;

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- improve communications and coordination of information between FEMA and key officials in other Federal Departments, Agencies and U.S. Congressional personnel, NATO member countries and NATO committees;
 - emphasize and enhance U.S. civil support to military forces in the development of overall defensive strength of the NATO Alliance between FEMA and other non-member nations of the free world, the North Atlantic Assembly, and other international organizations;
 - fulfill FEMA's obligations, commitments and responsibilities as they pertain to the Agreement between Canada and the United States concerning cooperation in comprehensive civil emergency planning and management.
 - fulfill FEMA's obligations, commitments and responsibilities as they pertain to the 1980 Agreement between the United States and Mexico concerning cooperation in cases of natural disasters in the common border regions;
 - direct and develop FEMA's participation in all initiatives dealing with comprehensive emergency planning in the Caribbean Basin, Mexico, Central and South America;
 - provide guidance and direction in assessing and coping with economic changes generated by crisis or war;
 - establish and maintain program between the United States and its allies for the exchange of skilled professional personnel knowledgeable in civil emergency planning matters;
 - direct, establish and maintain the Director's International Training Program for assignment of foreign civil emergency planning officers to training and educational facilities in friendly allied nations to encompass all aspects of civil emergency planning; and
 - effect interface procedures to develop a better linkage between international civil emergency planning policies, plans and initiatives and U.S. national civil emergency planning exercise initiatives.
- f. 1986 Program. FEMA requests \$416,000 and eight workyears under Salaries and Expenses for this office, a net decrease of \$11,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$431,000 and eight workyears. The base program includes an increase of \$4,000 for annualization of the January pay raise. The Office of International Affairs will continue to:

- coordinate U.S. participation in the 1986-87 calendar years meetings of the NATO Senior Civil Emergency Planning Committee and its eight subordinate planning boards and committees;

- provide a level of overall planning, development, direction and implementation of programs in support of FEMA responsibilities and objectives in all International Comprehensive Emergency Management (ICEM) matters which promote and preserve U.S. national interests and security;
- initiate the development of comprehensive annual guidance and policy direction to other Federal departments and agencies that could be introduced into NATO in specific areas where civil emergency planning could significantly enhance essential defense needs;
- seek to develop new initiatives which will improve civil-military cooperation among U.S. as well as NATO agencies;
- establish, exercise and evaluate NATO organizations and procedures which will enhance the capability of the Alliance to respond effectively to crisis situations;
- seek to fulfill FEMA's obligations, commitments and responsibilities as they pertain to the agreement between the United States and Canada concerning cooperation in comprehensive civil emergency planning and management;
- fulfill FEMA's obligations, commitments and responsibilities as they pertain to the 1980 agreement between the United States and Mexico concerning cooperation in cases of natural disasters in the common border regions by expanding the agreement to include cooperation in wartime civil emergency planning;
- continue the exchange of civil emergency plans between the United States and foreign nations to enhance U.S. foreign policy objectives thereby resulting in better cooperation, preparation, response and coordination to all aspects of peacetime disasters or war;
- establish and maintain a program between the United States and its allies for the exchange of skilled professional personnel knowledgeable in civil emergency planning matters;
- direct and develop FEMA's participation in all initiatives dealing with comprehensive emergency planning in the Caribbean Basin, Mexico, Central and South America;
- direct, establish and maintain the Director's International Training Program for assignment of foreign civil emergency planning officers to U.S. training and educational facilities and assignment of U.S. civil emergency planning officers to training and educational facilities in friendly allied nations to encompass all aspects of civil emergency planning;

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- effect interface procedures to develop a better linkage between international civil emergency planning policies, plans and initiatives and U.S. national civil emergency planning exercise initiatives;
- provide guidance and direction in assessing and coping with economic changes generated by crisis or war; and
- establish and maintain a NATO Management System.

1986 Decreases. The 1986 request includes a decrease of \$15,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$13,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GS-15.

g. Outyear Implications. Outyear objectives include the implementation of programs in support of FEMA's responsibilities and objectives in all international civil emergency management matters to promote and preserve United States national interests and enhance U.S. foreign policy objectives. Additionally, the Office of International Affairs will improve its programs with the following initiatives:

- seek methods to improve the consultative processes in NATO as they pertain to NATO's civil emergency planning organizations;
- seek methods to determine if the existing NATO civil crisis organization and the NATO Civil Wartime Agencies (NCWA's) are the types that are needed to ensure that the civil resources of the Alliance would be effectively managed in time of crisis or war;
- seek methods to improve conventional channels of communications between Canadian civil emergency planners and civil emergency planners of the United States. This improvement to the present system would afford a more cohesive arrangement between the specialized elements of U.S./Canadian planning organizations; and
- seek methods to improve conventional channels of communications between Mexican civil emergency planners and civil emergency planners of the United States. This improvement to the present system would afford a more cohesive arrangement between the specialized elements of U.S./Mexican planning organizations.

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	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Estimate</u>		<u>Request</u>		<u>Am.</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>
<u>Estimates by Office</u>											
5. Office of Equal Opportunity (Budget Authority).....	MA-39	5	\$233	5	\$236	5	\$243	5	\$232	...	-\$11
<u>Permanent Workyears</u>											
Headquarters.....		5		5		5		5		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		5		5		5		5		...	
<u>Total Workyears</u>		5		5		5		5		...	

Changes From Original 1985 Estimates

- * Reflects an increase of \$8,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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E. Executive Administration

5. Office of Equal Opportunity

- a. Authority. Reorganization Plan No. 3 of 1978 and Executive Order 12148, as amended.
- b. Objective/Office Description. The Office of Equal Opportunity (OEO) provides overall planning, development, direction and implementation of Equal Opportunity (EO) programs in support of FEMA's responsibility to ensure compliance with existing laws and regulations, and evaluates the adequacy of the Agency's equal opportunity program for Headquarters and the Regions.
- c. 1984 Accomplishments. In 1984 FEMA used \$233,000 and five workyears for this office under Salaries and Expenses. With these resources, the Equal Opportunity Office accomplished the following:
- * Continued to monitor the implementation of the Agency's Affirmative Action Plan throughout the entire Agency;
 - * Handled all discrimination complaints within allowable timeframes;
 - * Continued training of collateral duty staff and all FEMA employees in the requirements of the FEMA Equal Opportunity program;
 - * Continued work on implementation of regulations for FEMA's federally-conducted programs under Section 504, Rehabilitation Act of 1973, as amended;
 - * Distributed a guidance manual to disaster-site Equal Opportunity Officers;
 - * Began revision of Civil Preparedness Guide 1-9, "Nondiscrimination in Federally Assisted Programs;"
 - * Initiated a program of compliance reviews to be undertaken at the regional level;
 - * Coordinated revision of NETC courses to reflect equal opportunity requirements;
 - * Monitored NETC's new Citizens Emergency Preparedness Training Program to assure participation by handicapped and elderly persons;
 - * Continued dissemination of information about emergency preparedness to disabled and elderly persons, particularly through a planned revision of "In Time of Emergency," to be directed at these groups;

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- Placed renewed emphasis on the Federal Women's Program (FWP), particularly at the Special Facility and NETC;
 - Held the 4th Annual EO Training and Orientation Conference;
 - Continued to visit Regional Offices and provide technical assistance on EO programs;
 - Made provisions for every Disaster Assistance Center to have available information for visually impaired persons on cassette;
 - Held "Preparing for Disaster" conference on emergency planning for disabled persons, and published proceedings;
 - Submitted revised regulations on federally-assisted programs to Department of Justice and Equal Employment Opportunity Commission; and
 - In coordination with SLPS, issued guidance memo on Radiological Emergency Needs of Disabled Persons.
- d. Changes From the 1985 Estimates. Reflects a net increase of \$7,000: an increase of \$8,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985 FEMA is allocating \$243,000 and five workyears to this office under Salaries and Expenses. These funds are required to maintain our present level of accomplishment and to:
- Increase our activities in the Federal Women's Program and other Special Emphasis Programs;
 - Continue efforts to increase employment by FEMA of handicapped persons, particularly veterans with 30 percent or greater disability;
 - Continue to process all discrimination complaints within allowable timeframes; and
 - Hold Fifth Annual EO Training and Orientation Session.
- f. 1986 Program. FEMA requests \$232,000 and five workyears under Salaries and Expenses for this office, a net decrease of \$11,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$245,000 and five workyears. The base program includes an increase of \$2,000 for annualization of the January 1985 pay raise. With these funds the EO office will do the following:

- Revise standard non-discrimination and compliance checklist;
- Provide Agency guidance for implementation of equal opportunity regulations for Federally-assisted and Federally-conducted programs;
- Hold meetings with recipients of funds (principally States), under four Federally-assisted programs to explain and clarify their EO responsibilities;
- Assist the Office of Personnel in establishing direct recruiting relationships with organizations and schools for the handicapped;
- Continue to monitor the implementation of the Agency's Affirmative Action Program plan throughout the entire Agency;
- Continue monitoring regional compliance reviews;
- Continue outreach to organized special emphasis groups; i.e., women, minorities, handicapped and elderly persons, to ensure that FENA programs are reaching beneficiaries in an equitable manner;
- Continue to process all discrimination complaints within allowable timeframes; and
- Hold Sixth Annual EO Training and Orientation Conference.

1986 Decreases. The 1986 request includes a decrease of \$13,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$11,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GM-15.

g. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

E. Executive Administration

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Estimate</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>
<u>Estimates by Office</u>											
6. Security Office (Budget Authority).....	MA-43	13	\$687	13	\$691	13	\$705	13	\$685	..	-\$20
<u>Permanent Workyears</u>											
Headquarters.....		13		13		13		13		..	
Regions.....		...		...		...		...		...
Total, Permanent.....		<u>13</u>		<u>13</u>		<u>13</u>		<u>13</u>		<u>...</u>	
<u>Total Workyears</u>		13		13		13		13		..	

Changes From Original 1985 Estimates

- * Reflects an increase of \$14,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

E. Executive Administration

6. Office of Security

- a. Authority. Reorganization Plan No. 3 of 1978 and Executive Order 12148, as amended.
- b. Objective/Office Description. The Office of Security administers and evaluates security policies, procedures and programs affecting all FEMA personnel, facilities and assets.
- c. 1984 Accomplishments. In 1984 FEMA used \$687,000 and 13 workyears for this office under Salaries and Expenses. The following were accomplished:
 - * Developed and implemented security policy and programs affecting all FEMA personnel, facilities and assets;
 - * Provided staff support to the Director, FEMA, in all matters affecting security;
 - * Provided classified document and information control;
 - * Processed 2,142 personnel security investigations;
 - * Processed over 5,500 special access clearances;
 - * Passed over 35,000 clearances for government and private industry;
 - * Supervised the FEMA guard force;
 - * Provided policy and support for control and administration of Special Access Programs (SAP);
 - * Administered the FEMA Industrial Security Program;
 - * Conducted security inspections of FEMA Regional offices, industrial security sites, and contractor facilities;
 - * Provided technical security support to FEMA programs;
 - * Coordinated COMSEC and ADP security for inspection and compliance in accordance with national directives;

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- * Administered FEMA's fire and safety programs;
 - * Maintained liaison with the intelligence and security community; and
 - * Provided training and support for Regional Security Officers.
- d. Changes From the 1985 Estimates. Reflects an increase of \$14,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating \$705,000 and 13 workyears to this office under Salaries and Expenses. This office will continue to provide security support required to support government preparedness related programs. This office will continue to develop and administer security policies and programs affecting all FEMA facilities, personnel and assets.
- f. 1986 Program. FEMA requests \$685,000 and 13 workyears under Salaries and Expenses for this office, a net decrease of \$20,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$710,000 and 13 workyears. The base program includes an increase of \$5,000 for annualization of the January 1985 pay raise. This office will continue to provide support to national emergency operations programs and exercises with emphasis on operation security (OSEC), and physical and technical security. The security awareness and training programs begun in 1985 will be expanded. This office will continue to develop and administer security policies and programs affecting all FEMA facilities, personnel and assets, in addition to providing staff support to the Director.

1986 Decreases. The 1986 request includes a decrease of \$25,000 from the 1986 base program. The decrease includes the following:

- * a decrease of \$21,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - * a decrease of \$4,000 in order to reduce the number of employees in grades GS-11 - GM-15.
- g. Outyear Implications. No outyear implications over the 1986 request.

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MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Estimate</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Office</u>											
F. Acquisition Management (Budget Authority).....	MA-46	32	\$1,199	32	\$1,220	32	\$1,252	31	\$1,170	-1	-\$82
<u>Permanent Workyears</u>											
Headquarters.....		32		32		32		31		-1	
Regions.....		...		...		...		...		...
Total, Permanent.....		<u>32</u>		<u>32</u>		<u>32</u>		<u>31</u>		<u>-1</u>	
<u>Total Workyears.....</u>		32		32		32		31		-1	

Changes From Original 1985 Estimates

- * Reflects an increase of \$33,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L.L. 98-369.

F. Acquisition Management

1. **Authority.** Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. **Objective/Office Description.** The Office of Acquisition Management (OAM) awards and administers acquisition and assistance instruments in support of the various FEMA programs.
3. **1984 Accomplishments.** In 1984, FEMA used \$1,199,000 and 32 workyears for this office under Salaries and Expenses. Procurement reviews, which help each procurement activity operate with the maximum amount of efficiency and effectiveness, were completed for three procurement activities. Procurement training was provided for more than 100 Agency project officers. This training covered such subjects as: preparing statements of work, procurement planning, proposal evaluation and contract monitoring. On April 1, 1984, a new procurement regulation took effect, the Federal Acquisition Regulation (FAR). OAM was successful in drafting and issuing a new FEMA procurement regulation to implement the FAR before the April 1, 1984 deadline. OAM instituted a new procurement planning system and established a Procurement Review Board (PRB) consisting of high level managers who review all Agency procurement plans as well as all unplanned procurements. The efforts of the PRB in conjunction with the new planning system produced a drastic reduction in fourth quarter contractual obligations when compared to 1983. Reports of FEMA contract and grant awards were submitted in a timely manner to the Federal Procurement Data System and Federal Assistance Awards Data System.

Total contractual actions during 1984 were as follows:

- 710 procurement awards for \$162,181,787.
- 4,977 small purchases for \$8,398,000.
- 63 grants and cooperative agreements for \$3,991,278.
- 96 interagency agreements for \$33,926,958.

4. **Changes From the 1985 Estimates.** Reflects a net increase of \$32,000: an increase of \$33,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. **1985 Program.** In 1985, FEMA is allocating \$1,252,000 and 32 workyears to this office under Salaries and Expenses. The Office of Acquisition Management (OAM) will negotiate, award, administer and closeout contracts, grants, cooperative agreements and purchase orders in support of the various FEMA programs. The office will also provide

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guidance on procurement policy to all activities and will conduct procurement reviews of four procurement activities. During 1985, OAM will begin a transition from an independent procurement management information system to a system that will be fully integrated with Budget and Accounting. Eventually, this integration will reduce waste by eliminating duplication of data entry and by improving data accuracy. Also during 1985, OAM will revise more of its internal guidance to implement the new Federal Acquisition Regulation. Revised guidance will include a new standard operating procedure, a new project officer's manual, and a small purchases manual.

6. 1986 Program. FEHA requests \$1,170,000 and 31 workyears under Salaries and Expenses for this office, a net decrease of \$82,000 and one workyear from 1985.

1986 Base Program. The 1986 request includes a base program of \$1,265,000 and 32 workyears. The base program includes an increase of \$13,000 for annualization of the January 1985 pay raise. OAM will continue to provide the contracting services to the FEHA programs described under the 1985 program.

1986 Decreases. The 1986 request includes a decrease of \$95,000 and one workyear from the 1986 base program. The decrease includes the following:

- * a decrease of \$50,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$10,000 in order to reduce the number of employees in grades GS-11 - GS-15; and
- * a decrease of \$35,000 and one workyear in Salaries and Expenses.

The reduction of \$35,000 and one workyear reflects a lower level of support necessary for the Civil Defense program which has been reduced by a total of 99 workyears and over \$55,000,000 in program funds.

7. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

<u>Estimates by Office</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
G. Personnel (Budget Authority).....	MA-49	46	\$2,235	46	\$2,263	46	\$2,314	45	\$2,195	-1	-\$119
<u>Permanent Workyears</u>											
Headquarters.....		46		46		46		45		-1	
Regions.....		---		---		---		---		---	
Total, Permanent.....		46		46		46		45		-1	
<u>Total Workyears</u>		46		46		46		45		-1	

Changes From Original 1985 Estimates

- * Reflects an increase of \$53,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$2,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L.L. 98-369.

G. Office of Personnel

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. Objective/Office Description. The Office of Personnel develops, implements and evaluates FEMA's personnel management programs and policies, thereby directly supporting all FEMA programs.
3. 1984 Accomplishments. In 1984, FEMA used \$2,235,000 and 46 workyears for this office under Salaries and Expenses.
 - The Performance Appraisal System, the Merit Pay System and the Incentive Awards Program were converted from manual systems to automated systems. This required over 10,000 actions.
 - The Upward Mobility Program was expanded and training for employees and managers was completed.
 - The Senior Executive Service (SES) policy was finalized and implemented.
 - The Personnel Management Evaluation (PME) Program was established and implemented on a pilot basis. PME reviews were conducted in three Regions.
 - All program inconsistencies and anomalies identified by the Office of Personnel Management (OPM) during their Headquarters review were corrected.
 - The personnel information system conversion, from TUMS to PERMITS, and the training of the staff was completed.
 - Responses were provided to OPM's concerns raised during their evaluation of FEMA. As a result, the following actions were taken: Expert/Consultant procedures were restructured and implemented; the Merit Promotion Policy was revised; summary ratings of the Performance Appraisal System were conducted.

In addition to the above, the Office of Personnel continued its day-to-day service of its clients. Activities included the following:

- Processed 2,557 position classification actions, 4,297 staffing actions, and 696 new hires.
- Processed approximately 49,000 documents related to personnel actions and handling approximately 450 employee relations cases (including counseling).
- Completed labor negotiations at NETC and the contract was subsequently signed.

- Started labor negotiations in Region V. Delays have required that we complete these negotiations in 1985.
 - Workforce Effectiveness processed 463 incentive awards and 600 training requests.
 - Furnished administrative and advisory support to the FEMA Executive Resources Board and Senior Performance Review Board.
 - Strengthened and improved management reporting requirements in the areas of data gathering, analysis and reporting. Reports now reflect more useful, consistent and accurate information.
 - Held quarterly briefings for personnel liaisons.
4. Changes From the 1985 Estimates. Reflects a net increase of \$51,000; an increase of \$53,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$2,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$2,314,000 and 46 workyears to this office under Salaries and Expenses.
- The Office of Personnel plans to expand and refine the PERMITS system by adding additional modules (e.g., training, SF-52 tracking.)
 - Briefings will be continued (on a quarterly basis) for the Personnel liaisons.
 - Several Agency policies and procedures will be revised or written to conform with already existing OPM regulations.
 - New initiatives (Military Program, Ready Reserve and the Personnel Security Policy) assigned will be evaluated and become operational.
 - Continued and enhanced support will be given to the FEMA Executive Resources Board and the Senior Performance Review Board.
 - Ongoing functions of classification, merit staffing, recruiting, advising and counseling will be continued.
 - Labor negotiations will continue in Region V.
 - Entry level positions will be established (co-op, interns, etc.).

6. 1986 Program. FEMA requests \$2,195,000 and 45 workyears under Salaries and Expenses for this office, a decrease of \$119,000 and one workyear from 1985.

1986 Base Program. The 1986 request includes a base program of \$2,334,000 and 45 workyears. The base program includes an increase of \$20,000 for annualization of the January 1985 pay raise. Current activities will be maintained on all mandated program requirements, with planned emphasis on training for supervisors and managers. Additionally, an administrative processing and training system will be designed for tracking military personnel assigned to FEMA. Establishment and implementation of a Cooperative Educational Program, refinement and expansion of PERMITS system, and the addition of other capabilities to the present PERMITS system are among initiatives scheduled for 1986.

1986 Decreases. The 1986 request includes a decrease of \$139,000 and one workyear from the base program. The decrease includes the following:

- a decrease of \$79,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$16,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- a decrease of \$44,000 and one workyear in Salaries and Expenses.

The reduction of \$44,000 and one workyear reflects a lower level of support necessary for the Civil Defense program which has been reduced by a total of 99 workyears and over \$55,000,000 in program funds.

7. Outyear Implications. No outyear implications over the 1986 request.

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MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984 Actual		1985 Request		1985 Current Estimate		1986 Request		Increase/Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Office</u>											
H. Comptroller (Budget Authority).....	MA-53	79	\$2,727	79	\$3,417	79	\$3,477	78	\$3,361	-1	-\$116
<u>Permanent Workyears</u>											
Headquarters.....		79		79		79		78		-1	
Regions.....		...		...		...		...		...
Total, Permanent.....		<u>79</u>		<u>79</u>		<u>79</u>		<u>78</u>		<u>-1</u>	
<u>Total Workyears</u>		79		79		79		78		-1	

Changes From Original 1985 Estimates

- Reflects an increase of \$61,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- Reflects a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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H. Comptroller

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. Objective/Office Description. The Comptroller is the principal advisor to the Director on the financial management of FEMA. This objective is accomplished by helping management define and defend its resource needs and by reporting on resource use. In this context, the Office of the Comptroller is responsible for establishing Agency policy in the area of financial management, planning, formulating and executing the budget, operating an Agency-wide accounting and reporting system; providing computer systems analysis/programming to all financial management activities; formulating procedures for the fiscal administration of assistance agreements, providing technical assistance and training in the areas of financial management, grant administration, budgeting, accounting, and staffyear management; and developing, implementing and managing the Agency's staffyear and organization analysis programs.
3. 1984 Accomplishments. In 1984, FEMA used \$2,727,000 and 79 workyears for this office under Salaries and Expenses. The Office of the Comptroller is continuing to strengthen and carryout efficient and effective financial management practices that will ensure a high standard of fiscal integrity in FEMA. Specific accomplishments in 1984 are as follows:
 - * Implemented Reform '88 objectives through increased emphasis on prompt payment, initiating productivity studies of financial operations, demonstrating FEMA's systems to other agencies, and initiating a study of the field structure.
 - * Developed an on-line Accounts Payable Aging Report and interim invoice tracking system which provided data to reduce continuous backlog of over 45 days-old bills from 200 to 30 bills.
 - * Designed and started development of an integration effort for the purpose of combining the budget/acquisition/accounting systems into a single financial management information system.
 - * Designed, developed, and implemented an on-line travel system, Travel Reporting Information Processing System (TRIPS), and a users manual for the system which simplified agency travel management and provided automated travel payments.
 - * Designed and issued new monthly summary financial management reports, including graphic presentations, to the Director and his top management staff to improve tracking of appropriated funds.

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- * Developed requirements, policy, procedures, and reports for and completed trial run of Agency's Integrated Staffyear Information System (ISIS) which provides staffyear use information for all programs/activities included in the budget.
 - * Developed and provided financial management training to over 200 FEMA personnel through special training courses and two Agencywide Comptroller seminars, and trained 109 personnel from 15 States and three Regions on financial assistance management.
 - * Standardized financial management operations by revising Administrative Control of Funds procedures, issued new Overtime Policy, updated Prompt Payment instruction, and developed new guidance for Debt Collection.
 - * Expanded internal control of financial systems through four reviews of regional financial management operations, quarterly reviews of headquarters imprest fund operations, and completion of first Comptroller input into Financial Managers Integrity Act.
 - * Published FEMA's first Organization and Functions Manual
 - * Completed, analyzed and presented results of Agencywide 1983 staffyear utilization survey.
 - * Established and selected employee for first Comptroller Upward Mobility program.
4. Changes from the 1985 Estimates. Reflects a net increase of \$60,000: an increase of \$61,000 which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 in Salaries and Expenses associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985 FEMA is allocating \$3,477,000 and 79 workyears to this office under Salaries and Expenses. The Office of the Comptroller will continue to strengthen the financial management system and practices of FEMA. In 1985, the following objectives have been established to strengthen the financial management system:
- * Provide automated accounting system services to the Federal Labor Relations Authority and the Selective Service System consistent with the President's Management Improvement Initiatives.
 - * Develop and issue revised monthly summary financial management reports to the Director and his top management staff which are consistent with the integrated financial management system.
 - * Study and develop plans to streamline financial management activities, especially at the Regional level.

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- * Issue and analyze information generated from ISIS.
 - * Provide for regularly available financial management training for FEMA and non-FEMA employees.
 - * Implement and complete integration of budget/acquisition/accounting systems.
 - * Automate budget execution tracking with the Congress.
 - * Improve the communications capability of the Wang VS System for FEMA remote users such as regional offices and field facilities.
 - * Design, develop, and implement a system to integrate letter-of-credit drawdowns with the accounting system.
6. 1986 Program. FEMA requests \$3,361,000 and 78 workyears for this office, a net decrease of \$116,000 and one work-year from 1985.

1986 Base Program. The 1986 request includes a base program of \$3,499,000 and 78 workyears. The base program includes an increase of \$22,000 for annualization of the January 1985 pay raise. With these resources, this office will do the following:

- * Continue development and implementation of FEMA's financial management system consistent with the President's Management Improvement Initiatives in the areas of streamlining field activities and automating financial management systems.
- * Begin development of a Management Information System for the financial and administrative data elements of the Comprehensive Cooperative Agreements (CCA's).
- * Begin development of an on-line financial reporting system.
- * Review the impact of an ISIS interface with the automated financial management information system.

1986 Decreases. The 1986 request includes a decrease of \$138,000 and one workyear from the 1986 base program. The decrease includes the following:

- * a decrease of \$90,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$16,000 in order to reduce the number of employees in grades GS-11 - GM-15; and

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* a decrease of \$32,000 and one workyear in Salaries and Expenses.

The reduction of \$32,000 and one workyear reflects a lower level of support necessary for the Civil Defense program which has been reduced by a total of 99 workyears and over \$55,000,000 in program funds.

7. Outyear Implications. In the outyears, the Office of the Comptroller will strengthen the financial management system and develop by 1990 a completely on-line user-friendly automated financial management system which is responsive to the needs of FEMA and other agencies satelliting on FEMA for financial systems support.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>Estimate</u>	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Office</u>											
14. Program Analysis & Evaluation (Budget Authority).....	MA-58	14	\$657	14	\$669	14	\$884	13	\$605	-1	-\$279
<u>Permanent Workyears</u>											
Headquarters.....		14		14		14		13		-1	
Regions.....		***		***		***		***		***	
Total, Permanent.....		14		14		14		13		-1	
<u>Total Workyears</u>		14		14		14		13		-1	

Changes From Original 1985 Estimates

- * Reflects an increase of \$15,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects an increase of \$200,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of A-76 studies.

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I. Program Analysis and Evaluation

1. **Authority.** Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. **Objective/Office Description.** The Office of Program Analysis and Evaluation (PA&E) analyzes and evaluates FEMA programs and planning proposals nationwide, and identifies and resolves existing or potential programs and policy problems so as to enhance the effectiveness, efficiency and economy of the Agency's programs and processes.
3. **1984 Accomplishments.** In 1984, FEMA used \$657,000 and 14 workyears for this office under Salaries and Expenses. The 1984 accomplishments were as follows:
 - Preparation of the FEMA Program Guidance Memorandum;
 - Development of the Agency's Multi-year Program Plan for 1984-1990;
 - Implementation of a reporting system to measure planned goals against actual accomplishments in the Agency;
 - Assessment of management activities and improvements throughout the Agency;
 - Evaluation of the regional organizational structure;
 - Providing guidance for improving administrative procedures for use of DOD employees;
 - Development of vulnerability assessment guidelines under FEMA's Internal Control System;
 - Development and issuance of an Internal Control Manual which establishes an Agency-wide system to improve management practices and reduce fraud, waste, and abuse;
 - Preparation of the Director's year-end Internal Control Report to the President and Congress;
 - Coordination of the Agency's response to the President's Private Sector Survey on cost control;
 - Evaluation of FEMA's attack warning systems;
 - Development of a formal FEMA evaluation system;
 - Evaluation of the National Flood Insurance flood plain mapping program;

- Development of procedures for Agency implementation of Executive Order 12372 involving State and local input into Federal funding decisions;
 - Participation in FEMA Office of Inspector General's audits of State Comprehensive Cooperative Agreements; and
 - Coordination of Agency response in the review and update of OMB Circular A-102.
4. Changes From the 1985 Estimates. Reflects an increase of \$215,000: an increase of \$15,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and an increase of \$200,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of A-76 studies.
5. 1985 Program. In 1985, FEMA is allocating \$884,000 and 14 workyears to this office under Salaries and Expenses. PA&E will undertake the following:
- Update the Multi-year Program Plan for the Agency;
 - Maintain the reporting system which will track key outputs;
 - Hold quarterly program reviews on progress in program accomplishments;
 - Continue to initiate standardized planning and management practices throughout the Agency;
 - Administer the Information Resources Council in regard to the Paper Work Reduction Act of 1980;
 - Coordinate the Agency-wide implementation of FEMA's Internal Controls Systems;
 - Prepare the Director's year-end report to the President and Congress on FEMA's Internal Controls;
 - Collect, review, and issue a five-year plan for information resources; and
 - Conduct six management reviews in conformance with OMB Circular A-76 by September 30, 1985.
6. 1986 Program. FEMA requests \$605,000 and 13 workyears under Salaries and Expenses for this office, a net decrease of \$279,000 and one workyear from 1985.

1986 Base Program. The 1986 request includes a base program of \$690,000 and 13 workyears. The base program includes a net decrease of \$194,000: an increase of \$6,000 for annualization of the January 1985 pay raise; and a decrease of \$200,000 for the one time cost of A-76 reviews completed in 1985.

1986 Decreases. The 1986 request includes a decrease of \$85,000 and one workyear from the 1986 base program. The decrease includes the following:

- * a decrease of \$23,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$5,000 in order to reduce the number of employees in grades GS-11 - GM-15; and
- * a decrease of \$57,000 and one workyear in Salaries and Expenses.

The reduction of \$57,000 and one workyear reflects a lower level of support necessary for the Civil Defense program which has been reduced by a total of 99 workyears and over \$55,000,000 in program funds.

7. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>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>
<u>Estimates by Office</u>											
J. Administrative Support Staff (Budget Authority).....	HA-62	66	\$1,962	66	\$1,963	66	\$2,014	62	\$1,829	-4	-\$185
<u>Permanent Workyears</u>											
Headquarters.....		66		66		66		62		-4	
Regions.....		---		---		---		---		---	
Total, Permanent.....		<u>66</u>		<u>66</u>		<u>66</u>		<u>62</u>		<u>-4</u>	
<u>Total Workyears</u>		66		66		66		62		-4	

Changes From Original 1985 Estimates

- * Reflects an increase of \$52,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.
- * Reflects a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

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J. Administrative Support Staff

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. Objective/Office Description. Administrative Support Staff provides the staff for the management of FEMA Headquarters, its support and service requirements, and the management of its resources. This includes the following:
 - * Centralized management for a variety of support services needed to sustain the 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 Headquarters Facility (Federal Center Plaza, 500 C Street, S.W., Washington, D.C. 20472).
 - * Management of property, including real property, and utilization of personal property and motor vehicles.
 - * Administration of a variety of related administrative programs, such as the Records Management program, Energy Conservation, and the Information Collection Budget.
3. 1984 Accomplishments. In 1984, FEMA used \$1,962,000 and 66 workyears for this office under Salaries and Expenses. The Administrative Support functional area continued to provide support services to the FEMA Headquarters and its programs and to provide policy guidance in those Administrative Support areas that have Agency-wide application. A series of management reviews, management improvement initiatives and internal control systems reviews were conducted on FEMA's operations in order to identify potential improvements and refinements and to reduce costs. The following accomplishments contributed to improved services or reduced costs over the 1983 level:
 - * Space Management
 - Reduced FEMA's total space inventory by 57,065 square feet, or six percent.
 - Improved utilization of office space FEMA-wide from 180 square feet to 159 square feet per person, for a 13% improvement.
 - * Records Management
 - Eliminated the need for 149 letter size file cabinets, through records disposition, for a cost avoidance of \$22,350.

- Initiated action to consolidate FEMA records schedule for records disposition. Schedules for two major program areas were completed and 95% of all FEMA program offices were contacted to initiate schedule development.
- Studied alternatives to microfiche storage for large volumes of personnel security documents. Result was to use the power file in the FEMA Library, achieving a cost avoidance of \$30,000 by not using microfiche. An additional \$2,000 to \$15,000 cost avoidance will be realized depending on whether file cabinets or safes are disposed.
- Implemented a systematized file plan for FEMA's Central Files through which a three-year backlog was eliminated. All existing files are now current. The accuracy rate on retrievability increased to 99%.

• Postal Services

- Eliminated ten complex forms used to report mail volume during the U.S. Postal Service's (USPS) sampling surveys and substituted three simplified forms, which considerably reduced the regional office reporting workload.
- Initiated use of a USPS sub-account number to establish better accountability of express mail for FEMA's regional offices.

• Information Collection

- Achieved 5.2% reduction in FEMA's Information Collections Program, primarily in the National Flood Insurance and State Assistance Programs.
- Reviewed and updated FEMA's reporting requirements and identified 75 additional requirements not previously in the reports system, bringing the inventory to 299 reports, a 56% increase.

• Library Services

- Established a new review and approval system for book purchases for the FEMA Library, which resulted in a savings due to elimination of duplication and unnecessary purchases.
- Acquired DIALOG and DROLS on-line library information retrieval systems so the FEMA Library can provide on-line literature searches for scientific and technical information.
- Library reference and research actions decreased by two percent, from 803 to 791; circulation services increased seven percent, from 1,138 to 1,215; and inter-library loans from FEMA increased 45%, from 20 to 29.

• Support Services

- Processed 1,555 graphic art requests, an increase of 37% over 1983's 1,138 requests.
- Issued 358 graphic art service requests to commercial sources, an increase of 36% over the 263 requests processed by local vendors in 1983.
- Processed over 3,109 requests (requisitions or orders) for goods and services in support Headquarters operations, a 35 percent increase.
- Processed over 775 requests for issue of administrative equipment and furniture (desks, typewriters, calculators, etc.), an 88% increase over 1983's 412 requests.
- Processed over 17,300 requests for miscellaneous services (office moves, movement of supplies and equipment, minor building repairs, furniture repairs, etc.).

• Motor Vehicle Management

- Revised and reissued motor vehicle management guidance to clarify responsibilities and improve recordkeeping.

• A-76 Reviews

- Reviewed the Agency's activities to determine those subject to OMB Circular A-76 and prepared an inventory and review schedule for the 16 identified activities subject to performance.

• Publications

- Processed 17,186 requests for FEMA publications and forms, a 24% increase over 1983. 4,529,381 copies of a variety of FEMA printed matter were distributed.

• Printing

- Increased commercial procurement of printing by 60%, 754 requests in 1984 to 472 in 1983. The increase is a positive response to OMB's mandate that Agencies reduce in-house production and increase commercial procurement of printing requirements.
- Implemented a new procedure for handling GPO map programs, resulting in a \$40,000 savings annually.

4. Changes from the 1985 Estimates. Reflects a net increase of \$51,000; an increase of \$52,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$1,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$2,014,000 and 56 workyears to this office under Salaries and Expenses. With these resources, this office will provide for administering the regulatory programs within the Agency and provide for the administrative and housekeeping functions for the FEMA Headquarters.
6. 1986 Program. FEMA requests \$1,829,000 and 62 workyears under Salaries and Expenses for this office, a net decrease of \$185,000 and four workyears from 1985.

1986 Base Program. The 1986 request includes a base program of \$2,033,000 and 66 workyears. The base program includes an increase of \$19,000 for annualization of the January 1985 pay raise. With these resources, this office will provide essentially the same type of services as in 1985, and provide for some anticipated general overall increases in level of service due to program enhancements.

1986 Decreases. The 1986 request includes a decrease of \$204,000 and four workyears from the 1986 base program. The decrease includes the following:

- * a decrease of \$77,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- * a decrease of \$13,000 in order to reduce the number of employees in grades GS-11 - GM-15;
- * a decrease of \$52,000 and two workyears associated with policies set forth in OMB Circular A-76; and
- * a decrease of \$62,000 and two workyears in Salaries and Expenses.

The reduction of \$62,000 and two workyears reflects a lower level of support necessary for the Civil Defense program which has been reduced by a total of 99 workyears and over \$55,000,000 in program funds.

7. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

	Page No.	1984 Actual		1985 Request		1985 Current Estimate		1986 Request		Increase/ Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Office</u>											
K. Other Administrative Expenses (Budget Authority).....	MA-67	...	\$10,992	...	\$11,990	...	\$11,552	...	\$8,100	...	-\$3,452
<u>Permanent Workyears</u>											
Headquarters.....		...		...		...		...		...
Regions.....		...		...		...		...		...
Total, Permanent.....		...		...		...		...		...
<u>Total Workyears</u>.....		...		...		...		...		...

Changes From Original 1985 Estimates

- * Reflects a decrease of \$500,000 due to Congressional Action.
- * Reflects an increase of \$64,000 transferred from Emergency Food and Shelter Salaries and Expenses (Second Supplemental Appropriation Act, 1984, P.L. 98-396).
- * Reflects a decrease of \$2,000 associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

K. Other Administrative Expenses

1. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; Executive Order 12148, as amended.
2. Objective/Office Description. This element provides for the rental of space for Headquarters and the Regions as well as for administrative support and services to FEMA Headquarters.
3. 1984 Accomplishments. In 1984, FEMA used \$10,992,000 and no workyears for this office under Salaries and Expenses. This activity provided administrative support services to the FEMA Headquarters staff consisting of approximately 1,288 employees, consultants and other personnel assigned to FEMA. During this period, increased emphasis was made to more efficiently manage FEMA's resources by: (1) reviewing the internal control systems used to administer FEMA's resources (funds, property and other assets) and (2) improving and automating the administrative systems to ensure cost-effective operations.
4. Changes From the 1985 Estimates. Reflects a net decrease of \$438,000: a congressional reduction of \$500,000; an increase of \$64,000 in funds transferred from Emergency Food and Shelter Salaries and Expenses (Second Supplemental Appropriations Act, 1984); and a decrease of \$2,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
5. 1985 Program. In 1985, FEMA is allocating \$11,552,000 and no workyears to this office under Salaries and Expenses. With these resources, the activity will provide needed administrative support and services to FEMA Headquarters.
6. 1986 Program. FEMA requests \$8,100,000 and no workyears under Salaries and Expenses for this office, a decrease of \$3,452,000 from 1985.

1986 Base Program. The 1986 request includes a base program of \$11,552,000 and no workyears. With these funds this office will provide necessary administrative support and services to FEMA Headquarters.

1986 Decreases. The 1986 request includes a decrease of \$3,452,000 from the 1986 base program. The decrease includes the following:

- a decrease of \$388,000 in Salaries and Expenses which reflects a lower level of support necessary for the Civil Defense program which has been reduced by a total of 99 workyears and over \$55,000,000 in program funds;
- a decrease of \$1,064,000 for standard level user charges (SLUC) associated with consolidating regional management and administration functions; and

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* a decrease of \$2,000,000 associated with a government-wide 10% decrease in management and administration.

Agency-wide personnel reductions in administrative services will mean that fewer support services (e.g., printing, supplies, and equipment rental and purchase) will be necessary.

7. Outyear Implications. No outyear implications over the 1986 request.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

L. Automatic Data Processing

	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
<u>Estimates by Office</u>											
1. ADP Support (Budget Authority).....	MA-70	68	\$2,512	68	\$4,217	68	\$4,281	67	\$3,153	-1	-\$1,128
<u>Permanent Workyears</u>											
Headquarters.....		68		68		68		67		-1	
Regions.....		---		---		---		---		---	
Total, Permanent.....		<u>68</u>		<u>68</u>		<u>68</u>		<u>67</u>		<u>-1</u>	
<u>Total Workyears</u>		68		68		68		67		-1	
<u>Changes From Original 1985 Estimates</u>											

* Reflects an increase of \$64,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

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L. Automatic Data Processing

1. ADP Support

This program element provides computer support to all Federal Emergency Management Agency (FEMA) program offices and to all internal management and administrative functions of the Agency in meeting day-to-day production and emergency requirements. This activity is one of three interdependent activities which fund FEMA's total Automatic Data Processing Support. The other parts can be found under the Government Preparedness programs and Civil Defense.

- a. Authority. Federal Civil Defense Act of 1950, as amended, 50 U.S.C. App. 2251 et seq; Reorganization Plan Number 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
- b. Objective/Element Description. The objective of this element is to provide reliable, responsive, and cost effective computer support to FEMA's major programs.
- c. 1984 Accomplishments. In 1984, FEMA used \$2,512,000 and 68 workyears for this program element under Salaries and Expenses. Major objectives were to convert from old systems into Phase I of the FEMA Distributed Data Processing Program and to bring the two new central processing units (1100/61's and the 21 - 4020 clusters) into full operation without service disruption to the operating programs. Phase I is an interim computer upgrade which moves FEMA into the distributed data processing environment necessary for FEMA's ADP and information systems. Phase II will include the installation of a limited number of minicomputers as a first initiative in the total distributed data processing plan to provide a flexible and enduring capability for classified systems. The first two phases are a prelude that provides for dramatic increases in the Agency's capabilities while moving toward the full implementation of a distributed data processing system in Phase III. Phase III will be based upon a competitive replacement of appropriate FEMA ADP systems which will provide the computer power to service FEMA for the rest of the 1980's. The Phase III concept will provide connectivity among Federal, Regional and State levels of government for emergency management purposes. This final phase will complete the ADP portion of the National Emergency Management System (NEMS) which is a consolidation of telecommunications, ADP, and an integrated framework of systems which have broad flexibility, interoperability and government-wide compatibility. This plan involves careful management of resources in personnel training, machine capacity, and operating hours. Support was provided to the following major areas:

(1) Management and Administration (M&A)

- * Managed, operated, maintained and programmed FEMA's three computer systems consisting of Sperry, DEC, and Wang mainframe computers and approximately 500 remote terminals.

