

EMAP Assessment Analysis Report 2019

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EXECUTIVE SUMMARY

The Emergency Management Accreditation Program (EMAP) is a standard-based voluntary assessment and accreditation process for Federal, State, Territorial, Regional, Tribal, Local, Institutions of Higher Education and Private Sector emergency management programs. Programs are assessed on their prevention, mitigation, preparedness, and response and recovery activities for both natural and human-caused disasters. This report provides an analysis of findings from those programs that were assessed between January 2019 and December 2019.

In 1997, EMAP began work under a charter by the National Emergency Management Association (NEMA) to develop an emergency management standard. EMAP was designed to serve as a mechanism to evaluate and improve emergency management capabilities. Organizations representing a diverse range of government officials and emergency managers have supported EMAP, including the International Association of Emergency Managers (IAEM), National Association of Counties (NACo), National Governors Association (NGA), The Council of State Governments (CSG), International City/County Management Association (ICMA), and others. The EMAP Commission and its Committees consist of partners representing these agencies.

In 2003, EMAP began a successful effort on behalf of FEMA to assess state and territorial programs against a comprehensive, collaboratively developed standard. The resulting *Emergency Management Standard* was not easy to achieve, but received tremendous support from as the standards represented program goals that stakeholders agreed to aspire to achieve. The subsequent EMAP baseline assessments of states and territories provided programs with a snapshot of their preparedness capabilities against the standards.

Based on years of assessments and the learned benefits, EMAP leadership contends that all programs should maintain a regular assessment where consecutive accreditation is achieved every 5 years. This regular cycle includes a self-assessment which is conducted annually and a verified peer-review to measure the program against nationally accepted standards.

Emergency management programs at the state, federal, international, territorial, tribal, regional, and local levels of government now utilize the EMAP Standard. Institutions of Higher

Education and Private Sector organizations are also now using the EMAP Standard to assess their emergency management plans, policies and procedures. The Standard is flexible in design so that programs of differing sizes, populations, risks and resources can use it as a blueprint for improvement and can attain compliance with the Standard. EMAP looks at the whole community as the standards are reviewed and applied for accreditation. The *2016 Emergency Management Standard* developed by EMAP consists of 64 standards, which are organized around 16 functional areas:

Program Administration and Evaluation	3.1	1 Standard
Coordination	3.2	2 Standards
Advisory Committee	3.3	2 Standards
Administration and Finance	3.4	3 Standards
Laws and Authorities	3.5	2 Standards
Hazard Identification, Risk Assessment and Consequence Analysis	4.1	3 Standards
Hazard Mitigation	4.2	5 Standards
Prevention	4.3	3 Standards
Operational Planning and Procedures	4.4	9 Standards
Incident Management	4.5	7 Standards
Resource Management, Mutual Aid and Logistics	4.6	6 Standards
Communications and Warning	4.7	6 Standards
Facilities	4.8	3 Standards
Training	4.9	4 Standards
Exercises, Evaluations and Corrective Actions	4.10	3 Standards
Emergency Public Information and Education	4.11	5 Standards

BENEFITS/IMPROVEMENTS

Programs which worked through the accreditation process in 2019 listed numerous associated benefits, which EMAP captured through the annual survey and bi-annual EMAP Program Review Committee meetings. Many Directors have noted that programs become more comprehensive, in that EMAP provides an objective review which may reveal programmatic and procedural shortcomings, as well as model practices. Program Directors maintain that the opportunity to assess their program against established national standards provides a benefit to them by holding them accountable for regular reviews; forces them to maintain and document compliance; and, helps to improve communication, and coordination between all departments and stakeholders.

Accredited programs consistently note that while there are many benefits to completing the self-assessment and on-site assessment process, the key benefits are seen further down the road. The improvement of program processes and documentation specifically assist programs when they face turnover and changes in leadership. In addition, the improved relationships developed with stakeholder's work to foster holistic Programs; lead to greater chance of shorter recovery time after a disaster; and, provide long-term resilience for states and communities.

Of those surveyed, the leading noticeable program improvement by 72% of the Programs, provided that overall awareness and knowledge of Program personnel to all aspects of the "Program" increased considerably through the EMAP process. In addition, 48% of the Programs provided that the foremost improvement was examining the Hazard Identification and Risk Assessment (HIRA) and its linkages to the entire "Program"; and how that led to the overall enhancement of the Program, making them more capable to adequately prepare, respond and recover. Another 38% of the Programs shared that the secondary improvement was in the development and "standardization" of the continuity of operations plans.

"The leading noticeable program improvement by 72% of the Programs, provided that overall awareness and knowledge of Program personnel to all aspects of the "Program" increased considerably through the EMAP process."

In a time of budget concerns, the EMAP Accreditation process assists in identifying and justifying need-based positions as well as heightened succession-planning efforts. Programs incorporate the *Emergency Management Standard* into their day to day activities, and find that the standards have the most impact through the act of a cohesive planning process, which includes all stakeholders with free-flowing communication. This is also incorporated in the maintenance process of documents, as they are periodically reviewed to ensure they meet the requirements of the standards. Specifically keeping procedures and organizational charts updated; completing and regularly documenting exercises and after-action meetings and/or improvement plan surveys; developing/updating strategic plans; standard operating procedures; charts and checklists; recording meeting minutes; testing of equipment; and, basic protocols for administration upkeep.

Many states now include EMAP functions in job descriptions, and have taken the opportunity to develop an EMAP policy to further the efforts of standardizing day-to-day operations. An additional benefit noted has been the value of the program-wide gap analysis and team building which has resulted from working through the EMAP process.

