

EMERGENCY MANAGEMENT PERFORMANCE GRANTS

Providing Returns on a Nation's Investment

A Report Offered by the:
International Association of
Emergency Managers
and
National Emergency
Management Association



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Overview:

Often referred to as the “backbone of the nation’s emergency management system,” the Emergency Management Performance Grant (EMPG) allows state, tribal, and local governments to make key investments in building capacity and enhancing the capability of states and localities to respond to disasters.



EMPG is the **only** source of federal funding directed to state, local, and tribal governments for planning, training, exercises, and key professional expertise for all-hazards emergency preparedness. In addition, EMPG supports emergency operations centers, which are the coordination hubs for all disaster response and to conduct risk and hazard assessments. The program also provides public education and outreach, enhanced interoperable communications capabilities, and the ability to manage statewide alerts and warnings.

Since inception, EMPG has required at least 50 percent non-federal match. This partnership recognizes every level of government as having an interest in building emergency management capacity nationwide. Even during these tough economic times, state and local governments continue to demonstrate a commitment to building capacity by contributing far in excess of the required 50 percent contribution. Unfortunately, the federal appropriation has not kept pace with the state and local commitment.

This report reflects the results of a survey conducted by the National Emergency Management Association and International Association of Emergency Managers requesting information from EMPG recipients for federal fiscal year 2010. In total, 1,551 local emergency managers, 48 states, the District of Columbia, Guam, and American Samoa Responded, representing 4,668 state and local government emergency management offices.

These survey results clearly show that EMPG funds are providing a significant return on our nation’s investment.

Response:

EMPG allows states and local jurisdictions to respond to or support emergency incidents involving threats to life or property. Direct support includes activation of emergency operations centers, deployment of personnel, and the mobilization of resources. In order to illustrate the impact of EMPG throughout the emergency management community, it is significant to call attention to the many disasters occurring each year **not** requiring a presidential disaster declaration.

For example, in 2009, 59 disasters occurred requiring a presidential declaration and federal assistance. At the state level, however, 180 disasters required a gubernatorial declaration but no federal assistance, and another 122 events required state resources but no declaration. In total, 44,637 actual local and tribal emergency response incidents, including 19,571 state response incidents, were supported utilizing EMPG funds. Without solid capabilities at the state and local level afforded through EMPG, events normally not requiring federal action could realize significant federal expenditures.

Key Facts:

- EMPG is the only source of federal funding directed to state and local governments for planning, training, exercises and key professional expertise for all-hazards emergency preparedness.
- In 2009, states managed 180 disasters that never rose to the level of a presidential disaster declaration. An additional 122 events required deployment of resources but no declaration.
- Local and tribal governments supported 44,637 responses, while States supported 19,571 responses.

The National Weather Service Storm Prediction Center records indicate that between 1980 and 2009 Alabama experienced 38 killer tornadoes resulting in 165 fatalities. Morgan County Emergency Management utilized EMPG funding to support a severe weather exercise with fatalities beginning at 3:00 a.m. By 8:00 a.m. the exercise transitioned to dealing with the coordination issues of identification, recovery, and final disposition of fatalities. This exercise provided valuable coordination experience between the State Disaster Mortuary Operations Team and local responders.



Emergency Planning:

Emergency planning is one of the foundational blocks of an emergency management system. These activities include developing emergency operations plans, identifying hazards, and conducting risk assessments of the identified hazards within the jurisdiction. In fiscal year 2010, EMPG funds developed, maintained, or updated 22,348 emergency response plans, which include emergency operations plans, continuity of government/operations plans, and evacuation and special needs plans.

Mitigation:

When governments at all levels invest in mitigation, investments in response and recovery can be significantly reduced or avoided entirely. In 2005, a congressionally mandated study by the Multi-Hazard Mitigation Council of the National Institute of Building Sciences found an investment of \$1.00 in mitigation results in a savings of \$4.00 to society.

In fiscal year 2010, EMPG funds supported 10,437 hazard mitigation activities, which are intended to help jurisdictions mitigate or reduce risks. These efforts also save millions during response and recovery efforts.

Training & Exercises:

A strong training and exercise program remains one of the most effective ways to test emergency planning, prepare responders, and, at times, engage the public in preparedness efforts. EMPG funds provided in fiscal year 2010 saw impressive results in state and local training and exercise programs.

- 14,421 training classes were provided to first responders, public officials, and citizens to increase community preparedness capability. Local emergency management offices alone conducted more than 10,000 classes.
- These classes provided training to 365,224 emergency management and responder personnel.
- 6,938 exercises were conducted to validate local emergency response plans and assess local response capability. While states conducted 2,199 of these exercises, local officials performed more than twice that many.
- Overall, more than 6,282,107 state and local personnel benefited from these exercises.



The Indiana Department of Homeland Security conducts an annual statewide emergency management assessment for each county, using five areas of focus. Categories include professional contribution, planning, regional collaboration, emergency operations center and communications, and continuous activities or programs.

The assessment recognizes unique local efforts identified as priorities by the local emergency management agency. Exceptional programs can earn additional EMPG funding to support their local programs based upon the metrics of the assessment program.