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- Provided Automatic Data Processing and computer support 24 hours-a-day, seven days-a-week.
- Provided total support in 1984 - 150,000 computer runs using 10,000 hours of computer time. The performance of the new Sperry Systems has increased overall machine productivity by 50%. In addition, user personnel productivity has been significantly increased by the reduction of response times on the user terminals. For example, certain programmers experienced a reduction from 20 minutes to less than five seconds response time per transaction. This computer time supported 31 major Presidentially-declared disasters, and five emergency declarations in addition to four national exercises. Also, this computer time supported FEMA headquarters and regional offices for meeting basic day-to-day production and emergency requirements; such as resource management; crisis relocation and economic stabilization; disasters; training and fire programs; and Federal Insurance programs.
- Provided the necessary interface and reporting in ADP matters to the Office of Management and Budget (OMB), the General Services Administration (GSA), the General Accounting Office (GAO), and other control agencies.
- Reviewed, evaluated, and made recommendations on information processing systems, requirements, and acquisitions for all parts of the Agency in maintaining central management over the FEMA information processing systems.
- Continued the establishment of the National Emergency Management System (NEMS) Information Systems/ADP capabilities and commenced training.
- Replaced the two obsolete Sperry UNIVAC computers in FEMA and installed regional terminal clusters. These computers will enhance FEMA's response capabilities by a factor of four and also allow it to improve its day-to-day and emergency missions response in a more efficient and effective manner.
- Continued to enhance and modify data bases that are the building blocks of the NEMS architecture. Files in over 20 program categories (about 60 files in all) and as many as 90 data files from other government agencies are a part of this total structure. To date, 23 of these files have been identified as a part of FEMA's critical emergency data file set.
- Developed requirements for a Distributed Data Processing Request for a 1985 Procurement (RFP) for replacement of total computer systems in FEMA.
- Developed a standard RFP for procuring microcomputers in bulk for the Agency.

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- Initiated work on developing data resources and data dictionaries for users by publishing an interim FEMA Data Base Catalog.

(2) State and Local Programs (SLPS)

- Completed the development and testing, and made operational the California Earthquake Damage Analysis System and the Economic Impact Analysis System; provided analytical results for the National Security Council report on "Economic and Industrial Impacts of a Major California Earthquake".
- Initiated work on developing an enhanced distributed system and data base development for graphic devices in support of FEMA's Emergency Information and Coordination Center.
- Implemented a county level input-output model to predict the effect of various disasters on the economy.
- Continued work on converting non-standard software to standard languages to obtain the maximum benefits from competitive hardware replacement. For example, the Disaster Management Information System (DMIS) was converted from a non-standard language to ANSI COBOL. The total conversion effort is a significant part of the transition to the Phase III Distributed Data Processing Program. A GSA preliminary software conversion report has identified over 3,000,000 lines of program coding statements within the FEMA systems.

(3) Training and Fire Programs (TF)

- Distributed the improved version of National Fire Incidence Reporting System (NFIRS) software to ten participating States and 16 local fire departments.
- Continued to provide ADP technical assistance to States and cities participating in the NFIRS; continued to maintain the National Fire Data Base of 5,000,000 records.
- Provided a microcomputer lab for the National Emergency Training Center (NETC) to familiarize Fire Academy students with the more common types of microcomputers. This laboratory has become one of the Academy's most popular courses. Established in 1983, over 15 courses have been conducted and 330 students have completed this course.
- Improved programs for the Student Course Evaluation System by installing optical character reader (OCR) devices to read students' responses to course questionnaires.

- Continued to improve registration and admissions programs. The changes permit the FEMA transportation contractor to respond to NETC requirements in a more consolidated, coordinated, and efficient manner.
- Provided ADP software, documentation, and technical assistance to States and cities participating in the NFIRS. Maintained the National Fire Data Base of NFIRS data. There are 35 States participating in the program. During 1984, a total of 700 special reports were produced for the Fire Administration and a total of 1,500 special reports were forwarded to local fire departments.
- Continued to develop computerized simulation exercises for responding to certain specific emergency events and problems.

(4) Federal Insurance Administration (FIA)

- Provided technical support for the development and implementation of the Administrator's goals of transferring flood insurance marketing to the private sector. Forty-eight private insurance companies have signed and are participating in the FIA's "Write Your Own Program." This program transfers the selling, maintenance, and claims processing of National Flood Insurance Program flood insurance policies from the Federal Government to private insurance companies;
- Developed the Write Your Own (WYO) Program data dictionary which establishes the minimum requirements for data collection by the WYO companies for reporting to the Federal Insurance Administration and established data standards for the National Flood Insurance Program;
- Developed and implemented an automated system for communicating with the over 400 individuals from the insurance industry, regulatory agencies, trade associations, and vendors involved in the WYO Program. This permits FIA's Deputy Administrator to communicate with individuals involved in the WYO Program on an as needed basis;
- Developed and implemented an automated system of notifying WYO companies of changes in program status for those communities participating in the National Flood Insurance Program. This information is essential to these companies because this determines whether or not flood insurance can be sold in a given community;
- Prepared technical sections of the requirements analysis being done for the WYO statistical reporting system;
- Provided support for the development and implementation of new rating criteria to make the National Flood Insurance Program actuarially self-supporting;

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- Provided technical support, staff, and computer support to develop a modeling and analytical capability to provide an improved rating structure for the National Flood Insurance Program;
- Provided technical support for the procurement, award, and establishment of a new consolidated Map Distribution Facility for FIA and SLPS;
- Successfully eliminated duplicate distribution of costly flood insurance maps, reducing processing costs and providing better service to the consumers with the implementation of an address standardization process and improved systems design. This has resulted in a reduction of order processing time from several weeks to three days or less, which included the capability to process map orders on a State or county basis. This capability is especially critical in flood disaster situations. The new system has on-line access capability for the first time which allows access to map information by program offices located at FEMA Headquarters.
- Provided technical support to FIA, SLPS, and GAO to develop a new methodology for the study of flood prone communities and for the development and publishing of guidelines for hazard analysis studies; assisted FIA as technical advisers to develop a model for determining priority in which communities will have flood insurance studies performed; and developed several reports utilizing FIA's new priority scheme for use by FIA and the regional offices to assist them in making final decisions on those communities which will be studied in the next fiscal year.
- Completed a series of projects related to address matching, and identification of duplicate claims in support of the National Flood Insurance Program; and provided a series of complex reports utilizing address matching for the State of Louisiana. These reports enabled the State to identify geographical areas of highest flood risk to determine where projects should be initiated within the State for flood control.
- Developed and implemented sophisticated address parceling, standardization, and formatting programs for use in the National Flood Insurance Processing system which enables FIA to manipulate flood insurance policy and claims data on an address basis. This capability is a major program achievement of FIA because it is critical to one of their major program goals of making the National Flood Insurance Program self-supporting by 1988.

(5) National Preparedness Programs (NP)

- Provided data, modeling, analysis, and ADP support to the Resource Preparedness, and Mobilization Preparedness programs.
- Provided support to working groups of the Emergency Mobilization Preparedness Board.

- Provided ADP analytical and data support for exercises.
 - Provided system and applications software support.
- d. Changes from the 1985 Estimates. Reflects an increase of \$64,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.
- e. 1985 Program. In 1985, FEMA is allocating \$4,281,000 and 68 workyears to this program element under Salaries and Expenses. Support will be provided to these major areas:

(1) Management and Administration

- Manage, operate, maintain, and program FEMA's computer systems.
- Review, evaluate, and make recommendations on information processing systems, requirements, and acquisitions for all parts of the Agency.
- Provide for the central management of all data processing services within the Agency.
- Continue the effort to incorporate additional data files into the integrated NEMS data bases.
- Continue conversion of non-standard computer software to standard languages to permit a fully competitive procurement of a Distributed Data Processing System and to take advantage of new computer resources.
- Complete development of and publish data resources and data dictionaries for users within and without the Agency.
- Issue an RFP for a Distributed Data Processing System which will be a replacement of the Agency's host computer system and supplemental cluster equipment in all FEMA regions.
- Procure microcomputers in bulk to obtain the hardware at lower costs to standardize the machines within the Agency for compatibility and to be more effective in responding to agency requirements. Also, hardware will be acquired to replace slow obsolete terminals presently in use in the Agency.
- Develop programs to support production of microfiche records for Shelter Survey, Flood Insurance, and other programs of the Agency. Microfiche of Shelter Survey data will reduce storage and mailing costs.

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- Update the FEMA Data Base Catalog and publish the FEMA Data Dictionary.

(2) State and Local Programs (SLPS)

- Provide the Agency with computational support in the areas of planning, preparedness, research, mitigation, and response and recovery activities.
- Continue to provide model support for predicting effects of various disasters on the economy.
- Continue to support the Disaster Management Assistance Program and improve the capabilities through development of one integrated system capability to support Disaster Field Office/Disaster Assistance Center, Regional, or national requirements.
- Continue work on developing an enhanced distributed system and data base development for graphic devices in support of FEMA's Emergency Information and Coordination Center.
- Continue to work on the California Earthquake Damage Analysis System.
- Translate the California computerized earthquake damage estimation models to other earthquake prone areas of the United States in support of the Earthquake Hazards Reduction Program.
- Provide a Distributed Data Processing System and data base development for graphic devices in support of the National and Regional Emergency Information Coordination Centers which will provide retrieval and information display needed for decisionmaking during emergencies.
- Provide an integrated management system for all disaster assistance programs including individual assistance, temporary housing, and other related areas.

(3) Training and Fire Programs (TF)

- Continue to provide computational support for the national fire programs.
- Continue to provide computational support to the NETC for registration and admission, student evaluation program, and computerized simulation exercises.
- Continue to provide ADP software, documentation, and technical assistance to States and cities participating in NFIRS. Maintain the National Fire Data Base of NFIRS data.

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- * Expand ADP applications at the NETC to include computer assisted training.
- * Develop a microcomputer based system and provide technical assistance to State and local fire departments.

(4) Federal Insurance Administration (FIA)

- * Provide computational support in the area of planning and mitigation activities pertaining to Federal flood insurance.
- * Continue to provide technical oversight and management for all activities related to ADP aspects of the flood insurance program.
- * Provide ongoing support for the implementation of transferring the flood insurance processing to the private sector.
- * Assist FIA in developing and implementing rating criteria and systems to make the National Flood Insurance Program self-supporting.

(5) National Preparedness Programs (NP)

- * Develop and implement an integrated emergency information system to support Agency requirements.
- * Continue to provide and improve data modeling, analysis, and ADP support to the Resources Preparedness and Mobilization Preparedness Programs.
- * Continue to provide ADP and analytical support to Emergency Mobilization Preparedness Board (EMPB) working groups.
- * Continue to provide ADP, analytical, and data support for exercises.
- * Continue to provide and improve system and applications software support.

- f. 1986 Program. FEMA requests \$3,153,000 and 67 workyears under Salaries and Expenses for this program element, a net decrease of \$1,128,000 and one workyear from 1985.

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1986 Base Program. The 1986 request includes a base program of \$4,304,000 and 68 workyears. The base program includes an increase of \$23,000 for annualization of the January 1985 pay raise.

A funding level of \$3,153,000 will continue to provide the following: data processing personnel and equipment; software and its documentation; ADP services for teleprocessing and local batch processing; and ADP related services such as data entry, conversion, training, studies, systems analysis and design, programming, and equipment operations.

1986 Decreases. The 1986 request includes a decrease of \$1,151,000 and one workyear from the 1986 base program. The decrease includes the following:

- a decrease of \$96,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986;
- a decrease of \$15,000 in order to reduce the number of employees in grades GS-11 - GM-15;
- a decrease of \$1,000,000 associated with a government-wide 10% decrease in management and administration; and
- a decrease of \$40,000 and one workyear in Salaries and Expenses.

These funding reductions, primarily the \$1,000,000 decrease associated with the government-wide 10% reduction, will cut into the ADP support to the Agency. Current lease costs (contractual obligations) plus computer supplies and software maintenance will still be met at the 1986 requested level (when Civil Defense and Government Preparedness requests for ADP resources in 1986 are included).

ADP support will be at a point in 1986, where no discretionary funds will exist for items such as NEMS system integration, engineering, and technical assistance, earthquake damage assessment, and development of the Distributed Data Processing System.

8. Outyear Implications: Phase III of the FEMA Distributed Data Processing Program is in the planning stage. GSA has granted FEMA only a three year delegation of procurement authority for the interim computer upgrade; a fully competitive procurement for the Distributed Data Processing System must be done in 1987. When Phase III is implemented, systems will be converted; training and technical assistance will be provided; and a fully integrated NEMS system will be established. This system will provide connectivity among Federal, Regional, and State levels of government for emergency management programs. Due to both technological advancements and to the diversity and structure of FEMA's programs, the future trend will be to place computers closer to the users. In the late 1980's, an analysis will be conducted to develop strategy for satisfying requirements for the 1990's. Replacement of all outdated computer equipment will be accomplished through the installation or microcomputers so that inventory, maintenance, and software systems may be consolidated.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

L. Automatic Data Processing

	Page No.	1984 <u>Actual</u>		1985 <u>Request</u>		1985 <u>Current Estimate</u>		1986 <u>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>
<u>Estimates by Office</u>											
2. Administrative Telephones (Budget Authority).....	MA-80	...	\$2,111	...	\$2,112	...	\$2,112	...	\$2,112	...	...
<u>Permanent Workyears</u>											
Headquarters.....		...		...		...		...		...
Regions.....		...		...		...		...		...
Total, Permanent.....		
<u>Total Workyears</u>	
<u>Changes From Original 1985 Estimates</u>											
None.											

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L. Automatic Data Processing

2. Administrative Telephone

- a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
- b. Objective/Element Description. This activity encompasses the centralized management and funding of day-to-day administrative type telephone services provided FEMA Headquarters and regional elements. Included are the management of local commercial systems and equipment and the use of intercity voice networks in FEMA Headquarters. The Federal Telecommunications System (FTS), Federal Secure Telephone Service (FSTS), and the Automatic Voice Network (AUTOVON) provide service for both Headquarters and regional areas.
- c. 1984 Accomplishments. In 1984, FEMA used \$2,111,000 for this program element under Salaries and Expenses. FEMA entered into a lease with purchase option, with lease accrual credits toward purchase, with Northern Telecom, Inc. for their digital SL-1 switch with a 3,000 line capacity. During Phase I of this program, FEMA acquired a 200 line capacity for use by the newly activated FEMA Headquarters Emergency Information and Coordination Center.
- d. Changes from the 1985 Estimates. None.
- e. 1985 Program. In 1985, FEMA is allocating \$2,112,000 to this program element under Salaries and Expenses. Phase II of the Northern Telecom, Inc. digital SL-1 Electronic Private Automatic Branch Exchange (EPABX) will be completed during this fiscal year for the FEMA Headquarters. An additional 1,800 lines with selected custom call options will be made available to all employees of the FEMA Headquarters. This new service is expected to eventually produce substantial savings over the previously leased commercial service, and provide a statistical and management reporting system whereby cost savings can be expected through control of potential misuse and abuse of services.
- f. 1986 Program. FEMA requests \$2,112,000 and no workyears under Salaries and Expenses for this program element.
1986 Base Program. The 1986 request includes a base program of \$2,112,000. At this funding level, FEMA will continue service at the 1985 level and absorb GSA estimated increases for the FTS. The final Phase III of the EPABX for FEMA Headquarters will be implemented to provide expanded voice/data user services as required, and circuit engineering analysis will be conducted to properly define usage requirements. A new reduced baseline dependent on currently known requirements will be established when all three phases of the FEMA Headquarters EPABX installation is completed.

- g. Outyear implications. As a result of the January 1, 1984 divestiture of AT&T and the general deregulation of the telephone industry, FEMA can expect a dramatic increase of overall telephone rates. AT&T Communications has placed before the FCC a revised tariff and rate schedule which, if approved, could significantly increase the FEMA base rates for selected services. Access charges to the commercial long distance network, are expected to increase in excess of \$100,000 annually; i.e. 1,400 times six dollars charge times 12 months. All potential savings and increased efficiencies in phone services will be imposed.

MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)

<u>L. Automatic Data Processing</u>	<u>Page No.</u>	<u>1984</u>		<u>1985</u>		<u>1985</u>		<u>1986</u>		<u>Increase/</u>	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>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>
<u>Estimates by Office</u>											
3. Word Processing (Budget Authority)	MA-83	...	\$599	...	\$1,102	...	\$1,102	...	\$702	...	-\$400
<u>Permanent Workyears</u>											
Headquarters.....		...		...		...		...		...
Regions.....		...		...		...		...		...
Total, Permanent.....		...		...		...		...		...
<u>Total Workyears</u>.....		...		...		...		...		...
<u>Changes From Original 1985 Estimates</u>											
None.											

L. Automatic Data Processing

3. Word Processing

- a. Authority. Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148; as amended.
- b. Objective/Element Description. To provide more effective and efficient use of word processing equipment within FEMA.
- c. 1984 Accomplishments. In 1984, FEMA used \$599,000 and no workyears for this program element under Salaries and Expenses. The FEMA Word Processing Program continued to provide central management of the word processing systems and provide integration with other information resource management programs, such as automated data processing and data communications. Efforts were continued toward standardization of equipment to effect maintenance, supply and rental cost reductions. Documentation was prepared to justify utilization of the installed equipment in accordance with FPMR 101-11.9. The FEMA internal word processing instruction was replaced with a more comprehensive instruction which provided a single directive for all information resource requirements along the lines of the new Federal Information Resources Management Regulations (FIRMR) issued by the General Services Administration (GSA).
- d. Changes from the 1985 Estimates. None.
- e. 1985 Program. In 1985, FEMA is allocating \$1,102,000 and no workyears to this program element under Salaries and Expenses. The 1985 program will provide for expanded word processing capabilities to all FEMA-units. FEMA will review existing work stations for potential tequest requirements, and standardize on equipment type to the greatest extent possible. Word processing will be managed under central control as part of an integrated National Emergency Management System. Word processing is contemplated as a component of the Distributed Data Processing Request for Proposal for the National Emergency Management System which is scheduled for release in 1985.
- f. 1986 Program. FEMA requests \$702,000 and no workyears under Salaries and Expenses for this program element, a decrease of \$400,000 from 1985.
- 1986 Base Program. The 1986 request includes a base program of \$1,102,000 and no workyears. A funding level of \$702,000 will support the leasing, maintenance, and supplies for 114 word processing units in FEMA.
- 1986 Decreases. The 1986 request includes a decrease of \$400,000 from the 1986 base program. The decrease of \$400,000 is associated with a government-wide 10% decrease in management and administration.

Agency-wide personnel reductions mean that FEMA will require less word processing capability.

- g. Outyear Implications. Due to both technological advancement and to the diversity and structure of FEMA's programs, the future trend will be to place computers closer to the users.

**MANAGEMENT AND ADMINISTRATION
(Dollars in Thousands)**

	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
<u>Estimates by Office</u>											
M. Regional Operations (Budget Authority).....	MA-86	...	...	...	...	...	...	8	\$323	8	\$323
<u>Permanent Workyears</u>											
Headquarters.....		...		...		...		8		8	
Regions.....		...		...		...		...		...
Total, Permanent.....			8		8	
<u>Total Workyears</u>		8		8	
<u>Changes From Original 1985 Estimates</u>											

None.

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H. Regional Operations

1. **Authority.** Reorganization Plan No. 3 of 1978; Executive Order 12127; and Executive Order 12148, as amended.
2. **Objective/Office Description.** The Office of Regional Operations provides coordination on regional day-to-day operational matters and policy issues as staff advisor to the Director of FEMA, and serves as liaison between the Regional Directors and Headquarters elements on program and policy issues.
3. **1984 Accomplishments.** Funding for this office was included under Flood Plain Management in 1984. Among its accomplishments were the following:
 - Continued monitoring of the activities of each Regional Office, keeping the FEMA Director and program management advised of significant problems and coordinating corrective strategies.
 - Provided regional representation in FEMA Headquarters in the development of policy and program guidance to ensure the consideration of regional viewpoints.
 - Further developed and streamlined the regional work planning process.
 - Managed successful negotiations leading to the Final 1984 Regional Work Plan.
 - Established a regional work planning environment, thus creating a formal link between the budget and regional individual performance planning.
 - Continued publication and distribution of the "Directory of Governors and State Officials."
4. **Changes From the 1985 Estimates.** None.
5. **1985 Program.** In 1985, funding for this office is carried under Flood Plain Management. The Office of Regional Operations will continue coordinating for the FEMA Director on regional program matters and policy issues. This office will continue to ensure a coordinated flow of guidance, policy, and information to the regions on programs and other Agency activities. Additionally, this office intends to automate the regional work planning process, using ADP/ communications capabilities being developed by FEMA, to further improve the planning process and again produce a Final Work Plan supportive of FEMA's budget and mission.
6. **1986 Program.** FEMA requests \$323,000 and eight workyears under Salaries and Expenses for this office, an increase of \$323,000 over 1985.

1986 Base Program. The 1986 request includes a base program of \$368,000 and nine workyears. The base program includes a transfer of \$368,000 and nine workyears from Flood Plain Management to more accurately reflect their program responsibilities. In 1986, this office intends to intensify its reviews of regional office management and operations; i.e., personnel, organizational structure, overall management, and delegations, through staff team visits to each Regional Office. This office will continue to coordinate day-to-day operational regional matters with the Regional Directors.

1986 Decreases. The 1986 request includes a decrease of \$45,000 and one workyear from the 1986 base program. The decrease includes the following:

- a decrease of \$42,000 and one workyear in Salaries and Expenses, which reflects a lower level of support necessary for the Civil Defense program which has been reduced by a total of 99 workyears and over \$55,000,000 in program funds. This Civil Defense reduction includes a decrease of 50 workyears associated with the closing of four of FEMA's regional offices.
- a decrease of \$3,000 in order to reduce the number of employees in grades GS-11 - GM-15.

7. Outyear Implications. No outyear implications over the 1986 request.

NATIONAL INSURANCE DEVELOPMENT FUND
Appropriation Overview

The National Insurance Development Fund was established from the proceeds of the Riot Reinsurance Program. It has also been used as the vehicle for the funding of the Federal Crime Insurance Program, and it receives deposits from crime insurance premiums and other receipts. Separate accounts are maintained for each program within the Fund. The Fund has provided funding for two urban property insurance programs:

- The Riot Reinsurance Program provided reinsurance coverage to private insurance companies which directly insured against damage from riots and civil commotion. As a result of available evidence that an adequate private market now exists which eliminates the need for further Federal Government intervention in this area, the Congress terminated the Riot Reinsurance Program on November 30, 1983. When the program was created, 474 companies purchased the coverage. By the 1983-84 contract year, only eight contracts were written, covering nine companies. Those companies which are no longer reinsured by the Federal Government have not experienced problems finding coverage in the private market.
- The Federal Crime Insurance Program 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. Of the 23 States currently participating in the program, eighteen have fewer than 1,000 policies in force. Only three States, New York, Pennsylvania, and Florida have more than 2,000 policies in force. These States comprise over 72% of the total policies, with New York alone accounting for 60%. Because of this disproportionate distribution, and only 42,000 policies in force, FEMA feels the program is not of national proportions and could be better handled at the State level.

The budget estimates in this package reflect the termination of the Riot Reinsurance Program, which expired on November 30, 1983. The budget estimates also assume that the Crime Insurance Program, which is authorized through September 30, 1985, will not be extended beyond that date.

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/ Decrease	
		<u>Actual</u>		<u>Request</u>		<u>Current Estimate</u>		<u>Request</u>			
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program Office</u>											
A. Riot Reinsurance Program.....	ID-4	3	...	3	...	1	...	...	...	-1	...
B. Federal Crime Insurance.....	ID-8	4	...	4	...	6	...	6	...	...	...
C. Salaries and Expenses (obligations).....	ID-12	...	(\$246)	...	(\$311)	...	(\$308)	...	(\$287)	...	(\$21)
Total, National Insurance Development Fund (Budget Authority) (appropriation)..		7	...	7	...	7	...	6	...	-1	...
Budget Outlays.....			13,767		16,601		11,086		16,738		5,652
<u>Permanent Workyears</u>											
Headquarters.....		7		7		7		6		-1	
Regions.....		...		...		...		...		...
Total, Permanent.....		7		7		7		6		-1	
<u>Total Workyears.....</u>		7		7		7		6		-1	
<u>Changes From Original 1985 Estimates</u>											

* Improved underwriting of risks and fewer policies in force have reduced projected outlays (losses) in the Federal Crime Insurance Program.

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

OBJECT CLASS	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
<u>Personnel Costs</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>
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....
25.0 Other services.....	\$7,346	\$4,203	\$4,200	\$3,900	-\$300
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....
42.0 Insurance claims and indemnities.....	10,037	7,314	9,330	5,275	-4,055
43.0 Interest and dividends.....	<u>6,183</u>	<u>5,605</u>	<u>7,174</u>	<u>8,793</u>	<u>1,619</u>
Total Obligations.....	23,566	17,122	20,704	17,968	-2,736

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

	Page No.	1984 Actual		1985 Request		1985 Current Estimate		1986 Request		Increase/ Decrease	
		WY	Am.	WY	Am.	WY	Am.	WY	Am.	WY	Am.
<u>Estimates by Program Elements</u>											
A. Riot Reinsurance Program (Budget Authority) (appropriation).....	ID-5	3	...	3	...	1	...	...	...	-1	...
Budget Outlays.....			-\$95		\$500		\$20		...		-\$20
<u>Permanent Workyears</u>											
Headquarters.....		3		3		1		...		-1	
Regions.....		...		...		...		...		...
Total, Permanent.....		3		3		1		...		-1	
<u>Total Workyears</u>		3		3		1		...		-1	
<u>Changes From Original 1985 Estimates</u>											

- * The decrease in outlays for the Riot Reinsurance Program results from its termination effective November 30, 1983. At the end of 1984, the Program had \$20,000 in claims outstanding.
- * The reduction in workyears results from termination of the program and the shifting of two workyears to the Crisis Insurance Program.

A. Riot Reinsurance 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 deterioration in inner-city areas and the civil disturbances of the mid-sixties made it virtually impossible for many property owners and small businessmen to obtain insurance. The lack of insurance availability for these properties which, except for their location, were insurable risks, resulted in the Riot Reinsurance Program. Riot Reinsurance availability was expressly conditioned upon continuing participation by insurers in approved Fair Access to Insurance Requirements (FAIR) Plans for citizens requiring "essential property insurance." Working together under the supervision of the State insurance regulatory authority, private insurers establish FAIR Plans. FAIR Plans are intended to assure that every property will be considered for insurance purposes on the basis of use and condition of such property without respect to its location or other exposure to hazard beyond the control of its owner. The Riot Reinsurance Program was established to provide reinsurance coverage to insurance companies which are located in States participating in FAIR Plans.
3. **1984 Accomplishments.** P.L. 98-181, the Supplemental Appropriation Act, 1984, provided for the termination of the Riot Reinsurance Program on November 30, 1983. While no reinsurance claims were paid during 1984, \$20,000 in claims are pending.

The following table summarizes claims under the riot reinsurance contracts through September 30, 1984:

<u>Contract Period</u>	<u>(Dollars in Thousands)</u>		
	<u>Claims Paid</u>	<u>Claims Pending</u>	<u>Claims Denied</u>
1968-1969	\$2,861	...	\$1,979
1969-1970	3,187	...	1,803
1970-1971	2,834	...	831
1971-1972	1,379	...	320
1972-1973	449	...	161
1973-1974	355	...	...
1974-1975	927	...	...
1975-1976	2,074
1976-1977	168	...	800
1977-1978	3,069	\$18	297
1978-1979	132	2	1,485
1979-1980	6,086

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<u>Contract Period</u>	(Dollars in Thousands)		
	<u>Claims Paid</u>	<u>Claims Pending</u>	<u>Claims Denied</u>
1980-1981.....
1981-1982.....
1982-1983.....
1983-1984.....
TOTAL.....	23,521	20	7,676

The Riot Reinsurance Program was terminated November 30, 1983. However, claims are estimated at \$20,000 for 1985 in order to provide funding for claims which are pending from prior contract periods.

4. Changes From the 1985 Estimates

	(Dollars in Thousands)				
	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/Decrease</u>
Premium Income	\$95	...	...	...	...
Reinsurance Claims.....	...	\$500	\$20	...	-\$20
Administrative Expenses.....	123	156	44	...	-44

Reinsurance claims are projected to decrease since there is only \$20,000 in claims pending at this time.

Workyears are anticipated to decrease by two with the transfer of these positions to the Federal Crime Insurance Program. One position will remain in 1985 for close-out of pending claims.

5. 1985 Program. It is anticipated that approximately \$20,000 in pending claims will be paid in 1985 for claims incurred under previous contracts. As the program has been terminated, all existing reinsurance contracts expired September 30, 1984. No new contracts will be issued after that date.
6. 1986 Program. No activity is anticipated for this program in 1986, the one workyear will be eliminated since all claims should be resolved by the end of 1985.
7. Outyear Implications. No outyear implications over the 1986 request.

The status of the National Insurance Development Fund is as follows:

	(Dollars in Thousands)				
	1984.	1985	1985	1986	Increase/ Decrease
	<u>Actual</u>	<u>Request</u>	<u>Current Estimate</u>	<u>Request</u>	
Unobligated Fund Balance, Start of Year.....	\$186,052	\$168,583	\$176,801	\$166,133	-\$10,668
<u>Riot Reinsurance Program</u>					
Reinsurance Premiums.....	95	...	...	...	...
Reinsurance Claims.....	...	-500	-20	...	20
Administrative Expenses.....	-123	-156	-44	...	44
Subtotal, Riot Reinsurance.....	-28	-656	-64	...	64
<u>Crime Insurance Program</u>					
Insurance Premiums.....	11,052	...	10,344	...	-10,344
Insurance Claims.....	-10,037	-6,814	-9,310	-5,275	4,035
Operating Expenses.....	-7,346	-4,203	-4,200	-3,900	300
Interest Expense.....	-6,183	-5,605	-7,174	-8,793	-1,619
Administrative Expenses.....	-123	-155	-264	-287	-23
Subtotal, Crime Insurance.....	-12,637	-16,777	-10,604	-18,255	-7,651
Adjustment to Prior Years.....	...	...	...	...	...
Recovery of Prior Year Obligations...	3,414	...	...	...	...
Unobligated Fund Balance, End of Year.....	<u>176,801</u>	<u>151,150</u>	<u>166,133</u>	<u>147,878</u>	-18,255
Borrowing Authority.....	<u>176,801</u>	<u>151,150</u>	<u>166,133</u>	<u>147,878</u>	-18,255
Fund Reserve.....	...	...	...	...	...

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

<u>Estimates by Program Elements</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
B. Federal Crime Insurance Program (Budget Authority) (appropriation).....	ID-9	4	...	4	...	6	...	6	...	...	...
Budget Outlays.....			\$13,616		\$15,793		\$10,760		\$16,453		\$5,693
<u>Permanent Workyears</u>											
Headquarters.....		4		4		6		6		...	
Regions.....		...		...		...		...		...
Total, Permanent.....		<u>4</u>		<u>4</u>		<u>6</u>		<u>6</u>		<u>...</u>	
Total Workyears.....		4		4		6		6		...	
<u>Changes From Original 1985 Estimates</u>											

* The increase in workyears reflects the termination of the Riot Reinsurance Program and the shifting of two workyears to the Federal Crime Insurance Program. The reduction in outlays results from continued improvements to reduce the loss frequency, as well as an overall reduction in the number of policies.

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4. 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 became effective in August 1971.

- (a) 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 Federal Crime Insurance Program State. Several FAIR Plans have followed the lead of Massachusetts in making limited amounts of crime insurance available through the offering of homeowners 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.
- (b) 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.
- (c) 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 December 31, 1984)

<u>State</u>	<u>Date of Entry</u>	<u>Residential</u>	<u>Commercial</u>	<u>Total</u>
Alabama.....	7/77	668	28	696
Arkansas.....	8/76	49	13	62
California.....	11/80	1,392	310	1,702
Colorado.....	9/75	36	33	69
Connecticut.....	8/71	136	31	167
Delaware.....	3/74	95	4	99
District of Columbia.....	8/71	71	128	199
Florida.....	2/74	1,953	455	2,408
Georgia.....	9/75	263	175	438
Illinois.....	8/71	434	305	739
Iowa.....	5/77	4	1	5
Kansas.....	4/73	297	25	322
Louisiana.....	1/82	35	11	46
Maryland.....	8/71	91	154	245
Massachusetts.....	8/71	916	324	1,240
Missouri.....	8/71	804	176	980
New Jersey.....	2/73	1,317	300	1,617
New York.....	8/71	18,922	6,291	25,213
North Carolina.....	4/78	711	16	727
Ohio.....	8/71	306	164	470
Pennsylvania.....	8/71	2,113	739	2,852
Rhode Island.....	8/71	58	21	79
Tennessee.....	8/72	150	152	302
Virginia.....	1/77	87	15	102
Puerto Rico.....	6/78	944	281	1,225
Virgin Islands.....	10/78	95	32	127
Total.....		31,947	10,184	42,131

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3. 1984 Accomplishments. A reinspection program for protective devices required for commercial policyholders was completed. This will result in a significant reduction in claims payments for this type of risk.

Telephone adjusting of small claims was initiated for the program. This should greatly increase the level of service to policyholders and administrative efficiency.

4. Changes from the 1985 Estimates.

	1984 <u>Actual</u>	1985 <u>Request</u>	(Dollars in Thousands)		Increase/ <u>Decrease</u>
			1985 <u>Current Estimate</u>	1986 <u>Request</u>	
Number of Policies Issued.....	44,904	...	38,168	...	-38,168
Premiums Received.....	\$11,052	...	\$10,344	...	-\$10,344
Insurance Losses Incurred.....	10,037	\$6,814	9,310	\$5,275	-4,035
Operating Expenses.....	7,346	4,203	4,200	3,900	-300
Interest Expense.....	6,183	5,605	7,174	8,793	1,619
Administrative Expenses.....	123	155	264	287	23
Budget Outlays.....	13,616	15,793	10,760	16,453	5,693

The increase in the number of policies is the result of the continuation of the Federal Crime Insurance Program beyond its anticipated expiration date of September 30, 1984. The 1985 request assumed the program would not be extended.

The increase in premium income is the result of the continuation of the program.

The increase in losses is the result of the continuation of the program.

The increase in interest expense results from higher losses consistent with program continuation.

5. 1985 Program. FHMA is taking measures to more closely align its underwriting policies with those of the private insurance sector in order to allow current policies to be more easily insured by the private industry once the program terminates. A rate increase for commercial policies will move the program closer to actuarial soundness.
6. 1986 Program. The estimates contained in this package assume that the program will not be continued past September 30, 1985. As crime insurance policies are effective for one year, there will be some policies in force throughout 1986.
7. Outyear Implications. No outyear implications over the 1986 request.

NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

C. Salaries and Expenses 1/

	<u>Page No.</u>	<u>1984</u>		<u>1985</u>		<u>1985</u>		<u>1986</u>		<u>Increase/</u>	
		<u>Actual</u>		<u>Request</u>		<u>Current</u>		<u>Request</u>		<u>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>
<u>Estimates b. Program Office</u>											
1. Riot Reinsurance Program.....		3	...	3	...	1	...	...	...	-1	...
2. Federal Crime Insurance Program.....		<u>4</u>	<u>...</u>	<u>4</u>	<u>...</u>	<u>6</u>	<u>...</u>	<u>6</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Salaries and Expenses (Budget Authority) (Appropriation).....		7	...	7	...	7	...	6	...	-1	...
Budget Outlays.....			\$246		\$311		\$306		\$285		-\$21
<u>Permanent Workyears</u>											
Headquarters.....		7		7		7		6		-1	
Regions.....		<u>...</u>		<u>...</u>		<u>...</u>		<u>...</u>		<u>...</u>	
Total, Permanent.....		<u>7</u>		<u>7</u>		<u>7</u>		<u>6</u>		<u>-1</u>	
<u>Total Workyears</u>		7		7		7		6		-1	

Changes From Original 1985 Estimates

* Termination of the Riot Reinsurance Program allowed FEMA to shift two workyears in 1985 to the Federal Crime Insurance Program.

1/ Reimbursable to Salaries and Expenses in 1984 and 1985.

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NATIONAL INSURANCE DEVELOPMENT FUND
(Dollars in Thousands)

C. <u>Salaries and Expenses</u>	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
OBJECT CLASS					
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$208	\$265	\$262	\$243	-\$19
11.3 Other than full-time permanent.....	...	...	...	...	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>208</u>	<u>265</u>	<u>262</u>	<u>243</u>	<u>-19</u>
12.1 Benefits-civilian.....	21	27	27	25	-2
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	17	17	17	17	...
22.0 Transportation of things.....	...	...	...	...	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	...	...	...	...	...
25.0 Other services.....	7,346	4,205	4,202	3,902	-300
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	10,037	7,314	9,330	5,275	-4,055
43.0 Interest and dividends.....	<u>6,183</u>	<u>5,605</u>	<u>7,174</u>	<u>8,793</u>	<u>1,619</u>
Total Obligations.....	23,812	17,433	21,012	18,255	-2,757

NATIONAL INSURANCE DEVELOPMENT FUND
Detail of Permanent Positions

	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Request</u>	<u>1985</u> <u>Current</u> <u>Estimate</u>	<u>1986</u> <u>Request</u>	<u>Increase/</u> <u>Decrease</u>
Executive Level II.....
Executive Level III.....
Executive Level IV.....
Executive Level V.....
ES-6.....
ES-5.....
ES-4.....
ES-3.....
ES-2.....
ES-1.....
GS-18.....
GS-17.....
GS-16.....
GS/GM-15.....	1	1	1	1	...
GS/GM-14.....	1	1	1	1	...
GS/GM-13.....	4	4	4	4	...
GS-12.....
GS-11.....
GS-10.....
GS-9.....
GS-8.....	1	1	1	...	-1
GS-7.....
GS-6.....
GS-5.....
GS-4.....
GS-3.....
GS-2.....
GS-1.....
Ungraded.....
Total permanent positions.....	7	7	7	6	-1
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	<u>7</u>	<u>7</u>	<u>7</u>	<u>6</u>	<u>-1</u>

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C. 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 reimbursable program provides the required administrative support on a reimbursable basis for the Riot Reinsurance and Crime Insurance Programs.
3. 1984 Accomplishments. Accomplishments are detailed in the preceding narrative for the National Insurance Development Fund.
4. Changes from the 1985 Estimates. Termination of the Riot Reinsurance Program allowed FEMA to shift two workyears in 1985 to the Federal Crime Insurance Program.
5. 1985 Program. The staff contained in this package will support the activities described in the National Insurance Development Fund narrative.
6. 1986 Program. For 1986, FEMA proposes that the staff supporting these activities be funded directly from the National Insurance Development Fund. Presently, these administrative expenses are reimbursed from the NIDF.
7. Outyear Implications. No outyear implications over the 1986 request.

NATIONAL FLOOD INSURANCE FUND
Appropriation Language

For repayment under notes issued by the Director of the Federal Emergency Management Agency to the Secretary of the Treasury pursuant to Section 13(e) of the Federal Flood Insurance Act of 1956, as amended (42 U.S.C. 2414(e)), (\$200,205,000) \$92,852,000. In fiscal year [1985, not to exceed] 1986, no funds in excess of (1) [\$37,045,000] \$40,750,000 for operating expenses (2) [\$59,283,000] \$67,591,000 for agents' commissions and taxes, and (3) [\$8,500,000] \$9,160,000 for interest on Treasury borrowings shall be available from the National Flood Insurance Fund without [the approval of] notice to the Committee on Appropriations. In fiscal year 1986, for activities under the National Flood Insurance Act of 1968, and the Flood Disaster Protection Act of 1973, not to exceed \$45,750,000 for flood plain management and \$8,405,000 for salaries and expenses shall be available from the National Flood Insurance Fund. (Department of Housing and Urban Development-Independent Agencies Appropriations Act, 1985.)

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. In return for the availability of insurance, communities agree to adopt and enforce local 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 building 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 buying 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 National Flood Insurance Program 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 1986, FEMA is proposing that this activity be funded through the National Flood Insurance Fund. Previously, funding was derived through the Emergency Management Planning and Assistance appropriation. Major programs under this activity include the following:

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1. Flood Studies and Surveys identify areas with a given probability of flooding. 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. The use of the Existing Data Study (XDS) is particularly appropriate in geographical areas that have been studied and have experienced little or no change in their flooding characteristics. The results of the studies and surveys are reviewed by a technical evaluation contractor. State and local officials and citizens are consulted on the meaning and use of the studies, and a 90-day appeals period is established prior to finalization of the flood elevations. Once finalized, these elevations provide detailed data on flood risk zones within a given community, providing a basis upon which communities can promulgate effective flood plain management ordinances. Once these elevations are finalized, communities convert to the Regular Phase of the National Flood Insurance Program (NFIP) by adoption and enforcement of the required flood plain management ordinances based on the flood data shown in the flood study. Participation in the Regular Program also allows residents of participating communities 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. 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 useful to FEMA 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.

Technical assistance is offered to other Federal agencies, State and local officials, and private property developers in interpreting and applying the 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.

2. Flood Hazard Reduction provides for the development of improved flood plain management standards and techniques, technical assistance to State and local governments, and increased community assistance, monitoring and enforcement of flood hazard reduction efforts for compliance with NFIP flood plain management requirements.
3. Purchase of Property provides for the public acquisition and transfer to local governments of properties that have sustained very severe or repeated flood damage, thus reducing federal expenditures for disaster relief and financial assistance.
4. State Assistance Program provides funds to improve the capability of State governments to assist communities in implementing sound flood plain management, thus lowering the need for federal involvement. This activity will be included in the Flood Hazard Reduction program in 1986.

FEMA also proposes that salaries and expenses for both the Insurance Activities and Flood Plain Management components of the National Flood Insurance Program be included under the National Flood Insurance Fund for 1986. Previously, these expenses were included in the FEMA Salaries and Expenses Appropriation.

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**NATIONAL FLOOD INSURANCE FUND 1/
(Dollars in Thousands)**

<u>Estimates by Program</u>	<u>Page No.</u>	<u>1984 Actual</u>		<u>1985 Request</u>		<u>1985 Current Estimate</u>		<u>1986 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>
<u>Appropriation Requested for the National Flood Insurance Fund.....</u>	...		\$37,521	...	\$200,205	...	\$200,205	...	\$92,852	...	-\$107,353
<u>Budget Authority:</u>											
A. Insurance Activities.....	PI-10	51	98,596	52	69,934	53	59,885	53	24,088	...	-35,797
B. Flood Plain Management											
1. Flood Studies and Surveys...	PI-16	...	...	...	...	...	...	87	36,902	87	36,902
2. Flood Hazard Reduction.....	PI-20	...	...	...	...	...	...	81	4,070	81	4,070
3. Purchase of Property.....	PI-22	...	...	...	...	...	...	4	4,778	4	4,778
4. State Assistance Program....	PI-23	...	...	...	...	...	...	...	...	...	...
C. Salaries and Expenses 2/.....	PI-24	...	(2,737)	...	(2,779)	...	(2,833)	...	8,405	...	8,405
Total, National Flood Insurance Fund (Budget Authority).....		51	98,596	52	69,934	53	59,885	225	78,243	172	18,358
Budget Outlays.....			145,532		64,372		65,474		73,069		7,595
<u>Permanent Workyears</u>											
Headquarters.....		50		48		49		110		61	
Regions.....		...		...		...		114		114	
Total, Permanent.....		50		48		49		224		175	
<u>Total Workyears.....</u>		51		52		53		225		172	

Changes From Original 1985 Estimates

- * Reflects increase of one workyear allocated to the National Flood Insurance Fund to support increased program activity.
- * The increase in Budget Authority and outlays results from slightly higher than anticipated program activity.

