



Memorandum to Emergency Managers

From: Martha Braddock

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Subject: Highlights of President's Budget Request for FY 2010 for Department of Homeland Security/ FEMA

Date: May 11, 2009

The President's Budget request for FY 2010 was released May 7, 2009. The information below is based on the budget documents provided by the Office of Management and Budget, particularly the *Budget Appendix*, the *DHS Budget in Brief*, the Congressional Budget Justification for DHS, and clarifying discussions with FEMA personnel.

The FY 2010 documents have been posted on the IAEM website at <http://www.iaem.com>.

SOME KEY HIGHLIGHTS:

Emergency Management Performance Grants (FEMA)

- \$315 million. (Same as FY 2009 appropriated amount). *(IAEM supports increasing the funding to a minimum of \$487 million. 39 Senators signed a letter supporting this amount)*
- Was not retained as a separate account; was included in State and Local Programs account. *(IAEM supports retaining EMPG as a separate account.)*
- Budget Justification states the following:
The EMPG program provides resources to assist State and Local governments to sustain and enhance all hazards emergency management capabilities. States have the opportunity to use EMPG funds to further strengthen their ability to support emergency management activities while simultaneously addressing issues of national concern as identified in the National Priorities of the National Preparedness Guidelines. The award allocation method will incorporate risk methodology.
- It is unclear what is intended by the justification language above. It is our understanding from informal discussions that FEMA's intention is to administer the program the same as in the past. IAEM would oppose use of risk methodology for allocations.

Emergency Operations Center Grant Program

- Proposes to eliminate program (\$35,000,000 in FY 2009)
- Reasons for elimination given in *Terminations, Reductions, and Savings* document.
 - 60% of funds were congressional earmarks not allocated by merit-based criteria

- Award criteria not risk-based
- In FY 2009 approved as allowable expense under EMPG, where potential grantees prioritize expenditures against other emergency management initiatives.

PreDisaster Mitigation Program (FEMA)

- \$150,000,000 (\$90,000,000 million in FY 2009)
- Budget proposes to change the program. These changes were not discussed with the authorizers, the appropriators, or stakeholders in advance. In fact, H.R. 1746 recently passed the House to reauthorize the current program.
- IAEM will be reviewing the proposal and seeking comments from our members and does not have a position at this time.
- Budget proposes to change the current program as follows: (information is from budget materials and clarifying discussions with FEMA mitigation staff)
 - Terminate the nationwide competitive program.
 - Allocate funding to states on a base plus risk system. States will be given a minimum base amount (currently \$500,000) and remaining funds will be allocated to states based on natural hazard risk methodology which FEMA is currently developing.
 - FEMA would determine whether the projects submitted by the states are technically feasible and cost effective
 - States would select which applications to fund from the list determined eligible by FEMA. The states will be in the driver's seat making the choices on their highest priorities.
 - Priority would be given in FY 2010 to projects already submitted and vetted and determined eligible. In the FY 2009 program, 443 projects were submitted from 47 states, 5 territories, and 6 tribes for a total of \$297 million. But there was only \$53 million available for the competitive program.
 - In future years, FEMA expects to add more eligible but unfunded projects to the list.
 - FEMA plans to use an enhanced Benefit Cost Analysis Ratio tool that streamlines and modifies the benefit cost analysis program to make it easier for State and local communities to meet the benefit cost analysis requirements of the mitigation grant programs.

Emergency Management Institute

- Can not comment on funding at this time since detailed budget information was not included in the Congressional justification for EMI.
- Program is included in the National Preparedness Directorate of FEMA.
- The funding has been moved to National Preparedness Programs under Management and Administration (M&A) within State and Local Programs Account. The budget indicates that the National Preparedness Program under M & A includes various administrative costs as well as two programs-- the Incident Management Systems Integration (IMSI) and EMI.

Principal Federal Official

- Deletes Old Section 526 of the General Provisions in the FY 2009 Appropriations Act which stated: None of the funds provided by this or previous appropriations Acts shall be used to fund any position designated as a Principal Federal Official for any Robert T. Stafford Disaster Relief and Emergency Assistance Act declared disasters or emergencies.
- Explanation of deletion: This provision restricts the Secretary's ability to manage disaster response.
- IAEM supports including prohibition language as in Sec.526 in FY 2010 bill.

