

The Homeland Security Grant Program

— [Keeping a Promise to the Nation] —



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National Emergency Management Association

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Overview

Since the mid-1990s, Congress has supported state and local domestic preparedness efforts. Not until after the tragic events of September 11, 2001, however, did the ability of state and local governments to prevent and respond to a broad range of severe homeland security events become a national priority. Much like the events of 60 years prior at Pearl Harbor, September 11 identified gaps in our awareness and preparedness levels. The purpose of the Homeland Security Grant Program (HSGP) suite was to avoid another surprise by building the necessary capabilities to prevent incidents when possible and respond appropriately when the next event occurs.

The HSGP suite consists of five grant programs: the State Homeland Security Grant Program (SHSGP), Urban Area Security Initiative (UASI), Operation Stonegarden, Metropolitan Medical Response System (MMRS), and the Citizen Corps Program (CCP). For purposes of brevity, this report focuses on the entire suite of grants, with the exception of UASI.

This report represents data from the investment justifications provided by 46 states, the District of Columbia, and territories of Guam and the U.S. Virgin Islands for grants awarded in fiscal year 2010. In order to expedite the production of this report, only one funding year was analyzed. The investment justifications are utilized by the Department of Homeland Security (DHS) to analyze how annual grant funds are being spent and to ensure funds are used to support national priorities and implement state homeland security strategies. All the efforts outlined in this report and those undertaken by this nation since 2001 are meant to develop a system of preparedness to face a range of threats.

The intent of this report is to provide a strategic “snapshot” of the focus and benefits of one year of the federal funding suite for HSGP. The report discusses how states and localities have focused their efforts on building and maintaining National Priorities and National Capabilities as well as implementing their state strategies. Most importantly, this report demonstrates how these programs have made Americans safer and more secure.

National Priorities

Grant funding priorities for fiscal year 2010 were matched against the National Priorities as established in the *National Preparedness Guidelines* of 2007. For each justification, states had to indicate which of the National Priorities was being addressed. DHS highlighted eight National Priorities in 2010:

1. Expand Regional Collaboration
2. Implement the National Incident Management System and National Response Plan
3. Implement the National Infrastructure Protection Plan
4. Strengthen Information Sharing and Collaboration Capabilities
5. Strengthen Interoperable and Operable Communications Capabilities
6. Strengthen CBRNE Detection, Response, and Decontamination Capabilities
7. Strengthen Medical Surge and Mass Prophylaxis Capabilities
8. Strengthen Planning and Citizen Preparedness Capabilities

By almost a 2:1 margin as compared to any other priority, “Expand Regional Collaboration” was the most prevalent National Priority selected by the states. According to the *Guidelines*:

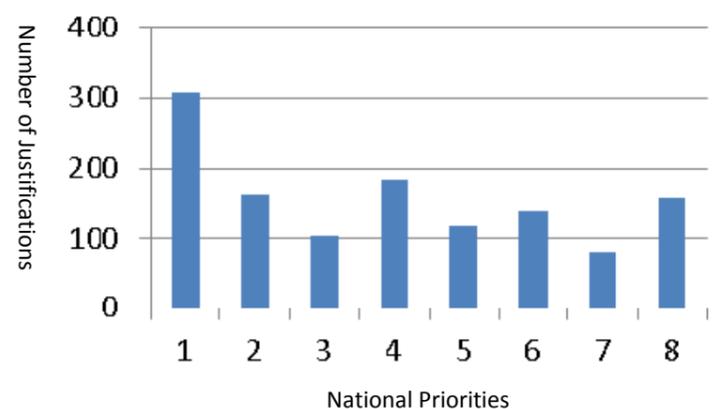
Major events often have regional impact; therefore, prevention, protection, response, and recovery missions require extensive regional collaboration. It is vital to enhance efforts by Federal, State, local, tribal, and territorial entities to communicate and coordinate with one another, the private sector, nongovernmental organizations, and individual citizens. The intent is to identify geographic regions that work best for achieving and sustaining coordinated capabilities and mutual aid agreements.

The chart to the right illustrates how states addressed the national priorities across 2,901 investment justifications for fiscal year 2010. Some investments were very focused and addressed only one national priority, whereas others tackled up to four. States are able to assess their various needs and prioritize investments while still aligning their overall goals with the national preparedness picture. For example:

West Virginia increased spending to identify, assess, and implement protective measures for all critical assets in the state pursuant to the state critical infrastructure plan. This project specifically addressed the implementation of the National Infrastructure Protection Plan.

New York identified four different priorities and significantly increased spending to improve information sharing and dissemination. This assisted law enforcement agencies in acquiring and maintaining technology to aid in the collection, analysis, and sharing of critical homeland security information.

Addressing National Priorities by Justification



Alabama increased funding by 13 percent for Agriculture Terrorism Detection and Response Programs. This specific project addressed six different National Capabilities and four National Priorities.

