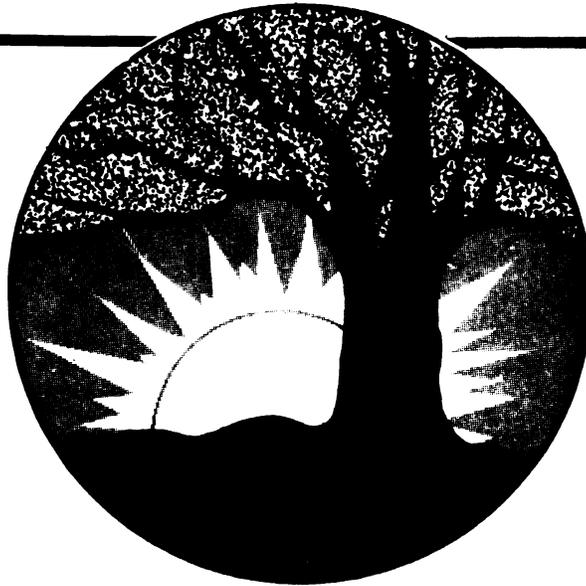


PERFORMANCE AUDIT

**Tennessee Emergency Management Agency
And Related Compacts
October 2011**



Justin P. Wilson
Comptroller of the Treasury



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October 28, 2011

The Honorable Ron Ramsey
Speaker of the Senate
The Honorable Beth Harwell
Speaker of the House of Representatives
The Honorable Bo Watson, Chair
Senate Committee on Government Operations
The Honorable Jim Cobb, Chair
House Committee on Government Operations
and
Members of the General Assembly
State Capitol
Nashville, Tennessee 37243

Ladies and Gentlemen:

Transmitted herewith is the performance audit of the Tennessee Emergency Management Agency and related compacts. This audit was conducted pursuant to the requirements of Section 4-29-111, *Tennessee Code Annotated*, the Tennessee Governmental Entity Review Law.

This report is intended to aid the Joint Government Operations Committee in its review to determine whether the Tennessee Emergency Management Agency and the related compacts should be continued, restructured, or terminated.

Sincerely,

Arthur A. Hayes, Jr., CPA
Director

AAH/dww
11-048

State of Tennessee

Audit Highlights

Comptroller of the Treasury

Division of State Audit

Performance Audit
**Tennessee Emergency Management Agency
And Related Compacts**
October 2011

AUDIT OBJECTIVES

The objectives of the audit were to determine whether the Tennessee Emergency Management Agency (TEMA) is fulfilling its oversight responsibilities regarding emergency management plan updates of political subdivisions as required by the department's policies; to determine whether TEMA is tracking and ensuring that Emergency Services Coordinators (ESCs) are receiving required training; to determine whether TEMA is providing effective oversight of the state's Continuity of Operations Plans (COOPs) submitted by the state's departments and agencies; to determine whether TEMA conducts After Action Reviews (AARs) to improve its operations so that it is better able to address future emergencies; to determine whether problems found in federal audits in the past three years have been corrected; to determine whether public assistance grants to sub-grantees are being distributed in a timely and efficient manner; to determine whether TEMA has followed and is following standard grant award guidelines and criteria for each grant program to ensure fairness; and to obtain Title VI information to determine whether the agency is compliant.

FINDINGS

State Agency Disaster Preparedness Would Be Strengthened by Changing and Formalizing TEMA's Process for Reviewing and Approving Agency Continuity of Operations Plans, Including Requiring Annual Updates and Testing of Plans by State Agencies

State agencies are required to develop Continuity of Operations Plans to help ensure the continuation of necessary agency

functions and that suitable space is provided for personnel, equipment, and records essential for operations during times of emergency. TEMA receives the plans but does not formally review and approve them or require annual updates (page 7).

An Incomplete Database Hinders TEMA’s Monitoring of Required Training for Emergency Services Coordinators

The Emergency Services Coordinator program is designed to provide the Tennessee Emergency Management Agency director with an immediate source of expertise from state agencies to cope with man-made and natural disasters or emergencies. However, despite the important function ESCs have in the state’s disaster preparedness, our review found it difficult if not impossible to determine whether the coordinators had received training required by TEMA. A lack of proper training could hamper the ESCs’ performance and subsequently the state’s disaster preparedness (page 9).

The Contracting Process Is Delaying the Pass-Through of Federally Approved and Obligated Monies to Local Government and Non-Profit Sub-Recipients in Need of Disaster Recovery Funds

Eligible applicants for disaster recovery funds are reimbursed under the federal Public Assistance and/or Hazard Mitigation Grant Programs, both of which are put into action once a disaster is declared by the President. Auditors determined from contract tracking data maintained by the

Tennessee Emergency Management Agency and the Department of Finance and Administration Office of Contract Review, that the contracting process is delaying the timely disbursement of disaster-enacted grant funds. This delay is serious because many sub-recipients are small local governments that do not have excess fund reserves to cover needed recovery work without timely reimbursements (page 12).

Tennessee Counties Are Not Completing Their Emergency Plan Updates as Required by TEMA

State law requires all counties to submit an initial Basic Emergency Operations Plan to the Tennessee Emergency Management Agency for review and approval. These plans help ensure that counties are prepared to respond to and recover from disasters. TEMA also requires counties to update their emergency plans every four years on a staggered basis. However, our review found that only 60 percent of the counties scheduled to submit their updates in 2010 actually submitted them according to TEMA’s guidelines, which could affect their ability to adequately respond to disasters (page 17).

OBSERVATIONS AND COMMENTS

The audit also discusses the following issues: the Civil Defense and Disaster Compact, the Interstate Earthquake Compact of 1988; the Emergency Management Assistance Compact; and the results of a recent federal audit (page 21).

ISSUES FOR LEGISLATIVE CONSIDERATION

The General Assembly may wish to consider amending Section 58-2-108, *Tennessee Code Annotated*, to provide TEMA with greater authority to require agencies to submit their Continuity of Operations Plans for review and approval.

**Performance Audit
Tennessee Emergency Management Agency
And Related Compacts**

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Performance Audit Tennessee Emergency Management Agency And Related Compacts

INTRODUCTION

PURPOSE AND AUTHORITY FOR THE AUDIT

This performance audit of the Tennessee Emergency Management Agency was conducted pursuant to the Tennessee Governmental Entity Review Law, *Tennessee Code Annotated*, Title 4, Chapter 29. Under Section 4-29-233, the Tennessee Emergency Management Agency, the Civil Defense and Disaster Compact, the Interstate Earthquake Compact of 1988, and the Emergency Management Assistance Compact are scheduled to terminate June 30, 2012. The Comptroller of the Treasury is authorized under Section 4-29-111 to conduct a limited program review audit of the agency and related compacts and to report to the Joint Government Operations Committee of the General Assembly. The audit is intended to aid the committee in determining whether the agency and related compacts should be continued, restructured, or terminated.

OBJECTIVES OF THE AUDIT

The objectives of the audit were

1. to determine whether the Tennessee Emergency Management Agency (TEMA) is fulfilling its oversight responsibilities regarding emergency management plan updates of political subdivisions as required by the agency's policies;
2. to determine whether TEMA is tracking and ensuring that Emergency Services Coordinators (ESCs) are receiving required training;
3. to determine whether TEMA is providing effective oversight of the Continuity of Operations Plans (COOPs) submitted by the state agencies;
4. to determine whether TEMA conducts After Action Reviews (AARs) to continually improve its operations in order that it is better able to address future emergencies;
5. to determine whether problems found in federal audits in the past year have been corrected;
6. to determine whether public assistance grants to sub-grantees are being distributed in a timely and efficient manner;

7. to determine the authority and responsibility of the three related compacts: the Civil Defense and Disaster Compact, the Interstate Earthquake Compact of 1988; and the Emergency Management Assistance Compact;
8. to determine whether TEMA conducts After Action Reviews following emergencies and whether it makes changes to its operations as a result of these reviews;
9. to gather information on the agency's actions to comply with the requirements of Title VI of the Civil Rights Act of 1964; and
10. to review TEMA's performance measures.