EMAP captures the “return on investment” of the assessment and accreditation process from Programs by their participation and comments shared with the EMAP Program Review Committee and EMAP Commission. During meetings held in December 2019, state Programs recognized that as a result of Accreditation, credibility has been gained with executive administrations which assist in the promotion of the agency and the state's Emergency Management Program. In addition, the assessment and accreditation process validated the essential role that the agency's partners play in the success of the state's Emergency Management Program. Further, it was noted that the self-assessment process exposes capabilities and strengths, and more importantly, deficiencies that can be improved during blue sky days. Moreover, going through the assessment and accreditation process has the benefit of exposing agency staff and partners to all of the key plans, procedures, etc. within the Program that they may not have been aware of in their specific area of work.

States also recognized the cultural changes that came about during their assessment and accreditation process. Capabilities were increased in a time of few disasters as the assessment and accreditation process was embraced throughout Programs and by key stakeholders. In addition, several Programs provided that the EMAP components would be integrated as part of their quarterly training moving forward.

It was also stated by multiple Programs that they had experienced smooth response and recovery processes from recent disasters as a result of having recently gone through the assessment and accreditation process. Their capabilities and procedures had been tested and placed against the national standards and improvements made prior to disasters occurring.

Accredited Programs state that the EMAP process elevates emergency management proficiency (86%) by how the process provides the means of standardization across the entire Program, with the caveat that if the process is part of ensuring the overall health and performance of the organization and not a simple check-in-the-box or seen as a means to an end; only then will EMAP continue to contribute in that capacity to professionalize emergency management. Specifically, what sets an EMAP accredited Program apart from others is the pride of the organization and the recognition of achievement. Those that answered no (13%) stated that the EMAP Accreditation formalizes their operations, procedures, and response.

When asked if the respondents see the value in EMAP developing an operational standard that can accurately measure a Program's operational readiness, 82% stated yes. The level of evaluation on a Program is invaluable and forces the teams representing each Program to think differently. The knowledge and utilization of the assessors from other Programs further enhances the strength of the assessment as well as the networking capabilities of EMAP and in most of the comments provided, the feedback gained from the assessment is the "best" part of the process.

Respondents that have achieved accreditation from EMAP see positive impacts that stem further than the assessment and improvement of their own Programs; to including the benefit of their employees bringing back best practices through their involvement as EMAP assessors. The accreditation process is a powerful tool to ensure that emergency management Programs continue to evolve, grow and improve, as it provides a method to ensure the maintenance of plans and procedures and administrative support. The continued Program evaluation provides the flexibility in seeing the big picture for strategic development and details specific outcomes, such as enhancing the tracking of training capabilities. The standardized process assists in identifying gaps and performance measures in a more formalized way; creating an all-encompassing approach to the improvement of Programs and their personnel and stakeholders.

Specifically, accredited Programs have seen the following improvements:

- Corrective actions process and documentation.
- Provides a means for building, maintaining, and increasing intergovernmental relations and communications that provide direct benefits to response and recovery operations
- Annual reviews keep documents current.
- Standardization across agency Programs of recorders, policies, procedures, decision-making, and stakeholder inclusion.
- Continuity of Operations/Continuity of Government plans and the planning process for improving on the development of those plans and processes.
- Processes and documentation for communications testing is now more detailed.
- Connects strategy to align agency goals to employee priorities and work plans.
- More organization of documentation and file storage.

ANALYSIS OF FINDINGS

Prior to looking at the areas of compliance or non-compliance and looking at the trends, or drawing any conclusions, it is important to examine the sample size and how this compares to past years. EMAP conducted twenty-seven (27) on-site assessments in 2019, which is a large increase from the seventeen (17) on-site assessments held in 2018. Like 2018, this past year saw all Programs assessed under the *2016 Emergency Management Standard*.

Throughout the last year, EMAP assessed states, municipalities (cities and counties), federal programs, an institution of higher education, private sector program and one (1) international program. The breakdown of programs assessed over the last four years can be seen below.

