

**Department of
Homeland Security**
*Federal Emergency Management Agency
National Pre-disaster Mitigation Program*



Fiscal Year 2013
Congressional Justification

Table of Contents

	Page No.
I. Appropriation Overview.....	1
II. Summary of FY 2013 Budget Estimates by Program/Project/Activity (PPA).....	3
III. Current Services Program Description by PPA.....	4
IV. Program Justification Changes.....	6
V. Exhibits and Other Supporting Material.....	7
A. Justification of Proposed Legislative Language	7
B. FY 2012 to FY 2013 Budget Change.....	8
C. Summary of Requirements.....	9
D. Summary of Reimbursable Resources	10
E. Summary of Requirements By Object Class	11
F. Permanent Positions by Grade.....	12
G. Capital Investment and Construction Initiative Listing.....	13
H. PPA Budget Justifications.....	14
I. Changes In Full-time Employment.....	16
J. FY 2013 Schedule of Working Capital Fund by Program/Project/Activity	17
K. DHS Balanced Workforce Strategy	Error! Bookmark not defined. 8

BUDGET REQUEST AND SUPPORTING INFORMATION

Federal Emergency Management Agency National Pre-disaster Mitigation Fund

I. Appropriation Overview

A. Mission Statement:

Section 203 (42 U.S.C. § 5133) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L. 93-288) established a Federal program that provides “technical and financial assistance to State and local governments to assist in the implementation of pre-disaster hazard mitigation measures [e.g., property acquisition and elevation, minor localized flood mitigation measures, safe rooms, wildfire, seismic retrofit projects] that are cost-effective and designed to reduce injuries, loss of life, and damage and destruction of property...” The National Pre-disaster Mitigation (PDM) Fund was created under FEMA as the vehicle for disseminating these grants to State and local governments. Operating independently of the Disaster Relief Fund (DRF), which provides post-disaster mitigation funding, the PDM program offers a funding source for qualified mitigation activities that are not dependent upon a declaration of disaster activity by the President.

The PDM program supports the Administration’s movement to expand and improve the coordination of Federal efforts to incentivize State and local governments to plan for and implement pre-disaster mitigation strategies. Consistent with disaster recovery best practices, the budget supports efforts that increase community resiliency to disasters and other vulnerabilities.

B. Budget Activities:

PDM supports the DHS goal to strengthen capacity at all levels of society to withstand threats and hazards. PDM accomplishes this by providing technical assistance to applicants, which assists in the development of their projects in meeting eligibility criteria for Federal funding to State, territorial, local, and tribal governments. PDM supports the development and enhancement of hazard mitigation projects that involve physical measures to avoid and/or reduce damage from natural disasters.¹

PDM funding provides grants to State, territorial, local, and tribal governments to reduce the risks associated with disasters. The program’s resources support the development and enhancement of hazard mitigation plans, as well as the implementation of pre-disaster mitigation projects. In 2013, through its PDM program, FEMA will continue to administer prior year grant awards for the completion of established projects and work aggressively to process grants already under review and will use recovered and returned funds to issue new grants.

¹ Physical measures for the PDM program include property acquisition and elevation, minor localized flood control, safe-room construction, wildfire mitigation, seismic retrofit projects, dry floodproofing, retrofits of existing buildings and infrastructure, and soil stabilization.

C. Budget Request Summary:

FEMA proposes to eliminate funding for the PDM program in FY 2013. There is no impact from this reduction because of the duplication with other FEMA grant programs including the Hazard Mitigation Grant Program. Further, the program's unobligated balance of \$174.2 million (as of December 31, 2011) will enable the continued issuance, oversight, and closeout of grants until funding is depleted.

