Department of Military | TEMA

TGFOA

TEMA Preparedness & Funding Overview

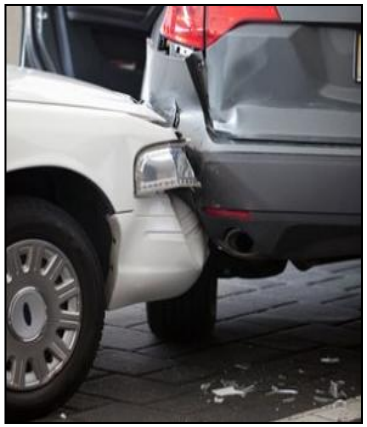
Josh Wickham

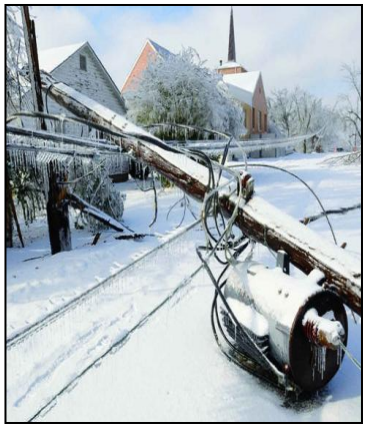
Overview

- Defining EM
- Recovery Funds
- Hazard Mitigation Funds

What is EM

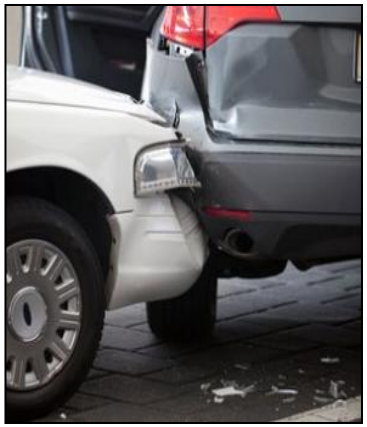
Emergency Spectrum

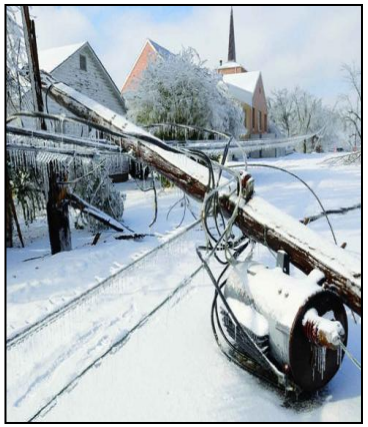






What is EM

Emergency Spectrum

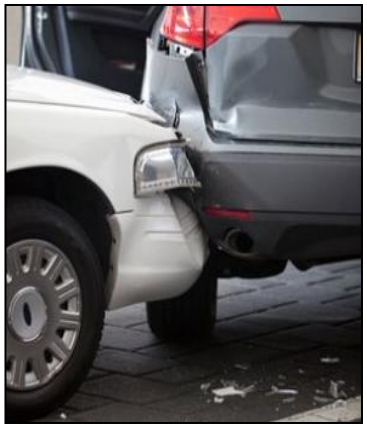


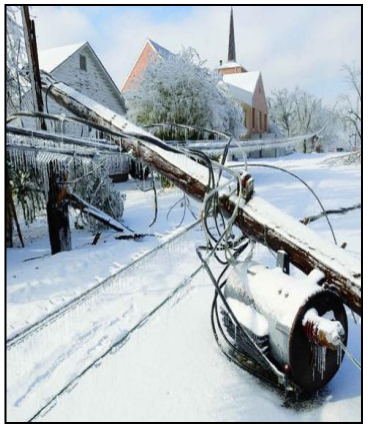

Life Safety Issues

Emergency Service Professionals

What is EM

Emergency Spectrum

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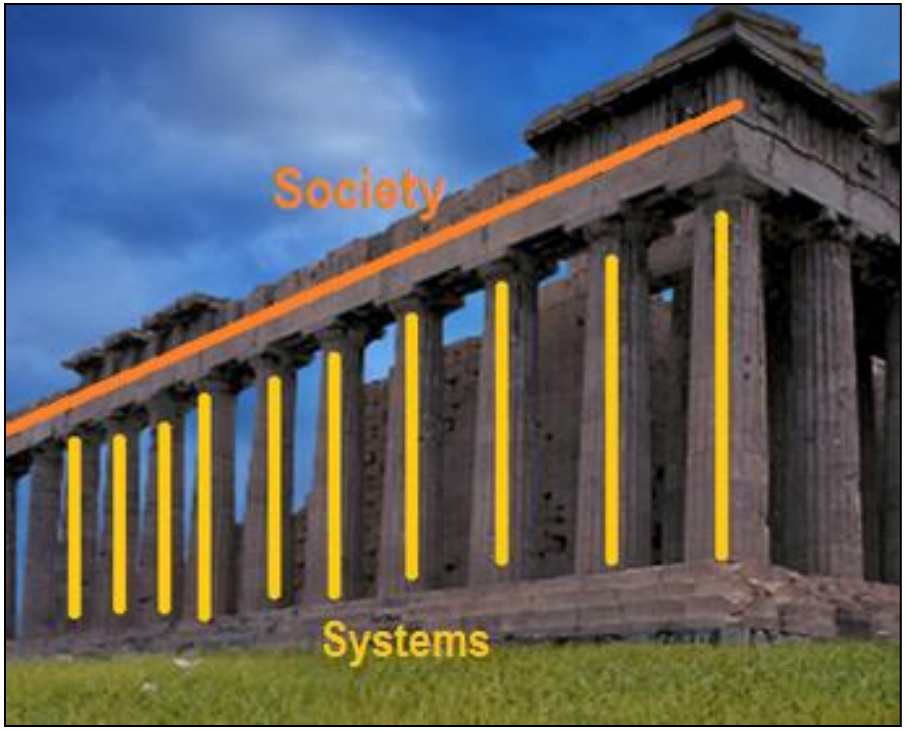
Emergency Mgmt Professionals

Systems and Society

Society is a complex arrangement of systems & services that developed over time to sustain our way of life



Small Sampling of System Types:

- Transportation Systems
- Energy Systems
- Communication Systems
- Financial Systems
- Food Distribution Systems
- Medical Systems
- Water Systems
- Waste Management Systems
- *and many more*

Disruptions in Systems & Services can range from Annoyances to Life Safety Issues

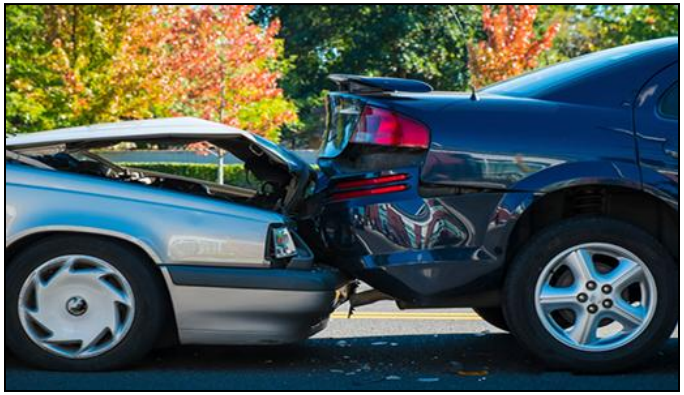
Systems and Services

Two Important Notes about Systems and the Services within those Systems

- **Systems are Interconnected**
  - Disruption to a Single System usually ends up affecting Multiple Systems
  - Why we need Emergency Operation Centers

- **↑ Systems are Disrupted = ↑ EM Coordination is Required**
  - ***Exercise: Relation of Systems to EM Resources***

Exercise: Scenario 1



Scenario 1

-Small Wreck on Interstate

-No Injuries

-Only Blocking One Lane

1. What main systems would be disrupted?

2. Who/What are the primary stakeholders and resources needed to address this emergency event?

Small Sampling of System Types:

- Transportation Systems
- Energy Systems
- Communication Systems
- Financial Systems
- Food Distribution Systems
- Medical Systems
- Water Systems
- Waste Management Systems
- *and many more*

Exercise: Scenario 2

Scenario 2

-Bridge Collapse due to Barge Wreck on River

-Major Navigable Waterway

-Bridge is Only Connector to a Rural Community

1. What main systems would be disrupted?

2. Who/What are the primary stakeholders and resources needed to address this emergency event?

Small Sampling of System Types:

- Transportation Systems
- Energy Systems
- Communication Systems
- Financial Systems
- Food Distribution Systems
- Medical Systems
- Water Systems
- Waste Management Systems
- *and many more*

Exercise: Scenario 3

Scenario 3

-Large Scale New Madrid Earthquake in West TN

1. What main systems would be disrupted?

2. Who/What are the primary stakeholders and resources needed to address this emergency event?

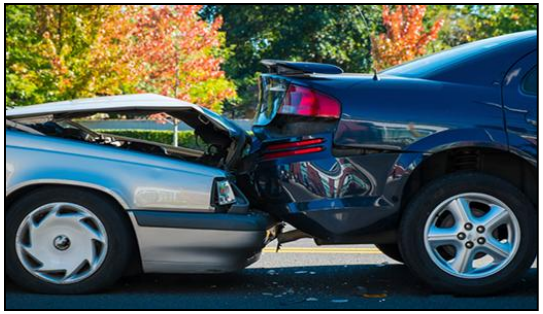
Small Sampling of System Types:

- Transportation Systems
- Energy Systems
- Communication Systems
- Financial Systems
- Food Distribution Systems
- Medical Systems
- Water Systems
- Waste Management Systems
- *and many more*

Exercise: Overview

- Of these three scenarios which would EM likely be involved in?

- What is the distinguishing factor for when EM typically gets involved?



