

CHAPTER 9

Emergency Management Training

9-1. General. The EMT Program provides a balanced training program in each of the participating States, territories or trusts. "Balance" shall include a recognition of Federal vs. State; management vs. technical; policy maker vs. responder; and fenced vs. flexible requirements, needs, and activities so long as they are consistent with, contribute to and do not detract from attack-related civil defense preparedness. Therefore, priority is to be given to attack preparedness training activities.

9-2. Program Description and Objectives.

a. The EMT Program provides Federal contributions to State governments for the delivery of EMT activities. Funding is provided according to varying match formulas, i.e., 50/50 match, 100 percent, or other ratio; the matching formulas are "cash."

b. State governments are responsible for conducting EMT for multidisciplinary audiences within State and local jurisdictions, organizing their training capabilities with an operational IEMS approach that includes planning for civil defense or attack preparedness. Training materials are provided to the States for use in curricula that combine the traditional objectives of knowledge and skills building/transfer with exercises that increase participant awareness of practical applications, interactions, and interdependencies.

c. EMT for emergency managers who manage local emergencies, and who are also considered part of the national system of emergency management, must be made available by each State. A National program goal is development of EMI qualified State instructor cadres through train-the-trainer courses for Shelter System Officer, Exercise Design, Integrated Emergency Management Course (IEMC), radiological training, and Professional Development Series courses.

9-3. Definitions.

a. Activity. A training and education program course, seminar, workshop, conference, exercise, or videoteleconference conducted by a CCA recipient or region as an element of the FEMA-funded field T&E Program.

b. Standard Curriculum Activity. One of the activities listed as Category I and II training within the field T&E Program curriculum. Each has a minimum number of hours of instruction and a standard POI.

c. Category III Activity. Any State activity with a region approved POI which is conducted in the field with EMT funds but is not one of the Category I and II curriculum activities.

9-4. Responsibilities. State emergency management agencies are responsible for:

- a. Fulfilling the eligibility requirements to participate in the EMT Program;
- b. Complying with Federal policy, regulations, and procedures;
- c. Providing information to local emergency program managers related to their eligibility and attendance in EMT Program activities; and
- d. Assisting in the recruitment of eligible target training audiences for EMI resident training activities.

9-5. Eligibility and Application Procedures.

a. To be eligible for the EMT Program, States must be in compliance with the general financial assistance guidelines as established in chapters 1 and 2.

b. States shall make applications by submitting a multi-audience EMT plan for each fiscal year. As a minimum, each plan shall:

(1) Be submitted on FEMA Form 95-5, Field T&E Quarterly Report, reflecting a balanced selection of courses from the field curriculum, including civil defense or attack preparedness materials;

(2) Identify by course, levels of projected activities, participant enrollment and related costs; and

(3) Include projected activities and participants for the 4 subsequent fiscal years on separate FEMA Forms 95-5, thereby developing a 5 year plan for the State training program.

c. States shall submit a narrative justification of the program which describes the activity on FEMA Form 95-5. This justification shall address State and local training needs in relation to achieving FEMA integrated national program emphasis, including civil defense or attack preparedness. For example, the narrative should answer questions, such as: How does this training plan implement State and local MYDP goals? What is the involvement (as student and/or faculty) of the State and local emergency management team, i.e., elected and appointed officials, law enforcement, public works, fire service, health and medical, and emergency management? What are the State initiatives to build or enhance an integrated IEMS approach to their training capability?

d. States must provide, for public distribution purposes, a course brochure or catalog for the current fiscal year. Four copies of the catalog will be provided to the region T&E office EMI with the first quarterly report. Three copies will be forwarded to EMI.

e. Financial and performance reports shall be submitted through the regions to EMI on FEMA Form 95-5 in accordance with each current year's CCA request for application package. EAO costs and administrative costs will be listed as separate line items on FEMA Form 95-5 or on an attachment. The final report shall include a narrative describing the difference between State EMT plan projections, actual training accomplishments, and comments on proposed changes to the State 5-year T&E plan that will be reflected in subsequent submissions of FEMA Form 95-5. Quarterly report narratives should highlight specific training accomplishments, problems encountered with course delivery and noteworthy State training initiatives and innovations.

f. States must maintain a training folder for each activity funded through this agreement. Each folder will contain the following:

- (1) POI;
- (2) Class roster, including course manager and instructors;
- (3) Agenda; and
- (4) Student handout material used in addition to those prescribed in instructor guides and student manuals.

