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## THE RELATIONSHIP OF FEMA PROGRAMS TO THREATS

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**E**mergency management consists of organized analysis, planning, decision making, assignment and coordination of available resources for mitigation, preparedness, response and recovery to save lives and protect property from the effects of any emergency, whether from natural, technological or attack sources. In order to fulfill their responsibilities to manage and conduct essential functions, State and local governments must have operational capabilities that will survive any kind of catastrophic emergency. Survivable crisis management capability ensures the ability to direct, control, manage and coordinate emergency operations within and among jurisdictions in cooperation with all government entities-Federal, State and local. To achieve this goal, all jurisdictions need integrated, in-place capabilities built on people, communications and hardware, systems and plans that will enable them to prepare for and respond to all emergencies, including catastrophic disaster, from any source.

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### **Agency Mission**

FEMA is responsible for ensuring the establishment and development of policies and programs for emergency management at the Federal, State and local levels. This includes developing a national capability to mitigate against, prepare for, respond to and recover from the full range of emergencies that include natural, technological and national security emergencies.

In view of the broad range of threats the population and industry of the United States face, FEMA is also responsible for ensuring that plans are in place as part of an integrated, all-hazard emergency management program. While the nature of some emergencies (e.g., earthquakes, hurricanes, tornadoes, radiological emergencies) does require certain hazard-specific procedures and activities, the goal of the Agency is to ensure the establishment of an integrated, all-hazards emergency management capability.

The Agency has a wide range of programs available to provide financial and technical assistance to State and local governments. The purpose of these programs is to help State and local emergency managers coordinate their governments' mitigation, preparedness, response and recovery activities for protecting the population from the numerous hazards that threaten their communities.

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**Preparedness:  
State and Local  
Support Programs**

The State and Local Programs and Support Directorate is responsible for developing and maintaining an effective emergency management and response capability designed to mitigate against and reduce the effects of civil emergencies upon life and property. The Directorate develops and oversees programs that enhance State and local government capabilities to prepare for, respond to and recover from emergencies. This responsibility includes preparedness planning and mitigation activities for earthquakes, dam safety, hurricanes, floods (except for those programs authorized by the National Flood Insurance Act of 1968, as amended, which are the responsibility of the FEMA Federal Insurance Administration), tornadoes, radiological and hazardous material accidents and all national security emergencies.

**The Civil Defense  
Program**

In accordance with the Federal Civil Defense Act of 1950, as amended, the civil defense program provides the basic elements to build an emergency management capability at the State and local levels—an infrastructure of personnel, hardware, facilities, communications and systems that will provide State and local governments with survivable integrated, all-hazard emergency management capability. As stated in Section 2 of the Civil Defense Act:

*It is the policy and intent of Congress to provide a system of civil defense for the protection of life and property in the United States from attack and natural disasters.*



The civil defense program provides funding for up to 50 percent of the salaries of State and local emergency managers and fully funds population protection planners, radiological defense officers and facility surveyors in each State. The preparedness planning undertaken by these individuals has application to natural, technological and attack-related disasters.

Although the radiological defense program was primarily designed to provide equipment for determining radiation levels following a nuclear attack, the same equipment is available for use in peacetime radiological emergencies.

State Emergency Operating Centers, for which up to 50 percent of the funding is provided through the civil defense program, are focal points for coordinated State-level disaster response activities throughout the Nation and are the foundation of the developing survivable crisis management system. In addition, the lessons learned from their use in natural disasters allows State and local governments to be better prepared in the event of attack from conventional, nuclear, chemical or biological weapons.

