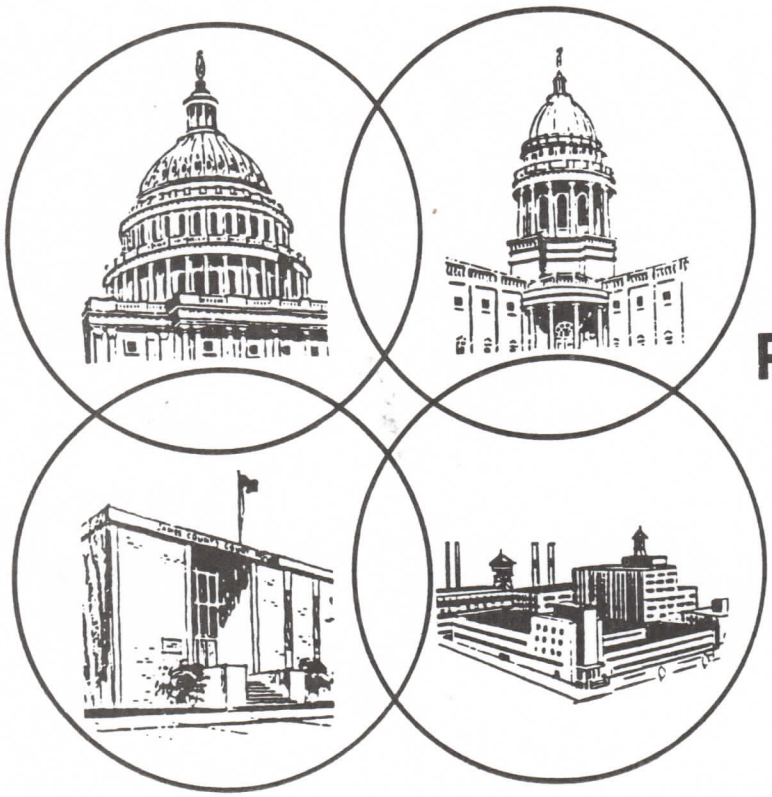
UNIT II

The Emergency Management Process



MITIGATION

PREPAREDNESS

RESPONSE

RECOVERY

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

UNIT II: THE EMERGENCY MANAGEMENT PROCESS

OVERVIEW

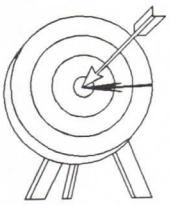
In the preceding unit, you learned that every community is subject to emergencies. Furthermore, emergencies vary in nature according to the type of hazard and the community's vulnerability. Emergency management is the process of coordinating available resources to combat emergencies effectively, thereby saving lives, avoiding injury, and minimizing economic loss.

But who or what are these resources? How can they be organized most effectively? In short, what must be done before, during, and after an emergency, and who should do it? This unit focuses on these questions about integrated emergency management.

GOAL

This section will enable you to describe the emergency management process and explain how individuals and organizations function within the process.

OBJECTIVES

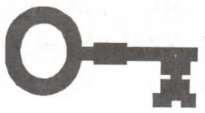


At the end of this unit, you will be able to do the following:

- Explain the four phases of the emergency management process--mitigation, preparedness, response, and recovery;
- Describe the evolution of emergency management and civil defense and distinguish between the two; and
- Explain the roles of individuals and organizations at the local, State, and Federal government levels as they relate to one another in emergency management.

FOUR PHASES OF EMERGENCY MANAGEMENT

Emergency activities are divided into four phases that require different types of organization and preparation.



- In general, **mitigation** is the initial phase. It should be considered long before an emergency occurs and includes any activities aimed at eliminating or reducing the probability of occurrence of an emergency or disaster. An example is the regulation of transportation of hazardous cargoes through congested urban areas. It also includes activities designed to postpone, dissipate, or lessen the effects of a disaster or emergency.

- **Preparedness** is an "insurance policy" against emergencies since we cannot mitigate against every disaster. It is undertaken because mitigation activities cannot keep an emergency from happening. Preparedness activities include planning to ensure the most effective, efficient response, efforts to minimize damages, such as forecasting and warning systems, and laying the groundwork for response operations, such as stockpiling supplies and surveying facilities for fallout protection.