- 1/ Reflects transfer of Flood Plain Management activities and Salaries and Expenses for Insurance Activities and Flood Plain Management to the National Flood Insurance Fund effective 1986.
- 2/ Appropriated under Salaries and Expenses. Justified under Salaries and Expenses, Insurance Activities, in 1984 and 1985.

NATIONAL FLOOD INSURANCE FUND
(Dollars in Thousands)

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
Personnel Costs					
11.1 Full-time permanent.....	...	...	...	\$5,914	\$5,914
11.3 Other than full-time permanent.....	...	...	...	347	347
11.5 Other personnel compensation.....	...	...	...	12	12
11.8 Special personal services payments.....	...	...	...	253	253
Total Pay.....	...	...	...	6,526	6,526
12.1 Benefits-civilian.....	...	...	...	693	693
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	...	...	...	...	...
Non-Personnel Costs					
21.0 Travel and transportation of persons.....	...	...	...	801	801
22.0 Transportation of things.....	...	...	...	9	9
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	\$511	\$310	\$400	1,288	888
25.0 Other services.....	94,802	96,018	105,011	180,179	75,168
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	356,163	347,376	355,327	436,247	80,920
43.0 Interest and dividends.....	<u>12,694</u>	<u>8,500</u>	<u>11,000</u>	<u>9,160</u>	<u>-1,840</u>
Total Obligations.....	464,170	452,404	471,738	634,903	163,165

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NATIONAL FLOOD INSURANCE FUND
INSURANCE ACTIVITIES AND FLOOD PLAIN MANAGEMENT
(Dollars in Thousands)

OBJECT CLASS	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ Decrease
<u>Personnel Costs</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>
Total Pay.....	...	...	...	...	...
12.1 Benefits-civilian.....	...	...	...	...	...
12.2 Benefits-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 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	...	...	...	...	...
24.0 Printing and reproduction.....	\$511	\$310	\$400	\$1,288	\$888
25.0 Other services.....	94,802	96,018	105,011	179,803	74,792
26.0 Supplies and materials.....	...	...	...	...	...
31.0 Equipment.....	...	...	...	...	...
32.0 Lands and structures.....	...	...	...	...	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	...	...	...	...	...
42.0 Insurance claims and indemnities.....	336,163	347,576	355,327	436,247	80,920
43.0 Interest and dividends.....	<u>12,694</u>	<u>8,500</u>	<u>11,000</u>	<u>9,160</u>	<u>-1,840</u>
Total Obligations.....	464,170	452,404	471,738	626,498	154,760

NATIONAL FLOOD INSURANCE FUND
SALARIES AND EXPENSES
(Dollars in Thousands)

OBJECT CLASS	1984	1985	1985	1986	Increase/ Decrease
	<u>Actual</u>	<u>Request</u>	<u>Current Estimate</u>	<u>Request</u>	
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	\$5,914	\$5,914
11.3 Other than full-time permanent.....	347	347
11.5 Other personnel compensation.....	12	12
11.8 Special personal services payments.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>253</u>	<u>253</u>
Total Pay.....	6,526	6,526
12.1 Benefits-civilian.....	693	693
12.2 Benefits-military personnel.....
13.0 Benefits for former personnel.....
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	801	801
22.0 Transportation of things.....	9	9
23.1 Standard level user charges.....
23.2 Communications, utilities & other rent...
24.0 Printing and reproduction.....
25.0 Other services.....	376	376
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	8,405	8,405

NATIONAL FLOOD INSURANCE FUND
Detail of Permanent Positions

	1984 <u>Actual</u>	1985 <u>Request</u>	1985 Current <u>Estimate</u>	1986 <u>Request</u>	Increase/ <u>Decrease</u>
Executive Level II.....
Executive Level III.....
Executive Level IV.....	1	1
Executive Level V.....
ES-6.....
ES-5.....	1	1
ES-4.....	3	3
ES-3.....
ES-2.....
ES-1.....
GS-18.....
GS-17.....
GS-16.....
GS/GM-15.....	20	20
GS/GM-14.....	18	18
GS/GM-13.....	36	36
GS-12.....	44	44
GS-11.....	18	18
GS-10.....
GS-9.....	10	10
GS-8.....	5	5
GS-7.....	30	30
GS-6.....	12	12
GS-5.....	16	16
GS-4.....	8	8
GS-3.....	2	2
GS-2.....
GS-1.....
Ungraded.....
Total permanent positions.....	224	224
Unfilled positions, end-of-year.....
Total permanent employment, end-of-year...	224	224

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 flood insurance to be provided 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. As of January 1, 1978, the Federal Government assumed full responsibility for operating the program. FEMA has established goals of making the National Flood Insurance Program (NFIP) self-supporting by 1988 and re-involving the private sector in the NFIP. 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. However, beginning October 1, 1983, coverage is no longer available for finished portions of basements, with the exception of those types of equipment necessary to make a building habitable; i.e., furnaces.

- (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. Subsidized rates were increased again effective October 1, 1983.

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 within the identified special flood hazard areas of a FIRM are eligible for flood insurance only at actuarial rates.

The following table shows the current subsidized premium rates available for limits of coverage:

LIMITS OF COVERAGE AND SUBSIDIZED RATES
(Per Unit)

<u>TYPE OF STRUCTURE</u>	<u>STRUCTURE COVERAGE</u>	<u>RATE</u> ^{a/}	<u>CONTENTS COVERAGE</u>	<u>RATE</u> ^{a/}
Single-family residential.....	\$35,000	\$0.45	\$10,000	\$0.55
All other residential.....	100,000	0.45	10,000	0.55
All non-residential ^{b/}	100,000	0.55	100,000	1.10

^{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-cost 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. The funding and positions for the staff to support the insurance operations of the NFIP are contained in the FEMA Salaries and Expenses Appropriation through 1985. Effective in 1986, FEMA is proposing that all administrative costs for this program be funded through the National Flood Insurance Fund.

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- (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. An appropriation of \$200,205,000 was requested for 1985 and appropriated by Congress. It is anticipated that an appropriation will be requested each year to repay prior borrowing. For 1986, an appropriation of \$92,852,000 is requested for repayment of debt. If this appropriation is not realized, the requests in future years may need to be increased.

The calculations, which are based on historical flooding, project the following appropriations, if the program is to become self-supporting:

1985 -	\$200,205,000	1988 -	\$73,160,000
1986 -	\$92,852,000	1989 -	\$26,500,000
1987 -	\$92,149,000	1990 -	...

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NATIONAL FLOOD INSURANCE FUND
Financial Transactions 1/
(Dollars in Thousands)

	CUMULATIVE 9/30/83	1984 Actual	1985 Estimate	1986 Estimate
Policies in Force:				
Number.....	1,911,316	1,831,475	1,987,000	2,356,000
Amount.....	\$112,241,609	\$115,638,000	\$131,740,000	\$164,004,000
Program Costs, Funded:				
Agents Commissions and Taxes.....	238,547	50,308	51,366	67,591
Operating Expenses	217,767	36,118	37,045	40,750
WYO Expense Allowance 2/.....	.....	8,887	17,000	27,000
Total Underwriting.....	456,314	95,313	105,411	135,341
Loss and Adjustment.....	1,880,237	356,163	355,327	436,247
Interest on Treasury Borrowing.....	173,824	12,694	11,000	9,160
Adjustment to Prior Years.....	89,416	...	...	...
Deferred Commissions.....	7,351	...	...	...
Depreciation Expense.....	7,930	...	...	...
Total Costs, Insurance Activities...	2,615,072	464,170	471,738	580,748
Flood Plain Management 3/.....	...	...	...	45,750
Total Salaries and Expenses 3/.....	...	...	...	8,405
Changes in Selected Resources.....	16,053	...	...	...
Total Obligations.....	2,631,125	464,170	471,738	634,903
Offsetting Collections, Received.....	-1,469,128	-365,574	-409,353	-553,660
Investment Income.....	-3,922	...	-2,500	-3,000
Budget Authority.....	1,158,075	98,596	59,885	78,243
Cumulative Obs., Net (Fed. Subsidy).....	1,158,075	1,256,671	1,316,556	1,394,799
Cumulative Budget Authority.....	1,935,093	1,972,614	2,172,819	2,265,671
Unobligated Balance, End of Year.....	777,018	715,943	856,263	870,872

1/ Financial data through 1978 has been adjusted to make all financial data comparable pursuant to Federal assumption of the operating responsibility on January 1, 1978.

2/ Represents funds retained by private insurance companies participating in the Write-Your-Own Program for writing and servicing flood insurance policies.

3/ For 1986, Flood Plain Management and Salaries and Expenses for Insurance Activities and Flood Plain Management are included under the National Flood Insurance Fund.

The following table provides a breakdown of the operating costs for each fiscal year:

	<u>OPERATING COSTS</u>		
	<u>1984</u> <u>Actual</u>	<u>1985</u> <u>Estimate</u>	<u>1986</u> <u>Estimate</u>
<u>NFIP SERVICING CONTRACTOR:</u>			
Total Direct Costs.....	22,676,214	24,949,438	27,716,000
Total Fee.....	<u>2,243,305</u>	<u>3,345,382</u>	<u>4,034,000</u>
Subtotal, Servicing Contractor Costs and Fee.....	24,919,519	28,294,820	31,750,000
Disaster Site.....	2,959,000	1,701,258	1,500,000
Postage.....	<u>3,075,047</u>	<u>2,359,180</u>	<u>2,100,000</u>
Subtotal, Letter of Credit.....	6,034,047	4,060,438	3,600,000
Total Contractor Expenses.....	30,953,566	32,355,258	35,350,000
<u>OTHER OPERATING COSTS:</u>			
Printing.....	511,120	400,000	400,000
Map Distribution Contractor.....	2,820,568	3,000,000	3,500,000
Miscellaneous Expenses.....	<u>1,832,852</u>	<u>1,290,000</u>	<u>1,500,000</u>
Subtotal, Other Operating Costs.....	5,164,540	4,690,000	5,400,000
TOTAL, Operating Costs.....	36,118,106	37,045,258	40,750,000

1984 Accomplishments. Beginning in 1984, private insurance companies have become involved in the NFIP through a program whereby they sell and service flood insurance policies under their own names. This program, known as Write Your Own (WYO), also allows the NFIP to utilize these insurers' existing policy bases to increase the program's market penetration. By the end of the fiscal year, nearly 20 companies were participating in the program, with approximately 120,000 policies in force.

Rate schedules implemented in 1984 utilize eight risk zones, compared with the pre-existing 68 risk zones. These and other changes greatly simplify the agents' task in writing flood insurance policies and account for a reduction in the total number of pages in the agents' manual, while allowing for more complete guidance.

A fraud workshop for claims adjusters was developed and implemented to familiarize adjusters with techniques for identifying possible fraud cases.

The NFIP continues to progress toward its goal of actuarial soundness. Review of loss experience data necessitated a rate increase of approximately 12% for the average flood insurance policy. This increase became effective October 1, 1983.

4. Changes from the 1985 Estimates.

(Dollars in Thousands)

<u>Program Levels</u>	<u>1984 Actual</u>	<u>1985 Request</u>	<u>1985 Current Estimate</u>	<u>1986 Request</u>	<u>Increase/ Decrease</u>
Policies in Force, End of Year:					
Number.....	1,831,475	2,090,000	1,987,000	2,356,000	369,000
Amount	\$115,638,000	\$121,620,000	\$131,740,000	\$164,004,080	\$32,264,000
Flood Insurance Claims (amount)...	356,163	331,340	355,327	436,247	80,920
Insurance Underwriting Expense....	95,313	96,328	105,411	135,341	29,930
Premium Income.....	365,574	382,470	409,353	553,660	144,307
Budget Authority (appropriation)...	37,521	200,205	200,205	92,852	-107,353
Budget Outlays.....	145,532	64,372	65,474	73,069	7,595

- * Total number of policies in force decreases as a result of the slightly lower policies in force for 1984.
- * Total coverage increases as a result of higher average coverage selected by policyholders.
- * Flood insurance claims increase as a result of the higher average coverage.
- * Insurance underwriting expenses increase as a result of the inclusion of expenses allowed private insurers participating in the Write-Your-Own Program for writing and servicing flood insurance policies.
- * Premium income rises due to the higher average coverage chosen by policyholders.
- * Budget outlays increase as a result of higher claims and underwriting activity.

5. 1985 Program. In 1985, FEMA will complete the following:

- Install a historical file which will enable the contractor to maintain relevant policy documentation in a retrievable format whenever necessary.
- Implement an independent verification program which will result in inspection of approximately three percent of structures covered by flood insurance to ensure they meet criteria established for their rating category.
- Establish of a system which will allow NFIP policyholders and producers with claims questions to contact the contractor's claims staff directly for more rapid response to inquiries.

6. 1986 Program. FEMA will continue to service policyholders, utilizing the insurance component of the NFIP to further the goal of reducing flood damage while progressing toward an actuarially sound program.

- Continue efforts at involving the private insurance industry more directly in the NFIP. The impact of the Write Your Own program will be analyzed and the program expanded, if feasible.
- An appropriation of \$92,852,000 is requested for 1986, to be used to repay borrowings against the \$1 billion borrowing authority.

7. Outyear Implications. The projections for making the program self-supporting include appropriations requests for each year through 1989. If these requests are not realized, the program may not realize the self-supporting goal by the end of 1988.

The appropriations that will be required in order to reach this point are as follows:

1987	+	\$92,149,000
1988	-	\$73,160,000
1989	-	\$26,500,000
1990	-	...

B. Flood Plain Management

1. Flood Studies

- a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.

b. Objective/Element Description. The primary objective of this program is to identify Special Flood Hazard Areas, and to produce, distribute, store, and interpret current information on flood hazards and risks by the following methods:

- (1) Identification of Special Flood Hazard Areas. Using the best available flood information on a community, FEMA prepares a Flood Hazard Boundary Map delineating the extent of the community's base flood, the 100-year flood (defined as the flood having a one-percent chance of being equaled or exceeded in any given year).
- (2) Performance of Detailed Flood Studies. The detailed study is an analysis to establish flood frequencies, elevations and floodways within the community's corporate limits. It ascertains the physical characteristics of flood sources and flood plains and applies principles of hydrology and hydraulics to the determination of flood risks and associated data, in order to set rates for flood insurance and enable local officials to enact flood plain management measures.
- (3) Negotiation and Monitoring of Contracts. Many detailed studies are performed by private architectural and engineering firms. Others are performed by public agencies; e.g., the Army Corps of Engineers or the Tennessee Valley Authority. FEMA must negotiate contracts for these services and monitor the performance of the contractors.
- (4) Consultation with State and Local Officials. State and local officials must be consulted throughout the development of detailed flood analyses for each community. Consultations begin with a Time and Cost Meetings which determines the scope of the study. A final Community Consultation and Coordination 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 information meetings may be held to ensure the acquisition and transfer of pertinent flood data.
- (5) Review and Processing. Each detailed study is reviewed for internal consistency, contiguity with adjacent communities' studies, and conformance with FEMA's standards on format and content. Each study is also made effective through an administrative process involving the formal proposal and finalization of the flood elevations determined by the study.
- (6) Resolution of Appeals and Map Revisions. Flood Hazard Boundary Maps and Flood Insurance Rate 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.

- (7) Storage of Information on Flood Hazards. Besides its in-house files and those of its contractors, FEMA maintains a facility for the preservation of flood data produced for every community having received a detailed flood study. The information is kept for FEMA's records and for the use of other Federal agencies, State governments, and area planners.
- (8) Printing and Distribution of Flood Data. FEMA manages its contract with a firm to distribute all flood maps to those agencies and individuals 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 Rate Maps and Flood Insurance Studies.
- (9) Provision of Technical Assistance. Developers of private property in identified flood plains frequently request assistance in applying the results of flood studies to their building plans. If they can certify the precise location of a structure or proposed structure, FEMA can determine the extent to which it is exposed to inundation by the base flood and suggest actions that might lessen the hazard. If the structure had previously been judged flood prone, an examination of certified data might result in a favorable determination and a removal of the property from the Special Flood Hazard Area by means of a Letter of Map Amendment.
- (10) Engineering Methods/Special Studies. FEMA conducts investigations of new or improved methodologies in engineering fields of hydrology and hydraulics. These investigations are undertaken in order to perform flood studies and surveys in the most accurate and cost-effective manner possible.
- c. 1984 Accomplishments. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- d. Changes From the 1985 Estimates. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- e. 1985 Program. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- f. 1986 Program. FEMA requests a total of \$36,902,000 for this program, which is equivalent to the 1985 program activity. The information which follows lists the quantifiable outputs FEMA will produce in 1986:
- Initiation of 87 detailed Flood Insurance Studies.
 - Initiation of 14 detailed Flood Insurance restudies.

- * Initiation of 39 limited detail on existing data Flood Insurance Studies.
- * Completion of 403 Flood Insurance Studies (through review and processing).
- * Evaluation of 200 official appeals and 1,100 requests for letters of Map Revision/Amendment of Flood Hazard Boundary Maps and Flood Insurance Rate Maps.
- * Establishment of eligibility of 100 communities to participate in the NFIP, Emergency Phase, and 1,553 communities to participate in the Regular Phase (1,150 by special conversion), as well as the continued provision of technical assistance to officials at all levels of government and property owners.
- * Continued printing, distribution and storage of completed flood study data.

FUNDING ALLOCATION
(Dollars in Thousands)

	1984	1985	1986 Request
Studies in Progress.....	\$2,402	\$2,282	\$2,834
New Studies.....	20,673	7,576	4,914
Restudies.....	6,923	7,400	1,540
Technical Evaluation, Appeals and Map Revisions....	15,897	17,191	24,950
Printing/Distribution.....	2,113	2,303	2,364
Engineering/Research Reports.....	1,199	150	300
TOTAL, Flood Studies and Surveys.....	<u>49,207</u>	<u>36,902</u>	<u>36,902</u>

- g. Outyear Implications. In an effort to comply with P.L. 98-181, which requires the congressionally-mandated initial flood mapping effort to be completed in a timely manner, FEMA has prepared a plan for providing full program status to all participating communities in an expeditious and resource efficient manner.

This plan was submitted to Congress in September, 1984. It reports the funding levels required to complete the remaining 763 cost-effective studies by 1990. As part of the Administration's effort to reduce Federal spending, FEMA is recommending that this completion date be extended for one year to 1991. Under this alternative, funding would remain at approximately current levels. The 763 cost effective studies would be initiated during 1986-88 and completed by the end of 1991. The 3,442 special conversions would also be completed by 1988.

FEMA's progress in identifying the flood elevations on a community basis are provided:

Status of Detailed Risk Zone and Elevation Studies

	1984 <u>Actual</u>	1985 <u>Estimate</u>	1986 <u>Estimate</u>
New studies completed, beginning of year.....	8,818	9,134	9,574
New studies initiated during year.....	409	604	126
Communities not in Regular Program (new detail studies).....	(278)	(28)	(87)
Limited Detail Studies (these begin in 1985).....	...	(516)	(25)
Existing Data Studies.....	(131)	(60)	(14)
Additional areas within communities in the Regular Program (restudy updates).....	98	115	14
Studies completed during year (appeals process started).....	316	440	403
Studies completed, end of year (cumulative).....	9,134	9,574	9,977
Communities with elevations in Regular Program, end of year.....	8,098	8,498	8,901
Communities without elevations in Regular Program, end of year....	3,096	4,408	5,558
Total number of communities in Regular Program, end of year.....	11,194	12,906	14,459
Communities non-participating and suspended for non-compliance....	130	125	125

2. Flood Hazard Reduction

- a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
- b. Objective/Element Description. The Flood Hazard Program was created appropriately to identify and emphasize the need to promote sound flood plain management practices through increased community assistance, and for monitoring and enforcement to obtain community compliance with the National Flood Insurance Program (NFIP) minimum standards for flood plain management. With over 17,000 flood prone communities participating in the NFIP, adequate community assistance must be provided for monitoring and enforcement if national goals of reducing flood-caused property damage, deaths, injuries, disaster payments, tax losses and excessive insurance claims are to be achieved.

Commencing in 1986, States will be involved in providing targeted technical assistance services to NFIP participating communities, in particular to perform the responsibilities required under the community assessment

process. As the NFIP matures and more communities are participating with better flood plain data, technical assistance demands will increase. States provide assistance to communities with guidance and assistance from FEMA. Where States are unable or unwilling to provide assistance, Federal agencies with flood plain management capabilities (such as the Corps of Engineers) will be engaged to provide assistance. All enforcement actions will continue to be carried out by FEMA personnel.

Program objectives include reducing loss of life and property from flooding, encouraging the wise use of flood plains and, by doing so, reducing the flood plain management component of the NFIP. Through its Community Assistance Program, this element stresses the importance of States as providers of community flood plain management assistance. Within this context, the overall Flood Hazard Reduction Program provides flood plain management standards and techniques. The community assessment process (including community assessment meetings), which replaced the Community Assistance and Program Evaluation (CAPE) process, is designed to provide an opportunity for evaluating community flood plain management assistance needs. These meetings and processes provide an opportunity for assistance to be offered to communities that are having difficulties in properly enforcing their programs due to lack of understanding and/or lack of information, or inexperienced staff. Where problems cannot be resolved satisfactorily for a particular community, the process provides initial documentation to proceed with enforcement actions for failure to comply with NFIP minimum standards, as set forth in its established Community Compliance Program.

- c. 1984 Accomplishments. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- d. Changes from the 1985 Estimates. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- e. 1985 Program. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- f. 1986 Program. FEMA requests a total of \$4,070,000 for this program in 1986, an increase of \$3,240,000 from 1985. This request includes \$3,240,000 formerly requested under the State Assistance Program. This program will now be included under the Flood Hazard Reduction Program effective in 1986. The 1986 program will be specifically directed towards those State activities which can provide identified assistance to NFIP participating communities. With properly targeted State assistance to the local communities, the NFIP will approach its goals of actuarial soundness and of reducing the subsidy to existing construction.

Funding is to be provided for community technical assistance by other Federal agencies, such as the Corps of

Engineers, Tennessee Valley Authority, and Soil Conservation Service. Such assistance has previously been undertaken in 1984 and 1985 by the Corps of Engineers. Again, to enhance the ability of local communities to implement flood plain management programs, informational materials will be developed and disseminated by FEMA.

In order to provide additional assistance to participating communities, the development of further operational and technical guidance publications will be initiated. In order to address the problem of floodproofing existing structures so that the subsidy can be reduced, a demonstration project on retrofitting of existing structures will be undertaken; in addition, barriers to effective implementation of substantial improvement standards will be explored.

- g. Outyear Implications. No outyear implications over the 1986 request.

3. Purchase of Property

- a. Authority. National Flood Insurance Act of 1968, as amended, and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
- b. Objective/Element Description. The goal of this element is to reduce future flood insurance and disaster assistance costs in areas where regular 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 percent or for which a building permit to repair has been denied eligibility 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. 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 National Flood Insurance Program.
- c. 1984 Accomplishments. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- d. Changes from the 1985 Estimates. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

- c. 1985 Program. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- f. 1986 Program. FEMA requests \$4,778,000 for this activity in 1986, a decrease of \$5,666,000 from 1985. The decrease results from expending in 1985 the \$5,666,000 unobligated balance carried forward from 1984. Recent disaster declarations in the Mid-West, West Central and Southwest parts of the country indicate continued high demand for limited Section 1362 dollars. Preliminary information from these interested communities indicates substantial and repetitive damages have occurred in the potential project areas being recommended. For most of these structures, removal from the high risk flood area is the only cost effective means to break the cycle of repetitive flooding. Continued funding of the Section 1362 program will allow this cycle to be broken and flood loss reduction to be achieved.
- g. Outyear Implications. No outyear implications over the 1986 request.

4. State Assistance Program

- a. Authority. The National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
- b. Objective/Element Description. The State Assistance Program provides financial assistance on a 75 percent maximum Federal, 25 percent minimum nonfederal cost-sharing basis to the 50 States, District of Columbia, Puerto Rico, Virgin Islands and Guam, to increase the effectiveness of State and local government efforts concerning the management and use of flood prone areas. It is designed to develop or improve the following:
 - State plans to perform intergovernmental flood hazard management coordination activities and to develop formal Statewide flood hazard management programs.
 - Statewide information networks that promote an increased understanding of flood hazard management concepts and techniques.
 - State programs to assist local government officials in the mechanics of implementing and administering flood hazard management programs, thereby decreasing the need for Federal involvement.
- c. 1984 Accomplishments. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.

- d. Changes from the 1985 Estimates. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- e. 1985 Program. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
- f. 1986 Program. The State Assistance Program as a separate program within the Flood Plain Management Program will be discontinued. A total of \$3,240,000 will be transferred to the Flood Hazard Reduction program element. It is anticipated that this transfer will result in more effective delivery of technical assistance to State and local officials involved in flood plain management activities.
- g. Outyear Implications. No outyear implications over the 1986 request.

C. Salaries and Expenses

1. Authority. National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.
2. Objective/Element Description. This section supports the request for workyears at Headquarters and in the field associated with the oversight and administration of insurance activities and flood plain management in support of the NFIP. These 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.
3. 1984 Accomplishments. Details for 1984 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
4. Changes from the 1985 Estimates. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
5. 1985 Program. Details for 1985 may be found in the Flood Plain Management section of Emergency Planning Assistance and Support.
6. 1986 Program. FEMA is requesting a total of \$8,405,000 and 225 workyears, a net decrease of \$336,000 from 1985. Of this total, \$2,747,000 is for support of Insurance Activities and \$5,658,000 is for support of Flood Plain Management programs.

1986 Base Program. The 1986 request includes a base program of \$8,829,000 and 225 workyears.

- Insurance Activities: The 1986 request includes a base program of \$2,855,000 and 53 workyears to support Insurance Activities. The base program includes an increase of \$22,000 for annualization of the January 1985 pay raise and a transfer of \$2,833,000 and 53 workyears from Insurance Activities.
- Flood Plain Management: The 1986 request includes a base program of \$5,974,000 and 172 workyears to support Flood Plain Management. The base program includes an increase of \$66,000 for annualization of the January 1985 pay raise and a transfer of \$5,908,000 and 172 workyears from the Flood Plain Management Activity.

1986 Decreases. The 1986 request includes a decrease of \$424,000 from the 1986 base program.

- Insurance Activities: The 1986 request includes a decrease of \$108,000 from the 1986 base program. The decrease includes the following:
 - a decrease of \$87,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$21,000 in order to reduce the number of employees in grades GS-11 - GM-15.
- Flood Plain Management: The 1986 request includes a decrease of \$316,000 from the 1986 base program. The decrease includes the following:
 - a decrease of \$268,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$48,000 in order to reduce the number of employees in grades GS-11 - GM-15.

7. Outyear Implications. No outyear implications over the 1986 request.

DISASTER RELIEF
Appropriation Language

For necessary expenses in carrying out the functions of the Disaster Relief Act of 1974, as amended (42 U.S.C. 5121 et seq.), [\$100,000,000] \$194,000,000, to remain available until expended. Department of Housing and Urban Development-Independent Agencies Appropriations Act, 1985; additional legislation to be proposed.

4
Disaster Relief
Appropriation Overview

Under the provisions of the Disaster Relief Act of 1974 (P.L. 93-288), 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 the Federal Emergency Management Agency (FEMA) has been delegated the responsibility for administering the President's Disaster Relief Program. This responsibility has been further delegated to the Associate Director, State and Local Programs and Support. The Act currently specifies two types of Presidential declarations that may be made upon a Governor's request: a major disaster or an emergency.

On the basis of past experience with disasters, FEMA projects an annual level of activity that represents obligations of approximately \$275,000,000 from the President's Disaster Relief Fund. For 1985, an appropriation of \$100,000,000 was provided to ensure that the Disaster Relief Fund has adequate resources necessary to support the anticipated level of response. Increased disaster activity during 1984 has reduced the unobligated balance carried forward to 1985. Total obligation authority will remain sufficient for 1985. Projected levels of activity indicate a requirement for an additional appropriation of \$194,000,000 in 1986 to ensure an adequate balance in the Disaster Relief Fund.

FEMA's role in disaster response is twofold: (1) administration of assistance programs authorized by P.L. 93-288; and (2) management and coordination of the total Federal response, including the relief efforts of voluntary organizations. When a major disaster or emergency is declared, a Federal Coordinating Officer (FCO) is appointed to coordinate relief and recovery activities.

Disaster assistance and services provided by FEMA in designated disaster areas fall into two broad categories: Public Assistance (aid to State and local governments) and Individual Assistance (aid for disaster victims and their families).

In the Public Assistance area, financial assistance is made available for emergency protective measures, debris clearance and the repair and restoration of damaged public and certain private, nonprofit facilities. Work is normally accomplished by the affected State and local governments with their own resources or under contract. FEMA continues to emphasize Hazard Mitigation as a way of encouraging States and affected local governments to adopt measures to prevent or reduce the effects of future disasters. Technical assistance is provided for hazard mitigation initiatives.

Individual Assistance includes temporary housing for displaced disaster victims and Individual and Family Grant (IFG) assistance, which provides for grants of up to \$5,000, as well as disaster unemployment assistance, crisis counseling, and legal services.

These two program areas are in turn supported by Management and Coordination functions that address common administrative requirements as well as external relations with other Federal agencies, State and local governments, and private organizations.

The Disaster Assistance Program's funding level is a function of the number, frequency and magnitude of disasters occurring during any given year. Consequently, any significant increase in the intensity of disasters or the occurrence of a maxi-disaster could necessitate additional program resources.

Title II of the Act provides for disaster preparedness and planning activities, including Disaster Preparedness Improvement Grants for States. Under the authorities of this Act, FEMA also develops and updates preparedness plans for potential large-scale, complex disasters; such as, a catastrophic earthquake or hurricane.

DISASTER RELIEF
(Dollars in Thousands)

Estimates by Program	Page No.	1984		1985		1985		1986		Increase/	
		Actual		Request		Current Estimate		Request		Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
A. Disaster Relief.....	DR-7	...	...	...	\$97,050	...	\$97,050	...	\$191,050	...	\$94,000
B. Improvement Grants 1/.....	CEP-9	...	...	...	2,950	...	2,950	...	2,950	...	...
C. Salaries and Expenses 2/.....	DRA-1	144	(\$6,380)	144	(6,487)	144	(6,638)	144	(6,400)	...	(-238)
Total, Disaster Relief (Budget Authority).....		144	...	144	100,000	144	100,000	144	194,000	...	94,000
Unobligated Balance Carried Forward.....			593,494		368,494		352,260		177,260		-175,000
Recovery of Prior Year Obligations.....			55,187		...		...		...		...
Total Obligation Authority.....			648,681		468,494		452,260		371,260		-81,000
Direct Obligations.....			296,421		350,000		275,000		275,000		...
Budget Outlays.....			243,014		200,000		200,000		194,000		-6,000
Permanent Workyears											
Headquarters.....			61		61		61		61		...
Regions.....			80		80		80		80		...
Total, Permanent.....			141		141		141		141		...
Total Workyears.....			144		144		144		144		...

Changes From Original 1985 Estimates*

* Reflects an increase of \$162,000 which is part of a pending request to transfer funds from the Emergency Management Planning and Assistance Appropriation to the Salaries and Expenses Appropriation to cover the cost of the January 1985 pay raise.

- Reflects a decrease of \$11,000 in Salaries and Expenses associated with government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.

1/ Justified under Comprehensive Emergency Preparedness Planning.

2/ Appropriated and justified under Salaries and Expenses.

DISASTER RELIEF
(Dollars in Thousands)

OBJECT CLASS	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
			<u>Estimate</u>		
<u>Personnel Costs</u>					
11.1 Full-time permanent.....	...	...	...	...	...
11.3 Other than full-time permanent.....	\$9,394	\$14,000	\$8,690	\$8,690	...
11.5 Other personnel compensation.....	...	...	...	...	...
11.8 Special personal services payments.....	...	...	...	...	...
Total Pay.....	<u>9,394</u>	<u>14,000</u>	<u>8,690</u>	<u>8,690</u>	<u>...</u>
12.1 Benefits-civilian.....	590	881	547	547	...
12.2 Benefits-military personnel.....	...	...	...	...	...
13.0 Benefits for former personnel.....	26	39	22	22	...
<u>Non-Personnel Costs</u>					
21.0 Travel and transportation of persons.....	7,474	12,620	6,930	6,930	...
22.0 Transportation of things.....	694	363	644	644	...
23.1 Standard level user charges.....	...	...	...	...	...
23.2 Communications, utilities & other rent...	2,661	434	2,467	2,467	...
24.0 Printing and reproduction.....	144	625	132	132	...
25.0 Other services.....	4,813	6,104	7,405	7,405	...
26.0 Supplies and materials.....	622	445	575	575	...
31.0 Equipment.....	21	181	288	288	...
32.0 Lands and structures.....	...	...	300	300	...
33.0 Investments and loans.....	...	...	...	...	...
41.0 Grants, subsidies and contributions.....	269,982	314,308	247,000	247,000	...
42.0 Insurance claims and indemnities.....	...	...	...	...	...
43.0 Interest and dividends.....
Total Obligations.....	<u>296,421</u>	<u>350,000</u>	<u>275,000</u>	<u>275,000</u>	<u>...</u>

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A. Disaster Relief

1. Management and Coordination

- a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Order 12148; and Federal Regulations, 44 CFR Subchapter D.
- b. Objective/Element Description. The resources requested for management and coordination are targeted for the development of policy and procedures to ensure the continuing effectiveness of FEMA's coordination of Federal activities regarding incidents which are declared or may potentially be declared a major disaster or emergency. Management activities include the following:
- * The administration of the Disaster Relief Act, P.L. 93-288;
 - * Ensuring Federal preparedness and response readiness;
 - * Processing requests for declarations, establishing guidelines, and providing formats concerning the declaration process;
 - * Reviewing and revising appropriate publications;
 - * Providing summary material measuring recovery progress;
 - * Briefing congressional delegations following a disaster declaration;
 - * Reviewing Federal rules which may impact on the Act;
 - * Promulgating new rules to advance the effective administration of the Act; and
 - * Preparing guidance on the implementation of Federal equal opportunity laws and regulations as they apply both to recipients of assistance and to temporary staff hired to help provide that assistance.

Under this element, FEMA has responsibility for coordinating all aspects of automated systems that support general management requirements and the delivery of disaster assistance in the field. The development and implementation of an integrated data-base management system with flexible processing capabilities (including distributed, stand-alone processing for field offices) has been identified as the primary program goal for this area for responsibility. This broad development initiative will span several years. There will also be short-term gains, however, as components of the overall system are developed and as the configuration

and types of equipment improve. These improvements will help realize overall goals of increased efficiency in program management as well as greater uniformity and consistency in delivery of assistance. The principal milestones of the process are noted under activities for the respective years in the sections that follow.

Coordination activities include the following:

- The development of instructions and guidance to clarify and enhance the Federal Coordinating Officer's (FCO's) functions as well as those of the FCO's staff;
- Providing training and development for FCO's and staff;
- The development of operating guidelines to ensure uniformity and consistency in the delivery of assistance in the field; and
- Setting policy for and coordinating the use of Disaster Assistance Employees (DAE's). Hired under the authority of P.L. 93-288, DAE's augment permanent employees by providing intermittent support as required to ensure the prompt delivery of the assistance outlined in the respective program element narratives that follow. Salaries and expenses for these temporary employees are funded from the Disaster Relief Fund and appear in the budget as part of the overall figures for program costs.

As a function of overall responsibilities, a major ongoing coordination initiative has been support for Project Delta. This is an interagency effort, headed by FEMA, to improve the delivery of assistance to individuals affected by disasters. Its objectives are as follows:

- improved service to the victim;
- improved economy and efficiency of administration;
- overall reduction in the paperwork burden; and
- reduction in the potential for duplication of benefits.

Participating in the project are FEMA's Office of Disaster Assistance Programs (involving the Individual Assistance programs; i.e., Temporary Housing Assistance, the Individual and Family Grants program, Disaster Unemployment Assistance, Crisis Counseling Assistance and Legal Services.), the Federal Insurance Administration (FIA), the American Red Cross (ARC), and the U.S. Small Business Administration (SBA).

c. 1984 Accomplishments. In 1984, FEMA used a total of \$31,148,000 and 34 workyears for this program element, of which \$1,506,000 was under Salaries and Expenses and \$29,642,000 in obligations was under the Disaster Relief Fund. Activities included the following:

- Processed 48 major disaster requests and five emergency requests. There were no fire suppression requests this year. Following meetings of appropriate FEMA staff and careful analysis, recommendations on the requests were then made to the President by the Director.
- FEMA analyses and recommendations to the White House resulted in 35 Presidentially-declared major disasters. There were five emergency declarations during this year.
- Coordinated the delivery of disaster assistance in designated disaster areas, including activities at Disaster Assistance Centers (DAC's) where victims register and apply for assistance, and at the Disaster Field Office (DFO), which serves in each declared disaster as the base of operations for Federal, State, local, and voluntary agencies.
- Briefed congressional staff members as well as officials of interested State and local governments.
- Responded to large volumes of congressional and public correspondence relating to disaster request declarations or to denials of requests.
- Carried out management oversight reviews by senior personnel through regional and Disaster Field Office visits and evaluations.
- Published the Final Rule on Federal Disaster Assistance Regulations, Subpart C (Declaration Process).
- Developed and disseminated documentation for an improved public information process to be used in disasters. This involves first conducting an intense and effective public education program in the area before opening DAC's. Providing potential applicants with a full description of the recovery process enables them to make more informed decisions about the need to visit an assistance center and about which programs may be applicable to their situation. This procedure was field tested in four disasters (see also under Individual Assistance, 1984 Accomplishments, A.2.c).
- Developed planning guidance for Disaster Assistance Programs training requirements to achieve greater uniformity and consistency.
- Developed policy guidance and training programs for FCO's.

- Initiated development of a Disaster Operations Manual to encompass all aspects of field activity in order to achieve uniformity and consistency.
- Developed and implemented procedures concerning the appointment and use of DAE's to augment permanent full-time employees providing disaster assistance.
- Improved Automated Data Processing (ADP) support by completing the conversion of the Disaster Management Information System (DMIS) to an enhanced system written in a widely used computer language (COBOL). Initial steps were taken to begin coordinating current systems into a more efficient configuration.
- Initiated development of a Disaster Response Evaluation System designed to evaluate the efficiency of FEMA's disaster response activities.

DAE's were called upon for varying periods of time, as necessary, to ensure adequate program delivery and administration. This represents the equivalent of approximately 350 workyears, with \$10,010,000 for salaries and benefits and \$7,474,000 for travel expenses expended.

- d. Changes from the 1985 Estimates. Reflects a net increase of \$36,000: an increase of \$39,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$3,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$29,067,000 and 34 workyears to this program element, of which \$1,567,000 is under Salaries and Expenses and \$27,500,000 in obligations is under the Disaster Relief Fund. FEMA estimates that 75 requests for disaster declarations will require review during the year, with a potential for 40 declarations. Funds will also cover activities associated with "open" disasters for which the accounts have not yet been closed. Program emphasis for 1985 will include the following activities:
 - Implement improved ADP data-entry procedures for public assistance and individual assistance modules and acquire the necessary equipment to support these functions, which will become part of a programmatic data base.
 - Complete program design and begin initial development of the program-wide integrated data-base management system.
 - Conduct internal control review of financial management and accounting processes involved in administering the Disaster Relief Fund, and take initial action to address pertinent issues.

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- Continue Project Delta activity. Based upon the results of further field tests, decisions will then be made concerning the most effective ways and means to achieve implementation of approved delivery systems or procedures.
 - Continue development of the Disaster Operations Manual, with the first of three projected volumes scheduled for completion.
 - Coordinate the development and field testing of a program-wide Disaster Response Evaluation System to include performance standards and a performance monitoring system. This will produce a final plan for a system which will then be implemented as an ongoing dimension of Disaster Assistance Programs.
 - Develop disaster assistance programs training modules, plans for appropriate delivery systems, and implementation of these new training approaches.
 - Conduct and evaluate a pilot professional development program to broaden program knowledge and skills of professional staff.
- f. 1986 Program. FEMA requests a total of \$29,010,000 and 34 workyears for this program element, a decrease of \$57,000 from 1985. Included in this total are \$1,510,000 for Salaries and Expenses and \$27,500,000 in obligations under the Disaster Relief Fund.

In addition to the processing and administration of disaster requests and declarations, and continued planning for response to catastrophic disasters that could place extraordinary burdens upon personnel and program resources, activities will include the following:

- Coordinate the implementation of the final plan for the Disaster Response Evaluation System.
- Implement the integrated data-base management system, including automation of data collection at the source. Improve or expand existing equipment resources as necessary to accommodate the new system.
- Complete remaining improvements to administrative systems supporting the Disaster Relief Fund.
- Fully implement the coordinated disaster assistance programs training in the field.
- Complete the second volume of the Disaster Operations Manual.
- Based upon the results of the pilot professional development program, implement appropriate systems.

The net decrease of \$57,000 in the 1986 request includes the following:

- an increase of \$14,000 for annualization of the January 1985 pay raise;
 - a decrease of \$57,000 in salaries and benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$14,000 in order to reduce the number of employees in grades GS-11 - GS-15.
- g. Outyear Implications. The overall program goals of more efficient administration and greater uniformity and consistency will be pursued through the following:
- Changes to management and administration in response to the results of ongoing evaluation systems.
 - Continued development to achieve greater efficiency in ADP systems as these systems mature and as new technologies emerge.
 - Identifying optimal levels of personnel resources as well as measures to increase their program knowledge, skills, and effectiveness.

2. Individual Assistance

- a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Order 12148; and Federal Regulations, 44 CFR Subchapter D.
- b. Objective/Element Description. The Individual Assistance program element provides for the prompt and effective delivery of assistance to individuals and families in Presidentially-declared major disasters and emergencies. This involves the following:
- Temporary Housing Assistance. Full Federal funding is available for temporary accommodations, which may be in the form of existing private rentals, government owned/assisted units, and minimal repairs to applicants' damaged dwellings or mobile homes. A mobile home storage program provides for the acquisition, dispatch, storage, refurbishment, and maintenance of mobile homes used as temporary housing resources for disaster victims when existing housing resources are insufficient. The storage program involves an inventory of 3,059 units in Strategic Storage Centers situated in Forest Park, Georgia; Richmond, Kentucky; and Palo Pinto, Texas. The current value of this inventory is approximately \$31,600,000. The annual cost to maintain these storage centers is approximately \$300,000.

