EMERGENCY MANAGEMENT ORGANIZATIONAL STRUCTURES, STAFFING, AND CAPACITY STUDY

Findings Report

National Preparedness Analytics Center

Argonne National Laboratory

October 2026

This report presents findings from the state, local, tribal, and territorial components of the Emergency Management Organizational Structures, Staffing, and Capacity Study. This report contains additional or updated data and findings and supersedes prior versions.

Executive Summary

The Emergency Management Organizational Structures, Staffing, and Capacity Study (the EM Study) represents the most comprehensive effort to capture foundational data about public sector emergency management (EM) agencies to date. It includes quantitative and qualitative data collection and analysis examining what EM agencies look like nationwide, the challenges they face, their directors' strategic and tactical aspirations, and the relationship between agency characteristics and successful outcomes.

The EM Study identified several key findings:

- Many local EM agencies are small, with more than half having one or fewer permanent full-time employees. Agencies in rural jurisdictions, small population jurisdictions, municipalities, and/or in jurisdictions with few hazard events have the smallest staff sizes on average. Although most local EM director positions are paid, a notable percentage are volunteer. In addition to often working alone and in a part-time capacity, many local EM directors are dual-hatted or have additional professional responsibilities that limit the amount of time they can spend on EM activities. Tribal EM agencies also tend to be small, with more than half having one or fewer full-time EM staff, and many staff having additional professional responsibilities. Staff sizes vary substantially among territorial and state agencies, but on average, they are larger than local and tribal agencies.
- Structure also varies considerably from agency to agency. Most local and territorial EM agencies, as well as a notable portion of state EM agencies, are independent, whereas most tribal EM agencies are housed within other agencies. When housed within another agency or department, most EM agencies are part of a first responder entity or public safety organization. Local jurisdictions with independent/freestanding agencies are more likely to report being able to meet community needs than agencies housed under other departments.
- Study participants reported many challenges to delivering EM services effectively. In addition to funding and staffing challenges, many respondents also indicated that it is a struggle to obtain sufficient resources within their jurisdiction and set clear mission boundaries. These difficulties are exacerbated when there were competing priorities, stakeholder and elected official confusion about the role of EM, and when EM directors lacked authority to set their agencies' priorities.
- Across all jurisdictional levels, EM agencies spend the largest share of their time on preparedness for response operations and a much smaller share on preparedness for recovery activities. Analysis shows, however, that for local jurisdictions, preparedness for recovery has a significant positive relationship with their ability to meet community needs and to meet local, state, and federal requirements cumulatively.
- EM staff face a wide variety of human resources challenges, including low pay at the local and tribal levels, high staff turnover at the state level, and difficulty recruiting and retaining staff in territorial and tribal offices. Respondents also linked small staff sizes to burnout.
- The variation of EM agency models, stakeholder confusion about the role of EM, and staffing and human resources challenges all highlight the need for greater standardization and professionalization for the future of EM practice.

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Acronyms and Abbreviations

AI	Artificial Intelligence
Argonne	Argonne National Laboratory
ARPA	American Rescue Plan Act
ASPR	Administration for Strategic Preparedness and Response
BCEM	Big City Emergency Managers
BRIC	Building Resilient Infrastructure and Communities
CDC	Centers for Disease Control and Prevention
CDOEIRB	Central Department of Energy's Institutional Review Board
CEO	Chief Executive Officer
EM	Emergency Management
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EMPG	Emergency Management Performance Grant
EM Study	Emergency Management Organizational Structures, Staffing, and Capacity Study
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency
FTE	Full-time Equivalent
GIS	Geographic Information Systems
HUD	U.S. Department of Housing and Urban Development
IAEM	International Association of Emergency Managers
NEMA	National Emergency Management Association
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
PHMSA	Pipeline and Hazardous Materials Safety Administration
SHELDUS	Spatial Hazard Events and Loss Database for the United States
SHSP	State Homeland Security Program
USDA	U.S. Department of Agriculture

Introduction

The Emergency Management Organizational Structures, Staffing, and Capacity Study (the EM Study) was conducted to develop a better understanding of the types of state, local, tribal, and territorial emergency management (EM) organizations and agencies across the Nation and the needs they confront.[1] The EM Study provides an empirical foundation to inform strategic priorities, programs, and projects at all levels of government and across the private and non-profit sectors. The EM Study findings will support state, local, tribal, and territorial EM agencies in executing their missions and addressing the existing and emerging threats facing communities across the Nation. Led by Argonne National Laboratory (Argonne), this study was a collaborative effort that included multiple other study partners, including the International Association of Emergency Managers (IAEM), the National Emergency Management Association (NEMA), Big City Emergency Managers (BCEM), and the Federal Emergency Management Agency (FEMA).

EM Associations

- **IAEM** is a nonprofit educational organization dedicated to promoting the principles of EM and representing those professionals whose goals are saving lives and protecting property and the environment during emergencies and disasters. IAEM has more than 6,000 members worldwide, including many local emergency managers, as well as emergency managers in military, industry, and volunteer organizations.
- **NEMA** is a nonpartisan, nonprofit 501(c)(3) association dedicated to public safety by improving the Nation's ability to prepare for, respond to, and recover from all emergencies, disasters, and threats to our Nation's security. NEMA is the professional association of and for EM management directors from all 50 states, eight U.S. territories, and the District of Columbia.
- **BCEM** is an independent, nonprofit organization with 15 jurisdictional participants, representing over 20% of the Nation's population and 90% of the Urban Area Security Initiative funds allocated by FEMA annually. BCEM's mission is to foster the development and growth of robust and nimble EM operations in the Nation's largest, most at-risk metropolitan jurisdictions.

This report summarizes the approach and results for the EM Study, organized by the level of jurisdiction (state, local, territory, and tribal nation). It also identifies key themes across the jurisdictions, along with potential areas for future research.

Background and Scope

The study partners (led by Argonne and supported by FEMA, IAEM, NEMA, and BCEM) designed the EM Study to capture foundational data about the current structures, resources, and capacities of state, local, tribal, and territorial EM agencies across the United States. While some information already exists about state EM agencies and some of the larger local EM agencies, such as those associated with large urban areas, little data have been collected previously about the vast majority of local, tribal, or territorial EM agencies. Developing an empirical understanding about these EM agencies is essential, as it provides insight into the needs and capacity of these critical public safety organizations and can

[1] Although EM organizations take many forms, including independent agencies, sub-agency programs, and other organization types, for the purposes of this study, they will be referred to throughout this report as EM agencies.

inform national partners and stakeholders about how they can most effectively and efficiently support EM agencies across the Nation.

While there are many types of EM agencies across the Nation, this study focused on state agencies; local agencies including counties, municipalities, and regions; U.S. territorial agencies; and tribal agencies. It does not examine other types of EM agencies, such as private sector, university, non-profit, and non-jurisdictional public sector agencies or offices.

Methodology Summary

To create an empirical profile of EM agencies across the Nation, the study partners developed a multi-methods census approach intended to generate both qualitative and quantitative data about EM agencies nationwide. The approach included a review of existing literature; digital surveys of local, state, and tribal EM agencies; a digital survey and interviews of U.S. territory EM agencies; and listening sessions with local agencies. Participation in all study elements was voluntary. Each component is summarized in the following sections, and a more detailed methodology is included as Appendix A.

Literature Review

The literature review identified existing literature, including government reports, association studies, and peer-reviewed research, that may inform the study efforts. The literature reviewed as part of this process informed survey development, including question content, question design, and other key methodological decisions. Argonne's review of the existing literature also aided in contextualizing findings, organizing listening sessions, and selecting questions to include in statistical analyses. A summary of findings from the literature review is included as Appendix N.

Surveys and Interviews

The EM Study included a survey phase to capture comparable data from a wide variety of jurisdictions across the Nation using a census approach. Argonne designed instruments for each jurisdictional level (i.e., state, local, territorial, and tribal) focused on capturing critical information about agency capacities, resource gaps, and operational challenges. Argonne collected feedback on each of the surveys from the study partners and tested the local survey with local EM practitioners to ensure that questions were appropriate, useful, and commonly understood by respondents. The surveys included the following:

- **A digital survey for local jurisdictions (the "local survey") that included both quantitative and open-response questions.** The local survey focused on a wide range of topics including questions related to organizational placement within the jurisdiction, staffing, focus of activities, funding sources, use of technology, and challenges. The local survey was sent to counties, municipalities, sub-state regions across the Nation, with instructions that it should be completed by the chief official performing the duties of the emergency manager (chief emergency management official). Argonne developed the list of local EM agencies with the support of many state EM directors and additional online research and regularly amended the list to reflect new contacts. In addition, Argonne analyzed data using both quantitative statistical analyses and qualitative coding. Full text of the local survey is included as Appendix F, and the Spanish version is as Appendix G.

Local Jurisdiction Categories

Local jurisdictions represented the largest category of potential respondents for the study, with 7,164 local jurisdictions identified for participation. Local jurisdictions were broken down into three different categories for analysis: type, urbanicity, and population size (defined below). These categories reflect differences in how local EM agencies are structured, the environments in which they operate, and the scale of populations they serve.

- **Jurisdiction Type:** Categorizes jurisdictions as county, municipal, or regional (multi-jurisdictional) based on self-reported respondent data.
- **Urbanicity:** Categorizes jurisdictions as urban (those with at least two-thirds urban population), suburban (those with between one-third and two-thirds urban population), or rural (those with one-third urban population or lower) based on the U.S. Census Bureau definition of urban and data available from the 2020 Decennial Census for counties and 2023 Census for municipalities. The Census Bureau defines urban as all territory, population, and housing units located within densely developed urban areas of at least 2,000 housing units or at least 5,000 people.
- **Population Size:** Categorizes jurisdictions as small (under 50,000 people), medium (50,000 to 500,000 people), or large (more than 500,000 people) based on population data from the 2020 Decennial Census for counties and 2023 American Community Survey for municipalities.

- **A digital survey for states (the "state survey") with both quantitative and open-response questions.** The state survey focused on topics similar to the local survey but excluded those that are already addressed in the annual survey that NEMA's distributes to its members. The state survey was sent to all state EM directors and the EM director for Washington, D.C. based on a list of contacts that NEMA provided. Argonne analyzed data using both quantitative statistical analyses and qualitative coding. Full text of the state survey is included as Appendix H.
- **A pre-interview questionnaire with quantitative questions and an interview guide for U.S. territories.** Given the small number (five) and substantial variation of U.S. territories, Argonne collected preliminary quantitative information via a pre-interview questionnaire (survey) and then collected additional information via a structured interview with the territorial EM directors. This approach better enabled the team to capture the variation and nuance across the U.S. territories. Argonne analyzed verbatim transcripts using systematic coding, and pre-interview questionnaire data were summarized using descriptive statistics. Full text of the pre-interview territorial questionnaire is included as Appendix I. A copy of the territorial interview guide is included as Appendix J.
- **An open-response digital survey for Tribal Nations (the "tribal survey").** Argonne developed the survey in an open-response format to allow greater variation in responses due to the limited amount of existing information about tribal EM compared to EM for other types of jurisdictions, and the substantial variation across tribal nations. This variation includes geographic diversity (e.g., tribal nations may have no tribal lands, non-contiguous tribal lands, tribal lands that span multiple local or state jurisdictions), cultural diversity, structural or organizational diversity of tribal government, as well as diversity with respect to interactions with state and the federal government (e.g., due to their sovereignty, tribes may work directly with the federal government when seeking

assistance, or they may work through the state). Because tribal nations vary so significantly across so many dimensions, an open-response survey instrument allowed Argonne to more accurately capture data from a wider range of tribal EM programs. Argonne used the contact list for leaders of federally recognized tribes available on the Bureau of Indian Affairs website to distribute the survey and indicated that it should be completed by the EM director (or equivalent lead EM position) for the tribe. Although many non-federally recognized tribal nations exist within the United States, these were not included in the population for this survey. Argonne analyzed qualitative data through systematic coding. When open-ended responses yielded quantifiable and comparable information across most respondents, Argonne converted those data to numeric measures for analysis. Full text of the tribal survey is included as Appendix K.

Listening Sessions

The EM Study included listening sessions with emergency managers from a variety of local jurisdictions across the Nation to gain more perspective on the realities and challenges facing local emergency managers and to ground the study results in their day-to-day experiences. The listening sessions comprised small groups with up to seven registrants per session (although generally one to four people participated per session), and they were held virtually to increase accessibility and maximize ease of participation. Argonne held 19 listening sessions with EM agencies representing a mix of jurisdiction types, organizational structures, urbanicity, and population sizes to capture perspectives across all participant types. Argonne used random sampling to identify and recruit EM officials for the listening sessions that represented agencies matching the selected group characteristics. During the listening sessions, facilitators explored the factors underlying survey findings, similarities, and differences across the spectrum of EM agencies, as well as challenges and potential solutions that would help close identified gaps. The listening session facilitation guide is included as Appendix L.

Study Timeline

Argonne and IAEM distributed the state and local surveys to state and local EM agency directors beginning on August 13, 2024. Argonne began outreach to territorial EM agency directors on August 22, 2024. The study partners used multiple tactics to recruit participation, including emails, social media, and briefings at conferences. All three surveys closed on March 7, 2025. Argonne conducted listening sessions with local EM directors between January and March 2025. Due to additional outreach and Institutional Review Board considerations associated with data collection from tribal nations, Argonne began distributing the tribal survey on January 29, 2025 and closed the survey on September 30, 2025. Figure 1 presents an overview of the timeline.

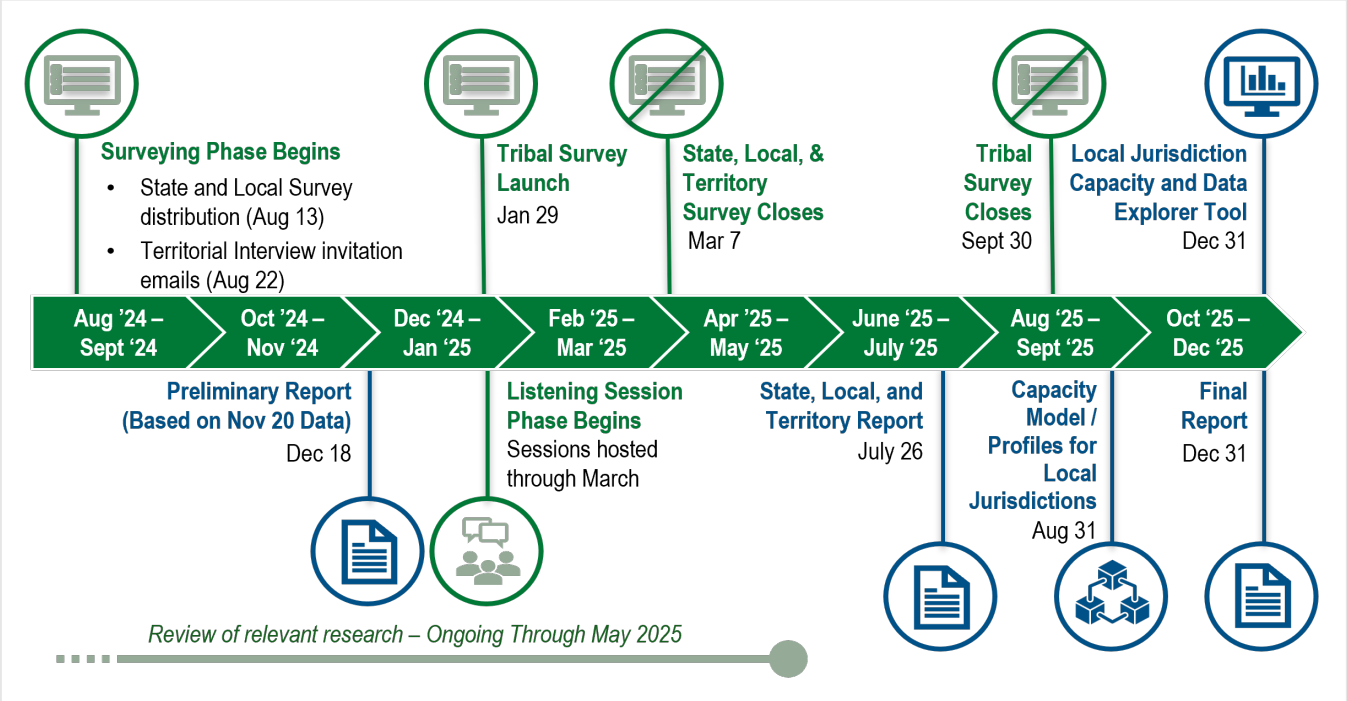


Figure 1

Additional Data

To avoid overburdening survey respondents, Argonne appended certain publicly available data instead of requesting them from survey respondents. These data included both basic demographic information such as population size and jurisdiction urbanicity or rurality, as well as hazard-specific and EM-related data for local jurisdictions. This second category of appended data were drawn from FEMA directly (i.e., Hazard Mitigation Plan Statuses for all respondent jurisdictions), and the Spatial Hazard Events and Loss Database for the United States at Arizona State University (i.e., hazard event data for respondent counties, including all hazards, floods, hurricanes, and wildfires). For tribal respondents, Argonne appended population living on tribal lands and enrollment data, where available. Argonne also included state-level data available in the NEMA 2024 Biennial Report. Appendix M summarizes the additional data that was used.

Confidentiality and Institutional Review Board Approval

All data collected through this study are confidential. All attributable data are only viewable by a small number of researchers for the purposes of data tracking and compilation. All direct identifiers were removed from the data prior to analysis. All reports, including this one, will present findings that are aggregated and contain no direct identifiers. The Central Department of Energy's Institutional Review Board (CDOEIRB) has reviewed all data collection instruments and procedures and determined that they comply with the requirements of 45 CFR 46.[2]

[2] 45 CFR (Code of Federal Regulations) 46 offers basic protections to human subjects. See https://www.hhs.gov/ohrp/regulations-and-policy/regulations/45-cfr-46/index.html

Response Rate

Figure 2 shows the response rate for states, local jurisdictions, territories, and tribal nations.

- The local survey has a response rate of 23.6% (1,689 responses out of 7,164 contacted).
- The state survey has a response rate of 72.5% (37 responses out of 51 contacted).
- Four out of five territorial EM agencies (80%) completed the questionnaire and participated in the territorial interviews.
- The tribal nation survey has a response rate of 10.3% (59 of 574 federally recognized tribes).

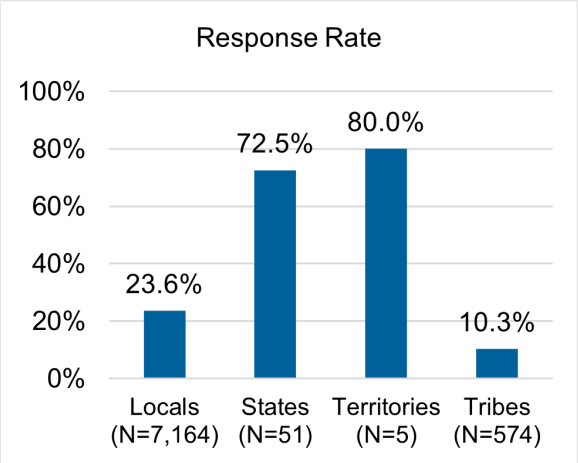


Figure 2

Local Survey Response Rate

The local survey achieved an overall response rate of 23.6% of the census of local jurisdiction EM agencies (7,164 contacted), considerably higher than previous studies of local EM agencies. As shown in Figure 3, the response rates for various types of local jurisdictions ranged from 18.9% to 46.9%.

- Regional EM agencies had a higher response rate than counties or municipalities (46.9% or 23 respondents compared to 29.8% or 872, and 18.9% or 794); however, given there are so few regional EM agencies in the study population, they actually had the lowest number of responses.
- More urban and suburban jurisdictions responded to the survey (26.5% or 339 respondents, and 25.8% or 781 respectively) than rural jurisdictions (19.6% or 569 respondents).
- EM agencies in large population (500k+) and medium population jurisdictions (50k–500k) had higher response rates (40.8% or 62 respondents, and 38.3% or 491 respondents respectively) than small population jurisdictions (under 50k), which had a response rate of 19.8% (1,136 respondents).

Bar chart comparing local survey response rates. By jurisdiction type: Counties 29.8%, Municipalities 18.9%, Regions 46.9%. By urbanicity: Urban 26.5%, Suburban 25.8%, Rural 19.6%. By population: Large (500k+) 40.8%, Medium (50k-500k) 38.3%, Small (under 50k) 19.8%.

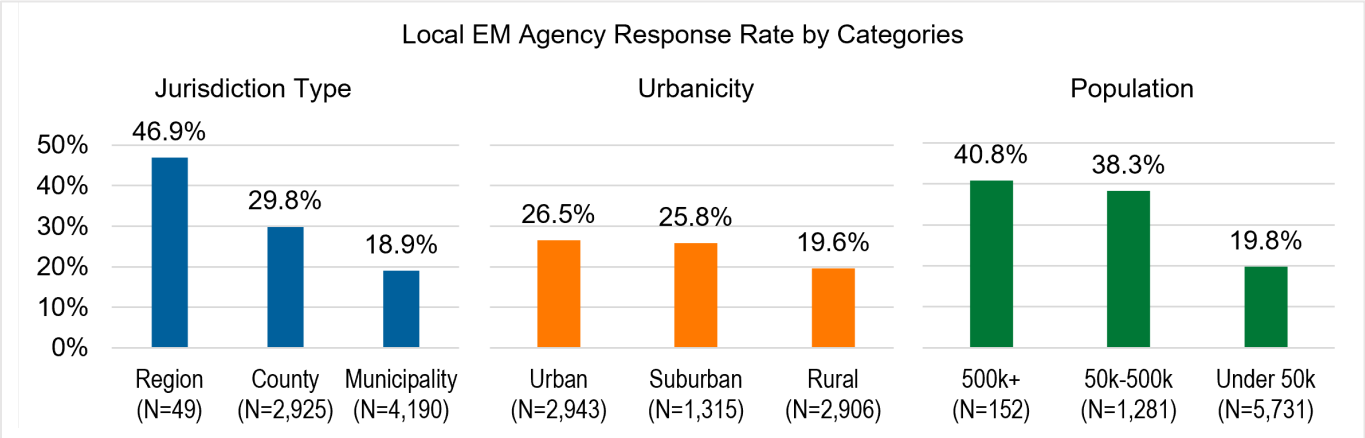

Local EM Agency Response Rate by Categories
Jurisdiction Type
Urbanicity
Population
50%
40%
30%
20%
10%
0%
46.9%
29.8%
18.9%
26.5%
25.8%
19.6%
40.8%
38.3%
19.8%
Region (N=49)
County (N=2,925)
Municipality (N=4,190)
Urban (N=2,943)
Suburban (N=1,315)
Rural (N=2,906)
500k+ (N=152)
50k-500k (N=1,281)
Under 50k (N=5,731)

Figure 3

Response Rate

Response rates to the local survey varied considerably by state and territory, with several states having response rates above 50% and others with response rates under 10%. However, there is also a considerable variation in the number of EM agencies per state, which impacts the response rate. For example, while Hawaii has the highest response rate in the Nation (75%), it has only four local EM agencies, so the 75% response rate reflects three out of four potential responses. In contrast, Pennsylvania has a response rate of 21%, which is below the national average, but the state has at least 1,624 local EM agencies and the greatest number of submissions at 334, nearly four times the amount of the next highest state. Table 1 shows the number of organizations contacted (N) and number of respondents (n) by state, and Figure 4 shows a map of response rates by state.

Table 1: Local EM agencies Contacted in Each State and Responses[3]

State	Orgs Contacted in State (N)	Number of Responses (n)	Response Rate
Alabama	67	12	18%
Alaska	36	7	19%
Arizona	43	26	60%
Arkansas	80	12	15%
California	322	65	20%
Colorado	98	29	30%
Connecticut	171	85	50%
Delaware	6	1	17%
Florida	107	33	31%
Georgia	172	30	17%
Hawaii	4	3	75%
Idaho	45	16	36%
Illinois	132	39	30%
Indiana	92	29	32%
Iowa	95	38	40%
Kansas	101	18	18%
Kentucky	120	24	20%
Louisiana	64	9	14%
Maine	38	11	29%
Maryland	27	20	74%
Massachusetts	322	72	22%
Michigan	104	42	40%
Minnesota	94	16	17%
Mississippi	81	4	5%
Missouri	186	24	13%
Montana	56	22	39%
Nebraska	67	23	34%
Nevada	26	14	54%
New Hampshire	236	30	13%
New Jersey	389	44	11%
New Mexico	55	11	20%
New York	65	27	42%
North Carolina	107	29	27%
North Dakota	57	15	26%
Ohio	90	48	53%
Oklahoma	229	38	17%
Oregon	63	17	27%
Pennsylvania	1624	334	21%
Rhode Island	39	20	51%
South Carolina	56	23	41%
South Dakota	63	27	43%
Tennessee	89	20	22%
Texas	411	76	18%
Utah	124	25	20%
Vermont	244	19	8%
Virginia	142	41	29%
Washington	95	32	34%
West Virginia	57	35	61%
Wisconsin	76	28	37%
Wyoming	28	14	50%
Puerto Rico	69	12	17%
Mean	140	33	31%
Median	89	24	27%

[3] Puerto Rico is the only U.S. territory included in the table because they are the only territory with local EM agencies.

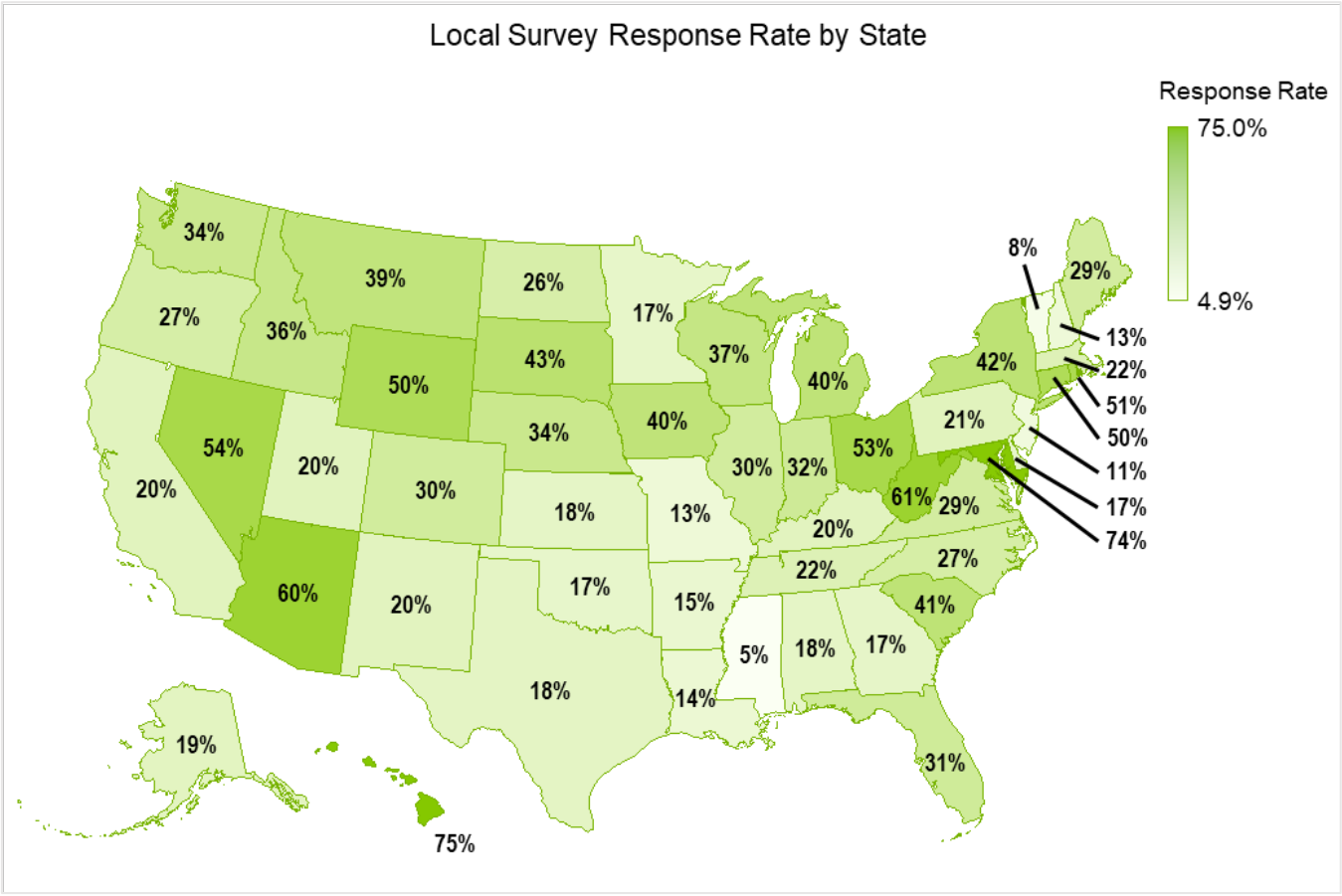


Figure 4

State Survey Response Rate

Of the 37 states that completed the state survey, most were in the northern part of the United States, including the Northeast, Midwest, and Pacific Northwest. Several states that were impacted by recent disasters (e.g., fires, hurricanes, and tropical storms), including many states in the South, did not complete the survey.

Due to confidentiality concerns, this report provides no further breakdown of state survey responses.

Territorial Interview and Pre-Interview Questionnaire Responses

Four out of five U.S. territories participated in an interview with Argonne study personnel. Three individuals completed the pre-interview questionnaire prior to the interview, and one completed most of the questionnaire during the interview session. These interviews ranged in size from one person (the agency director) to eight people (including both the agency director and several agency staff).

Tribal Survey Response Rate

The tribal survey achieved an overall response rate of 10.3% of the census of federally recognized tribes (59 of 574). Because not all federally recognized tribes had available contact information, however, the study team was only able to reach 544 tribes, meaning the response rate for contacted tribes was 10.8% (or 59 of 544). Responses were geographically diverse and spanned a range of population and enrollment sizes.

- Tribal respondents were spread across 26 states, including 9 tribes that fall within multiple states and the remainder operating within a single state.
- Tribal respondents were located in 8 of the 10 FEMA regions, with a larger portion of respondents in FEMA Regions 9 (17%) and 10 (32%) than other regions, corresponding to regions with the highest concentrations of tribal nations.

To examine the population associated with tribal respondents, the study team used publicly available U.S. Census data from the 2023 American Community Survey 5-Year Estimates. These data capture individuals living on tribal lands (different from number of enrolled tribal members, and in some cases including non-tribal jurisdictions that are located within tribal lands). Population data were available for 57 of 59 respondents. Of those 57, four tribal respondents (7%) operate in jurisdictions with a population of 0 (likely indicating the presence of tribal lands, but no individuals living on those lands), 76% in jurisdictions with a population under 10k, 10% in jurisdictions with a population of 10k–50k, and 3% in jurisdictions with a population of over 50k.

The study team also explored tribal enrollment numbers for respondents (the number of individuals formally registered as members of a specific Native American tribe). The team searched tribal, state, and federal data sources and found that the data are not collected or provided consistently across all tribal nations. Therefore, enrollment numbers included in this report should be considered as estimates. The majority of respondents (54) had publicly available enrollment data, ranging from under 50 tribal members to more than 450,000 tribal members.

- More than a third of tribal respondents (37%) have fewer than 1,000 enrolled tribal members. A quarter (25%) have 1,000–4,999 enrolled tribal members, 14% have 5,000–9,999 enrolled tribal members, 10% have 10,000–24,999 enrolled tribal members, and 5% have 25,000 or more enrolled tribal members.

While this enrollment data can provide some insight into the population size for which a tribal EM agency is responsible, overlapping jurisdictional arrangements and geographic dispersion complicate this information.

Findings

This section presents findings from the EM Study based on quantitative data from the local, state, and territorial surveys, as well as qualitative data from open-response survey questions, local jurisdiction listening sessions, and territorial interviews.

The findings are organized into six subsections:

- EM Agency Characteristics
- EM Agency Access to Resources
- EM Agency Activities
- EM Agency Aspirations
- EM Agency Barriers and Challenges
- EM Agency Outcomes

Each of these subsections is organized according to jurisdictional level.

Sections about **local EM agencies** are denoted by a yellow vertical bar.

Sections about **state EM agencies** by a teal vertical bar.

Sections about **territorial EM agencies** by a red vertical bar.

Sections about **tribal EM agencies** by a dark blue vertical bar.

Where differences between jurisdiction types are presented, these differences are significant at the $p = 0.05$ level unless otherwise noted.[4]

EM Agency Characteristics

This section provides an overview of the structural and staffing composition of EM agencies. The study surveyed respondents to understand whether agencies operate independently or are housed within larger organizations and whether they are established through formal ordinances or resolutions. In addition, the survey examined reporting structures and levels within these agencies to better understand their organizational hierarchy.

In terms of staffing, respondents provided information on the composition of their workforce, including permanent full-time equivalents (FTEs), temporary or contract worker FTEs, volunteer FTEs, and the EM director.

Qualitative insights from the surveys, territorial interviews, and local listening sessions added context regarding how structural, staffing, and director characteristics influence EM agency and its operations.

[4] A p-value helps determine if the observed differences between groups are statistically significant, meaning they likely did not occur by chance. A p-value of 0.05 or lower suggests that the results are meaningful and not random.

Local Jurisdictions

EM Agency Structures

Local EM agencies exhibit a variety of organizational structures, with the majority operating independently. Nearly two-thirds (63%) of local respondents reported working in a free-standing or independent EM agency. As shown in Figure 5, agencies were more likely to be free-standing/independent across all categories of local jurisdictions. However, this finding was especially prevalent for agencies in counties and rural jurisdictions, where roughly three-quarters are free-standing/independent agencies. In contrast, agencies in urban jurisdictions, municipalities, and medium population jurisdictions are closer to a 50/50 split in terms of agency structure and independence.

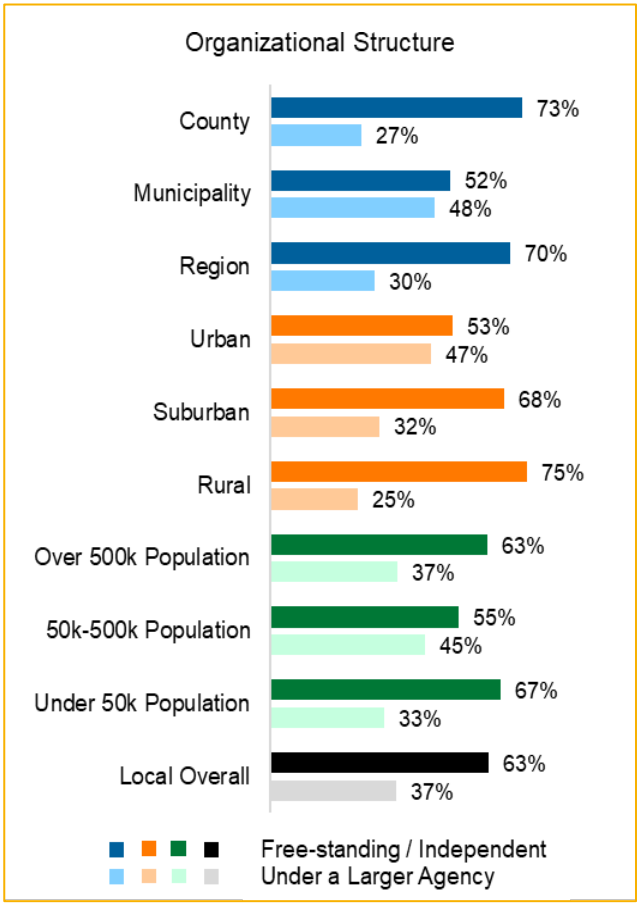


Figure 5

For those local agencies that are part of a larger organization, the majority (41%) are housed within fire departments (Figure 6). The second and third most common are law enforcement (26%) and executive offices (22%). (Note that respondents could select multiple types of agencies, such as fire and emergency medical services, so percentages sum to more than 100%.) There were significant differences in the types of agencies that respondents fell under based on the category of jurisdiction (Figure 7). Agencies in urban jurisdictions and municipalities, as well as medium population and small population jurisdictions, most commonly fall under fire departments. Agencies in counties, however, are most likely to fall under law enforcement offices and agencies in regions are most likely to fall under “some other type of agency” not listed in the response options. Parent agencies indicated by the remaining respondents were varied.

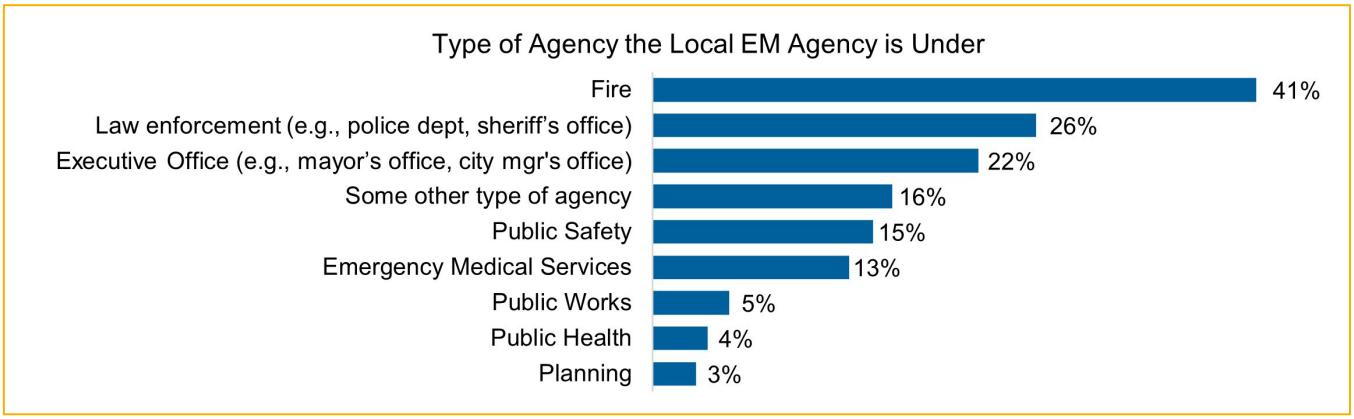


Figure 6

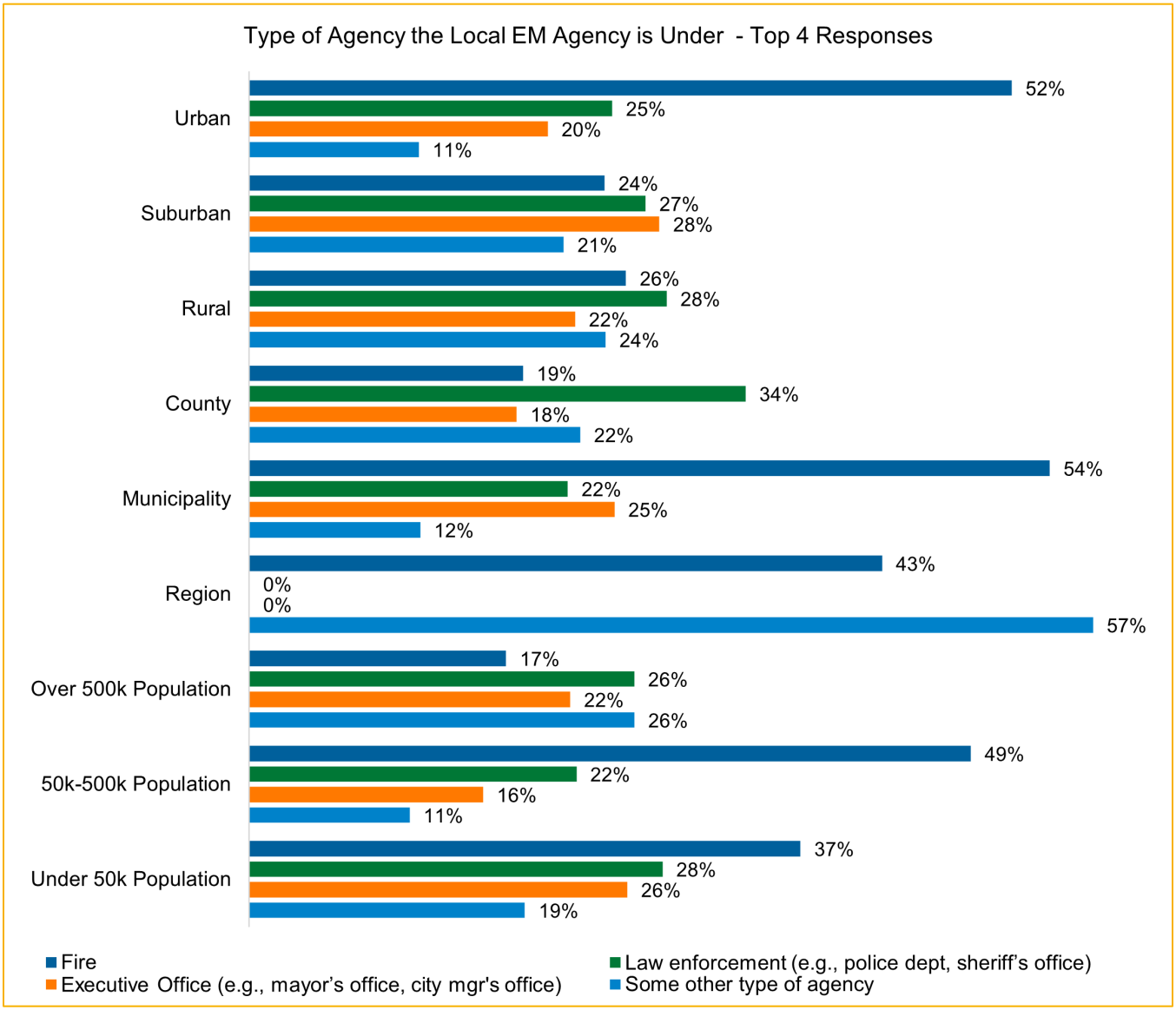


Figure 7

The parent agency often influences priorities, authority, and the organizational culture through which the subordinate agency operates, influencing their operations, including the extent of control that EM directors have over their agency's mission set and activities. While some respondents noted benefits to being under a larger organization, most also noted the negative impact on their agencies.

"Emergency management is often seen as a function specific to the fire service, which results in a view that the needs of emergency management are fully inclusive of those of the fire department. When coupled with the understandable priorities of the fire department, our needs rarely make the list of top budgetary needs. Even when we are able to access funding, a significant amount of that funding ends up being spent on fire service programs."

"Being under a Sheriff's Office means priorities will always be given to patrol or other interests."

"Cities need emergency managers, and it needs to be their job... I love my firefighters, but it needs to not be the deputy firefighter chief or operations chief because they are doing a lot of other things that are response related… but are not planning beyond fire. Same with our police department. But when you're assigning it to someone else and it's an extra, as duties are assigned, you're not going to get the same level of work, same level of time, same level of anything from that individual because it's an extra that people only see for gray skies, not for our regular blue-sky days. Then it becomes very reactive, and we lose the ability to do all the phases of emergency management."

"I've worked under both [independent and subordinate agencies]… When I worked under a fire department, our budget was considered their slush fund."

"Being in a fire department my program is many times the stepchild and forgotten about."

The majority of local respondents (84%) reported that their jurisdiction has a formal ordinance or resolution establishing the EM agency and its responsibilities (Figure 8). This practice is most common for regions (96%) and large population jurisdictions (94%).

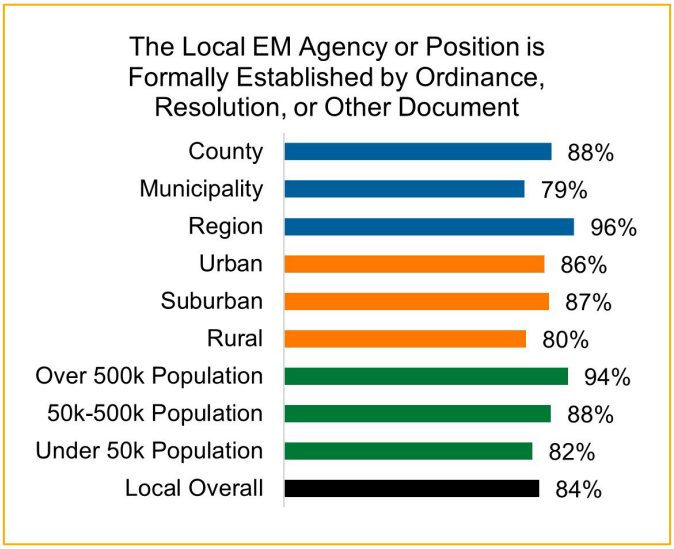


Figure 8

Reporting structures for the chief EM official varies widely, with most local respondents noting they report directly to an elected board or council (36%) or a professional local administrator, executive, or manager (24%) (Figure 9). Only 7% of local respondents reported that the chief EM official reports directly to the fire chief or other fire department staff, despite the high number of local EM agencies that fall under a fire department (as noted in Figure 6). This may be due to the dual-hatted nature of many EMs. For example, an EM director may also be the fire chief and therefore report directly to a local executive.

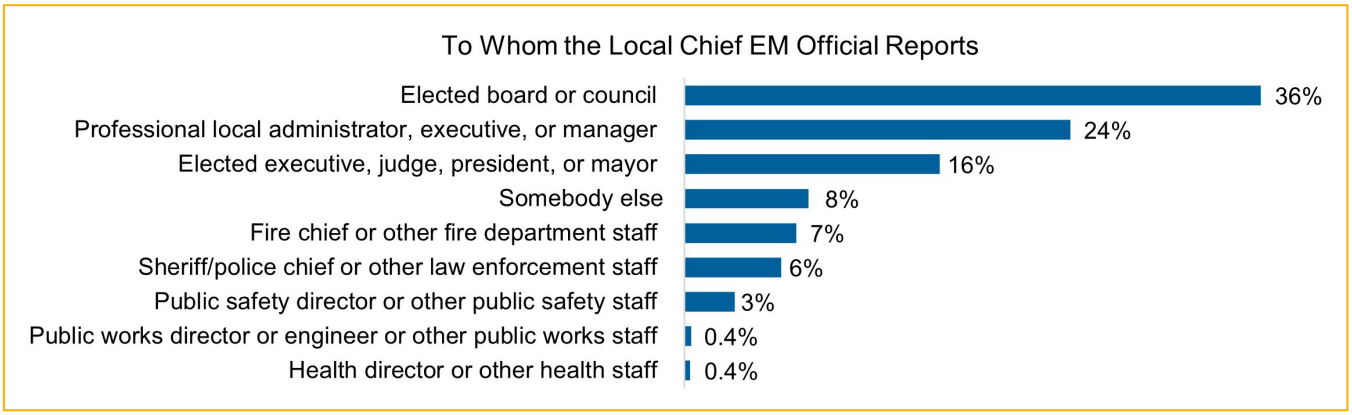


Figure 9

The majority of local respondents (72%) indicated that there is one reporting level between them and their jurisdiction's chief executive office, meaning they report directly to the chief executive officer (CEO) for the jurisdiction. One-fifth (20%) of local respondents reported having two reporting levels. Across all local respondents, only 2% said the chief EM official is the same as the jurisdiction's CEO.

The number of reporting levels is related to population size and urbanicity of the jurisdiction. As shown in Figure 10, agencies in small population jurisdictions and rural jurisdictions are more likely to have zero or one reporting levels than the other jurisdictions. Conversely, agencies in large population jurisdictions and urban jurisdictions are more likely to have two or three reporting levels. There was minimal variation across jurisdictions based on type (i.e., county, municipality, region).

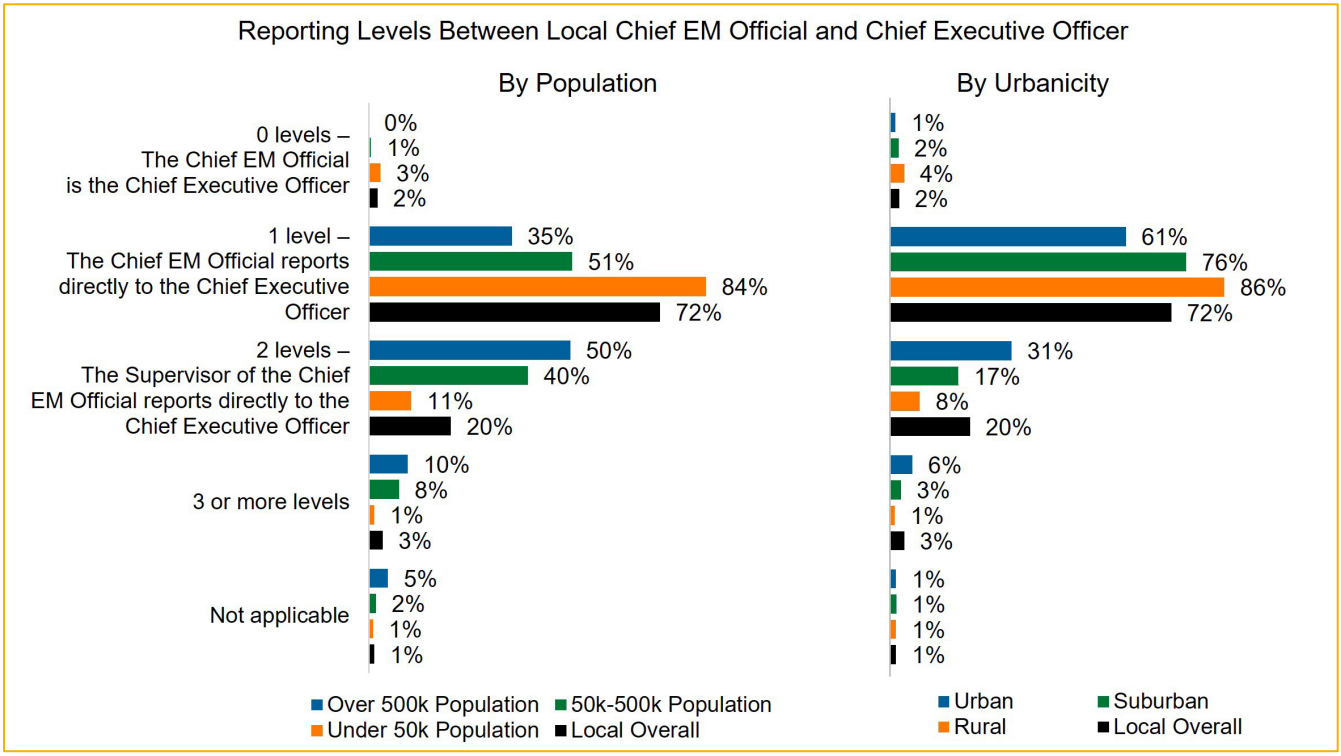


Figure 10

Listening sessions revealed that local EM agencies often operate with limited authority (e.g., limited influence over mission-set, budget decisions, and the acquisition and allocation of resources) influenced by reporting levels and direct access to leadership. However, responses to an open-ended question revealed that, **for some agencies, reporting structures shift (formally or informally) during emergencies, providing more direct and immediate access to leadership,** which is seen as beneficial for accomplishing their EM mission during critical moments.

"You have to be able to manage people without actually [having authority] over them and you have to be able to get them to do things with having no real hammer to get them to do it. You're always trying to have that carrot and it can just take a long time within the process to get them to our end goal."

"Our authorities are very limited. You know, we kind of say that we have responsibility for everything and authority over nothing. So we are asking people to come to the table and work with us and get prepared. So that can definitely be a challenge."

"Blues skies OEM [office of emergency management] reports to Fire Dept/Fire Chief. Per County Code the County CEO [Chief Executive Officer] is the Director of Emergency Services and during activations OEM reports to the CEO."

"The City Manager is officially the Emergency Manager. The Emergency Management Coordinator is housed in the Fire Department and reports to the Fire Chief, except during declared emergencies, when he/she reports to the City Manager."

"I would like to note that while I report to the Fire Chief, I have a 'dotted line' to conduct business directly with the City Manager. During an activation, I report to the City Manager and the Fire Chief is in Unified Command with myself and the Police Chief."

"By policy I, as the chief emergency management official, report directly to the County's chief executive officer during a declared emergency activation. At all other times, I report directly to the Fire Chief who is himself a direct report to the chief executive officer."

Staffing

More than half of local EM agencies (57%) operate with one FTE or fewer, with nearly a quarter (22%) having zero FTEs, 5% reporting having only a part-time FTE, and over a quarter (29%) having one FTE. Only 9% of local jurisdictions report having more than five FTEs (Figure 11).

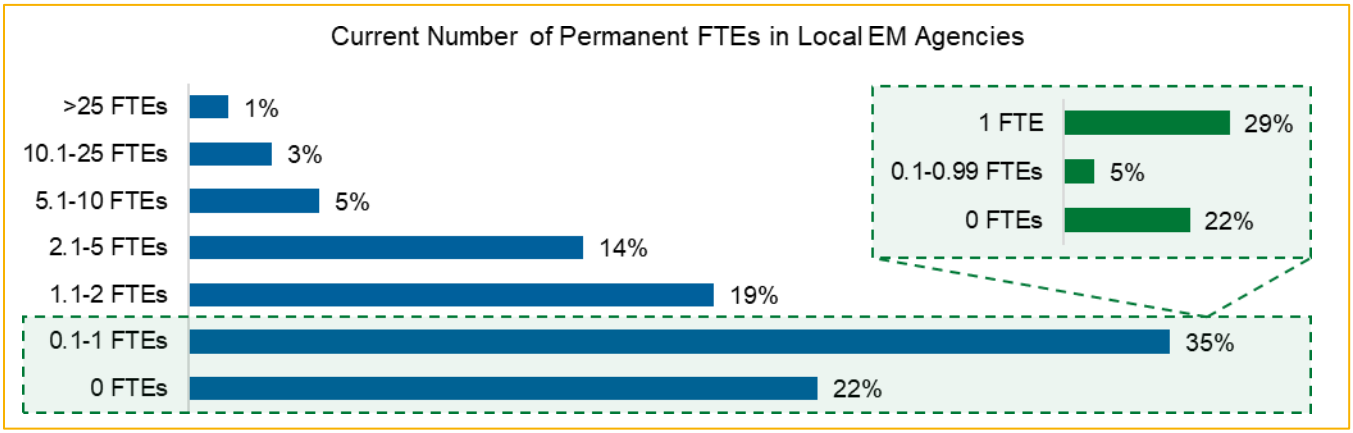


Figure 11

Staff size varies across different categories of local jurisdictions, with rural jurisdictions tending to have smaller staff sizes than urban jurisdictions, and municipalities tending to have smaller staff sizes than counties; however, population size has the strongest correlation with permanent FTE count (Figure 12). More than half of EM agencies in large population jurisdictions (57%) have at least 10 FTEs, compared to only 3% in medium and 2% in small population jurisdictions. Conversely, 73% of agencies in small population jurisdictions reported having one or fewer FTEs, compared to 26% of medium and only 2% of large population jurisdictions.

Nearly one-third (32%) of local EM agencies in small population jurisdictions reported having zero permanent FTEs, compared to 3% of medium and zero large population jurisdictions. Most respondents who reported having no permanent FTEs are unpaid (55%). Nearly two-thirds (62%) reported having additional professional responsibilities in addition to EM director, about half of whom are paid (33% of all respondents who reported having no permanent FTEs). Around one-sixth (17%) have offices with temporary FTEs and two-thirds (67%) have offices with volunteer FTEs. These data show that many agencies in small population jurisdictions operate without permanent full-time staff, often relying on unpaid directors with multiple roles and volunteer or temporary staff to fulfill EM responsibilities.

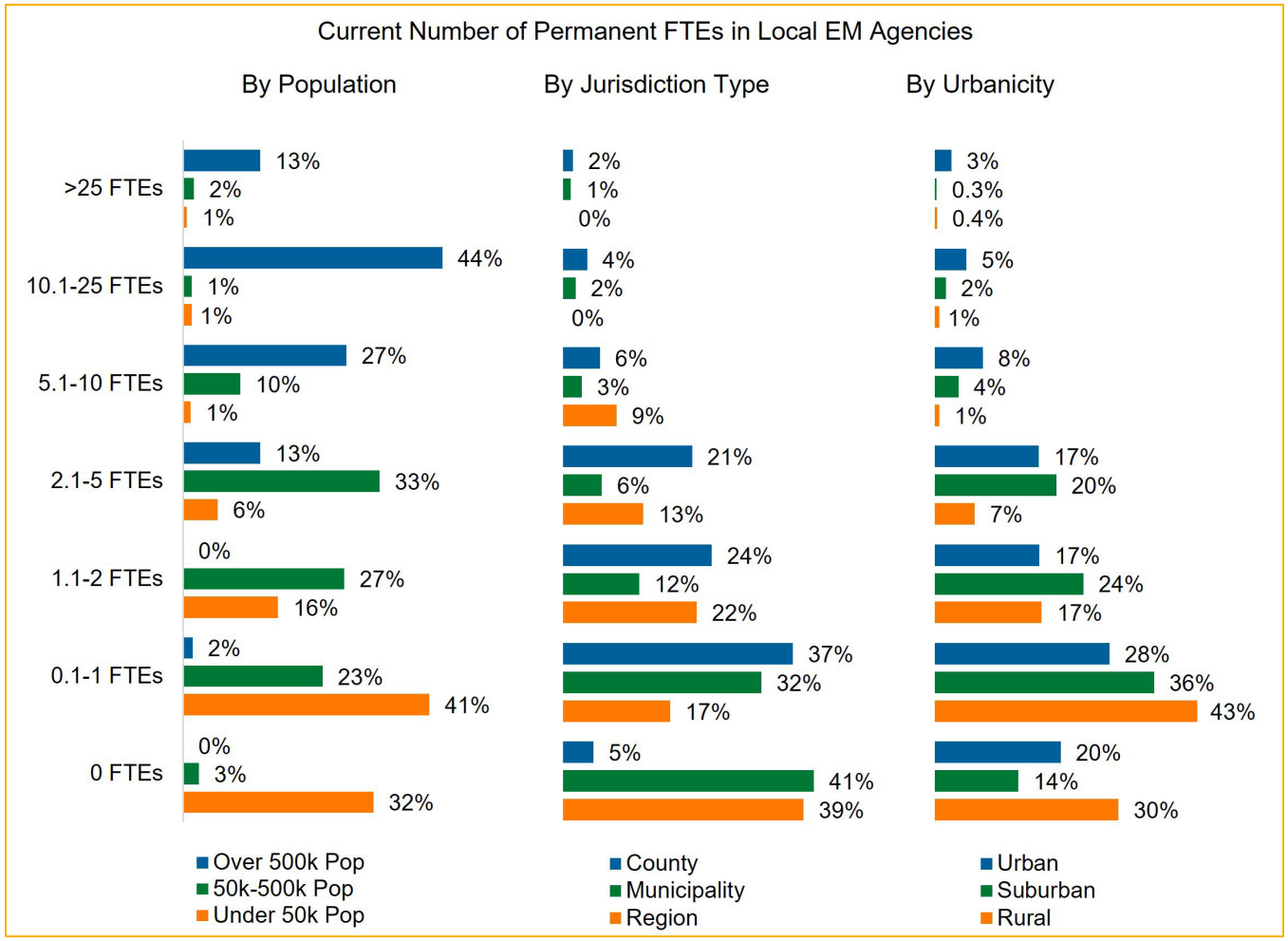


Figure 12

Staff size also varies by the number of hazard events that a jurisdiction has experienced over the last 10 years, with local jurisdictions that have experienced more hazard events having more permanent FTEs on average than those that have experienced fewer hazard events (Figure 13)**.** Specifically, those that have experienced a larger number of hazard events (more than 77 events) have an average of 5.3 staff, those that have experienced a medium number of hazard events (between 25 and 76) have an average of 4.0 staff, and those that have experienced a small number of hazard events (24 or fewer) have an average of 2.0 staff.

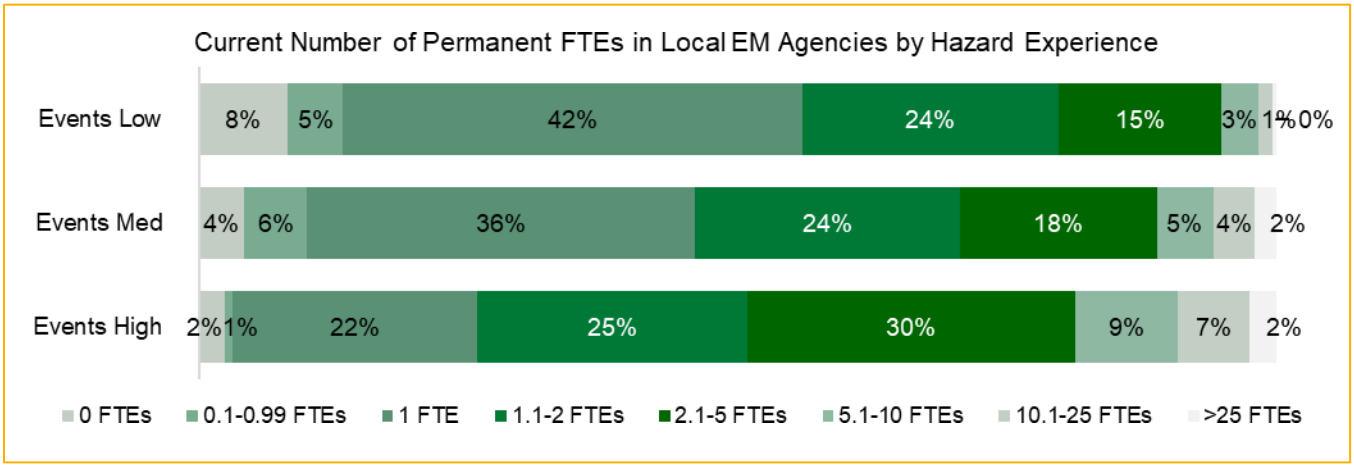


Figure 13

Most local respondents (79%) reported having no temporary or contract worker FTEs (Figure 14). Among those with such workers, large population jurisdictions were most likely to employ them (47%) compared to medium (25%) or small population jurisdictions (16%).

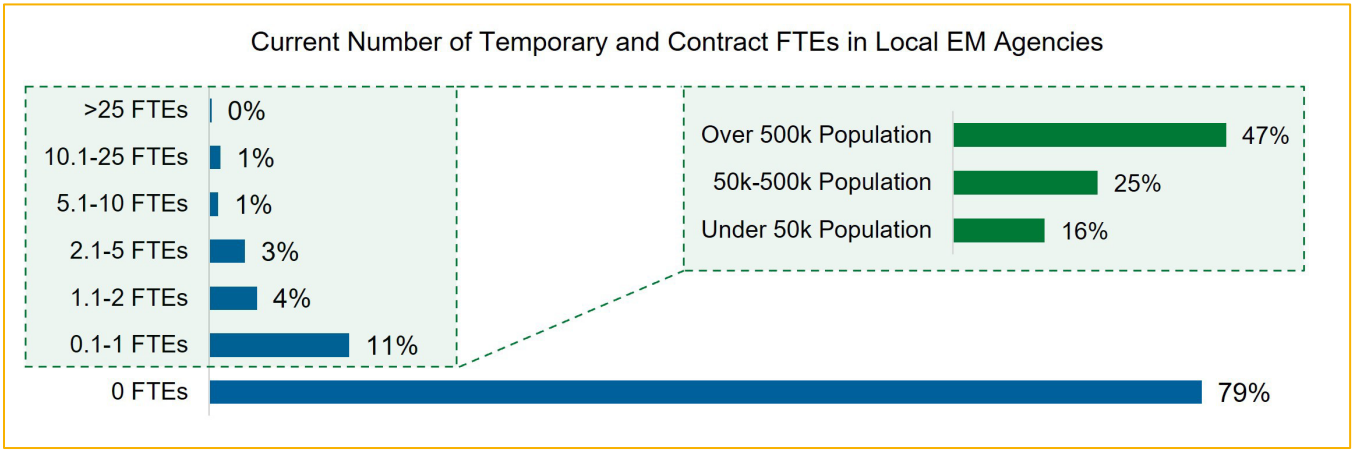


Figure 14

Director Characteristics

While most local EM director positions are paid (85%), a notable number are volunteer, particularly in regional offices (30%), municipalities (28%), small population jurisdictions (21%), and rural jurisdictions (21%) (Figure 15). **Most local EM director positions are civilian (69%),** with uniformed roles more prevalent among agencies in small or medium population jurisdictions (33% and 25% respectively) than in large ones (5%). (Differences between urban, suburban, and rural jurisdictions are included in the charts but were not found to be significant. Differences by jurisdiction type and population size are significant.)

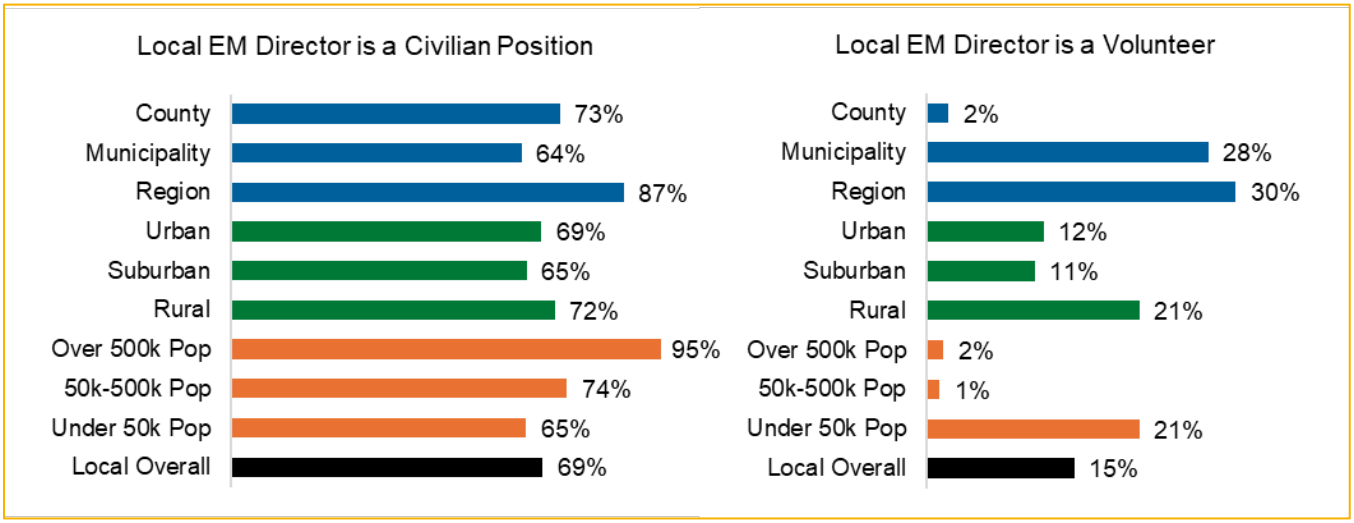


Figure 15

Local EM directors often have a professional background as first responders, including fire (51%), emergency medical services (37%), and/or law enforcement (24%) (Figure 16). There is minimal variation across categories of jurisdictions. However, EM directors in small population jurisdictions are roughly twice as likely to have a background in fire and/or emergency medical services than EM directors in large population jurisdictions. In addition, EM directors in large population jurisdictions are nearly four times more likely to have "always been in EM" compared to EM directors in small population jurisdictions.

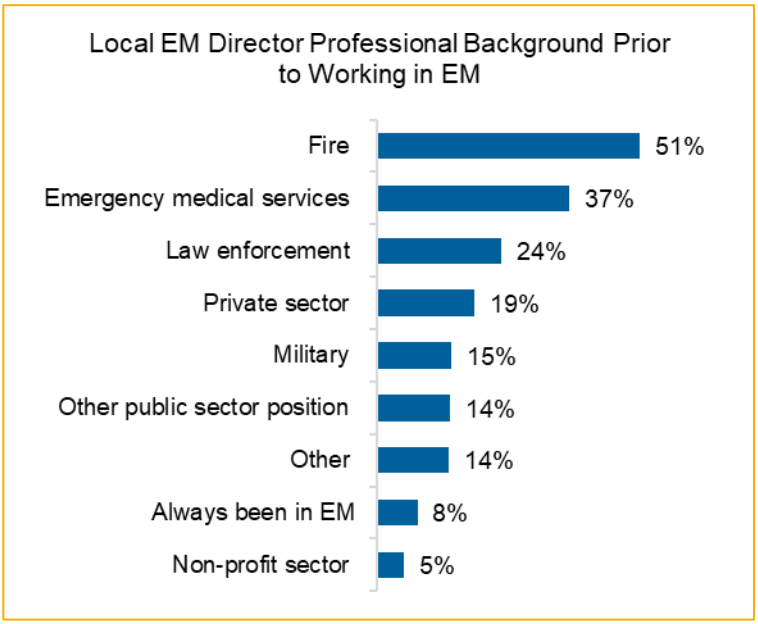


Figure 16

Most local EM directors have at least some college-level education, with 37% having attended some college or earned an associate's degree, 28% holding a bachelor's degree, 25% a master's degree, 1% a professional degree, and 1% doctoral degree (Figure 17). There is some variation across categories of jurisdictions, with population size seeming to have the biggest impact. Roughly two-thirds (64%) of EM directors in large population jurisdictions have at least a master's degree compared to roughly one-third (37%) in medium population and less than one-fifth (19%) in small population jurisdictions. More than half (53%) of EM directors in small population jurisdictions have a high-school diploma, some college, or an associate's degree, compared to 30% in medium population and only 8% in large population jurisdictions. Of those with bachelor's, master's, professional, or doctoral degrees, only 28% of respondents reported that their degree was specifically in EM.

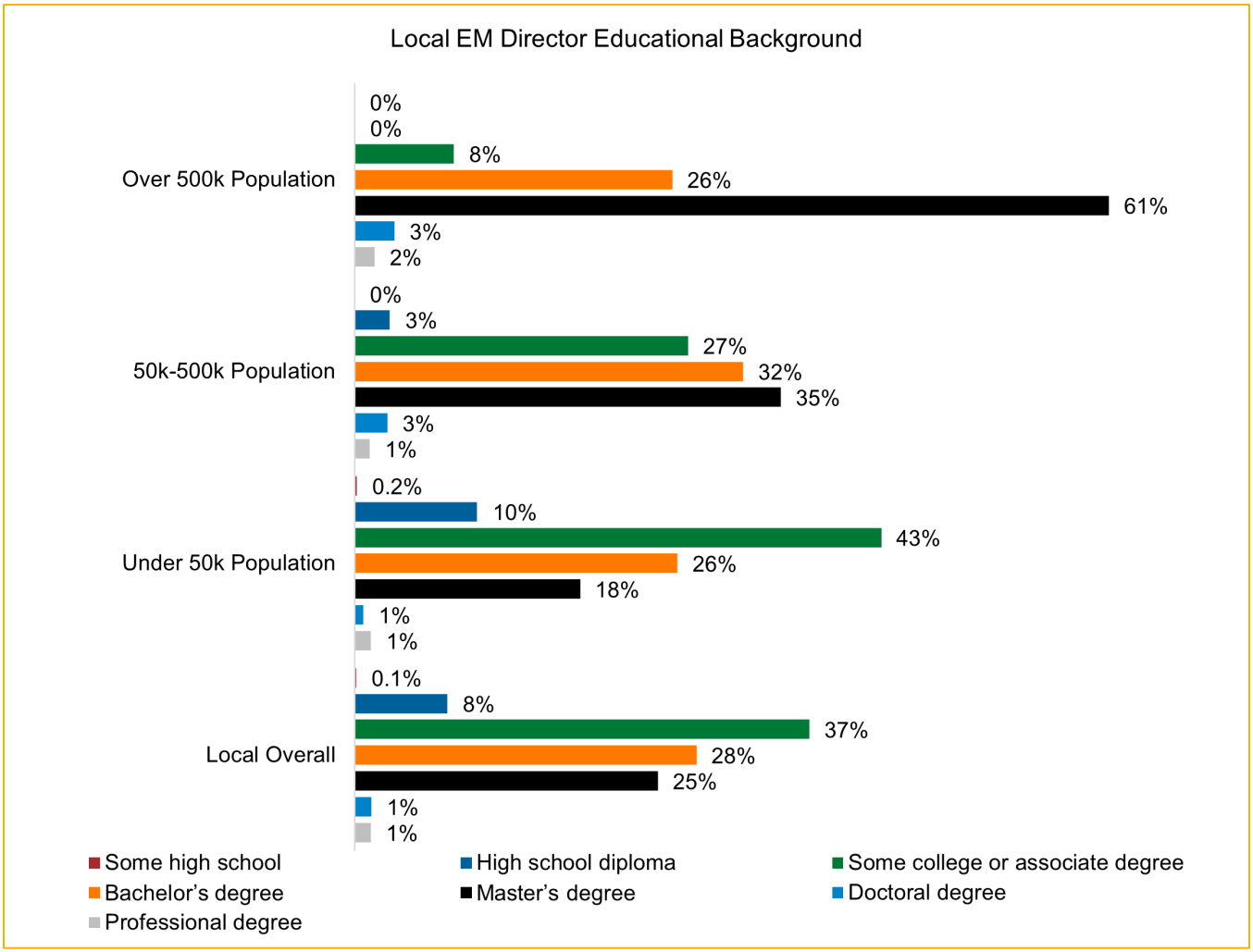


Figure 17

Qualitative data highlighted that a director's professional background, especially in single-staff offices, can have a large impact on the approach that director takes to EM.

> *"I believe that the profession of emergency management is grossly misunderstood. Most response agencies do not understand the role of emergency management resulting in a general negative view of their involvement. In our agency, the director position has historically been occupied with people with no formal training in emergency management (myself included). The effectiveness of the county's emergency management program is directly proportional to the ability of the director to build relationships and demonstrate the agencies capacities. Unfortunately, the established relationships and capacities are the result of the character of the director and a change in staffing can have significant impact on the delivery of emergency management services."*

Most local EM directors have worked in EM for over 10 years (52%), with 25% having more than 20 years of experience. This length of tenure is more common in large population jurisdictions, where 82% of respondents have more than 10 years of experience, compared to 57% in medium and 47% in small jurisdictions (Figure 18). Despite this experience, **more than a third of local respondents (37%) have been in their current position for three years or less**. Local EM directors from large population jurisdictions are the least likely to have been in their position for over 10 years (11%) and those in small population jurisdictions are the most likely to have been in their position for over 10 years (28%). (Differences by population size for 0–3 years and 4–10 years were not found to be significant.)

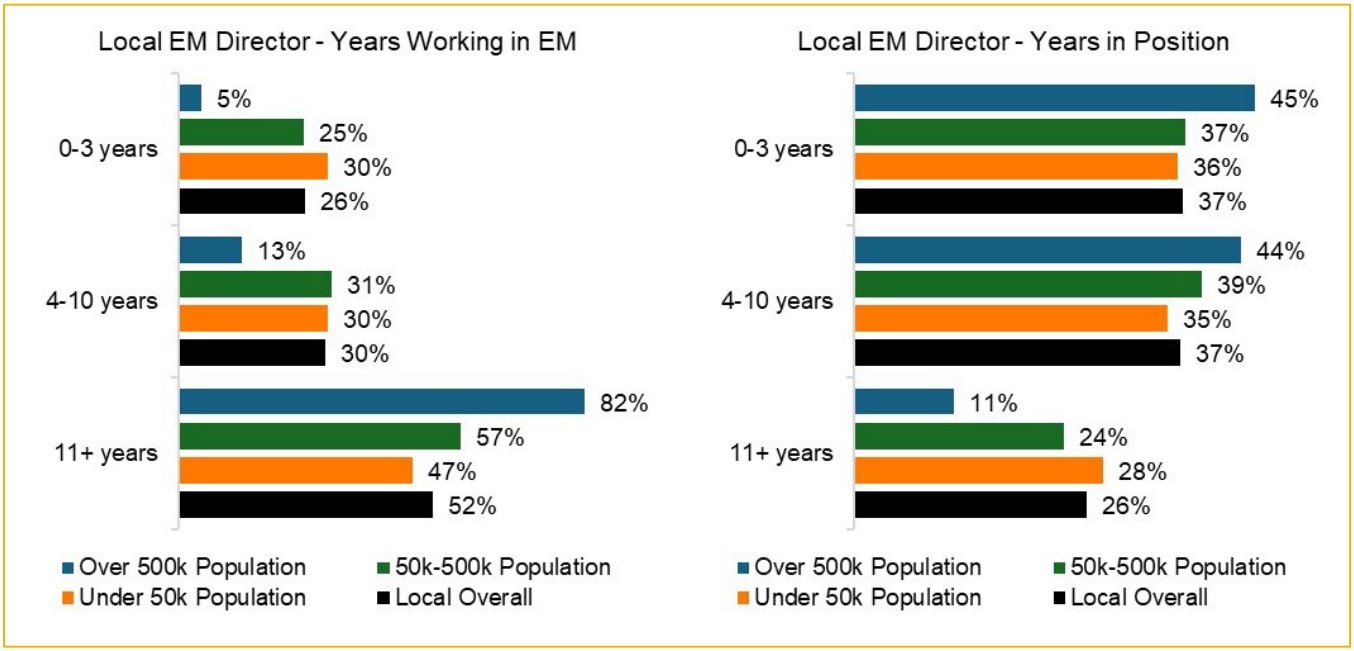


Figure 18

Local EM directors are predominantly between 50 and 59 years old (32%), with 78% falling within the 40–69 age range (Figure 19).

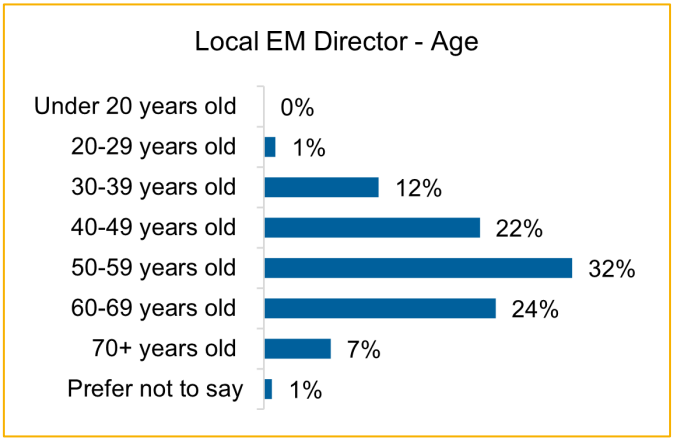


Figure 19

Small population jurisdictions tend to have older EM directors than large population jurisdictions, with 35% of EM directors in small population jurisdictions being at least 60 years old, compared to 23% in medium and 13% in large population jurisdictions (Figure 20). This finding raises potential succession concerns, especially since many of the offices in small population jurisdictions operate with only one person. This issue was highlighted in the qualitative data, where some directors expressed an interest in retiring and voiced concerns about who would assume EM responsibilities in their absence.