- This leads logically to the **response** phase. Response is the first phase that occurs *after* the onset of a disaster. It is intended to provide emergency assistance for casualties, including search and rescue and shelter and medical care, to reduce the probability or extent of secondary damage through such measures as anti-looting security patrols, and to reduce damage by efforts such as sandbagging against impending floodwaters or remedial movement of shelterees in heavily contaminated fallout areas, or other measures that will enhance future recovery operations, such as damage assessment.

- **Recovery** activities continue beyond the emergency period immediately following a disaster. Their purpose is to return all systems, both formal and informal, to normal. They can be broken down into short-term and long-term activities. Short-term activities attempt to return vital human systems to minimum operating standards and usually encompass approximately a two-week period. For example, crisis counseling may help victims of catastrophic loss. Long-term activities stabilize all systems. These include such functions as redevelopment loans, legal assistance, community planning, and radiation exposure control, which can last as long as years after a disaster.

Experience shows that these phases, in fact, are cyclical rather than linear in their interrelationships. All activities and experiences lead individually and cumulatively back to the mitigation phase. Put another way, we learn to prevent and diminish future emergencies by what we learn from past events, whether through actual emergencies or simulations of response activities. The disaster or emergency, actual or potential, can be seen as the motivating force for the motion of the cycle.

Discussion Questions

Assume that a large hazardous chemical storage facility is located near the center of your community. What activities might your community undertake in relation to the mitigation and preparedness phases of emergency management as outlined in the presentation?

- *Mitigation*

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- *Preparedness*

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A chemical spill has created a fire in the storage facility. What activities might your community take during the response phase?

- *Response*

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The fire has been extinguished and the immediate area is declared free from toxicity. What activities might your community undertake during the recovery phase? How long could activities in this phase continue?

- *Recovery*

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NOTES

INTEGRATED EMERGENCY MANAGEMENT SYSTEMS

Integrated emergency management, as described here, offers a conceptual framework for organizing and managing emergency protection efforts.

An integrated approach to emergency management incorporates all available resources for the full range of emergencies--from natural disasters to nuclear attack--and the full range of issues relating to the four phases of emergency management. Once the system is in place, it provides a means of efficiently incorporating resources from the private sector and other levels of government. This is best done by examining the functions to be performed in an emergency.

Every local area has distinct groups with differing capabilities to perform specific functions in an emergency: executives, an emergency program manager, emergency operations center staff, police and fire departments, voluntary organizations such as the Red Cross or Salvation Army, and all resources in emergency situations. When these resources are linked through planning, direction, coordination, and clearly defined roles and functions, they are components of an integrated emergency management system.

Carry that integrated approach into the larger universe of regional, State, and Federal resources and support relationships, and an integrated emergency management system is established. The system can be achieved through mutual support with other jurisdictions, good lines of communication with other governmental levels--State, regional, and Federal--and dual use of civil defense resources. Outside factors that will affect this system include the hazards and emergencies to be faced and associated political, social, and economic issues.

INDIVIDUAL ACTIVITY: PROBLEM SOLVING IN CRISIS-PRONE COUNTY

Shortly after you return home from participating in *Introduction to Emergency Management*, you meet a young woman at a business meeting. She is a new employee in Crisis-Prone, a county in another part of your state. She has a sound background in management and administration and is anxious to prove herself; yet she also is mindful of politics and diplomacy. She is very interested as you recount your experiences in this course.

Six weeks later, you receive a letter from her asking for your assistance in an emergency management project.

You will have 25 minutes to review this letter closely and prepare a written outline of an appropriate response. When you are finished with the outline, you will have an opportunity to discuss and compare approaches with other participants.

Her letter begins on the next page; a structured format for outlining your response follows it. Be sure to cover, at a minimum, all issues identified in the format. Your instructor will call time on the activity.

CRISIS-PRONE COUNTY

Division of Administration
Office of the County Executive

Dear _____:

Since our last conversation, we experienced a near catastrophe here in Crisis-Prone County. As a result, the county commissioners have decided that it is time to review the county's ability to respond to emergencies and to ascertain whether there is a need for a program beyond what is provided by the county.

The task of developing a briefing for the commissioners has been assigned to me. This is an opportunity to give them their first introduction to integrated emergency management, but, as a junior analyst in the organization, I will need to rely on the expertise of my more knowledgeable colleagues to develop an outline that sufficiently explains an integrated approach to emergency management.

The event that brought this need to the attention of the commissioners demonstrates both the nature and the urgency of our situation. As you know, our county has a population of 650,000 people situated primarily in urban and suburban communities. A variety of transportation systems crisscross the county, presenting a considerable resource and challenge. Substantial rail traffic passes through the county on a daily basis--including commercial freight traffic that runs adjacent to the AMTRAK passenger lines.

