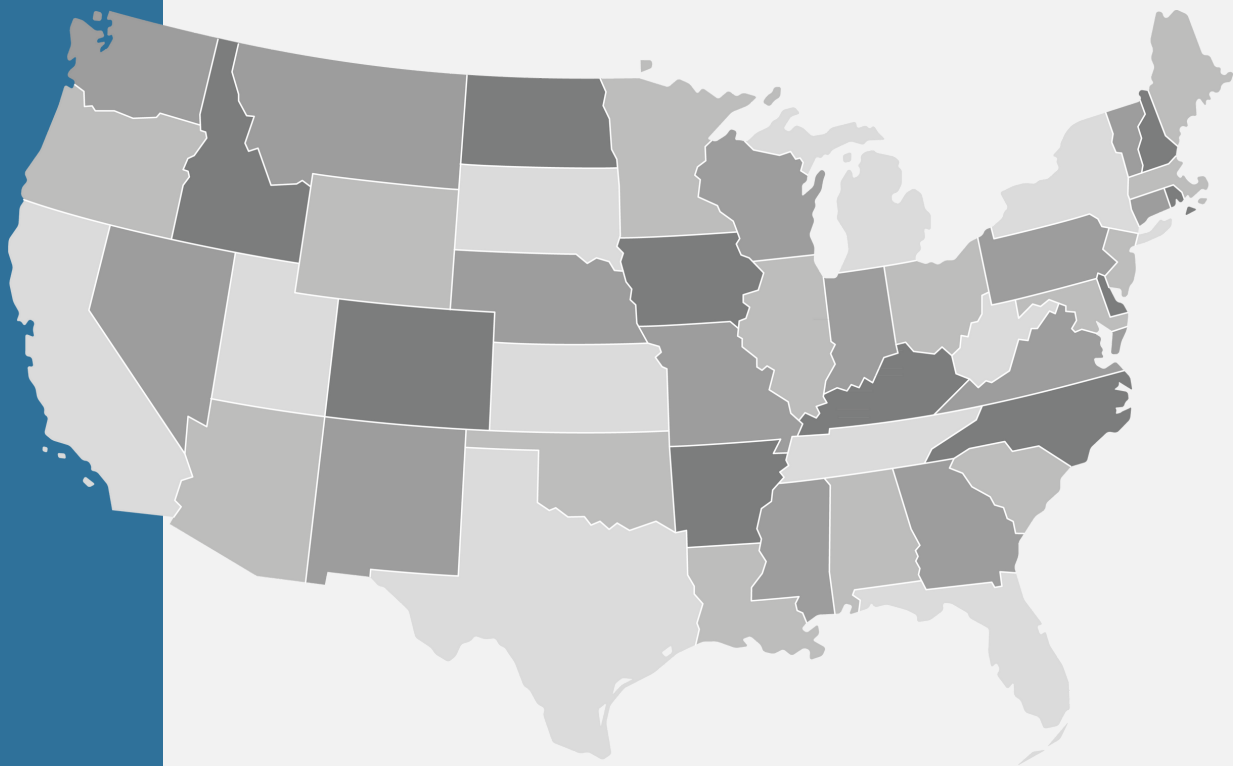


EMERGENCY MANAGEMENT PROGRAM GRANT:

AN EVALUATION OF THE NATION'S
RETURN ON INVESTMENT



2023 Edition
Joint Report Presented by





The U.S. Council of the International Association of Emergency Managers (IAEM-USA) and the National Emergency Management Association (NEMA) annually offer this joint report detailing the return on investment of the Emergency Management Performance Grant (EMPG) program. This program is the only source of federal funding provided directly to state and local governments for building a robust emergency management system, one facing unprecedented tests in recent years.

