

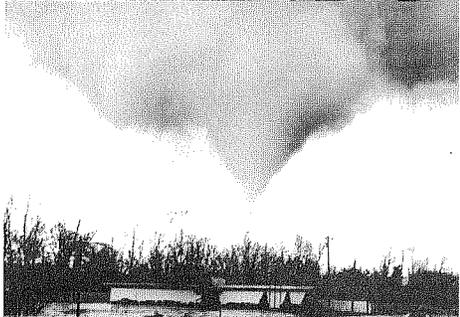
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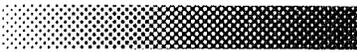
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# Annual Report 1983

## A Report to the President on Emergency Management in the United States





## Contents

### The State of Emergency Management in the United States

<b>Partnership with State and Local Governments</b> _____	<b>2</b>
Integrated Emergency Management System	
Comprehensive Cooperative Agreements _____	<b>4</b>
<b>National Preparedness</b> _____	<b>5</b>
Civil Defense: Population Protection Planning	
Emergency Mobilization Preparedness Board _____	<b>6</b>
Mobilization Preparedness _____	<b>8</b>
Resources Preparedness _____	<b>9</b>
FEMA National Emergency Management System _____	<b>10</b>
<b>International Civil Preparedness</b> _____	<b>12</b>
<b>Natural and Technological Hazards</b> _____	<b>14</b>
National Earthquake Hazards Reduction Program	
Hurricane Preparedness Program _____	<b>15</b>
Radiological Preparedness _____	<b>16</b>
Disaster Assistance Programs _____	<b>17</b>
Dam Safety _____	<b>18</b>
Fire Safety _____	<b>19</b>
<b>Federal Insurance Programs</b> _____	<b>20</b>
National Flood Insurance Program	
Federal Crime Insurance Program _____	<b>22</b>
Riot Reinsurance Program	
<b>Training and Education</b> _____	<b>24</b>
<b>Combating Fraud and Waste</b> _____	<b>26</b>
<b>Public Awareness</b> _____	<b>27</b>
<b>Appendices</b>	
Financial Statement: Fiscal Year 1983 _____	<b>29</b>
Organization Chart _____	<b>30</b>
Federal Disaster Aid, Year End Summary _____	<b>31</b>

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## The State of Emergency Management in the United States

Dear Mr. President:

Emergency management is the expansive process wherein mitigation, preparedness, response, and recovery efforts are employed to protect the American people from the effects of both natural and man-made hazards. In this process the full spectrum of emergencies is addressed, from the isolated events that can affect virtually any community to the ultimate emergency—an attack on the United States.

The Federal Emergency Management Agency (FEMA) was established to develop and maintain a national emergency management program. FEMA's specific mission is to coordinate federal programs for the management of national security emergencies, administer a wide range of national hazard-specific mitigation and preparedness programs, and coordinate the federal response to major domestic disasters. FEMA provides state and local governments with guidelines and technical and financial support to assist them in the enhancement of their emergency management capabilities.

In 1983, FEMA began to implement the Integrated Emergency Management System (IEMS) as the operational standard upon which all emergency programs, plans, and coordination procedures will be based. IEMS recognizes that basic emergency capabilities are required as a foundation for response to any emergency. Therefore, emergency management can best be achieved by applying common practices to all hazards with enhanced or special capabilities for certain types of emergencies.

IEMS functions through the consolidation of personnel and material and financial resources to eliminate overlapping of efforts and provide an efficient, cost-effective method of resolving emergency management issues. As a result, this all-hazards approach to emergency management is cementing a strong partnership between federal, state, and local governments and the consortium of private and volunteer organizations engaged in emergency management activities.

The year 1983 was a productive one for FEMA. Our accomplishments reflect the Administration's goal of providing programs that truly serve the American people, while reducing the cost of government and encouraging a solid partnership between governments and the private sector. I am proud to transmit to you the Annual Report of 1983 for the Federal Emergency Management Agency.

Respectfully,



Louis O. Giuffrida  
Director

June 30, 1984

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## Partnership with State and Local Governments

2

The Federal Emergency Management Agency (FEMA) provides guidance and technical and financial assistance to state and local governments in the development of a preparedness capability to manage and cope with natural and man-made hazards. FEMA accomplishes this by working in partnership with state and local governments and private and volunteer groups in the development of plans and programs designed to give maximum emergency preparedness, response, and recovery capabilities to local communities.

### Integrated Emergency Management System

Traditionally, emergency response to hazards or crises was organized on a functional basis designed to counteract specific threats. The Integrated Emergency Management System (IEMS) was created in 1982 to encourage the development of generic plans and emergency capabilities to cope with the wide range of hazards that can affect virtually any community.

Implementation of this multi-hazards approach at the state and local level is being facilitated by guidelines developed and published by FEMA. These guidelines enable communities to assess their present emergency preparedness capabilities and resources and encourage implementation of long-term emergency planning programs. In addition, "hands-on" technical guidance and financial assistance is being provided.

Four major documents were developed in 1983 that are being used by state and local governments to address their emergency management responsibilities.

- **A Process Overview** provides a general description of IEMS and its relationship to the overall FEMA mission. It sets forth initial guidance on how the IEMS concept can be adopted by state and local governments.

- **Hazards Analysis for Emergency Management** provides a tool for use in identifying those hazards which have the potential to cause loss of life and property damage that should be addressed in emergency response planning and mitigation efforts.

- **Capability Assessment and Standards** provides a method to assess the current capability for dealing with identified hazards. Current capability is determined against standards and criteria FEMA has established as necessary to perform basic emergency management functions.

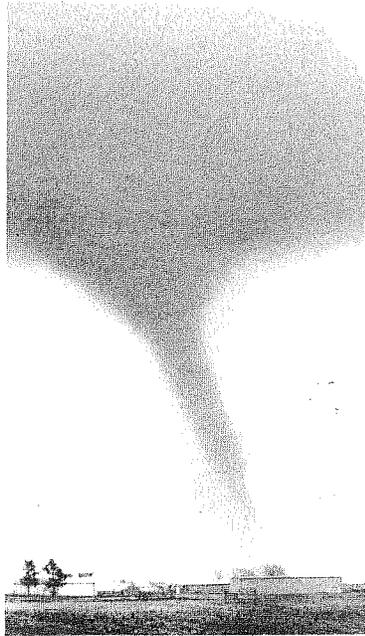
- **Multi-year Development Planning** provides guidance on identifying shortfalls and completing a multi-year development plan to overcome a jurisdiction's deficiencies.



“ The basic purpose of government is to protect the lives of its citizens. Everything else springs from this immutable and fundamental responsibility. Citizens have an inherent right to protection against life-threatening hazards they may face, irrespective of nature or cause.”

