

Emergency Management Performance Grant Funds

Returns on Investment at the Local Level



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A REPORT OFFERED BY THE U.S. COUNCIL OF
THE INTERNATIONAL ASSOCIATION OF
EMERGENCY MANAGERS (IAEM-USA)

INTRODUCTION

Challenging economic conditions have led Congress to carefully examine investments made with our nation's limited resources, including funds invested in the Emergency Management Performance Grant Program (EMPG). Specifically, Congress wants to know why continued investment in EMPG is justified. The U.S. Council of the International Association of Emergency Managers (IAEM-USA) intends to help answer this question.

There are three primary reasons why Congress should continue to invest in the EMPG program. First, EMPG funds are not a "handout." EMPG is the only Federal preparedness grant program requiring a minimum of a 50-50 cost share with participating jurisdictions. Continued Federal support of the funding stream is warranted because EMPG is a shared investment between the Federal government and participating jurisdictions.

Second, EMPG is the reason we have a national emergency management system that includes the local, state and federal levels. The EMPG program has been the lifeblood of local emergency management programs since its inception, and local emergency management in many cases would not survive without it. Thus, EMPG must continue to be funded because it ensures that we have a national emergency management system.

Third, the EMPG program should continue to be funded because it works—EMPG has been successful in supporting the development of significant capacity at the local level and within tribal nations. Yet, simply saying that EMPG works is not enough—Congress deserves to be shown how it works in a quantifiable, meaningful way.

Thus, on January 11, 2012, IAEM requested that local government emergency managers in the United States provide data on what is being accomplished with EMPG funds through its fifth annual survey. This short report represents the survey responses provided by 1,300 local government emergency managers representing more than 1,610 total jurisdictions in 47 states (and the District of Columbia), including 17 tribal nations, 1,060 counties/parishes (and most of the cities, towns and villages within them).

The data clearly demonstrate that EMPG is providing significant returns on our nation's investment at the local and tribal level by:

- Allowing local and tribal emergency management programs to coordinate the many tasks and activities associated with preparedness for mitigation, response and recovery within their communities;
- Providing local and tribal emergency management programs the opportunity to engage the whole community in contending with hazard events; and
- Supporting local and tribal emergency management efforts to unify communities through the use of common technologies, systems and management processes.

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EMPG FUNDS SUPPORT COORDINATION

Coordination is a prerequisite for successful response, mitigation and recovery efforts. With the support of EMPG funds, emergency management programs undertake a range of tasks to bring about coordination in the jurisdictions they serve. For instance, the planning process provides ongoing opportunities for organizations to discuss and accept the roles their organization will play in jurisdictional response, mitigation and/or recovery efforts as well as to identify the procedures and resources necessary to fulfill their roles. This process also provides the opportunity for all of the organizations involved to learn about the roles, procedures and resources of other organizations in their jurisdiction. Plans are the product of this process.

- *Because of EMPG, local and tribal jurisdictions were able to develop or maintain a total of 1,300 response plans, 1,098 mitigation plans, and 638 recovery plans.*

Continued EMPG support has ensured that these plans are not gathering dust on the shelf but are instead regularly updated to reflect changing conditions within jurisdictions, personnel and organizational changes, and changing resources.

- *Because of EMPG, plans at the local level are current—the average age of response plans is 2.09 years, the average age of mitigation plans is 2.03 years; and, the average age of recovery plans is 1.84 years.*

Emergency Operations Centers (EOCs) are locations at which administrative heads of organizations/departments gather to coordinate resources to support response efforts and make policy decisions.

- *EMPG funds have ensured that ALL 1,308 jurisdictions have designated an Emergency Operations Center (EOC) to support response efforts.*



Planning alone is not sufficient to bring about coordination. Training the organizations involved in jurisdictional response, mitigation and recovery efforts in the jurisdiction's plans, management structures and processes, and technologies is equally as critical.

- *EMPG allowed local emergency management programs to provide 9,366 training classes.*

Yet, planning and training do not test whether the organizations within jurisdictions are prepared to fulfill their roles in a coordinated manner. Exercises provide this opportunity—exercises test jurisdictional plans to identify areas of weakness and make improvements prior to disasters.