II. Summary of FY 2013 Budget Estimates by Program/Project/Activity (PPA)

Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
 Summary of FY 2013 Budget Estimates by Program/Project/Activity

FY 2013 Request
 (Dollars in Thousands)

Program/Project/Activity	FY 2011			FY 2012			FY 2013			Increase(+) or Decrease(-) for FY 2013								
	Actuals			Enacted			Request			Total Changes			Program Changes			Adjustments-to-Base		
	POS	FTE	Amount	POS	FTE	Amount	Positions	FTE	Amount	Positions	FTE	Amount	Positions	FTE	Amount	Positions	FTE	Amount
National Pre-disaster Mitigation Fund	15	15	77,771	15	12	35,500	15	7	-	-	(5)	(35,500)	-	(5)	(35,507)	-	-	7
Subtotal, Mandatory	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Subtotal, Discretionary	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total, National Pre-disaster Mitigation Fund	15	15	77,771	15	12	35,500	15	7	-	-	(5)	(35,500)	-	(5)	(35,507)	-	-	7
Subtotal, Enacted Appropriations and Budget Estimates	15	15	77,771	15	12	35,500	15	7	-	-	(5)	(35,500)	-	(5)	(35,507)	-	-	7
Less: Adjustments for Other Funding Sources	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Net, Enacted Appropriations and Budget Estimates:	15	15	77,771	15	12	35,500	15	7	-	-	(5)	(35,500)	-	(5)	(35,507)	-	-	7

III. Current Services Program Description by PPA

**Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
Program Performance Justification**
(Dollars in Thousands)

PPA: National Pre-disaster Mitigation Fund

	Perm. Pos	FTE	Amount
2011 Actuals	15	15	77,771
2012 Enacted	15	12	35,500
2013 Adjustments-to-Base	-	-	7
2013 Current Services	15	12	35,507
2013 Program Change	-	(5)	(35,507)
2013 Total Request	15	7	-
Total Change 2012 to 2013	-	(5)	(35,500)

FEMA proposes to eliminate funding for the Pre-disaster Mitigation (PDM) program in FY 2013. This program will work to aggressively process grants already under review and will utilize recovered and returned funds to issue new grants.

CURRENT SERVICES PROGRAM DESCRIPTION:

The PDM program assisted State, territorial, local, and tribal governments in implementing cost-effective hazard mitigation activities that complemented a comprehensive mitigation program. This program provided funding resources for State, territorial, local, and tribal governments seeking to initiate or complete plans and projects that ensured a reduction in post-disaster natural hazard damages and immediate risk reduction to the population, to property, and for structures at risk from natural hazards, including critical facilities (e.g., water treatment plants, emergency operations centers, sewage treatment plants, and water pumping stations).

The PDM program supports efforts to raise risk awareness and reduce disaster losses before disasters strike. Grants are awarded to States, territories, tribal governments, and local communities for the purposes of hazard mitigation planning and hazard mitigation projects. Grants awarded for mitigation planning are limited in funding levels based on whether the application supported a new plan or

updates to an existing plan. Grants awarded to support mitigation projects must fall within one of the eligible activity categories.²

Grants for mitigation projects vary and included activities such as retrofitting structures to resist flood, wind, and earthquake damage; elevating structures above base flood levels; property acquisition and demolition or relocation for the creation of open space; and, minor flood reduction and drainage measures.

Communities that participate in the PDM program are able to identify, plan for, and mitigate repetitive-loss situations that negatively impact their residents or present a threat to life and property. Grant proposals are subject to a National Evaluation Process (NEP) to score and rank applications. The NEP is comprised of peer reviewers that consisted of representatives from FEMA, States, and tribal and local governments. Approved projects go through an extensive review process. In addition, all applications are reviewed by technical experts to verify cost-effectiveness and engineering feasibility. FEMA reviews projects for compliance with applicable Federal environmental planning and historic preservation requirements, including National Environmental Policy Act, National Historic Preservation Act, Endangered Species Act, and Executive Orders 11988, 11990, and 12898. The final approved projects eliminate the risk of flooding, reinforce critical infrastructure to protect against damage during seismic events, or mitigate repetitive damage to homes in a flood-prone area.

It is anticipated final grant closeout and oversight will be completed in FY 2015. PDM positions will be reduced through natural attrition and reassigned to other mitigation programs through a phased approach through FY 2015.

FEMA proposes to utilize congressionally directed spending funds from FYs 2008, 2009, and 2010 for new grant awards when either the applicant informs FEMA that it does not intend to use the earmark funding or when an application for the funding is not submitted to FEMA within two years of the date of the appropriated funding.

² Eligible activities for the PDM program include property acquisition and elevation, minor localized flood control, safe-room construction, wildfire mitigation, seismic retrofit projects, dry floodproofing, retrofits of existing buildings and infrastructure, soil stabilization, and hazard mitigation planning.

