



Emergency Management Performance Grants

Providing Returns on a Nation's Investment

2017 Edition

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



March 17, 2017

For the sixth 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 struggle to maintain the personnel or capabilities necessary to build and sustain an effective emergency management system. EMPG stands as the beacon of Congressional commitment to ensuring communities and states are more ready to prepare, mitigate, respond, and recover from all hazards. EMPG must continue to be strengthened and maintained through shared investments and this report provides support to Congress in justifying continued funding.

Emergency managers 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 this time of austerity, to maintain this worthwhile program. We will continue to do all we can as associations to reflect on the appropriated \$350 million and provide transparency in how these funds are sub-granted and invested.

Sincerely,

A handwritten signature in blue ink that reads "Wendy Smith-Reeve". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Wendy Smith-Reeve
President, National Emergency Management Association
Director, Arizona Division of Emergency Management

A handwritten signature in blue ink that reads "Lanita A. Lloyd". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Lanita A. Lloyd, CEM
President, U.S. Council of the International Association of Emergency Managers
Volunteer Staff, Carroll County (GA) Emergency Management Agency
Georgia Divisional Director, Emergency Disaster Services, The Salvation Army

Introduction

The Emergency Management Performance Grant (EMPG) program is essential for the building and sustainment of critical capabilities for disaster preparedness, response, recovery, and mitigation across the country. The return on investment (ROI) is validated through the actions of thousands of emergency managers at the local and state levels and the impact of their activities on individuals, businesses, and communities.

This report, a collaborative effort between NEMA and IAEM-USA, represents a continued commitment to ensure that Congress and the Administration truly understand the capabilities being built by investment in EMPG 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 2016 (FY16) and reflects survey responses from 49 states, the District of Columbia, the U.S. Virgin Islands, Guam and 796 local emergency management agencies across the country.

While there was a strong response rate to the FY16 survey, in reality, far more local and tribal jurisdictions receive EMPG funds than represented here. Therefore, far more is being accomplished with EMPG funds than represented in the following pages. Also, while the numbers of tasks accomplished by local and tribal jurisdictions shown in this report are impressive on their face, they are more so given 29 percent of the responding jurisdictions accomplished these tasks with less than a full-time emergency manager coordinating the effort and 39 percent of the tasks were carried out in jurisdictions with populations of less than 25,000.



Burleigh County, North Dakota created a “Batten Down the Hatches” campaign that was sent out during the Severe Summer Weather Awareness promos. This campaign reinforced the dangers of injuries and accidents from flying debris. This brought about safety precautions at the city and homeowner level, that are widely noticed by fire, EMS and law enforcement.

Overview

EMPG is the backbone of the national emergency management structure and provides the support necessary to sustain capabilities vital to the safety and security of our nation at a value to the American taxpayers. Since its inception, EMPG has required a dollar-for-dollar match from grantees and sub-grantees for every dollar received from the federal government. Put more plainly, for every dollar Congress appropriates for EMPG, state and local government spends at least a dollar to match that investment. Therefore, in each grant cycle, local, tribal, and state governments demonstrate their continued commitment to preparedness by sharing in the investment in this program. 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 and in fact, most recipients exceed the required match. Local and tribal respondents indicated matching an average of over \$4.00 in local funding for every \$1.00 in federal funding.

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

Much is accomplished through the collaborative investments in EMPG. 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 capabilities, communications systems, emergency operations centers (EOC), mutual aid agreements, and public outreach campaigns. In the following pages, state, local, and tribal activities are highlighted and explained to provide a glimpse into the success that Congress has enabled through their commitment to first responders and emergency managers throughout the nation.

Reducing Disaster Costs to the Federal Government

Fiscal year 2016 represented a range of hazards which required an unprecedented amount of emergency management professionalism and preparedness:

- 45 disasters required a major or emergency declaration.
- Beyond that, 35,530 events required state assets, but did not reach the level of a major declaration, and;
- Local assets supported 12,248 local and tribal events using EMPG funded staff or assets without state or federal support. This number includes only those incidents in which no federal assets were utilized during the response and there was not a major or emergency declaration.

Without a thriving emergency management system at the state, local, and tribal levels, many of these 47,778 events may have exceeded state and local capabilities, thus requiring costly federal support. *Capabilities afforded through EMPG allow these events to be managed without additional federal expenditures!*

A strong response mechanism is only as successful as the planning utilized to support the effort. Plans help speed recovery, reduce administrative costs, and are often a prerequisite for specific recovery or mitigation grant dollars that reduce future impacts of disasters. In total, 3,375 state and 40,537 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.