- Individual and Family Grants. This grant program is administered by the States. It provides financial assistance to individuals and families to assist in meeting disaster-related, necessary expenses and serious needs. This program is funded on a 25 percent State, 75 percent Federal basis, with reimbursement to the State for a portion of its administrative costs.
 - Disaster Unemployment Assistance. This program is administered by the Department of Labor and provides unemployment benefits and reemployment services to individuals unemployed as a result of a disaster. The program covers workers who are not eligible for benefits under other unemployment assistance programs.
 - Crisis Counseling Assistance and Training. This program is administered by the National Institute of Mental Health (NIMH), and provides community-based mental health services required to overcome the psychological and emotional effects of a disaster.
 - Legal Services. These services are provided by the Young Lawyers Division of the American Bar Association and enables low-income disaster victims to secure legal representation as needed.
- c. 1984 Accomplishments. In 1984, FEMA used a total of \$82,821,000 and 63 workyears for this program element, of which \$2,788,000 was under Salaries and Expenses and \$80,033,000 in obligations was under the Disaster Relief Fund. For 35 major disasters declared and 5 emergencies benefits were provided as follows:
- Temporary Housing Assistance was provided to approximately 9,211 applicants at a total cost of \$15,400,000.
 - The Strategic Storage Centers provided field support to 12 disaster operations where mobile homes were required, by manning the staging areas, providing mobile home maintenance support, and delivering 1,084 mobile homes for use by disaster victims.
 - Individual and Family Grant (IFG) aid was provided to approximately 13,000 applicants at a total cost of \$33,000,000.
 - Disaster Unemployment Assistance was made available to approximately 27,260 disaster-displaced workers at a total cost of \$23,000,000.
 - The Crisis Counseling Assistance and Training program was implemented in seven disasters at a total cost of \$691,259.

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In addition to disaster response activities, the following program management and response readiness tasks were accomplished during 1984:

- Development of an automated management information system for Temporary Housing.
- Awarding of standby contracts for Temporary Housing eligibility inspections.
- Purchase of 600 mobile homes, including 100 experimental models costing approximately 25 percent less than the normal units, for use as temporary housing.
- Initiated development of a prototype unit for residential fire-prevention sprinkler systems that could be installed in mobile homes procured for use as temporary housing.
- Establishment of an improved method for tracking Temporary Housing Program administrative costs.
- Development of procedures whereby the American Red Cross provides some forms of temporary housing assistance with reimbursement from FEMA.
- Issuance of program support documents, including: Minimal Repair Program Instruction, Supplemental Assistance Instruction for Temporary Housing, General Policy Instruction for Temporary Housing, Disaster Contracting Instruction, Mobile Home Instruction (2), Temporary Housing Reporting Instruction, Disaster Unemployment Assistance Program Guidance Instruction, and Part III of the Individual and Family Grant Program Management Guide.
- Maintenance of the mobile home inventory to have ready resources for Temporary Housing operations.
- Conduct of a study to determine the feasibility of providing Temporary Housing assistance by contract with the private sector.
- Further Project Delta development and field testing, including development of an automated duplication of benefits system, field tested in two disasters, and procedures for interagency sharing of loss verification information, field tested in five disasters.
- Development of new delegation of authority to NINH for administration of Crisis Counseling Assistance.

- Development of new regulations for Crisis Counseling assistance.
 - Revision and updating of the Memorandum of Understanding with the Administration on Aging.
 - Development and conduct of training programs for the Individual and Family Grant Program and for Crisis Counseling assistance.
 - Development of an evaluation tool for the Individual and Family Grant Program.
 - Development of a pamphlet on Disaster Legal Services and revision of the Legal Services Manual.
 - Updating of fact sheets explaining assistance available from the Department of Agriculture.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$62,000: an increase of \$67,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$5,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$77,150,000 and 63 workyears to this program element, of which \$2,900,000 is under Salaries and Expenses and \$74,250,000 in obligations is under the Disaster Relief Fund. In addition to the primary objective of providing regular program assistance to individuals and families, the following activities are projected for 1985:
- Final implementation of methods and procedures developed by Project Delta as well as ongoing analysis and monitoring of the delivery of individual assistance to ensure the reliability of these new procedures.
 - Further refinement and expansion of the computerized management information system for Temporary Housing, and extension of the system to other Individual Assistance programs.
 - Revision of regulations to reflect recent policy decisions regarding Temporary Housing, duplication of benefits and the Individual & Family Grant program.
 - Program support to develop and field test performance standards and a performance monitoring system for the Individual Assistance component of the Disaster Response Evaluation System.
 - Publication of a handbook for the Crisis Counseling program.
 - Publication of financial management guidance for Temporary Housing.

- Conduct of an A-76 cost comparison study to determine the most cost-effective means of managing mobile home operations.
 - Evaluation of a prototype sprinkler system developed for mobile home unit and develop appropriate recommendations based on determinations of operational capability and economic feasibility.
 - Publication of criteria and standards for State-administered Temporary Housing program plans.
 - Refinement and testing of uniform procedures for preliminary damage assessments for Individual Assistance programs.
 - Development of improved methods of coordination with the National Flood Insurance Program (NFIP) and private insurers in order to preclude duplication of benefits.
 - Further refinement of cooperative procedures with the American Red Cross in the temporary housing area.
 - Conduct of internal control review on the Temporary Housing Assistance program and the Individual and Family Grant program.
 - Development of standard operating procedures for the administration of the Temporary Housing, Individual and Family Grant, Disaster Unemployment Assistance, Crisis Counseling, and Legal Services programs for inclusion into the Disaster Operations Manual.
 - Sponsoring a Disaster Legal Services conference for the Young Lawyers Division.
 - Conducting training for the Individual and Family Grant program.
- f. 1986 Program. FEMA requests a total of \$77,047,000 and 63 workyears for this program element, a decrease of \$103,000 from 1985. Included in this total are \$2,797,000 for Salaries and Expenses and \$74,250,000 in obligations under the Disaster Relief Fund.

In addition to the primary objective of providing regular program assistance to individuals and families, the following activities are projected for 1986:

- Continue improvements to the ADP modules supporting the Individual Assistance programs.
- Provide program support to complete development of, and implement ongoing performance standards and a performance monitoring system for the Individual Assistance component of the Disaster Response Evaluation System.

The net decrease of \$103,000 in the request includes the following:

- an increase of \$26,000 for annualization of the January 1985 pay raise;
 - a decrease of \$106,000 in Salaries and Benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
 - a decrease of \$23,000 in order to reduce the number of employees in grades GS-11 - GM-15.
- g. Outyear Implications. Within the context of further development of the comprehensive program-wide ADP system, there will be continued analysis, evaluation, and enhancements to the Individual Assistance functional modules for increased efficiency and for program uniformity and consistency. Improvements typically might include further reductions to the information collection burden in connection with processing disaster assistance applications and increased on-line entry of data for damage assessment and applicant information.

3. Public Assistance

- a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Order 12148; and Federal Regulations, 44 CFR Subchapter D.
- b. Objective/Element Description. Public Assistance delivers Federal disaster assistance to State and local governments and eligible private, nonprofit organizations, including emergency assistance and the repair or restoration of facilities damaged or destroyed by a Presidentially-declared major disaster or emergency. Soon after a disaster declaration, State and local officials are briefed on the application procedures and types of assistance available. Damage is surveyed and grants are made for emergency protective measures, debris clearance, and the repair and restoration of damaged public and certain private, nonprofit facilities. In addition, emergency communications and emergency public transportation may be furnished and Community Disaster Loans may be provided to local governments. Assistance may be provided to a State under a Fire Suppression Grant without a Presidential declaration, when it is determined that a forest or grassland fire threatens to become a major disaster.

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c. 1984 Accomplishments. In 1984, FEMA used a total of \$188,692,000 and 44 workyears for this program element, of which \$1,946,000 was under Salaries and Expenses and \$186,746,000 in obligations was under the Disaster Relief Fund. Activities included the following:

- Public Assistance was provided in 35 declared major disasters. This included the following:
 - Conducting joint preliminary damage assessments;
 - Evaluating State requests for Public Assistance declarations;
 - Establishing and staffing Public Assistance functions in disaster field offices;
 - Preparing Damage Survey Reports (DSR's) and reviewing them for flood plain management, environmental assessment, hazard mitigation, and flood and other hazard insurance requirements;
 - Reviewing and recommending action on applications for Public Assistance grants;
 - Maintaining automated project records;
 - Evaluating State and applicant appeals of disaster assistance request denials and of program eligibility determinations;
 - Monitoring project completion status, including action on time extension requests;
 - Evaluating final claims for applicant project costs; and
 - Reviewing final inspection reports of project completion.
- Approximately 22,284 DSR's were prepared for individual disaster projects in major disasters declared in 1984 and a substantial number for prior-year disasters. Each DSR involves a field visit by Federal and State engineers; preparation of a project cost estimate; and a Federal review for eligibility, flood plain management requirements, insurance requirements, hazard mitigation considerations, environmental assessment, and Coastal Barriers Act requirements.
- Projects included emergency work (e.g., debris clearance and emergency protective measures) and the permanent restoration of disaster-damaged roads and bridges, water-control facilities, buildings and equipment, utilities, and parks and recreation facilities.
- A total of 1,484 Project Applications (PA's) were processed for State and local government applicants and eligible private, nonprofit organizations. Federal funds totaling \$202,756,000 were obligated and advances, progress payments, or final disbursements made to State or local agencies for eligible and approved work under 1984 disaster contracts. Project administration continued on several major disasters declared prior to 1984, including final inspections, audits, final payments, or appeals.

In addition to Public Assistance project administration, the following program management and response readiness tasks were accomplished:

- The Office of Management and Budget (OMB) required vulnerability assessment of Public Assistance programs was completed.
 - Approximately one workyear was devoted to completing the transfer to COBOL of the Public Assistance component of DNIS. In addition to conferences and other meetings, Public Assistance staff at both Headquarters and in the Regions conducted extensive reviews and thorough field testing.
 - A study of the major disaster and emergency declaration and designation process for Public Assistance was conducted.
 - A study of floor costs used in administering Section 417, Fire Suppression Grants, was initiated.
 - A contract was awarded to develop the Interim System for the Public Assistance Automated System (PAAS).
 - A Public Assistance Officer cost-estimating course was conducted for the purpose of maintaining and improving the quality of DSR's. A training module is also being developed for this purpose.
 - The Public Assistance Applicants Briefing and the General Inspectors Briefing materials were revised and reissued to the regional offices.
 - Public Assistance conference to coordinate and enhance program administration was conducted.
- d. Changes from the 1985 Estimates. Reflects a net increase of \$50,000: an increase of \$58,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise; and a decrease of \$8,000 in Salaries and Expenses for government-wide reductions mandated by the Deficit Reduction Act, P.L. 98-369.
- e. 1985 Program. In 1985, FEMA is allocating a total of \$175,275,000 and 44 workyears to this program element, of which \$2,025,000 is under Salaries and Expenses and \$173,250,000 in obligations is under the Disaster Relief Fund. In addition to direct program management and administration of the Public Assistance program, the following actions will be undertaken:
- Provide program support to develop and field test performance standards and a performance monitoring system for the Public Assistance component of the Disaster Response Evaluation System.

- Complete a consolidated listing of Public Assistance applicants with long-term insurance commitments under P.L. 93-234 and P.L. 93-288.
 - Conduct annual Public Assistance and Fire Suppression Assistance conferences to coordinate and improve program administration.
 - Fully implement the upgraded Public Assistance Automated System and provide required program support for development of the Public Assistance modules of the program-wide integrated system.
- f. 1986 Program. FEMA requests a total of \$175,202,000 and 44 workyears for this program element, a decrease of \$73,000 from 1985. Included in this total are \$1,952,000 for Salaries and Expenses and \$173,250,000 in obligations under the Disaster Relief Fund.

In addition to program management and administration, the following actions are scheduled:

- Provide program support to complete development of, and implement ongoing performance standards and a performance monitoring system for, the Public Assistance component of the Disaster Response Evaluation System.
- Accomplish review of open major disasters (over five years old) to identify and resolve problems delaying the closing of files.
- Complete a review of the Fire Suppression Assistance program and revitalize policies and procedures. This will include revision of 44CFR, Part 205; Subpart E, Cost Eligibility; Subpart H, Project Administration; and Subpart I, Reimbursement of other Federal agencies. It is expected that these revisions will result in simplification of the program and a reduction in paperwork.
- Complete a study of the Public Assistance program and revise policies and procedures accordingly.
- Study and revise procedures for handling time extensions and applicant appeals of FEMA determinations.
- Complete review of the Community Disaster Loan program, revise policy and procedures, and implement changes.

The net decrease of \$73,000 in the 1986 request includes the following:

- an increase of \$18,000 for annualization of the January 1985 pay raise;

• a decrease of \$74,000 in Salaries and Benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and

• a decrease of \$17,000 in order to reduce the number of employees in grades GS-11 - GM-15.

2. Outyear Implications. Within the context of further development of the comprehensive program-wide ADP system, there will be continued analysis, evaluation, and enhancements to the Public Assistance functional modules for increased efficiency and for program uniformity and consistency. Improvements typically might include further reductions to the information collection burden in connection with processing disaster assistance applications, and increased on-line entry of data for damage assessment and applicant information.

4. Hazard Mitigation Assistance

- a. Authority. The Disaster Relief Act of 1974 (P.L. 93-288), as amended; Executive Orders 11988 and 11990; Office of Management and Budget Directive (July 10, 1980) for "Common Post Flood Recovery Practices;" The National Environmental Policy Act of 1969; and Federal Regulations 44 CFR Subchapter D and Parts 9 and 10.
- b. Objective/Element Description. A significant amount of the damage that requires repairs paid for out of the Disaster Relief Fund and other Federal, State and local programs are, to a large extent, predictable in terms of both frequency and severity. No program for disaster assistance would be complete without a strategy for identifying those disaster-causing agents that are predictable, assessing the degree to which actions can be taken before and after disasters to reduce hazard vulnerability in a cost-effective manner, and implementing such measures. Hazard mitigation is a management strategy that balances the costs of certain preventive and corrective measures, such as land-use controls, construction standards and protective works, against the potential costs to society of not taking such measures. Since the responsibility for most mitigation actions falls upon the State and local levels of government, FEMA's mitigation assistance programs are primarily targeted to these levels. As part of a national strategy, FEMA coordinates the mitigation efforts of other Federal agencies.
- c. 1984 Accomplishments. In 1984, FEMA used \$140,000 and three workyears for this program element under Salaries and Expenses. Activities included the following:
- Developed new draft regulations for State and local applicants to use in preparing hazard mitigation plans and accomplishing hazard mitigation measures pursuant to Section 406 of P.L. 93-288.

- Prepared a draft report to Congress indicating appropriate funding levels for Section 1362 of the National Flood Insurance Act, P.L. 90-448.
 - Conducted interagency hazard mitigation team and team leader training sessions (two sessions).
 - Conducted training for State personnel for preparation of Section 406 hazard mitigation plans.
 - Drafted mitigation strategy for FEMA to be used as part of the Integrated Emergency Management System (IEMS).
 - Provided program support for emergency management course offerings in Mitigation and Recovery at the National Emergency Training Center.
 - Chaired the Interagency Flood Hazard Mitigation Task Force and provided leadership and guidance for conduct of this program on a nationwide basis.
 - Completed an OMB required vulnerability assessment for Hazard Mitigation Assistance.
 - Prepared Interagency Flood Hazard Mitigation Team reports for 24 flood disasters which identified joint Federal, State or local, short- and long-term actions to be undertaken which are capable of reducing the potential for future damage to the public and private sectors.
 - For no less than 30% of the specific recommendations identified in these reports, approved measures which will result in avoidance or reduction of future damages. The remaining measures are either in process or receiving further consideration.
 - Provided technical assistance to the States for the development of 30 Section 406 hazard mitigation plans or plan updates, and provided comments and tracking of implementation.
 - Included a non-funded hazard mitigation element in the Comprehensive Cooperative Agreement (CCA), which enables States to identify how CCA resources can be used to reduce long term hazard vulnerability.
- d. Changes from the 1985 Estimates. Reflects an increase of \$3,000 in Salaries and Expenses which is part of a pending request to transfer funds from Emergency Management Planning and Assistance to cover the cost of the January 1985 pay raise.

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- e. **1985 Program.** In 1985, FEMA is allocating \$146,000 and three workyears to this program element under Salaries and Expenses. Program activities will include the following:
- Continue to develop FEMA's IEMS mitigation strategy and integrate this into the delivery of FEMA programs.
 - Continue to provide appropriate leadership, guidance and training for interagency flood mitigation teams, and address recommendations suggested by the GAO for improving this process.
 - Implement systematic review and monitoring systems for "406 plan" completion, implementation and compliance.
 - Develop and implement computerized monitoring and tracking system for required State mitigation plans and interagency flood hazard mitigation team reports and integrate data generated by this system into the disaster declaration process.
 - Develop and implement a Section 406 planning training course which can be deployed for use by States as an authorized activity under the CCA.
 - Identify regulatory options under the authorities of the current Act to provide funding for hazard mitigation measures as part of the process of disaster response and recovery. Such hazard mitigation measures would involve adding to or modifying damaged facilities in order to reduce their vulnerability to future damages, thereby decreasing future disaster related costs.
 - Initiate a series of pilot hazard mitigation planning projects in certain high risk, repetitive damage situations designed to develop effective and practical strategies for reducing vulnerability in the present and following any future disasters that may occur.
 - Develop and implement a program to be funded under the CCA, using existing resources, which will permit States to institute mitigation programs as part of their comprehensive emergency management functions.
 - Develop and hold a specialized hazard mitigation officer course designed to train State personnel to assume leadership roles in coordinating State activities to achieve effective control of hazard vulnerability.
 - Complete guidance for State and local governments in the form of a handbook and model guidelines for State mitigation programs.
 - Participate in various public forums designed to promote the concepts of avoiding hazard vulnerability, including professional conferences, and participate in supporting the American Bar Association's Information Symposium on flood hazard mitigation.

* Support and participate as a liaison member of the National Academy of Science's Natural Disaster Committee to evaluate the effectiveness of building and land use measures designed to reduce hazard vulnerability.

- f. 1986 Program. FEMA requests \$141,000 and three workyears under Salaries and Expenses for this program element, a decrease of \$5,000 from 1985. Planned for 1986 are continued efforts to enhance State and local capabilities to assess the severity of, and take actions to mitigate against, the effects of natural hazards.

The net decrease of \$5,000 in the 1986 request includes the following:

- * an increase of \$1,000 for annualization of the January 1985 pay raise;
- * a decrease of \$4,000 in Salaries and Benefits from a proposed 5% pay cut for Federal employees to be effective in January 1986; and
- * a decrease of \$2,000 in order to reduce the number of employees in grades GS-11 - GM-15.

- g. Outyear Implications. As a result of continuing and expanding hazard mitigation efforts, certain costs for repetitive damages from frequent occurrences of predictable disaster events will begin to decline with creation of long-term cost savings to the government and society as a whole.

SPECIAL EXHIBIT
Cora Brown Fund

- a. **Authority.** Section 601 of the Disaster Relief Act of 1974 (P.L. 93-288), as amended. This section allows 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.
- b. **Objective/Element Description.** 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.
- c. **1984 Accomplishments.**
- * Developed regulations and procedures for administration of the fund.
 - * Provided assistance to six families for a total of \$29,000.
- d. **Current Status of the Fund.** Approximately \$1,070,948 is currently available for disbursement.
- e. **Level of Expenditures.** The following level of expenditures are projected for 1985 (\$50,000) and for 1986 (\$150,000).
- f. **Possible Uses of Funds.** Relocation away from hazardous areas, temporary housing-related costs, permanent housing and repair of real and personal property, community or social services to minority and handicapped disaster victims, other "humanitarian" services such as recreational programs for children, home-visiting for the elderly, etc.

SPECIAL EXHIBIT
 MAJOR DISASTERS
 (continued)

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation (1/14/85)
706	3	May 15, 1984	West Virginia	Severe Storms and Flooding	Open	\$4,326,403
707	3	May 23, 1984	Virginia	Severe Storms and Flooding	Open	3,130,992
708	4	May 25, 1984	Tennessee	Severe Storms and Flooding	Open	1,287,751
709	6	May 31, 1984	Oklahoma	Severe Storms and Flooding	Open	6,289,364
710	5	Jun 12, 1984	Wisconsin	Severe Storms	Open	1,104,014
711	1	Jun 18, 1984	Connecticut	Severe Storms and Flooding	Open	1,727,022
712	1	Jun 18, 1984	Vermont	Severe Storms and Flooding	Open	2,998,004
713	7	Jun 21, 1984	Missouri	Severe Storms	Open	4,381,207
714	7	Jun 22, 1984	Kansas	Severe Storms, Tornadoes and Flooding	Open	4,443,512
715	7	Jun 27, 1984	Iowa	Severe Storms, Hail and Tornadoes	Open	2,850,585
716	7	Jul 3, 1984	Nebraska	Tornadoes and Flooding	Open	6,198,718
717	8	Jul 19, 1984	South Dakota	Severe Storms and Flooding	Open	2,663,732
718	7	Jul 19, 1984	Nebraska	Severe Storms and Tornadoes	Open	278,073
719	8	Jul 27, 1984	Colorado	Severe Storms, Mudslides, Landslides and Flooding	Open	4,423,454

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SPECIAL EXHIBIT
MAJOR DISASTERS

FEMA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation (1/14/85)
691	9	Oct 5, 1983	Arizona	Severe Storms and Flooding	Open	\$19,732,605
692	6	Oct 24, 1983	New Mexico	Severe Storms and Flooding	Open	910,896
693	6	Oct 26, 1983	Oklahoma	Severe Storms and Flooding	Open	6,333,234
694	10	Nov 18, 1983	Idaho	Earthquake	Open	856,004
695	4	Dec 13, 1983	Alabama	Severe Storms, Flooding and Tornadoes	Open	3,524,284
696	6	Jan 7, 1984	Texas	Severe Freezing Weather	Open	24,255,000
697	10	Feb 16, 1984	Idaho	Ice Jams and Flooding	Open	275,490
698	4	Mar 29, 1984	Florida	Severe Freezing Temperatures	Open	8,900,000
699	4	Mar 30, 1984	North Carolina	Severe Storms and Tornadoes	Open	4,343,891
700	4	Mar 30, 1984	South Carolina	Severe Storms and Tornadoes	Open	3,654,107
701	2	Apr 12, 1984	New Jersey	Coastal Storms and Flooding	Open	15,534,768
702	2	Apr 17, 1984	New York	Coastal Storms and Flooding	Open	10,261,343
703	4	Apr 26, 1984	Mississippi	Tornadoes	Open	1,533,715
704	6	May 3, 1984	Oklahoma	Severe Storms and Tornadoes	Open	2,748,455
705	4	May 15, 1984	Kentucky	High Winds, Tornadoes and Flooding	Open	22,393,152

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SPECIAL EXHIBIT
MAJOR DISASTERS
(continued)

FEHA	Reg	Date of Declaration	State	Type	Date Closed	Net Obligation (1/14/85)
720	8	Aug 17, 1984	Utah	Severe Storms, Mudslides, Landslides and Flooding	Open	\$9,360,294
721	3	Aug 27, 1984	Pennsylvania	Severe Storms and Flooding	Open	4,280,427
722	6	Sep 6, 1984	New Mexico	Severe Storms and Flooding	Open	787,931
723	9	Sep 6, 1984	Nevada	Heavy Rains and Flooding	Open	3,277,349
724	4	Sep 21, 1984	North Carolina	Hurricane Diana	Open	3,478,301
725	2	Sep 25, 1984	New York	Severe Storms and Flooding	Open	2,698,529
TOTAL for 35 Contract(s):						195,242,606

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SPECIAL EXHIBIT
EMERGENCIES

<u>FEMA</u>	<u>Reg</u>	<u>Date of Declaration</u>	<u>State</u>	<u>Type</u>	<u>Date Closed</u>	<u>Net Obligation</u>
3087	4	Dec 21, 1983	Mississippi	Severe Storms and Flooding	Open	\$42,000
3088	4	May 11, 1984	Alabama	Severe Storms and Tornadoes	Open	13,090
3089	4	May 11, 1984	Georgia	Severe Storms and Tornadoes	Open	119,417
3090	6	May 15, 1984	Louisiana	Severe Storms and Tornadoes	Open	3,235
3091	5	Jul 10, 1984	Wisconsin	Severe Storms and Flooding	Open	567,588
TOTAL for 5 contract(s):						745,330

SPECIAL EXHIBIT
 MAJOR DISASTER AND EMERGENCY CONTRACTS CLOSED DURING 1984

FEMA	REGION	STATE	TYPE
309	3	Maryland	Severe Storms and Flooding
434	8	North Dakota	Heavy Rains, Snowmelt and Flooding
467	7	Nebraska	Severe Storms and Tornadoes
478	5	Illinois	Tornado
481	3	West Virginia	Heavy Rains and Flooding
513	3	Pennsylvania	High Winds and Flash Flooding
521	9	California	Flooding from Tropical Storm Kathleen
535	7	Missouri	Tornadoes and Flooding
538	7	Missouri	Severe Storms and Flooding
539	7	Kansas	Severe Storms and Flooding
540	9	Arizona	Severe Storms and Flooding
542	4	North Carolina	Severe Storms and Flooding
543	3	Virginia	Severe Storms and Flooding
544	4	Tennessee	Severe Storms and Flooding
552	7	Nebraska	Storms, Ice Jams, Snowmelt and Flooding
553	5	Indiana	Severe Storms and Flooding
555	5	Minnesota	Storms, Ice Jams, Snowmelt and Flooding

SPECIAL EXHIBIT
 MAJOR DISASTER AND EMERGENCY CONTRACTS CLOSED DURING 1984
 (continued)

FEMA	REGION	STATE	TYPE
556	6	Louisiana	Severe Storms and Flooding
559	5	Wisconsin	Severe Storms, Flooding, Hail and Tornadoes
560	5	Minnesota	Severe Storms, Flooding, Hail and Tornadoes
563	4	Alabama	Severe Storms and Flooding
564	6	Arkansas	Severe Storms and Flooding
566	9	California	Landslides
571	6	New Mexico	Flooding
573	9	Hawaii	Severe Storms and Flooding
575	6	Texas	Severe Storms and Tornadoes
579	7	Missouri	Tornadoes, Torrential Rains and Flooding
580	6	Texas	Severe Storms, Tornadoes and Flooding
582	5	Minnesota	Severe Storms and Flooding
584	6	Louisiana	Severe Storms and Flooding
586	4	Florida	Severe Storms, Tornadoes and Flooding
587	6	Texas	Severe Storms and Flooding
588	7	Kansas	Severe Storms and Flooding
589	6	New Mexico	Severe Storms, Snowmelt and Flooding

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SPECIAL EXHIBIT
 MAJOR DISASTER AND EMERGENCY CONTRACTS CLOSED DURING 1984
 (continued)

FMHA	REGION	STATE	TYPE
590	7	Iowa	High Winds and Tornadoes
593	3	Virginia	Severe Storms and Flash Flooding
595	6	Texas	Severe Storms and Flash Flooding
605	4	North Carolina	Severe Storms and Flooding
606	3	Virginia	Severe Storms and Flooding
617	6	Arkansas	Severe Storms and Tornadoes
620	7	Missouri	Severe Storms and Tornadoes
621	5	Maine	Severe Storms and Tornadoes
625	7	Nebraska	Severe Storms and Tornadoes
632	6	Texas	Tropical Storm Danielle
646	6	Texas	Severe Storms and Flooding
648	6	Texas	Severe Storms and Flooding
649	6	Oklahoma	Severe Storms and Flooding
655	6	Texas	Severe Storms and Tornadoes
659	6	Texas	Severe Storms and Flooding
662	6	Oklahoma	Severe Storms and Flooding

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SPECIAL EXHIBIT
 MAJOR DISASTER AND EMERGENCY CONTRACTS CLOSED DURING 1984
 (continued)

FEMA	REGION	STATE	TYPE
2028	9	California	Scarface Fire
2031	8	Colorado	Deer Creek Canyon Fire
2037	8	Montana	West Fork - Barker's Creek Fire
2039	5	Wisconsin	Washburn County Spooner Fire
2040	8	Colorado	Bear Trap Fire
2041	10	Oregon	Round Lake Fire
2043	10	Oregon	Peavine Peak
2045	9	Nevada	Silver City Fire
3048	5	Wisconsin	Winds, Hail and Rain
3059	1	Maine	Blizzard and Snowstorms
3060	1	Connecticut	Blizzard and Snowstorms
3069	5	Wisconsin	Blizzards and Snowstorms
3071	7	Missouri	Ice Jams and Flooding
3074	4	Alabama	Flooding
3075	4	Florida	Severe Storms and Flooding
3084	4	Mississippi	Tornadoes
3085	6	Arkansas	Severe Storms and Tornadoes

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EMERGENCY FOOD DISTRIBUTION AND SHELTER PROGRAM
Appropriation Overview

The Jobs Stimulus Bill, enacted March 24, 1983, appropriated to the Federal Emergency Management Agency (FEMA) \$100,000,000 to carry out programs for shelter and feeding of the needy. Of the \$100,000,000, \$50,000,000 was awarded to the States based on an established formula for Community Service Block Grants. The remaining \$50,000,000 was awarded to a National Board. The Board, which is chaired by a representative of FEMA, is comprised of representatives from the United Way of America, Salvation Army, American Red Cross, National Conference of Catholic Charities, National Council of Churches of Christ, and the Council of Jewish Federations, Incorporated.

An additional \$40,000,000 was appropriated (\$10,000,000 appropriated in the Second Continuing Resolution (P.L. 98-151) signed by the President on November 14, 1983 and \$30,000,000 appropriated under the Supplemental Appropriation Act, 1984, (P.L. 98-181) signed by the President on November 30, 1983) to FEMA to continue programs for the needy in 1984. Finally, \$70,000,000 was appropriated under the Second Supplemental Appropriations Act, 1984, (P.L. 98-396) and was obligated in accordance with the provisions of the Act.

EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

	Page No.	1984		1985		1985		1986		Increase/Decrease	
		Actual		Request		Current Estimate		Request		Increase/Decrease	
		WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.	WY	Amt.
<u>Estimates by Program</u>											
A. Emergency Food & Shelter.....	EFS-4	...	\$109,297	...	...	6	...	...	...	-6	...
B. Salaries & Expenses <u>1/</u>	EFS-1	...	...	...	...	...	(\$222)	...	(...)	...	(\$222)
Total, Emergency Food & Shelter (Budget Authority)....		...	109,297	...	...	6	...	...	...	-6	...
Budget Outlays.....			57,956		...		70,000		...		-70,000
<u>Permanent Workyears</u>											
Headquarters.....		...		...		6		...		-6	
Regions.....		...		...		...		...		...
Total, Permanent.....		...		...		6		...		-6	
<u>Total Workyears</u>.....		...		...		6		...		-6	

Changes From Original 1985 Estimates.

* Reflects a net increase of \$222,000 and six workyears from the Second Supplemental Appropriations Act, 1984 (P.L. 98-396). Of the \$360,000 and eight workyears appropriated in this Act for the Emergency Food and Shelter Salaries and Expenses, two workyears and \$74,000 have been transferred to the Inspector General, Management and Administration, and \$64,000 has been transferred to Other Administrative Expenses, Management and Administration.

1/ Appropriated and justified under Salaries and Expenses.

EMERGENCY FOOD AND SHELTER
(Dollars in Thousands)

	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1986</u>	<u>Increase/</u>
	<u>Actual</u>	<u>Request</u>	<u>Current</u>	<u>Request</u>	<u>Decrease</u>
<u>OBJECT CLASS</u>					
<u>Personnel Costs</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>
Total Pay.....
12.1 Benefits-civilian.....
12.2 Benefits-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 Standard level user charges.....
23.2 Communications, utilities & other rent..
24.0 Printing and reproduction.....
25.0 Other services.....
26.0 Supplies and materials.....
31.0 Equipment.....
32.0 Lands and structures.....
33.0 Investments and loans.....
41.0 Grants, subsidies and contributions.....	\$109,297	...	...	...	...
42.0 Insurance claims and indemnities.....
43.0 Interest and dividends.....	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>	<u>...</u>
Total Obligations.....	109,297	...	...	...	...

A. Emergency Food and Shelter

1. Authority. The Jobs Stimulus Bill (P.L. 98-8); Continuing Resolution of 1984 (P.L. 98-151) making continuing appropriations for the fiscal year 1984; Supplemental Appropriations Act, 1984 (P.L. 98-181) and Second Supplemental Appropriations Act, 1984 (P.L. 98-396).
2. Objective/Element Description. The objective of this program is to supplement programs of food and shelter through voluntary organizations at the local level. The intent of Congress is to alleviate the strain of local volunteer agencies which, because of the severity and magnitude of the economic conditions of families, are unable to keep up with the needs for food and shelter for the needy.

For the National Board Program, high-need localities are selected nationwide based on the following considerations:

- Most current annual unemployment rates;
- Total number of unemployed within a civil jurisdiction and
- Needs data obtained from a variety of sources.

For funding under Public Laws 98-151 and 98-181, the following criteria were used:

- Jurisdictions, including balance of counties, with more than 18,000 unemployed and 8.1 percent unemployment rate.
 - Jurisdictions, including balance of counties, with 1,000 to 17,999 unemployed and a greater than 13 percent unemployment rate.
 - A minimum of \$100,000 per State has been awarded for high-need areas within each State, since a similar State program similar to the one under P.L. 98-8 is not available this year.
3. 1984 Accomplishments. In 1984, FEMA was appropriated \$110,000,000 for this program and obligated \$109,297,000. In accordance with P.L. 98-151 and P.L. 98-181, FEMA awarded \$40,000,000 to the National Board of Voluntary Organizations. The National Board funded 836 civil jurisdictions representing approximately 3,600 organizations receiving funds. This \$40,000,000 is estimated to have provided an additional 25.7 million meals and 4.1 million additional nights of shelter. An additional \$70,000,000 was appropriated under the Second Supplemental Appropriations Act, 1984 (P.L. 98-396), and was obligated in accordance with the provisions of the Act.

4. Changes from the 1985 Estimates. Reflects a net increase of \$222,000 and six workyears from the Second Supplement Appropriations Act, 1984 (P.L. 98-396). Of the \$360,000 and eight workyears appropriated in this Act for the Emergency Food and Shelter Salaries and Expenses, two workyears and \$74,000 have been transferred to the Inspector General, Management and Administration, and \$64,000 has been transferred to Other Administrative Expenses, Management and Administration.
5. 1985 Program. No program funds were requested for 1985. However, \$360,000 was appropriated under Salaries and Expenses to provide support for eight workyears to administer the program.
6. 1986 Program. No funds are being requested for 1986 as FEMA assumes this program will not be continued.
7. Outyear Implications. No outyear implications over the 1986 request.

NOT FOR RELEASE UNTIL AUTHORIZED BY THE COMMITTEE

A REPORT TO
THE COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

on the

TRAINING AND FIRE PROGRAMS
AND SELECTED MANAGEMENT PRACTICES OF THE
FEDERAL EMERGENCY MANAGEMENT AGENCY

Surveys and Investigations Staff

March 1985

NOT FOR RELEASE UNTIL AUTHORIZED BY THE COMMITTEE

March 15, 1985

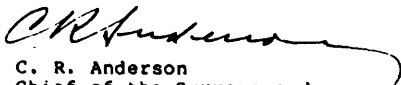
MEMORANDUM FOR THE CHAIRMAN

Re: Training and Fire Programs and
Selected Management Practices of the
Federal Emergency Management Agency

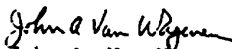
By directive dated September 25, 1984, the Committee requested a study of certain aspects of FEMA's training programs including the operation of the existing National Emergency Training Center and the establishment of a new western training center. By directive dated November 21, 1984, the Committee requested a broadening of the study to include certain management practices of other programs and activities.

With the exception of inquiries involving State comprehensive cooperative agreements and follow-up inquiries about the effectiveness of FEMA training programs, the study is complete and the results are included in this interim report.

Respectfully submitted,



C. R. Anderson
Chief of the Surveys and
Investigations Staff
House Committee on Appropriations



John A. Van Wagenen, Director
Surveys and Investigations Staff
House Committee on Appropriations

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SUMMARY

This is an interim report. It is anticipated that the final report will include updating of findings contained herein where appropriate and will include the results of separate inquiries into other FEMA administrative practices of interest to the Committee.

National Emergency Training Center (NETC)

NETC is located at Emmitsburg, Maryland, on the site of the former St. Joseph's College. It was purchased by FEMA in 1979 for \$3.6 million to serve as a training academy and through FY 1984, \$10,848,205 has been spent on renovations. NETC is part of the Training and Fire Programs Directorate and now encompasses the resources of the National Fire Academy, the Emergency Management Institute, and the Senior Executive Policy Center. The U.S. Fire Service is also located at NETC but is not part of NETC's training activities.

Building G Renovations

There has been considerable publicity alleging that \$170,367 was spent to convert Building G into a private residence for FEMA officials. It was determined that on August 31, 1983, FEMA competitively awarded a \$197,777 fixed price contract to renovate Building G in accord with previously prepared specifications. Between September 30, 1983, and October 15, 1984, the contract was modified six times increasing the cost by \$107,367 to \$368,144. The modifications called for several significant changes. Among them were those to the second floor. It was changed from five bedrooms to four. The space designated for one bedroom was converted into a complete kitchen, including a six burner commercial gas range with fire suppression system. The space designated for the kitchenette was modified to eliminate the stove and include space for and hook-ups for clothes washer and dryer. The second floor modification also included a window seat, a copper-lined planter, a Murphy bed, and changing a false fireplace into an operational wood-burning fireplace.

Records reveal that the modifications were the result of requests and approvals of the then Associate Director of the Training and Fire Programs, since resigned, who was in charge of NETC, and his deputy. In a separate inquiry, it was reported that the then Associate Director said he had been interested in establishing a residence at NETC and the second floor of G Building had potential to be used for that purpose. He was also reported as stating that both he and FEMA's Director believed a residence at the training center, like the one at the U.S. Army War College at Carlisle, Pennsylvania, was necessary due to the need for on-site representation beyond normal working hours.

Operating Costs

The total operating costs for NETC during FY 1984 were \$34,871,000 including field training related costs of \$9,645,700 and resident student related costs of \$14,680,200. In FY 1984 7,300 students were trained at NETC in the resident training program resulting in 58,435 student days, or an average cost to FEMA of \$251.22 per student day. The only expense borne by the students is for meals, which they purchase at cost, currently \$11.00 per day. FEMA reimburses the students for their round trip transportation costs but the President's FY 1986 budget would result in eliminating these stipends and the students will then be required to provide their own transportation.

Accommodations

NETC can currently accommodate 500 residents in 378 rooms. In FY 1984 training courses were scheduled for only 45 of the 52 weeks. The 7 "down" weeks encompassed the major national holidays. During FY 1984 there were 371 dormitory rooms available which could accommodate a maximum resident population of 492. Not counting the 7 "down" weeks, the resident population varied from a low of 198 (40.2 percent) to a high of 445 (90 percent) for an overall average occupancy of 333.5, or just 67.8 percent. If the 7 "down" weeks are included, the average weekly population was only 292, or just 59.3 percent occupancy.

The National Fire Academy (NFA)

The NFA was established in 1974 to advance the professional development of fire service personnel (professional and volunteer). The curriculum revolves around a four-level plan: Executive Fire Officer Program; Command and Staff Program, the Fire Service Technical Specialist Program, and the Train-the-Trainer program. During FY 1984, 8,833 resident students attended 163 course offerings, but 2,171 students were rejected for some FY 1984 courses because the class applied for was filled. However, available records do not indicate how many of the rejected students were accepted at a later date.

The NFA field program is an outreach activity to deliver fire-related courses at the State and local level. The courses are short term, intensive training sessions, between 12 and 14 hours duration. They are usually conducted on weekends to accommodate volunteers and professionals who cannot attend weekday sessions. The NFA has a "pipeline" field course development process which includes pilot testing the course, FEMA sponsored and presented training, train-the-trainer activity at the NFA, and ultimately passing the course off to the States for their use in their own training programs using the instructors previously trained at NFA. In FY 1984, 242 field courses were presented by NFA and 8,545 students (5,230 career and 3,315 volunteers) were trained. Also during FY 1984, the States and

local authorities offered 1,139 separate courses to 26,787 trainees involving the course material previously "passed off" by NFA to the States.

Open Learning Fire Service Program

This program is an educational project of the International Association of Fire Fighters (IAFF) funded by FEMA through NFA. The program offers students the opportunity to participate in an independent study degree program offered by 10 separate colleges and universities dispersed throughout the United States. The core curriculum of 12 fire service related courses have been developed by IAFF and are offered individually to the students. The offerings are essentially correspondence courses with proctored examinations. Since its inception in FY 1980, up to and including FY 1984, FEMA's funding of the program has totalled \$2,461,808. During the same period there have been a total of 4,847 separate course enrollees for an average cost to FEMA of \$508 per course enrollment. FEMA's financial support does not include the costs to the students for course materials (all developed at Government expense) nor does it supplant the usual course fees charged by the participating institutions.

Emergency Management Institute (EMI)

EMI strives to serve the emergency management training needs of local, State, and Federal officials, managers in the private economic sector, professional and volunteer organizations, and the general public by offering both resident and field training courses. Its resident programs include executive programs, technical programs, and a comprehensive emergency management curriculum. The latter is high stress scenario-based training emphasizing a team approach to solving emergency management problems. During FY 1984, 3,490 students attended 85 course offerings at EMI. The EMI field training program which is designed to replicate the resident courses is funded through comprehensive cooperative agreements with the States. During FY 1984, a total of \$7.4 million was budgeted for the field training program and incomplete data indicates there were 79,278 participants in 2,661 State-offered training sessions sponsored by EMI. Of the \$7.4 million budgeted for field training, \$1.4 million was allocated to the States for the exercise assistance program including salary and expenses for an "exercise training officer" in each State to increase the number of high stress, real-time, locally conducted emergency exercises.

Senior Executive Policy Center (SEPC)

The SEPC is described as a forum where leaders in business, industry, and the government discuss national issues involving emergency management. The SEPC operates separately from EMI and has functioned only sporadically. The National Emergency Managers Association, an association of State emergency managers, has been critical of the lack of coordination between SEPC and the EMI.

Curriculum Evaluation

Although NFA and EMI have in-depth course development processes, receive feedback from their various constituencies, and collect student critiques, there have been no uniform NETC-wide procedures for collecting, storing, and analyzing course evaluation data. In response to Committee concerns, NETC is now developing systematic computer-based programs for short-range evaluation of data collected from students, faculty, and FEMA monitors and a longer-range evaluation based on data to be collected from students after they have had an opportunity to use the information obtained at NETC. A pilot program is in place but it is too soon to judge its effectiveness.

NETC-West

FEMA decided to establish a western training center on the site of the former Stewart Indian School at Carson City, Nevada, and in FY 1985 the Congress thus far has appropriated \$3.2 million for this purpose. FEMA based its need to expand primarily on its perception that it must reach a broader audience and on the fact that qualified applicants were being rejected for some training courses at NETC because the classes were full. Preliminary plans call for training 3,200 students (including 1,000 weekend trainees) annually.