Louis O. Giuffrida  
Director  
Federal Emergency Management Agency

3

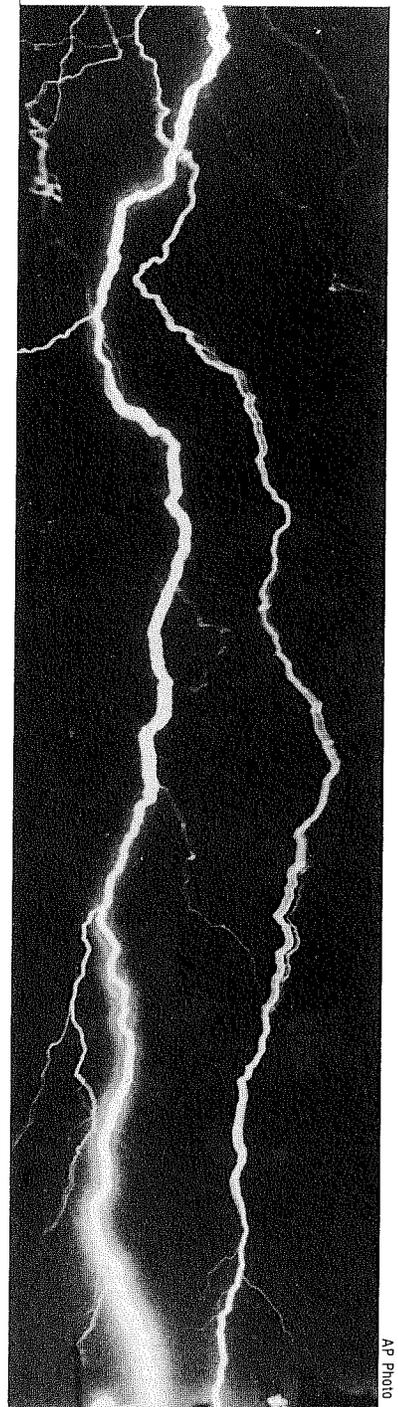


### Comprehensive Cooperative Agreements

Most financial assistance to the states for preparedness purposes is provided by FEMA through Comprehensive Cooperative Agreements (CCA's). The CCA is a single application, reporting, and funding procedure that reduces paperwork, provides management flexibility, and brings together many individual categorical, single-purpose assistance programs. All CCA's are administered and awarded through FEMA regional offices.

- The CCA permits state and local governments to work with a single program package and generally a single contact in applying for and implementing FEMA programs.
- The CCA allows state and local governments flexibility in the use of funds to accomplish agreed-upon objectives.
- The CCA promotes implementation of IEMS at the state and local levels of government by providing a model of how administrative procedures and costs can be reduced.

Operational improvements for the CCA in 1983 included: Development of new monitoring and closeout tools such as the checklist-format "Inventory of Verified Results;" development of internal FEMA guidance to increase coordination and interaction among regional program units; and completion of headquarters team visits to regional offices to review CCA processes and orient staffs to IEMS.





## National Preparedness

5



### **Civil Defense: Population Protection Planning**

By law, federal, state, and local governments share the responsibility of developing emergency preparedness capabilities that will protect populations from the effects of natural, technological, and attack-related hazards.

FEMA began a systematic change in emphasis from its plans developed solely to protect populations from nuclear attack to a more encompassing program of population protection planning that takes into account all types of hazards. In line with the IEMS concept, this change in program emphasis is expected to provide emergency managers with a broader base from which to plan effectively for emergency situations. Plans developed for evacuation and in-place sheltering in the event of nuclear attack, for example, have been expanded to include the broad range of natural and technological emergencies that could threaten populations.

FEMA continued its support of state and local governments in developing effective, reliable, and survivable warning and communications systems for use in all types of emergencies. Funds were provided to support the development and upgrading of 124 state and local emergency operating centers. The Emergency Broadcast System, an integral part of this warning and communications network, was activated 1,186 times in 1983 for civil emergency situations and 137 times as part of planned exercises concerned with the protection of populations around commercial nuclear power plants. Funds were provided for the protection and equipping of 15 emergency broadcast stations and the upgrading of 50.

During 1983, a total of 109,479 buildings were surveyed for population protection planning purposes. These buildings contain 13 million spaces and could provide public emergency lodging during a crisis period. Of the buildings included in this survey, 4,124 were found to contain 1.3 million spaces that could provide nuclear fallout protection.

### Emergency Mobilization Preparedness Board

The Emergency Mobilization Preparedness Board (EMPB) is an instrument of the National Security Council and is administratively supported by FEMA. The Board is composed of representatives of 23 departments, agencies, and White House offices at the deputy cabinet level, and is chaired by the Assistant to the President for National Security Affairs. Its mission is to establish policy and resolve issues concerning mobilization preparedness.



In 1983 the EMPB made advances which improve the nation's ability to respond decisively and effectively to emergencies:

- A National Disaster Medical System (NDMS) was developed and is being implemented. It is designed to supplement regional, state, and local medical resources in a major catastrophic disaster and will include a Medical Disaster Assistance Team concept;
- A report dealing with alternatives and estimated costs for the protection and continuity of financial operations during emergencies was completed. The information contained in the report is being used by federal agencies in determining protection alternatives and expenditures;
- A survey of existing federal emergency law enforcement resources was initiated and the collected data will be computerized. The data will be utilized for mobilization exercises, internal agency planning, research, and budget submissions;
- An Emergency Authorities Computer Retrieval System was developed and will be operational in 1984. The system enhances emergency preparedness by providing users with quick access to federal laws pertaining to domestic and national security emergencies; and
- A National Emergency Repatriation Plan has been completed to receive and help resettle U.S. citizens evacuated from abroad during international crises.



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### **Mobilization Preparedness**

As part of its function, FEMA is tasked with the development of national policies, programs, and operational plans to meet future long-term mobilization preparedness requirements assigned by Presidential Directives, Executive Orders, and Acts of Congress.

The evaluation of REX-82 BRAVO, a civil emergency mobilization exercise, was completed in 1983. A program of remedial actions was instituted to address 177 major deficiencies noted in the exercise. The remedial action program assessed the deficiencies, determined their impact, and developed a working plan to resolve those deficiencies.

The development of a system of major emergency actions was initiated to clearly articulate the major decisions and implementation activities occurring during a national security emergency. Work on the development of this system was crucial to planning the civil readiness exercise REX-84 ALPHA.

An extensive update of Executive Order 11490, "Assignments of Emergency Preparedness Functions to Federal Departments and Agencies," was completed. The revised document incorporates comments and suggestions by over 50 federal agencies having emergency missions and enhances current preparedness planning guidance by clearly articulating organizational relationships.

A new comprehensive series of Federal Preparedness Guidance Documents was designed to enhance the emergency mobilization preparedness capability of federal departments and agencies, state and local governments, and the private sector. Four types of documents are included in the series: circulars, guides, technical manuals, and letters. The first two circulars which describe the series were published in October 1983.

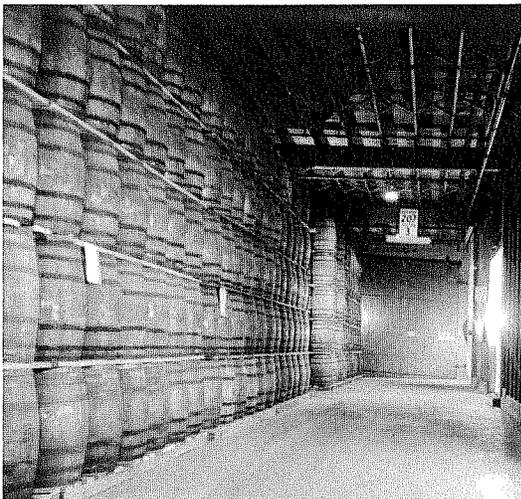
A framework for a Federal Resource Assessment System for military mobilization was developed. This system will allow for an annual review of military and civil requirements under selected scenarios of emergency situations. The outcome of this system will be an improved system for military support to civil authorities when mobilization measures are required.

The first National Defense Executive Reserve Teleconference was held in December 1983. Reservists nationwide participated in the conference on an interactive basis through the use of satellite technology.