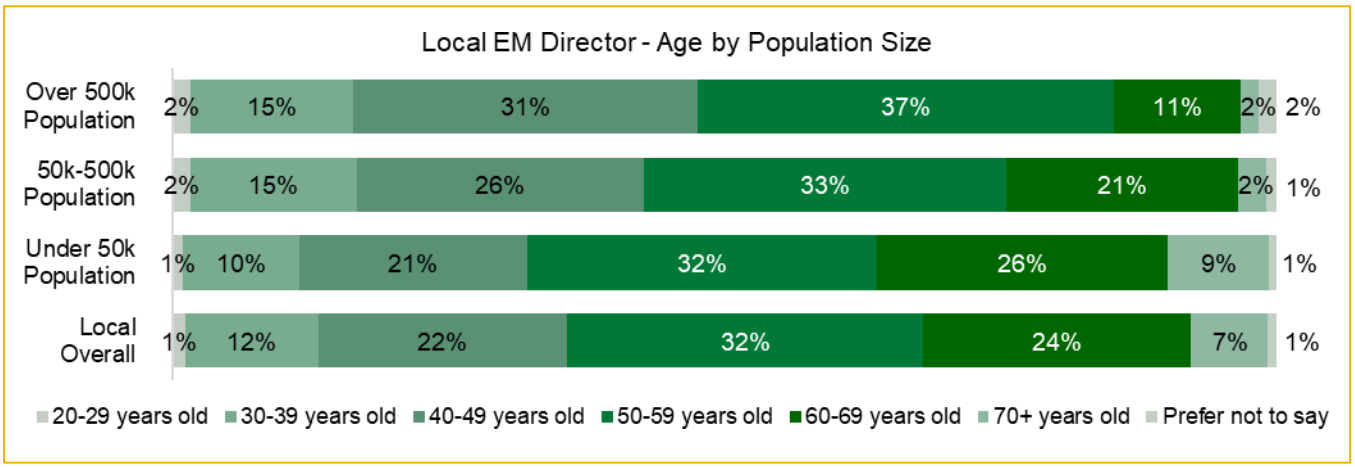


Figure 20

"[A challenge is] having qualified personnel to take over for us when we retire."

"[With additional funding] I would work to recruit a paid professional, turn over all of the plans I've written, and resign from my position. (Go back to my retirement.)"

"I am ready to retire and hand the baton to the next generation. Local emergency management should have a system to build the office to a higher level. Currently the new emergency manager has to build from scratch after prior emergency manager leaves."

The majority of local EM directors are male (78%) and Non-Hispanic White/Caucasian (88%) (Figure 21). (Note that the survey asked respondents to provide their ethnic background, but options combined ethnic and racial categories.)

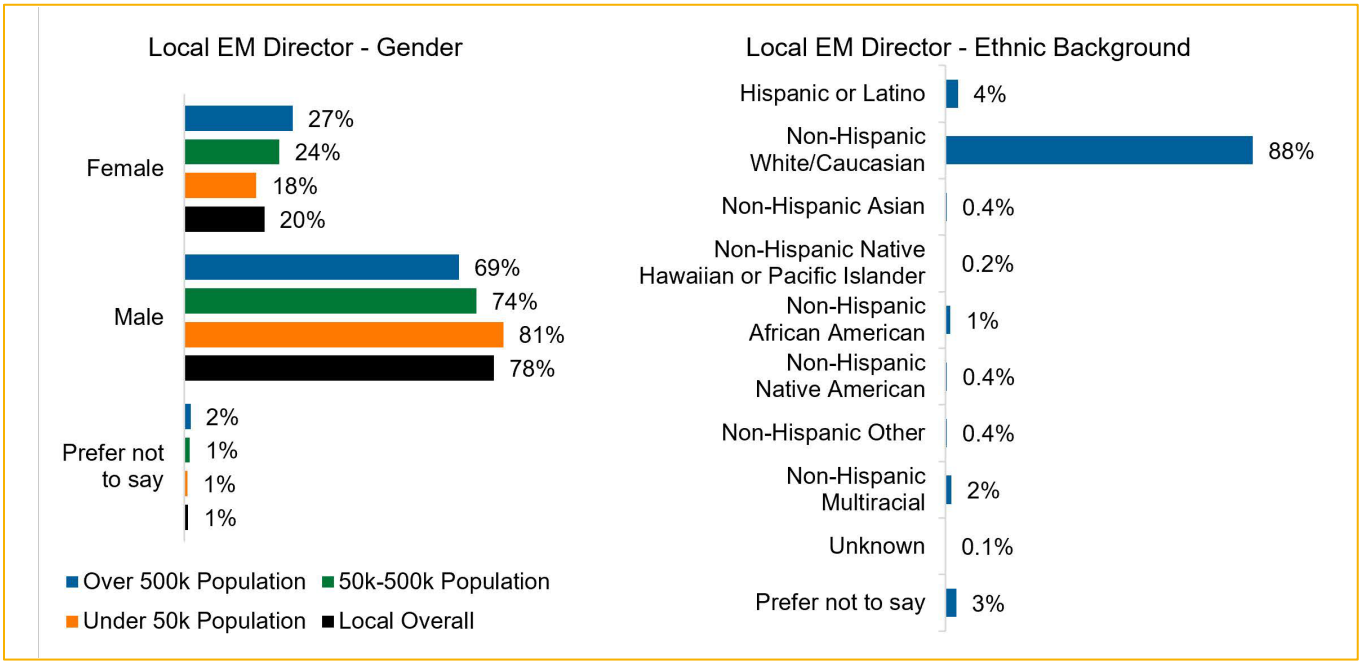


Figure 21

States

EM Agency Structures

Most state EM directors have a supervisor who reports to the governor (59%). Over a quarter (27%) report directly to the governor, and only 14% have two or more levels between themselves and the governor. As with local jurisdictions, some of those that have one or more reporting levels during steady-state transition to reporting directly to the governor during a disaster. Per the NEMA 2024 Biennial Report[5] (a survey of all 50 states and the District of Columbia), the state EM directors are mostly appointed by the governor (68%) or adjutant general (15%) with the remainder appointed by the public safety secretary/commissioner, governor's homeland security advisor, secretary of safety and homeland security, or mayor. The NEMA Biennial Report also notes that the state EM agency is often under the adjutant/military (14 states), under the governor's office (13 states), part of public safety (12 states), or combined with homeland security (9 states). Many state EM directors are also the governor's homeland security advisor. Nearly all state survey respondents (97%) indicated they have a written board ordinance, resolution, or other document that formally establishes the EM agency. The state that responded "no" commented that it has a state statute.

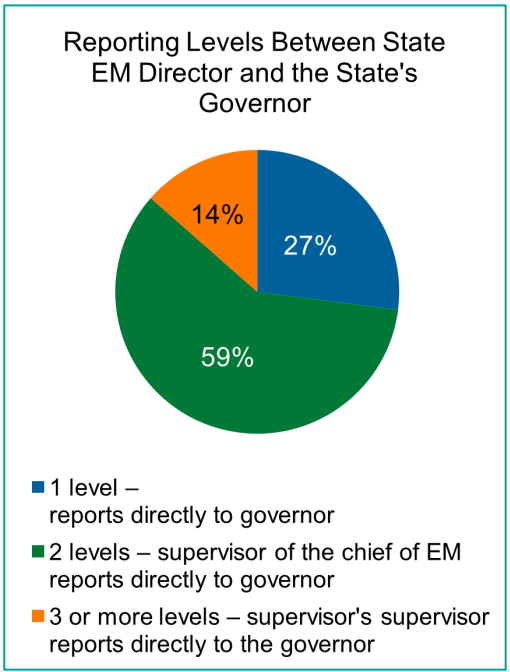


Figure 22

Staffing

Staffing levels vary widely across states. State respondents reported having an average of 87 permanent FTEs, and a median of 73 permanent FTEs, meaning that responses were not evenly distributed: bigger agencies had disproportionately more permanent FTEs than smaller agencies (Figure 23). State respondents reported a minimum of 12 permanent FTEs and a maximum of 245 permanent FTEs. Most states (67%) have more than 50 FTEs while 24% have more than 100. A few state respondents (8%) have 25 or fewer permanent FTEs.

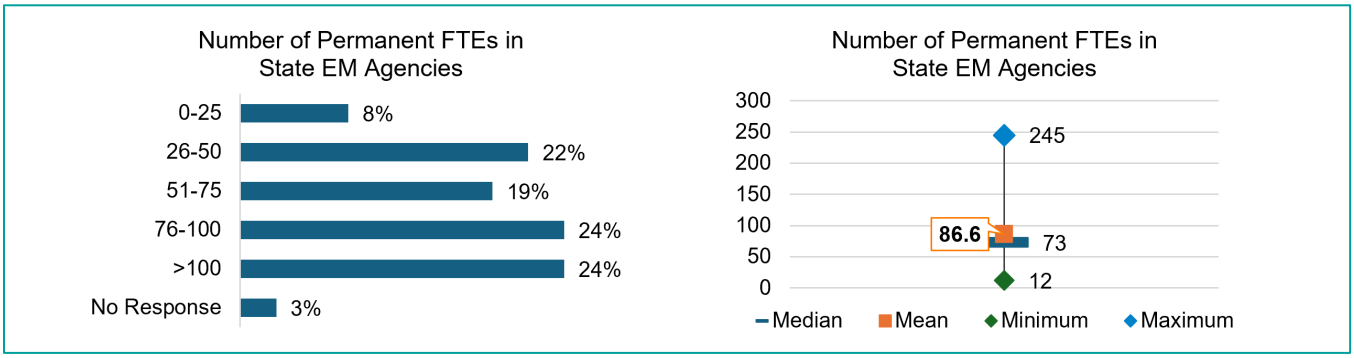


Figure 23

[5] National Emergency Management Association. (2024). *NEMA Biennial Report 2024*.

State EM staffing levels vary with the state population size. The top quartile of responding states by population size had an average population of 11.3 million and average permanent FTE staff of 165, while the lowest quartile had an average population size of 934,000 and an average FTE staff size of 46 (Figure 24).

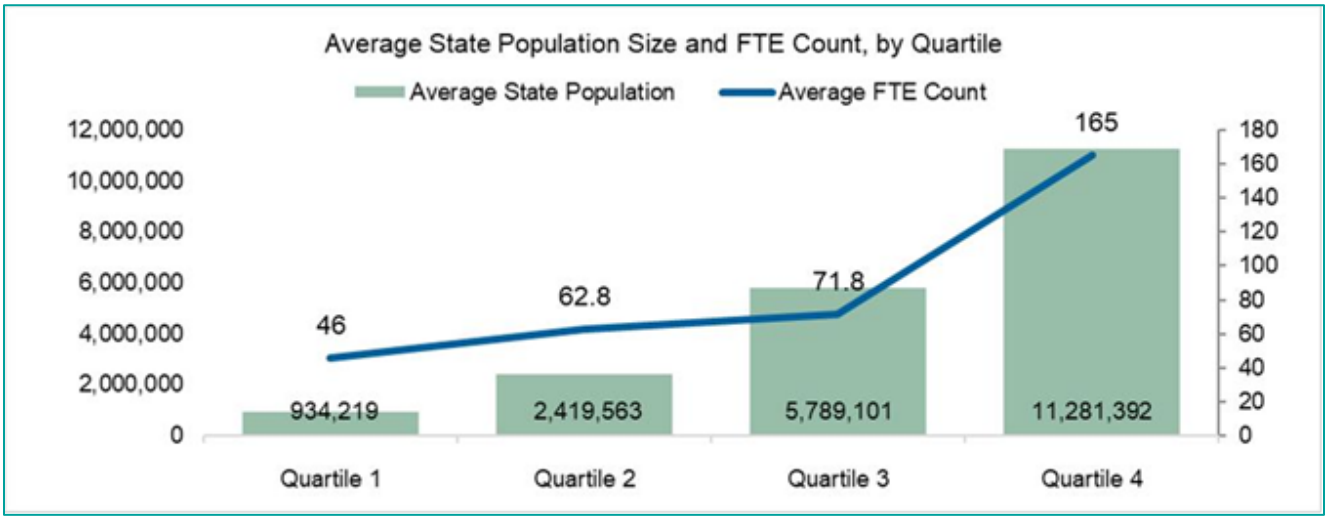


Figure 24

Almost all states augment EM agency staffing with temporary or contract workers. Most states use 10 or fewer temporary workers. Other states rely to a greater extent on temporary workers (14% between 16 and 50 workers and another 14% using more than 50 workers) (Figure 25). States use volunteers to a much lesser extent, with more than half indicating no use of volunteers at all. For states that indicated they use volunteers, the number of volunteers tends to be 10 or fewer (24%). One state indicated having 300 volunteers, which may actually reflect the total volunteers available rather than the number of volunteer FTEs used.

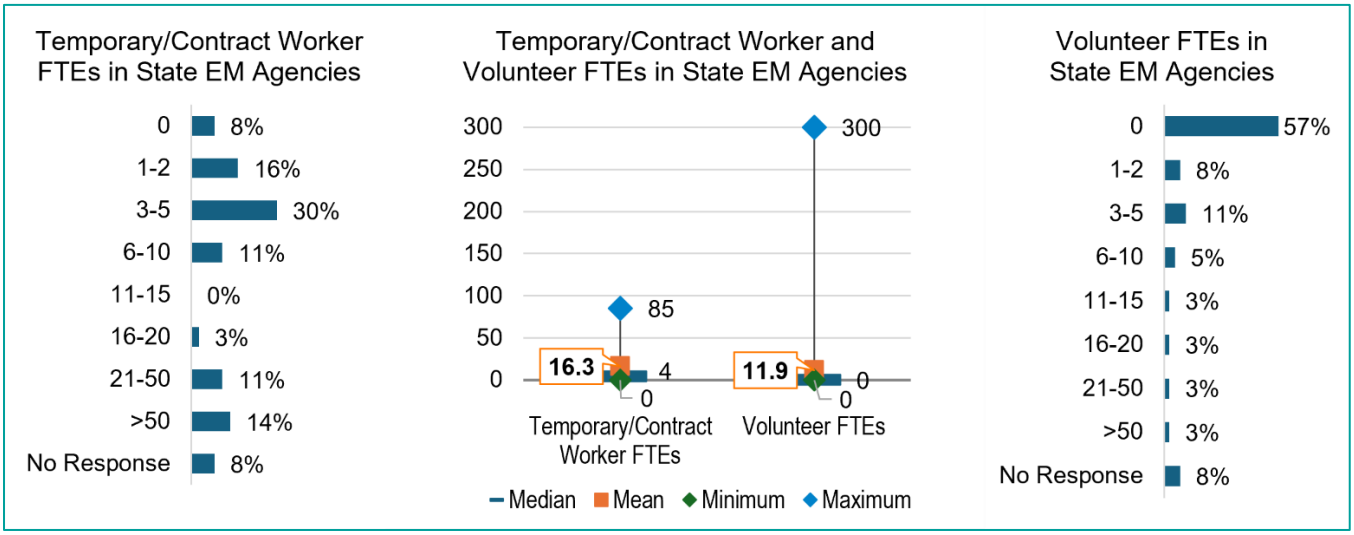


Figure 25

Director Characteristics

State EM directors come from a wide range of professional backgrounds with military (38%) being the most common (Figure 26). Other common background areas include fire (27%), law enforcement (24%), the private sector (19%), and emergency medical services (16%). Roughly one-sixth (16%) reported having always been in EM. (Respondents were able to provide multiple responses to indicate all relevant background areas, so percentages sum to more than 100%.)

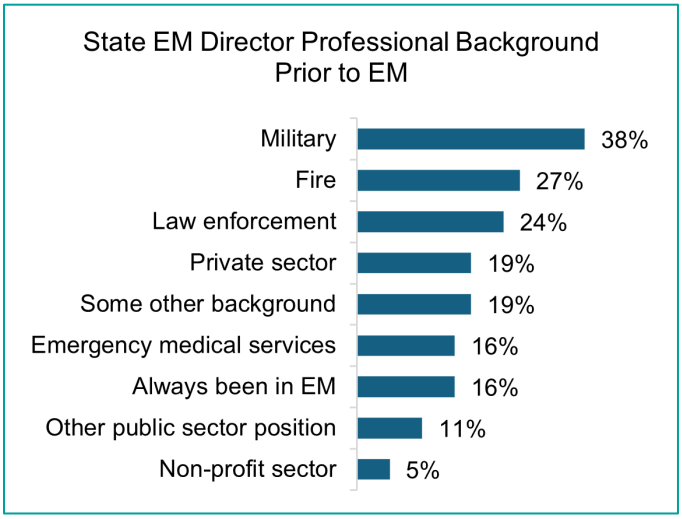


Figure 26

While many state EM directors have been in their current position for a relatively short period of time, the majority have been in EM for many years (Figure 27). All but one respondent reported having worked in EM for at least 4 years, and most (75%) have worked in EM for 11 years or more. Nearly a third (32%) have worked in EM for more than 20 years. Their time in their current position tended to be shorter, with more than half (54%) having been in their position for three years or less. That most are appointed by an elected official may contribute to the large percentage (54%) that have been in their position for three years or less.

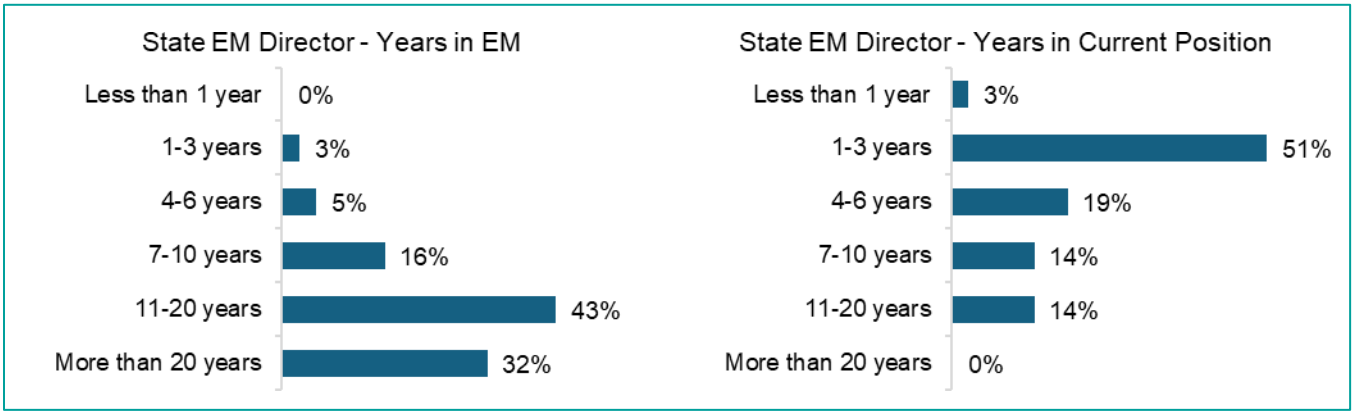


Figure 27

More than half of state EM directors have earned a master's or doctoral degree (56%) (Figure 28), compared to about a quarter (26%) of local EM directors. About a quarter of state EM directors have a bachelor's degree (27%), which is similar to local EM directors (28%). However, fewer state EM directors have some college, or an associate degree (14%) compared to local (37%).

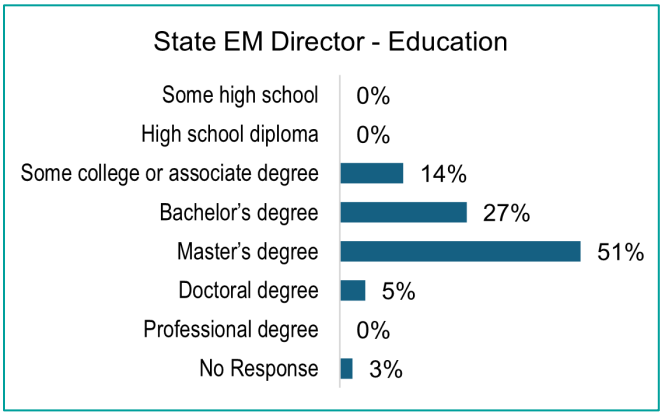


Figure 28

State EM directors are likely to be at least 50 years old (73%), male (73%), and Non-Hispanic White/Caucasian (92%). Almost a quarter (24%) are 60 or more years old (Figure 29).

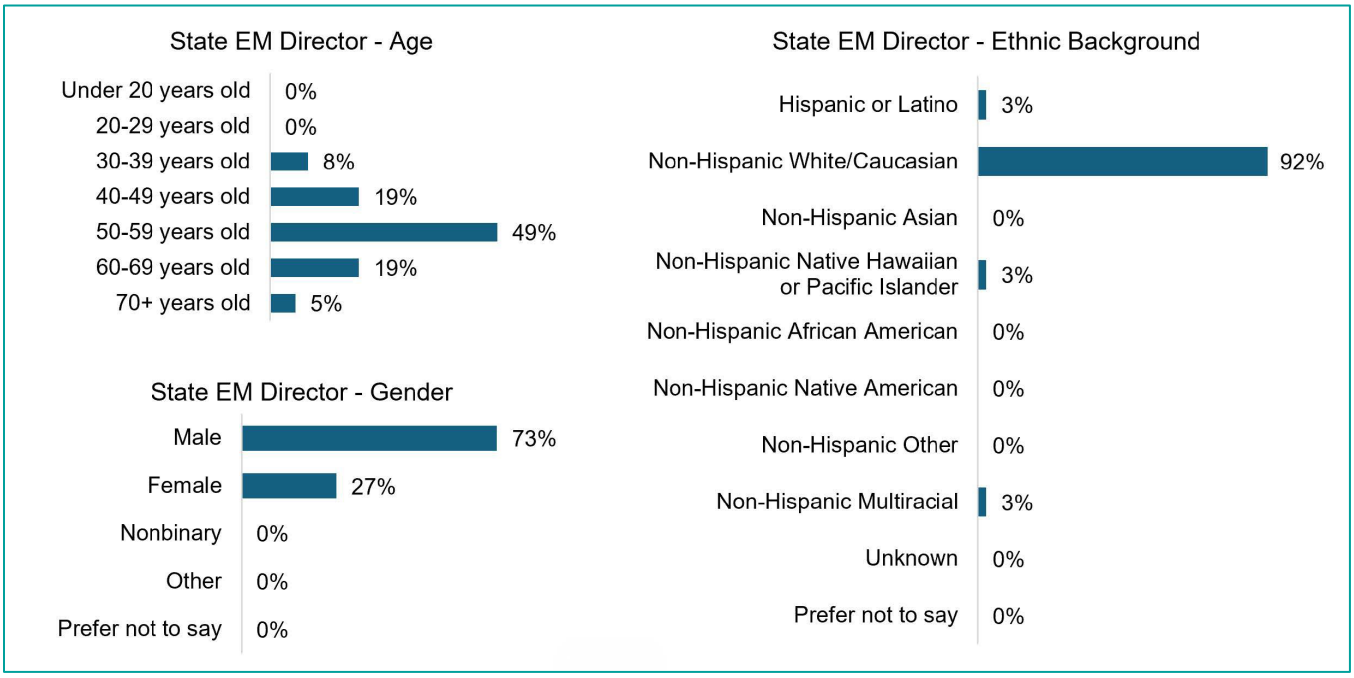


Figure 29

Territories

EM Agency Structures

Three of the four territorial EM agencies that participated in the study are freestanding agencies, and one is located within a larger agency. The EM agencies in all four of the territories have a written ordinance, resolution, or other document formally establishing their emergency agency and its responsibilities. Half of the territorial agencies reported that they had regional offices or other local units, and half did not.

Staffing

There was substantial variation in the number of permanent employee FTEs in territorial EM agencies. One respondent reported that they had 25 or fewer FTEs, one reported they had between 26 and 50 FTEs, one reported that they had between 51 and 75 FTEs, and one had more than 100 FTEs. Two of the territory EM agencies reported having no temporary or contractor FTEs, and one reporting having three to five. No respondents reported having volunteer, unpaid intern, or reservist FTEs.

Director Characteristics

All four territorial EM directors hold paid positions, and three report directly to the territorial governor. The fourth respondent is three or more reporting levels from the territorial governor.

The nature of the EM director role—being appointed versus merit-based (civil service)—varies across the territories. Of the four territorial EM agencies that participated in the study, two (50%) include director positions that are appointed to their leadership position, and two (50%) have merit-based positions.

The territorial EM directors' experience in EM varies greatly. Two of the four territorial EM directors have worked in EM for 11–20 years, one has worked in EM for 7–10 years, and one has worked in EM for 1–3 years. In terms of position tenure, one territorial EM director has been in their position for 7–10 years, one for 4–6 years, and two for 1–3 years.

All of the territorial EM directors hold college degrees. Two of the EM directors (50%) have earned a master's degree, which is a greater percentage than both local and state EM directors. The other two territorial EM directors hold bachelor's degrees. However, none of the respondents hold degrees specifically in EM. All four the respondents are male. Three (75%) of the respondents reported being Native Hawaiian or Pacific Islander and two also reported being white (50%).

Tribal Nations

EM Agency Structures

Nearly 17% of tribal respondents (10 of 59 respondents) noted that they do not have a formal EM program or any staff committed to EM work. The remaining 49 respondents, or 83%, provided responses consistent with having a formal EM program and/or dedicated EM staff. Of those that do not have a formal EM program, two reported that they and/or others do conduct EM work as part of their professional duties (i.e., they have a primary job function and also serve as the emergency manager) and four reported that some EM work, such as response and mitigation planning, has been done or is ongoing.

> *"We do not have a department for a Tribal Emergency Management Program. However, the Tribe does have a Small Community Emergency Response Plan sponsored by the State."*
>
> *"[The Tribe] does not have a tribally designated Emergency Manager."*

Tribal EM programs vary substantially in structure, including where they are housed within government and to whom the lead emergency manager reports. Of the 59 respondents, 46 provided information about whether their program was independently organized or housed within another department or agency. Ten of these were organized independently, whereas more than three quarters (36) were housed within another department or agency. Parent agencies included Public Safety (13 respondents), Law Enforcement (8 respondents), Natural Resources (4 respondents), Planning (2 respondents), and Fire (2 respondents), among others. All the independent agency respondents who provided information about reporting structure report directly to the tribal chief executive officer or council. Nearly all the respondents who are housed in other agencies report to the director of their parent agency, although there were a few exceptions in which respondents from these types of programs also reported directly to the tribal chief executive officer or council.

> *"The Tribal Administrator reports to a 7 member Tribal Council, most major decisions must be approved by the Tribal Council."*
>
> *"I would love to make more money and have staff, but I have zero say in any spending whatsoever. I am the lowest-paid EM in the Region, maybe the state."*

Survey responses reveal a varied landscape of authority for tribal EM agencies, shaped by agency structure, tribal governance, and emergency status. Of the tribal respondents who provided information about their authority, 15 reported limited decision-making authority, and may be restricted to daily operations and resource management, compared to four who reported a high degree of authority. Nine noted that major decisions require higher-level or collective approval. However, survey responses also show that authority frequently expands during emergencies, allowing for more direct action or access to leadership, with six reporting that their reporting structure changes during hazard events. The degree of autonomy varies across respondents, with some individuals having substantial independence and others operating under tight oversight or with minimal decision-making power. Several respondents noted that organizational transitions or changes can introduce ambiguity in decision-making authority.

"The Office of Emergency Management reports to the Principal Chief of the Nation, we are the lead in all emergency situations, but the Principal Chief executes State of Emergency, and Requests for Disaster Declarations."

"I inform tribal council of options for the best interest of the tribe and its membership. The tribal council make the informed decision based of the facts presented at the time."

"Decision-making authority in non-emergency situation is situational, sometimes it is at my level other times it is elevated to the tribal director or even to tribal council, it all depends on the decision. However, during an emergency I am entrusted to make decisions."

"Our program has decision-making authority over daily operations, resource management, and implementing initiatives within our scope. While we coordinate with Tribal leadership and other departments, major financial, policy, and strategic decisions require higher-level approval. We have the flexibility to make operational adjustments and execute plans within established guidelines. This balance ensures efficiency while maintaining alignment with Tribal priorities and governance."

"I report to the police chief of [the Nation]. I have about 80% say in the emergency manger decision making."

"We are a fairly new department, so still working out the logistics of decision-making authority, especially with a change in the tribal constitution within the last year."

While the survey did not specifically ask respondents whether their tribe had a formal ordinance or document establishing the EM program, several tribal respondents noted they did have such an ordinance or document. Responses indicated that policies governing EM served to require the existence of an EM program, define authorities, the jurisdictional scope of their responsibility, some of the activities they are required to undertake, and the structure of EM programs.

"There are tribal resolutions to create and maintain the EOP and [Hazard Mitigation Plan]."

"Under the Tribe's Constitution, the "Territory and Jurisdiction" clause provides authority over lands, waters, communities, and enrolled persons within that territory. Through compacts and agreements, the [tribal EOC] extends planning, mutual aid, training, and emergency response support into those communities, ensuring regional coverage."

"This structure is backed by Tribal governance and resolutions. For example, [resolution] formally adopts the National Incident Management System (NIMS) as the Tribe's emergency management standard and designates the Public Safety Department as the lead for implementing it."

In addition to establishing policies or ordinances, 19 respondents also specifically noted that they had memoranda of understanding (MOU) or other formal agreements with neighboring jurisdictions and other partner organizations or were developing formal agreements (other respondents may have MOUs but did not mention them in responses)**.** These partnerships will be discussed in more detail in the following section, but the widespread use of MOUs among tribal EM programs indicates that many respondents are well integrated into the broader EM system.

Staffing

Tribal EM agencies are generally characterized by small teams, with the majority of respondents indicating that their programs operate with one or fewer dedicated FTEs, with several having no permanent EM staff at all. Among those who indicated larger staff sizes, the positions were often shared with other responsibilities or departments. When asked about the total number of FTEs, several respondents noted staffing from external departments rather than dedicated EM personnel. To provide a clearer picture of dedicated EM personnel, we focused on responses that specifically indicated EM staff (4 respondents, 7%, described general tribal staff). As shown in Figure 30, 11 tribal respondents (20%) reported having no dedicated EM staff, while 6 (11%) noted more than 0 but less than 1 FTE, typically reflecting part-time, shared, or collateral duty arrangements. Twenty-two respondents (40%) reported exactly 1 FTE, 11 (20%) reported more than 1 to 2 FTEs, two (4%) reported more than 2 to 3 FTEs, and three (5%) reported more than 3 FTEs, with one respondent (2%) indicating 8 FTEs and another (2%) indicating 9 FTEs.

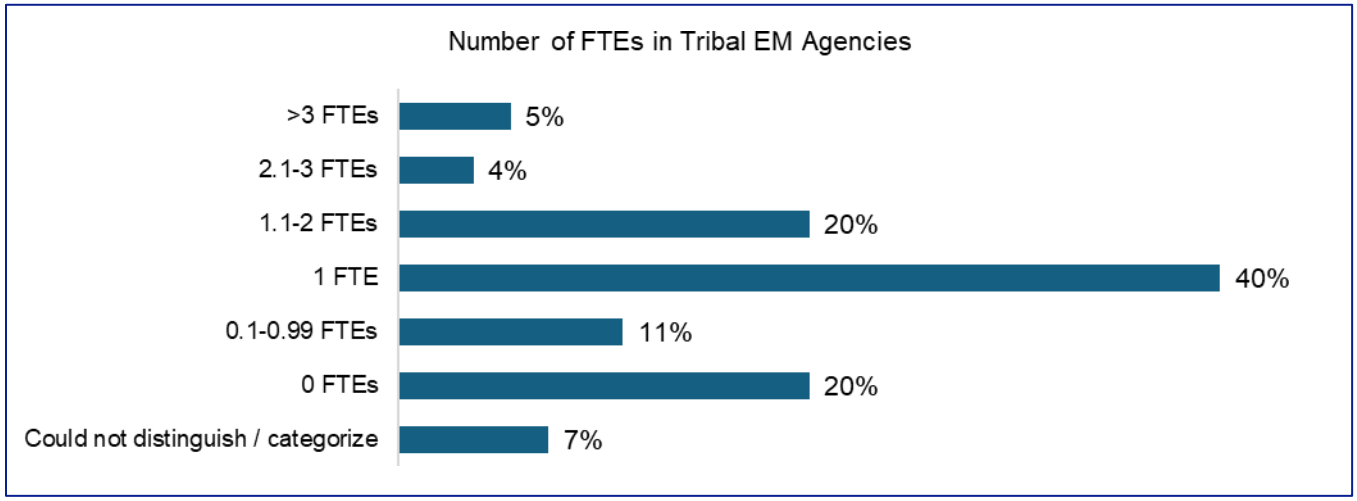


Figure 30

Overall, tribal respondents indicated a reliance on cross-departmental collaboration and flexible staffing arrangements to fulfil their EM missions. While a small number of respondents reported larger teams than those noted above, these typically included staff from other departments or individuals within the same department who were not responsible for EM tasks. For example, one respondent noted a staff size of 30, which included 25 firefighters and 5 administrative staff. Another described a total staff of 18 FTEs, but only one was EM-specific, with the remainder being staff from other offices or programs (e.g., court services, warehouse technical, tribal access program). However, pointing to the cross-departmental collaboration described above, the respondent noted that these individuals put daily duties aside to support EM functions during emergencies. Even among those who noted specific EM personnel, in several cases they indicated also having access to supporting staff from other departments when needed.

"We are a program of two and collectively we make up 1 FTE due to other responsibilities outside of Emergency Management."

"While most staff have regular daily program duties (law enforcement, education, outreach, logistics), they put those duties aside and assume emergency management roles during disasters."

"The Environmental Director is currently the Emergency Manager. The Environmental Director is a permanent full-time position. The Facilities Manager (also a permanent full-time position) has and will provide assistance during an event."

"I am the Coordinator, I am the only permanent staff member. It is a step up from a few years ago when emergency manager was a collateral duty for someone else."

"The Tribal Emergency Manager wears multi hats besides Tribal Emergency Management. This includes Fire/EMS response and community risk reduction or CRR."

"There is only me as the current Acting Emergency Manager. I am only about 50-75% in that capacity. We do not have a full department."

"Since I also manage several healthcare sites, and EHS duties, I often find I do not have time for all the EM work I need to do."

In many cases, tribal respondents noted that EM responsibilities are assigned as collateral duties to staff whose primary roles were elsewhere. Several respondents described situations where department heads or other staff are designated to assist with EM functions, especially during emergencies or for special projects.

"Emergency Management is made up of department heads from Administration, Public Safety, Environmental Health and Property Management."

"We do not have emergency management paid staff. The PS Dept Manager and two government staff are appointed as EM Coordinator and two EMC Deputies to coordinate Emergency Management program responsibilities in addition to their full-time jobs. Other designated staff are assigned extra duties to assist with emergency management responsibilities by department (health, public works, communications, etc.)"

Some tribal respondents indicated using CERTs, IMTs, or other volunteer groups to support EM tasks, however, most reported limited or no regular volunteer or contract staff. Some tribal respondents indicated interest in or current actions for building volunteer programs or expanding the contract staffing if available funding became available.

Director Characteristics

Requirements for tribal EM director positions vary across agencies but typically focus on a combination of formal requirements, experience, and community knowledge/relationships. Most tribal respondents (40 of the 49 who provided a response) reported having formal requirements for the EM director position. Requirements discussed included a range of education, training, and experience, such as requiring a degree in EM or a related field, completion of FEMA ICS and/or NIMS training, or a minimum number of years of relevant experience. Fewer respondents (9 of 49 respondents) reported that there are no formal requirements for the director position, although some described recommended qualifications, such as those related to education. A few agencies specifically noted the importance of

tribal-specific knowledge for the position, including familiarity with tribal customs, governance, and community needs. One respondent noted tribal citizenship as a requirement. In several cases, agencies reported accepting a combination of education and experience or substituting relevant experience for formal credentials. The data highlight that practical experience and community and cultural understanding are valued for the EM director positions.

"Education and networking are the most important piece to a good emergency manager."

"Incident Command system, CPR, Hazard material response, FEMA, First Aid, specific backgrounds: culturally knowledge of the tribal community families, familiar with tribal trust lands, basic tribal laws, understanding of tribal sovereignty."

"A degree in emergency management or a related field is preferred, but 10 years of relevant experience may substitute for a degree, or 5 years of experience with a degree."

"One of my greatest strengths coming into this job is my experience working for Indian Tribes. I have worked here for over 12 years -- in different capacities. I have worked with Indian Tribes for over 20 years, so, I was a trusted known product and I didn't have to try to sell my good intentions while trying to move the emergency operations football down the field."

"Experience has put me in as the Emergency Management Director. I also have a bachelor's degree in Natural Resources, although it wasn't a requirement for the Emergency job."

"Basic NIMS knowledge (100, 200, 300, 400, 700, 800)."

"Directors must complete FEMA Independent Study courses IS-100, IS-200, IS-700, and IS-800 at a minimum. Completion of ICS-300 and ICS-400 is preferred."

Beyond requirements to enter the position, many tribal EM agencies emphasize ongoing professional development once in the position. The data highlights that continued training and skill-building are emphasized, and directors are encouraged or required to participate in FEMA ICS and NIMS training, attend federally or state training academies, engage in exercises and drills with stakeholders, and other continuing education opportunities.

"All Public Safety staff including the EM lead are required to complete ICS 100, 200, 300, 400, 700, and 800 before assuming duties, and must continue their professional development with additional FEMA coursework."

"Obtain and maintain Emergency Management Certification and complete ongoing education."

"I strive to keep my training up and current and attend training at the FEMA HQ in Anniston once a year for the last several years through the Tribal Training Program or others."

EM Agency Access to Resources

The EM Study explored EM agency access to funding and technological resources, to understand the various sources through which they secure financial support and technological capabilities.

The local survey asked about the agencies' access to consistent annual funding and ad hoc funding sources, including local taxes, federal grants (both pass-through and direct to local), state or territorial grants, local user fees/charges, local bonds, local fines, public-private partnerships, and nonprofit/foundation/philanthropic grants/donations. For the state survey, funding questions were omitted due to the availability of information in the 2024 NEMA Biennial Report, which are reported in this section. Territorial respondents shared insights about funding sources through interviews, and tribal respondents provided data about their access to different funding sources via an open-ended question.

In addition to financial resources, the section explores access to technological resources. All jurisdiction levels received the same technological resources question. State agencies were also asked about their role in providing technological resources to local jurisdictions. The study also identified barriers that agencies face in accessing technological resources.

Local Jurisdictions

Access to Funding

Local EM agencies generally rely on a limited number of funding sources. On average, local respondents reported using 2.3 funding sources on a consistent, annual basis, with over half using 2 or fewer. For ad hoc funding, the average was 1.5 funding sources, but over half reported using none. This suggests that a small number of agencies are increasing the average due to their broader use of funding sources.

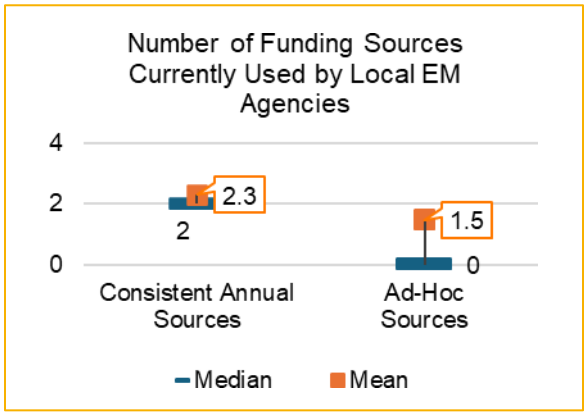


Figure 31

The most common consistent annual funding source for local EM agencies is local taxes (78%), followed by pass-through federal grants (42%), and state or territorial grants (39%) (Figure 32). The most common ad hoc funding sources for local EM agencies are state or territorial grants (25%), pass-through federal grants (25%), and direct to local federal grants (24%).

Some significant differences exist in the types of consistent annual funding sources that are used by different categories of jurisdictions, most notably related to pass-through federal grants (Figure 33). Agencies in large population jurisdictions are more likely to access pass-through federal grants (81%) compared to medium or small population jurisdictions (58% and 34% respectively). County agencies are also more likely to access these grants (61%) compared to municipal (22%) or regional agencies (35%). Agencies in suburban jurisdictions are more likely to access these grants (54%) compared to urban (41%) or rural (38%) jurisdictions. County agencies are also more likely to access state or territorial grants than other jurisdiction types, and counties and large

population jurisdictions are more likely to access direct to local federal grants than other jurisdiction types and population sizes. There are also some differences in the use of local taxes.

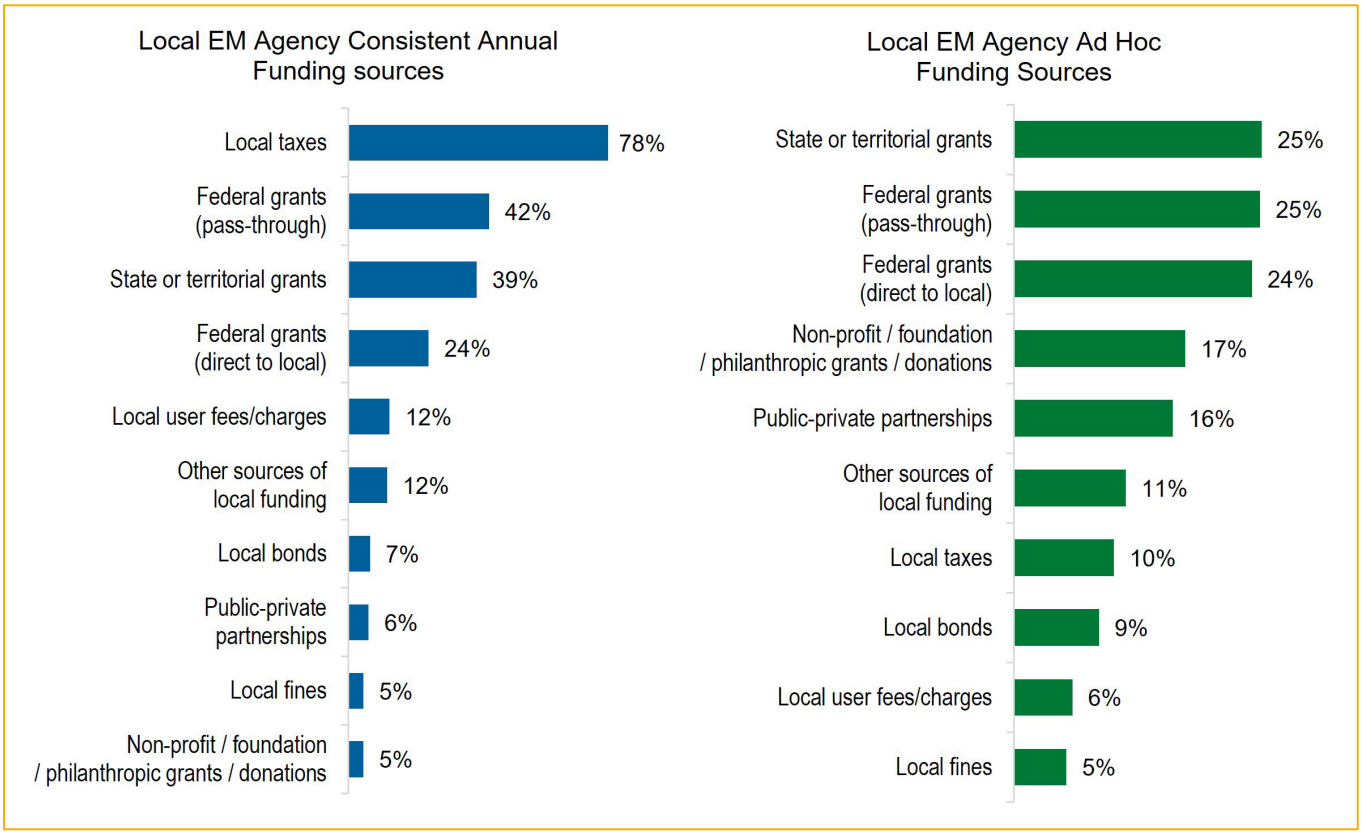


Figure 32

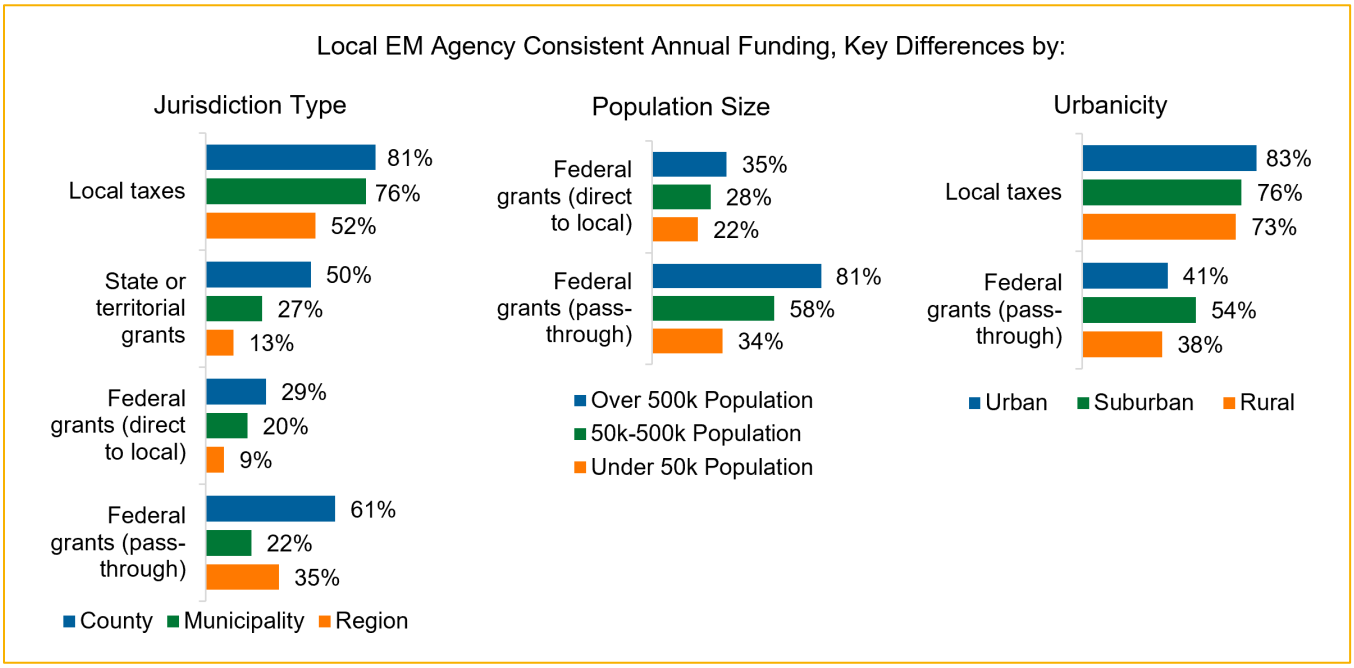


Figure 33

The most commonly used federal grant funding sources for local EM agencies come from FEMA, with the Emergency Management Preparedness Grant (EMPG) being used by 61% of local agencies and the FEMA State Homeland Security Program (SHSP) by 43% (Figure 34). The only non-FEMA funding source used by at least 10% of agencies is the U.S. Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG).

Use of federal grant funding sources varies greatly by the jurisdiction category (Figure 35). For example, counties are much more likely to access EMPG and SHSP funds (87% and 61%, respectively) than municipalities or regions. Regions are more likely to use "other federal grants" than counties or municipalities. HUD CDBG was more commonly used by municipalities (18%) than by counties (10%) or regions (4%). Large population jurisdictions were more likely to access mitigation funding, such as Building Resilient Infrastructure and Communities (BRIC) (34%) and pre-disaster mitigation grants (42%) from FEMA compared to medium population (27% and 37% respectively) and small population (15% and 24% respectively) jurisdictions. The variation seen is likely in part due to eligibility requirements for various grants. For example, Urban Area Security Initiative funding, which is only available to designated high-threat, high-density areas, is accessed by 16% of urban respondents but by only 2% of suburban and 1% of rural respondents. In addition, eligibility to receive some common federal pass-through grants, such as EMPG and SHSP, is influenced by state policy.

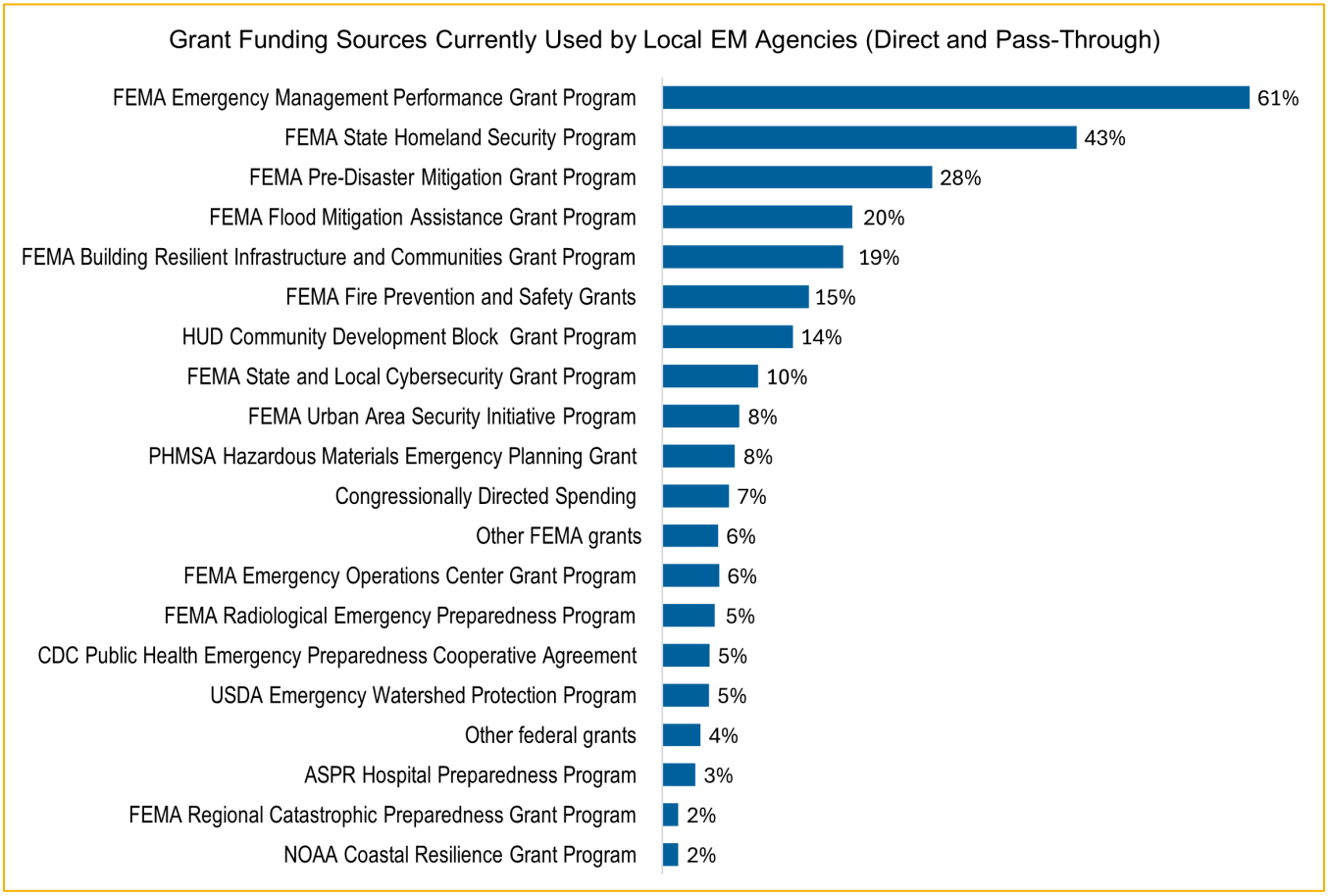


Figure 34

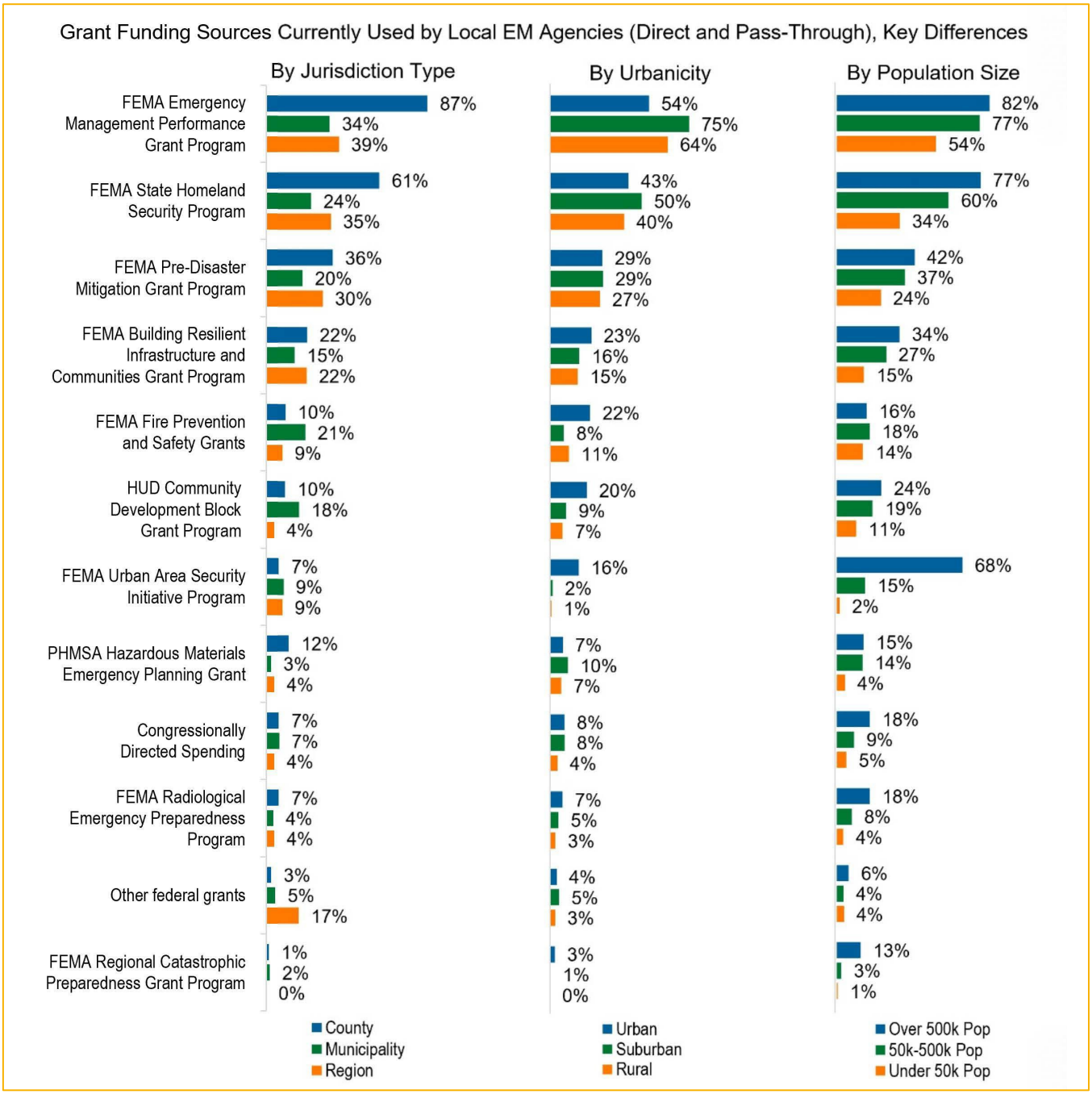


Figure 35

Regression analysis also highlights the importance of the relationship between staffing and funding. Agencies with more permanent FTEs received more funding from federal sources than those with fewer permanent FTEs ($F = 102.68$, p-value < 0.0001), and agencies with more permanent FTEs received funding from a greater number of consistent sources than those with fewer permanent FTEs ($F = 25.24$, p-value < 0.0001). This finding may be because having more staff allows agencies to apply for and manage a greater number of funding sources, since having more funding allows agencies to hire more staff, or a combination of the two reasons.

Funding priorities and requirements associated with applying for and managing certain grants may also influence accessibility to certain funding sources. Qualitative data revealed that many agencies with limited staffing or without pre-existing funding find the effort required to meet federal pass-through grant requirements often exceeds their bandwidth, making it seem not worthwhile.

> *"Ties to grants are sometimes more work than the money is worth."*
>
> *"We are a cash poor county with very limited funding. We spend much of our time meeting arcane state and federal requirements rather than performing the highest best needs of the community. However, thank you for the funding, we would not otherwise be here in Emergency Management. Trying to get grants, like mitigation grants and [State Homeland Security Program] grants, for example, is so painful we have lost interest."*
>
> *"Very difficult and time-consuming process to acquire grant funding to the point where the 'difficulty' is on purpose, to discourage emergency managers from applying."*

Access to Technological Resources

The most commonly available technologies (either in-house or via another agency) among local EM agencies include social media platforms (96%), public alert and warning systems (e.g., Everbridge and CodeRed) (92%), virtual emergency operations centers (EOCs) (88%), and Geographic Information Systems (GIS) (86%) (Table 2). Technologies with more limited access include software tools for decision support, such as those used for evacuation or volunteer management (49%), direct and remote sensing technologies (31%), and artificial intelligence (AI) resources (23%). However, despite having access to technological resources, qualitative data suggest that agencies are not always able to use or implement those resources.

Table 2: Local EM Agency Access to Technological Resources

	My agency has this capability in house	My agency can access this capability (e.g., the state provides it, can borrow it from other agencies)	My agency does not have this capability in house and cannot access it	My agency does not need access to or is not interested in using / accessing this capability	I don't know whether our agency has access to this capability	No Response
Warning systems (e.g., Everbridge, CodeRed)	66%	26%	8%	1%	3%	1%
Geographic Information Systems (GIS)	54%	32%	8%	1%	5%	4%
Social media accounts (e.g., Facebook, Twitter/X)	87	9%	3%	1%	1%	2%
Virtual EOC (e.g., WebEOC)	48%	40%	7%	2%	4%	3%
Software tools for decision support (e.g., for evac or volunteer mgmt)	25%	24%	33%	4%	10%	6%
Direct and remote sensing technology	11%	20%	35%	6%	20%	10%
Artificial intelligence resources	11%	12%	37%	8%	22%	11%
Other technological resources	1%	1%	3%	1%	5%	90%

"A number of technological resources are available throughout our jurisdiction. As we continue to recalibrate our focus across all phases of Emergency Management, we are learning of the various resources available to us. Resource constraints (funding and staff) often influence what technology is implemented. We oftentimes rely on outside departments for technology support, as a result."

"The greatest challenge to integrating technology is the having the dedicated personnel to operate it."

"Able to leverage technology for higher productivity, however, I'm in a single deep position with no backup."

Access to certain technologies varies by jurisdiction category, with population size having the strongest relationship to technology access. Across the board, local EM agencies in large population jurisdictions have the most access to technological resources and local EM agencies in small populations jurisdictions have the least access to technological resources (Table 3). The greatest differences are related to direct and remote sensing technology and AI resources, where EM agencies in large population jurisdictions are more than twice as likely to have access to the resources compared to those in small population jurisdictions. There is also a large difference in access to software tools for decision support (e.g., for evacuation or volunteer management), with 72% of EM agencies in large population jurisdictions having access compared to 58% of those in medium and 44% in small population jurisdictions.

Table 3: Local Agency Access to Technological Resources by Population Size

My agency has this capability in house AND/OR My agency can access this capability (e.g., the state provides it, can borrow it from other agencies)	500k+ Pop	50k-500k Pop	<50k Pop
Warning systems (e.g., Everbridge, CodeRed)	98%	97%	85%
Geographic Information Systems (GIS)	98%	97%	80%
Social media accounts (e.g., Facebook, Twitter/X)	100%	99%	93%
Virtual EOC (e.g., WebEOC)	95%	93%	84%
Software tools for decision support (e.g., for evacuation or volunteer mgmt)	72%	58%	44%
Direct and remote sensing technology	60%	43%	27%
Artificial intelligence resources	52%	34%	20%
Other technological resources	33%	30%	15%

Some local respondents indicated uncertainty about whether they had access to the listed technologies, highlighting potential opportunities to increase awareness of available technological resources for local jurisdictions. This uncertainty was related primarily to software tools for decision support (10%), direct and remote sensing technologies (20%), and AI resources (22%). Some qualitative responses indicated interest in guidance or training opportunities that would help him build awareness about technological resources and use cases in EM.

"This is an area where I think the state and federal government can really assist local OEM programs. I don't have the time to explore the state of the market and assess how the many, many technological solutions can potentially benefit our program."

"Emergency managers need education and regular exposure to emerging technologies and their applications. There is no sales-pitch-free environment outside of IAEM-ETC that provides opportunities to learn about new technologies. We need the vocabulary to have the right discussions with IT and cybersecurity partners."

Qualitative data from the survey also highlighted that some agencies and communities lack access to basic technological assets, including internet and cell phone coverage.

"I still have dial up in parts of my county with little or no cell phone coverage, this is a huge problem.

"Small rural county (not affluent), where getting cell phone coverage on a 'blue-sky' day is not always available, and the ability to get 'affordable' broadband is non-existent. Why should we explore all these technology-based solutions when we're still trying to get a foundation for operating them developed?"

Local EM agencies face a wide variety of barriers that have hindered their adoption and use of technological resources. The most common barriers include a lack of funding to purchase technology (82%), lack of staff expertise or training to use technology (56%), lack of knowledge about available resources (43%), and difficulty justifying the return on investment (35%).

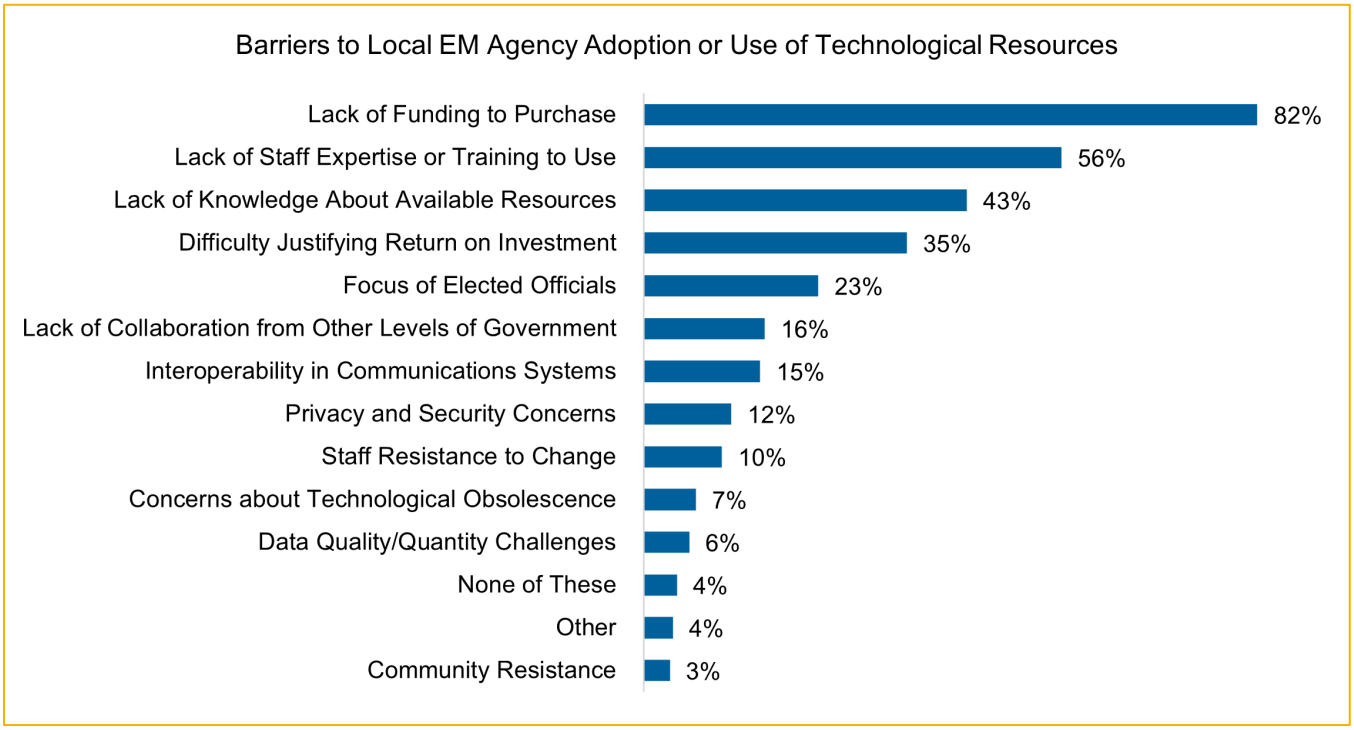


Figure 36

States

Access to Funding

This survey did not ask states to provide information on their access to funding as that information is available in the 2024 NEMA Biennial Report for all 50 states and the District of Columbia. NEMA's data demonstrate that substantial differences exist in how states fund EM at the state level, with one state having a Fiscal Year (FY) 2022 operating budget of $530 million, and another state having a budget of $500,000 (Figure 37). While the average budget across all states was $37.6 million, given the few states that had substantially higher budgets (four states had budgets over $100 million) and 36 states had budgets under $10 million, the median was closer to $6.3 million.

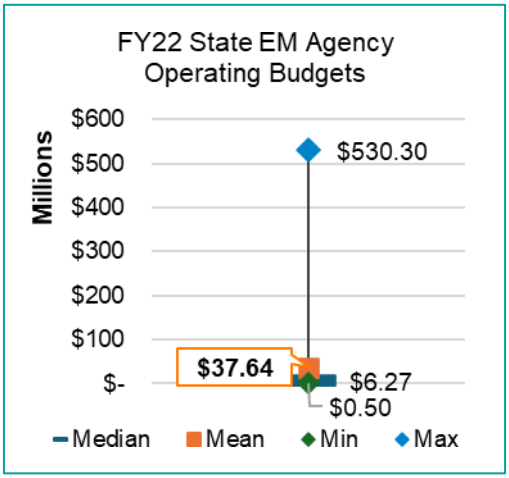


Figure 37

The U.S. Department of Homeland Security Notice of Funding Opportunity Fiscal Year 2024 EMPG Program also provided information on each state's allocation. All states and the District of Columbia receive a base amount of 0.75% of total available funding with the remining balance of funds distributed on a population-share basis.[6] The FY 2024 EMPG Program has a 50% cost-share requirement. Given the population differences between states, EMPG allocations range from a high of $24.5 million to a low of $2.7 million, with an average of $6 million and a median of $4.8 million (Figure 38). According to the 2024 NEMA Biennial report, the reliance on federal funding to support the state EM agency budgets ranged from zero to 99.4 percent. Further the NEMA report also noted that states on average allocated 42.6% of their FY 2023 EMPG funding to local jurisdictions, and 0.7% to tribal governments, which was very similar to their FY 2021 allocation data.

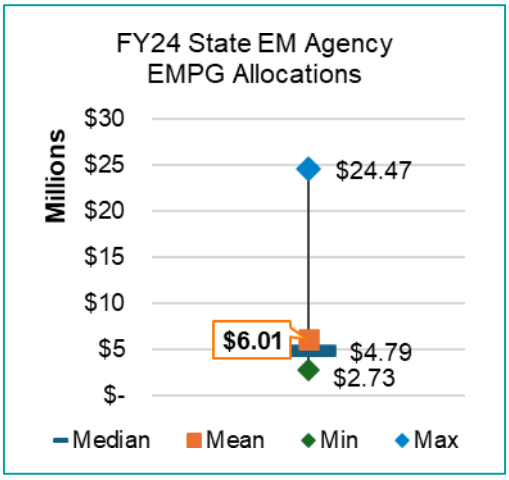


Figure 38

[6] Federal Emergency Management Agency. (2024). *Emergency Management Performance Grant Fiscal Year 2024 Notice of Funding Opportunity*. Retrieved from https://www.fema.gov/grants/preparedness/emergency-management-performance/fy-24-nofo.

Access to Technological Resources

All state EM agencies that responded to questions about access to technological resources have access to core resources such as public alert and warning systems (100%), GIS (100%), and social media accounts (100%), either in-house or through other means (Table 4). Responses were varied for other technological resources with 81% indicating they have access to software tools for decision support, 78% having access to direct and remote sensing technologies, and 58% having access to AI resources. Access for direct and remote sensing capabilities and AI were more likely to come from other sources rather than in-house (53% and 47% respectively). Only one state indicated it does not have access to a virtual EOC.

Table 4: State EM Agency Access to Various Technological Resources

	My agency has this capability in house	My agency does not have this capability in house but can access it	My agency does not have this capability in house and cannot access this resource	My agency does not need access to or is not interested in using/accessing this capability	I don't know whether our agency has access to this capability	Number of Responses
Warning systems (e.g., Everbridge, CodeRed)	94%	6%	0%	0%	0%	31
Geographic Information Systems (GIS)	91%	9%	0%	0%	0%	35
Social media accounts (e.g., Facebook, Twitter/X)	100%	0%	0%	0%	0%	34
Virtual EOC (e.g., WebEOC)	94%	3%	3%	0%	0%	34
Software tools for decision support (e.g., for evac or volunteer mgmt)	42%	39%	9%	3%	6%	33
Direct and remote sensing technology	25%	53%	8%	0%	14%	36
Artificial intelligence resources	11%	47%	25%	0%	17%	36
Other technological resources	60%	20%	0%	0%	20%	5

State EM agencies tend to make in-house resources available to local and tribal EM agencies. Nearly three-quarters (70%) of state EM agencies indicated they make Virtual EOC available to local/tribal EM, 54% indicated they make warning systems available, and 51% make GIS available.

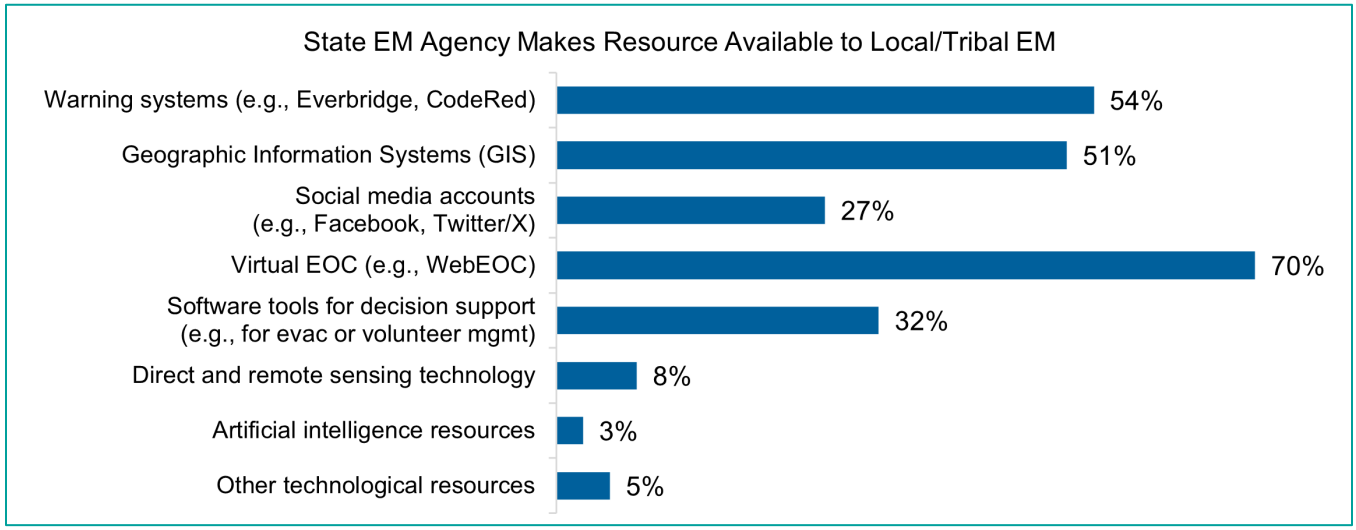


Figure 39

States face a variety of barriers that have limited the adoption/use of technological resources. The barriers that more than one-third of states faced included: lack of funding to purchase (89%), lack of staff expertise or training to use (68%), privacy/security concerns (43%), difficulty justifying the return on investment (38%), and the interoperability of systems (35%).

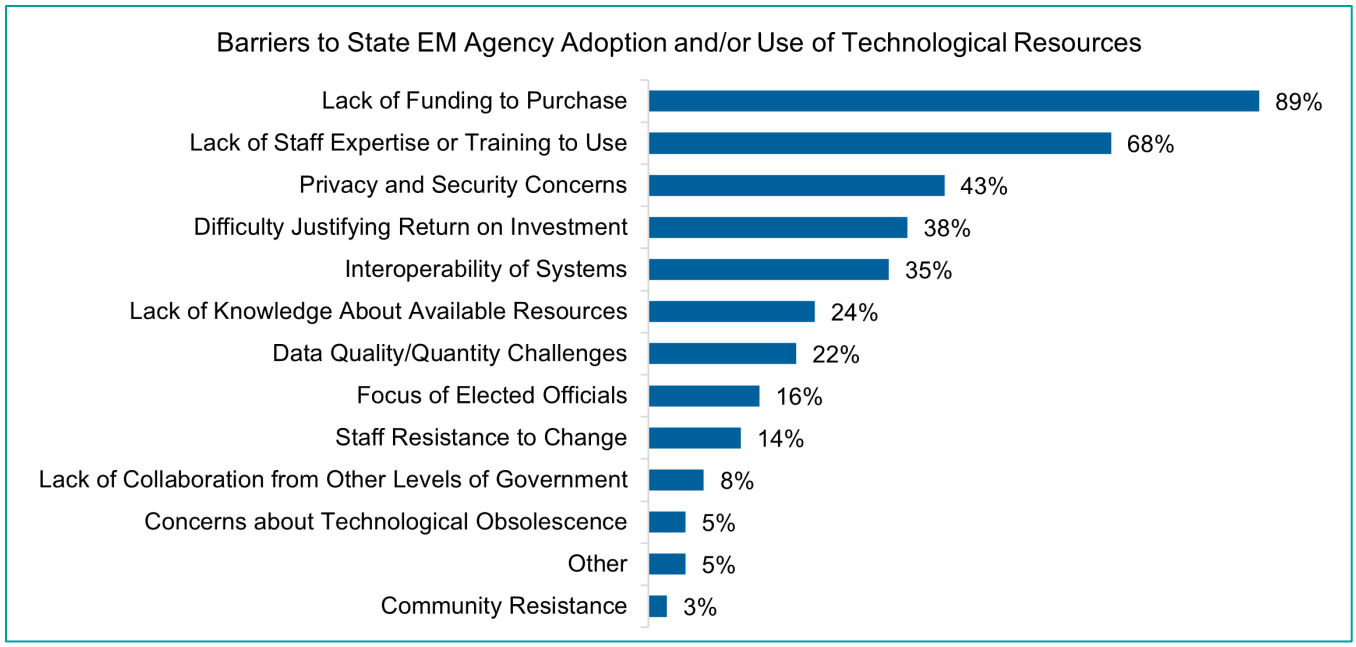


Figure 40

Territories

Access to Funding

Territorial EM agency budgets vary greatly. Of the three territorial EM directors that responded to the survey question about operating budget, two reported that their budget was between $500,000 and $1 million in 2024, and one reported that their budget was more than $5 million. Although one director did not provide a specific budget figure for their agency, they reported that federal funding comprised around 80% of their budget and territorial funding comprised the remaining 20%. Based on publicly available data about their federal funding in 2024, their total annual budget was likely between $1 million and $5 million in 2024.

A substantial portion of many territorial EM agency budgets comes from federal sources, including EMPG (to which all of the territories have access), hazard-specific grant programs such as tsunami mitigation grants and cybersecurity grants, as well as federal recovery funding post-disaster. Additional funding may be available through territorial budgeting processes, although the amount available from these territorial sources varied substantially across respondent agencies, with at least two agencies having no access to territorial funding.

Access to Technological Resources

Access to technology varies considerably across territorial EM agencies. Although most indicated they have access to warning systems (3 of 4 respondents) and social media accounts (three of four respondents), other resources were less commonly accessible. Most territorial respondents have access to GIS technology but do not have in-house access (one respondent did not answer this question). Two territorial respondents reported that they had in-house access to a virtual EOC resource, and one did not (one respondent did not answer this question). Two territorial respondents indicated they could access software tools for decision support and direct and remote sensing technology but did not have them in-house, and one indicated they could not access them at all (one respondent did not answer both questions). One territorial respondent indicated their agency had access to AI resources in-house, one indicated their agency could access these resources but did not have them in-house, and one indicated their agency did not have access to them (one respondent did not answer this question).

Table 5: Territorial EM Agency Access to Various Technological Resources

	My agency has this capability in house			
Warning systems (e.g., Everbridge, CodeRed)	3	0	1	0
Geographic Information Systems (GIS)	0	3	0	1
Social media accounts (e.g., Facebook, Twitter/X)	3	0	0	1
Virtual EOC (e.g., WebEOC)	2	0	1	1
Software tools for decision support (e.g., for evac or volunteer mgmt)	0	2	1	1
Direct and remote sensing technology	0	2	1	1
Artificial intelligence resources	1	1	1	1

"The issue with WebEOC and the software in that area is that they're just way too expensive to run. WebEOC, I don't know what the licensing cost was, but it was much more than we would be able to afford."

"We're looking at EMPG for our WebEOC. I thought WebEOC is just a program, but we have to pay for it... I thought it was a FEMA thing, but it's a software that we have to purchase, and there's a process through it. And that's how we're using our EMPG money to enhance our emergency operations capabilities."

"I'm spending $65,000 a year right now on 30 satellite phones for minutes, and that that's a painful price to pay. If I don't use it. I lose it, it doesn't roll over. But those are satellite phones. Stuff like that, we just need to maintain the environment for that."

Tribal Nations

Access to Funding

Tribal EM agencies report a diverse but generally limited set of funding sources, with some respondents indicating their EM program had no funding sources at all. As shown in Figure 41, the most commonly reported sources included a mix of tribal and grant funding (37%), tribal-only funding (22%), and grants-only funding (15%). (Note that grant funding includes mainly federal grants, but some state grants as well, and some unspecified grants.) Several respondents (12%) indicated that their agencies have no funding sources, while 8% did not provide a response, most often because their jurisdiction does not have a dedicated EM agency and therefore no associated funding. One respondent noted philanthropic funding sources as their only source of funding. Respondents who detailed sources of tribal funding specified that these included tribal general funds, gaming revenue, economic development funding, and departmental budgets.