Listed below are some examples of how the civil defense program is used to cover all hazards:

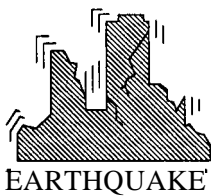


- Through the National Warning System (NAWAS), approximately 7,000 warnings and tests were issued in 1991 alone.
- The Emergency Broadcast System (EBS) was developed in the civil defense program as a means for the President to talk to the general population during times of national emergency; yet, the EBS stations report that Governors and mayors use it over 1,000 times a year in response to natural and technological emergencies.
- Emergency Operating Centers (EOC's) usually are activated on a daily basis by State and local governments during natural disaster response operations to provide effective population protection and crisis management.
- The protection provided to counter the effects of electromagnetic pulse on State and local EOC's, civil defense emergency communications systems and equipment and EBS stations ensures their survivability because it also protects against the effects of lightning and power transients that occur during natural disasters.
- Plans developed by Emergency Management Assistance planners funded under the civil defense program at the State and local levels are used in a community's response to a disaster. Lessons learned by implementing these plans are of great importance in developing subsequent planning guidance and evaluations.
- Civil defense-sponsored testing/exercising proved invaluable to Sioux City, Iowa, by making possible that city's rapid response to the tragic plane crash that occurred in 1989. As Bev Costello, the Iowa State Training Manager noted in an October 1989 letter to the Superintendent of the FEMA Emergency Management Institute, "The direct impact of the FEMA exercise requirements is that we were very well prepared to respond [to the airline crash] and, in fact, responded accordingly because most of the responders had experience working together...I found it interesting that the considerations not rehearsed were *precisely* the areas where problems arose" (emphasis added).

The civil defense program reduces the vulnerability of the American people, not just to attack, but to the full range of hazards they face. This has been reaffirmed in the new policy on civil defense outlined in

the FEMA's March 1992 report *Civil Defense: A Report to Congress on National Disaster Preparedness*. (This report also outlines the relationship of the new policy to funding arrangements and a new effort to determine the nation's overall civil defense resource requirements.) Combined with the other FEMA emergency management programs, the civil defense program is an integral component of and provides the basic infrastructure for a State and local emergency management capability.

## Natural Hazard Programs



FEMA's natural hazards programs include the following elements: (1) **National Earthquake Hazards Reduction**, (2) **Hurricane Preparedness**, (3) **Dam Safety**.

The purpose of the *National Earthquake Hazards Reduction Program* is to reduce the risk to lives and property. This is accomplished through a comprehensive, multi-agency program of scientific research, mitigation, preparedness and response planning and public education. FEMA, as the lead agency, has the statutory responsibility to plan, coordinate and recommend goals, priorities and budgets for earthquake activities among the principal agencies authorized under the Earthquake Hazards Reduction Act, of 1977, as amended. The agencies include the United States Geological Service, the National Science Foundation and the National Institute for Standards and Technology.

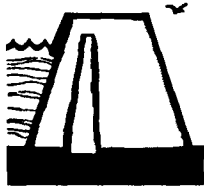
The primary activities of the program are to:

- develop improved seismic design and construction practices for adoption by Federal agencies, State and local governments and the private sector;
- provide financial and technical assistance to State and local governments to implement comprehensive earthquake hazard reduction programs;
- develop public education and awareness programs; and
- plan for and coordinate an adequate Federal capability to respond to a catastrophic earthquake.



The goal of the *Hurricane Preparedness Program* is to reduce the loss of life and property damage from hurricanes in high-risk populations. FEMA, as the chair of the Interagency Coordinating Committee on Hurricanes, coordinates ongoing hurricane-related planning and mitigation activities of the U.S. Army Corps of Engineers, the National Weather Service, the National Hurricane Center and the Office of Ocean and Coastal Resource Management.

The primary functions performed include: (1) conducting population preparedness projects which assist State and local governments in developing and implementing evacuation plans for coastal areas and (2) and property protection projects, which assist State and local governments in developing and implementing hazard mitigation plans for coastal areas.



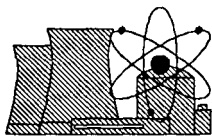
DAM SAFETY

The objective of the *Dam Safety Program* is to enhance the safety of the Nation's dams, thereby protecting lives and property. FEMA exercises dual responsibilities through its Dam Safety Program to (1) coordinate Federal dam safety activities and (2) coordinate and implement activities designed to encourage States to implement strong dam safety programs.

