



Emergency Management Performance Grants

Providing Returns on a Nation's Investment

2013 Edition

Joint Report Presented by the National Emergency Management Association and the International Association of Emergency Managers



March 16, 2013

Once again, the International Association of Emergency Managers (IAEM) and the National Emergency Management Association (NEMA) are proud to offer this 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 to be used to build all-hazards emergency management capacity at the state, local, and tribal government levels – and is not exclusive to a particular level of government.

Recipients of this grant continue to demonstrate a strong commitment; for every dollar of federal funds invested, at least that much is matched by 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 this time of austerity, to maintain this worthwhile program. Subsequently, we will continue to do all we can as associations to reflect back on the entire \$350 million commitment and provide transparency in how these funds are invested.

Sincerely,

A handwritten signature in black ink, appearing to read "John W. Madden". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

John Madden
President, National Emergency Management Association
Director, Washington Emergency Management Division

A handwritten signature in black ink, appearing to read "Jeff Walker". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Jeff Walker
President, IAEM-USA
Director, Licking County Office of Homeland Security and Emergency Management

For the past three years, NEMA and IAEM have reported openly on the benefits of EMPG and are once again proud to join forces to demonstrate the value of EMPG through the data we provide. This report summarizes the results of a survey conducted by IAEM and NEMA requesting information from EMPG recipients for federal fiscal year 2012. In total, this report reflects survey responses from 1,536 local and tribal jurisdictions; 49 states, the Northern Mariana Islands, and the District of Columbia.

While this survey reports data from 1,536 jurisdictions, there are far more local and tribal jurisdictions receiving EMPG funds. Therefore, far more is being accomplished with EMPG funds than this report demonstrates. 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 57 percent of the tasks were carried out in jurisdictions with populations less than 50,000.

Overview

The Emergency Management Performance Grant (EMPG) exists to build preparedness at the local, tribal, and state levels. Since the 1950s, the federal government has invested in this program to ensure that a minimum level of preparedness exists across our nation. Yet, the federal government has not made this investment alone.

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, 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.

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.

Local and tribal governments who provided data for this report received \$117,290,650 in EMPG funds in FY 2012, and they invested an additional \$432,271,689 in developing their ability to contend with disasters and their impacts.

FY 2012 was the first year Ysleta del Sur Pueblo (a *Tribal Nation located in El Paso County, Texas*) received EMPG funding. As a result of this funding, for the first time they now have the resources to create an Emergency Operations Plan (EOP) and establishing a schedule for the update of its annexes. They are also able to review their Draft Tribal Hazard Mitigation Plan prior to submission for FEMA review. The Tribal Training and Exercise Plan has also just been completed. The resources from EMPG also allow them to participate in a Type II All-Hazards Incident Management Team, which was deployed to New York City in support of the Hurricane Sandy, as well as creating Incident Action Plans for local events.



Communications & Warning Systems

Grantees and sub-grantees purchased or maintained 27,046 local and tribal, and 417 state emergency response systems or services which support emergency response operations. Some examples include incident management software, shelter management software, or voluntary and donation management services. In addition to response systems or services, 98 state and 1,554 local and tribal community warning systems and 301 state and 918 local and tribal redundant communications systems were purchased, maintained, or upgraded. These systems provide the ability to alert and warn response organizations or the general public of both pending and spontaneous disaster events.

Communications, warning systems, and EOCs remain eligible expenses under EMPG because these critical systems actively support preparedness and response efforts. In fiscal year 2012, EMPG supported 1,482 local and tribal and 96 state EOCs.



Communication equipment played a large role in the response to and recovery from Hurricane Sandy. Communication vehicles provided critical connectivity to local and state responders while residents in New York utilized cell trucks to charge mobile phones.



Assessing Performance Through Training & Exercises

Systems and plans are supported by a skilled cadre of professionals. These personnel must be vigorously 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 2012 by allowing 11,707 local and tribal, and 5,050 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, 236,996 state, local, and tribal personnel were trained using EMPG funds. This breaks down as 193,934 local and tribal personnel and 43,062 state personnel.