- *EMPG gave jurisdictions the opportunity to participate in 2,746 response exercises in surrounding jurisdictions AND conduct an additional 4,363 response exercises within their own jurisdictions.*
- *Beyond preparing for response, jurisdictions also held or participated in an additional 1,162 exercises specifically focused on issues related to recovering from disasters.*

EMPG FUNDS HELP ENGAGE THE WHOLE COMMUNITY

Local government emergency management program efforts to develop plans, provide training, and hold exercises are for naught if all of the appropriate organizations are not engaged in these activities and engaged with each other. The more engaged communities are, the more likely they are to develop and use meaningful and realistic plans and procedures, arrive at decisions backed by buy-in, and effectively and efficiently mitigate against, respond to, and recover from hazard events.

Engaging the whole community is not a small or easy task, as jurisdictions at every level are comprised of a myriad of individuals and households, nongovernmental organizations, businesses, and government departments. Yet, with the support of EMPG, local government emergency management programs are engaging whole communities.

For example, EMPG funds allowed the previously referenced plans to be developed/maintained in 2011 in collaboration with:

- *29,320 different organizations, including 18,400 representing government agencies and departments, 5,605 businesses, and 5,314 nonprofits for response.*
- *20,148 different organizations, including representing 15,465 government agencies and departments, 2,073 businesses, and 2,610 nonprofits for mitigation.*
- *8,681 different organizations, including representing 6,057 government agencies and departments, 1,132 businesses, and 1,492 nonprofits for recovery.*



In addition, training classes provided in jurisdictions in 2011 with the support of EMPG funds were attended by 164,359 individuals representing the whole community—57,488 government agencies and departments, 6,976 businesses, and 16,591 nonprofits. And, the response exercises held within jurisdictions brought together 14,862 stakeholder organizations, including 9,986 government agencies and departments, 2,125 businesses and 2,751 nonprofits.

EMPG FUNDS HELP UNIFY OUR PREPAREDNESS

In a prepared jurisdiction, all of the organizations with a role to play in contending with disasters are integrated by their use of common technologies, systems and management processes.

EMPG funds helped jurisdictions across the nation achieve unity of effort in 2011 by integrating stakeholders through systems and management process. In fact, *EMPG funds directly contributed to the adoption of key national standards intended to bring about integration in more than 90% of the jurisdictions who responded to our survey.* For example,

- 1,266 have adopted NIMS for all departments and agencies through executive order, proclamation, resolution or legislation as their jurisdiction's official all-hazards, incident response system;
- 1,280 have emergency operations plans that are consistent with the National Incident Management System and 1,197 are consistent with the National Response Framework;
- 1,227 implement standardized terminology for all multi-jurisdictional and/or multi-agency response activities; and,
- 1,272 utilize the Incident Command System (ICS) on scene to manage incident response.

EMPG funds also helped jurisdictions achieve unity of effort by integrating stakeholders through common technologies in 2011. For example,

- 1,128 jurisdictions have interoperable communications systems that permit responding agencies to communicate with one another during response;
- 1,094 jurisdictions have developed communications plans;
- 882 jurisdictions utilize incident management software to allow responding agencies to integrate their efforts by sharing information, tracking resources, tracking tasks and activities, and more.



CONCLUSION

As 2011 demonstrated, disasters do not wait for when it is convenient for us to deal with them or when financing their consequences is easier to afford. In order for us to lessen the financial burden associated with disaster response and recovery efforts, we need to continue to invest in the preparedness of our nation by ensuring that it is supported by a strong national emergency management system. EMPG is the primary program that supports these efforts at the local level and within tribal jurisdictions.

The Federal government invested \$340 million in EMPG in FY2011. And, even during these tough economic times, local governments have been matching the Federal government's investment. In fact, most jurisdictions significantly overmatch the Federal government's investment. *For instance, while the jurisdictions participating in our survey received a total of \$153,272,512 in EMPG funding in 2011, these same jurisdictions invested \$501,596,210 in their own programs.*

As this report has demonstrated, local level and tribal jurisdictions were able to build and maintain critical elements of preparedness in their communities— coordination of efforts, engagement of the whole community, and integration through standards, processes and technologies—in return for this shared investment.

When local emergency management programs build these elements of preparedness in their communities, they are better able to respond, recover from, and mitigate disasters effectively and efficiently, decreasing the need for state and Federal support.

EMPG has a long history of building capacity within local and tribal jurisdictions. It is a grant program that has been paying dividends to our nation since its inception in the 1950s; it is because of these dividends that we should continue to invest in it particularly during these challenging economic times.



The EOC planning prior to the catastrophic Joplin tornado allowed for seamless integration of mutual aid support personnel to the Joplin EOC team. Photo shows EOC shift change which included the Southwest Missouri Incident Support Team and Tulsa, Oklahoma Incident Support Team that worked under the leadership of Joplin EOC personnel.