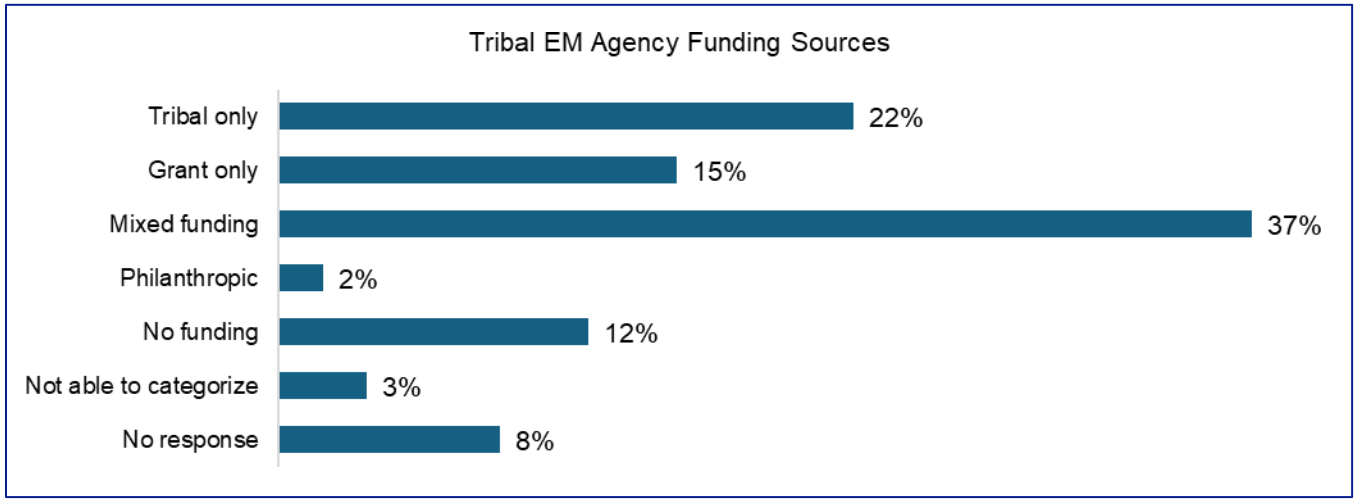


Figure 41

After tribal funding, federal grant funding is the second most commonly identified funding source for tribal respondents, noted by 18 respondents. Federal grant programs mentioned include EMPG (received as pass-through from states) (referenced by 7 agencies), Tribal Homeland Security Grant Program (THSGP) (4 agencies), BRIC (2 agencies), Pre-Disaster Mitigation (PDM) (1 agency), Environmental Protection Agency (EPA) General Assistance Program (1 agency). Some agencies also reported receiving funds from BIA (4 agencies), state health preparedness grants (3 agencies), and other small state grants (2 agencies). One respondent indicated receiving funding from philanthropic organizations.

Tribal respondents noted that EM funding is directed toward staff salaries, training and conferences, maintenance of warning systems, program development, and disaster preparedness supplies. In some cases, EM funding is also earmarked for specific community needs, for example, emergency travel for patients, water and sewer fees, and modular housing fees, which are not typically considered core EM activities. Respondents typically noted that many types of grant

funding are restricted to supporting specific projects or activities, rather than general program operations.

Many tribal respondents emphasized that available funds are insufficient to support a comprehensive EM program. Some tribal respondents (8%) reported having no dedicated funding at all, and others described a reliance on highly competitive or inconsistent grant opportunities. The data highlights that tribal EM programs are often operating with constrained resources, limiting their ability to plan long-term or expand services.

> *"This leaves us in a cycle of competing for a small handful of highly competitive grants that may or may not be attainable, rather than being able to plan long-term and fully focus on strengthening emergency management for the communities we serve."*
>
> *"We are a self-governance Tribe and receive negotiated funds from BIA and grants which are very limited. We do not receive federal funds for emergency management. The tribe has limited funds to support tribal needs (health, human services, education, etc.) and there is not enough funds to support an emergency management program."*
>
> *"Currently no outside funding and position will be requested via tribal government funds."*

Access to Technological Resources

Many tribal EM agencies have access to foundational technologies such as warning systems, social media, and GIS but face gaps in the availability of certain tools including virtual EOCs, software tools for decision-support, direct and remote sensing, and AI. As shown in , the most commonly available technological resources among tribal EM agencies (either in-house or accessible through another entity) include social media (80%), GIS (63%), and warning systems (61%), although gaps in access to these resources (i.e., 29% lack access to warning systems, 20% lack access to GIS, and 8% lack access to social media) are notable. Access to virtual EOCs is slightly more limited (53%). Technologies with more limited access among tribal EM agencies include software tools for decision support (28%), direct and remote sensing technologies (20%), and AI (20%). Of those who did not have access to these resources, they indicated potential interest for software tools for decision support (54%), direct and remote sensing technologies (49%), and AI resources (39%).

Uncertainty about access to technological resources was also prevalent among some tribal respondents, with 20% indicating they did not know whether their agencies had access to AI resources, 15% for direct and remote sensing technologies, 8% for virtual EOCs, 5% for software tools for decision support, and 3% for warning systems.

Table 6: State EM Agency Access to Various Technological Resources

	My agency has this capability in house	My agency does not have this capability in house but can access it (e.g., the state provides it, can borrow it from other agencies)	My agency does not have this capability in house and cannot access it, but would like to be able to access it	My agency does not have access to this capability, but does not need access to or is not interested in it	I don't know whether our agency has access to this capability	No Response
Warning systems (e.g., Everbridge, CodeRed)	42%	19%	29%	0%	3%	8%
Geographic Information Systems (GIS)	51%	12%	20%	0%	10%	8%
Social media accounts (e.g., Facebook, Twitter/X)	8 %	7%	8%	0%	0%	8%
Virtual EOC (e.g., WebEOC)	31%	22%	32%	0%	8%	8%
Software tools for decision support (e.g., for evac or volunteer mgmt)	13%	15%	54%	5%	5%	8%
Direct and remote sensing technology	10%	10%	49%	7%	15%	10%
Artificial intelligence resources	8%	12%	39%	14%	20%	8%

EM Agency Activities

The study explored how EM agencies are allocating their staff time on various activities including preparing for response, preparing for recovery, mitigation, response operations, recovery operations, administrative tasks, and "other" tasks. The study also explored their use of contractors and whether other levels of government conduct EM activities in support of their jurisdiction.

The local, state, and territorial surveys asked respondents to identify how their staff time is distributed across these categories. The tribal survey, however, asked respondents to identify the types of activities their agencies engaged in over the past year rather than estimating time allocation.

Qualitative data from the surveys, territorial interviews, and listening sessions provide additional insight on the administrative workload of agencies, and their perceptions of the benefits and drawbacks to engagement with contractors and other levels of government.

The analysis used the following activity categories and definitions. The local and state surveys provided these definitions to respondents, whereas the study team used these definitions to categorize the territorial and tribal open-ended responses:

- **Preparing for response**, including activities such as developing response plans, doing public education and outreach about life safety activities, training and exercising for tasks like evacuation and issuing alerts and warnings, and preparedness grant management.
- **Preparing for recovery**, including activities such as developing pre-disaster recovery plans, conducting recovery training and exercises, and public education about recovery.
- **Doing mitigation work**, including activities such as advocating for mitigation projects, public education and outreach about mitigation, and mitigation planning.
- **Responding to hazard events and incidents**, including activities such as activating an EOC, sending alerts and warnings, opening disaster shelters, coordinating evacuation and other protective actions, and coordinating first-response activities.
- **Doing recovery work**, including activities such as conducting needs and impact assessments, coordinating recovery activities, and managing recovery funding.
- **Doing administrative work in support of EM activities**, including activities such as completing compliance-related paperwork, budgeting, office management, procurement, and other types of management and administration work.
- **Other tasks** not described above.

Local Jurisdictions

How Staff Time is Allocated

Local respondents reported spending the greatest share of their agencies' staff time on preparedness activities (42% of their time, on average), with more time spent on preparing for response (30%) than on preparing for recovery (12%). A much smaller share of staff time, on average, was allocated to other EM phases, including response operations (15%), mitigation (11%), and recovery operations (8%). The smaller amount of time spent on response and recovery operations is logical, as engagement in these phases is contingent on the occurrence of an event. The discrepancy between time spent on response and recovery, despite recovery being a longer-term process, could be attributed to limited hazard event severity or a more limited role for EM during recovery. The smaller emphasis on mitigation is less intuitive. It may be that mitigation activities are led by a different agency, that there are barriers that hinder agency engagement, or they may require less time due to fewer mitigation needs in less hazard-prone communities. Despite the relatively limited proportion of staff time spent on mitigation, most respondent jurisdictions have an approved hazard mitigation plan (82%), with few notable differences between jurisdiction types. No meaningful differences in allocation of staff time were found across organization types (i.e., urban, suburban and rural; county, municipal, and regional; and small population, medium population, and large population).

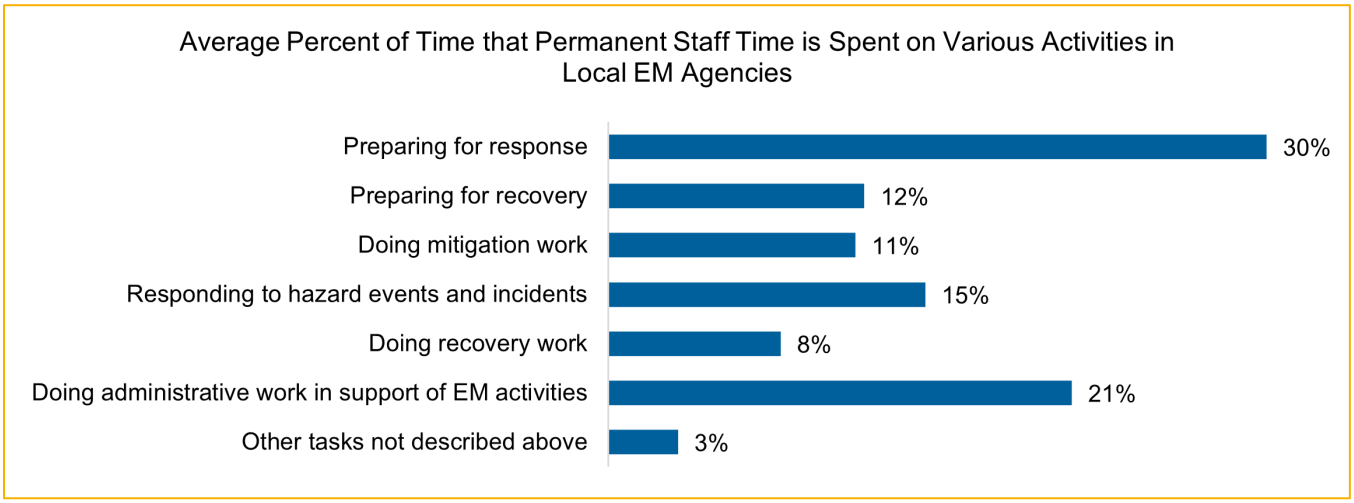


Figure 42

Administrative work takes up the greatest amount of local EM agencies' time, after preparedness activities. Local respondents reported spending an average of 21% of their time on administrative activities such as completing compliance-related paperwork, budgeting, and office management. Qualitative data from open-ended survey data revealed that if provided with additional funding or staff, many local agencies would choose to use these resources directly in support of administrative activities so that they would be able to allocate their time to other work they perceived as more impactful.

"This would enable me to hire someone to handle more administrative/clerical tasks that I currently do myself (no admin support), freeing me up to share my expertise and lend a hand in more direct EM work."

"I can't get out in the community because I'm burdened with administrative tasks. I'd use [contractors] to supplement my duties to prevent my burnout."

Many local jurisdictions noted the large amount of administrative time required to obtain and manage certain funding sources and other federal assistance is burdensome. For example, requirements associated with grant funding, including mitigation grants such as BRIC, and preparedness grants such as EMPG, require substantial administrative commitments. Some local respondents commented that the requirements associated with particular funding sources exceed their bandwidth, and in some cases, prompt them to question the value of pursuing or obtaining federal or state funding in the future.

"It is also difficult to successfully navigate all of the administrative requirements that come along with FEMA grant funding (and that only seems to be getting worse with every passing year). There are a lot of very forward leaning activities out there in the emergency management world at the state and federal levels – but in local emergency management we're mostly just trying to keep our heads above water. We can't easily absorb the workload that comes along with the new initiatives or requirements, no matter how 'great' they might be."

"Trying to get grants like mitigation grants and Homeland Security, for example, is so painful we've lost interest."

Participants in the listening sessions highlighted the administrative hurdles faced when attempting to access Public Assistance or Individual Assistance during recovery efforts, which consume a lot of their time.[7] Participants noted that the requirements were often burdensome and challenging to fulfill, particularly for smaller offices. In addition, multiple participants shared that they experienced changing expectations when FEMA points of contact were replaced throughout the recovery process, resulting in substantial time commitments.

"Our first person that was our primary contact on the ground during our recovery... [they] gave some guidance about what I have to have, and me and one other guy spent about 12 hours doing what he told us to do, and that was to get an exact GPS location of every single utility poll replaced, take a picture of where we did the work, and make a list... I mean it was just this whole slew, and we made it happen. It was about 100 degrees the day and a half that we were out there, 181 polls later we had 200 and some pictures to submit. And then that person said, 'Hey, I've been reassigned' and they headed out somewhere else to another disaster. New person came in and they're like, 'No, we don't want that or need that."

[7] Public Assistance and Individual Assistance are categories of recovery assistance that jurisdictions may receive after a Presidentially Declared Disaster. Public Assistance provides assistance to communities and the public, whereas Individual Assistance provides assistance to individuals and households.

Other Responsibilities

Many local EM personnel and agencies have responsibilities beyond EM. More than half (56%) of local respondents reported having official, professional duties in addition to being the chief EM official and 32% indicated their agency was responsible for non-EM functions (Figure 43). The qualitative survey highlights examples of the "dual-hatted" nature of the position for some emergency managers.

> *"The current positions are dual role and function as firefighters but have additional responsibilities to include emergency management planning."*
>
> *"Currently the director is dual tasked as the county Emergency Management Coordinator and Public Safety Director. One full-time position, planner, who also is County Public Information Officer."*
>
> *"We are a municipal Fire Department with EM duties. We have two staff, and 52 operations personnel with primary fire duties, and secondary emergency management duties. As such, EM duties are performed by Fire personnel when available. EMD [emergency management director] and DEMD [deputy emergency management director] are Fire staff positions that are dual hatted."*

EM directors in small population jurisdictions are more likely to have official professional duties in addition to EM official (63%) than directors in medium population (43%) or large population (29%) jurisdictions. The qualitative data highlighted that EM personnel are often perceived to be or perceive themselves as "problem solvers," leading to their involvement in a variety of tasks. In smaller jurisdictions with limited staff across government and public service organizations, emergency managers were also formally assigned to multiple positions, such as fire department staff or law enforcement officers.

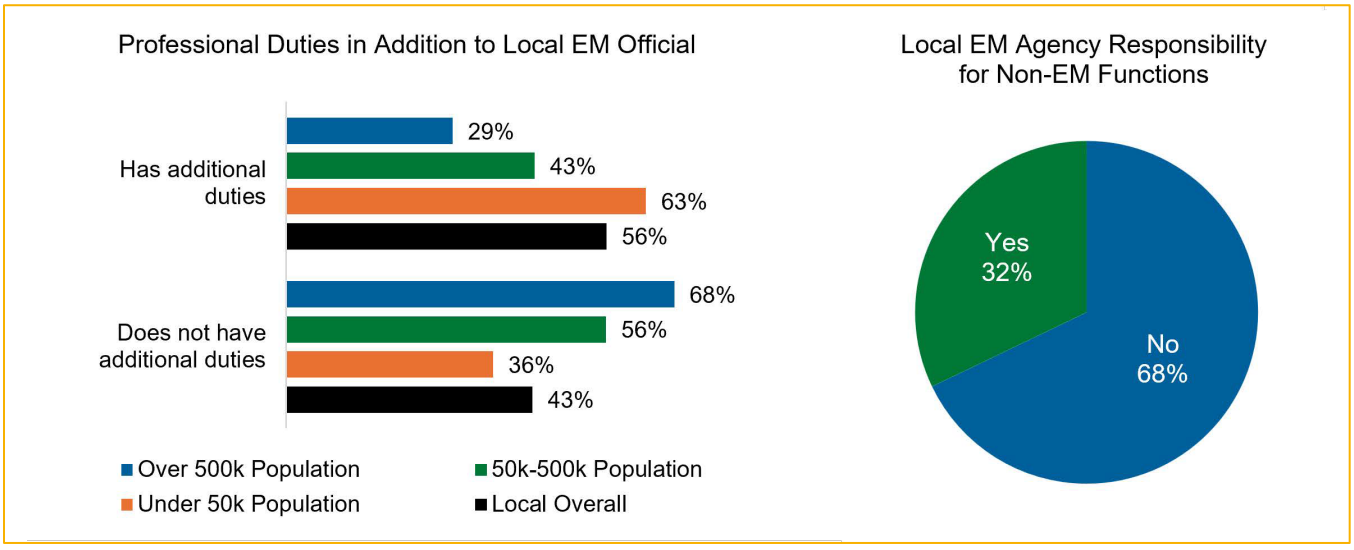


Figure 43

"Emergency managers are problem solvers by definition. We see a problem, we see the gap and we try to find the resource to fill that gap. And that is our function, that is our role, day in, day out, blue-sky day, gray-sky day. So that is part of the reasoning for a lot of the city leadership and department leaders leveraging us to step in. For me, it's been to lead a lot of these efforts that traditionally haven't been under my purview. And I know it's the same is for a lot of my peers here in [the state]."

"I think that it's almost unfair when those [responsibilities] that they don't know where else to put them, [they say], 'let's put it with emergency management, they'll figure it out.' It's kind of a compliment, but it's a backhanded compliment. Because it means, 'they can deal with whatever comes out of them. They'll figure it out.' But then it also means, 'they don't have enough to do. They'll be okay. They can absorb the extra work.' Is kind of what it feels like sometimes, so that becomes very difficult."

Hazard event experience may also inform whether local EM agency directors have additional professional responsibilities. Respondents were categorized into three groups based on the number of hazard events their jurisdiction had experienced in the past 10 years. More than half of respondents in counties with both a low (24 or fewer) and medium (between 25 and 76) number of hazard events reported having official, professional duties in addition to EM (57% and 55% respectively). In contrast, less than half reported having these additional duties in counties with a high number (77 or more) of hazard events (42%).

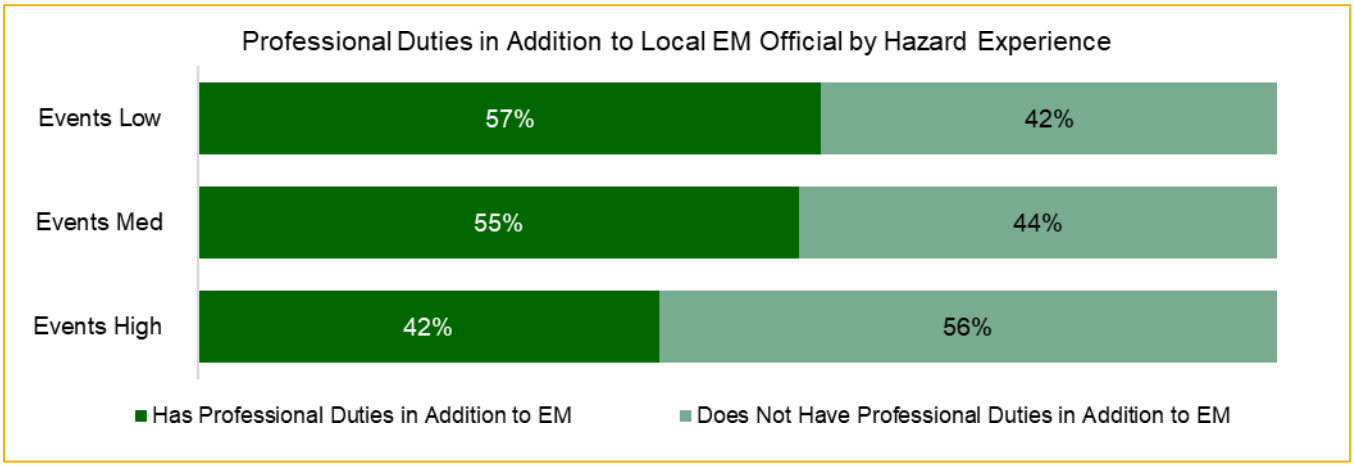


Figure 44

Among those local agencies that have non-EM functions, two-thirds (66%) manage radio systems/interoperable communications, and over half (55%) manage 911/Public Safety Answering Point services. Nearly a third (32%) handle risk management, 22% are responsible for environmental health and safety, 27% provide physical security, and 36% manage other functions (Figure 45).

A significant difference exists in the types of non-EM functions that local EM agencies manage based on jurisdiction type, particularly when looking at regional jurisdictions compared to counties and municipalities. As shown in Figure 45, regions are less likely to manage radio systems/interoperable communications and 911/Public Safety Answering Point services than counties or municipalities, and none of the regions provide physical security, compared to 26% of counties and 30% of municipalities. On the other hand, 100% of the regional respondents indicated that they have "other non-EM functions" that were not identified in the list, compared to only 39% of counties and 28% of municipalities.

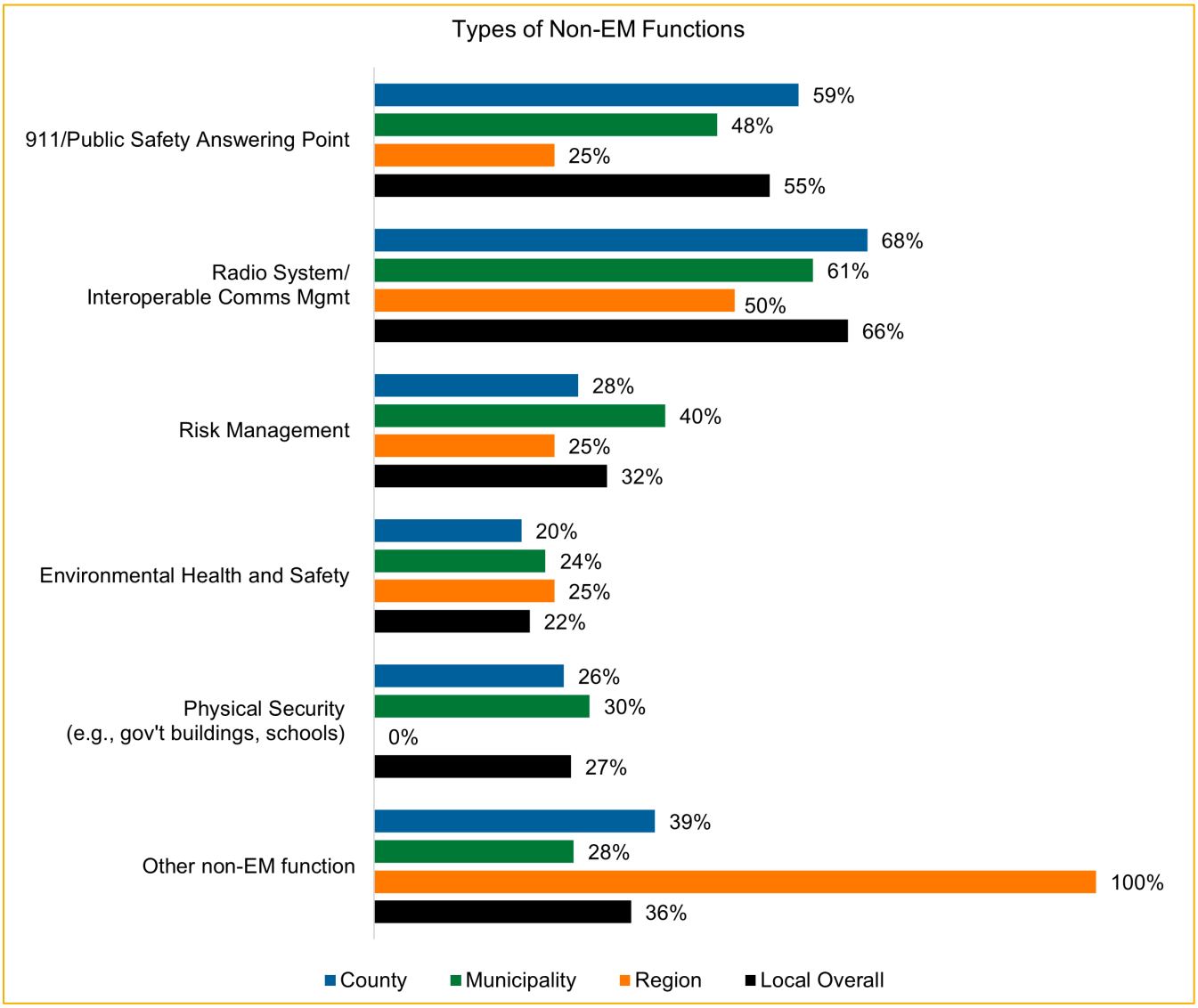


Figure 45

Listening session participants noted that local agencies are sometimes tasked with leading non-EM governmental programs or efforts, which detract from time spent on their core mission. Examples include addressing issues like the opioid crisis and homelessness, or even more general tasks like snow removal or garbage collection. This expansion of responsibilities, sometimes referred to as "mission creep," represents a shift from traditional EM roles.

"The threat landscape and the expectations from city leadership are changing and growing. Emergency managers are playing a bigger role in unhoused, cyber, critical infrastructure, and other areas where we traditionally have not played a big role in."

"In a previous jurisdiction, I actually had the mayor reach out to emergency management and say you guys are responsible for snow removal."

While increased exposure to governmental partners or agencies can be advantageous, it also risks diluting the focus of EM's primary mission. The reality of having to balance additional tasks with core responsibilities is a prevalent experience for many local agencies. Respondents who indicated having more formalized organizational structures and relationships with local leadership noted their ability to advocate against their engagement in activities they deemed not part of their EM mission.

Benefits of non-EM functions for visibility

"The problem I've seen with emergency management is because they're trying to push this profession forward so much, they're taking on all these roles to try to make themselves more visible."

"As that problem solver that makes elected officials look good. And if we continue to do that, then we get used in a way that we shouldn't be, as a promotion tool."

Drawbacks of non-EM functions

"All of these [additional responsibilities] just add to the workload that we already have. I'm not saying right or wrong, neither here nor there, but what I am saying is in when you look at the totality, it's definitely having an impact and I believe like [the other listening session participant] was saying, if we're being tasked in Area A, then we can't focus on Area B, which is in our job description"

"We have two staff in my office who are focused on the opioid epidemic. That is a challenge. The county declared an emergency for opioids back in 2017. And they created a position to manage it in the Department of Emergency Management in 2017 and it's been stuck in our department ever since. And it just consumes a tremendous amount of my time."

Contractor Activities

Over half of the local survey respondents (51%) reported using contractors for at least one type of activity. The data also indicated an association between contractor use and population size, with larger populations being the most likely to engage contractors (85%), while smaller jurisdictions were the least likely (42%) (Figure 46). There is also a significant difference based on jurisdiction type, with more than two-thirds of counties (67%) using contractor support compared to only about one-third (34%) of municipalities.

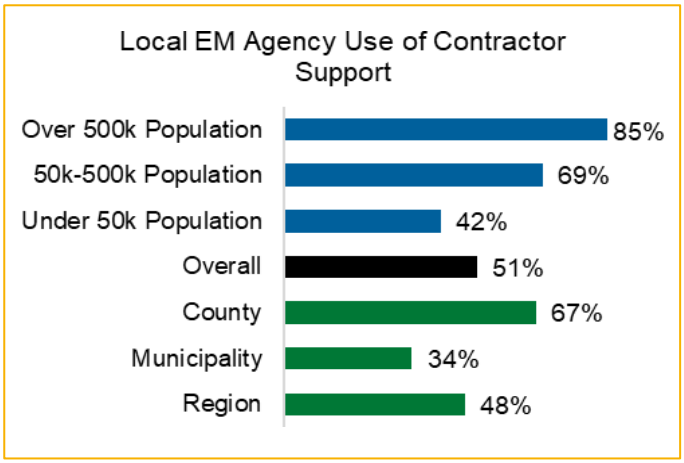


Figure 46

Local EM agencies predominantly reported using contractors for mitigation activities (33%). Preparing for response and conducting recovery efforts were the second and third most frequently reported use of contractors across local jurisdictions (15% and 11%, respectively). This pattern was consistent across jurisdictions of different population sizes, despite the significant variations in overall contractor use among large, medium, and small jurisdictions (Figure 47).

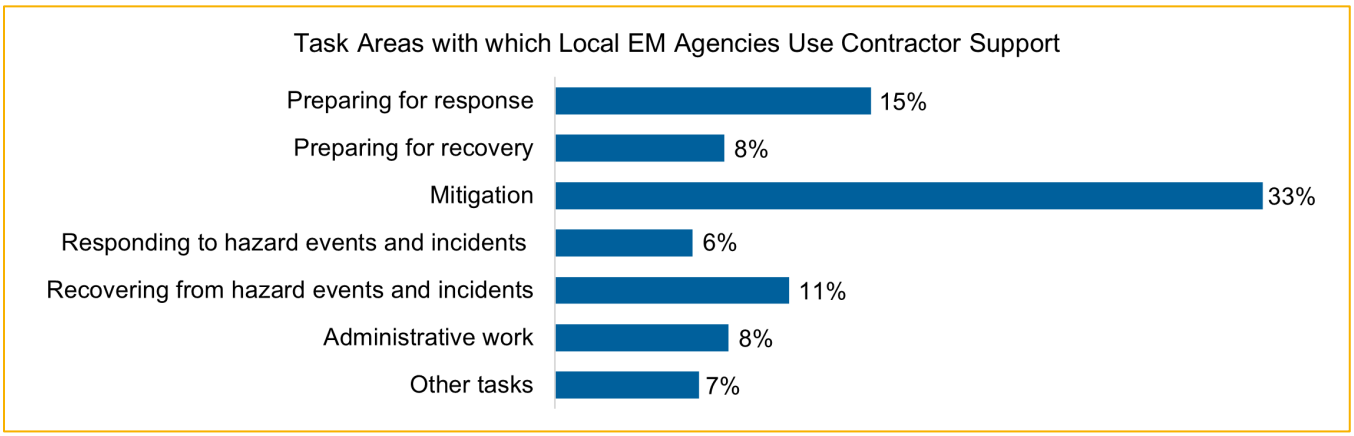


Figure 47

While contractor support may result in increased bandwidth or enhanced agency performance through more completed work or plans, it may also lead to complications or challenges for local EM agencies. Qualitative insights from open-ended survey responses and listening sessions indicated that effective contractor work can provide EM staff with the ability to allocate more time to specific activities, such as stakeholder meetings or staff training. Although engagement in these activities is beneficial, it does not necessarily reduce staff workload. Alternatively, contractors may fulfill certain requirements in ways that minimally engage agency staff. However, if executed in a “cookie-cutter” way, as noted in some of the qualitative data, the agency may fail to meet the intended requirements or adequately address community needs through contractor use.

"Plan updates and the number of plans that must be updated is what requires time, attention, and focus from local personnel. It is not easy to contract that to an outsider who doesn't understand your community."

"The previous plans [developed by contractors] were cookie cutter plans that were slapped from one jurisdiction to another. They didn't really have any teeth, no real substance."

"[Our city] is currently transitioning from a contractor-assisted Emergency Management program to in-house Emergency Management position."

"If [additional FTEs] were available to us, I would have one FTE dedicated to developing and updating plans rather than relying on consultants."

Resilience Work

Just under half of the local respondents (46%) reported undertaking efforts to strengthen resilience through existing or new resilience-specific initiatives or programs (Figure 48). Of those that reported they were taking steps to strengthen resilience, many provided examples of efforts related to preparedness, mitigation, response, and recovery, while others highlighted hazard-specific activities tailored to evolving risks and conditions.

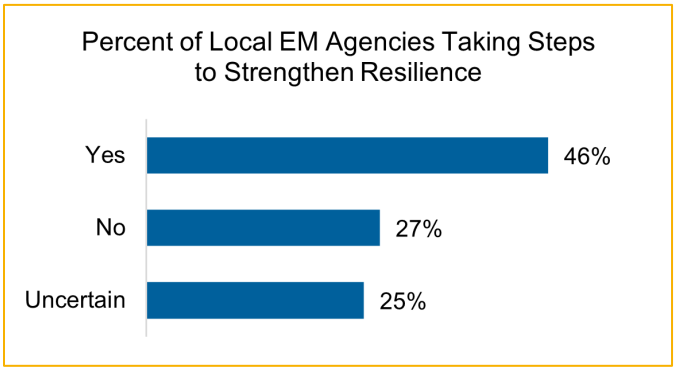


Figure 48

Examples of Resilience Activities Provided by Local Respondents

"Providing Continuity of Operations training for City staff and the community partners and businesses."

"Focusing a lot of time and effort on citizen preparedness."

"Various mitigation projects to elevate or acquire homes being exposed to cliff erosion and flooding."

"Identify weakness through our Hazard Mitigation Plan and seek funding opportunities to help rectify the problem."

"Purchasing equipment for response."

"Active Shooter Training."

"The county is in process of developing a long-term recovery group."

"We have countywide strategic resilience 'pillars' that we integrate into all our planning processes."

"Grant funded project to plan three to five resilience hubs, increase community resilience through targeted outreach, develop CERT [Community Emergency Response Team] and VOAD [Voluntary Organizations Active in Disaster], and better understand the individual level needs in resilience."

While nearly all responses can be reasonably categorized as contributing to resilience, the wide range of activities described suggests a lack of consensus among emergency managers regarding the definition of resilience or their role in fostering resilience. This ambiguity may also shed light on why 25% of respondents expressed uncertainty about whether their agency was actively taking steps to strengthen resilience.

Distribution of EM Work Across Government Levels

The study explored the distribution of EM activities across different government levels, providing insight into the degree and type of work that various agencies conducted.

On average, county EM agencies are estimated to conduct 42% of local EM tasks across the Nation, and municipal EM agencies are estimated to conduct 38% of local EM tasks. Local respondents reported that other agencies conduct smaller percentages of EM tasks for their jurisdictions, with state EM agencies conducting 9% on average, regional EM agencies conducting 6% on average, federal EM agencies conducting 3% on average, tribal EM agencies conducting 1% on average, and "other" EM agencies conducting 1% on average (Figure 49).

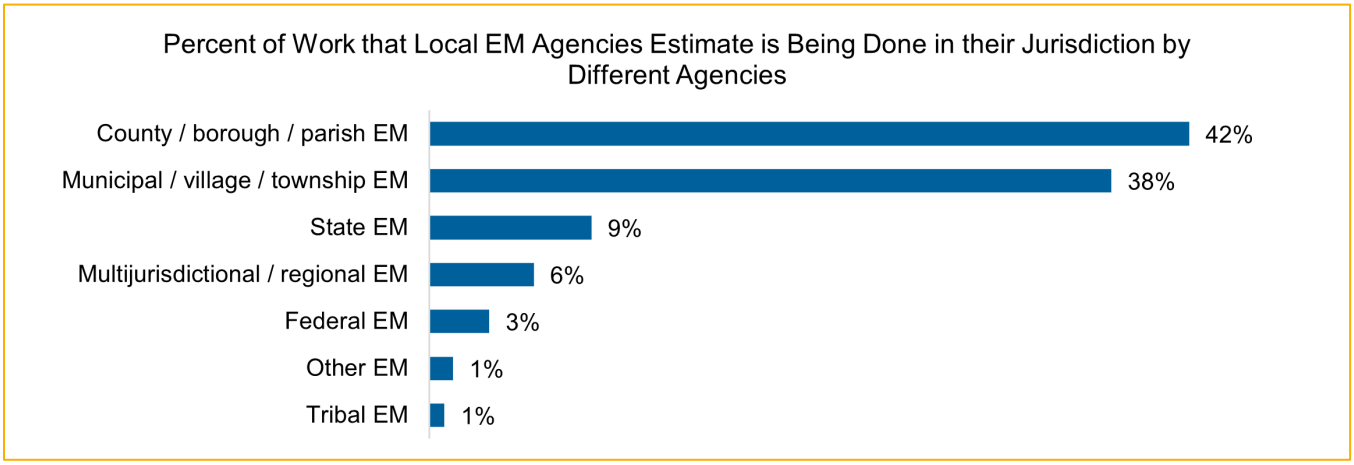


Figure 49

These estimates varied by jurisdiction type, with each jurisdiction type reporting that they conduct the largest share of EM work within their own jurisdiction (Figure 50). Both counties and municipalities reported conducting approximately two-thirds of the EM work, on average, in their own jurisdiction (67% and 66% respectively). Regions reported conducting 41% of the EM work in their jurisdiction, on average. The average amount of work that the other levels of government conducted remained relatively consistent across the jurisdiction types, with states conducting 8% to 10% on average, regardless of jurisdiction type, federal EM agencies conducting 3% on average, and tribal EM agencies and "other" EM agencies conducting around 1% on average.

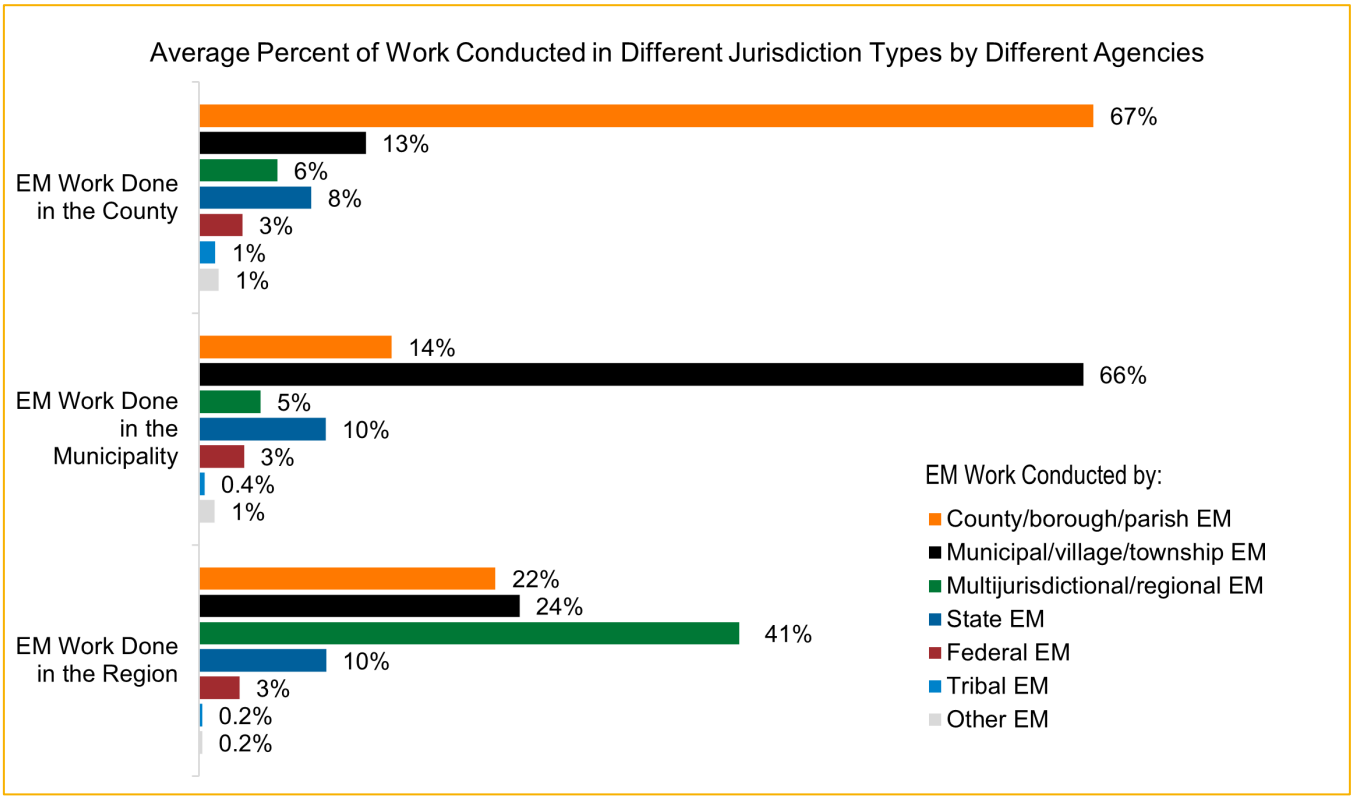


Figure 50

Although most local respondents reported that their jurisdictional level conducts the greatest share of EM work for their jurisdiction, in some cases, local respondents indicated they rely more heavily on EM agencies from other levels of government. Specifically, 8% of municipalities reported that the county conducted the greatest share of EM work in their municipality, and 5% of counties reported that municipalities do the greatest share of EM work in their county (Figure 51). Of these, the vast majority of the municipality respondents were part of small population jurisdictions (88%), and more than half of county respondents were part of small population jurisdictions (53%).

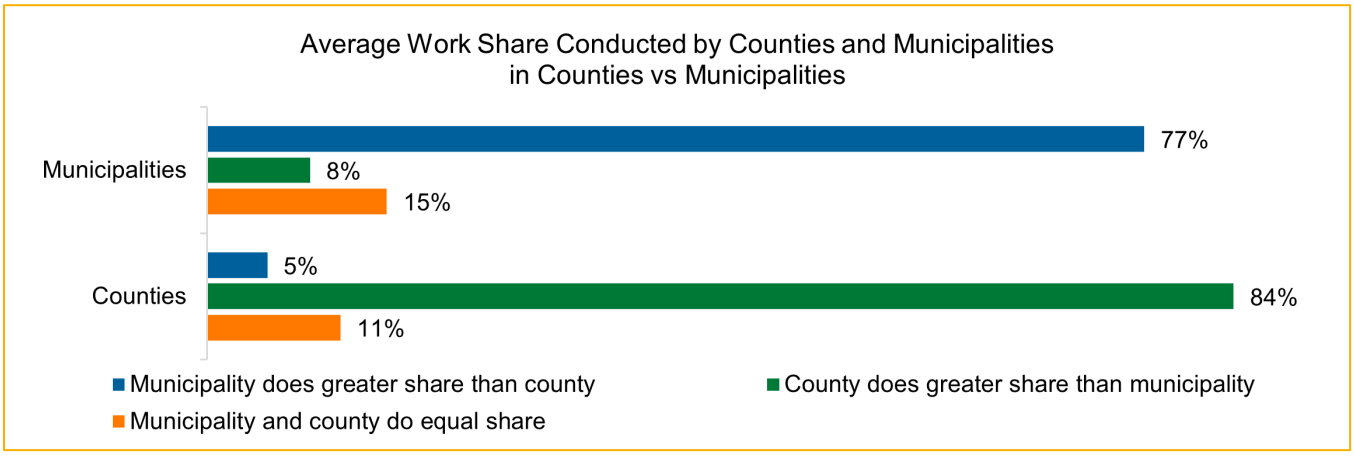


Figure 51

In addition, some local respondents noted that tribal, state/territorial, and federal EM agencies conduct the majority of or a notable portion of work in their local jurisdiction. Twenty-one local respondents reported that tribal EM conducts at least 20% of EM work in their jurisdiction, and three reported that tribal EM conducts between 50% and 100% of this work. Most of these respondents are co-located with tribal lands.

Slightly more than 18% of local respondents reported that states conduct at least 20% of the EM work in their jurisdiction, and 36 reported that states conduct between 50% and 100% of this work. Most of these respondents represent municipalities with small staff sizes. In listening sessions and qualitative survey responses, participants discussed the role states and territories play in the work they do, including providing training opportunities, supporting requests for resources and assistance, and facilitating coordination with agencies in other jurisdictions.

> *"Our state does provide a lot of training throughout the state, and as counties and cities we can request that, so that's really great… Most of the time it's free of charge."*
>
> *"We had multiple Type 3 emergency incidents but only one required declaration of a local emergency. That incident required the use of specialized state resources available through [State's] statewide mutual aid plan."*
>
> *"Being a small town of 7000, not easy to justify cost. Use as much state offered technology as possible."*
>
> *"We rely heavily on our state regional coordinator office to augment our local administrative load."*

Some local jurisdictions noted that federal EM conducts a substantial share of the EM work in their local jurisdiction. About 5% of local respondents reported that federal EM did at least 20% of EM work in their local jurisdiction, and three respondents reported they did between 50% and 60%. It is unclear whether these higher percentages are due to the federal government's role in major response and recovery efforts, or whether there are other steady-state gaps the federal government is fulfilling in these jurisdictions.

This study did not collect specific information about federal EM support in these jurisdictions, including which local jurisdictions received various types of federal support and how that support influenced EM outcomes. However, many local respondents highlighted the value of federal technical assistance deliveries, training courses, guidance documents, and other resources that enable them to conduct their work more effectively, as well as the importance of federal financial and material assistance during response and recovery. Local respondents also highlighted the efficiencies of scale that come from having robust federal EM support for other levels of government.

"The repository of independent study courses is extremely helpful, and being able to just search them up, pull them up, and give them to whoever needs them is amazing."

"What I do appreciate is the technical assistance workshops that they've been offering, especially with the alert and warning. Those technical workshops, they're bringing in people, bringing presenters that have tested and used their system and what they're finding. And I've been able to use that guidance that is presented in those workshops and applied it to what we're developing here."

"We need FEMA to continue to underwrite things… those big assets that no single jurisdiction can afford to maintain on their own – we need federal support… We were doing search and rescue operations for 40 days consecutively… [the state] has one search and rescue team that is funded by FEMA and we get to bring in teams from other states in order to maintain that operation, and none of those teams would exist without federal funding."

"[FEMA's] online resources … are good and also we've used a lot of their people with disabilities and seniors [materials], so communities that it would take a lot of effort for us to create our own materials. Their online library has been something that has definitely been a value over the years."

The data suggest that different levels of government play distinct roles in EM. While local jurisdictions report being responsible for most EM tasks in their jurisdictions on a day-to-day basis, respondents also emphasized the importance of state agencies, FEMA, and other federal partners in supporting their efforts. When estimating the proportion of time contributed by different government levels, respondents assigned relatively small roles to state and federal agencies. This finding may be due to the nature of the assistance provided by these higher levels, which is not easily quantified as a direct portion of their workload. For example, the technical assistance, training, and guidance resources described above are all valuable to local respondents, but they do not necessarily constitute local EM work.

Listening session and open-response survey data emphasized that relationships across government levels have a meaningful influence on the ability of local EM agencies to fulfill their mission, especially for smaller jurisdictions or agencies with few staff. Positive interactions across EM agencies at different levels of government often fostered collaboration and effective management, helping fill gaps when needed. Local respondents spoke highly of their county or state EM agencies when they were accessible, prioritized providing resources to local agencies, and limited the number of requirements they placed on local agencies. In contrast, agencies expressed frustration when they were less accessible, restricted resources, or imposed complex requirements.

Examples of Positive Interactions

"Luckily, our state has been a good partner with coming alongside and helping us be able to meet those requirements because again, across [the state], most of our counties are extremely rural one person shops."

"I rely heavily, very heavily, on the state... primarily for training and for guidance when something does come up... I was able to call [State] Emergency Management. I said, "hey, I got an ice jam here. Can you help me out with anything I need to do?"

"Within my county we do have lots of support from the county Office of Emergency Management and they are always providing additional resources and training even if we do not get direct grant funding."

"We are a small Borough and luckily Emergency Management is helped greatly by [the county] and [the state] OEM."

Examples of Negative Interactions

"As a volunteer agency, we are burdened by our state's recent certification requirements. I would not be able to achieve that under the new program requirements as a volunteer. As it is, I will lose my certification unless I log 70 hours of training over a five-year period. This is very hard to do for a volunteer... while I respect taking the state down the road of professional standards, it is hard for volunteers to accomplish."

"Changes in state regulations make it very hard for volunteer Emergency Management coordinators at the local level to keep up. That frustrates them, and it will make it even hard for the counties to keep up with the demands."

"Instructions concerning information and supply flow from the state down to local levels are not followed in emergency situations. [The] state has a tendency to make up rules and operations on the fly with no consideration for boots on the ground."

"Our County does not collaborate with the local entities in their jurisdiction before disbursing assets or purchasing equipment for emergency management functions."

States

How Staff Time is Allocated

State EMs reported spending about one-third of their staff time on preparedness activities on average (22% on preparing for response and 10% on preparing for recovery). Other tasks in order of time included doing recovery work (18%), responding to hazard events and administrative work (16% each), and doing mitigation work (14%) (Figure 52).

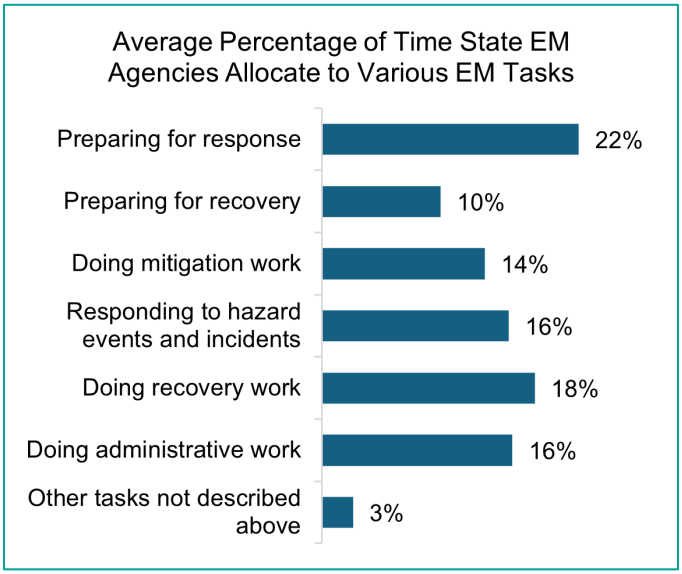


Figure 52

States with more than 10 EOC activations in the last year had a greater average time spent on response (25%) than states with fewer EOC activations (12%). However, the number of EOC activations did not result in a similar difference in time spent on recovery (18% on average for both time spent on response and recovery)—potentially because of recovery differences by hazard, or because of the perceived role of EM in recovery. Despite the relatively large allocation of time to recovery work, only 10% of staff time on average was allocated to preparing for recovery. When hired, contractor support most often focuses on mitigation (59%), recovering from hazard events (59%), and administrative work (54%) (Figure 53).

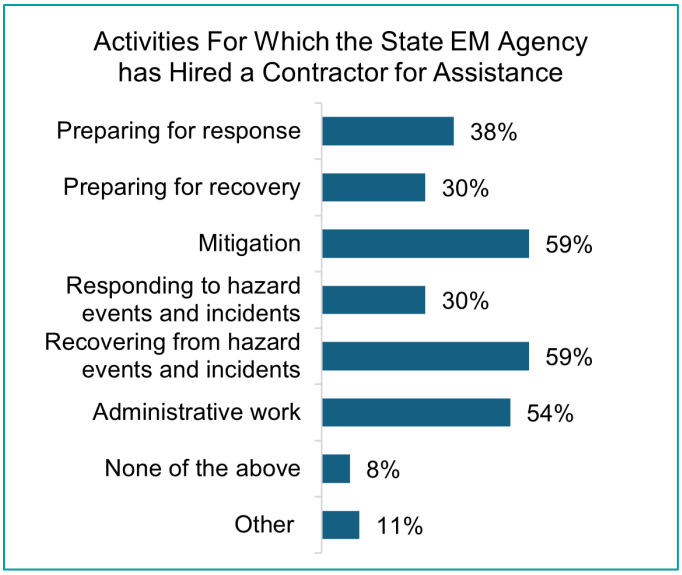


Figure 53

Examples of additional tasks that states identified include radio interoperability, school safety, search and rescue, and planning for special events (like the eclipse).

Other Responsibilities

State EM directors also identified additional non-traditional tasks including opioid response, migrant and homeland security assistance, and intelligence operations. The 2024 NEMA report also noted that state EM agencies are asked to support non-traditional events such as mission support activities associated with civil unrest/protests (59%), asylum seekers (56%), homelessness (20%), and the opioid crisis (18%). Funding for these additional assignments came from various sources, such as the state EM agency operating fund, federal grants such as EMPG or SHSP, or additional state funding.

Resilience Work

Most state agencies indicated they are strengthening resilience through specific initiatives or programs. Many cited examples that reflected increased efforts in traditional EM activities, such as mitigation with an additional emphasis on future conditions. Almost a quarter noted that specific resilience initiatives have been implemented or are in the process of being implemented including specific funding for resilience-related projects, establishing a resilience program or office, and adding new resilience-specific staff positions.

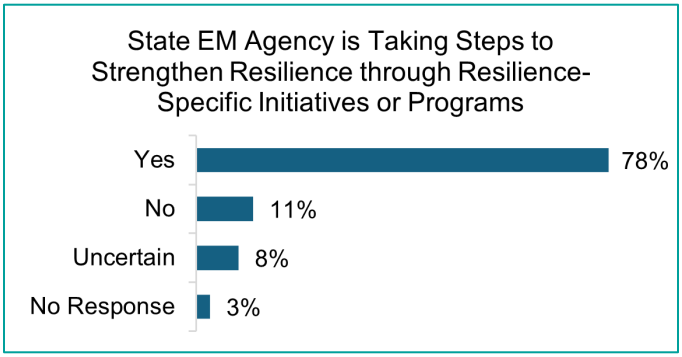


Figure 54

Local Jurisdiction Support

About two-thirds of respondents indicated having regional offices or other local units within their agency structure (65%). Regional offices often have staff designated to establish relationships with and support specific local jurisdictions. Specific tasks can vary but generally include various planning needs, assisting with grants, training, and participating in local exercises. During disasters, these regional staff act as direct liaison to the state EOC.

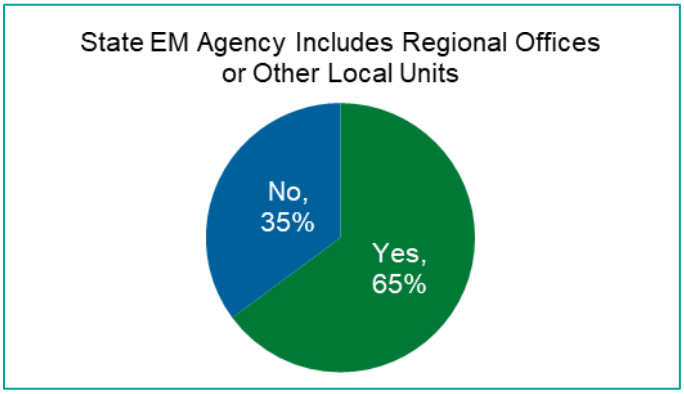


Figure 55

State EM directors indicated that their staff spent about half of their time supporting local EM activities (45%). All states reported offering training, technical assistance, and education, as well as support for exercises and drills to their local jurisdictions. More than three-quarters also provided support for mitigation plan development (95%), public information and outreach (89%), response plan development (84%), recovery plan development (76%), grant management support (76%), and risk and hazard assessments (76%). State EM agencies indicated that their staff spend about 5% of their time, on average, supporting tribal EM activities which may be due to the relative presence of tribal nations in the state.

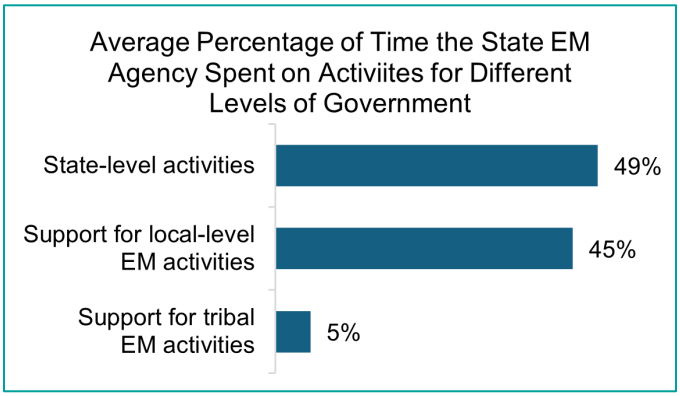


Figure 56

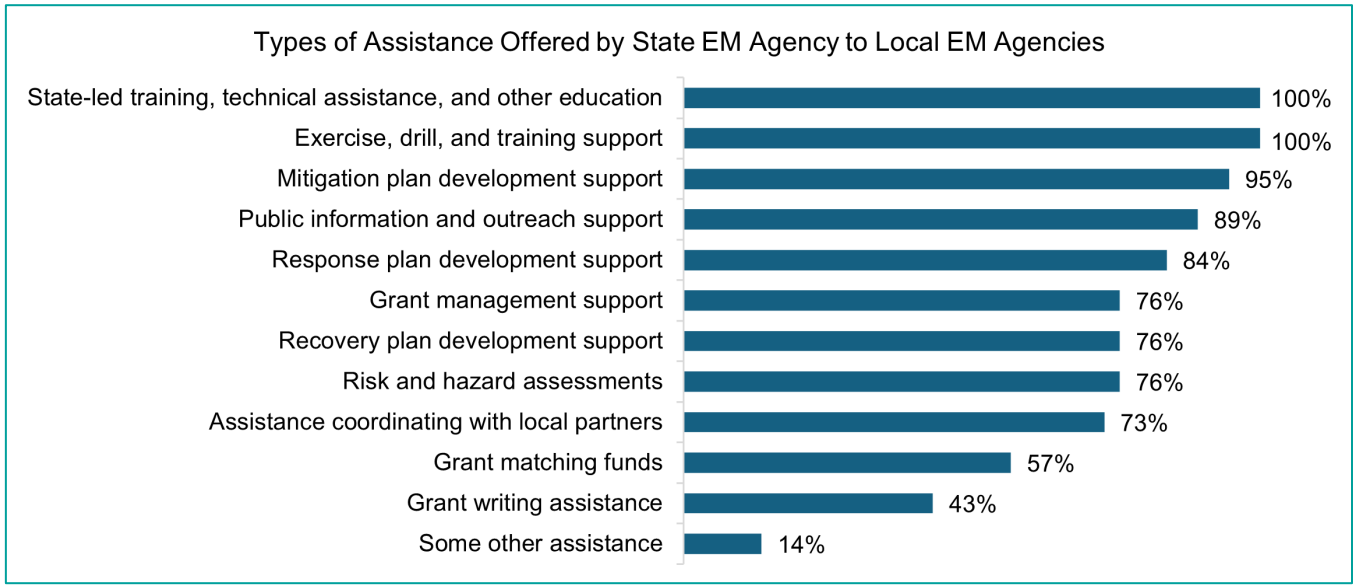


Figure 57

State EM directors indicated that the type of support offered to local EM agencies is greatly influenced by local EM needs. More than a quarter of state respondents (76%) rated local EM needs as the most influential or second most influential factor relative to the support they provide. Federal requirements and state requirements were the next two most common factors cited (42% and 39%, respectively). The state EM directors indicated that the top three support activities provided to local jurisdiction which took up the most staff time by a wide margin were 1) state-led training, technical assistance, and other education (62%), 2) grant management support (62%), and 3) exercise/drill/training support (57%).

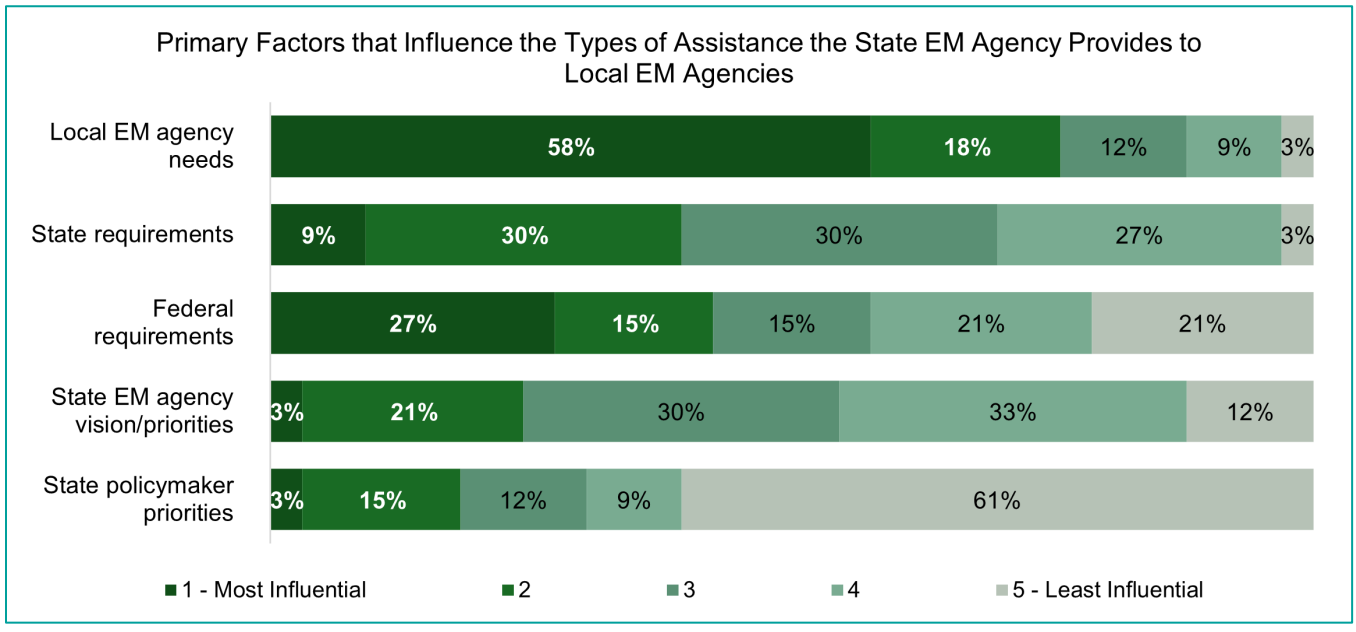


Figure 58

Distribution of Work Across Government Levels

State EM agencies estimate that, on average, they conduct 43% of the EM activities in the state, with local EM agencies (municipal, county, and regional) conducting another 43% on average. This finding seems to differ from the local EM agencies' perception of the state's work share (local respondents indicated that states conduct on average 9% of EM tasks in their jurisdictions). However, it follows a similar pattern of respondents perceiving that their agency conducts the greatest share of EM work in their jurisdiction. State EM agencies estimate that the federal workshare in the state is about 10% and about 3% is conducted by tribal EM. Within the local share, counties accounted for the largest portion of work at 27%, with municipal estimated to be 11%, and regional estimated to be 5%.

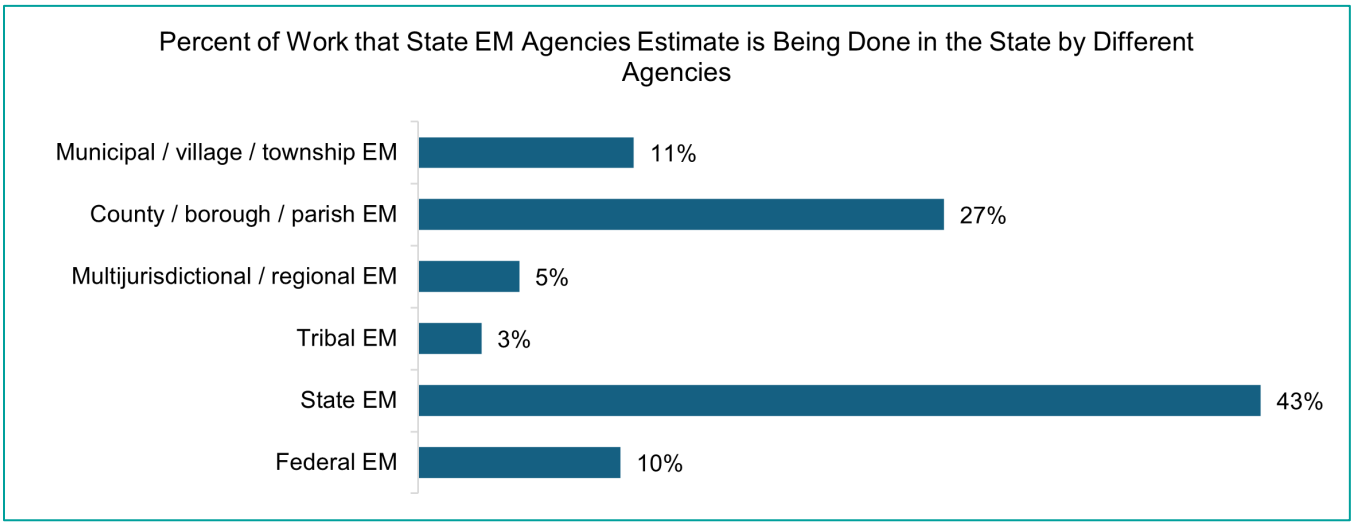


Figure 59

Territories

How Staff Time is Allocated

During interviews, each territorial EM director was shown a table with descriptions of each of the phases (i.e., preparedness for response, preparedness for recovery, mitigation, response, and recovery), as well as administrative activities and other activities, and were asked to report the percentage of staff time spent on each phase. Because these responses were provided orally and interviewers did not require respondents' answers to sum to 100%, these percentages have been modified proportionally so that they do sum to 100%; however, they should be interpreted cautiously (Figure 60). In addition, preparedness for response and recovery have been combined into one category due to ambiguity in responses.

Each of the four territories stated that they spend the largest proportion of their time on preparedness. This includes planning, training, and exercises. When discussing time allocated to different activities, one territorial participant noted that a large portion of time focuses on exercises.

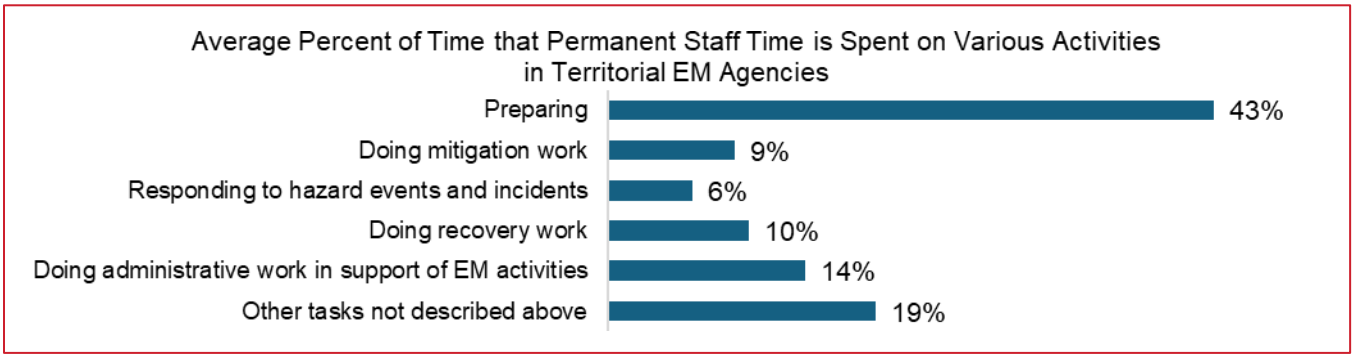


Figure 60

"Almost 80% of that [is] exercise, exercise, and exercise. We plan a lot of exercises since I came in."

All territorial EM directors reported that their agencies have some responsibility for recovery, although the extent of that responsibility differs from territory to territory. In at least two territories, recovery is the primary responsibility of another agency.

"The Governor's office recently established a long-term disaster recovery office. And we also have a separate [Territory] Recovery Office that oversees the Public Assistance grants. Before my office used to oversee those, but [there was] a large push on my end to bifurcate those duties and responsibilities."

"I handle the homeland, mitigation. And public assistance office is another office under the governor."

Unlike most state agencies, some territorial EM staff are not spending their time on mitigation. Two of the territories interviewed do not have mitigation under their purview, and the other two have mitigation responsibilities specifically associated with federal grant programs or disaster recovery operations. For the two that do not engage in mitigation, other territorial agencies have been given the responsibility of managing and maintaining the federal mitigation grants and other mitigation programs. Two of the four territories mentioned that they do work extensively with the other agencies on the territory's mitigation plan.

> *"We did a lot towards the updated the hazard mitigation plan, that was a joint effort between our two offices."*
>
> *"We do collaborate with them because they are the caretakers for the state mitigation plan for [the territory] so we do need to collaborate on that. [Also] we are the caretakers for the actual operation plan so they do have a role on our end as well as far as communication and operational levels."*

Most territorial EM directors did not report being tasked with non-EM responsibilities; however, one noted that their agency housed 911/dispatch, and others had some homeland security responsibilities.

Federal Support for Territorial EM Agencies

Although territorial respondents were not asked to evaluate the distribution of EM activities across different levels of government, they highlighted **the positive interactions and support territories received from federal levels, particularly through FEMAs regional offices**. Respondents appreciated the training, guidance, on-the-ground assistance, communication resources, and supplies. They emphasized accessibility, receptiveness to feedback, expertise, and the open lines of communication with FEMA regional personnel.

> *"Our relationship has been good with [any federal staff] who comes on the island, all very hospitable, very open, welcoming. I actually don't think there's been anything negative with this disaster, past disasters. And we're fortunate that the partners we have in [our] FEMA Region have been around for decades. I mean the FEMA Regional Administrator there… he's a good partner of ours and any issues we've had with people not being able to acculturate, they've been very good about either talking to them, and in once instance, they had to remove some people."*
>
> *"We do a big exercise each year… It takes us about six months to plan. That's with FEMA and that's to ramp up to hurricane season. So it's a week long exercise, we got observer controllers come in, we have scenarios come in that really puts us as a territory and our federal partners in the seats, left seat, right seat to work together on that scenario. So we're ready to go into hurricane season…. FEMAs administrator knows where our gaps are, we work on closing those gaps."*

Tribal Nations

How Staff Time is Allocated

Tribal survey respondents most commonly reported spending time on preparedness for response activities, followed by mitigation, response, recovery, and preparedness for recovery activities. Unlike the other data collection instruments, the tribal survey did not ask respondents to quantify the percentage of time they spent on each phase of EM work. Instead, the survey asked respondents to describe the kinds of activities they had engaged in during the past year. Although average percentages cannot be calculated from these responses, participants did report activities that could be categorized through a coding process using the definitions in the local and state surveys. Activities were coded as preparedness for response, preparedness for recovery, mitigation, response, recovery, administration, and non-EM activities. These percentages reflect the share of respondents reporting each activity, not time allocation. As shown in Figure 61, of the 59 respondents, 45 reported doing preparedness for response activities (76%), 24 reported doing mitigation activities (41%), 21 reported doing response activities (36%), 11 reported doing recovery activities (19%), and 4 reported doing preparedness for recovery activities (7%). Twenty-two respondents reported spending time doing administrative work (37%), and 13 reported doing activities that are generally considered to be outside of the purview of EM (22%). Examples of these non-EM activities included providing food handler certifications, developing first aid programs, installing smoke alarms, and conducting public health planning.

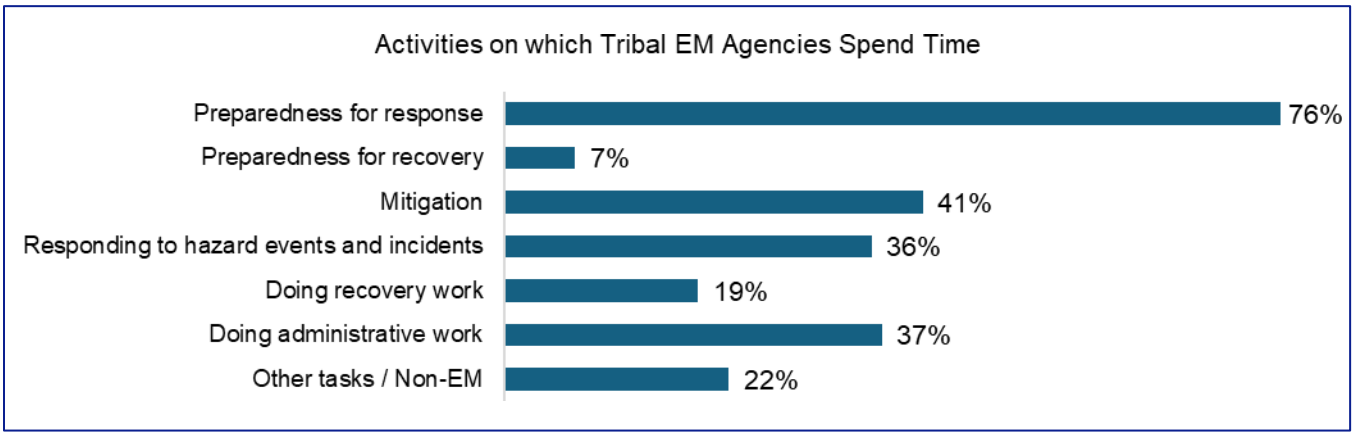


Figure 61

Because of the qualitative nature of the tribal survey questions, participants were able to provide detailed information about the kinds of activities they engaged in over the past year.

- Preparedness activities for response included developing response plans such as EOPs and doing response training and exercises. Respondents also reported outreach activities such as participating in community events, distributing supplies to members of the community with access and functional needs, and organizing and conducting community training events or programs.
- When mitigation activities were specifically described, they most often included mitigation planning efforts and activities related to mitigation grants.

- Response activities included both traditional EM response duties such as coordinating with partners and resource mobilization, as well as less traditional duties such as acting as first responders (e.g., fighting wildland fires) and assisting in events that do not typically include EM involvement (e.g., supporting families that have been displaced during house fires).
- Recovery activities primarily involved managing and distributing funds from federal and state partners.
- Of the four respondents who reported doing preparedness for recovery, these activities included planning activities and identifying recovery resources pre-event.
- Administrative activities included grant application and management, budgeting and financial management, and compliance-related paperwork. Some of those who reported doing administrative work noted that it consumed a significant amount of their time.

Many of the non-EM activities that participants reported were associated with the co-location of the EM agency within another program or the dual-hatted nature of the participant's role. For example, fire department/EM programs reported firefighting responsibilities, public health/EM programs reported doing community public health work, and public works/EM programs reported spending a significant portion of time on public works activities. Similarly, some responses suggested that non-EM activities were being conducted by the EM agency because they had the greatest capacity or were the most appropriate program relative to other tribal government programs. Activities within this category included public safety programs like installing child safety seats and fire extinguisher safety, conducting missing persons searches, and filling in for tribal employees who were absent. Others reported activities that may not traditionally be considered EM activities, but which may contribute to community functioning and well-being, and by extension to resilience, such as collecting and distributing Christmas gifts and direct outreach to tribal elders.

Contractor Activities

Only two tribal respondents reported having contractors for EM activities. One respondent works with a contractor who provides program planning assistance, and the other works with consultants who provide training, education, and exercise support.

Collaboration and Coordination with Others

Unlike the local and state EM data collection instruments, the tribal survey did not ask respondents to quantify the percentage of work completed by other types of jurisdictions. Instead, the tribal EM survey focused on asking respondents to describe how their agencies engaged with other tribal and non-tribal EM agencies (including at local, state, and federal levels).

Tribal EM agencies described extensive cross-governmental collaboration and coordination, engaging with partners at multiple levels. This includes collaboration and coordination within tribal governments across departments, and externally with local municipalities, counties, other tribal nations, and with state and federal agencies. Many tribal EM agencies often expressed a diverse mix of partnerships that helped them leverage broad range of expertise, resources, and other support.

"We are engaged with [State] Department of Homeland Security & Emergency Management and County Emergency Management Agencies. [Our staff] attend regional meetings and trainings. The interactions with these agencies is very useful in our day-to-day operations. Training and information sharing are very important as we can learn from other jurisdictions regarding response, mitigation and recovery from emergency events."

"We have MOUs or other formal coordinating mechanisms with the state, other tribes, and our local governments. The Nation conducts training with states, other tribes, and local governments. Our program would not function without the coordination and support of our State, Tribal, and Local partners."

"We support a Tribal Working Group with our counties COAD which has 13 other Tribal members. We partner with State and local organizations and agencies often. These relationships are vital for sharing resources and responding effectively to emergencies."

"We do collaborate with state local and tribal governments where applicable, beneficial, and attendable. These collaborations always bring new insight and are a major component of emergency management in and of itself."

"We participate in joint training, exercises, and planning workshops with federal, state, and municipal agencies, ensuring interoperability and alignment with NIMS and ICS standards."

Tribal EM agencies reported a mix of formal and informal mechanisms for this cross-government coordination and collaboration. Many tribes maintain MOUs or mutual aid agreements with local, state, and other tribal governments (mentioned by 16 respondents, with an additional 3 respondents expressing that they were currently working on formal agreements). These formal agreements facilitate resource sharing, joint training, and coordinated response efforts. Tribal EM agency officials also emphasized the importance of informal partnerships, such as regular meetings, information sharing, and mutual support during incidents. These informal networks appeared important for day-to-day operations and response.

"We are working on formalizing MOUs with our county emergency services (fire, police, EMS) as they are currently just a gentleman's handshake agreement. I work closely with the county emergency manager on general preparedness/storm prep/information sharing and have a close relationship with state EM staff."

"We have a Joint Powers Board for [our region of the state], mutual aid agreement with surrounding counties, and communicate regularly with [all] other Tribes within [the state]. Without these agreements and sharing of information, our response would be limited."

"We participate in monthly meetings with surrounding jurisdictions and other Tribes within our state. When the FEMA Region has meetings, we attend them. We conduct training with other Tribes and counties within the state. The interactions are quite useful and help us stay informed about what is occurring in other areas."

"We are trying to fully plug ourselves in at the County and Tribal levels, showing up to meetings, participating, and bringing a willingness to be an active partner within the county."

In addition to collaboration with local, state/territorial, and federal partners, tribal EM agencies frequently rely on collaborative partnerships across internal departments to meet their communities' EM needs. Tribal respondents described how staff from administration, public safety, environmental health, property management, and other departments/divisions routinely work together to support preparedness, planning, and response activities. Tribal respondents indicated that these cross-departmental collaborations were often essential for managing daily responsibilities and ensuring effective response during emergencies, with staff from across tribal government stepping in to help during disaster declarations or major incidents. This internal collaboration seemed especially important given the limited staffing and dual-hat nature of many EM positions within tribal agencies.

> *"We collaborate with Tribal departments and external partners to enhance resilience and ensure effective emergency operations."*
>
> *"With only one permanent staff member, meeting the community's emergency management needs is challenging. While we effectively manage core responsibilities, resource limitations make it difficult to expand training, preparedness initiatives, and response capabilities. Collaboration with other Tribal departments and external partners helps bridge gaps."*
>
> *"We are a small Department but are able to produce a lot of work with the assistance of other Tribal Employees"*
>
> *"Our team of 19 staff across Public Safety is highly adaptable. We shift from our daily duties into emergency management roles whenever disasters occur, and we have demonstrated that we can successfully activate and respond during major events."*
>
> *"When we go to an emergency the departments fall under my authority and are used as needed."*

Tribal respondents also described collaborative partnerships with other tribal agencies, both within the same state and across regions, and underscored the value of these partnerships for strengthening preparedness and response across tribal communities. Survey responses highlight that these partnerships take a variety of forms, including regular meetings, joint training exercises, mutual aid agreements, participation in regional coalitions or working groups, and direct support with planning and response. Some tribal EM agencies reported more structured partnerships while others described more informal or ad hoc support. Beyond the direct benefits of resource sharing, respondents emphasized that coordination with other tribes supports sharing best practices, building networks, and advocating for tribal interests at the state and federal level. In some cases, the effectiveness of intertribal collaborations appeared to be influenced by factors such as distance, funding, and staff capacity.

"We meet... annually with tribal emergency management partners from across [the state] to strengthen coordination and share best practices."

"We also engage with other tribes and IRA communities within our region by helping them develop local response plans, providing training, and extending mutual aid and logistical support when needed."