A week ago, a freight train carrying an explosive material derailed at a major rail crossing/intersection, just at the time a passenger train was passing on an adjacent track. Six of the 30 cars of the freight train were off the track and precariously perched--in such a way that any measurable jostling could have caused one or all of them to fall completely off the track, and perhaps even rupture and explode. At this time, the cause of the derailment is still under investigation.

Consequently, the passengers from the AMTRAK train were evacuated (after some confusion) to a nearby auditorium, where they waited for several hours before AMTRAK could make alternative plans for them.

Meanwhile, five police officers and other public officials converged on the scene. Soon they were joined by officials from the freight and passenger lines. The group of "experts" grew substantially as time passed, and a heated debate erupted as to what steps should be taken, by whom, and when. Issues of authority and liability were raised and discussed--but never resolved. The entire discussion was observed and recorded by several reporters from newspapers, radio, and television. When the discussion concluded, it had been decided that the police chief and fire chief jointly would oversee operations to straighten out the problem and to ensure the safety of life and property in the area surrounding the derailment.

In summary, the problem was resolved without loss of life or serious damage to property. However, media coverage of the event caused a public outcry the likes of which the county has not seen for years. Public scrutiny and demands for accountability have increased markedly. The commissioners are outraged at methods demonstrated during the event and have demanded a full inquiry and accounting of the entire episode.

So, we come to my task--preparing the initial outline of the briefing for the commissioners. While I certainly do not have any direct or significant influence on the final outcome, I am convinced that good work on this project will contribute to a more constructive approach. Any advice you can provide will be helpful. While this is all new to me, I recognize the critical nature of integrated emergency management and want very much to cover at least the fundamentals in my submission.

I look forward to your response.

Sincerely yours,

Jane Novice
Junior Management Analyst
Crisis-Prone County

1. What is the central *problem* presented in Jane Novice's letter?

   Problem _____

2. What *alternative solutions/responses* are appropriate for Novice to consider?

   Alternatives _____

3. Of the alternatives listed, which one do you prefer and *recommend*?

   Recommendation _____

4. Presuming that Novice accepts your recommendation, what *strategies* do you suggest for implementing it?

Strategies _____

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5. Assist Novice further by briefly outlining how your recommendations and strategies for implementation might affect a situation such as the train derailment she described.

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NOTES

EVOLUTION OF EMERGENCY MANAGEMENT AND CIVIL DEFENSE

A formal program of civil defense began in the United States in 1916, when Congress established the Council of National Defense to direct State and local defense councils in war-related activities. At that time civil defense was defined as a system that protects civilian population and private and public property against attack by an enemy. As soon as World War I ended, and the threat of attack with it, civil defense activities also were dissolved.

In 1940, with the threat of a second world war, President Roosevelt re-established the Council of National Defense to coordinate the effort to rearm the country and to issue guidance on blackouts and shelters. In 1941, executive order established the Office of Civil Defense (OCD), which coordinated civil defense on a regional and local level. The OCD coordinated volunteers, personnel, and equipment exchange agreements, evacuation plans, and the synchronization of blackouts and air raid drills. When World War II ended in 1945, the OCD was terminated.

In 1950, Congress broadened the definition of civil defense and passed The Civil Defense Act, which directed the newly created Federal Civil Defense Administration to develop a system to protect life and property from attack-caused disasters. As passed in 1950, civil defense was mandated by Congress as primarily a State and political sub-division responsibility, with the role of the Federal government primarily one of providing information, guidance, and assistance.

Over the next 25 years, emergency programs for specific hazards were scattered around the national government in various Federal agencies. During this time, the realization was growing that

- Managing an emergency successfully included mitigation and recovery aspects as well as preparation and response, and
- Generic emergency management strategies could apply whether the emergency is a flood, earthquake, drought, fire, or a terrorist attack.

In 1958 the Civil Defense Act of 1950 was amended to make civil defense a joint Federal and State/local responsibility; it also authorized the provision of civil defense monies to State and local governments for civil defense staff personnel and administrative expenses on a matching basis not to exceed 50 percent. The purpose of this last modification was to provide financial incentives to State and local governments to hire emergency preparedness personnel and to build a nationwide cadre. Today this

is known as the EMA Program (Emergency Management Assistance), and it is the largest program in the national civil defense budget.