The Stewart Indian School was established in the late 1800's and ceased operations in 1980. Title to approximately 50 acres encompassing most of the campus and the main buildings was transferred to the State of Nevada in 1982. It is this parcel that FEMA intends to use as NETC-West in a joint venture lease arrangement with the State of Nevada. The 50-acre parcel is surrounded by 60 acres on which there are other secondary campus buildings. The surrounding 60 acres belong to the U.S. Government, are administered by the General Services Administration, and currently are beyond the control of the State of Nevada and FEMA (see Figures 3, 4, and 5).

FEMA has previously advised the Committee informally that it plans to occupy 16 of the buildings (206,840 sq. ft.) on the site and estimated that renovations would cost \$8,232,805 and site improvements would cost another \$1,730,200 for a total of \$9,963,005. In addition, FEMA estimates the total FY 1986 cost for NETC-West will be \$3,165,000.

Disuse of the Stewart Indian School buildings has allowed them to deteriorate and some have been vandalized. Many seem, from visual observation, to be in need of extensive repairs and rehabilitation and a prior study commissioned by the U.S. Bureau of Indian Affairs concluded most of the masonry buildings were "earthquake prone". FEMA has advised it intends to renovate the site in stages. Phase I involves rehabilitating a core group of buildings to handle 2,200 resident students annually. The Phase I buildings include four dormitories, a culinary building, a heating plant, a gymnasium, and the classroom building to be shared with

a local community college. Nevada authorities estimate the renovations of just the Phase I buildings will cost approximately \$3,315,000, but final estimates will be dependent upon architect and engineering (A&E) plans and specifications for each building. On December 6, 1984, FEMA entered into an agreement with the State of Nevada for Nevada to provide the A&E services for the core buildings for which FEMA agrees to pay up to \$123,700. These are the only funds known to have been committed to date for NETC-West but FEMA documents associated with this agreement indicate that FEMA intends to enter into a long-range lease (50 year base period with two 20-year option periods) arrangement with the State of Nevada for a jointly operated NETC-West.

Initially FEMA officials believed the State of Nevada was offering the site for an annual fee of \$72,000.00 and this figure was used at the FY 1985 budget hearings. Subsequently, FEMA learned the State intended their fee to be \$72,394.00 per month or \$868,728 per year and it appears that there is still a lack of agreement as to the exact amount of the fee.

The President's budget for FY 1986 which calls for the elimination of student stipends for travel expenses may result in a decrease in the number of applicants to a level which may clearly show that NETC-West is not needed. Notwithstanding, there are economical alternatives to establishing an NETC-West. If optimum use were made of the existing facilities at Emmitsburg, Maryland, the additional 2,200 resident students per year could be accommodated just by raising the average weekly occupancy rate from the FY 1984 rate of 59.3 percent to 89.3 percent. This could be accomplished by curtailing the number of "down" weeks (7 in FY 1984), scheduling two short courses per week instead of just one, and perhaps scheduling courses on a 6-day per week basis. Another economical alternative would be to expand the existing NETC facilities by constructing a new building including classrooms and dormitory rooms to accommodate an additional 2,200 resident students per year. Estimates obtained by the Investigative Staff to construct such a building ranged from \$1.5 million to a maximum of \$2.85 million, which compares most favorably to the nearly \$10 million FEMA has estimated to renovate the NETC-West site and to the \$3.3 million just to renovate the Phase I buildings. A comparison of round-trip air fares from 20 representative western cities to Reno, Nevada and to Washington, D.C. revealed the average difference to be only \$13.50 which is not a compelling reason to establish NETC-West.

Major Contracts at NETC

The Servomation Corporation runs a full-service cafeteria to provide food service at NETC at no cost to the Government. Its contract allows for profits of 7.5 percent and calls for all excess profits to be returned to the U.S. Government. In July 1984 the FEMA Inspector General performed an audit which determined that since the inception of the contract on October 30, 1982, there had been \$92,970 in excess profits. A subsequent accounting

by Servomation revealed that \$54,696.95 of the excess profits had been used improperly to purchase equipment and to pay \$8,079 for food service at special functions and were deducted from the excess profits paid to the U.S. Treasury. Among the special functions were a "champagne reception" on January 15, 1984, for \$2,464 and food service in connection with former President Ford's visit on October 7, 1983, and the dedication of the Fallen Fire Fighter's Memorial on October 15, 1983, both for \$2,823.75. As the cost of the equipment and the cost of the food service for the special functions were deducted from the excess profits owed to the U.S. Government, they were, in effect, paid for improperly from U.S. Government funds.

The Triton Corporation has a series of noncompetitive contracts to provide academic support services for FEMA which were awarded under the provisions of Section 8(a) of the Small Business Act which gives preference to minority businesses. In FY 1984, FEMA paid Triton \$3,975,229 for services rendered. A recent audit by the FEMA Inspector General, recent hearings before the Investigations and Oversight Subcommittee of the House Science and Technology Committee, and recent media accounts have focused on allegations of improper expenditures and claims against the Government for various representation expenses including those for an open bar at a Fire Conference on November 30, 1983, tickets for FEMA officials and their wives to attend a \$250-a-plate political fund raising reception on February 23, 1984, and to a \$125-a-plate political reception on March 2, 1984.

The IMR Systems Corporation (IMR) has also had a series of noncompetitive contracts with FEMA to provide academic support services which were awarded under Section 8(a) of the Small Business Act. In FY 1984 FEMA paid IMR in excess of \$4,579,555 for services rendered. The FEMA Inspector General also conducted a recent audit of IMR and some of the findings have been the subject matter of Congressional hearings and media reports like those pertaining to Triton. Allegations of improprieties included evidence that IMR submitted claims to pay for an employee who was providing personal services for the former Associate Director in charge of NETC, submitted multiple billings for the same task, and made improper charges for overhead.

A notice of intent to solicit bids for services being currently performed by Triton and IMR was published in the Commerce Business Daily on November 10, 1984, but as of February 1985 requests for proposals had not been solicited. Despite the grievous nature of the alleged improprieties, FEMA has continued to use the services of both Triton and IMR by extending their contracts on a month-by-month basis. Knowledgeable officials have advised that NETC is so dependent upon Triton and IMR that it is doubtful training at NETC could continue if their services were cancelled abruptly. Investigation or allegations involving Triton and IMR is pending in the U.S. Department of Justice.

Procurement Practices

A self-initiated review of NETC procurement activities in 1983 found: there was a high percentage of noncompetitive procurements and only a limited number of participants in the assistance programs; there were too many contracts awarded in the fourth quarter of the fiscal year; there was insufficient financial monitoring of grant recipients; and there was inadequate separation between the functions of contract negotiations and the handling of Blanket Purchase Agreements. In August 1984 FEMA's Office of Inspector General conducted a separate review and concluded that audits were needed to improve internal controls. As of early 1985 no further audits had been conducted but in response to weaknesses previously identified, NETC has taken corrective actions to improve controls and correct weaknesses. In FY 1984, there were 63 contract actions billed to NETC procurement amounting to \$4,312,236. Of this amount 49 percent was awarded on a noncompetitive basis of which 28 percent was awarded under Section 8(a) of the Small Business Act.

Adjunct Faculty

Training at NETC is taught for the most part by an adjunct faculty procured as needed on a course-by-course basis. Procurement for NFA is handled differently than for EMI. For NFA the faculty is procured directly by the NETC office of procurement generally on the basis of competitive bids solicited from a previously screened list of potentials. In FY 1984 there were 578 procurements of NFA resident and field adjunct faculty in the amount of \$595,003. In FY 1984 EMI used 157 resident faculty. Only 30 of the EMI faculty were obtained through NETC procurement for \$33,404. The remainder were procured by Triton and IMR as part of existing contracts with these companies for \$391,807 and \$42,556, respectively.

Consultant and Expert Hiring Practices

During the tenure of the former Associate Director in Charge of NETC, there was a pattern and practice of hiring consultants and experts (many of whom were alleged to be his friends and former military associates) in a manner that implied a willful disregard for the competitive hiring process. According to the Federal Personnel Manual, it is improper to give a particular person temporary or intermittent appointment status in anticipation of a career-conditional appointment, to do a full-time continuous job, or to avoid competitive employment procedures. A recent audit by the FEMA Inspector General revealed that 13 of the 30 consultants/experts employed by NETC since January 1980 were subsequently converted to full-time employees. Positions filled by consultants at NETC were not widely advertised, were effectively concealed from potential applicants within FEMA, and were requested by name through the Baltimore OPM office where competition tends to be less than at OPM in Washington, DC. Most of those converted

to permanent staff continue to perform basically the same duties they did previously as consultants/experts.

Reorganizations and Realignments

Since June 1981 FEMA has had 32 separate organizational changes affecting virtually all FEMA employees at one time or another and many on several different occasions. Although some of the reorganizations and realignments involved only minor changes individually, cumulatively they imply a state of turbulence within certain FEMA directorates. For example, there have been at least five organizational changes each in both the National Preparedness Directorate and in the State and Local Programs and Support Directorate involving hundreds of employees in both directorates. -

Merit Pay

There were a total of 1,692 employees reassigned during the past 4 fiscal years. Untimely reassignments or transfers can have an adverse effect particularly on employees eligible for bonuses and/or merit pay under the merit pay system. In FY 1984, 110, or 22.7 percent of the 484 eligible FEMA headquarter's personnel were effectively barred from receiving bonuses and the higher levels of merit pay increases because they received "unable to rate" performance appraisals. The majority of these employees received "unable to rate" appraisals by virtue of their having been recently reassigned or transferred.

Equal Employment Opportunity Complaints

During hearings before the Investigations and Oversight Subcommittee of the House Science and Technology Committee, a female employee of one of FEMA's contractors accused the then Associate Director of the Training and Fire Programs, FEMA, of sexual harassment and said that he used her as a chauffeur and to run numerous personal errands. Inquiry revealed that there have been no recorded complaints within FEMA of sexual harassment, per se. However, there have been 35 separate formal complaints of discrimination filed with the FEMA Equal Employment Opportunity (EEO) office. Seventeen of these include allegations of discrimination because of sex. Of the 35 EEO complaints, four have been referred to the Equal Employment Opportunity Commission (EEOC) where they are awaiting action. One has been appealed to the U.S. District Court and eight (all filed since September 1984) are in various stages of processing. The other 22 complaints have been settled, of which only 2 went to a hearing at EEOC where the FEMA position was affirmed. The others were settled at the agency level.

Personnel Augmentation

Since 1983 FEMA has formalized a system of "pooling" the unused, but authorized, full-time equivalent (FTE) employee

allocations from some of the program directorates and allotting them to augment the staffs of various administrative offices, i.e., Personnel Office, Inspector General, Acquisition Management, etc., which comprise the Management and Administration (M&A) line item of the FEMA budget. Consequently, at the end of FY 1984 the M&A offices cumulatively were overstaffed and operating at personnel levels equivalent to 534 work years or 101 above the FY 1984 and FY 1985 authorized levels of 433. Arbitrary shifting of large numbers of personnel from one program to another tends to compromise the budget process and is tantamount to reprogramming of authorized funds.

FEMA Audit Practices of State Agencies

FEMA has developed a system of Comprehensive Cooperative Agreements (CCA's) with the States as its primary mechanism for delivery of FEMA-supported resources to the States and by this procedure offers the States the full spectrum of emergency preparedness assistance through a single, comprehensive process. The CCA concept has evolved from a pilot program with 4 States and 7 programs to the FY 1984 program which involved 56 separate CCA's with all the States and territories, for 12 FEMA programs, amounting to \$90 million.

During February and March 1984, the FEMA Inspector General conducted an audit which encompassed just two CCA-contained programs (Emergency Management Assistance and Emergency Management Training) in four States; Georgia, Kentucky, Illinois, and New York. Subsequently there were allegations appearing in the press that these four States were picked and the audit was ordered as retribution against those who had opposed the Director's plan to acquire and develop NETC-West at Carson City, Nevada, but the Inspector General's report focused on weaknesses in FEMA's management techniques and controls and not on the States' controls and fiduciary responsibilities. The Inspector General's draft report was widely criticized by the various FEMA program directorates and a CCA task force was formed to further analyze the criticisms and to recommend improvement and efficiencies but all of the issues had not been resolved at the time of this inquiry.

I. INTRODUCTION

A. Directive

By directive dated September 25, 1984, the Committee on Appropriations requested the Investigative Staff to conduct an investigation of the training and fire programs of the Federal Emergency Management Agency (FEMA). By directive dated November 21, 1984, the Committee requested the Investigative Staff to expand and broaden its inquiry to include management practices of other programs and activities of FEMA.

B. Scope of Inquiry

This is an interim report. Because of the breadth of this inquiry, it was agreed that an interim report would be submitted at this time followed by a final report when the inquiry is completed. This interim report contains the results of inquiries into FEMA's training programs, the operation of the National Emergency Training Center (NETC) at Emmitsburg, Maryland, and the planned expansion of training facilities to include an NETC-West at Carson City, Nevada. It also includes the results of inquiries concerning other selected FEMA management practices and personnel matters. It is anticipated that the final report will include updating of findings submitted herein where appropriate and will include the result of separate inquiries into other administrative practices of interest to the Committee.

This report is based on material presented to and testimony given at various committees and subcommittees of the House of Representatives and the Senate. It includes material obtained by review of documents and interviews with officials and personnel at FEMA Headquarters, Washington, DC; NETC, Emmitsburg, Maryland; and the FEMA Regional Office at San Francisco, California. The Investigative Staff also visited the site of the proposed NETC-West at Carson City, Nevada, and interviewed State officials at Carson City, Nevada, and Sacramento, California.

C. Background

The Federal Emergency Management Agency (FEMA) was established in 1979, by the executive branch and Congressional action, as the focus for Federal emergency planning and response activities. The agency is responsible for providing a Federal mechanism to assist and enhance State and local agencies' and the private sector's efforts to plan for, mitigate, respond to, and recover from emergencies of all types. FEMA was formed from a number of separate organizations previously located in various U.S. departments and agencies and now is charged with administering a wide variety of programs including civil defense and mobilization preparedness, earthquake hazard reduction and disaster assistance, dam safety and fire safety, and flood insurance and crime insurance; to name a few.

In an effort to meld these separate entities into a more cohesive and responsive program, the current FEMA administration has introduced the concept of an "Integrated Emergency Management System" (IEMS). FEMA describes IEMS as a "multi-hazards approach to encourage the development of generic plans and emergency capabilities to cope with the wide range of hazards that can affect virtually any community."

The IEMS transcends the parochial focus on specific hazards. It structures all FEMA activities into a unified national process that applies common management functions and techniques to the degree needed to manage any emergency conditions (natural, man-made, or nuclear) that threaten public health and safety, irrespective of the nature or cause. The system applies to all levels of government and the private sector, and to emergency and recovery activities endemic to the full spectrum of potential hazards. IEMS, which was initiated in 1982, is an evolving concept which to date has engendered major realignments and reorganizations within FEMA and a modification of FEMA's traditional methods of dealing with the States by establishing comprehensive cooperative agreements and funding mechanisms as an umbrella for various individual programs. IEMS is an ambitious concept but it is too soon to judge its impact and results.

To handle its responsibilities, FEMA is organized into five headquarters directorates: Training and Fire Programs; Federal Insurance Administration; National Preparedness Programs; State and Local Programs and Support, and Emergency Operations; and 10 regions with headquarters in Boston, New York, Philadelphia, Atlanta, Chicago, Dallas, Kansas City, Denver, San Francisco, and Seattle.

II. NATIONAL EMERGENCY TRAINING CENTER (NETC)

A. Overview

The NETC is located at Emmitsburg, Maryland, on the site of the former St. Joseph's College, a 4-year liberal arts college for women which officially closed in 1973. It was purchased by FEMA in 1979 to serve as a training academy. The NETC is part of the Training and Fire Programs Directorate. It now encompasses the resources of the National Fire Academy, the Emergency Management Institute, and the Senior Executive Policy Center. The U.S. Fire Service also has its offices at NETC but it is not part of NETC's training activities. The U.S. Fire Service, an integral part of the Training and Fire Programs Directorate, administers and supports programs to improve the effectiveness of fire protection and to decrease fire-caused deaths, injuries, and economic losses.

The campus consists of 15 main buildings on 107 acres in the foothills of the Catocctin Mountains of northwestern Maryland about 70 miles from Washington, DC. The fully equipped, air conditioned classrooms accommodate up to 1,000 students at one time. Five air conditioned dormitories which can house up to 500 residents, and dining facilities, which can amply serve all students, faculty, and administrators, are located on the campus. Educational buildings contain modern equipment for laboratory exercises as well as classrooms, "break-out" rooms, and a 240 seat lecture hall. There is also a gymnasium and indoor swimming pool.

Although the NETC has been set up to operate under the IEMS concept, it remains essentially a campus with three entirely separate learning centers: the National Fire Academy (NFA), the Emergency Management Institute (EMI), and the Senior Executive Policy Center. The NFA and EMI each have their own separate classrooms and their own separate catalogs describing curricula, dates of sessions, qualifications, and application procedures.

B. Costs

1. Acquisition and Improvements

FEMA purchased St. Joseph's College in FY 1979 for \$3.6 million. The campus and buildings were in generally good condition but modification and upgrading was necessary to the resident quarters and the training centers to bring them up to current safety standards, to accommodate the special purposes of NETC, and to add air conditioning. The following amounts have been spent to renovate NETC through FY 1984:

FY 1980	\$ 4,743,379
FY 1981	683,929
FY 1982	1,365,145
FY 1983	1,590,147
FY 1984	<u>2,465,605</u>
Total	<u>\$10,848,205</u>

2. Building G Renovations

There has been considerable publicity concerning allegations that Building G was modified to provide a private residence for FEMA officials which increased the cost of planned renovations by \$170,367. This has been the subject matter of newspaper reports and hearings before the Investigations and Oversight Subcommittee of the House Science and Technology Committee. A review of the matter by the Investigative Staff reveals the following.

The renovation of Building G is one of a number of renovation projects that FEMA had undertaken at NETC to upgrade the resident halls and classrooms. Building G is a two story brick and concrete structure built in 1948. It has a one-story annex which was not included in the questioned renovation project. St. Joseph's College used the first floor of the main building as its home economics classrooms. The second floor contained seven rooms and served as a private residence.

On August 31, 1983, FEMA competitively awarded a \$197,777 fixed price contract to renovate Building G in accordance with engineering drawings and specifications, previously prepared, which called for the following major renovations:

- The first floor was to be divided into 10 bedrooms (ranging in size from about 10' by 11'6" to 12' by 15') with adjoining bathrooms.
- The second floor was to retain the original seven room apartment configuration including living and dining rooms. The kitchen was to be converted into a fifth bedroom with an adjoining bath. In addition, a bathroom was to be added to one of the original bedrooms and one bathroom was to be replaced by a kitchenette.

Commencing in September 1983, FEMA officials started revising the renovation plans and agreed to corresponding increases in the contract price. Between September 30, 1983, and October 15, 1984, the contract was modified six times. The modifications increased the cost by \$170,367 (86 percent) to \$368,144. The contract was terminated on November 16, 1984, after final acceptance of the completed renovations.

The modifications called for several significant changes:

- The first floor was changed to 8 bedrooms instead of 10. This change was made by converting the space designated for 1 bedroom into a social room with wet bar and by using the space intended for 2 bedrooms as one large bedroom.
- The second floor plan was changed to contain four bedrooms rather than five. The space designated for one bedroom was converted into a complete kitchen including a six burner commercial gas range with fire suppression system. The space designated as a kitchenette was modified to eliminate the stove and include space for and hook-ups for clothes washer and dryer. Also, the second floor modifications included a window seat, a copper-lined planter, a Murphy bed, and changing a false fireplace into an operational wood burning fireplace.

The contract file revealed that the third modification dated December 23, 1983, definitized the change orders incorporated in modifications 1, dated September 30, 1983, and 2, dated October 19, 1983 and resulted in an increase of \$73,882.00 to the total firm fixed price of the contract. The modifications were the result of 26 design changes required by the then Associate Director of NETC and his deputy.

A Requisition and Commitment for Services and Supplies dated January 9, 1984, for an estimated \$121,326.42 was submitted incorporating more proposed changes. Although no authorization had been given by the Contracting Officer or the Procurement Office at NETC to proceed with any of the additional changes, approximately \$28,232.00 was expended by the contractor in proceeding with these changes prior to proper authorization.

The Contracting Officer questioned the proposed changes and felt that several issues should be addressed before any authorization or approval was given. His concerns were stated as follows:

"The changes appear to be extravagant and unnecessary for the intended use of the building.

"The necessity for these changes has not been fully documented.

"The inclusion of these additional changes will increase the contract value to approximately \$392,985, a total increase of 100% over the original contract value.

"The proposed changes appear to be far beyond the scope of the original contract."

A memorandum dated January 28, 1984, signed by the then Deputy Associate Director at NETC stated that the changes to the contract for the renovation of Building G were considered necessary to upgrade the quality of housing at NETC as the quarters in Building G would be used for housing senior officials attending programs at NETC.

The proposed fourth modification was reviewed with the contractor on February 6, 1984, and a price of \$92,482.07 was negotiated for 39 changes. Approval was then obtained from the FEMA Procurement Review Board on February 21, 1984, and Modification 4 was approved on February 23, 1984.

FEMA's Procurement Review Board's function is to ensure that FEMA procurement and assistance actions are in support of the goals and objectives of the agency. The board is to review all procurement and assistance actions which are over \$10,000 and either approve or disapprove the actions. This board is chaired by the Executive Deputy Director, who at this time was also the Associate Director in charge of NETC. This board includes the Executive Administrator; the Associate General Counsel for General Law; and the Director, Office of Program Analysis and Evaluation. The Director, Office of Acquisition Management acts as an advisor to the board which meets every 2 weeks or as may be necessary. Inquiry by the Investigative Staff revealed that no minutes were kept of the board meeting when the Building G modification was approved but it was the recollection of some persons who were in attendance that little attention was given to the Building G matter and the opinions of the former Associate Director for NETC, who was presiding, prevailed.

Modifications 5 and 6, dated March 5, 1984, and October 15, 1984, increased the contract price by \$2,795.31 and \$1,207.69, respectively, bringing the total cost of the contract to \$368,144.00.

In July 1984, GAO made inquiries into certain allegations concerning the then Associate Director for Training and Fire Programs (since resigned). GAO reported that the Associate Director said "that he had been interested for about 2 1/2 years in establishing a residence at the training center, and the second floor (Building G) had potential to be used for that purpose." He said that both he and FEMA's Director believed a residence at the training center, like the one at the U.S. Army War College at Carlisle, Pennsylvania, was necessary due to the need for on-site representation beyond normal working hours. However, a review of documents pertaining to the contract modifications fails to reveal that such a purpose was ever recorded or used as an official basis for making the various changes.

3. Operating Costs

All of the activities included in the training and fire programs budget are located at NETC. Therefore, the gross operating costs for NETC during FY 1984 was the budget amount, \$35,279,000, less the unspent portion, \$408,000, or \$34,871,000. (The FY 1985 NETC budget was increased to \$43,914,000.) To determine the net costs of operating the resident student program at NETC, costs of the other programs were identified and accounted for to arrive at a residual cost as follows:

<u>Budget FY 1984</u>		\$35,279,000
<u>Less Nontraining Activities</u>		
Unspent at end of FY	\$ 408,000	
Renovations	2,465,600	
U.S. Fire Administration	5,198,000	
Pro rata overhead	<u>2,881,500</u>	
	- \$10,953,100	
<u>Less Field Training Activities</u>		
National Fire Academy	\$ 2,062,100	
Emergency Management Institute	7,443,000	
Administrative Support	<u>140,600</u>	
	- \$ 9,645,700	
Resident Student-Related Costs		<u>\$14,680,200</u>

In FY 1984, 7,300 students were trained at NETC in the resident training programs resulting in 58,435 student days, or an average cost to FEMA of \$251.22 per student day. The only expenses borne by the students who attend NETC are for meals, which they purchase at cost, currently \$11.00 per day. FEMA also provides round trip transportation for each attendee by means of student "stipends" paid on the basis of properly-executed vouchers. The average stipends for attendees at the NETC during FY 1984 were:

Emergency Management Institute	\$258
National Fire Academy	\$277
Senior Executive Policy Center	\$286

It should be noted that the President's FY 1986 budget would result in eliminating the payment of student stipends by FEMA.

C. Utilization of Accommodations

NETC can currently accommodate 500 residents in 378 rooms. However, FEMA officials prefer to place their students one-to-a-room even though 121 rooms have been designed for double occupancy. Efficient operations are dependent upon the optimum use of the space and the Investigative Staff determined that similar campus-type training facilities run by other Federal agencies, including the FBI Academy at Quantico, Virginia, routinely house their students two-to-a-room.

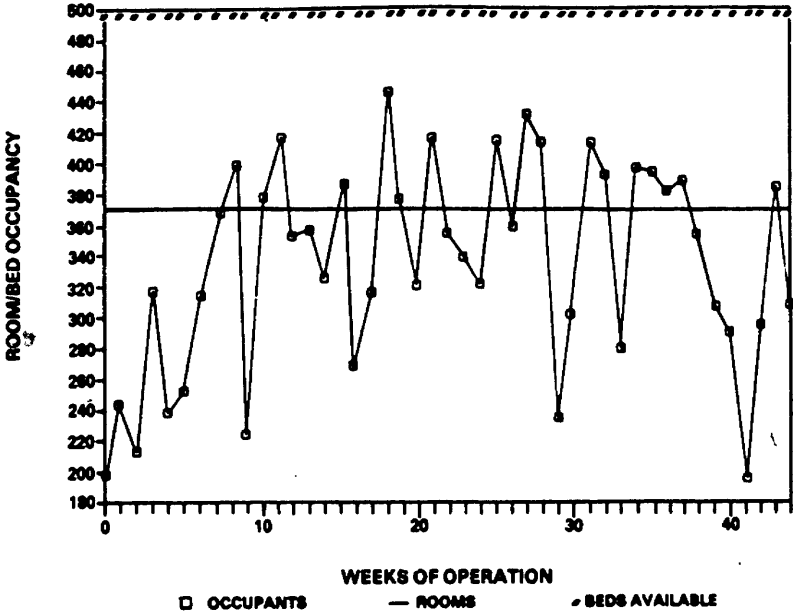
In FY 1984 training courses were scheduled for only 45 of the 52 weeks. The "down" weeks coincided with national holidays as follows: 1 week at Thanksgiving, 3 weeks at Christmas, 1 week at Easter, 1 week at Independence Day, and 1 week at Labor Day. Similarly, the NETC schedule for FY 1985 calls for 8 "down" weeks (2 at Thanksgiving) and 6 "down" weeks in FY 1986. Six to 8 "down" weeks seem to be excessive. The Investigative Staff was advised that the Federal Law Enforcement Training Center at Glynco, Georgia, and the FBI Academy, Quantico, Virginia, schedule training programs all 52 weeks of the year with only minimal activities during the Christmas holidays, but training as usual during other holiday periods.

A review of the NETC attendance statistics for FY 1984, as displayed in Figures 1 and 2 reveal that during FY 1984 there were 371 dormitory rooms available which could accommodate a maximum resident population of 492. The actual campus resident population varied from a low of 198 (40.2 percent occupancy) not counting the 7 "down" weeks, to a high of 445 (90.0 percent occupancy). The overall average weekly population was 333.5, or just 67.8 percent occupancy. In addition to the 7 "down" weeks, there were 28 weeks when there were fewer residents than the number of available rooms (371). Considering all 52 weeks in FY 1984, the average weekly population was only 292, or 59.3 percent occupancy.

FIGURE 1

ACCOMMODATION UTILIZATION

FY 1984 - EXCLUDES 7 DOWN WEEKS

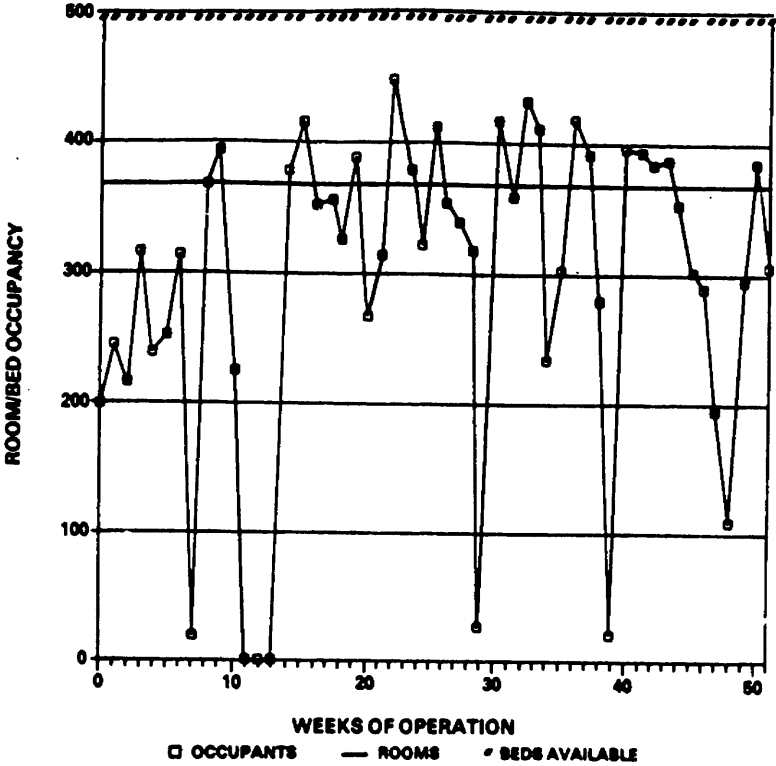


Average Weekly Population	333.5
Total Rooms Available	371
Total Beds Available	482

FIGURE 2

ACCOMMODATION UTILIZATION

FISCAL YEAR 1984



Average Weekly Population	292.0
Total Rooms Available	371
Total Beds Available	492

D. National Fire Academy (NFA)

The NFA was established in 1974 to "advance the professional development of fire service personnel and of other persons engaged in fire prevention and control activities." An impressive monument honoring America's fallen fire fighters is centrally located on the NETC campus. This monument and the annual commemoration ceremonies honoring those who have recently given their lives to their communities has enhanced the image of the NFA as the national focal point for fire prevention and control training, a place where volunteer and career fire service professionals have access to significant advances in technological and management skills. The curriculum revolves around a four-level plan: Executive Fire Officer Program, Command and Staff Program, Fire Service Technical Specialist Program, and the Train-the-Trainer Program.

1. Resident Program

The resident courses, particularly in the Executive Fire Officer and Command and Staff training programs are directed mainly towards fire service personnel with the rank of Battalion Chief and above and the field training courses are generally directed to personnel up to and including company officers. As the name implies, the Fire Service Technical Specialist Program is directed toward specialized needs such as those involving training, hazardous materials, arson, etc. The courses are taught by an adjunct faculty which is selected on a competitive basis from a list of previously qualified experts. The average course offering is 2 weeks in duration.

During FY 1984, 3,833 students attended 163 course offerings, but 2,171 students were rejected for some of the FY 1984 courses because the class applied for was filled. Available statistics do not reveal how many of the rejected students were accepted at a later date.

2. Field Program

The field program is an outreach activity to deliver fire-related courses at the State and local level. The courses are short-term, intensive training sessions, between 12 and 14 hours in duration. They are usually conducted on weekends to accommodate volunteers and professionals who cannot attend weekday sessions. These courses, which are designed to supplement various State and local training programs, are developed from a programmed effort to determine the State and local needs.

NFA has a "pipeline" field course development process which includes pilot testing of the courses, train-the-trainer activity at NFA and then ultimately passing the course off to the States for use in their own training activities. Each year NFA furnishes the States with a list of 16 NFA-sponsored courses to be held during the fiscal year (4 courses being developed, 4 courses being tested,

and 8 courses fully developed). Generally, four courses are dropped from the NFA-offered curriculum (passed off to the States) each year and four new courses are introduced. The exact numbers are dependent upon a number of factors including the time it takes to develop and refine individual courses. The States pick from the available annual offerings and are responsible for scheduling the courses. NFA provides the adjunct instructor and the course materials. In FY 1984, 242 field courses were presented by NFA and 8,545 students (5,230 career and 3,315 volunteers) were trained.

To insure that there are properly-trained instructors available for the courses passed off to the States, NFA has a program of train-the-trainer. In FY 1984 there were 162 participants in the NFA train-the-trainer workshops at NETC who received the training necessary to instruct the three courses passed off to the States that year. Also during FY 1984, 1,139 separate courses of instruction pertaining to all courses previously "passed off" to the States were offered by State and local authorities and 26,787 (15,303 career and 11,484 volunteers) were trained. Currently, the NFA provides no assistance to the States for training sessions involving courses that have been "passed off." But, commencing in July 1985, NFA will provide the States with student course materials for these sessions. It is anticipated that about 100,000 student course packages will be supplied annually at a cost of \$1.20 each, or a total of \$120,000.

When the courses are fully developed, passed to the States, and no longer offered as part of the NFA curriculum, the course materials are then offered to the public, for a fee, through the National Audio Visual Center (NAVC), Washington, D.C. NAVC records reveal that instructor packages and student materials are available for 9 separate NFA training courses and from May 1, 1982 to September 30, 1984, a total of 1,639 separate items were sold at prices ranging from \$190 for the instruction package for "Hazardous Materials: The Pesticide Challenge," to a low of \$6 for the student material for "Recognizing and Identifying Hazardous Materials."

3. Campus Weekend Educational Opportunities and State Weekend Program

NFA field courses are offered on selected weekends at NETC. These weekend courses provide students additional opportunities to visit the campus and participate in NFA courses. In addition to general campus weekend educational opportunities, there are also on-campus weekends set aside for fire and rescue personnel from specific States. The State fire training system requests and sponsors the weekend, identifies the courses, and recruits and selects the students. NFA hosts the weekend and delivers the selected courses. As with other training activities offered at NETC, the students receive lodging, tuition and course materials at no cost. There is a minimal charge for meals.

During FY 1984 there were 12 weekend educational opportunities and 9 State weekend programs. A total of 1,652 students participated in the two programs.

4. Open Learning Fire Service Program

This program is an educational project of the International Association of Fire Fighters (IAFF) that is funded by NFA. Through this program 10 separate colleges and universities, each serving a four or five State area, deliver a core curriculum of independent study fire service related courses as part of their Bachelor's Degree programs. The student has the option of taking individual fire courses or pursuing a planned degree-oriented curriculum. The emphasis is on independent study with no classroom attendance required. The student purchases, at his own expense, a self-contained instructional package from the college or university. Faculty-student contact is provided by mail and telephone and the student takes proctored exams at "convenient" locations.

The open learning program originated in 1978 with a feasibility study conducted by IAFF and IAFF has handled the program ever since. From FY 1978 to FY 1982 funds were given to IAFF as grants and in FY 1983 and FY 1984 they were conveyed by cooperative agreements as follows:

FY 1978	\$ 157,032
FY 1979	482,256
FY 1980	407,376
FY 1981	325,678
FY 1982	325,000
FY 1983	464,466
FY 1984	<u>300,000</u>
Total	\$2,461,808

The FY 1985 agreement is a cost sharing agreement which commits FEMA to \$310,000 as its share and IAFF to \$3,500 as its share.

As a result of FEMA funding, IAFF has developed a number of required course materials which have been copyrighted and are sold to the students through the participating colleges and universities. Royalties from the sale of these materials are paid to IAFF and are supposed to be used in furtherance of the program. The development of the core curriculum for this program was completed in FY 1984 and there are now 12 fire service-related courses available.

The following are the number of yearly enrollments in the open learning fire service related courses:

FY 1980	578
FY 1981	674
FY 1982	1,115
FY 1983	1,150
FY 1984	<u>1,330</u>
Total	4,847

The stated purpose of this project was to provide degree opportunities to fire service personnel; however, through FY 1984, only 67 persons had received bachelor degrees and it was expected that an additional 13 persons would receive degrees in January 1985 for a total to date of 80.

This has been an expensive program. The Federal Government has provided \$2,461,808 for 4,847 course enrollments through FY 1984 or an average of \$508 per course enrollment. FEMA officials advise that even though the 12 core courses have now been developed, they expect to continue funding this project at about \$300,000 per year to provide for revising and updating courses and textbooks. Considering only this level of funding and the FY 1984 enrollment of 1,330, the average cost to the U.S. Government would be \$225 per course enrollment. The Federal funding is merely for course development and program administration. It does not supplant the costs which the student must pay for the texts, course guides, and related material (all developed at Government expense), nor the usual course fees charged by the participating institutions.

E. Emergency Management Institute (EMI)

The goal of EMI is to improve emergency management practices in communities throughout the United States. It serves the emergency training needs of local, State, and Federal officials, managers in the private economic sector, professional and volunteer organizations, and the general public. EMI seeks, within the Integrated Emergency Management System philosophy, to expand its audience to reach all of those who must plan for, and together respond to emergencies; to train managers to manage emergencies; and to provide a realistic scenario-based, practical exercise-oriented training environment.

EMI's curriculum is divided into resident and field programs.

1. Resident Program

The courses offered on the NETC campus are distributed among three curricula:

Executive Programs - cover generic emergency management concepts and skills including a professional development series for members of the emergency management team.

Technical Programs - cover areas of preparedness, response, recovery, and mitigation in courses dealing with the national preparedness system, operational aspects of emergency management and specific natural, chemical, and radiological hazards.

Comprehensive Emergency Management Curriculum - courses in this program are working laboratories that enhance problem-solving skills and performance in high stress emergency situations. The importance of team work is emphasized, students include elected and appointed government officials, emergency managers, and operation staff of local and State governments. Classes must contain the proper mix of each type of official and the classes are offered in a generic version or designed specifically for a class consisting entirely of personnel from the same community.

EMI resident courses vary in length from 2 1/2 days to 2 weeks but, the preponderance are a week or less. Courses are taught by an adjunct faculty but there have been a number of complaints made by students and other State and local emergency managers that more courses should be presented by a resident FEMA-employed faculty. It is felt that such a faculty would be more in tune with existing Federal policies and priorities which directly affect the State and local constituency.

During FY 1984, 3,490 students attended 85 course offerings, but 248 students were rejected for some of the FY 1984 courses because the class applied for was filled. However, available statistics do not reveal how many of the rejected students were accepted at a later date.

2. Field Program

The EMI field training program is designed to replicate to a large degree the resident courses developed by EMI at NETC. The field training programs are funded by FEMA through the mechanism of comprehensive cooperative agreements with the States. Under the FY 1985 agreements, the States are expected to spend 80 percent of the emergency management training funds on 21 separate FEMA-developed course selections which constitute the standard curriculum, the remaining 20 percent may be used on 12 other specialized courses, at the discretion of the State. Instructors are selected by the States from among those previously qualified by successfully completing an EMI course or its equivalent in instructional techniques and the appropriate EMI train-the-trainer course in which qualification is sought. Their compensation is paid by the State from the funds allocated under the comprehensive cooperative agreement.

During FY 1984, a total of \$7.397 million was budgeted for the EMI field training programs. The States were allocated \$6.3 million and \$700,000 was equally distributed to the FEMA regional offices to audit, negotiate, administer, and evaluate the training programs. The remainder was retained for developing

or delivering other field training. Preliminary data reveals that for the first 3 quarters of FY 1984, there were 79,278 participants in 2,661 State offered training sessions sponsored by EMI.

3. Self-Directed Study

Three "correspondence courses" are currently available: Emergency Program Managers; Emergency Management, USA; and Radiological Monitoring. These courses are available to the general public as well as the emergency management community and are recommended for use prior to taking resident and field courses. They were developed by EMI and EMI insures that course texts, enrollment brochures, etc., are available. But, the courses themselves are handled as part of the field program and the various State training officers are responsible for enrollment, test score grading, maintenance of administrative records, etc.

4. Exercise Assistance Program

This program, originated in 1983, is designed to increase the number of high stress, real-time, locally conducted emergency exercises. FEMA's goal is to assist States to insure that every county and most metropolitan areas annually conduct nine multi-agency exercises under a legally constituted emergency management system. It is expected that these exercises include scenarios related to hospital certification, hazardous materials, severe weather, and national security. Federal funds provided by FEMA through the comprehensive cooperative agreement with each State may be used to pay the salary and benefits of an "Exercise Training Officer" to plan and administer the program in the State. Of the \$7.397 million budgeted for EMI field training in FY 1984, \$1.4 million was allocated for the exercise assistance program.

F. Senior Executive Policy Center (SEPC)

The SEPC, established in 1983, is described as "a forum where leaders in business, industry, government, and the professions discuss issues in emergency management that are national in scope. * * * [T]he center conducts conferences and seminars that create an opportunity for leaders in their field to focus discussion on managing emergencies in the most effective ways."

The work of the center is directed by the Office of Programs and Academics, NETC, separately from EMI and its activities have been sporadic. During FY 1984, 22 separate offerings involving 11 different subject matters and attended by 559 persons were held under the aegis of SEPC. However, only 9 of these sessions attended by 291 persons were held at the NETC campus. The others were off-campus programs. The National Emergency Management Association, an association of State emergency managers, at its September 1984 conference passed a resolution critical of the lack of coordination between the Senior Executive Policy Center

and EMI which resulted in the State directors being unaware of important deliberations at NETC and the participants from their respective States.

G. Curriculum Evaluations

NFA and EMI have in-depth course development procedures including curriculum advisory committees, and in the case of the NFA, a board of visitors, made up of State, local, and industry representatives. It appears that for the most part, with the possible exception of the Senior Executive Policy Center offerings, the courses are based on needs as they are perceived by FEMA in consultation with the respective advisory groups.

Officials of NFA and EMI continually receive feedback concerning their training programs and courses through their routine contacts with interested parties among State and local government officials, industry representatives, students, and particularly government officials who have benefited from NETC presentations. Also, the NFA and EMI have routinely collected student evaluations of courses and instructors which are recorded and analyzed. However, to date, there has been no uniform NETC-wide procedure for collecting, storing, and analyzing this data and no system by which the long-range effectiveness of the training could be gauged with any degree of certainty.

In response to the concerns of the Committee expressed at the FY 1984 and FY 1985 FEMA budget hearings, the Office of Programs and Academics at NETC was assigned the responsibility to develop a program to measure the effectiveness of all training programs offered by NFA and EMI at NETC and in the field. During FY 1984, a pilot program was designed and as of December 1984 data had been collected from 133 EMI course offerings given in the field by the States where 2,771 students were trained. Although not fully developed, this pilot program demonstrates promise of being able to accumulate, store, and analyze computer-based evaluation data from critiques furnished by students, faculty, and FEMA observers.