"The Tribe has worked with sister Tribes in past years. We are currently working on MOUs with local government agencies. They are hit and miss due to lack of manpower and bandwidth on both sides."

"We have monthly meetings with our 11 tribal EM's throughout the State and various stakeholders. We often train and exercise together so we are familiar with each other and how we can assist."

"We partner with other Tribes and counties within the state for training and exercises. The interactions are quite useful. It is helpful to know what is occurring in other areas of the state and municipalities."

"The [state] and the Tribal nations within the state have an annual, two-day Tribal State Relations Training for state and tribal programs to improve working relationships and the communication between the tribes in the state."

Coordination and collaboration with state EM offices take a variety of forms across tribal EM agencies. Responses show that these relationships sometimes involve joint planning, participation in state-level training and exercises, regular communication, and networking (including with other EM entities across the state). In some cases, states have established tribal liaisons or consultation policies to facilitate collaboration and improve relationships with tribal EM agencies. Respondents also noted that state agencies may set expectations or requirements for participation in planning, exercises, and reporting, which appeared to guide tribal EM activities for some agencies. The extent and impact of state involvement however seemed to vary, with some tribal respondents reporting formalized structures for coordination and collaboration.

"[The state] is a very pro Tribal Government state with a Governor's Executive Order to have Tribal liaisons and consultations."

"The state is eager to help in any way they can, and make it a point to check in on us during events or severe weather."

"On the state level, in order to receive state assistance, we must maintain a relationship and meet several different deliverables such as exercises, planning, crosswalks, minimum training, resource sharing, quarterly meetings with state level and tribal level departments."

"State Hazard Mitigation Planning efforts are essential, with experience of mitigation planning desired."

Tribal respondents described a range of interactions with federal entities, primarily focused on training, compliance, technical assistance, and support during major incidents. Respondents described working with entities such as FEMA, BIA, EPA, and the US Coast Guard. Data highlights that coordination with federal entities often included participation in training events, compliance with federal planning and reporting requirements, and engagement in joint exercises or response activities. Some tribal respondents noted involvement in FEMA training courses, attendance at regional or national meetings, and direct communication with federal liaisons. Others referenced federal grant obligations,

technical assistance, and support during emergency events. The extent and frequency of federal collaboration varied, with some agencies describing more routine engagement and others describing more "as-needed" engagement. Overall, tribal EM officials generally described these interactions as beneficial for meeting EM program needs.

"We coordinate with federal partners for technical assistance, grant management, and compliance with FEMA and DHS requirements such as the Threat and Hazard Identification and Risk Assessment (THIRA), State Preparedness Report (SPR), disaster declarations, and Hazard Mitigation Planning."

"FEMA staff set up shop at our reservation in October, since then we have been working on both Individual Assistance and now Public Assistance for the fire victims including [the Nation] as a whole."

"We attend FEMA Regional Tribal virtual meeting, attend BIA [Tribal Assistance Coordination Group] TAC G virtual meetings monthly"

"FEMA does a good job of communicating and follow up of any questions I have. Yearly tribal emergency managers meeting is great."

"At the top level, the CIT EM must maintain relationships with several federal agencies (BIA, FEMA, EPA, Coast Guard, USFS)"

"We work with FEMA, EPA Emergency Response when needed"

Additionally, some tribal respondents emphasized both ongoing improvements and the continued need for progress in tribal-state and tribal-federal relationships. Tribal respondents underscored the importance of state and federal agencies respecting tribal sovereignty, understanding the unique context and governance structures of tribal nations, and fulfilling responsibilities to tribal communities. Tribal respondents noted that effective collaborations are strengthened when state and federal partners engage in meaningful consultation, demonstrate cultural awareness, and recognize the government-to-government nature of their interactions with tribes.

"Interactions would be more effective if there were stronger education and awareness among federal and state employees about government-to-government relations with tribes. Too often, staff working in emergency management at FEMA or [the State] do not fully understand tribal sovereignty, the complexities of [the] governance system, or the scale of tribal presence here."

"The Federal agencies are improving their Treaty and Trust Responsibility to the Tribes in [our FEMA Region]."

"Tribal officials recommended increased education and awareness among federal and state partners regarding tribal sovereignty, streamlined funding and reimbursement processes, and expanded opportunities for tribal representation in regional planning."

"Our relationships with federal, state, and local partners are improving and moving in the right direction, though this progress has taken years of steady effort. We are now at the beginning of building true joint work and mutual respect, and recent [hazard] events... have shown how effective these partnerships can be when everyone is aligned."

Despite the reported prevalence of cross-governmental coordination, some tribal EM agencies expressed a lack of collaboration or formal partnerships with other governmental agencies. Five tribal respondents noted little to no coordination with local, state, federal, or other tribal agencies. In some cases, tribal respondents reported operating largely in isolation and relying on internal resources alone. However, even among agencies with no existing partnerships, some individuals expressed enthusiasm for and interest in establishing new relationships or formal agreements. These perspectives highlight both gaps and a desire to strengthen partnerships and improve integration over time.

"While we currently have no formal MOUs or Mutual Aid Agreements, it is something that is being discussed with a local Tribal Working Group. On the operator level there is a great deal of excitement and enthusiasm for working together. The speed of tribal government and existing political realities between tribes, understandably hampers some of that enthusiasm, but we are continuing to move in that direction."

"[Our partnerships are] not very effective. I have learned that [our tribe] has to become more efficient within ourselves. We can't depend on others. They all have other priorities in emergencies."

"Currently there is no collaboration between the three organizations on who is doing what under these emergency situations."

"Although this [EM] organization requested a joint committee meeting with [local government entities], they do not respond back."

"If I could get permanent staff, I could put more formal MOUs in place"

EM Agency Aspirations

This section highlights findings related to the aspirations of EM agencies, providing insight into their vision for growth and enhancement of their capabilities. To provide a foundation for agency aspirations, the study compared the current staffing levels with the number of staff agencies believe they need to effectively accomplish their EM mission. This quantitative analysis is complemented by qualitative data gathered from surveys, territorial interviews, and listening sessions, providing insights into the aspirations of EM organizations, including how they would use additional staffing.

The local and state surveys included two open-ended questions designed to better understand the aspirations of these agencies. Local agencies were asked how they would allocate the time of two additional FTEs, while state agencies were asked about the allocation of ten additional FTEs. Local and tribal agencies also were asked how they would use an extra $100,000 annually, whereas state agencies considered the allocation of an additional $5 million annually. These questions reveal the priorities and desired activities of EM agencies, highlighting areas where they seek to expand their efforts.

Throughout the surveys, respondents frequently shared insights into activities they wish to pursue and resources they aspire to access to better fulfill their EM mission. Listening sessions and territorial interviews yielded additional qualitative data that provide in-depth information about the staffing and funding needed to achieve agency EM goals.

Local Jurisdictions

Staffing

Local EM agencies reported a need for additional staff (Figure 62). The number of staff that local EM agencies estimate needing to fully deliver EM services for their jurisdiction varies to some degree based on the category of jurisdiction. However, population size has the largest impact on estimated staff needs. Large population jurisdictions indicated a need for a greater number of staff, with 70% requiring more than 10 FTEs, whereas three quarters of medium population jurisdictions (75%) reported needing between 2.1 and 10 FTEs, and 72% of small population jurisdictions reported needing between 0.1 and 5 FTEs.

Fourteen percent (14%) of all local respondents, and 18% of respondents from small population jurisdictions, reported needing no FTEs at all. Although some of these respondents may have misunderstood this question and been answering how many **more** FTEs they need rather than how many **total**, data from open response questions and listening sessions suggest that emergency managers in some small population jurisdictions do not feel that there is enough work to necessitate hiring additional staff. (Notably, no qualitative data indicated that respondents felt an EM agency should not exist in their jurisdiction.)

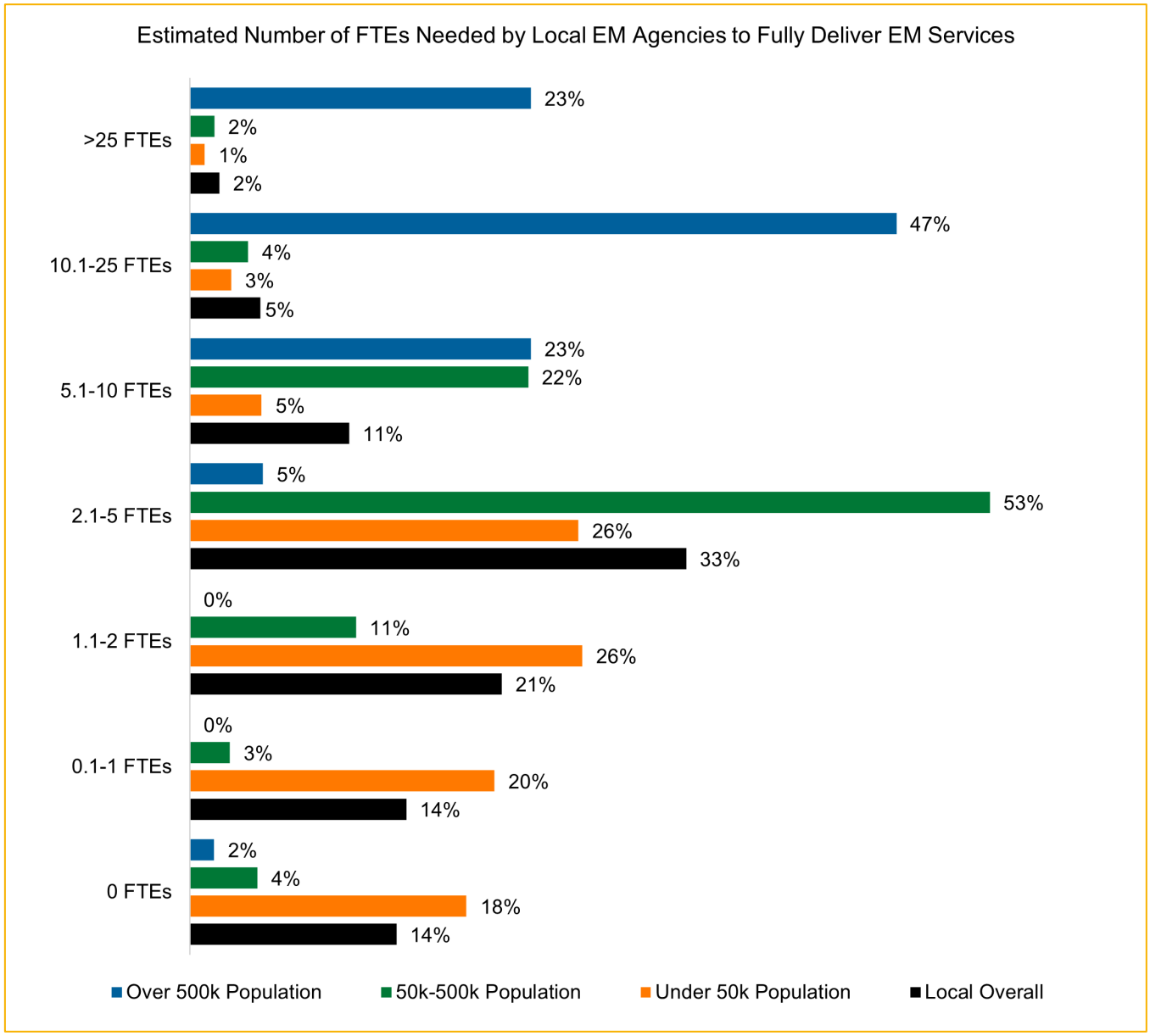


Figure 62

On average, local respondents reported needing an additional 1.81 FTEs to fully meet community EM needs. Agencies serving large population jurisdictions reported needing significantly more additional staff on average (6.46) than agencies serving medium (1.59) and small (1.64) population jurisdictions.

Since small population jurisdictions typically have very small staff sizes to begin with, even a small increase in staff can have a major impact. Many respondents from small population jurisdictions indicated that an increase of one or two FTEs would have a meaningful positive impact on their ability to deliver EM services to their jurisdiction.

> *"One additional FTE would be sufficient. The position is currently allotted 19 hours per week. More time could be spent on planning and coordinating trainings and exercises within the community, stakeholders, and responders. We have a hospital, three care centers, and a school, so there is a need for more response trainings, evacuation trainings, etc. More time could be used for public education."*
>
> *"[An FTE] would be amazing.....there is no coverage for time off or anyone cross-trained in our county."*
>
> *"[Two additional FTEs] sounds like a dream. One would be to act as a Plans Section Chief and would focus on training of all City staff as well as ensuring they have proper credentials (NIMS, Exercise participation, etc.). The second would focus on plans – CEMP [comprehensive emergency management plan], Recovery Plans, FR/FAC [family reunification/family assistance center] plans, COOP [Continuity of Operations Plan] plans, Active Intruder plans, etc."*
>
> *"I currently am the only employee, so I am on-call 24/7/365. I would love to have a full-time planner and a deputy director who could double as the administrator."*

Use of Additional Staff

Many local EM agencies report a desire to have more FTEs so they can engage more or more effectively in existing tasks and activities, or engage in additional activities they have not been able to prioritize. To gather insights into the types of tasks and activities agencies would like to dedicate more staff time to, survey participants were asked to respond to the open-ended question, "*If your agency employed two additional FTEs, how would you allocate their time?"* In addition, participants in listening sessions were asked to describe the EM activities they would like to be working on that they currently were not. These insights collectively reveal key areas and activities that agencies aim to dedicate more time and effort to in their EM operations.

Local EM agencies overwhelmingly wish to allocate additional staff time to preparedness activities. Notably, more than two-thirds of individuals who responded to the question identified preparedness activities as one of their priorities when asked how they would use additional FTEs. Local respondents most frequently highlighted training and exercises, community and stakeholder outreach and education, and planning as key areas for increased focus. In some cases, local respondents specified preparedness for response or recovery specifically, but in most cases, the responses were general.

"Divide the current duties of the team. One focused on planning documents and another on trainings and exercise."

"I would task one person with plan/document review and updating. The second person, I would put in charge of coordinating preparedness and exercise activities."

"One FTE would be directly responsible for emergency planning, prioritizing COOP within the County government. One FTE would be directly responsible for training and exercises, prioritizing ICS training and tabletop exercises to introduce emergency management concepts within County government."

"We're not doing enough public outreach, being a face out in the field. We try to use other means; we try to use social media a lot to share preparedness information and use the website and some electronic means. But I don't feel we're doing as much outreach as we should be and we are not engaging some of those other partners that we should be. You know, like a lot of the faith-based organizations, we are not engaging them near enough. Our leadership I feel is prepared and we have good relationships with [them], that's good. But general public, we're severely lagging and it's just due to there's not enough hours in the day for us to do more."

"Overall, if I had another staff member, I could do more community outreach. And that's where I feel that our program is lacking right now. We don't do enough community outreach and community education as far as emergency preparedness programs."

Community engagement is an important priority for local agencies and critical for addressing community needs. Listening session participants noted that community engagement or outreach would support gaining a deeper understanding of their community's needs, enhance public awareness and understanding of EM and the agency's role, and enable them to better address access and functional needs within the community.

"One of our biggest challenges right now is since the pandemic started, we've had a huge change of demographics here in our community. And they come with a variety of expectations that don't necessarily meet what we currently are able to provide or even historically have been able to provide... We have made some efforts in trying to establish and manage expectations about what services not only the local governments can provide in the community, but also, other community organizations and nonprofit groups and things like that that we work with... and you know, only time will tell. I mean, hopefully we'll be making some progress in that area, but as of right now it's a big challenge for us."

"Work on public outreach to find the needs in the community that we are not aware of. Build up a stronger partnership with our community leaders and work to strengthen their awareness and resilience to disasters."

"Then there's the public perspective. With 4.8 million people that reside here, at 10% turnover and churn of public, with 70-plus different languages being spoken. It is always a challenge to make sure that each of these communities and groups are getting the appropriate information on what they need to know."

"Educating the other department heads as well as the public [on] the role of emergency management during a state of emergency."

"Getting [the community] together, getting to know people and having it be explicit that this is why we're doing [the community event]. It's for fun, but it's also so that you know who these people are. [Realizing] 'oh there's an 80-year-old living next to me. The next snowstorm, maybe I'll check on her, make sure she's okay.' Those kinds of things I think would be the most impactful. And they're the things that aren't necessarily understood at the national level as to how impactful some of those things are."

In some instances, the desire to allocate more staff time to preparedness (and other) activities stems from the chief EM official's desire to focus more on higher-level organizational activities, such as strategic planning and succession planning. By delegating tasks, these leaders highlighted that they could concentrate on long-term strategies that strengthen their agencies' effectiveness.

"I would balance out current employee workload leaving leadership to better network and build relationships."

"The second FTE would be dedicated to supporting the administrative workload of the fire department. This role would help with budgeting, data management, compliance reporting, and personnel scheduling, ensuring that leadership can focus on strategic planning and operational oversight."

"I would dedicate one to response and recovery and one to preparedness and mitigation. This would allow me and my Assistance EMC to focus on more strategic and special projects."

"I would have another coordinator that's dedicated to training and exercises. That way, it would ease the burden off of my plate day-to-day, and I can focus on the community outreach. I could focus on community education and more of the strategic things. Where's the program going to be three to five years from now? I can start working towards that. Right now I'm just playing catch up."

Local EM agencies also expressed interest in allocating staff time specifically to strategic and succession planning activities that focus on the broader picture and direction of the agency. These agencies often emphasized gaining a deeper understanding of community needs, hazards, and organizational growth. They also highlighted the necessity of investing time in partnership building to support strategic initiatives. For example, engaging with political leadership was seen as an important action directors needed to take to promote organizational growth and enhance agency functionality. Allocating time to strategic and succession planning was a greater challenge in agencies with a small number of staff than in agencies with a large number of staff.

"Strategically, we have had, at least in my organization, higher level management folks. And we haven't adequately defined those lower entry level positions that are needed to really run and function. So, I think there needs to be some branching out of what these different positions could do for an organization, and how they can develop skill sets going forward. And then from a money management standpoint and strategic plan, I think there needs to be some very vocal considerations at the local level to make sure… to push local funding... what we're lacking is that local investment. So how do we encourage or mandate that local investment over the next 5 years that folds into an overarching strategy?"

"We can never strategically think or be innovative... so you almost have to build that strategic planning into some of the planning processes."

"[With additional staff] the director would create and facilitate strategic planning, and training. Would meet with elected and appointed officials."

Those expressing interest in succession planning frequently mentioned the intent of ensuring their agencies remain functional and effective after current directors leave or return. Several listening session participants shared experiences of having to start from scratch upon assuming their roles, a scenario they wanted to prevent for those coming into the role in the future. Participants discussed that succession planning included activities such as creating guidance documents, training, and mentorship plans, and planning for recruitment and retainment.

"I came aboard three years ago, after my position and the other position had been vacant for at least two or three months. And I had nothing to go on, other than a group email list. So, it's been on my mind that I need to leave it a little bit better off than I found it. But also, there's not a lot of time. There are more priorities than there is time."

"I have told my administrator and some others; we got to start a succession plan. I've been doing this twenty-plus-years now, that's institutional knowledge, we got to start doing succession planning."

"Being a gray-haired old guy, somewhere along the line I'm going to set down the bucket and hand it on to somebody else. So we're trying to build, at least, tools that if something happens to me… if I'm not able to come to work one day, somebody can at least pick up that book and have a little bit more easy tools to be able to continue on."

"You know, it certainly does weigh on me, not that I'm indispensable, but who are we going to hand this off to when the time comes? Or do we have a succession plan and what is that? And how can we ensure that we can provide the best service to our community, not only after I leave, but two or three people down the road? Do we have a plan for that or how we can make that happen?... It's one of the challenges that's going to come for us in the near future."

Other activities that local EM agencies noted wanting to focus on if they had two additional FTEs included administrative activities, grant writing and management, creation or support of volunteer groups, response, recovery, mitigation, and building partnerships.

"Assign them to some additional duties in development of Community Emergency Response Team, recruitment and retention"

"Mitigation efforts such as sewer and stormwater management, flood plain management, sustainability improvements… Administratively they would coordinate with our third-party emergency services (fire, police, ambulance) and with county services. They would also research and manage grant proposals and efforts for the above initiatives."

"Having an additional two FTEs would allow for more directed response to incident scenes which would allow for a better flow of communication. It would also allow for a greater work life balance and the actual ability to open up an EOC for a longer-term event."

"Work on identifying more stakeholders that could participate in hazard mitigation or disaster recovery. Identify funding sources to better support those functions."

"[Additional FTEs would go towards] Recovery Projects (current open PA projects, CARES/ARPA [Coronavirus Aid, Relief, and Economic Security Act/American Rescue Plan Act], community and economic resilience, etc.)"

Use of Additional Funding

To gain further insight on the priorities of local EM agencies, respondents were asked, "*If your agency had an extra $100,000 annually, how would you allocate those funds?*" Listening session participants were asked about additional resources they wanted for their agency.

More than two-thirds of those who responded to the question (n=1,346) **indicated that they would use additional funding for staffing-related purposes, primarily for hiring additional staff, converting part-time staff into full-time staff, or increasing staff pay and benefits.** This revelation is not surprising given the many local EM agencies that highlighted the need for additional staff. Many responses also detailed how the increased staff time would be used, with a strong emphasis on preparedness activities followed by administrative activities. Some respondents also noted that they would use the funding to transition volunteer roles into paid positions and support staff training and professional development.

"Salary increase and pay for part-time help."

"For starters I would have one (40 hours) FTE EM and one part-time (20–28 hours) exercise planner. Pay would be competitive as it is known EM positions have huge turnover due to the pay/benefits."

"[$100,000] is a large amount and I would pay for another staff member to focus on outreach and public education."

"I would raise my salary to a living wage. I'm about to have to leave the industry."

"[Our agency] would put that resource to additional staffing, and if applicable a better salary for some employees."

"Providing advanced training opportunities for emergency management staff and stakeholders to enhance capabilities."

"Training and travel to maintain professional growth and advancement for all staff (i.e., trainings, associations, conferences, and more)."

"This funding would completely change my organization. $100k annually would provide enough to create two new positions, fund our outreach program, and move forward with other resiliency and public education programs we have wanted to perform."

Some local respondents also indicated they would use the funds to hire contractors to provide domain-specific expertise. However, qualitative data revealed that contractors are sometimes viewed as a less-favorable staffing solution. Some local respondents expressed a preference for hiring permanent staff, although this action was not always feasible or affordable. For some jurisdictions, the hypothetical scenario of receiving an additional $100,000 would enable them to hire more staff, but for others, that amount would not cover the costs of salaries and benefits for a new staff member; in this case, they would direct the funding to increase contract support.

Increased Contractor Support

"$100,000 would not be sufficient to add the necessary staff so I would rather take that and get some solid contractor support to assist with grant management and training and plan development."

"Wouldn't cover an FTE, so would allocate to contract support."

Preference for FTEs

"If [additional FTEs] were available to us, I would have one FTE dedicated to developing and updating plans rather than relying on consultants."

"Plan updates and the number of plans that must be updated is what requires time, attention, and focus from local personnel. It is not easy to contract that to an outsider who doesn't understand your community."

Beyond staffing-related uses, local EM agencies indicated that they would allocate additional funding to various workplace infrastructure needs, primarily mission-specific equipment or operational resources. These resources included items such as warning systems and response vehicles. In addition, many respondents expressed a desire to invest in either creating or enhancing their EOCs. Participants noted several practical benefits of investing in EOCs, with listening session respondents viewing a well-functioning EOC as a signal of investment in EM.

"Enhancement of our Emergency Operations Center, possibly with real-time monitoring capabilities."

"Warning system for countywide emergencies."

"Increase equipment - Currently majority of my equipment was a hand-me-down from fire agencies for free. A command trailer would be extremely beneficial."

"Updating EOC. Response vehicle because we have to respond with our privately owned vehicles."

"Emergency Response Equipment: tow-behind mobile generator, small portable generators, tow-behind pump, dump trailer, skid steer, complete EOC outfitted with network computers."

"They say we need people, we need plans, we need training, we need exercises, but if you're putting us in 48-year-old trailers on wheels that are filled with mold … what does that say about the program and what does that say about us?"

A substantial portion of local EM agencies also expressed interest in using additional funding and staffing to enhance technology capabilities. While technology was sometimes mentioned specifically in the context of EOCs, it was also discussed more broadly. Respondents who identified specific technologies that they wished to integrate into their agencies often mentioned GIS and software to support operations.

"GIS programs are becoming increasingly valuable and having someone in a position to understand and analyze the data and capabilities would greatly benefit the [area]."

"It would change from year to year... Now, I would hire a GIS firm to come in and help get us where we need to be much faster."

"Cellular capability/cradlepoint type devices, software for EOC operations local and surrounding counties, communications/ interoperability."

"I would look into purchasing some type of software that would be inclusive of everything we need - a reporting/records management system, a common operating picture tool with various GIS/mapping capabilities, and IAP [incident action plan] tool, resource and inventory tracking tool."

"Upgrading the EOC (better tech, etc.) and purchasing a new crisis management system."

Although less frequently mentioned, some local EM agencies expressed a desire to use additional funding for basic necessities; for example, to improve office space and facilities, acquire general supplies (e.g., tables for events), resources for volunteers (e.g., training), and uniforms, and to invest in recovery, response, mitigation, and resilience projects.

"Construct a new centrally located emergency management building that could serve as the EOC, emergency sheltering facility, secondary 911 PSAP location and training facility for emergency management volunteers."

"I would like to have a kitchenette with some food to feed our volunteers, or access to money to bring in food like pizzas."

"Warehouse space would be a great asset. New updated EOC and 911 center is needed as currently sharing space with the aging courthouse looking to be replaced."

"Upgrade fax machines, computers, copy machines, etc. I have a printer that hasn't worked for a year and we can't afford to replace it."

"Obtain space and procure supplies."

"Buy supplies to use during events, such as water, cleaning supplies, etc., Recovery items to help families with recovery."

Local respondents also highlighted the need for broader enhancements to the EM field. They focused on the balance between education, professionalization, and on-the-ground experience; the importance of fostering a widespread understanding of the roles and responsibilities of EM agencies; and the need to standardize resource expectations for these agencies.

"From an academic standpoint, I think that we need to get universities coordinated around accreditation. As a hiring manager, I need to know that somebody being produced out of a degree program is what I need. And right now there is so much variety in the degree programs, I can't be guaranteed that your graduate is what I need."

"We need to promote the profession of Emergency Management and help jurisdictions define what an EM is. That's what IAEM needs to be focusing their efforts on."

"[State] law requires that an emergency manager be designated. There's nothing in there that requires training, nothing in there that requires what that actual position looks like… if you walk into a room full of emergency managers, you should know that they're all at least at some baseline level and it's not just Fire Chief or Sheriff or somebody who has to take it in order to maintain their other position."

"All counties and cities are required to establish an emergency management agency and office and have a coordinator. Now what isn't statute within the state, is what does that look like? How big does that need to be?"

"[I would like] documented studies that I can use to educate my leadership and elected officials on the non-response work of EM and the ability to use that material as part of growth justifications. Help me show a better return on investment of personnel - not just $1-$7 mitigation project return on investment."

States

Staffing

State EM directors indicated a need for a greater total number of staff to fully deliver EM services in their state. On average, state EM directors indicated that they need 90 FTEs, a slight increase over the current average staff level of 87 (Figure 63). However, some state respondents reported needing only a small number of FTEs or no FTEs at all. While these agencies might be indicating they need no staff or a substantial decrease in staff, the responses may be related to the number of *additional* staff needed instead of *total staff needed*. If those states' responses were interpreted as *additional* staff needed, and those responses were added to their current number of FTEs, the average needed FTEs would be 110. This represents an increase of 23 FTEs from the current average.

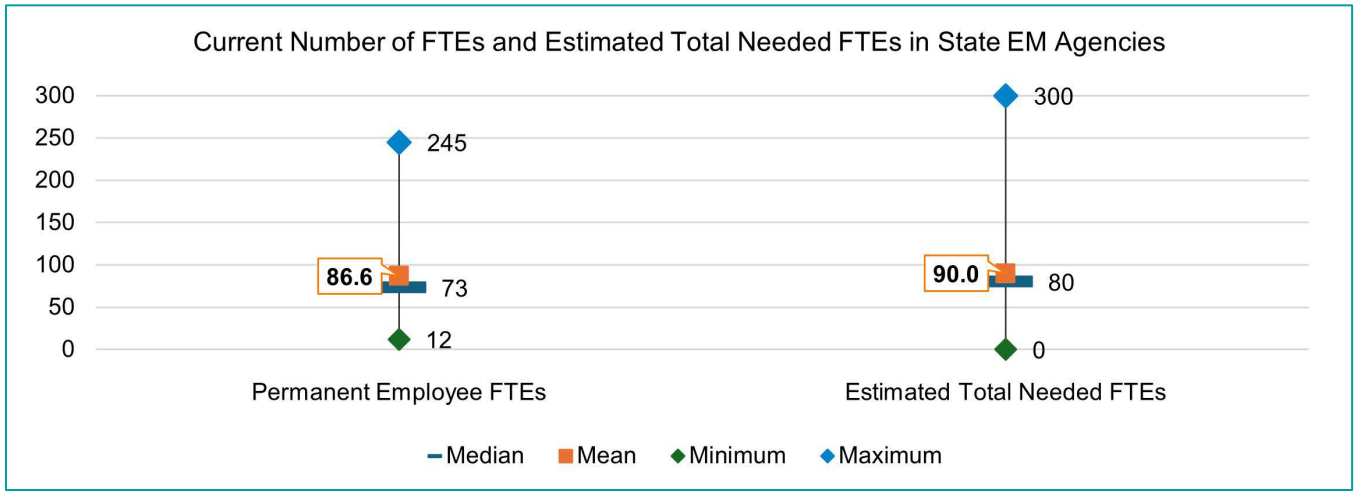


Figure 63

Use of Additional Staff

State EM directors cited a wide range of activities that they would pursue if they had 10 additional FTEs, denoting the unique needs of each state EM agency and the communities they serve. Some directors had very specific activities that each additional staff member would focus on; for example, one wrote "*3 members to the operations unit, 3 members to the recovery unit, 2 to finance, 2 to [preparedness]*", and another wrote "*2 assigned to communications/outreach team, 4 for grant management, 2 build recovery plan and partners, 1- BEOC, 1-mitigation*". However, most identified broader activities. The most frequently identified activities included more support for recovery, support for local jurisdictions, and increased availability of training/exercises.

Recovery Examples

"Capacity building in recovery."

"I would point them to recovery efforts to include disaster case management for disaster survivors"

"Field Recovery staff to support local jurisdictions and Recovery Program Manager."

"Regional planners and recovery staff to be force multipliers for under resourced communities."

Support for Local Jurisdictions Examples

"Assisting locals more with planning and preparedness activities."

"We would use them to provide direct support to local EMs."

"Planning, coordination among state, local, and tribal programs."

Training and Exercise Examples

"Assistant state training officer, assistant state exercise office."

"Training/education for local emergency management coordinators and elected officials."

"100% to resilience training and mitigation."

Use of Additional Funding

Two key topics emerged when state EM directors were asked what they would do with another $5 million in consistent annual funding: staffing and local jurisdiction capacity. More than half of state respondents indicated that the increased funding would allow them to hire more staff and have greater flexibility with how staff time is allocated (largely because the current staff focus is affected by the grants that fund them). About half said they would also focus on increasing the capacity of their local jurisdictions in a variety of ways, including being able to pass more EMPG funding to them.

"This level of an increase would...be monumental in allowing us to hire the staff that we need to meet all of our federal grant requirements as well as our state statutory requirements. This level of funding would also allow us to pass more funding through to the local level emergency management programs allowing a statewide increase in capacity building."

"We would allocate more resources into the field to support local and Tribal emergency management programs."

State EM directors expressed interest in allocating additional state staff and travel dollars to better engage with local jurisdictions in their communities, as well as providing more direct funding to local jurisdictions to increase their staffing and thereby capacity. Several also mentioned providing training for local elected officials to help them better understand EM.

"Additional mentoring and greater influence or incentives for local elected officials to attend training, engage in local emergency management activities such as planning, meetings, and exercises."

"Use funding as the carrot for chief elected officials to engage with to support their local emergency managers and be the leaders who help build support by others."

Territories

Staffing

Like other jurisdictional levels, territorial EM directors reported needing additional staff to more fully meet EM needs in their territory. Due to the interview nature of data collection for territorial emergency managers, specific staffing needs figures are not available. However, interview participants did identify several activities they would prioritize if additional staff were available.

Use of Additional Staff

Territorial EM directors identified several activities they would leverage additional staff to do, including providing additional support to hazard monitoring and warnings. Other focus areas include administration and offering more support to geographic areas that have few staff.

> *"Right now, we can only operate that [warning] capability 8–5 because of staffing shortages."*
>
> *"Right now, we just have one person doing everything from human resources to procurement to budgeting."*
>
> *"If we had two extra or more staff, we do have the outer islands that are under our purview as well. It would be nice to have more personnel up there."*

Although the territorial EM directors who were interviewed for this study did not have mitigation under their purview, at least one would like to see their agency handle mitigation but does not because of structural barriers.

> *"I think we are separated because we can prepare, we can respond, but after the response, I really don't see the process that we are trying to improve because of whatever happens. I have been trying that with our government, I am still working on it… but to me mitigation should be under us so that we can [contribute to] the improvement after a disaster."*

Use of Additional Funding

Three of the four territorial EM directors reported that additional funding would be helpful to increase agency infrastructure, including storage facilities to house response equipment, which they currently lack due to geographic isolation. They reported that greater access to these facilities would improve their ability to assist their communities during response.

> *"My priority would be to allocate [extra funds] to the infrastructure. One is a facility that I need to maintain and sustain it for an initial staging base. Should something come up, that's going to be where my supplies distribution is going to be at. And I'm also going to prepare that facility as my alternate location, should this facility get compromised."*

During interviews, two of the four EM directors discussed improvements that they would like to see to their alert and warning capabilities, including access to wireless emergency alerts. One noted that, even though they have access to the alerting infrastructure, inability to pay for vendor support has limited their functional access to these resources.

> *"Right now, we do have sirens located throughout the island. They originally started as tsunami sirens, but now they're integrated into an all-hazard alert and warning system. We have mobile sirens, we have alert beacons, but right now we can't access alert beacons without a subscription to [Vendor]… It's just the sustainability and maintenance part. If we had additional funding, we would definitely use that [funding] for that."*

Resource maintenance resilience came up in several conversations. Unlike the purchase of new equipment, available grants do not necessarily give territorial agencies the ability to maintain existing resources and infrastructure.

> *"I probably have, let's say, six [sirens] that don't work, but I have no money to get those to work... There's no funds for me to maintain that... So that's across the board, not just my agency, but a lot of our agencies. We can buy nice shiny things, but we can't maintain them."*

Tribal Nations

Use of Additional Funding

Tribal EM agencies described their agencies' aspirations in response to the question, "What would your program or department do with an extra $100,000 annually?"

The most common aspiration among tribal respondents, when asked what they would do with an additional $100,000 annually, was hiring additional staff and addressing other human resources needs. Few respondents specifically identified a position title, although several who did not identify a position title noted that they wanted to have full-time EM staff. Of those that did mention position titles, the roles they wished to fill included EM director or coordinator, planning specialist, GIS support, and administrative assistant. Several also reported that they would hire consultants or contractors to assist with activities including planning and training. In addition to hiring additional staff, other human resources needs included providing staff training, increasing salaries, and providing employee benefits.

> *"We would prioritize using [an extra $100,000] to hire or support emergency management staff, which would reduce our reliance on dual-role employees who already carry heavy workloads."*
>
> *"We could hire a fulltime director who would increase the effectiveness of the program."*
>
> *"We would be able to hire one full time staff that would be fully dedicated to Emergency Management work, including any training."*

Many tribal respondents also reported that with an additional $100,000 annually, they would acquire physical or equipment resources to support their EM mission. Most of the resources mentioned were response resources such as emergency supplies and vehicles. Some of the respondents who reported that they needed equipment for response activities specifically were part of first responder programs such as fire departments. (Several of these respondents also mentioned aspiring to do more non-EM activities such as supporting medical care, providing firefighting services, and hiring police officers.) Other types of equipment and physical resources that tribal respondents mentioned included communications equipment, alert and warning systems, technology resources, and facilities such as storm shelters and dedicated EOCs. The emphasis on alert and warning systems, dedicated EOCs, and technology resources broadly is consistent with the study's findings on tribal EM technology access, with sizeable shares of agencies reporting gaps or needs: 29% for warning systems, 32% for virtual EOC capability, 54% for decision support software, 49% for direct and remote sensing technology, and 39% for AI resources.

"We would prepare a designated Emergency Operations Center and host community and regional trainings at that Center."

"We would invest in warning systems throughout our reservations. We have many small schools, tribal communities, and elders that live in rural areas that do not have any way to know that something is coming."

"We would be able to purchase our first response vehicles, provide weather radios for each residence and government building in each community, purchase a mass messaging system to alert all residents, purchase a trailer for hazardous materials response, begin changing all outdoor sirens over from a VHF system to a statewide trunking system to provide us better coverage with the sirens, purchase a generator for our only fueling [station] and other projects we are currently unable to fund."

"Upgrade the storm shelters in the … community, safe rooms for our buildings…, possibly a siren at the Tribe which will benefit our employees."

"We do not have a Search and Rescue Team, we do not have a Mobile Command Unit, we do not have portable radios, we get by with very little and yet we seem to make things work. I worry about the event we have when we just can't get the job done because of what we are lacking."

"Purchase portable fire extinguisher tanks, emergency houses, emergency supplies and food, community sound alarm."

Aspirational Activities

Responses to other survey items provide additional insight into how tribal EM agencies would prioritize added funding and staffing. The themes summarized in this section were consistently observed across the dataset. Specifically, respondents discussed activities they would like to engage in, including activities that they do not have time or capacity to engage in currently, and activities that they would like to engage in more than they do now. Some of these responses identified only phases (e.g., "preparedness and response" or "prepare and mitigate"), but many specified the kinds of activities they were interested in. **In discussing aspirational activities, tribal respondents focused almost entirely on preparedness activities, including training, exercising, planning, and education and outreach.** Several specifically mentioned CERT and similar programs that involve working with and training community volunteers to support EM programs. Some also mentioned the need for additional mitigation planning, and several discussed the desire to do more resilience work, although they did not specify what activities were associated with resilience. Many tribal respondents also noted that they wished to engage in more collaboration and coordination with both tribal and external EM partners, especially with local jurisdictional partners.

"Hire more staff and seek training for emergency response. We need the very basic emergency response training, what to do in an emergency and how to coordinate with other departments to help with responses."

"Hire additional staff to divide EM responsibilities, increase outreach/education activities, invest in equipment and supplies to make the Tribe more resilient to disasters, implement mass notification/warning system."

"It would be great for community outreach events. Great for emergency supplies."

Three tribal respondents discussed aspirations to establish or reestablish their EM program, and others noted aspirations to expand or restructure their EM program. Proposed changes included expanding their organizational programs and proficiencies, centralizing EM responsibilities under a lead organization, increasing qualification requirements for the EM director, and securing dedicated funding for EM positions to ensure program independence.

"There should be only one organization who would lead the emergency services."

"At the current time I am the only person working on emergency management. We do not have a program. I am trying to get our mitigation plan finished so we can start."

"[An extra $100,000 annually] could be used to fully [fund] my position freeing me up to [be] fully independent and to be able to pursue the department fully without having to be department funded and perform other duties in the other departments."

"Our department is a rebuild, this is the first year back up and running as its own. So as of right now, we have a plan set, for mitigation. We wish to continue to build on it and make it greater for our community needs. The process of this requires training, studying of many obstacles and challenges in this field of work."

EM Agency Barriers and Challenges

The local and state surveys aimed to identify the most pressing challenges that EM agencies face by asking respondents to select from a list of challenges. Respondents were also asked to respond to an open-ended question about barriers to accessing additional funding. In territorial interviews and in the listening sessions, these questions were explored in discussion format, providing nuanced insights. For the tribal survey, respondents were explicitly asked to identify challenges or gaps their programs or departments face, and several other questions also elicited elaboration on agency barriers and challenges.

The data highlight key challenges EM agencies face at all levels and provides insight into how these challenges interact and influence EM agency operations.

Local Jurisdictions

Funding and Staffing Challenges

Local EM agencies face several significant challenges, with the top five being lack of funding (62%), insufficient staffing (59%), competing community priorities (31%), stakeholder confusion about the role of EM (27%), and low pay for EM personnel (25%) (Figure 64). Some variation exists across the different categories of local jurisdictions with respect to challenges. For example, a higher percentage of local EM agencies in suburban and rural jurisdictions (69% and 67% respectively) reported lack of funding as a significant challenge than those in urban jurisdictions (56%). A higher percentage of county and municipal EM agencies (61% and 58%) reported insufficient number of staff as a significant challenge than regional EM agencies (43%), while regional EM agencies were more likely to report that stakeholder confusion about the role of EM (39%) and lack of support/trust from partner agencies (22%) were significant challenges than county (27% and 10%) or municipal EM agencies (27% and 6%). Variations were also seen with population size, where EM agencies in large population jurisdictions were more likely to report staff turnover as a significant challenge (16%) and less likely to report administrative and/or compliance burdens as a significant challenge (6%) than EM agencies in medium population (8% and 14%) or small population jurisdictions (4% and 18%). That said, the top two significant challenges were consistently reported across all local jurisdictions, regardless of jurisdiction type, urbanicity, and population size: lack of funding and insufficient staffing.

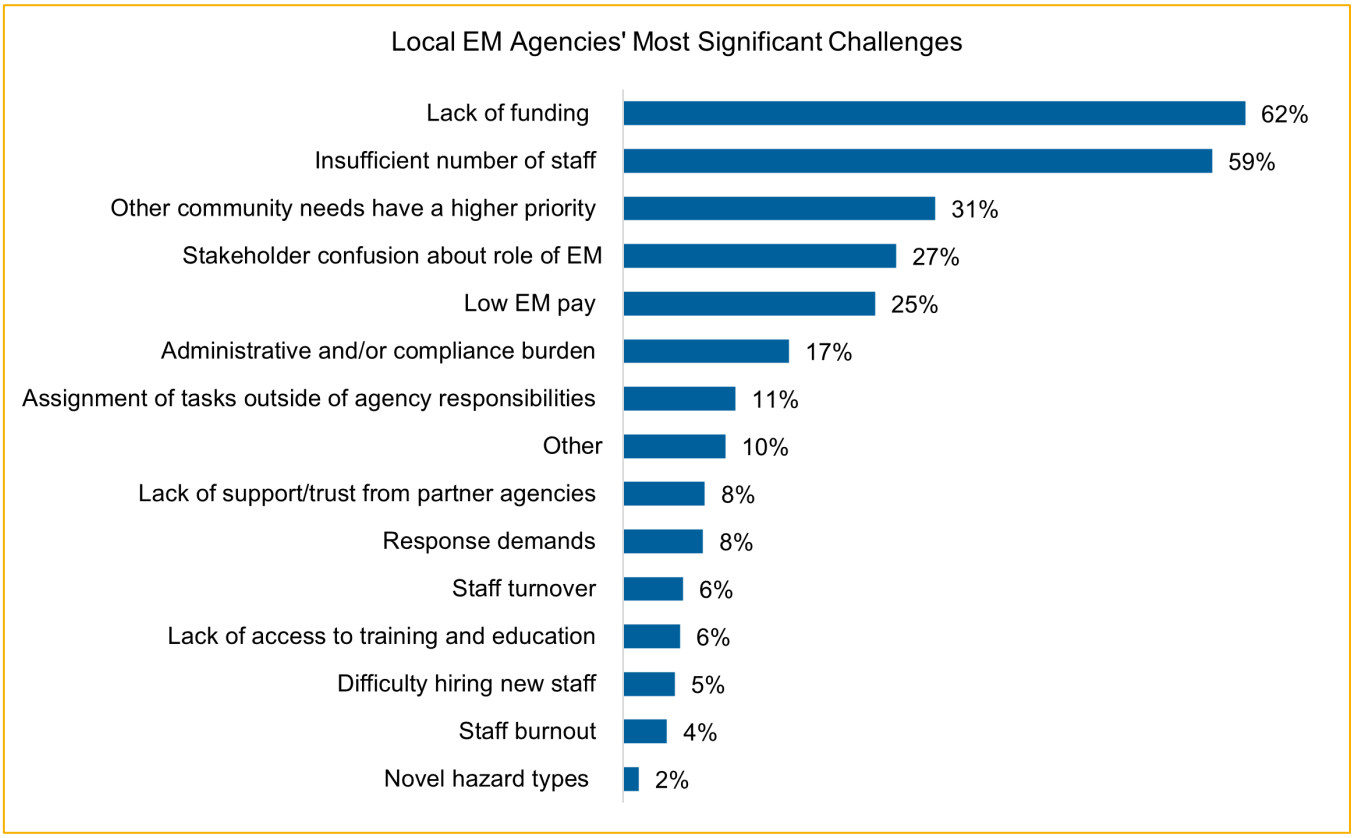


Figure 64

Limited funding and staffing are closely connected challenges for local EM agencies. Local EM agencies often lack sufficient staff to apply for funding opportunities, and they struggle to hire more staff because of insufficient funding sources to support them. Conversely, even when local EM agencies secure additional funding, having a limited number of staff can prevent them from using these financial resources effectively.

"Lack of staffing to explore and cultivate the relationships necessary to access and apply for those funding opportunities."

"I don't have the people to do the work to apply for the grants and complete the work if grants are awarded."

"We receive annual funding for one FTE and almost nothing else. We do not have bandwidth to search for outside funding or resources to contract."

"Two additional employees without additional funding wouldn't be the best use of resources."

Local respondents highlight a variety of challenges specifically related to federal sources of funding (and in some cases state funding sources), elaborating on a variety of characteristics that make these funding sources inaccessible. These challenges included an inability to meet matching requirements, shifting grant requirements, the relevance of certain funding sources for addressing community needs, competition with other grant applicants, lack of knowledge about existing funding sources, and the complexity and workload associated with applying for and managing grant funding sources.

"Many grant programs, especially those from federal sources, are highly competitive. The limited pool of funds means that even well-prepared applications can struggle to secure funding, particularly for smaller agencies like ours."

"We are a rural jurisdiction neighboring a National Park. FEMA does not understand the unique needs and challenges facing jurisdictions such as ours. This is clear in how nationally competitive grants are designed to disaster programs that such as debris removal that are more appropriate for tornado recovery than flooding in remote ecological and archeological sensitive areas."

"We are a small municipality with one part-time administrative secretary supporting the volunteer Council and Mayor. We do not have the capacity to research, generate, and manage this funding initiative."

"The funding is increasingly made to be difficult to obtain or maintain."

Local EM agencies noted their dependence on EMPG funding to sustain their offices, yet barriers to accessing EMPG were frequently mentioned in the open-ended survey data. Many expressed frustration about decreases in EMPG funding, their state's decisions not to distribute EMPG to local offices, their state's formulas for allocating EMPG to locals, and the workload associated with managing the requirements of EMPG funds.

"EMPG continues to decrease. Smaller communities such as ours receive a lower amount and already have less resources than larger areas."

"EMPG is very important to my office. The pass through the state is cumbersome and the inconsistent nature of funding allocation has a detrimental effect on my office."

"EMPG funds are wholly inadequate to support the national priorities stated in the program. Additionally, EMPG funds are distributed to states regardless of population, and the remaining balance is based on population. Being in a rural/frontier county with a 'low' population equates to limited EMPG funds, which should be intended to provide a functional EMA, but fall far short. [Our state] does not generally provide funding for mandates, so even though there is a statutory requirement for each county to have an Emergency Manager and a 'Local Organization for Emergency Management' there is no state funding that is provided to counties to create or maintain this requirement."

"Without the current use of EMPG, I would have to close my doors. It literally helps me keep the lights on. I use it to pay all bills pertaining to keeping my office going, not just employee salary and benefits. Discussion has been on-going that they may go to just pay salary and benefits. This would be detrimental to small counties like mine - we would no longer be able to stay open."

Political Challenges

Competing community priorities are also a significant challenge for local EM agencies (31%), and one that can further influence their ability to access additional funding and staffing, as well as other resources. Local respondents noted that jurisdiction leadership, such as elected officials, often prioritize other community needs. For example, a large portion of local respondents noted the unwillingness of leadership to allocate or raise local taxes to support EM. This was especially prevalent among small, rural communities who indicated that their limited tax base directly influenced their ability to sufficiently fund their agency.

> *"[Barriers to acquiring additional funding are] the want or need for the county administrator and financial director to provide funding to my agency. Other departments take priority."*
>
> *"Our County Administration's reluctance to fund our department at an appropriate level… It's just not a priority for them. They truly do not care."*

Issues of prioritization were also prominent for local EM agencies that fall under a larger agency. These respondents noted that parent agency priorities take precedence over EM needs, with respondents often noting that it limits staff hiring and resource acquisition.

> *"The Fire Department is only allocated so many resources and funding from the local board - so it is difficult to prioritize emergency management when fire and EMS operations are in need of resources."*
>
> *"The fire department's comparatively large budget overshadows the EM funding needs for an FTE considering the EM position is a very small part of a large department."*
>
> *"Emergency management is not a priority within the County Sheriff's Office. There has been no funding/ position increase in EM in over two years."*

Many local respondents attribute the low prioritization of EM to a poor understanding of EM by stakeholders, including community members, elected officials, and other leadership. This confusion can lead to misaligned expectations and prioritization issues, by both community members and community and agency leadership.

> *"Local governing body has other priorities and does not understand or value EM functions."*
>
> *"The Town Administrator thinks that simply assigning someone to Emergency Management is all that needs to be done and is not in favor of adding staff to the payroll."*
>
> *"Most local officials only think about EM when the emergency is underway."*
>
> *"[There is a] lack of understanding of elected officials regarding the needs of the public for EM services and competing priorities for local revenue funds."*

Some local respondents suggest that EM roles are not well-socialized, both in local and broader contexts, and could therefore benefit from awareness campaigns. Respondents who reported good stakeholder understanding of EM roles noted regular engagement with community leadership through briefings, updates, and advocacy efforts. In addition, some local EM directors noted that when their leadership had prior experience in EM, they were more supportive of EM. Respondents noted visibility and understanding of EM help them advocate for necessary agency resources and prevent "mission creep."

"I truly need my elected officials to understand the importance of this office. I know I need to do a better job of relaying the need to those who ultimately make the financial decisions."

"I would say a narrowing of the parameters of what our career and staff actually is. That would be the biggest thing, clear direction from a cultural understanding throughout the entire nation."

"Knowing that a lot of the public expectation of us may not be in the realm of emergency management or what we are even legally allowed to do. Maybe we lump that into correcting those expectations from a public information standpoint."

"There is definitely some confusion on what emergency management is and we in the emergency management community can't even agree on what emergency management is, right? And I get it… We're such a broad profession. Everybody knows what the fire department does. Everybody knows what the police department does. Sometimes I think, you go from east coast to west coast and emergency management could be completely different. And I think that leads to some of the confusion."

"[Emergency management], it's a very foreign concept, especially when you get the people that go 'it hasn't happened here yet.'…And, I think that's the piece, is trying to explain to them that it's a comprehensive program, it's not just plans and an EOC."

Agencies with more reporting levels are more likely to identify stakeholder confusion about the role of EM as a challenge. This impacts local EM agencies that fall under a larger agency more than independent agencies due to the more complex reporting structures found in subordinate agencies. These findings are reinforced by qualitative data, which indicates that individuals perceive a dilution of understanding when they have more reporting structures, are subordinate agencies, and have less direct access to key leadership.

"With EM not being its own agency, I am at the mercy of my Chief as to what is being conveyed to the Chief Executive."

"Because we are multijurisdictional, we answer to the county, but are expected to represent and fill the needs of the cities in our program. Because the needs of the county differ, and the cities are vastly different, we struggle to meet those expectations and needs."

"I am local government that reports directly to three County Commissioners who have no idea what my agency does or is responsible for."

Administrative Challenges

Administrative and compliance burden was also a noteworthy challenge for a meaningful portion of respondents (17%). This finding is supported by quantitative survey data that show agencies are spending a notable amount of their time on administrative tasks and qualitative data that show that they would like to hire additional staff to support administrative tasks so that agency directors can engage in higher level planning initiatives.

Human Resources Challenges

Human resources challenges account for nearly half (46%) of the most significant challenges that EM agencies face. Low pay for EM personnel is one of the most significant challenges for over a quarter of respondents (25%), with many respondents noting that they either do not earn a wage or do not make a livable wage. Other human resources issues included hiring difficulties (5%), turnover (6%), training and education (6%), and burnout (4%). Qualitative data highlight that local respondents believe there is a lack of standardization in the EM profession that can influence pay discrepancies, which can in turn influence an agencies' ability to attract professional talent. Furthermore, respondents noted that undervaluation by leadership of their role and office also influences low pay and in some cases, burnout. Respondents also discussed being overworked, especially in single-staff offices. Some respondents highlighted that limited staffing prevents them from being able to feel comfortable taking sick days or time off and feel that they are always "on call." Respondents also discussed issues with training and education, highlighting limited standardization of training and education, and burdensome expectations and financial constraints for volunteer EM staff.

"Despite advertising, there is no interest in the job. The responsibilities, requirements, and low pay are critical factors."

"I do not get paid to do this and it is hard to find the time to take the classes to learn how to do the job especially since this is not my full-time job and most training are during the day."

"We are one of the top three EM agencies in [our state] and still can't keep staff."

"Most people don't realize how much we struggle out here in the poor counties. We beg and borrow for everything we have. We watch the richer counties get awarded resource after resource and are told 'they're only two hours away from you, you can always ask to borrow it.' If you're trying to take care of your community, would that be acceptable to you? But we don't have a choice. I've even been penalized for taking the rich counties hand-me-downs, because 'you already have one, you can't apply for a new one' (the item in question was over two years old and way beyond useful life). We really struggle out here and that affects our response, it affects our morale, and it affects whether we can continue to do our jobs and whether we migrate somewhere else because the stress and lack of pay simply mean we have to go somewhere else."

"I am extremely disappointed in the town for creating this position and not listening to the needs of the town. EM is a passion of mine and I have been trying to get the town as prepared as possible, but due to [another job title] being my full-time position, the other department heads do see me as a joke. I am not given the time of day when it comes to preparedness…. It has been extremely taxing and mentally exhausting fighting daily to try and get somewhere."

Emergency Manager Dedication

Despite the significant challenges that local EM agencies face, evidence from the qualitative data highlights the dedication of professionals in the EM field. Many local respondents expressed a strong passion for their roles, demonstrating a commitment to excel despite the significant challenges they face. The data reveal that emergency managers are determined to make the most of limited resources, sometimes even paying out of pocket for necessary resources or using personal equipment, driven by a desire to support and protect their communities. Despite respondents' emphasis on their ability to solve problems and address challenges, qualitative data strongly imply that addressing key challenges would result in a more effective EM workforce.

> *"You should also know that I am overworked, underpaid and I love my job."*
>
> *"We [may be] small, but we get the job done and we do it well. We are motivated and resourceful. We make do with what we have, but we will fight for what we need for our community."*
>
> *"I love what I do, I just wish others would too. Not just saying it; but meaning it as well."*
>
> *"We run a very lean agency and do without or pay out of pocket a lot for supplies and needs."*
>
> *"My team is fantastic at making things work and doing what they can with what they have. I wish it wasn't that way. I think a major thing wrong is the lack of understanding from stakeholders with what all goes into emergency management."*
>
> *"We are mostly meeting needs not because we have enough resources but because we work tirelessly to ensure what needs done is getting done. We are a highly dedicated agency that refuses to accept failure."*

States

Funding and Staffing Challenges

The two most reported significant challenges by state EM directors were insufficient staff (73%) and lack of funding (70%). This finding is consistent with challenges noted by local EM agencies who also indicated that their top two challenges were lack of funding (62%) and lack of staff (59%). The third most reported challenge was staff turnover (41%). Other commonly reported challenges were partner/stakeholder confusion about the role of EM (24%), response demands (19%), increasing hazard event complexity (16%), other state priorities (14%), and unanticipated changes to federal programs, guidance or doctrine (14%).

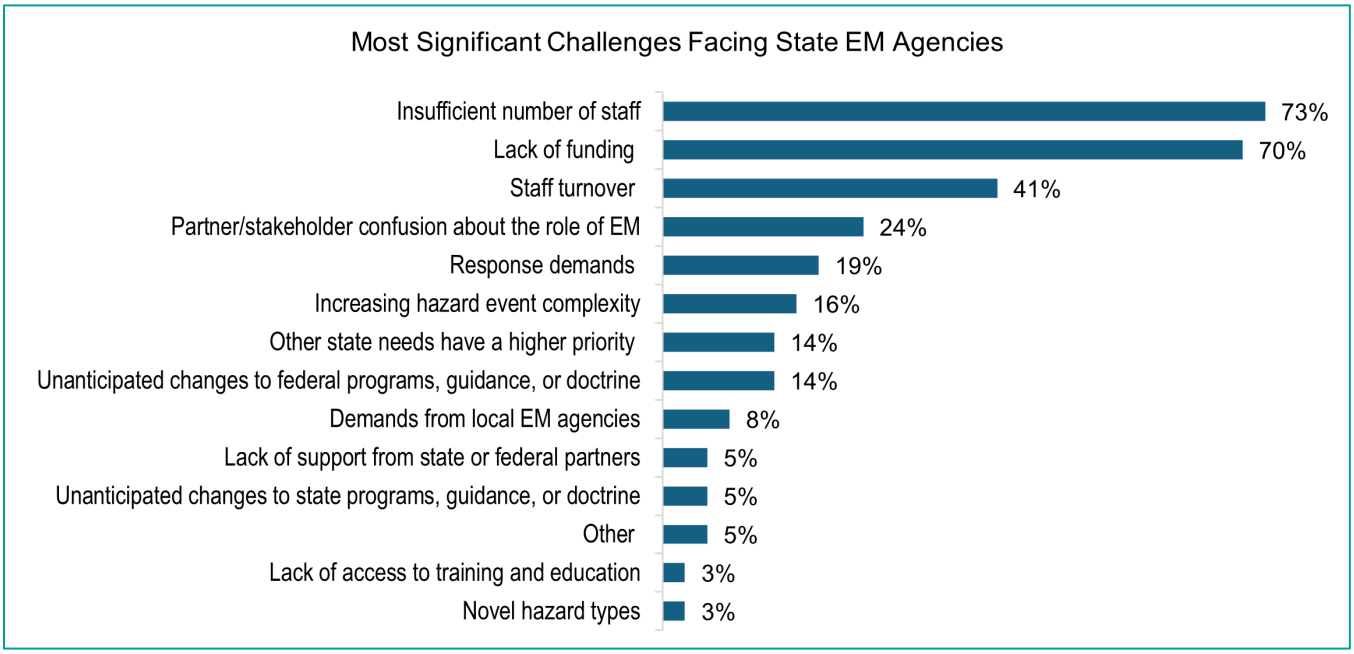


Figure 65

"All our challenges stem from priority of EM and consequent lack of funding to compensate staff and implement robust programs."

"Recruiting and retaining qualified staff is an ongoing challenge. The agency has taken a number of steps to increase recruitment of staff and ensure a good career ladder and progression within the agency without any significant improvement. Funding and adequate pay continue to be a major limiting factor when recruiting staff."

State EM directors also highlighted a variety of challenges with trying to obtain funding and access grants. The most common barrier to obtaining greater funding was lack of political will among state elected officials and competition between EM and other state priorities. Difficulties related to grant funding also came up frequently including difficulties in meeting match requirements and grants not keeping up with inflation (EMPG was noted specifically several times). The state's capacity to apply for and/or manage grant funding was also noted.

Challenges Coordinating with Local EM Organizations

Many state EM directors noted that local EM agencies in their state lack the staffing needed to focus on things beyond basic tasks. Many local EM directors are volunteer, part-time, or dual-hatted, with EM being only a portion of their responsibilities. This limited local EM capacity makes it difficult for local EM agencies to fully leverage state offered training, technical assistance, planning, or exercises.

State directors also noted internal limitations such as staffing, funding, and evolving policies that impact their ability to support local jurisdictions. In addition, high turnover rate at the state level can affect their ability to build local capacity, as new state staff must be hired, trained, and then re-start the process of building trusted relationships with local jurisdictions.

Lack of Local Capacity

"Many local EMDs are part-time or volunteer and do not have the bandwidth to focus on the job a hundred percent."

"Local emergency managers wear numerous hats and EM is only a small part of what they are tasked to do."

"Many are understaffed and have many additional duties. Examples include fire, EMS, 911, HAZMAT, rescue, code enforcement, animal control, and county airport operations."

"There is a high turnover rate of County and Tribal EMs and these positions are often part-time and dual role positions."

Internal Limitations

"Increasing complexity of laws, regulations, guidance. Decreasing funding. When we have less funds available, we can't offer as much to the locals in the way of training, technical assistance, etc."

"Due to staffing shortfalls, our challenges is in our timely customer service delivery."

"State code or policy does not allow for or specify any consequences on local governments not meeting state/federal requirements. For example, we have several local governments with expired EOPs [emergency operations plans] and all we are physically able to do is send reminders, offer support, etc."

Challenges Coordinating with State- and National-Level Partners/Stakeholders

Most state EM directors (92%) indicated they have influence over statewide laws or policies that affect EM activities, but that is split with 46% having a great deal of influence and 46% having only some influence (Figure 66). State EM directors noted many challenges associated with their ability to influence relevant laws or policies, including continuing to emphasize that state leaders do not prioritize EM activities and that there is a lack of understanding of the role of EM. This lack of understanding can sometimes mean the legislature or governor adds new assignments or projects without providing additional funding. In addition, state EM directors noted the need to educate state leaders about the unique characteristics and needs of the state which require tailored EM solutions rather than a one-size-fits-all approach.

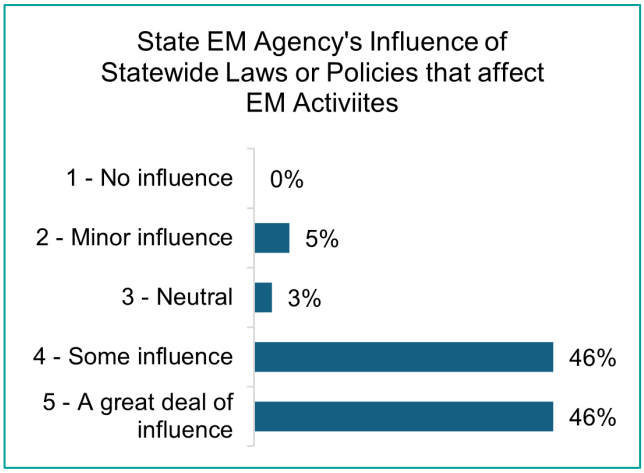


Figure 66

> *"In blue-sky times, emergency management priorities are often not [the state's] priorities. They are short resources as well, and don't necessarily want to allocate them to EM priorities."*
>
> *"Elected officials don't sufficiently really understand EM and what our role is or should be."*
>
> *"[There is a] lack of EM understanding by appointed/elected officials."*
>
> *"Legislators do not typically have a strong understanding of emergency management, so proposed laws many times are not well thought out, and have unintended consequences."*
>
> *"[A challenge is] understanding of what emergency management is and the complexity of the event. One-size fits all model does not work."*
>
> *"They will mandate a project but not provide funding."*
>
> *" [State] is rural and not impacted by Hurricanes which garner a lot of attention and funding."*
>
> *"The terrain and topography here is vastly different from the rest of the country and we can't keep applying the same generic methodologies that we do for all disasters."*

Some state EM directors also noted that the necessary **engagement with state and national-level partners is an additional time burden, which is difficult to manage due to conflicting EM priorities, EM agency staff turnover, and the breadth of their EM responsibilities.**

> *"This is a large role of the Chief, but being the organizational leader, SAA [State Administrative Agency], GAR [Governor's Authorized Representative], and the increase in disaster frequency and severity, spending time away with legislators is difficult."*
>
> *"Time to focus on engagement and coordination."*

Territories

Funding and Staffing Challenges

The EM directors for all four of the participating territories mentioned funding as a major barrier. The federal government is the primary funder for all four of the participant territories, with a majority of that funding coming from EMPG. A majority (75%) of the territories also mentioned the Tsunami Preparedness Grant. As a result of the funding coming mostly from federal grants, staff spend significant time addressing grant requirements.

> *"We're 100% grant funded. So, a lot of my duties are really tied to ensuring that the projects and programs under our grants are fulfilled."*

The territorial EM directors noted they depend on federal funding because they are not able to secure sufficient funding directly from the territorial government. Their budgets from their government fund varied, with one noting they get no funding from the general fund and another noting it gets local funding that makes up approximately 20% of the budget.

> *"As of right now it's just that one grant that pretty much sustains the emergency management enterprise here."*

The EM directors for all four of the participating territories identified funding as a barrier to staffing. At least two (50%) of the territories currently have open staff positions because they are unable to fund all the positions they need. One territorial EM director noted that if they had additional funding, they would get more staff, which would allow them to expand their purview and increase their ability to deliver EM services across the territory. One also mentioned that if they had additional funding, they would hire someone to coordinate with the agency that focuses on mitigation. Another mentioned that they would hire a grants manager as they are currently doing all the work of managing and applying for grants.

> *"The bottom line is, [the] majority of our government funds go to paying salaries. And so I may have 20 open positions, for example, but I don't have funds for those."*

Challenges Accessing Resources

In addition to staffing, all four of the territorial respondents mentioned that communication and access to technology were barriers to doing their work. Three key themes emerged for why communications is often a barrier: reliability, upgrades, and maintenance.

Communications reliability is an issue for multiple territorial respondents. One respondent highlighted communication issues that arose following a disaster event when all of their communications providers were affected.

> *"But we just have the three telecommunication companies on [the territory]. And all of them were affected, severely affected, where we had the catastrophic loss of communications, both data and voice, here on the island."*

Territorial respondents also mentioned that they were unable to make necessary upgrades to their communication systems, often due to funding challenges, and that maintenance of current communication systems is a challenge. When asked what they would do with additional funding, several territorial respondents highlighted upgrades and maintenance as areas where they would dedicate funding.

> *"Agencies aren't able to talk to each other properly in the fields. That's something if we could write a blank check that would be the first thing that I would allocate funding for."*
>
> *"The wireless emergency alert system, that requires buy-in from the local telecom companies here in [the territory]. And we've tried to push over the years… so we had a meeting in 2017, a meeting in 2019, and basically the telecom carriers wanted us to pay for the upgrades, which we don't have a budget for."*
>
> *"I have 10 generators I got to maintain. I got two mobile EOCs that I got to maintain. I have 44 tsunami sirens I got to maintain, and I have a fleet of vehicles that I have to maintain. So just maintaining those to the standard."*

Geographical Challenges

Geographical location was highlighted by all four territorial EM directors as a major barrier. All the territories are islands, some of which are thousands of miles from the continental United States. As such, their geographical distance from the mainland becomes an issue during response and recovery phases. Multiple territorial EM directors mentioned that there is limited to no storage on their territories which can compound the issue of geographical location. Geographical location extends the time it takes to get resources to the territories following an event. At least one territory is not fully covered by the National Weather Service, so at least one of its islands is outside of radar range. Multiple territorial EM directors mentioned that they felt their geographical distance from the mainland put their concerns to the back of mind for FEMA.

> *"You see whoever is closer to you … [you] give them the attention more because they're within your sight. But if I'm out of sight, you think I'm doing okay and doing fine, but that's not it, I'm still waiting. And that's how I felt, we have to do our requests two or three times, just to remind [them] that we're still here and we're still waiting for that [assistance] until it gets here."*

Tribal Nations

Funding and Staffing Challenges

Across the tribal survey, respondents had multiple opportunities to express challenges they were experiencing in their agencies, either broadly or in relation to certain outcomes (e.g., difficulty meeting community EM needs, difficulty addressing requirements).

Overall, tribal EM agencies face a variety of constraints driven by funding and staffing challenges, high administrative burdens, limited leadership support, limited access to training, and complex geographic/jurisdictional contexts. Collectively, these challenges limit tribal EM agency capacity, shifting staff time from preparedness to administrative tasks, increasing the reliance on ad hoc support that creates staffing gaps during incidents, and hindering program effectiveness and community resilience.

Just over a quarter of tribal respondents explicitly identified limited staffing as one of the challenges facing their agencies; however responses to other survey questions indicate this challenge is even more pervasive. Most (66%) of the tribal EM offices operate with one FTE or fewer (with EM often being just one of several responsibilities for these staff). In many cases, the designated emergency manager is also tasked with duties in fire, EMS, public health, environmental health and safety, or other tribal government functions. These multiple hats mean that EM is often a collateral duty rather than a primary focus.

The lack of dedicated EM staff results in limited bandwidth for core EM activities. Tribal respondents reported that administrative tasks, grant reporting, and compliance requirements consume the majority of their time, leaving less bandwidth for preparedness or mitigation activities. Emergency events exacerbate this issue, as tribal respondents reported having limited staff to support ICS and EOC operations.

To compensate for these limitations, tribal EM agencies often rely on support from other departments, whose staff may be able to step in to support EM tasks. While this cross-departmental collaboration is a positive feature of EM programs, it is often ad hoc and dependent on the availability of staff whose primary responsibilities are in other roles. Similarly, volunteers and CERT members sometimes also supplement EM agency staff, but the presence and the quality of their involvement is limited by their ability to engage long-term and the capacity of existing staff to organize, train, and manage these members. Together this means that tribal EM agencies are often operating with a patchwork of staff and volunteers, sometimes leading to gaps in staffing which limits the effectiveness of these programs and their ability to build long-term capacity.

"Staffing at the 1 FTE level addresses only portions of what is needed in terms of planning and mitigation."

"Because we are a small tribal government, everyone wears a lot of hats, and while emergency management was prioritized this year in the THIRA/SPR there are just not enough staff bodies to really do the work required."

"It can be very difficult for the 4 of us to meet the needs, when our primary responsibilities conflict. We are able to leverage assistance from Health and Human Services and Tribal Work Force as well."

"We have 19 full-time staff across Public Safety, but nearly all are dual-role employees with day-to-day duties outside of emergency management. They step away from their regular work to support TEOC activations, which means immediate response is strong, but preparedness, mitigation, and long-term resilience often take a back seat."

"Most of our staff hold dual roles, so much of our emergency management work is accomplished by temporarily setting aside regular responsibilities."

"While CERT volunteers provide valuable assistance, the absence of additional personnel places constraints on long-term program development."

Many tribal respondents (44%), when asked about the challenges their agency faced, explicitly identified funding limitations as a barrier particularly related to funding accessibility and instability of funding. This challenge was also prevalent in their responses to other survey questions. Among tribal respondents who discussed funding challenges, many highlighted that they are either lacking access to funding for their program altogether, or they are relying almost exclusively on federal grants as their primary source of support (e.g., EMPG, BRIC, THSGP). Some tribal EM programs receive supplemental funding from tribal general funds or gaming revenues, but these sources were not available for many. When these sources were mentioned, some respondents highlighted how they can be limited, inconsistent, or prioritized for non-EM needs. A few tribal respondents reported receiving small amounts of state funding, but these funds were noted as being contingent on meeting additional requirements which impacts bandwidth.

Even for those tribal respondents who noted they have access to federal grants, funding was often noted as unstable. Some tribal respondents reported they have had to pause or scale back their programs due to gaps in funding. They also noted that the lack of reliable funding sources makes it difficult to recruit or retain staff and invest in preparedness to support community needs. Several tribal respondents noted that reliance on federal funding creates vulnerabilities for their programs and uncertainty about future program sustainability.

"Our program is almost entirely dependent on federal grant funding. Unlike some jurisdictions, we are not a tax-based or casino tribe, so we have no revenue streams from taxation or gaming to support our emergency management program."

"The bulk of our funding comes from a Homeland Security Grant, and I'm hoping to get some CERT specific grants in 2025. Without grants, our program would not exist in any meaningful way."

"A majority of tribal operation's funding comes from gaming revenue. But this is for basic daily operations. For large purchases/projects, we seek grant funding from various areas. Typically if we find a grant open, we search for projects that fit under that NOFO."

"Emergency Management does not have its own budget, it is combined with the Fire Department budget."

"The EM department is funded primarily by the Tribe's gaming revenue. Additional funding for supplies and equipment comes from [a state grant]."

"Most funding comes from federal grant programs. The Tribe does utilize some Tribal General Fund monies to support the program as well."

"With the threat of less grant funding being available, we're looking at a severe reduction in what we provide for ourselves and the greater area. This will also lead to a retention issue as well."

"Inconsistent funding: program was halted for a year due to lack of funding."

"Without funding for a Tribal Emergency Management Staff our staff are limited to their programs scope of work and most of the time cannot provide assistance to tribal members that need assistance."

"There is no source funding for [our] Emergency Management Department."

Federal and State Resource Barriers

Tribal EM agencies also encounter barriers related to the design and accessibility of federal and state funding resources. Tribal respondents highlighted that federal grant programs, such as EMPG or BRIC, often have design characteristics or requirements that make the funding less accessible or directly useful for tribal agencies, particularly matching fund requirements. In some cases, tribal respondents indicated that they can access certain federal funds only through state pass-through mechanisms, and that some states introduce additional requirements or delays that reduce the accessibility of those resources.

Relatedly, administrative burden is another recurring challenge for tribal EM agencies. Tribal respondents indicated that the documentation and reporting requirements needed to maintain compliance with federal grant programs are especially taxing for agencies with minimal staff. Some tribal respondents also noted that the reimbursement process for federal disaster funds is slow and complex with disbursements sometimes delayed for years.

"Some difficulty due to [state] departments releasing the grant programs late in the year, allowing for limited time for us to spend down the grants."

"Since FEMA funds are based on reimbursement with actual expenses, we need funding to hire qualified Emergency Management Team members and run the program."

"Federal disaster reimbursement systems are excruciatingly slow and overly burdensome. The documentation required often exceeds FEMA's administrative caps, and even after approvals, disbursement can take three to five years. This forces tribes like ours to shoulder disaster costs long after the event, undermining recovery."

"Grants are hard to obtain, because there is usually a match pay. Which I am told there is not funding for match pay grants."

"Our Emergency Management operations are completely dependent on grant funding, so when the President froze all government disbursements it put our entire program in jeopardy."

"The primary funding source is Tribal Indirect funding. We receive approximately $15,000 annually from the [state's] revenue sharing via a borough community assistance program; which requires we waive our right of sovereign immunity to receive."

Access to training and knowledge-sharing opportunities also presents challenges for tribal EM agencies. Several tribal respondents highlighted that federal and state trainings are not always tailored to tribal needs, and that travel requirements and timing/scheduling can make participation difficult, especially for rural and remote communities. Tribal respondents noted that opportunities for learning are limited, and tribal emergency managers expressed a desire for more accessible and culturally relevant training and information sharing across EM partners at different levels.

"Bring training closer to rural areas. It's hard on rural areas to travel all the time."

"More in-person meetings but distance and funding are limiting factors as we have many, many miles between us, and everyone in our area is operating on shoe shoestring budget."

"[We would like an] understanding of the goals the federal government are trying to accomplish."

"There is a lot to prepare for and our reservation is large. We could use help from experts in designing and exercising realistic, culturally appropriate emergency operations planning and how to run an efficient incident command center, for example."

Leadership Support Barriers

Consistent leadership support and stakeholder understanding are challenges for some tribal EM programs. Many tribal respondents highlighted that EM is one of many competing priorities for tribal governments that must also balance other community needs. Several respondents noted how limited understanding of the role of EM among tribal leadership can result in lower prioritization for funding, staffing, and program development, and in some cases, can lead to unrealistic expectations for what their office can accomplish. More generally, however, some respondents reported that the tribe's limited funds are stretched across multiple critical areas, making it difficult to secure adequate support for EM activities.

"[The Tribal Council] wants the funding, but don't want me to do the required work until all the work they want is complete. It is very stressful."

"Competing community priorities are also a significant challenge… jurisdiction leadership, such as elected officials, often prioritize other community needs."

"Prior directors focused on the fire department and did not educate Tribal Administration on the need for proper funding for emergency management, so our agency has not been able to properly fund a number of basic and essential needs."

Geographic and Community Structure Barriers

Tribal communities face unique EM challenges due to their geographic dispersion and community structure. Many tribes cover large territories, sometimes crossing county and state lines or encompassing non-contiguous areas; tribal respondents noted these configurations make it difficult to provide EM services and engagement to all areas, especially in rural or remote regions where communications and technology infrastructure are limited or unreliable. Tribal respondents also indicated that coordination with county and state partners can be complex, especially when tribal lands overlap multiple jurisdictions or when non-tribal agencies are unfamiliar with tribal governance. In addition, some tribes lack a reservation altogether, and respondents in these situations noted that this can lead to gaps in coverage for tribal members, create barriers to accessing funding and resources, and further complicate coordination with non-tribal agencies.

"With [more than 100,000] and 5000 square miles of reservation, [meeting needs] is a huge challenge"

"Distance and lack of community within the tribe will always be a factor. We are not a traditional reservation tribe."

"With a population of [a few hundred] spanning [a wide, multi-state area], it makes it hard to get tribal members involved in any tribal activity."

"Our region's fiber system does not have a contingency or backup. If the line is cut, our whole region is without network. Our Tribal Operations are not centrally located, but rather spread out over 4 different counties. This program has responsibility for each program and citizen in each community. It was extremely hard to communicate or even reach them without network capabilities."

"Alaska's vast geography, remote villages, high transportation costs, and high cost of living make emergency management far more expensive here than in most states."

"We are a smaller tribe…that does not have a reservation, so struggling to find balance in supporting citizens without covering large geographic areas and multiple localities."

"Most of the tribal emergency programs and grants are geared towards reservation tribes, which we are not."

"A better understanding between the federal partners and the tribe especially on issues of sovereignty and the unique government format of tribal communities they are serving."

EM Agency Outcomes

The surveys collected data from respondents about two primary outcome measures: the EM agency's perceived ability to meet their community's EM needs and the EM agency's perceived ability to address various requirements. For the state, local, and territorial surveys, the study team used a five-point Likert scale for each of the outcome measures.[8] For the tribal surveys, perceived ability to meet their community's EM needs and address requirements were asked as open-ended questions.

These survey items were designed to be open to interpretation by survey participants. That is, they did not specify what "community needs" or "requirements" entailed. In part, the decision to allow a greater degree of interpretation was pragmatic. Community EM needs vary by community, and the study team chose not to narrowly define what these needs might be or even what EM activities should include. Similarly, requirements vary by agency based on factors including the state or territory where they are located, grant programs they participate in, and the presence or absence of certain hazards.

Although allowing survey participants to interpret these questions in different ways was appropriate for this study, it does create some ambiguity in the interpretation of the results for these items. Qualitative insight from the surveys and local listening sessions provides additional context on how respondents define "community needs" and "requirements," as well as the characteristics of requirements that make them more or less difficult.