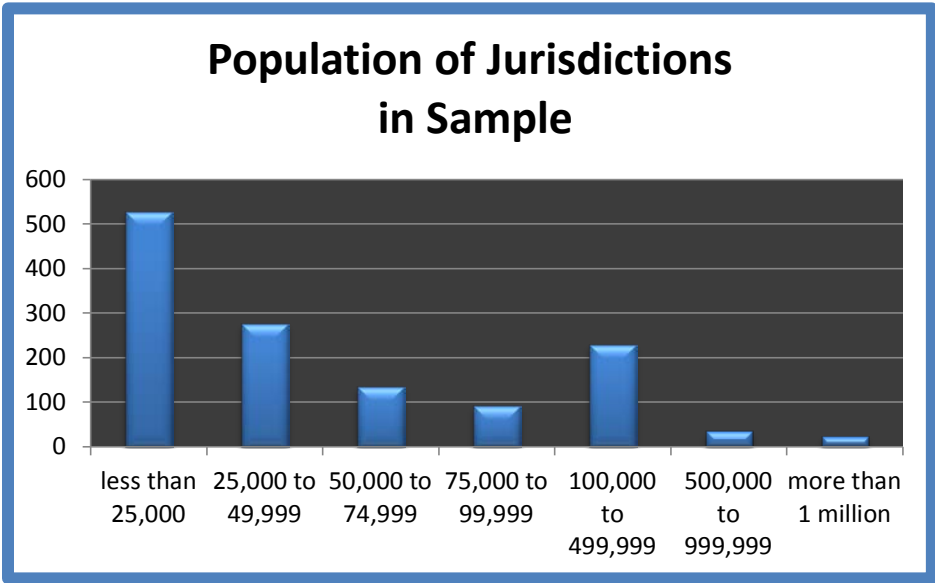
Appendix. Methods

DATA GATHERING. On January 11, 2012, the Government Affairs Committee of IAEM-USA asked our regional presidents and the state associations of local emergency managers to distribute a link to a survey hosted by SurveyMonkey.com to members in their respective areas. The survey was designed to learn about how the Emergency Management Performance Grant (EMPG) funds contribute to local emergency management program efforts to bring about coordination, collaboration and integration within their jurisdictions—critical aspects of jurisdictional preparedness—as articulated in *Preparedness: A Principled Approach to Return on Investment* available at www.iaem.com/PreparednessROI/documents/EMPGROI.pdf. Data collection ceased on February 7, 2012.

SAMPLE. Data from 1,300 local government emergency managers representing more than 1,610 total jurisdictions in 47 states (and the District of Columbia), including 17 tribal nations, 1,060 counties/parishes (and most of the cities, towns, and villages within them), was analyzed for this short report. The number of surveys analyzed by state is as follows:

Alaska—2	Kentucky—32	New York—16
Alabama—57	Louisiana—33	Ohio—62
Arkansas—17	Massachusetts—9	Oklahoma—2
Arizona—7	Maryland—8	Oregon—12
California—34	Maine—9	Pennsylvania—31
Colorado—27	Michigan—63	Rhode Island—7
Connecticut—37	Minnesota—57	South Carolina—24
District of Columbia—1	Missouri—7	South Dakota—9
Delaware—1	Mississippi—69	Tennessee—38
Florida—45	Montana—15	Texas—80
Georgia—34	North Carolina—43	Utah—24
Iowa—72	North Dakota—27	Virginia—57
Idaho—32	Nebraska—39	Vermont—5
Illinois—28	New Jersey—5	Washington—25
Indiana—8	New Mexico—9	Wisconsin—27
Kansas—51	Nevada—16	West Virginia—3

Most of those who completed surveys were employed full-time (69 percent) as county emergency managers (72 percent). As depicted in the chart below, a majority (61 percent) of emergency managers represented jurisdictions with a population of less than 50,000; while, 17 percent represented jurisdictions with populations between 50,000 and 99,999, and 22 percent represented jurisdictions with a population of more than 100,000.



The local emergency management program budgets of most programs were \$90,000 or below in 2011 (including the budget for personnel), and most programs received \$27,500 or less in EMPG funds. EMPG funds represented 31% or less of local emergency management program budgets in 2011.

2011 Local Emergency Management Program Budgets and EMPG Funds			
	Percentiles		
2011	25	50	75
Local Emergency Management Program Budgets	\$39,929	\$90,000	\$196,148
EMPG Funds Received	\$11,569	\$27,500	\$52,102
EMPG as % of Local Budgets	29%	31%	27%

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 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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