

# United States Fire Administration: An Overview

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## Summary

The United States Fire Administration (USFA)—which includes the National Fire Academy (NFA)—is currently housed within the Federal Emergency Management Agency (FEMA) of the Department of Homeland Security (DHS). The objective of the USFA is to significantly reduce the nation's loss of life from fire, while also achieving a reduction in property loss and non-fatal injury due to fire.

The Consolidated Appropriations Act, 2014 (P.L. 113-76), signed into law on January 17, 2014, funded USFA at \$44 million. The FY2015 budget proposal requested \$41.407 million for USFA, a \$2.593 million reduction (a 6% cut) from the FY2014 level. Of the requested total appropriation, \$12.422 million would be allocated to the National Fire Academy, \$11.264 million to National Fire Programs, and \$14.666 million to National Emergency Training Center (NETC) Management, Operations and Support. Both the House and Senate Appropriations Committees recommended \$44 million for USFA in FY2015. The FY2015 Continuing Resolution (P.L. 113-164) funds USFA at the FY2014 levels (minus a 0.0554% across-the-board reduction) through December 11, 2014.

On January 2, 2013, the President signed P.L. 112-239, the FY2013 National Defense Authorization Act. Title XVIII, Subtitle B is the United States Fire Administration Reauthorization Act of 2012, which authorizes USFA at an annual level of \$76,490,890 for FY2013 through FY2017.

Concerns in the 113<sup>th</sup> Congress over the federal budget deficit could impact future funding levels for the USFA. Debate over the USFA budget has focused on whether the USFA is receiving an appropriate level of funding to accomplish its mission, given that appropriations for USFA have consistently been well below the agency's authorized level. An ongoing issue is the viability and status of the USFA and National Fire Academy within the Department of Homeland Security.

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## Background

The United States Fire Administration (USFA) is currently an entity within the Federal Emergency Management Agency (FEMA) of the Department of Homeland Security (DHS). Its mission is to provide leadership, coordination, and support for the nation's fire prevention and control, fire training and education, and emergency medical services activities, and to prepare first responders and health care leaders to react to all hazard and terrorism emergencies of all kinds. One of USFA's key objectives is to significantly reduce the nation's loss of life from fire, while also achieving a reduction in property loss and non-fatal injury due to fire. Although fire loss has improved significantly over the past 25 years, the fire problem in the United States remains serious. The United States still has one of the highest fire death rates in the industrialized world. According to the National Fire Protection Association (NFPA), in 2013 there were 3,240 civilian fire deaths, 15,925 civilian fire injuries, and an estimated \$11.5 billion in property damage.<sup>1</sup> According to the NFPA, there were 97 on-duty firefighter deaths in 2013.<sup>2</sup>

The genesis of USFA and FEMA's fire prevention and control activities can be found in the landmark 1973 report of the National Commission on Fire Prevention and Control,<sup>3</sup> entitled *America Burning*. The commission recommended the creation of a federal fire agency which would provide support to state and local governments and private fire organizations in their efforts to reduce fire deaths, injuries, and property loss. The commission recommended that this new agency be placed within the Department of Housing and Urban Development. Congress instead opted to place the agency in the Department of Commerce, and with the passage of the Federal Fire Prevention and Control Act of 1974 (P.L. 93-498),<sup>4</sup> the National Fire Prevention and Control Administration (NFPICA) was established. In 1978, Congress changed the name of NFPICA to USFA (P.L. 95-422), and in 1979, President Carter's Reorganization Plan No. 3 placed the USFA within the newly created FEMA. Also in 1979, the National Fire Academy (NFA) in Emmitsburg, MD, was opened, offering courses and training to fire service personnel and other persons engaged in fire prevention and control.

During the early 1980s, the Reagan Administration proposed the elimination of the USFA (while preserving the Fire Academy). Although Congress did not allow the termination of the USFA, the agency suffered severe staff reductions and the Fire Academy was separated from the USFA and housed organizationally with other FEMA emergency training programs. In 1991, the NFA was subsequently reorganized back into the USFA, where it remains today.