FEMA chairs the Interagency Committee on Dam Safety (ICODS) and coordinates non-Federal dam safety with the Association of State Dam Safety Officials. Training for dam safety officials has been enhanced by the development of "Training Aids for Dam Safety (TAD)." TAD was created, funded, developed and disseminated under FEMA's leadership. Technical assistance is provided through the publication, revision and distribution of technical assistance materials developed by ICODS and others. In addition, FEMA activities help to bring the dam safety message to State and local officials and the private sector by sponsoring State public awareness workshops, informational videos, brochures and other materials.

### Technological Hazard Programs

FEMA's programs to help State and local emergency managers prepare for the technological hazards they face include: (1) Radiological Emergency Preparedness, (2) Hazardous Materials and (3) Chemical Stockpile Emergency Preparedness Program.



RADIOLOGICAL  
EMERGENCY

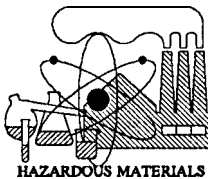
As a result of a Presidential Directive in 1979, FEMA was assigned the lead Federal role for radiological emergency planning and response. Under FEMA's *Radiological Emergency Preparedness Program*, the goal is to enhance integrated emergency planning and response for all types of peacetime radiological emergencies by the State, local and Federal governments. The primary emphasis is directed to planning and preparedness for commercial nuclear power plants, nuclear fuel cycle and material license holders, Department of Defense and Department of Energy facilities and transportation accidents.

Much of the program's effort is directed towards protecting the health and safety of citizens living in the Emergency Planning Zones that are established around each commercial nuclear power plant in the United States. There are 75 commercial nuclear power plant sites nationwide

involving planning and preparedness activities of 460 State, local and tribal governments. Approximately 3 million people live within the Emergency Planning Zones around these sites.

Key activities pertaining to offsite radiological emergency planning and preparedness include evaluation of emergency response and utility plans, review of public emergency information materials, review and testing of utility alert and notification systems, periodic exercises to test emergency response plans and periodic program activities such as drills, plan updates and public meetings.

FEMA's primary regulatory responsibilities includes the provision of FEMA findings on the adequacy of offsite planning and preparedness to the Nuclear Regulatory Commission. FEMA findings are used by the Nuclear Regulatory Commission in making licensing determinations.



The mission of the *Hazardous Materials Program* is to provide technical and financial assistance to State and local governments. In addition, FEMA coordinates and cooperates with the private sector in developing, implementing and evaluating hazardous materials emergency preparedness programs for State and local governments. The mission is accomplished through five separate functional elements--planning, training, exercising, information exchange and intergovernmental coordination/cooperation.

FEMA develops and distributes planning and preparedness guidance to State and local governments in cooperation with the 13 member agencies of the National Response Team. Hazardous materials training courses and course materials are developed and financial assistance is provided to State and local governments in support of State derived course development and delivery. FEMA supports State and local governments in the design, implementation and evaluation of hazardous materials exercises used for assessing the adequacy and effectiveness of existing planning and training programs. FEMA also cooperates with the Department of Transportation in the maintenance of electronic bulletin boards to provide the latest information on hazardous materials planning, training, exercises and conferences to State and local governments and the private sector.

The Department of Defense Authorization Act of 1986 (PL 99-145) mandated the destruction of the Army's stockpile of unitary chemical weapons, which was stored at eight sites in the continental United States. The law directed the Secretary of Defense to provide for the "maximum protection of the environment, the general public, and the personnel who will be involved in the destruction of the chemical agents and munitions."

Based on a Memorandum of Understanding between FEMA and the United States Army, FEMA assists State and local jurisdictions surrounding these eight sites in preparing for incidents related to the storage and destruction of the Army's unitary chemical weapons stockpile through its *Chemical Stockpile Emergency Preparedness Program (CSEPP)* (Figure 35). The program provides technical assistance to these jurisdictions with comprehensive planning, exercises, training and emergency public information. In addition, FEMA serves as the conduit for Army funds to these jurisdictions through its Comprehensive Cooperative Agreement process.