EMPG also supported 1,309 statewide and 5,750 local and tribal workshops, drills, and functional full-scale exercises, which benefited 202,193 and 297,201 participants respectively. Without a comprehensive exercise program to compliment the training efforts, the preparedness cycle would be compromised.

Texas utilizes EMPG funds to develop and create a full time State Operations Center Incident Management Team. As a result, state officials can regularly plan, train, and exercise the Texas Emergency Management Council, which is comprised of representatives from 32 different state agencies and various volunteer agencies. This also allows the team to coordinate regional response and support requirements with the 254 counties and 1,200 local jurisdictions in Texas.



Participants staff the Unified Area Command vehicle during a nuclear exercise in Illinois.



Grand opening of the Emergency Management Training Center (EMTC) at Camp Ripley, MN



Florida hosts their annual Hurricane Exercise by simulating response to Gispert.

Public Preparedness

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.



EMPG continues to support efforts to bring about an increase in public preparedness. In fiscal year 2012, EMPG significantly contributed to public awareness and outreach campaign efforts. Local, tribal, and state emergency management officials conducted 13,690 local and tribal and 3,931 statewide citizen and community preparedness outreach campaigns. According to state responses, these outreach programs benefited 170,457,998 residents while locally-specific programs impacted another 37,005,218.

Lending a Helping Hand

Support from EMPG is critical to maintain mutual aid efforts across the various levels of government. In fiscal year 2012, EMPG supported 9,186 local and tribal and 1,745 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.

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. An example is the North Alabama Mutual Assistance Association.

The *North Alabama Mutual Assistance Association* was created in 1971 and includes 16 counties. The personnel and agencies involved in supporting the association include local emergency managers, and the extended community of response and public safety organizations such as the Alabama Department of Environmental Resources, various County Departments of Public Health, the National Weather Service, and local, state, and congressional elected officials' members of staff. Coordination and response from county-to-county has become almost automatic and is encouraged by the state. The majority of emergency incidents are managed locally without help from the state or federal agencies. It is the practice of this association that local resources should be used first during an emergency or disaster. This coordination is possible through strong local emergency management programs which are supported and sustained by EMPG.



Oklahoma is currently utilizing EMGP for a second version of the “Shelter in a Box” program; also known as Shelter in a Box II. The planning is being conducted with the State of Louisiana and Bosier City/ Shreveport Louisiana. The purpose is to bring a logistics, planning, and management team from Oklahoma to assist local communities with sheltering survivors within their home state. Version II will shelter survivors at community centers, schools, and churches by empowering them to manage day-to-day sleeping and feeding operations. Oklahoma will provide regional management teams to lend assistance to the locals during pre-disaster planning by identifying shelter sites and shelter management training and during the actual event by providing logistical support with commodities and/or equipment.

Conclusion

The federal investment in EMPG for fiscal year 2012 was \$350 million – a little over \$1 per citizen. Unlike other preparedness grants, EMPG requires a 50 – 50 match from the state grantees and local and tribal sub-grantees. Those receiving EMPG funding usually exceed the match requirements, effectively more than doubling the federal investment. All levels of government are committed to a shared investment in EMPG and building the preparedness capacity and capability the program allows.

Even beyond providing for planning, training, exercises, communications systems, and building a robust response system, EMPG funding also partially supports full- and part-time members of a professional emergency management cadre who coordinate preparedness, response, mitigation, and recovery efforts within their jurisdictions. 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.

Fiscal year 2012 certainly proved to be an active one in terms of responding to a broad range of disasters and events:

- 47 disasters required a presidential declaration and direct federal assistance.
- Beyond that, 22,998 events required state assets, but did not reach the level of a gubernatorial declaration, and;
- 18,118 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, the response 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 above, local, tribal, and state governments managed 41,116 events without federal assistance in FY 2012. 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. This 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.



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
PO Box 11910
Lexington, KY 40578
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 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.

Headquarters Office

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

www.nemaweb.org

www.iaem.com