Office of Intergovernmental Affairs

- DHS Office of Intergovernmental Programs (IGP) is moved from National Protection and Programs Directorate to the Office of Stakeholder Relations in the DHS Office of the Secretary.
- Budget proposes to transfer seventeen positions and \$2,000,000 from FEMA to staff the office.
- IAEM opposes moving these positions from FEMA. FEMA Intergovernmental is seriously understaffed. These positions were transferred to FEMA IGA with the grant programs as part of the Post Katrina Emergency Management Reform Act. However, the last Administration detailed the positions back to DHS with FEMA funding them.

Other Highlights

Department of Homeland Security

Total Budget request is \$42,700,000,000.

In this description, the FEMA details are first since they are of more specific interest to many of our members and the Department wide and other Directorates follow.

FEDERAL EMERGENCY, MANAGEMENT AGENCY

State and Local Programs **\$3,867,000,000** (FY 09 \$3,155,700,000)

Proposed Legislative Language on Time Frames

- *Time frames for grant programs indicated by **
Applications shall be made available to eligible applicants not later than 25 days after the date of enactment of this Act, eligible applicants shall submit applications not later than 90 days after the grant announcement, and FEMA shall act within 90 days after receipt of an application.

- Time frames for grant programs indicated by **

Applications shall be made available to eligible applicants not later than 30 days after the date of enactment of this Act, eligible applicants shall submit applications within 45 days after the grant announcement, and FEMA shall act not later than 60 days after receipt of an application.

State and Regional Preparedness Programs \$2,045,000,000

- \$950,000,000 State Homeland Security Grant Program (SHSGP)*
 - 25% must be directed to law enforcement terrorism prevention activities
 - \$60,000,000 must be used for Operation Stonegarden to focus on Southwest Border security issues
 - Timeframe changed for State application development and Review. Grant awards to be made 3rd quarter.
 - Installation of communications towers is not considered construction of a building or other physical facility
- \$315,000,000 for Emergency Management Performance Grants (details in highlights above)
- \$50,000,000 Interoperable Emergency Communications Grants Program (IECCP)**
- \$35,000,000 Regional Catastrophic Preparedness Grants Program (RCPGP)*
- \$40,000,000 Medical Surge Grants Program (MSGP).* (replaces MMRS program, \$41,000,000 in FY 2009)
 - Supports integration of emergency management, health, and medical systems into coordinated response to mass casualty incidents caused by any hazards.
 - Building on gains made by MMRS program and works in conjunction with those MMRS cities (according to the budget justification.)
 - Will serve as pilot for application of version 3.0 of Target Capabilities list. (TCL).
 - According to discussions with FEMA staff, no one will be dropped but they will start to include more of the TCL-based measures. Will be discussed at MMRS meeting next month as port of the UASI conference.
- \$590,000,000 Firefighter Assistance Grants
 - \$170,000,000 Assistance to Firefighter Grants program (\$565,000,000 in FY 2009) (Also \$210,000,000 in American Recovery and Reinvestment Act)
 - \$420,000,000 Staffing for Adequate Fire and Emergency Response (SAFER) program. For additional costs for salaries and benefits to hire additional firefighters and recruitment and retention of volunteer firefighters. Legislative language limits total funding over 4 years for hiring or retaining a firefighter to \$150,000. (\$220,000,000 in FY 2009)

- No longer a separate account
 - Competitive peer reviewed process will give priority to applications that enhance capabilities for terrorism response and other major incidents.
- \$50,000,000 Driver's License Security Grants Program (DLSGP). Formerly called Read ID program
- \$15,000,000 Citizen Corps Grants Program (CCGP). * Provides funding by formula to all 50 states and six territories.
- Programs terminated: Emergency Operations Center Program; Inter-City Bus Security Grant Program; and Trucking Security Program.

Metropolitan Statistical Area Preparedness Program (\$1,437,000,000)

- \$887,000,000 for Urban Area Security Initiative (UASI) * (\$837,500,000 in FY 09)
 - Final Grant allocations will be determined by the Secretary on basis of risk and effectiveness.
 - 25% must be directed to law enforcement terrorism prevention activities.
 - In FY 2010, program participants may use UASI funding to achieve or enhance all of the 37 capabilities outlined in the National Preparedness Guidelines and Target Capabilities List, as long as they enhance the capability to prevent, protect against, respond to, or recover from acts of terrorism. Proposed investments under the UASI program should focus on the National Priorities and the most urgent State and local priorities (According to Congressional Budget Justification).
 - \$15,000,000 of this for grants to organizations determined by the Secretary of Homeland Security to be at high risk of a terrorist attack.
 - The installation of communications towers is not considered construction of a building or other physical facility.
- \$250,000,000 For Port Security Grants Program (PSGP).** (Note: AARA included \$150,000,000 for Port Security Grants)
 - Secretary will make final allocations on basis of risk.
 - PSGP funds are allocated to the Nation's highest risk port areas to address priorities identified in National Preparedness Guidelines (NPG), the National Infrastructure Protection Plan (NIPP), and the National Strategy for Maritime Security.
 - The pool of eligible port applicants has been expanded to reflect the changes required by the SAFE Port Act, which states that all entities covered by an Area Maritime Security Plan (AMSP) may submit an application for consideration. PSGP funds support the development of an integrated risk-based decision-making process for each port area patterned after the risk management framework articulated in the NIPP.
- \$250,000,000 Public Transportation Security Grant Program ** (American Recovery and Reinvestment Act (AARA) included \$150,000,000). Includes bus,