Currently, the USFA is located on the grounds of the National Emergency Training Center in Emmitsburg, MD. USFA programs include the following:

*Data Collection*—USFA's National Fire Data Center (NFDC) administers a national system for collecting, analyzing, and disseminating data and information on fire and other emergency incidents to state and local governments and the fire community. The NFDC provides a national

<sup>1</sup> Karter, Michael J., National Fire Protection Association, *Fire Loss in the United States During 2013*, September 2014, available at <http://www.nfpa.org/~media/Files/Research/NFPA%20reports/Overall%20Fire%20Statistics/osfireloss.pdf>.

<sup>2</sup> National Fire Protection Association, *Firefighter Fatalities in the United States – 2013*, June 2014, available at <http://www.nfpa.org/~media/Files/Research/NFPA%20reports/Fire%20service%20statistics/osfff.pdf>.

<sup>3</sup> The commission was created by P.L. 90-259, the Fire Research and Safety Act of 1968.

<sup>4</sup> 15 U.S.C. 2201 *et seq.*

analysis of the fire problem, identifying problem areas for which prevention and mitigation strategies are needed.

*Public Education and Awareness*—Through partnerships and special initiatives, USFA involves the fire service, the media, other federal agencies, and safety interest groups in the development and delivery of fire safety awareness and education programs. These programs are targeted at those groups most vulnerable to the hazards of fire, including the young, elderly, and disabled.

*Training*—USFA’s National Fire Academy (NFA) offers educational opportunities for the advanced professional development of the mid-level and senior fire/EMS officer and allied professionals involved in fire prevention and life safety activities. The academy develops and delivers educational and training programs with a national focus that supplement and support state and local fire service training. The NFA also offers training to support the National Incident Management System Integration Center (NIC) and nationwide implementation of the National Incident Management System (NIMS).

*Research and Technology*—Through research, testing, and evaluation, USFA works with public and private entities to promote and improve fire and life safety. Research and special studies are conducted on fire detection, suppression, and notification systems, as well as issues related to firefighter and emergency responder health and safety. Research results are published and made available to the public free of charge through the USFA Publications Center.

In fulfilling its mission, the USFA uses the assets of the National Fire Academy, the National Emergency Training Center (NETC) Facilities and Support Services, and the National Fire Programs Division.

## Budget

The USFA receives its appropriation through the House and Senate Appropriations Subcommittees on Homeland Security. **Table 1** shows recent and proposed appropriated funding for USFA.

**Table 1. Appropriations, U.S. Fire Administration**

(millions of dollars)

	<b>FY2013 (P.L. 113- 6)</b>	<b>FY2014 (Admin. Request)</b>	<b>FY2014 (P.L. 113- 76)</b>	<b>FY2015 (Admin. request)</b>	<b>FY2015 (H.R. 4903)</b>	<b>FY2015 (S. 2534)</b>
U.S. Fire Administration	42 <sup>a</sup>	41.3	44	41.4	44	44

a. Post-sequester level according to U.S. Department of Homeland Security Fiscal Year 2013 Post-Sequestration Operating Plan.

## Appropriations

Beginning in FY2004, the USFA was funded through the Preparedness, Mitigation, Response, and Recovery (PMRR) account within the Emergency Preparedness and Response Directorate of the Department of Homeland Security. On July 13, 2005, then-DHS Secretary Michael Chertoff

announced a restructuring of DHS, effective October 1, 2005. USFA was removed from the PMRR account and received a separate appropriation (its own line item) under the new DHS Directorate for Preparedness. The FY2007 Department of Homeland Security appropriations bill (P.L. 109-295) transferred the USFA back to the Federal Emergency Management Agency within DHS.

## **FY2013**

The FY2013 budget proposal requested \$42.52 million for USFA, a 3.4% reduction from the FY2012 level. Of the requested total appropriation, \$13.327 million would be allocated to the National Fire Academy, \$11.175 million to National Fire Programs (including \$2.774 million for NFIRS), and \$18.018 million to NETC Management, Operations and Support.

Proposed FY2013 cuts for USFA would include reducing NFIRS technical support contract (-\$192,000); reducing prevention activities and discontinuing Safe Kids and Volunteer Fire & Rescue Initiatives (-\$410,000); reducing wildfire initiatives, discontinuing Wildland/Urban Interface-Fire Adapted Communities, and reducing support to National Wildfire Coordinating Group (-\$125,000); discontinuing support to Home Fire Sprinkler Coalition (-\$50,000); eliminating 18 NFA course deliveries (-\$300,000); reducing TRADE<sup>5</sup> and State Fire Training Grant Programs and eliminating Harvard Program (-\$275,000); and reducing NFA course development efforts (-\$281,000).