9-6. Allocation of Funds.

a. Dollar allocations shall be made to the States by the Regional Director on the basis of State EMT plans submitted on FEMA Form 95-5. Regional offices shall review each submission for completeness and appropriateness in relation to the training year and to the overall 5-year plan of each State prior to forwarding to EMI. EMI will review the EMT plans for program balance and level of effort. A single allocation for each region will be made along with recommendations for each State training program after consultation with the regional training staff.

b. Allocations shall be made for EMT in accordance with each current year's CCA guidance concerning the Schedule for Solicitation and Award following the basic process listed below:

- (1) The regions shall issue the policy documents and conduct State briefings and negotiations as appropriate with the current year's CCA request for application package and CPG 1-38.

(2) Based upon the State EMT plans, each regional office shall develop a regional EMT plan that includes budget, recruitment, and activity levels, submitting it and the individual State plans to EMI for review.

(3) All proposed modifications to the approved State training plans and budgets shall be submitted to regional offices for review and approval prior to implementation, to preserve a balanced curriculum and level of effort commensurate with the legislated budget commitments, excepting only the limited fiscal reprogramming permitted by the CCA Articles. Written requests for amendments and written denials or approvals shall be kept on file by both the region and the state.

c. Because training funds are provided from a different appropriation line item from other CCA funding sources, the following special requirements apply:

(1) Out-of-State training within the region may not be charged to training without prior approval of the Regional Director.

(2) Out-of-region travel may not be charged to training without prior approval of the Regional Director and EMI.

(3) Training funds cannot be transferred to other CCA program activities.

(4) Unused and unobligated funds revert to regional training accounts.

d. If a State determines it cannot use all of its allocation, it must promptly notify the appropriate FEMA regional office, so that funds may be reallocated. Regional Directors will monitor EMT funds and obtain early release of anticipated excesses. Particular emphasis should be placed on monitoring those States with a continuous history of underutilization. Consideration of this underutilization history is accommodated in the allocation process.

9-7. Allowable Costs.

a. FEMA training funds are provided to assist States in conducting EMT Programs. EMT is a shared program of Federal, State and local commitment.

b. The following are allowable for seminars, courses, workshops, and conferences: reasonable instructor fees (use the State adult education rate as the guideline); part-time (not to exceed half-time) secretarial/administrative or education technician help; participant and instructor travel and per diem; classroom space; instructor/student training materials. These costs are eligible for 100 percent funding.

FEMA training materials shall be provided at no cost. Training equipment purchased to support EMT training activities shall be approved by the region. Training equipment costs shall be purchased on a 50-50 direct funding match.

c. All student costs shall be verifiable with a class roster for audit. Training for fewer than 20 students should not be conducted unless it can be shown to be cost effective during an audit process. Activities funded under this agreement require an integrated or multi-agency representation at each offering. The State has the option of which allowable expenses it may choose to reimburse for any particular training activity.

d. Subcontracting of the entire CCA training program or of individual courses is generally not allowable. Exceptions shall be approved in writing by the Regional Director based on written justification from the State director explaining:

- (1) Why the State does not have qualified instructors;
- (2) Their plan for and developing an instructor capability; and
- (3) Their analysis of State's contractor instruction.

e. Adjunct instructor/lecturers may be hired to conduct specific units of instruction on a course-by-course basis. However, it is expected that Federal, State, local or private sector officials will be lecturers.

f. State staff or State approved local emergency management staff shall be the course managers for all courses.

g. Federal restrictions of dual-compensation for instructor and/or participants cannot be waived.

9-8. Unallowable Costs.

a. EMT funds may not be used for employee development training. This means special nonemergency management program-related skills development such as: secretary workshops, personnel office workshops, writing workshops, generic computer and word processing training, procurement workshops and other administrative training activities.

b. EMT funds will not be used to pay the States' contribution of the Student Stipend Program administered by EMI.

c. Costs which do not meet the eligibility criteria of OMB Circular A-87.

9-9. General Operating Requirements.

a. The following curriculum guidelines must be followed:

(1) Each State must use at least 80 percent of its total allocation of EMT funds, excluding Exercise Assistance Program (EAP) and part time staff member costs, for the delivery of those training activities that comprise Category I of the current Field T&E Program Curriculum.

(2) Up to 20 percent of a State's total allocation of EMT funds may be used for delivery of training activities that comprise Categories II and III.

b. Agency approved POI's are required for all Category I and II funded training activities. A copy of the POI must be on file in each training activity folder.

c. POI's for all State-developed (Category III) courses, seminars, conferences, or other training activities must be reviewed and approved by the regional office before the training may be conducted. Copies of each approved POI will be forwarded to EMI for information. Category III POI's will be reviewed and approved annually.

(1) Category I and II POI's may be modified for site-specific needs. Such modifications shall be reviewed and approved by the regional staff, and coordinated with EMI. Modifications will not detract from the approved POI, but may add to concepts already presented. This will assist EMI to respond to field needs for flexibility and in future development projects.