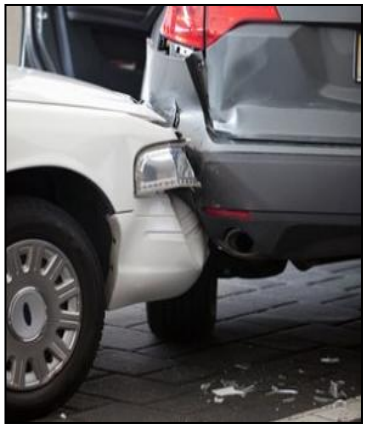
Scenario 1

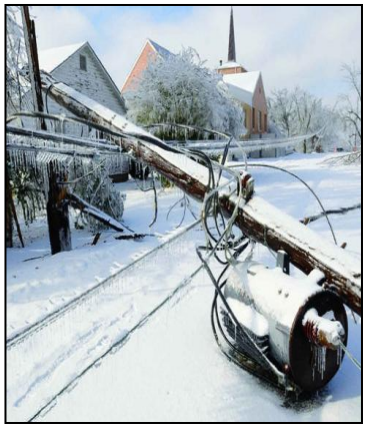
Scenario 2

Scenario 3

What is EM

Emergency Spectrum

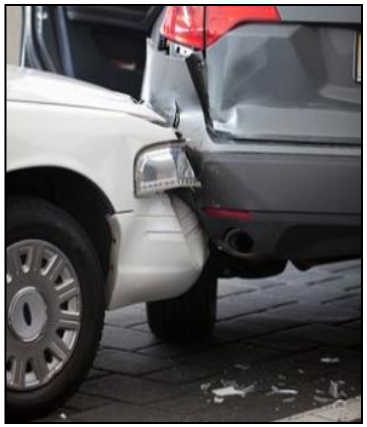


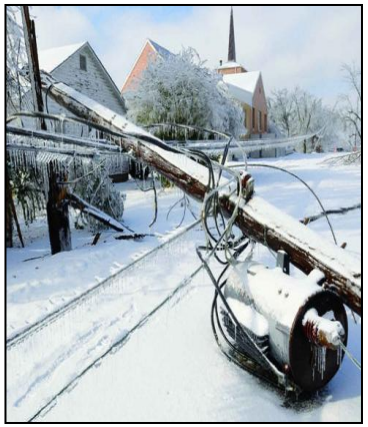

Life Safety Issues

Emergency Service Professionals

What is EM

Emergency Spectrum




Life Safety Issues

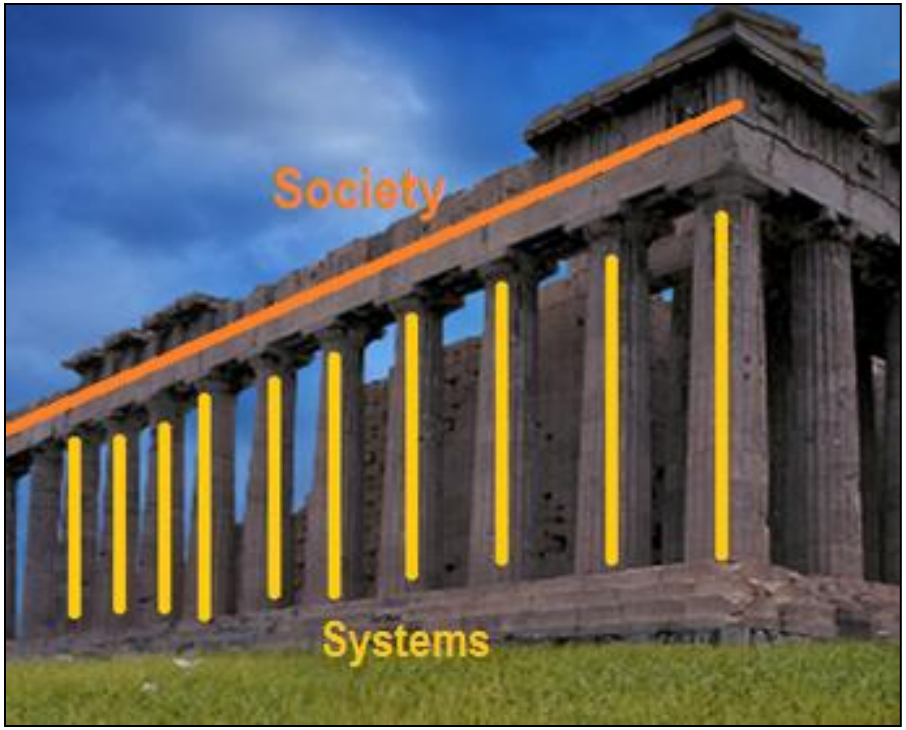
Life Safety Issues based on Disrupted Systems & Services

Emergency Service Professionals

Emergency Mgmt. Professionals

TEMA can’t address most Systems

Society is a complex arrangement of systems & services that developed over time to sustain our way of life



Small Sampling of System Types:

- Transportation Systems
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- *and many more*

State Government can address Systems

TN Department of Agriculture	TN Department of Children's Services
TN Department of Commerce & Insurance	TN Division of Fire Prevention
TN Division of Insurance	TN Emergency Communications Board
TN Department of Correction	TN Dept. of Economic & Community Development
TN Dept. of Environment & Conservation	TN Division of Air Pollution Control
TN Division of Geology	TN Division of Radiological Health
TN Division of Solid & Hazardous Waste Mgmt.	TN Division of State Parks
TN Division of Water Supply	TN Department of Financial Institutions
TN Department of Finance & Administration	TN Office of Information Resources
TN Division of Real Estate Administration	TN Department of General Services
TN Department of Health	TN Division of Communicable Diseases
TN Division of Emergency Medical Services	TN Department of Human Services
TN Department of Human Resources	TN Dept. of Labor & Workforce Development
TN Department of Mental Health	TN Department of Military
TN Emergency Management Agency	TN Department of Revenue
TN Department of Safety	TN Office of Homeland Security
TN Highway Patrol	TN Department of Transportation
TN Division of Multimodal Trans. Resources	TN Department of Tourist Development
TN Department of Veteran's Affairs	TN Regulatory Authority
TN Division of Gas Pipeline Safety	TN Wildlife Resources Agency
TN Housing Development Agency	TN Alcoholic Beverage Commission
TN Commission on Aging & Disability	TN Bureau of Investigation
TN Office of Attorney General	TN Office of Bomb & Arson
TN Division of Consumer Insurance Services	TN Department of Education
TN Office of Energy Programs	TN Division of Water Pollution Control
TN Division of Resource Development & Support	TN Task Force One

Small Sampling of System Types:

- Transportation Systems
- Energy Systems
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- *and many more*

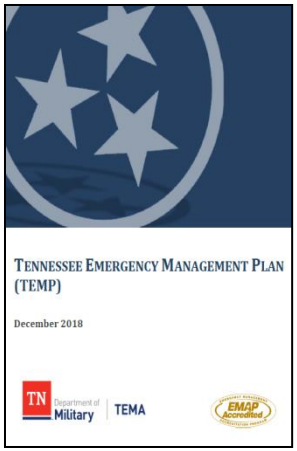
Beyond State Government

- Tons of systems and services are provided outside the public sector
  - This is why successful EM programs need involvement from All Sectors to include:
    - **Private Sector**
    - **Non-Profit Sector**
    - **General Public**