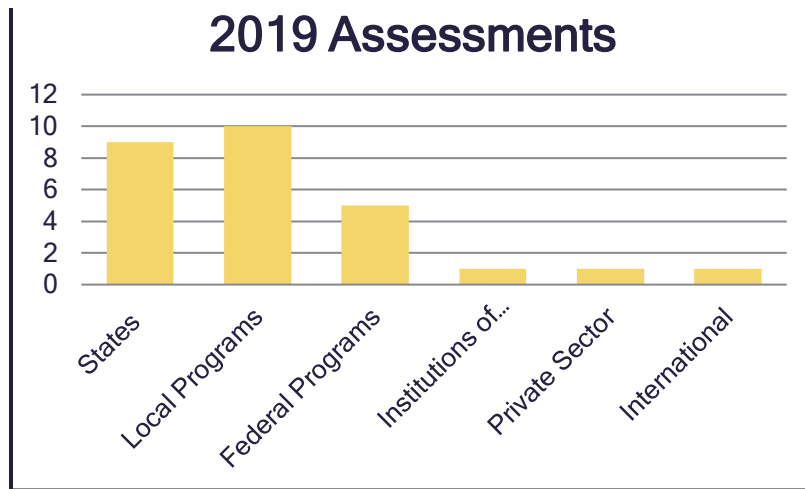


Figure 1

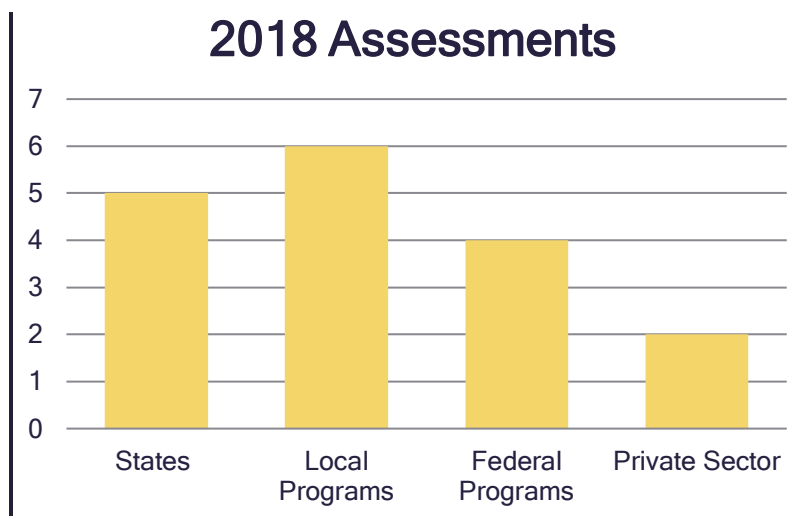


Figure 2

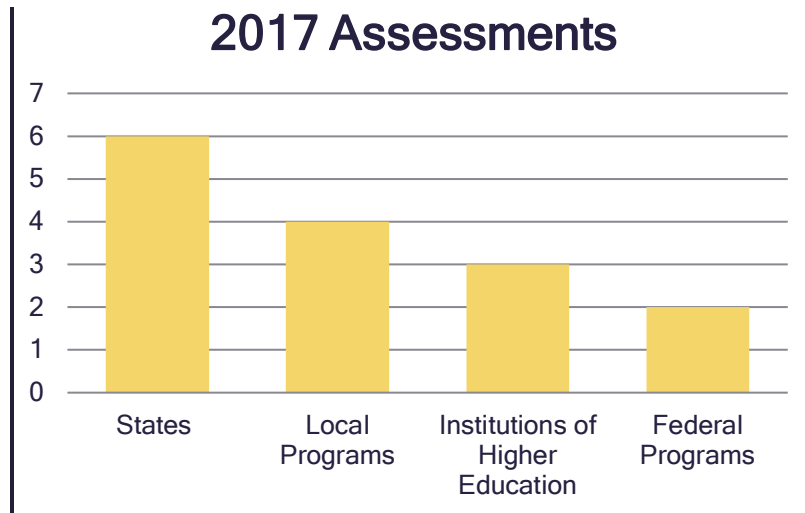


Figure 3

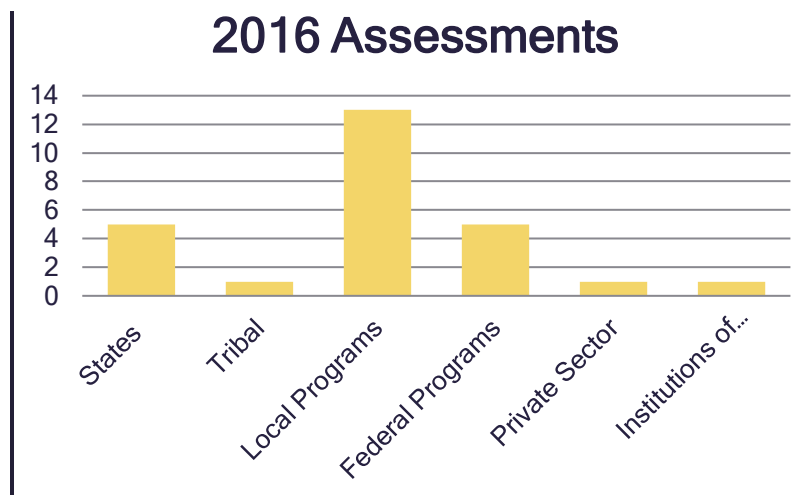


Figure 4

As can be seen in the charts above, the number of Programs assessed in 2019 was the highest in the last four years. The 27 Programs which completed on-site assessments was ten (10) greater than the number in 2018 and twelve (12) above 2017. The total sample size can most reasonably be compared to calendar year 2016, which saw twenty-six (26) assessments. It was noted in the *2018 Assessment Analysis Report* that the numbers were likely to rise in 2018 due to the number of Programs up for consecutive accreditation, and this should continue moving forward.

The number of local Programs assessed held the majority for the third time in four years, and accounted for 37% of the total Programs in 2019. This number was well higher than the number of local jurisdictions in each of the past two years, coming close the mark set in 2016 with thirteen (13); which that year accounted for 50% of the total. There was also a large

increase in the number of state Programs which went through the process in the last calendar year. The nine (9) states which held on-site assessments were up from five (5) in 2018; six (6) in 2017; and, 5 in 2016. The *2018 Assessment Analysis Report* stated that the number of states was set to rise, in large part due to the timing of consecutive accreditation efforts; and this accounted for 33% of the total Programs, up slightly from 29% in 2018. EMAP also assessed 5 Federal Programs in 2019, which matched 2016 for the highest number in a given year. This included four (4) U.S. Army Corps of Engineers Districts and one Division. The remaining three (3) Programs included an institution of higher education, a private sector entity, and one international jurisdiction.

Of the 27 assessments held within the last year, nine (9) were for Programs seeking accreditation for the first time, which was only one shy of the number of new Programs assessed in 2018. This included 3 local Programs; 2 Federal level Programs; 2 state Programs; and, one private sector Program, which became the first airport to achieve EMAP Accreditation.

EMAP continues to use multiple avenues to target new Programs and encourage them to work through the accreditation process. While a large percentage of the Programs assessed in 2019 were those seeking consecutive accreditations, the number of new Programs hits right around the average for the last three calendar years. The Baseline Assessment Program, a cooperative agreement between EMAP and the Federal Emergency Management Agency (FEMA), accounted for four (4) new Programs, including two states and two large counties; and, the ongoing contract with the U.S. Army Corps of Engineers provided the opportunity for three additional new Programs. EMAP also continues to target the private sector, and this effort has remained successful in bringing in new Programs and showing the scalability of the *Emergency Management Standard*.