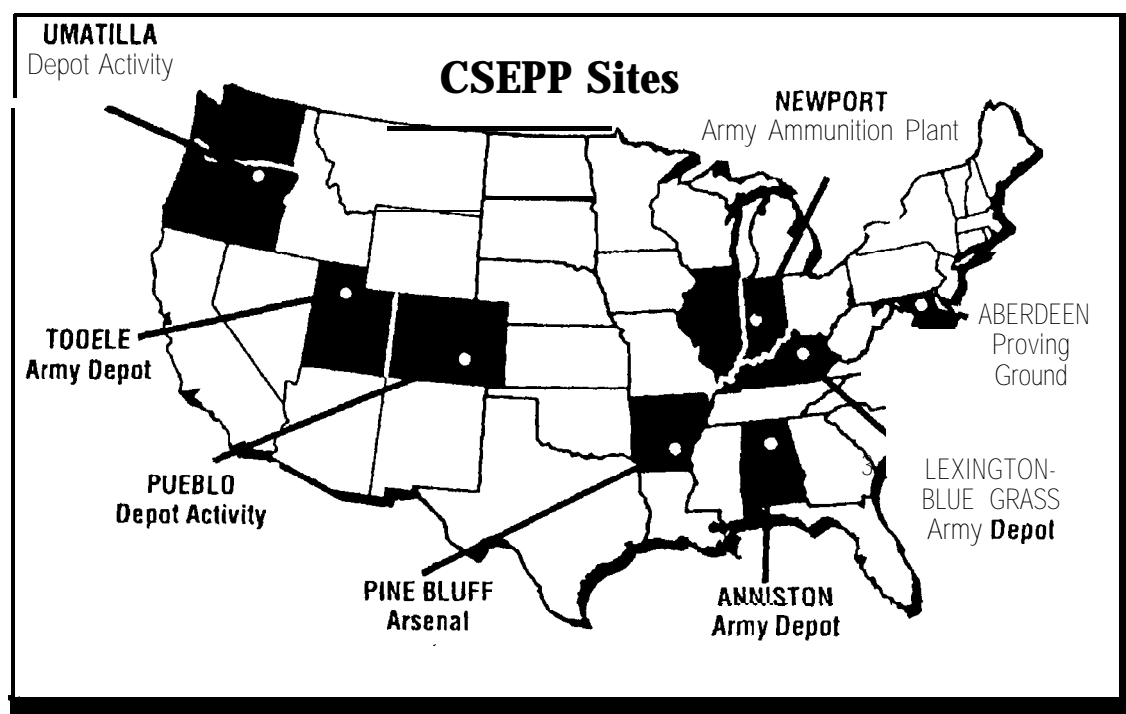


Figure 35

### The National Urban Search and Rescue System

FEMA's initiation of the National Urban Search and Rescue (US&R) System represents a new type of effort in building State and local emergency capabilities. The US&R program combines the benefits of the National Earthquake Hazards Reduction Program with the responsiveness of the Stafford Act. Under this program, grants will be made available to State and local jurisdictions that display a certain level of US&R response capability. These grants are used to enhance their existing capabilities through equipment acquisition and additional training programs, while simultaneously providing the Federal

government with an immediately deployable response capability to respond to disasters that require US&R support within the United States.

To ensure standardization of the Federal US&R response, FEMA has developed a 56-person task force structure by which all applicants must configure their resources. These task forces are multi-functional, configured into four specialized teams of search, rescue, medical and technical. In September 1991, FEMA awarded equipment grants totaling almost \$2 million dollars to 25 State-consolidated and local sponsored task forces. There are also nine other task forces that will participate in the US&R System by adhering to its developmental guidelines and offering themselves for Federal deployment.

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**Response:  
Federal  
Response Plan**

The Federal government also provides aid in catastrophic disasters where the emergency response capabilities of State and local governments are overwhelmed. In a major disaster, the Robert T. Stafford Disaster Relief and Emergency Assistance Act allows the President to “direct any Federal agency, with or without reimbursement, to utilize its authorities and the resources granted to it under Federal law (including personnel, equipment, supplies, facilities, and managerial, technical, and advisory services) in support of State and local disaster assistance efforts.”