In 1972 the Office of Civil Defense (OCD) was abolished and the Defense Civil Preparedness Agency (DCPA) was created. This was the result of a National Security Decision Memorandum. This memorandum was also notable in that it used the term "dual use" for the first time.

Since each agency handling the different emergency programs had its own standards, regulations, and procedures, the result was duplication of effort and ineffectiveness of emergency programs.

In 1979, at the initiation of President Carter, Congress established FEMA to bring a number of previously fragmented emergency programs into a coordinated structure of "Emergency Management."

Amendments to the Civil Defense Act, in 1980, mandated FEMA to work with the State and local governments to assist them in setting up emergency management programs. These amendments prescribed the coordination and support role that FEMA plays to State and local governments.

Amendments to the Civil Defense Act also provided for "Dual Use" of funds, meaning that Federal funding to the States may be used to prepare for and respond to natural and technological disasters to the extent that the use of funds is *consistent with, contributes to*, and does not *detract from* attack preparedness.

Once all emergency programs were established under FEMA, work began to consolidate functional activities that were similar for all emergencies (such as evacuation or public education) into a unified planning effort.

President Reagan further guided the future of the civil defense program with Presidential Policy Guidance of 1987. The key points of the guidance are outlined below.

1. It is the policy of the United States to include civil defense in its overall national security posture.

2. Civil defense will continue to support all-hazard emergency management.

3. Responsibility for civil defense is shared by Federal, State, and local governments.

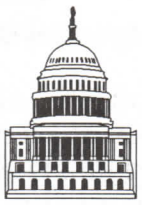
4. Localities are primarily responsible for natural and technological hazards. The program will address protection of the population, State and local crisis management, public information, business and industry information, voluntary citizen participation, plans to sustain survivors, and gradual mobilization and surge capabilities.

Similarly, emergency management is not just concerned with natural and technological hazards, but with national security hazards as well. Legitimate civil defense and legitimate emergency management should both be all-hazards. The primary difference is the priority civil defense gives to national security emergency preparedness. For all intents and purposes, good civil defense and good emergency management should be indistinguishable at the local level. Thus, from a program designed exclusively to help State and local governments protect the population from nuclear attack, the civil defense program now provides the fundamental framework for an all-hazards, "dual-use" program of integrated emergency management at the Federal, State, and local levels. The infrastructure of people, plans, systems, communications, and hardware developed over the past forty years under the civil defense program is our nation's first line of defense, not only against national security hazards, but also against the full range of natural and technological hazards facing society today.

Relationship of Emergency Management to Civil Defense

When speaking of civil defense, the focus usually is on the attack-related aspects of civil defense, specifically nuclear attack. However, civil defense also is an identifiable element in an all-hazard preparedness framework of emergency management. Both civil defense and emergency management are all-hazards activities. The primary difference between the two is that statutorily (pursuant to the Federal Civil Defense Act of 1950 as amended) civil defense gives priority emphasis to national security emergency preparedness.

ROLE OF THE FEDERAL GOVERNMENT



Each level of government has characteristic resources it can bring to bear on emergency management. Simply stated, the contribution of each level can be summarized as follows:

- *Federal*--legal authorities, fiscal resources, research, technical information and services, specialized personnel;
- *State*--legal authorities, administrative skills, conduit between local and Federal;
- *Local*--direct motivation, knowledge of the situation, personnel, proximity to both event and resources.

Federal Government

The Federal government provides legislation, executive orders, and regulations that influence, more or less directly, all disaster activities. It also maintains the largest pool of fiscal resources that can be applied to emergency management. Some Federal agencies are sources of specialized research, technical information, and services (for example, Nuclear Regulatory Commission) needed in disaster work. Finally, the Federal government is a limited source of specialized personnel (particularly with nuclear or conventional attack preparedness and response).

Research by the National Governors' Association (NGA) has identified more than 100 Federal laws containing provisions directly relating to natural, technological, peacetime, or attack-related emergencies. In fact, virtually every department and agency of the Federal government has some emergency-related responsibility mandated by law. Further extending and complicating the intricate Federal-level disaster authorities are a staggering variety of executive orders, regulations, and interagency agreements.

At the initiation of President Carter, Congress established FEMA in 1979 and brought a number of previously fragmented disaster programs into a coordinated structure. However, FEMA certainly does not include or direct all Federal disaster efforts.