The Texas Division of Emergency Management conducted the state's largest ever full scale exercise in June. Known as "Hurricane Tejas," the exercise tested the state's ability to evacuate the southern Rio Grande Valley, lasting a week, it engaged military and commercial aircraft, more than 1,000 participants and volunteers, as well as dozens of state agencies and related organizations. Texas purchased and implemented a redundant emergency communications system using mobile radio and satellite technology. The State also upgraded the amateur radio equipment in several disaster emergency operations centers to support amateur radio communications network.

Practice Makes Perfect; Supporting Training & Exercises

Like an athlete looking to measure the impact of a training regimen, emergency managers often engage in exercises to determine how well their team will perform when disaster strikes. EMPG supported 2,064 statewide and 3,897 local and tribal workshops, drills, and functional full-scale exercises, which benefited 10,182,508 state and 2,313,303 local participants. Without a comprehensive exercise program to complement the training efforts, the preparedness cycle would be compromised.

Systems and plans cannot be effective without the right people to implement them. They are supported by skilled professionals who can translate planning and support structures into action. These personnel must be trained and exercised on a regular basis in order to effectively support the complex emergency management system. EMPG provides significant support to these efforts, and in FY16 enabled 13,076 local and tribal, and 7,651 state classes to be conducted related to various phases of emergency management. These classes cover the major issues of mitigation, preparedness, response, and recovery and include training for public officials, emergency response and management personnel, and citizens. In total, 122,037 state personnel received training.



Photo courtesy of Kansas

Onslow County, North Carolina, was able to actively work with the school system and local law enforcement agencies to develop and test the first countywide Active Shooter response plan. The plan included response and participation from 5 municipal police departments, the county school system, EMS, E911, EM and volunteer fire services. This was a 2 year process that ended during the 2016 grant cycle with the plan actually being written and exercised.

Empowering the Public through Preparedness

EMPG continues to support efforts to bring about an increase in public preparedness. In fiscal year 2016, EMPG significantly contributed to public awareness and outreach campaign efforts. Local, tribal, and state emergency management officials conducted 20,935 local and tribal and 3,239 statewide citizen and community preparedness outreach campaigns. Per state survey responses, these outreach programs benefited 257,122,699 residents while locally-specific programs impacted 17,836,191 citizens.

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. All disasters are local and often times the public are the true first responders. The success of these communities depends on citizens being ready when disaster strikes.

The State of Utah established Be Ready Utah's Ready Schools Coordinating Council in 2016 with quarterly meetings held.

Over 130 members participate, including representatives from all 41 school districts, representatives from 21 charter school organizations, representatives from 16 parochial and private school organization and members of the State Board of Education Office, the Utah PTA, and the Utah Charter Schools Association. The 2016 quarterly topics included Bomb Threats for Schools Protocols (by the FBI), Utah ShakeOut Training (by BRU), Active Shooter Training for Schools (by the FBI), and Cyber-Security Training (by SIAC), and Pandemic Protocols for Schools/2016-2017 Influenza Outlook (by UDOH). The State also held their largest ShakeOut earthquake drill ever, with 1,003,682 participants. The drill also consisted of 26 State of Utah departments and 61 state divisions for a grand total of 87 participating in the EOP.



Communications & Warning Systems

Grantees and sub-grantees purchased or maintained 507 state and 14,221 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, 1,180 state and 1,198 local and tribal community warning systems and 258 state and 798 local and tribal redundant communications systems were purchased, maintained, or upgraded. These systems provide the ability to alert and warn response organizations and the 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 2016, EMPG supported 901 state and 1,129 local emergency operations centers.

The State of Oregon conducted amateur radio training courses throughout the state and specifically for tribal nations. The State also developed a statewide planning guidance. Oregon purchased Continuity of Operations Planning (COOP) software and made it available for free to all EMPG jurisdictions. The State has also used EMPG funding for the continuation of the enhancement to the Cascadia Playbook which is in the third year of a 5 year project.