There are instances where emergency response assistance may be obtained from Federal government agencies without a Presidential declaration of a major disaster or an emergency. For example:

- Search and Rescue Assistance may be provided by the U.S. Coast Guard or U.S. Armed Forces in search and rescue operations to evacuate disaster victims and transport supplies and equipment.
- Flood Protection Assistance can be provided by the U.S. Army Corps of Engineers, which has the authority to assist in flood-fighting and rescue operations and to protect, repair and restore federally constructed flood-control works threatened, damaged or destroyed by a flood.
- Fire Suppression Assistance may be authorized by the President to provide aid, including grants, equipment, supplies and personnel to a State for the suppression of a forest or grassland fire on public or private lands that threatens to become a major disaster.





Still, a major disaster may require a broad spectrum of Federal assistance to immediately support State and local emergency response operations. The formal process of coordinating Federal support to States and localities in an overwhelming emergency is outlined *in the **Federal Response Plan***. The Plan describes the basic mechanisms and structures that Federal government will use in mobilizing department and agency resources to augment State and local response efforts.

In the Plan, Federal support is organized according to a series of Emergency Support Functions (ESFs). Each ESF is headed by a primary or lead Federal agency, with other agencies providing support as necessary to carry out the function. Primary agencies for an ESF are established on the basis of having the most resources and capabilities in the particular functional area. *Figure 36* lists the current ESFs and their primary agencies under the current Federal Response Plan.

FEDERAL RESPONSE PLAN EMERGENCY SUPPORT FUNCTIONS	
EMERGENCY SUPPORT FUNCTION	PRIMARY AGENCY
1. <b>Transportation</b>	<b>Department of Transportation</b>
4. <b>Communications</b>	<b>National Communications System</b>
4. <b>Public Works and Engineering</b>	<b>Department of Defense</b>
4. <b>Fire Fighting</b>	<b>Department of Agriculture</b>
5. <b>Information and Planning</b>	<b>Federal Emergency Management Agency</b>
6. <b>Mass Care</b>	<b>American Red Cross</b>
7. <b>Resources Support</b>	<b>General Services Administration</b>
8. <b>Health and Medical Services</b>	<b>Department of Health and Human Services</b>
9. <b>Urban Search and Rescue</b>	<b>Department of Defense</b>
10. <b>Hazardous Materials</b>	<b>Environmental Protection Agency</b>
11. <b>Food</b>	<b>Department of Agriculture</b>
12. <b>Energy</b>	<b>Department of Energy</b>

Figure 36

### Activation

In an emergency, the FEMA Director may direct the activation of the Plan on a partial or full basis. Under a Presidential declaration of disaster, the FEMA Director will also appoint a Federal Coordinating Officer on behalf of the President for each declared State to coordinate the overall delivery of Federal assistance to State governments managing the response to a disaster.

## Regional Operations

At the Regional level, the FEMA Regional Director will set up a Regional Operations Center (ROC) and establish links with affected States as an interim measure.

Shortly thereafter, an Emergency Response Team (ERT) is established for the disaster. Made up of FEMA personnel and regional representatives of Plan ESFs, the ERT is the interagency group providing administrative, logistical and operational support to the regional response activities. An advance element of the ERT will assess the impact of the disaster situation, collect damage information and set up response operations in the field.

## National Operations

A national support structure is also established in order to support Federal disaster response operations in the field. A Catastrophic Disaster Response Group (CDRG) is set up. Made up of the heads of Federal agencies responding to the disaster, the CDRG resolves any broad resource or operational issues arising from the response. The CDRG is supported by an Emergency Support Team (EST). The EST mirrors the structure of the ERT in the field, providing national support as needed.

The Federal Response Plan is the means by which the Federal government can provide a gradual, organized and coordinated means of meeting the needs of States and local governments overwhelmed by a major disaster or emergency. *Figure 37* is a list of the agencies with assigned roles in the current Federal Response Plan.