rail and ferry. Assistance is to be provided directly to public transportation agencies.

- \$50,000,000 Buffer Zone Protection Program.**
 - For planning and equipment acquisition to increase the preparedness capabilities of jurisdictions responsible for safety and security of communities surrounding high priority Tier 1 and Tier 2 critical infrastructure including chemical facilities, financial institutions, nuclear and electric power plants, dams, stadiums, and other high-risk /high consequence facilities.

Training, Measurement and Exercise Programs (\$210,000,000)

- \$42,000,000 National Exercise Program
- \$23,000,000 Continuing Training Grants Program. Consists of current training partners that previously received grant funding to provide training and education. Also includes programs that deliver homeland security curricula in the form of executive education programs and accredited master's degree education, such as the Center for Homeland Defense and Security (CHDS) at the Naval Postgraduate School in Monterey, CA.
- \$62,000,000 Center for Domestic Preparedness, includes \$5.5 million for Noble Training Center
- \$51,000,000 National Domestic Preparedness Consortium (NDPC)
 - \$12,875,000 for the Energetic Materials Research and Testing Center (EMRTC), New Mexico Institute of Mining and Technology (New Mexico Tech), Socorro, NM.
 - \$12,875,000 for the National Center for Bio-Medical Research and Training (NCBRT) Louisiana State University (LSU), Baton Rouge, LA.
 - \$12,875,000 for the National Emergency Current NDPC membership is a partnership between universities and the Response and Rescue Training Center (NERRTC) at Texas A&M University, College Station, TX.
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 - \$12,875,000 for The U.S. Department of Energy's (DOE) Nevada Test Site (NTS)/Counter Terrorism Operations Support (CTOS).
 - Initially, the courses were focused on WMD, but Homeland Security Presidential Directive 8 (HSPD-8) expanded the course portfolio of the NDPC to encompass all hazards.
- \$13,000,000 Technical Assistance Program includes planning services, prevention, and grants management technical assistance to build state and local capability.
- \$18,000,000 Evaluations and National Assessment Program.

Management and Administration (\$175,000,000)

- Includes funding for management and administration of the Grants Program Directorate and National Program. Part of this was previously funded by a percentage of the grant funds.

- This also includes programs that were previously funded in Operations, Management and Administration (OMA)
 - Incident Management Systems (IMS),
 - Emergency Management Institute (EMI),
 - Program Development and Administration and Grants Accountability and Oversight.

United States Fire Administration \$45,588,000 (\$44,979,000 in FY 2009)

Operations Management and Administration

- \$852,200,000 (\$837,437,000 in FY 2009)
 - \$28,000,000 for Urban Search and Rescue
 - \$6,995,000 for Office of National Capital Region Coordination

National Predisaster Mitigation Fund

- \$150,000,000 (\$90,000,000 in FY 09)
- See description in highlights at beginning of memo

Flood Map Modernization \$220,000,000 (Same as in FY 09)

National Flood Insurance Fund

From the Fund for flood mitigation actions

- \$70,000,000 for flood mitigation actions for severe repetitive loss properties under Sec. 1361A National Flood Mitigation Fund. (\$80,000,000 in FY 2009)
- \$10,000,000 for repetitive insurance claims properties under section 1323 of National Flood Insurance Act (Same as FY 2009)
- \$40,000,000 for flood mitigation expenses under section 1366. Funds are derived from the NFIF. (\$35,700,000 for FY 2009)

Emergency Food and Shelter \$100,000,000 (\$200,000,000 in FY 2009)

Disaster Relief \$2,000,000,000 (\$1,400,000,000 in FY 2009)

DEPARTMENT of HOMELAND SECURITY

DEPARTMENTAL MANAGEMENT AND OPERATIONS

\$904,673,000 (\$644, 553,000 in FY 2009, an increase of \$260,120,000.)