IV. Program Justification Changes

**Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
Justification of Program Changes**
(Dollars in Thousands)

Program Decrease 1: Competitive Grant Funding
PPA:
Program Decrease: Positions 0, FTE 0, Dollars \$(35,507)

Funding Profile

	FY 2011 Actuals			FY 2012 Enacted			FY 2013 Request		
	Pos	FTE	Dollars (\$000)	Pos	FTE	Dollars (\$000)	Pos	FTE	Dollars (\$000)
Current Services Level							-	-	-
Program Increase							-	-	(35,507)
Total Request	-	-	-	-	-	-	-	-	(35,507)-

Description of Item

This represents an overall reduction of \$35,507 from FY 2012.

Justification

FEMA proposes to eliminate the PDM program in FY 2013. There is no impact from this reduction because of the duplication with other FEMA grant programs, including the Hazard Mitigation Grant Program. Further, the program's unobligated balance of \$174.2 million (as of December 31, 2011) will enable the continued issuance, oversight, and closeout of grants until funding is depleted.

FEMA proposes to utilize congressionally directed spending funds from FYs 2008, 2009, and 2010 for new grant awards when either the applicant informs FEMA that it does not intend to use the earmark funding or when an application for the funding is not submitted to FEMA within two years of the date of the appropriated funding.

V. Exhibits and Other Supporting Material

A. Justification of Proposed Legislative Language

**Department of Homeland Security
Federal Emergency Management Agency
Justification of Proposed Changes in National Pre-disaster Mitigation Fund
Appropriations Language**

[For the Pre-disaster Mitigation Grant Program under section 203 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. § 5133), \$35,500,000 to remain available until expended: Provided, That the total administrative costs associated with such grants shall not exceed \$3,000,000 of the total amount made available under this heading.]

Proposed New Language:

FEMA is not requesting funding for PDM in 2013. Instead, FEMA requests that the following language be included in the General Provisions to make available previously earmarked funding for new grant awards, and allow prior year appropriations to be used for management and administration of the program as it sunsets:

(a) Predisaster Hazard Mitigation - Section 203 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5133) is amended by --

- (1) re-designating subparagraph (m) as “(o)”;*
- (2) re-designating subparagraph (n) as (p); and*
- (3) inserting the following new subparagraphs after subparagraph (l):*

“(m) Notwithstanding any other applicable limitations in prior or future fiscal year appropriations, the Administrator may make grant awards at his discretion under this section with funding otherwise defined as ‘congressionally directed spending’ under this section in any prior fiscal year, if either:

- (i) the intended applicant for such earmarked funding informs FEMA in writing that no application will be submitted to use the funding; or*
- (ii) no application for such earmarked funding is submitted to FEMA within two years of the date of the respective appropriation for such funds.*

(n) Notwithstanding any other applicable limitations in prior or future fiscal year appropriations, the National Pre-disaster Mitigation Fund shall be made available to FEMA for necessary and reasonable costs to administer and/or close out Pre-disaster Mitigation grants.”

B. FY 2012 to FY 2013 Budget Change

**Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
FY 2012 to FY 2013 Budget Change
(Dollars in Thousands)**

	Pos.	FTE	Amount
FY 2011 Actuals	15	15	77,771
FY 2012 Enacted	15	12	35,500
Adjustments-to-Base	-	-	-
Transfers	-	-	-
Increases	-	-	-
2013 pay increase	-	-	7
Total, Increases	-	-	7
Total, Adjustments-to-Base	-	-	7
 FY 2013 Current Services	 15	 12	 35,507
Program Changes	-	-	-
Increases	-	-	-
Reassignment of Personnel	-	(5)	-
Total, Increases	-	(5)	-
Decreases	-	-	-
Competitive Grant Funding	-	-	(35,507)
Total, Decreases	-	-	(35,507)
Total, Program Changes	-	(5)	(35,507)
 FY 2013 Request	 15	 7	 -
 FY 2012 to FY 2013 Total Change	 -	 (5)	 (35,500)