(2) FEMA Instruction 9500.1, Formats for Selected T&E Documents, will be used in in developing POI's.

d. States will submit evaluation packages through the regional office to EMI, Office of the Superintendent, for all training activities, excluding the three exercise types. Student evaluations will be completed by recipients on all training activities. Course manager evaluations will accompany all course evaluation packages. On-site course evaluation requirements are located in each current year's CCA request for application package.

e. Training materials shall be requisitioned using FEMA Form 60-8, FEMA Requisition for Publications and Blank Forms, through the regional offices, providing no less than 90 days for fulfillment of requests. Regional and EMI approval for training materials is required. Requests will be based on a projected work plan.

9-10. Instructor Qualifications.

a. To maintain national training standards, State and local personnel may be required to become qualified as course managers or instructors of certain designated modules or courses. Appendix D outlines minimum T&E preparation and experience. Train-the-trainer requirements are described in the EMI Catalog of Courses and Course Management Plans.

b. States which fail to comply with the instructor qualifications requirements may be required to repay funds expended on courses.

c. Specific attention should be directed to the instructor qualification requirements for Professional Development Series (PDS), Radiological Instructors, and Shelter System Management Instructors.

9-11. EAP.

a. Emphasis for this program is as follows:

(1) Each FEMA-funded jurisdiction will conduct yearly exercises to assist in measuring national readiness. Jurisdictions that had tabletop exercises should aim toward conducting functional and ultimately, fullscale exercises in order to more realistically measure their emergency preparedness and response capability. As stated in CPG 1-5, jurisdictions should be encouraged to incorporate national security events as part of their scenario.

(2) Training for exercises should be concentrated on those counties and municipalities that have not conducted an exercise under the umbrella of this program. An up-to-date plan is a prerequisite. (See paragraph 9-5e.)

(3) To develop and/or improve the exercise capability at the local level through training, i.e., Exercise Design, Emergency Planning Course, etc., and assistance in scenario development, evaluation and followup actions to ensure that "quality" exercises are conducted.

(4) Stress full activation of the local emergency management system and include real-time, on-line, high stress, multi-agency, inter-governmental activation and response activities. Scenarios and exercises may vary (nuclear attack, civil disturbance, hazardous materials, natural disaster, national mobilization, etc.) as needs and deficiencies are determined by the State and local governments by historical and hazard vulnerability analysis (CPG 1-35).

b. Required outputs for EAP are referred to in chapter 13. In addition:

(1) For each of the exercise activities listed on FEMA Form 95-5 (TT, FE, and FSE), and scheduled to be conducted during a current fiscal year, include the total number of participants and costs (under the 'Other' category) for each exercise. Quarterly exercise activities along with participants and costs will also be recorded on FEMA Form 95-5. At a minimum, exercise activity data recorded on FEMA Form 95-5 should correspond to the exercise data as required in the State and local exercise annual program requirements in each current year's CCA request for application package.

(2) Quarterly submission of FEMA Form 95-16, Exercise Data (FE and FSE), for exercise activities completed during the quarter.

c. Allowable/Unallowable Costs for EAP:

(1) Include those costs which support exercise activity outlined in the exercise statement of work: reasonable salary and benefits per guidance provided and approved by the FEMA Training and Fire Programs Directorate (TFPD) and region; exercise assistance personnel travel; per diem; and office supplies.

(2) Do not include expenses used to support other training courses as a Course Manager or adjunct instructor. Those expenses should NOT be funded through the EAP, but should be funded as a separate cost item.

(3) Are not expected to substitute for the normal expense responsibilities of EMA or other funds of State and local government (status boards, vehicle costs, salaries, etc.) to conduct exercises. The funding for the EAP is expected to facilitate availability for technical assistance to local government. A maximum of \$125 per jurisdiction may be approved by the regional T&E Program Manager for special items, such as maps, message forms, and in-out baskets necessary to the conduct of the exercise. These funds will not be used for personnel or participant costs.

d. Special stipulations for the EAP are:

(1) A required statement of work on exercises, including a statement that there will be no decrease in currently allocated training staff.

(2) The EAO shall not be the lead State exercise planner/administrator in fixed nuclear facility exercises, population protection exercises, national security, or COG exercises. The EAO may assist local jurisdictions in preparing for the above exercises. The EAO may assist or participate in these exercises, as a State staff responder, as they would normally be assigned during the activation of the State emergency operations plan.

(3) The EAO is not expected to replace State area coordination or local emergency program management staff in completion of exercise efforts. The exercise efforts/categories have been carried out previously by the States. The States have designated staff (PPP, RADEF, EMA and other funded) who should continue to carry out these functions.

(4) Consistent with the above stipulations and the exercise statement of work, the EAP may augment the prescribed involvement of selected States in REX Alpha and REX Bravo.

e. Technical support to training:

(1) Is permitted for other EMT related activities that enhance the primary responsibility to improve local exercise ability.