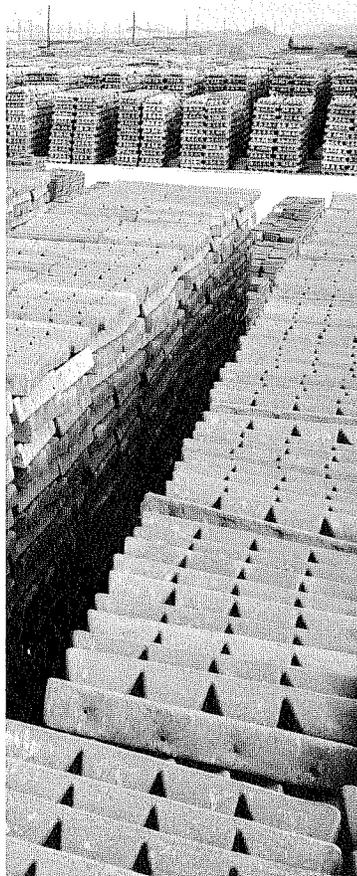
### Resources Preparedness

The identification and evaluation of threats to national security from dependency on natural, industrial, or economic resources is an important aspect of preparedness planning. In 1983, studies and analyses continued to be used to investigate a range of policy and program options that would provide protection in time of national emergency. As a result:

- Agreements to produce and deliver close to \$1 billion in machine tools essential to defense production during national defense emergencies were reached. Sixty-eight standby agreements covering 7,091 items valued at \$866.6 million were signed. This government/industry cooperative effort was implemented to cut the mobilization lead-times by speeding delivery of machine tools essential to defense production;



- Industrial mobilization requirements for machine tools were estimated from a computer analysis. The results constitute part of the final Department of Commerce report in response to a petition by the machine tool industry for import protection under Section 232 of the Trade Expansion Act;



- In compliance with its policy-setting role regarding strategic and critical materials and the National Defense Stockpile (NDS), FEMA progressed in several areas during 1983. Specific NDS restructuring efforts resulted in the authorization to dispose of eighteen materials, valued at approximately \$196.8 million, and to acquire eleven materials, valued at \$159.4 million. Related efforts included the completion of two studies: (1) evaluating the quality of existing stockpiled materials; (2) determining the need for future materials studies; and

- A detailed computerized model (IMPLAN) was made operational. It describes the economy in any region or county in the United States and can be used (by authorized emergency managers) in the economic recovery of areas experiencing a catastrophe such as a large dam burst or a major earthquake.

### **FEMA National Emergency Management System**

Using the same approach as IEMS, FEMA developed the National Emergency Management System (NEMS) which provides at the federal, regional, and state levels a nationwide infrastructure for information and communications systems and networks. NEMS supports the full range of information requirements in every phase and type of activity associated with emergency management. It also provides information necessary for the Emergency Management Authority (the President, Vice President, and Director of FEMA) to exercise timely decision making across the continuum of emergency situations.

### **Emergency Information and Coordination Center**

FEMA's newly constructed Emergency Information and Coordination Center (EICC) became operational on October 31, 1983. The EICC's concept is at the core of FEMA's Integrated Emergency Management System:

- The EICC provides emergency response organizations with the data, facilities, and communications network needed for the development and transmission of accurate and timely decisions in crisis situations.

- The EICC serves as the central point of contact for the President, the Vice President, and the FEMA Director to coordinate the national response to civil crises and emergencies.

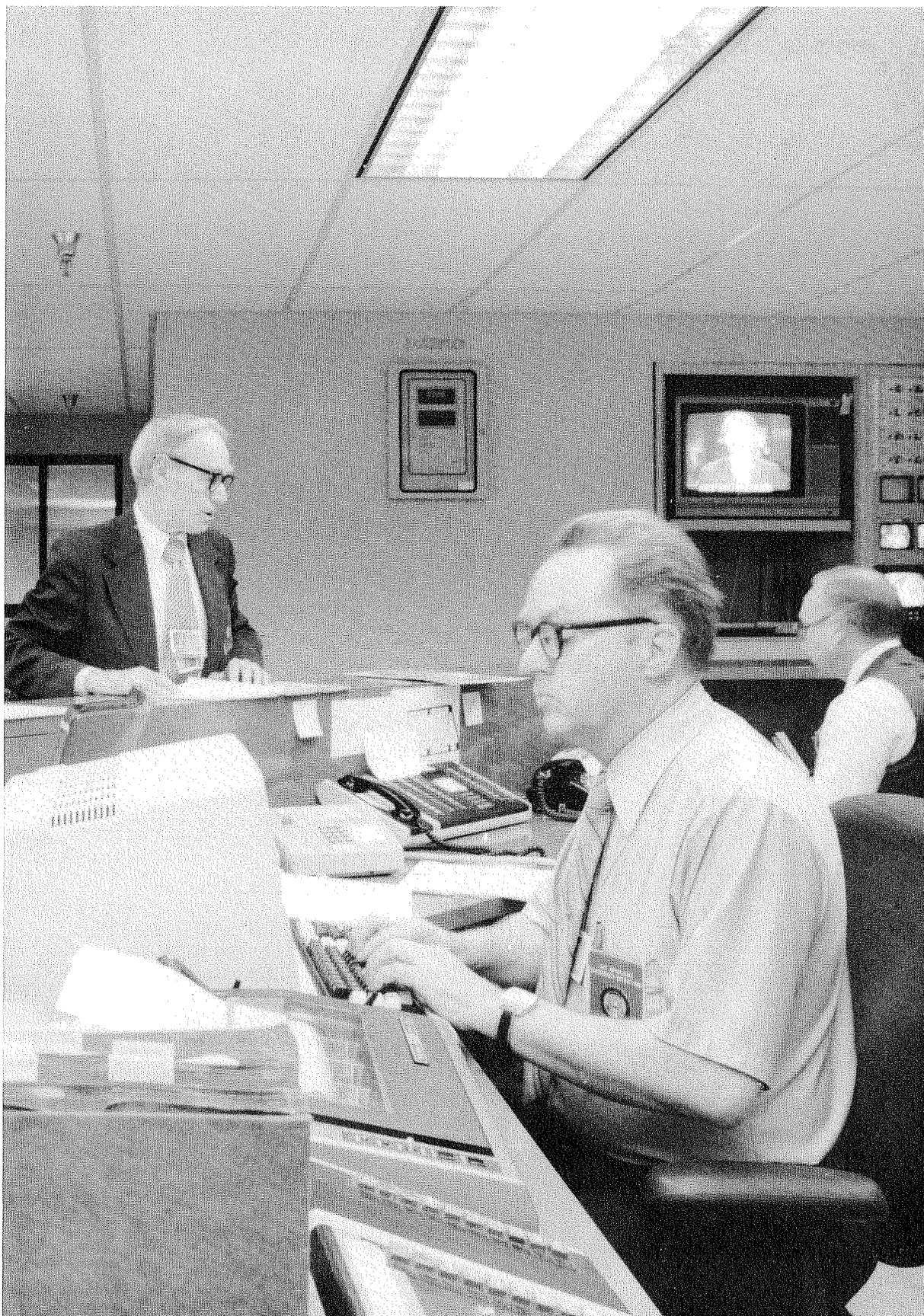
### **Emergency Response Teams/Emergency Support Teams**

Progress was made during 1983 in establishing the Emergency Response Team (ERT)/Emergency Support Team (EST) concept of operations as one FEMA mode of response to emergency situations that are non-Presidentially declared disasters or emergencies. ERT/EST members would be called upon in a non-declared emergency, such as a nuclear power plant incident, to coordinate the overall federal emergency response to that situation. Briefings were provided to a wide range of federal departments and agencies on ERT/EST procedures.

### **Emergency Communications Van**

FEMA acquired a Mobile and Transportable Telecommunications System (MATTS) to aid in emergency coordination at disaster sites. The system is housed in a FEMA-owned van and is staffed with trained FEMA personnel. The van was used in August 1983 for the first time during operations associated with Hurricane Alicia in Houston, Texas.

