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**1.**

**EMPG Work Plan (Program Narrative, Budget Narrative, and Project Outline).**

All EMPG applicants must submit a Work Plan that outlines the State's emergency management sustainment and enhancement efforts, including projects, proposed for the FY 2009 EMPG period of performance. In addition, the Work Plan must include a detailed budget-build (within the Budget Narrative section) that enumerates all expenses associated with project execution; including management and administration costs. FEMA regional offices will work closely with States to assist, as needed, and monitor Work Plans during the performance period to ensure regional coordination and collaboration. In addition, FEMA regional offices must concur on final Work Plans before States may draw down EMPG funds. Grant funds will be released on a rolling basis upon approval of the State's final Work Plan.

The EMPG Work Plan must be included as an attachment to the Standard Form 424 Mandatory Form to fulfill the "*Consolidated Application/Plan/Funding Request Explanation*" response on page four of the form, which is found at [http://www.grants.gov/techlib/SF424\\_Mandatory.pdf](http://www.grants.gov/techlib/SF424_Mandatory.pdf).

In order to address national preparedness issues while also providing the flexibility to manage State and local preparedness issues, States are strongly encouraged to draw upon the following criteria as a basis for developing FY 2009 EMPG Work Plans:

- Emergency Management Standard by the Emergency Management Accreditation Program (EMAP) (September 2007)
- National Preparedness Guidelines, Target Capabilities List, and National Planning Scenarios
- FEMA Gap Analysis Program
- Nationwide Plan Review
- National Disaster Housing Strategy (*new in FY 2009*)

Specifically, States must focus FY 2009 EMPG program activities on addressing shortfalls and sustaining capabilities in their emergency management program, as identified through either the FEMA Gap Analysis Program, Nationwide Plan Review, the EMAP process, or other emergency management assessment process, with a specific focus on planning for catastrophic events and to reduce loss of life and

property through mitigation activities. States can use the Work Plan to demonstrate how they have already addressed existing shortfalls and how they plan to further enhance or sustain those capabilities. Results from other assessments can also serve as a reference, and can include specific targeting of the EMPG funding to those areas identified as needing improvement or sustainment.

Additionally, FY 2009 EMPG places a high priority in developing scenario-specific plans that incorporate the findings of the Gap Analysis Program and the Nationwide Plan Review, consistent with Annex I to HSPD-8.

- **Emergency Management Standard.** The Emergency Management Standard by the Emergency Management Accreditation Program (EMAP) (September 2007) is based on the National Fire Protection Association (NFPA) 1600 Standard on Disaster/Emergency Preparedness and Business Continuity Programs, 2004 edition, with language added to provide standards for public sector emergency management accreditation purposes.

States are not required to pursue accreditation under EMAP, but as an existing national standard, it is being considered for use with the National Preparedness Guidelines and its supporting materials as the basis for future national assessments.

Additional information on the EMAP Standard is available at <http://www.emaponline.org/index.cfm>. Using the EMAP Standard, the National Emergency Management Baseline – Capability Assessment Program (NEMB-CAP) was an effort sponsored by FEMA that analyzed existing State and territory emergency management programs. Concluding on June 30, 2006 and encompassing 52 States and territories, findings from the NEMB-CAP process revealed weaknesses in key operational areas and catastrophic planning efforts that reinforce and correspond with findings from the Nationwide Plan Review. These findings include:

- Incident management
  - Planning, including continuity of operations and recovery strategies
  - Hazard identification, risk assessment, and impact analysis
  - Pre-disaster resource management, including identification of resource objectives by hazard
- **FEMA Gap Analysis Program.** State and local jurisdictions should leverage EMPG funds to engage in a process that identifies and addresses shortfalls utilizing a scenario that may stretch State capabilities. In FY 2009, FEMA regional leadership will continue to work closely with State and local jurisdictions to determine requirements and capabilities to meet those requirements in pre-defined critical areas.
  - **Nationwide Plan Review.** States should focus on developing scenario-

specific plans that incorporate findings identified through the 2006 Nationwide Plan Review. Of particular importance are the areas of evacuation and re-entry planning, long-term housing, and continuity of operations. These focus areas target large-scale or catastrophic incidents, however they involve capabilities that will also support common scenarios described in local hazard mitigation plans.