SCOPE AND METHODOLOGY OF THE AUDIT

The activities of the Tennessee Emergency Management Agency were reviewed for the period February 2007 to July 2011. We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. Methods used included

1. review of applicable legislation and policies and procedures;
2. review of federal and independent reviews and audits;
3. examination of the entity's records, reports, and information summaries; and
4. interviews with agency staff and staff of other state agencies that interact with the agency.

HISTORY AND STATUTORY RESPONSIBILITIES

The Tennessee Emergency Management Agency (TEMA) was established in 1951 by the state legislature as the Tennessee Office of Civil Defense. That law was amended in 1987, and Section 58-2-104, *Tennessee Code Annotated*, now authorizes and directs the Governor to create a state agency to be known as the "Tennessee emergency management agency" under the Adjutant General for day-to-day administrative purposes and, upon recommendation of the Adjutant General, to appoint a Director of TEMA. For normal day-to-day administrative functions, the director reports to the Adjutant General. During emergency conditions, the director reports to the Governor or the Governor's designee. The director, subject to the direction and control of the Governor, acting through the Adjutant General, is responsible to the Governor for carrying out the program for TEMA for the State of Tennessee.

ORGANIZATION

The Tennessee Emergency Management Agency (TEMA) coordinates overall state agency response to major disasters in support of local governments. The office is responsible for ensuring the state's readiness to respond to and recover from natural, man-made and technological emergencies. TEMA provides a core group of staff to the state emergency operations center during a declared emergency and serves as a central coordination point for planning large-scale events within the state, such as the 1996 Olympic Kayaking event in Ocoee, the Governor's inauguration every four years, and other federal or state-sponsored events. The agency establishes government communications nets and monitors air shows, car races, music events, fairs, and other public gatherings of significant size to quickly respond in emergencies.

TEMA coordinates federal response to the state in the event of federal disasters within Tennessee and handles recovery efforts and receipt and distribution of disaster funds. TEMA serves as the focal point for many state agencies assisting in official emergency response activities, whether the emergency is declared or not.

The TEMA Operations Center is staffed 24 hours a day, 365 days a year to receive emergency calls from counties, other states, the federal government, or other organizations needing response or recovery assistance. Operations officers relay calls to TEMA officials and responders and coordinate arrangements for support. A large, statewide telecommunications and computer network system is available for effective and redundant message traffic, thereby linking multiple headquarters and the emergency operations center together for coordinated action.

TEMA coordinates search and rescue missions over a variety of programs, including the U.S. Forest Service, the Tennessee Association of Rescue Squads, the National Park Service, the United States Army at Fort Campbell, and the Tennessee National Guard to locate individuals who are lost in the mountains or wilderness. Through use of predesignated urban search and rescue teams, TEMA coordinates missions for those trapped by collapsed structures or in other high-risk situations. TEMA coordinates with the United States Air Force, the Federal Aviation Administration, and other organizations in searching for downed aircraft.

TEMA is the grantee for federal disaster assistance, principally from FEMA, the U.S. Department of Homeland Security, and the U.S. Department of Transportation. During the recovery phase of a disaster, TEMA helps local governments assess damages and assists them with applications for grants or other assistance to repair damaged public property. TEMA assists survivors of disasters in applying for immediate and long-term assistance with the federal government and other assisting agencies, such as the American Red Cross, Salvation Army, and community or faith-based organizations.

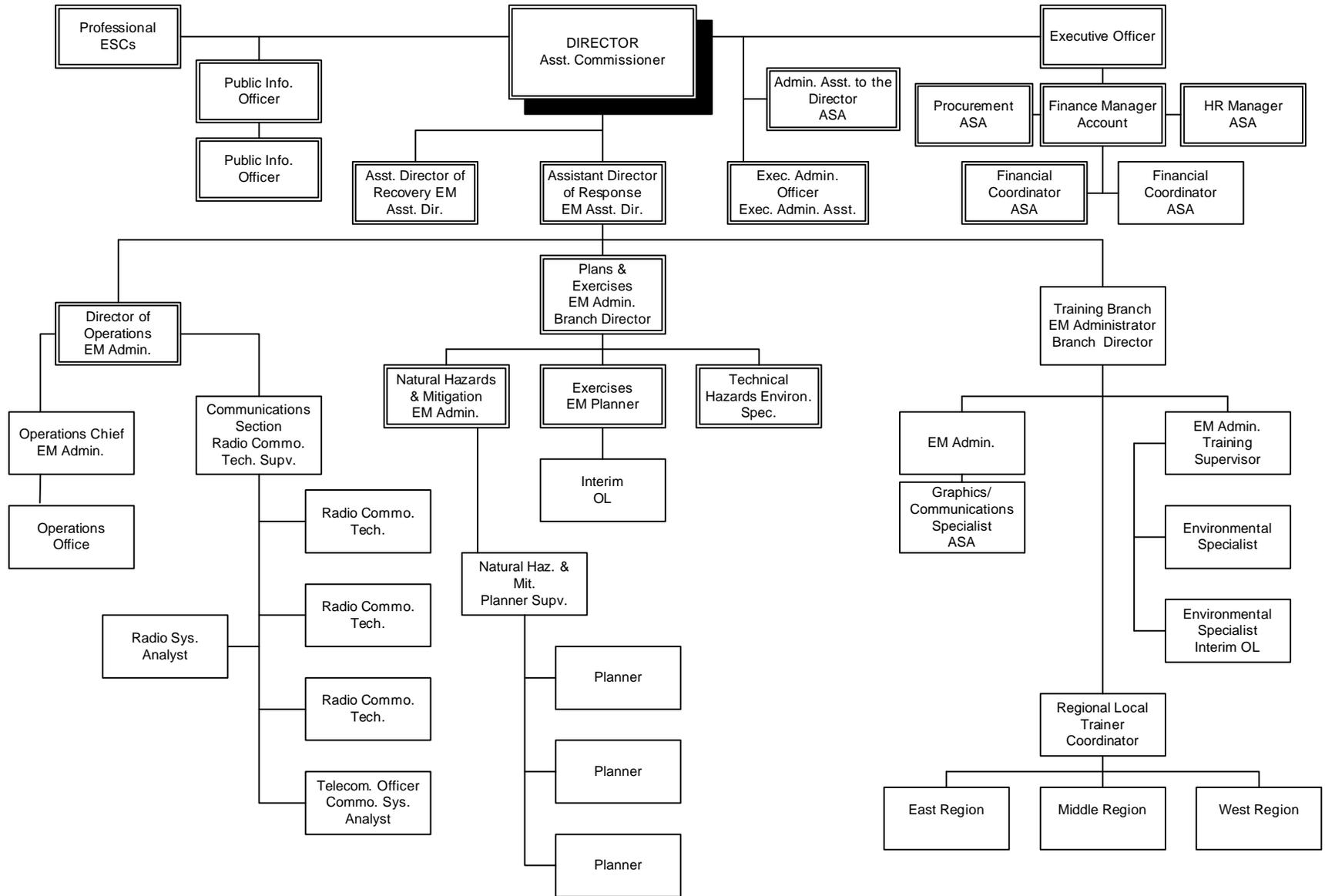
TEMA develops and continues to improve the Tennessee Emergency Management Plan, an executive order of the Governor, which outlines the organizational structure of the state's response to natural and man-made disasters. TEMA assists and reviews local government emergency operations plans to ensure a consistent and integrated effort at multiple levels. TEMA also coordinates other complex plans, such as the Multi-jurisdictional Radiological

Emergency Response Plan for nuclear power plants operated by the Tennessee Valley Authority and the Multi-jurisdictional Emergency Response Plan for facilities overseen by the U.S. Department of Energy at Oak Ridge.