Tennessee recently suffered massive flooding along the Mississippi River. Several counties have purchased swift-water rescue boats through HSGP which provide the capability to save people caught by flash flooding. Sturdy boat frames with high-horsepower engines are required for these types of rescue since less powerful equipment may be sunk by the vicious currents and swept downstream. The equipment purchased through HSGP afforded state officials the ability to quickly reach people stranded in treacherous waters who may have otherwise fallen victim to the harsh elements.



Meeting National Capabilities

Also in the *National Preparedness Guidelines*, DHS outlined 37 Target Capabilities meant to establish a capabilities-based approach to preparedness. The capabilities were divided into the mission of prevention, response, recovery, protection, and common (or “general”) mission areas. According to the *Guidelines*, “a capability consists of the combination of elements required to deliver the desired outcome.” The elements of capabilities included:

- Planning
- Organization & Leadership
- Personnel
- Equipment & Systems
- Training
- Exercises, Evaluations, and Corrective Actions

In fiscal year 2010, states addressed anywhere from one to 25 of these national priorities for each investment. The capabilities most often addressed included Planning, Communications, Community Preparedness and Participation, Critical Infrastructure Protection, and On-Site Incident Management.

Whether a small or large expenditure, or a project impacting multiple or just a few capabilities, each of the National Capabilities found representation in at least one justification throughout the country.

Addressing State Priorities

Regardless of the National Priorities addressed, states must also allocate funding pursuant to a completed and approved State Homeland Security Strategy.

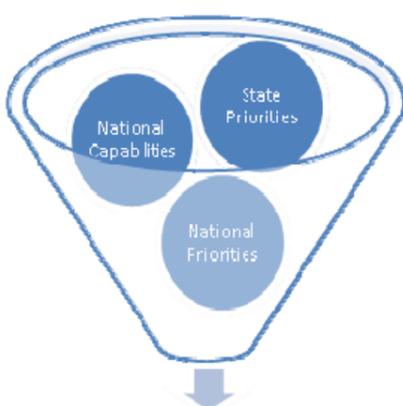
Funding for specific federal programs did not always affect how the state prioritized the activity. For example, Citizen Corps suffered a 15 percent funding reduction in congressional appropriations between fiscal year 2010 and the prior year. Despite the reduction at the federal level, however, states still made citizen preparedness a priority, and 19 states chose to either level-fund or increase citizen preparedness programs.

For example, in addition to funding for Citizen Corps, the state of **Alaska** increased spending for its Community Preparedness program by 22 percent. The purpose of the program was to expand citizen capabilities and preparedness through community, school, and private sector outreach. The outreach emphasized how family and business preparedness is enhanced by including children’s issues. Outreach also targeted partnerships with school districts, child/day care, and child/juvenile facilities.

Maine increased an effort for interoperable communications in fiscal year 2010 by 88 percent. This investment supports an ongoing statewide program to enhance the state’s overall communications capabilities. The objectives of the program are to create a communications infrastructure backbone that is robust and sufficient to provide adequate communications throughout the state. The program is also designed to ensure compatibility with current technologies. By first-responders and state officials being able to effectively communicate, response times are greatly reduced and resources are more effectively distributed to those needing them most.

Moving the Ball Forward

These grants constitute the primary assistance program for states and localities providing support for developing and maintaining critical homeland security and emergency management capabilities. These funds enhance states’ abilities to prevent, prepare for, respond to, and recover from a natural disaster, terrorist attack, or other manmade event.



National All-Hazards Preparedness

The **South Carolina** Cyber-Sentry program received the National Security and Privacy Innovations Award. Using HSGP funds, the State Chief Information Office acquired industry-leading security software to further enhance the Cyber-Sentry program. This program gives agencies access to security professionals from federal, state, and local communities. South Carolina’s Cyber-Sentry program includes a cyber-protection plan that mitigates outstanding risks and defines the process to continually monitor critical state and local information technology assets. Additionally, the Cyber-Sentry program instituted the South Carolina Information Sharing and Analysis Center to analyze and distribute information on security events, best practices, and awareness programs to local, state, and federal stakeholders.

The HSGP suite of grants is certainly not just about maintaining current efforts. From the previous fiscal year, 22 states began at least one new initiative in 2010. For example, in *Indiana*, the multi-million dollar District Programs helped the state work toward expanding six different National Capabilities in fiscal year 2010. An additional four capabilities were addressed through the Information Technology and Critical Infrastructure and GIS initiatives as well as five of the eight National Priorities.



To Catch a Terrorist...

For three years, *Colorado* utilized HSGP funds to invest in improving intelligence and information dissemination capability. On September 9, 2009, the Colorado Information Analysis Center (CIAC) detected the possibility of an individual traveling cross-country who might be plotting a terrorist attack against the United States. Working closely with the FBI Denver Office, the CIAC provided analytical support to follow up on reports of suspicious activity.

Ten days later, Najibullah Zazi was arrested on charges of lying in a matter involving terrorism.