The resources and capabilities built through EMPG serve as the foundation for officials setting out plans for the future of emergency management as communities continue responding to and recovering from more frequent and devastating disasters. Last year, this report highlighted the successes made possible by \$250 million in supplemental funding throughout the COVID-19 pandemic. This added assistance was crucial in posturing our nation for the next generation of emergency management and disaster preparedness. This latest version focuses on sustained capabilities and emergency management transitioning from the pandemic to a post-COVID environment.

Throughout the pandemic, Congress recognized the importance of the EMPG program and provided several supplementals. NEMA and IAEM once again call on Congress to codify one of the pandemic supplemental increases of \$100 million and fund EMPG at \$455 million in FY24.

With more billion-dollar disasters happening each year and the overlap of natural and man-made disasters, it is paramount that our nation does not let the recent progress slow down. NEMA and IAEM remain thankful for the commitment within Congress to continue standing up this invaluable resource to the states and providing transparency in how these funds are allocated and remain good stewards of taxpayers' dollars.

Sincerely,

Patrick C. Sheehan
President, NEMA
Director, Tennessee Emergency
Management Agency

Cathy M. Clark, MA
President, IAEM-USA
Deputy Director & Statewide Interoperability
Coordinator, Minnesota Division of Emergency
Communication Networks

OVERVIEW

The Emergency Management Performance Grant (EMPG) program is the culmination of all levels of emergency management through every facet of government coordination, all with one goal—taking care of our people. One would be hard-pressed to identify a single aspect of the emergency management portfolio not touched by this example of a federal-state-local partnership. Outside of the apparent disaster response aspect, EMPG supports communications systems, emergency operation centers (EOC), mutual aid agreements, and public outreach campaigns. Without the EMPG program building a foundational structure, our country would have difficulties responding to, recovering from, and rebuilding stronger after an event. In addition to managing the remnants of a pandemic, last year also saw the most billion-dollar disasters in a single year, and our nation’s ability to respond to these stands as a testament to the system built by this program.

The role of emergency management officials continues to expand in terms of diversification and complexity. The pandemic forced them into roles requiring on-the-job learning, non-traditional decision-making, and overlapping management of other natural disasters. The EMPG program affords state and local governments the needed resources and support to manage these modern-day hazards.

For this report, 46 states and territories and over 500 local emergency management agencies responded to the survey regarding FY22 EMPG spending.

RESPONDING AT THE STATE AND LOCAL LEVEL

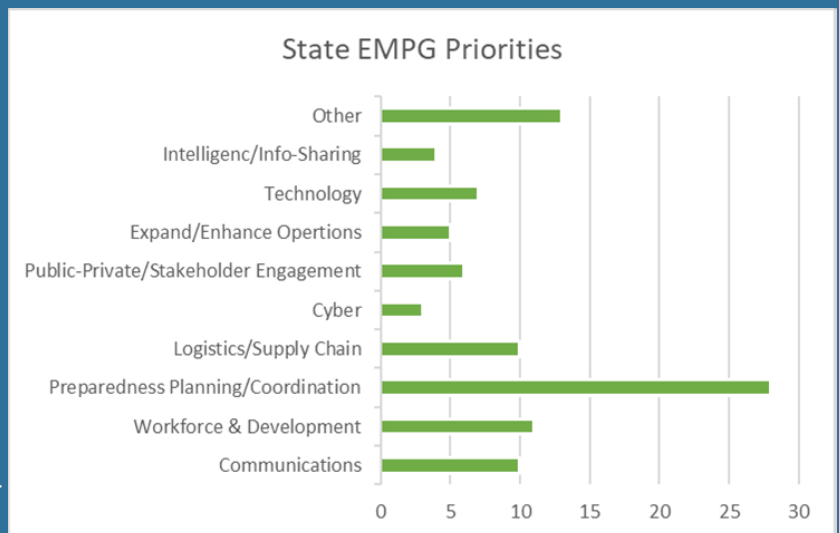
Every jurisdiction nationwide was severely impacted by the COVID-19 pandemic, whether in lives lost, healthcare and first responder burnout, or economic shocks. Even while managing an ongoing pandemic, hurricanes, floods, wildfires, severe winter weather, earthquakes, and derechos rocked the United States. EMPG provided the necessary support to build and sustain capabilities necessary to protect residents and avoid escalating an event where possible. In many cases, this occurred without a federal disaster declaration from the federal government. In FY22:

- 51 disasters required a significant declaration, and 8 disasters required an emergency declaration,
- Beyond that, 14,483 events required state assets but did not reach the level of a major declaration, and
- Local assets supported more than 4,747 additional events using EMPG-funded staff or assets without state or federal support.

State, localities, and territories managed **19,290** events without additional federal expenditure last year.

WHERE DO THE PRIORITIES LIE?

There is some flexibility within the EMPG program that allows states to utilize the most pressing assistance. For FY22, states highlighted priorities such as: allocating additional resources into the workforce to maintain staffing levels and draw in new personnel; enhancing state emergency communication capabilities; training and plan development; increasing information sharing capabilities; technological improvements; emergency operation center improvements; and additional resources for cyber capabilities. Providing flexible funding allows the states to fill gaps in their operations that may not be priorities in other states or match the requirements of other grants—because not all states need the same defenses. The states were asked what their biggest EMPG priorities were:



REACHING THE MASSES

Supporting public preparedness is critical to a successful response when disaster strikes. The public is more thoughtful in disaster response and mitigation due to the increased impact on more significant aspects of the community's lives every year. Despite that dynamic, education and public protection remain paramount due to the growing complexity of disasters, technological advancements, and the desire to reach increasingly diverse populations. Outreach campaigns supported by EMPG reach further into our communities than ever before. These campaigns include conveying disaster-related information, advertising state, and local efforts, and ensuring the public remains informed on how to respond to an event.

EMPG funding has supported **986** statewide preparedness outreach campaigns and **2.271** local campaigns reaching over

153.3 MILLION CITIZENS

PLANNING, TRAINING AND EXERCISE

EMPG grants represent the most effective resources for base-building that states and local communities possess in their toolkits. EMPG reduces the financial impact on the federal government by building and developing those capabilities from the ground level. As a by-product, the EMPG provides the flexibility for communities to prepare for, mitigate against, respond to, and recover from the most prevalent and dynamic disasters.

PLANNING: Speeds recovery – Reduces administrative costs
– Prepares for mitigation

- At least 2,432 state and 2,848 local plans were developed, maintained, or updated using EMPG funds. Over 800 more plans than a year ago in FY21.
- Plans address overarching topics such as response, recovery, and mitigation. EMPG funds targeted planning efforts, including distribution plans, continuity of operations, state emergency operations, and hazard mitigation.

TRAINING: Ensures effective use of systems – Translates planning into action – Identifies gaps in planning

- In FY22, EMPG supported more than 2,837 local and 4,640 state classes addressing the various phases of emergency management. 82,868 personnel received and completed training.
- Classes cover the full range of emergency management issues, including various incident command courses, EOC training courses, response and preparedness courses, and grants management.
- Participants include public officials, emergency response personnel, and the general public.

EXERCISES: Assesses planning and training – Confirms assumptions – Provides real-life scenarios

- EMPG supported at least 1,494 local and 1,340 state-level exercises. Compared to FY21, that is over 300 more state and local exercises, meaning communities are building up their foundational knowledge more than before, thanks to EMPG support.
- Types of exercises include workshops, drills, and functional full-scale exercises. Many stakeholder groups participate in these exercises, which further strengthens partnerships within, and external to, jurisdictions.



Almost a QUARTER MILLION stakeholders received training through EMPG assistance in 2022.