During serious emergencies, TEMA activates the State Emergency Operations Center in Nashville, providing core staff to support the initial structure and coordinating with Emergency Services Coordinators from state departments and agencies to enhance the response and recovery effort. As needed, regional or field coordination centers, state logistics support facilities, or other ad hoc operational centers may be opened to enhance operations.

TEMA's training program now averages over 5,000 students per year, in areas including hazardous materials training, National Incident Management System training, emergency worker training, first aid training, emergency vehicle operations training, weapons training, and other special training. Training is provided for each TEMA employee, from new hires to those with advanced expertise, and for Emergency Services Coordinators. (See organization chart on the following page.)

ORGANIZATIONAL CHART AS OF
JULY 2011



REVENUES AND EXPENDITURES

According to fiscal year 2011-2012 Budget, the agency had a fiscal year 2010 actual budget for payroll and operations of \$10,282,600 (68% federal funding) and an estimated fiscal year 2011 budget of \$12,503,100 (71% federal funding). For fiscal year 2012, the agency recommended a budget of \$12,476,700 (71% anticipated federal funding) for payroll and operations. In addition, the agency administered approximately \$28 million in homeland security grants and approximately \$24 million in disaster relief grants in fiscal year 2010; the agency administered an estimated \$55 million in homeland security grants and \$5 million in disaster relief grants in fiscal year 2011.

FINDINGS AND RECOMMENDATIONS

1. State agency disaster preparedness would be strengthened by changing and formalizing TEMA's process for reviewing and approving agency continuity of operations plans, including requiring annual updates and testing of plans by state agencies

Finding

To help ensure that their mission-essential functions continue to be performed during emergencies, state agencies are statutorily required to develop Continuity of Operations Plans (COOPs). These plans help ensure the continuation of necessary agency functions, and that suitable space is provided for personnel, equipment, and records essential for operations during times of emergency and/or disaster. TEMA receives, maintains, and reviews copies of these COOPs. To help ensure that agency COOPs are adequate to address emergencies, TEMA provides state agencies with a template that identifies the type of information that each COOP should contain. Further, TEMA staff report that they review each COOP to ascertain whether it contains needed information. However, despite the steps taken by TEMA to receive and review agency COOPs, TEMA could strengthen state agency disaster preparedness by formally reviewing and approving state agency plans and requiring annual updates.

The state has experienced several severe disasters in recent years requiring the response of many state agencies. Formalizing certain elements of the COOP process would strengthen the ability of departments to respond to emergencies. TEMA does not require agencies to annually submit updated COOPs. Rather, agencies initiate and submit updates of their respective COOPs to TEMA as needed. However, requiring agencies to annually submit an updated COOP to TEMA would help ensure that agencies proactively review their COOPs on a routine basis to identify potential areas for improvement. Further, requiring agencies to annually submit updated COOPs would help ensure that any changes within an agency are addressed, hence minimizing the threat that their COOP is outdated. According to the Florida Division of Emergency Management, state agencies are required to submit plans and updates to the division. However, the FEMA Region IV Continuity Program Manager stated that Florida is the only southeastern state with this requirement.

More can be done to ensure the effectiveness of agency COOPs. Although TEMA encourages agencies to test their respective COOPs, TEMA does not require that tests are conducted. Thus, there is no certainty that tests are occurring. This lack of a requirement appears even more significant when taking into account an assessment by an emergency planner that the quality of COOPs varies from agency to agency with the quality depending upon the emphasis and importance that an agency's leadership places upon the plans' development. The time to find out that an agency's COOP is ineffective or outdated is not during an emergency. According to the Florida Division of Emergency Management, state agencies are required to test their COOPs annually. This helps ensure that COOPs are effective and that department staff

know what to do in the event of an emergency. At a minimum, it appears agency telephone trees should be tested annually to ensure that they are accurate and up-to-date.

Documenting guidance provided by TEMA officials appears to be another element that could be beneficial to departments. TEMA officials report reviewing agency COOPs to ensure that the plans are adequate as well as providing guidance to resolve identified problems. However, TEMA officials reported that they did not maintain any records or documentation indicating the nature of problems identified or TEMA feedback. Maintaining a record of this information would help TEMA determine if a pattern exists in the type of problems being encountered by agencies, thereby allowing TEMA officials to preemptively address concerns. Moreover, keeping a record of problems identified during its review may help TEMA determine if an agency repetitively makes the same mistake and, if so, what steps TEMA can take to help the agency address this problem.

Recommendation

The General Assembly may wish to consider amending Section 58-2-108, *Tennessee Code Annotated*, to provide TEMA with greater authority to require agencies to submit their COOPs for review and approval. TEMA should document the issues it identifies with agency COOPs and any suggestions concerning how to address problems. In addition, TEMA should report inadequate plans to the agency head or the Governor and require state agencies to test their respective COOPs annually.

Management's Comment

We concur in part. Section 58-2-106(b) and (13) requires TEMA to “periodically review state agencies and political subdivision emergency management plans for consistency.” TEMA has implemented a program to enhance state accreditation and to improve state agency disaster preparedness which establishes a continuity of operations plan (COOP) in each key agency of the executive department. TEMA has identified a few select departments or agencies with missions that are critical to emergency management, which includes saving lives and property. TEMA, Safety, Transportation, General Services, Health, Commerce and Insurance, Military, Governor's Office, and Environment and Conservation. Section 58-2-108(c), *Tennessee Code Annotated*, requires disaster preparedness plans to be accomplished, which TEMA has defined as a COOP for most departments.

TEMA policy is for the COOP to be updated the moment a change is made; otherwise, the plan becomes stale or unusable.

Department or agency commissioners should internally test plans on a periodic cycle. TEMA should plan a coordinated exercise every five years that will test the overall group and test relocation of the seat of government.

2. An incomplete database hinders TEMA’s monitoring of required training for Emergency Services Coordinators

Finding

The Emergency Services Coordinator (ESC) program is designed to provide the Tennessee Emergency Management Agency (TEMA) director with an immediate source of expertise from any and all agencies of state government to cope with man-made and natural disasters or emergencies. Some federal agencies, private businesses, and non-profits also voluntarily participate. However, despite the important function ESCs have in the state’s disaster preparedness, our review found it difficult if not impossible to determine whether the coordinators had received training required by TEMA. A lack of proper training could hamper the ECSs’ performance and subsequently the state’s disaster preparedness.

The ESC program encompasses all agencies, departments, divisions, and bureaus within the state government, in particular those agencies that by the very function they perform have an inherent emergency mission. Other agencies and departments may participate at their discretion. Functions associated with the ESC program include not only emergency response and the availability of personnel and assets, but also research, plan development, communications tests, and exercises. Forty-nine federal and state government agencies and private agencies are required by the Tennessee Emergency Management Plan to have Emergency Services Coordinators. See the table below.

