



# Emergency Management Performance Grants

*Providing Returns on a Nation's Investment*

2014 Edition

Joint Report Presented by the National Emergency Management Association and the U.S.  
Council of  
International Association of Emergency Managers



March 12, 2014

For the third year, the U.S. Council of the International Association of Emergency Managers (IAEM-USA) and the National Emergency Management Association (NEMA) are proud to offer this joint report detailing the return on investment realized by the Emergency Management Performance Grant (EMPG) program. This program is the only source of federal funding provided directly to state and local governments for all the functions which help build a robust emergency management system. In fact, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.) requires these funds be used in building all-hazards emergency management capacity at the state, local, and tribal government levels.

Recipients of this grant continue demonstrating a strong commitment; for every dollar of federal funds invested, at least that much is matched by both grantees and sub-grantees. In the absence of these funds, state and local governments would be hard-pressed to maintain the personnel or capabilities necessary to build and sustain an effective emergency management system.

Emergency managers all across the country remain dedicated to illustrating the full impact of EMPG in its entirety and demonstrating to the nation the true return on this investment. We remain thankful for the commitment within Congress and the Administration, especially in that time of austerity, to maintain this worthwhile program. Subsequently, we will continue to do all we can as associations to reflect back on the appropriated \$350 million which, due to the sequester and across-the-board cut translated to \$332.46 million actually distributed and provide transparency in how these funds are sub-granted and invested.

Sincerely,

A handwritten signature in blue ink, appearing to read "Charley English". The signature is fluid and cursive, with a large, sweeping initial "C".

Charley English  
President, National Emergency Management Association  
Director, Georgia Emergency Management Agency

A handwritten signature in blue ink, appearing to read "Bruce Lockwood". The signature is fluid and cursive, with a large, sweeping initial "B".

Bruce Lockwood  
President, U.S. Council of the International Association of Emergency Managers  
Chair, Capitol Region Emergency Planning Council  
Deputy Director, New Hartford, Connecticut Emergency Management

**T**hroughout the emergency management community, the return on investment of EMPG is demonstrated through the actions of thousands of emergency managers at the local and state levels. This report on EMPG by NEMA and IAEM-USA represents a continued commitment to ensure that Congress and the Administration realize the capabilities being built and the work being conducted through the local, tribal, and state use of these funds. The current iteration of this report represents funding decisions made throughout Fiscal Year 2013 and reflects survey responses from all 50 states, the District of Columbia, and three territories including Guam, the Northern Mariana Islands, and the U.S. Virgin Islands, and 1,054 local emergency management agencies. This number represents less than one third of local jurisdictions estimated to be eligible for EMPG funding.

Despite the strong response to our survey, in reality far more local and tribal jurisdictions receive EMPG funds than represented in this report. Therefore, far more is being accomplished with EMPG funds than represented in this report. Also, while the numbers of tasks accomplished by local and tribal jurisdictions shown in this report are impressive on their face, they are all the more so given 30 percent of the responding jurisdictions accomplished these tasks with less than a full-time emergency manager coordinating the effort and 59 percent of the tasks were carried out in jurisdictions with populations of less than 50,000.

**Wisconsin** Emergency Management continued work with FEMA's Individual Assistance (IA) Preliminary Damage Assessment (PDA) Center of Excellence by expanding the mobile application to include Public Assistance requirements, thus enabling a complete damage assessment picture in real time.



**Georgia** emergency management officials discussing plans of action  
(Photo courtesy of GEMA)



Debris after severe weather in **Oklahoma** in 2013  
(Photo courtesy of OKEM)



**Michigan** preparedness fair 2013  
(Photo courtesy of MEMHSD)

## Overview

EMPG is a unique federal grant program. Since its inception, EMPG has required a dollar-for-dollar match from grantees and sub-grantees for every dollar received from the federal government. Therefore, in each grant cycle, local, tribal, and state governments demonstrate their continued commitment to preparedness by sharing in the investment in EMPG. Even in these difficult economic times, local, tribal, and state governments continue to embrace the requirement of 50 percent non-federal match on all EMPG funds. In fact, most recipients exceed the required match. Local and tribal respondents indicated matching an average of \$3.00 in local funding for every \$1.00 in federal funding.

The program exists to build preparedness at the local, tribal, and state levels. Since the 1950s, the federal government has acknowledged a federal interest in the preparedness of state and local governments through investing in this program to ensure a minimum level of preparedness exists across our nation. Yet, the federal government has not made this investment alone.

Much is accomplished through the shared investment in EMPG. For instance, the program enables state, local, and tribal governments to prepare for all-hazards through planning, training, exercises, and developing professional expertise. It also supports response capability, communications systems, emergency operations centers (EOC), mutual aid agreements, and public outreach campaigns.