The MATTS van is fully equipped with a telephone switchboard for service to 25 on-site users and two outside lines; extensive HF radios for voice, teletype messages, and weather information; UHF-AM, VHF, and FM radios; and AUTODIN and AUTOVON interface capability. The van also carries a micro-computer for a message system on stand-alone computing. All systems can operate on a 24-hour basis.



## International Civil Preparedness

12

FEMA's role in international civil preparedness activities expanded considerably in 1983. Under policy guidance provided by the Department of State and the National Security Council, FEMA officials participated in a marked increase in the number of consultations with their foreign counterparts that led to greater understanding in the resolution of international civil emergency management issues.

During 1983, the following major accomplishments supported U.S. foreign policy objectives by enhancing the cooperation of allied nations in international civil preparedness activities:

- Through U.S. initiatives, NATO's Civil Emergency Planning Coordinating Committee emphasized the importance of complete coordination on all Civil Emergency Planning issues affecting NATO members. This ensured that specific goals and objectives resulting from committee activities conform with NATO policy. A FEMA official serves as the permanent U.S. representative to that NATO committee;

- A procedure was established for the development of issue documents prior to formal presentation to NATO governing bodies. A direct result of this procedure has been a closer working relationship between the civilian and military representatives at NATO;

- During 1983, in support of the NATO civil/military exercise WINTEX-CIMEX 83, FEMA sponsored civil emergency planning activities. The object of this exercise was to test procedures that would be invoked in time of international crisis. In concert with the NATO civil wartime agencies, the Organization of the Joint Chiefs of Staff, and the Office of the Secretary of Defense, FEMA identified important procedural issues affecting the United States and alliance interactions;

- FEMA supported the Department of Defense in the conduct of the world crisis exercise PRESSURE POINT 84 (a civil emergency planning procedure) and the Department of State in the planning for the NATO political consultation exercise HILEX II;

- After the reactivation of the 1967 U.S./Canada Agreement on Civil Emergency Planning (wartime), two working groups were established to pursue joint wartime planning in the critical areas of telecommunications and transportation. FEMA officials were actively engaged in this joint pursuit in 1983;

- FEMA officials continued negotiations on the draft U.S./Canada Comprehensive Peacetime Agreement, now under consideration by the Canadian Government;

- Following ratification of the 1980 U.S./Mexico Agreement on Cooperation in Cases of Natural Disaster, the second round of meetings of the two Joint Working Groups on Hydro-Meteorological and Geological Phenomena and Full Consultative Committee were held in Mexico City, December 5-12, 1983. The Consultative Committee formally approved the proposals of the two working groups which included mutually agreed upon proposals for: (1) hurricane preparedness in the Brownsville, Texas/Matamoros, Mexico border area; and (2) earthquake preparedness in the San Diego/Tijuana area. This initiative is evidence of the Administration's vital concern for mutual cooperation with the Mexican government in the border regions; and

- Initiatives were developed to share technical guidance throughout the Caribbean Basin, and invitations for training were extended to disaster prone areas.



## Natural and Technological Hazards

14

Adapting emergency preparedness planning programs to include IEMS will increase a community's ability to cope with emergencies, regardless of type. However, specific hazards, both natural and man-made, must be examined because of their frequency, the severity of danger they pose to populations, and the extent of property damage associated with them. FEMA is responsible for the following hazards-specific programs:

### **National Earthquake Hazards Reduction Program**

Under the Earthquake Hazards Reduction Act of 1977 (P.L. 95-124) and amendments, FEMA is responsible for coordination of all activities of the National Earthquake Hazards Reduction Program (NEHRP). Major participating agencies are the United States Geological Survey, the National Science Foundation, and the National Bureau of Standards. FEMA is also responsible for: (1) the development of stronger seismic building standards and practices; (2) the conduct of projects to improve the capability of all levels of government to respond to and mitigate the effects of earthquakes, and (3) the publication and dissemination of educational materials targeted for specific audiences to improve seismic awareness. Major activities in 1983 included:

- Establishment of a formal policy making body among the major NEHRP participants;
- Completion and submission to an independent review panel of the first NEHRP five-year plan covering participant agencies;
- Completion of trial designs of improved seismic building provisions on 26 buildings in four cities (Los Angeles, Seattle, Phoenix, and Memphis), and initiation of a second series of trial designs involving 20 additional buildings in New York, Chicago, St. Louis, Charleston, and Ft. Worth;
- Initiation of seismic building standards for federal agencies;
- Initiation of a National Federal Plan for response to a catastrophic earthquake;
- Initiation of earthquake preparedness programs in Puerto Rico, the U.S. Virgin Islands, and San Diego, California. In addition, continued support was given to programs in Boston, Charleston, Salt Lake City, San Francisco, and Southern California;
- Sponsorship of earthquake information dissemination centers in Charleston and Memphis;
- Establishment of a school earthquake education and safety program in Seattle; and
- Finalization of the prototypical products developed by the Southern California Earthquake Preparedness Project (SCEPP) which included local planning guides, a pilot project package, a learning/educational package, and numerous other printed materials.



### Hurricane Preparedness Program

FEMA's Hurricane Preparedness Program focuses on 22 high-risk areas identified by FEMA and the National Oceanic and Atmospheric Administration. The vulnerability of these areas is determined by geographic location juxtaposed with the density of their populations. The program is divided into two phases:

(1) Population protection which includes data collection, vulnerability analysis, and evacuation planning; and

(2) Property protection which consists of a loss study for the development of long-term recovery and mitigation policies and programs.

In 1983 the following was achieved:

- Hurricane preparedness plans were completed for Galveston/Houston, Texas;

- For the tri-state area of Florida, Alabama, and Mississippi, vulnerability analyses and evacuation planning were initiated. Similar plans were initiated for Hawaii, Puerto Rico, and Corpus Christi, Texas;

- Plans for evacuation, response, recovery, and mitigation were initiated for Atlantic City, New Jersey. Mitigation plans were initiated for southern Long Island, New York; and

- Procedures were developed through the Interagency Committee on Hurricane Preparedness to utilize other federal sources of expertise such as the United States Army Corps of Engineers and the National Oceanic and Atmospheric Administration in the evaluation of proposals for hurricane preparedness efforts.



### Radiological Preparedness

In 1983 FEMA coordinated, developed, and published the "Federal Radiological Emergency Response Plan," a formal guideline that assists state and local governments in the development of radiological emergency preparedness plans.

FEMA is responsible for evaluation and approval of state and local government radiological emergency preparedness planning for commercial nuclear power plant accidents. These plans are submitted by all local governments within a ten-mile radius of a nuclear power plant and all state governments within a fifty-mile radius. There are 81 nuclear power plant sites in the United States that are operational or under construction. Associated with these sites are 510 emergency preparedness plans.

By the end of calendar year 1983, a total of 370 plans were submitted to FEMA for formal or informal review:

- Eighty-six plans were formally submitted in 1983 (bringing the total of plans formally submitted to 309); and

- Twenty-five plans were submitted for informal review in 1983. This informal review process allows FEMA to work with state and local governments in a "hands-on" arrangement to resolve problem areas prior to formal submission of their plans. The total number of plans informally submitted to FEMA is 61.

Radiological Emergency Preparedness Plans are submitted to FEMA regional directors for formal approval. The regional directors are assisted in this task by Regional Assistance Committees (RAC's). RAC representatives are designated by the Department of Commerce, the Department of Energy, the Department of Health and Human Services, the Department of the Interior, the U.S. Department of Agriculture, the Environmental Protection Agency, and the Nuclear Regulatory Commission. RAC's reviewed 108 response plans in 1983.