Agencies Required by the 2010 Tennessee Emergency Management Plan to Have Emergency Services Coordinators

Commission on Aging and Disability
Department of Agriculture
Department of Agriculture, Division of Forestry
Department of Agriculture, State Veterinarian
Alcoholic Beverage Commission
American Red Cross
AT&T, Inc.
Civil Air Patrol
U.S. Coast Guard
Department of Commerce and Insurance, Fire Marshal’s Office
Department of Commerce and Insurance, Consumer Insurance Services
Department of Commerce and Insurance, Emergency Communications Board
U.S. Corps of Engineers

Department of Correction
Department of Economic and Community Development
Department of Education
Department of Environment and Conservation, Commissioner's Office
Department of Environment and Conservation, Bureau of State Parks
Department of Environment and Conservation, Division of Radiological Health
Department of Environment and Conservation, Division of Air Pollution Control
Department of Environment and Conservation, Division of Solid Waste Management
Department of Environment and Conservation, Division of Geology
Department of Environment and Conservation, Water Programs
Department of Finance and Administration
Department of Finance and Administration, Office for Information Resources (OIR)
Department of Financial Institutions
Department of General Services
Department of Health, Bureau of Health Services
Department of Health, Emergency Medical Services
Department of Human Services
Department of Labor and Workforce Development
Department of Mental Health
Military Department
Department of Human Resources
Tennessee Regulatory Authority
Department of Revenue
Department of Safety
Salvation Army
Tennessee Association of Rescue Squads
Tennessee Bureau of Investigation
Tennessee Valley Authority
Department of Tourist Development
Department of Transportation
Tennessee Wildlife Resources Agency
University of Tennessee System

Verizon Communications, Inc.
Volunteer Organizations Active in Disaster
Wal-Mart Stores, Inc.
FedEx Corporation

To help prepare individuals for their duties as an ESC, TEMA requires ESCs to complete several courses within a specified period of time after being appointed. A number of the courses are provided by FEMA and are accessible by computer at any time of day. For example, Independent Study 101 is an online course that is to be completed within 12 months of an ESC being appointed. Other courses are offered by TEMA staff in a classroom environment. For example, ESC 101, a course provided by TEMA staff, is to be completed within six months of appointment.

For classroom courses, individuals sign a roster indicating course participation. TEMA staff are to subsequently enter this information into a TEMA database used to track individual course completion. Individuals taking FEMA courses receive a certificate stating that they have successfully completed the course. According to TEMA officials, it is the responsibility of the individual ESCs to provide TEMA with the certificate so that their information can be entered into the database.

TEMA officials conceded, however, that information in the system is outdated, making it difficult to accurately determine whether individual ESCs are completing required courses. During our review of the database we found it difficult if not impossible to accurately identify training records for all of the ESCs. TEMA's database contains the records of thousands of individuals who have taken a TEMA course over a period of several years, with each file only identified by an individual's name. As such, we found multiple training records for individuals with the same name, making it difficult to determine which records belong to ESCs.

TEMA's database also appears to be incomplete. Specifically, during our review we were unable to locate training records associated with the names of several ESCs. Finally, the majority of the ESC records we were able to identify contained little or no information demonstrating that ESCs had completed required TEMA training courses.

The combined problems identified during our review place into question TEMA's ability to accurately monitor required ESC training, potentially hampering its ability to ensure that individuals are adequately prepared to perform their duties as ESCs.

At the end of our audit work, TEMA officials stated that they were in the process of improving their system to better track ESC course completion.

Recommendation

To help ensure that individuals are adequately prepared to perform the important function of an Emergency Services Coordinator, TEMA should take steps to improve its ability to monitor whether required courses are being completed. Namely, TEMA should ensure that training data in its tracking system are up-to-date. Further, to facilitate its ability to monitor course completion, TEMA should establish a method of differentiating ESC training from other individuals who have taken a TEMA-sponsored course.

Management's Comment

We concur. TEMA will update the software of the database and institute a collection process that updates the current training database for all members of TEMA, ESCs, and liaison personnel.

- 3. The state contracting process is delaying the pass-through of federally approved and obligated monies to local government and non-profit sub-recipients in need of disaster recovery funds**

Finding

Eligible applicants for disaster recovery funds are reimbursed under the federal Public Assistance (PA) and/or Hazard Mitigation Grant Programs (HMGP), both of which are put into action once a disaster is declared by the President. Auditors determined from contract tracking data maintained by the Tennessee Emergency Management Agency (TEMA) and the Department of Finance and Administration Office of Contract Review (OCR) that the contracting process is delaying the timely disbursement of disaster-enacted grant funds. This delay is serious because many sub-recipients are small local governments that do not have excess fund reserves to cover needed recovery work without timely reimbursements.

Delegated Grant Authorities and the Public Assistance Program Grant

Background on the Public Assistance Grant

The Public Assistance grant program is the foremost recovery grant enacted by the Federal Emergency Management Agency (FEMA) after the President declares a disaster. These grant funds are for city and county governments and some non-profit organizations to immediately begin recovery efforts after a devastating disaster. Such efforts include clearing debris, repairing roads, and rebuilding infrastructure.

Under disaster-enacted grant programs such as the Public Assistance grants, FEMA works with agency personnel to assess damages and verify applicant projects, then obligates funds to the state for reimbursement purposes. After a presidential declaration, a joint workforce (TEMA and FEMA) visits damaged areas and helps applicants create project worksheets. FEMA uses these project worksheets to determine eligibility and set scopes of work. While the project worksheets are being created, TEMA creates a Special TEMA Delegated Grant Authority (DGA) request following an OCR template and sends it to the Military Department for review and signature by the Adjutant General. Once the request is signed, the Military Department's legal staff enter document information into Edison and forward their approval to OCR for review by the Department of Finance and Administration, OCR, and the Comptroller's Office. When FEMA approves the project worksheets, funds are obligated; when the DGA is approved by the state, TEMA develops state contracts with each sub-recipient. TEMA does not create contracts before FEMA obligates the funds because TEMA does not know which project worksheets will be funded and the amounts obligated. Only after FEMA determines eligibility and obligates funds to a project worksheet can TEMA begin the contract writing process.

Timeliness of the Public Assistance Grant Approval and Disbursement Process

On average, it takes approximately three months for sub-recipients to be approved to receive reimbursements even though FEMA obligates funds to the state more quickly. This means sub-recipients are waiting an additional two months after the time FEMA has approved their projects and obligated funds for reimbursement.

The auditors found, based on the past six declared disasters, that on average it takes nearly 54 days for the state to process a Delegated Grant Authority (DGA) for a disaster and another 41 days to process the associated sub-recipient contracts, for a total processing time of 95 days. DGAs are agreements between an agency and the state that give the agency the authority to write contracts which can be processed without OCR, F&A Budget, Comptroller, and legal approval. TEMA creates a new DGA for each new disaster.

One problem area contributing to the lengthy approval process appears to be associated with the amount of time a proposed DGA spends with the Military Department and OCR. Through an evaluation of both TEMA and OCR tracking data, the auditors determined that a proposal spends an average of 35 days in review. Data suggest that this is a combination of time spent with Military and actual review time under OCR. For example, TEMA's data showed that one DGA spent 62 days under review; however, further analysis revealed that the DGA spent 22 days with Military before being approved and passed to OCR and another 12 days with OCR. This same DGA, once approved by OCR, spent another 28 days with Military before finally being logged as executed. This is an extreme case in which approximately 50 days is added to the overall time to process the DGA. In another example, TEMA data showed a DGA spent 65 days under OCR review. Further analysis revealed that this DGA spent one day with Military before being approved and passed to OCR. The time between the date the DGA was logged into OCR and released from OCR was 64 days. Data suggest on average that there is at least 13 days added to the overall processing time.

Once the DGA is approved, TEMA tracking data suggest that it takes an additional 41 days to execute an associated Public Assistance contract. This includes an approximate 9 days for TEMA to create and review the contract, 18 days for the applicant to review and sign the contract, 8 days for the Military Department to review and sign the contract, and another 6 days for TEMA to enter the contract information into Edison. Because these contracts are written under an approved DGA, they are not forwarded to OCR for review.