The Federal government's involvement in emergency management primarily is in the areas of assistance, on the one hand, and regulations and standards on the other. Assistance may take the form of fiscal, material, personnel resources, or research and technical information.

The following reviews many types of Federal assistance in broad terms. An accompanying chart relates many of these legislated Federal activities to the agencies that perform them.

Agricultural assistance	provides for response to natural and technological disasters upon presidential and/or departmental declaration; mitigation programs.
Civil defense/emergency preparedness	provides for response to nuclear attack; natural and technological disasters.
Dam safety assistance	general regulatory programs; mitigation programs.
Disaster assistance and relief	provides for response to natural and technological disasters upon presidential declaration; general regulatory programs; economic development.
Earthquake assistance	provides for response to natural disasters upon presidential declaration; mitigation programs.
Educational institution assistance	provides for response to disasters upon presidential declaration.
Emergency broadcast/ communications systems	provides a national coordinated network for distributing correct information in a major emergency.
Energy assistance	provides for response to emergencies upon presidential declaration, general regulatory programs; mitigation programs.
Environmental protection assistance	general regulatory programs.
Fire prevention and control assistance	provides for response to natural and technological disasters upon presidential declaration; mitigation programs; general regulatory programs.
Flood prevention and control	provides for response to natural and technological disasters on presidential and/or departmental declaration; mitigation programs; general regulatory programs.

General assistance, regulatory and otherwise	provided by Federal departments and agencies.
Hazardous materials assistance	provides for response to presidential declaration; mitigation programs; general regulatory programs.
Housing assistance	provides for response to natural and technological disasters upon presidential and/or departmental declaration; other assistance.
Insurance assistance	flood insurance.
Legal/law enforcement assistance	provides for response to natural and technological disasters upon presidential declaration; Federal funds available for research and operation programs; Federal jurisdiction for general law enforcement assistance.
Military assistance	provides for response to natural, technological, and national security emergencies and disasters by the Department of Defense.
Nuclear materials management assistance	provides for safe transportation and disposal of nuclear materials, coordinated primarily through the Department of Energy.
Public health, general medical assistance	provides for emergency response to disasters; mitigation and prevention programs.
Search and rescue assistance	provides for response to natural, technological, and national security emergencies and disasters by Federal organizations; private national organizations.
Transportation assistance	provides for response to natural, technological, and national security emergencies and disasters upon presidential and/or departmental declaration; merchant marine insurance; general regulatory programs.
Weather emergency programs	provides for accessing and distributing accurate information on the progress of hurricanes and other weather-related emergencies.

NOTES

Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) plays coordinating and supportive/assistance roles for integrated emergency management in partnership with State and local emergency management entities. It takes a lead role in national preparedness for major peacetime or wartime crises.

FEMA's responsibilities for **national preparedness** include development of Federal program policy guidance and plans to ensure that governments at all levels can cope with and recover from emergencies. The agency administers the national civil defense program and national laws such as the Civil Defense Act of 1950 (see Appendix B). FEMA is responsible for the assessment of national mobilization capabilities and the development of concepts, plans, and systems for management of resources in a wide range of national and civil emergencies. **Preparedness** includes warning systems, in-place shelter planning, population protection planning, shelter identification, and disaster information such as the Emergency Broadcast System (EBS).

Another dimension of FEMA's emergency management role is in mitigating the effects of disasters and emergencies through research and programs aimed directly at specific problem areas. FEMA's research efforts focus on increasing the nation's capability to predict, prevent, respond to, and recover from emergencies and disasters. The goal is to discover information that can help decrease life loss, injury, damage, and economic and social disruption from such events.

Hazardous waste disposal or transportation, especially involving nuclear waste, is increasingly seen as a threat to public health. FEMA also is helping communities in which a certain amount of acutely toxic chemicals are stored to plan for the disposal or transportation of the chemicals. This is in compliance with the Title III program, part of the 1986 Superfund Amendments and Reauthorization Act. Title III mandates planning and includes right-to-know provisions similar to those found in OSHA legislation.