Throughout 2019, there were two Programs (7%) which came out of the on-site assessment compliant with all sixty-four standards. While this number matches that which was seen in 2018, the overall percentage is slightly lower. This included two local jurisdictions, one which was seeking consecutive accreditations, and another which was working through the process for the first time. In addition to the two Programs mentioned above, 5 others (26%) ended the on-site assessment non-compliant with 5 or fewer standard areas at the end of the assessment week. This number is down from 47% the previous year. While this is one area that EMAP would like to see improvement moving forward, it is important to dive deeper into why this may have occurred in 2019, and what is being done to correct this.

In order to draw a true picture, the numbers have been separated to show differences in the Programs seeking consecutive accreditation, and new Programs. The average number of non-compliant standards for Programs working toward a consecutive accreditation in 2019 was fourteen (14) standards. At first glance, this number seems to be relatively high. It should be noted that two of those Programs had on-site assessments scheduled while still awaiting promulgation of their Emergency Operations Plans, which resulted in cascading non-compliance. This issue alone accounted for thirteen (13) non-compliant standards for one Program, which would have otherwise been found to be compliant with all sixty-four standards; and, additionally resulted in twenty-eight (28) non-compliant standards for another Program, which would have otherwise been found to be non-compliant with only 2 standard areas. Additionally, six (6) other Programs experienced consistent issues with addressing the method and schedule for evaluation, maintenance and revision of documentation; and, one faced a cascading issue related to the hazard list in Standard 4.1.1 which in turn affected fifteen (15) standard areas.

EMAP has begun the process of implementing changes to annual reporting to combat the issues which were highlighted in 2019 and to encourage better maintenance procedures during the accreditation period. The enhancements to the annual reports was first piloted last year, and have been modified moving forward into 2020. Specific standard areas will be targeted during each year of the accreditation period, in an effort keep Programs ahead of the cascading issues and lack of continuity which has been seen in recent consecutive accreditation efforts.

The average number of non-compliant standard areas for new Programs in 2019 was nineteen (19) standard areas. This number was in large part due to two Programs assessed as part of the Baseline Assessment Program which worked through the process on condensed timelines. Each of these Programs had only one individual trained and experienced overlying and cascading issues which led to an increase in non-compliance. As was noted in the *2018 Assessment Analysis Report*, EMAP continues to work to assist new Programs in a number of ways, including those in the Baseline Assessment Program through *Emergency Management Standard* Host Training Courses; an increase in the number of Accreditation Manager's and other Program staff which are consistently serving as EMAP assessors; a greater level of technical assistance offered to Programs from the EMAP Staff Liaison throughout the process; and, the EMAP Webinar Series, which is continually accessible by subscribed Programs.

For assessments that took place in 2019, the most common areas of non-compliance were found in Prevention (4.3), Operational Planning and Procedures (4.4), Resource Management, Mutual Aid & Logistics (4.6), Communications and Warning (4.7), and Emergency Public Information and Education (4.11).

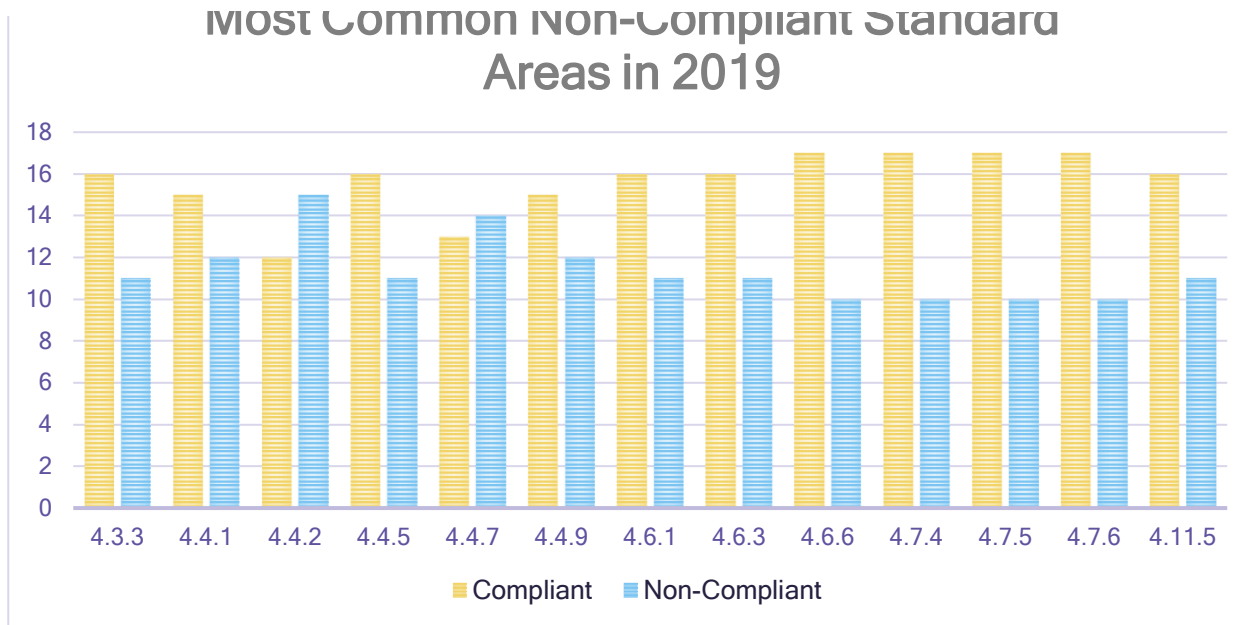


Figure 5

There are similarities which can be seen in the most common non-compliant standards in 2019, and those seen in 2018; however, also improvements which have been made in many areas. For assessments held in 2018, most problematic standards for Programs were found in Hazard Mitigation (4.2), Prevention (4.3), Operational Planning and Procedures (4.4), Communications and Warning (4.7) and Emergency Public Information and Education (4.11).