### Federal Response Plan — Agencies Involved

Department of Agriculture	Agency for International Development
Department of Commerce	American Red Cross
Department of Defense	Environmental Protection Agency
Department of Education	Federal Communications Commission
Department of Energy	Federal Emergency Management Agency
Department of Health and Human Services	General Services Administration
Department of Housing and Urban Development	Interstate Commerce Commission
Department of the Interior	National Aeronautics and Space Administration
Department of Justice	National Communications System
Department of Labor	Nuclear Regulatory Commission
Department of State	Office of Personnel Management
Department of Transportation	Tennessee Valley Authority
Department of the Treasury	U.S. Postal Service
Department of Veterans Affairs	

Figure 37

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**Recovery:  
The Disaster Relief  
Program**

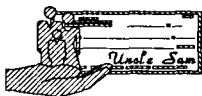
The Disaster Relief Program is designed to supplement the efforts and available resources of State and local governments and voluntary relief organizations. The President's declaration of a "major disaster" or an "emergency" authorizes Federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act and triggers other Federal disaster relief programs.

Two primary forms of Federal disaster assistance can be made available under a Presidential declaration of a major disaster: (1) assistance to individuals and (2) assistance to State and local governments.

**Individual  
Assistance**

One of the most important objectives after any disaster is to inform individuals of the assistance available and to assist them in the application and delivery process. Information outlining available aid programs is disseminated by FEMA through radio, television, newspapers and the mass distribution of pamphlets, as well as "outreach" teams and toll-free telephone "hotlines." This "*Individual Assistance*" may include:

- temporary housing until alternative housing is available for disaster victims whose homes are uninhabitable;
- minimum essential repairs to owner-occupied residences in lieu of other forms of temporary housing so that families can return quickly to their damaged homes;
- disaster unemployment assistance and job placement assistance for those unemployed as a result of a major disaster;
- individual and family grants of up to \$11,500 to meet disaster-related necessary expenses or serious needs when those affected are unable to meet such expenses or needs through other programs or other means;
- legal services to low-income families and individuals;
- crisis counseling and referrals to appropriate mental health agencies to relieve disaster-caused mental health problems; and
- assistance through the Cora Brown Fund to victims of natural disasters for those disaster-related needs that have not been or will not be met by government agencies or other organizations that have programs to address such needs.



**Individual Assistance**

Although the following forms of assistance are not FEMA programs, FEMA, as the lead agency for Federal disaster assistance, coordinates the aid provided by other Federal agencies under Presidential declarations of major disasters or emergencies:

- loans to individuals, businesses and farmers for repair, rehabilitation or replacement of damaged real and personal property and some production losses not fully covered by insurance;
- agricultural assistance, including technical assistance; payments covering a major portion of the cost to eligible farmers who perform emergency conservation actions on farmland damaged by a disaster and provision of federally owned grain for livestock and herd preservation;
- veteran's assistance, such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration, if a VA-insured home has been damaged;
- tax relief, including help from the Internal Revenue Service in claiming casualty losses resulting from the disaster and State tax assistance; and
- waiver of penalty for early withdrawal of funds from certain time deposits.

## **Public Assistance**

Assistance to State and local governments is provided as soon as practicable following the President's declaration of a major disaster. Project applications submitted by States and eligible political subdivisions of States for "Public Assistance" may be approved to fund a variety of projects, including:

- clearance of debris, when in the public interest or on public or private lands or waters;
- emergency protective measures for the preservation of life and property;
- repair or replacement of streets, roads and bridges;
- repair or replacement of water control facilities (dikes, levees, irrigation works and drainage facilities);
- repair or replacement of public buildings and related equipment;
- repair or replacement of public utilities;
- repair or restoration of public facilities damaged while under construction;
- repair or replacement of recreational facilities and parks; and
- repair or replacement of eligible private nonprofit educational, utility, emergency, medical and custodial care facilities, including those for the aged or disabled, and facilities on Indian reservations.



**Public Assistance**

Other forms of assistance that may be made available under a Presidential declaration of a major disaster include:

- community disaster loans from FEMA to communities that may suffer a substantial loss of tax and other revenues and can demonstrate a need for financial assistance in order to perform their governmental functions;
- certain forms of hazard mitigation assistance from FEMA under its own authorities and with other Federal agencies through the interagency hazard mitigation team process;
- funding of mitigation projects through the Hazard Mitigation Grant Program, which can fund up to 50 percent of the project;
- use of Federal equipment, supplies, facilities, personnel and other resources (other than the extension of credit) from various Federal agencies; and
- repairs to Federal-aid system roads when authorized by the Department of Transportation.