The agency also **supports State and local governments** in fulfilling their emergency mitigation, preparedness, response, and recovery responsibilities. As necessary, FEMA provides funding, technical assistance, services, supplies, equipment, and direct Federal support. Civil defense, earthquakes, floods, hurricanes, tornadoes, nuclear power plant accidents, terrorist acts, dam safety, and hazardous materials incidents are among the areas in which FEMA works to aid State and local government in emergency management in accordance with the Civil Defense Act of 1950 (see Appendix B) and NAPB-90, Nuclear Attack Planning Base-1990. FEMA provides technical and financial assistance to State and local governments to upgrade their communications and warning systems, and operates an emergency information and coordination center that provides a central location for the collection and management of disaster and emergency information. A wide range of emergency preparedness and mobilization civil preparedness guides is available from FEMA. They can be invaluable aids to local emergency program managers (see Appendix B).

One of FEMA's most visible forms of assistance is the **presidential declaration of an emergency or major disaster.** Such a declaration is made when the severity of a situation cannot be adequately relieved by local and State efforts and a request for assistance is made to the President by the governor of the affected state. The completed request, addressed to the President, is sent to the FEMA regional director, who evaluates the damage and requirements for supplemental Federal assistance and makes a recommendation to the President.

Direct disaster assistance from FEMA falls into two broad categories--public assistance (aid to State and local governments) and individual assistance (aid for disaster victims and their families). Hazard mitigation efforts also are required now under disaster assistance programs to help ensure the future safety of lives and property. Federal and State funds for hazard mitigation are available to the local level.

FEMA administers the **National Flood Insurance Program**, which provides insurance coverage to property owners in communities with flood hazards in exchange for that community's agreement to adopt floodplain management measures to protect lives and reduce property losses. Technical assistance is provided to communities in floodplain management and post-disaster hazard mitigation activities, such as encouraging new

construction away from flood-prone areas. As of October 1989, there were more than 17,000 communities participating in the program and over two million policies in effect.

FEMA also is responsible for coordinating the provision of disaster assistance by all other Federal agencies. To make it easier for people to obtain disaster assistance, FEMA establishes **disaster application centers** in an affected area where representatives of Federal agencies, State and local governments, and voluntary relief agencies can offer aid to disaster victims. Assistance may include temporary housing, low interest loans, and grants.

Appendix B contains a brief description of the process for accessing Federal disaster assistance programs. More detailed information is available through State emergency offices or FEMA regional offices.

Listed below is a brief description of some of FEMA's major programs or areas of concern.

National Flood Insurance Program (NFIP)

- NFIP enables property owners in participating communities to insure against flood losses.
- To participate, the community must pass and enforce a floodplain management ordinance to regulate new and substantially improved construction in flood-prone areas.
- FEMA issues Flood Insurance Rate Maps (FIRMs) of communities depicting their special flood hazard areas (SFHAs).
- The purchase of flood insurance is mandatory in connection with Federal or Federally related financial assistance for acquisition or construction of buildings in the SFHAs of participating communities.
- By employing wise floodplain management, a participating community can protect its citizens against much of the devastating financial loss resulting from future flood disasters. More careful local management of development in the floodplains results in construction practices that can reduce flood loss and the high costs of flood disasters to all levels of government.

Earthquake Preparedness

FEMA is the lead agency responsible for coordinating the National Earthquake Hazards Reduction Program (NEHRP). The 1980 amendments gave FEMA the following responsibilities:

- Plan and coordinate the NEHRP;
- Report to Congress on the status of the NEHRP;
- Review, analyze, assess, and recommend revisions to the NEHRP; and
- Provide opportunities for, and appropriate assistance to, States, localities, private organizations, and individuals to participate in the NEHRP.

FEMA's other responsibilities under the NEHRP complement its lead role. FEMA is the primary agency responsible for translating the research programs of the other agencies into effective earthquake hazard-reduction measures at State and local levels. These responsibilities include the following:

- Provide assistance to State and local governments to implement comprehensive earthquake hazard reduction programs;
- Develop and disseminate improved seismic design and construction techniques and standards for application by Federal, State, and local entities, and for voluntary use by model code groups and design professionals;
- Develop public education and awareness programs; and
- Coordinate the Federal response to catastrophic earthquakes.

Hurricane Preparedness

Hurricanes affect inland as well as coastal states.

FEMA provides

- Financial and technical assistance,
- Vulnerability analyses, and
- Response planning assistance.

Dam Safety

Since many of the dams in the United States are unsafe, FEMA coordinates a program of 19 Federal departments and agencies involved with dam safety.

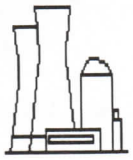
U.S. Fire Administration (USFA)

- Gathers accurate fire data,
- Develops arson prevention systems,
- Creates and disseminates public fire safety education programs,
- Researches better firefighting gear and equipment, and
- Encourages health and fitness programs for the entire fire service.