Hazard Mitigation Grant Program (HMGP) – Contracts Written Without a Delegated Grant Authority

Dispersing Hazard Mitigation Grant Program (HMGP) funds also appears to take an excessive amount of time. These funds are obligated some time (determined by FEMA) after the Public Assistance program is enacted. Hazard Mitigation funds are used for enhancements during the rebuilding process to mitigate possible damage in future disasters. Many more sub-recipients apply for Public Assistance funds than do for Hazard Mitigation. Because of this, TEMA rarely requests a DGA for HMGP contracts. Nevertheless, before applicants can receive reimbursements, the state must first approve a state contract with the applicant. Because these contracts do not normally fall under a DGA, each contract is subject to the full review process. As with the Public Assistance program, TEMA cannot begin the state contract process until FEMA approves and obligates funds to a sub-recipient. Once FEMA approves funds, TEMA creates a contract according to the OCR template for state reimbursement contracts and sends it to the applicant for signatures. Applicants are city and county governments who have their own contract review processes.

Once the applicant returns the contract to TEMA, TEMA submits it to the Military Department for review and signature by the Adjutant General. After the Adjutant General signs the contract, it is returned to TEMA, which enters the data into Edison and submits the contract to OCR for review. Auditors found for our sample it took an average of 156 days, or 5 months, to process a Hazard Mitigation Grant contract, 78 days of which are spent in obtaining approvals from the Department of Finance and Administration, OCR, and the Comptroller's Office.

Additionally, the auditors determined from OCR-supplied data that for the contracts included in our sample, 26% were originally denied by OCR and required to be reworked. According to OCR, TEMA spent a combined average of 165 days on reworks for 5 of the 19 sampled Hazard Mitigation contracts.

Federal policy suggests that states must use methods and procedures for payment of federal funds that minimize the time between the transfer of funds to the state and disbursement by the state.

Delaying the passing through of funds to county and local governments and certain eligible non-profit organizations can delay cleanup and recovery work, which can elevate costs and increase problems. Many sub-recipients are rural counties or small city governments that do not have large budget reserves to cover recovery costs. Many depend on the FEMA grant money to be quickly reimbursed for necessary and immediate costs. According to TEMA, smaller

counties and cities with limited resources have to take out loans to help cover costs until they can be reimbursed, and they are not compensated for the interest. Repairing roads and damaged buildings and community areas is essential to returning communities to normal.

Inadequate Lines of Communication Between TEMA and OCR

Our analysis revealed that TEMA does not have a contract coordinator within the agency who has a direct line of contact with OCR. TEMA's Contract Division creates the DGAs and contracts; however, it cannot directly address questions and concerns or possibly resolve problems with OCR. Because TEMA is a division of the Military Department, and OCR only allows one contract coordinator per department, the Military Legal Division is the only point of contact between the TEMA Contract Division and OCR. Given the number of emergency recovery contracts TEMA works with (138 PA contracts for fiscal years 2009 through 2010) and the time-sensitive nature of emergency recovery operations, TEMA may need its own contract coordinator. OCR management stated that due to special circumstance, they would consider granting TEMA a contract coordinator point of contact directly within the agency. OCR management agreed that communication is lacking between the two and working directly with TEMA contract staff would be beneficial for OCR reviewers.

Priority Status

An interview with OCR management and the Military Department disclosed that the reviewers do not distinguish "declared disaster" recovery grants from non-declared disaster recovery grant contracts and grant them special priority. In contrast, according to federal grant auditors and the Comptroller's Office of Management Services, disaster grants are pass-through funds that are different from procurement grants for products and services and should be handled differently. According to OCR, unless a DGA or contract is noted as "Priority," through an e-mail from the coordinator, OCR does not place any special emphasis on processing the request other than "first-in, first-out."

Recommendation

TEMA and Military Department management should work together to identify steps to develop a more efficient process to submit declared disaster Delegated Grant Authorities (DGAs) and contracts for approval. These steps should include but not be limited to the following.

- TEMA management should work with the Military Department to reduce the amount of time to process DGAs and contracts. Data suggest that requiring the DGAs to be reviewed and approved by the Military Department adds nearly 21 days to the processing time, which is nearly half of the current 54-day time frame to execute the contracts.
- TEMA management should consider working with the Military Department and OCR to identify steps that ensure Special DGAs are being given "Priority Status" by the

Office of Contract Review (OCR) and to develop a Special Disaster Recovery Contract template in the same fashion as the current TEMA Special DGA. This would help OCR recognize disaster contracts that should be considered “Priority Status” but do not have the benefit of being under a Special DGA. These grants are pass-through funds and should be handled differently than ordinary products and services.

- TEMA management should consider working with the Military Department to enhance communication between TEMA and OCR throughout the contract development and approval process. Our audit revealed that the overall processing of disaster recovery grants is suffering from inefficiencies which seem to relate to poor communication between TEMA, the Military Department, and OCR.

Management’s Comment

We concur in part. The state process by law requires extensive review and checking to ensure compliance. Not only must the contract process meet state law; the process must meet federal law. State law and regulation for government contracting is complex, and the addition of the Stafford Act requirements with its accompanying consolidated federal regulations adds to complexity.

Delegated Grant Authorities (DGA) and the Public Assistance (PA) Grant

The performance audit reports that it takes approximately three months for sub-recipients to be approved for reimbursement following a disaster declaration. This finding relies on the number of days a document spends under review, but does not reflect the types of issues that may lead to the delay, most notably the evolution of the state contracting climate, delays related to Edison, and applicant signature processes.

In order to reduce the number of days between a disaster declaration and approval of a Special DGA (the vehicle used to expedite PA funds), the Military Department encourages the initiation of Special DGAs *immediately* following a disaster event (i.e., upon joint damage assessment completion). As this document will later be amended to reflect the award, taking immediate steps to secure approval of the contracting document will expedite the department’s ability to disburse funds to sub-recipients further down the line.

The finding also cites a February 2008 disaster-related DGA with a process time of 64 days (RFS 3401-01408). It should be noted that this specific contract brought about an improvement-focused discussion between the department and OCR management which resulted in the creation of the “TEMA Special Delegated Authority for a Declared Disaster” (Special DGA). Since the implementation of this template, the department has realized a decrease in processing times for disaster-related DGAs and thus reduced recurrence of the noted issue.

Communication Between TEMA and OCR

The Military Department consistently seeks improvement in all functional areas, specifically within the realm of communication. Collaborative synchronization is a significant key in the multi-echelon execution of any task. Through a series of programmed rapid process improvement events, the contracting process will remain focused and synchronized toward our customer—the sub-recipient. The department will continuously review our communications systems and processes to yield the most efficient way to improve delivery.

Priority Status

The department identifies disaster grants by the term “disaster” on the front of disaster-related grants. To foster additional accountability for disaster-related documents, the department’s legal division (which also encompasses the department’s Service Contract Coordinator) will work to identify and speed disaster-related grants and contracts, to include marking and establishment of priority status upon receipt of documents. The department legal division will also record all action on items logged for their review (i.e., clarification requests, requests for additional documentation, requests for revision) and implement communication “triggers” (i.e., seven days will mandate a response) to prevent delays in the approval process. While there is currently no Edison functionality for marking an entry as “priority,” the department’s Service Contract Coordinator will ensure priority status for emergency documents which are communicated to OCR and the Comptroller’s office.

4. Tennessee counties are not completing their emergency plan updates as required by TEMA

Finding

State law requires all counties to develop and submit an initial Basic Emergency Operations Plan to the Tennessee Emergency Management Agency (TEMA) for review and approval. These plans help ensure that counties are prepared to respond to and recover from disasters. TEMA also requires counties to update their emergency management plans every four years on a staggered basis. However, our review found that only 60 percent of the counties scheduled to submit their updates in 2010 actually submitted them according to TEMA’s guidelines, which could affect their ability to adequately respond to disasters.