- 160,760,000 for Office of the Secretary and Executive Management (\$123,456,000 for FY 2009). Includes 13 offices that report to the Secretary.
- \$337,990,000 for Office of the Under Secretary for Management (\$191,793,000 in FY 2009)
- \$65,530,000 for Office of the Chief Financial Officer (\$55,235.000 in FY 2009)

- \$338,393,000 for Office of Chief Information Officer (\$272,169,000 in FY2009)
 - Includes \$58,000,000 to focus on further migration activity of Component systems, applications and disaster recovery to the DHS Enterprise Data Centers for central DHS management.
- \$2,000,000 for Office of the Federal Coordinator for Gulf Coast Rebuilding (\$1,900,000 in FY 2009)

ANALYSIS AND OPERATIONS

- Request is for 783 positions, 699 FTE and \$357,345,000 for FY 2010. However, details are in a classified annex.
 - Office of Intelligence and Analysis (I&A) Serves as primary interface for state and local fusion centers
 - Office of Operations Coordination and Planning (OPS)
 - Supports the Secretary of DHS as the principal Federal official for domestic incident management
 - Facilitates the Secretary's responsibilities across the full spectrum of incident management (prevention, protection, response and recovery).
 - Provides situational awareness, assessments, and operations coordination for the DHS Secretary.
 - Maintains the National operations Center (NOC) and provides 365/24/7 incident management capability to ensure the seamless integration of threat monitoring and information flow. The NOC is the primary national-level hub for domestic incident management, operations coordination and situational awareness.
 - Led the development of the Integrated Planning System (IPS), as the single contingency planning system to be used by all Federal Departments and Agencies (included in accomplishments for FY 2008).
 - National unified effort to secure America by fusing law enforcement, national intelligence, emergency response, and private sector reporting. OPS provides information flow for other Federal, State, local, tribal, and private-sector entities as well as decision support to the White House, the Secretary of Homeland Security, DHS components, and interagency partners.

NATIONAL PROTECTION AND PROGRAMS DIRECTORATE

- \$44,577,000 for Salaries and Expenses (\$51,350,000 in FY 09).
- \$356,194,000 for US Visit (\$300,000,000 in FY 09).
- \$918,166,000 for Infrastructure Protection and Information Security (\$806,913,000 in FY 09).
 - Two of the enhancements in FY 2010 are:
 - Office of Emergency Communications (OEC) An additional \$3.8M will advance implementation of the National Emergency Communications Plan (NECP) by performing 100 site visits to validate progress against NECP

goals, providing additional support to lower achieving urban areas, and conducting Statewide Communication Interoperability Plan (SCIP) workshops

- Regional Communications Coordinators \$.2.5 M to deploy one Regional Communications Coordinator (RCC) in each of the 10 Federal Regions to support planning, preparedness and response activities with the private and public sectors associated with Emergency Support Function #2.

OFFICE OF HEALTH AFFAIRS

- \$138,000,000 (\$157,191,000 in FY 09)
 - \$30,411,000 for Salaries and expenses
 - \$107,589,000 for biosurveillance, BioWatch, medical readiness planning, chemical response and other activities.
 - Serves as principal medical and health authority for DHS

Other Major Organizations in DHS

(details not included in memo but available on line at <http://www.iaem.com>)

Office of the Inspector General \$127,874,000 (\$98,513,000 in FY 2009)

U.S. Customs and Border Protection \$11,436,917,000

U.S. Immigration and Customs Enforcement \$5,762,800,000

Transportation Security Administration \$7,793,576,000

Science and Technology \$826,191,000 (\$800,487,000 in FY 2009)

U.S. Coast Guard \$9,955,663,000

U.S. Secret Service \$1,709,584,000

U.S. Citizenship and Immigration Services \$2,867,232,000

Federal Law Enforcement Training Center \$288,812,000

Domestic Nuclear Detection Office \$366,135,000

Documents available at <http://www.iaem.com> or directly to <http://www.iaem.com/committees/GovernmentAffairs/GovtAffairs.htm#DHSbudget12May2009>

- **Memo** from Martha Braddock, Policy Advisor, May 11, 2009
- **Appendix**, Budget of the United States DHS Section begins on page 505. FEMA on page 545. Note in this budget document all items enclosed in [] are deleted; all language in italics is new.
- **DHS Budget in Brief**, FEMA section begins on p. 115.
- **DHS Congressional Budget Justification**
- **DHS Press Release**
- **Terminations, Reductions, and Savings**, Budget of the United States FY 2010

- Appendix and Terminations also available at <http://www.whitehouse.gov/omb/budget/Appendix>