Most Common Non-Compliant Standard Areas in 2018

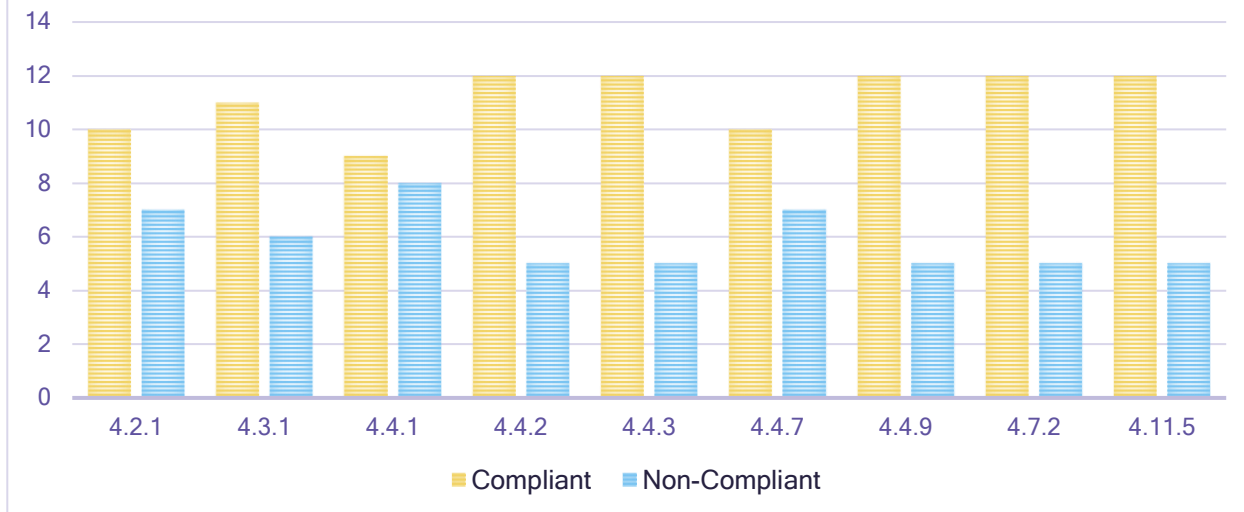


Figure 6

As Figure 5 and Figure 6 show above, certain parts of Prevention (4.3), Operational Planning and Procedures (4.4), Communications and Warning (4.7) and Emergency Public Information and Education (4.11), show up each of the last two years. Figure 5 displays those standard areas which saw at least ten (10) Programs (37%), non-compliant following the on-site assessment during 2019; and, Figure 6 outlines the standards which at least 5 Programs, or just under 30%, failed to comply with in 2018.

Five of the nine standard areas that show up on this list for 2019, fall under Operational Planning and Procedures (4.4.1, 4.4.2, 4.4.5, 4.4.7 & 4.4.9). Four of those standard areas also showed up on this list in 2018, and each of them were also found to be some of the most challenging for the Programs that were assessed in 2017. Of the Programs assessed in 2019, 20 of 27 (74%) were found to be non-compliant with multiple parts of Operational Planning and Procedures. This set of standards looks at a Programs emergency operations planning, recovery planning, continuity of operations planning for all stakeholders responsible for performing essential program functions, continuity of government planning, and procedures to implement each. The Programs found to be non-compliant with the planning and procedures standards over the last three years has included states, local jurisdictions, federal programs, institutions of higher education and private sector programs, showing that these areas tend to be the most challenging for all Programs.

The most challenging parts over the course of the last two years have been in Standard 4.4.1, 4.4.2, 4.4.7 & 4.4.9. The issues surrounding Standard 4.4.1 stem primarily from the lack of a documented formal planning process for each of the Programs key plans outlined above; and, a failure to provide documentation of stakeholder involvement. The numbers seen for this standard remained consistent, with 47% of Programs found to be non-compliant in 2018, and 44% in 2019.

Standard 4.4.2, while by a slim margin, was the most problematic standard for Programs last year and has consistently proved difficult each of the last three years. This standard area looks at the Program's Emergency Operations Plan, Recovery Plan, Continuity Plans for each agency responsible for performing essential program functions and the Continuity of Government Plan and asses them against seven elements. The non-compliance in this standard experienced the largest jump year-to-year, from 29% of Programs which failed to comply in 2018, to 56% in 2019. As was noted in the *2018 Assessment Analysis Report*, the issues which Programs experience with this particular are not always consistent across the board. These range from a lack of identified essential functions which are tied to specific agencies/departments; and, various missing elements in the aforementioned plans. The most common seems to be tied to the established method and schedule for evaluation, maintenance and revision of each document. It comes as no surprise then, that Standard 4.4.9, which requires that the Program have a method and schedule for evaluation, maintenance and revision of the implementation procedures provided for Standard 4.4.7, and also procedures which are provided for Standard 4.4.8, which involves situation analysis and damage assessment, situation reporting and incident action planning, has also proven difficult for many Programs.

One standard area which has shown up high on the list during each year using the *2016 Emergency Management Standard*, is Standard 4.4.7, which requires that Emergency Management Programs have procedures to implement the Emergency Operations Plan, Recovery Plan, Continuity of Operations Plan and Continuity of Government Plan; and those procedures reflect the operational priorities required by the standard and are applicable to the Program's identified hazards. The issues with Standard 4.4.7 ranged from a lack of implementing procedures for key plans, to missing operational priorities required by the standard and cascading issues resulting from inconsistencies in the Program's identified hazards in key documents. The numbers in Standard 4.4.7 rose from 41% in 2018, with 7 of the seventeen (17) Programs assessed having non-compliance in this area, to 52% in 2019. EMAP has implemented many measures over the course of the last few years, including increased

technical assistance provided to Programs, including all involved in the Baseline Assessment Program, from the EMAP Staff Liaison throughout the self-assessment process; continued training and webinars; and, now multiple enhancements to annual reports, in an effort to assist and better prepare Programs; and improve on the results in these challenging areas.