Approval was granted to six nuclear power plant sites, based on the determination that planning and preparedness efforts were adequate to protect the public health and safety of citizens living around the sites (Big Rock Point, Michigan; D.C. Cook, Michigan; Grand Gulf, Mississippi/Louisiana; North Anna, Virginia; Surry, Virginia; and Oconee, South Carolina). The total number of FEMA site approvals is 19, including 13 sites approved prior to 1983.

FEMA participated in 58 nuclear power plant exercises and six public meetings.

### Disaster Assistance Programs

In 1983, FEMA processed 32 requests for major disaster declarations and two requests for emergency declarations by the President. Those requests resulted in 21 major disaster declarations and one emergency declaration. Other significant achievements in disaster assistance and related projects included:

- Project Delta, a program designed to combine three federal disaster aid programs (Temporary Housing Assistance, Individual and Family Grants, and the Small Business Administration's Disaster Loan Program) into a single application process for the individual disaster victim, was field tested in 1983. The results of these tests will help to further streamline the program;

- Temporary Housing Assistance was provided to 11,848 applicants at a cost of \$20 million;

- In the temporary housing program, a mobile home sales handbook, final guidance on the minimal repair program, and the final rule for the temporary housing program were all published in 1983;

- Individual and Family Grant aid was provided to 10,739 applicants at a total cost of \$23 million;

- Disaster Unemployment Assistance was made available to 7,848 disaster-displaced workers;

- The Public Assistance Automated System, a computerized system supporting the delivery of public assistance funds to state and local governments, was further streamlined through systems programming projects conducted in 1983;

- In public assistance programs, 3,181 Project Applications for disaster relief funds totaling approximately \$202 million were processed;

- Two conferences, one for public assistance officers and another for federal and state officials, were held and addressed ways to achieve improvements in program administration; and

- Under P.L. 98-8, P.L. 98-151, and P.L. 98-181, \$140 million was appropriated to FEMA for the shelter and feeding of the needy. Of those funds, \$90 million was awarded to a National Board which FEMA chairs. The National Board is composed of representatives of the American Red Cross, the United Way, the Salvation Army, the Council of Jewish Federations, the National Conference of Catholic Charities, and the National Council of Churches. The National Board funds provided approximately 76,700,000 meals and 10,900,000 nights of lodging, serving an estimated 12 million needy individuals. The remaining \$50 million was awarded to the states in the form of grants. (FEMA dispensed the entire \$140 million within 30 days after the legislation was enacted.)

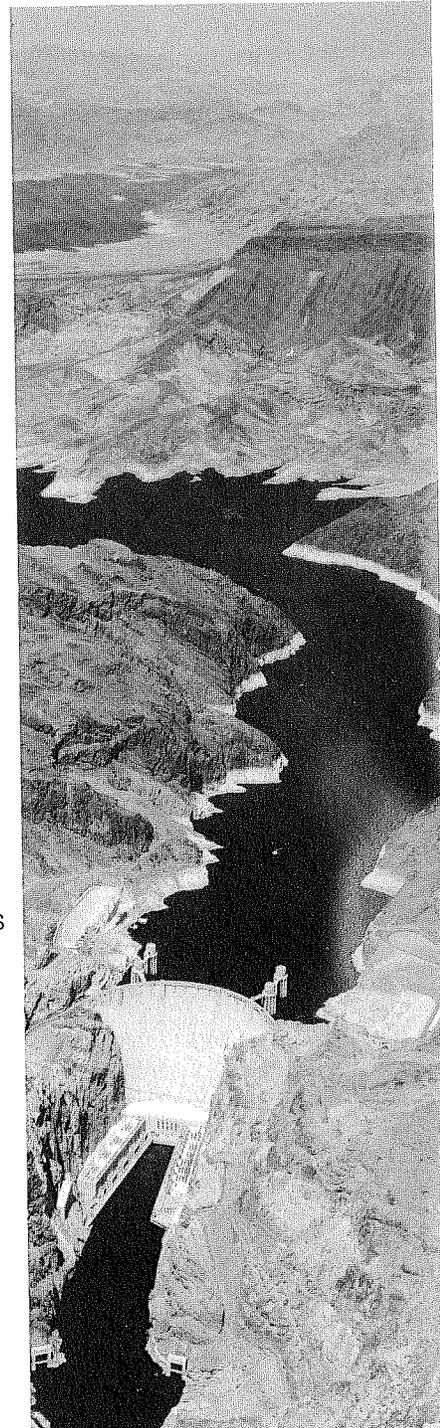


## Dam Safety

Through its position as the lead agency in dam safety in both federal and nonfederal sectors, and as the chair of the Interagency Committee on Dam Safety (ICODS), FEMA coordinates 19 agencies and bureaus for the safety of federal dams. In addition, FEMA provides a forum whereby agencies can jointly address dam safety issues and can suggest avenues for their resolution. In the nonfederal sector, the agency's activities are channeled toward providing, directing, redirecting, and supplementing available resources to assist the private sector in fulfilling its dam safety responsibilities.

Dam safety projects in 1983 included:

- Sponsorship and conduct of state dam safety workshops for public and private dam owners and operators;
- Coordination of the federal agencies involved to develop technical assistance materials including technical and emergency planning guidelines;
- Financial support for the continuation of a multi-hazards project with the State of Utah;
- Development of the publication *Financing Dam Safety Projects* to identify funding sources for rehabilitation of nonfederal dams; and
- Financial support to seven states in support of their dam safety programs and activities (Connecticut, Georgia, Minnesota, New York, Pennsylvania, Vermont, and Wisconsin); and
- Dissemination of risk analyses through workshops conducted for universities and federal agencies. The object of these workshops was to make identification of deficient or unsafe dams an easier task for federal and non-federal dam safety programs.



## Fire Safety

The U.S. Fire Administration (USFA) completed its transition to the National Emergency Training Center at Emmitsburg, Maryland, in 1983.

USFA was instrumental in developing several major IEMS projects that were closely linked with cooperative agreements between the federal government, private industry, and public and private fire service organizations:

- USFA developed a computerized Arson Information System (AIMS) which gives fire officials the capability to combat "arson for profit" by identifying buildings likely to be targets, providing in-depth data on buildings involved in suspected arson fires, and creating profiles of likely arsonists. Now on-line in several test cities, this same system is also being used by the FBI Academy for identification of arsonists. Officials of Knoxville, Tennessee, used the system in preparing for the 1983 World's Fair and credit it with reducing their arson problems 37% in one year;

- A cooperative project was initiated with the fire departments in Arlington and Prince William Counties in Virginia and Southfield, Michigan, to better utilize fire data in the management of day-to-day fire department operations. This management applications project will identify the critical elements of information needed by senior fire officers in their routine decision making processes. After implementation in the initial pilot fire departments, a second cycle of field demonstrations in other parts of the country will be initiated;

- In 1981, USFA began a program of development and assessment of new "turn-out" gear for structural fire fighting. In 1983, fourteen cities participated in pilot testing of this new fire fighting ensemble which can lower the injury and death rate for fire fighters. This year's experience is being used to refine specifications for the equipment. The USFA is working closely with manufacturers to encourage the incorporation of the new technologies developed during this program into commercial products;

- In cooperation with the U.S. Bureau of Mines and the U.S. Coast Guard, USFA developed a prototype long-duration, self-contained rebreather, breathing apparatus. This apparatus is intended for use at high-rise, tunnel, and hazardous materials incidents where long-duration breathing apparatus is needed;

- Working with the private sector and fire service organizations, USFA sought to reduce the number of deaths occurring in residences—80% of all fire deaths in the United States. One facet of this campaign was the promotion of new residential sprinkler systems. USFA sponsored a successful demonstration of a system in San Francisco, California, that was attended by over 1,000 observers. This demonstration was conducted for fire service, building, and code officials; and

- USFA initiated a "National Community-Based Fire Prevention Program" to unite the Nation's fire service, the private sector, volunteer agencies, community-based groups, governors, and the federal government in an all-out effort to reduce fire losses. Fire prevention through these community volunteers is aimed at making homes safe from fire through public education and the increased use of fire prevention technology.