Local Jurisdictions

Slightly more than half of local EM agencies (54%) reported that they are completely or mostly meeting their community's needs, whereas nearly one fifth (19%) reported they are only slightly or not at all meeting their community's needs. The remaining 27% were neutral (Figure 67).

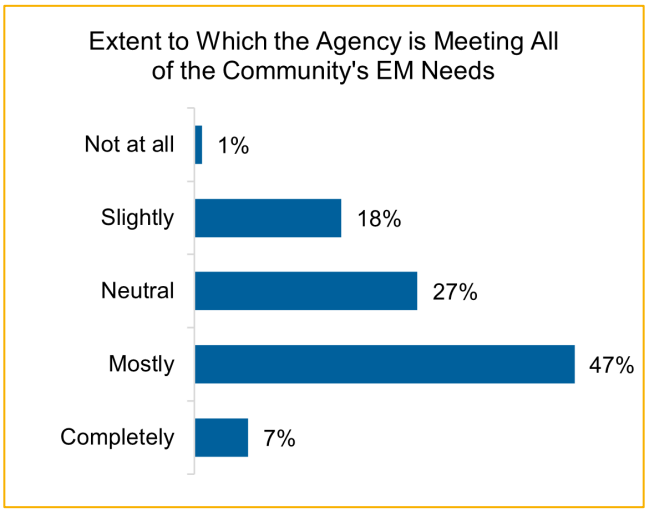


Figure 67

When asked questions related to community needs during listening sessions, participants often focused on discussing community *expectations*, which while related to "needs" is a somewhat different concept. For example, several participants noted that their community's lack of awareness about EM made it easy to meet expectations, even though they also recognized their agencies could do more to protect public safety. This finding suggests that while the community needs question provides useful data about whether respondents perceive their EM agency's outcomes to be positive or negative, a more specific interpretation is not possible.

[8] Likert scale generally refers to a 5- or 7-point scale used to measure respondents' opinion or level of agreement with a statement.

Compared to meeting community needs, local EM agencies reported greater challenges addressing requirements (Figure 68). Only 16% of local respondents indicated that meeting requirements cumulatively was either easy or very easy, and a mere 2% considered meeting cumulative requirements to be very easy. Local EM agencies reported that local requirements are easier to meet than state/territory or federal requirements. One-third (33%) of respondents reported local requirements are easy to meet and 6% reported they are very easy to meet. Conversely, only 16% reported that state/territorial are easy to meet and 1% indicated they are very easy to meet, and only 13% reported that federal requirements are easy to meet and 1% reported they are very easy to meet (Figure 68).

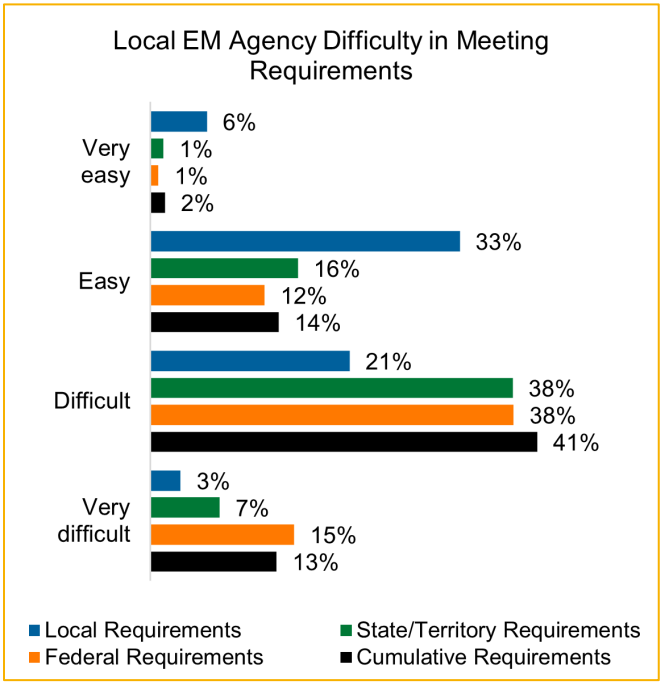


Figure 68

Qualitative data highlighted that local respondents typically considered administrative and planning requirements associated with funding sources, training requirements, and National Incident Management System (NIMS) compliance when responding to this question. They noted that characteristics of these requirements that make them difficult include changing requirements, vague language, lack of supporting guidance, and workload associated with these requirements.

"It is difficult to meet requirements when it is not always clear what they are, or when they change over time based on political changes."

"It is difficult to meet federal requirements since the feds are late providing guidance to the state. The state cannot issue direction to the locals until the feds issue direction to the state."

"The biggest challenge is the never-ending string of mandates, shifting 'best practices,' and poorly worded or vague laws at the state and federal levels that set unrealistic expectations without the resources to meet them, if they can be met at all."

"Feds are rolling out guidance and regulations faster than they can be read and implemented. State issues guidance across disparate regions without considering local impacts."

"As one FTE, it is not possible to satisfy the ever-changing federal guidance and best practices, State requirements, and meet the growing demands of the municipality for non-traditional duties placed on emergency manager's (i.e., homelessness, migrant response, cybersecurity, etc.)."

"Our community is quite resilient. Therefore, there is little need for services by EM, until we get a 'storm of the century' type event. There is no local experience for this. I hear the paperwork from federal government is horrendous. The state required Local Emer. Ops Plan was a horrible document in no way valuable to a town like ours, and was a step backwards from our previous document. So I can say, rather than support, we get hurdles to complete our mission."

Local respondents pointed to both the relationship between community needs and requirements, noting how the measures are different but related, and sometimes conflicting.

"Generally speaking, the expectations and needs of individuals, organizations, and community are much greater than what is formally 'required'."

"Many take the word [requirements] in its most limited sense, which constrains EM to just a few tasks which are specified in rules or policy. However, reality dictates many implied (unspecified) requirements exist in an effective EM program. So perhaps EM needs to do a better job of enumerating all of its requirements."

"Our local expectations feel higher than those set by state/federal agencies. Most of the time we fall in the middle."

"I consider 'doing the best we can to support the residents of the county' a local requirement."

Agency Characteristics Influencing Successful Outcomes: Regression Model

One of the goals of the study was to understand the characteristics of EM agencies that have the most successful outcomes. To assess successful outcomes, the study team used regression modeling to understand the influence of various local EM agency characteristics on an agency's ability to meet community needs and an agency's difficulty meeting all requirements cumulatively. The study team based the regression model on a set of hypotheses informed by the preliminary analysis of quantitative survey data, qualitative survey and listening session data, and the literature review.

Both "ability to meet community needs" and "difficulty meeting all requirements" were modeled using ordered logistic regression models as both response variables were Likert scales. The Wald Chi-Squared test, which is a statistical test used to assess whether an independent variable in a model is significant, was used to determine significance. For the models, the explanatory variables are analyzed using a three-point scale (negative, neutral, positive). The individual significant results for each independent variable are reported further below for the original five-point scales.

The regression models use a stepwise approach for inclusion. Some response variables are significant on their own but are not significant in the stepwise model with the inclusion of other variables.

Variables Included in the Hypothesis Testing Process

- Agency structure
- Other non-EM responsibilities
- Number of reporting levels
- Number of permanent FTEs
- Difference between number of permanent FTEs and number of FTEs needed
- How time is spent on various EM activities (i.e., preparedness for response, preparedness for recovery, mitigation, response, recovery, administration, other)
- Use of contractors
- Use of EMPG funding
- Sources of operational funding
- Presence or absence of challenges
- Years director has worked in EM
- Years director has been in their current role
- Presence of additional professional duties
- Whether director position is paid or volunteer
- Educational background
- Whether the director has an EM degree

The model identified five variables that were found to have a significant influence on a local EM agency's ability to meet community needs and five variables that were found to have a significant influence on a local EM agency's ability to meet all requirements. Model specifications are included in Appendix B.

Local EM agencies feel they have a greater ability to meet community needs when they:

- Are a freestanding or independent agency;
- Allocate more time for recovery preparedness;
- Do not identify staffing numbers as a challenge;
- Have an EM director with more experience in EM (more than 20 years vs. 1–3 years); and
- Are responsible for non-EM functions.[9]

Local EM agencies experience less difficulty meeting all requirements when they:

- Allocate more time for recovery preparedness;
- Do not identify staffing numbers as a challenge;
- Do not identify administrative and/or compliance burden as a challenge;
- Identify a smaller gap between FTEs needed and FTEs working in their agency; and
- Have a larger proportion of their operational funding from indirect federal funding.

Notably, "allocation of more time for recovery preparedness" and "do not identify staffing numbers as a challenge" are tied to a greater ability to meet community needs and less difficulty meeting all requirements, suggesting these variables may be associated with stronger outcomes generally. Time spent on recovery preparedness is a particularly interesting variable because it represents the only EM function included in the survey that EM agencies are not mandated or incentivized to engage in. Greater time spent on recovery preparedness is therefore likely connected to greater capacity because it indicates that agencies can spend time on activities that are intended to address community needs rather than to access more resources or meet requirements.

Interestingly, the regression model identified that respondents who indicated their agency has non-EM functions were more likely to report improved ability to meet community EM needs. This seems counterintuitive in light of other findings; however, it may reflect a more expansive interpretation of what "community EM needs" may include and/or an interpretation of "needs" to mean "expectations." Further exploration of the relationships between these variables, respondents' interpretations of these outcome variables, and EM outcomes generally could help resolve questions that emerge from these findings.

Additional Predictors of Successful Outcomes

Several additional variables were found to have a significant correlation with "meeting community needs" and/or "difficulty meeting all requirements" on their own but are not significant in the stepwise model with the inclusion of other variables. This finding means that these additional variables may be predictors of the positive/negative outcomes, but their effect may be explained by other variables in the regression model, or they may be highly correlated with the other significant variables in the regression

[9] Please note, this finding has been changed from the July 2025 report based on additional review of the survey data.

model. Further exploration of the relationships between these variables is needed to help clarify their effect on positive outcomes.

The individual variables that were a significant predictor of ability to meet community needs include the following:

- **Reporting levels**: Agencies with *fewer* reporting levels have *higher* rankings for meeting community needs. Agencies whose chief EM official is the jurisdiction's CEO (Reporting Levels = 0) are 1.95 times more likely to report higher ability to meet community needs than agencies where the EM director's supervisor reports to the CEO (Reporting Levels = 2), and 2.5 times more likely to report higher ability than those with three or more levels between them and the CEO. Agencies that have one reporting level are 1.41 times more likely to report higher ability to meet community needs than those with two reporting levels, and 1.8 times more likely to report higher ability to meet community needs than those with three reporting levels.
- **Time Spent on Administrative Tasks**: Agencies spending *more* time on administrative tasks have *lower* rankings for meeting community needs.
- **Time Spent on Other Tasks:** Agencies spending *more* time on other (non-EM) tasks have *lower* rankings for meeting community needs.
- **Funding is a Challenge**: Agencies that reported that funding is a significant challenge have *lower* rankings for meeting community needs.
- **Hiring is a Challenge**: Agencies that reported that hiring is a significant challenge have *higher* rankings for meeting community needs.
- **Low Pay is a Challenge**: Agencies that reported that low EM pay is a significant challenge have *higher* rankings for meeting community needs.
- **Response Demands are a Challenge**: Agencies that reported that response demands is a significant challenge have *higher* rankings for meeting community needs.
- **Years in Current Role**: EM directors who have been in their position for *longer* have *higher* rankings for meeting community needs. Specifically, those that have been in their position for more than 20 years are between 1.5 and 1.8 times more likely to report greater ability to meet community needs than those in their positions for 10 years or fewer. In addition, those that have been in their position from 11 to 20 years are 1.5 times more likely to report greater ability to meet community needs than those who have been in their position from 1 to 3 years.
- **Paid or Volunteer Role**: Volunteer EM directors report *higher* ability to meet community needs than paid EM directors.
- **Population Size**: Agencies serving *smaller* populations have *higher* rankings for ability to meet community needs. Specifically, agencies serving populations of under 50,000 people are 1.7 times more likely to report higher ability to meet community needs than those serving populations over 500,000.

Individual variables that are significant predictors of difficulty meeting all requirements include:

- **Time Spent on Administrative Tasks**: Agencies spending *more* time on administrative activities find it *more difficult* to meet requirements.
- **Other Community Needs Have a Higher Priority is a Challenge**: Agencies that reported that "other community needs have a higher priority" is a significant challenge report *higher* ability to meet all requirements.
- **Staff Turnover is a Challenge**: Agencies that reported that staff turnover is a significant challenge report *higher* ability to meet all requirements.
- **Educational Background:** When educational background is collapsed into four categories (high school or less, some college/associate's, bachelor's, graduate degree), those with high school or less education find it easier to meet all requirements than those with some college, a bachelor's degree, or a graduate degree.

While many of these relationships seem logical, some seem counterintuitive. For example, local EM agencies that have a volunteer EM director report a higher ability to meet community needs. In addition, the relationship between reported challenges and these two outcome variables (ability to meet community needs and meeting all requirements) is particularly complex. Since all respondents were asked to identify their three most significant challenges, the correlation of some challenges (such as low pay and staff turnover) with a higher ability to meet community needs and/or easier time meeting requirements might actually be related to the *absence* of another challenge (e.g., lack of funding and insufficient staffing). More research is needed to understand how and why these variables interact, and whether the inclusion of additional variables or refinement of outcome variables might better illuminate the relationships in the data.

States

Slightly more than half of state-level EM agencies (59%) reported that they are completely or mostly meeting their state's EM needs, with 8% indicating they are completely meeting them and 51% mostly meeting them. In contrast, just over one-third (34%) reported they are only somewhat meeting their state's EM needs, with one respondent (3%) indicating that they are only slightly meeting them.

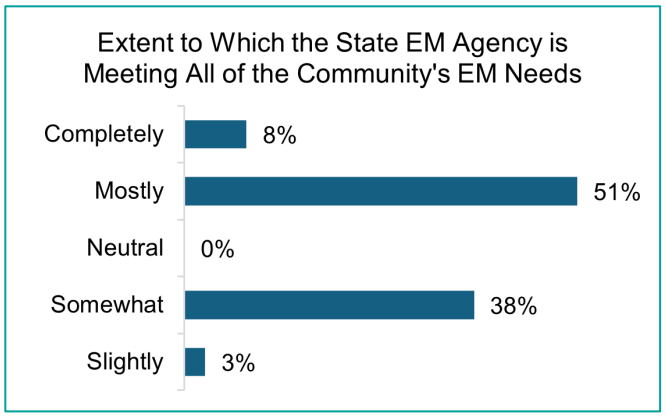


Figure 69

State EM agencies reported greater challenges addressing federal requirements than state requirements. Most (59%) reported that meeting federal requirements was difficult or very difficult, compared to 14% for state requirements. Almost a quarter (24%) reported that state requirements were easy to meet. None of the state respondents indicated that meeting federal requirements was either easy or very easy, though one respondent (3%) considered meeting cumulative requirements to be easy. However, 65% found cumulative requirements to be difficult or very difficult to meet.

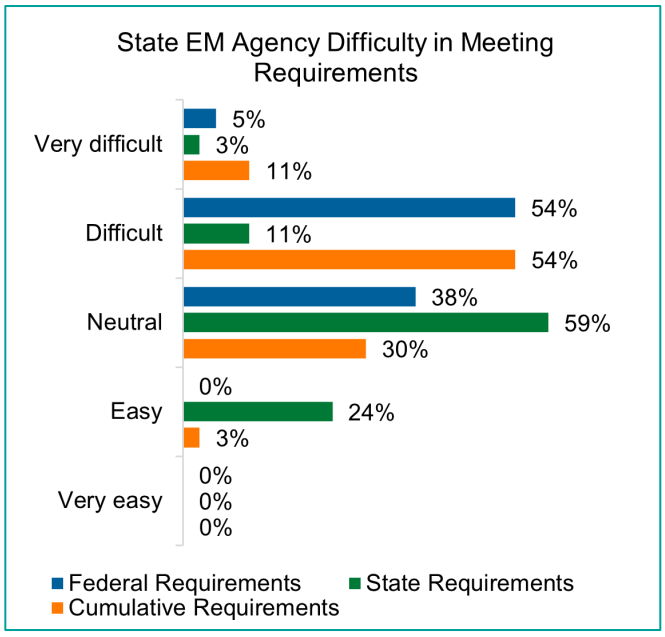


Figure 70

Similar to the local respondents, some state respondents noted that with respect to federal requirements, they were typically referencing grant requirements. Like the local respondents, state respondents also noted issues with frequently changing requirements, competing priorities, relevance to local communities, and staff bandwidth as factors contributing to these difficulties.

"Federal requirements are burdensome for the most part and since the greater part of the agency is funded through federal grants it makes it difficult to meet state requirements when they do not align with federal requirements."

"Federal requirements when clear and unchanging are typically not a problem. It's because they change so often and are interpreted differently by different federal employees that makes it more difficult."

"In some cases while our state agency is meeting either state or federal requirements; the effectiveness and our ability to execute against the demands well is limited by real-time competing factors."

"We are meeting needs but it is burning out personnel."

Territories

Two territorial EM directors reported that they were "mostly" meeting their community's needs, and one responded that they were "somewhat" meeting their community's needs. The fourth territorial EM director did not respond to the question. Territorial EM directors identified a number of needs they would like to address that they cannot currently, primarily associated with response coordination and operations.

"One of our big concerns over here and something that we face a lot is the degrading communications that we have on island. Inter-op[erability] has been an issue we've had since I started here in homeland security."

"We have a lot of equipment here that we use throughout the year, not just in disaster events… [but also] to be situated in case something does happen. And a lot of that equipment is just down, due to lack of budget for maintenance and servicing."

"That's probably the biggest gap I have right now is, is my weather forecasting capability. I go to the National Weather Service in [another location]… That's where I'm getting information… It's nice to know that [the other location] is going to get hit in four days, but it's going to hit me tomorrow. I need to know exactly what, where and how I can advise my governor, the community here, what they're going to do. So, to me that that's the biggest, I'll use the word gap."

The territorial EM directors indicated that it is somewhat difficult (67%) or very difficult (33%) to meet territorial and federal requirements cumulatively. (The fourth territorial EM director did not respond to the question.) All three reported that it was "somewhat difficult" to meet federal requirements. For territorial requirements specifically, one respondent reported that it was "very difficult," one reported that it was "somewhat difficult," and one reported that is was "neither easy nor difficult." Responses related to this question highlighted how challenging it can be to meet requirements when jurisdictional capacity is limited and the population is small, especially when requirements are not well-tailored to jurisdictional characteristics.

"We don't have enough local appropriations to support some of the director's initiatives… We can't ask DoD for use of their big trucks to evacuate folks, because we have to go through DoD unless we establish a national guard. Those are elements that are beyond our ability to do but we want to use some of their trucks to evacuate our constituents, our residents, our disabled, and our elderly. But because we don't have a national guard, we have to go through everybody and Santa Claus to ask for permission to activate their resources."

"Right now [difficulty meeting federal requirements] has to do with staffing, not having a grants manager, not having a really robust finance admin section. Just ensuring that we meet all the requirements of the grants. A lot of internal controls need to be developed, a lot of training for the staff as well given the turnover."

Tribal Nations

When asked how difficult it was to meet their community's EM needs, the majority of tribal respondents (61%) reported that it was difficult, whereas only 12% of respondents reported that it was not difficult (27% of respondents either did not provide a response or did not provide a response that could be categorized clearly). Many tribal respondents distinguished between their ability to meet needs during non-disaster periods and disaster response and recovery periods. They often noted that, although they can meet needs during steady-state operations, they anticipate that they would struggle during response and recovery operations, especially for large incidents. Several tribal respondents reported that they would rely on non-EM personnel to staff the EOC or otherwise assist during response. Others similarly reported that staffing limitations (including both number of staff and additional professional responsibilities) are a significant barrier to their ability to meet needs during all operational periods.

"If we have an emergency that is limited to one area then we are excellent. If we have a multi-location emergency it becomes a strain."

"I am SO overwhelmed and have lists upon lists of things to do that don't get completed."

"During non-disaster times the staffing is adequate however during disaster periods we lack the tiered staff capable of ICS and EOC operations."

Some tribal respondents identified tribal characteristics that influenced their ability to meet needs, including the geographic size of the tribal nation, staffing levels across tribal government offices, and demographic characteristics such as population size. These data highlight the demographic, geographic, and structural diversity of tribal nations.

"There is difficulty due to the size of the Nation (5000 square miles)."

"We have a very large land base, to provide emergency services to every area when needed is impossible. We have to rely on volunteers and other tribal employees to assist us with those services."

"With an office of one, it can be quite difficult to meet the needs. However, our community is relatively small, covering [less than 100] square miles."

"I find it very difficult to have time to join additional working groups or planning needs. This is unfortunate, especially as we do not have a reservation, and rely on community capability to provide for citizens in the event of emergency."

"Current needs are met. However, with the construction of 5 new homes and an influx of up to 15 new residents, and other growth related issues, the current staff level will be hard pressed to meet the community's emergency management needs."

"Near impossible. As a small tribe with a limited tribal government, it would not be possible to fully staff an active Emergency Operations Center."

Two tribal respondents indicated that they were considering community expectations when evaluating their ability to meet community needs. In both cases, **they noted that community members do not fully understand the role of EM, leading to a mismatch in expectations for their programs**.

> *"It is difficult to meet expectations due to misunderstanding of the role of Emergency Management during the response phase."*
>
> *"It is very difficult to meet the communities' expectations of Emergency Management. [Many] community members look to Emergency Management to be also be first responders and have in-depth knowledge of several disciplines."*

The survey did not ask participants to describe the specific EM needs their communities faced; however, some respondents identified activities associated with needs in their responses to this question. **The activities that tribal respondents identified as being associated with meeting their community's EM needs included conducting response operations (especially for large events), including staffing an EOC; undertaking preparedness initiatives including training, planning, community engagement, and building relationships with partner organizations; and expanding or formalizing EM programs.**

> *"Our ability to provide consistent preparedness and long-term resilience is limited by resources… We have made great progress by completing risk assessments, building community-level response plans, and strengthening regional partnerships, but reliable funding and dedicated emergency management staffing would give us the tools to do even more. With those tools, we could expand training, enhance prevention efforts, and deliver a higher level of consistent support to all communities we serve."*
>
> *"It is not possible to write all of the required or recommended plans or build the program to the level the Tribe really needs with the current staffing level."*
>
> *"If there were a disastrous situation, it would be difficult to meet needs."*
>
> *"A smaller team may struggle to maintain effective communication and coordination with other agencies and organizations during an emergency, leading to potential overlaps or gaps in response efforts."*

Tribal respondents often described a variety of requirements they must or are encouraged to meet across federal, state, and tribal levels, however six programs explicitly reported no requirements. For federal requirements, tribal respondents typically referenced FEMA standards focused on planning and risk assessment (e.g., hazard mitigation plans, EOPs), grant compliance (e.g., reporting, audits, maintaining documentation), and training/standards (e.g., NIMS, safety certifications). State-level requirements were typically associated with pass-through grant funding (e.g., reporting requirements, eligibility requirements), as well as alignment with state EM offices, participation in training and exercises, coordination meetings, and resource sharing. Local requirements focused more on fulfilling obligations related to MOUs, and contributing to joint planning, exercises, and resource sharing.

A few tribal EM agencies described how internal tribal expectations guide their work. These respondents highlighted how tribal councils and leadership set expectations to maintain and follow-through on plans, operate virtual EOCs, support continuity of operations, and support all phases of EM in their communities. A few respondents also noted requirements associated with implementing culturally informed planning and community engagement.

Just over half of tribal respondents (54%) explicitly reported some degree of difficulty meeting requirements. The reasons tribal respondents identified for the difficulty typically centered on the broader overarching barriers facing the tribal EM agencies, including staffing, funding, and administrative burden constraints.

Just under a quarter of tribal respondents (22%), however, explicitly reported little or no difficulty meeting requirements, sometimes emphasizing the role of partnerships and effective planning to stay compliant with FEMA plans, grant obligations, and local agreements. Other tribal respondents noted that although they are able to meet requirements, bandwidth tradeoffs limit other EM activities, and some expressed concern about sustaining compliance given changing circumstances and reduced budgets. The remainder of tribal respondents (24%) either did not report being subject to any requirements or provided responses that did not indicate ease or difficulty.

"We consistently meet all of our grant reporting requirements and have maintained compliance across federal, state, and tribal obligations. However, there are still challenges [such as] Administrative Burden: The volume of reporting required across multiple grants is extremely high… Staffing Limitations: With only one dedicated emergency management lead and all other staff in dual roles, it is challenging to balance grant reporting, THIRA/SPR submissions, and MJHMP updates… With more consistent funding, streamlined reporting systems, and dedicated staffing, we could meet these obligations more efficiently."

"Our program does not have difficulty meeting these requirements, but doing so requires careful planning and resource management, particularly in the face of shrinking budgets… the limited staffing means prioritization is essential. Strong partnerships with regional and tribal emergency management programs, along with efficient use of available resources, ensure we stay on track without significant challenges."

"At this point it is a lot of plans and paperwork and I do not have the capacity to write them all within their time frames. We are looking into consultants, especially for the HMP… Plus with other obligations, I do not have the time to commit to it."

"[We] very much so [have difficulty meeting requirements]. When an employee is obtained and trained, they usually will move on to another place of employment as we are restricted on the amount of pay we can offer."

"Currently we are able to meet all the requirements put in front of us. However, as things change in our government it is unclear if that will continue to be the case."

Key Themes

This section summarizes key themes from across state, local, tribal, and territorial study findings to highlight nationwide trends among EM agencies.

EM Agency Variation

EM agencies exhibit a great deal of variation in terms of their structures and the types of services they provide, heavily influenced by the unique characteristics and political structures of the communities they serve.

- Communities vary in terms of hazard landscapes, cultural norms, and political structures and context, all of which influence the needs agencies must address, the attitudes and priorities they must navigate, and the resources available to them.
- Many respondents emphasized the highly political nature of their roles, as they often report to elected officials. Decisions regarding the allocation of tax revenue to support government services are inherently political, and priorities can differ considerably based on these dynamics.

Population Size

A clear relationship exists between the population size of the jurisdiction and EM agency characteristics, resources, and activities.

- This trend was evident across respondents from local, state, and territorial agencies. While statistical tests were conducted on local-level survey results, qualitative data from territories and state data such as staff size underscored that population size influences agency characteristics.
- The relationship between population size and tribal EM agency characteristics was also evident from tribal respondents. However, the population served by tribal EM agencies varies and is complicated by factors such as tribal enrollment, non-members living on tribal lands, and the absence of tribal lands for some tribes, creating additional ambiguities and complexities associated with this relationship.

State EM Agency Structures and Support Across Levels of Government

The structure of state EM agencies and the resources they provide influence how local EM agencies interact, the activities they undertake, and their overall capacity.

- States vary in their organizational approaches for EM, with some adopting regional structures to improve direct relationships with and provide tailored support to local agencies. States also differ in the extent to which they incentivize or require local agencies to meet certain standards, such as through particular accreditation requirements.
- The amount and types of assistance that state EM agencies offer to local and tribal levels differ from state to state, including some offering direct support with events, staff training, program guidance, and operational and project funding. States also differ in the extent to which they provide

funding either directly or indirectly (such as offering state-level funding to local agencies or passing EMPG and other federal grant funding on to local and tribal jurisdictions).

- To fully understand local and tribal EM capacity, understanding the different state-level structures and relationship dynamics is essential. This study identified that there are complex state-local dynamics at play, as well as varied state-tribal dynamics, indicating a need for further research to explore these relationships in greater depth.

Staffing and Funding Challenges

Staffing and funding shortages are prevalent barriers across EM agencies at all levels of government.

- Lack of funding and insufficient staffing were the top two challenges agencies at all levels of government cited, and on average, respondents at all levels noted needing more permanent staff than they have now. Survey and listening session data also revealed that, at the local and tribal levels, many EM staff are part-time or serve in additional professional roles.
- Funding and staffing challenges also appear to be at the root of many other challenges facing EM agencies at all levels.

EM Agency Reliance on Part-Time and Volunteer Staff

Many local and tribal EM agencies, especially in jurisdictions with small populations, rely on part-time, volunteer, or staff with additional professional responsibilities for their leadership positions.

- The majority of local EM agencies have one or fewer permanent full-time staff and many report reliance on volunteer EM directors. Tribal EM agencies also often rely on part-time staff, or staff with additional professional responsibilities for whom EM is a secondary duty.
- The reliance on part-time, volunteer, or staff with additional professional responsibilities for leadership EM positions hinders their ability to dedicate the needed time and attention to the range of EM activities that they believe their offices should be doing.

Stakeholder EM Understanding

The lack of stakeholder EM understanding is a considerable challenge for agencies.

- Stakeholder confusion about the role of EM, particularly from elected officials and other leaders, directly influences EM agency priorities and can result in funding and political support that comes only after an event has occurred, instead of proactively during pre-event phases. Confusion can also result in local and tribal EM directors and agencies being assigned additional professional responsibilities, which impacts their ability to effectively carry out their core EM tasks and mission.
- Many local respondents noted how EM is a “young profession” and gave insight into the many ways their communities, stakeholders, and sometimes even their own agencies lack a consistent definition and understanding of EM.

- At the state level, respondents emphasized that the role of EM was not understood and was often not prioritized for funding. This finding directly influences EM agency priorities and can result in ad hoc and reactive support. Lack of political will to prioritize and fund EM is influenced by the lack of EM understanding by elected officials at the state and local levels and the communities they serve.
- Some better resourced local agencies indicated active efforts to increase the visibility and understanding of EM throughout their communities through briefings, advocacy, and other engagement efforts to help stakeholders understand their role, purpose, and needs. These respondents noted a direct link between these efforts and supportive chief executives. Some state agencies indicated a desire to provide training on EM to local elected officials to increase their support of EM at the local level.

Role Clarity and Mission Creep

Having non-EM responsibilities and "mission creep" are meaningful challenges for EM agencies, particularly for local agencies with lower levels of authority.

- Qualitative data indicate that appropriate boundaries over the EM role seem to be connected to the EM director's authority over their agency's focus and functions, their relationship with and access to leadership, and leadership's understanding of EM.
- More than half of local EM agency directors noted they have additional professional responsibilities beyond EM, and nearly a third indicated that their agency is responsible for non-EM functions.
- Some EM agencies reported embracing additional responsibilities because it demonstrates that they are viewed as effective "problem solvers," and the added work can increase agency visibility and ultimately support resources for the EM mission.
- However, many noted that these non-EM responsibilities are seen as problematic additional duties that distract from the core EM mission.
- Qualitative data suggest that local EM agencies with stronger relationships with jurisdictional leadership and greater authority showed evidence of being able to push back on non-EM responsibilities and advocate for role boundaries and the resources they need to fulfill their mission.

Independent Agencies and Community Needs

Independent agencies appear to be in a better position to meet community needs. This finding links back to agency identity, authority, priorities, and stakeholder confusion about the role.

- By being a standalone agency, EM agencies may have greater autonomy over their resources and direction and are less susceptible to the competing priorities and potentially clashing organizational cultures of parent agencies.
- While in most cases, parent agencies serve other critical public safety functions, they still seem to detract from EM rather than complement or support it. The core mission of the parent agency often becomes the priority for available resources and dilutes the role and support for EM.

Time Spent on Preparedness for Response

EM agencies spend most of their time (and would like to spend more) on preparedness activities, predominantly preparedness for response.

- Preparing for response is the predominant activity across all levels of jurisdictions. Local and state EM agencies allocate the largest single share of time to preparedness for response, territories identify preparedness (especially exercises) as their primary focus, and tribal respondents most commonly reported preparedness for response activities. Agencies want to further expand preparedness for response, with agencies at all levels expressing interest in expanding their planning, training, and exercises.

Preparedness for Recovery Activities

Compared to preparedness for response, respondents across jurisdictional levels reported spending less time and conducting fewer activities associated with preparedness for recovery. However, regression analysis of the local EM survey highlighted that some of the most effective local agencies in terms of meeting community needs are those that are engaging in preparedness for recovery specifically.

- Compared to some other EM activities examined in this study, preparedness for recovery involves actions that are generally not mandated by external requirements. This suggests that EM agencies that spend more time on preparedness for recovery have the capacity to focus on strategic initiatives that go beyond immediate obligations.
- Regression analysis suggests that when local agencies have the flexibility to engage in non-mandated activities (likely because they have the staff and funding available to do so), they are better positioned to meet community needs and experience less difficulty meeting requirements. While regression analysis was not conducted for the state and tribal survey data, similar trends emerged with respect to preparedness for recovery.

Administrative and Compliance Burden

Activities associated with administrative and compliance tasks consume a considerable amount of time for agencies at all levels.

- Agencies report that administrative and compliance burdens hinder their ability to engage in other mission-specific activities associated with EM phases, especially additional preparedness activities.

Strategic and Succession Planning

Many local and tribal EM agencies cannot engage in higher-level planning activities, such as strategic planning, succession planning, and human resources planning.

- Local and tribal respondents expressed a desire to engage in planning that allows them to better understand and address community needs comprehensively.
- Many local and tribal respondents also reported a desire to do more financial planning to support their agencies in the long term and allow them to develop more sustainable funding strategies.
- Local EM directors in small agencies also reported an interest in succession planning to create conditions for successful transitions when staff, especially leadership staff, leave or retire.
- Local and tribal agencies also expressed a need to plan for enhancing EM staffing, including through offering training and mentorship opportunities, providing competitive pay, and attracting candidates with both experiential and educational backgrounds in EM.

Human Resources Challenges

Human resources challenges pose considerable issues across EM agencies at all levels. Local EM agencies underscored the prevalence of low EM pay, states highlighted staff turnover, and territories and tribes detailed issues with recruitment and training.

- Although many did not explicitly list burnout as one of their most significant challenges, this theme was prevalent throughout the qualitative data. Respondents indicated being on call 24/7, feeling unable to take time off, use sick days, or retire, fighting for minimal resources, constantly competing with other agencies, and being undervalued during “blue sky” days and critiqued during “grey sky” days for not doing more, despite their repeated efforts.

Variables that Influence Local EM Outcomes

Regression modeling identified several survey variables that had a significant influence on local EM agencies’ ability to meet community needs and difficulty meeting requirements.

- Agencies were more likely to report that they were *able to meet community needs* when they were a free-standing or independent agency, had an EM director with a greater number of years of EM experience, and were also responsible for non-EM functions.
- Agencies were less likely to have *difficulty meeting requirements* when they did not identify administrative or compliance burden as a challenge, had a smaller gap between number of staff needed and current number of permanent staff, and had a larger proportion of funding from indirect federal sources.
- For both ability to meet community needs and difficulty meeting requirements, respondents had better outcomes when they allocated a greater proportion of staff time to preparedness for recovery, and did not identify staffing numbers as a challenge.

Standardization and Professionalization

Data reveal a desire among EM agency staff to enhance standardization and professionalization in the field, highlighting significant challenges stemming from current shortfalls.

- Respondents discussed the prevalence of being overworked, underpaid, understaffed, and underappreciated as staff and as agencies, and perceive that enhanced standardization and professionalization can help address these challenges.
- These factors exacerbate EM pipeline issues that have made it difficult to attract a new generation of individuals to step into this role and field. This situation is especially problematic at the local level, given that many agencies rely on single-person offices with older staff.

Conclusion

The EM Study provides a critical foundation to better understand the landscape of EM organizations at the state, local, tribal, and territorial levels. The data provide detailed insights into the structures, staffing, capacity, and challenges of EM agencies across the Nation. Open-ended responses from EM directors and local jurisdiction participation in listening sessions bring the voices of EM directors to the forefront of this work.

The data and analysis in this report can inform future research, policy, and practice. Prior to this study, researchers have not had access to national data about EM structures, staffing, and capacity; this study represents an empirical foundation on which to build. Policy makers and elected officials can use these data to inform development and implementation of strategic priorities that are informed by the needs of the EM community. Program managers can use these data to design programs and policies that can scale to meet the needs of the large number EM agencies staffed with a part-time EM director as well as those who have greater bandwidth to take advantage of grants and training.

This study highlights the complex and highly differentiated systems in which agencies at all levels operate, from where they are housed to the availability of dedicated staff and resources. Despite the vast differences in structures, resources, and staffing, consistent themes emerged: the importance of a better understanding of the core role of EM in keeping communities safe; a need for more consistent funding that provides greater staffing stability; and additional support at the local level in decision tools, training, exercises, and other opportunities to implement best practices to make communities better able to withstand the hazards they face. The data show that EM directors are motivated and passionate about their roles, and are ready to do more, but they need support to accomplish their mission.

Limitations and Future Research

This study is the first comprehensive survey of EM agencies at the state, local, tribal, and territorial levels. It provides an invaluable source of information on the structure and challenges facing EM agencies at all levels. However, several limitations should be considered when reviewing this report.

- All data are self-reported by respondents and are not independently verified.
- While the survey provided definitions and examples for several questions, respondents may have interpreted questions and survey responses differently. Where it was evident that respondents had interpreted questions inconsistently, findings are not included in the report, or these inconsistencies are noted.
- Other than a few program identifiers to allow Argonne to accurately append jurisdictional data to survey responses, all survey questions were optional. Respondents may have skipped some questions due to lack of information, confusion about the question meaning, lack of time, or a desire not to provide the answer.
- Response rates vary across the country and some jurisdictional categories (including at the state level). However, given the census approach to the study and the sizeable number of responses across all local jurisdiction categories, the data for the local jurisdictions can be considered representative of local EM agencies.
- The study collected a significant amount of data, including thousands of qualitative responses to open-ended questions. Due to the study's timeline, this report includes only a limited analysis of the data, and additional research is recommended.
- The tribal survey was limited to federally recognized tribes. Excluding state-recognized and unrecognized tribes limits generalizability across all tribal nations, as their EM structures, authorities, funding access, community hazards, and needs may differ from those of federally recognized tribes. In addition, to respect tribal and data sovereignty, recruitment of tribal EM agencies proceeded through tribal leaders rather than direct outreach to tribal EM officials, which may have affected reach and response rates, and may introduce selection bias.

Despite limitations, this report provides foundational data and analyses that can inform policy, practice, and future research. The analyses conducted for this report were primarily descriptive in nature, though regression and other relational analyses were conducted for many key variables. Additional regression and relational analyses should be conducted to better understand how variables influence each other. The study also did not include relational analysis of state EM data, largely because of the limited sample size, but future analysis should also explore the factors that influence state-level EM outcomes and characteristics. The potential research questions these data could help address are too numerous to catalogue here, but potential research directions include the following:

- Investigation into inter-jurisdictional coordination and relationships, such as the influence of federal and state support on research, training, guidance, resources, activities, and outcomes. This could include a more in-depth investigation of state data, and analysis of relationships between survey

responses across jurisdictional levels, such as local-state and local-territorial.

- Exploration of the factors that contribute to stakeholder understanding of EM.
- More sophisticated analysis of jurisdictional characteristics to explain variations in response to survey questions. The categories used in this report—population size, jurisdiction type, and urbanicity—were selected based on reviews of similar research and literature, but other categories of characteristics may be appropriate to examine.

In addition to quantitative survey data, this study collected a large volume of qualitative data through surveys, interviews, and listening sessions. Additional analysis of these data, including qualitative data coding using jurisdictional characteristics and other survey data, would provide greater insight into the findings.

This work can also inform future data-driven support for EM agencies to help close identified knowledge and capacity gaps. For example, states provide many resources to local and tribal EM agencies, but survey respondents were not always aware of which resources were available. Educational and training products could be generated from this study's data to help close those gaps.

Appendix A: Full Methodology

To create an empirical profile of emergency management (EM) agencies across the Nation, the study partners (led by Argonne National Laboratory [Argonne] and supported by FEMA, International Association of Emergency Managers [IAEM], National Emergency Management Association [NEMA], and Big City Emergency Managers [BCEM]) developed a multi-methods census approach intended to generate qualitative and quantitative data about EM agencies nationwide. The approach included the following:

- **A literature review** to inform additional contextual factors for analysis.
- **Surveys** to capture comparable data from a wide variety of jurisdictions across the Nation using a census approach. Argonne designed specific instruments for each jurisdictional level (i.e., state, local, territorial, and tribal) focused on capturing critical information about agency capacities, resource gaps, and operational challenges. Argonne tested the survey instruments with EM practitioners to ensure that questions were appropriate, useful, and commonly understood by respondents. The survey instruments included the following:
  - Digital surveys for states and local jurisdictions;
  - A pre-interview questionnaire and interview guide for U.S. territories; and
  - An open-response digital survey for tribal nations.
- **Listening sessions** with emergency managers from a variety of local jurisdictions across the Nation to gain more perspective on the realities and challenges facing emergency managers and ground this work in their day-to-day experiences.

The table below summarizes each data collection method used as part of the Emergency Management Organizational Structures, Staffing, and Capacity Study (EM Study). Full details on how the study partners developed the methods and population list and implemented promotion strategies to maximize recruitment are presented in subsequent sections.

Table 7: Data Collection Methods

Method	Primary Type of Data Yielded	Appendix/ Page	Timing of Implementation
Local Survey	Quantitative data on local EM organization capacity, including information about staffing, funding, and challenges.	Appendix F & Appendix G	August 2024 – March 2025
State Survey	Quantitative data on local EM organization capacity, including information about staffing, funding, and challenges. Intended to build on data from the NEMA Bi-Annual report.	Appendix H	August 2024 – March 2025
Territorial Interviews and Pre-Interview Questionnaire	Interviews: Qualitative data centered on territorial EM context, challenges, and capacity. Pre-interview questionnaire: Quantitative data similar to some local and state survey questions.	Appendix I & Appendix J	August 2024 – March 2025
Tribal Survey	Qualitative data on tribal EM organization capacity, including information about staffing, funding, and challenges.	Appendix K	January 2025 – September 2025
Listening Sessions	Qualitative data expanding on the key themes and unique findings in the survey data, capturing on-the-ground perspectives and experiences from EM directors.	Appendix L	January 2025 – March 2025

Study Populations

This study focused on examining state EM agencies; local jurisdiction EM agencies including counties, municipalities, and sub-state regions; EM agencies for the five U.S. territories (American Samoa, Commonwealth of Northern Mariana Islands, Guam, Puerto Rico, and the U.S. Virgin Islands); and EM agencies (or EM roles) of the 574 federally recognized tribes. EM agencies for special districts and sub-jurisdictional entities such as school districts and water authorities were not part of the study population.

As the EM Study used a census approach, it required a contact list of all state, local, territorial, and tribal EM agencies across the Nation. While this information exists at the state and territory level, no such comprehensive list exists for the local or tribal levels. As such, the study partners created a contact list that captured all state and territorial EM agencies and then attempted to capture all local EM agencies across the Nation and EM agencies associated with federally recognized tribes using online research and support from state EM directors. The study partners regularly amended the list to update contact information and add new contacts throughout the study.

Three strategies helped generate the population list used for this study:

- **Requests to States:** NEMA requested state contacts to provide the contact information of eligible local and state EM directors.
- **Publicly Available Data:** Argonne staff addressed missing or outdated data with digital searches. Argonne used the Tribal Leaders Directory from the Bureau of Indian Affairs website to obtain contact information for the federally recognized tribes.
- **Contact Form:** To capture jurisdictions that may have been missed, or identify individuals where contact information was inaccurate, Argonne created a contact form where eligible entities that had not received the survey invitation could request the survey link. Once Argonne verified their eligibility, Argonne provided the survey link and added them to the population list.

At completion, the EM Study population included the following:

- **51 states** (the 50 states plus Washington, D.C.).
- **7,164 local jurisdictions** representing municipalities, counties, and regions.
- **5 U.S. territories** (American Samoa, Commonwealth of Northern Mariana Islands, Guam, Puerto Rico, and the U.S. Virgin Islands).
- **574 federally recognized tribes**.

Survey Methods

Argonne developed separate, tailored survey instruments for each jurisdictional level (i.e., state, local, territorial, and tribal).

Local Survey Development

Argonne designed the local survey to capture information from municipal, county, and regional jurisdictions. Argonne conducted cognitive testing to ensure that question wording promoted comprehension and consistency in respondent interpretation and that the survey length was appropriate to minimize burden. Argonne updated wording of questions and related response sets, as well as order of questions based on findings from the cognitive testing process and the study partners' review. The final local survey included 11 sections (see Appendix F for the local survey and Appendix G for the Spanish translation).

Local Survey Sections

- Your Program or Agency
- Program or Agency Structure
- Staffing
- Staff Activities
- Cross-Governmental Emergency Management Responsibility
- Meeting Requirements and Needs
- Funding
- Technological Resources
- Agency or Program Challenges
- Demographics
- Open-Response Questions

Argonne translated the survey to Spanish, submitted the English and Spanish survey for ethics review, and migrated the survey to the SurveyMonkey platform. These steps are summarized below.

- **Spanish Translation:** Argonne staff who are fluent in Spanish translated the local survey into Spanish to enhance accessibility for respondents in Puerto Rico, and other local EM directors who prefer to respond to the survey in Spanish. Several native Spanish speakers familiar with the cultural and linguistic nuances of Puerto Rico reviewed the translation for accuracy and appropriateness.
- **Ethics Review:** To ensure the local survey adhered to ethical standards for human subjects research, Argonne submitted the local survey protocol to the Central Department of Energy's Institutional Review Board (CDOEIRB) on May 16, 2024 and received approval under the exempt category on July 23, 2024. Argonne submitted a modification for the Spanish local survey on July 25, 2024, and received approval on July 30, 2024. As part of this review, the surveys included the following protections for survey respondents:
  - All data collected through this study are confidential. All attributable data are only viewable by a small number of researchers for the purposes of data tracking and compilation. All direct identifiers were removed from the data prior to analysis and all findings and reports, including this one, will be fully aggregated and contain no direct identifiers.
- **SurveyMonkey Migration:** IAEM staff migrated the survey to the SurveyMonkey platform, and conducted multiple reviews to ensure it was free from errors, that the logic functions worked as intended, and that the data were accurately captured.

State Survey Development

Argonne designed the state survey to mirror the local survey where possible and appropriate. As with the local survey, the questions in the state survey were designed to minimize burden on respondents and to avoid questions where analysts could use other existing data, including data that NEMA already collected through its bi-annual survey. The state survey included 12 sections of questions (see Appendix H for the state survey).

NEMA and Argonne vetted the survey language with state EM staff, including NEMA members, to ensure that the survey would effectively capture necessary data to answer the study's research questions.

Mirroring the local survey process, Argonne received CDOEIRB approval for the state survey protocol on July 23, 2024, and IAEM migrated the state survey to the SurveyMonkey platform and reviewed for accuracy.

State Survey Sections

- Your Agency
- Agency Structure
- Staffing
- Staff Activities
- Cross-Governmental Emergency Management Responsibility
- Meeting Requirements and Needs
- Funding
- Technological Resources
- Agency Challenges
- State Assistance to Locals
- Coordination with State- and National-Level Partners/ Stakeholders
- Demographics

Territorial Questionnaire and Interview Development

Argonne developed a separate data collection process for the five U.S. territories (American Samoa, Commonwealth of Northern Mariana Islands, Guam, Puerto Rico, and the U.S. Virgin Islands) due to the unique context of territorial EM. The data collection included two components:

- **A pre-interview questionnaire** (see Appendix I for the questionnaire) designed to capture quantitative information that was consistent with the state survey. The pre-interview questionnaire included seven sections and was hosted on Microsoft Forms.
- **A virtual interview** (see Appendix J for the guide) intended to capture nuanced data on territorial EM and to establish a baseline understanding of capacity that mirrors the same topical themes explored in the state survey. Argonne conducted the interviews over Zoom and audio-recorded them for note-taking purposes.

The territorial pre-interview questionnaire and interview protocol were added as an amendment to the approved local survey CDOEIRB protocol and approved on August 12, 2024.

Territory Questionnaire Sections

- Your Agency and Position
- Agency Structure
- Demographics
- Funding
- Staffing
- Technological Resources
- Your Agency's Challenges

Territory Interview Topics

- Organizational Structure
- Funding and Budgets
- Staffing and Staff Activities
- Technological Resources
- Meeting Requirements
- Challenges
- Mutual Aid and Other Assistance
- Territory Context
- Tasks and Responsibilities

Tribal Survey Development

Argonne designed the tribal survey to mirror the topics covered in the local, state, and territory surveys as appropriate. However, given the considerable variation across tribal nations, and the limited amount of existing information available about tribal EM compared to EM for other jurisdiction levels, Argonne developed the survey in an open-response format to allow greater variation in responses. The survey included eight sections of questions (see Appendix K for the tribal survey).

The CDOEIRB approved the tribal survey instrument and methodology on December 5, 2024.

Tribal Survey Sections

- Tribal Emergency Management Program or Department
- Staffing
- Cross-Governmental Emergency Management Responsibility
- Requirements
- Funding
- Technological Capabilities and Resources
- Department or Program's Challenges
- The Emergency Management Official Position

Recruitment Methods and Promotional Efforts

Recruitment involved direct outreach to individuals on the population list, while promotion aimed to raise awareness of the survey, encourage eligible entities to participate, and reach those not already on the population list.

For recruitment purposes, each contact on the population list received an email requesting their participation in the survey, as well as several reminder emails. IAEM coordinated the state and local surveys and distributed emails to all state and local contacts on the list. Both IAEM and Argonne sent reminder emails to these contacts. Argonne coordinated the data collection for the U.S. territories and tribal nations and sent the initial emails and reminders for these groups.

Several entities, including IAEM, NEMA, BCEM, FEMA, Argonne staff, and EM influencers, carried out promotional efforts through various channels, including social media, newsletters, discussion boards, professional meetings, and direct communication with key stakeholders. These efforts followed both planned and adaptive promotion approaches:

- **Planned Promotion:** Followed a predefined promotion plan developed in collaboration with study partners. This strategy outlined specific, coordinated actions for partners to take at key stages of the survey distribution process.
- **Adaptive Promotion:** Leveraged emerging opportunities to increase awareness of the survey and encourage participation of eligible respondents. During adaptive promotional efforts, the study partners consistently adhered to key messaging guidelines from the promotion plan and often coordinated with Argonne to ensure accurate messaging and up-to-date information.

To prevent ineligible entities from accessing the survey link, study partners never included the survey link directly in promotional materials. Instead, they prompted individuals to check their emails for the survey link and directed them to complete a Microsoft Form to request access if they had not received a survey link. Argonne regularly monitored this form and responded to all requests for access to the survey. Argonne sent only verified eligible entities the survey link, while informing those who reported being outside of the study population that they were ineligible.

Literature Review

Argonne conducted a literature review to identify existing publications, including government reports, association studies, and peer-reviewed research, that could provide important information about EM agency characteristics and effectiveness, and inform the design of the EM Study. The literature reviewed during this process informed survey development, including question content, question design, and other key methodological decisions, and aided in contextualizing findings, organizing listening sessions, and selecting questions to include in statistical analyses.

The literature review began with a systematic search of available resources related to EM capacity. First, Argonne searched the Congressional Research Service database using combinations of the following key search terms including “emergency management,” “staffing,” “capacity,” “funding,” “disaster,” “local disaster funding,” “state disaster funding,” “structure,” and “disaster cost-share.” After searching the Congressional Research Service database, Argonne used resources available through the Argonne Research Library and Google Scholar to further explore existing literature. The key search terms used in Google Scholar were “emergency management,” “capacity,” “local,” “funding,” “staffing,” “employees,” “disaster funding,” “state,” “cost-share,” “tribal,” “territory,” and “emergency management performance grant.”

After completing searches across various databases, the study team reviewed the resulting 54 papers for their relevance to the research study. Of the 54 papers, 13 applied directly to the study’s research questions and were reviewed in detail and used to inform the study approach and contextualize the findings. The literature review is included as Appendix N.

Listening Sessions

Argonne coordinated and hosted listening sessions with emergency managers from a variety of local jurisdictions across the Nation to gain more perspective on the realities and challenges facing local emergency managers and to ground the study results in their day-to-day experiences. The listening sessions comprised small groups with up to seven registrants per session (although generally one to four people participated per session), and they were held virtually to increase accessibility and maximize ease of participation. Argonne held 19 listening sessions:

- **Six sessions focused on jurisdiction type:** Three sessions with county-level agencies and three sessions with municipal-level agencies.
- **Six sessions focused on organizational structure:** Three sessions with independent agencies and three sessions with agencies housed under other departments or agencies.
- **Seven sessions focused on urbanicity and population size:** Three sessions with rural agencies, two sessions with low population urban or suburban agencies, and two sessions with high population urban or suburban agencies.

Argonne created a listening session facilitation guide (see Appendix L) to help structure the conversations. The facilitation guide was designed to expand on themes from the local survey, with a special focus on preliminary findings that emerged from the initial survey data. Argonne included nine core questions in the facilitation guide, each supplemented with additional probes to encourage further

exploration as they became relevant within each listening session. The same facilitation guide was used for the different listening session groups, allowing the research team to explore how group characteristics influence responses.

Argonne used random sampling to identify and recruit EM officials for the listening sessions that represented agencies matching the selected group characteristics. During the listening sessions, facilitators explored the factors underlying survey findings, similarities, as well as differences across the spectrum of EM agencies, and challenges and potential solutions that would help close identified gaps.

These small group sessions offered important opportunities to explore root causes of key issues that participants may feel reluctant to share in larger settings. Further, they provided an environment especially conducive to candid and in-depth conversation. The sessions allowed Argonne to gather insights from multiple participants simultaneously and to create a context in which their interactions could reveal unique perspectives and information that individual conversations may not uncover.

With participants' verbal consent, all listening sessions were recorded using Microsoft Teams, which also generated verbatim transcripts. All audio, video, and text files were securely uploaded to a protected file on Teams.

Analysis and Reporting

Analysis for the final report occurred in several stages. Argonne analyzed the final survey data using both quantitative and qualitative analytic methods. The study team prepared descriptive statistics for all quantitative local, state, and territorial survey data. Select descriptive statistics are included in the Findings section of this report, and complete descriptive statistics are included in Appendix B for local jurisdictions, Appendix C for states, Appendix D for territories, and Appendix E for tribal nations. In addition to these descriptive statistics, Argonne also considered relationships between quantitative measures.

Data for Quantitative Analysis

Some variables were recoded, or categories were combined, before data analysis. These recodes helped ensure proper distributions of response options for statistical tests. The following variables were cleaned as follows:

- "Agency ability to meet needs" was analyzed using both five categories and the following three categories:
  - Not at all/slightly meets needs,
  - Neutral, and
  - Mostly/completely meets needs.
- "Difficulty meeting requirements" was analyzed at both five categories and the following three categories:
  - Very difficult/difficult,
  - Neutral, and

  - Easy/very easy.
- "Education" was collapsed into four levels:
  - High school diploma or less,
  - Some college or associate degree,
  - Bachelor's degree, and
  - Graduate degree (master's, doctoral, or professional degree).
- A new education variable was created that combined "Education" and "EM degree" into six levels:
  - High school diploma or less,
  - Some college or associate degree,
  - Bachelor's degree not in EM,
  - Bachelor's degree in EM,
  - Graduate degree not in EM, and
  - Graduate degree in EM.
- For "use of contractors," if respondents had at least one contractor activity selected and they left the "none" response blank, their response was updated to "hired a contractor." If the agency did not select **any** activity in which a contractor was hired to assist and did not select the "none of the above" option, responses were considered missing data.
- For the challenges question, if agencies did not select **any** of the 13 challenges, responses were recoded to missing data.
- A new variable calculating the number of federal funding sources the agency identified (out of 20 FEMA and federal sources) was created.

Quantitative Modeling

Argonne ran all analyses using SAS 9.4. A variety of statistical tests (both parametric and nonparametric) were used based on the types of variables (categorical, ordinal, continuous).

When significant, odds ratios are reported. Odds ratios greater than 1 show a positive association, while odds ratios less than 1 show a negative association.

Both "Ability to Meet Community Needs" and "Difficulty Meeting All Requirements" were modeled using ordered logistic regression models as both response variables are Likert scales. The Wald Chi-Squared test statistic was used to determine significance. For the models, the explanatory variables were analyzed at the three-point scale levels (negative, neutral, positive). The individual significant results for each independent variable are reported further below for the original five-point scales.

The regression models use a stepwise approach for inclusion. Some response variables are significant on their own but are not significant in the stepwise model with the inclusion of other variables.

The models looked at the main effects and interactions listed below.

Main Effects		
Agency structure	Challenges – Other priorities	Paid or Volunteer
Challenges – Additional tasks	Challenges – Response Demands	Reporting levels
Challenges – Administrative burden	Challenges – Staff education or training	Time – Administrative tasks
Challenges – Burnout	Challenges – Staff turnover	Time – Mitigation
Challenges – Stakeholder EM Confusion	Use of contractor – None	Time – Other
Challenges – Lack of funding	Use of EMPG funding	Time – Preparedness for recovery
Challenges – Difficulty hiring	Permanent FTEs	Time – Response
Challenges – Lack of partner agency support	Difference between current and needed FTEs	Time – Preparedness for response
Challenges – Low EM pay	Non-EM Responsibilities	Years in EM
Challenges – Insufficient staff	Other professional duties	Years in position
Population size	Urbanicity	Jurisdiction type

Interactions
Years in EM x Years in position
Agency Structure x Reporting levels
Non-EM responsibilities x Other professional duties
Reporting levels x Years in EM
Reporting levels x Years in position
Reporting levels x Years in EM x Years in position
Population size x Permanent FTEs
Population size x Urbanicity
Population size x Jurisdiction type
Urbanicity x Jurisdiction type
Population type x Urbanicity x Jurisdiction type

Qualitative Data Analysis

In addition to these quantitative analyses, the study team also analyzed open response data and listening session transcripts using qualitative methods. Argonne used NVivo qualitative data analysis software to analyze all qualitative content, including open-ended responses from the local and state surveys as well as the open-ended tribal survey, territorial interviews, and listening sessions.

To begin thematic analysis across all data sources, two Argonne researchers independently conducted open coding across all data sources to identify emerging themes. After this initial coding phase, the researchers convened over several meetings to discuss their findings and insights. This collaborative process led to the development of a preliminary codebook. The codebook was tested on a subset of the data. Researchers met to discuss any issues related to clarity, agreement, and missing themes, refining the codebook accordingly. The final codebook is listed in Table 8.

Once finalized, four Argonne researchers proceeded with axial coding. Depending on the data source, some datasets were coded by a single researcher, while others were coded by two researchers to assess coding agreement.

After completing axial coding on all datasets, the Argonne researchers involved in the process transitioned to data interpretation. They focused on identifying connections and core categories across all data sources. Collaboratively, the researchers defined the report's content to reflect both recurring and novel insight into EM capacity. This phase also involved selecting impactful quotes to enhance the support narrative and provide evidence of thematic prevalence.

For the tribal survey, Argonne quantified responses to certain questions as a share of total respondents. Quantification took place when two Argonne researchers agreed that the question met two predefined criteria: most respondents provided information that could be categorized or counted, and interpretive ambiguities were limited. This typically included items with specific numbers or discrete categories (e.g., number of FTEs, types of activities). When quantification was feasible, the researchers also reported the number of unclear responses that could not be assigned to a category. Because these quantification summaries emerged from open-ended responses, they should be treated as estimates, as omission of specific information in someone's response does not imply its absence.

Additionally for the tribal survey, the researchers report frequencies of themes mentioned in some cases to underscore emergent patterns. These frequencies are qualitative indicators and should not be construed as statements about the proportion of respondents.

Table 8: Codebook

Code	Definition
Internal Agency Characteristics (Input)	
Staffing	Aspects related to the EM agency's staffing and workforce.
Bandwidth	Capacity of staff to handle workload.
Burnout	Staff experience of physical or emotional burnout.
Contractors-Consultants	Use of external contractors or consultants for tasks.
Interns-Internships	Engagement of interns or internship programs.
Job Titles	Specific job titles within the EM agency.
Low-No Pay	Inadequate compensation for staff.
Number of Staff	Number of staff available to the EM agency.
Recruitment	Strategies and challenges in attracting new staff.
Retainment-Turnover	Staff retention and turnover challenges.
Training-Mentorship	Opportunities for training and mentorship for staff.
Volunteer Reliance	Dependence on volunteers for EM agency operations (excluding EM director role).
Personnel Characteristics	Traits and qualifications of staff.
Commitment	Level and nature of staff commitment. Motivation and willingness to perform roles.
Demographics	Demographic characteristics of staff.
Education-Certification-Experience	Staff qualifications including education, certifications, and experience.
Funding	Financial resources of the EM agency, including specific amounts, sources, and general references.
Technological Resources	Technological resources available to the EM agency, including baseline technology like computers and internet.

Code	Definition
Organizational Structure	Details about the organizational structure of the EM agency.
Appointed or Merit	Whether the EM director position is appointed or merit-based (civil service).
Authority-Legitimacy	Discussions about the EM agency's authority or legitimacy.
Formalization-Professionalization	References to EM agency formalization, professionalization, or accreditation.
Independent or Subordinate	EM agency's operational independence or subordination under another entity.
Ordinance Resolution Document	Formal documents establishing the EM agency.
Other Functions-Responsibilities	Non-EM responsibilities held by the EM agency or staff.
Other Reporting Processes	Additional reporting mechanisms in place for the EM agency.
Reporting Levels	Hierarchical levels within the EM agency.
Shifting Structures Based on Events	Temporary structural changes of the EM agency in response to events.
Structural Changes	Permanent changes in the EM agency's structure.
Who the Director Reports to	The reporting line of the EM director.
Workplace Infrastructure	Physical and operational resources available to the EM agency.
EOC	Dedicated EOC or upgrades to existing EOC.
Mission-Operational Resources-Equipment	Resources and equipment specific to the EM agency's mission and operations.
Office Space-Facilities	Office space, facilities, and their maintenance.
Supplies	Office and work supplies.
Resources General	General reference to resources. Use only if specific resources are not mentioned.
External Characteristics (Input)	
Community Characteristics	External factors associated with the EM agency's community influencing the EM agency.
Community Changes-Differences	Changes or differences in the community affecting the EM agency.
Community Demographics	Demographic characteristics such as population size and age distribution.
Disaster Experience	Community experience with past disasters, including specific events and activations.
EM Pipeline-Professionalization-Discipline	EM pipeline for EM professionals and state of EM discipline.
Hazard Risk	Hazard risks present in the community.
Local Funding Structures-Policies	Local funding structures and policies impacting the EM agency.
Local Tax Base	Impact of the local tax base on EM agency funding.
Political Buy-In	Support from local officials influencing the EM agency.
Priorities	Community and leadership priorities affecting the EM agency.
Relationship with EM Agencies	Support and relationships with other EM jurisdictions.
Relationship with Other Organizations-Agencies	Support and relationships with other organizations or groups.
Stakeholder EM Understanding	Community's understanding of the EM agency's role.
Requirements	Requirements, obligations, and standards the EM agency must meet.
Funding Support	Financial support for meeting requirements.
Language-Guidance	Language used in requirements or available guidance.
Purpose-Utility-Appropriateness	Perceived ability for requirements to accomplish what the intent.
Relevance for Community-Agency	Perceived relevance of the requirements for the community or EM agency.
Requirement Complexity	Complexity of the requirements.
Requirement Consistency	Consistency of requirements across government levels or over time.
Timeline	Timelines associated with requirements.

Code	Definition
Workload	Workload associated with meeting the requirements.
EM Activities (Output)	
Addressing Requirements	EM agency actions related to meeting requirements.
Administrative-Compliance	Administrative activities across all phases.
Community Engagement	Activities related to community engagement, outreach, or education.
General-Not Specified	Activities not clearly associated with a particular phase.
Leadership Outreach	Activities related to leadership outreach.
Mitigation	Activities aimed at reducing disaster risk.
No-Minimal EM Activities	Instances where EM is not prioritized.
Nontraditional EM Activities	Activities not traditionally associated with EM.
Partnerships	Actions and engagements with stakeholders to fulfill EM responsibilities.
Preparedness	Activities related to preparedness, including planning and community education.
Recovery	Activities focused on post-disaster recovery.
Resilience	Activities explicitly characterized as resilience-building.
Response	Activities related to disaster response.
Strategic-Succession Planning	Activities related to strategic or succession planning.
Agency Aspirations	
Program Aspirations	Aspirations related to the EM program.
Authority-Legitimacy	Aspirations to improve EM agency authority or legitimacy.
Restructure-Formalize Existing Program	Aspirations to modify or improve the current EM agency structure.
Staffing Aspirations	Aspirations related to EM staff.
Add Staff	Aspirations to increase staff numbers or hours.
Convert Volunteer to Paid Staff	Aspirations to convert volunteer roles into paid positions or increase staff pay.
Job Titles	Aspirations for specific job titles.
Train Staff	Aspirations to provide training for staff development.
Volunteers	Aspirations related to EM volunteers, including adding, training, and managing volunteers.
Contractors-Consultants	Aspirations to hire external contractors or consultants for specialized skills.
Activities Aspirations	Aspirations related to EM activities the EM agency would like to engage in.
Addressing Requirements	Aspirations related to meeting requirements.
Administrative-Compliance	Aspirations to engage in administrative activities.
Community Engagement	Aspirations to engage in community engagement, education, and outreach activities
General-Not Specified	Aspirations for unspecified activities.
Leadership Outreach	Aspirations to engage in leadership outreach activities.
Mitigation	Aspirations to engage in mitigation activities.
Nontraditional EM Activities	Aspirations to engage in nontraditional EM activities.
Partnerships	Aspirations related to building or enhancing partnerships with the EM agency.
Preparedness	Aspirations to engage in preparedness activities.
Recovery	Aspirations to engage in recovery activities.
Resilience	Aspirations to engage in resilience activities.
Response	Aspirations to engage in response activities.
Strategic-Succession Planning	Aspirations to engage in strategic or succession planning activities.

Code	Definition
Funding Aspirations	Aspirations related to securing or increasing EM funding.
Technology Aspirations	Aspirations related to acquiring or improving EM technological resources.
Workplace Infrastructure Aspirations	Aspirations related to improving workplace infrastructure.
EOC	Aspirations for a dedicated EOC, or improvements to EOC.
Mission-Operational-Equipment	Aspirations for mission-specific resources and equipment.
Office Space-Facilities-Maintenance	Aspirations for office space, facilities, and their maintenance.
Supplies	Aspirations for office or work supplies.
General Aspirations	Aspirations for resources (mentioned generally).
No Aspirational Statement	Explicit lack of interest in specific inputs or outputs for the EM agency.

Appendix B: Local Survey Summary Tables

This section summarizes descriptive statistics of quantitative data from the 1,674 surveys that local jurisdictions completed. This section aligns with the 11 sections included in the survey but omits the "Your Program or Agency" section, which includes agency identifiers and all of the open-response questions.

Unless otherwise noted, each table presents the percentage of local jurisdiction respondents that provided each response, rounded to the nearest whole number. Where mean, median, minimum, and maximum are presented, the number is rounded to the nearest tenth, as applicable.

See Appendix F and Appendix G for a copy of the local survey, including full question details.

Program or Agency Structure

This section asked respondents to describe their organization's structure, including whether they are independent or housed within another organization, whether they have non-emergency management (EM) responsibilities, and their level of authority.

EM Organization Structure

Q6: Emergency management agencies are often organizationally housed within other organizations or agencies, such as fire departments and sheriff s offices. Which best describes the structure of your emergency management organization or program? [If under a larger agency,] which type of larger agency is your emergency management agency a part of? If the larger agency is multi focused, please select all that apply.

Note: Percentages for the agency type are calculated from respondents who indicated they are part of a larger agency

Response by Urbanicity	*Urban*	*Suburban*	*Rural*	*Overall*
Free-standing/independent agency	**53%**	**68%**	**75%**	**63%**
Under a larger agency	**47%**	**32%**	**25%**	**37%**
Fire	52%	24%	26%	41%
Law enforcement (e.g., police department, sheriff's office)	25%	27%	28%	26%
Executive Office (e.g., mayor's office, city manager's office)	20%	28%	22%	22%
Emergency Medical Services	13%	14%	14%	13%
Public Safety	13%	19%	17%	15%
Public Health	4%	5%	3%	4%
Planning	2%	4%	4%	3%
Public Works	5%	6%	5%	5%
Some other type of agency	11%	21%	24%	16%
No Response	**0%**	**0%**	**0%**	**0%**

Q6: Emergency management agencies are often organizationally housed within other organizations or agencies, such as fire departments and sheriff s offices. Which best describes the structure of your emergency management organization or program? [If under a larger agency,] which type of larger agency is your emergency management agency a part of? If the larger agency is multi focused, please select all that apply.

Note: Percentages for the agency type are calculated from respondents who indicated they are part of a larger agency

Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Free-standing/independent agency	**73%**	**52%**	**70%**	**63%**
Under a larger agency	**27%**	**48%**	**30%**	**37%**
Fire	19%	54%	43%	41%
Law enforcement (e.g., police department, sheriff's office)	34%	22%	0%	26%
Executive Office (e.g., mayor's office, city manager's office)	18%	25%	0%	22%
Emergency Medical Services	15%	12%	0%	13%
Public Safety	16%	14%	14%	15%
Public Health	5%	3%	0%	4%
Planning	2%	3%	14%	3%
Public Works	3%	7%	0%	5%
Some other type of agency	22%	12%	57%	16%
No Response	**0%**	**0%**	**0%**	**0%**
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Free-standing/independent agency	**63%**	**55%**	**67%**	**63%**
Under a larger agency	**37%**	**45%**	**33%**	**37%**
Fire	17%	49%	37%	41%
Law enforcement (e.g., police department, sheriff's office)	26%	22%	28%	26%
Executive Office (e.g., mayor's office, city manager's office)	22%	16%	26%	22%
Emergency Medical Services	4%	13%	14%	13%
Public Safety	9%	14%	16%	15%
Public Health	0%	4%	4%	4%
Planning	4%	2%	3%	3%
Public Works	0%	4%	6%	5%
Some other type of agency	26%	11%	19%	16%
No Response	**0%**	**0%**	**0%**	**0%**

Responsibility for Non-EM Functions

Q7: Is your agency responsible for any non emergency management functions (e.g., physical security, 911/dispatch)?

Note: Percentages for the non-EM functions are calculated from respondents who answers "Yes" to the overarching question and specified the functions.

Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
No	**70%**	**65%**	**66%**	**68%**
Yes	**30%**	**35%**	**33%**	**32%**
911/Public Safety Answering Point	48%	63%	58%	55%
Radio System/Interoperable Communications Management	58%	74%	70%	66%
Risk Management	28%	27%	41%	32%
Environmental Health and Safety	20%	18%	25%	22%
Physical Security (e.g., government buildings, schools)	25%	24%	32%	27%
Other non-emergency management function	37%	32%	36%	36%
No Response	**0%**	**0%**	**0%**	**0%**
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
No	**59%**	**77%**	**83%**	**68%**
Yes	**41%**	**23%**	**17%**	**32%**
911/Public Safety Answering Point	59%	48%	25%	55%
Radio System/Interoperable Communications Management	68%	61%	50%	66%
Risk Management	28%	40%	25%	32%
Environmental Health and Safety	20%	24%	25%	22%
Physical Security (e.g., government buildings, schools)	26%	30%	0%	27%
Other non-emergency management function	39%	28%	100%	36%
No Response	**0%**	**0%**	**0%**	**0%**
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
No	**63%**	**65%**	**69%**	**68%**
Yes	**37%**	**35%**	**30%**	**32%**
911/Public Safety Answering Point	52%	57%	54%	55%
Radio System/Interoperable Communications Management	70%	58%	69%	66%
Risk Management	9%	18%	41%	32%
Environmental Health and Safety	4%	14%	26%	22%
Physical Security (e.g., government buildings, schools)	22%	21%	31%	27%
Other non-emergency management function	61%	42%	31%	36%
No Response	**0%**	**0%**	**0%**	**0%**

Reporting Chain

Q8: Who do you (the chief emergency management official) report to directly?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Elected board or council	20%	35%	57%	36%
Elected executive, judge, president, or mayor	16%	17%	14%	16%
Fire chief or other fire department staff	13%	3%	1%	7%
Health director or other health staff	1%	0%	0%	0%
Professional local administrator, executive, or manager	31%	25%	13%	24%
Public safety director or other public safety staff	4%	5%	1%	3%
Public works director or engineer or other public works staff	1%	1%	0%	0%
Sheriff/police chief or other law enforcement staff	7%	6%	5%	6%
Somebody else	7%	9%	7%	8%
No Response	0%	0%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Elected board or council	37%	34%	57%	36%
Elected executive, judge, president, or mayor	16%	16%	4%	16%
Fire chief or other fire department staff	1%	13%	9%	7%
Health director or other health staff	1%	0%	0%	0%
Professional local administrator, executive, or manager	22%	26%	13%	24%
Public safety director or other public safety staff	4%	3%	0%	3%
Public works director or engineer or other public works staff	0%	1%	0%	0%
Sheriff/police chief or other law enforcement staff	8%	4%	0%	6%
Somebody else	10%	5%	17%	8%
No Response	0%	0%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Elected board or council	13%	15%	46%	36%
Elected executive, judge, president, or mayor	19%	13%	17%	16%
Fire chief or other fire department staff	5%	17%	3%	7%
Health director or other health staff	0%	1%	0%	0%
Professional local administrator, executive, or manager	39%	29%	21%	24%
Public safety director or other public safety staff	3%	6%	2%	3%
Public works director or engineer or other public works staff	0%	1%	0%	0%
Sheriff/police chief or other law enforcement staff	10%	8%	5%	6%
Somebody else	11%	11%	6%	8%
No Response	0%	0%	0%	0%

Reporting Levels

Q9: How many reporting levels are between you and the jurisdiction's chief executive officer(s) (e.g., mayor, council member, borough member, city manager, town administrator, county executive)?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 levels – You (the chief emergency management official) are the chief executive officer(s)	1%	2%	4%	2%
1 level – You (the chief emergency management official) report directly to the chief executive officer(s)	61%	76%	86%	72%
2 levels – Your supervisor (supervisor of the chief of emergency management official) reports directly to the chief executive officer(s)	31%	17%	8%	20%
3 or more levels	6%	3%	1%	3%
Not applicable	1%	1%	1%	1%
No Response	0%	0%	1%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 levels – You (the chief emergency management official) are the chief executive officer(s)	2%	2%	4%	2%
1 level – You (the chief emergency management official) report directly to the chief executive officer(s)	73%	71%	70%	72%
2 levels – Your supervisor (supervisor of the chief of emergency management official) reports directly to the chief executive officer(s)	19%	21%	26%	20%
3 or more levels	3%	4%	0%	3%
Not applicable	2%	1%	0%	1%
No Response	0%	0%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 levels – You (the chief emergency management official) are the chief executive officer(s)	0%	1%	3%	2%
1 level – You (the chief emergency management official) report directly to the chief executive officer(s)	35%	51%	84%	72%
2 levels – Your supervisor (supervisor of the chief of emergency management official) reports directly to the chief executive officer(s)	50%	40%	11%	20%
3 or more levels	10%	8%	1%	3%
Not applicable	5%	2%	1%	1%
No Response	0%	0%	0%	0%

Nature of Chief Executive Officer's Position

Q10: Is your jurisdiction's chief executive officer an elected position?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Yes	49%	69%	72%	61%
No	50%	30%	27%	38%
Uncertain	1%	1%	0%	1%
No Response	0%	0%	1%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Yes	69%	52%	57%	61%
No	31%	46%	43%	38%
Uncertain	0%	1%	0%	1%
No Response	0%	0%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Yes	53%	52%	65%	61%
No	45%	47%	34%	38%
Uncertain	2%	1%	1%	1%
No Response	0%	0%	0%	0%

Formality of Organization

Q11: Does your jurisdiction have an ordinance, resolution, or other document approved by a governing body formally establishing an emergency management agency and/or emergency manager position and its responsibilities?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Yes	86%	87%	80%	84%
No	8%	5%	7%	7%
Uncertain	7%	7%	13%	9%
No Response	0%	0%	1%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Yes	88%	79%	96%	84%
No	5%	10%	0%	7%
Uncertain	7%	11%	4%	9%
No Response	0%	0%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Yes	94%	88%	82%	84%
No	5%	7%	7%	7%
Uncertain	2%	5%	11%	9%
No Response	0%	0%	0%	0%

Staffing

To capture data about staffing resources, this section of the survey asked respondents to identify the number of full-time equivalent (FTE) permanent staff, contract or temporary staff, and volunteer, unpaid intern, and reservist staff working in their organization. It also asked how many FTE staff respondents believe they would need to fully deliver EM services in their jurisdiction.