(2) Allows the EAO to participate as course manager in the IEMC, Formulating Public Policy, Introduction to Emergency Management, and Exercise Design Courses.

(3) Allows the EAO to instruct other courses to:

(a) Present EAP information, and

(b) Teach other topics in which they have sufficient knowledge or expertise.

9-12. Other Training Resources. The following groups of individuals should be considered for assistance in enhancing the delivery of EMT Programs:

a. State Emergency Management Staff. States should include EMA-funded staff (State area staff), fully State-funded emergency management staff, and fully Federally funded State staff in training. These program managers should be involved in the annual training plan formulation.

b. Other State Personnel. The State should include the participation of State government officials and departments, consistent with their governmental responsibilities, in the planning, program development, and system implementation process of training delivery.

c. Local Personnel. The State should include the participation of local emergency program managers and staff and other local elected and appointed governmental officials, consistent with their positions. Appropriate local government department staff such as public safety, transportation, and public works, should be involved in the planning, program development, and system implementation process of training delivery.

d. Federally Funded Staff. Federally funded State staff should be involved in training functions associated with their basic program

functions. T&E functions could include on-the-job training, exercises, workshops, lectures, and other presentations by selected staff members.

e. State Training Manager. Program staff identified above should participate with the training program manager by identifying the need for training in areas of the State, including the type of course, potential audience, etc.; coordinating training in conjunction with program offices; and providing knowledge and expertise as required. The training staff is specifically responsible for training program management and administration (facilities, locations, materials, etc.). The training manager shall include all other appropriate emergency program managers in the formulation of the annual training plan.

f. EAO Staff. The purpose of the EAP is to assist recipients to develop a local exercise capability. This capability will enable each jurisdiction to meet FEMA exercises and identify program planning and operational deficiencies. The EAP need not be present at all exercises and is not a substitute for the training manager.

CHAPTER 10

Earthquake Preparedness Program

10-1. General. The National Earthquake Hazards Reduction Program (NEHRP) was created by the Congress through enactment of the Earthquake Hazards Reduction Act of 1977. The goal of the Act is to reduce the risks to life and property from future earthquakes in the United States through the establishment and maintenance of an effective earthquake hazards reduction program. Reference should also be made to each current year's CCA request for application package, CPG 1-38, and CPG 2-18, State and Local Earthquake Hazards Reduction: Implementation of FEMA Funding and Support, August 1985. CPG 2-18 includes a listing of detailed references that pertain to the NEHRP, and funding application procedures.

10-2. Program Objectives and Description.

a. In accordance with the Earthquake Hazards Reduction Act of 1977, as amended, Executive Order 12381, and the Presidential Plan of 1978, specific roles and responsibilities for the NEHRP are being carried out by the individual departments, agencies, and subagencies of the Federal government in keeping with their areas of concern and operational authorities. Although some changes have occurred in the name or alignment of the executive agencies since passage of the Act in 1977 and the issuance of the Presidential Implementation Plan in 1978, the fundamental roles and responsibilities have remained unchanged in meeting the specific requirements of the Act and ensuring that its basic objectives are achieved.

b. Within the NEHRP, FEMA's responsibilities include, but are not limited to, the following:

(1) Providing a central focus for leading and coordinating the national program;

(2) Conducting studies to obtain the information needed for preparedness and mitigation programs at all levels of government;

(3) Developing and implementing preparedness and mitigation measures to protect lives and property at Federal facilities and on Federal lands and coordinating Federal plans to provide supplementary assistance to State and local response efforts;

(4) Assisting State and local governments and the private sector in developing effective preparedness and mitigation programs to include public awareness and education activities; coordination; and technical and financial assistance for preparedness, response, and mitigation activities; and

(5) Developing resource documents on seismic design and construction standards, with associated manuals, for the voluntary use of State and local code officials.

c. Four agencies, FEMA, U.S. Geological Survey (USGS), National Science Foundation (NSF), and the National Bureau of Standards (NBS) carry out principal responsibilities related to NEHRP. FEMA, USGS, and NBS provide assistance to State and local government and the private sector; NSF participates through the support of research related to earthquake hazards and mitigation of their consequences. Other responsibilities are discussed in more detail in CPG 2-18.

d. Funding for State and local earthquake hazards reduction programs is authorized by the Earthquake Hazards Reduction Act of 1977, as amended. Within FEMA's current budget structure, these funds are included as a specific line item in the Comprehensive Emergency Preparedness Planning (CEPP) account. This appropriation is distinct from but coordinated with Congressional appropriations to the other NEHRB agencies.