## Reducing Costs to the Federal Government

Fiscal year 2013 represented a range of hazards which required an unprecedented amount of emergency management professionalism and preparedness:

- 65 disasters required a presidential declaration and direct federal assistance.
- Beyond that, 18,673 events required state assets, but did not reach the level of a gubernatorial declaration, and;
- 30,902 local and tribal events were supported using EMPG funded staff or assets without state or federal support.

Without a strong and robust emergency management system at the state, local, and tribal levels, many of the 49,575 state and local responses would falter or require federal support. *Capabilities afforded through EMPG allow these events to be managed without additional federal expenditures!*

A strong response mechanism is only as strong as the planning utilized to support the effort. In total, 1,769 state and 15,384 local plans were developed, maintained, or updated using EMPG funds. These plans included emergency operations plans, continuity of government or operations, evacuation plans, functional needs planning, and supporting annexes as well as appendices to existing plans.

During Hurricane Sandy the Borough of Avalon, New Jersey evacuated virtually the entire community from the barrier island to the mainland shelter for which a Memorandum of Understanding had been arranged with the Cumberland Technical School in Cumberland County, New Jersey, the American Red Cross, and the **Cumberland Office of Emergency Management** to shelter the evacuees – including the family members of the emergency responders and equipment and supplies necessary for the Continuity of Government and Operations functions.

## Practice Makes Perfect; Supporting Training & Exercises

EMPG supported 954 statewide and 4,505 local and tribal workshops, drills, and functional full-scale exercises, which benefited 1,084,510 state and 1,345,918 local participants. This figure represents a significant increase from last year. After consultation with state respondents, the increase can mainly be attributed to improved reporting mechanisms and some one-time funding sources to expand exercise programs. Without a comprehensive exercise program to compliment the training efforts, the preparedness cycle would be compromised.

Systems and plans are supported by skilled professionals. These personnel must be trained and exercised on a regular basis in order to effectively support the complex emergency management system. EMPG provided significant support to these efforts in fiscal year 2013 by allowing 20,860 local and tribal, and 2,986 state classes to be conducted related to emergency management. These classes cover the major issues of mitigation, preparedness, response, and recovery and include training for public officials, emergency response personnel, citizens, and emergency management personnel. In total, 139,102 local and tribal personnel and 47,378 state personnel received training.



The **City of Gilroy**, California which was hit particularly hard last year, used EMPG to:

1. Respond to and recover from the terrorist attack on a PG&E Substation/communications infrastructure in April of 2013.
2. Respond to and recover from a bomb threats and evacuation, in the same month.
3. Take part in the GridEx II exercise in November 2013. This exercise was designed by the North American Electric Reliability Corporation (NERC) to simulate cyber and physical security incidents on the electrical power distribution system.

### **Empowering the Public through Preparedness**

EMPG continues to support efforts to bring about an increase in public preparedness. In fiscal year 2013, EMPG significantly contributed to public awareness and outreach campaign efforts. Local, tribal, and state emergency management officials conducted 671,888 local and tribal and 855 statewide citizen and community preparedness outreach campaigns. According to state responses, these outreach programs benefited 200,313,768 residents while locally-specific programs impacted 41,794,360 citizens.

*Florida* conducts the annual Severe Weather Awareness Week campaign in February each year focused on students. The 2013 campaign included a poster contest for elementary students and a video PSA contest for middle and high school students. State officials work with Volunteer Florida to collect private sector support for the awards. The five day, seven city tour of the entire state holds an event at the school of the elementary winner in each region.

When compared to previous years, the number of state campaigns has decreased while the number of residents benefited has actually increased. So how has this happened? One example can be found in *Minnesota*. By using EMPG funds supporting external communications staff, they have increased state-level outreach campaigns seven-fold and local level campaigns by 33 percent over last year. They estimate the number of citizens benefiting from their outreach campaigns has doubled.

Leaders across the country continue to discuss how important it is for the public to achieve higher levels of readiness. From the President of the United States and FEMA Administrator to the local emergency manager of the smallest county, those involved in emergency management emphasize the critical nature of individuals and household preparedness because the strength of our nationwide system rests on how ready they are to contend with disasters.

Several states continue focusing on the needs of vulnerable populations. In *Michigan*, for example, EMPG funds were used to develop a new local evacuation and mass care planning handbook and electronic plan development template, with a focus on addressing the needs of functional needs populations and functional needs support services.