It was noted last year, that the largest gain was made in Standard 4.4.5, dealing with Continuity of Operations Plans for all agencies responsible for performing essential program functions, which was the most commonly found non-compliant standard in 2017. When looking at all assessments combined in 2017, 8 of fifteen (15) programs (53.3%) were found to be non-compliant based on deficiencies in their COOP programs. In 2018, only 24% of Programs were found to have issues with this standard during the on-site assessment. This number jumped back up slightly in 2019, with 40% of Programs found to be non-compliant, and is one that will continue to be monitored. Historically, continuity of operations has been one of the most difficult for Programs, as it requires identifying agencies/departments which are responsible for performing essential program functions and assisting them with developing comprehensive continuity plans that contain each of the required elements to achieve compliance. The ongoing goal for EMAP through technical assistance and training is to make this an early priority for those working through the process, as these areas involve a great deal of collaboration and stakeholder involvement.

Resource Management, Mutual Aid and Logistics (4.6), is one area which saw an increase in non-compliance across the board 2019. Throughout 2018, 6 of the 17 Programs assessed (35%), were found to be non-compliant with at least one piece of Standard 4.6. In 2019, that number rose, with nearly 67% of Programs experiencing some level of non-compliance with these elements. The most notable increases occurred with state and Federal Programs, with the most common areas being Standard 4.6.1, which looks at procedures for elements of a Programs resource management system; and, Standard 4.6.3, which assesses the resource gap analysis. In 2018, five state Programs were assessed, with one found to be non-compliant with Standard 4.6.1, and all five compliant with Standard 4.6.3. As was discussed earlier within this report, 2019 saw nine state Programs undergo on-site assessments. Of those, 6 of the 9, or nearly 67%, were found to be non-compliant with parts of Standard 4.6; with three having issues in Standard 4.6.1, and four in Standard 4.6.3. Additionally, in 2018, four Federal Programs were assessed, and all four were compliant with each part of Standard 4.6. This too increased in 2019, with 4 of the 5 Federal Programs facing issues in these standards, with the majority centered around Standard 4.6.1 and Standard 4.6.3.

It was highlighted in the 2018 Assessment Analysis Report that the area of Prevention (4.3) has proved to be problematic for Programs to some extent each of the last few years; however the specific part of the Standard which contained the greatest amount of non-compliance differed from year to year. This is a trend which continued again in 2019. Compliance with the Prevention Standards requires Programs to work with the appropriate stakeholders to pull in processes and procedures from outside of the Emergency Management Department. Many Programs have run into issues with providing documentation which details prevention processes consistent with their identified hazards. In 2018, the primary issue for Programs centered around Standard 4.3.1, dealing with prevention processes and the coordination of prevention activities. However, in 2019, the majority of Programs struggled with Standard 4.3.3, which deals with providing a method and schedule for evaluation, maintenance and revision for each of the procedures which are utilized for prevention, and requires coordination among various agencies/departments.

Of the course over the last few years, EMAP has been closely monitoring the area of Hazard Identification, Risk Assessment and Consequence Analysis (4.1). It was noted in the *2017 Assessment Analysis Report*, that there had been a consistent trend in 2015 and 2016, with more Programs complying with each part this standard, however in 2017, an uptick in Programs experienced issues in this area. The *2018 Assessment Analysis Report* noted that this area proved to be much less of an issue in 2018, with the numbers falling more in line with the years preceding 2017. Of the Programs assessed in 2018, only 4 of the 17 (24%), were found to be non-compliant with any part of Standard 4.1. This standard area remained consistent in 2019, with only 6 of 27 Programs (22%) found to be have any non-compliance in Standard 4.1. Through technical assistance and the addition of pre-assessment document reviews for these standard areas, EMAP is working to keep these numbers low. The elements of Hazard Identification, Risk Assessment and Consequence Analysis, particularly in Standard 4.1.1, are critical for Programs to comply with as this standard has a cascading effect, and has the potential to lead to non-compliance in various other standards which tie back to the hazards identified by the Program.

Another area which saw positive improvement this past year was Hazard Mitigation (4.2). The primary standard of concern last year, was Standard 4.2.1, which requires Programs to have a Mitigation Plan which is developed through a formal planning process; implements mitigation projects and sets priorities based upon loss reduction; is based on the natural and human-caused hazards identified by the Program; and, establishes interim and long-term strategies, actions, goals and objectives. After a steady decline in non-compliance each

year under the *2013 Emergency Management Standard*, non-compliance rose in each of the past two years with Programs assessed under the *2016 Emergency Management Standard*, to as high as 41% of Programs found non-compliant in 2018. This standard area saw a sharp decline to only 26% of Programs, which is fewer than the previous two years.

2016 EMERGENCY MANAGEMENT STANDARD ASSESSMENT FINDINGS

Chapter 3: Emergency Management Program

3.1: Program Administration and Evaluation

These standards require that the program be institutionalized and documented. The standard language includes a strategic plan containing the vision, mission, goals and objectives of the program including relevant policies and procedures that are pertinent to those governed by the program. This standard also requires that the program perform a comprehensive assessment of all program elements on a periodic basis.

3.1.1 - Compliance Status: 21 of 27 programs

3.2: Coordination

These standards require that a designated director of the emergency management program be empowered with the authority to execute the program on behalf of the chief executive of the jurisdiction.