10-3. State Application Responsibilities. The CCA is the mechanism used for granting awards. Circumstances may dictate that other funding mechanisms (e.g., a separate cooperative agreement) are practicable. Agreements are executed between FEMA and the State. Projects at the sub-State level (regional and local levels) are also funded through the State. Application, reimbursement, reporting, and auditing procedures will follow the guidelines in: FEMA's current year's CCA request for application package; CPG 1-38; CPG 2-18; CPG 1-32, 44 CFR; and other Federal regulations or OMB Circulars applicable to the provision of financial assistance to States.

10-4. Program Activities and Products.

a. Under the Earthquake Hazards Reduction Act of 1977, as amended, FEMA is assigned responsibility for accomplishing in areas of seismic risks the objective of an improved understanding of, and capability with respect to, earthquake-related issues, including methods of controlling or reducing risks, organizing emergency services, and planning for reconstruction and redevelopment after an earthquake. Earthquake-related risk reduction should be implemented wherever possible with cognizance of the risks involved from other hazards so that an integrated approach to emergency management is effected.

b. Efforts which contribute to the reduction of earthquake related risks in areas directly affected by seismic events include:

- (1) State Seismic Advisory Boards;
- (2) Identification of earthquake hazard;

- (3) Assessment of vulnerability and estimate of losses;
- (4) Preparedness/response planning;
- (5) Development and implementation of mitigation strategies;
- (6) Public awareness/earthquake education; and
- (7) Response planning by the Federal government.

c. The elements are interdependent and not mutually exclusive, although completion of an element is at times needed to allow initiation of another. The elements' interrelationships are discussed in the following descriptions.

(1) Seismic Advisory Board. It is generally felt that a seismically prone area should have an advisory board whose purpose it is to identify the short- and long-range needs of earthquake hazards reduction efforts in an area. The composition of such a group should be taken from the public, private, and academic sectors, and contain representatives from relevant disciplines (such as geotechnical, governmental, emergency management, local seismology, and public awareness/education) in order to provide the expertise needed for planning activities in these areas. While FEMA can, and has, funded the establishment of such groups, State and local support and commitment are needed for the group to have a positive effect.

(2) Hazard Identification. The basis for any State's earthquake hazard reduction effort is the identification of the seismic hazard to the State, or particular locality, where evidence of seismicity exists. The definition of earthquake potential for an area allows for a subsequent assessment of the vulnerability of the area to earthquake losses and provides the basis for planning to reduce these losses. Also, a technically sound evaluation of seismic potential assists in the development of program policies, public awareness materials and the implementation of public awareness strategies. An area's mitigation efforts will also be based upon an accepted hazard identification. A hazard identification will consist of a Richter magnitude for expected earthquakes, a delineation of ground shaking resulting from this magnitude event, and a delineation of associated geological hazards.

(3) Vulnerability Assessments (also known as loss estimation studies). An assessment of the impact of a given magnitude earthquake (defined by the hazard identification element) on the people and structures of an area is basic to the preparation of response plans for the event, to mitigation strategies and to awareness/education efforts. The vulnerability assessment estimates the susceptibility of structures or classes of structures (e.g., buildings, bridges, roads) and their function (e.g., medical care, power, water) to damage from the specified

magnitude earthquake. The precise scope of what the vulnerability assessment will address and how it will be performed will be determined in consultation with FEMA regional office staff.

(4) Preparedness Planning. Of great importance is the reduction of earthquake hazards through preparedness/response planning. The response plan for an area will be based upon assessed vulnerability and should include planning for sheltering, medical services, damage assessments, restoration of utility services, security for impacted areas, rescue and fire services, public health, and information services. Mutual aid agreements with neighboring areas may also be included where appropriate. This planning should be included as part of the jurisdiction's EOP.

(5) Mitigation Strategies. Activities to reduce the probability of earthquake-related damages are generally those related to improving local practices in building design, construction, renovation, or land use decisions. These practices will normally take the form of land use or building codes for earthquake resistant designs and will be based upon estimated levels of seismic shaking. Nonstructural mitigation strategies must also be included. Activities which educate the relevant sectors of society (e.g., builders, architects, urban planners) and develop or distribute the information needed for seismic resistant designs are some of the strategies which can lead to mitigation implementation.

(6) Public Awareness/Education.

(a) Public awareness/earthquake education encompasses all efforts and activities for the purposes of increasing public awareness of earthquakes and the understanding of associated risks, identifying mitigation, preparedness and response measures; stimulating behavioral change for citizen self protection, and fostering cooperation with organized emergency service efforts of public and private organizations, business and industry, and the media.

(b) Campaigns to make individuals or groups of individuals aware of seismic risks need not be based, at first, upon a detailed knowledge of area seismicity and as such can be commenced at any point along a programmatic timeline by a jurisdiction. However, a long-range plan should be developed. Target audiences, their priority and messages, and proposed delivery mechanisms would be outlined in milestone and major event form.