NETC is also developing techniques to measure the long-range impact of its training by collecting data from students at a later date. Long-term impact data collection and computer-based storage methods for six field delivery courses in the EMI Professional Development Series have been developed and it is anticipated that during FY 1985 the project will be expanded to include an additional six resident EMI courses, and six field and six resident NFA courses. NETC will then have long-term impact evaluation capabilities for 24 separate courses and should have a data base sufficient to provide some meaningful analyses and trends. As evaluation techniques are still under development and the data collected is limited, it is too soon to judge the usefulness or effectiveness of these methods. After the systems involving the 24 courses are tested, a better and more valid analysis will be possible.

III. NETC-WESTA. Premise

FEMA decided to establish a western training center on the site of the former Stewart Indian School at Carson City, Nevada and in FY 1985 the Congress thus far has appropriated \$3.2 million for this purpose. FEMA based its need to expand primarily on its perception that it must reach a broader and, therefore, larger audience of persons involved in providing emergency management services; and on the fact that qualified students were being rejected from some courses at NETC because the classes were filled. After screening several potential sites FEMA decided upon the Stewart Indian School.

B. Campus and Facilities

The Stewart Indian School was established in the late 1800's. In 1979 more than 400 students were enrolled, but in 1980 use of the facilities as a school was discontinued and the facility was vacated. Title to approximately 50 acres encompassing most of the campus and the main buildings was transferred to the State of Nevada in 1982. About 60 acres surrounding the Nevada tract consisting of other secondary campus buildings, a number of cottages, and athletic fields remain under the control of the U.S. Government and are administered by the General Services Administration.

It is the 50 acres belonging to the State of Nevada that FEMA intends to use as NETC-West. Figure 3 (following page) depicts the NETC-West site within the surrounding GSA controlled lands. Figure 4 is an enlargement of the NETC site itself. There are 39 separate buildings within the boundaries of the proposed NETC-West site. Figure 5 shows the date of construction, floor area, and the prior use for each building. The building numbers correspond to those shown in Figures 3 and 4.

Two reasons were given for discontinuation of the school in 1980. First, a study commissioned by the U.S. Bureau of Indian Affairs (BIA) concluded that all but three of the masonry buildings on the campus were "earthquake prone," and second, an economy move based on a Presidential directive to implement economy measures. In the survey sponsored by BIA, the consultants, in their building-by-building analysis, listed all unreinforced stone masonry buildings (combination wood-masonry construction) as being unsafe. This includes most of the buildings at the NETCWest site. The consultants found the Nunez dormitory (Building 107), the new gymnasium (Building 160), and the school building (Building 17) as being safe because of their masonry-concrete-steel construction.

FIGURE 4

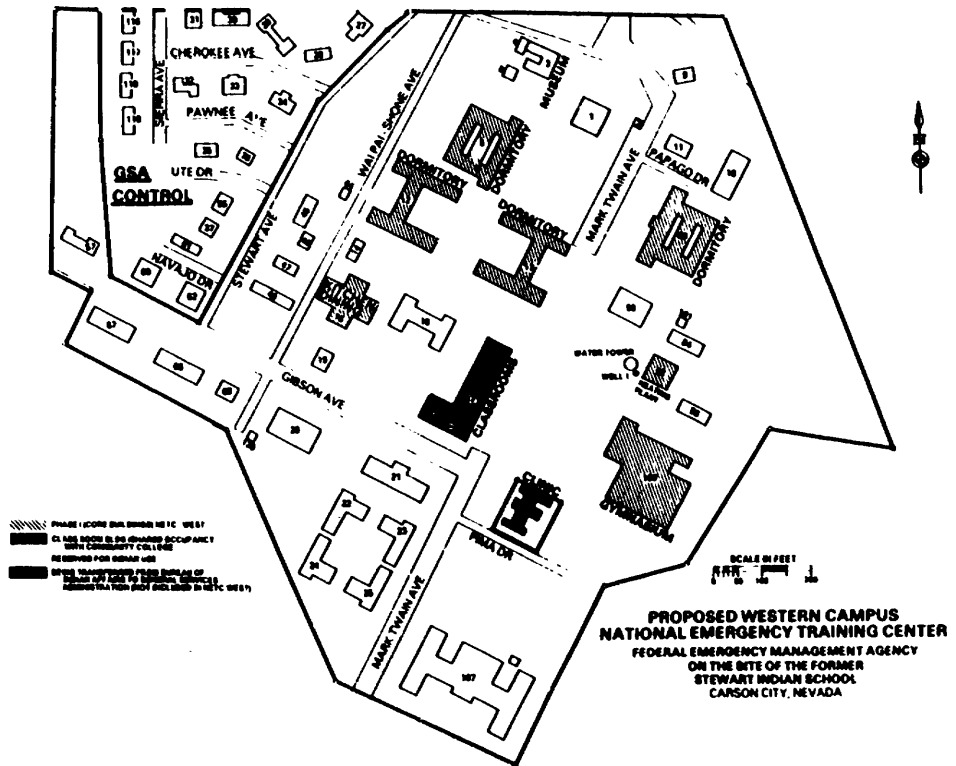


FIGURE 5

Buildings Located Within the Boundary of
NETC-West, Carson City, Nevada

<u>Building Number</u>	<u>Indian School Use</u>	<u>Year of Construction</u>	<u>Square Feet</u>
1	Store	1923	5,602
2	Old Post Office	1926	362
3	Cottage (Museum)	1930	5,917
4	Office	1938	662
6	Dormitory	1930	18,743
8	Storage	1930	720
9	Cottage	1939	2,222
11	Cottage	1925	1,182
12	Dormitory	1941	14,572
13	Dormitory	1941	14,572
14	Cottage	1939	1,430
15	Kitchen/Dining	1923	1,444
16	Dormitory	1942	8,416
17	School	1964	41,826
18	Office	1936	3,700
19	Post Office	Unknown	1,646
20	Gymnasium	1938	11,933
21	Dormitory	1937	8,662
22	Dormitory	1937	6,396
23	Dormitory	1937	6,396
24	Dormitory	1937	6,396
25	Dormitory	1937	6,396
44	Quarters	1937	650
45	Music Building	1930	2,373
46	Unknown	Unknown	Unknown
47	Unknown	Unknown	Unknown
48	Unknown	Unknown	Unknown
57	Unknown	Unknown	Unknown
67	Quarters	1939	4,862
68	Unknown	Unknown	Unknown
84	Shop	1931	4,581
89	Administration	1931	17,545
90	Auditorium	1925	5,857
92	Heating Plant	1924	3,825
96	Storage	1940	2,710
101	Water Treatment	Unknown	Unknown
107	Dormitory	1963	32,832
160	Gymnasium	1973	37,150
	Clinic	Unknown	Unknown

Officials of the Nevada Department of Public Service, the current custodian of the site, discount the findings of the BIA survey. They advise most of the buildings on the site are not true stone structures. They are merely a stone facade covering wooden frame construction and, therefore, are not "earthquake prone." The Nevada officials do agree that the "old gymnasium" (Building 20) and the auditorium (Building 90) are unsafe. Both are multi-story stone structures. In addition, Building 1, currently reserved for Indian use, is also considered to be unsafe because of visual structural cracks. Apparently, the structural integrity of the questionable buildings will remain in doubt until architectural and engineering (A & E) design studies financed by FEMA are completed for each building in preparation for its renovation.

Disuse of the Stewart Indian School buildings since 1980 has allowed the buildings to deteriorate and some have been vandalized. Many seem, from visual observation, to be in need of extensive repairs and rehabilitation. This observation applies not only to the buildings within the boundary of the proposed site, but also to the other former Stewart Indian School buildings contiguous to the site, but beyond the control of the State of Nevada and FEMA. There are three other buildings that would be beyond the control of FEMA which are located within the perimeters of the proposed site: Buildings 1 and 3, located at one of the main entrances to the core campus, are reserved by agreement for Indian use (see Figures 3 and 4). Building 1 is vacant and not structurally suitable for occupancy. Building 3 is currently in use as an American Indian museum. The third building is the clinic which, until recently, was operated and controlled by the Indian Health Service. Its current and future status is uncertain.

FEMA has advised that it intends to renovate the site in stages. Phase I involves renovating and preparing for occupancy a core group of buildings that allow NETC-West to train 2,200 resident students per year. The following buildings are included in Phase I: dormitories 6, 12, 13 and 89; kitchen-dining, Building 15; classroom, Building 17; and heating plant, Building 92. The gymnasium, Building 160, is part of the Phase I project but it is assumed by FEMA that the gymnasium will be usable by merely cleaning it up and that no substantial renovation will be necessary. It should be noted that the State of Nevada has at its own expense renovated the classroom building, No. 17, and that 6 to 8 of the classrooms on the first floor of the building have been committed for use by the local community college and it is expected that the college will be in session there sometime during calendar year 1985. FEMA will, therefore, be sharing their classroom building.

The Investigative Staff is uncertain as to what FEMA intends to do with the buildings on the site not included in Phase I. If FEMA intends to negotiate the acquisition of the entire site with the State of Nevada there will be an immediate need to at

least stabilize all of the other buildings and possibly demolish some. If, on the other hand, FEMA does not intend to reserve all of the buildings for its later use, it will then have no control over the future development and use of a variety of buildings interspersed among the NETC-West campus. Even if FEMA acquires the whole site it will not have control over the surrounding 60 acres and their ultimate development unless FEMA intends to expand its interests even farther.

C. Curriculum

FEMA officials have previously stated they plan to offer 77 courses to 2,300 resident students and 10 weekend educational opportunities to 900 students annually at NETC-West. Based on experience at the NETC facility at Emmitsburg, Maryland, this goal can be reached by planning dormitory and classroom space just for the 2,300 resident students. The 900 weekend students can be handled in the same facilities by proper scheduling of weekend activities when the dormitories have regularly scheduled vacancies. In this regard, it should be noted that the weekend opportunity sessions are supplementary to the regular field training program of the NFA and could be held at some other appropriate off-campus location, if necessary. To plan for or expand a facility just to accommodate weekend educational opportunity trainees would be extravagant. Therefore, in considering the design of a curriculum and the necessary facilities, the goal of 2,300 resident students should be the controlling element and the 900 weekend trainees should not be a significant consideration.

Of the 3,200 students (including 900 weekend trainees) to be trained annually, FEMA estimates that some 1,300 students will attend emergency management courses. Some 1,900 will attend fire control and prevention oriented courses including 900 weekend students in the fire related courses. In this regard, the NFA plans to offer only courses which are currently offered at NETC-East within the Fire Service Technical Specialist Program and within the Command and Staff Program pertaining to mid-level fire officers. NFA does not plan to offer "train-the-trainer" courses at NETC-West. For the most part EMI courses offered at NETC-West will replicate those given at NETC-East.

No unique training courses are planned for presentation at NETC-West by either NFA or EMI. Any course offered at NETC-West will also be offered at NETC-East, but not all courses offered at NETC-East will be offered at NETC-West. The courses at NETC-West will be taught by an adjunct faculty, the same as at NETC-East. Course and curriculum development, as well as major training policy and administrative activities, will remain at NETC-East which will continue to be the primary learning center.

D. Cost Projections

Nevada authorities preliminarily have estimated the renovations of the core, Phase I, buildings required by FEMA will cost approximately \$3,315,000. The final estimate will be dependent upon A&E plans and specifications to be prepared for each building. On December 6, 1984, FEMA entered into an agreement with the State of Nevada to provide the necessary A&E services for the Phase I buildings for which FEMA agreed to pay up to \$123,700. These are the only funds known to have been committed to date for NETC-West. The FEMA requisition and commitment form pertaining to this expenditure states in part, "This is to provide A&E services to refurbish the Stewart Indian School under a cooperative arrangement with the State of Nevada as preparation for further cooperative arrangements for a jointly operated NETC-West." Other FEMA documents reviewed by the Investigative Staff reveal that FEMA and the State of Nevada contemplate that the Stewart Indian School will be leased for a base period of 50 years with two 20-year option periods and FEMA contemplates having the State contract to refurbish the buildings for which FEMA will then reimburse the State for the costs incurred.

FEMA has previously advised the Committee informally that it plans to occupy 16 of the buildings on this site representing 206,840 sq. ft. of space and that an estimated 2,200 resident students will attend the campus on an annual basis. FEMA has estimated that with regard to the planned 16 buildings that "rehabilitation, new construction, demolition, and interior renovation of the facility will cost \$8,232,805 and \$1,730,200 for site improvement," for a total of \$9,963,005.

Initially FEMA officials believed the State of Nevada was offering the Stewart Indian School site to FEMA for an annual fee of \$72,000 and this figure was used at the FY 1985 FEMA budget hearings. Subsequently, FEMA learned the State of Nevada intended their fee, which included the costs of security, ground maintenance, refuse removal, and utilities, to be \$72,394 per month (\$868,728 per year). It appears there may still be a lack of agreement on the lease but FEMA has estimated the FY 1986 costs for NETC-West as follows:

Building Renovations	\$1,235,010
Rental	99,010*
Security	200,000
Linen Service	20,000
Housekeeping	175,000
Building Maintenance	232,000
Grounds Maintenance	35,000
Equipment Maintenance	20,000
Refuse Removal	8,000
Medical Services	24,000
Transport System	30,000
Student Services	76,000
Telephone Use	50,000
Utilities	220,000
Facilities Equipment	25,000
Administrative Supplies	139,000
Student Supplies	35,000
Staff Costs	<u>542,000</u>
Total FY 1986 Costs	\$3,165,000

* The lease amount continues to be in doubt but is represented as being based on a quotation from Nevada for only the square footage of the buildings occupied.

FEMA has prepared an NETC-West 5-year plan and annual cost estimates as follows:

<u>Fiscal Year</u>	<u>Total Operating and Renovation Costs</u>	<u>No. of Student Graduates</u>
1985	\$ 3,165,000	320
1986	3,165,000	3,200
1987	3,360,000	3,200
1988	3,528,000	3,200
1989	3,704,000	3,200
1990	<u>3,890,000</u>	<u>3,200</u>
Total	\$20,812,000	16,320

On this basis the average cost will be \$1,275 per student graduate. This figure and the above cost estimates do not include student stipends for round trip transportation costs.

It is apparent that the Phase I buildings are by themselves adequate to train the desired 2,300 resident students and 900 weekend students per year. The dormitories, Buildings 6, 12, 13 and 89 contain a total of 120 separate dormitory rooms, and FEMA will have at least 14 classrooms, more than adequate to house and train 2,300 resident students per year. Therefore, it would seem that FEMA intends to expand considerably beyond the goal of 2,300

students per year and ever increasing costs will result. In fact, the presence of unoccupied buildings on the campus will likely create pressures to grow, whether justified or not. One FEMA official advised that the Director of FEMA had wanted a staff of 50 at NETC-West and this may be an indication of the future course planned for NETC-West. However, according to the latest information available to the Investigative Staff, a staff of 10 is planned initially.

E. Considerations and Alternatives

The President's budget for FY 1986 reflects a decrease in FEMA's training activities in the amount of \$2 million "due to the elimination of student stipends for travel." Currently FEMA reimburses all of its resident students for their travel expenses to and from NETC. The only cost currently incurred by the students is a nominal \$11.00 per day for food. Eliminating the travel stipend may result in a reduction of the number of applicants to a level that may clearly show that NETC-West is not needed. It would seem to be prudent to monitor the effects of this policy change and reevaluate the need for NETC-West before additional sums are committed. Notwithstanding, there are economical alternatives to establishing an NETC-West. These include using the existing NETC campus and facilities to its optimum capacity and if it is not sufficient, to expand the existing campus as necessary.

1. Optimum Use of NETC-East

As set out previously in this report, the average weekly occupancy at NETC in FY 1984 was just 292, or 59.3 percent of capacity. At this level of effort 7,300 resident students attended the courses of EMI, NFA and the Senior Executive Policy Center. Increasing this level of activity by just 30 percent should accommodate an additional 2,200 students. This would raise the average occupancy rate to 379 or 89.3 percent. With some imaginative planning and scheduling, including curtailing the number of "down" weeks (7 in FY 1984), scheduling two short courses (2-3 days) per week instead of just one which is the usual case now, and perhaps scheduling the courses and training sessions to span a 6-day week instead of 5, it seems that this goal would be attainable.

2. Expand the Existing NETC Facility

FEMA's intent is to acquire and renovate 16 buildings (206,840 sq. ft.) at the NETC-West campus to train an additional 2,200 resident students per year. Establishing a separate campus requires that all of the auxiliary services and buildings must be provided, i.e., administrative offices, kitchen and dining facilities, health clinics, library, power plants, gymnasium, etc. All of these auxiliary services are already available at NETC in Emmitsburg, Maryland. If there is a legitimate need to expand,

the only facilities not currently available at NETC are the additional classrooms and dormitory rooms necessary to accommodate an additional 2,200 resident students per year.

After consulting with knowledgeable persons from within and outside FEMA, it was determined that FEMA should be able to train an additional 2,200 students with 4 additional classrooms accommodating at least 25-30 persons, 4 "break" rooms accommodating 10-12 persons and 100 dormitory rooms each with bath. (If all courses were 2 weeks long, it would take just 44 weeks to train an additional 2,200 students but, many of the courses are shorter, so the facilities would actually accommodate more than 2,200 students.)

The Investigative Staff contacted officials of the General Services Administration, Washington, D.C.; the Davis Construction Company, La Plata, Maryland; and the Callas Construction Company, Hagerstown, Maryland. Each was asked to advise as to the size of a three story brick building that would be necessary to provide the above listed dormitory and classroom requirements and to estimate the cost of its construction at the current NETC site at Emmitsburg. All of the officials were acquainted with NETC and its buildings and the two construction companies have worked in the Emmitsburg area and have experience in building school buildings, dormitories, and similar structures. Their responses were as follows:

	<u>Sq. Ft. Needed</u>	<u>Cost Per Sq. Ft.</u>	<u>Total Cost</u>
General Services Admin.	31,000	\$80	\$2.48 million
Davis Construction	34,800	55	1.91 million
Callas Construction	30,000	50	1.50 million

GSA pointed out that A&E fees probably would be about 15 percent or \$372,000 making the highest total estimate, \$2.48 million plus \$.37 million or \$2.85 million. It should be noted that the estimators for both Davis and Callas advised they had recently built motels of very nearly the same dimensions and they felt very comfortable with their cost estimates.

Therefore, it appears that \$2.85 million would be the maximum cost of expanding NETC-East to accommodate another 2,200 students per year. This compares favorably with the nearly \$10 million FEMA has estimated it will cost to renovate NETC-West and to the \$3.3 million FEMA estimates it will cost just to renovate the Phase I buildings. Of course, any additional operating and maintenance costs that would ensue by expanding NETC-East would be substantially less than the estimated \$1.7 million for NETC-West by virtue of the difference in scale of additional services needed and the fact that many are already available.

The difference in travel fares to NETA-East from western cities is not sufficiently greater than the fares to NETA-West as to be a compelling reason to establish NETA-West. The Investigative Staff made a survey of round trip air fares from 20 representative cities west of the Mississippi River to Reno, Nevada (nearest major airport to NETA-West) and compared them with fares for round-trip travel from the same cities to Washington, DC (see Figure 6). The average round-trip fare to Reno, Nevada, was \$297.10 compared to \$310.60 to Washington, DC, for an average difference of just \$13.50.

FIGURE 6

Air Fares From Representative Cities
West of the Mississippi River
as of January 10, 1985

<u>From</u>	<u>To Washington, DC and Return</u>	<u>To Reno, NV and Return</u>
Albuquerque, NM	\$140.00	\$270.00
Billings, MT	440.00	330.00
Bismarck, ND	450.00	400.00
Boise, ID	350.00	350.00
Cheyenne, WY	310.00	270.00
Dallas, TX	228.00	340.00
Denver, CO	248.00	270.00
Kansas City, KS	190.00	390.00
Los Angeles, CA	280.00	118.00
Minneapolis, MN	278.00	320.00
Oklahoma City, OK	296.00	420.00
Omaha, NE	258.00	370.00
Phoenix, AZ	298.00	158.00
Portland, OR	430.00	150.00
Rapid City, SD	400.00	390.00
Salt Lake City, UT	350.00	252.00
San Antonio, TX	238.00	696.00
San Diego, CA	410.00	188.00
San Francisco, CA	270.00	90.00
Seattle, WA	348.00	170.00
 Average Fare:	 310.60	 297.10

Note:

Fares obtained from the Federal Travel Directory, GSA, dated January 1985 for U.S. Government contract routes. Others are cheapest scheduled air fares for Government employees obtained from the Combined Airline Ticket Office (CATO).

IV. CONTRACT MANAGEMENT AND FISCAL CONTROLS AT NETC**A. Major Service Contracts**

Three of the more significant contracts at NETC are the ones that provide food service, Servomation Corporation; and academic support services, Triton Corporation and IMR Systems Corporation.

1. Servomation Corporation

In July 1984 FEMA's Inspector General performed an interim audit of the contract with the Servomation Corporation, a Connecticut-headquartered corporation doing business in the State of Maryland. This audit was conducted in response to a referral from GAO that NETC food service profits were used by the then Associate Director in charge of NETC for questionable purposes.

According to the contract, the Servomation Corporation is required to provide personnel, food, and supplies to operate a full service cafeteria facility at NETC at no cost to the Federal Government and Servomation is allowed to retain 7.5 percent of net sales as their fee. The contract also stipulated that profits above the 7.5 percent would be " * * * put back into the food service program." The Inspector General's audit ascertained that "contract profits of \$55,058 were used to purchase equipment and other items. This was contrary to Federal law; such funds should have been deposited into the U.S. Treasury." FEMA's Office of General Counsel rendered a legal opinion that all excess profits generated under the contract should be turned over to the U.S. Treasury.

It was ascertained that from the inception of the contract on October 30, 1982, to May 9, 1984, the Servomation Corporation's financial operating statements showed that NETC had earned \$92,970 in excess profits under the contract and that \$55,058 of the profits were expended for kitchen and dining equipment and for special NETC functions. The FEMA Inspector General recommended that the Associate Director of NETC cease the practice of using contract profits to pay for special events, for the acquisition of equipment, and for other unauthorized purposes. Also, he recommended that the Servomation Corporation be instructed to submit the balance of all profits (\$92,970 as of May 9, 1984) for deposit in the U.S. Treasury even though \$55,058 had been spent for equipment.

A review of the contract file by the Investigative Staff revealed that the service contract has had nine modifications from October 1982 through February 1985. Significantly, Modification 2, dated November 18, 1982, stipulated that the Servomation Corporation should put back into the food service program any excess profit beyond 7.5 percent, but the Inspector General

questioned the propriety of this procedure. Modification 5, dated February 9, 1984, designated the Deputy Associate Director of NETC as the project officer of the contract. Subsequent to the Inspector General's audit, Modification 6, dated August 7, 1984, designated that all profits in excess of 7.5 percent shall be deposited into the General Fund of the U.S. Treasury and a check for such funds should be submitted on a quarterly basis. Modification 7, dated August 27, 1984, designated another individual to replace the Deputy Associate Director as project officer of the contract. The period of performance of the contract was extended to September 30, 1985, by Modification 8.

A meeting was held on October 16, 1984, between NETC procurement personnel and officials of the Servomation Corporation. There was a discussion that in the future all profits in excess of 7.5 percent should be submitted by check on a quarterly basis to the General Fund of the U.S. Treasury and that Servomation would furnish financial reports for the prior period of November 1982 to September 1984 for which Servomation was to submit two checks to the U.S. Treasury covering the excess profits.

The Servomation Corporation submitted a letter dated October 25, 1984, to NETC enclosing the required financial reports indicating the corporation had excess profit of \$66,404 for the period of November 1982 to September 1983. Expenditures amounting to \$54,696.75 for the purchase of equipment, services, food services and adjustments were deducted from the excess profits. Documentation submitted with the financial statements indicated the deducted expenditures had been approved by the project officer. The deducted "food service" expenditures were listed as follows:

<u>Food Service</u>	<u>Amount</u>
11/82 - 9/83	\$1,253.56
Ford's Visit (10/7/83) and Fallen Firefighter Memorial (10/15/83)	2,823.75
Champagne Reception (1/15/84)	2,464.00
NETC Special Function (4/30/84)	1,200.00
NETC Special Function (6/14/84)	<u>337.75</u>
Total	\$8,079.06

These food service items totalling \$8,079.06 were deducted from the excess profits owed to the U.S. Government and, therefore, were, in effect, paid for improperly from U.S. Government funds. The corporation deducted the amount of expenditures (\$54,696.75) from the total amount of excess profit (\$66,404) leaving a balance of \$11,707.25 which was owed to the U.S. Treasury.

The Servomation Corporation also furnished with their letter of October 25, 1984, a financial report which listed \$39,272 as excess profits for the period of October 1983 through September 1984. Two checks were submitted, one for \$11,707.25 for the period November 1982 through September 1983, and the other for \$39,272 covering the period October 1983 through September 1984, both made payable to the U.S. Treasury for a total of \$50,979.25.

At the time these checks were furnished to FEMA headquarters on November 1, 1984, for transmittal to the U.S. Treasury, the Procurement Branch of NETC requested that the Office of the Inspector General of FEMA conduct a complete audit of the Servomation Corporation contract. To date no audit has been conducted.

2. Triton Corporation

The Triton Corporation has had a series of contracts with FEMA, by which Triton provides various educational support services for both the resident and field programs at NETC. These services include providing expert instruction by associate faculty, classroom preparation, preparation of instructor and student materials, and a variety of tasks such as identifying and recruiting associate faculty. All of the contracts with Triton, at least four in FY 1984, were awarded on a noncompetitive basis under the authority of Section 8(a) of the Small Business Act, which gives preference to minority businesses. In FY 1984 FEMA paid Triton \$3,975,229 for services rendered and \$93,809 so far in FY 1985. The Triton contract is handled by the Office of Acquisition Management at FEMA headquarters and not at NETC.

The FEMA Inspector General recently conducted a preliminary audit of the Triton Corporation. His findings have been the subject matter of hearings before the Investigations and Oversight Subcommittee of the House Science and Technology Committee and also the subject matter of media accounts. The following are some of the findings:

- Improper claim, as direct cost, for nominal conference expenses connected with the Director's trips to Brussels, Belgium, and Mexico City, Mexico.
- Improper claim of \$2,082.78 for a 2 hour open bar in connection with conference expenses incurred at the Fire Conference held at the Capitol Hill Holiday Inn on November 30, 1983.
- Improper claim for luncheon and conference to cover \$2,000 for tickets to \$250-a-plate fund raising political reception at the Capitol Hill Club on February 23, 1984, attended by the Director of FEMA and his wife and the then Associate Director of the

Training and Fire Programs and his wife. A Triton official has been quoted in the press as stating this billing was inadvertent and once discovered was immediately corrected.

- Improper claim for \$1,200 for the Director and the then Associate Director and their wives and Triton Corporation executives to attend a \$125-a-plate political reception on March 2, 1984, sponsored by the American Conservative Union and Young Americans for Freedom.
- Improper charges for overhead and cost overruns.
- Improper subcontracting without proper FEMA authority.
- Improper billing for consultant services.

3. IMR Systems Corporation (IMR)

IMR also has had a series of contracts with FEMA which include those to provide support services for course development and instructional design, evaluation assistance, editorial support services, policy planning and analysis, course management services, and administrative services. All of the contracts, at least 9 in FY 1984, were awarded as noncompetitive under Section 8(a) of the Small Business Act which gives preference to minority businesses. In FY 1984 FEMA paid IMR in excess of \$4,579,555 and \$57,285 thus far in FY 1985 for services rendered. The IMR contract is also handled by the Acquisition Management Office at FEMA headquarters instead of at NETC.

The FEMA Inspector General has also conducted a preliminary audit of IMR. His findings have also been included in the subject matter of the above-mentioned hearings before the Investigations and Oversight Subcommittee and in press accounts. Among the findings were:

- Evidence that IMR submitted claims for salary payments for a person who was providing personal services, i.e., addressing Christmas cards and making wedding arrangements, for the then Associate Director in charge of NETC.
- Improprieties in contract billing. IMR claimed certain costs two, three, and four times and there were serious improprieties with charges IMR made for overhead.
- IMR has a poor cash flow position and an inadequate accounting system.
- IMR performed and was paid for work prior to written contracts or task orders.

4. Current Status

After the Inspector General's preliminary audits of Triton and IMR in October 1984, a notice of intent to solicit bids for the services rendered by IMR and Triton was published in the Commerce Business Daily on November 10, 1984, but as of February 1985 requests for proposals have not been published or solicited. However, acquisition personnel officials have advised that they expect new contracts to be awarded in July 1985. Despite the grievous nature of alleged improprieties, FEMA has continued to use the services of both Triton and IMR by extending their contracts on a month-by-month basis. In fact, knowledgeable officials have advised that NETC is so dependent upon Triton and IMR that if their services were cancelled abruptly, it is doubtful that the training activities at NETC could be continued at any where near the present level.

The Investigative Staff did not conduct independent inquiries concerning the allegations of improprieties as the files pertaining to Triton and IMR as well as the Inspector General's workpapers and findings have been referred to the U.S. Department of Justice for investigation and were not readily available.

B. Procurement Practices

1. Internal Reviews

In conjunction with a governmentwide program of eliminating fraud, waste, and abuse, FEMA identified the NETC procurement function as a logical area for review and analysis. Subsequently, a FEMA self-initiated internal control review of the contract and grant procurement activities of the Training and Fire Programs Directorate/NETC was conducted by an independent consultant in latter 1983. Results of this review, reported in December 1983, identified weaknesses in internal controls, some of which were:

- There was a high percentage of noncompetitive procurements and only a limited number of participants in the assistance programs.
- Contracts and grants awarded in the fourth quarter of the fiscal year substantially exceeded the average of the first three quarters.
- Inadequate financial monitoring of grant recipients.
- Inadequate segregation of functions as regards to contract negotiations and handling of Blanket Purchase Agreements (BPA's).

The review also revealed that of 45 new actions initiated by NETA in FY 1983 and processed by the Office of Acquisition Management at FEMA headquarters, one competitive contract was awarded, 12 noncompetitive contracts including 4 Section 8(a) contracts were awarded, and 32 assistance agreements (grants, cooperative agreements or interagency agreements) were awarded. Five members of the 14 member Joint Council of Fire Service Organizations received a total of 3 sole source contracts and 20 assistance awards largely to perform both ongoing programs and new FY 1983 program initiatives of the U.S. Fire Administration. One of the 5 members received 3 sole source contracts and 7 assistance awards. The review also pointed out that of the NETA contracts and grants awarded in FY 1983, 57.5 percent of the total funds obligated were awarded in the fourth quarter of the fiscal year which is not in strict compliance with the standards established by OMB and FEMA.

Several recommendations were made to remedy the identified weaknesses. Included among the recommendations were the following:

- The U.S. Fire Administration specifically should explore methods to maximize competitive procurement and expand participation in the assistance program.
- Improve advanced procurement planning to ensure future compliance with fourth quarter procurement standards.
- The Office of the Comptroller, Office of the Inspector General, and the Office of Acquisition Management should formulate and issue guidelines for the financial monitoring of grant recipients.
- Segregate duties within the area of contract negotiations and in the handling of BPA's to avoid the risks of having contracts negotiated with less than optimal terms and conditions.

The FEMA Office of Program Analysis and Evaluation at FEMA headquarters in August 1984 was requested to provide counsel and management assistance to the NETA staff involved in correcting weaknesses outlined in the internal control review reported in December 1983. It was indicated that some progress had been made by NETA in correcting the previously identified weaknesses and that the Program Analysis and Evaluation staff would conduct on-site reviews of progress and would meet with the NETA staff involved in correcting internal control weaknesses. Meetings were held in August 1984 and September 1984 at which time the weaknesses were discussed and a plan of action formulated to correct these weaknesses.

FEMA's Office of the Inspector General conducted a separate review in August 1984 of NETC procurement practices by requisitioners, contract administrators, and program monitors. The conclusion was reached that audits were needed to improve internal controls over the entire range of actions by program and acquisition personnel who request, administer, and monitor contracts. As of early 1985 there have not been any further audits of the procurement process at NETC by the FEMA Office of the Inspector General.

2. Corrective Actions

In response to the weaknesses and recommendations previously set forth, NETC has endeavored to improve its contract and grant procurement activities. The U.S. Fire Administration during FY 1984 undertook new efforts to increase participation of various groups and organizations in its programs. It has published Sources Sought Solicitation in the Commerce Business Daily, drafted a new 5-year plan to identify program needs and directions, and has had several new competitive procurements for large programs. Additionally, its staff has attended training on project development and management. It has established new procedures and internal controls to insure compliance with regulations on procurements as well as a full year procurement plan which is regularly reviewed and updated.

In order that NETC reduce and control wasteful year-end spending, it has developed a manual follow-up system which tracks the date on which each requisition is planned to be submitted. By better planning throughout the NETC and the use of this system, 85 percent of the Training and Fire Programs Directorate's budget was committed by the end of the third quarter of FY 1984.

In regards to the recommendation of segregation of functions to avoid the risks of having contracts negotiated with less than optimal terms and conditions, NETC instituted a procedure which requires each contract specialist to obtain approval of a pre-negotiated position prior to negotiating a contract. As for agreements with vendors, which set up charge accounts for either services or supplies purchased on a repetitive basis (BPA's), the project officer now initiates the funding request and justifies the need for services and supplies, but the procurement office handles the calls to the vendor and the receiving office verifies the receipt of supplies or services.

3. Current Activity

The Procurement Branch of NETC during FY 1984 processed requisitions and procurements totalling \$8,904,826. Of this amount, \$5,505,278 pertained to 80 separate contracts and assistance agreement actions as follows:

<u>Type</u>	<u>Number</u>	<u>Amount</u>	<u>Percentage</u>
Contracts:			
(modifications included)			
Sole Source	9	\$ 879,606	21
Competitive	30	2,239,276	51
Noncompetitive-- Section 8(a)	<u>24</u>	<u>1,193,354</u>	<u>28</u>
Subtotal	<u>63</u>	<u>\$4,312,236</u>	100
Assistance Agreements:			
Grants (Noncompetitive)	4	\$ 671,857	
Cooperative Agreements (Noncompetitive)	8	453,280	
Interagency Agreements	<u>5</u>	<u>67,905</u>	
Subtotal	<u>17</u>	<u>\$1,193,042</u>	
Total	<u>80</u>	<u>\$5,505,278</u>	

There were also 1,363 small purchase actions totalling \$3,399,548 including Blanket Purchase Agreements amounting to \$951,050; 578 NFA resident and field adjunct faculty orders totalling \$595,003, of which 90 orders were sole source totalling \$103,861, and 488 were competitive for a total of \$491,142.

Training at NETC is taught for the most part by an adjunct faculty procured as needed on a course-by-course basis. Procurement is handled differently for NFA than for EMI. The adjunct faculty procurement for NFA is handled by a purchase order through the NETC procurement office and only those highly qualified instructors are allowed in the bidding process. For an adjunct to be added to the list of qualified sources, the current process requires that NFA approve the proposed adjunct before this person can compete for the services.

In FY 1984, the EMI used 157 resident adjunct faculty for 313 class offerings in the resident programs. The total amount spent by EMI for adjunct faculty in FY 1984 was \$467,767.76. Only 30 faculty were obtained directly through the NETC procurement office for \$33,404.76. The remainder were procured by Triton and INR as part of existing contracts with those companies. During FY 1984, Triton was paid \$391,807 and INR \$42,556 for adjunct faculty. In selecting the EMI adjunct faculty, the decision for the selection and the acquiring of these individuals is left to the discretion of Triton and INR. The selections are then screened and approved by division heads at EMI.

The Investigative Staff examined a representative number of current contracts, grants, cooperative agreements, interagency agreements, and purchase orders which included Blanket Purchase Agreements and adjunct faculty orders. The examination of these transactions disclosed that the documentation called for by the Federal Acquisition Regulations and FEHA regulations and procedures were generally as required; however, the examination did not address the substantive aspects of these procurements.

V. MISCELLANEOUS MANAGEMENT AND PERSONNEL PRACTICES

A. Consultant and Expert Hiring Practices

During the tenure of the former Associate Director in charge of NETC, there was a pattern and practice of hiring consultants and experts (many of whom were alleged to be his friends and former military associates) in a manner that implied a willful disregard for the competitive hiring process.

A recent audit by the FEMA Inspector General revealed 13 of the 30 consultants/experts employed by NETC since January 1980 were subsequently converted to full-time employees. Separate inquiry by the Investigative Staff determined that although the number of consultants at NETC has been reduced to 2, there are currently 12 permanent employees at NETC who were hired as consultants and most of those continue to perform basically the same duties they did previously as consultants/experts.

The employment of consultants is controlled by the provisions of the Federal Personnel Manual. A consultant position is defined as one which primarily requires performance of advisory or consulting service, rather than the performance of operating functions. An expert is a person with excellent qualifications and a high degree of attainment in a professional, scientific, technical, or other fields. The Federal Personnel Manual states, "Examples of improper employment of an expert or a consultant are: to give a particular person temporary or intermittent appointment status in anticipation of a career-conditional appointment, to do a full-time continuous job, or to avoid competitive employment procedures."

Knowledgeable NETC staff members have advised that when the former Associate Director assumed his duties as head of the Training and Fire Programs Directorate, he was anxious to advance the Integrated Emergency Management System concept by developing training programs for a wide range of emergency service disciplines beyond the traditional emergency management personnel, i.e., medical, public works, etc. He expressed the opinion that the existing staff was not capable of accomplishing this objective expeditiously and wanted to avoid what he considered to be delays inherent in the normal hiring process. Therefore, he used the appointment of consultants/experts as an expeditious way to get the talent he felt would contribute to achieving his objectives. Later these people could be converted to permanent employees, and many of them were.

NETC is located within the geographical area covered by the Office of Personnel Management (OPM) office at Baltimore, Maryland, and FEMA headquarters is within the jurisdiction of the OPM office at Washington, DC. Positions that were filled by consultants were not advertised at NETC or FEMA headquarters, but were filled

through the Baltimore OPM office by naming the consultant desired, thus tending to conceal the available positions from other potential applicants within FEMA and seriously limiting the area of competition.

On an individual basis, the justification for hiring the consultant/expert at NETC may have been adequate, and all of the technical requirements may have been met, but the appearance of concealment, the unusual number of consultants converted to permanent positions, and the prior relationship that existed between many of them and the Associate Director suggests favoritism and cronyism as well as a disregard for competitive hiring procedures.

B. Reorganizations and Realignments

Since June 1981 FEMA has had 32 separate organizational changes involving virtually all FEMA employees at one time or another and many on several different occasions. Of these, FEMA considers only 8 to be "major reorganizations." They are as follows:

June 1981 - August 1981: Overall headquarters reorganizations to correct operational deficiencies cited by the transition task force and to establish FEMA "identity." This involved 1,700 employees.

October 1981 - Overall regional reorganization to establish functional compatibility with headquarters and streamline the regional structure. This involved 665 employees.

May 1982 - State and Local Programs and Support Directorate was reorganized to establish functionally-oriented branches. This involved 150 employees.

January 1983 - Established the Emergency Operations Unit, made the Office of the Comptroller a separate staff office, and realigned the U.S. Fire Administration under Training and Education Directorate (later renamed Training and Fire Directorate). This involved 800 employees.

July 1983 - Office of the Inspector General consolidated the regional audit functions into three district offices. This involved 10 employees.

October 1983 - Office of Security was divided into two divisions (Personnel Security and Operations Security). This involved 15 employees.

November 1983 - Resource Management and Administration Directorate was changed to eliminate a level of authority and elevate staff office functions. This involved 125 employees.

November 1983 - Emergency Operations was given directorate status in recognition of importance and expansion of the program. This involved 600 employees.

February 1984 - The Natural Hazards Programs Division was reconfigured in the State and Local Programs and Support Directorate by the transfer of the Flood Plain Management Program to the Federal Insurance Administration. This involved 75 employees.

In addition to the "major reorganizations" listed above, there have been a number of other realignments which, although perhaps minor individually, imply a state of turbulence within certain directorates. For example, there have been reorganizations or realignments involving the Natural Preparedness Directorate: in October 1981 involving 10 employees; in March 1982 involving 9 employees; in June 1982 involving 2 employees; in September 1982 involving 7 employees, and in October 1982 involving 105 employees. Similarly, there have been reorganizations or realignments involving the State and Local Programs and Support Directorate in May 1982 involving 150 persons (this was previously listed as a major reorganization); in December 1982 involving 17 employees; in February 1983 involving 60 employees; in September 1983 involving 75 employees; and in February 1984 involving 75 employees (this also was previously listed as a major reorganization).

C. Personnel Reassignments and Merit Pay

A large number of reorganizations resulting in employee reassignments and transfers can have an unsettling effect and adversely affect employee morale. In some cases, if management is not careful, they can adversely affect employee compensation, particularly merit pay and bonuses.

FEMA furnished the following summary of the number of personnel reassigned during each of the past 4 fiscal years as follows:

<u>Fiscal Year</u>	<u>Employees</u>
1981	10
1982	815
1983	554
1984	<u>313</u>
Total	1,692

Most of these reassignments resulted from the reorganizations and realignments previously mentioned in this report. A survey conducted by the FEMA personnel office reflected that there were only 19 directed reassignments of professional personnel (as differentiated from organizational realignments) from August 1983 to August 1984. In addition, during the same period, 5 employees retired subsequent to direct reassignment and one "left agency."

Untimely reassignments can have an adverse effect on employees eligible for bonuses and/or merit pay under the merit pay system. Employees in pay grades 13 through 15 in management positions are eligible for merit pay. The amount of merit pay is dependent upon the size of the "pool" in which the employee participates

and on his performance rating. As an example, the FEMA merit pay increases for FY 1984 were based on a formula of a 1 percent merit pay increase for a rating of "fully successful," 1.5 percent for "exceptional," and 3.0 percent for a rating of "outstanding." In addition, "bonuses" will be awarded (within the limits of 2 to 10 percent of salary) to those employees having "exceptional" ratings and above.

Employees who have been reassigned and not in their current assignment long enough to be rated receive an "unable to rate" performance appraisal. For merit pay purposes, an employee so rated is presumed to have a rating of "fully successful" and the merit pay is awarded on that basis. Such employees are precluded, however, from being considered for higher merit pay and bonuses which they might have been entitled to if they had remained in their prior assignment and had been rated "exceptional" or "outstanding."

In FY 1984, 110, or 22.7 percent of the 484 eligible FEMA headquarters personnel were effectively barred from receiving bonuses and the higher levels of merit pay increases because they received "unable to rate" performance appraisals. Of the 110, there were 12 in the Office of Executive Administration, 3 in the Office of Congressional Relations, 2 in the Office of General Counsel, 13 at NETC, 9 in the National Preparedness Program Directorate, 2 in the Federal Insurance Administration, 10 in the State and Local Programs and Support Directorate, and 58 in Emergency Operations and 1 in the Office of Inspector General.