Disaster Preparedness Plans

Section 58-2-106, *Tennessee Code Annotated*, requires TEMA to prepare an Emergency Management Plan (EMP) for the State of Tennessee which is subsequently integrated into and coordinated with the emergency management plans and programs of the federal government. As part of this larger plan, all counties are also statutorily required to develop their own emergency plan. TEMA subsequently requires counties to prepare plan updates on a staggered four-year schedule.

TEMA's Area Coordinators and Regional Planners provide assistance to county officials with their plans. Further, TEMA has developed and distributed to counties a template to assist with the organization of information in an update. Finally, in the event that they are unable to meet their submission deadline, counties may request an extension of time from TEMA. However, TEMA does not have a formal policy describing the maximum number of extensions or the maximum number of days of an extension. According to one TEMA official, the practice should have been to approve extensions for no more than four months.

Statewide, 25 counties were to submit their emergency plan updates in 2010. To determine whether all 25 counties complied with TEMA's 2010 emergency plan update schedule, we reviewed regional counties scheduled to submit updates according to either the TEMA December 31, 2010, submission date or a TEMA-approved extension date. Our review found that, for all 3 TEMA regions, only 15, or 60%, of the scheduled 25 updates were submitted according to either a TEMA approved extension date or the December 31st submission schedule. The Western Region had all 5 of its required submissions to meet the TEMA December 31st schedule. The East Region had 6 submissions to meet either the TEMA December 31st schedule or a TEMA approved extension schedule. Four of its updates were submitted late. The Middle Region had only 6 of its 10 required updates or 60% to submit documents according to an approved TEMA schedule.

Regional Offices' Resources to Help Counties Update Emergency Plans

According to a TEMA official, the inability of TEMA regional offices to provide hands-on training and planning assistance to counties through Regional Planners and Area Coordinators is one reason the counties have not updated their plans or have updated their plans late.

The Western Region, having a Regional Planner and five Area Coordinators, was able to provide both hands-on training and planning assistance to its assigned counties. Five updated plans were due in the Western Region by December 31, 2010. During the 2010 update cycle, the Western Region had a Regional Planner and four Area Coordinators to assist county officials. All five counties submitted their update by the scheduled submission date. As of July 2011, shortly after the completion of the 2010 update cycle, the Regional Planner retired. A new Regional Planner had not been hired as of July 2011.

During the 2010 update cycle, the Eastern Region had five Area Coordinators but lacked a Regional Planner. According to TEMA's Assistant Director, the former Regional Planner was promoted to an Area Coordinator prior to the start of the 2010 update cycle, leaving the region

without a Regional Planner. Although the individual continued to offer the counties support, he could only do so on a limited basis as his workload increased with his promotion. Despite requesting and receiving an extension, as of the end of the audit's fieldwork, the two counties had yet to complete their updates. One of the county's extensions covered 274 days while the other's extension was for 60 days. Of the remaining eight counties in the eastern region, seven needed additional time to complete their respective updates. However, none of these counties requested or received an extension from TEMA.

During the 2010 emergency plan update cycle, the Middle Region had no Regional Planner and five Area Coordinators. Unlike the Eastern Region, the Middle Region did not have a field person functioning in a dual capacity or as a Regional Planner or an Area Coordinator. Training and planning assistance was extremely limited, given the staff mix. As of the end of the audit fieldwork, only two of the ten scheduled counties had submitted their updates to TEMA for review, and neither of these two counties submitted their respective updates until 2011. One of the two counties received two extensions totaling 270 days; the other received one extension for 180 days. Further, as of the completion of the audit fieldwork, only two of the ten counties in the Middle Region had completed their updates, and seven had not despite receiving extensions averaging 197 days.

For all three regions, the accessibility of both a Regional Planner and an Area Coordinator to county officials for training and planning assistance was critical. Only the Western Region was able to offer counties this type of staffing arrangement.

Another form of assistance offered to the counties was the TEMA extension. Unfortunately, counties did not submit to TEMA action plans describing why requested days were needed, any additional TEMA staff assistance needed, and an expected completion date. Of the 12 counties approved for TEMA extensions, 9 of the counties exceeded the TEMA approved extensions. Moreover, only 2 of the 12 counties, or 17%, who used extensions were successful in completing their updates according to TEMA's schedule.

The Potential Impact of Outdated Emergency Plans

The failure of counties to update their emergency plans in a timely manner could adversely impact the state's ability to effectively respond to and recover from disasters. Updates help identify potential hazards in a county, such as new factories coming into a county, that may require additional planning in order for the county to respond appropriately in the event of a disaster and ultimately help the state to be in compliance with federal guidelines.

For counties participating in the Emergency Management Performance Grant (EMPG) program, having an outdated plan can affect their future grant funding. For counties participating in the EMPG program, a portion of the federal funding received is dependent upon their annual EMPG evaluation results. TEMA Regional Directors annually conduct overall performance evaluations (and emergency plan update evaluations) of EMPG counties using a TEMA-designed questionnaire to determine the amount of progress being made in several responsibility areas, including their emergency plan updates. Receiving less than the maximum points available for an emergency plan update lowers a county's overall evaluation score and

reduces the percentage of federal funding a county is eligible to receive. However, in several cases we found Regional Directors evaluating and assigning evaluation scores to update plans even before the counties had completed the documents. Update evaluation scores should be occurring after an update has been completed and approved, not before. Assigning an evaluation score prior to the completion of an update is giving an inaccurate view of a county's performance and is not providing an objective mechanism for allocating funds.

Recommendation

We recommend that TEMA improve efforts to assist county officials in updating their emergency management plans. This includes making sure TEMA regional offices have effective staffing arrangements to assist counties with their training and planning needs. TEMA should also have effective extension policies and procedures in place requiring counties to detail why their extensions are needed as well as when their completed update will be submitted. TEMA should coordinate update submissions with EMPG evaluations and monitor more effectively the submission of emergency management plan updates to determine whether the submissions are in accordance with TEMA guidelines as well as instituting the necessary corrective measures when needed. Further, TEMA needs to initiate improvements in the way EMPG evaluations are conducted and the way update evaluation scores are issued. It must establish effective internal controls to assure that updated evaluation scores accurately reflect completed performance and not performance to be completed.

Management's Comment

We concur in part. Tennessee county plans should be reviewed for consistency periodically, but TEMA may optionally extend the period. During the audit cycle almost 50 percent of the counties experienced a major disaster. No allowances were considered by the audit team for this occurrence. TEMA extended the routine review of BEOPs (Basic Emergency Operations Plans) when requested by counties during this time. The update/review cycle for Local Basic Emergency Plans has been extended from every four years. An extension policy has been developed for setting procedures for local governments to request a 90-day extension to that cycle. The extension may be granted by TEMA based upon the written request documenting the extenuating circumstances expressed by that local jurisdiction.

OBSERVATIONS AND COMMENTS

The topics discussed below are included in this report because of their effect on the operations of the Tennessee Emergency Management Agency and on the citizens of Tennessee.

Related compacts

Over a period of several years, and as the department's mission evolved, TEMA entered into three compacts to help address potential disasters. According to TEMA officials, there is no cost to TEMA for belonging to the three compacts: the Civil Defense and Disaster Compact, the Interstate Earthquake Compact, and the Emergency Management Assistance Compact.