Permanent Employee FTEs

Q13: Please indicate the current number of permanent employee Full time Equivalents (FTEs) working in your emergency management agency.				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Overall	1	3.1	0	194
Urbanicity: Urban	1.5	4.6	0	194
Urbanicity: Suburban	1.5	2.2	0	37
Urbanicity: Rural	1	1.4	0	100
Jurisdiction Level: County	2	3.8	0	150
Jurisdiction Level: Municipality	1.0	2.3	0	194
Jurisdiction Level: Region	1	1.8	0	7.5
Population Size: Over 500k Population	11	17.5	1	133
Population Size: 50k-500k Population	2.0	4.0	0	150
Population Size: Under 50k Population	1	1.8	0	194
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 FTEs	20%	14%	30%	22%
0.1-1 FTEs	28%	36%	43%	35%
1.1-2 FTEs	17%	24%	17%	19%
2.1-5 FTEs	17%	20%	7%	14%
5.1-10 FTEs	8%	4%	1%	5%
10.1-25 FTEs	5%	2%	1%	3%
>25 FTEs	3%	0%	0%	1%
No Response	2%	1%	2%	1%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 FTEs	5%	41%	39%	22%
0.1-1 FTEs	37%	32%	17%	35%
1.1-2 FTEs	24%	12%	22%	19%
2.1-5 FTEs	21%	6%	13%	14%
5.1-10 FTEs	6%	3%	9%	5%
10.1-25 FTEs	4%	2%	0%	3%
>25 FTEs	2%	1%	0%	1%
No Response	1%	2%	0%	1%

Q13: Please indicate the current number of permanent employee Full time Equivalents (FTEs) working in your emergency management agency.				
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 FTEs	0%	3%	32%	22%
0.1-1 FTEs	2%	23%	41%	35%
1.1-2 FTEs	0%	27%	16%	19%
2.1-5 FTEs	13%	33%	6%	14%
5.1-10 FTEs	27%	10%	1%	5%
10.1-25 FTEs	44%	1%	1%	3%
>25 FTEs	13%	2%	1%	1%
No Response	2%	1%	2%	1%

Temporary and Contract Worker FTEs

Q14: Please indicate the number of temporary and contract worker FTEs (including paid interns, fellows, and local, state or territorial and federal assigned liaisons) working as staff (i.e., not project based) in your emergency management agency.				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Overall	0	0.6	0	90
Urbanicity: Urban	0	0.8	0	90
Urbanicity: Suburban	0	0.7	0	40
Urbanicity: Rural	0	0.4	0	55
Jurisdiction Level: County	0	0.7	0	90
Jurisdiction Level: Municipality	0	0.6	0	55
Jurisdiction Level: Region	0	0.4	0	4
Population Size: Over 500k Population	0	2.9	0	90
Population Size: 50k-500k Population	0	0.7	0	20
Population Size: Under 50k Population	0	0.5	0	55
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 FTEs	76%	79%	82%	79%
0.1-1 FTEs	11%	11%	11%	11%
1.1-2 FTEs	5%	4%	2%	4%
2.1-5 FTEs	3%	4%	2%	3%
5.1-10 FTEs	1%	1%	1%	1%
10.1-25 FTEs	1%	1%	0%	1%
>25 FTEs	0%	0%	0%	0%
No Response	2%	1%	2%	2%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 FTEs	77%	81%	74%	79%
0.1-1 FTEs	13%	9%	13%	11%
1.1-2 FTEs	4%	4%	4%	4%
2.1-5 FTEs	3%	2%	4%	3%
5.1-10 FTEs	1%	1%	0%	1%
10.1-25 FTEs	1%	1%	0%	1%
>25 FTEs	0%	0%	0%	0%
No Response	1%	2%	0%	2%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 FTEs	52%	74%	82%	79%
0.1-1 FTEs	18%	15%	9%	11%
1.1-2 FTEs	15%	4%	3%	4%
2.1-5 FTEs	8%	4%	2%	3%
5.1-10 FTEs	3%	1%	1%	1%
10.1-25 FTEs	2%	1%	1%	1%
>25 FTEs	2%	0%	0%	0%
No Response	2%	1%	2%	2%

Volunteer, Unpaid Intern, and Reservist FTEs

Q15: Please indicate the number of volunteer, unpaid intern, and reservist FTEs currently working in your emergency management agency.				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Overall	0	7.5	0	2500
Urbanicity: Urban	0	10.8	0	2500
Urbanicity: Suburban	0	5.6	0	190
Urbanicity: Rural	0	4.3	0	450
Jurisdiction Level: County	0	9.1	0	2500
Jurisdiction Level: Municipality	0	5.7	0	800
Jurisdiction Level: Region	0	12.7	0	150
Population Size: Over 500k Population	0	7.7	0	150
Population Size: 50k-500k Population	0	15.7	0	2500
Population Size: Under 50k Population	0	4.1	0	450
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 FTEs	59%	58%	56%	58%
0.1-1 FTEs	9%	7%	15%	11%
1.1-2 FTEs	7%	4%	6%	6%
2.1-5 FTEs	7%	7%	7%	7%
5.1-10 FTEs	6%	7%	6%	6%
10.1-25 FTEs	7%	10%	5%	7%
>25 FTEs	4%	5%	2%	4%
No Response	2%	1%	2%	2%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 FTEs	64%	51%	52%	58%
0.1-1 FTEs	7%	16%	0%	11%
1.1-2 FTEs	5%	7%	0%	6%
2.1-5 FTEs	6%	8%	17%	7%
5.1-10 FTEs	6%	6%	4%	6%
10.1-25 FTEs	7%	7%	9%	7%
>25 FTEs	4%	3%	13%	4%
No Response	1%	2%	4%	2%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 FTEs	65%	64%	54%	58%
0.1-1 FTEs	6%	8%	13%	11%
1.1-2 FTEs	5%	5%	6%	6%
2.1-5 FTEs	6%	4%	8%	7%
5.1-10 FTEs	6%	4%	7%	6%
10.1-25 FTEs	2%	7%	7%	7%
>25 FTEs	8%	7%	2%	4%
No Response	2%	1%	2%	2%

Note: Some respondents may have reported the total pool of volunteers available, rather than the number of volunteers contributing as FTEs, which may have impacted the accuracy of the reported figures.

Total FTEs Needed to Fully Deliver EM Services

Q16: You indicated the number of your permanently employed FTEs above. Please estimate how many total FTEs you would need in order to fully deliver emergency management services in your jurisdiction. (Not how many more, but how many total include the FTEs counted above.)				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Overall	3	4.8	0	150
Urbanicity: Urban	3	6.1	0	150
Urbanicity: Suburban	3	4.4	0	75
Urbanicity: Rural	2	3.1	0	107
Jurisdiction Level: County	3	5.7	0	150
Jurisdiction Level: Municipality	2	3.7	0	123
Jurisdiction Level: Region	3	4.1	0	12
Population Size: Over 500k Population	16	23.9	3	150
Population Size: 50k-500k Population	4	5.6	0	75
Population Size: Under 50k Population	2	3.3	0	123
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 FTEs	13%	8%	18%	14%
0.1-1 FTEs	10%	12%	22%	14%
1.1-2 FTEs	18%	20%	24%	21%
2.1-5 FTEs	33%	42%	28%	33%
5.1-10 FTEs	14%	13%	5%	11%
10.1-25 FTEs	7%	3%	2%	5%
>25 FTEs	3%	1%	1%	2%
No Response	1%	1%	2%	1%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 FTEs	6%	22%	9%	14%
0.1-1 FTEs	10%	19%	9%	14%
1.1-2 FTEs	20%	22%	22%	21%
2.1-5 FTEs	41%	24%	35%	33%
5.1-10 FTEs	14%	6%	22%	11%
10.1-25 FTEs	5%	4%	4%	5%
>25 FTEs	3%	1%	0%	2%
No Response	1%	2%	0%	1%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 FTEs	2%	4%	18%	14%
0.1-1 FTEs	0%	3%	20%	14%
1.1-2 FTEs	0%	11%	26%	21%
2.1-5 FTEs	5%	53%	26%	33%
5.1-10 FTEs	23%	22%	5%	11%
10.1-25 FTEs	47%	4%	3%	5%
>25 FTEs	23%	2%	1%	2%
No Response	2%	1%	1%	1%

Note: Some respondents may have interpreted the question as asking for the number of additional FTEs needed, rather than the total number required, including those currently employed, which may have influenced the accuracy of the reported figures.

Staff Activities

The survey asked respondents to provide information about the distribution of activities their staff completed within the previous 12 months from the date of taking the survey. The survey grouped activities into the following EM task categories:

- **Preparing for response**, including activities such as developing response plans, doing public education and outreach about life safety activities, training and exercising for tasks like evacuation and issuing alerts and warnings, and preparedness grant management.
- **Preparing for recovery**, including activities such as developing pre-disaster recovery plans, conducting recovery training and exercises, and public education about recovery.
- **Doing mitigation work**, including activities such as advocating for mitigation projects, public education and outreach about mitigation, and mitigation planning.
- **Responding to hazard events and incidents**, including activities such as activating an emergency operations center (EOC), sending alerts and warnings, opening disaster shelters, coordinating evacuation and other protective actions, and coordinating first-response activities.
- **Doing recovery work**, including activities such as conducting needs and impact assessments, coordinating recovery activities, and managing recovery funding.
- **Doing administrative work in support of emergency management activities**, including activities such as completing compliance-related paperwork, budgeting, office management, procurement, and other types of management and administration work.
- **Other tasks** not described above.

Allocation of Permanent Staff Time

Q18: How was permanent staff time allocated across emergency management tasks in the past 12 months? Your answers to the questions below should add up to 100%. Please enter whole numbers.				
Median, Mean, Min, Max – Overall	***Median***	***Mean***	***Minimum***	***Maximum***
Preparing for response	25%	30%	0%	100%
Preparing for recovery	10%	12%	0%	100%
Doing mitigation work	10%	11%	0%	75%
Responding to hazard events and incidents	10%	15%	0%	100%
Doing recovery work	5%	8%	0%	90%
Doing administrative work in support of EM activities	20%	21%	0%	100%
Other tasks not described above	0%	3%	0%	100%
Median, Mean, Min, Max – by Urbanicity	***Median***	***Mean***	***Minimum***	***Maximum***
Urban				
Preparing for response	30%	33%	0%	100%
Preparing for recovery	10%	12%	0%	100%
Doing mitigation work	10%	11%	0%	60%
Responding to hazard events and incidents	10%	14%	0%	95%
Doing recovery work	5%	7%	0%	75%
Doing administrative work in support of EM activities	15%	20%	0%	100%
Other tasks not described above	0%	3%	0%	100%
Suburban				
Preparing for response	25%	28%	0%	100%
Preparing for recovery	10%	12%	0%	50%
Doing mitigation work	10%	12%	0%	50%
Responding to hazard events and incidents	12.5%	16%	0%	95%
Doing recovery work	5%	8%	0%	40%
Doing administrative work in support of EM activities	20%	22%	0%	100%
Other tasks not described above	0%	2%	0%	100%
Rural				
Preparing for response	20%	27%	0%	100%
Preparing for recovery	10%	12%	0%	90%
Doing mitigation work	10%	11%	0%	75%
Responding to hazard events and incidents	10%	14%	0%	100%
Doing recovery work	5%	9%	0%	90%
Doing administrative work in support of EM activities	20%	22%	0%	100%
Other tasks not described above	0%	4%	0%	100%

Q18: How was permanent staff time allocated across emergency management tasks in the past 12 months? Your answers to the questions below should add up to 100%. Please enter whole numbers.				
Median, Mean, Min, Max – by Jurisdiction Type	***Median***	***Mean***	***Minimum***	***Maximum***
County				
Preparing for response	25%	28%	0%	90%
Preparing for recovery	10%	12%	0%	90%
Doing mitigation work	10%	12%	0%	60%
Responding to hazard events and incidents	10%	15%	0%	100%
Doing recovery work	5%	8%	0%	90%
Doing administrative work in support of EM activities	20%	23%	0%	90%
Other tasks not described above	0%	3%	0%	60%
Municipality				
Preparing for response	25%	33%	0%	100%
Preparing for recovery	10%	12%	0%	100%
Doing mitigation work	10%	11%	0%	75%
Responding to hazard events and incidents	10%	14%	0%	95%
Doing recovery work	5%	7%	0%	75%
Doing administrative work in support of EM activities	15%	19%	0%	100%
Other tasks not described above	0%	4%	0%	100%
Region				
Preparing for response	30%	33%	10%	70%
Preparing for recovery	10%	13%	5%	30%
Doing mitigation work	10%	10%	0%	30%
Responding to hazard events and incidents	10%	15%	0%	55%
Doing recovery work	5%	6%	0%	15%
Doing administrative work in support of EM activities	20%	21%	5%	50%
Other tasks not described above	0%	2%	0%	20%

Q18: How was permanent staff time allocated across emergency management tasks in the past 12 months? Your answers to the questions below should add up to 100%. Please enter whole numbers.				
Median, Mean, Min, Max – by Population Size	***Median***	***Mean***	***Minimum***	***Maximum***
Over 500k Population				
Preparing for response	36.5%	38%	10%	85%
Preparing for recovery	10%	10%	0%	30%
Doing mitigation work	10%	10%	0%	30%
Responding to hazard events and incidents	10%	16%	0%	60%
Doing recovery work	5%	7%	0%	30%
Doing administrative work in support of EM activities	15%	17%	0%	66%
Other tasks not described above	0%	3%	0%	20%
50k-500k Population				
Preparing for response	30%	32%	3%	85%
Preparing for recovery	10%	11%	0%	40%
Doing mitigation work	10%	12%	0%	50%
Responding to hazard events and incidents	10%	14%	0%	55%
Doing recovery work	5%	8%	0%	60%
Doing administrative work in support of EM activities	20%	21%	0%	80%
Other tasks not described above	0%	3%	0%	64%
Under 50k Population				
Preparing for response	25%	29%	0%	100%
Preparing for recovery	10%	12%	0%	100%
Doing mitigation work	10%	11%	0%	75%
Responding to hazard events and incidents	10%	15%	0%	100%
Doing recovery work	5%	8%	0%	90%
Doing administrative work in support of EM activities	20%	22%	0%	100%
Other tasks not described above	0%	3%	0%	100%

Contractor Assistance

Q19: Which if any of the following activity areas [EM Task Categories] have you hired a contractor to assist with? Tasks within these areas may include development of plans, projects, cost benefit analyses, and others.				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Preparing for response	17%	15%	11%	15%
Preparing for recovery	10%	7%	5%	8%
Mitigation	30%	39%	33%	33%
Responding to hazard events and incidents	6%	5%	7%	6%
Recovering from hazard events and incidents	11%	11%	10%	11%
Administrative work	9%	6%	8%	8%
Other tasks	7%	6%	7%	7%
None of the above	46%	42%	47%	45%
No Response	3%	2%	4%	4%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Preparing for response	18%	11%	17%	15%
Preparing for recovery	9%	6%	4%	8%
Mitigation	47%	18%	22%	33%
Responding to hazard events and incidents	7%	6%	0%	6%
Recovering from hazard events and incidents	13%	9%	9%	11%
Administrative work	9%	7%	17%	8%
Other tasks	10%	3%	9%	7%
None of the above	31%	61%	52%	45%
No Response	2%	6%	0%	4%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Preparing for response	35%	24%	10%	15%
Preparing for recovery	23%	12%	5%	8%
Mitigation	47%	44%	27%	33%
Responding to hazard events and incidents	10%	7%	6%	6%
Recovering from hazard events and incidents	27%	12%	9%	11%
Administrative work	15%	8%	8%	8%
Other tasks	21%	9%	5%	7%
None of the above	15%	29%	54%	45%
No Response	0%	2%	4%	4%

Activities to Strengthen Resilience

Q20: Is your program or agency taking steps to strengthen resilience through existing and/or new resilience specific initiatives or programs? If yes, please describe.				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Yes	50%	47%	41%	46%
No	25%	27%	30%	27%
Uncertain	23%	25%	27%	25%
No Response	1%	2%	2%	2%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Yes	51%	41%	52%	46%
No	25%	29%	30%	27%
Uncertain	23%	28%	17%	25%
No Response	1%	2%	0%	2%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Yes	58%	57%	41%	46%
No	21%	24%	29%	27%
Uncertain	19%	19%	28%	25%
No Response	2%	1%	2%	2%

EM Staff Activations

Q21: How many times did your emergency management staff activate for an event or incident, including but not limited to EOC activations, in the past 12 months?				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Overall	3	6.8	0	100
Urbanicity: Urban	3	7	0	100
Urbanicity: Suburban	4	7.9	0	100
Urbanicity: Rural	2	6	0	100
Jurisdiction Level: County	5	9.7	0	100
Jurisdiction Level: Municipality	2	3.7	0	60
Jurisdiction Level: Region	4	6	0	25
Population Size: Over 500k Population	6	15	0	100
Population Size: 50k-500k Population	5	9.8	0	100
Population Size: Under 50k Population	2	5.1	0	100
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 Activations	18%	14%	22%	18%
1 Activation	12%	11%	16%	13%
2-4 Activations	31%	28%	28%	29%
5-9 Activations	19%	20%	15%	18%
> 9 Activations	20%	26%	16%	20%
No Response	2%	1%	3%	2%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 Activations	9%	29%	17%	18%
1 Activation	10%	17%	9%	13%
2-4 Activations	29%	29%	26%	29%
5-9 Activations	22%	12%	30%	18%
> 9 Activations	28%	10%	17%	20%
No Response	1%	3%	0%	2%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 Activations	2%	7%	24%	18%
1 Activation	3%	8%	16%	13%
2-4 Activations	18%	31%	29%	29%
5-9 Activations	35%	24%	14%	18%
> 9 Activations	40%	28%	15%	20%
No Response	2%	1%	3%	2%

Note: There was variation in how respondents interpreted “activation” in the context of this question. Some included trainings, exercises, activations for planned or community events, and regular day-to-day operations. This inconsistency may affect the reliability and analysis of the reported data.

Emergency Declarations that did not Reach the Level of a Presidentially Declared Disaster

Q22: Of these activations, how many received a state of emergency declaration from a local, state, territorial, or tribal government but did not reach the level of a Presidentially Declared Disaster?				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Overall	0	0.8	0	24
Urbanicity: Urban	0	0.9	0	20
Urbanicity: Suburban	0	0.8	0	24
Urbanicity: Rural	0	0.7	0	17
Jurisdiction Level: County	1	1	0	24
Jurisdiction Level: Municipality	0	0.6	0	20
Jurisdiction Level: Region	0	1.4	0	15
Population Size: Over 500k Population	1	1.5	0	19
Population Size: 50k-500k Population	0	1	0	24
Population Size: Under 50k Population	0	0.7	0	17
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 Activations	55%	53%	55%	55%
1 Activation	24%	23%	22%	23%
2-4 Activations	13%	17%	13%	14%
5-9 Activations	2%	2%	1%	2%
> 9 Activations	1%	0%	1%	1%
No Response	5%	5%	8%	6%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 Activations	47%	63%	57%	55%
1 Activation	27%	19%	22%	23%
2-4 Activations	19%	8%	13%	14%
5-9 Activations	2%	1%	4%	2%
> 9 Activations	1%	1%	4%	1%
No Response	4%	8%	0%	6%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 Activations	40%	51%	57%	55%
1 Activation	34%	27%	20%	23%
2-4 Activations	16%	17%	12%	14%
5-9 Activations	5%	2%	1%	2%
> 9 Activations	3%	1%	1%	1%
No Response	2%	2%	8%	6%

Activations that Required Mutual Aid from Another Jurisdiction

Q23: Of these same activations, how many required you to activate emergency management mutual aid from another jurisdiction?				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Overall	0	0.8	0	75
Urbanicity: Urban	0	0.7	0	20
Urbanicity: Suburban	0	0.8	0	12
Urbanicity: Rural	0	0.8	0	75
Jurisdiction Level: County	0	1	0	75
Jurisdiction Level: Municipality	0	0.4	0	13
Jurisdiction Level: Region	0	2.3	0	20
Population Size: Over 500k Population	0	1.4	0	20
Population Size: 50k-500k Population	0	0.9	0	20
Population Size: Under 50k Population	0	0.7	0	75
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
0 Activations	70%	64%	66%	67%
1 Activation	13%	17%	14%	14%
2-4 Activations	8%	11%	8%	9%
5-9 Activations	3%	3%	2%	2%
> 9 Activations	1%	1%	1%	1%
No Response	6%	4%	9%	7%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
0 Activations	61%	74%	65%	67%
1 Activation	18%	9%	13%	14%
2-4 Activations	12%	5%	4%	9%
5-9 Activations	3%	2%	9%	2%
> 9 Activations	1%	1%	9%	1%
No Response	4%	9%	0%	7%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
0 Activations	52%	67%	68%	67%
1 Activation	23%	14%	13%	14%
2-4 Activations	15%	11%	7%	9%
5-9 Activations	5%	4%	2%	2%
> 9 Activations	3%	1%	1%	1%
No Response	3%	2%	9%	7%

Cross-Governmental EM Responsibility

Understanding whether capacity is adequate requires understanding how responsibilities for EM activities are carried out. For example, some municipal EM agencies may have low capacity but be located in counties whose EM agencies have high capacity.

Percentage of Work Conducted by Various Agencies

Q25: Considering all of the emergency management activities taking place within your jurisdiction, what percentage of the work do you estimate is being conducted by the following types of the below agencies, including your own? For example, if you work for a municipal level agency, in addition to work being conducted by your agency, work may also be conducted by county, tribal, state/territorial, and/or federal emergency management agencies.

Median, Mean, Min, Max - Overall	***Median***	***Mean***	***Minimum***	***Maximum***
Municipal/village/township emergency management	25%	37.7%	0%	100%
County/borough/parish emergency management	40%	42.1%	0%	100%
Multijurisdictional/regional emergency management	0%	5.8%	0%	100%
Tribal emergency management	0%	0.8%	0%	100%
State emergency management	5%	9%	0%	100%
Federal emergency management	0%	3.3%	0%	60%
Other emergency management	0%	1.3%	0%	100%
Median, Mean, Min, Max – by Urbanicity	***Median***	***Mean***	***Minimum***	***Maximum***
Urban				
Municipal/village/township emergency management	50%	50.4%	0%	100%
County/borough/parish emergency management	20%	28.9%	0%	100%
Multijurisdictional/regional emergency management	0%	5.6%	0%	100%
Tribal emergency management	0%	0.8%	0%	80%
State emergency management	5%	9.6%	0%	100%
Federal emergency management	0%	3.6%	0%	60%
Other emergency management	0%	1.1%	0%	90%
Suburban				
Municipal/village/township emergency management	10%	23.9%	0%	100%
County/borough/parish emergency management	60%	54.3%	0%	100%
Multijurisdictional/regional emergency management	0%	6.7%	0%	100%
Tribal emergency management	0%	0.8%	0%	20%
State emergency management	5%	8.7%	0%	80%
Federal emergency management	0%	3.5%	0%	50%
Other emergency management	0%	2%	0%	100%
Rural				
Municipal/village/township emergency management	10%	28.6%	0%	100%
County/borough/parish emergency management	60%	52.9%	0%	100%
Multijurisdictional/regional emergency management	0%	5.4%	0%	100%
Tribal emergency management	0%	0.9%	0%	100%
State emergency management	5%	8.2%	0%	100%
Federal emergency management	0%	2.8%	0%	50%
Other emergency management	0%	1.1%	0%	100%

Q25: Considering all of the emergency management activities taking place within your jurisdiction, what percentage of the work do you estimate is being conducted by the following types of the below agencies, including your own? For example, if you work for a municipal level agency, in addition to work being conducted by your agency, work may also be conducted by county, tribal, state/territorial, and/or federal emergency management agencies.				
Median, Mean, Min, Max – by Jurisdiction Type	***Median***	***Mean***	***Minimum***	***Maximum***
County				
Municipal/village/township emergency management	5%	12.5%	0%	100%
County/borough/parish emergency management	75%	67.2%	0%	100%
Multijurisdictional/regional emergency management	0%	5.9%	0%	100%
Tribal emergency management	0%	1.2%	0%	100%
State emergency management	5%	8.4%	0%	100%
Federal emergency management	0%	3.3%	0%	50%
Other emergency management	0%	1.5%	0%	100%
Municipality				
Municipal/village/township emergency management	75%	66.4%	0%	100%
County/borough/parish emergency management	5%	14.5%	0%	100%
Multijurisdictional/regional emergency management	0%	4.6%	0%	100%
Tribal emergency management	0%	0.4%	0%	25%
State emergency management	5%	9.5%	0%	100%
Federal emergency management	0%	3.4%	0%	60%
Other emergency management	0%	1.2%	0%	90%
Region				
Municipal/village/township emergency management	17.5%	24.1%	0%	90%
County/borough/parish emergency management	20%	22.3%	0%	70%
Multijurisdictional/regional emergency management	22.5%	40.6%	0%	100%
Tribal emergency management	0%	0.2%	0%	5%
State emergency management	5%	9.6%	0%	40%
Federal emergency management	0%	3.1%	0%	20%
Other emergency management	0%	0.2%	0%	5%
Median, Mean, Min, Max – by Jurisdiction Type	***Median***	***Mean***	***Minimum***	***Maximum***
Over 500k Population				
Municipal/village/township emergency management	20%	28.2%	0%	100%
County/borough/parish emergency management	50%	47.0%	0%	100%
Multijurisdictional/regional emergency management	5%	9.7%	0%	100%
Tribal emergency management	0%	1.1%	0%	15%
State emergency management	10%	9.1%	0%	45%
Federal emergency management	2%	3.4%	0%	15%
Other emergency management	0%	1.6%	0%	15%
50k-500k Population				
Municipal/village/township emergency management	15%	32.5%	0%	100%
County/borough/parish emergency management	50%	46.9%	0%	100%
Multijurisdictional/regional emergency management	0%	5.9%	0%	100%
Tribal emergency management	0%	0.9%	0%	80%

Q25: Considering all of the emergency management activities taking place within your jurisdiction, what percentage of the work do you estimate is being conducted by the following types of the below agencies, including your own? For example, if you work for a municipal level agency, in addition to work being conducted by your agency, work may also be conducted by county, tribal, state/territorial, and/or federal emergency management agencies.				
Continued…	***Median***	***Mean***	***Minimum***	***Maximum***
State emergency management	5%	8.7%	0%	100%
Federal emergency management	0%	3.6%	0%	60%
Other emergency management	0%	1.6%	0%	100%
Under 50k Population				
Municipal/village/township emergency management	30%	40.6%	0%	100%
County/borough/parish emergency management	30%	39.6%	0%	100%
Multijurisdictional/regional emergency management	0%	5.5%	0%	100%
Tribal emergency management	0%	0.8%	0%	100%
State emergency management	5%	9.1%	0%	100%
Federal emergency management	0%	3.2%	0%	50%
Other emergency management	0%	1.2%	0%	100%

Meeting Requirements and Needs

To assess perceived effectiveness and success meeting requirements and needs, the survey asked respondents a series of Likert-scale questions that measured the organization's ability to meet requirements (local requirements, state/territory requirements, federal requirements, and all requirements cumulatively) and meet the community's EM needs.

Ability to Meet Local, State/Territory, and Federal Requirements Cumulatively

Q26: On a scale of 1 to 5, with 1 being very easy" and 5 being very difficult," how difficult is it for you to meet all local, state or territorial, and federal requirements cumulatively?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Very easy	2%	1%	1%	2%
Easy	15%	14%	12%	14%
Neutral	32%	27%	30%	30%
Difficult	39%	43%	43%	41%
Very difficult	12%	15%	14%	13%
No Response	0%	0%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Very easy	1%	2%	0%	2%
Easy	14%	13%	9%	14%
Neutral	29%	31%	39%	30%
Difficult	42%	40%	39%	41%
Very difficult	13%	13%	13%	13%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Very easy	2%	1%	2%	2%
Easy	10%	15%	13%	14%
Neutral	32%	28%	31%	30%
Difficult	35%	42%	41%	41%
Very difficult	21%	14%	13%	13%
No Response	0%	0%	0%	0%

Ability to Meet Local Requirements Specifically

Q27: On a scale of 1 to 5, with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet local requirements specifically?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Very easy	7%	7%	5%	6%
Easy	33%	30%	34%	33%
Neutral	34%	38%	39%	37%
Difficult	22%	24%	19%	21%
Very difficult	4%	1%	4%	3%
No Response	1%	0%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Very easy	6%	6%	9%	6%
Easy	36%	29%	39%	33%
Neutral	36%	37%	30%	37%
Difficult	20%	22%	22%	21%
Very difficult	3%	4%	0%	3%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Very easy	5%	5%	7%	6%
Easy	27%	35%	32%	33%
Neutral	35%	33%	38%	37%
Difficult	27%	24%	20%	21%
Very difficult	3%	3%	3%	3%
No Response	2%	0%	0%	0%

Ability to Meet State or Territorial Requirements Specifically

Q28: On a scale of 1 to 5, with 1 being very easy" and 5 being very difficult," how difficult is it for you to meet state or territorial requirements specifically?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Very easy	2%	1%	1%	1%
Easy	17%	17%	13%	16%
Neutral	39%	32%	37%	37%
Difficult	36%	42%	40%	38%
Very difficult	6%	8%	9%	7%
No Response	1%	0%	1%	1%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Very easy	1%	1%	0%	1%
Easy	17%	14%	17%	16%
Neutral	34%	39%	35%	37%
Difficult	40%	37%	35%	38%
Very difficult	7%	8%	13%	7%
No Response	0%	1%	0%	1%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Very easy	2%	2%	1%	1%
Easy	15%	18%	15%	16%
Neutral	37%	35%	37%	37%
Difficult	37%	39%	38%	38%
Very difficult	10%	6%	8%	7%
No Response	0%	1%	1%	1%

Ability to Meet Federal Requirements Specifically

Q29: On a scale of 1 to 5, with 1 being very easy" and 5 being very difficult," how difficult is it for you to meet federal requirements specifically?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Very easy	1%	1%	0%	1%
Easy	15%	10%	10%	12%
Neutral	36%	30%	31%	33%
Difficult	36%	41%	40%	38%
Very difficult	12%	18%	18%	15%
No Response	1%	0%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Very easy	1%	1%	0%	1%
Easy	12%	12%	4%	12%
Neutral	29%	37%	43%	33%
Difficult	41%	36%	30%	38%
Very difficult	16%	14%	22%	15%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Very easy	2%	1%	1%	1%
Easy	16%	15%	11%	12%
Neutral	29%	29%	35%	33%
Difficult	40%	43%	37%	38%
Very difficult	13%	13%	16%	15%
No Response	0%	0%	0%	0%

Ability to Meet the Community's EM Needs

Q30: On a scale of 1 to 5, with 1 being completely" and 5 being not at all," to what extent is your agency meeting all of your community's emergency management needs?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Completely	7%	6%	7%	7%
Mostly	45%	50%	47%	47%
Neutral	28%	26%	28%	27%
Slightly	20%	18%	16%	18%
Not at all	1%	0%	2%	1%
No Response	0%	0%	1%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Completely	6%	8%	4%	7%
Mostly	49%	43%	61%	47%
Neutral	27%	28%	22%	27%
Slightly	17%	20%	13%	18%
Not at all	1%	1%	0%	1%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Completely	2%	4%	8%	7%
Mostly	40%	47%	47%	47%
Neutral	32%	26%	27%	27%
Slightly	24%	21%	16%	18%
Not at all	2%	0%	1%	1%
No Response	0%	1%	0%	0%

Funding

Previous studies have found that collecting accurate and comparable data about funding amounts from EM organizations is difficult. At the same time, having proxy measures for access to monetary resources is a key component of organizational capacity. For this reason, the survey asked respondents to identify sources of funding that they have access to on a consistent annual basis, as well as sources of funding that they have access to on an ad-hoc or project-based basis. This section also prompted respondents to report specific sources of federal funding sources and to provide information about the proportion of funding that comes from local, state, federal, and other sources.

Sources of Consistent Annual Funding Versus Ad-Hoc/Project-based Funding

Q32: To the best of your knowledge, which of the following sources of funding does your agency currently use on a consistent annual basis, or on an ad hoc or project basis?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Consistent Annual Funding				
Local taxes	83%	76%	73%	78%
Local user fees/charges	13%	13%	12%	12%
Local bonds	8%	4%	6%	7%
Local fines	5%	3%	5%	5%
Other sources of local funding	13%	11%	10%	12%
State or territorial grants	35%	42%	41%	39%
Federal grants (direct to local)	24%	23%	25%	24%
Federal grants (pass through)	41%	54%	38%	42%
Non-profit/foundation/philanthropic grants/donations	4%	5%	5%	5%
Public-private partnerships	7%	5%	5%	6%
Ad-Hoc Funding				
Local taxes	9%	8%	13%	10%
Local user fees/charges	6%	5%	7%	6%
Local bonds	10%	6%	8%	9%
Local fines	5%	4%	6%	5%
Other sources of local funding	12%	10%	11%	11%
State or territorial grants	26%	24%	24%	25%
Federal grants (direct to local)	25%	24%	23%	24%
Federal grants (pass through)	26%	24%	23%	25%
Non-profit/foundation/philanthropic grants/donations	16%	19%	17%	17%
Public-private partnerships	17%	16%	15%	16%
No Response	3%	4%	0%	4%

Q32: To the best of your knowledge, which of the following sources of funding does your agency currently use on a consistent annual basis, or on an ad hoc or project basis?				
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Consistent Annual Funding				
Local taxes	81%	76%	52%	78%
Local user fees/charges	14%	11%	17%	12%
Local bonds	5%	8%	0%	7%
Local fines	4%	6%	0%	5%
Other sources of local funding	12%	11%	17%	12%
State or territorial grants	50%	27%	13%	39%
Federal grants (direct to local)	29%	20%	9%	24%
Federal grants (pass through)	61%	22%	35%	42%
Non-profit/foundation/philanthropic grants/donations	6%	4%	0%	5%
Public-private partnerships	7%	5%	0%	6%
Ad-Hoc Funding				
Local taxes	8%	12%	22%	10%
Local user fees/charges	5%	7%	9%	6%
Local bonds	8%	9%	9%	9%
Local fines	4%	7%	9%	5%
Other sources of local funding	11%	11%	26%	11%
State or territorial grants	22%	27%	30%	25%
Federal grants (direct to local)	23%	25%	30%	24%
Federal grants (pass through)	24%	25%	30%	25%
Non-profit/foundation/philanthropic grants/donations	19%	14%	35%	17%
Public-private partnerships	17%	14%	26%	16%
No Response	1%	7%	4%	4%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Consistent Annual Funding				
Local taxes	84%	84%	75%	78%
Local user fees/charges	18%	13%	12%	12%
Local bonds	5%	7%	6%	7%
Local fines	0%	4%	5%	5%
Other sources of local funding	15%	13%	11%	12%
State or territorial grants	40%	45%	36%	39%
Federal grants (direct to local)	35%	28%	22%	24%
Federal grants (pass through)	81%	58%	34%	42%
Non-profit/foundation/philanthropic grants/donations	2%	5%	4%	5%
Public-private partnerships	6%	8%	5%	6%

Q32: To the best of your knowledge, which of the following sources of funding does your agency currently use on a consistent annual basis, or on an ad hoc or project basis?				
Continued…	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Ad-Hoc Funding				
Local taxes	10%	9%	10%	10%
Local user fees/charges	8%	7%	5%	6%
Local bonds	18%	10%	7%	9%
Local fines	6%	4%	6%	5%
Other sources of local funding	11%	12%	11%	11%
State or territorial grants	27%	27%	24%	25%
Federal grants (direct to local)	29%	27%	22%	24%
Federal grants (pass through)	31%	30%	22%	25%
Non-profit/foundation/philanthropic grants/donations	21%	18%	17%	17%
Public-private partnerships	19%	19%	15%	16%
No Response	0%	1%	6%	4%

Use of FEMA Grant Funding

Q33: To the best of your knowledge, which grant funding sources from FEMA does your agency currently use (including both direct to local and pass through funding)?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
FEMA Building Resilient Infrastructure and Communities Grant Program	23%	16%	15%	19%
FEMA Pre-Disaster Mitigation Grant Program	29%	29%	27%	28%
FEMA Flood Mitigation Assistance Grant Program	23%	19%	16%	20%
FEMA Fire Prevention and Safety Grants	22%	8%	11%	15%
FEMA Emergency Management Performance Grant Program	54%	75%	64%	61%
FEMA State Homeland Security Program	43%	50%	40%	43%
FEMA Radiological Emergency Preparedness Program	7%	5%	3%	5%
FEMA Regional Catastrophic Preparedness Grant Program	3%	1%	0%	2%
FEMA Urban Area Security Initiative Program	16%	2%	1%	8%
FEMA Emergency Operations Center Grant Program	8%	5%	4%	6%
FEMA State and Local Cybersecurity Grant Program	10%	12%	9%	10%
Other FEMA grants	7%	6%	5%	6%
No Response	19%	10%	19%	17%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
FEMA Building Resilient Infrastructure and Communities Grant Program	22%	15%	22%	19%
FEMA Pre-Disaster Mitigation Grant Program	36%	20%	30%	28%
FEMA Flood Mitigation Assistance Grant Program	20%	20%	13%	20%
FEMA Fire Prevention and Safety Grants	10%	21%	9%	15%
FEMA Emergency Management Performance Grant Program	87%	34%	39%	61%
FEMA State Homeland Security Program	61%	24%	35%	43%
FEMA Radiological Emergency Preparedness Program	7%	4%	4%	5%
FEMA Regional Catastrophic Preparedness Grant Program	1%	2%	0%	2%

Q33: To the best of your knowledge, which grant funding sources from FEMA does your agency currently use (including both direct to local and pass through funding)?				
Continued…	***County***	***Municipality***	***Region***	***Overall***
FEMA Urban Area Security Initiative Program	7%	9%	9%	8%
FEMA Emergency Operations Center Grant Program	7%	5%	0%	6%
FEMA State and Local Cybersecurity Grant Program	14%	6%	9%	10%
Other FEMA grants	5%	7%	13%	6%
No Response	4%	31%	26%	17%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
FEMA Building Resilient Infrastructure and Communities Grant Program	34%	27%	15%	19%
FEMA Pre-Disaster Mitigation Grant Program	42%	37%	24%	28%
FEMA Flood Mitigation Assistance Grant Program	18%	22%	19%	20%
FEMA Fire Prevention and Safety Grants	16%	18%	14%	15%
FEMA Emergency Management Performance Grant Program	82%	77%	54%	61%
FEMA State Homeland Security Program	77%	60%	34%	43%
FEMA Radiological Emergency Preparedness Program	18%	8%	4%	5%
FEMA Regional Catastrophic Preparedness Grant Program	13%	3%	1%	2%
FEMA Urban Area Security Initiative Program	68%	15%	2%	8%
FEMA Emergency Operations Center Grant Program	8%	10%	4%	6%
FEMA State and Local Cybersecurity Grant Program	13%	12%	9%	10%
Other FEMA grants	3%	7%	6%	6%
No Response	0%	5%	23%	17%

Use of Other Federal Grant Funding (Non-FEMA)

Q34: To the best of your knowledge, which grant funding sources from other federal agencies does your agency currently use (including both direct to local and pass through funding)?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
HUD Community Development Block Grant Program	20%	9%	7%	14%
USDA Emergency Watershed Protection Program	5%	4%	5%	5%
PHMSA Coastal Resilience Grant Program	3%	1%	1%	2%
CDC Public Health Emergency Preparedness Cooperative Agreement	6%	3%	4%	5%
ASPR Hospital Preparedness Program	4%	3%	4%	3%
PHMSA Hazardous Materials Emergency Planning Grant	7%	10%	7%	8%
Congressionally Directed Spending	8%	8%	4%	7%
Other federal grants	4%	5%	3%	4%
No Response	64%	70%	76%	69%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
HUD Community Development Block Grant Program	10%	18%	4%	14%
USDA Emergency Watershed Protection Program	6%	4%	0%	5%
NOAA Coastal Resilience Grant Program	1%	2%	0%	2%
CDC Public Health Emergency Preparedness Cooperative Agreement	5%	5%	0%	5%
ASPR Hospital Preparedness Program	6%	1%	0%	3%
PHMSA Hazardous Materials Emergency Planning Grant	12%	3%	4%	8%
Congressionally Directed Spending	7%	7%	4%	7%
Other federal grants	3%	5%	17%	4%
No Response	68%	70%	74%	69%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
HUD Community Development Block Grant Program	24%	19%	11%	14%
USDA Emergency Watershed Protection Program	0%	5%	5%	5%
NOAA Coastal Resilience Grant Program	3%	2%	2%	2%
CDC Public Health Emergency Preparedness Cooperative Agreement	6%	7%	4%	5%
ASPR Hospital Preparedness Program	5%	7%	2%	3%
PHMSA Hazardous Materials Emergency Planning Grant	15%	14%	4%	8%
Congressionally Directed Spending	18%	9%	5%	7%
Other federal grants	6%	4%	4%	4%
No Response	50%	59%	74%	69%

Sources of Current Operational Funding

Q35: Of your current operational funding, approximately what percentage comes from the following sources?				
Median, Mean, Min, Max - Overall	***Median***	***Mean***	***Minimum***	***Maximum***
Local funding	80%	73%	0%	100%
Federal funding (pass through)	0%	9%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	4%	0%	100%
Federal funding (direct to local)	0%	13%	0%	100%
Other sources	0%	2%	0%	100%
Median, Mean, Min, Max – by Urbanicity	***Median***	***Mean***	***Minimum***	***Maximum***
Urban				
Local funding	85%	78%	0%	100%
Federal funding (pass through)	0%	7%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	4%	0%	100%
Federal funding (direct to local)	0%	11%	0%	100%
Other sources	0%	1%	0%	100%
Suburban				
Local funding	75%	67%	0%	100%
Federal funding (pass through)	0%	8%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	5%	0%	100%
Federal funding (direct to local)	10%	17%	0%	100%
Other sources	0%	3%	0%	100%
Rural				
Local funding	75%	69%	0%	100%
Federal funding (pass through)	0%	11%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	6%	0%	90%
Federal funding (direct to local)	0%	13%	0%	100%
Other sources	0%	2%	0%	100%
Median, Mean, Min, Max – by Jurisdiction Type	***Median***	***Mean***	***Minimum***	***Maximum***
County				
Local funding	70%	64%	0%	100%
Federal funding (pass through)	0%	11%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	5%	0%	100%
Federal funding (direct to local)	10%	18%	0%	100%
Other sources	0%	2%	0%	100%
Municipality				
Local funding	96%	83%	0%	100%
Federal funding (pass through)	0%	6%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	4%	0%	100%
Federal funding (direct to local)	0%	6%	0%	100%
Other sources	0%	1%	0%	100%

Q35: Of your current operational funding, approximately what percentage comes from the following sources?				
Continued…	***Median***	***Mean***	***Minimum***	***Maximum***
Region				
Local funding	90%	80%	0%	100%
Federal funding (pass through)	0%	5%	0%	33%
State or territorial funding, excluding federal pass through funds	0%	1%	0%	15%
Federal funding (direct to local)	0%	13%	0%	90%
Other sources	0%	1%	0%	10%
Median, Mean, Min, Max – by Population Size	***Median***	***Mean***	***Minimum***	***Maximum***
Over 500k Population				
Local funding	60%	58%	0%	100%
Federal funding (pass through)	0%	9%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	4%	0%	50%
Federal funding (direct to local)	23.5%	27%	0%	90%
Other sources	0%	1%	0%	20%
50k-500k Population				
Local funding	75%	72%	0%	100%
Federal funding (pass through)	0%	9%	0%	80%
State or territorial funding, excluding federal pass through funds	0%	4%	0%	75%
Federal funding (direct to local)	5%	14%	0%	100%
Other sources	0%	2%	0%	100%
Under 50k Population				
Local funding	80%	74%	0%	100%
Federal funding (pass through)	0%	9%	0%	100%
State or territorial funding, excluding federal pass through funds	0%	5%	0%	100%
Federal funding (direct to local)	0%	11%	0%	100%
Other sources	0%	2%	0%	100%

Access to COVID Recovery Funding

Q36: Did your agency have access to COVID recovery funding (e.g., CARES, ARPA, EMPG Supplemental)?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
No	14%	16%	21%	17%
Yes, used for COVID response or recovery operations	67%	61%	52%	61%
Yes, used to build sustained emergency management capacity	15%	20%	13%	15%
I don't know	14%	15%	19%	16%
No Response	1%	1%	3%	2%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
No	17%	16%	61%	17%
Yes, used for COVID response or recovery operations	65%	58%	9%	61%
Yes, used to build sustained emergency management capacity	22%	8%	9%	15%
I don't know	11%	21%	22%	16%
No Response	1%	3%	0%	2%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
No	15%	14%	18%	17%
Yes, used for COVID response or recovery operations	79%	71%	56%	61%
Yes, used to build sustained emergency management capacity	31%	20%	12%	15%
I don't know	0%	10%	19%	16%
No Response	0%	1%	2%	2%

Technological Resources

Technological resources are linked to organizational capacity because they enable organizations to improve efficiency, streamline operations, and enhance service delivery across phases of EM. To understand how local EM agencies are using technological resources, the survey asked respondents a series of questions about their current access to and need for various technologies. The survey asked about several key resources including warning systems, Geographic Information Systems (GIS), social media, virtual EOC, software tools for decision support, direct and remote sensing technology, and artificial intelligence resources. Furthermore, respondents could provide additional information about technologies they currently use or would like access to using the "other" category.

Access to and Use of Technological Resources

Q38: Please complete the following table about your use of technological resources. You may check multiple boxes as appropriate. [Respondents are asked to check one or more of the following boxes: My agency has this capability in house; My agency can access this capability (e.g., the state provides it, can borrow it from other agencies); My agency does not have this capability in house and cannot access it; My agency does not need access to or is not interested in using/accessing this capability; I don t know whether our agency has access to this capability for each technological resource listed]

Responses Overall	*My agency has this capability in-house*	*My agency can access this capability (e.g., the state provides it, can borrow it from other agencies)*	*My agency does not have this capability in-house and cannot access it*	*My agency does not need access to or is not interested in using / accessing this capability*	*I don't know whether our agency has access to this capability*	*No Response*
Warning systems (e.g., Everbridge, CodeRed)	66%	26%	8%	1%	3%	1%
Geographic Information Systems (GIS)	54%	32%	8%	1%	5%	4%
Social media accounts (e.g., Facebook, Twitter/X)	87%	9%	3%	1%	1%	2%
Virtual EOC (e.g., WebEOC)	48%	40%	7%	2%	4%	3%
Software tools for decision support (e.g., for evacuation or volunteer management)	25%	24%	33%	4%	10%	6%
Direct and remote sensing technology	11%	20%	35%	6%	20%	10%
Artificial intelligence resources	11%	12%	37%	8%	22%	11%
Other technological resources	1%	1%	3%	1%	5%	90%

Q38: Please complete the following table about your use of technological resources. You may check multiple boxes as appropriate.						
Responses by Urbanicity	***My agency has this capability in-house***	***My agency can access this capability (e.g., the state provides it, can borrow it from other agencies)***	***My agency does not have this capability in-house and cannot access it***	***My agency does not need access to or is not interested in using / accessing this capability***	***I don't know whether our agency has access to this capability***	***No Response***
Urban Jurisdictions						
Warning systems (e.g., Everbridge, CodeRed)	68%	27%	5%	1%	3%	1%
Geographic Information Systems (GIS)	62%	29%	4%	1%	5%	3%
Social media accounts (e.g., Facebook, Twitter/X)	90%	10%	2%	0%	1%	1%
Virtual EOC (e.g., WebEOC)	51%	40%	7%	2%	4%	3%
Software tools for decision support (e.g., for evacuation or volunteer management)	30%	26%	29%	4%	9%	5%
Direct and remote sensing technology	15%	23%	30%	5%	20%	9%
Artificial intelligence resources	14%	13%	34%	6%	23%	10%
Other technological resources	2%	1%	2%	1%	5%	90%
Suburban Jurisdictions						
Warning systems (e.g., Everbridge, CodeRed)	76%	20%	6%	1%	1%	1%
Geographic Information Systems (GIS)	58%	34%	7%	1%	3%	3%
Social media accounts (e.g., Facebook, Twitter/X)	91%	8%	2%	0%	1%	1%
Virtual EOC (e.g., WebEOC)	49%	45%	5%	1%	1%	2%
Software tools for decision support (e.g., for evacuation or volunteer management)	25%	24%	37%	4%	7%	7%
Direct and remote sensing technology	11%	21%	37%	4%	18%	10%
Artificial intelligence resources	11%	13%	39%	6%	21%	12%
Other technological resources	2%	1%	2%	1%	5%	90%
Rural Jurisdictions						
Warning systems (e.g., Everbridge, CodeRed)	58%	28%	12%	1%	4%	2%
Geographic Information Systems (GIS)	39%	35%	13%	2%	7%	6%
Social media accounts (e.g., Facebook, Twitter/X)	80%	10%	5%	3%	2%	3%
Virtual EOC (e.g., WebEOC)	44%	38%	9%	1%	7%	5%
Software tools for decision support (e.g., for evacuation or volunteer management)	18%	22%	36%	6%	13%	7%
Direct and remote sensing technology	7%	16%	39%	8%	22%	10%
Artificial intelligence resources	8%	10%	39%	12%	21%	10%
Other technological resources	1%	1%	3%	1%	6%	89%

Q38: Please complete the following table about your use of technological resources. You may check multiple boxes as appropriate.						
Responses by Jurisdiction Type	***My agency has this capability in-house***	***My agency can access this capability (e.g., the state provides it, can borrow it from other agencies)***	***My agency does not have this capability in-house and cannot access it***	***My agency does not need access to or is not interested in using / accessing this capability***	***I don't know whether our agency has access to this capability***	***No Response***
County						
Warning systems (e.g., Everbridge, CodeRed)	78%	17%	7%	1%	0%	1%
Geographic Information Systems (GIS)	58%	32%	8%	1%	2%	3%
Social media accounts (e.g., Facebook, Twitter/X)	90%	8%	2%	1%	0%	1%
Virtual EOC (e.g., WebEOC)	53%	40%	6%	1%	1%	3%
Software tools for decision support (e.g., for evacuation or volunteer management)	28%	23%	36%	5%	6%	5%
Direct and remote sensing technology	12%	19%	38%	6%	17%	9%
Artificial intelligence resources	13%	14%	39%	9%	17%	9%
Other technological resources	1%	1%	2%	1%	3%	92%
Municipality						
Warning systems (e.g., Everbridge, CodeRed)	54%	35%	8%	1%	5%	2%
Geographic Information Systems (GIS)	49%	31%	7%	1%	9%	6%
Social media accounts (e.g., Facebook, Twitter/X)	82%	11%	4%	1%	2%	3%
Virtual EOC (e.g., WebEOC)	43%	40%	8%	2%	8%	4%
Software tools for decision support (e.g., for evacuation or volunteer management)	21%	26%	29%	4%	15%	8%
Direct and remote sensing technology	10%	20%	31%	5%	24%	11%
Artificial intelligence resources	9%	10%	34%	7%	28%	12%
Other technological resources	2%	1%	3%	1%	7%	88%
Region						
Warning systems (e.g., Everbridge, CodeRed)	48%	39%	9%	4%	0%	4%
Geographic Information Systems (GIS)	30%	43%	13%	4%	9%	4%
Social media accounts (e.g., Facebook, Twitter/X)	83%	13%	9%	0%	0%	0%
Virtual EOC (e.g., WebEOC)	39%	57%	4%	4%	0%	0%
Software tools for decision support (e.g., for evacuation or volunteer management)	39%	13%	30%	9%	0%	13%
Direct and remote sensing technology	9%	30%	22%	22%	9%	13%
Artificial intelligence resources	17%	13%	30%	13%	13%	13%
Other technological resources	0%	4%	4%	0%	9%	83%

Q38: Please complete the following table about your use of technological resources. You may check multiple boxes as appropriate.						
Responses by Population Size	***My agency has this capability in-house***	***My agency can access this capability (e.g., the state provides it, can borrow it from other agencies)***	***My agency does not have this capability in-house and cannot access it***	***My agency does not need access to or is not interested in using / accessing this capability***	***I don't know whether our agency has access to this capability***	***No Response***
Over 500k						
Warning systems (e.g., Everbridge, CodeRed)	87%	15%	0%	2%	0%	2%
Geographic Information Systems (GIS)	71%	34%	2%	2%	0%	0%
Social media accounts (e.g., Facebook, Twitter/X)	92%	13%	0%	0%	0%	0%
Virtual EOC (e.g., WebEOC)	69%	37%	2%	5%	0%	0%
Software tools for decision support (e.g., for evacuation or volunteer management)	52%	24%	19%	5%	3%	2%
Direct and remote sensing technology	19%	44%	18%	10%	13%	0%
Artificial intelligence resources	23%	31%	27%	5%	15%	2%
Other technological resources	2%	0%	0%	0%	3%	95%
50k-500k						
Warning systems (e.g., Everbridge, CodeRed)	79%	23%	2%	1%	0%	0%
Geographic Information Systems (GIS)	73%	27%	2%	0%	1%	1%
Social media accounts (e.g., Facebook, Twitter/X)	93%	8%	1%	0%	0%	1%
Virtual EOC (e.g., WebEOC)	55%	42%	5%	2%	1%	2%
Software tools for decision support (e.g., for evacuation or volunteer management)	34%	25%	32%	3%	5%	5%
Direct and remote sensing technology	18%	24%	30%	4%	18%	10%
Artificial intelligence resources	17%	15%	34%	6%	20%	10%
Other technological resources	2%	1%	3%	1%	2%	91%
Under 50k						
Warning systems (e.g., Everbridge, CodeRed)	59%	28%	10%	1%	4%	2%
Geographic Information Systems (GIS)	44%	34%	11%	2%	7%	6%
Social media accounts (e.g., Facebook, Twitter/X)	83%	10%	4%	2%	2%	2%
Virtual EOC (e.g., WebEOC)	44%	40%	8%	1%	6%	4%
Software tools for decision support (e.g., for evacuation or volunteer management)	19%	24%	34%	5%	13%	7%
Direct and remote sensing technology	8%	17%	38%	6%	22%	10%
Artificial intelligence resources	8%	10%	39%	9%	24%	11%
Other technological resources	1%	1%	3%	1%	6%	89%

Barriers to Adoption and/or Use of Technological Resources

Q39: Which of the following barriers have limited your adoption and/or use of technological resources?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Lack of Funding to Purchase	79%	87%	83%	82%
Lack of Staff Expertise or Training to Use	53%	54%	60%	56%
Lack of Knowledge About Available Resources	41%	42%	46%	43%
Difficulty Justifying Return on Investment	33%	37%	37%	35%
Staff Resistance to Change	13%	5%	10%	10%
Privacy and Security Concerns	13%	13%	9%	12%
Data Quality/Quantity Challenges	7%	4%	6%	6%
Interoperability in Communications Systems	14%	16%	16%	15%
Focus of Elected Officials	19%	28%	26%	23%
Lack of Collaboration from Other Levels of Government	17%	17%	15%	16%
Community Resistance	3%	2%	5%	3%
Concerns about Technological Obsolescence	7%	6%	7%	7%
None of These	5%	4%	4%	4%
Other	5%	3%	4%	4%
No Response	2%	2%	2%	2%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Lack of Funding to Purchase	87%	76%	83%	82%
Lack of Staff Expertise or Training to Use	57%	55%	48%	56%
Lack of Knowledge About Available Resources	42%	45%	35%	43%
Difficulty Justifying Return on Investment	37%	32%	57%	35%
Staff Resistance to Change	10%	11%	4%	10%
Privacy and Security Concerns	14%	9%	0%	12%
Data Quality/Quantity Challenges	6%	6%	13%	6%
Interoperability in Communications Systems	18%	13%	22%	15%
Focus of Elected Officials	27%	19%	17%	23%
Lack of Collaboration from Other Levels of Government	19%	12%	30%	16%
Community Resistance	5%	2%	0%	3%
Concerns about Technological Obsolescence	9%	5%	0%	7%
None of These	3%	6%	9%	4%
Other	3%	4%	4%	4%
No Response	1%	3%	0%	2%

Q39: Which of the following barriers have limited your adoption and/or use of technological resources?				
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Lack of Funding to Purchase	85%	84%	80%	82%
Lack of Staff Expertise or Training to Use	66%	54%	56%	56%
Lack of Knowledge About Available Resources	42%	38%	45%	43%
Difficulty Justifying Return on Investment	31%	35%	35%	35%
Staff Resistance to Change	23%	13%	8%	10%
Privacy and Security Concerns	27%	17%	8%	12%
Data Quality/Quantity Challenges	23%	7%	5%	6%
Interoperability in Communications Systems	21%	18%	14%	15%
Focus of Elected Officials	23%	24%	23%	23%
Lack of Collaboration from Other Levels of Government	26%	21%	14%	16%
Community Resistance	3%	3%	4%	3%
Concerns about Technological Obsolescence	19%	9%	6%	7%
None of These	2%	4%	5%	4%
Other	15%	4%	3%	4%
No Response	2%	1%	3%	2%

Agency or Program Challenges

To understand the extent to which various challenges influence local EM agencies, the survey asked respondents to identify their first, second, and third most significant challenge from a list. Respondents also had the option to manually input any challenges not listed.

Q41 Q43: Emergency management agencies may face a large variety of challenges. From the following list, please select the most significant challenge facing your agency. (Q42: Second most significant, Q43: Third most significant.)				
Responses Overall	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
Staff turnover	2%	2%	2%	6%
Insufficient number of staff	28%	22%	11%	59%
Lack of access to training and education	1%	2%	2%	6%
Other community needs have a higher priority	9%	10%	13%	31%
Lack of funding	31%	22%	11%	62%
Response demands	1%	3%	4%	8%
Assignment of tasks outside of agency responsibilities	2%	4%	5%	11%
Stakeholder confusion about role of emergency management	7%	9%	12%	27%
Lack of support/trust from partner agencies	2%	2%	5%	8%
Staff burnout	1%	2%	2%	4%
Difficulty hiring new staff	1%	2%	3%	5%
Low emergency management pay	5%	9%	11%	25%
Administrative and/or compliance burden	3%	5%	9%	17%
Novel hazard types	0%	0%	1%	2%
Other	4%	2%	3%	10%
No Response: 2%				
Responses by Urbanicity	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
Urban				
Staff turnover	2%	3%	3%	8%
Insufficient number of staff	32%	20%	11%	62%
Lack of access to training and education	1%	1%	3%	5%
Other community needs have a higher priority	10%	10%	14%	35%
Lack of funding	23%	24%	10%	56%
Response demands	1%	3%	4%	8%
Assignment of tasks outside of agency responsibilities	2%	5%	5%	12%
Stakeholder confusion about role of emergency management	8%	10%	13%	30%
Lack of support/trust from partner agencies	2%	2%	4%	8%
Staff burnout	1%	1%	2%	4%
Difficulty hiring new staff	1%	2%	2%	5%

Q41 Q43: Emergency management agencies may face a large variety of challenges. From the following list, please select the most significant challenge facing your agency. (Q42: Second most significant, Q43: Third most significant.)				
Continued…	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
Low emergency management pay	5%	6%	9%	20%
Administrative and/or compliance burden	3%	4%	8%	14%
Novel hazard types	0%	0%	1%	2%
Other	5%	3%	4%	12%
Suburban				
Staff turnover	3%	1%	1%	6%
Insufficient number of staff	28%	27%	11%	65%
Lack of access to training and education	1%	2%	2%	5%
Other community needs have a higher priority	7%	9%	14%	30%
Lack of funding	37%	23%	10%	69%
Response demands	1%	2%	6%	10%
Assignment of tasks outside of agency responsibilities	2%	3%	5%	10%
Stakeholder confusion about role of emergency management	8%	8%	10%	26%
Lack of support/trust from partner agencies	1%	3%	5%	9%
Staff burnout	0%	2%	2%	4%
Difficulty hiring new staff	1%	1%	3%	4%
Low emergency management pay	5%	9%	14%	28%
Administrative and/or compliance burden	1%	6%	9%	16%
Novel hazard types	0%	0%	1%	1%
Other	3%	2%	3%	8%
Rural				
Staff turnover	1%	1%	2%	4%
Insufficient number of staff	21%	21%	10%	52%
Lack of access to training and education	2%	3%	2%	7%
Other community needs have a higher priority	7%	11%	10%	28%
Lack of funding	38%	19%	12%	67%
Response demands	1%	3%	4%	7%
Assignment of tasks outside of agency responsibilities	2%	3%	6%	11%
Stakeholder confusion about role of emergency management	6%	9%	11%	25%
Lack of support/trust from partner agencies	1%	2%	5%	8%
Staff burnout	1%	1%	2%	4%
Difficulty hiring new staff	1%	2%	3%	6%
Low emergency management pay	7%	12%	12%	31%
Administrative and/or compliance burden	4%	7%	10%	21%
Novel hazard types	0%	0%	0%	1%
Other	5%	2%	2%	9%

Q41 Q43: Emergency management agencies may face a large variety of challenges. From the following list, please select the most significant challenge facing your agency. (Q42: Second most significant, Q43: Third most significant.)				
Responses by Jurisdiction Type	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
County				
Staff turnover	2%	2%	2%	6%
Insufficient number of staff	28%	24%	10%	61%
Lack of access to training and education	1%	1%	2%	4%
Other community needs have a higher priority	4%	9%	11%	25%
Lack of funding	37%	22%	12%	69%
Response demands	1%	3%	5%	9%
Assignment of tasks outside of agency responsibilities	2%	4%	6%	12%
Stakeholder confusion about role of emergency management	7%	8%	12%	27%
Lack of support/trust from partner agencies	2%	2%	6%	10%
Staff burnout	1%	2%	3%	6%
Difficulty hiring new staff	1%	2%	3%	6%
Low emergency management pay	6%	12%	13%	31%
Administrative and/or compliance burden	3%	6%	9%	17%
Novel hazard types	0%	0%	1%	2%
Other	3%	2%	3%	8%
Municipality				
Staff turnover	2%	2%	2%	6%
Insufficient number of staff	28%	19%	12%	58%
Lack of access to training and education	2%	3%	3%	8%
Other community needs have a higher priority	13%	11%	14%	38%
Lack of funding	24%	23%	9%	56%
Response demands	1%	3%	4%	7%
Assignment of tasks outside of agency responsibilities	2%	4%	4%	10%
Stakeholder confusion about role of emergency management	7%	10%	11%	27%
Lack of support/trust from partner agencies	2%	2%	3%	6%
Staff burnout	1%	1%	1%	3%
Difficulty hiring new staff	1%	2%	3%	5%
Low emergency management pay	5%	5%	9%	19%
Administrative and/or compliance burden	3%	5%	9%	16%
Novel hazard types	0%	0%	1%	1%
Other	6%	3%	4%	12%
Region				
Staff turnover	4%	0%	0%	4%
Insufficient number of staff	17%	13%	13%	43%
Lack of access to training and education	9%	0%	0%	9%
Other community needs have a higher priority	9%	17%	17%	43%
Lack of funding	39%	17%	4%	61%

Q41 Q43: Emergency management agencies may face a large variety of challenges. From the following list, please select the most significant challenge facing your agency. (Q42: Second most significant, Q43: Third most significant.)				
Continued…	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
Response demands	0%	0%	0%	0%
Assignment of tasks outside of agency responsibilities	0%	4%	9%	13%
Stakeholder confusion about role of emergency management	13%	13%	13%	39%
Lack of support/trust from partner agencies	0%	4%	17%	22%
Staff burnout	0%	4%	0%	4%
Difficulty hiring new staff	0%	0%	0%	0%
Low emergency management pay	0%	13%	13%	26%
Administrative and/or compliance burden	4%	9%	4%	17%
Novel hazard types	0%	0%	4%	4%
Other	4%	4%	4%	13%
Responses by Population Size	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
Over 500k Population				
Staff turnover	2%	6%	8%	16%
Insufficient number of staff	29%	23%	13%	65%
Lack of access to training and education	0%	0%	2%	2%
Other community needs have a higher priority	5%	5%	8%	18%
Lack of funding	26%	11%	15%	50%
Response demands	0%	6%	2%	8%
Assignment of tasks outside of agency responsibilities	3%	10%	3%	16%
Stakeholder confusion about role of emergency management	15%	10%	13%	37%
Lack of support/trust from partner agencies	0%	0%	11%	11%
Staff burnout	0%	6%	2%	8%
Difficulty hiring new staff	2%	3%	5%	10%
Low emergency management pay	10%	15%	8%	32%
Administrative and/or compliance burden	3%	2%	2%	6%
Novel hazard types	2%	0%	3%	5%
Other	5%	3%	6%	15%
50k-500k Population				
Staff turnover	3%	3%	2%	8%
Insufficient number of staff	38%	22%	10%	69%
Lack of access to training and education	1%	1%	2%	4%
Other community needs have a higher priority	7%	8%	14%	30%
Lack of funding	25%	30%	9%	64%
Response demands	1%	3%	5%	10%
Assignment of tasks outside of agency responsibilities	1%	5%	5%	10%

Q41 Q43: Emergency management agencies may face a large variety of challenges. From the following list, please select the most significant challenge facing your agency. (Q42: Second most significant, Q43: Third most significant.)				
Continued…	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
Stakeholder confusion about role of emergency management	7%	8%	14%	29%
Lack of support/trust from partner agencies	2%	2%	4%	9%
Staff burnout	2%	1%	3%	5%
Difficulty hiring new staff	1%	2%	2%	6%
Low emergency management pay	5%	7%	12%	24%
Administrative and/or compliance burden	2%	5%	8%	14%
Novel hazard types	0%	0%	1%	2%
Other	4%	1%	3%	9%
Under 50k Population				
Staff turnover	2%	1%	2%	4%
Insufficient number of staff	23%	21%	11%	54%
Lack of access to training and education	2%	2%	2%	7%
Other community needs have a higher priority	10%	12%	12%	33%
Lack of funding	34%	20%	11%	62%
Response demands	1%	2%	4%	7%
Assignment of tasks outside of agency responsibilities	2%	3%	6%	11%
Stakeholder confusion about role of emergency management	7%	10%	10%	26%
Lack of support/trust from partner agencies	1%	2%	4%	8%
Staff burnout	1%	1%	2%	4%
Difficulty hiring new staff	1%	1%	2%	5%
Low emergency management pay	5%	10%	11%	25%
Administrative and/or compliance burden	3%	6%	10%	18%
Novel hazard types	0%	0%	1%	1%
Other	5%	3%	3%	11%

Note that the numbers reported in the first three columns (i.e., Most significant challenge, Second most significant challenge, Third most significant challenge) are raw data, but the final column (i.e., Report as first, second, or third most significant) was adjusted to remove duplicates, so the final column may differ from the sum of the first, second, and third columns.

An ordered logistic regression model also revealed that agencies with fewer reporting levels were less likely to identify stakeholder confusion about the role of emergency management as a challenge (Wald = 11.2032, p-value = 0.0008).

Demographics

To understand EM director characteristics, the survey asked respondents to provide details about their professional background and demographics. Questions centered on respondents' professional background, including information about education, years of experience, and prior roles, were intended to help assess the qualifications and expertise of EM directors across local jurisdictions.

Professional Background Prior to EM

Q45: What was your professional background prior to working in emergency management?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Fire	50%	53%	53%	51%
Law enforcement	22%	28%	25%	24%
Emergency medical services	32%	40%	44%	37%
Military	15%	13%	15%	15%
Other public sector position	15%	15%	13%	14%
Private sector	15%	22%	22%	19%
Non-profit sector	5%	6%	5%	5%
Always been in emergency management	10%	8%	5%	8%
Other	13%	13%	16%	14%
No Response	0%	0%	1%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Fire	47%	56%	57%	51%
Law enforcement	28%	21%	13%	24%
Emergency medical services	41%	34%	35%	37%
Military	14%	14%	22%	15%
Other public sector position	14%	15%	13%	14%
Private sector	20%	18%	17%	19%
Non-profit sector	5%	5%	9%	5%
Always been in emergency management	8%	8%	4%	8%
Other	16%	11%	30%	14%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Fire	27%	44%	56%	51%
Law enforcement	16%	25%	25%	24%
Emergency medical services	21%	34%	40%	37%
Military	15%	14%	15%	15%
Other public sector position	18%	16%	13%	14%
Private sector	13%	16%	21%	19%
Non-profit sector	6%	7%	4%	5%
Always been in EM	23%	11%	6%	8%
Other	13%	16%	13%	14%
No Response	0%	0%	1%	0%

Years Working in EM

Q46: How long have you worked in emergency management?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Less than 1 year	3%	5%	5%	4%
1-3 years	10%	17%	18%	14%
4-6 years	13%	14%	16%	14%
7-10 years	18%	12%	14%	16%
11-20 years	29%	24%	24%	26%
More than 20 years	27%	27%	22%	25%
No Response	1%	0%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Less than 1 year	4%	4%	4%	4%
1-3 years	14%	14%	13%	14%
4-6 years	14%	14%	13%	14%
7-10 years	14%	17%	4%	16%
11-20 years	28%	25%	35%	26%
More than 20 years	26%	25%	30%	25%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Less than 1 year	0%	3%	5%	4%
1-3 years	5%	9%	17%	14%
4-6 years	3%	12%	16%	14%
7-10 years	10%	19%	14%	16%
11-20 years	50%	28%	24%	26%
More than 20 years	32%	30%	23%	25%
No Response	0%	0%	1%	0%

Years Working in Current Position

Q47: How long have you been in your current position?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Less than 1 year	9%	9%	10%	9%
1-3 years	25%	29%	30%	28%
4-6 years	24%	21%	19%	22%
7-10 years	16%	15%	14%	15%
11-20 years	17%	17%	18%	17%
More than 20 years	9%	9%	9%	9%
No Response	0%	0%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Less than 1 year	10%	8%	4%	9%
1-3 years	28%	27%	26%	28%
4-6 years	21%	22%	22%	22%
7-10 years	16%	14%	13%	15%
11-20 years	17%	18%	22%	17%
More than 20 years	8%	10%	13%	9%
No Response	0%	0%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Less than 1 year	5%	10%	9%	9%
1-3 years	40%	27%	27%	28%
4-6 years	27%	21%	22%	22%
7-10 years	16%	18%	14%	15%
11-20 years	11%	15%	18%	17%
More than 20 years	0%	8%	10%	9%
No Response	0%	0%	0%	0%

Additional Duties

Q48: Do you have any official, professional duties in addition to emergency management official?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Yes	52%	55%	61%	56%
No	46%	44%	38%	43%
No Response	1%	1%	1%	1%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Yes	52%	61%	57%	56%
No	47%	38%	43%	43%
No Response	1%	1%	0%	1%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Yes	29%	43%	63%	56%
No	68%	56%	36%	43%
No Response	3%	1%	1%	1%

Nature of Role – Uniformed or Civilian

Q49: Please select the best description of your position: Uniformed or Civilian				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Civilian	69%	65%	72%	69%
Uniformed	30%	33%	27%	30%
No Response	1%	2%	2%	1%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Civilian	73%	64%	87%	69%
Uniformed	26%	35%	9%	30%
No Response	1%	1%	4%	1%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Civilian	95%	74%	65%	69%
Uniformed	5%	25%	33%	30%
No Response	0%	1%	1%	1%

Nature of Role – Paid or Volunteer

Q50: Is your position paid or volunteer?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Paid	88%	88%	79%	85%
Volunteer	12%	11%	21%	15%
No Response	1%	1%	0%	1%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Paid	97%	72%	70%	85%
Volunteer	2%	28%	30%	15%
No Response	1%	1%	0%	1%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Paid	98%	98%	78%	85%
Volunteer	2%	1%	21%	15%
No Response	0%	1%	1%	1%

Educational Background

Q51: What is the highest level of education you have completed?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Some high school	0%	0%	0%	0%
High school diploma	5%	6%	12%	8%
Some college or associate degree	27%	40%	49%	37%
Bachelor's degree	29%	33%	23%	28%
Master's degree	36%	18%	14%	25%
Doctoral degree	2%	1%	1%	1%
Professional degree	1%	1%	1%	1%
No Response	1%	0%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Some high school	0%	0%	0%	0%
High school diploma	6%	9%	9%	8%
Some college or associate degree	42%	31%	35%	37%
Bachelor's degree	28%	28%	13%	28%
Master's degree	21%	28%	39%	25%
Doctoral degree	1%	2%	4%	1%
Professional degree	1%	1%	0%	1%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Some high school	0%	0%	0%	0%
High school diploma	0%	3%	10%	8%
Some college or associate degree	8%	27%	43%	37%
Bachelor's degree	26%	32%	26%	28%
Master's degree	61%	35%	18%	25%
Doctoral degree	3%	3%	1%	1%
Professional degree	2%	1%	1%	1%
No Response	0%	0%	1%	0%

Type of Degree

Q51: (sub question) Are any of your degrees in emergency management?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Yes	23%	13%	8%	16%
No	45%	40%	32%	40%
No Response	32%	47%	61%	45%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Yes	16%	15%	22%	16%
No	35%	45%	35%	40%
No Response	49%	40%	43%	45%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Yes	37%	26%	10%	16%
No	55%	44%	37%	40%
No Response	8%	30%	53%	45%

Age

Q52: What is your age?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Under 20 years old	0%	0%	0%	0%
20-29 years old	1%	2%	1%	1%
30-39 years old	13%	12%	11%	12%
40-49 years old	24%	23%	20%	22%
50-59 years old	34%	29%	32%	32%
60-69 years old	22%	26%	27%	24%
70+ years old	6%	5%	9%	7%
Prefer not to say	0%	2%	1%	1%
No Response	0%	1%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Under 20 years old	0%	0%	0%	0%
20-29 years old	1%	1%	0%	1%
30-39 years old	13%	11%	9%	12%
40-49 years old	24%	21%	17%	22%
50-59 years old	32%	32%	43%	32%
60-69 years old	24%	25%	17%	24%
70+ years old	4%	10%	13%	7%
Prefer not to say	1%	1%	0%	1%
No Response	0%	0%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Under 20 years old	0%	0%	0%	0%
20-29 years old	2%	2%	1%	1%
30-39 years old	15%	15%	10%	12%
40-49 years old	31%	26%	21%	22%
50-59 years old	37%	33%	32%	32%
60-69 years old	11%	21%	26%	24%
70+ years old	2%	2%	9%	7%
Prefer not to say	2%	1%	1%	1%
No Response	2%	0%	0%	0%

Gender

Q53: What is your gender?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Female	19%	22%	21%	20%
Male	79%	76%	78%	78%
Nonbinary	0%	0%	0%	0%
Prefer not to say	1%	2%	1%	1%
No Response	1%	1%	0%	0%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Female	24%	16%	26%	20%
Male	74%	83%	74%	78%
Nonbinary	0%	0%	0%	0%
Prefer not to say	1%	1%	0%	1%
No Response	0%	1%	0%	0%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Female	27%	24%	18%	20%
Male	69%	74%	81%	78%
Nonbinary	0%	0%	0%	0%
Prefer not to say	2%	1%	1%	1%
No Response	2%	0%	0%	0%

Ethnic Background

Q54: What is your ethnic background?				
Response by Urbanicity	***Urban***	***Suburban***	***Rural***	***Overall***
Hispanic or Latino	5%	3%	1%	4%
Non-Hispanic White/Caucasian	86%	88%	91%	88%
Non-Hispanic Asian	1%	0%	0%	0%
Non-Hispanic Native Hawaiian or Pacific Islander	0%	1%	0%	0%
Non-Hispanic African American	2%	1%	1%	1%
Non-Hispanic Native American	1%	0%	0%	0%
Non-Hispanic Other	0%	1%	1%	0%
Non-Hispanic Multiracial	2%	1%	2%	2%
Unknown	0%	0%	0%	0%
Prefer not to say	3%	4%	3%	3%
No Response	1%	1%	0%	1%
Response by Jurisdiction Type	***County***	***Municipality***	***Region***	***Overall***
Hispanic or Latino	3%	5%	4%	4%
Non-Hispanic White/Caucasian	88%	88%	96%	88%
Non-Hispanic Asian	0%	0%	0%	0%
Non-Hispanic Native Hawaiian or Pacific Islander	0%	0%	0%	0%
Non-Hispanic African American	1%	2%	0%	1%
Non-Hispanic Native American	0%	0%	0%	0%
Non-Hispanic Other	0%	0%	0%	0%
Non-Hispanic Multiracial	2%	2%	0%	2%
Unknown	0%	0%	0%	0%
Prefer not to say	4%	2%	0%	3%
No Response	0%	1%	0%	1%
Response by Population Size	***Over 500k***	***50k-500k***	***Under 50k***	***Overall***
Hispanic or Latino	8%	4%	3%	4%
Non-Hispanic White/Caucasian	76%	86%	90%	88%
Non-Hispanic Asian	5%	0%	0%	0%
Non-Hispanic Native Hawaiian or Pacific Islander	0%	0%	0%	0%
Non-Hispanic African American	3%	3%	1%	1%
Non-Hispanic Native American	0%	1%	0%	0%
Non-Hispanic Other	0%	0%	0%	0%
Non-Hispanic Multiracial	2%	2%	2%	2%
Unknown	0%	0%	0%	0%
Prefer not to say	5%	3%	3%	3%
No Response	2%	0%	1%	1%

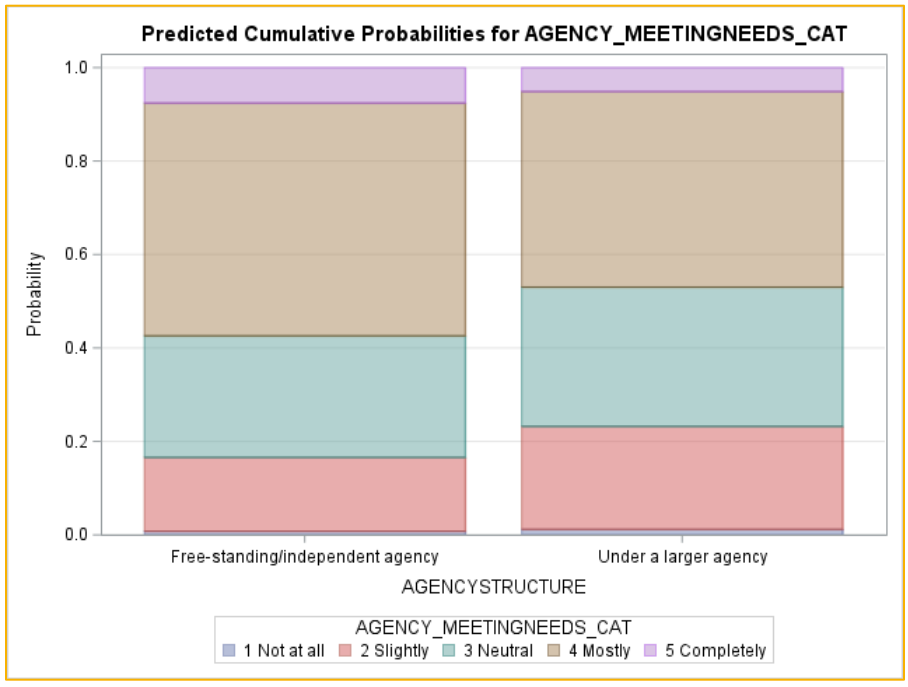
Regression Analysis

Ability to Meet Community Needs

Analysis of Maximum Likelihood Estimates							Odds Ratio Estimates		
Parameter		DF	Estimate	SE	Wald X^2	p-value	Point Estimate	95% Wald Confidence Limits	
INTERCEPT	4 Mostly	1	-0.172	0.107	2.618	0.1057			
INTERCEPT	3 Neutral	1	1.170	0.112	108.602	<.0001			
AGENCYSTRUCTURE	Free-standing	1	0.156	0.055	8.096	0.004	1.367	1.102	1.696
TIME_RECOVERYPREP		1	0.025	0.006	15.328	<.0001	1.025	1.013	1.038
CHALLENGE_NUMBERSTAFF	No	1	0.277	0.057	23.386	<.0001	1.741	1.391	2.181
YEARSEM_CAT	1	1	-0.140	0.260	0.287	0.592	0.627	0.331	1.187
YEARSEM_CAT	2	1	-0.362	0.133	7.363	0.007	0.502	0.355	0.709
YEARSEM_CAT	3	1	-0.122	0.132	0.849	0.357	0.638	0.453	0.898
YEARSEM_CAT	4	1	0.202	0.129	2.433	0.119	0.882	0.63	1.234
YEARSEM_CAT	5	1	0.094	0.108	0.751	0.386	0.792	0.592	1.058
NONEM_YN	No	1	-0.140	0.057	5.993	0.014	0.755	0.604	0.946

Agency Structure

Freestanding / independent agencies were 1.5 times more likely to report **higher** rankings for meeting community needs than those under a larger agency. (OR = 1.521, Wald = 19.8342, p-value <0.0001).