3.2.1 - Compliance Status: 26 of 27 programs

3.2.2 - Compliance Status: 27 of 27 programs

3.3: Advisory Committee

These standards require that a documented, ongoing process utilizing one or more advisory committees provide coordinated input by program stakeholders in evaluation and revision of the program.

3.3.1 - Compliance Status: 27 of 27 programs

3.3.2 - Compliance Status: 23 of 27 programs

3.4: Administration and Finance

These standards require the program to have fiscal and administrative procedures in place, which support day-to-day and disaster operations.

3.4.1 - Compliance Status: 21 of 27 programs

3.4.2 - Compliance Status: 21 of 27 programs

3.4.3 - Compliance Status: 20 of 27 programs

3.5: Laws and Authorities

These standards require the program to have legal statutes and regulations establishing authority for development and maintenance of the program.

3.5.1 - Compliance Status: 26 of 27 programs

3.5.2 - Compliance Status: 26 of 27 programs

Chapter 4: Emergency Management Program Elements

4.1: Hazard Identification, Risk Assessment and Consequence Analysis

These standards require the program to have a Hazard Identification, Risk Assessment (HIRA) and Consequence Analysis. This includes responsibilities and activities associated with the identification of hazards and assessment of risks to persons, public and private property and structures.

4.1.1 - Compliance Status: 24 of 27 programs

4.1.2 - Compliance Status: 23 of 27 programs

4.1.3 - Compliance Status: 22 of 27 programs

4.2: Hazard Mitigation

These standards require the program to have a mitigation program that regularly and systematically utilizes resources to mitigate the effects of emergencies associated with the risks identified in the HIRA.

4.2.1 - Compliance Status: 20 of 27 programs

4.2.2 - Compliance Status: 26 of 27 programs

4.2.3 - Compliance Status: 24 of 27 programs

4.2.4 - Compliance Status: 27 of 27 programs

4.2.5 - Compliance Status: 22 of 27 programs

4.3: Prevention

These standards require the program to encompass prevention responsibilities, processes, policies and procedures.

4.3.1 - Compliance Status: 20 of 27 programs

4.3.2 - Compliance Status: 19 of 27 programs

4.3.3 - Compliance Status: 15 of 27 programs

4.4: Operational Planning and Procedures

These standards require the program to have plans in place that describe emergency response; continuity of operations; continuity of government; and recovery from emergencies and disasters.

4.4.1 - Compliance Status: 15 of 27 programs

4.4.2 - Compliance Status: 12 of 27 programs

4.4.3 - Compliance Status: 18 of 27 programs

4.4.4 - Compliance Status: 21 of 27 programs

4.4.5 - Compliance Status: 16 of 27 programs

4.4.6 - Compliance Status: 21 of 27 programs

4.4.7 - Compliance Status: 13 of 27 programs

4.4.8 - Compliance Status: 20 of 27 programs

4.4.9 - Compliance Status: 15 of 27 programs

4.5: Incident Management

These standards require the program to have an incident management system in place to analyze emergency situations and provide for clear and effective response and recovery.

4.5.1 - Compliance Status: 21 of 27 programs

4.5.2 - Compliance Status: 22 of 27 programs

4.5.3 - Compliance Status: 19 of 27 programs

4.5.4 - Compliance Status: 22 of 27 programs

4.5.5 - Compliance Status: 21 of 27 programs

4.5.6 - Compliance Status: 22 of 27 programs

4.5.7 - Compliance Status: 18 of 27 programs

4.6: Resource Management, Mutual Aid and Logistics

These standards require the program to encompass pre-emergency, systematic identification of resource requirements, shortfalls and inventories consistent with the HIRA.

4.6.1 - Compliance Status: 16 of 27 programs

4.6.2 - Compliance Status: 20 of 27 programs

4.6.3 - Compliance Status: 16 of 27 programs

4.6.4 - Compliance Status: 21 of 27 programs

4.6.5 - Compliance Status: 27 of 27 programs

4.6.6 - Compliance Status: 17 of 27 programs

4.7: Communications and Warning

These standards require the program to have a communications plan that provides for using, maintaining, and augmenting all of the equipment necessary for efficient preparation for, response to and recovery from emergencies.

4.7.1 - Compliance Status: 18 of 27 programs

4.7.2 - Compliance Status: 19 of 27 programs

4.7.3 - Compliance Status: 19 of 27 programs

4.7.4 - Compliance Status: 17 of 27 programs

4.7.5 - Compliance Status: 17 of 27 programs

4.7.6 - Compliance Status: 17 of 27 programs

4.8: Facilities

These standards require the program to have facilities capable of adequately supporting response and recovery activities.

4.8.1 - Compliance Status: 24 of 27 programs

4.8.2 - Compliance Status: 23 of 27 programs

4.8.3 - Compliance Status: 19 of 27 programs

4.9: Training

These standards require that the program have a training program that includes the assessment, development and implementation of appropriate training for Program officials, emergency management response personnel and the public.

4.9.1 - Compliance Status: 21 of 27 programs

4.9.2 - Compliance Status: 21 of 27 programs

4.9.3 - Compliance Status: 22 of 27 programs

4.9.4 - Compliance Status: 25 of 27 programs

4.10: Exercises, Evaluations and Corrective Actions

These standards require the program to have an exercise, evaluation and corrective action process.

4.10.1 - Compliance Status: 20 of 27 programs

4.10.2 - Compliance Status: 20 of 27 programs

4.10.3 - Compliance Status: 22 of 27 programs

4.11: Emergency Public Information and Education

These standards require the program to have a crisis communication, public information and education plan and procedures.