C. Summary of Requirements

**Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
Summary of Requirements
(Dollars in Thousands)**

	Pos.	FTE	Amount
FY 2011 Actuals	15	15	77,771
FY 2012 Enacted	15	12	35,500
Adjustments-to-Base	-	-	-
Increases	-	-	7
Total, Adjustments-to-Base	-	-	7
FY 2013 Current Services	15	12	35,507
Program Changes	-	-	-
Increases	-	(5)	-
Decreases	-	-	(35,507)
Total, Program Changes	-	(5)	(35,507)
FY 2013 Request	15	7	-
FY 2012 to FY 2013 Total Change	-	(5)	(35,500)

Estimates by Program/Project/Activity	FY 2012			FY 2013			FY 2013			FY 2013			FY 2012 to FY 2013		
	Enacted			Adjustments-to-Base			Program Change			Request			Total Change		
	Pos	FTE	Amount	Pos	FTE	Amount	Pos	FTE	Amount	Pos	FTE	Amount	Pos	FTE	Amount
National Pre-disaster Mitigation Fund	15	12	35,500	-	-	7	-	(5)	(35,507)	15	7	-	-	(5)	(35,500)
Total	15	12	35,500	-	-	7	-	(5)	(35,507)	15	7	-	-	(5)	(35,500)

D. Summary of Reimbursable Resources

N/A

E. Summary of Requirements by Object Class

**Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
Summary of Requirements by Object Class
(Dollars in Thousands)**

Object Classes	FY 2011 Actuals	FY 2012 Enacted	FY 2013 Request	FY 2012 to FY 2013 Change
Direct Obligations	-	-	-	-
Personnel and Other Compensation Benefits	-	-	-	-
11.1 Total FTE & personnel compensation	1,363	1,363	796	(567)
11.5 Other personnel compensation	16	16	9	(7)
12.1 Benefits	568	568	330	(238)
Total, Personnel and Other Compensation Benefits	1,947	1,947	1,135	(812)
Other Object Classes	-	-	-	-
21.0 Travel	532	676	392	(284)
22.0 Transportation of things	5	-	-	-
23.1 GSA rent	127	124	123	(1)
23.3 Communications, utilities, and misc. charges	46	46	46	-
24.0 Printing	3	-	-	-
25.1 Advisory and assistance services	185	179	179	-
25.2 Other services	7,384	5,435	5,435	-
25.3 Purchases from Gov't accts.	51	56	56	-
26.0 Supplies and materials	14	15	15	-
31.0 Equipment	71	71	71	-
41.0 Grants/Subsidies/Contributions	67,406	72,151	76,548	4,397
Total, Other Object Classes	75,824	78,753	82,865	4,112
Total, Direct Obligations	77,771	80,700	84,000	3,300
Adjustments	-	-	-	-
Unobligated balance, end of year	-	128,533	44,533	(84,000)
Unobligated balance, start of year	-	(173,733)	(128,533)	45,200
Recoveries of Prior Year Obligations	-	-	-	-
Total, Adjustments	-	(45,200)	(84,000)	(38,800)
Total Requirements	77,771	35,500	-	(35,500)
Full-time Equivalents	15	12	7	(5)

F. Permanent Positions by Grade

**Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
Permanent Positions by Grade**

	FY 2011	FY 2012	FY 2013	FY 2012 to
	Actuals	Enacted	Request	FY 2013 Change
	Pos.	Pos.	Pos.	Total
Grades and Salary Ranges				
GS-14	3	3	3	-
GS-13	9	9	8	(1)
GS-12	3	3	4	1
Total Permanent Positions	15	15	15	-
Unfilled Positions EOY	-	3	8	5
Total Permanent Employment EOY	15	12	7	(5)
Headquarters	9	9	9	-
U.S. Field	6	6	6	-
Total, National Pre-disaster Mitigation Fund	15	15	15	-
Full-time Equivalents	15	12	7	(5)
Average ES Salary	-	-	-	-
Average GS Salary	89,825	89,825	89,825	-
Average Grade	13	13	13	-

G. Capital Investment and Construction Initiative Listing

N/A

H. PPA Budget Justifications

**Department of Homeland Security
Federal Emergency Management Agency
National Pre-disaster Mitigation Fund
Summary of Requirements by Object Class
(Dollars in Thousands)**