There are several reasons that a person would be counted among those listed as "unable to rate," i.e., extended sick leave, entering on duty within 90 days of the end of the rating period, etc. FEMA records do not reveal, without a file-by-file search, the numbers of persons falling within each of these categories but knowledgeable FEMA personnel officials advised that the majority of those listed as "unable to rate" would be persons not under valid performance plans by virtue of reassignments or detail to unclassified positions.

Unresolved employee complaints about performance ratings are referred to an ad-hoc committee of three persons chaired by a representative of the Personnel Office for adjudication. In FY 1983 the ad hoc committee heard 13 cases; in 8 cases the ratings by the supervisor were sustained and in 5 cases the ratings were upgraded by the committee. Three of the cases involved "unable to rate" performance appraisals. In two of these the rating supervisor was required to give a rating and in the third the rating was sustained by the committee. In FY 1984 the committee heard 7 cases. They sustained the supervisors ratings in 4 cases and upgraded 3. There were 5 more cases pending adjudication at the time of this review.

D. Attrition

In spite of all the reorganizations, realignments, and other personnel movement, the attrition rate within FEMA has been generally less than the governmentwide rate for each of the past 4 years. The following attrition rates were furnished by OPM:

<u>Year</u>	<u>Governmentwide</u>	<u>FEMA</u>
1981	10.3 percent	6.9 percent
1982	9.7 percent	5.2 percent
1983	9.2 percent	9.0 percent
1984*	4.7 percent	4.4 percent

*Information available for the first half of FY 1984 only.

FEMA does not conduct exit interviews so the exact reasons for voluntary separations are not known. However, the following chart depicts the number of separations of full-time employees by general categories for each of the past 4 years:

	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
Resignations	17	19	32	55
Transfers	8	-	-	-
Retirements	7	14	17	53
Terminations at FEMA/ Appointments in Another Agency	1	13	33	49
Death	1	1	5	2
Terminations	<u>1</u>	<u>4</u>	<u>1</u>	<u>11</u>
Total	35	42	88	170

E. Equal Employment Opportunity Complaints

During hearings before the Investigations and Oversight Subcommittee of the House Science and Technology Committee, a female employee of one of FEMA's contractors accused the then Associate Director of the Training and Fire Programs of sexual harassment and said that he used her as a chauffeur and to run numerous personal errands.

Inquiry made by the Investigative Staff indicates that FEMA, in compliance with directives of the Equal Employment Opportunity Commission, alerted all FEMA employees to the laws and agency regulations governing sexual harassment and encouraged sexually

harrassed employees to contact the FEMA Equal Employment Opportunity (EEO) office. A review of formal complaints of discrimination handled by EEO reveals there were several based on discrimination because of sex but none that alleged sexual harrassment per se. Knowledgeable officials in the EEO office and in the Office of the FEMA General Counsel advised they have no knowledge of any official complaints of sexual harrassment. They all mentioned that many complaints (some of which might include sexual harrassment) never reach the formal stage and are resolved directly at the work place by management or through the regularly-established network of EEO counselors. In consideration of the rights of privacy, no record is kept in such cases.

With regard to EEO complaints, there have been 35 separate formal complaints of discrimination filed with the FEMA EEO office between January 1980 and December 31, 1984, as follows:

<u>Basis</u>	<u>Number of Complaints</u>
Race	13
Sex	10
Sex/Race	5
Age	2
Sex/Race/Age	2
Race/Age	1
Handicap	1
Unspecified	<u>1</u>
Total	35

Of the 35 complaints, four have been referred to the Equal Employment Opportunity Commission (EEOC) and are awaiting action. One has been appealed to the U.S. District Court and 8 (all filed since September 1984) are in various stages of investigation and processing within FEMA. The other 22 complaints have been settled. Of those settled, only two went to an EEOC hearing where the agency position was affirmed. The others were settled at the agency level. The complainants are dispersed organizationally throughout FEMA: 11 are at the Special Facility; 4 at NETC; 11 in the regions; and 9 at FEMA headquarters.

F. Personnel Resource Augmentation

In 1983 FEMA found it was under-utilizing the budget-authorized work years as expressed in full-time equivalents (FTE's). This apparently occurred as a result of understaffing in some of the newly established and/or expanded operational program offices which had not become completely organized and optimally functional. To make maximum use of the authorized FTE'S, FEMA formalized a system of "pooling" the unused FTE's and allocating them to various administrative offices and functions, i.e., Personnel Office, Inspector General, Acquisition Management, etc., comprising the Management and Administration (M&A) line item of the FEMA budget to augment their staffs. Consequently, at the end of

FY 1984 the M&A offices cumulatively were overstaffed and operating at personnel levels equivalent to 534 work years or, 101 above the FY 1984 and FY 1985 authorized levels of 433.

It appears that this was to be a short-term program and there are indications that FEMA is now making efforts to get its personnel in proper alignment by FY 1986. However, arbitrary shifting of large numbers of personnel from one program to another compromises the budget process and is tantamount to reprogramming of authorized funds. In addition, the Investigative Staff found that at least some, if not all, of the offices receiving excess FTE allowances hired full-time personnel to fill the augmented positions. Consequently, as the program offices within FEMA come up to authorized strength, it will be difficult for the M&A offices who are overstaffed with permanent employees, to reduce their personnel levels and concomitant salaries and expenses to within budget levels without another severe disruption of the work force.

G. FEMA Audit Practices of State Agencies

FEMA has developed relationships with the States whereby FEMA provides funds and technical assistance for emergency management programs and in return, the States endeavor to accomplish mutually negotiated and agreed-upon work objectives. This is accomplished by annual negotiations with each State which results in a Comprehensive Cooperative Agreement (CCA), designed to assure that all FEMA assistance to State and local governments for emergency preparedness is delivered, reported on, monitored, and evaluated through the CCA system. The CCA is the primary mechanism for delivery of FEMA-supported resources to the States and by this procedure FEMA offers all States the full spectrum of emergency preparedness assistance through a single, comprehensive process, the CCA.

The various program directorates at FEMA headquarters are responsible for developing and formulating policies for the individual programs included in the CCA's. The FEMA regional offices are responsible for implementing the policy through negotiation, oversight, and monitoring of the State's implementation. Authority to execute the CCA's, as the FEMA Director's surrogate, resides with the Regional Director. The CCA concept was first implemented in 1981 on a pilot basis with agreements with five States: Kansas, Virginia, Arizona, South Carolina, and North Carolina. Since then the CCA program has grown as follows:

- 1982 - \$58 million was awarded through 56 CCA's (States plus territories) for 7 FEMA programs.
- 1983 - \$74 million was awarded through 56 CCA's for 9 programs.
- 1984 - \$90 million was awarded through 56 CCA's for 12 programs.

The FEMA regional offices are expected to monitor quarterly financial and performance reports submitted by the States and to insure that the States are in compliance. Specific regional monitoring activities include the review and approval of reports, as well as verification, acceptance, and evaluation of the results.

Guidance published by FEMA advised "the salaries and administrative expenses of the State audits of CCA's by State staffs are to be charged as indirect costs under a cost allocation plan that prorates charges to the specific programs audited." In addition, the CCA includes a standard assurance that the State will give FEMA and the Comptroller General, or their authorized representatives, access to records pertaining to the grants made under the CCA.

The FEMA Inspector General conducted an audit during February and March 1984, which encompassed just two CCA-contained programs--Emergency Management Assistance and Emergency Management Training in four States: Georgia, Kentucky, Illinois, and New York, for fiscal years 1983 and 1984. Since then there have been allegations which appeared in the press that the audit was ordered by the Director of FEMA as retribution against four States that opposed the Director's plan to acquire and develop NETC-West at Carson City, Nevada. The FEMA Inspector General advised the Investigative Staff that he (the Inspector General) picked four States from among a list of 15 potential States on the basis of their all being in the eastern part of the United States to conserve travel funds and to use auditors who were available at that time. The Inspector General originally picked the four States of Pennsylvania, Kentucky, Illinois, and Georgia. The Director, on his own, deleted Pennsylvania and added New York.

In his draft report the Inspector General questioned the efficiency of the CCA's and recommended the agency seek alternative funding mechanisms and seek Congressional approval for relaxation of reprogramming restrictions. In addition, he stated in part, "Although CCA's have been the principle delivery mechanism for emergency management programs for 3 years, FEMA had not: (1) defined its role for monitoring substantial Federal involvement under CCA contained programs; (2) clearly delineated staff responsibilities for CCA administration; and (3) developed written procedures to assist employees at all levels in accomplishing CCA-related functions."

The report focused on FEMA's own management techniques and controls and not on the States' controls and fiduciary responsibilities. The draft report was widely criticized by the FEMA program offices and the regional offices. A CCA task force was formed to further analyze the criticisms and to recommend improvement and efficiencies. At the time of the Investigative Staff's inquiry, all these issues had not been resolved. The CCA procedures and programs are part of the evolving Integrated Emergency

Management System. It is in a dynamic, if not turbulent, stage of development, and undoubtedly some administrative and programmatic improvements have occurred since the Inspector General's report.

Six additional States were tentatively scheduled for audits of the CCA program in FY 1985, two each by the Inspector General's offices in Kansas City, San Francisco, and Atlanta. However, the Inspector General advised that although these audits are scheduled, it is doubtful they will be conducted because of the pressures of other more urgent business and a lack of sufficient manpower.

* * * * *

NOT FOR RELEASE UNTIL AUTHORIZED BY THE COMMITTEE

May 20, 1985

MEMORANDUM FOR THE CHAIRMAN

Re: Training and Fire Programs and Selected
Management Practices of the Federal
Emergency Management Agency

FEMA has furnished some responses to the Surveys and Investigations Staff report of March 1985. In an effort to have the record complete and accurate, the Surveys and Investigations Staff is submitting comments concerning FEMA's responses. A copy of the FEMA document (no date and no caption) is attached for reference. For the sake of clarity, the comments are numbered to correspond to the responses submitted by FEMA.

1 and 2. Utilization of Existing Facilities at FEMA's
National Emergency Training Center (NETC)

FEMA states that only 45 weeks of scheduled training a year (only 44 weeks in FY 1985) is "better than average" and that it is "policy" to accommodate students one-to-a-room at NETC even though 121 of the dormitory rooms were designed for double occupancy and were so used when NETC was formerly the St. Joseph's College. This is not sufficient reason for having only a 59.3 percent dormitory occupancy rate especially since, as previously stated, similar Federal training centers house trainees two to a room. FEMA states erroneously that the March 1985 report did not recognize the use of NETC for weekend training activities. To the contrary, the report contains a comprehensive discussion of weekend training activities on pages 12 and 13.

3. Expansion of Existing NETC Facilities

Although it is not entirely clear, it appears that FEMA is stating that 65,000 to 95,000 square feet of additional space would be required to provide classrooms and dormitory space for additional resident students. However, GSA experts, as well as construction company officials, have clearly indicated that 34,800 square feet would be the maximum necessary to expand the existing NETC facility to accommodate the originally projected additional resident students at a much lesser cost than to establish another facility at Carson City, Nevada.

4. Renovation Costs of NETC (West)

FEMA has previously advised the Congress that it plans to occupy 16 of the buildings at the Stewart Indian School and estimated that the renovation of these buildings and the site would be about

\$10 million. The March 1985 Surveys and Investigations Staff report acknowledged that the Phase I renovation at the Nevada site was to be approximately \$3,315,000 but this is just the down payment on what will undoubtedly turn out to be ever-expanding costs. FEMA's plans, particularly beyond Phase I, have not been articulated with specificity. The need for another training facility was apparently based, for the most part, on the number of student applicants who were rejected for course enrollment at the existing NETC. In light of recent budget constraints and limited resources to carry out other important missions, FEMA's long-range plans should be re-evaluated and clearly presented so that FEMA and the Congress can make a better judgment concerning a long-range investment of public funds--nearly \$21 million--during the period FY 1985 through FY 1990, according to FEMA estimates.

5. Student Transportation Costs

The Surveys and Investigations Staff compared round trip air fares from 20 representative western cities to Reno, Nevada, and from the same cities to Washington, D.C., and determined the average difference to be only \$13.50. The March 1985 report clearly indicated the comparison was based on the lowest available Government rates, an option available to FEMA for student transportation. FEMA in its response made the same comparison based on "proper rate charges" (presumably commercial coach fares) and found the average difference to be \$178.

The Surveys and Investigations Staff learned that FEMA's general procedure is to reimburse NETC students for airplane tickets they purchase themselves at commercial rates even though GSA negotiates with the various airlines to obtain savings for the U.S. Government by obtaining the lowest possible air fares. Many of the routes from the major western cities to Washington, D.C., are highly competitive and the Government rates for these routes are often much less than the commercial rates. For example, the unrestricted commercial round trip fare from San Francisco to Washington, D.C., on U.S. Air, the least expensive commercial carrier, is \$756.00 compared to the U.S. Government rate of \$278.00 or a savings to the Government of \$478.00 for just one round trip. The higher dollar value average air fare differences for air transportation from western points to Washington, D.C., compared to Reno, Nevada, cited by FEMA apparently is attributable to the higher commercial air fares between the major western cities and Washington, D.C. It begs the question of how much money FEMA has spent unnecessarily by reimbursing its students for airline transportation at commercial rates rather than obtaining the tickets for them at the lower Government rate.

The Surveys and Investigations Staff updated its comparison of airline fares from the same 20 western cities to Washington, D.C., and to Reno, Nevada, using current rates and found that as of May 7, 1985, the average difference for the lowest available Government rates was \$28.50 more to travel to Washington, D.C., than to Reno, Nevada; still not significant enough to be a compelling reason to establish NETC-West.

6 and 7. Renovation of Building G

FEMA awarded a \$197,777 fixed price contract to renovate Building G on the NETC campus. The contract was modified six times increasing the cost by \$107,367. FEMA compares the total renovation costs with "per room costs" for "centers" at certain privately funded academic institutions and states that "renovation of the building was accomplished with a minimum of expenditure of taxpayers dollars." Such a response ignores the just criticism that the cost increases, to a large extent, were for unnecessary frills and, therefore, were extravagant. It shows a lack of sensitivity to the stricter standards that are expected from the stewards of public funds compared to those that may be applied to institutions funded primarily by private foundations and grants.

FEMA states it "is rumor that has absolutely no basis in fact" that "the renovation of the building was done to provide on-campus living quarters for the FEMA director or the associate director of the fire and training programs." The Staff acknowledges there are inconsistencies between the testimony given by FEMA officials before various Congressional committees concerning this matter and comments of FEMA officials as reported by other Government investigators and the media. However, when one visits the second floor of G building and sees the various amenities, including the fully-equipped kitchen and the carefully placed washer and dryer hook-ups, it is difficult to imagine that these and other extravagances could have been included merely to enhance the comforts of VIP's who would attend relatively short-term training or conference sessions at NETC.

8. Food Service Contract

FEMA has obscured the issue pertaining to the food service contractor at NETC. As clearly set forth in the March 1985 Surveys and Investigations Staff report, the FEMA Inspector General questioned the practice of misusing excess profits due the U.S. Treasury to purchase equipment and to fund special NETC functions. The Inspector General found that the Servomation Corporation spent \$55,058 from the excess profits to purchase equipment and to provide food service costing \$8,079.06. Title to the equipment has now been transferred to the U.S. Government but the \$8,079.06 for representational expenses--improperly approved by FEMA officials--had not been recovered as of February 1985. In fact, it appears this matter was essentially overlooked until the Investigative Staff in February 1985 alerted the FEMA Inspector General to the fact that the \$8,079.06 was still in dispute even though in November 1984, NETC procurement personnel had noted the discrepancy and requested an audit which had not been conducted as of February 1985.

9 and 10. Consultant Hiring Practices

The Surveys and Investigations Staff acknowledged in its March 1985 report that "on an individual basis, the justification for hiring the consultant may have been adequate, and all of the technical

requirements may have been met" but FEMA continues to be insensitive to the fact that the appearance of concealment, the unusual number of consultants converted to permanent positions, and the prior relationship that existed between many of them and the associate director suggests favoritism and cronyism as well as a disregard for competitive hiring practices.

11. Effect of Reorganizations

FEMA, in its response, does not specifically refute the fact that numerous reorganizations and realignments within the agency have had an "unsettling effect" upon employees and have affected the ability of personnel to participate in the merit pay system. However, FEMA states the "most important" indicator is that the attrition rate within FEMA has been generally less than the government-wide rate for each of the last 4 years. This would be of little solace to those among the 110, or 22.7 percent, of the 484 eligible FEMA headquarters personnel who, by virtue of reassignment, were effectively barred from receiving bonuses and the higher levels of merit pay increases because they received "unable to rate" performance appraisals.

Respectfully submitted,



C. R. Anderson
Chief of the Surveys and
Investigations Staff
House Committee on Appropriations

Attachment



Federal Emergency Management Agency

Washington, D.C. 20472

Attached are responses to a report, "Training and Fire Programs and Selected Management Practices of the Federal Emergency Management Agency," written by the Surveys and Investigations Staff of the House Committee on Appropriations.

FEMA feels that some conclusions in the report have resulted from incomplete or inaccurate data or through inadvertent error. To clear any confusion which may result, FEMA is responding to the more significant items in the report for the purpose of explanation and/or clarification.

This agency wishes to express its appreciation to the House Appropriations Committee for making the report available for response prior to its release. We also compliment the staff for conducting its work without unduly disrupting the daily activities of FEMA.

-more-

1. Greater utilization of existing facilities at FEMA's National Emergency Training Center near Emmitsburg, Md., would make it unnecessary for the agency to renovate the abandoned Stewart Indian School near Reno, Nev., as an additional training center. This conclusion is based on the finding that the Maryland center offers only 45 weeks of instruction a year. (Page 8)

Response

A study of comparable training programs operated by the Office of Personnel Management (OPM) and the Department of Defense (DOD) indicates that FEMA's 45-week schedule is better than average. The report neglects to note that the agency also offers 23 weekend programs each year which train an average of 100 students each.

2. Findings in the report indicate that the Emmitsburg training center uses less than 70 percent of its dormitory space. (Page 8)

Response

It is the training center's policy to accommodate students in single rooms because of the small size of most on-campus rooms. On this basis, the utilization rate is near 90 percent, a very favorable rate compared to other training centers operated by OPM and DOD.

3. Expanding the Emmitsburg center by 30,000 to 35,000 square feet to accommodate 100 dormitory rooms and four classrooms would be more cost-effective than renovating the Nevada facility. (Page 27)

Response

According to the standards developed by Academy of Educational Development, from 65,000 to 95,000 square feet of additional space would be required to meet these needs. Our plans for the Nevada center renovation call for some 85,000 square feet of essential space for up to 200 students in double occupancy rooms with necessary dining and classroom space.

4. Renovation costs at the Nevada facility will total almost \$10 million, considerably more than the cost of expanding the Maryland center. (Page 24)

Response

The cost of Phase One renovation at the Nevada site should cost no more than \$3 million to \$4 million. These funds will provide four dormitories with a total student capacity of about 225; an education building with 14 classrooms, offices and seminar rooms; a physical education facility; mess hall and an upgraded heating plant. It should be noted that the State of Nevada, which has agreed to lease the center to FEMA, has virtually completed renovations to the education building and a dormitory with a 60 to 80 student capacity at a cost of about \$1 million.

5. Transportation costs for students traveling from western portions of the U.S. are only slightly less than the cost of transporting students from the same debarkation points to the Maryland center. (Page 28)

Response

Using the same reference material cited by the staff, GSA's Federal Travel Directory and the Combined Airline Ticket Office (CATO), the agency discovered considerable difference in the transportation costs. The staff's study reports an average air fare differential between Nevada and Maryland of \$13. However, FEMA's study, using the same 20 western debarkation points and proper rate charges, shows the average transportation between the western U.S. and Maryland to be an average of \$178 more than between the western points and the Nevada site. Thus, transportation costs to Nevada from western points would cost 32 percent less than from the same western points to Maryland. Further, it is expected that many students in the western part of the nation would carpool to the Nevada center, thus further cutting transportation costs. Also, weekend programs for western students are not possible at the Maryland site.

6. Funds spent to renovate a dormitory building on the Emmitsburg campus may have been misspent. (Page 4)

Response

Quite the contrary is true. The building in question, formerly a home economics building when St. Joseph's College was in operation, has been renovated by the agency over the past four years at a total cost of less than \$400,000. By independent contract analyses, FEMA got a bargain, with per room costs being substantially less than recent renovations at centers for Wake Forest University and the University of Louisville. Also this compares to a

renovation cost estimate made in 1978 for the U.S. Department of Commerce of slightly over \$1 million. These figures strongly support the agency's contention that general renovation of the building was accomplished with a minimum expenditure of taxpayer dollars.

7. Renovation of this building was done to provide on-campus living quarters for the FEMA director or the associate director of fire training programs.

(Pages 4-7)

Response

This is a rumor that has absolutely no basis in fact.

8. Excessive profits were paid to a food service contractor at the Maryland training center. (Page 30)

Response

No appropriated funds are involved with this contract. An internal audit conducted by the FEMA Inspector General revealed that profits beyond the 7.5 percent authorized in the vendor's contract were paid. Following the audit, however, these excessive profits were recovered and paid into the U.S. Treasury. All meals provided through this contract are paid for by the consumer.

9. Some consultants were subsequently hired as full-time employees in violation of competitive hiring practices. (Page 40)

Response

While it is true that some consultants were subsequently hired by FEMA, the Office of Personnel Management conducted a full compliance review of FEMA's expert/consultant hiring program in Fiscal Year 1983 and found it to be sound and properly administered. There were no violations of law or regulation. During the time these consultants were hired as full-time employees, there was a fast-paced effort underway to develop a new management concept to improve the delivery of FEMA assistance to states. These consultants were hired to advise the agency during the time new positions were being developed.

10. FEMA attempted to evade normal job advertisement procedures and "conceal vacancies" in order to limit the number of candidates for those positions.
(Page 40)

Response

Not true. Our Personnel Office has reviewed its actions and now indicates that hiring practices were fully in accord with proper OPM procedures. Also, FEMA sought qualified candidates through the competitive system administered by OPM. OPM advertises positions that are to be filled from their list of

eligible candidates and discourages agencies from simultaneously advertising such positions. FEMA, in fact, has been prohibited by OPM in the past from using its own internal vacancy announcement system. If following methods required by OPM "tends to conceal" vacancies, it is suggested that the question be addressed to OPM. Actually, using the OPM system increases the area of competition rather than limiting it as the report suggests. The FEMA announcement system allows only applications from status candidates while the OPM registers allow anyone to compete. FEMA regularly reviews its compliance to policies and procedures for hiring agency personnel.

11. Numerous reorganizations and realignments within the agency have had an "unsettling effect" upon employees and have affected the ability of personnel to participate in the merit pay system. (Pages 40-45)

Response

These actions were taken without any reduction in force (RIF), downgrading or transfer of function. When the Reagan Administration came to office, FEMA was poorly structured and not making the most efficient use of some personnel. Changes were necessary to develop a new and better organizational pattern. Fifteen percent or less of the employees were assigned other duties or responsibilities. Most were merely placed in new organizational structures, which did not involve new assignments or removal from their fields of expertise. Most important, as the report stated, in spite of reorganizations the attrition rate within FEMA has been generally less than government-wide rate for each of the last four years.

For additional information, please contact Mr. Ronald G. Eberhardt, Director, Congressional Relations on 646-4500.

NOT FOR RELEASE UNTIL AUTHORIZED BY THE COMMITTEE

A REPORT TO
THE COMMITTEE ON APPROPRIATIONS
U.S. HOUSE OF REPRESENTATIVES

on the

TRAINING AND FIRE PROGRAMS AND SELECTED
MANAGEMENT PRACTICES OF THE
FEDERAL EMERGENCY MANAGEMENT AGENCY

Surveys and Investigations Staff

June 1985

NOT FOR RELEASE UNTIL AUTHORIZED BY THE COMMITTEE

June 12, 1985

MEMORANDUM FOR THE CHAIRMAN

Re: Training and Fire Programs and
Selected Management Practices of the
Federal Emergency Management Agency

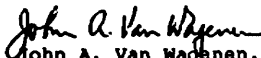
By directive dated September 25, 1984, the Committee requested a study of certain aspects of FEMA's training programs. A subsequent directive dated November 21, 1984, broadened the request to include certain management practices of other FEMA programs and activities.

The results of inquiries into FEMA's training and fire programs, including the existing National Emergency Training Center and the establishment of a new western training center, together with the results of inquiries into some of FEMA's management practices were included in an interim report which was submitted in March 1985. The investigation has now been completed and the final report contains the results of inquiries into the "comprehensive cooperative agreements" between FEMA and the States and follow-up inquiries about the effectiveness of FEMA training activities.

Respectfully submitted,



C. R. Anderson
Chief of the Surveys and
Investigations Staff
House Committee on Appropriations



John A. Van Wagenen, Director
Surveys and Investigations Staff
House Committee on Appropriations

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SUMMARY

This final report supplements the information contained in the interim report of March 1985 and includes information pertaining to FEMA's comprehensive cooperative agreements with the States and a critique of FEMA's training programs.

Comprehensive Cooperative Agreements (CCA's)

Cooperative agreements are one of the legal mechanisms available to Federal agencies to deliver funds for programs that benefit the general public. Public Law 95-224 states that Federal agencies shall use "cooperative agreements" when substantial Federal involvement is anticipated as compared to "grants" where Federal agencies do not anticipate substantial Federal involvement.

In FY 1979 and FY 1980, FEMA used separate grants and contracts to deliver a wide range of emergency management programs to State and local governments. However, in FY 1982 comprehensive cooperative agreements with each State became the principle method used by FEMA to deliver financial assistance for emergency management programs. During FY 1983, FEMA awarded approximately \$73.7 million under these programs; \$92.7 million in FY 1984, and \$99.2 million has been allocated in FY 1985. A list of the individual programs, together with the percent of Federal funding, dollar amounts, and budget elements for each are set out in Figure 1 in the body of this report.

In FY 1986 all Civil Defense programs which received 100 percent Federal funding in FY 1985 will become 50/50 matching share programs and those programs dealing with direction, control, and warning will be changed from funded activities to technical assistance efforts only.

Unresolved Issues

The implementation of the CCA system continues to be an evolving process and not all issues have been resolved. Some of the major ones are:

Funding Procedures Restrict Program Flexibility - FEMA was created to administer a comprehensive approach which would consolidate emergency management efforts. In response to its mandate, FEMA has introduced the "Integrated Emergency Management System" (IEMS) concept which is designed to transcend the focus on specific hazards and structure all emergency management activities into a unified process that applies common management functions and techniques to the degree needed to manage any emergency conditions (natural, man-made, or nuclear) that threaten public health and safety, irrespective of the cause. Despite the consolidation of management within FEMA and the unifying IEMS concept, FEMA's funding mechanism has not been consolidated or unified. CCA-contained programs are funded under several different appropriation accounts and the budget process restricts the shifting of funds

appropriated under one program to accomplish the objectives of other programs. These restrictions at the Federal level are transferred to the State and local government by way of the CCA. The States are, thereby, prevented from using funds awarded for one program to alleviate an emergency situation or achieve a greater good in some other program. This lack of flexibility is one of the major complaints of State emergency management officials. Some of the CCA-contained programs receive limited funding allowing for only minimal effort at the State and local levels. As the funding shrinks, as is likely in FY 1986, some of these programs will diminish to a level that is either unmanageable or of little significance. The State officials argue that to continue to compartmentalize these programs precludes the flexibility necessary not only to allow the State to meet their own specific needs, but also to continue an overall comprehensive program that will serve the Federal interest.

Is CCA the Proper Funding Mechanism? - The FEMA Inspector General (IG) conducted a limited audit of two of the CCA-contained programs and in his March 1985 report commented that the fragmented funding system has prevented the successful implementation of a consolidated and comprehensive approach to emergency preparedness and response. The IG recommended that FEMA consider block grants as an alternative to CCA's. In his opinion, well designed block grants would provide State and local governments with discretion and flexibility in developing and implementing programs to meet their special needs and would provide for the consolidation of financial resources to meet those needs. A FEMA task force formed as a result of the IG's audit pointed out that there is a need to consider legislation or other methods to remove funding restrictions and to "review and analyze accountability in relation to flexibility." In addition, the task force also recommended that FEMA officials in considering the block grant alternative should determine if a block grant would enable FEMA to fulfill its responsibilities under the Civil Defense Act for a national attack-oriented program, or whether the substantial Federal involvement inherent in the CCA process better lends itself to this requirement.

Administrative Control of CCA's - CCA responsibilities are dispersed among various FEMA headquarters units and no one administrative organization has overall control or responsibility. The State and Local Programs and Support Directorate (SLPS) has the coordinating responsibility for the CCA process but supervision and control of the several CCA-contained programs reside with the various administrative headquarters entities having the functional responsibilities for the generic programs. The execution of the CCA's is decentralized and the FEMA regional offices have overall responsibility to implement the programs and to accomplish FEMA program objectives. The FEMA IG found that CCA responsibilities were not clearly fixed and were not clearly and concisely documented. In response to the IG criticisms, a number of corrective actions have been taken including the establishment of a permanent Headquarters Program Managers Working Group to

oversee the CCA process and the development of guidelines and documentation of duties and responsibilities. However, the responsibilities and authorities for the various substantive programs continue to be dispersed with no direct line of overall CCA authority. The CCA task force suggested that FEMA top management should review the CCA roles, responsibility, and authority including consideration of the feasibility of centralization vs. decentralization, but this issue remains unresolved.

Federal Stewardship - FEMA program managers are attempting to face up to the accountability and stewardship issues involved in the CCA process. However, it is difficult to define the proper balance between the intensity and degree of Federal oversight that is necessary to be accountable compared to the freedom and flexibility necessary to allow the States to manage their programs with optimum efficiency and effectiveness. FEMA officials are strengthening the CCA process by requiring the States to be more definitive in describing their work efforts by listing measurable goals. However, the Investigative Staff found that in at least some of the States, the person having the responsibility for the financial aspects of the CCA does not have an accounting or auditing background and the FEMA IG found that some of FEMA's regions "lacked financial expertise to effectively manage programs funded under the CCA's." FEMA program managers recognize that on-site visits, reviews, and audits are important parts of the monitoring process but in both FY 1984 and FY 1985, FEMA has imposed severe travel restrictions which have essentially curtailed all on-site visits for most of FY 1985.

CCA and the Budget Process - The CCA process involves a long-range, annual planning effort which commences with the development of program guidance and ends with awards to the States which are supposed to be made at the beginning of the fiscal year, October 1. However, this process operates in a time frame too late to be of value, or influence, in the Federal budget process. State needs, as reflected in the CCA "Statement of Work," are developed after the President's budget has been substantially compiled and, therefore, cannot be taken into timely consideration. In January 1984 FEMA belatedly implemented a "Hazard Identification Capability, Assessment, and Multi-Year Development Plan" to, at the local and State levels, identify hazards, assess capabilities, set priorities, and schedule activities to improve emergency management capabilities. This should develop into a very valuable resource for long-range planning but it remains to be seen if will be used effectively in the FEMA budget planning process.

Nuclear Attack Preparedness - Anti-nuclear sentiments are prevalent in some parts of the United States and where they are strongest they impact on national civil defense preparedness. Nonetheless, FEMA has the responsibility to administer a national program for population protection preparedness and response in emergency conditions including enemy nuclear attacks. To fulfill the mandate, FEMA has entered into agreements with the States through the CCA process to foster and develop nationwide plans

and programs. The CCA documents clearly and specifically state that one of the purposes of the CCA is to assist in consolidating a statewide Integrated Emergency Management System (IEMS) dealing with a wide range of emergencies including "nuclear attack." The IEMS approach involves developing generic plans and programs of mitigation and response which are suitable for the whole range of hazards. IEMS allows the States to emphasize endemic hazards but it also presents an inherent danger that a State may over-emphasize those programs of local interest and shun those unpopular ones which are often viewed as being the sole responsibility of the Federal Government, i.e., nuclear attack preparedness.

Training Programs

The National Emergency Training Center (NETC) at Emmitsburg, Maryland, encompasses the resources of the National Fire Academy (NFA) and the Emergency Management Institute (EMI). Both NFA and EMI offer a wide range of resident courses at NETC and both offer field programs for delivery in each of the States. The NFA field courses are developed, financed, and delivered by the NFA through cooperative scheduling of State fire training officials. In contrast, EMI field courses are developed by EMI but are offered to the States through the mechanism of the CCA.

Curriculum Evaluation

In response to the Committee concerns expressed at the FY 1984 and FY 1985 budget hearings, NETC has commenced developing a system to measure the effectiveness of all training programs, resident and field, offered by NFA and EMI. The primary objective is to monitor on a continuing basis the long-range impact of training activities on student's job performance. In FY 1984 a pilot effort, concentrating on EMI field courses, developed retrieval and storage procedures for data accumulated from achievement tests, student evaluations, and course manager evaluations. Data was collected during FY 1984 for 134 course offerings in 34 States representing 2,771 students. The Professional Development Series of courses was chosen for in-depth evaluation and testing of the system. In general, the analysis indicated that the system operates successfully and has excellent potential for both short-range and long-range evaluation. In general, students' evaluations of the courses were favorable but an analysis of the low achievement test scores tends to suggest the instruction is weak, the tests are not valid, or the students are not qualified.

In FY 1985, the evaluation system design effort is being expanded to include six EMI resident courses, five NFA resident courses, and six NFA field courses, in addition to the six EMI field courses included in the FY 1984 pilot program. In addition, data collection methods to provide data for long-term evaluations have been designed and data will be collected for the same Professional Development Series courses included in the pilot program. The latter process includes collecting data from students and their superiors, 6 to 12 months after course completion, regarding the

impact the particular course has had on the student's job performance.

Field Reporting System (FRS)

In FY 1984 NETC developed a computer based data collection and storage system for EMI field training activities. The FRS is intended as a management tool to monitor EMI field training activities, analyze costs and efficiencies, determine results and make policy decisions. The FRS is designed to accumulate national data concerning the number of student participants, the number of student hours, and relevant cost data. An analysis of the FY 1984 data revealed that there was a tendency for the States to hold more "workshop" activities than courses requiring a higher level of instructional effort. The FRS also revealed a wide divergence in EMI field training costs among the FEMA regions, some of which may be the result of additional student transportation costs in regions where the population is more dispersed. In any event, FRS has demonstrated its viability. It is an excellent management tool and could serve as a prototype system for monitoring other CCA-contained programs.

NFA - Comments and Evaluations by State Officials

There is a wide diversity among the States of mandated training, standards, resources, and competence in the fire service. Many departments are made up of volunteers with little time for training. The NFA enjoys a generally excellent reputation across the entire spectrum of the fire fighting community. Below are some of the pertinent issues raised by fire officials:

- Lack of close cooperation between EMI and NFA at the NETC was noted but the symbolic importance to fire fighters of maintaining a separate identity for NFA was emphasized.
- Some States with established fire training programs view NFA as a usurper. Students are enticed away from the State training courses where students must underwrite some of their own expenses, to NFA where all of their expenses are paid by the Federal Government.
- NFA often by-passes the State training hierarchy by dealing directly with metropolitan fire departments which have their own training programs and do not always cooperate with the State systems.
- Screening of applicants for courses at NFA should be improved as some trainees have been accepted for courses beyond their vocational level.
- The NFA training suffers by using a "low bid" process to obtain adjunct faculty.

EMI - Comments and Evaluations by State Officials

There is a wide divergence of views among State emergency managers concerning FEMA training activities. The only issue in which there was general agreement was their opposition to the development of NETC-West at Carson City, Nevada. They consider it to be a waste of money and not justifiable, particularly during the current period of budget constraints. Below are some of the pertinent comments made by State officials about EMI training activities:

- The Professional Development Series curricula was variously described as too general, too basic, and the types of courses better taught elsewhere.
- States should be allowed greater flexibility to modify EMI-developed courses to meet local needs.
- EMI should insure that necessary technical equipment is available before including courses in the field program.
- Resident training and applicant screening should be coordinated more closely with State officials.
- EMI courses suffer, in some instances, from being developed too quickly by contractors who lacked the proper expertise and taught by adjunct faculty that are poorly prepared.

I. INTRODUCTION

By directive dated September 25, 1984, the Committee on Appropriations requested the Investigative Staff to conduct an investigation of the training and fire programs of the Federal Emergency Management Agency (FEMA). By directive dated November 21, 1984, the Committee requested the Investigative Staff to expand and broaden its inquiry to include other FEMA programs and activities. An interim report was submitted in March 1985. This final report, which supplements information previously reported, includes material pertaining to FEMA's training programs and its "comprehensive cooperative agreements" with the States.

This report is based on information obtained from a review of FEMA documents and interviews with FEMA officials and staff at FEMA headquarters, Washington, DC; National Emergency Training Center, Emmitsburg, Maryland; and the FEMA regional offices at Atlanta and Thomasville, Georgia; Chicago, Illinois; San Francisco, California; and Seattle, Washington. The Investigative Staff also visited State emergency management offices and State fire training facilities in the States of California, Delaware, Florida, Georgia, Illinois, Nevada, Minnesota, South Carolina, Virginia, and Washington, and includes information based on interviews with and documents provided by State and local officials of the above-listed States and the State of Tennessee.

II. COMPREHENSIVE COOPERATIVE AGREEMENTS (CCA)A. Background

A cooperative agreement is a contractual mechanism Federal agencies use to deliver funds for programs that benefit the general public. In 1978, Congress enacted Public Law 95-224 to provide clarification of the type of legal instrument that Federal agencies may use for general procurement and to deliver Congressionally-mandated public assistance programs. Briefly, the public law provides that:

- Federal agencies shall use a "contract" when acquiring property or services for the direct benefit or use of the Federal Government.
- Federal agencies shall use "grant" agreements when providing financial assistance for recipients to accomplish a public purpose when no substantial involvement is anticipated between the Federal Government and the recipient during performance of the contemplated activity.
- Federal agencies shall use "cooperative agreements" when substantial Federal involvement is anticipated under Federal financial assistance programs with grantees to accomplish a public purpose.

In FY 1979 and FY 1980, FEMA used separate grants and contracts to deliver a wide range of emergency management programs to State and local governments. However, in FY 1981 FEMA delivered financial assistance to several pilot States through CCA's and a year later, in FY 1982, CCA's became the principle vehicle used to deliver financial assistance for emergency management programs. Recently, FEMA has offered as many as 21 separate categorical programs to State and local governments by way of CCA's. Not all are funded each year and in some of these programs FEMA provides only technical assistance.

Total FEMA CCA allocations to the States amounted to approximately \$92.7 million in FY 1984, and \$99.2 million in FY 1985 (see Figure 1). The percent of Federal funding for each of the programs as set forth in Figure 1 and mentioned in the following section of this report pertain to FY 1985 formulae. In FY 1986 all Civil Defense programs which provided 100 percent Federal funding in the past will become 50/50 matching share programs and those included in "Direction, Control and Warning" (Items 8, 9, 10 and 11 below), will be changed from a funding activity to a technical assistance effort.

FIGURE 1
FY 1964 COMPREHENSIVE COOPERATIVE AGREEMENTS - ALLOCATIONS TO STATES
FOR FY 1964 AND FY 1965

<u>CCA PROGRAM</u>	<u>3</u> <u>Federal</u>	<u>FY 1964</u> <u>Initial</u>	<u>FY 1964</u> <u>Total</u>	<u>FY 1965</u> <u>Allocation</u>	<u>Budget Elements</u>
	<u>Funding</u>	<u>Allocation</u>	<u>Allocation</u>	<u>(4/10/65)</u>	
Emergency Management Assistance (EMA)	506	653,357,794	953,463,062	957,000,000	Civil Defense; State & Local Emrg. Mgmt.; EMA
Individual Mobilization Augmentees (IMA)*	none	-0-	-0-	-0-	Civil Defense; State & Local Emrg. Mgmt.; Other State & Local Emrg. Mgmt.
Disaster Preparedness Improvement (DPI)	506	1,284,356	1,206,754	1,425,000	Civil Defense; Emrg. Preparedness Planning; Disaster Imp. Prep.
Radiological Protection Program (RPP)	1006	2,451,630	2,323,215	2,535,043	Civil Defense; Radiological Defense Planning & Dev.
Radiological Instrumentation, Maintenance, and Calibration (RI/MC)	1006	4,673,416	4,776,177	4,993,000	Civil Defense; Radiological Defense Instrumentation
Population Protection Planning (PPP)	1006	8,372,639	10,503,796	8,470,000	Civil Defense; Population Protection; PPP
Facility Surveys (FS)	1006	2,854,294	2,532,021	3,300,000	Civil Defense; Population Protection; Facility Surveys Engineering & Development
Emergency Operating Center (EOC)	506	2,841,231	5,874,435	9,113,000	Civil Defense; State & Local, Control & Warning; EOC
Warning and Communication (W&C)	506	1,108,416	1,777,383	556,000	Civil Defense; State & Local, Control & Warning, State & Local Warning & Communication
Emergency Broadcast Systems (EBS)*	1006	-0-	-0-	125,613	Civil Defense; State & Local, Control & Warning; EBS Guidance & Assistance
Maintenance and Services (M&S)	506	2,921,625	2,948,202	1,250,000	Civil Defense; State & Local, Control & Warning other State & Local, Control & Warning
Earthquake Preparedness (EP)	1006	262,542	562,544	1,399,820	Comprehensive Emrg. Preparedness Planning - Earthquake
Hurricane Preparedness (HP)	1006	274,200	431,782	175,008	Comprehensive Emrg. Preparedness Planning - Hurricanes
Dam Safety (DS)	1006	33,400	65,490	113,000	Comprehensive Emrg. Preparedness Planning - Dam Safety
Hazard Materials (Hemat)**	none	-0-	-0-	-0-	Comprehensive Emrg. Preparedness Planning - Hazard Materials
Hazard Mitigation Assistance (HMA)	1006	-0-	-0-	250,000	Comprehensive Emrg. Preparedness Planning - Hazard Mit. Assist.
Radiological Emergency Preparedness (REP)**	none	-0-	-0-	-0-	Radiological Emergency Preparedness
State Assistance Program (SAP)	736	1,455,422	1,772,743	3,240,000	Flood Plain Management; State Assistance Program
Emergency Management Training (EMT)	1006	4,899,166	4,429,545	5,274,985	Civil Defense; Training and Educn.
Communication Warning Planning (CWP)	1006	20,000	20,000	-0-	Civil Defense; State & Local, Control & Warning State & Local Warning & Communication
Multi Hazard (MH)	1006	20,300	20,300	-0-	Comprehensive Emrg. Preparedness Multi Hazard
Total		696,939,561	953,717,349	999,220,441	

* Funds are not passed through the States for these programs.

** These programs provide technical assistance.

B. Major CCA Programs

1. Emergency Management Assistance (EMA)

Over 50 percent of total CCA funds are for EMA program activities. The objective of this program is to increase emergency management operational activities of State and local governments. It is through this program that the Federal Government supports the local emergency management infrastructure through a 50/50 matching funds process. It provides the primary support for State and local governments to conduct an all-hazards vulnerability assessment, current capability assessment, and multiyear development planning, which are components of the "Integrated Emergency Management System."