4.11.1 - Compliance Status: 19 of 27 programs

4.11.2 - Compliance Status: 19 of 27 programs

4.11.3 - Compliance Status: 22 of 27 programs

4.11.4 - Compliance Status: 21 of 27 programs

4.11.5 - Compliance Status: 16 of 27 programs

CONCLUSION

The goal of the annual *Assessment Analysis Report* is to identify the successes and deficiencies of programs; conduct a trend analysis to quantify and explain patterns which have been seen over the last few years; highlight the benefits of achieving EMAP Accreditation and the improvements noted by Programs which have gone through the EMAP process; and, provide model practices recognized by EMAP to assist future Emergency Management Programs.

2019 was yet another very positive year for EMAP and the growth of the program. The twenty-seven (27) assessments conducted surpassed the previous high in any given calendar year. The Programs assessed continue to come from a variety of sectors and levels, including states, cities and counties, Federal level Programs, private sector Programs, institutions of higher education and international jurisdictions. Nine Programs chose to pursue accreditation for the first time in 2019, including two state Programs, three county level Programs, three from the Federal level and one private sector organization. Four of those Programs were able to do so under the EMAP Baseline Assessment Program, which targets states and the one hundred most populous cities and counties. The private sector Program which worked through the process and was later accredited, was an aviation authority; the first of its kind to achieve EMAP accreditation. These Programs, both public and private of varying sizes and scopes, continue to show the scalability and viability of the *Emergency Management Standard*. Additionally, the eighteen (18) Programs seeking consecutive accreditation demonstrate the motivation of accredited Programs to uphold an acceptable level of performance and capability.

This report reflects strides that have been made in many challenging standard areas, by both EMAP and applicant Programs, to achieve an acceptable level of compliance. Through various proactive measures, including increased technical assistance during the self-assessment process, pre-assessment document reviews, and a more robust annual reporting process, EMAP looks to continue the trend of fewer compliant standards across the board in areas such as Hazard Identification, Risk Assessment and Consequence Analysis and Hazard Mitigation. While non-compliance was also highlighted in this report in various standard areas, including Prevention; Operational Planning and Procedures; Resource Management, Mutual Aid and Logistics; Communications and Warning; and, Emergency Public Information

and Education; the methods which are being employed, including a greater focus in training and webinars offered to subscribed Programs, should lead to long-term improvements.

With the ever-changing landscape of emergency management and the addition of new and emerging hazards and threats, the value of EMAP Accreditation and the return on investment continues to grow. This report shows that Programs of all sizes and type, including states, localities, Federal Programs, institutions of higher education, those from the private sector and international, are working hard to strengthen the core capabilities of their program and striving to become more resilient moving forward.

EMAP continues to provide an opportunity for Programs of all types to self-assess themselves against a set of established, nationally accepted standards; and to have their documentation and capabilities validated through a comprehensive peer review. This process necessitates the involvement of stakeholders and partners and comprises more than just one agency. EMAP requires the engagement of all individuals and organizations that must come together to prepare for, respond to, and recovery from natural and human caused disasters. The inclusion of all stakeholders into the process continues to be the only way to reach the goal of overall preparedness and EMAP continues make that a primary focus for Programs and be a driving force behind that.

MODEL PRACTICES



New York State Office of Emergency Management – Continuity of Operations

The New York State (NYS) Office of Emergency Management (OEM) established a Continuity Working Group (CWG) with the primary goal of establishing a Statewide program for Continuity of Operations planning. The NYS CWG consists of representatives from the Primary Mission Essential Agencies as well as the National Weather Service, the Salvation Army, the Office of Temporary and Disability Assistance, and the State University of New York. The NYS CWG held regular meetings to discuss how to better ensure delivery of agency missions in the event that disaster was to strike any or all of the Primary Mission Essential Agencies.

The NYS CWG also developed Continuity of Operations Planning courses, which consists of a full, two-day course, a four-hour workshop, and a follow-up webinar. The courses provide an overview of the NYS Continuity Guidance, which includes elements that exceed the EMAP criteria. This program is available, and has been delivered, to State agencies and partners, and the State's partners at the County and Local levels.

In addition to these three educational venues, the NYS Continuity Program employs multiple tools to assist Continuity Program Managers in the development of their plans, an intensive plan review process, and guidance documents to assist in the development of the plans. The *NYS Continuity of Operations Planning Guide and Outline* was developed to provide a basic framework for state Continuity of Operations plans. The outlines included recommendations and prompts to assist agencies/departments with the development of their plan and ensured all plans followed the same template and format.

The *NYS Continuity of Operations Plan Evaluation Checklist*, was developed to serve as a resource and to ensure that all plans meet acceptable planning standards, and to help organizations identify where they may want to focus their emergency preparedness efforts. The standards listed on the checklist include each element of Standard 4.4.2 & Standard 4.4.5 of the *2016 Emergency Management Standard*, as well as additional standards and guidance (NFPA 1600 and FEMA/HSPD-20).

The Program also developed the *NYS Continuity of Operations Planning Resource Package*, which contains fillable forms and resources to aid in the completion of a continuity plan. Included in this package are the NYS Facility Assessment Form, the NYS Mission Essential Function Form, the NYS Lines of Succession Planning Form, the NYS Business Process Analysis (BPA) Form, and the NYS Alternate Facility Evaluation Form. Each form is attached to the plan as additional documentation and can assist in the implementation of the plan.

In addition, the Program provided all stakeholders with the Identification, Safeguarding, and Priority of Restoration of Critical Applications and Vital Records Spreadsheet. This document aided partners in identifying, safeguarding, and prioritizing the restoration of Critical Applications & Vital Records. The Critical Applications & Vital Records are identified from the BPA process and are linked to the Mission Essential Functions (MEFs). The priority of restoration of the Critical Applications & Vital Records is drawn from the rankings of the MEFs, as determined through the use of the NYS Risk & Business Impact Analysis Tool.

The tools developed by the NYS CWG are provided on the NYS Planning website (<http://www.dhSES.ny.gov/planning/state/coop.cfm>).