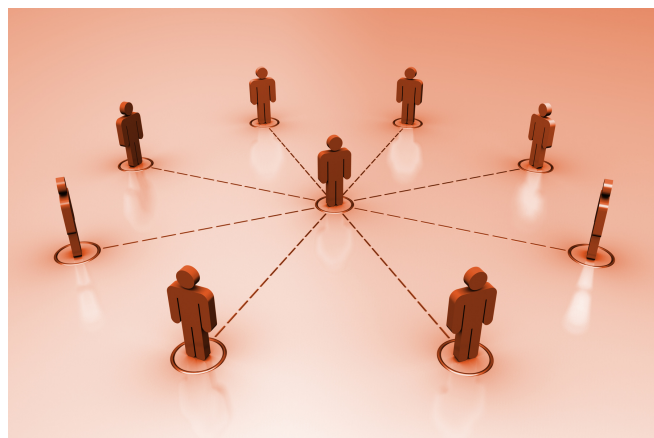
FINDING SOLUTIONS THROUGH MUTUAL AID

In FY22, EMPG supported **1,781 local** and **3,260 statewide mutual aid agreements, memorandums of understanding, and memorandums of agreement** with neighboring jurisdictions, non-profit agencies, Volunteer Organizations Active in Disasters (VOADS), and the private sector. *That is almost one thousand more agreements among states and localities than in FY21.* This fosters a neighbor-helping-neighbor network using EMPG funds and creates a safety net allowing for effective and immediate responses without additional federal assistance. This type of investment continues buying-down risk to the federal government while empowering states and local communities to coordinate with each other and build up their capabilities and resources.

COMMUNICATIONS & WARNING SYSTEMS

Investments in EMPG afford states, localities, and territories the ability to incorporate cutting-edge capabilities into their disaster plans. Having these resources and technologies at the nation's disposal increases the nation's foundational preparedness and affords communities the best chance at mitigating and responding to increasingly devastating disasters.

These systems provide the ability to alert and warn the public of pending and spontaneous disaster events. Rather than just purchasing new communications systems, states and locals maintain or upgrade existing systems to manage tax dollars carefully without sacrificing high-quality capabilities.



- **786** local and state emergency response systems or services, including WebEOC platforms, shelter management capabilities, and donation management software
- **689** state and local community warning systems
- **416** redundant communications systems
- **268** state emergency operations centers and approximately **359** local EOCs

EMPG-SUPPORTED SUCCESS

Narragansett, RHODE ISLAND: Aid From All Landscapes



The **Narragansett Bay Marine Task Force** and **Port Providence Marine Strike teams** are waterside assets that can mitigate chemical, incendiary, environmental, and life safety incidents in **Narragansett Bay** or contiguous waters around **Rhode Island**. These teams bring the capability to conduct nighttime Search and Rescue, fire suppression, hazmat detection, CBRNE environment, and WMD detection and can support EMS and dive operations. These teams have acted as a force multiplier on the water that has supported the Coast Guard and local cities and towns—credited with saving 12 lives in the last calendar year. EMPG funding makes these teams possible.

Spokane County, WASHINGTON: Safety For All Citizens

Spokane County's success can be significantly tied to its EMPG funding, which has allowed their local agency to provide a more comprehensive array of translated materials for our Limited English Proficiency populations, including printed versions of our Preparedness materials, native speaker voice-overs for our PSAs, and development of language-specific links on our website. Additionally, EMPG funding has supported the development of their Animal Evacuation & Sheltering program, which is a model for the State and provides resources to the nine smaller counties which immediately surround us.

MONTANA: Educating the People

Montana has taken their EMPG assistance by empowering their citizens through education. Much of our population understands what disasters face in their communities. Still, they are not always as knowledgeable on what to do during a disaster and how to recover when you survive one. Montana Disaster Recovery Symposium, with over 300 people participating, is one of the many significant events and public services that the state has leveraged EMPG funding to provide for its citizens. This event, in January 2023, is the beginning of a long line of work to be done in recovery preparedness in Montana. Seem as such a success; this event is being looked at for a model to share with other states as well.