(7) Federal Response Planning. Planning by the Federal community to assist State and local response to a catastrophic seismic event will not normally be a product under the EP annex. However, it is included here since it is a major component under IEMS, and will supplement State and local capability and resources once shortfalls

have been identified by the preparedness planning element. Coordination by State and local governments with the Federal government will be required, and may be accomplished under the preparedness planning element.

10-5. Project Eligibility Criteria.

a. The following high-risk areas have been identified through the NEHRP as being eligible for earthquake hazards reduction financial assistance from FEMA: northern California (San Francisco Bay area); southern California (Los Angeles and San Diego areas); Puget Sound/Washington State; Anchorage, Alaska; Honolulu, Hawaii; Salt Lake City, Utah; Boston, Massachusetts; Charleston, South Carolina; upper New York State; the central United States (Arkansas, Mississippi, Tennessee, Kentucky, Illinois, Indiana, and Missouri); Puerto Rico and the Virgin Islands. This high-risk designation is based on consideration of the following factors: seismic risk (including the historic occurrence of damaging earthquakes and probable seismic activity), total population and major urban concentrations in the risk area, and industrial concentration in the risk area. It is important to note that a seismic risk area, and, hence, the project area for earthquake hazards reduction activities, may not necessarily include an entire State, although for convenience the name of the State will often be used to designate a particular earthquake hazards reduction project.

b. FEMA is focusing available earthquake hazards reduction funding on these twelve high-risk areas in order to obtain the greatest benefit in earthquake hazards reduction for the available funds. FEMA acknowledges that many States are subject to low or moderate earthquake risk. Considering the limited funding available, however, FEMA is proposing to give priority in the allocation of earthquake hazards reduction assistance to those States with the greatest vulnerability.

10-6. Special Prerequisites. Prior to the award of funds, the State will need to conform to the policies and procedures in the current year's CCA request for application package, CPG 1-38, and CPG 2-18. In addition, the State will need to demonstrate:

a. An acceptable statement of work with sufficient discussion of methods to be employed to show the project and contract officers that funds will be expended productively; and

b. An overall concept of where its earthquake program is headed and how the specific year's activities will contribute to that overall effort.

c. A State may elect to submit a FEMA Form 76-43 in addition to the narrative statement of work. The FEMA Form 76-43 may be useful in capturing, in abbreviated form, major milestones and outputs expected to be completed in the given fiscal year.

10-7. Funding Considerations.

a. In keeping with the trend of Federal programs of assistance to State and local governments toward increased cost sharing, FEMA is implementing cost sharing with States (and local governments, where appropriate) for their earthquake hazards reduction programs. These programs have in the past been (in most but not all cases) 100 percent Federally funded.

b. Cost sharing shall be on a 50 percent Federal--50 percent non-Federal basis, with the non-Federal contribution required to be cash.

c. Each fiscal year, FEMA will establish a maximum target level of its earthquake program funds to be allocated to each eligible State.

d. The target level of funding is the maximum amount of earthquake program funds allocated by FEMA to a given high-risk State for the fiscal year. It is based primarily upon:

(1) The total amount of earthquake hazards reduction funds available to FEMA annually;

(2) The number of high-risk States;

(3) The degree of seismic risk of each State; and

(4) The population-at-risk for each of these States.

e. States that can contribute an amount greater than that required by the match are permitted and encouraged to do so. FEMA assistance will, however, not exceed the established target level.

f. The specific activities, and the distribution of funds among them, that will be undertaken with this assistance will be determined during the annual CCA negotiations between FEMA and the State, and will be based upon the following:

(1) The availability of information regarding identification of seismic hazards and vulnerability to those hazards;

(2) Earthquake hazards reduction accomplishments of the State to date;

(3) State and Federal priorities for needed earthquake hazards reduction activities; and

(4) State and local capabilities with respect to staffing, professional expertise, and funding.

10-8. Operational Requirements. Unless otherwise indicated, application, reimbursement, reporting, and auditing procedures will be outlined in 44 CFR, Section 300.5(h) and (i), and FEMA Manual 2100.1. At least 30 days before the end of the project, two copies each of the draft final report will be sent to FEMA headquarters and regional offices for review. Where necessary and appropriate, a time extension to complete the project will be considered upon request from the State. This request must be to the regional office at least 45 days before the originally established completion date. Regional offices have the authority to grant time extensions upon receiving concurrence from the program manager in FEMA headquarters.

CHAPTER 11

Hurricane Preparedness Program

11-1. General. Executive Order 12148, Federal Emergency Management, assigns FEMA responsibility for implementing the Disaster Relief Act of 1974 (PL 93-288). In discharging this responsibility, FEMA developed and funded, in FY 1981, the HP Program to foster State and local efforts to increase their capabilities to prepare for, mitigation against, respond to, and recover from the devastating effects of a hurricane disaster. The program provides technical and financial assistance to develop these preparedness plans for high-risk high-population areas through a cooperative Federal effort. The program is further intended to assist States in starting activities to exercise and maintain preparedness programs on their own without further Federal assistance.