## Federal Insurance Programs

20

FEMA's Federal Insurance Administration (FIA) is responsible for overseeing the operations of three of the federal government's insurance operations: The National Flood Insurance Program; The Federal Crime Insurance Program; and The Riot Reinsurance Program.

### National Flood Insurance Program

The FIA introduced the "Write Your Own" program to reinvolve private-sector insurance companies in the National Flood Insurance Program in 1983. The "Write Your Own" effort is an arrangement between FIA and insurance companies which allows the companies to sell flood insurance under their own name, collect premiums, service their flood insurance policies, and adjust and pay all claims. Under the arrangement, 29½% of the flood insurance premium collected is retained by the company to cover operating expenses, premium taxes, and commissions. The rest of the premium is invested. If the premium and investment income is insufficient to cover losses, the companies will be reimbursed the difference by the federal government. In the less likely event that a company shows a profit on its flood insurance business, the excess will be returned to the U.S. Treasury.

The two major goals of the "Write Your Own" program are to improve service to the consumers through more individualized service of policies and to broaden the policy base of the National Flood Insurance Program in an effort to spread the risk and to protect more of the six to eight million property owners who are exposed to losses from flooding. Currently, there are nearly two million flood insurance policy holders.

A total of forty-eight companies signed arrangements with FIA by October 1983 and are now participating. Prior to the "Write Your Own" program, flood insurance generally was not available from the private-sector insurance market.

This hallmark achievement is an example of the Administration's efforts to return to the private sector those government activities which can better be carried out by the private sector.

FIA has made a number of changes in the flood insurance program to reduce its costly burden on the taxpayer, including a series of rate increases and significant coverage limitations. In 1983 alone, these changes are estimated to have saved the taxpayers nearly \$150 million.

Rate and coverage changes became effective October 1, 1983, the same date that the provisions of the Coastal Barrier Resources Act took effect. Under this legislation, FIA can no longer provide flood insurance coverage for structures constructed or substantially improved after that date in certain designated undeveloped coastal barrier areas.

Late in 1983, FEMA's flood plain management activities were assigned to the supervision of the Federal Insurance Administrator. This consolidation will unify the overall activities of the National Flood Insurance Program to encourage sound flood plain management in exchange for making flood insurance protection available at reasonable rates.



FEMA's efforts to improve the quality of the maps produced for use by community officials, developers and engineers, insurance agents, and mortgage lenders advanced to the point that new mapping procedures and products are likely to be implemented in 1984, pending review and comments of the many user audiences.

Under another provision of the legislation creating the National Flood Insurance Program, FEMA initiated one of the largest purchases of flood-damaged properties in a single community in the history of the program. Under Section 1362, FEMA may offer to purchase certain properties which have been repeatedly flooded. The structures are removed, and the property is turned over to a local jurisdiction for wise flood plain utilization, such as parks or recreational areas.

Negotiations are continuing to purchase nearly 300 properties in a subdivision of Baytown, Texas, which were severely damaged by flooding caused by Hurricane Alicia in August 1983. All the properties had suffered previous flood damage because the area has experienced considerable subsidence since the homes were constructed.

Estimates are that federal expenditures for the recovery from damage caused by Hurricane Alicia will be in the area of \$180 million. Of that amount, the National Flood Insurance Program has paid more than \$103 million in settlement of flood insurance claims.



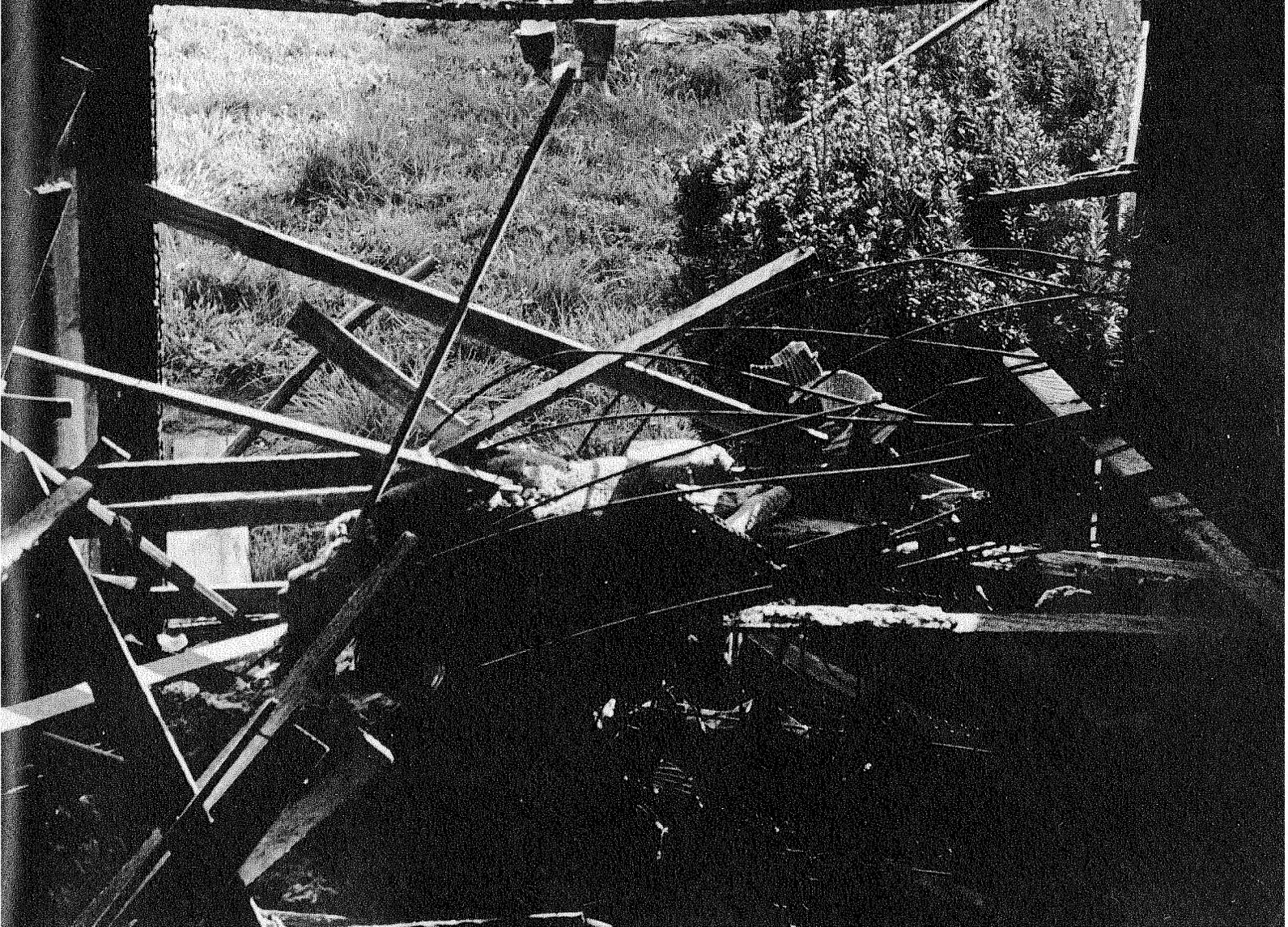
**Federal Crime Insurance Program**

In 1983, a program was initiated to adjust losses of \$1,000 or less by telephone. This change in procedure has reduced time and handling costs, resulting in an annual savings to the taxpayers of \$235,000.