The goal of the assessment is to align federal, state, and local priorities and initiatives to solve problems existing in emergency management and expand local preparedness programs. The assessment also promotes accountability for federal funding of disaster preparedness.

The Alabama Emergency Management Agency used a portion of its EMPG money for the production of the Alabama Emergency Management Director's Guidebook. In late 2009 it became apparent that there was a need to provide local emergency managers with a guidebook to orient them to the profession. The book is designed to help new directors — especially those without an emergency management background — to get an overview of their jobs and the support available to them from Alabama EMA. This effort also demonstrated coordination and input from local emergency management directors.

This new document is similar to a reference guide: it addresses basic issues, practices and procedures, requirements, legal authorities, relationships, and definitions. The guide is considered a living document; thus, it was printed and placed in a format allowing for easy updating as the profession changes. Copies of the guide were printed and distributed to all 67 Alabama counties and the Poarch Creek Tribe.

Communications, Warning Systems, and Emergency Operations Centers:

What good are the best systems if the strategies and tools utilized to activate them cannot be implemented? This is why critical systems, including emergency operations centers (EOC), community warning systems, redundant communications networks, and emergency response systems and services, remain an allowable expense through EMPG. In fiscal year 2010, EMPG:



- Allowed local emergency managers to purchase or maintain 2,464 emergency response systems or services while the states funded an additional 432 systems used to support emergency response operations.
- Enhanced the ability of emergency response agencies to communicate in an emergency by purchasing 4,242 redundant communications systems. More than half of these systems are maintained at the local level.
- Provided for the increased protection of citizens by purchasing or maintaining 1,437 community warning systems that can alert the public of pending or spontaneous emergencies or disasters. More than 75 percent of these systems are maintained by local emergency managers.
- Established or maintained 3,039 EOCs at the state and local levels which provide critical capability to support and coordinate response and recovery operations.

The State of North Carolina has invested EMPG dollars into the development of a comprehensive *Coastal Region Evacuation and Shelter – Standard Operations Guide* (CRES-SOG). This effort was a partnership with North Carolina's 20 hurricane storm surge risk counties, and those counties expected to host evacuees from those subject to storm surge flooding. This document addresses the areas and populations at risk to storm surge flooding and provides clear guidance for evacuation decision making. It also identifies evacuation routes, evacuation clearance times, and host shelter destinations.

The CRES-SOG was recognized at the 2010 National Hurricane Conference in Orlando, Florida, with an "Outstanding Achievement Award."



Agreements and Cooperative Agreements:

In the wake of a disaster, agreements between states and local jurisdictions remain critical to mounting an effective response. EMPG supports 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.

In fiscal year 2010, EMPG allowed 13,601 of these agreements to be established or updated, which provide emergency assistance in the event of a disaster or emergency. Nearly 11,000 alone were performed at the local level.



In cooperation with the East Baton Rouge Parish administration's priorities of public safety and promoting personal preparedness, the Mayor's Office of Homeland Security and Emergency Preparedness has created the Red Stick Ready Public Awareness Campaign using EMPG funds.

Red Stick Ready is improving the preparedness of East Baton Rouge Parish by using the lessons learned and best practices of our community to develop a comprehensive awareness campaign aimed at providing the most accurate and timely information to the citizenry.



The Red Stick Ready Information Network is a collection of monitors in city-parish office buildings that are able to broadcast pertinent information to a large gathering of people or a specific target audience, such as an individual floor. A main feature, the flash override, allows them to send warnings, alerts, and protective actions immediately to the area requiring attention. Future plans include expanding the network to all local hospitals and a large arena.

Public Awareness & Outreach:

The preparedness of the nationwide emergency management system is only as strong as the preparedness of the individuals and households through the United States. EMPG significantly contributed to public awareness and outreach campaigns.

State officials conducted 888 citizen and community preparedness outreach campaigns while locals facilitated an additional 6,405, and an astonishing 200,129,400 citizens benefited from these outreach activities.

Conclusion:

For a small federal investment, EMPG provides high dividends. EMPG has always required at least 50 percent non-federal match, which recognizes governments at every level as having an interest in building emergency management capacity nationwide.

EMPG does far more than provide funds for planning, training, exercises, and communications. The program also partially supports 5,940 full- and part-time professionals working tirelessly to save the nation precious expenditures in disaster costs and provide a true return on investment through enhancing a robust national emergency management system.

As demonstrated, EMPG allows nearly 45,000 disasters to be handled at the state, local, and tribal levels. EMPG was funded at \$340 million in FY2010 — a small price to pay when considering the financial alternatives. Disasters remain unpredictable, and no amount of investment can completely eliminate the risks posed by disasters. But supporting professional coordination and capacity building within the emergency management profession can minimize the effect a disaster has on communities across the nation. EMPG is authorized at \$950 million for fiscal year 2012.

Even during these tough economic times, state and local governments continue to over-match the federal government's investment in EMPG. This demonstrates the commitment from both levels to meeting the responsibilities of emergency management in protecting lives and property.

The data for this publication was gathered by a joint survey conducted by NEMA and IAEM-USA. It includes responses from a total of 1,551 local emergency managers, 48 state emergency management departments, the District of Columbia, Guam, and American Samoa.

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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