On May 16, 2012, the House Appropriations Committee approved its version of the FY2013 Department of Homeland Security appropriations bill (H.R. 5855). The committee recommended \$42.46 million for USFA, which is \$60,000 below the Administration request and \$1.578 million below the FY2012 level (a 3.6% reduction). The committee report (H.Rept. 112-492) requested that future Administration budget justifications include funding levels for the National Fire Academy and the National Fire Incident Reporting System, as well as any new initiatives.

On May 22, 2012, the Senate Appropriations Committee approved \$44.020 million for USFA for FY2013 (S. 3216). The Senate mark is \$1.5 million above the Administration request. According to the committee report (S.Rept. 112-169), the amount included above the request will allow for the continued development of the National Fire Incident Reporting System and continue programs that promote fire safety and fire prevention in the wildland urban interface.

The Consolidated and Further Continuing Appropriations Act, 2013 (P.L. 113-6) funded USFA at \$43.942 million. Additionally, the United States Fire Administration and Training budget account is subject to a sequestration cut of 5%. According to DHS, this puts the FY2013 level for USFA at \$41.726 million.<sup>6</sup>

## **FY2014**

The FY2014 budget proposal requested \$41.306 million for USFA, a \$2.732 million reduction from the FY2012 level. Of the requested total appropriation, \$12.267 million would be allocated

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<sup>5</sup> The Training Resources and Data Exchange (TRADE) program is a regionally based network designed to foster the exchange of fire-related training information and resources among federal, state, and local governments.

<sup>6</sup> Department of Homeland Security, *U.S. Department of Homeland Security Fiscal Year 2013 Post-Sequestration Operating Plan*, April 26, 2013, p. 17.

to the National Fire Academy, \$11.205 million to National Fire Programs (including \$3.021 million for NFIRS), and \$17.834 million to NETC Management, Operations and Support.

Proposed FY2014 cuts for USFA would include reducing NFA course revision and development efforts (-\$110,000); eliminating 18 NFA course deliveries, decrease in prevention activities, research studies, response activities and contract consolidations (-\$979,000); reducing wildfire initiatives, discontinuing Wildland/Urban Interface-Fire Adapted Communities, and reducing support to National Wildfire Coordinating Group (-\$110,000); and reducing TRADE<sup>7</sup> and the State Fire Training Assistance Grants Program and eliminating the Harvard Program (-\$275,000). Additionally, the Administration proposes transferring the NFA's State Fire Training Assistance Grants Program (-\$1,000,000) to the Assistance to Firefighters Grant Program, which will award funds competitively.

On May 29, 2013, the House Appropriations Committee approved its version of the FY2014 Department of Homeland Security appropriations bill (H.R. 2217). The committee recommended \$42.162 million for USFA. The committee denied the proposal to transfer grant authority from USFA to AFG and would provide an increase of \$1 million for the USFA to continue the State Fire Training Assistance Grants Program. The committee requested that future budget justifications identify funding levels for the National Fire Incident Reporting System and National Fire Academy, as well as any other initiatives. Further, the committee expressed its understanding that the USFA has been in the process of making upgrades to the National Fire Incident Reporting System. According to the committee, these changes include allowing fire chiefs to obtain real-time data about their communities and compare their fire data to data from similar-sized departments to identify trends and efficiencies. The committee urged the Administrator of FEMA to work with the USFA to ensure that USFA has the technical and financial resources to finish these upgrades.

During floor action on June 5, 2013, an amendment was offered by Representative Reichert to increase funding for USFA by \$1.838 million. The amendment passed by voice vote, bringing the FY2014 level for USFA to \$44 million. H.R. 2217 was passed by the House on June 6, 2013.

On July 18, 2013, the Senate Appropriations Committee approved \$44 million for USFA for FY2014 (S.Rept. 113-77). The amount included above the request would allow for the continued development of the National Fire Incident Reporting System and continue programs that promote fire safety and fire prevention in the wildland urban interface. A provision proposed in the budget request permitting state fire academies to compete for Assistance to Firefighter Grants was not included. Instead the committee recommendation retained resources and authority to fully fund the State Fire Training Assistance Grant program within USFA, as in previous years, to ensure consistency and continuity of the program.