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**Mitigation:  
FIA/USFA**

Finally, FEMA provides support to States and localities in their effort to mitigate the occurrence and effects of disasters. Besides the hazard mitigation aid already mentioned above, Federal mitigation programs also address our most frequently occurring disasters—flood and fire.

**The Federal  
Insurance  
Administration**

The FEMA Federal Insurance Administration directs Federal programs dealing with flood insurance and the Unified National Program for Floodplain Management.

Congress established the National Flood Insurance Program (NFIP) with the passage of the National Flood Insurance Act of 1968. The program was broadened and modified in the Flood Disaster Protection Act of 1973.

Before the passage of the National Flood Insurance Act of 1968, national response to flood disasters consisted of constructing flood control works and providing disaster relief to flood victims. Flood losses were not reduced nor was unwise development discouraged. No insurance companies provided flood coverage for the public, and building techniques to reduce flood damage were overlooked. In creating the National Flood Insurance Program, Congress provided a program for mitigating future damage from floods and an insurance mechanism for the public to obtain protection from flood losses.

The National Flood Insurance Program, which is administered by FEMA's Federal Insurance Administration, enables property owners to purchase flood insurance. It is designed to provide an insurance alternative to disaster assistance as a means of meeting escalating costs for repairing flood damage.

Local communities participate in the NFIP through an agreement with the Federal government. Under this agreement, the Federal government makes flood insurance available as a financial protection against actual flood losses if the community implements and enforces measures to reduce future flood risks to new construction in special flood hazard areas. To date, there are nearly 18,000 communities participating in this program.



When a community joins the NFIP, it adopts and enforces minimum floodplain management standards. FEMA works closely with States and local communities to identify flood hazard areas and flooding risks. The floodplain requirements are designed to prevent new development from increasing the flood threat and to protect new and existing buildings from anticipated floods.

In 1981, FEMA developed the "Write Your Own" program to reinvolve the private-sector insurance companies in the NFIP. The goals of the "Write Your Own" program are:

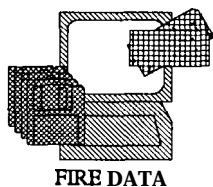
- to increase the NFIP policy base and the geographic distribution of policies,
- to improve service to NFIP policy holders through the infusion of insurance industry knowledge and
- to provide the insurance industry with direct operating experience with flood insurance.

The Community Rating System (CRS), created by FEMA in 1990, provides a new incentive for activities that reduce flood losses and support the sale of flood insurance. Any community that participates in the NFIP may apply for CRS classification to receive flood insurance premium rate credits for its residents. To qualify for these credits, the community must demonstrate that its implementation activities for floodplain management and public information exceed the minimum NFIP requirements.

## United States Fire Administration

The mission of the FEMA United States Fire Administration (USFA) is (1) to enhance the Nation's fire prevention and control activities, (2) to reduce significantly the Nation's loss of life from fire and (3) to achieve a reduction in property loss and non-fatal injury due to fire. The FEMA National Fire Academy provides educational programs at the FEMA training facility located in Emmitsburg, Maryland, and through off-campus outreach courses.

The United States Fire Administration offers a wide range of programs to both fire service professionals, emergency managers and the public. These include:



- The National Fire Incident Reporting System, which operates in conjunction with the National Fire Information Council. The USFA coordinates this fire data collection and analysis program on a voluntary basis with most States and a number of metropolitan areas. This system allows USFA to track fire safety trends and measures any change in the numbers of fire casualties.
- The Management Application Project and the *Arson Information Management Systems Project* expand the data capabilities of the National Fire Incident Reporting System with computer software packages that manage fire data.
- Community Volunteer Fire Prevention grants to 21 States and the District of Columbia fund local fire prevention and education projects.
- The Firefighters Integrated Response Equipment System improves the design and performance of structural firefighters' clothing and equipment. Firefighter suits are being developed and tested to withstand hazardous chemicals and toxic gases. Field tests and studies to determine the effects of smoke and other environmental and behavioral characteristics on firefighters are being conducted.
- The USFA works with the Children's Television Workshop to develop fire safety materials for use by educators, focusing on fire safety for pre-school children by using Sesame Street materials. The USFA also runs a series of educational teleconferences yearly for fire service and emergency management audiences throughout the country on subjects ranging from flammable gases and liquids to residential sprinklers, stress management and public affairs. In addition, the USFA

maintains an Arson Resource Center as an information clearinghouse on arson data for use by students of the National Fire Academy, emergency management personnel and the public.