### **Evacuation Planning**

Evacuation planning encompasses not only the movement of people, but also alert/warnings and crisis communications, the ability to care for those people and the ability to plan for re-entry. Given these needs, it is important that overall planning for evacuation issues within a jurisdiction must consider the safety of the proposed shelter, evacuation routes that are pre-identified prior to a hurricane event, public information concerning safety and evacuation routing, communications to the public, traffic management, special needs populations, mass care and sheltering, alternative means of transportation, and when necessary, isolation and quarantine. While levels of planning for this focus area will vary greatly depending on the jurisdiction, it should be noted that urban areas should have detailed plans to address issues associated with this focus area and States should have plans in place that identify how the State will support the local effort.

### **Continuity of Operations / Continuity of Government Planning (COOP/COG)**

COOP/COG planning is the fundamental responsibility of every government agency that performs an essential function at the State and local level. In order to conduct necessary emergency operations, recovery actions, and other key essential functions during a large-scale or catastrophic event, the agency must have effective COOP plans in place to support continued operations. COOP efforts also provide the foundational basis for COG programs, such as succession planning, which are designed to ensure the survival of not only leadership at the State and local level, but also an enduring constitutional government. State and local plans to address COOP/COG issues should be consistent with HSPD-20, *National Continuity Policy*, which provides guidance for State, local, territorial, and tribal governments, and private sector organizations to ensure a comprehensive and integrated national continuity program, and DHS COOP Planning Guidance. Issues to address include, but are not limited to:

- Delineate essential functions and activities, agency interdependencies, and the resources needed to perform them
- Establish orders of succession and delegations of authority to key agency positions and establish and maintain current roster(s) of fully equipped and trained COOP personnel with the authority to perform essential functions

- Provide for the identification and preparation of alternate operating facilities for relocated operations
- Provide for the regular training, testing, and exercising of COOP personnel, systems, and facilities
- Provide for reconstitution of agency capabilities, and transition from continuity operations to normal operations
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### ***EMPG Work Plan***

The EMPG Work Plan must provide a detailed description of the State's planned use for FY 2009 EMPG funds, including sustaining or enhancing emergency management capabilities through personnel and activities. The EMPG Work Plan must include a Program and Budget Narrative. In addition, EMPG projects must be outlined using the Project Outline template. FEMA regional offices will work closely with States to assist in the development of EMPG Work Plans, as needed, to ensure regional coordination and collaboration. In addition, FEMA regional offices must concur on final Work Plans before States may draw down EMPG funds.

### **Program Narrative**

Provide a brief description of the State emergency management priorities and initiatives that will be addressed with FY 2009 EMPG funds. In addition, the narrative must address, if applicable, the following:

- Overview of the State's risk profile (natural, technological, man-made)
- Baseline inventory of where States are now relative to achieving target capabilities
- State emergency management priorities and planning focus for FY 2009
- Relationship of those priorities to the State's Homeland Security Strategy
- Relationship of those priorities to the four Homeland Security mission areas: Prevent, Protect, Respond, and Recover
- Relationship of those priorities to targeted capabilities found within the target capabilities list (TCL)
- Relationship with the objectives of the FEMA Gap Analysis Program to support a consistent, ongoing process of self-assessment to determine requirements and capabilities to meet those requirements in pre-defined critical areas and develop solutions to fill gaps
- Areas of need identified through Nationwide Plan Review, EMAP process, Statewide Communications Interoperability Plan, Tactical Interoperable Communications Plan<sup>1</sup>, or other emergency management assessment process
- Number of State and/or local emergency management personnel in total and the number of State and/or local emergency management personnel either fully or partially supported by EMPG funds

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<sup>1</sup> All EMPG projects associated with interoperable communications capabilities must be referenced in existing Tactical Interoperable Communications Plans or emerging Statewide Interoperable Communications Plans.

- State and/or local equipment acquisition
- Type and number of State and/or local training sessions to be conducted or developed, including the estimated number of emergency responders to be trained in each training
- Type and number of State and/or local exercises, including the number of emergency responders to participate in each exercise

Consistent with the emergency management function chosen, the State may propose activities at a local level, as well as activities that have statewide application. For example, a State's program objective for exercises may include those conducted by counties or municipalities, as well as those conducted by the State.

**Budget Narrative**

Provide a budget detail worksheet outlining allowable cost categories and description breakdowns of projected expenditures within each category for all FY 2009 funds; including management and administration costs. In addition, the State must outline how it intends to meet the cash or in-kind match requirement. Funds will not be available until a budget is approved by the Grants Management Division.

