



# Emergency Management Performance Grants

*Providing Returns on a Nation's Investment*

March 5, 2012

*Report Presented by the National Emergency Management Association*



March 2, 2012

For the second year in a row, NEMA is proud to offer report detailing the return on investment of the Emergency Management Performance Grant (EMPG). 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.

The State emergency management directors of NEMA remain dedicated to illustrating the full impact of EMPG in its entirety and demonstrating to the nation the true return on this investment. We are also thankful for the commitment within Congress and the Administration to maintain this worthwhile program and will continue to do all we can as an association to reflect back on the entire \$340 million commitment and provide transparency in how these funds are invested.

Sincerely,

A handwritten signature in blue ink that reads "Jim Mullen". The signature is written in a cursive style.

Jim Mullen  
President, National Emergency Management Association  
Director, Washington Emergency Management Division

**T**he Emergency Management Performance Grant (EMPG) remains the primary support mechanism for emergency management at the State and local level. EMPG stands as the only source of federal funding directed to State, local, and tribal governments for planning, training, exercises, and key professional expertise for all-hazards preparedness. This program supports a robust response capability, communications systems, emergency operations centers (EOC), mutual aid agreements, public outreach campaigns and countless other efforts to protect people and property.

One aspect of EMPG which has always been embraced by the emergency management community is the required 50 percent non-federal match on all funds. Even during these times of constrained fiscal resources, many State and local governments continue to demonstrate their commitment to building capacity by contributing far in excess of the required 50 percent contribution.

This document is the next iteration of a similar report submitted last year dated March 23, 2011, both of which are intended to reflect the value of the entire federal investment into EMPG. The data represents the results of a survey conducted by the National Emergency Management Association requesting information from EMPG recipients for federal fiscal year 2011. In total, 48 states responded as well as the District of Columbia, Guam, and the U.S. Virgin Islands.

## Planning & Response

The aspect of EMPG which impacts the public most significantly is how the grant supports a robust response capability. Direct support includes activation of emergency operations centers, deployment of field personnel, and the mobilization of State and local resources.

Take for example the disaster figures from fiscal year 2011:

- 98 disasters required a presidential declaration and direct federal assistance.
- At the State level, 250 gubernatorial emergencies were declared under State authority.
- Beyond that, 13,041 events required State assets, but did not reach the level of a gubernatorial declaration, and;
- 44,428 local and tribal events were supported using EMPG funded staff or assets.

Without a strong and robust emergency management system at the State and local level, the response to many disasters would falter or require federal support. Solid capabilities at the State and local levels afforded through EMPG allow events to be managed without additional federal expenditures. Perhaps the most valuable return on the EMPG investment is the ability for State and local governments to manage 57,469 events before they can escalate and possibly require federal assistance.

A strong response mechanism is only as strong as the planning utilized to support the effort. In total, 2,118 State and 9,796 local plans were developed, maintained, or updated using EMPG funds in fiscal year 2011. These plans included emergency operations plans, continuity of government or operations, evacuation plans, special needs planning, or supporting annexes and appendices to existing plans.

Right: In April 2011, a deadly string of tornados struck the South. Destruction seen in the photo was unfortunately common and provided a challenge to responders. (Photo courtesy of Alabama Emergency Management Agency)



Left: USAR Teams plan and exercise in **Alabama**. The capabilities exercised before a disaster can be the difference during a critical response mission. (Photo courtesy of Alabama Emergency Management Agency)



A State employee tests new Broadband Global Access Network portable backpacks that provide satellite phone and web access anywhere in *Alaska*. The entire system gets power from a portable battery that can be recharged using conventional AC power or solar energy. Backpacks support DHS&EM emergency response activities and Alaska State Trooper operations. (Photo courtesy of Alaska Division of Homeland Security and Emergency Management)

## Communication & Warning Systems

Communication networks, warning systems, and emergency operations centers remain an eligible expense under EMPG because these critical systems are what actively support planning and response efforts. In fiscal year 2011, EMPG supported 78 State and 2,866 local emergency operations centers.

Grantees and sub-grantees also purchased or maintained 336 State and 856 local emergency response systems or services. Emergency response systems include those assets which support emergency response operations. Some examples include WebEOC software, shelter management software, or voluntary and donation management services. In addition to response systems or services, 680 community warning systems and 934 redundant communications systems were purchased, maintained, or upgraded nationwide. These systems provide the ability to alert and warn response organizations or the general public of pending and spontaneous disaster events.

One example of EMPG funds being used to supplement State investment in communications is in the *State of Connecticut*. Since 2005, high-band radio performance increased from 24 to 95 percent. In addition, participation in EMPG at the municipal level jumped from 51 to 86 percent; and, funding of municipal emergency management programs increased by 50 percent. Other successes include the WebEOC testing at a level of 66 percent in 2011; all local Emergency Operations Plans are updated annually; and, the Equipment, Training, and Exercise Program to enhance municipal readiness continues to be implemented.

### A Robust Cadre

Systems and plans are supported and implemented 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 2011, by allowing 3,675 State and 2,481 local 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, 135,534 personnel were trained using EMPG funds.