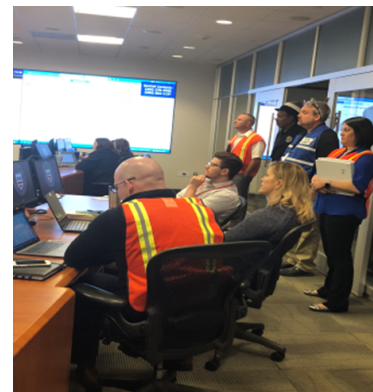


Image courtesy of D.C. HSEMA

Iowa County, WISCONSIN: New Age Threats

The EMPG funding received by Iowa County, Wisconsin, for its Emergency Management program amounts to approximately 23% of Wages and Benefits for its employees. Although far from the 50% goal of the program, the funding plays a significant role in the county's support of the program. Iowa County's Emergency Management program continues to grow, now employing a full-time Director and a full-time Department Assistant. The ability to complete exercise preparation and post-exercise paperwork has improved considerably. The quality of the exercises has improved because of staff time that can be used to formulate planning teams, conduct meetings and the exercises themselves.

CONCLUSION

This report is meant to demonstrate the invaluable and immeasurable benefit that EMPG brings to all levels of government. The disaster landscape requires modern solutions, technologies, and a more robust workforce to maintain the level of security and safety our communities expect—something the EMPG program supports annually. The program's success is felt at all levels of government. Our foundational capacity is built up from the local level, assisted through the states and reducing financial burdens to the federal government.

- At just over \$1 per resident nationwide, including the match requirement and additional state and local investment, the return on investment exceeds \$700 million. That amount balloons to almost a billion, including supplemental funding and over-matching by grantees.
- During FY22, 19,290 events were managed by local, tribal, and state governments without additional federal assistance. This figure is exponentially greater than the 59 federal disaster declarations declared.
- To sustain the investments made through FY23 and FY24 with regular appropriations and supplementals, NEMA and IAEM call on Congress to codify at least one of the FY21 supplemental increases and fund EMPG at \$455 million in FY24.

One thing is true now more than ever, and that is that disaster mitigation and emergency management is a team sport that needs commitment from all levels of government for us to stand a chance against new age disasters. The damage of these events are more than just on our environments as well—from loss of life and personal health, to economic worry, to mental health and general stress, the impacts of a disaster create an enduring sting for survivors. In addition to these challenges and fears, the United States dealt with 18 disaster events causing losses exceeding one billion dollars in 2022. This is on the heels of the COVID-19 pandemic which stretched our resources more thin than ever before. Recovery from events like those take years. This report allows for an in-depth look into a small slice of how EMPG impacts the disaster preparedness and response landscape — while undoubtedly being just a snapshot of the actual value to the American people.

Congress’s support of the EMPG program stands as a hallmark of its commitment to the communities it represents and both NEMA and IAEM-USA remain appreciative of the support. We hope such support continues as emergency managers put these funds to good use and work tirelessly to demonstrate the return on the nation’s investment.

ABOUT NEMA:

Established in 1974, NEMA represents the emergency management directors of the 50 states, territories, and the District of Columbia. These professionals are responsible to their governors for all-hazards emergency preparedness, mitigation, response, and recovery from all emergencies, disasters, and threats to the homeland. NEMA is a non-profit, non-partisan organization headquartered in Lexington, Kentucky, and an affiliate of the Council of State Governments.

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ABOUT IAEM-USA:

IAEM-USA is the nation’s largest association of emergency management professionals, with over 5,500 members, including emergency managers at the state and local government levels, tribal nations, the military, colleges and universities, private businesses, and the nonprofit sector. Most members are city and county emergency managers who coordinate and integrate local efforts to prepare for, mitigate the effects of, respond to, and recover from all types of disasters, including terrorist attacks. The membership includes emergency managers from large urban and rural areas. IAEM is a non-profit, non-partisan organization headquartered in Falls Church, Virginia.

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