The Consolidated Appropriations Act, 2014 (P.L. 113-76), signed into law on January 17, 2014, funded USFA at \$44 million. The Administration's proposal to transfer the State Fire Training Grant program to the Assistance to Firefighters Grant program was denied.

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<sup>7</sup> The Training Resources and Data Exchange (TRADE) program is a regionally based network designed to foster the exchange of fire-related training information and resources among federal, state, and local governments.

## **FY2015**

The FY2015 budget proposal requested \$41.407 million for USFA, a \$2.593 million reduction (a 6% cut) from the FY2014 level. Of the requested total appropriation, \$12.422 million would be allocated to the National Fire Academy, \$11.264 million to National Fire Programs (including \$3.055 million for NFIRS), and \$14.666 million to NETC Management, Operations and Support.

On June 11, 2014, the House Appropriations Committee approved H.R. 4903, the Department of Homeland Security Appropriations Act, 2015. The bill would provide \$44 million for USFA, the same amount as the FY2014 level.

On June 26, 2014, the Senate Appropriations Committee approved S. 2534, its version of the Department of Homeland Security Act, 2015. As did the House Committee, the Senate bill would provide \$44 million for USFA. According to the committee, the amount above the Administration's request will allow for the continued development of NFIRS, fire prevention and safety programs in the wildland urban interface, and full support for the National Fallen Firefighters Memorial. In the accompanying report (S.Rept. 113-198), the committee expressed its concern that NFIRS has failed to reach full usefulness and directed USFA to brief the committee on NFIRS development issues. Additionally, the Administration's request to permit state fire academies to apply for firefighter assistance grants was denied; instead, full funding was retained for the State Fire Training Grant program within USFA.

The FY2015 Continuing Resolution (P.L. 113-164) funds USFA at the FY2014 levels (minus a 0.0554% across-the-board reduction) through December 11, 2014.

## **Authorizations**

The U.S. Fire Administration Reauthorization Act of 2003 (P.L. 108-169) was signed into law on December 6, 2003. The act reauthorized the USFA through FY2008 at the following levels: \$63 million for FY2005, \$64.85 million for FY2006, \$66.796 million for FY2007, and \$68.8 million for FY2008. P.L. 108-169 also reestablished the presidentially appointed position of the U.S. Fire Administrator, which had been statutorily abolished by the Homeland Security Act of 2002. Additionally, the legislation directed the USFA to develop new firefighting technologies and standards in coordination with private sector standards groups and federal, state, and local agencies. P.L. 108-169 required that equipment purchased with fire grant money meet or exceed voluntary consensus standards when feasible.

The United States Fire Administration Reauthorization Act of 2008 was signed into law on October 8, 2008 (P.L. 110-376). P.L. 110-376 authorized the USFA at \$70 million for FY2009, \$72.1 million for FY2010, \$74.263 million for FY2011, and \$76.491 million for FY2012. Provisions include authorizing National Fire Academy training program modifications and reports; directing the National Fire Academy to provide training on incidents occurring in the wildfire-urban interface, multi-jurisdictional fires, hazardous materials incidents, and advanced emergency medical services; authorizing USFA to enter into contracts with one or more nationally recognized third-party organizations to deliver training; a report on the feasibility of providing incident command training for fires at ports and in marine environments; national fire incident reporting system upgrades; sponsoring and disseminating research on fire prevention and control at the wildland-urban interface; encouraging adoption of national voluntary consensus standards for firefighter health and safety; establishing a state and local fire service position at the National Operations Center within DHS; providing coordination regarding fire prevention and



control and emergency medical services; and expressing congressional support for USFA recommendations for adoption and education regarding sprinklers in commercial and residential buildings.