2. Individual Mobilization Augmentee (IMA)

In a national emergency of mobilization, civil government organizations engaged in emergency management at all levels--Federal, State, and local--will need additional trained professionals in various aspects of emergency operations. One primary source is the military reserves, many of whose members possess the knowledge and skills, acquired in their military or civilian capacities, to provide invaluable assistance to these agencies. Certain military reservists are available to support civil governments, not only in times of mobilization or emergency but also in preparation for that possibility, through the IMA program, in cooperation with the Department of Defense and the Department of Transportation.

3. Disaster Preparedness Improvement (DPI)

The Disaster Relief Act of 1974 (Public Law 93-288) authorizes Federal financial assistance to States to supplement the efforts and resources of State and local governments to enhance their preparedness, mitigation, response, and recovery plans and capabilities for natural and man-made disasters. The DPI funding (50/50, Federal/local match) can be used to integrate disaster preparedness improvement activities with those of other programs to develop an all-hazard approach to emergency management.

4. Radiological Protection Program (RPP)

This program is funded 100 percent by FEMA to provide State radiological officers to develop, manage, and implement an RPP in each State in support of the Integrated Emergency Management System (IEMS) concept. The RPP provides to individual citizens and officials the skills and knowledge, situation information, and guidance needed to minimize the effects of all types of radiological hazards including those resulting from nuclear attack as well as hazards from peacetime incidents involving radioactive materials.

5. Radiological Instrumentation Maintenance and Calibration (RI/M&C)

This is a companion program to the RPP and is also funded 100 percent by FEMA to provide a radiological instrument inspection, maintenance, and calibration program. Its purpose is to achieve optimum readiness and reliability of radiological instrumentation in support of radiological protection systems at the State and local levels.

6. Population Protection Planning (PPP)

This program, which is funded 100 percent by FEMA, provides for the development, exercising, and maintenance of a single generic plan that contains annexes which assign tasks and detail procedures for coping with the effects of natural disasters, technological hazards, and nuclear attack. According to FEMA, the IEMS provides a means to unify into a single generic plan a variety of hazard specific planning initiatives (nuclear, natural disasters, and technological hazards) that were previously handled independently. In view of this new multi-hazard planning approach, the State and local emergency management plans produced as end products under the PPP are entitled, "Emergency Operations Plans" (EOP). This designation is supposed to eliminate confusion. The intent of PPP is to accomplish population protection planning which will protect people from the hazards their jurisdiction is likely to face. It includes validation of the EOP through an exercise program and development of public information materials to help ensure that the public is aware of the appropriate actions to take in an emergency.

7. Facility Surveys (FS)

This program is funded 100 percent by FEMA. Facility survey data provides an essential basis for Population Protection Planning. The surveys identify the physical and architectural characteristics of existing buildings that contribute to protection of people against the effects of natural and technological hazards, as well as from nuclear attack and the capacity of such buildings to shelter people from these multiple hazards. The surveys also identify the capacity and adaptability of facilities to provide public emergency lodging and feeding and define the architectural and engineering building characteristics which can be upgraded during a crisis period to enhance protection. In addition, the surveys plan to identify, at the local level, life support systems and a resource inventory.

8. Emergency Operating Centers (EOC)

FEMA provides technical and operational guidance and financial assistance (50/50 matching funds) to State and local governments which require emergency operating centers with operational capability to ensure that key officials can receive essential information, consider appropriate courses of action,

make crisis decisions, communicate decisions to operating forces, and, in so doing, respond with all available resources during emergencies. In addition to fixed facilities, the program also supports development of mobile command center capabilities. In FY 1986 this program will change from a funding activity to a technical assistance effort.

9. Warning and Communications Systems (W&C)

The objectives of this program are to achieve warning capability at the local government level, as well as an alerting capacity between States and local governments that is compatible with the Federal System. The purpose is to permit timely warning for any hazards. Another objective is to achieve intragovernmental and intergovernmental State and local communication capability that is dedicated and reliable. FEMA provides technical assistance and up to 50 percent Federal matching funds to State and local governments under this program. In FY 1986 this program will provide no funding but only technical assistance.

10. Emergency Broadcast System (EBS)

The purpose of this program activity is to ensure that State and local governments, through commercial broadcast stations, can communicate with the public, and provide emergency information to minimize loss of life and property during an enemy attack or peacetime disaster or emergency. An essential feature is to ensure that State and local EBS plans support Presidential use and State and local operational requirements. - This program activity provides funds to facilitate EBS plan development and testing. In FY 1986 this program will provide technical assistance only.

11. Maintenance and Services (M&S)

FEMA provides technical and financial assistance to State and local governments, not to exceed 50 percent Federal matching funds for maintenance and services costs to ensure that State and local government direction, control, and warning systems are in a state of readiness at all times. In FY 1986 this program will provide technical assistance only.

12. Earthquake Preparedness (EP)

The EP program provides FEMA funding to areas of seismic vulnerability for the reduction of earthquake-related risks. The program includes hazard identification, vulnerability assessments, preparedness planning, mitigation planning, public awareness campaigns, and Federal response planning.

13. Hurricane Preparedness (HP)

This program provides technical and financial assistance to States in developing new or modified preparedness plans to cope with a hurricane disaster in high risk, high population areas. Reducing loss of life and injuries in a hurricane disaster is the primary objective. Therefore, a population protection plan must be completed before FEMA will consider funding the development of a property protection plan.

14. Dam Safety (DS)

The goal of the program is to enhance the safety of the Nation's dams, thereby protecting lives and property. This program provides Federal assistance to States so they can effectively deal with the safety of the 64,000 non-Federal dams. The objective of the DS program includes the establishment and implementation of a dam safety program in each State and the development of public awareness projects to increase public support for State dam safety programs.

15. Hazardous Materials (Hazmat)

It is the purpose of this program to enhance State and local capabilities to prepare for, effectively respond to, and mitigate emergencies associated with hazardous materials management to protect the health, safety, and environment of the Nation. There are no Federal funds passed to the States under this program. FEMA program activities include technical assistance, training and education, and disaster assistance through the Superfund for cleaning hazardous waste sites.

16. Hazard Mitigation Assistance (HMA)

The HMA program is intended to assist State and local communities to reduce vulnerability from recurring or potentially severe hazards by supporting hazard mitigation planning activities. Hazard mitigation is defined as actions intended to reduce the degree of risk or vulnerability to hazards present in an area, such as adopting and effectively administering building codes which include features to prevent vulnerability of structures to earthquakes, floods, fires, etc. Mitigation actions involve modifying the degree of risk or vulnerability of an area over the long term.

A number of hazard-specific programs administered by FEMA have, as their primary objective, the creation of long-term changes in the constructive environment which will lower the potential for future losses. One of the purposes of HMA is to provide guidance for State and local governments on how FEMA programs, working within an integrated framework, can help in working toward the reduction in long-term vulnerability to hazards.

17. Radiological Emergency Preparedness (REP)

The REP program provides help to State and local governments to improve their planning and response capabilities for radiological emergencies that occur at fixed nuclear facilities and affect the offsite areas. Facilities include commercial nuclear power plants, nuclear fuel cycle facilities, test reactors, and operational military bases. While no funds are currently provided under the CCA specifically for REP, FEMA provides this assistance to State and local governments by developing and issuing guidance, helping in plan development, reviewing draft plans, evaluating exercises, participating in public meetings, and coordinating multi-State planning and preparedness efforts. Although REP includes activities apart from those associated with commercial nuclear power plants, the preponderance of effort is with such facilities.

18. State Assistance Program (SAP)

This program provides assistance to the States in the area of flood hazard mitigation. It assists the States in enhancing their abilities to coordinate the use of Federal and State resources and provides States the opportunity to develop statewide information bases and coordination networks for flood hazard management.

19. Emergency Management Training (EMT)

This is the field training program of the Emergency Management Institute (EMI) which is located at the National Emergency Training Center (NETC), Emmitsburg, Maryland. EMT is delivered by the States in accord with EMI guidance and directives through the CCA process. The other segment of NETC, the National Fire Academy, also has a field training program but it is not part of EMT, and is not funded through the CCA process. The National Fire Academy field training program is funded and delivered to audiences in each of the States by direct delivery and funding from the National Fire Academy.

It is the purpose of EMT to assist the States in concentrating on improving national emergency preparedness by placing the highest practicable priority on training public sector managers to manage emergencies. It is expected that each State's training program will reach the broad range of multi-disciplinary audiences within the State and local jurisdictions with an IEMS approach. Training materials are provided by EMI to the States for use in curricula that combine traditional classroom methods with exercises which demonstrate the practicality of the IEMS approach to emergency management. Instruction is given by qualified State and local personnel who have received Train-the-Trainer courses at EMI for each of the courses offered under EMT.

C. Unresolved Issues

During February and March 1984, the FEMA Inspector General's Office (IG) conducted a review of certain aspects of the CCA program as it existed at that time. The review was limited to two CCA-contained programs--Emergency Management Assistance (EMA) and Emergency Management Training (EMT) in four States: Georgia, Kentucky, Illinois, and New York. The field work involved interviewing personnel and examining records in FEMA headquarters; FEMA's Atlanta, Chicago, and New York regional offices; and the four States. A draft report was distributed for comments on July 19, 1984, and the final report was issued in March 1985. The Investigative Staff has reviewed the IG report and found that although the review covered only the FY 1983 and FY 1984 activities of just two of the CCA-contained programs, the report surfaced some significant issues which encompass all of the CCA programs and the CCA process itself. Implementation of the CCA system continues to be an evolving process. It has been strengthened and refined since the IG's review but not all issues have been resolved and some of the major ones are discussed in this section of the report.

1. Funding Procedures Restrict Program Flexibility

Before FEMA, various individual Federal agencies were responsible for planning and providing assistance for a broad range of emergencies caused by natural and technological disasters and enemy attack. FEMA was created to administer a comprehensive approach which would consolidate emergency management efforts. In line with this consolidation, FEMA has introduced the concept of an "Integrated Emergency Management System" (IEMS) which is described as a "multi-hazards approach to encourage the development of generic plans and emergency capabilities to cope with the wide range of hazards that can affect virtually any community." The IEMS concept transcends the focus on specific hazards. It is designed to structure all FEMA activities into a unified national process that applies common management functions and techniques to the degree needed to manage all emergency conditions (natural, man-made, or nuclear) that threaten public health and safety, irrespective of the cause.

Although emergency management efforts were consolidated into FEMA, and FEMA has developed an all-hazards, IEMS, approach to emergency management, Congressional funding mechanisms for the various FEMA programs were not consolidated. CCA-contained programs are funded under several different appropriation accounts and the budget process restricts the shifting of appropriated funds allocated for one program to accomplish the objectives of other programs. Therefore, FEMA does not have wide discretion to allocate or reallocate funds when a greater need is identified under the IEMS approach.

This lack of flexibility is one of the major complaints voiced by many of the State emergency management officials. Under the CCA process, each State is funded separately for each of the CCA-contained programs and is required to perform certain measurable tasks specific for the individual State as identified in the "statement of work" portion of the CCA. In those instances where the State might accomplish its agreed-upon tasks without spending all of its allotted Federal funds, the State does not have the flexibility to reprogram these funds for other emergency management programs. The funds must, in such a case, be returned to the FEMA regional office which can reallocate these funds to another State within the region for the same program but not for any other. This restraint does not encourage efficiency and does little to augment the IEMS concept.

Some of the CCA-contained programs are funded 100 percent by FEMA and some by 50 percent Federal matching funds. Some of the State Emergency Management officials advised the Investigative Staff that some of the CCA-contained programs receive limited funding (national funding levels for each CCA-contained program are depicted in Figure 1). This allows for only a minimal effort and as the funding level shrinks, as is likely in FY 1986, some of these programs will diminish to a level that is either unmanageable or of little significance. The State officials argue that to continue to compartmentalize these programs precludes the flexibility necessary to allow the States to meet their own specific needs and also continue an overall comprehensive program that will serve the Federal interest.

The flexibility issue was cited by State emergency management officials, more often than any other, as creating tension between the State and FEMA. When FEMA adopted the CCA funding process and simultaneously stressed the IEMS concept, it was generally assumed that the CCA would allow sufficient funding flexibility to enable the States to focus on their specific needs within the context of IEMS. However, little has been accomplished by the CCA process, which State officials see as the same separately funded and directed programs but now submitted as addenda to one document, the CCA, rather than separate documents for each program as before.

The CCA--by its very name--may have misled many of the State and local emergency management officials and perhaps some of the FEMA officials as well, to assume that this funding mechanism would allow for a freer, less restrictive, cooperative Federal-State emergency management effort. In any event, many of the State officials seem to be embittered and disillusioned. Some have commented that the CCA is not:

- comprehensive - The CCA does not encompass the entire range of emergency management programs. They allege that some of the States' priorities are either not considered or not adequately funded. Problems involving accidents associated with hazardous materials were often cited as an example.
- cooperative - Some State officials claim they were led to believe their programs and funding would be based on the individual State needs and that the work effort and funding level would be "negotiated." Instead they allege the funding levels are either dictated or pre-set with little, if any, recognition of the State's particular needs.
- agreement - Some States allege that an agreement connotes a give and take compromise, but they envision the CCA process as a take-it or leave-it proposition offered by the Federal Government (FEMA).

2. Is CCA the Proper Funding Mechanism?

The FEMA Inspector General, in his report of March 1985, commented, "The fragmented funding system, under which FEMA derives program funds, has prevented the successful implementation of a consolidated and comprehensive approach to emergency preparedness and response." In considering funding alternatives, the FEMA Inspector General recommended that FEMA should consider block grants as a funding alternative to CCA's and according to the IG, "The Advisory Commission on Intergovernmental Relations has recommended a block grant as the preferred instrument for providing Federal financial assistance under a cluster of functionally related categorical programs." Also, according to the IG, "A well designed block grant would provide State and local governments with discretion and flexibility in developing and implementing a comprehensive emergency management program tailored to their needs. A block grant would also provide for the consolidation of financial resources to meet those needs."

Some of the State emergency management officials and regional FEMA officials advised they would prefer "block grants" because they would seem to provide the flexibility necessary to allow for a well-integrated emergency management program. All agreed that any procedure which would alleviate the strict program delineations and severe fragmentations of the current system would seem to be preferable.

One of the results of the IG's audit was the formulation of a CCA Review Task Force to consider the issues raised by the IG. The task force in its January 30, 1985, report recommended "that, while considering the block grant vehicle, FEMA should examine its responsibilities under P.L. 920 [P.L. 81-920, the Civil Defense Act, as amended] for a national attack oriented program, to determine if such a vehicle can be responsive to the federal responsibilities without substantial federal involvement; or whether the CCA process better lends itself to this unique 'attack and response' Federal Constitutional (sic) requirement." In its overall recommendations, the Task Force pointed out that there is a need for "top management" to examine certain policy and management issues. Included, in addition to the block grant funding consideration, were recommendations to "consider legislation and possible amendments as appropriate, to remove funding restrictions; and to "review and analyze accountability in relation to flexibility."

3. Administrative Control of CCA's

CCA responsibilities are dispersed among various FEMA headquarters units and no one administrative organization has overall control or responsibility. The State and Local Programs and Support Directorate (SLPS) has been assigned coordinating responsibility for the CCA process but the responsibilities for the supervision and control of the various CCA-contained programs reside with various administrative headquarters entities having functional responsibility for the generic program. The execution of the CCA's is decentralized and the FEMA regional offices have overall responsibility to implement the programs and to accomplish FEMA program objectives. These responsibilities include providing States with program and financial guidance for each CCA program, requesting assistance applications from States and performing programmatic and financial evaluations of those applications, negotiating work statements with States for each CCA program, monitoring the States financial and programmatic execution of approved programs, and evaluating program results.

The FEMA IG in his report of March 1985, found that CCA responsibilities were not clearly fixed within headquarters or the regional offices and definitions, delineations, and assignments of specific duties and responsibilities were not clearly and concisely set forth in a form readily available to those involved. He also found that the FEMA regional offices did not have adequate written procedures to accomplish basic CCA functions.

In response to the IG's findings, a variety of activities were initiated to improve the CCA process. Some of the more significant actions are:

- A task force was created to review the CCA process based on the IG's criticisms. It included representatives from all 19 programs delivered under the CCA process and others including representatives of the offices of Inspector General, Comptroller, General Counsel, and Regional Operations and Program Analyses and Evaluation. Its final report contained a number of recommendations to strengthen and improve the CCA process.
- An analysis was made of the FY 1985 CCA statement of work to determine the quality of each, and the relationship of these work plans to the program guidance.
- Nine of the 10 FEMA regions were visited by the headquarters CCA coordination staff and the quality of the FY 1985 CCA statements of work were discussed. Recommendations for improving the FY 1986 guidance, negotiation, and monitoring process were developed.
- A permanent Headquarters Program Managers Working Group was established to serve as an ongoing coordination team for the continued development and refinement of program guidelines and policy.
- Preliminary draft materials for a CCA training manual, and an outline for a CCA policies and procedures manual have been developed.
- Consideration is being given to the possibility of developing a single document which would include all individual programs' regulations and general requirements.
- A newly designed "Activities-Results List" is being used as a standardized form to make States' performance measurable and trackable.
- The "reporting by exception" procedure used by States in submitting their quarterly performance reports has been replaced by a quarterly program report that updates progress against the expected milestones.
- Pre-award reviews are being required by some headquarters program managers of the statements of work for concurrence prior to award, to serve as a means to enforce program standards and ensure the integrity of the national interest.

- Evaluations of CCA end product results are being conducted to obtain better data on FEMA-provided assistance in order to build a data base for enforcement of standards.
- A CCA National Conference of Headquarters and Regional FEMA personnel was held in March 1985 where the FY 1986 CCA package was explained and discussed. Improved performance and enforcement of standards were among the items stressed.
- A CCA training course is being designed and developed.

The CCA program should be strengthened by the actions already taken. The Program Managers Working Group should strengthen the headquarters coordination of the CCA process but the responsibilities and authorities for the various substantive programs continue to be dispersed with no direct line of overall CCA authority between headquarters and the regions which have their own administrative organizations. The lines of authority between the program managers at FEMA headquarters and their counterparts in the regions relating to the CCA process remain clouded and appear to function either informally or by committees. The CCA task force in its final report suggested that FEMA top management should examine the CCA roles, responsibility, and authority including consideration of the feasibility of centralization vs. decentralization. However, this issue remains unresolved.

4. Federal Stewardship

By definition, Federal agencies that elect the CCA as the funding mechanism to deliver programs to State and local governments must maintain "substantial Federal involvement" in the administration of these programs. While the specific extent of the Federal involvement is left to the discretion of Federal agencies, this involvement is required to be greater than involvement exercised under grants with State and local governments. The FEMA Inspector General (IG) in his review found that FEMA had not defined the agency's plan for maintaining substantial Federal involvement and suggested that FEMA's role at that time was not sufficient to meet minimal Federal stewardship requirements.

FEMA program managers are attempting to face up to the accountability and stewardship issues involved in the CCA process. However, it is difficult to define the proper balance between the intensity and degree of Federal oversight that is necessary to be accountable versus the freedom and flexibility necessary to allow the States to manage their programs with optimum efficiency and effectiveness. In this regard the FY 1986 CCA will contain a separate article which tends to define the Federal involvement in the CCA process. It states:

"The FEMA regional office is substantially involved in working with each State through its CCA from initiation to completion in: collaborating in development of statements of work; monitoring State performance to ensure timely, quality results; providing on-site visits, training, and technical assistance to States; and accepting or rejecting State work products or outputs. The FEMA national office is substantially involved in establishing program and financial policies, and in managing and coordinating overall CCA process procedures and information."

The CCA requires that a "statement of work" be prepared for each program clearly describing the objectives, expected end products, and milestones to be met. Commencing in FY 1986, the CCA includes an "Activities-Results List" as the standard form to be used for all programs except the Emergency Management Training Program. Its purpose is to make States' performance measurable and trackable, and may lend itself to computerization. The list will be used by each State as the core format for its statement of work and, after FEMA makes its award to fund the program, the list will become the baseline for each program's quarterly reports. At the end of performance, the updated list will then become the State's final summary report because it is cumulative. But, FEMA officials recognize that merely accepting and monitoring quarterly programs and financial progress reports do not adequately meet the standards for Federal stewardship and, therefore, on-site visits and reviews are advocated as important parts of the monitoring process.

However, the ability of FEMA regional and headquarters officials to provide adequate on-site program and financial monitoring and oversight has been severely hampered during the past 2 fiscal years (FY 1984 and FY 1985) by travel moratoriums imposed by FEMA as a result of short falls in travel funds. To compensate for these shortages, during FY 1984 a travel moratorium was put into effect on August 14, 1984, and in FY 1985 it went into effect on March 20, 1985, thereby effectively curtailing all on-site monitoring for most of FY 1985.

Financia' auditing is another important aspect of assuring accountability and efficiency. Under the CCA agreements, the States have primary audit responsibility and their audit reports are submitted to FEMA for its review. The cost associated with these audits is an allowable expense to be charged as indirect costs under a cost allocation plan that prorates charges to the specific programs audited. State audits are not a completely satisfactory substitute for Federal independent program evaluations and financial audits. The Investigative Staff found that in at least some of the States, the person having the responsibility for the financial aspects of the CCA does not have an accounting or auditing background and the FEMA IG in his CCA audit report of March 1985 said that some of FEMA's regions "lacked financial expertise to effectively manage programs funded under the CCA's."

The curtailed level of on-site program monitoring resulting from travel moratoriums, the questionable expertise of State and regional CCA financial managers, and the beneficial results obtained by auditing just four States in 1984, are all good reasons for having a well-programmed, FEMA-conducted audit effort on a continuing basis. Therefore, it is disappointing that additional CCA audits will not be conducted in FY 1985 as originally planned because of the lack of resources and apparently because of the low priority given to this effort.

5. CCA and the Budget Process

The CCA process involves a long-range, annual planning effort which commences with the development and the preparation of program guidance and ends with awards to the States to accomplish the tasks outlined in the CCA. It is geared toward making awards to the States at the beginning of the Federal fiscal year, October 1, to fund programs for that year. In past years the development and dissemination of the CCA guidance package has been slow and the whole process has fallen behind. There was not enough time for the FEMA regions and States to "negotiate" and develop satisfactory "statements of work." Several State officials have commented that on at least one occasion awards were not made until some 90 days after the beginning of the fiscal year. Some of these delays may have been the result of poorly prepared and unacceptable "Statements of Work" but others were clearly attributable to delays in getting the necessary planning documents to the States. The FY 1986 CCA guidance was submitted to the regions in April 1985. This should allow time to have the process completed so that awards can be made to the States by October 1, 1986, for their FY 1986 programs. However, this process continues to operate in a time frame too late to be of value, or influence, in the Federal budget process. State needs, as may be reflected in the "statement of work" section of each program, are developed after the President's budget has been substantially completed.

In some instances the timing of the CCA process has an even greater impact on the State budget process. Many of the States operate on budget cycles and fiscal years entirely different from the Federal cycle. Consequently, any drastic change in programs or Federal funding levels that may occur during the CCA planning process which might require significant changes in State funding resources cannot, in many cases, be accommodated within the Federal fiscal year time frame. Consequently, lengthy program dislocations spanning combined State-Federal budget cycles may occur.

The CCA process was implemented by FEMA prior to making a comprehensive assessment of the State's individual hazards, needs, and capabilities. In January 1984, FEMA belatedly issued guidance concerning the "Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP)." FEMA describes this effort as a planning tool, for "identifying hazards, assessing

capability, setting priorities, and scheduling activities to improve capability over time." It delineates tasks for State and local participants to collect specific information to establish a nationwide data base for determining the status of emergency preparedness and the impact of FEMA funds on State and local emergency management operations.

The HICA/MYDP has been incorporated into the Emergency Management Assistance (EMA) program, one of the CCA-contained programs, and it is being emphasized in the FY 1986 CCA guidance. Conscientious participation in this program by Federal, State, and local emergency managers should result in a very valuable planning tool depicting assessments of hazards, needs, and capabilities at all governmental levels. It will provide the raw data necessary to consider the States' needs and capabilities as well as the Federal objectives in long-range program planning. But, it remains to be seen if FEMA will take full advantage of the data and effectively use it in its overall agency budget planning process.

6. Nuclear Attack Preparedness

Anti-nuclear sentiments are prevalent in some parts of the United States and where they are strongest they influence and impact on the State's policies and efforts relative to national civil defense preparedness. The following comments made by State emergency management officials to the Investigative Staff are illustrative of the problem:

"The State is not interested in civil defense plans. We are interested in natural hazards."

and

"This is a very liberal State and [preparation for] nuclear bombs and attacks are very unpopular here. The people do not want to plan for a future nuclear attack and evacuation of people. They say this type of planning is a waste of time."

Notwithstanding, FEMA has the primary responsibility for administering a national program for population protection preparedness and response in emergency conditions including enemy nuclear attacks. To fulfill its mandate, FEMA has entered into agreements with the States through the CCA process to foster and develop nationwide plans and programs.

Article I, "Purpose," of the FY 1985 CCA specifically states that one of the purposes of the CCA is "to assist in consolidating a statewide Integrated Emergency Management System dealing with emergencies ranging from those caused by natural and technological hazards to conventional war and nuclear attack, with emphasis on developing capabilities to save lives and protect

property * * * (underlining added for emphasis). Similar language appears in the FY 1986 proposed CCA.

The Population Protection Planning (PPP) program is illustrative and of particular import. The FY 1986 CCA guidance package annex pertaining to PPP states in part: "This program provides State and local governments with a means to unify into a single multi-hazard emergency operations plan (EOP) a variety of hazard-specific planning requirements responsive to nuclear attack, natural disasters, and technological hazards that were previously handled independently. This comprehensive planning approach allows State and local governments to pursue their unique hazard-specific concerns, while at the same time building a capability to satisfy a national goal for nuclear attack preparedness. This dual-use concept is contained in the Federal Civil Defense Act of 1950, as amended, particularly Title V--Improved Civil Defense Programs (Public Law 96-342; September 8, 1980)" (underlining added for emphasis).

The IEMS process attempts to manage all hazards by synthesizing them into common generic plans and programs, and allowing the States to emphasize their hazard-specific concerns. But, the converse is also a possibility. The States may deemphasize those elements which they see as anathema and the sole responsibility of the Federal Government, i.e., nuclear attack preparedness. In FY 1986 when CCA-contained civil defense programs will be changed from 100 percent Federal funds to 50/50 matching funds, there will be even less incentive for some of the anti-nuclear States to participate fully. It will then be even more important to provide close oversight to those program elements dealing with nuclear attack preparedness to ensure that a nationwide program remains viable and continues to meet at least the minimum acceptable Federal standards.

III. FEMA TRAINING ACTIVITIES

A. Training Programs

The National Emergency Training Center (NETC), Emmitsburg, Maryland, encompasses the resources of the National Fire Academy (NFA), and the Emergency Management Institute (EMI). The National Fire Academy resident courses revolve around a curriculum plan that addresses the requirements of the National Professional Qualifications Standards for fire fighters. It includes three primary resident programs-the Fire Service Technical Specialist Program, the Command and Staff Program, and the Executive Fire Officer Program. The field program is an outreach activity to deliver fire-related courses at the State and local level. NFA delivers its field courses through the cooperative scheduling activities of State fire training officials, but the course delivery is furnished by and financed by the NFA which is responsible for the course content and development. The NFA field system includes a process of pilot testing and developing training courses through the direct delivery process with the ultimate goal of "passing off" the courses to the States so that they can then provide the course training themselves using the NFA-developed course materials. To insure that there are properly-trained instructors available for the courses passed off to the States, NFA has a Train-the-Trainer program at the Emmitsburg campus as an adjunct and in support of the field training program.

The EMI seeks, within the integrated emergency management philosophy, to provide emergency management training to a broad spectrum of professionals involved in all aspects of emergency management which includes not only local, State, and Federal emergency managers but also those in the private economic sector, professional and volunteer organizations, and the general public. EMI's resident program is divided into the Executive Development curriculum, the Technical Programs, and the Comprehensive Emergency Management Curriculum. The EMI field training programs, unlike those of the NFA, are offered through the mechanism of the CCA. Through this process each of the States selects courses from a menu of those developed by EMI. Each is required to expend at least 80 percent of its effort on those preferred courses which EMI has designated as Category I courses. Among the courses included in Category I are the highly touted Comprehensive Emergency Management Course, Professional Development Series, and several emergency planning and exercise courses and workshops. Under the CCA process each State must prepare a "statement of work" evaluating the course that will be presented, the location, the audience, and the cost. Once the CCA is approved and the monetary award made to the State, it is the State's responsibility to conduct the training as agreed upon.

B. Curriculum Evaluation

In response to the concerns of the Committee expressed at the FY 1984 and FY 1985 FEMA budget hearings, the Office of Programs and Academics at NETC was assigned the responsibility to develop a system to measure the effectiveness of all training programs offered by NFA and EMI at NETC and in the field. The primary objective was to monitor on a continuing basis, the long-term impact of training activities on student's job performance. It was obvious that this objective could not be accomplished during the pilot phase but, because of its importance, continues to be the primary objective of the evaluation system development. Other objectives included measuring the relevancy of the training as perceived by the students; monitoring the delivery of the training to determine whether the instructional materials, instructional methodologies, and target audiences were consistent with the original design of the standardized training activity; and the establishment and maintenance of a centralized data base.

The pilot effort concentrated on EMI field courses offered to the States under the CCA. The new pilot system was implemented during the last three quarters of FY 1984. Most of the data was collected at the State level by State training personnel who were responsible for the conduct of the training activity under the provisions of the CCA. The course manager was responsible for collecting three types of data, and subsequently forwarding them to the FEMA regional training program manager. The three types of data included achievement tests, student evaluations, and the course manager evaluations. These were supplemented with other data, when available, obtained from an independent observation made by someone from the FEMA regional training staff or a contractor obtained for this purpose. This does not occur in every training session, as only two such independent observations are required each year in each State. The States and regions collected data on 18 courses offered the States under the Emergency Management Training Program.

By November 1, 1984, the data base had grown to include data from 134 course offerings in 34 States representing 2,771 students. The Professional Development Series (PDS) comprised 6 of the 18 Emergency Management Training Program courses being evaluated and accounted for 104 of the course offerings. In an effort to test the validity of the pilot system, a detailed analysis was made of the data collected for the PDS series. In general, the analysis indicated that the NETC curriculum evaluation system operates successfully and is well designed and has the potential to be utilized to improve the courses of instruction and decisionmaking capabilities.

The analysis revealed that the students' evaluations of the courses are very favorable. The two activities which drew the most unfavorable response were "reasonable course length" (74 percent agreement) and "right amount of materials" (69 percent agreement).

The other activities drew a mean agreement rate of approximately 85 percent. The course managers had generally favorable opinions of the courses. Approximately 81 percent stated the course was delivered as designed and met the objectives with 10 percent disagreeing and 9 percent not answering the question. Similarly, 90 percent of the course observers stated that the course was delivered as designed and 96 percent felt the course met its objectives. The analysis of the achievement tests indicated that the tests needed some changes and the Investigative Staff has been advised that these tests are being revised for use in FY 1985. The national averages for the PDS achievement test scores were as follows:

<u>Course</u>	<u>Average Score</u> (percent)
Introduction to Emergency Management	73.0
Emergency Planning	67.4
Leadership and Influence	68.8
Decisionmaking and Problem Solving	67.6
Effective Communications	73.7
Creative Financing	76.3

No analysis was made as to the degree that the achievement test scores reflect the capabilities of the individual instructors. The pilot program data base was probably not adequate to make such an analysis but the relatively low test scores do tend to suggest that the instruction is weak, the tests are not valid, or the students are not qualified. The instructors are procured by the individual States in accord with the CCA process and their evaluation is a sensitive issue, particularly since the pilot evaluation program revealed that over 60 percent of the instructors had education beyond the bachelor's degree, 54.3 percent were "training specialists", and 9.8 percent were emergency management "supervisors."

In FY 1985 the revised achievement tests will incorporate quizzes to be given during the course. They are designed to assist the student in preparing for the final achievement test, but will not become a part of the data base. Only the final achievement test scores will be entered. The pilot program has clearly demonstrated the potential for enforcing course delivery standards, as well as determining the effectiveness of instructors, facilities, and instructional aides. However, the long-range goal is to be able to monitor on a continuing basis the long-term impact of the training activities on students' job performance. Therefore, in FY 1985 the evaluation design effort is shifting to long-term evaluation.

Questionnaire and collection methods which will provide data for long-term evaluations have been designed for the same PDS courses included in the above-described pilot evaluation project. The process involves sending appropriate questionnaires to students between 6 and 12 months after completing the course. The questionnaire is designed to collect data not only from the student but also his superior regarding the impact the particular course has had on the student's job performance. In FY 1985, the Office of Programs and Academics intends to expand the curriculum evaluation capabilities by including six EMI resident courses, five National Fire Academy (NFA) resident courses, and six NFA field courses in addition to the six PDS courses (EMI field courses) which were included in the pilot program effort. It is the ultimate goal of the evaluation effort to include all EMI and NFA resident and field courses and, once the evaluation capabilities are established, the responsibilities for data collection and analyses will be transferred to EMI and NFA, respectively, for use of the institutions responsible for the training activities.

C. Field Reporting System (FRS)

In FY 1984 the Office of Programs and Academics, NETC, was given the responsibility for EMI field training reporting. Since that time, an automated system has been developed which accumulates national data concerning number of student participants, student hours, and relevant cost data. The FRS is intended as a management tool for FEMA headquarters, NETC, regions, and States to monitor and administer the EMI field training program. The FRS:

- can be used in making allocations of EMI funds within the CCA process,
- establishes a data base for monitoring training completion and indicating whether the field program is on track with guidelines and the "statements of work" included in the CCA's,
- serves as a management information system for analyzing cost effectiveness and serves as a basis for guideline changes, "statements of work" modifications, and deobligations of funds decisions, and
- provides analytical reports concerning activities and accomplishments.

The Office of Programs and Academics issued a report of EMI field training activities for FY 1984 which illustrates the capabilities of the automated FRS. The report indicates that the FY 1984 EMI field training activities can be summarized as follows:

	<u>Projected</u>	<u>Reported</u>	<u>Percent of Projected</u>
Activities	3,750	3,708	99
Participants	95,988	110,348	115
Student hours	868,932	800,665	92
Costs	\$3,439,790	\$2,763,231	80

Nationally, 99 percent of the projected activities, 115 percent of projected student participation, and 92 percent of projected student hours were accomplished by the States with an expenditure of only 80 percent of the projected costs.

The most well attended training activities include Emergency Operations Simulation Training Exercises at 17 percent of total national attendance, Radiological Monitoring Course at 12 percent of total attendance, the Public Officials Conference at 17 percent, and Workshop: Emergency Management at 14 percent. The instructional level of effort required for these activities is generally much lower than for other courses. In this regard, the Field Training Report for FY 1984 stated, "The national curriculum included delivery of Professional Development Series courses, radiological information courses, shelter courses, exercise activities, and courses for public officials. This provided a well-balanced curriculum. However, when the general instructional level of effort is viewed * * * it would appear that more balance is required in the courses as opposed to workshops and activities."

Several State emergency management officials advised the Investigative Staff that they were less than enthusiastic about the PDS courses. Their criticism varied but includes the comments that the courses are too general, too basic, and do not teach the specific management techniques as practically applied to particular emergency management scenarios. There were also officials who criticized the achievement test requirements of the PDS series implying that such "pass/fail" tests are demeaning to experienced professionals. Regardless of their validity, the criticisms may explain, in part, the relative lack of participation in the PDS series.

The analysis of FY 1984 EMI field training activities reveals a wide divergence in costs among the FEMA regions, from a low of \$1.90 per student hour in Region X (Bothell, Washington) to train 19,779 participants compared to \$6.80 per hour in Region VII (Kansas City) to train 3,994 participants. Although these figures tend to measure efficiency, the differences between per diem and travel costs in the different parts of the Nation should be considered. In any event, the report demonstrates that data is being collected and is available in a readily retrievable form

for use by those EMI managers responsible for the EMI field program at both NETC and in the regions. It is an excellent tool for monitoring Emergency Management Training Programs within the CCA system and should be a prototype for developing similar systems for the other CCA-contained programs to determine how the funds are being spent and the results attained.

With the submission of the report of FY 1984 activities, the responsibilities for all aspects of the FRS have been transferred from the Office of Program and Academics to EMI which will manage the system in the future.

D. Comments and Evaluations By State Officials

The Investigative Staff visited officials from the States of California, Delaware, Florida, Georgia, Illinois, Nevada, Minnesota, South Carolina, Tennessee, Virginia, and Washington. Some of these officials, in addition to holding official positions within their own States, were active in and in some cases officers in national organizations related to and interested in various aspects of FEMA's training activities. Among the professional organizations which they represented were the National Emergency Management Agency and the International Society of Fire Service Instructors. Pertinent comments from these sources concerning the training activities of the National Fire Academy and the Emergency Management Institute are summarized below.

1. National Fire Academy (NFA) Training

There is a wide diversity among the States of mandated training, standards, resources, and competence in the fire service. Many of the departments are made up of volunteers with only limited time available for training. There are often longstanding rivalries between metropolitan fire departments which usually have established training programs and the small town departments which must rely on the State or NFA to provide training. As a result, many of the metropolitan departments do not participate to any significant degree in the State fire training programs. Notwithstanding this incongruous milieu, the NFA enjoys a generally excellent reputation across the spectrum of the fire fighting community. Below are some of the more pertinent issues raised by State fire officials:

- The fire fighters consider the Emmitsburg campus to be the location of their National Fire Academy. It was there first (before EMI) and it is important that the identity of the NFA not get lost in the NETC atmosphere. However, it is also important to be aware that it is not FEMA but the reactionary rivalries of two separate constituencies (fire fighters vs. emergency managers) that hold FEMA back from closer cooperation between the Emergency Management Institute (EMI) and NFA at NETC.

- NFA should be and is the national organization that enhances the national fire training network, operating in a manner where it is able to funnel its resources into each State system. NFA should assist the States to the degree necessary. The capability to develop training courses is lacking in just about every State and course development is the proper role for NFA.
- In some States having established State training programs, NFA is viewed as a rival, particularly with regard to the NFA resident courses. Firemen and fire departments would rather have the students attend NFA courses at Emmitsburg "for free" than to have to pay the expenses of attending a State training activity. In this regard, it was suggested by some that NFA resident courses should be only highly specialized or higher level courses not usually presented at the State level.
- NFA frequently by-passes the State training system in selecting students for resident courses, particularly students from metropolitan fire departments. "It is a waste" if a graduate of an NFA resident course is not used to impart the knowledge gained as extensively as possible.
- In the "fire world" training course levels are not standard and trainees are often able to jump from one course to another. There are few prerequisites and the "courses are not sequential." NFA is currently attempting to develop a sequential curriculum but currently some trainees are accepted in courses far beyond their vocational level and, therefore, the training is of little use to them or their departments. There is a need for better screening of course applicants.
- The quality of instruction in NFA-delivered courses suffers because of the "low bid" policy followed by NFA by which adjunct faculty are hired from a list of "qualified" instructors based on the lowest bid.
- NFA should be developing a national fire training delivery system by accrediting State systems and assisting States to establish training programs where none exist.

2. Emergency Management Institute
(EMI) Training

There was a wide divergence of views among State emergency managers concerning FEMA training activities. In fact, the only issue they were nearly all in agreement about was their opposition to the development of NETC-West at Carson City, Nevada. Most of the State officials brought the NETC-West issue up spontaneously and all were adamant in their opposition. They considered NETC-West to be a waste of money and not justifiable, particularly during the current period of budget cut backs. They believed FEMA's efforts would be better directed towards improving the existing programs at NETC, Emmitsburg, Maryland.

The following are some of the pertinent observations made by State officials concerning EMI training activities:

- There were many divergent views concerning the Professional Development Series (PDS) of field training courses. The Investigative Staff received some laudatory comments but one official said these courses weren't worth a "damn." Most of the criticism seemed to center around the fact the PDS series is too general and the courses are the kind better taught at the more traditional learning institutions. EMI's training efforts should be more specifically task or job oriented. [It should be noted, however, these comments are not entirely consistent with the summary data compiled in the NETC curriculum evaluation effort which indicated that in FY 1984 approximately 85 percent of the students and course managers gave the PDS series favorable comments.] It was also stated these courses are "too basic" for experienced managers who should be excused from taking them. [However, a summary of the achievement test scores for FY 1984 indicated that the average test scores were relatively low ranging from 67 to 76 percent.]
- Some officials felt that the emphasis on the PDS courses and the EMI requirement that 80 percent of the State's effort must be directed to a specific group of priority courses was too restrictive. Some believe the States need and should be allowed the flexibility to modify the EMI-developed courses to meet the local needs.
- Some resistance to giving end-of-the-course achievement tests was voiced. It was felt that any possible benefit from these tests paled when compared with the animosity they engender.

- There are courses given by EMI which are very popular and extremely interesting. They would receive high ratings by the participants but may have very little practical value. An example, the Integrated Emergency Management Course, was cited and was described as a "showcase" scenario-based course which demonstrates a crisis management team concept. The course requires a team made up of various segments of the community which would be involved in managing emergencies, i.e., fire, police, utility companies, mayor's office, rescue personnel, social agencies, etc. This course is taught at NETC as a resident course and is also made available for field training by training a complete State team at a Train-the-Trainer course at NETC. The course was described as requiring a "highly sophisticated communications system" which is not readily available. It was felt that the course should be modified, particularly in the Train-the-Trainer mode, to use existing local communications equipment under local conditions.
- EMI's current training efforts are focused on the broad spectrum of people engaged in emergency management. It was suggested that there should be survival training programs to teach people how to take care of themselves in case of disaster. Similarly, there is a need for training of volunteers for all types of emergency situations, e.g., search and rescue.
- There were criticisms that EMI resident training was not always coordinated closely enough with the State emergency agency. Examples were given of candidates accepted at EMI who either were not qualified or there were better candidates available. Screening these applicants through the State would have been more appropriate, particularly since the States see themselves not only as partners but also agents of the EMI training. In particular, the States want to insure that those who are allowed to attend the Train-the-Trainer courses are, in fact, committed to the State in teaching the course after they attend EMI.
- There were some general criticisms of course development and delivery at EMI. It was suggested that some of the courses were developed too quickly by contractors who were not the best available and,

therefore, the courses are not as good as they should be. There were several comments made about instructors who were poorly prepared and dissatisfaction with the use of an adjunct faculty at EMI. The critics suggested that a permanent faculty would be more attuned to FEMA and national policy, have better access to state-of-the-art developments in emergency management, and provide a continuity, consistency, and standardization in the training effort which is now lacking.

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