# Sample Budget Detail Worksheet

**Budget Detail Worksheet Purpose**

The Budget Detail Worksheet may be used as a guide to assist applicants in the preparation of the budget and budget narrative. You may submit the budget and budget narrative using this form or in the format of your choice (plain sheets, your own form, or a variation of this form). However, all required information (including the budget narrative) must be provided. Any category of expense not applicable to your budget may be deleted.

**A. Personnel.** List each position by title and name of employee, if available. Show the annual salary rate and the percentage of time to be devoted to the project. Compensation paid for employees engaged in grant activities must be consistent with that paid for similar work within the applicant organization.

<u>Name/Position</u>	<u>Computation</u>	<u>Cost</u>
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**Note:** Personnel costs are only allowable for direct management and administration of the grant award, i.e., preparation of mandatory post-award reports.

**TOTAL** \_\_\_\_\_

**B. Fringe Benefits.** Fringe benefits should be based on actual known costs or an established formula. Fringe benefits are for the personnel listed in budget category (A) and only for the percentage of time devoted to the project. Fringe benefits on overtime hours are limited to FICA, Workman’s Compensation and Unemployment Compensation.

<u>Name/Position</u>	<u>Computation</u>	<u>Cost</u>
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**TOTAL** \_\_\_\_\_

**Total Personnel & Fringe Benefits** \_\_\_\_\_

**C. Travel.** Itemize travel expenses of project personnel by purpose (e.g., staff to training, field interviews, advisory group meeting, etc.). Show the basis of computation (e.g., six people to 3-day training at \$X airfare, \$X lodging, \$X subsistence). In training projects, travel and meals for trainees should be listed separately. Show the number of trainees and unit costs involved. Identify the location of travel, if known. Indicate source of Travel Policies applied, Applicant or Federal Travel Regulations.

<u>Purpose of Travel</u>	<u>Location</u>	<u>Item</u>	<u>Computation Cost</u>
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**TOTAL** \_\_\_\_\_

**D. Equipment.** List non-expendable items that are to be purchased. Non-expendable equipment is tangible property having a useful life of more than two years. (Note:

Organization's own capitalization policy and threshold amount for classification of equipment may be used). Expendable items should be included either in the "Supplies" category or in the "Other" category. Applicants should analyze the cost benefits of purchasing versus leasing equipment, especially high cost items and those subject to rapid technical advances. Rented or leased equipment costs should be listed in the "Contractual" category. Explain how the equipment is necessary for the success of the project. Attach a narrative describing the procurement method to be used.

<u>Item</u>	<u>Computation</u>	<u>Cost</u>
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**Budget Narrative:** Provide a narrative budget justification for each of the budget items identified.

**TOTAL** \_\_\_\_\_

**E. Supplies.** List items by type (office supplies, postage, training materials, copying paper, and other expendable items such as books, hand held tape recorders) and show the basis for computation. (Note: Organization's own capitalization policy and threshold amount for classification of supplies may be used). Generally, supplies include any materials that are expendable or consumed during the course of the project. These costs will contribute to the 3 percent M&A cap.

<u>Supply Items</u>	<u>Computation</u>	<u>Cost</u>
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**TOTAL** \_\_\_\_\_

**F. Consultants/Contracts.** Indicate whether applicant's formal, written Procurement Policy or the Federal Acquisition Regulations are followed.

**Consultant Fees:** For each consultant enter the name, if known, service to be provided, hourly or daily fee (8-hour day), and estimated time on the project.

<u>Name of Consultant</u>	<u>Service Provided</u>	<u>Computation</u>	<u>Cost</u>
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**Budget Narrative:** Provide a narrative budget justification for each of the budget items identified.

**Subtotal** \_\_\_\_\_

**Consultant Expenses:** List all expenses to be paid from the grant to the individual consultant in addition to their fees (i.e., travel, meals, lodging, etc.)

<u>Item</u>	<u>Location</u>	<u>Computation</u>	<u>Cost</u>
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**Budget Narrative:** Provide a narrative budget justification for each of the budget items identified.

**Subtotal** \_\_\_\_\_

**Contracts:** Provide a description of the product or services to be procured by contract and an estimate of the cost. Applicants are encouraged to promote free and open competition in awarding contracts. A separate justification must be provided for sole source contracts in excess of \$100,000.

**Item** **Cost**

**Budget Narrative:** Provide a narrative budget justification for each of the budget items identified.

**Subtotal** \_\_\_\_\_

**TOTAL** \_\_\_\_\_

**G. Other Costs.** List items (e.g., rent, reproduction, telephone, security services, and investigative or confidential funds) by major type and the basis of the computation. For example, provide the square footage and the cost per square foot for rent, and provide a monthly rental cost and how many months to rent.