Hazardous Materials Programs

While the Department of Transportation and the Environmental Protection Agency have the lead roles in this area, FEMA supports their operations and works closely with both agencies to assist in training emergency program managers to respond to this growing concern.

Radiological Emergency Preparedness



Following the Three Mile Island accident, FEMA was assigned the responsibility of working as a consultant to the Nuclear Regulatory Commission (NRC).

- FEMA works with the State and Local governments where nuclear power plants are located to ensure that plans are
  - Written,
  - Tested annually, and
  - Evaluated.
- FEMA makes the proper report to NRC, which has licensing power over these plants, following an evaluation of the emergency preparedness plans.

Disaster Relief and Recovery

Under the Disaster Relief Act of 1974, FEMA has been delegated to act for the President in the administration of this act. This involves the following steps.

- If a disaster is beyond the scope of a local community, the State's governor will respond.
- If the State discovers that the disaster damage can not be handled by its resources, the Governor then requests, through FEMA, that the President declare a major disaster.
- If the President declares a disaster, a Disaster Declaration is signed.
  - Such a declaration implements the Disaster Act and enables FEMA to give both financial and technical help to the victims of that disaster. These efforts support and supplement State and local efforts.
- When the disaster is declared, FEMA employees and Disaster Assistance Employees (DAEs) are sent to the site to help.
- Disaster Application Centers (DACs) are opened.
  - Victims come to DACs to apply for recovery assistance from Federal, State, and local agencies and organizations such as the American Red Cross. This includes
    - Temporary housing,
    - Family grants,
    - Small business loans, and
    - Mitigation grants.

The Disaster Relief Act also provides 75 percent of the funds for public assistance for

- Rebuilding of roads, bridges, public buildings, and
- Debris removal.

Civil Defense Program

The Civil Defense Act of 1950 and the Presidential Policy Guidance of 1987 provide the legal basis for the Civil Defense program.

In a recently published report, FEMA studied the Soviet targeting strategies and pinpointed probable targets in the United States. The results of this study, called the Nuclear Attack Planning Base (NAPB-1990), are being used by emergency program managers to plan for protection of the population. (NAPB-1990 is updated twice each year.)

FEMA's Civil Defense program provides for financial assistance, or technical advice, or a combination of both in the following areas:

- Emergency Management Assistance;
- Family Protection;
- Population Protection Planning;
- Public Information;
- Business and Industry Preparedness;
- Facility Survey;
- Radiological Defense;
- State and Local Direction, Control, and Warning;
- Individual Mobilization Augmentee program;
- State and Local Exercise Assistance;
- Emergency Management Training; and
- Military Support of Civil Defense.

National Security Emergency Preparedness (NSEP) Programs

NSEP programs hold responsibility for continuity of government.

This program stresses the need to ensure that our democratic form of government can survive any and all crises.

- National Emergency Management System (NEMS)

  - NEMS establishes the availability of communication with other Federal agencies and State and local governments to ensure response and recovery efforts can be carried out.

  - NEMS consists of modern fixed and mobile multi-media and integrated systems that are extremely reliable and responsive to emergency management requirements.

- Mobilization Preparedness also is critical for any disaster. FEMA works, supports, and coordinates these programs with other Federal agencies, and helps test them through exercises.

- National Defense Executive Reserve (NDER) Program.

  - NDERs are reservists who serve as volunteers in training to help augment their country's needs in times of national security crisis. These men and women are from the private sector--working executives or retired experts. Thirteen Federal agencies have NDER units administered by FEMA.

- Resource Preparedness

  FEMA is working to ensure that resources that would be needed by both the military and civilian sectors will be available for disasters.

Office of Training

FEMA headquarters' program offices are responsible for planning and advising other levels of government on emergency management. The Office of Training supports the program offices by taking those plans and transferring them to answer State and local needs through training.

This office oversees the

- National Emergency Training Center at Emmitsburg, Maryland, which includes the
  - Emergency Management Institute and National Fire Academy.

Training is accomplished in

- Formal classroom settings,
- Laboratories,
- Individual training projects,
- Resident campus courses,
- Regional and State field courses,
- Home study courses, and
- Videoconferences, which are
  - Produced under FEMA's Emergency Education Network (EENET),
  - Cover various emergency management subjects, and
  - Reach tens of thousands of students and viewers.