On January 2, 2013, the President signed P.L. 112-239, the FY2013 National Defense Authorization Act. Title XVIII, Subtitle B is the United States Fire Administration Reauthorization Act of 2012, which authorizes USFA through FY2017. P.L. 112-239 contains the following provisions:

- reauthorizes USFA at an annual level of \$76,490,890 for FY2013 through FY2017, and for each fiscal year sets aside \$2,753,672 to be used to carry out Section 8(f) of the Fire Prevention and Control Act (15 U.S.C. 2207) related to evaluation of technology and development of standards;
- authorizes the USFA Administrator to appoint a Deputy Administrator;
- authorizes the Administrator to take such steps as the Administrator considers appropriate to educate the public and overcome public indifference as to fire, fire prevention, and individual preparedness; and
- removes the limitation on funding levels for updating the National Fire Incident Reporting System.

Additionally, P.L. 112-239 directs the USFA to conduct a study on the level of compliance with national voluntary consensus standards for staffing, training, safe operations, personal protective equipment, and fitness among the fire services of the United States. Not later than two years after enactment, the Administrator is directed to submit to Congress a report on the study findings.

P.L. 112-239 also directs the Secretary of Homeland Security to establish a Task Force to Enhance Firefighter Safety, which will review the USFA study on fire service standards and develop a plan to enhance firefighter safety by increasing fire service standards compliance. The Task Force will subsequently report its findings to Congress and DHS.

Finally, the USFA is directed to conduct a study to define the current roles and activities associated with fire services on a national, state, regional, and local level; to identify equipment, staffing, and training needs; and to measure the impact of firefighter assistance grants (AFG and SAFER) in meeting the needs of the fire service. Not later than two years after enactment, the Administrator is directed to submit a report on the findings. P.L. 112-239 authorizes \$600,000 for FY2013 and \$600,000 for FY2014 in order for USFA to carry out study and reporting requirements.

## **Assistance to Firefighters Program (FIRE Act Grants)<sup>8</sup>**

The Assistance to Firefighters Grant (AFG) Program, also known as the FIRE Act grant program, was established by Title XVII of the FY2001 Floyd D. Spence National Defense Authorization

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<sup>8</sup> For more information on the fire grant program, see CRS Report RL32341, *Assistance to Firefighters Program: Distribution of Fire Grant Funding*, by Lennard G. Kruger.

Act (P.L. 106-398). The program provides federal grants directly to local fire departments and unaffiliated Emergency Medical Services (EMS) organizations to help address a variety of equipment, training, and other firefighter-related and EMS needs. A related program is the Staffing for Adequate Fire and Emergency Response Firefighters (SAFER) program, which provides grants for hiring, recruiting, and retaining firefighters.<sup>9</sup>

Since its inception, the fire grant program has been administered by FEMA/USFA (FY2001-FY2003), the Office for Domestic Preparedness (FY2004), the Office of State and Local Government Coordination Preparedness (FY2005), and the Office of Grants and Training in the DHS Directorate for Preparedness (FY2006). The FY2007 DHS Appropriations Act (P.L. 109-295) transferred USFA to FEMA and the fire and SAFER grants to the Grants Programs Directorate in FEMA. Congressional appropriations reports have consistently instructed DHS to maintain USFA involvement in the grant administration process for AFG and SAFER grants.

## Issues in the 113<sup>th</sup> Congress

Concerns in the 113<sup>th</sup> Congress over the federal budget deficit could impact future funding levels for the USFA. Debate over the USFA budget has focused on whether the USFA is receiving an appropriate level of funding to accomplish its mission, given that appropriations for USFA have consistently been well below the agency's authorized level.

An ongoing issue is the viability and status of the USFA and National Fire Academy within the Department of Homeland Security. While supportive of the reorganization of FEMA into DHS, many in the fire service community have cautioned that USFA and NFA programs—which address the day-to-day challenges faced by fire departments—should not be overshadowed in an organization which focuses on homeland security and counterterrorism. Since the establishment of DHS in March 2003, fire service groups have opposed a number of actions DHS has taken with respect to the USFA and NFA. These included the abolishment of the presidentially appointed position of U.S. Fire Administrator (subsequently reestablished by enactment of the USFA Reauthorization Act of 2003); proposed cancellations of some NFA courses in 2003 due to an across-the-board FEMA budget cut (those NFA courses were subsequently restored after fire service protests); and the transfer of the fire grant program from the USFA to the DHS Office for Domestic Preparedness.

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<sup>9</sup> For more details on the SAFER grant program, see CRS Report RL33375, *Staffing for Adequate Fire and Emergency Response: The SAFER Grant Program*, by Lennard G. Kruger.