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## Summary

Regardless of whether the programs listed above are provided in the form of financial assistance, technical assistance or guidance, they provide the primary system within the Federal government to assist State and local governments in developing a readiness capability against threats. They cover the full range of emergency management activities—mitigation, preparedness, response and recovery—required against the full range of natural, technological and national security emergencies, including nuclear attack.

The following is a representative list of the types of assistance that FEMA is providing under the civil defense program in 1991:

- funding of up to 50 percent of the salaries of over 6,700 full and part-time State and local emergency managers in over 2,600 jurisdictions nationwide;
- updating and evaluating 320 State and local Emergency Operations Plans (EOP's);
- funding tours for up to 600 military reservist Individual Mobilization Augmentees to assist State and local emergency managers in emergency planning and preparedness activities for both national security and natural and technological hazards;
- assisting approximately 500 local jurisdictions review/update their radiological defense annexes for a cumulative total of approximately 3,600 developed/updated radiological defense annexes and assisting approximately 400 State and local radiological defense exercises;
- funding 160 State planners to develop/update State and local EOP's; and
- supporting 3,950 State and local exercises and training 382,000 participants.

These activities are in addition to the on-going support provided by civil defense-supported programs such as Emergency Operating Centers, the Emergency Broadcast System, the National Warning System and other communications, planning, hardware and training functions.



In addition, other agency program activities include:

- site specific final determinations and offsite emergency preparedness planning, joint exercises and remedial exercises under the Radiological Emergency Preparedness program;
- the conduct of studies and analyses, the development of policy guidance, the conduct of exercises and assessments of training courses under the hazardous materials program;
- a wide variety of earthquake preparedness activities, including FEMA's role as lead coordinating agency, seismic design, State and local hazards reduction, Federal response planning, earthquake education and information transfer and multi-hazard planning;
- disaster preparedness, response and recovery activities under the Robert T. Stafford Disaster Relief and Emergency Assistance Act;
- the initiation of flood studies and the completion of restudies, limited flood-plain map updates, flood map revisions, erosion studies initiated and digital maps produced under the Federal Insurance Administration; and
- a wide range of programs under the U.S. Fire Administration to enhance public awareness of the hazards of fire, fire protection and prevention measures; research codes and standards and undertake projects of anti-arson strategies; continue support for fire service leadership development through educational efforts, conferences and special publications; encourage broader involvement of the fire service in public/private partnerships in the areas of new technology and approaches to addressing fire problems; undertake research to develop superior protective clothing, tools and equipment to allow firefighters to operate more safely and effectively in emergencies and other measures to lower the rate of death, injury and illness among the nation's firefighters.

The FEMA Comprehensive Cooperative Agreement (CCA) process distributed in excess of \$126 million to State and local governments in 1991. *Figure 38* displays the support these programs provided to State and local governments across the full range of threats.

# FUNDING PROVIDED TO STATES THROUGH FEMA'S COMPREHENSIVE COOPERATIVE AGREEMENT PROCESS

NATURAL										TECHNOLOGICAL NATIONAL SECURITY													
Avalanche	Dam Failure	Drought	Earthquake	Flood	Hurricane/Tropical Storm	Landslide	Subsidence	Tornado	Tsunami	Volcano	Wildfire	Winter Storm (Severe)	Hazardous Material Incident	Power Failure	Radiological Incident	Structural Fire	Telecommunications Failure	Transportation Accident	Ballistic Missile Attack	Chemical/Biological Attack	Civil Disorder	Nuclear Attack	Terrorism
<b>CIVIL DEFENSE PROGRAMS</b>																							
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	DCW
✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	EMA
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✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	FS
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<b>NATURAL AND TECHNOLOGICAL HAZARD PROGRAMS</b>																							
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Figure 38

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