Emergency Mgmt in a Nutshell

Partnership Network

Plan



Emergency Coordination

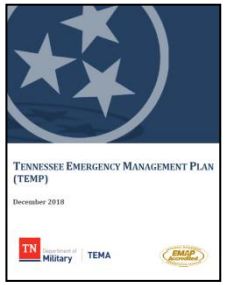
Deliver Resources & Support Capabilities

§ 58-2-106: TEMP

- **Tennessee Emergency Management Plan (TEMP)**
  - The mechanism for establishing, organizing, and documenting the State's emergency coordination network, structure, and system per T.C.A.

Partnership Network

TEMP



Emergency Coordination

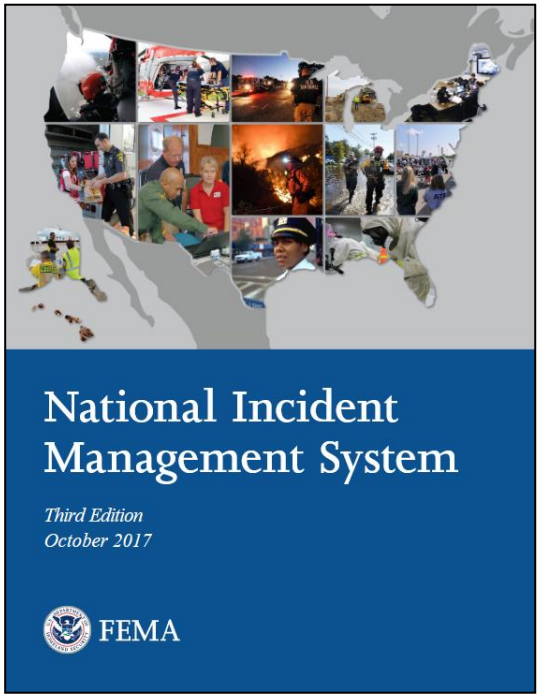
Delivery of Resources & Support Capabilities

TEMP - Big Picture

Framework

- Based on National Incident Management System (NIMS)

Gov. Bredesen
EO 23; June 2005



STATE OF TENNESSEE

EXECUTIVE ORDER

BY THE GOVERNOR

No. 23

AN ORDER ESTABLISHING THE NATIONAL INCIDENT MANAGEMENT SYSTEM AS THE BASIS FOR ALL INCIDENT MANAGEMENT IN THE STATE

WHEREAS, the President in Homeland Security Presidential Directive Number Five (HSPD-5), directed the Secretary of the Department of Homeland Security to develop and administer a National Incident Management System ("NIMS"), which would provide a consistent nationwide approach for federal, state, local and tribal governments to work together more effectively and efficiently to prevent, prepare for, respond to, and recover from domestic incidents, regardless of cause, size or complexity; and

WHEREAS, the collective input from all federal, state, local, and tribal homeland security partners has been, and will continue to be, vital to the development, effective implementation and utilization of a comprehensive NIMS; and

WHEREAS, it is necessary and desirable that all federal, state, local, and tribal emergency agencies and personnel coordinate their efforts to effectively and efficiently provide the highest level of incident management; and

WHEREAS, to facilitate the most efficient and effective incident management, it is critical that federal, state, local, and tribal organizations utilize standardized terminology, standardized organizational structures, interoperable communications, consolidated action plans, unified command structures, uniform personnel qualification standards, uniform standards for planning, training, and exercising, comprehensive resource management, and designated incident facilities during emergencies or disasters; and

WHEREAS, the NIMS standardized procedures for managing personnel, communications, facilities and resources will improve the State's ability to utilize federal funding to enhance local and state agency readiness, maintain first responder safety, and streamline incident management processes; and

WHEREAS, the Incident Command System components of NIMS are already an integral part of various incident management activities throughout the State, including current emergency management training programs; and

WHEREAS, the National Commission on Terrorist Attacks (9-11 Commission) recommended adoption of a standardized Incident Command Systems.