11-2. Program Objectives and Description. The major objectives of the HP Program are to:

a. Provide for the development of special evacuation and other preparedness elements, for inclusion in the EOP for planned response to the approach and consequences of hurricanes in high-risk, high-population areas;

b. Provide technical and financial assistance to State and local jurisdictions to develop new or modified preparedness elements to cope with hurricane disasters;

c. Identify potential impacts on primary lifelines and services necessary to recover from the effects of a hurricane disaster in the shortest possible time; and

d. Develop strategies for long-term recovery and prepare a hurricane hazard mitigation plan.

11-3. Definitions. FEMA Manual 8530.1, chapter 1 describes definitions in detail.

11-4. Program Policies. The following list of program policy requirements apply to the HP Program:

a. States and groups of local jurisdictions comprising high-risk, high-population regions are the recipients of FEMA HP funding to conduct a quantitative hurricane preparedness study. However, States and groups of local jurisdictions may designate another areawide agency as the project management agency to conduct the study effort under FEMA funding. (Example of designated project management agencies include regional planning councils, councils of government, Corps of Engineers (COE)

districts, and university-based planning/engineering institutes). The project management agency may also supplement FEMA funding toward studies conducted under CPG 2-16.

b. A population preparedness planning project is the most essential component of the HP Program and must produce, as a minimum, the following elements:

- (1) Technical data report;
- (2) Evacuation implementation element;
- (3) Public information program; and a
- (4) Hurricane operations exercise.

c. A property protection planning project is eligible for FEMA funding if an acceptable population preparedness project has been completed.

d. A property protection planning project is the second project of a HP study and must produce, as a minimum, the following elements:

- (1) Technical data report;
- (2) Recovery implementation element; and a
- (3) Hurricane hazard mitigation plan.

e. Where storm surge modeling is necessary, the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) and/or Special Program to List the Amplitudes of Surges from Hurricanes (SPLASH) numerical storm surge models will be used.

f. Contact with the appropriate FEMA Regional Director will constitute the initial step in the application process for FEMA's HP funding.

g. Application for HP funding requires the submission of a proposed work plan by the State or group of local jurisdictions comprising the study area. Technical assistance in preparing the work plan is available from FEMA headquarters/regions.

h. The application work plan must include procedures for participation by practicing emergency professions, voluntary agencies, academic groups, commercial interests, and the public at large.

i. The jurisdiction(s) of the prospective study area should provide tangible proof of its commitment to the preparedness effort as evidenced by allocating money and/or resources for conducting a hurricane operations exercise, which is one of four elements of a population preparedness project.

j. The application work plan will be reviewed simultaneously by headquarters and regional offices. Agreement on the proposed study's work plan must be reached between the State, regional office, and headquarters before funds can be obligated.

k. Where appropriate, multihazard shelter survey data may be used in the development of planning elements specific to the hurricane hazard. If these surveys have been accomplished, data may be obtained through the State Emergency Management Agency.

11-5. Organization and Responsibilities. FEMA Manual 8530.1 describes in detail the procedures for FEMA's HP Planning Program, and outlines responsibilities of headquarters and regions in the application process.

11-6. Program Activities and Products. In addition to using FEMA Manual 8530.1 chapters 3 through 5, States should give particular attention to the following program activities and products.

a. A HP study should be conducted for a high-risk, high-population region and should result in elements for State and local EOP's that provide the highest possible state-of-the-art hurricane hazard planning tools and emergency transportation planning techniques. Normally, the study would be composed of two projects: first, a population preparedness project and, subsequently, a property protection project. These projects are summarized below and are fully explained in CPG 2-16:

(1) Population Protection Project. This project must contain, as a minimum, a technical data report, evacuation implementation element, public information program, and hurricane operations exercise.

(a) Technical Data Report. The technical data report is a detailed report presenting and documenting the results of investigations, studies, and analyses of what is needed to implement a safe hurricane evacuation in the coastal region. The report will include the essential maps, tables, and charts needed by those responsible for preparedness planning at the State, areawide, and local levels.

(b) Evacuation Implementation Element. The data assembled in the technical data report is used for writing the local jurisdiction's evacuation implementation element. Information from this element should ultimately serve as the basis for addressing hurricane evacuation requirements in the Evacuation annex to the State

and/or local EOP. The overall objective of the evacuation implementation element is to ensure that practical, technically sound material is included in the EOP's of all jurisdictions of the study area to provide for effective and coordinated management of a hurricane evacuation. The evacuation implementation element identifies the areas-at-risk, population-at-risk, hurricane shelters, evacuation levels (scenarios), evacuation routes, evacuation time, the hurricane evacuation decision system, and mutual aid agreements for implementing interjurisdictional evacuation assistance and coordination.