But the HSGP funds are not just limited to an unlikely terrorist attack. In recent years, *Arkansas, Arizona, Louisiana, Massachusetts, Missouri, and North Carolina* have all managed serious disasters, ranging from flooding and tornadoes to wildfires. The ability to utilize assets purchased through the HSGP and other homeland security programs have provided these states additional assets not traditionally available through other programs. Since state officials can utilize this equipment in any number of disasters, lives and property are saved at a much more efficient rate and economies of scale are realized in any number of incidents.

<p style="text-align: center;">Arkansas</p> <ul style="list-style-type: none"> • Interoperable Communications Network • Allowed Cross-Discipline Leadership Communications for more effective response • Coordination of Patrols at Endangered Levees During Record Flooding 	<p style="text-align: center;">Arizona</p> <ul style="list-style-type: none"> • Mobile Communications System • Able to Restore Dispatch Centers • Reaching Remote Areas of State • Managing Response of Multiple Large Wildfires to Prevent Spreading 	<p style="text-align: center;">Louisiana</p> <ul style="list-style-type: none"> • Statewide Radio System • More than 60,000 federal, state, local, and private sector partners • Provided Communications Backbone During Deepwater Horizon Linking 6 Disparate Systems to Better Coordinate Response
<p style="text-align: center;">Massachusetts</p> <ul style="list-style-type: none"> • Responding to Tornadoes Covering More Than 39 Miles • CERT and Medical Reserve Corps Teams to Provide Expeditious Medical Care • Mobile Command Posts • Local EOC's and Technical Response Units 	<p style="text-align: center;">Missouri</p> <ul style="list-style-type: none"> • Destruction of More Than 25% of the City of Joplin • Communication Units and Greater Collaboration Between Local EOC's • Protective Gear for 54 Deployed Rescue Members • Afforded Faster Response to Prevent Further Loss of Life 	<p style="text-align: center;">North Carolina</p> <ul style="list-style-type: none"> • Managing 25 Tornadoes Over 24 Hours • Statewide Interoperable Communication System • Able to Deploy Various Well-Equipped Response Teams and Commodities • Provide Services and Assets Quickly to Victims

These investments and priorities impact a range of disciplines, from the smallest local fire house to the largest urban police departments, with investigative capacity rivaled only by the Federal Bureau of Investigation. Although a WMD event in this nation may be a rare occurrence, the capabilities purchased through preparedness for such an event protects the citizens of this country from a range of other potential hazards.

The state of *Washington* invested in extending the zone of protection around state, local, and private critical infrastructure and key resources, expanded preparedness capabilities, and enhanced the security of the surrounding communities. As a result of these efforts, the city of Seattle was selected as one of the six projects for the Regional Resiliency Assessment Program (RRAP). The RRAP produced a comprehensive resiliency assessment that the city used for the Buffer Zone Vulnerability Reduction Purchasing Plan to purchase equipment to enhance the security of the City and the surrounding areas.

Conclusion

All the efforts outlined in this report and those undertaken by this nation since 2001 are meant to develop a system of preparedness to face a range of threats. These grant funds support the national desire to achieve preparedness and resilience, and our efforts must remain agile and flexible to meet the ever-changing threat. Finding an end state for preparedness would be like demonstrating the end state of the Departments of Defense, Justice, or any other department charged with the safety and security of our nation — **this is a mission, not a goal.**

*A September 2010 report published by the Preparedness Task Force, Perspectives on Preparedness, noted that the \$9.8 billion in **funding provided by the federal government** for “preparedness related outlays” in fiscal year 2008 represented only **2.23 percent** of the \$438 billion in State and Local Hospital, Public Health, and Public Safety Expenditures. Everyone is vested in this effort.*

From the purchase of basic equipment to such citizen involvement campaigns as “See Something, Say Something,” and from procuring major communications systems to improving the way state and local governments share information, these programs have continued a national effort toward better safeguarding and securing our communities. State and local governments use these essential programs to support our neighborhoods across a range of government programs, faith-based initiatives, regional collaborations, and personal preparedness efforts.

DHS does not stand alone in this effort. Many other federal agencies also oversee hundreds of preparedness programs, from the Department of Health and Human Services to the Department of Education. All programs provide a level of confidence in the “system” so that when a major event does occur, the citizens of this country are confident that the whole of government and community has the skills, resources, and knowledge to effectively save lives and protect property.

In these tough economic times, the federal government does not bear the burden of securing our homeland alone. Billions of state and local funds are also invested in homeland security activities. Even citizens all across America—some barely able to afford the expense—supply themselves with preparedness kits to contribute to this truly national effort.

Perhaps the often-mentioned need to “measure preparedness” can already be seen all across the country. The commitment made by Congress, state and local governments, and everyday Americans continues each day amidst constantly evolving threats and hazards ... certainly a measured change from the mindset of September 10, 2001.

ABOUT NEMA:

Established in 1974, NEMA represents the emergency management directors of the 50 states, territories, and the District of Columbia. These professionals are responsible to their governors for all-hazards emergency preparedness, mitigation, response, and recovery from all emergencies, disasters, and threats to the homeland. NEMA is a non-profit, non-partisan organization headquartered in Lexington, Kentucky, and an affiliate of the Council of State Governments.

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