Other modifications introduced this year by FIA included stricter requirements for business and residential coverage in matters relating to burglary protection. The use of geographical territories was eliminated for determining insurance premiums. In addition, a reduction in the number of cases involving fraud and an increase in the recovery of funds resulted from an ongoing audit program of claims files.

**Riot Reinsurance Program**

The Riot Reinsurance Program was terminated on November 30, 1983. Prior to the termination of the program, only eight companies renewed their contracts. FIA has been working with states to develop their own riot reinsurance programs.



## Training and Education

24

During 1983, the overall concept of emergency preparedness training delivered by the National Emergency Training Center (NETC) at Emmitsburg, Maryland, was reorganized to fully reflect the IEMS multi-hazards approach in emergency management programming. Changes in program formats and curricula were instituted to channel responsibilities in emergency management efforts to state and local governments. Other significant accomplishments at NETC included:

- Initiation of a program to provide improved funding and administrative guidance to state and local emergency management training activities. This action supplemented FEMA's decision to assist states in delivery of training that would be responsive to the individual needs of communities. Relevant to this program is the establishment of Exercise Training Officer (ETO) positions in each state to supplement training organizations;

- Allocation of \$1,168,430 through grant programs to state and local governments, colleges, and non-profit associations and organizations for training activities. This figure represents a 308% increase in allocations since FY 81;

- Establishment of a Hazardous Materials Task Force was initiated to review and provide recommendations on FEMA's interagency hazardous materials role and responsibilities, particularly in relation to training and coordination activities mandated by Executive Order 12148;

- Establishment of the Senior Executive Policy Center (SEPC) on the NETC campus. The SEPC focuses on contemporary emergency management policy issues that have national scope and significance. Attendees include senior executives from both public and private sectors;

- Development and implementation of an Integrated Emergency Management Course. The course was designed to prepare public officials and other emergency management personnel to effectively respond to crisis situations by simulating crises within a learning environment. The success of the course is indicated by the number of large delegations, including top executives, sent by metropolitan communities;

- An increase in the number of courses offered by the Emergency Management Institute, the national focal point of emergency management training. The number of students who participated in training activities increased 57% over the previous year, totalling 3,180. The number of courses being offered in states through regional or state offices increased by 4% with 101,441 students having participated; and

- Completion of its third year of "Academy Outreach Activity" by the National Fire Academy (NFA). Under this program, 30,000 fire personnel throughout the nation have participated in NFA delivered/state sponsored educational opportunities. To supplement this activity, extensive training of adjunct faculty members who will deliver existing and newly developed course material in the field has been completed. In 1983, the Academy's "on-campus" program offered 178 two- and three-week courses to 4,146 graduates. In addition, development of a core curriculum of twelve college level courses in the "Open Learning for the Fire Service Program" neared completion. Over 3,500 students throughout the country have enrolled in these courses in nine participating institutions.



25

## Combating Waste and Fraud

26

Reflecting the Administration's commitment to reduce waste and fraud in federal programs, efforts were made to identify and curb abuse. Special emphasis was placed on FEMA procurement policies, procedures, and priorities and the FEMA accounting system.

Top priority was given to audits of assistance provided under the Federal Disaster Assistance Program and criminal investigations involving specific allegations of fraud in FEMA programs. Results of these efforts included:

- The number of internal audits performed on FEMA programs and operations nearly tripled in 1983;
- Seventy-eight audits involving \$12,516,620 in Disaster Assistance Program funds were completed;
- A major conspiracy to defraud the Federal Crime Insurance Program was detected. Investigation included 600 claims involving \$8 million. Indictments and convictions of individuals involved were obtained; and
- An investigation involving repeated abuse of the Flood Insurance Program by mobile home owners was conducted. Over \$300,000 in overpayments were discovered and more than 30 cases of possible fraud detected as a result of this effort.



## Public Awareness

27

FEMA's Emergency Public Information Program is designed to enhance: (1) the capabilities of federal, state, and local officials, the news media, and public and private organizations to carry out emergency information responsibilities; and (2) the efforts of citizens' self-protection in emergency situations by providing materials that inform the general public of potential dangers, safety precautions, and other programs for their protection sponsored by federal, state, and local governments.

In addition to its overall Emergency Public Information Program objectives, the following additional objectives were accomplished in 1983:

- FEMA continued its Joint Information Center (JIC) Project which is aimed at improving the flow of emergency information from authorities to the public via the news media during major disaster situations. Presentations outlining the purposes of the JIC concept were incorporated into the Emergency Management Course at the National Emergency Training Center, and new initiatives were taken in improving a dialogue on the project with the broadcast industry. The actual operation of a JIC was successfully undertaken in various exercises during the year;

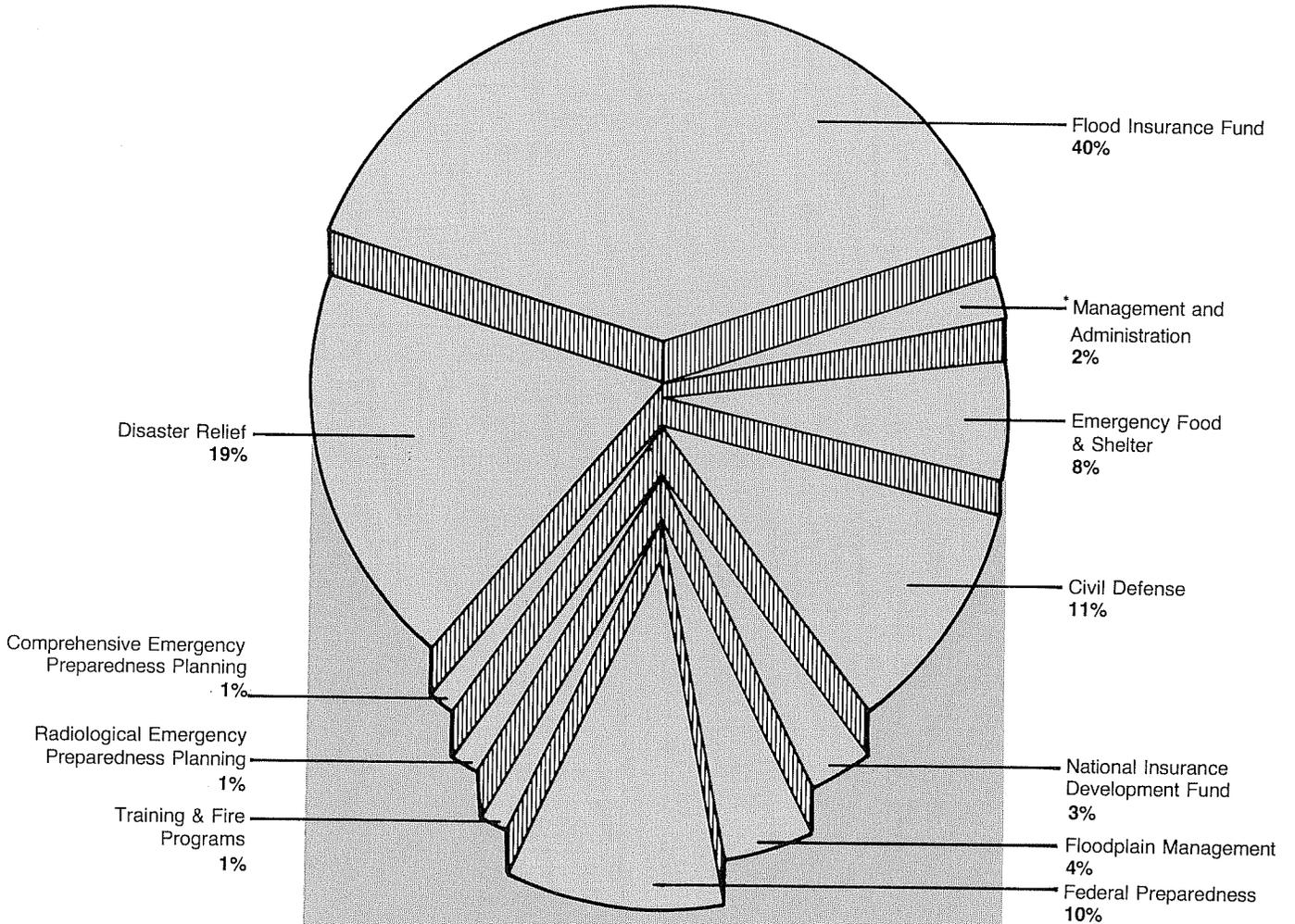
- In a cooperative effort with the American Red Cross, FEMA began development, distribution and pilot testing of printed and audio-visual materials as part of a model earthquake information program. This program is designed to be a more cost-effective method of improving citizen readiness for emergencies (such as earthquakes) and community problem solving capabilities. At the same time, the products are designed to support the long-term capability for public education at the state and local levels. In 1983, California, Utah, Washington, Alaska, Tennessee, South Carolina, and the New England area benefitted from this program; and