Training is highly effective in continuing the expertise of a skilled cadre, but without a comprehensive exercise program to compliment the training efforts, the preparedness cycle is compromised. In fiscal year 2011, EMPG supported 3,890 State and local workshops, drills, and functional full-scale exercises which benefited 986,773 participants.



With the help of EMPG funding, The *State of Kentucky* participated in the National Level Exercise (NLE) last May. The design process required detailed planning and was structured to establish a learning environment for players to exercise emergency response plans, policies, and procedures in response to a catastrophic earthquake along the New Madrid Seismic Zone. Exercise participation was multi-jurisdictional and multi-agency, including local, regional, State, federal, and private sector participants. In order to build an effective exercise, subject matter experts and local representatives from numerous agencies took part in the planning process, exercise execution and evaluation.

(Left: Photo inside NLE Command Center)

## Lending a Helping Hand

In fiscal year 2011, EMPG supported 998 State and 3,266 local 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. These agreements between States and local jurisdictions remain critical to mounting an effective response in the wake of a disaster.

Mutual aid is critical to effective emergency management and has grown exponentially over the past decade. For example, 26 emergency management personnel responded to the September 11, 2001, terrorist attacks. Conversely, over 66,000 personnel from a variety of disciplines deployed through the Emergency Management Assistance Compact (EMAC) to the Gulf Coast in response to Hurricanes Katrina and Rita and 12,279 personnel to Texas and Louisiana during Hurricanes Gustav and Ike. The 2009 Spring Flooding in North Dakota and Minnesota resulted in States deploying equipment, sandbags, and 1,029 personnel to North Dakota. In all, 727 National Guard personnel and 302 civilians were sent to assist. Last year, over 600 personnel were deployed in response to the floods and tornados in Missouri, North Dakota, Nebraska, South Dakota, Mississippi, Alabama, and Tennessee.



Volunteers from **Oklahoma** travel to **Louisiana** to help exercise shelter plans  
*(Photo courtesy of EMAC)*



Disaster Assistance Strike Team Vehicle in **Iowa** helps clear debris  
*(Photo courtesy of Iowa HSEMD)*



**Georgia** Search and Rescue teams exercise complicated rescue scenarios.  
*(Photo courtesy of GEMA)*

## Public Preparedness

FEMA Administrator Fugate, DHS Secretary Napolitano, and even the President of the United States continue to espouse the virtues of personal preparedness. They emphasize it because they realize the preparedness of the nationwide emergency management system is only as strong as the preparedness of individuals and households. In a Presidential Proclamation in May 2011, President Obama stated “we emphasize the need for individuals, businesses, nonprofits, and families to prepare emergency plans, create emergency supply kits, and learn evacuation routes.”

In fiscal year 2011, EMPG significantly contributed to public awareness and outreach campaign efforts. State and local emergency management officials conducted 3,089 citizen and community preparedness outreach campaigns. These outreach programs benefited 133,255,522 citizens.

*“Having a disaster plan, keeping supplies for basic survival needs, and staying informed are the responsibility of every American.”*

*-Craig Fugate, August 2011*



Family disaster kit on display at a **Minnesota** preparedness fair.  
*(Photo courtesy of Minnesota HSEM)*



Students in *Alabama* participate in Great Shake Out 2012 events to prepare for an earthquake. (Photo courtesy of Alabama Emergency Management Agency)

The *State of Washington* utilized EMPG funds to assist schools across the state in the development of earthquake procedures. This ongoing instruction will continue and ultimately result in every school in Washington acting in a consistent manner when a seismic event occurs in the state. Members of the Washington Seismic Safety Committee worked closely with both school district representatives ensuring their cooperation. Through this program, more than 463,000 pieces of seismic related literature were distributed to schools across the state. This literature not only educated the students and staff but also provided outreach to parents. The State also assisted schools in advance of National Preparedness Day to coordinate the State “Back to School” Earthquake Drill and helped them develop earthquake plan and drill procedures. In total, more than 450 administrators and teachers in the state were trained in effective earthquake procedures.

## Conclusion

The federal investment into EMPG for fiscal year 2011 was \$340 million – a little over \$1 per citizen. The State and local investment into the program was at least another \$340 million for a total investment into our emergency management system in excess of \$680 million.

Perhaps the most valuable return on the EMPG investment is the ability for State and local governments to manage nearly 57,469 events before they can escalate and possibly require federal assistance. Disasters remain unpredictable, and no investment can completely eliminate the risks; but supporting the professional coordination and capabilities enhanced with EMPG certainly minimize the effects.

Even beyond providing for planning, training, exercises, communications systems, and building a robust response system, EMPG also partially supports 6,416 full- and part-time members of a skilled cadre in addition to 1,993 volunteers who give their time as emergency management staff. These professionals and volunteers dedicate themselves to the safety and security of millions of Americans before, during, and after a broad range of hazards strike.

This program remains a critical aspect of State and local disaster response and demonstrates a significant return on the federal investment. By examining the comprehensive nationwide picture of how EMPG impacts the disaster response landscape at all levels of government, an image of responsibility, dedication, and value is clearly seen.

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



A destructive tornado rips through farmland in North Dakota  
*(Photo courtesy of NDEES)*

#### 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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