Working Together Through Mutual Aid

When mutual aid agreements between jurisdictions exist, the need for immediate federal support is minimized and brings down costs to the federal government. These agreements remain critical to mounting an effective response in the wake of a disaster and mobilizing tested emergency management capabilities across city, county, tribal, and state lines. Support from EMPG is crucial in maintaining mutual aid efforts across the various levels of government. In fiscal year 2016, EMPG supported 5,524 local and tribal and 3,546 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.

Benton County, Mississippi purchased a MSWIN radio with EMPG funds that enabled one of the fire departments to have increased communications capabilities. The EMPG funding the County was awarded also enabled an Active Shooter Table Top Exercise to be conducted at the Hickory Flat School facility which generated an awareness to the administrative personnel of their vulnerability and their need to train to be prepared.

In St. John County, Florida, the emergency management agency instituted a program 3 years ago titled "Morning Chat" on evacuation planning. This meeting is held one morning a month throughout hurricane season to discuss a single topic related to evacuation in St. Johns County. The meeting brings together community leaders to problem solve, discuss challenges and new opportunities and identify gaps in our operations. Hurricane Matthew impacted St. Johns County on October 7, 2016. Many of the Morning Chat participants stated that because of these meetings, they understood the CEMP, had built relationships and were able to successfully share resources.



Maryland Emergency Management Agency has used EMPG funds to successfully plan for a number of high-profile pre-planned special events including Baltimore's 2016 Fleet Week and the 2017 Presidential Inauguration. These funds allowed MEMA and other emergency management stakeholders to participate in a thorough planning process, to test crisis action plans, and to execute courses of action during the events. The relationships and joint-sense of capability developed through these events improved overall preparedness levels for all hazards affecting the state. From a training perspective, as a result of reviewing and revising the G courses, we have a better trained UASI contingent with the delivery of more G courses. From an exercise perspective, the AAR/IPs and corrective actions coming out of the exercises have helped improve plans and processes - Maryland has made many improvements to the resource management process as a result of the exercises that have taken place. From an external outreach perspective, funding allowed staff members to create a preparedness trivia game which was used during outreach events to increase engagement and knowledge of preparedness. Offering this game greatly increased the amount of citizens that engaged with our staff at these events.

Conclusion

Based on the information above, EMPG continues to be a critical driver of progress and success made across the country in preparing for, responding to, and recovering from all hazards. The program's success is shared by all levels of government and relies heavily on the commitment of Congress. In 2016, the federal investment in EMPG was \$350 million, a little more than \$1 per citizen, and the return on investment is felt in communities from Hawaii to Maine. Every investment the federal government makes is matched dollar for dollar and in most cases, states, locals, and tribes match even more. This illustrates, however, that any cuts to EMPG funding could have far-reaching and long term impacts on readiness. In almost every category of data, emergency managers at the state and local level reported increases over the last year's data. Every state and local official is being asked to do more with less. Critical investments in EMPG mitigate the impacts of budget cuts on preparedness, response, and recovery capabilities.

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 and ensure resources are well managed and not unnecessarily duplicated. In addition to these professionals, there remain thousands of volunteers who give their time as emergency management staff.

Without a 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 47,778 events without federal assistance in FY 2016. While disasters remain unpredictable and no investment can completely eliminate risk, supporting the development of state, local, and tribal capabilities through EMPG is proven to minimize disaster effects on affected populations and limit federal expenditures in the response and recovery phase.

This report represents a window into how EMPG impacts the disaster preparedness and response landscape but there is so much more happening across the country than can be expressed on paper. It clearly demonstrates the value and dedication of all jurisdictions who participate in the program. EMPG stands as a beacon of Congressional support and both NEMA and IAEM-USA are appreciative of the support our profession has received. 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.





Photo courtesy of Massachusetts

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.

Headquarters Office:

NEMA
1776 Avenue of the States
Lexington, KY 40511
p: 859-244-8162

Washington, D.C., Office:

444 North Capitol St., NW
Suite 401, Hall of the States
Washington, D.C. 20001
p: 202-624-5459

ABOUT IAEM-USA:

IAEM-USA is the nation's largest association of emergency management professionals, with over 4,200 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 the 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. The membership includes emergency managers from large urban areas as well as rural areas. IAEM is a non-profit, non-partisan organization headquartered in Falls Church, Virginia.

Headquarters Office:

201 Park Washington Court
Falls Church, VA 22046
p: 703-538-1795

Washington, D.C., Office:

Thad Huguley,
Government Affairs Director
thad@iaem.com
p: 615-870-9316

www.nemaweb.org

www.iaem.com