Object Classes	FY 2011 Actuals	FY 2012 Enacted	FY 2013 Request	FY 2012 to FY 2013 Change
Personnel and Compensation Benefits	-	-	-	-
11.1 Total FTE & personnel compensation	1,363	1,363	796	(567)
11.5 Other personnel compensation	16	16	9	(7)
12.1 Benefits	568	568	330	(238)
Total, Personnel and Compensation Benefits	1,947	1,947	1,135	(812)
Other Object Classes	-	-	-	-
21.0 Travel	532	676	392	(284)
22.0 Transportation of things	5	-	-	-
23.1 GSA rent	127	124	123	(1)
23.3 Communications, utilities, and misc. charges	46	46	46	-
24.0 Printing	3	-	-	-
25.1 Advisory and assistance services	185	179	179	-
25.2 Other services	7,384	5,435	5,435	-
25.3 Purchases from Gov't accts.	51	56	56	-
26.0 Supplies and materials	14	15	15	-
31.0 Equipment	71	71	71	-
41.0 Grants/Subsidies/Contributions	67,406	72,151	76,548	4,397
Total, Other Object Classes	75,824	78,753	82,865	4,112
Adjustments	-	-	-	-
Unobligated Balance, start of year	-	(173,733)	(128,533)	45,200
Unobligated Balance, end of year	-	128,533	44,533	(84,000)
Recoveries of Prior Year Obligations	-	-	-	-
Total, Adjustments	-	(45,200)	(84,000)	(38,800)
Total Requirements	77,771	35,500	-	(35,500)
Full-time Equivalents	15	12	7	(5)

National Pre-disaster Mitigation Fund Mission Statement

Funding requested through this account is dedicated to grants for pre-disaster mitigation. The National Pre-disaster Mitigation (PDM) Fund was created under FEMA as the vehicle for disseminating these grants to State and local governments. Operating independently of the Disaster Relief Fund, which provides post-disaster mitigation funding, the PDM program offers an annual funding source for qualified mitigation activities that are not dependent upon a declaration of disaster activity by the President.

Summary Justification and Explanation of Changes

	FY 2011 Actuals	FY 2012 Enacted	FY 2013 Request	FY 2012 to FY 2013 Change
11.1 Total FTE & personnel compensation	1,363	1,363	796	(567)
11.5 Other personnel compensation	16	16	9	(7)

	FY 2011 Actuals	FY 2012 Enacted	FY 2013 Request	FY 2012 to FY 2013 Change
11.1 Total FTE & personnel compensation	1,363	1,363	796	(567)
12.1 Benefits	568	568	330	(238)
Total, Salaries & Benefits	1,947	1,947	1,135	(812)

Salaries and Benefits support seven full-time permanent positions. The decrease from FY 2012 is as a result of the program being phased out effective January 2013. FY 2013 includes an increase of 0.5% to Salaries and Benefits.

	FY 2011 Actuals	FY 2012 Enacted	FY 2013 Request	FY 2012 to FY 2013 Change
21.0 Travel	\$532	\$676	\$392	-\$284

Travel includes all costs of transportation of persons, subsistence of travelers, and incidental travel expenses in accordance with Federal travel regulations. FY 2013 level reflects decrease cost in travel fares and service fees as a result of program being phased out.

	FY 2011 Actuals	FY 2012 Enacted	FY 2013 Request	FY 2012 to FY 2013 Change
23.1 GSA rent	\$127	\$124	\$123	-\$1

GSA Rent includes all payments to General Services Administration (GSA) for rental of space and rent-related services.

I. Changes in Full-time Employment

	FY 2011	FY 2012	FY 2013
BASE: Year End Actual from Prior Year	15	15	12
Increases			
Decreases			
Reassignment of Personnel	-	-	(5)
Subtotal, Decreases	-	-	(5)
Year End Actuals/Estimated FTEs:	15	15	7
Net Change from prior year base to Budget Year Estimate:	-	-	(5)

J. FY 2013 Schedule of Working Capital Fund by Program/Project/Activity

FY 2013 Schedule of Working Capital Fund by Program/Project/Activity
(Dollars in Thousands)

Program/Project/Activity	FY 2011 Actuals Amount	FY 2012 Enacted Amount	FY 2013 Request Amount	Increase/Decrease for FY 2013 Amount
National Pre-disaster Mitigation Fund	\$62	\$46	\$50	\$4
Total Working Capital Fund	62	46	50	4

K. DHS Balanced Workforce Strategy

N/A