**Description** **Computation** **Cost**

**Budget Narrative:** Provide a narrative budget justification for each of the budget items identified.

**Important Note:** If applicable to the project, construction costs should be included in this section of the Budget Detail Worksheet.

**TOTAL** \_\_\_\_\_

**H. Indirect Costs.** Indirect costs are allowed only if the applicant has a federally approved indirect cost rate. A copy of the rate approval, (a fully executed, negotiated agreement), must be attached. If the applicant does not have an approved rate, one can be requested by contacting the applicant's cognizant Federal agency, which will review all documentation and approve a rate for the applicant organization, or if the applicant's accounting system permits, costs may be allocated in the direct costs categories.

**Description** **Computation** **Cost**

**TOTAL** \_\_\_\_\_



**Budget Summary** - When you have completed the budget worksheet, transfer the totals for each category to the spaces below. Compute the total direct costs and the total project costs. Indicate the amount of Federal funds requested and the amount of non-Federal funds that will support the project.

<b><u>Budget Category</u></b>	<b><u>Federal Amount</u></b>	<b><u>Non-Federal Amount</u></b>
<b>A. Personnel</b>	_____	_____
<b>B. Fringe Benefits</b>	_____	_____
<b>C. Travel</b>	_____	_____
<b>D. Equipment</b>	_____	_____
<b>E. Supplies</b>	_____	_____
<b>F. Consultants/Contracts</b>	_____	_____
<b>G. Other</b>	_____	_____
<b>Total Direct Costs</b>	_____	_____
<b>H. Indirect Costs</b>	_____	_____
<b>* TOTAL PROJECT COSTS</b>	_____	_____
<b>Federal Request</b>	_____	
<b>Non-Federal Amount</b>		_____

## **EMPG Project Outline**

To facilitate performance measures and focus on outcomes, a Project Outline must be completed for each project supported, including construction and renovation projects, with FY 2009 EMPG funds. "Project" is defined here, for example, as developing or updating a plan, implementing an interoperable communications network, launching a training initiative. Although a Project Outline can be completed for describing staffing for day-to-day operations, it is not necessary.

For each project, complete a template as shown on the next page and address the following areas:

- **EMF:** Identify how the project relates to the Emergency Management Functions identified through the EMAP Standard (e.g., Resource Management, Communications and Warning, etc.).
- **EMPG Objective:** Briefly explain the major objective of the project.
- **Preparedness Strategy Objective:** Please identify the objective in the State Homeland Security Strategy and/or the State's all-hazard strategic plan that this project will support.
- **National Priority/Target Capability:** Identify the National Priority this project supports and the target capability this project supports, if applicable.
- **Area of Need Addressed:** Identify the emergency management shortfall that this project will address and whether this shortfall was identified through the FEMA Gap Analysis Program, Nationwide Plan Review, EMAP process, or other relevant emergency management assessment; or, whether this project addresses the NRF or NIMS implementation.
- **Performance Measure and Basis of Evaluation:** Indicate the performance measure(s) that will be used to evaluate this project and the basis for developing the measure(s), including linkage to National Priority and target capability.
- **Challenges/Risks:** Identify any challenges to implementing this project.
- **Budget:** This section must: (1) explain how the costs were estimated; (2) justify the need for all costs; and, (3) outline how the cash or in-kind match requirement of the grant program will be met. For clarification purposes, this information may be cross-referenced with the Budget Detail Worksheet.

- **Quarterly Activity:** For each quarter, briefly identify the expected outcome. This information will provide the foundation for the Quarterly Progress Report.

FY 2009 EMPG, Sample Project Outline Template

<b>EMF #:</b>	
<b>EMPG Objective:</b>	
<b>Preparedness Strategy Objective:</b>	
<b>National Priority/Target Capability:</b>	
<b>Area of Need Addressed:</b>	
<b>Performance Measure(s) and Basis of Evaluation:</b>	
<b>Challenges/risks:</b>	
<b>Budget</b>	
<b>1<sup>st</sup> Quarter Activity</b>	<b>Expected Outcome:</b>
<b>2<sup>nd</sup> Quarter Activity</b>	<b>Expected Outcome:</b>
<b>3<sup>rd</sup> Quarter Activity</b>	<b>Expected Outcome:</b>

<b>4<sup>th</sup> Quarter Activity</b>	<b>Expected Outcome:</b>
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