(c) Public Information Program. The population preparedness planning process should include formulation of written public information materials sufficient in scope to educate coastal residents to potential hazards and instruct them on evacuation protective actions.

(d) Hurricane Operations Exercise(s). A hurricane operations exercise, sufficient in scope to test all major elements of evacuation and other critical functions such as direction and control, will be developed and conducted by State and local officials as part of the planning project and incorporated as part of the overall State and local exercise annex contained in each current year's CCA request for application package. This exercise will satisfy the FE or FSE requirements for natural disasters exercises contained in the annex. The exercise should be prepared and carried out by all jurisdictions included in the project area. The scope of the exercise should be the highest level achievable with available resources and it should be planned, conducted, and evaluated according to current FEMA guidance on exercises (see chapter 13 and appendix C).

(2) Property Protection Project. This project must contain, as a minimum: a technical data report, a recovery implementation element, and a hurricane hazard mitigation plan.

(a) Technical Data Report. The overall objective of the technical data report is to conduct investigations and analyze data to project future probable property losses from hurricanes. Property loss estimates then form the basis for the recovery element, the long-range hazard mitigation policies, and hazard-conscious land use decisions for the future. In addition, these investigations and analyses can be used to determine potential fiscal and socioeconomic losses that might occur.

(b) Recovery Implementation Element. The data assembled in the technical data report are used for hurricane recovery planning. The hurricane recovery planning process must provide strategies for the following periods:

- (i) Immediate emergency period;
- (ii) Short-range restoration period; and

(iii) Long-range reconstruction period.

(c) Hurricane Hazard Mitigation Plan. The vulnerability analysis for property protection permits development of forecasts of the severity, nature, and location of potential hurricane damages that would be caused by hurricanes of varying intensities. From this, it is possible to develop a Hurricane Hazard Mitigation Plan. This plan should identify pre- and post-hurricane hazard mitigation activities.

11-7. Project Evaluation Criteria. Priority for funding and technical assistance will be to currently identified high-population, high-risk areas in the following States: Texas, Louisiana, Mississippi, Alabama, Florida, Georgia, South Carolina, North Carolina, Virginia, Maryland, Delaware, New Jersey, New York, Connecticut, Rhode Island, Massachusetts, Puerto Rico, Virgin Islands, Hawaii, and Guam/Samoa/Pacific Trust Territories.

a. The level of funding and consequent scope of effort for any project area is determined and influenced by:

- (1) The relative hurricane risk and population of each area;
- (2) Past funding for a project area and effective use of project funds;
- (3) Budget levels approved by OMB and the Congress;
- (4) The type of project contemplated, either population preparedness, including evacuation plans, or property protection. Priority will be given to population preparedness projects in order to save lives; and
- (5) The commitment of funds or in-kind services from other Federal, State, or local sources. A commitment to conduct and fund a hurricane operation exercise to test the evacuation implementation element is required prior to FEMA's awarding financial assistance to a population preparedness project. The hurricane operation exercise should be incorporated as part of the overall State and local exercise program.

11-8. Special Funding Considerations.

a. Projects are funded through the CCA. Reference should be made to each current year's CCA request for application package, and CPG 1-38.

b. One element of the preparedness project which will NOT be funded by FEMA is the hurricane operations exercise.

c. The grant will usually be to a State but could be to a group of local jurisdictions comprising a high-risk, high-population region, or their designated project management agency, with the concurrence of the State.

d. Following regional evaluation of State applications, the FEMA regions will submit a copy of the State applications (SF-424), with appended supporting material (SF's 269, 270, and 272), and their initial analysis of the applications to headquarters, attention State and Local Programs and Support Directorate, Office of Natural and Technological Hazards Programs, Earthquakes and National Hazards Programs Division (SL-NT-ENH). Headquarters, in turn, may request concurrent review by the U.S. Army, COE and NOAA. A State may elect to submit a FEMA Form 76-43 in addition to the narrative statement of work. The FEMA Form 76-43 may be useful in capturing, in abbreviated form, major milestones and outputs expected to be completed in FY 1987.

11-9. Operational Requirements. Unless otherwise indicated, application, reimbursement, reporting, and auditing procedures will be as outlined in 44 CFR, Parts 3005(h) and (i), and FEMA Manual 2100.2. At least 30 days before the end of the project, two copies each of the draft final report will be sent to FEMA headquarters and regional office for review. Where necessary and appropriate, a time extension to complete the project will be considered upon request from the State. This request must be to the regional office at least 45 days before the originally established completion date. Regional offices have the authority to grant time extensions upon receiving concurrence from the program manager in FEMA headquarters.