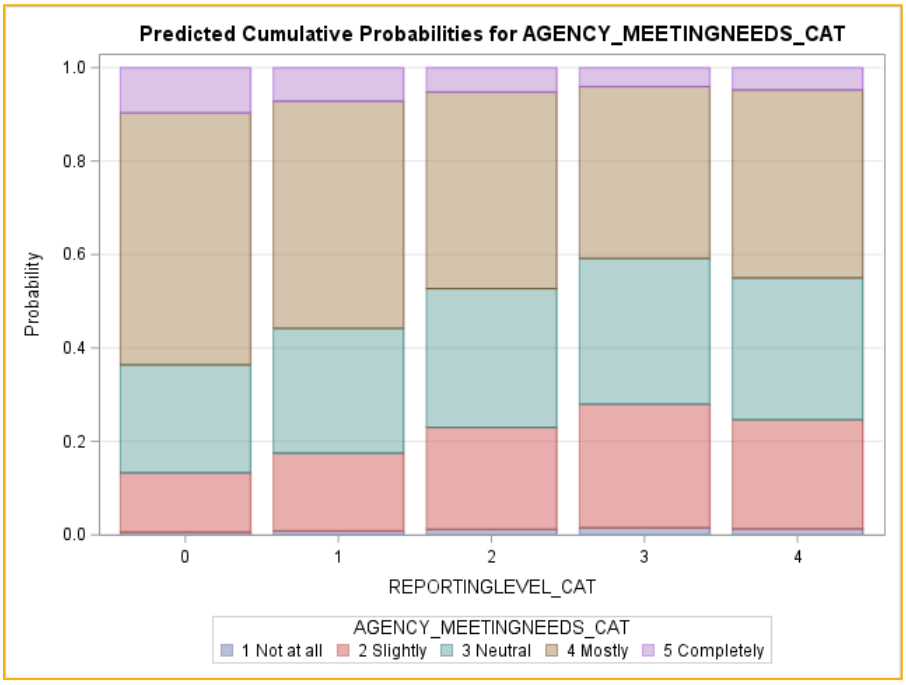
Reporting Levels

Agencies with fewer reporting levels have **higher** rankings for meeting community needs. (Wald = 16.4694, p-value = 0.0024).

Agencies where the chief emergency management official is the CEO (Reporting Levels = 0) are 1.95 times more likely to report higher ability to meet community needs than agencies where the supervisor reports to the CEO (Reporting Levels = 2), and 2.5 times to report higher ability than those with 3 or more levels between them and the CEO.

Agencies that have one reporting level are 1.41 times more likely to report higher ability to meet community needs than those with two reporting levels, and 1.8 times more likely to report higher ability to meet community needs than those with three reporting levels.

Odds Ratio Estimates and Wald Confidence Intervals			
Odds Ratio	Estimate	95% Confidence Limits	
REPORTINGLEVEL_CAT 2 vs 0	1.947	1.023	3.707
REPORTINGLEVEL_CAT 3 vs 0	2.532	1.171	5.474
REPORTINGLEVEL_CAT 1 vs 2	0.711	0.570	0.886
REPORTINGLEVEL_CAT 1 vs 3	0.546	0.339	0.881



Time Spent on Tasks

Recovery Preparedness

Agencies spending more time on recovery preparations have **higher** rankings for meeting community needs. (OR = 1.02, Wald = 17.0935, p-value < 0.0001).

Administrative Work

Agencies spending more time on administrative tasks have **lower** rankings for meeting community needs. (OR = 0.99, Wald = 8.2081, p-value = 0.0042).

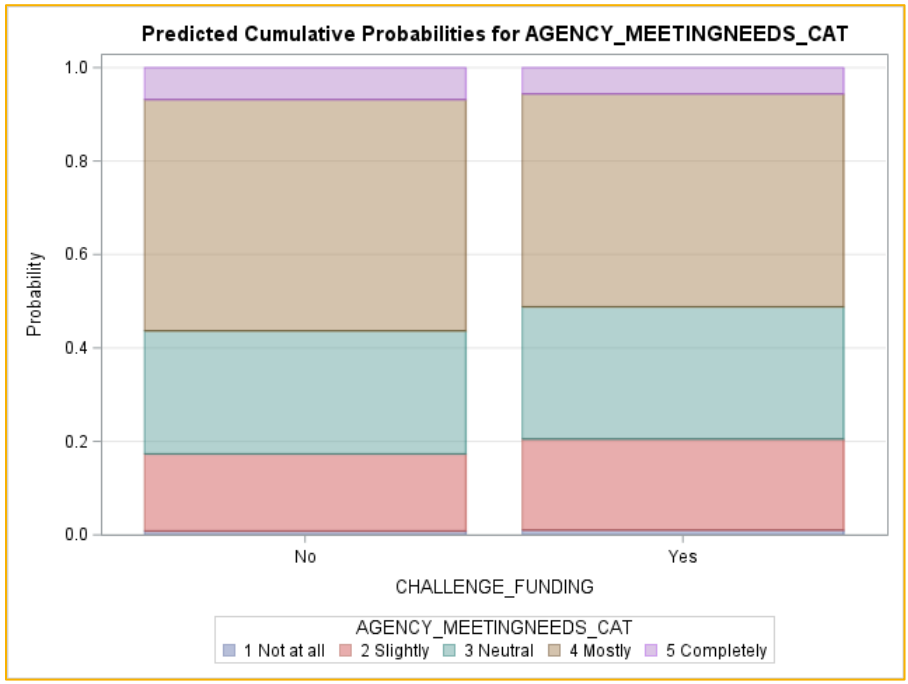
Other Tasks

Agencies spending more time on other tasks have **lower** rankings for meeting community needs. (OR = 0.99, Wald = 3.9959, p-value = 0.0456).

Challenges

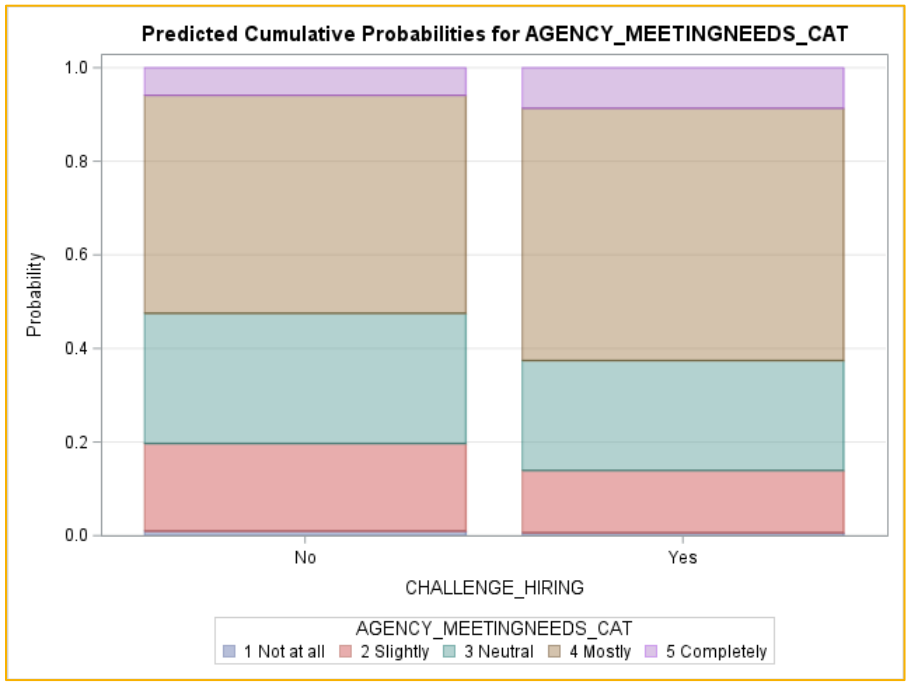
Funding

Agencies that say funding is a challenge have **lower** rankings for meeting community needs. (OR = 0.813, Wald = 4.5747, p-value = 0.0324).



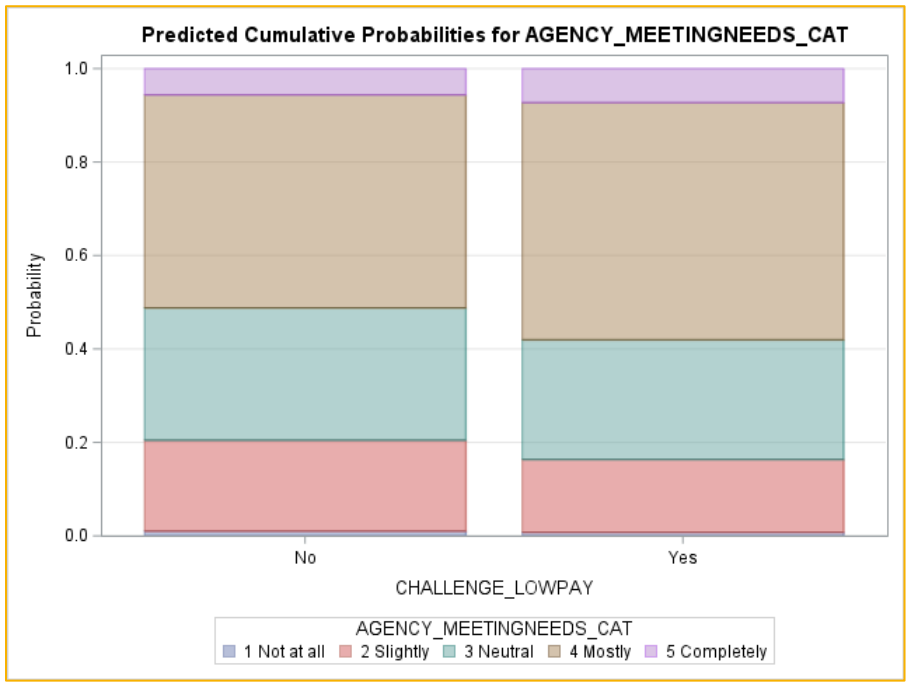
Hiring

Agencies that say hiring is a challenge have **higher** rankings for meeting community needs. (OR = 1.513, Wald = 3.9014, p-value = 0.0482).



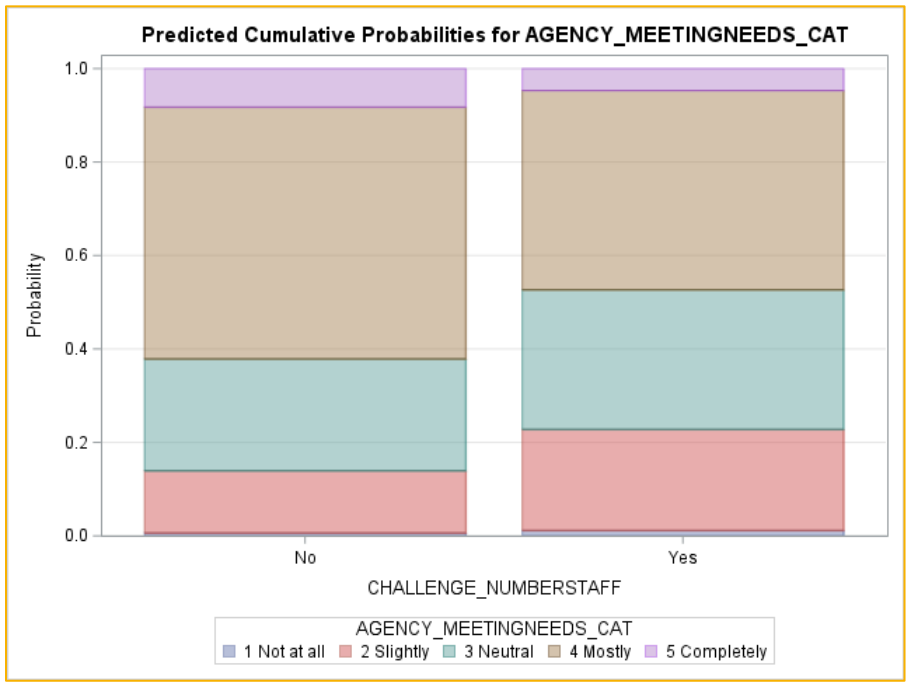
Low Pay

Agencies that say low emergency management pay is a challenge have **higher** rankings for meeting community needs. (OR = 1.317, Wald = 6.7504, p-value = 0.0094).



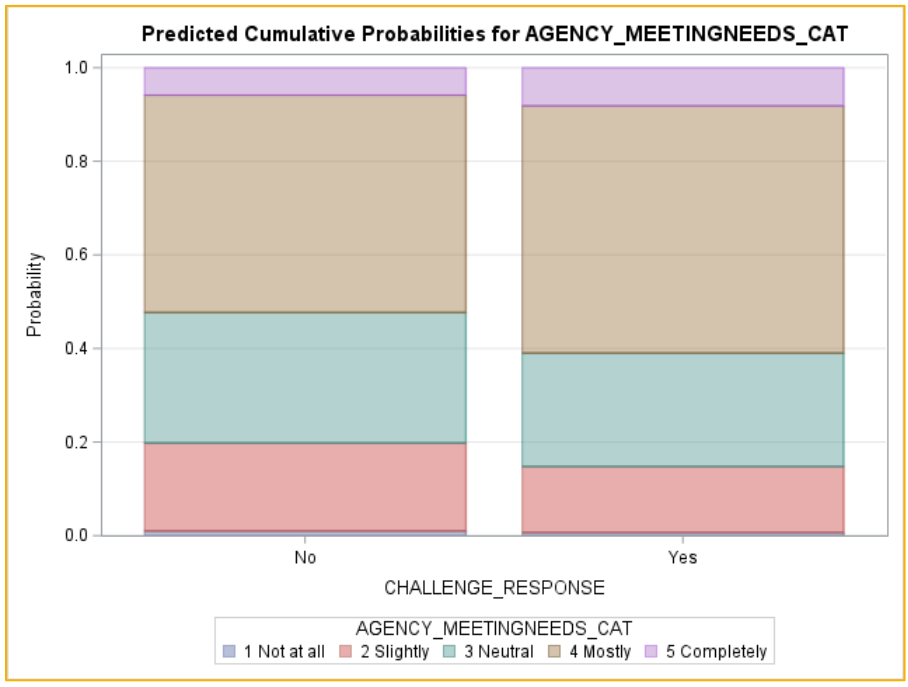
Number of Staff

Agencies that identify insufficient number of staff as a challenge have **lower** rankings for meeting community needs. (OR = 0.548, Wald = 38.6419, p-value <0.0001).



Response Demands

Agencies that identify response demands as a challenge have **higher** rankings for meeting community needs. (OR = 1.425, Wald = 4.3208, p-value = 0.0376).



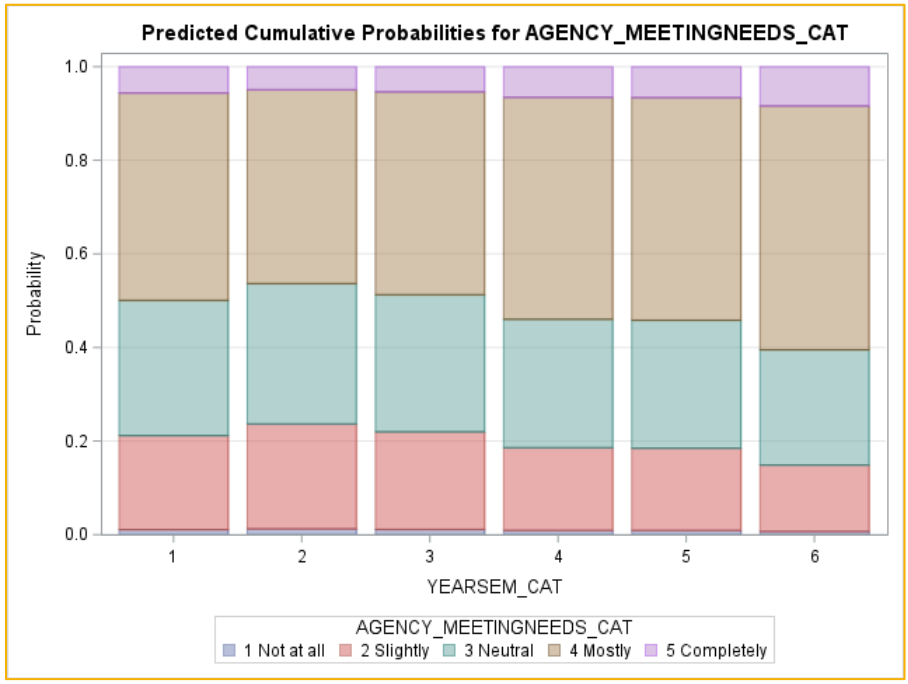
Years in EM

Emergency managers who have worked in emergency management for longer have **higher** rankings for meeting community needs. (Wald = 18.4419, p-value = 0.0024).

Managers who have more than 20 years' experience in are 1.78 times more likely to report higher ability to meet community needs than those with 1–3 years' experience; 1.61 times more likely to report higher ability to meet community needs than those with 4–6 years' experience; and 1.30 times more likely to report higher ability than those with 11–20 years' experience.

Managers who have 11-20 years' experience are 1.37 times more likely to report higher ability to meet community needs than those with 1–3 years' experience.

Odds Ratio Estimates and Wald Confidence Intervals			
Odds Ratio	Estimate	95% Confidence Limits	
YEARSEM_CAT 2 vs 5	1.369	1.022	1.833
YEARSEM_CAT 2 vs 6	1.774	1.319	2.386
YEARSEM_CAT 3 vs 6	1.612	1.200	2.166
YEARSEM_CAT 5 vs 6	1.296	1.009	1.664



Years in Current Role (Q47: "YearsPosition")

Emergency managers who have been in their position for longer have **higher** rankings for meeting community needs. (Wald = 20.7472, p-value = 0.0009).

More specifically, those that have been in their position for more than 20 years are between 1.5 and 1.8 times more likely to report higher ability to meet community needs than those in their positions 10 years or fewer. In addition, those that have been in their position from 11 to 20 years are 1.5 times more likely to report higher ability to meet community needs than those in 1 to 3 years in their position.

Odds Ratio Estimates and Wald Confidence Intervals			
Odds Ratio	Estimate	95% Confidence Limits	
YEARSPOS_CAT 1 vs 6	1.8	1.162	2.788
YEARSPOS_CAT 2 vs 5	1.482	1.116	1.969
YEARSPOS_CAT 2 vs 6	1.891	1.311	2.727
YEARSPOS_CAT 3 vs 6	1.557	1.066	2.273
YEARSPOS_CAT 4 vs 6	1.498	1.003	2.239

Paid or Volunteer Role (Q50: "PaidVolunteer")

Volunteer emergency managers have **higher** rankings for meeting community needs. (OR = 0.747, Wald = 5.0187, p-value = 0.0251).

Population Size

Agencies serving smaller populations have **higher** rankings for meeting community needs. (Wald = 7.6626, p-value = 0.0217).

Specifically, agencies serving populations under 50,000 are 1.7 times more likely to report higher ability to meet community needs than those serving populations over 500,000.

Odds Ratio Estimates and Wald Confidence Intervals			
Odds Ratio	Estimate	95% Confidence Limits	
POPSIZE Over 500k Population vs Under 50k Population	1.737	1.088	2.772

Ability to Meet All Requirements

Analysis of Maximum Likelihood Estimates							Odds Ratio Estimates		
Parameter		DF	Estimate	SE	Wald X^2	p-value	Point Estimate	95% Wald Confidence Limits	
INTERCEPT	4 Easy	1	-2.031	0.127	257.437	<.0001			
INTERCEPT	3 Neutral	1	-0.504	0.112	20.367	<.0001			
TIME_RECOVERYPREP		1	0.015	0.006	6.848	0.009	1.016	1.004	1.027
CHALLENGE_NUMBERSTAFF	No	1	0.249	0.057	19.207	<.0001	1.646	1.317	2.057
CHALLENGE_ADMIN	No	1	0.373	0.078	22.770	<.0001	2.109	1.552	2.865
FTEDIFF		1	-0.028	0.010	7.302	0.007	0.973	0.953	0.992
OPFUND_FEDINDIRECT		1	-0.007	0.003	6.703	0.010	0.993	0.987	0.998

Reporting Levels (Q9: "ReportingLevel")

Agencies with a smaller number of reporting levels report **lower** difficulty levels for meeting all requirements. (Wald = 10.2996, p-value = 0.0357).

Agencies that have three or more levels between them and the chief executive officer (CEO) are 2.4 times more likely to report greater difficulty meeting all requirements than agencies where the chief EM official is the CEO (Reporting Levels = 0), as well as 1/.491 = 2.0 times to report greater difficulty for agencies with one reporting level, and 1/.505 = 2.0 times than those with two reporting levels.

Odds Ratio Estimates and Wald Confidence Intervals			
Odds Ratio	Estimate	95% Confidence Limits	
REPORTINGLEVEL_CAT 3 vs 0	2.363	1.11	5.027
REPORTINGLEVEL_CAT 1 vs 3	0.491	0.302	0.797
REPORTINGLEVEL_CAT 2 vs 3	0.505	0.303	0.842

FTEs Needed Minus Permanent FTEs

Agencies with a larger gap between FTEs needed and permanent FTEs report **higher** difficulty levels for meeting all requirements. (OR = 1.022, Wald = 9.1858, p-value = 0.0024).

Time Spent Preparing for Recovery

Agencies spending more time on recovery preparations find it **easier** to meet requirements (OR = 0.979, Wald = 17.6317, p-value < 0.0001).

Time Spent Doing Administrative Work

Agencies spending more time on administration find it **more difficult** to meet requirements (OR = 1.006, Wald = 4.5923, p-value = 0.0321).

Percentage of Operational Funding from Federal Funding (Pass Through)

Agencies receiving a larger proportion of federal indirect funding find it **more difficult** to meet requirements (OR = 1.009, Wald = 14.0073, p-value = 0.0002).

Challenges

Administrative and/or compliance burden

Agencies that say administrative burden is a challenge report **lower** abilities to meet all requirements (OR = 1.645, Wald = 16.7620, p-value < 0.0001).

Insufficient number of staff

Agencies that say insufficient number of staff is a challenge report **lower** abilities to meet all requirements (OR = 1.636, Wald = 27.4944, p-value < 0.0001).

Other community needs have a higher priority

Agencies that identify other community needs have a higher priority as a challenge report **higher** abilities to meet all requirements (OR = 0.809, Wald = 4.7539, p-value = 0.0292).

Staff turnover

Agencies that say staff turnover is a challenge report **higher** abilities to meet all requirements (OR = 0.650, Wald = 5.2775, p-value = 0.0216).

Educational Background (Q51: "Demographic_Education")

When educational background is collapsed into four categories (high school or less, some college/associates, bachelor's, graduate degree), those with high school or less education find it **easier** to meet all requirements than those with some college, a bachelor's degree, or a graduate degree (Wald = 9.6773, p-value = 0.0215).

Odds Ratio Estimates and Wald Confidence Intervals

Odds Ratio	Estimate	95% Confidence Limits	
EDU_CAT4 2 vs 3	0.672	0.476	0.949
EDU_CAT4 2 vs 4	0.573	0.401	0.817
EDU_CAT4 2 vs 5	0.639	0.448	0.912

Appendix C: State Survey Summary Tables

This section summarizes the quantitative data from the 37 state survey responses received (out of 51: 50 states and Washington, D.C.). This section aligns with the 12 sections included in the survey but omits the "Your Agency" section, which includes program identifiers used for data compilation, and "Funding," which includes only open-response questions.

Unless otherwise noted, each table presents the percentage of state respondents that provided each response, rounded to the nearest whole number. Where mean, median, minimum, and maximum are presented, the number is rounded to the nearest tenth, as applicable.

See Appendix H for a copy of the state survey, including full question details.

Agency Structure

This section explored agency structure. This query includes information about the number of reporting levels between the agency director and the state's governor, the presence of a document formally establishing EM and its responsibilities, and whether the agency has regional offices or local units.

Reporting Chain

Q3: How many reporting levels are there between you (state emergency management director) and your state's governor?	
1 level – reports directly to Governor	27%
2 levels – supervisor of the chief of emergency management reports directly to Governor	59%
3 or more levels – supervisor's supervisor reports directly to the Governor	14%
No Response	0%

Formality of Organization

Q4: Does your state have a written board ordinance, resolution, or other document formally establishing an emergency management agency and its responsibilities?	
Yes	97%
No	3%
Uncertain	0%
No Response	0%

Inclusion of Regional or Local Offices

Q5: Does your state program or agency's structure include regional offices or other local units?	
Yes	65%
No	35%
Uncertain	0%
No Response	0%

Staffing

To capture data about staffing resources, this section asked respondents to describe the FTE permanent staff, contract or temporary staff, and volunteer staff working in their organization. It also asked respondents how many FTE staff they believe they would need to fully deliver EM services in their jurisdiction.

Permanent Employee FTEs

Q7: Please indicate the current number of permanent employee Full time Equivalents (FTEs) working in your emergency management agency.	
0-25	8%
26-50	22%
51-75	19%
76-100	24%
>100	24%
No Response	3%

Temporary and Contractor Worker FTEs

Q8: Please indicate the number of temporary and contract worker FTEs (including paid interns, fellows, and local, state, and federal assigned liaisons) working as staff (i.e., not project based) in your emergency management agency.	
0	8%
1-2	16%
3-5	30%
6-10	11%
11-15	0%
16-20	3%
21-50	11%
>50	14%
No Response	8%

Volunteer, Unpaid Intern, and Reservist FTEs

Q9: Please indicate the number of volunteer, unpaid intern, and reservist FTEs currently working in your emergency management agency.	
0	57%
1-2	8%
3-5	11%
6-10	5%
11-15	3%
16-20	3%
21-50	3%
>50	3%
No Response	8%

Note: Some respondents may have reported the total pool of volunteers available, rather than the number of volunteers contributing as FTEs, which may have impacted the accuracy of the reported figures.

Staff Needed

Q10: You indicated the number of your permanently employed FTEs above. Please estimate how many total FTEs you would need in order to be able to fully deliver emergency management services in your jurisdiction. (Not how many more, but how many total including the FTEs counted above.)	
0-25	19%
26-50	11%
51-75	14%
76-100	22%
>100	32%
No Response	3%

Note: Some respondents may have interpreted the question as asking for the number of additional FTEs needed, rather than the total number required, including those currently employed, which may have influenced the accuracy of the reported figures.

Staff Activities

The state survey asked respondents to provide information about the distribution of activities they completed within the previous 12 months from the date of taking the survey. Activities included preparedness for response, preparedness for recovery, mitigation, response, recovery, and administrative tasks. The survey also had an "other tasks" category to capture activities that fell outside of those listed.

Allocation of Permanent Staff Time

Q12: How was permanent staff time allocated across emergency management tasks in the past 12 months?				
	Median	***Mean***	***Minimum***	***Maximum***
Preparing for response	20%	22%	5%	40%
Preparing for recovery	10%	10%	1%	20%
Doing mitigation work	15%	14%	5%	30%
Responding to hazard events and incidents	12%	16%	5%	60%
Doing recovery work	20%	18%	1%	40%
Doing administrative work	15%	16%	0%	55%
Other tasks not described above	0%	3%	0%	20%
No Response: 5%				

Allocation of Permanent Staff Time to State-Level vs. Local and Tribal Activities

Q13: Please estimate the percentage of permanent staff time spent on state level activities compared to activities in support of local or tribal emergency management activities.				
	Median	***Mean***	***Minimum***	***Maximum***
State-level activities	50%	49%	20%	80%
Support for local-level emergency management activities	45%	45%	15%	75%
Support for tribal emergency management activities	2%	5%	0%	33%
No Response: 5%				

Contractor Assistance

Q14: Which of the following tasks have you hired a contractor to assist with? Tasks within these areas may include development of plans, projects, cost benefit analysis, and others.	
Preparing for response	38%
Preparing for recovery	30%
Mitigation	59%
Responding to hazard events and incidents	30%
Recovering from hazard events and incidents	59%
Administrative work	54%
None of the above	8%
Other	11%
No Response	0%

Activities to Strengthen Resilience

Q16: Is your agency taking steps to strengthen resilience through resilience specific initiatives or programs?	
Yes	78%
No	11%
Uncertain	8%
No Response	3%

EM Staff Activations

Q17: How many times did your state emergency management staff activate for an event or incident, including but not limited to EOC activations, in the past 12 months?				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Activations in the past 12 months	8	37.8	2	579
No Response: 5%				
Response by Category				***Percent***
0 Activations				0%
1 -5 Activations				30%
6-10 Activations				22%
10-25 Activations				22%
26-50 Activations				11%
51-100 Activations				3%
100+ Activations				8%
No Response				5%

Emergency Declarations that not Reach the Level of a Presidentially Declared Disaster

Q18: Of these activations, how many received an emergency declaration from a local, state, or tribal government but did not reach the level of a Presidentially Declared Disaster?				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Activations that received an emergency declaration from a local, state, or tribal government but did not reach the level of a Presidentially Declared Disaster in the past 12 months	4	6.3	0	46
No Response: 8%				
Response by Category				Percent
0 Activations				5%
1 -5 Activations				62%
6-10 Activations				19%
11-25 Activations				0%
26-50 Activations				5%
No Response				8%

Activations that Required Mutual Aid

Q19: Of these activations, how many required you to activate mutual aid through EMAC [emergency management assistance compact] or another mechanism?				
Median, Mean, Min, Max	***Median***	***Mean***	***Minimum***	***Maximum***
Activations that required mutual aid through EMAC or another mechanism in the past 12 months	0	0.9	0	6
No Response: 5%				
Response by Category				Percent
0 Activations				54%
1 Activations				19%
2 Activations				11%
3 Activations				0%
4 Activations				8%
5 Activations				0%
6 Activations				3%
No Response				5%

Cross-Governmental EM Responsibility

Understanding whether capacity is adequate requires understanding how responsibilities for EM activities are carried out. This section explored how much EM work various agencies are conducting across the state.

Percentage of Work Performed by Various Agencies

Q21: Considering all of the emergency management activities taking place within your state, what percentage of the work do you estimate is being conducted by the following types of agencies, including the state emergency management agency?				
	Median	***Mean***	***Minimum***	***Maximum***
Municipal/village/township emergency management	5%	11%	0%	45%
County/borough/parish emergency management	30%	27%	0%	70%
Multijurisdictional/regional emergency management	2%	5%	0%	30%
Tribal emergency management	2%	3%	0%	15%
State emergency management	45%	43%	10%	80%
Federal emergency management	5%	10%	0%	75%
No Response: 5%				

Meeting Requirements and Needs

To assess perceived effectiveness and success meeting requirements and needs, the survey asked respondents a series of Likert-scale questions that measured the organization's ability to meet requirements (state requirements, federal requirements, and all requirements cumulatively) and meet the state's EM needs.

Ability to Meet State Requirements

Q23: On a scale of 1 to 5, with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet state requirements specifically?	
Very easy	0%
Easy	24%
Neutral	59%
Difficult	11%
Very difficult	3%
No Response	3%

Ability to Meet Federal Requirements

Q24: On a scale of 1 to 5, with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet federal requirements specifically?	
Very easy	0%
Easy	0%
Neutral	38%
Difficult	54%
Very difficult	5%
No Response	3%

Ability to Meet State and Federal Requirements Cumulatively

Q25: On a scale of 1 to 5 with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet all state and federal requirements cumulatively?	
Very easy	0%
Easy	3%
Neutral	30%
Difficult	54%
Very difficult	11%
No Response	3%

Ability to Meet the State's EM Needs

Q26: On a scale of 1 to 5, with 1 being "completely" and 5 being "not at all," to what extent is your agency meeting all of your state's emergency management needs?	
Very easy	8%
Easy	51%
Neutral	0%
Difficult	38%
Very difficult	3%
No Response	0%

Technological Resources

Like the local survey, the state survey asked about access to and use of several key technological resources including warning systems, Geographic Information Systems (GIS), social media, virtual EOC, software tools for decision support, direct and remote sensing technology, and artificial intelligence resources. In addition, respondents were asked to provide information about whether they provide local EM agencies with the technological resource.

Access to and Use of Technological Resources

Q31: Please complete the following table about your use of technological resources. You may check multiple boxes as appropriate.[Respondents are asked to check one or more of the following boxes: My agency has this capability in house; My agency can access this capability (e.g., the state provides it, can borrow it from other agencies); My agency does not have this capability in house and cannot access it; My agency does not need access to or is not interested in using/accessing this capability; I don t know whether our agency has access to this capability for technological resource listed]

Responses Overall	*My agency has this capability in-house*	*My agency makes this available to local / tribal EM organizations*	*My agency does not have this capability in-house but can access it*	*My agency does not have this capability in-house and cannot access this resource*	*My agency does not need access to or is not interested in using / accessing this capability*	*I don't know whether our agency has access to this capability*	*No Response*
Warning systems (e.g., Everbridge, CodeRed)	78%	54%	5%	0%	0%	0%	3%
Geographic Information Systems (GIS)	86%	51%	8%	0%	0%	0%	3%
Social media accounts (e.g., Facebook, Twitter/X)	92%	27%	0%	0%	0%	0%	3%
Virtual EOC (e.g., WebEOC)	86%	70%	3%	3%	0%	0%	3%
Software tools for decision support (e.g., for evacuation or volunteer management)	38%	32%	35%	8%	3%	5%	5%
Direct and remote sensing technology	24%	8%	51%	8%	0%	14%	5%
Artificial intelligence resources	11%	3%	46%	24%	0%	16%	3%
Other technological resources	8%	5%	3%	0%	0%	3%	89%

Note: Respondents could select multiple options for each technological resource, so totals for each row may exceed 100%. For example, some respondents indicated they have the capability (either in-house or can access it through other means) and also indicated that their agency makes it available to local/tribal EM organizations. However, some respondents only selected one response option, such as indicating provision of resources to local/tribal EM organizations without indicating they have access in-house or via external access.

Barriers to Adoption and/or Use of Technological Resources

Q32: Which of the following barriers have limited your adoption and/or use of technological resources?	
Lack of Funding to Purchase	89%
Lack of Staff Expertise or Training to Use	68%
Lack of Knowledge About Available Resources	24%
Difficulty Justifying Return on Investment	38%
Staff Resistance to Change	14%
Privacy and Security Concerns	43%
Data Quality/Quantity Challenges	22%
Interoperability of Systems	35%
Focus of Elected Officials	16%
Lack of Collaboration from Other Levels of Government	8%
Community Resistance	3%
Concerns about Technological Obsolescence	5%
None of These	0%
Other	5%
No Response	0%

Agency Challenges

Q34 36: Emergency management agencies may face a large variety of challenges. From the following list, please select the most significant challenge facing your agency. (Q35: Second most significant, Q36: Third most significant.)				
Responses Overall	***Most significant challenge***	***Second most significant challenge***	***Third most significant challenge***	***Reported as a most, second most, or third most significant***
Staff turnover	16%	16%	8%	41%
Insufficient number of staff	38%	16%	19%	73%
Lack of access to training and education	0%	3%	0%	3%
Other state needs have a higher priority	3%	5%	5%	14%
Lack of funding	32%	27%	11%	70%
Response demands	5%	8%	5%	19%
Demands from local emergency management agencies	0%	3%	5%	8%
Lack of support from state or federal partners	0%	3%	3%	5%
Partner/stakeholder confusion about the role of emergency management	3%	5%	16%	24%
Unanticipated changes to federal programs, guidance, or doctrine	3%	5%	5%	14%
Unanticipated changes to state programs, guidance, or doctrine	0%	0%	5%	5%
Novel hazard types	0%	3%	0%	3%
Increasing hazard event complexity	0%	5%	11%	16%
Other	0%	0%	5%	5%
No Response: 0%				

State Assistance to Locals

In addition to providing state EM functions, state agencies may also offer critical support for local EM agencies. Understanding the demands on state agencies provides insights into both their capacity and broader EM ecosystem within the state. Survey questions in this section were intended to explore how state agencies allocate their resources directly in support of local EM needs as well as what informed those decisions.

Assistance Offered to Local EM Organizations

Q38: What types of assistance does the state offer to local emergency management organizations?	
State-led training, technical assistance and other education	100%
Exercise, drill and training support	100%
Grant writing assistance	43%
Grant management support	76%
Response plan development support	84%
Mitigation plan development support	95%
Recovery plan development support	76%
Grant matching funds	57%
Risk and hazard assessments	76%
Public information and outreach support	89%
Assistance coordinating with local partners	73%
Some other assistance	14%
No Response	0%

Local Assistance on which States Spend the Greatest Amount of Time

Q39: Of the types of assistance the state offers to local emergency management organizations identified above, on which three do your staff spend the greatest amount of time?	
State-led training, technical assistance and other education	62%
Exercise, drill and training support	57%
Grant writing assistance	0%
Grant management support	62%
Response plan development support	27%
Mitigation plan development support	38%
Recovery plan development support	8%
Grant matching funds	0%
Risk and hazard assessments	8%
Public information and outreach support	11%
Assistance coordinating with local partners	19%
Some other type of assistance	8%
No Response	0%

Factors that Inform the Types of Assistance Provided to Locals

Q40: On a scale of 1 to 5, with 1 being the most influential" and "5 being the least influential, please rank the primary factors that inform the types of assistance that your agency provides to local emergency management organizations.					
	1 - Most Influential	***2***	***3***	***4***	***5 - Least Influential***
Local emergency management agency needs	51%	16%	11%	8%	3%
State requirements	8%	27%	27%	24%	3%
Federal requirements	24%	14%	14%	19%	19%
State emergency management agency vision/priorities	3%	19%	27%	30%	11%
State policymaker priorities	3%	14%	11%	8%	54%
No Response – 4%					

Coordination with State- and National-Level Partners/Stakeholders

Agency Influence on Statewide Laws or Policies that Affect EM Activities

Q45: On a scale from 1 to 5, with 1 being "no influence" and 5 being "a great deal of influence," please rate the extent to which your agency has influenced statewide laws or policies that affect emergency management activities.	
1 - No influence	0%
2 - Minor influence	5%
3 - Neutral	3%
4 - Some influence	46%
5 - A great deal of influence	46%
No Response	0%

Demographics

State directors were asked to provide details about their professional background and demographics. Questions included questions about education, years of experience, and prior professional roles.

Professional Background Prior to EM

Q48: What was your professional background prior to working in emergency management?	
Fire	27%
Law enforcement	24%
Emergency medical services	16%
Military	38%
Other public sector position	11%
Private sector	19%
Non-profit sector	5%
Always been in emergency management	16%
Some other background	19%
No Response	0%

Note: Respondents could select all that apply, so the percentages exceed 100%.

Years Working in EM

Q49: How long have you worked in emergency management?	
Less than 1 year	0%
1-3 years	3%
4-6 years	5%
7-10 years	16%
11-20 years	43%
More than 20 years	32%
No Response	0%

Years Working in Current Position

Q50: How long have you been in your current position?	
Less than 1 year	3%
1-3 years	51%
4-6 years	19%
7-10 years	14%
11-20 years	14%
More than 20 years	0%
No Response	0%

Additional Duties

Q51: Do you have any official, professional duties other than/in addition to emergency management official?	
Yes	49%
No	51%
No Response	0%

Educational Background

Q52: What is the highest level of education you have completed?	
Some high school	0%
High school diploma	0%
Some college or associate degree	14%
Bachelor's degree	27%
Master's degree	51%
Doctoral degree	5%
Professional degree	0%
No Response	3%

Degree in EM

Q52a: Are any of your degrees in emergency management?	
Yes	16%
No	70%
No Response	14%

Age

Q53: What is your age?	
Under 20 years old	0%
20-29 years old	0%
30-39 years old	8%
40-49 years old	19%
50-59 years old	49%
60-69 years old	19%
70+ years old	5%
No Response	0%

Gender

Q54: What is your gender?	
Male	73%
Female	27%
Nonbinary	0%
Other	0%
Prefer not to say	0%
No Response	0%

Ethnic Background

Q55: What is your ethnic background?	
Hispanic or Latino	3%
Non-Hispanic White/Caucasian	92%
Non-Hispanic Asian	0%
Non-Hispanic Native Hawaiian or Pacific Islander	3%
Non-Hispanic African American	0%
Non-Hispanic Native American	0%
Non-Hispanic Other	0%
Non-Hispanic Multiracial	3%
Unknown	0%
Prefer not to say	0%
No Response	0%

Appendix D: Territorial Questionnaire Summary Tables

This section summarizes the quantitative data from the pre-interview questionnaires completed by the four U.S. territory respondents. This section aligns with the seven sections included in the questionnaire. Unless otherwise stated, each table presents the percentage of territorial respondents that provided each response. See Appendix I for a copy of the pre-interview questionnaire, including full question details.

Your Agency and Position

Type of Position – Appointed

Q3: Is your position an appointed (non merit) position?	
Yes	50%
No	50%
No Response	0%

Type of Position – Volunteer

Q5: Is your position paid or volunteer?	
Paid	100%
Volunteer	0%
No Response	0%

Agency Structure

Reporting Levels

Q6: How many reporting levels are there between you (the territorial emergency management director) and your territory s governor?	
1 level – reports directly to Governor	75%
2 levels – supervisor of the chief of emergency management reports directly to Governor	0%
3 or more levels – supervisor's supervisor reports directly to the Governor	25%
Not applicable	0%
No Response	0%

Formality of Organization

Q8: Does your territory have a written ordinance, resolution, or other document formally establishing an emergency management agency and its responsibilities?	
Yes	100%
No	0%
Uncertain	0%
No Response	0%

Regional Offices

Q9: Does your territory program or agency's structure include regional offices or other local units?	
Yes	50%
No	50%
Uncertain	0%
No Response	0%

Demographics

Professional Background

Q10: What was your professional background prior to working in emergency management? Please select all that apply.	
Fire	0%
Law enforcement	25%
Emergency medical services	0%
Military	75%
Other public sector position	0%
Private sector	50%
Non-profit sector	0%
Always been in emergency management	0%
Other (Respondent noted "health")	25%
No Response	0%

Years in EM

Q11: How long have you worked in emergency management?	
Less than 1 year	0%
1-3 years	25%
4-6 years	0%
7-10 years	25%
11-20 years	50%
No Response	0%

Years in Current Position

Q12: How long have you been in your current position?	
Less than 1 year	0%
1-3 years	50%
4-6 years	25%
7-10 years	25%
11-20 years	0%
No Response	0%

Educational Background

Q13: What is your educational background?	
Some high school	0%
High school diploma	0%
Some college or associate degree	0%
Bachelor's degree	50%
Master's degree	50%
Doctoral degree	0%
Professional degree	0%
No Response	0%

Degree in EM

Q13a: Are any of your degrees in emergency management?	
Yes	0%
No	100%
No Response	0%

Age

Q14: What is your age?	
Under 20 years old	0%
20-29 years old	0%
30-39 years old	25%
40-49 years old	25%
50-59 years old	0%
60-69 years old	25%
70+ years old	0%
Prefer not to say	0%
No Response	25%

Gender

Q15: What is your gender?	
Male	100%
Female	0%
Nonbinary	0%
Other	0%
Prefer not to say	0%
No Response	0%

Ethnic Background

Q16: What is your ethnic background? Select all that apply.	
White/Caucasian	50%
Asian	0%
Native Hawaiian or Pacific Islander	75%
Hispanic or Latino	0%
African American	0%
Native American	0%
Other	0%
Prefer not to say	0%
No Response	0%

Funding

Operating Budget

Q17: What is the approximate dollar amount for the territorial emergency management agency s fiscal year 2024 operating budget? Your fiscal year 2024 annual operating budget includes salaries and benefits of employees as well as the operating needs for the program.	
Less than $500k	0%
$500k - $1M	50%
$1M - $5M	0%
More than $5M	25%
Unsure	0%
No Response	25%

Staffing

Permanent Employee FTEs

Q18: Please indicate the current number of permanent employee Full time Equivalents (FTEs) working in your emergency management agency (include any employees in regional offices, and exclude temporary and contract workers, and anyone in your agency who is primarily responsible for non emergency management activities such as dispatch). Please include vacant positions for which you are actively recruiting (includes approved but vacant positions) in these counts. If you have part time staff, please include them in this count (for example, an employee who works 20 hours per week should be counted as .5 FTE). Do not include volunteers or employees not on your agency's payroll (e.g., federal assignees) in these counts.	
0-25	25%
26-50	25%
51-75	25%
76-100	0%
>100	25%
No Response	0%

Permanent Employee FTEs in Regional Offices

Q18a: Of your permanent employee FTEs, approximately what percentage work in a regional office?	
0-25%	25%
26-50%	0%
51-75%	0%
76-99%	0%
100%	75%
No Response	0%

Temporary and Contractor Worker FTEs

Q19: Please indicate the number of temporary and contract worker FTEs (including paid interns, fellows, and local, territorial and federal assigned liaisons) working as staff (i.e., not project based) in your emergency management agency. (Count the number of both full time individuals considered to be temporary and contract workers. Temporary refers to employees hired directly by the agency, as well as those hired through temp agencies. Contract workers refers to individuals hired through entities outside of the EMA.) If you have part time temporary or contract staff, please include them in this count.	
0	50%
1-2	0%
3-5	25%
6-10	0%
> 11	0%
No Response	25%

Volunteer, Unpaid Intern, and Reservist FTEs

Q20: Please indicate the number of volunteer, unpaid intern, and reservist FTEs currently working in your emergency management agency. (Exclude community volunteers such as Community Emergency Response Team (CERT), Medical Reserve Corps (MRC), amateur radio operators, and similar volunteers.) If you have any part time volunteers, please include them in this count.	
0	75%
1-2	0%
3-5	0%
6-10	0%
> 11	0%
No Response	25%

Activations

Q21: How many times did your territory emergency management staff activate for an event or incident, including but not limited to EOC activations, in the last 12 months?	
0	0%
1-2	50%
3-5	25%
6-10	0%
> 11	0%
No Response	25%

Technological Resources

Access to Technological Resources

Q22: Please complete the following table about your use of technological resources. You may check multiple boxes (e.g., your agency may own a resource and share it with local/tribal emergency management organizations) as appropriate.						
	My agency has this capability in-house	*My agency can access this capability (e.g., can borrow it from other agencies)*	*My agency does not have this capability in-house and cannot access it*	*My agency does not need access to or is not interested in using / accessing this capability*	*I don't know whether our agency has access to this capability*	*No Response*
Warning systems (e.g., Everbridge, CodeRed)	75%	0%	25%	0%	0%	0%
Geographic Information Systems (GIS)	0%	75%	0%	0%	0%	25%
Social media accounts (e.g., Facebook, Twitter/X)	75%	0%	0%	0%	0%	25%
Virtual EOC (e.g., WebEOC)	50%	0%	25%	0%	0%	25%
Software tools for decision support (e.g., for evacuation or volunteer management)	0%	50%	25%	0%	0%	25%
Direct and remote sensing technology	0%	50%	25%	0%	0%	25%
Artificial intelligence resources	25%	25%	25%	0%	0%	25%

Your Agency's Challenges

Ability to Meet Territorial Requirements

Q23: On a scale of 1 to 5, with 1 being very easy" and 5 being very difficult," how difficult is it for you to meet territorial requirements specifically?	
Very easy	0%
Somewhat easy	0%
Neither easy nor difficult	25%
Somewhat difficult	25%
Very difficult	25%
No Response	25%

Ability to Meet Federal Requirements

Q24: On a scale of 1 to 5, with 1 being very easy" and 5 being very difficult," how difficult is it for you to meet federal requirements specifically	
Very easy	0%
Somewhat easy	0%
Neither easy nor difficult	0%
Somewhat difficult	75%
Very difficult	0%
No Response	25%

Ability to Meet Territorial and Federal Requirements Cumulatively

Q25: On a scale of 1 to 5 with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet all territory and federal requirements cumulatively?	
Very easy	0%
Somewhat easy	0%
Neither easy nor difficult	0%
Somewhat difficult	50%
Very difficult	25%
No Response	25%

Ability to Meet the Territory's Emergency Management Needs

Q26: On a scale of 1 to 5, with 1 being "completely" and 5 being "not at all," to what extent is your agency meeting all of your territory's emergency management needs?	
Completely	0%
Mostly	50%
Somewhat	25%
Slightly	0%
Not at all	0%
No Response	25%

Appendix E: Tribal Survey Summary Tables

Please complete the following table about your use of technological resources.						
	My agency has this capability in-house	***My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)***	***My agency does not have this capability in-house and cannot access it, but would like to be able to access it***	***My agency does not have access to this capability, but does not need access to or is not interested in it***	***I don't know whether our agency has access to this capability***	***No Response***
Warning systems (e.g., Everbridge, CodeRed)	42%	19%	29%	0%	3%	8%
Geographic Information Systems (GIS)	51%	12%	20%	0%	10%	8%
Social media accounts (e.g., Facebook, Twitter/X)	80%	7%	8%	0%	0%	8%
Virtual EOC (e.g., WebEOC)	31%	22%	32%	0%	8%	8%
Software tools for decision support (e.g., for evacuation or volunteer management)	13%	15%	54%	5%	5%	8%
Direct and remote sensing technology	10%	10%	49%	7%	15%	10%
Artificial intelligence resources	8%	12%	39%	14%	20%	8%

See Appendix K for a copy of the tribal survey including full question details.

Appendix F: Local Survey Language

The International Association of Emergency Managers (IAEM) is conducting this survey in partnership with the National Emergency Management Association (NEMA), Big City Emergency Managers (BCEM), the Federal Emergency Management Agency (FEMA), and Argonne National Laboratory (Argonne) to better understand the landscape of emergency management organizational structures, staffing, and capacity across the United States.

Your response to this survey will ensure that organizations like your own are represented in the data that agencies and associations use to inform the development of programs, policies, and tools that affect local jurisdictions. Your response to this survey will help provide valuable insight into the state of emergency management across the Nation and the needs that emergency management organizations face.

The survey should only be completed by the chief official performing the duties of the emergency manager (chief emergency management official). This is the official who has primary responsibility for emergency management functions, including but not limited to planning, training, exercising, securing resources, and implementing strategies to prepare for, mitigate against, respond to, and recover from hazards and disasters, whether that person has an emergency management-specific title or not. As such, only one response to this survey should be received from each jurisdiction.

This survey is intended for local jurisdictions, such as municipalities, villages, townships, counties, parishes, boroughs, multijurisdictional/regional entities, and special districts.

This survey should take no more than 20 minutes to complete. Your individual responses to this survey will be kept confidential. All attributable data (including your jurisdiction name, agency name, and email address) will only be viewable by a small number of survey staff and researchers for the purposes of data tracking and compilation at IAEM and Argonne. All direct identifiers will be removed from the data prior to analysis and all findings and reports resulting from this survey will be fully aggregated. Additionally, all data shared with FEMA, NEMA, BCEM, IAEM members and staff, as well as any other interested parties, will be fully aggregated and will contain no direct identifiers. As such, no responses from this survey will be traced back to your jurisdiction, nor will they directly influence funding, technical assistance, or any other support specific to your jurisdiction. Data with direct identifiers removed may be stored to conduct additional data analysis.

By completing and submitting the survey, you consent to participate in this study. This survey is voluntary, and you may refuse to participate or discontinue participation at any time. You may also skip any questions that you feel uncomfortable answering. If you decide you do not wish to have your survey responses included in data analysis after completing the survey, please contact Dr. Amanda Savitt at EMStudy@anl.gov.

This research has been reviewed and approved by the Central Department of Energy Institutional Review Board (CDOEIRB), an administrative group of people who oversee the rights and welfare of human-research subjects participating in research activities conducted under the auspices of the U.S. Department of Energy.

If you have any questions, concerns, or complaints about the research study, or for any other reason,

you may contact the CDOEIRB at (865) 574-4359 or at CDOEIRB@orau.org. If you have any questions or need any assistance with the survey, please contact Dr. Amanda Savitt at EMStudy@anl.gov

Your Program or Agency

For these questions, "agency" refers to an organization that has primary responsibility for emergency management within a jurisdiction. These questions are included so that we can ensure we have enough data from all types of jurisdictions to do meaningful analysis.

1. What is the name of your agency? (Please do not use acronyms or abbreviations.)*
2. Which is your agency's state? [Drop Down]*
3. What is your agency zip code?* _____
4. What is your title?
5. What jurisdictional level does your agency represent?
    a. Municipal/Village/Borough (PA)/Township
    b. County/Borough (AK)/Parish
    c. Combined Municipality and County (e.g., Miami-Dade Emergency Management)
    d. Multijurisdictional organization/Region
        i. Which jurisdictions are part of your organization or region? _____
        ii. Which jurisdiction, if any, is the lead for your organization or region? _____
    e. Special district
    f. State [End survey]
    g. Territory [End survey]
    h. Tribe [End survey]
    i. Other (please specify) [Open response]

Program or Agency Structure

These questions are included to help us understand how emergency management agencies and programs across the country are structured. If your program or agency's structure changes during disaster operations, please respond to the following questions for non-disaster operations.

6. Emergency management agencies are often organizationally housed within other organizations or agencies, such as fire departments and sheriff's offices. Which best describes the structure of your emergency management organization or program?
    a. Free-standing/independent agency
    b. Under a larger agency
        i. Which type of larger agency is your emergency management agency a part of? If the larger agency is multi-focused, please select all that apply.
            1. Fire
            2. Law enforcement (e.g., police department, sheriff's office)
            3. Executive Office (e.g., mayor's office, city manager's office)

4. Emergency Medical Services
5. Public Safety
6. Public Health
7. Planning
8. Public Works
9. Other (please specify) [Open response]

7. Is your agency responsible for any non-emergency management functions (e.g., physical security, 911/dispatch)?
    a. Yes
        i. Which non-emergency management functions does your agency house?
            1. 911/Public Safety Answering Point
            2. Radio System/Interoperable Communications Management
            3. Risk Management
            4. Environmental Health and Safety
            5. Physical Security (e.g., government buildings, schools)
            6. Other (please specify) [Open response]
    b. No
8. Who do you (the chief emergency management official) report to directly?
    a. Elected board or council
    b. Elected executive, judge, president, or mayor
    c. Professional local administrator, executive, or manager
    d. Sheriff/police chief or other law enforcement staff
    e. Fire chief or other fire department staff
    f. Public works director or engineer or other public works staff
    g. Public safety director or other public safety staff
    h. Health director or other health staff
    i. Other (please specify) [Open response]
9. How many reporting levels are between you and the jurisdiction's chief executive officer(s) (e.g., mayor, council member, borough member, city manager, town administrator, county executive)?
    a. 1 level – You (the chief emergency management official) report directly to the chief executive officer(s)
    b. 2 levels – Your supervisor (supervisor of the chief of emergency management official) reports directly to the chief executive officer(s)
    c. 3 or more levels
    d. 0 levels – You (the chief emergency management official) are the chief executive officer(s)
    e. Not applicable – please explain: [Open response]
10. Is your jurisdiction's chief executive officer an elected position?
    a. Yes
    b. No

c. Uncertain

11. Does your jurisdiction have an ordinance, resolution, or other document approved by a governing body formally establishing an emergency management agency and/or emergency manager position and its responsibilities?

    a. Yes
    b. No
    c. Uncertain

12. If you would like to provide more information about your responses to any of the Program or Agency Structure questions, please include it below. [Open response]

Staffing

These questions are included to help us assess current staffing levels across emergency management agencies and understand gaps in staffing capacity.

13. Please indicate the current number of permanent employee Full-time Equivalents (FTEs) working in your emergency management agency (exclude temporary and contract workers, and anyone in your agency who is primarily responsible for non-emergency management activities such as dispatch). Please include vacant positions for which you are actively recruiting (includes approved but vacant positions) in these counts. If you have permanent part-time staff, please include them in this count (for example, an employee who works 20 hours per week should be counted as .5 FTE). Do not include volunteers or employees not on your agency's payroll (e.g., federal assignees) in these counts. _____[#]_____

14. Please indicate the number of temporary and contract worker FTEs (including paid interns, fellows, and local, state or territorial and federal assigned liaisons) working as staff (i.e., not project-based) in your emergency management agency. (Count the number of both full-time individuals considered to be temporary and contract workers. Temporary refers to employees hired directly by the agency, as well as those hired through temp agencies. Contract workers refers to individuals hired through entities outside of the EMA.) If you have part-time temporary or contract staff, please include them in this count. _____[#]_____

15. Please indicate the number of volunteer, unpaid intern, and reservist FTEs currently working in your emergency management agency. (Exclude community volunteers such as Community Emergency Response Team (CERT), Medical Reserve Corps (MRC), amateur radio operators, and similar volunteers.) If you have any part-time volunteers, please include them in this count. _____[#]_____

16. You indicated the number of your permanently employed FTEs above. Please estimate how many total FTEs you would need in order to be able to fully deliver emergency management services in your jurisdiction. (Not how many more, but how many total including the FTEs counted above.)

17. If you would like to provide more information about your responses to any of the Staffing questions, please include it below. [Open response]

Staff Activities

These questions are included to help us understand what kinds of activities emergency management agencies are engaged in. Please **estimate** the percentage of your permanent emergency management staff's time that was spent on the following categories of tasks in the past 12 months (even if this is not representative of a typical year). Please enter the percent of staff time (not the percent of staff). The categories of activities are preparing for response, preparing for recovery, mitigation, response, recovery, administration, and other tasks. Your answers to the questions below should add up to 100%.

18. How is permanent staff time allocated across emergency management tasks in the past 12 months?

    a. **Preparing for response**, including activities such as developing response plans, doing public education and outreach about life safety activities, training and exercising for tasks like evacuation and issuing alerts and warnings, and preparedness grant management.

    b. **Preparing for recovery**, including activities such as developing pre-disaster recovery plans, conducting recovery training and exercises, and public education about recovery.

    c. **Doing mitigation work**, including activities such as advocating for mitigation projects, applying for and managing mitigation grants, implementing mitigation projects, public education and outreach about mitigation, and mitigation planning.

    d. **Responding to hazard events and incidents**, including activities such as activating an Emergency Operations Center (EOC), sending alerts and warnings, opening disaster shelters, coordinating evacuation and other protective actions, and coordinating first-response activities.

    e. **Doing recovery work**, including activities such as conducting needs and impact assessments, coordinating recovery activities, and managing recovery funding.

    f. **Doing administrative work** in support of emergency management activities, including activities such as completing compliance-related paperwork, budgeting, office management, procurement, and other types of management and administration work.

    g. **Other tasks not described above.**

        i. If a number greater than zero (0) was entered to "Other tasks not described above" Please describe what other activities are you currently involved in, or have you been assigned to manage or assist with that do not fall within the categories above? [Open response]

19. Which if any of the following activity areas have you hired a contractor to assist with? Tasks within these areas may include development of plans, projects, cost benefit analyses, and others. (Please check all that apply)

    a. Preparing for response
    b. Preparing for recovery
    c. Mitigation
    d. Responding to hazard events and incidents

e. Recovering from hazard events and incidents
f. Administrative work
g. Other tasks
h. None of the above

20. Is your program or agency taking steps to strengthen resilience through existing and/or new resilience-specific initiatives or programs?

    a. Yes
        i. If yes, please describe: [Open response]
    b. No
    c. Uncertain

21. How many times did your emergency management staff activate for an event or incident, including but not limited to EOC activations, in the past 12 months? Please enter numeric character. _____[#]_____

22. Of these activations, how many received a state of emergency declaration from a local, state, territorial or tribal government but did not reach the level of a Presidentially Declared Disaster? Please enter numeric character. _____[#]_____

23. Of these same activations, how many required you to activate emergency management mutual aid from another jurisdiction? Please enter numeric character. _____[#]_____

24. If you would like to provide more information about your responses to any of the Staff Activities questions, please include it below. [Open response]

Cross-Governmental Emergency Management Responsibility

The next question is about how local emergency management activities are divided by level of government. We are interested in understanding the extent to which gaps in local capacity have been closed through collaboration across other levels of government.

25. **Considering all of the emergency management activities taking place within your jurisdiction, what percentage of the work do you estimate is being conducted by the below types of agencies, including your own?** For example, if you work for a municipal-level agency, in addition to work conducted by your agency, work may also be conducted by county, tribal, state/territorial, and/or federal emergency management agencies. Your responses to these questions should add up to 100%.

    a. Municipal/village/township emergency management
    b. County/borough/parish emergency management
    c. Multijurisdictional/regional emergency management
    d. Tribal emergency management
    e. State/territorial emergency management
    f. Federal emergency management
    g. Other emergency management

Meeting Requirements and Needs

These questions are included to assess the extent to which emergency management staff are able to meet various types of requirements.

26. On a scale of 1 to 5, with 1 being “very easy” and 5 being “very difficult,” how difficult is it for you to meet all local, state or territorial, and federal requirements cumulatively?
    a. Very easy
    b. Easy
    c. Neutral
    d. Difficult
    e. Very difficult
27. On a scale of 1 to 5, with 1 being “very easy” and 5 being “very difficult,” how difficult is it for you to meet local requirements specifically?
    a. Very easy
    b. Easy
    c. Neutral
    d. Difficult
    e. Very difficult
28. On a scale of 1 to 5, with 1 being “very easy” and 5 being “very difficult,” how difficult is it for you to meet state or territorial requirements specifically?
    a. Very easy
    b. Easy
    c. Neutral
    d. Difficult
    e. Very difficult
29. On a scale of 1 to 5, with 1 being “very easy” and 5 being “very difficult,” how difficult is it for you to meet federal requirements specifically?
    a. Very Easy
    b. Easy
    c. Neutral
    d. Difficult
    e. Very difficult
30. On a scale of 1 to 5, with 1 being “completely” and 5 being “not at all,” to what extent is your agency meeting all of your community’s emergency management needs?
    a. Completely
    b. Mostly
    c. Neutral
    d. Slightly
    e. Not at all

31. If you would like to provide more information about your responses to any of the Meeting Requirements and Needs questions, please include it below. [Open response]

Funding

These questions are included to help us understand which agencies are accessing different types of funding, as well as where funding gaps may exist. Agencies generally have consistent and recurring sources of funding like local budget, State allocated funds, or formula-based grant funding. Additionally, agencies often seek out project-based funding sources like planning or equipment grants or one-time capital projects.

32. To the best of your knowledge, which of the following sources of funding does your agency currently use on a consistent annual basis, or on an ad hoc or project basis?

Funding Source	Consistent Annual Funding	Ad Hoc or Project based Funding
Local taxes		
Local user fees/charges		
Local bonds		
Local fines		
Other sources of local funding		
State or territorial grants		
Federal grants (direct to local)		
Federal grants (pass-through)		
Non-profit/foundation/philanthropic grants/donations		
Public-private partnerships		

33. To the best of your knowledge, which grant funding sources from FEMA does your agency currently use (including both direct to local and pass-through funding)?

    a. FEMA Building Resilient Infrastructure and Communities Grant Program
    b. FEMA Pre-Disaster Mitigation Grant Program
    c. FEMA Flood Mitigation Assistance Grant Program
    d. FEMA Fire Prevention and Safety Grants
    e. FEMA Emergency Management Performance Grant Program
    f. FEMA State Homeland Security Program
    g. FEMA Radiological Emergency Preparedness Program
    h. FEMA Regional Catastrophic Preparedness Grant Program
    i. FEMA Urban Area Security Initiative Program
    j. FEMA Emergency Operations Center Grant Program
    k. FEMA State and Local Cybersecurity Grant Program
    l. Other FEMA grants (please specify) [Open response]

34. To the best of your knowledge, which grant funding sources from other federal agencies does your agency currently use (including both direct to local and pass-through funding)?
    a. HUD Community Development Block Grant Program
    b. USDA Emergency Watershed Protection Program
    c. NOAA Coastal Resilience Grant Program
    d. CDC Public Health Emergency Preparedness Cooperative Agreement
    e. ASPR Hospital Preparedness Program
    f. PHMSA Hazardous Materials Emergency Planning Grant
    g. Congressionally Directed Spending
    h. Other federal grants (please specify) [Open response]

35. Of your current operational funding, approximately what percentage comes from the following sources? Your responses to these questions should add up to 100%. Please enter whole numbers.
    a. Local funding _____[%]_____
    b. State or territorial funding, excluding federal pass-through funds _____[%]_____
    c. Federal funding (direct to local)_____[%]_____
    d. Federal funding (pass-through) _____[%]_____
    e. Other sources _____[%]_____

36. Did your agency have access to COVID recovery funding (e.g., CARES, ARPA, EMPG Supplemental)? Choose all that apply.
    a. Yes, used for COVID response or recovery operations
    b. Yes, used to build sustained emergency management capacity
        i. What did you use this funding to support? [Open response]
    c. No
    d. I don't know

37. If you would like to provide more information about your responses to any of the Funding questions, please include it below. [Open response]

Technological Resources

These questions are included to help us understand what kinds of technological resources are available to and being used by emergency management agencies and programs.

38. Please complete the following table about your use of technological resources. You may check multiple boxes as appropriate

Technological Resource or Capability	My agency has this capability in house	My agency can access this capability (e.g., the state provides it, can borrow it from other agencies)	My agency does not have this capability in house and cannot access it	My agency does not need access to or is not interested in using / accessing this capability	I don't know whether our agency has access to this capability
Warning systems (e.g., Everbridge, CodeRed)					
Geospatial Information Systems (GIS)					
Social media accounts (e.g., Facebook, Twitter/X)					
Virtual EOC (e.g., WebEOC)					
Software tools for decision support (e.g., for evacuation or volunteer management)					
Direct and remote sensing technology					
Artificial intelligence resources					
Other:					

39. Which of the following barriers have limited your adoption and/or use of technological resources?

    a. Lack of funding to purchase
    b. Lack of staff expertise or training to use
    c. Lack of knowledge about available resources
    d. Difficulty justifying return on investment
    e. Staff resistance to change
    f. Privacy and security concerns
    g. Data quality/quantity challenges
    h. Interoperability in communications systems
    i. Focus of elected officials
    j. Lack of collaboration from other levels of government
    k. Community resistance
    l. Concerns about technological obsolescence
    m. Other (please specify) [Open response]
    n. None of these

40. If you would like to provide more information about your responses to any of the Technological Resources questions, please include it below. [Open response]

Your Agency or Program's Challenges

This question is included to help us understand to what extent various challenges influence emergency management agencies nationwide.

41. Emergency management agencies may face a large variety of challenges. From the following list,

please select the **most** significant challenge facing your agency.

a. Staff turnover
b. Insufficient number of staff
c. Lack of access to training and education
d. Other community needs have a higher priority
e. Lack of funding
f. Response demands
g. Assignment of tasks outside of agency responsibilities
h. Stakeholder confusion about role of emergency management
i. Lack of support/trust from partner agencies
j. Staff burnout
k. Difficulty hiring new staff
l. Low emergency management pay
m. Administrative and/or compliance burden
n. Novel hazard types
o. Other (please specify) [Open response]

42. From the following list, please select the **second** most significant challenge facing your agency.

a. Staff turnover
b. Insufficient number of staff
c. Lack of access to training and education
d. Other community needs have a higher priority
e. Lack of funding
f. Response demands
g. Assignment of tasks outside of agency responsibilities
h. Stakeholder confusion about role of emergency management
i. Lack of support/trust from partner agencies
j. Staff burnout
k. Difficulty hiring new staff
l. Low emergency management pay
m. Administrative and/or compliance burden
n. Novel hazard types
o. Other (please specify) [Open response]

43. From the following list, please select the **third** most significant challenge facing your agency.

a. Staff turnover
b. Insufficient number of staff
c. Lack of access to training and education
d. Other community needs have a higher priority
e. Lack of funding
f. Response demands
g. Assignment of tasks outside of agency responsibilities

h. Stakeholder confusion about role of emergency management
i. Lack of support/trust from partner agencies
j. Staff burnout
k. Difficulty hiring new staff
l. Low emergency management pay
m. Administrative and/or compliance burden
n. Novel hazard types
o. Other (please specify) [Open response]

44. If you would like to provide more information about your responses to any of the Your Agency or Program's Challenges questions, please include it below. [Open response]

Demographics

These questions are included to help us understand the emergency management workforce, and to clarify career pathways into emergency management.

45. What was your professional background prior to working in emergency management? Please select all that apply.

a. Fire
b. Law enforcement
c. Emergency medical services
d. Military
e. Other public sector position
f. Private sector
g. Non-profit sector
h. Always been in emergency management
i. Other (please specify) [Open response]

46. How long have you worked in emergency management?

a. Less than 1 year
b. 1-3 years
c. 4-6 years
d. 7-10 years
e. 11-20 years
f. More than 20 years

47. How long have you been in your current position?

a. Less than 1 year
b. 1-3 years
c. 4-6 years
d. 7-10 years
e. 11-20 years
f. More than 20 years

48. Do you have any official, professional duties in addition to emergency management official?

    a. No
    b. Yes
        i. What are your other duties? [Open response]

49. Please select the best description of your position.

    a. Uniformed
    b. Civilian

50. Is your position paid or volunteer?

    a. Paid
    b. Volunteer

51. What is your educational background?

    a. Some high school
    b. High school diploma
    c. Some college or associate degree
    d. Bachelor's degree
    e. Master's degree
    f. Doctoral degree
    g. Professional degree
        i. Are any of your degrees in emergency management?
            1. Yes
            2. No

52. What is your age?

    a. Under 20 years old
    b. 20-29 years old
    c. 30-39 years old
    d. 40-49 years old
    e. 50-59 years old
    f. 60-69 years old
    g. 70+ years old
    h. Prefer not to say

53. What is your gender?

    a. Male
    b. Female
    c. Nonbinary
    d. Other
    e. Prefer not to say

54. What is your ethnic background? Please select all that apply.

a. White/Caucasian
b. Asian
c. Native Hawaiian or Pacific Islander
d. Hispanic or Latino
e. African American
f. Native American
g. Other
h. Unknown
i. Prefer not to say

Open-Response Questions

These questions are included to help us learn more about your agency's context and needs. Although the scenarios they describe are hypothetical, your responses to these questions will provide critical information when we analyze the survey data.

55. If your agency employed two additional FTEs, how would you allocate their time? [Open response]
56. What, if anything, is preventing your agency from accessing more funding? [Open response]
57. If your agency had an extra $100,000 annually, how would you allocate those funds? This may represent a large proportion of your agency's annual funding, or a very small proportion – we are interested in responses from all types of agencies, large and small. [Open response]
58. Is there anything else we need to know about your agency or local emergency management? [Open response]

Appendix G: Local Survey Spanish Translation

La Asociación Internacional de Manejo de Emergencias (IAEM) está realizando esta encuesta en colaboración con la Asociación Nacional de Manejo de Emergencias (NEMA), Manejadores de Emergencias de Grandes Cuidades (BCEM), la Agencia Federal para el Manejo de Emergencias (FEMA), y el Laboratorio Nacional de Argonne (Argonne) para entender mejor el panorama de estructuras organizativas, y el personal y la capacidad en el manejo de emergencias a través de los EE.

Su respuesta garantizará que organizaciones como la suya estén representadas en los datos que las agencias y asociaciones utilizan para informar el desarrollo de programas, políticas, y recursos que afectan los jurisdicciones locales.

Esta encuesta debe ser completada por el funcionario principal que realiza las funciones de manejo de emergencias. Este es el funcionario que tiene la responsabilidad primaria de las funciones de manejo de emergencias, incluyendo, pero no limitado a la planificación, adiestramiento, ejercicios, adquisición de recursos, e implementación de estrategias para preparar, mitigar, responder y recuperarse de peligros y desastres, ya sea que esa persona tenga un título específico de manejo de emergencias o no. Sólo se debe recibir una respuesta a esta encuesta por cada jurisdicción.

Esta encuesta es para jurisdicciones locales, tales como municipios y otras entidades regionales (villages, townships, counties, parishes, boroughs, multijurisdictional/regional entities, special districts).

Completar esta encuesta no debería tomar más de 20 minutos.

Sus respuestas individuales se mantendrán de manera confidencial. Todos los datos atribuibles (incluyendo el nombre de la jurisdicción, nombre de la agencia, y dirección de correo electrónico) sólo serán visibles a un pequeño número de investigadores con el propósito de seguimiento y recopilación de datos en IAEM y Argonne. Los identificadores directos serán eliminados de los datos antes de llevar a cabo el análisis y todos los resultados, incluyendo los informes resultantes de esta encuesta, serán completamente agregados. Además, todos los datos compartidos con los miembros y el personal de FEMA, NEMA, BCEM, IAEM, así como con cualquier otra parte interesada, serán completamente agregados y no contendrán identificadores directos. Por lo tanto, ninguna respuesta de esta encuesta se rastreará hasta su jurisdicción, ni influirá directamente en el financiamiento, asistencia técnica o cualquier apoyo específico para su jurisdicción. Los datos con identificadores directos eliminados pueden almacenarse para realizar análisis de datos adicionales.

Al completar y enviar la encuesta, usted acepta participar en este estudio. La encuesta es voluntaria, y puede negarse a participar o descontinuar su participación en cualquier momento. También puede omitir cualquier pregunta que no desee responder. Si decide que no desea que sus respuestas se incluyan en el análisis después de completar la encuesta, o si tiene alguna pregunta o necesita asistencia, por favor contacte a Dr. Amanda Savitt at EMStudy@anl.gov.

Esta investigación ha sido revisada y aprobada por el Comité Central de Revisión Institucional del Departamento de Energía Federal (CDOEIRB), un grupo administrativo de personas que supervisan

los derechos y el bienestar de los sujetos de investigación humana que participan en actividades de investigación realizadas bajo los auspicios del Departamento de Energía de los EE. UU.

Si tiene alguna pregunta, preocupación o queja sobre este estudio de investigación puede contactar al CDOEIRB al (865) 574-4359 o a CDOEIRB@orau.org.

Su Programa o Agencia

Para estas preguntas, “agencia” se refiere a una organización que tiene la responsabilidad principal del manejo de emergencias dentro de una jurisdicción. Estas preguntas se incluyen para asegurarnos de tener suficientes datos de todo tipo de jurisdicciones para realizar un análisis significativo.

1. ¿Cuál es el nombre de su agencia? (Por favor, no use siglas ni abreviaturas.)
2. ¿Cuál es el estado o territorio de su agencia? [Drop down]*
3. ¿Cuál es el código postal de su agencia? _____
4. ¿Cuál es su cargo profesional?
5. ¿Qué nivel de gobierno representa su agencia?
    a. Municipio (PR)/Municipal/Village/Borough/Township
    b. County/Borough (AK)/Parish
    c. Combinación de Municipality y County (por ejemplo, Miami-Dade Manejo de Emergencias)
    d. Organización o región multijurisdiccional
        i. ¿Qué jurisdicciones son parte de su organización o región? _____
        ii. ¿Qué jurisdicción, si alguna, es la principal para su organización o región? _____
    e. Distrito especial
    f. Estado [end survey]
    g. Territorio [end survey]
    h. Tribu [end survey]
    i. Otro [Open response]

Program or Agency Structure

Estas preguntas se incluyen para ayudarnos a entender cómo están estructuradas las agencias y programas de manejo de emergencias en todo el país. Por favor, responda a las siguientes preguntas para operaciones llevadas a cabo en periodos cuando el personal de su agencia no está manejando una emergencia o desastre.

6. Las agencias de manejo de emergencias a menudo están organizacionalmente ubicadas dentro de otras organizaciones o agencias, como los departamentos de bomberos o de policías. ¿Cuál describe mejor la estructura de su organización o programa de manejo de emergencias?
    a. Agencia independiente
    b. Bajo una agencia matriz
        i. ¿A qué tipo de agencia matriz pertenece su agencia de manejo de emergencias? Si

la agencia matriz tiene múltiples enfoques, por favor seleccione todos los que apliquen.

1. Bomberos
2. Orden Público (por ejemplo, departamento de policía, oficina de alguacil)
3. Oficina Ejecutiva (por ejemplo, oficina del alcalde, oficina del administrador de la cuidad)
4. Servicios de Emergencias Médicas
5. Seguridad Pública
6. Salud Pública
7. Planificación
8. Obras Públicas
9. Otro [Open response]

7. ¿Es su agencia responsable de alguna función que no sea de manejo de emergencias (por ejemplo, seguridad física, 911/despacho)?
    a. Sí
        i. ¿Qué funciones que no son de manejo de emergencias tiene su agencia? Por favor seleccione todas las opciones que apliquen.
            1. 911/Punto de respuesta de seguridad pública
            2. Manejo de sistemas de radio/comunicaciones interoperables
            3. Manejo de riesgos
            4. Salud y seguridad ambienta
            5. Seguridad física
            6. Otro [Open response]
    b. No
8. ¿A quién se reporta usted directamente (siendo usted el oficial principal de manejo de emergencias)?
    a. Junta o consejo electo
    b. Ejecutivo, juez, presidente, o alcalde electo
    c. Administrador local profesional, ejecutivo, o gerente
    d. Aguacil/policía u otro personal de orden público
    e. Bomberos u otro personal del departamento de bomberos
    f. Director de obras públicas, ingeniero, u otro personal de obras públicas
    g. Director de seguridad pública u otro personal de seguridad pública
    h. Director de salud u otro personal de salud
    i. Otro [Open response]
9. ¿Cuántos niveles de reporte hay entre usted y el/los principal(es) ejecutivo(s) de la jurisdicción (por ejemplo, alcalde, miembro del consejo/asamblea, miembro del boro, gerente de la cuidad, administrador del pueblo, ejecutivo del municipio)?
    a. 1 nivel – usted (el principal oficial de manejo de emergencias) se reporta directamente al principal(es) ejecutivo(s)

b. 2 niveles – su supervisor (supervisor del principal oficial de manejo de emergencias) se reporta directamente al principal(es) ejecutivo(s)
c. 3 o más niveles
d. 0 niveles – usted (el principal oficial de manejo de emergencias) es el principal(es) ejecutivo(s)
e. No aplica – por favor explique: [Open response]

10. ¿Es el cargo de principal ejecutivo una posición electa?

    a. Sí
    b. No
    c. No estoy seguro

11. ¿La oficina o agencia de manejo de emergencias y sus responsabilidades a cargo de ésta fueron establecidas por alguna ordenanza, resolución u otro documento oficial aprobado por el municipio u otra agencia estatal?

    a. Sí
    b. No
    c. No estoy seguro

12. Si desea incluir más información sobre sus respuestas a cualquiera de las preguntas sobre la Estructura del Programa o Agencia, por favor inclúyala a continuación: [Open response]

Personal

Estas preguntas están incluidas para ayudarnos a evaluar los niveles actuales de personal en las agencias de manejo de emergencias y entender las deficiencias en la capacidad de personal.

13. Indique el número actual de empleados permanentes Equivalentes a Tiempo Completo (FTEs, por sus siglas en inglés) que trabajan en su agencia de manejo de emergencias. Si tiene personal permanente a tiempo parcial, inclúyalos en este conteo (por ejemplo, un empleado que trabaja 20 horas por semana debe ser contado como .5 Equivalentes a Tiempo Completo). Incluya: Posiciones vacantes para las cuales está reclutando activamente (incluye posiciones aprobadas pero vacantes) en estos conteos. Personal permanente a tiempo parcial (por ejemplo, un empleado que trabaja 20 horas por semana debe ser contado como .5, o sea la mitad de un puesto a Tiempo Completo) Excluya (no cuente): Empleados temporales o contratistas, y cualquier persona en su agencia que sea principalmente responsable de actividades no relacionadas con el manejo de emergencias, como 911/despacho. Voluntarios ni empleados que no estén en la nómina de su agencia (por ejemplo, asignados federales). _____[#]_____

14. Indique el número actual de empleados temporales y contratistas Equivalentes a Tiempo Completo (FTEs, por sus siglas en inglés) que trabajan en su agencia de manejo de emergencias. Si tiene personal temporal o contratista a tiempo parcial, inclúyalos en este conteo (por ejemplo, 0.5). Incluya: Empleados de pasantía con paga, becarios, y enlaces asignados locales, estatales y federales que trabajan como personal. Temporal se refiere empleados contratados directamente por la agencia, así como aquellos contratados a través de agencias de trabajo temporal.