- Planning and implementation of the Emergency Public Information Competitive Challenge Grants Program was initiated. FEMA will be sponsoring this program to stimulate the development of techniques, products and communication strategies as models for effective public information dissemination at the state and local level. As "challenge" grants, financial support will be offered to state and local governments and private non-profit organizations to encourage their participation in long-term public information efforts.





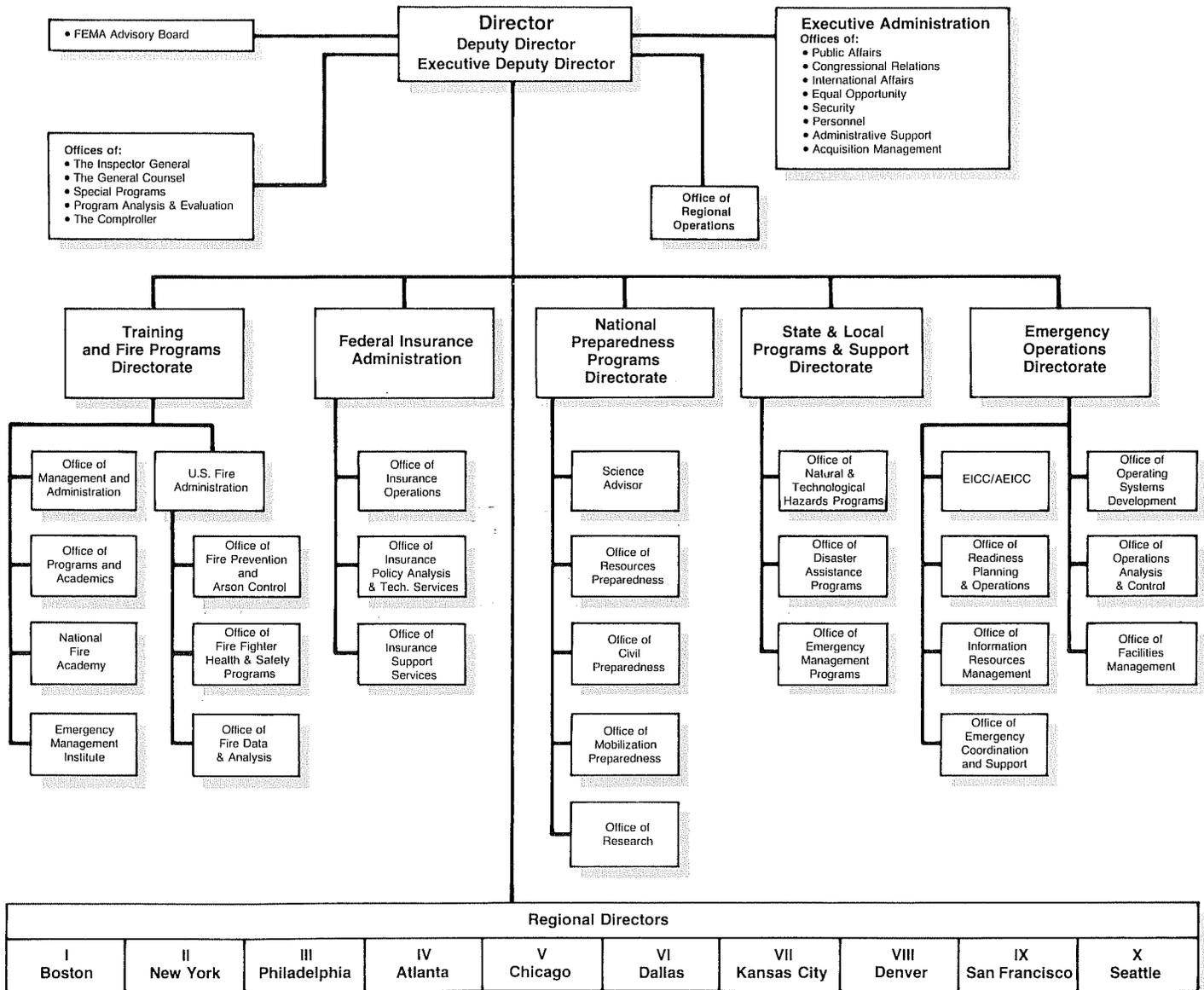
# Appendix A: Financial Statement Fiscal Year 1983



**FEMA Obligations for FY 1983**  
(\$1,320,765,000)

\*Management and Administration Category Represents Overhead for all of the FEMA Programs.

# Appendix B: Organization Chart Federal Emergency Management Agency



## Appendix C: 1983 Federal Disaster Aid Summary

### Major Disasters Declared During Calendar Year 1983

Date of Declaration	State	Type
Jan. 11, 1983	Louisiana	Severe storms and flooding
Jan. 27, 1983	Washington	Severe storms, high tides and flooding
Feb. 9, 1983	California	High winds and tides, rain, waves, floods and mud slides
April 16, 1983	Mississippi	Severe storms, flooding and tornadoes
April 20, 1983	Louisiana	Severe storms and flooding
April 30, 1983	Utah	Severe storms, landslides and flooding
April 30, 1983	Virgin Islands	Severe storms and flooding
→ May 5, 1983	California	Earthquake
June 1, 1983	Mississippi	Severe storms, tornadoes and flooding
June 6, 1983	Illinois	Severe storms, tornadoes and flooding
June 10, 1983	Oklahoma	Severe storms and flooding
July 1, 1983	Arizona	Flooding
July 1, 1983	California	Flooding
Aug. 1, 1983	Arkansas	Severe storms and flooding
Aug. 19, 1983	Texas	Hurricane Alicia
Sep. 22, 1983	California	Flash flooding
Oct. 5, 1983	Arizona	Severe storms and flooding
Oct. 24, 1983	New Mexico	Severe storms and flooding
Oct. 26, 1983	Oklahoma	Severe storms and flooding
Nov. 18, 1983	Idaho	Earthquake
Dec. 13, 1983	Alabama	Severe storms, tornadoes and flooding

Presidentially Declared Major Disasters .....21  
 Families Assisted Through Federal Disaster Assistance Programs in 1983 ... 60,000  
 Disaster Assistance Funds Obligated by the Federal Government .....\$1.1 Billion

A Presidentially Declared Emergency was announced on December 21, 1983 due to flash flooding in Mississippi.

→ Most expensive disaster in 1983: \$308 million was obligated by the Federal Government; 17,000 families registered in disaster assistance centers operated by FEMA.