Civil Defense and Disaster Compact

The Civil Defense and Disaster Compact, codified in Section 58-2-401, *Tennessee Code Annotated*, was established in 1951 to provide mutual aid among the states in meeting any emergency or disaster from enemy attack, including sabotage and subversive acts and direct attacks by bombs; shellfire; atomic, radiological, chemical, and bacteriological means; and other weapons. According to TEMA management, it has never been activated and is not necessary in light of the all-hazard approach of the nation-wide Emergency Management Assistance Compact. However, federal Homeland Security officials favor such agreements and encourage states to have them.

Interstate Earthquake Compact of 1988

The Interstate Earthquake Compact of 1988, codified in Section 58-2-701, *Tennessee Code Annotated* provides mutual aid among the states in meeting any emergency or disaster caused by earthquakes or other seismic disturbances. According to TEMA management, it has never been activated and is not necessary in light of the all-hazard approach of the nation-wide Emergency Management Assistance Compact. Per TEMA officials, however, federal Homeland Security officials favor such agreements and encourage states to have them.

Emergency Management Assistance Compact

The nationwide Emergency Management Assistance Compact (EMAC) codified in Section 58-2-403, *Tennessee Code Annotated*, provides for mutual assistance among the states in managing any emergency or disaster duly declared by the Governor of the affected state(s), whether arising from natural disaster, technological hazard, manmade disaster, civil emergency aspects of resources shortages, community disorders, insurgency, or enemy attack. This compact also provides for cooperation in emergency-related exercises, testing, or other training activities

using equipment and personnel simulating performance of any aspect of the giving and receiving of aid during emergencies.

For the first time, TEMA had to request assistance through the Emergency Management Assistance Compact in response to the May 2010 flood. Namely, the state received bottled water as well as personnel from a variety of states participating in the compact to assist with handling the large number of mitigation claims associated with the flood. The Federal Emergency Management Agency (FEMA) paid 75% of the cost while Tennessee was required to pay a 25% match for this assistance, according to TEMA officials, who also said that FEMA allowed the state to claim hours volunteered during the flood to help offset the cost of the 25% match.

TEMA has corrected a federal finding concerning physical inventories

In January 2011 the U.S. Department of Homeland Security Office of Inspector General (DHS) released an audit of the Military Department of Tennessee's oversight of the Homeland Security and the Urban Areas Security Initiative grant programs. The audit contained one recommendation for the Military Department to strengthen its program management, performance, and oversight of these programs. Auditors determined that physical inventories of items purchased with grant monies were not always being conducted. We conducted follow-up work on this issue and found that TEMA had distributed guidelines to all sub-recipients regarding tagging and inventory of equipment purchased with U.S. Department of Homeland Security funds. Further, TEMA officials noted that the guidelines will be used by the Military Department of Tennessee Program Monitors during their evaluations of the sub-recipients. As a result of TEMA's efforts, U.S. DHS reported the issue resolved and closed.

TEMA's After Action Review (AAR) process

The Tennessee Emergency Management Agency (TEMA) coordinates overall state agency response to major disasters in support of local governments. The agency is responsible for ensuring the state's readiness to respond to and recover from natural, man-made, and technological emergencies. Due to the importance of this agency to the state's disaster preparedness, we sought to ascertain whether TEMA conducted After Action Reviews of its operations to help it better prepare for future disasters.

Our review found that TEMA regularly conducts After Action Reviews (AARs) after emergencies and training exercises. According to TEMA officials, most of the AARs are conducted in-house by TEMA staff either immediately or closely following the agency's response to an actual emergency or a training exercise. However, in light of the magnitude of the May 2010 Nashville flood, TEMA officials determined that an outside, neutral entity would best perform the AAR for this event. Subsequently TEMA submitted a Technical Assistance request to the Department of Homeland Security Office of Emergency Communications to develop an After Action Report and "lessons learned" document that specifically addressed the effectiveness of emergency communications during the Tennessee floods of May 2010.

The AAR identified a number of areas of success as well as areas to be improved. Principally, it cited as a success the ability of emergency response personnel to leverage their existing relationships with other Tennessee communications professionals that had been developed during prior training, exercises, and conferences conducted in recent months throughout the state. It also noted that the extensive training at the All Hazards Communications Unit Leader level was a significant factor in the ability of emergency agencies to establish and maintain interoperable communications. Finally, the AAR noted that the benefits of Tennessee's comprehensive program of regularly scheduled interoperable communications exercises and statewide interoperability conferences were clearly demonstrated by the extent and level of emergency communications knowledge and expertise exhibited by the emergency responders.

Conversely, the AAR cited the need for improved commonality in radio programming of regionally shared communications. It also stated that first-line supervisors and operations personnel should have a greater understanding of the importance of communications interoperability as well as an enhanced awareness of the roles and responsibilities of the Communications Unit. Finally, the AAR reported that shared communications assets should be regularly maintained and kept operationally ready for deployment.

Similarly, following the multitude of disasters that the state encountered in the spring of 2011, TEMA officials once again sought an independent assessment of its response. According to TEMA officials, the results of each of its AARs, whether conducted by TEMA staff or independent individuals, are weighed and considered to determine what changes can realistically be made (i.e., cost-effective in both money and staffing).

RECOMMENDATIONS

LEGISLATIVE

This performance audit identified one area in which the General Assembly may wish to consider statutory changes to improve the efficiency and effectiveness of the Tennessee Emergency Management Agency's (TEMA) operations.

1. The General Assembly may wish to consider amending Section 58-2-108, *Tennessee Code Annotated*, to provide TEMA with greater authority to require agencies to submit their Continuity of Operations Plans for review and approval.

ADMINISTRATIVE

Tennessee Emergency Management Agency should address the following areas to improve the efficiency and effectiveness of its operations.

1. TEMA should document the issues it identifies with agency Continuity of Operations Plans and any suggestions concerning how to address problems. In addition, TEMA should report inadequate plans to the agency head or the Governor and require state agencies to test their respective plans annually.
2. To help ensure that individuals are adequately prepared to perform the important function of an Emergency Services Coordinator, TEMA should take steps to improve its ability to monitor whether required courses are being completed. Namely, TEMA should ensure that training data in its tracking system are up-to-date. Further, to facilitate its ability to monitor course completion, TEMA should establish a method of differentiating ESC training from other individuals who have taken a TEMA-sponsored course.
3. TEMA and Military Department management should work together to identify steps to develop a more efficient process to submit declared disaster Delegated Grant Authorities (DGAs) and contracts for approval. These steps should include but not be limited to the following.
 - TEMA management should work with the Military Department to reduce the amount of time to process DGAs and contracts. Data suggest that requiring the DGAs to be reviewed and approved by the Military Department adds nearly 21 days to the processing time, which is nearly half of the current 54-day time frame to execute the contracts.

- TEMA management should consider working with the Military Department and OCR to identify steps that ensure Special DGAs are being given “Priority Status” by the Office of Contract Review (OCR) and to develop a Special Disaster Recovery Contract template in the same fashion as the current TEMA Special DGA. This would help OCR recognize disaster contracts that should be considered “Priority Status” but do not have the benefit of being under a Special DGA. These grants are pass-through funds and should be handled differently than ordinary products and services.
 - TEMA management should consider working with the Military Department to enhance communication between TEMA and OCR throughout the contract development and approval process. Our audit revealed that the overall processing of disaster recovery grants is suffering from inefficiencies which seem to relate to poor communication between TEMA, the Military Department, and OCR.
4. TEMA should improve efforts to assist county officials in updating their Emergency Management Plans. This includes making sure TEMA regional offices have effective staffing arrangements to assist counties with their training and planning needs. TEMA should also have effective extension policies and procedures in place requiring counties to detail why their extensions are needed as well as when their completed update will be submitted. TEMA should coordinate update submissions with Emergency Management Performance Grant (EMPG) evaluations and monitor more effectively the submission of Emergency Management Plan updates to determine whether the submissions are in accordance with TEMA guidelines as well as instituting the necessary corrective measures when needed. Further, TEMA needs to initiate improvements in the way EMPG evaluations are conducted and the way update evaluation scores are issued. It must establish effective internal controls to ensure that updated evaluation scores accurately reflect completed performance and not performance to be completed.