Contratistas se refiere a individuos contratados a través de entidades fuera de la organización de manejo de emergencias. Excluya (no cuente): Empleados basado en proyectos_____[#]_____

15. Indique el número actual de voluntarios, empleados de pasantía sin paga, y reservistas Equivalentes a Tiempo Completo (FTEs, por sus siglas en inglés) que trabajan en su agencia de manejo de emergencias. Excluya (no cuente): Voluntarios comunitarios como el Equipo de Respuesta a Emergencias Comunitarias (CERT, por sus siglas en inglés) El Cuerpo de Reserva Médica (MRC, por sus siglas en inglés) Operadores de radioaficionados y voluntarios similares. _____[#]_____
16. Usted indicó el número de sus empleados permanentes Equivalentes a Tiempo Completo arriba. Por favor, estime cuántos Equivalentes a Tiempo Completo en total necesitaría para proveer completamente los servicios de manejo de emergencias en su jurisdicción. (No cuántos más, sino cuántos en total incluyendo los Equivalentes a Tiempo Completo contados arriba). Por favor, usa un carácter numérico.
17. Si desea incluir más información sobre sus respuestas a cualquiera de las preguntas sobre Personal, por favor inclúyala a continuación: [Open response]

Actividades del Personal

Estas preguntas son incluidas para ayudarnos a entender en qué tipos de actividades están involucradas las agencias de manejo de emergencias. Por favor, estime el porcentaje del tiempo de su personal permanente de manejo de emergencias dedicado a las siguientes categorías de tareas en los últimos 12 meses (incluso si no representa un año típico). Ingrese el porcentaje de tiempo del personal (no el porcentaje del personal). Las categorías son: preparación para la respuesta, preparación para la recuperación, mitigación, respuesta, recuperación, administración, y otras tareas.

18. ¿Cómo se distribuyó el tiempo del personal permanente entre las tareas de manejo de emergencias en los últimos 12 meses?
    a. **Preparación para la respuesta**, incluyendo actividades como el desarrollo de planes de respuesta, realizando educación pública y divulgación sobre actividades de seguridad vital, adiestramiento y ejercicios para tareas como el desalojo y emisión de alertas y advertencias, y administración de subvenciones de preparación.
    b. **Preparación para la recuperación**, incluyendo actividades como el desarrollo de planes de recuperación, llevar a cabo adiestramiento y ejercicios de recuperación, y educación pública sobre la recuperación.
    c. **Realización de trabajos de mitigación**, incluyendo actividades como la promoción de proyectos de mitigación, solicitud y administración de subvenciones para mitigación, implementación de proyectos de mitigación, educación pública y divulgación sobre mitigación, y planificación de mitigación.
    d. **Respuesta a eventos e incidentes de peligros**, incluyendo actividades como la activación de un Centro de Operaciones de Emergencia (COE), envío de alertas y advertencias, apertura de refugios para desastres, coordinación de desalojo y otras acciones de

protección, y coordinación de actividades de respuesta inmediata.

e. **Realización de trabajos de recuperación**, incluyendo actividades como realizando evaluaciones de necesidades e impactos, coordinación de actividades de recuperación, y administración de fondos de recuperación.

f. **Realización de trabajo administrativo en apoyo a las actividades de manejo de emergencias**, como completar documentación relacionada con el cumplimento, presupuestación, gerencia de oficina, adquisiciones y otros tipos de trabajo de gerencia y administración.

g. Otras actividades no descritas anteriormente.

i. Si respondiste con un número mayor que cero (0) en “Otras actividades no descritas anteriormente”, por favor describe esas actividades adicionales en las que estás trabajando o que te han asignado. [Open response]

19. ¿En cuales, si alguna, de las siguientes áreas de actividad ha contratado a un contratista para que le ayude? Las tareas dentro de estas áreas pueden incluir desarrollo de planes, proyectos, análisis de costo-beneficio, y otras. (Por favor, marque todas las opciones que apliquen)

    a. Preparación para respuesta
    b. Preparación para recuperación
    c. Mitigación
    d. Respuesta a eventos e incidentes de peligro
    e. Recuperación de eventos e incidentes de peligro
    f. Trabajo administrativo
    g. Otras tareas
    h. Ninguna de las anteriores

20. ¿Está su programa o agencia tomando medidas para fortalecer la resiliencia a través de iniciativas o programas específicos de resiliencia existentes y/o nuevos?

    a. Sí
        i. Opcional: Por favor describa
    b. No
    c. No estoy seguro

21. ¿Cuántas veces se activó su personal de manejo de emergencias para un evento o incidente, incluyendo pero no limitado a activaciones del COE, en los últimos 12 meses? Por favor, usa un carácter numérico. _____[#]_____

22. De estas activaciones, ¿cuántas recibieron una declaración de estado de emergencia de un gobierno local, estatal, territorial o tribal pero no alcanzaron el nivel de una Declaración Presidencial de Desastre? Por favor, usa un carácter numérico. _____[#]_____

23. De estas activaciones, ¿cuántas requirieron que usted activara la ayuda mutua de manejo de emergencias de otra jurisdicción? Por favor, usa un carácter numérico. _____[#]_____

24. Si desea incluir más información sobre sus respuestas a cualquiera de las preguntas sobre las

Actividades del Personal, por favor inclúyala a continuación: [Open response]

Responsabilidad Intergubernamental

La próxima pregunta es sobre cómo se dividen las actividades locales de manejo de emergencias por nivel de gobierno. Nos interesa entender hasta qué punto las brechas en la capacidad local se han cerrado mediante la colaboración con otros niveles de gobierno.

25. **Considerando todas las actividades de manejo de emergencias que se llevan a cabo dentro de su jurisdicción, ¿qué porcentaje del trabajo estima usted está siendo realizado por los siguientes tipos de agencias, incluyendo la suya?** Por ejemplo, si usted trabaja para una agencia a nivel municipal, además del trabajo realizado por su agencia, también puede haber trabajo realizado por agencias del condado, tribales, estatales/territoriales, y/o federales.
    a. Manejo de emergencias del Municipio (PR)/Municipality/Village/Borough/Township
    b. Manejo de emergencias del County/Borough (AK)/Parish
    c. Manejo de emergencias multijurisdiccional/regional
    d. Manejo de emergencias tribal
    e. Manejo de emergencias estatal/territorial
    f. Manejo de emergencias federal
    g. Otro manejo de emergencias

Cumplimiento de Requisitos y Necesidades

Estas preguntas se incluyen para evaluar hasta qué punto el personal de manejo de emergencias puede cumplir con varios tipos de requisitos.

26. En una escala del 1 al 5, siendo 1 “muy fácil” y 5 “muy difícil,” ¿en total, que tan difícil es para usted cumplir con todos los requisitos locales, estatales o territoriales, y federales?
    a. Muy fácil
    b. Fácil
    c. Neutral
    d. Difícil
    e. Muy difícil
27. En una escala del 1 al 5, siendo 1 “muy fácil” y 5 “muy difícil,” ¿qué tan difícil es para usted cumplir con los requisitos locales específicamente?
    a. Muy fácil
    b. Fácil
    c. Neutral
    d. Difícil
    e. Muy difícil
28. En una escala del 1 al 5, siendo 1 “muy fácil” y 5 “muy difícil,” ¿qué tan difícil es para usted cumplir con los requisitos estatales o territoriales específicamente?
    a. Muy fácil

b. Fácil
c. Neutral
d. Difícil
e. Muy difícil

29. En una escala del 1 al 5, siendo 1 “muy fácil” y 5 “muy difícil,” ¿qué tan difícil es para usted cumplir con los requisitos federales específicamente?

    a. Muy fácil
    b. Fácil
    c. Neutral
    d. Difícil
    e. Muy difícil

30. En una escala del 1 al 5, siendo 1 “completamente” y 5 “nada” ¿hasta qué punto está su agencia cumpliendo con todas las necesidades de manejo de emergencias de su comunidad?

    a. Totalmente
    b. Mayormente
    c. Neutral
    d. Ligeramente
    e. Nada

31. Si desea incluir más información sobre sus respuestas a cualquiera de las preguntas sobre el Cumplimiento de Requisitos y Necesidades, por favor inclúyala a continuación: [Open response]

Financiamiento

Estas preguntas se incluyen para ayudarnos a entender qué agencias tienen acceso a diferentes tipos de financiación, así como también dónde pueden existir brechas de financiamiento. Generalmente, las agencias tienen fuentes de financiación consistentes y recurrentes como el presupuesto local, fondos asignados por el estado, o financiación de subvenciones basadas en fórmulas. Además, las agencias a menudo buscan fuentes de financiación basadas en proyectos como subvenciones para planificación o equipo, o proyectos de capital únicos

32. Según su conocimiento, ¿cuáles de las siguientes fuentes de financiamiento utiliza su agencia de manera consistente cada año, o en base ad hoc o por cada proyecto?

Fuente de Financiamiento	Financiamiento anual consistente	Financiamiento ad hoc o basado en projecto
Impuestos locales		
Tarifas/ cargos locales por servicios		
Bonos locales		
Multas locales		
Otras fuentes de financiamiento local		
Subvenciones estatales o territoriales		
Subvenciones federales (enviadas directamente a una jurisdicción local)		
Subvenciones federales indirectas (pass-through)		
Entidades sin fines de lucro/ fundaciones/ subvenciones filantrópicas/ donaciones		
Alianzas públicasprivadas		

33. Según su conocimiento, ¿cuáles de las fuentes de financiamiento de subvenciones de FEMA utiliza actualmente su agencia, (incluyendo financiamiento directo a la jurisdicción local y financiamiento indirecto [pass-through])?

    a. FEMA Building Resilient Infrastructure and Communities Grant Program
    b. FEMA Pre-Disaster Mitigation Grant Program
    c. FEMA Flood Mitigation Assistance Grant Program
    d. FEMA Fire Prevention and Safety Grants
    e. FEMA Emergency Management Performance Grant Program
    f. FEMA State Homeland Security Program
    g. FEMA Radiological Emergency Preparedness Program
    h. FEMA Regional Catastrophic Preparedness Grant Program
    i. FEMA Urban Area Security Initiative Program
    j. FEMA Emergency Operations Center Grant Program
    k. FEMA State and Local Cybersecurity Grant Program
    l. Otras subvenciones de FEMA (por favor, especifique) [Open response]

34. Según su conocimiento, ¿cuáles de las fuentes de financiamiento de subvenciones de otras agencias federales utiliza actualmente su agencia (incluyendo financiamiento enviado directamente a la jurisdicción local y financiamiento indirecto [pass-through])?

    a. HUD Community Development Block Grant Program
    b. USDA Emergency Watershed Protection Program
    c. NOAA Coastal Resilience Grant Program
    d. CDC Public Health Emergency Preparedness Cooperative Agreement
    e. ASPR Hospital Preparedness Program
    f. PHMSA Hazardous Materials Emergency Planning Grant
    g. Congressionally Directed Spending
    h. Otras subvenciones federales (por favor, especifique) [Open response]

35. De su financiamiento operativo actual, aproximadamente ¿qué porcentaje proviene de las siguientes fuentes?
    a. Financiamiento local _____[%]_____
    b. Financiamiento estatal, excluyendo fondos federales indirectos (pass-through) _____[%]_____
    c. Financiamiento federal (directo a local) ____[%]_____
    d. Financiamiento federal indirecto (pass-through) _____[%]_____
    e. Otras fuentes _____[%]_____
36. ¿Tuvo su agencia acceso a fondos de recuperación de COVID (por ejemplo, CARES, ARPA, EMPG suplemental)? Seleccione todas las opciones que apliquen.
    a. Sí, utilizado para operaciones de respuesta o recuperación de COVID
    b. Sí, utilizado para construir capacidad sostenida de manejo de emergencias.
        i. En caso afirmativo, ¿Para qué utilizó estos fondos? [Open response]
    c. No
    d. No sé
37. Si desea incluir más información sobre sus respuestas a cualquiera de las preguntas sobre Financiación, por favor inclúyala a continuación: [Open response]

Recursos Tecnológicos

Esta pregunta se incluye para ayudarnos a entender qué tipos de recursos tecnológicos están disponibles y son utilizados por las agencias y programas de manejo de emergencias

38. Por favor, complete la siguiente tabla sobre su uso de recursos tecnológicos. Puede marcar varias casillas según corresponda

Recurso o capacidad tecnológica	Mi agencia tiene esta capacidad internamente	Mi agencia puede acceder esta capacidad (por ejemplo, el estado la proporciona, puede tomarla presta	Mi agencia no tiene esta capacidad internamente y no puede accederla	Mi agencia no necesita o no está interesada en usar esta capacidad	No sé si nuestra agencia tiene
Sistemas de advertencia (por ejemplo, Everbridge, CodeRed)					
Sistemas de Información Geoespacial (GIS, por sus siglas en inglés)					
Cuentas de redes sociales (por ejemplo, Facebook, Twitter/X)					
Centro de Operaciones de Emergencia virtual (por ejemplo, WebEOC)					
Software para el apoyo de decisiones (por ejemplo, para desalojo o manejo de voluntarios)					
Tecnología de detección directa y remota					
Recursos de Inteligencia Artificia					
Otros					

39. ¿Cuáles de las siguientes barreras han limitado su adopción y/o uso de recursos tecnológicos? Por favor seleccione todas las opciones que apliquen.
    a. Falta de fondos para comprar
    b. Falta de experiencia o adiestramiento del personal para usar
    c. Falta de conocimiento sobre los recursos disponibles
    d. Dificultad para justificar la inversión
    e. Resistencia del personal al cambio
    f. Preocupaciones sobre la privacidad o la seguridad
    g. Desafíos de calidad/cantidad de datos
    h. Interoperabilidad en los sistemas de comunicaciones
    i. Enfoque de los funcionarios electos
    j. Falta de colaboración de otros niveles de gobierno
    k. Resistencia de la comunidad
    l. Preocupaciones sobre la obsolescencia tecnológica
    m. Otro [Open response]
    n. Ninguna de estas opciones
40. Si desea incluir más información sobre sus respuestas a cualquiera de las preguntas sobre Recursos Tecnológicos, por favor inclúyala a continuación: [Open response]

Desafíos de su Agencia o Programa

Estas preguntas se incluyen para ayudarnos a entender hasta qué punto diversos desafíos influyen a

las agencias de manejo de emergencias a través del país.

41. Las agencias de manejo de emergencias pueden enfrentar una gran variedad de desafíos. De la siguiente lista, por favor selecciona **el mayor** desafío que enfrenta tu agencia.

    a. Reemplazo de personal
    b. Número insuficiente de personal
    c. Falta de acceso a adiestramiento y educación
    d. Otras necesidades comunitarias tienen mayor prioridad
    e. Falta de financiamiento
    f. Demandas de respuesta
    g. Asignación de tareas fuera de las responsabilidades de la agencia
    h. Confusión de las partes interesadas sobre el rol del manejo de emergencias
    i. Falta de apoyo/confianza de las agencias asociadas
    j. Agotamiento del personal
    k. Dificultad para contratar nuevo personal
    l. Low emergency management pay Bajos salarios en manejo de emergencias
    m. Carga administrativa y/o de cumplimiento
    n. Tipos de peligros inusuales
    o. Otro [Open response]

42. De la siguiente lista, por favor selecciona **el segundo** mayor desafío que enfrenta tu agencia.

    a. Reemplazo de personal
    b. Número insuficiente de personal
    c. Falta de acceso a adiestramiento y educación
    d. Otras necesidades comunitarias tienen mayor prioridad
    e. Falta de financiamiento
    f. Demandas de respuesta
    g. Asignación de tareas fuera de las responsabilidades de la agencia
    h. Confusión de las partes interesadas sobre el rol del manejo de emergencias
    i. Falta de apoyo/confianza de las agencias asociadas
    j. Agotamiento del personal
    k. Dificultad para contratar nuevo personal
    l. Low emergency management pay Bajos salarios en manejo de emergencias
    m. Carga administrativa y/o de cumplimiento
    n. Tipos de peligros inusuales
    o. Otro [Open response]

43. De la siguiente lista, por favor selecciona **el tercer** mayor desafío que enfrenta tu agencia.

    a. Reemplazo de personal
    b. Número insuficiente de personal
    c. Falta de acceso a adiestramiento y educación
    d. Otras necesidades comunitarias tienen mayor prioridad
    e. Falta de financiamiento

f. Demandas de respuesta
g. Asignación de tareas fuera de las responsabilidades de la agencia
h. Confusión de las partes interesadas sobre el rol del manejo de emergencias
i. Falta de apoyo/confianza de las agencias asociadas
j. Agotamiento del personal
k. Dificultad para contratar nuevo personal
l. Low emergency management pay Bajos salarios en manejo de emergencias
m. Carga administrativa y/o de cumplimiento
n. Tipos de peligros inusuales
o. Otro [Open response]

44. Si desea incluir más información sobre sus respuestas a cualquiera de las preguntas sobre Desafíos de su Agencia o Programa, por favor inclúyala a continuación: [Open response]

Demografía

Estas preguntas se incluyen para ayudarnos a entender la fuerza laboral de manejo de emergencias y para clarificar las trayectorias profesionales hacia el manejo de emergencias.

45. ¿Cuál fue su experiencia profesional antes de trabajar en manejo de emergencias? Por favor seleccione todas las opciones que apliquen.

a. Bomberos
b. Orden Público
c. Servicios de emergencias médicas
d. Militar
e. Otra posición en el sector público
f. Sector privado
g. Sector sin fines de lucro
h. Siempre he estado en manejo de emergencias
i. Otro [Open response]

46. ¿Cuánto tiempo lleva trabajado en manejo de emergencias?

a. Less than 1 year Menos de un año
b. 1-3 años
c. 4-6 años
d. 7-10 años
e. 11-20 años
f. Más de 20 años

47. ¿Cuánto tiempo lleva en su posición actual?

a. Less than 1 year Menos de un año
b. 1-3 años
c. 4-6 años
d. 7-10 años

e. 11-20 años
f. Más de 20 años

48. ¿Tiene usted otras obligaciones oficiales y profesionales además de ser oficial de manejo de emergencias?

    a. No
    b. Sí
        i. ¿Cuáles son sus otras obligaciones? [Open response]

49. Por favor, seleccione la descripción que mejor se ajusta a su posición.

    a. Uniformado
    b. Civil

50. ¿Su posición es renumerada o voluntaria?

    a. Remunerada
    b. Voluntaria

51. ¿Cuál es el nivel más alto de educacíon que has completado?

    a. Algunos estudios de secundaria
    b. Diploma de secundaria
    c. Algunos estudios universitarios o grado de asociado
    d. Grado de bachillerato (Bachelor's degree)
    e. Grado de maestría (Master's degree)
    f. Grado doctoral (Doctoral degree)
    g. Grado professional (Professional degree)
        i. ¿Alguno de sus grados es en manejo de emergencias?
            1. Sí
            2. No

52. ¿Cuál es su edad?

    a. Menos de 20 años
    b. 20-29 años
    c. 30-39 años
    d. 40-49 años
    e. 50-59 años
    f. 60-69 años
    g. 70+ años
    h. Prefiero no decir

53. What is your gender?

    a. Masculino
    b. Femenino
    c. No binario
    d. Otro

e. Prefiero no decir

54. ¿Cuál es su origen étnico? Por favor, seleccione todas las opciones que apliquen.

a. Blanco/Caucásico
b. Asiático
c. Hawaiano Nativo o Isleño del Pacífico
d. Hispano o Latino
e. Afroamericano
f. Nativo Americano
g. Otro
h. Desconocido
i. Prefiero no decir

Preguntas Abiertas

Estas preguntas se incluyen para ayudarnos a aprender el contexto y las necesidades de su agencia. Aunque los escenarios que describen son hipotéticos, sus respuestas a estas preguntas proporcionarán información crítica cuando analicemos los datos de la encuesta.

55. Si su agencia empleara **dos Equivalentes a Tiempo Completo** adicionales, ¿cómo distribuiría su tiempo? [Open response]

56. ¿Qué, si algo, está impidiendo que su agencia acceda a más financiamiento? [Open response]

57. Si su agencia contara con $100,000 adicionales anualmente, ¿cómo asignaría esos fondos? Esto puede representar una gran proporción del presupuesto anual de su agencia, o una proporción muy pequeña – estamos interesados en respuestas de todo tipo de agencias, grandes y pequeñas. [Open response]

58. ¿Hay algo más que necesitamos saber sobre su agencia o el manejo de emergencias local? [Open response]

Appendix H: State Survey Language

The International Association of Emergency Managers (IAEM) is conducting this survey in partnership with the National Emergency Management Association (NEMA), Big City Emergency Managers (BCEM), the Federal Emergency Management Agency (FEMA), and Argonne National Laboratory (Argonne) to better understand the landscape of emergency management organizational structures, staffing, and capacity across the US.

Your response to this survey will ensure that organizations like your own are represented in the data that agencies and associations use to inform the development of programs, policies, and tools that affect state emergency management agencies. Your response to this survey will help provide valuable insight into the state of emergency management across the Nation and the needs that emergency management organizations face.

The survey should only be completed by the chief official performing the duties of the emergency manager (chief emergency management official). This is the official who has primary responsibility for emergency management functions, including but not limited to planning, training, exercising, securing resources, and implementing strategies to prepare for, mitigate against, respond to, and recover from hazards and disasters, whether that person has an emergency management-specific title or not. As such, only one response to this survey should be received from each state.

This survey is intended for state emergency management agencies.

This survey should take no more than 20 minutes to complete.

Your individual responses to this survey will be kept confidential. All attributable data (including your jurisdiction name, agency name, and email address) will only be viewable by a small number of survey staff and researchers for the purposes of data tracking and compilation at IAEM and Argonne. All direct identifiers will be removed from the data prior to analysis and all findings and reports resulting from this survey will be fully aggregated. Additionally, all data shared with FEMA, NEMA, BCEM, IAEM members and staff, as well as any other interested parties, will be fully aggregated and will contain no direct identifiers. As such, no responses from this survey will be traced back to your state, nor will they directly influence funding, technical assistance, or any other support specific to your state. Data with direct identifiers removed may be stored to conduct additional data analysis.

By completing and submitting the survey, you consent to participate in this study. This survey is voluntary, and you may refuse to participate or discontinue participation at any time. You may also skip any questions that you feel uncomfortable answering. If you decide you do not wish to have your survey responses included in data analysis after completing the survey, please contact Dr. Amanda Savitt at EMStudy@anl.gov.

This research has been reviewed and approved by the Central Department of Energy Institutional Review Board (CDOEIRB), an administrative group of people who oversee the rights and welfare of human-research subjects participating in research activities conducted under the auspices of the U.S. Department of Energy. If you have any questions, concerns, or complaints about the research study, or for any other reason, you may contact the CDOEIRB at (865) 574-4359 or

at CDOEIRB@orau.org.
If you have any questions or need any assistance with the survey, please contact Dr. Amanda Savitt at EMStudy@anl.gov.This survey is designed to complement the NEMA 2024 Biennial Survey (although if you did not participate in the NEMA 2024 Biennial Survey, you are still eligible to participate in this study). We will integrate the responses previously provided for your state with your responses to this survey to generate a comprehensive understanding of state emergency management capacity. This approach helps us avoid redundancy and ensures we gather the most complete and accurate data possible.

Your Agency

These questions are included so that we can ensure we have enough data from all types of jurisdictions to do meaningful analysis.

1. Which state do you represent? [Drop down]
2. What is your title?

Agency Structure

These questions are included to help us understand how emergency management agencies are structured nationally, and what level of authority they have.

3. How many reporting levels are there between you (state emergency management director) and your state's governor?
    a. 1 level – reports directly to Governor
    b. 2 levels – supervisor of the chief of emergency management reports directly to Governor
    c. 3 or more levels – supervisor's supervisor reports directly to the Governor
4. Does your state have a written board ordinance, resolution, or other document formally establishing an emergency management agency and its responsibilities?
    a. Yes
    b. No
    c. Uncertain
5. Does your state program or agency's structure include regional offices or other local units?
    a. Yes
        i. If yes: Please briefly describe the role of regional offices.
    b. No
    c. Uncertain
6. If you would like to provide more information about your responses to any of the Agency Structure questions, please include it below. [Open response]

Staffing

These questions are included to help us assess current staffing levels across emergency management

agencies and understand gaps in staffing capacity.

7. Please indicate the current number of **permanent employee Full-time Equivalents (FTEs)** working in your emergency management agency (include those that work in regional offices; exclude temporary and contract workers, and anyone in your agency who is primarily responsible for non-emergency management activities such as dispatch). Please include vacant positions for which you are actively recruiting (includes approved but vacant positions) in these counts. If you have part-time staff, please include them in this count (for example, an employee who works 20 hours per week should be counted as .5 FTE). Do not include volunteers or employees not on your agency's payroll (e.g., federal assignees) in these counts. _____[#]_____
8. Please indicate the number of **temporary and contract worker FTEs** (including paid interns, fellows, and local, state and federal assigned liaisons) working as staff (i.e., not project-based) in your emergency management agency. (Count the number of both full-time individuals considered to be temporary and contract workers. Temporary refers to employees hired directly by the agency, as well as those hired through temp agencies. Contract workers refers to individuals hired through entities outside of the EMA.) If you have part-time temporary or contract staff, please include them in this count. _____[#]_____
9. Please indicate the number of **volunteer, unpaid intern, and reservist FTEs** currently working in your emergency management agency. (Exclude community volunteers such as Community Emergency Response Team (CERT), Medical Reserve Corps (MRC), amateur radio operators, and similar volunteers.) If you have any part-time volunteers, please include them in this count. _____[#]_____
10. You indicated the number of your permanently employed FTEs above. Please estimate how many total FTEs you would need in order to be able to fully deliver emergency management services in your jurisdiction. (Not how many more, but how many total including the FTEs counted above.)
11. If you would like to provide more information about your responses to any of the Staffing questions, please include it below. [Open response]

Staff Activities

These questions are included to help us understand what kinds of activities emergency management agencies are engaged in, and the goals of those activities. Please **estimate** the percentage of your permanent emergency management staff's time that was spent on the following categories of tasks in the past 12 months. Please enter the percent of staff time, rather than the percent of staff. The categories of activities are preparing for response, preparing for recovery, mitigation, response, recovery, administration, and other tasks. Your answers to the questions below should add up to 100%.

12. How was permanent staff time allocated across emergency management tasks in the past 12 months? Your answers to the questions below should add up to 100%. Please enter whole numbers.
    a. **Preparing for response**, including activities such as developing response plans, training and exercising for tasks like evacuation and issuing alerts and warnings, as well as helping

local agencies prepare for response.

b. **Preparing for recovery**, including activities such as developing pre-disaster recovery plans, conducting recovery training and exercises, as well as helping local agencies prepare for recovery.

c. **Doing mitigation work**, including activities such as advocating for mitigation projects, applying for and managing mitigation grants, implementing mitigation projects, mitigation planning, as well as helping local agencies do mitigation work.

d. **Responding to hazard events and incidents**, including activities such as activating an Emergency Operations Center (EOC), sending alerts and warnings, coordinating evacuation and other protective actions, and coordinating first-response activities, including assisting local agencies respond to hazard events and incidents.

e. **Doing recovery work**, including activities such as conducting needs and impact assessments, coordinating recovery activities, managing recovery funding, as well as helping local agencies do recovery work.

f. **Doing administrative work**, such as completing compliance-related paperwork, and other types of management and administration work, including administrative work in support of local agencies.

g. **Other tasks not described above**.

    i. If a number greater than zero (0) was entered to “Other tasks not described above”, please describe what other activities are you currently involved in, or have you been assigned to manage or assist with that do not fall within the categories above? [Open response]

13. Please estimate the percentage of permanent staff time spent on state-level activities compared to activities in support of local or tribal emergency management activities. Your responses to these questions should add up to 100%. Please enter whole numbers

    a. State-level activities
    b. Support for local-level emergency management activities
    c. Support for tribal emergency management activities

14. Which of the following tasks have you hired a contractor to assist with? Tasks within these areas may include development of plans, projects, cost benefit analysis, and others (Please check all that apply)

    a. Preparing for response
    b. Preparing for recovery
    c. Mitigation
    d. Responding to hazard events and incidents
    e. Recovering from hazard events and incidents
    f. Administrative work
    g. Other tasks

h. None of the above

15. If your agency employed 10 more FTEs, how would you allocate their time? [Open response]
16. Is your agency taking steps to strengthen resilience through resilience-specific initiatives or programs?
    a. Yes
        i. If yes, please describe. [Open response]
    b. No
    c. Uncertain
17. How many times did your state emergency management staff activate for an event or incident, including but not limited to EOC activations, in the past 12 months? Please enter numeric character. _____[#]_____
18. Of these activations, how many received an emergency declaration from a local, state, or tribal government but did not reach the level of a Presidentially Declared Disaster? Please enter numeric character. _____[#]_____
19. Of these activations, how many required you to activate mutual aid through EMAC or another mechanism? Please enter numeric character. _____[#]_____
20. If you would like to provide more information about your responses to any of the Staff Activities questions, please include it below. [Open response]

Cross-Governmental Emergency Management Responsibility

These questions are included to help us understand how emergency management activities are divided by level of government. We are interested in understanding the extent to which gaps in capacity have been closed through collaboration across other levels of government.

21. Considering all of the emergency management activities taking place within your state, what percentage of the work do you estimate is being conducted by the below types of agencies, including the state emergency management agency? Your responses to this item should add up to 100%. Please enter whole numbers.
    a. Municipal/village/township emergency management
    b. County/borough/parish emergency management
    c. Multijurisdictional/regional emergency management
    d. Tribal emergency management
    e. State emergency management
    f. Federal emergency management
22. If you would like to provide more information about your responses to any of the Cross-Governmental Emergency Management Responsibility questions, please include it below. [Open response]

Meeting State and Federal Requirements

These questions are included to assess the extent to which emergency management staff are able to meet various types of requirements, and from where excessive burden originates.

23. On a scale of 1 to 5, with 1 being “very easy” and 5 being “very difficult,” how difficult is it for you to meet state requirements specifically?
    a. Very Easy
    b. Easy
    c. Neutral
    d. Difficult
    e. Very Difficult
24. On a scale of 1 to 5, with 1 being “very easy” and 5 being “very difficult,” how difficult is it for you to meet federal requirements specifically?
    a. Very Easy
    b. Easy
    c. Neutral
    d. Difficult
    e. Very Difficult
25. On a scale of 1 to 5, with 1 being “very easy” and 5 being “very difficult,” how difficult is it for you to meet all state and federal requirements cumulatively?
    a. Very Easy
    b. Easy
    c. Neutral
    d. Difficult
    e. Very Difficult
26. On a scale of 1 to 5, with 1 being “completely” and 5 being “not at all,” to what extent is your agency meeting all of your state’s emergency management needs?
    a. Completely
    b. Mostly
    c. Neutral
    d. Slightly
    e. Not at all
27. If you would like to provide more information about your responses to any of the Meeting State and Federal Requirements questions, please include it below. [Open response]

Funding

These questions are included to help us understand which agencies are accessing different types of funding, as well as where funding gaps may exist.

28. What, if anything, is preventing your agency from accessing more funding? [Open response]

29. If your agency had an extra $5,000,000 annually, how would you allocate those funds? This may represent a large proportion of your agency's annual funding, or a very small proportion – we are interested in responses from all types of agencies. [Open response]
30. If you would like to provide more information about your responses to any of the Funding questions, please include it below. [Open response]

Technological Resources

These questions are included to help us understand what types of technological resources your agency has adopted, uses, or needs, and what obstacles may have prevented your agency from using technological resources.

31. Please complete the following table about your use of technological resources. You may check multiple boxes (e.g., your agency may own a resource and share it with local/tribal emergency management organizations) as appropriate.

Technological Resource or Capability	My agency has this capability in house	My agency makes this available to local/tribal EM organizations	My agency does not have this capability in house but can access it	My agency does not have this capability in house and cannot access this resource	My agency does not need access to or is not interested in using/accessing this capability	I don't know whether our agency has access to this capability
Warning systems (e.g., Everbridge, CodeRed)						
Geographic Information Systems (GIS)						
Social media accounts (e.g., Facebook, Twitter/X)						
Virtual EOC (e.g., WebEOC)						
Software tools for decision support (e.g., for evacuation or volunteer management)						
Direct and remote sensing technology						
Artificial intelligence resources						
Other:						

32. Which of the following barriers have limited your adoption and/or use of technological resources? (Please check all that apply)
    a. Lack of funding to purchase
    b. Lack of staff expertise or training to use

c. Lack of knowledge about available resources
d. Difficulty justifying return on investment
e. Staff resistance to change
f. Privacy and security concerns
g. Data quality/quantity challenges
h. Interoperability of systems
i. Focus of elected officials
j. Lack of collaboration from other levels of government
k. Community resistance
l. Concerns about technological obsolescence
m. Other: _____
n. None of the above

33. If you would like to provide more information about your responses to any of the Technological Resources questions, please include it below. [Open response]

Your Agency's Challenges

This question is included to help us understand how much various challenges influence your agency and emergency management agencies nationwide.

34. From the following list, please select the **most** significant challenge facing your agency.

a. Staff turnover
b. Insufficient number of staff
c. Lack of access to training and education
d. Other state needs have a higher priority
e. Lack of funding
f. Response demands
g. Demands from local emergency management agencies
h. Lack of support from state or federal partners
i. Partner/stakeholder confusion about the role of emergency management
j. Unanticipated changes to federal programs, guidance, or doctrine
k. Unanticipated changes to state programs, guidance, or doctrine
l. Novel hazard types
m. Increasing hazard event complexity
n. Other [Open response]

35. From the following list, please select the **second** most significant challenge facing your agency.

a. Staff turnover
b. Insufficient number of staff
c. Lack of access to training and education
d. Other state needs have a higher priority
e. Lack of funding
f. Response demands

g. Demands from local emergency management agencies
h. Lack of support from state or federal partners
i. Partner/stakeholder confusion about the role of emergency management
j. Unanticipated changes to federal programs, guidance, or doctrine
k. Unanticipated changes to state programs, guidance, or doctrine
l. Novel hazard types
m. Increasing hazard event complexity
n. Other [Open response]

36. From the following list, please select the **third** most significant challenge facing your agency.

a. Staff turnover
b. Insufficient number of staff
c. Lack of access to training and education
d. Other state needs have a higher priority
e. Lack of funding
f. Response demands
g. Demands from local emergency management agencies
h. Lack of support from state or federal partners
i. Partner/stakeholder confusion about the role of emergency management
j. Unanticipated changes to federal programs, guidance, or doctrine
k. Unanticipated changes to state programs, guidance, or doctrine
l. Novel hazard types
m. Increasing hazard event complexity
n. Other [Open response]

37. If you would like to provide more information about your responses to any of the Your Agency's Challenges questions, please include it below. [Open response]

State Assistance to Locals

State emergency management agencies often provide various forms of assistance to local emergency management organizations. These questions are included to help us understand the types of assistance your agency provides and other characteristics of your agency's relationship with local emergency management organizations.

38. What types of assistance does the state offer to local emergency management organizations? Select all that apply.

a. State-led training, technical assistance and other education
b. Exercise, drill and training support
c. Grant writing assistance
d. Grant management support
e. Response plan development support
f. Mitigation plan development support
g. Recovery plan development support

h. Grant matching funds
i. Risk and hazard assessments
j. Public information and outreach support
k. Assistance coordinating with local partners
l. Other (please specify) [Open response]

39. Of the types of assistance the state offers to local emergency management organizations identified above, on which three do your staff spend the greatest amount of time?

    a. State-led training, technical assistance and other education
    b. Exercise, drill and training support
    c. Grant writing assistance
    d. Grant management support
    e. Response plan development support
    f. Mitigation plan development support
    g. Recovery plan development support
    h. Grant matching funds
    i. Risk and hazard assessments
    j. Public information and outreach support
    k. Assistance coordinating with local partners
    l. Other (please specify) [Open response]

40. With “1” being the most influential and “5” being the least influential, please rank the primary factors that inform the types of assistance your agency provides to local emergency management organizations. [Ranking Response]

    a. Local emergency management agency needs
    b. State requirements
    c. Federal requirements
    d. State emergency management agency vision/priorities
    e. State policymaker priorities
    f. Other (please describe) [Open response]

41. What challenges does your agency face when engaging with local emergency management organizations across your state? [Open response]

42. What additional resources or support would your agency need to engage with local emergency management organizations across your state more effectively? Please be as specific as possible. [Open response]

43. In addition to challenges you have faced, we want to know about improvements you have facilitated. What policy or program changes that you have implemented, or would like to implement, to address local capacity shortfalls? [Open response]

44. If you would like to provide more information about your responses to any of the State Assistance to Locals questions, please include it below. [Open response]

Coordination with State- and National-Level Partners/Stakeholders

State emergency management agencies are also responsible for liaising with state and federal partners in many cases. These questions are included to help us understand how you engage with these partners.

45. On a scale from 1 to 5, with 1 being “no influence” and 5 being “a great deal of influence,” please rate the extent to which your agency has influenced statewide laws or policies that affect emergency management activities.
    a. No influence
    b. Minor influence
    c. Neutral
    d. Some influence
    e. A great deal of influence
46. What challenges do you face when engaging with state- and national-level partners? [Open response]
47. If you would like to provide more information about your responses to any of the Coordination with State- and National-Level Partners/Stakeholders questions, please include it below. [Open response]

Demographics

These questions are included to help us understand the emergency management workforce, and to clarify career pathways into emergency management for young professionals.

48. What was your professional background prior to working in emergency management? Please select all that apply.
    a. Fire
    b. Law enforcement
    c. Emergency medical services
    d. Military
    e. Other public sector position
    f. Private sector
    g. Non-profit sector
    h. Always been in emergency management
    i. Other (please specify) [Open response]
49. How long have you worked in emergency management?
    a. Less than 1 year
    b. 1-3 years
    c. 4-6 years
    d. 7-10 years
    e. 11-20 years

f. More than 20 years

50. How long have you been in your current position?

a. Less than 1 year
b. 1-3 years
c. 4-6 years
d. 7-10 years
e. 11-20 years
f. More than 20 years

51. Do you have any official, professional duties other than/in addition to emergency management official?

a. No
b. Yes
    i. If yes, what is your other role or duties? [Open response]

52. What is the highest level of education you have completed?

a. Some high school
b. High school diploma
c. Some college or associate degree
d. Bachelor's degree
e. Master's degree
f. Doctoral degree
g. Professional degree
    i. Are any of your degrees in emergency management?
        1. Yes
        2. No

53. What is your age?

a. Under 20 years old
b. 20-29 years old
c. 30-39 years old
d. 40-49 years old
e. 50-59 years old
f. 60-69 years old
g. 70+ years old
h. Prefer not to say

54. What is your gender?

a. Male
b. Female
c. Nonbinary
d. Other

e. Prefer not to say

55. What is your ethnic background? Please select all that apply.

a. White/Caucasian
b. Asian
c. Native Hawaiian or Pacific Islander
d. Hispanic or Latino
e. African American
f. Native American
g. Other
h. Unknown
i. Prefer not to say

Appendix I: Territorial Pre-Interview Survey Language

The International Association of Emergency Managers (IAEM) is conducting this survey in partnership with the National Emergency Management Association (NEMA), Big City Emergency Managers (BCEM), the Federal Emergency Management Agency (FEMA), and Argonne National Laboratory (Argonne) in an effort to better understand the landscape of emergency management organizational structures, staffing, and capacity across the United States.

Your response to this survey will ensure that organizations like your own are represented in the data that agencies and associations use to inform the development of programs, policies, and tools that affect territories. Agencies and associations often make resource, policy, and program decisions that affect local emergency management agencies based on limited data and assumptions. The data from this study is intended to provide a more comprehensive picture of all types of emergency management organizations across the nation. Your response to this survey will help provide valuable insight into the state of emergency management across the Nation and the needs that emergency management organizations face.

The survey should only be completed by director of the territorial emergency management agency.

This survey should take no more than 5 minutes to complete.

Your individual responses to this survey will be kept confidential. All attributable data (including jurisdiction name, agency name, and email address) will only be viewable by a small number of survey staff and researchers for the purposes of data tracking and compilation at IAEM and Argonne. All direct identifiers will be removed from the data prior to analysis and all findings and reports resulting from this survey will be fully aggregated. Additionally, all data shared with FEMA, NEMA, BCEM, IAEM members and staff, as well as any other interested parties, will be fully aggregated and will contain no direct identifiers. As such, no responses from this survey will be traced back to your territory, nor will they directly influence funding, technical assistance, or any other support specific to your territory. Data with direct identifiers removed may be stored to conduct additional data analysis.

By completing and submitting the survey, you consent to participate in this study. This survey is voluntary, and you may refuse to participate or discontinue participation at any time. You may also skip any questions that you feel uncomfortable answering. If you decide you do not wish to have your survey responses included in data analysis after completing the survey, please contact Dr. Amanda Savitt at EMstudy@anl.gov.

This research has been reviewed and approved by the Central Department of Energy Institutional Review Board (CDOEIRB), an administrative group of people who oversee the rights and welfare of human-research subjects participating in research activities conducted under the auspices of the U.S. Department of Energy.

If you have any questions, concerns, or complaints about the research study, or for any other reason, you may contact the CDOEIRB at (865) 574-4359 or at CDOEIRB@orau.org.

Thank you in advance for taking the time to complete this survey. If you have any questions or

need any assistance with the survey, please contact Dr. Amanda Savitt at EMstudy@anl.gov.

Territory Pre-Interview Survey

We are surveying local, state, territorial, and tribal emergency management agencies to gather information about their organizational structure, staffing, and capacity. Given the uniqueness of the U.S. territories, we have decided to conduct interviews with territory emergency management Directors to enable us to collect more detailed and nuanced information specific to these agencies.

To streamline the interview process, we have prepared a short survey to gather baseline information about your territorial emergency management agency. Your responses will help us tailor our upcoming interview discussion to better address your agency's specific context and needs. This survey should be completed by the director/chief emergency management official of the territory emergency management agency. The survey should take no more than 5 minutes to complete.

Your Agency and Position

1. Which territory do you represent? [Drop down]
2. What is your title? [Open-response]
3. Is your position an appointed (non-merit) position?
    a. Yes
    b. No
4. Regardless of whether the position is appointed or selected through a merit system, who is responsible for either making the appointment or selecting the candidate? [Open-response]
5. Is your position paid or volunteer?
    a. Paid
    b. Volunteer

Agency Structure

6. How many reporting levels are there between you (the territorial emergency management director) and your territory's governor?
    a. 1 level – reports directly to Governor
    b. 2 levels – supervisor of the chief of emergency management reports directly to Governor
    c. 3 or more levels – supervisor's supervisor reports directly to the Governor
    d. Not applicable
7. Under which department/office, if any, is your emergency management agency organized for day-to-day operations? [Open-response]
8. Does your territory have a written ordinance, resolution, or other document formally establishing an emergency management agency and its responsibilities?
    a. Yes
    b. No

c. Uncertain

9. Does your territory program or agency's structure include regional offices or other local units?

   a. Yes
   b. No
   c. Uncertain

Demographics

10. What was your professional background prior to working in emergency management? Please select all that apply.

    a. Fire
    b. Law enforcement
    c. Emergency medical services
    d. Military
    e. Other public sector position
    f. Private sector
    g. Non-profit sector
    h. Always been in emergency management
    i. Other [Open response]

11. How long have you worked in emergency management?

    a. Less than 1 year
    b. 1-3 years
    c. 4-6 years
    d. 7-10 years
    e. 11-20 years
    f. More than 20 years

12. How long have you been in your current position?

    a. Less than 1 year
    b. 1-3 years
    c. 4-6 years
    d. 7-10 years
    e. 11-20 years
    f. More than 20 years

13. What is your educational background?

    a. Some high school
    b. High school diploma
    c. Some college or associate degree
    d. Bachelor's degree
    e. Master's degree
    f. Doctoral degree

g. Professional degree
    i. [Logic: for respondents who check d, e, f, or g:] Are any of your degrees in emergency management?
        1. Yes
        2. No

14. What is your age?

a. Under 20 years old
b. 20-29 years old
c. 30-39 years old
d. 40-49 years old
e. 50-59 years old
f. 60-69 years old
g. 70+ years old
h. Prefer not to say

15. What is your gender?

a. Male
b. Female
c. Nonbinary
d. Other
e. Prefer not to say

16. What is your ethnic background? Please select all that apply.

a. White/Caucasian
b. Asian
c. Native Hawaiian or Pacific Islander
d. Hispanic or Latino
e. African American
f. Native American
g. Other
h. Prefer not to say

Funding

17. What is the approximate dollar amount for the territorial emergency management agency's fiscal year 2024 operating budget? For the purposes of this question, your fiscal year 2024 annual operating budget includes salaries and benefits of employees as well as the operating needs for the program.

Staffing

18. Please indicate the current number of permanent employee Full-time Equivalents (FTEs) working in your emergency management agency (include any employees in regional offices, and exclude

temporary and contract workers, and anyone in your agency who is primarily responsible for non-emergency management activities such as dispatch). Please include vacant positions for which you are actively recruiting (includes approved but vacant positions) in these counts. If you have part-time staff, please include them in this count (for example, an employee who works 20 hours per week should be counted as .5 FTE). Do not include volunteers or employees not on your agency's payroll (e.g., federal assignees) in these counts. _____[#]_____

   a. Of your permanent employee FTEs, approximately what percentage work in a regional office?

19. Please indicate the number of temporary and contract worker FTEs (including paid interns, fellows, and local, territorial and federal assigned liaisons) working as staff (i.e., not project-based) in your emergency management agency. (Count the number of both full-time individuals considered to be temporary and contract workers. Temporary refers to employees hired directly by the agency, as well as those hired through temp agencies. Contract workers refers to individuals hired through entities outside of the EMA.) If you have part-time temporary or contract staff, please include them in this count. _____[#]_____

20. Please indicate the number of volunteer, unpaid intern, and reservist FTEs currently working in your emergency management agency. (Exclude community volunteers such as Community Emergency Response Team (CERT), Medical Reserve Corps (MRC), amateur radio operators, and similar volunteers.) If you have any part-time volunteers, please include them in this count. _____[#]_____

21. How many times did your territory emergency management staff activate for an event or incident, including but not limited to EOC activations, in the last 12 months?

Technological Resources

22. Please complete the following table about your use of technological resources. You may check multiple boxes (e.g., your agency may own a resource and share it with local/tribal emergency management organizations) as appropriate.

Technological Resource or Capability	My agency has this capability in house	My agency can access this capability (e.g., can borrow it from other agencies)	My agency does not have this capability in house and cannot access it	My agency does not need access to or is not interested in using / accessing this capability	I don't know whether our agency has access to this capability
Warning systems (e.g., Everbridge, CodeRed)					
Geographic Information Systems (GIS)					
Social media accounts (e.g., Facebook, Twitter/X)					
Virtual EOC (e.g., WebEOC)					
Software tools for decision support					

(e.g., for evacuation or volunteer management)					
Direct and remote sensing technology					
Artificial intelligence resources					
Other:					

Your Agency's Challenges

23. On a scale of 1 to 5, with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet territorial requirements specifically?

    a. Very easy
    b. Somewhat easy
    c. Neither easy nor difficult
    d. Somewhat difficult
    e. Very difficult

24. On a scale of 1 to 5, with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet federal requirements specifically? _____[#]_____

    a. Very easy
    b. Somewhat easy
    c. Neither easy nor difficult
    d. Somewhat difficult
    e. Very difficult

25. On a scale of 1 to 5, with 1 being "very easy" and 5 being "very difficult," how difficult is it for you to meet all territory and federal requirements cumulatively? _

    a. Very easy
    b. Somewhat easy
    c. Neither easy nor difficult
    d. Somewhat difficult
    e. Very difficult

26. On a scale of 1 to 5, with 1 being "completely" and 5 being "not at all," to what extent is your agency meeting all of your territory's emergency management needs? _____[#]_____

    a. Completely
    b. Mostly
    c. Somewhat
    d. Slightly
    e. Not at all

Appendix J: Territorial Interview Guide

Below is the semi-structured interview guide used for **Emergency Management Capacity Study – Territorial Interview**. The bracketed [text] indicates areas that need to be filled in with information specific to the agency being interviewed prior to the interview. The underlined and bracketed [text in grey] indicates areas that need to be filled in with information from the pre-interview questionnaire prior to the interview.

Consent

Interviewer introduction

This interview is part of a research study. This research is designed to help the emergency management community understand the landscape of organizational structures, staffing and capacity of different types of emergency management organizations in the United States. Whether you choose to participate in this research study is entirely up to you. Your participation is voluntary, and you can choose not to take part. You are free to ask any questions about the research study to help you decide whether to participate. You can agree to participate and later change your mind and withdraw your participation during the interview without giving any reason. Your decision to not participate will not be held against you, and there will be no penalty. You do not waive any of your legal rights by participating in this research.

This study involves no more than minimal risks. We cannot promise any benefits to you or others from taking part in this research. However, possible benefits include the development of programs, policies, and resources that support emergency management work more effectively.

Your individual responses to these interview questions will be kept confidential. All attributable data, including your name, territory name, and agency name, will be anonymized prior to analysis and all findings and reports resulting from this study will be fully anonymized. As such, no responses from this interview will be traced back to your territory, nor will they directly influence funding, technical assistance, or any other support to your territory. Anonymized data may be stored to conduct additional data analysis.

This research has been reviewed and approved by the Central Department of Energy Institutional Review Board (CDOEIRB), an administrative group of people who oversee the rights and welfare of human-research subjects participating in research activities conducted under the auspices of the U.S. Department of Energy. If you have any questions, concerns, or complaints about the research study, or for any other reason, you may contact the CDOEIRB at (865) 574-4359 or at CDOEIRB@orau.org. You may also ask questions about your rights as a research subject, request to obtain information, or offer input. If you want to know more about the program, visit the Department of Energy Human Subjects Protection Program website at https://science.osti.gov/ber/human-subjects.

Do you consent to participate in this research?
Do you consent to be recorded?

Introductions

Transition: To begin, I would like to ask a couple of questions about you, your role, and your professional background.

Tell me about yourself and your role at [EM agency].

Probes: What are your primary responsibilities?

In the pre-interview questionnaire, you indicated that your position is [EM Director selection details], can you tell me more about how the director for the territory's emergency management agency is selected?

Probes: What are the requirements and qualifications for the position?

Organizational Structure

Transition: The next question focuses on the structure and characteristics of [EM agency].

In the pre-interview questionnaire, you noted that your agency's structure [does/does not] include regional offices or other local units, what is the perceived effectiveness of this structure?

Probes: What are the relative roles of the territory, region, and/or local entities across mitigation, preparedness, response, and recovery?

Funding & Budgets

Transition: The next questions are intended to help us understand your budget.

In the pre-interview questionnaire, you noted your approximate annual operating budget for FY2024 was [$X]. Can you describe what sources contribute to that budget?

Probes: Are there specific grant programs that you rely on? Roughly, what percentage of your operating budget is federal appropriations versus territorial appropriations?

What, if anything, is preventing your agency from accessing more funding?

Probes: Are there any grants or other sources of funding that you would like to use but that you're not able to for some reason? *show list of grants on screen to help prompt.

We're interested in understanding disaster funding mechanisms. If you don't receive a disaster declaration, what funding mechanisms exist to support the territory's needs?

Can you tell us about your decision-making process with how you use and distribute EMPG funding?

Probes: What/who are you spending the money on? If being distributed to locals, how much is going to locals vs. staying at the territory level? Do you provide guidance on how local jurisdictions should use the funds?

If your agency had an extra $X,000,000 annually, how would you allocate those funds? *X based

on current annual operating budget.

Staffing and Staff Activities

Transition: Now I'm going to ask a series of questions to understand the staff at [EM agency] and their responsibilities. In your pre-interview questionnaire, you indicated that you have [FTE details here]

Do you believe that your current permanent staff is sufficient to fully deliver the emergency management services you are responsible for? Why or why not?

Probes: How many FTEs would you need to fully deliver EM services? How would you allocate their time? If you had X more, what would you do? *X based on current FTEs How does your agency attract and retain talent?

Technological Resources

Transition: The next set of questions is intended to help us understand your agency's use of technological resources.

In the pre-interview questionnaire, you indicated that you currently have access to and use [technological resources details]. How do those resources benefit your agency?

You also indicated resources that you would like to use, but that you can't currently use or access. What barriers have influenced the adoption and/or effective use of [technological resources details here] resources?

Probes: How would those resources benefit your agency?

Meeting Requirements

Transition: In the pre-interview questionnaire, we asked some questions intended to help us understand the extent to which your organization can meet various types of requirements, and where excessive burden originates from. You indicated [summarize "meeting requirements" responses].

Can you tell me about what you believe your agency is doing especially well?

Probes: What factors allow you to do these things well?

What would you like your agency be able to do better?

Probes: What would help you accomplish this?

Challenges

Transition: Now I would like to know about the challenges facing [EM agency].

Can you describe what you believe are the largest challenges facing your agency? Why?

Probes: Of the challenges listed here, select the top three greatest challenges for your agency.*show the challenges list from the local and state surveys on screen.

Mutual Aid & Other Assistance

Transition: Next, we'd like to learn about any sources of assistance that your territory uses that we have not discussed yet.

Does the territory draw on any sources of assistance that haven't been discussed so far?

Probes: Mutual aid agreements?

Territory Context

Transition: The next two questions are to help us understand the unique territorial emergency management context.

To what degree does [territory's] status as a U.S. territory influence your agency's ability to deliver emergency management services to [territory]?

Probes: Policy/program alignment with needs; accessibility to international aid/support; geographical distance; ability to advocate for needs to regional and federal entities (only one non-voting representative)?

If at all, in what ways do cultural differences between [territory] and the United States influence your agency's ability to deliver emergency management services?

Probes: Language barriers, local knowledge gaps, distrust

Tasks & Responsibilities

Transition: For these final questions, we're interested in learning about the tasks and responsibilities that [EM agency] has across the phases of emergency management. For the following question, we're going to ask you about the percentage of permanent staff time allocated across mitigation, preparedness, response, recovery, and other activities. We will want the percentage to add up to approximately 100%. To make it easier, we're going to work through this question on a screen. *show the list on screen and write percentages as dictated by the interviewee

How was permanent staff time allocated across emergency management tasks in the last year?

Probes: What are the tasks that you're focusing on in each of these phases?

Approximately how much permanent staff time was spent **preparing for response**? This includes activities such as developing response plans, training and exercising for tasks like evacuation and issuing alerts and warnings, as well as helping local agencies prepare for response.

Approximately how much permanent staff time was spent **preparing for recover**y? This includes activities such as developing pre-disaster recovery plans, conducting recovery training and exercises, as well as helping local agencies prepare for recovery.

Approximately how much permanent staff time was spent **doing mitigation work**? This includes activities such as advocating for mitigation projects, applying for and managing mitigation grants, implementing mitigation projects, and mitigation planning, as well as helping local agencies do mitigation work.

Approximately how much permanent staff time was spent **responding to hazard events and incidents**? This includes activities such as activating an Emergency Operations Center (EOC), sending alerts and warnings, coordinating evacuation and other protective actions, and coordinating first-response activities, including assisting local agencies respond to hazard events and incidents.

Approximately how much permanent staff time was spent **doing recovery work**? This includes activities such as conducting needs and impact assessments, coordinating recovery activities, and managing recovery funding, as well as helping local agencies do recovery work.

Approximately how much permanent staff time was spent **conducting administrative work**? This includes activities such as completing compliance-related paperwork, and other types of management and administration work, including administrative work in support of local agencies.

Approximately how much permanent staff time was spent on **other tasks that do not fall within the activities we just discussed**?

Probes: What other activities is your agency currently involved in, or has you been assigned to manage or assist with, that do not fall within the categories we discussed? Activations for an event or incidents?

We just discussed a variety of different activities, have you hired a contractor to assist with any of these activities?

Conclusion

Is there anything else about your territory or agency that you think we should know, that we haven't had a chance to talk about, that you think would be informative for a study on emergency management capacity?

Those are all the questions I have for you today. Before I turn off the recording, is there anything else you would like to add or questions you have for me?

Appendix K: Tribal Survey

The International Association of Emergency Managers (IAEM) is conducting this survey in partnership with the National Emergency Management Association (NEMA), Big City Emergency Managers (BCEM), the Federal Emergency Management Agency (FEMA), and Argonne National Laboratory (Argonne) to better understand the landscape of emergency management organizational structures, staffing, and capacity across the US.

Your response to this survey will ensure that organizations like your own are represented in the data that agencies and associations use to inform the development of programs, policies, and tools that affect tribal emergency management organizations. Your response to this survey will help provide valuable insight into the state of emergency management and the needs that tribal emergency management organizations face.

The survey should only be completed by the emergency management director (or equivalent lead emergency management position) for your tribe. This is the official who has primary responsibility for emergency management functions, including but not limited to planning, training, exercising, securing resources, and implementing strategies to prepare for, mitigate against, respond to, and recover from hazards and disasters, whether that person has an emergency management-specific title or not. As such, only one response to this survey should be received from each tribe or tribal nation.

This survey is intended for tribal organizations or agencies.

This survey should take no more than 20 minutes to complete.

Your individual responses to this survey will be kept confidential. All attributable data (including your name and the names of your tribe and agency) will only be viewable by a small number of survey staff and researchers for the purposes of data tracking and compilation at IAEM and Argonne. All direct identifiers will be removed from the data prior to analysis, and all findings and reports resulting from this survey will be fully aggregated. Additionally, all data shared with FEMA, NEMA, BCEM and IAEM members and staff, as well as any other interested parties, will be fully aggregated and will contain no direct identifiers. As such, no responses from this survey will be traced to your tribe or organization, nor will they directly influence funding, technical assistance, or any other support specific to your tribe or organization. Data with direct identifiers removed may be stored to conduct additional data analysis.

By completing and submitting the survey, you consent to participate in this study and agree that you are the lead emergency management official for your tribe or tribal nation or a designee of the lead emergency management official. This survey is voluntary, and you may refuse to participate or discontinue participation at any time without having to give any reason. You may also skip any question(s) that you prefer not to answer, also without having to give any reason. If you decide you do not wish to have your survey responses included in data analysis after completing the survey, please contact Dr. Amanda Savitt at EMStudy@anl.gov.

This research has been reviewed and approved by the Central Department of Energy Institutional Review Board (CDOEIRB), an administrative group of people who oversee the rights and welfare of

human-research subjects participating in research activities conducted under the auspices of the U.S. Department of Energy.

If you have any questions, concerns, or complaints about the research study, or for any other reason, you may contact the CDOEIRB at (865) 574-4359 or at CDOEIRB@orau.org.

Thank you in advance for taking the time to complete this survey. Your participation is important and appreciated. If you have any questions or need any assistance with the survey, please contact Dr. Amanda Savitt at EMStudy@anl.gov.

Tribal Emergency Management Program or Department

Please note, "department" refers to any organization, division, office, or program that has primary responsibility for emergency management within the tribal nation.

1. What is the name of your department or program? (Please do not use acronyms or abbreviations.)
2. What is your department office's address?
3. Please describe the structure of your program or department.
   (For example, is it part of or housed within another organization or department? To whom does the emergency manager report? How much decision-making authority does your program or department have?)

Staffing

4. Please describe your program or department staff.
   (For example, how many permanent, volunteer, and contract staff do you have?)
5. With your current staff level, how difficult is it for you to meet your community's emergency management needs?
6. We are interested in the kinds of activities emergency management staff do. Please describe your and your staff's activities in the past 12 months.
   (For example, did you spend time in preparedness for response, preparedness for recovery, mitigation, response, and/or recovery? Did you spend a significant amount of time doing administrative work? Were you responsible for any other kind of activities?)

Cross-Governmental Emergency Management Responsibility

7. How and to what extent does your program or department coordinate, interact, or otherwise engage with tribal and non-tribal emergency management, such as federal, state or territorial, county, or municipal emergency management?
   (For example, do you have MOUs or other formal coordinating mechanisms with states, other tribes, or local governments? Do you conduct training with states, other tribes, or local governments?)
8. How effective are these interactions?
9. What would make these interactions more effective if anything?

Requirements

10. What types of requirements does your department have to fulfill at federal, state/territorial, local, or tribal levels?
11. Does your program or department have difficulty meeting any of those requirements?

Funding

12. Please describe the sources of funding that support your program or department.
13. What would your program or department do with an extra $100,000 annually?

Technological Capabilities and Resources

Please respond to the following questions about your access to and use of technological resources.

14. Warning systems (e.g., Everbridge, CodeRed)
    a. My agency has this capability in-house
    b. My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)
    c. My agency does not have this capability in-house and cannot access it, but would like to be able to access it
    d. My agency does not have access to this capability, but does not need access to or is not interested in it
    e. I don't know whether our agency has access to this capability
15. Geographic Information Systems (GIS)
    a. My agency has this capability in-house
    b. My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)
    c. My agency does not have this capability in-house and cannot access it, but would like to be able to access it
    d. My agency does not have access to this capability, but does not need access to or is not interested in it
    e. I don't know whether our agency has access to this capability
16. Social media accounts (e.g., Facebook, Twitter/X)
    a. My agency has this capability in-house
    b. My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)
    c. My agency does not have this capability in-house and cannot access it, but would like to be

able to access it

d. My agency does not have access to this capability, but does not need access to or is not interested in it

e. I don't know whether our agency has access to this capability

17. Virtual EOC (e.g., WebEOC)

a. My agency has this capability in-house

b. My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)

c. My agency does not have this capability in-house and cannot access it, but would like to be able to access it

d. My agency does not have access to this capability, but does not need access to or is not interested in it

e. I don't know whether our agency has access to this capability

18. Software tools for decision support (e.g., for evacuation or volunteer management)

a. My agency has this capability in-house

b. My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)

c. My agency does not have this capability in-house and cannot access it, but would like to be able to access it

d. My agency does not have access to this capability, but does not need access to or is not interested in it

e. I don't know whether our agency has access to this capability

19. Direct and remote sensing technology

a. My agency has this capability in-house

b. My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)

c. My agency does not have this capability in-house and cannot access it, but would like to be able to access it

d. My agency does not have access to this capability, but does not need access to or is not interested in it

e. I don't know whether our agency has access to this capability

20. Artificial intelligence resources

a. My agency has this capability in-house

b. My agency does not have this capability in-house but can access it (e.g., the state provides it, can borrow it from other agencies)

c. My agency does not have this capability in-house and cannot access it, but would like to be able to access it

d. My agency does not have access to this capability, but does not need access to or is not interested in it

e. I don't know whether our agency has access to this capability

Department or Program's Challenges

21. Please describe the challenges or gaps that your program or department faces now, or that you anticipate facing in the future.

The Emergency Management Official Position

22. Are there any requirements, such as education, experience, or a specific professional background, for the lead emergency management official?

Appendix L: Listening Session Guide

Consent

- Interviewer introduction
- This listening session is part of a research study. This research is designed to help the emergency management community understand the landscape of organizational structures, staffing and capacity of different types of emergency management organizations in the United States. Whether you choose to participate in this research study is entirely up to you. Your participation is voluntary, and you can choose not to take part. You are free to ask any questions about the research study to help you decide whether to participate. You can agree to participate and later change your mind and withdraw your participation during the listening session without giving any reason. Your decision to not participate will not be held against you, and there will be no penalty. You do not waive any of your legal rights by participating in this research.
- This study involves no more than minimal risks. We cannot promise any benefits to you or others from taking part in this research. However, possible benefits include the development of programs, policies, and resources that support emergency management work more effectively.
- Your individual responses to these questions will be kept confidential by Argonne. All attributable data, including your name, territory name, and agency name, will be anonymized prior to analysis and all findings and reports resulting from this study will be fully de-identified. As such, no responses from this listening session will be traced back to you or your organization, nor will they directly influence funding, technical assistance, or any other support to your organization or jurisdiction. Anonymized data may be stored to conduct additional data analysis. Because this is a group discussion, we also ask all participants not to share attributional data with others once the meeting concludes.
- This research has been reviewed and approved by the Central Department of Energy Institutional Review Board (CDOEIRB), an administrative group of people who oversee the rights and welfare of human-research subjects participating in research activities conducted under the auspices of the U.S. Department of Energy. If you have any questions, concerns, or complaints about the research study, or for any other reason, you may contact the CDOEIRB at (865) 574-4359 or at CDOEIRB@orau.org. You may also ask questions about your rights as a research subject, request to obtain information, or offer input. If you want to know more about the program, visit the Department of Energy Human Subjects Protection Program website at https://science.osti.gov/ber/human-subjects.
- **Do you consent to participate in this research?**
- **Do you consent to be recorded?**

Discussion Guide

As we begin the listening session, please be respectful of other participants, but remember that there are no right or wrong answers to any of these questions. Please answer honestly, even if you feel that your response conflicts another participant's.

1. Tell me about your organization.
    a. Probe for: jurisdiction type, independent/subordinate structure, reporting structure, number of staff working on emergency management
2. What strengths and weaknesses does your organization have when providing emergency management services for your jurisdiction or community?
    a. Probes: What's working? What's not working? How are strengths and weaknesses connected to organizational structure? Staffing? What kinds of resources are associated with strengths?
    b. Probes: Does your community understand what you do? Why/why not?
3. Do you feel that you are meeting your community's emergency management needs?
    a. Probes: What do you think the needs are? How does your organization think about or prioritize needs?
    b. What is the biggest unmet need? What would you require to meet that need?
4. In a perfect world, what kinds of emergency management activities would you like to be working on that you're not right now?
    a. Probe for: phases? Intra-organizational, inter-organizational, or community oriented? How would these additional activities improve your organization/jurisdiction/community? Are there organizations that you think are doing an especially good job that you would like to emulate?
5. What is preventing you from doing those things?
    a. Probes: Lack of staff or other resources? Structural issues? Other community priorities?
    b. Probe: In a recent survey of local jurisdictions, meeting FEMA requirements was reported as difficult or extremely difficult. Can you provide insight on that and what specifically would you recommend FEMA do differently?
6. What resources do you hope your organization has in the next 5 years?
    a. Probe: Think about technological resources, financial resources (from grants and other sources), staffing resources, and anything else that comes to mind when you hear "resources." What would you do with those additional resources?
7. Let's talk about your community. Can you describe it?
    a. Probes: What community challenges or other characteristics affect the work that your organization does? How do they affect your work?

Conclusion

8. Is there anything else about your organization that you think we should know, or that we haven't had a chance to talk about, that you think would be informative for a study on emergency management capacity?
9. Those are all the questions I have for you today. Before I turn off the recording, is there anything else you would like to add or questions you have for me?

Appendix M: Additional Data Sources

To avoid overburdening survey respondents, Argonne appended data from several sources to explore respondent characteristics and possible relationships with survey data. These data sources were intended to better understand the hazard event experience, hazard risk, and community and emergency management (EM) characteristics of responding agencies.

Additional Local Data Sources

Population Size

The study team appended population size to local survey data to assess whether and how having a small, medium, or large population jurisdiction influenced responses. County-level population data were appended from 2020 Decennial Census data, and municipal-level data were appended from 2023 American Community Survey data. To determine regional populations, the populations of each jurisdiction in a region were summed.

For the purposes of this study, jurisdictions with populations of under 50,000 were considered “small population,” jurisdictions with populations between 50,000 and 500,000 were considered “medium population,” and jurisdictions with populations over 500,000 were considered “large population.”

Urbanicity and Rurality

In addition to population size, the study team was also interested in whether and how urbanicity or rurality influenced local survey responses. Each local EM agency was categorized as either urban (those with at least two-thirds urban population), suburban (those with between one-third and two-thirds urban population), or rural (those with one-third urban population or lower). The EM Study uses the Census Bureau’s definition of urban places as all territory, population, and housing units located within densely developed urban areas of at least 2,000 housing units or at least 5,000 people. Urbanicity data were appended from the 2020 Decennial Census data. Because urbanicity data are not available at the municipal level, urbanicity data for the census tract that shares a ZIP code with the agency ZIP code was used as a proxy.

Hazard Event Experience

To understand whether and how local EM agencies were influenced by their hazard event experience, Argonne used data from the Spatial Hazard Events and Loss Database for the United States (SHELDUS), housed at Arizona State University. SHELDUS provides county-level hazard event data for the U.S. and includes data for many types of different natural hazards. More information about SHELDUS is available here: https://cemhs.asu.edu/sheldus.

For the purposes of this report, only the total number of events during the 10 years prior to survey launch were analyzed. Jurisdictions were divided into thirds based on the number of hazard events they had experienced. The bottom third of jurisdictions had experienced between 0 and 24 hazard events in the past 10 years (low hazard events). The middle third of jurisdictions had experienced between 25 and 76 hazard events in the past 10 years (medium hazard events). The top third of jurisdictions had

experienced more than 77 hazard events in the past 10 years (high hazard events). Argonne also appended data on the number of wildfires, hurricanes, and floods that respondent jurisdictions had experienced, but because too few jurisdictions have experienced one or more of these types of hazard events to establish relationships with survey items, these data were not included in the report.

Mitigation Plan Status

To receive some types of non-emergency federal grant funding, jurisdictions must have an approved hazard mitigation plan. These mitigation plans require that communities engage in a planning process that includes conducting a risk assessment, assessing community capabilities, developing a mitigation strategy, coordinating public and stakeholder involvement and outreach, and plan adoption. See the *Local Mitigation Planning Handbook* for more information: https://www.fema.gov/sites/default/files/documents/fema_hmd_2025-local-mitigation-planning-handbook_06122025.pdf

FEMA provides data about community hazard mitigation plan status through OpenFEMA (https://www.fema.gov/about/openfema/data-sets). Argonne used the Hazard Mitigation Plan Statuses dataset (https://www.fema.gov/openfema-data-page/hazard-mitigation-plan-statuses-v1) to append mitigation plan status to local survey responses. For the purposes of this report, these statuses are included in descriptive analysis to provide greater insight into respondent characteristics. Future research could integrate these statuses into an outcome measure to help the EM community understand characteristics of jurisdictions that have approved hazard mitigation plans.

Additional State Data Sources

Population Size

The study team appended population size to state survey data to assess whether population size affected staff size. State-level population data were appended from 2020 Decennial Census data.

Additional Tribal Nation Data Sources

Population Size

To examine the population associated with tribal respondents, the study team used publicly available U.S. Census data from the 2023 American Community Survey 5-Year Estimates. These data capture individuals living on tribal lands (different from number of enrolled tribal members, and in some cases including non-tribal jurisdictions that are located within tribal lands).

Tribal Nation Enrollment

The study team also explored tribal enrollment numbers for respondents (the number of individuals formally registered as members of a specific Native American tribe). The team searched tribal, state, and federal data sources and found that the data are not collected or provided consistently across all tribal nations. Therefore, enrollment numbers included in this report should be considered as estimates.

Appendix N: Literature Review

Methodology

Argonne conducted a literature review to identify existing literature, including government reports, association studies, and peer-reviewed research, that could provide relevant information about emergency management (EM) agency characteristics and effectiveness, and inform the design of the EM Study. The literature reviewed as part of this literature review informed survey development, including question content, question design, and other key methodological decisions, and aided in contextualizing findings, organizing listening sessions, and selecting questions to include in statistical analyses.

The literature review began with a systematic search of available resources related to EM capacity. First, Argonne searched the Congressional Research Service database using combinations of the following key search terms including “emergency management,” “staffing,” “capacity,” “funding,” “disaster,” “local disaster funding,” “state disaster funding,” “structure,” and “disaster cost-share.” After searching the Congressional Research Service database, Argonne used resources available through the Argonne Research Library and Google Scholar to further explore existing literature. The key search terms used in Google Scholar were “emergency management,” “capacity,” “local,” “funding,” “staffing,” “employees,” “disaster funding,” “state,” “cost-share,” “tribal,” “territory,” and “emergency management performance grant.”

After completing searches across various databases, the study team reviewed the resulting 54 papers for their relevance to the research study. Of the 54 papers, 13 were directly applicable to the study’s research questions and were reviewed in detail and used to inform the study approach and contextualize the findings.

Findings

Little research has been published on EM capacity at any jurisdictional level. There is mention of EM agency capacity within studies, but capacity is not the focus of these studies. The limited research that includes considerations of capacity in even a limited capacity pertains primarily to the county and municipal level. These studies look at a variety of factors including EM agency demographics, resources, and Emergency Management Preparedness Grant (EMPG) funding (Cwiak & Butterfass, 2024; Gerber-Chavez et al., 2023; Gershon et al., 2021; Jensen & Ferreira, 2023; Kapucu et al., 2014; Krueger et al., 2009; McEntire, 2007; National Association of Counties, 2019; Smith, 2022; Weaver et al., 2014).

Two studies have focused on understanding the characteristics of EM agencies. The first was a study done in 2014 by Weaver et al. to explore the demographics of EM staff so that National Weather Service employees could better understand their EM counterparts. In this study, a survey was sent to more than 3,500 EM agency employees and 1,062 (30.3%) responded. Most of the respondents where white (80.8%) males (94%), and 75% of the respondents were over the age of 45. This study found that most emergency managers were college educated (77.9%) and 34.6% of those with undergraduate degrees had a degree related to emergency response, medical, or criminal justice. In addition, 48% of

the emergency managers had worked in the response field for multiple years. This study also looked at the communities served by the emergency managers. Most of the respondents (46.7%) worked in rural communities, 14.1% worked in mostly urban communities, 16.6% in suburban communities, and 22.6% in mixed communities. The study found emergency managers working in urban and suburban communities were more likely to have higher salaries, be younger, and have college educations compared to emergency managers working in rural communities. Rural community emergency managers had smaller budgets and were more likely to have a law enforcement background (Weaver et al., 2014).

In 2018, the National Association of Counties conducted a survey on EM at the county level. This survey explored organizational capacity, budget and funding, planning, preparedness, response, and mitigation. The survey was completed by 397 counties representing 45 of the 50 states (National Association of Counties, 2019). Twenty-four percent of responding counties experienced at least one disaster in the last three years. In terms of organizational structure, 72% of respondents stated that they report directly to an elected county official. In addition, the number of staff directly corresponded to the size of the county. Small counties on average employed 1.14 full-time EM employees, where large counties employed 9.57 full-time employees (National Association of Counties, 2019). Ninety-nine percent of the counties reported having an Emergency Operations Plan and Hazard Mitigation Plan (National Association of Counties, 2019).

A majority of the local EM agency research assesses differences between urban and rural jurisdictions (Cwiak & Butterfass, 2024). Cwiak and Butterfass (2024) found that rural jurisdictions are less likely to apply for and/or receive federal grants. They attributed this finding to capacity in rural jurisdictions where it is common to have one part-time EM agency staff member (Cwiak & Butterfass, 2024; McEntire, 2007). The amount of administrative work required for federal grants involves a considerable amount of time (Cwiak & Butterfass, 2024; Krueger et al., 2009; McEntire, 2007). In addition to time, money is often required by the local jurisdiction, typically referred to as a cost-share, which smaller, rural communities are less likely to afford (Cwiak & Butterfass, 2024; Krueger et al., 2009; McEntire, 2007).

Two studies looked at the impact that EMPG funding allocations had on varying jurisdictions' capacity. EMPG funding often supports local governments' capacity to fund their departments and their essential work (Cwiak & Butterfass, 2024; Gerber-Chavez et al., 2023). Cwiak and Butterfass (2024) wrote a white paper in which they explored the capacity and capability of local level EM agencies in rural areas. They found that when states allocate EMPG funding, they are more likely to prioritize funding to high-risk urban counties than rural counties (Cwiak & Butterfass, 2024). While staffing at the local level varies widely, large urban centers tend to have more staff, including a few specialized staff focused on specific tasks (i.e. preparedness, grants, planning, recovery). In comparison, there is commonly only one EM staff member in rural areas, and they are often given other duties as assigned (Cwiak & Butterfass, 2024). While rural areas are less populated than urban, they present their own challenges. With typically only one EM staff member and a population dispersed over a wider geographic area, it can require more time and ability to engage the community in preparedness activities like planning and training (Cwiak & Butterfass, 2024). Rural areas are also more likely to have lower income households, declining populations, large populations of older adults and individuals with disabilities, and livestock

and agriculture concerns. Cwiak and Butterfass (2024) found that capacity and capability challenges in rural communities are distinct, and changes to how the EMPG grant is distributed in rural communities could help alleviate those challenges.

The other study that looked at EMPG funding focused on how EMPG funds are distributed. The study analyzed the distribution of EMPG funds allocated from 2014-2020 and the relationship between EMPG funding and county socioeconomic status indicators (Gerber-Chavez et al., 2023). They found that counties that have larger populations, greater population differences, and well-functioning economies are more likely to receive EMPG funding than those that do not. Counties that received EMPG funding then tended to distribute the funding in a way that impacted more people, which meant that urban communities were more likely to receive funds than rural communities (Gerber-Chavez et al., 2023).

Two studies looked at the capacity of territorial EM organizations. Both focused on Puerto Rico and their response to Hurricane Maria. The studies found that there were a few key factors that impeded how Puerto Rico EM was able to function. The first of those was the magnitude of the storm. Hurricane Maria was a catastrophic storm, and the government did not follow its Catastrophic Storm plan (Rivera, 2019). Previous financial struggles also contributed to response and recovery challenges on the island. The Puerto Rican government mostly relied on the federal government funding for the restoration of public services. This approach was difficult because the Puerto Rican government struggled to distribute the funds for the recovery efforts (Rivera, 2019). The final factor they identified was lack of preparedness. The main sign of this was that the Puerto Rican EM agency was reliant on satellite communications that broke down during the hurricane. This left the island without any form of communication (Rivera, 2019).

The other study that looked at territorial capacity compared Florida's and Puerto Rico's hurricane responses. Belligoni (2024) found that Puerto Rico had more internal functional challenges that directly influenced their EM capabilities. Compared to Florida, which has procedural arrangements and planning requirements, Puerto Rico has less structure, which impacted their ability to prepare, respond, and recover (Belligoni, 2024). Another factor that limited the Puerto Rico EM agency was the geographical distance from the mainland. This resulted in supply chain delays and communication issues following the storm (Belligoni, 2024).

One study that considered tribal nations' EM capacity was identified. It explored the root causes of tribal nations' struggles with disaster response (Luft 2015). It specifically noted that from the outside it seems that tribal government difficulties may be the cause, but looking more closely at the tribal nations revealed that chronic infrastructure issues make it more challenging for tribal nations to meet their communities' needs. This study looked at the Northern Cheynne reservation in Montana where a majority of the reservation does not have cell service. As a result, communication across the reservation is challenging even in non-disaster times. Another barrier is how funding is distributed by the federal government. The complex nature of tribal lands and ownership of various infrastructure make it hard for tribal nations to meet the necessary requirements for funding (Luft, 2015).

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