### **Communications & Warning Systems**

Grantees and sub-grantees purchased or maintained 239 state and 131,387 local emergency response systems or services. Emergency response systems include those assets supporting emergency response operations. Some examples are incident management software, shelter management software, or voluntary and donation management services. In addition to response systems or services, 105 state and 1,376 local and tribal community warning systems and 242 state and 965 local and tribal redundant communications systems were purchased, maintained, or upgraded. These systems provide the ability to alert and warn response organizations and the general public of both pending and spontaneous disaster events.

Communications, warning systems, and emergency operations centers remain an eligible expense under EMPG because these critical systems actively support planning and response efforts. In fiscal year 2013, EMPG supported 93 State and 8,281 local emergency operations centers.

### **Working Together Through Mutual Aid**

When mutual aid agreements between jurisdictions exist, the need for immediate federal support is minimized. These agreements remain critical to mounting an effective response in the wake of a disaster. Support from EMPG is crucial in maintaining mutual aid efforts across the various levels of government. In fiscal year 2013, EMPG supported 5,692 local and tribal and 2,468 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.



Officials in the *Ascension Parish*, Louisiana used EMPG funds were utilized to develop site specific plans for local petro-chemical facilities. In June 2013, the Parish experienced two catastrophic industrial incidents on consecutive days. The plans created with EMPG funding were utilized during these incidents, and they were instrumental in providing a quick and coordinated initial response. The coordination resulting from the creation and implementation of these plans allowed the 9-1-1 call center, the Emergency Operations Center, and the responders on scene to have access to one common operating picture.

## Conclusion

In 2013, the federal investment in EMPG was \$350 million, of which \$332.46 million was actually dispersed to grantees. At little more than \$1 per citizen, the federal government wisely leverages every opportunity to enhance the emergency management capabilities in this country since local and state government match at least dollar-for-dollar.

EMPG provides for planning, training, exercises, communications systems, and building a robust response system. The acquisition of equipment and the authoring of plans alone, however, do not create capacity in state and local governments without trained professionals to use the equipment and implement the plans. EMPG adds value to the system by providing professional emergency managers who coordinate the resources of the whole community to be in the right place at the right time. In addition to these professionals, there remain thousands of volunteers who give their time as emergency management staff. These professionals and volunteers are dedicated to seeing EMPG invested wisely to achieve preparedness in their communities so when disasters occur, less federal assistance is required. Many local and tribal jurisdictions report EMPG funding is the difference between having a local emergency manager (full- or part-time), and not having one at all.

Without a strong and robust emergency management system at the state, local, and tribal levels, the responses to many disasters would falter or require federal support. *Capabilities afforded through EMPG allow these events to be managed without additional federal expenditures!*

*As demonstrated in this report, local, tribal, and state governments managed 49,575 events without federal assistance in FY 2013.* While disasters remain unpredictable and no investment can completely eliminate the risks, supporting the development of state, local, and tribal capabilities through EMPG is proven to minimize disaster effects and limit federal expenditures.

This program remains a critical aspect of disaster preparedness and response and demonstrates a significant return on the investment of all jurisdictions—including that of the federal government. Through this report, the snapshot of how EMPG impacts the disaster preparedness and response landscape clearly demonstrates its value and the dedication of all jurisdictions who participate in the program.

We appreciate the support EMPG has received in the past and hope such support continues as we work tirelessly to demonstrate the return on the nation's investment.



Photo courtesy of ADEM

Officials in **Tuolumne County**, California used EMPG funds to pay for dedicated personnel time, allowing us to have an OES program. In August 2013, the Chief Administrative Officer's staff became full time OES staff during the Rim Fire, the 3rd largest fire in California, the largest fire in the history of the Sierra Nevada Mountain range, and the largest forest fire ever in the history of Yosemite National Park. EMPG are the only funds we have to support our Emergency Operations Center (EOC). Our EOC was used 24/7 for several weeks during the Rim Fire. EMPG funds fully pay for our automated out-bound dialing system that was utilized to notify thousands of residents about evacuations during the fire. These funds are essential to the viability of OES services in our County.



#### 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 our nation's largest association of emergency management professionals, with 5,000 members, including emergency managers at the state and local government levels, tribal nations, the military, colleges and universities, private business and the nonprofit sector. Most of our members are city and county emergency managers who perform the crucial function of coordinating and integrating the efforts at the local level to prepare for, mitigate the effects of, respond to, and recover from all types of disasters, including terrorist attacks. Our membership includes emergency managers from large urban areas as well as rural areas.

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[www.nemaweb.org](http://www.nemaweb.org)

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Picture Above: Roughrider Snowmobile Community Emergency Response Team (CERT) from Burleigh County North Dakota