APPENDIX 1

Title VI and Other Information

Title VI

All programs or activities receiving federal financial assistance are prohibited by Title VI of the Civil Rights Act of 1964 from discriminating against participants or clients on the basis of race, color, or national origin. The Tennessee Emergency Management Agency (TEMA) received federal funds of approximately \$6.9 million in fiscal year 2010 and \$8.8 million in fiscal year 2011. Indirectly, the agency was the recipient of another \$50 million in fiscal year 2010 and an estimated million \$60 million in fiscal year 2011 in federal homeland security and disaster funds that were passed on to other public and private agencies.

TEMA has no Title VI coordinator but reports to the Military Department's Civil Rights Coordinator on these matters. Departmental Title VI coordination is vested with the Title VI Process Action Team, where each major section of the department is represented. At a minimum, the team consists of a representative from each of the four divisions (Administrative Services, Army National Guard, Air National Guard, and TEMA). The composition of the Process Action Team will proportionately be racially reflective of the Military Department. According to the Civil Rights Coordinator, the agency did not receive any Title VI complaints during the past two years. If there are complaints, they can be filed with the federal department, the Military Department's Civil Rights Coordinator, or the agency providing the service.

Employee Gender and Ethnicity

The following table details the breakdown of agency staff by gender and ethnicity.

**Tennessee Emergency Management Agency
Staff Gender and Ethnicity by Job Position
March 2011**

Title	Gender		Ethnicity			
	Male	Female	Asian	Black	Hispanic	White
ACCOUNTANT 3	1	1	1	1	0	0
ADMIN SERVICES ASSISTANT 2	0	2	0	0	1	1
ADMIN SERVICES ASSISTANT 3	4	5	0	2	0	7
ADMIN SERVICES ASSISTANT 4	0	4	0	0	0	4
COMMUNICATIONS SYS ANALYST 2	1	0	0	0	0	1
DATABASE ADMINISTRATOR 2	2	0	0	0	0	2
ELECTRONIC ALARMS TECH SUPV	1	0	0	0	0	1
EMER MGMT ADMINISTRATOR 1	5	0	0	1	0	4
EMER MGMT ADMINISTRATOR 2	9	2	0	0	0	11
EMER MGMT AREA COORDINATOR	15	1	0	0	0	16
EMER MGMT ASSISTANT DIRECTOR	2	0	0	0	0	2
EMER MGMT DIRECTOR	1	0	0	0	0	1
EMER MGMT OPS OFFICER 1	1	0	0	0	0	1
EMER MGMT OPS OFFICER 2	4	0	0	0	0	4
EMER MGMT OPS OFFICER 3	1	1	0	0	0	2
EMER MGMT PLANNER 2	5	1	0	0	0	6
EMER MGMT PLANNER SUPERVISOR	2	0	0	0	0	2
ENV SPECIALIST 3	3	0	0	0	0	3
ENV SPECIALIST 4	2	0	0	0	0	2
ENV SPECIALIST 5	1	0	0	0	0	1
EXECUTIVE ADMIN ASSISTANT 2	2	0	0	0	0	2
FACILITIES SUPERVISOR	1	0	0	1	0	0
GIS TECHNICIAN 2	1	0	0	0	0	1
INFO RESOURCE SUPPORT SPEC 5	1	0	0	0	0	1
INFORMATION OFFICER	2	0	0	0	0	2
INFORMATION SYSTEMS MANAGER 2	1	0	0	0	0	1
RADIO COMMUNICATIONS TECH 3	5	0	0	0	0	5
RADIO COMMUNICATIONS TECH SUPV	1	0	0	0	0	1
RADIO SYSTEMS ANALYST	1	0	0	0	0	1
	75	17	1	5	1	85

Contracting Information

As of January 2011, the Military Department had one personal services contract with James Lee Witt Associates (part of GlobalOptions Group, Inc.) for disaster recovery consultant services. This contract was established during the May 2010 flood disaster to provide technical assistance and support for strategic planning and coordination of statewide, regional, and local recovery efforts. This \$250,000 contract expired on May 19, 2011.

Appendix 2 Performance Measures Information

As stated in the Tennessee Governmental Accountability Act of 2002, “accountability in program performance is vital to effective and efficient delivery of governmental services, and to maintain public confidence and trust in government.” In accordance with this act, all executive branch agencies are required to submit annually to the Department of Finance and Administration a strategic plan and program performance measures. The department publishes the resulting information in two volumes of *Agency Strategic Plans: Volume 1 - Five-Year Strategic Plans* and *Volume 2 - Program Performance Measures*. Agencies were required to begin submitting performance-based budget requests according to a schedule developed by the department, beginning with three agencies in fiscal year 2005, with all executive-branch agencies included no later than fiscal year 2012. The Tennessee Emergency Management Agency began submitting performance-based budget requests effective for fiscal year 2009.

Detailed below are the Tennessee Emergency Management Agency’s performance standards and performance measures, as reported in the September 2010 *Volume 2 - Program Performance Measures*. Also reported below is a description of the agency’s processes for (1) identifying/developing the standards and measures; (2) collecting the data used in the measures; and (3) ensuring that the standards and measures reported are appropriate and that the data are accurate.

Performance Standards and Measures

Performance Standard 1

Increase the number of students trained overall by TEMA in each of the four specific program areas: hazardous materials, incident management, search and rescue, and professional development.

Performance Measure 1

The number of students trained overall in our specific program areas: hazardous materials, incident management, search and rescue, and professional development.

Actual (FY 2009-2010)	Estimate (FY 2010-2011)	Target (FY 2011-2012)
7,488	8,600	8,800

TEMA uses this funding for training state and local government first responders. Planning assistance is made available to Local Emergency Planning Committees (LEPC’s) within their local jurisdictions for response to hazardous materials incidents.

Eligibility is determined by the regional director for TEMA for each county participating and then verified by the program manager. Each sub-grantee signs a contract with their scope of work.

The contracts are tied to a scope of work worksheet describing what is to be completed in the current contract period. The local governments are required to submit reports updating the status of the program worksheet.

Performance Standard 2

State and local responders from all jurisdictions are able to demonstrate response-level emergency communications within three hours of a significant event as outlined in national planning scenarios.

Performance Measure 2

The percent of state and local responders able to demonstrate response-level emergency communications within three hours of a significant event.

Actual (FY 2009-2010)	Estimate (FY 2010-2011)	Target (FY 2011-2012)
55%	65%	70%

This performance measure assesses the extent that fire, law enforcement and medical facilities as well as different levels of governmental jurisdictions can communicate with one another during an emergency. Data was estimated based on statewide TEMA sponsored exercises

Although TEMA provided information for this measure, the information did not answer the question of how data for this measure was collected or how TEMA ensured that it was accurate.

Performance Standard 3

Manage public assistance grants to those affected by disasters.

Performance Measure 3

Number of applicants' grants finalized.

Actual (FY 2009-2010)	Estimate (FY 2010-2011)	Target (FY 2011-2012)
85	70	56

Data for public assistance grants is collected by pulling FEMA's closeout report by disaster. The number in each disaster for applicants closed in the fiscal year is counted and then totaled for all disasters for the actual number closed. The estimated for future years is based on the number of open applicants, the number of applicants who have completed their work and are almost ready for closeout, the numbers of applicants that TEMA has sent the closeout request to FEMA, and an estimated number of new disasters and applicants.