NOW THEREFORE, I, Phil Bredesen, Governor of the State of Tennessee, by virtue of the power and authority vested in me by the Tennessee Constitution and law, do hereby order and direct the following:

TEMP - Big Picture

Structure

Support & Coordination Level

Tier 3
Federal Gov
EM / EOC

- Federal Government Departments & Agencies
- Federal Non-Governmental Organization Partners
- Federal Private Sector Partners
- Volunteer Organizations at Federal Level

Tier 2
State Gov
EM / EOC

- State Government Departments & Agencies
- State Non-Governmental Organization Partners
- State Private Sector Partners
- State-to-State Mutual Aid
- Volunteer Organizations at State Level

Tier 1
Local Gov
EM / EOC

- Local Government Departments & Agencies
- Local Non-Governmental Organization Partners
- Local Private Sector Partners
- Local-to-Local Mutual Aid
- Volunteer Organizations at Local Level

Command Level

Incident / Unified / Area Command

TEMP - Big Picture

Structure

Support & Coordination Level

Tier 3
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EM / EOC

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Command Level

Incident / Unified / Area Command

Overview

- Defining EM
- Recovery Funds
- Hazard Mitigation Funds

Recovery Funds

- What year was the first piece of national disaster legislation set forth?

  - This legislation set precedence on how the federal government would support disaster recovery for decades: **Ad Hoc Legislative Decrees**

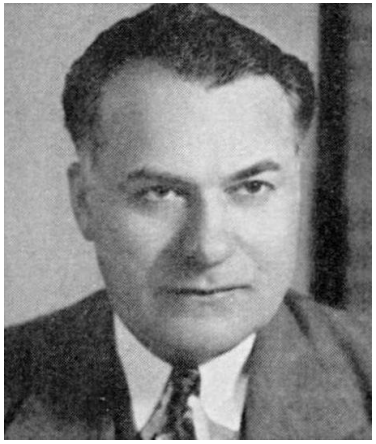
    - No framework
    - Constant Inconsistencies
    - No two legislative actions to help disaster areas were ever the same
    - State & Local Governments had no way of judging if they would receive federal assistance

Recovery Funds

Federal Disaster Act of 1950

- Congressional Report established evidence needed to create a framework on how the federal government would support state & local governments after a disaster
  - **128 separate laws were created after disasters**

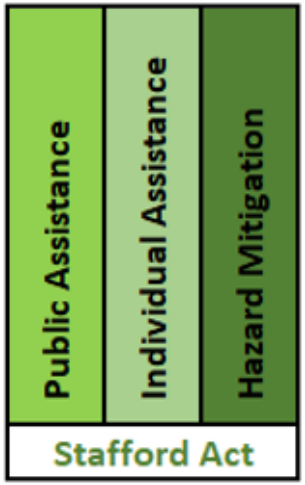
- First permanent and general *(not disaster specific)* legislation pertaining to disaster relief
  - **Much better, but still a high level of subjectivity**



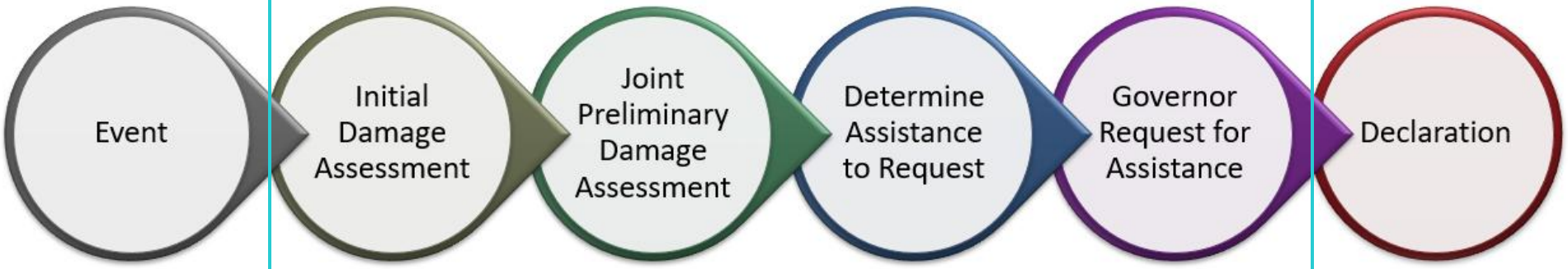
Recovery

Stafford Act of 1988

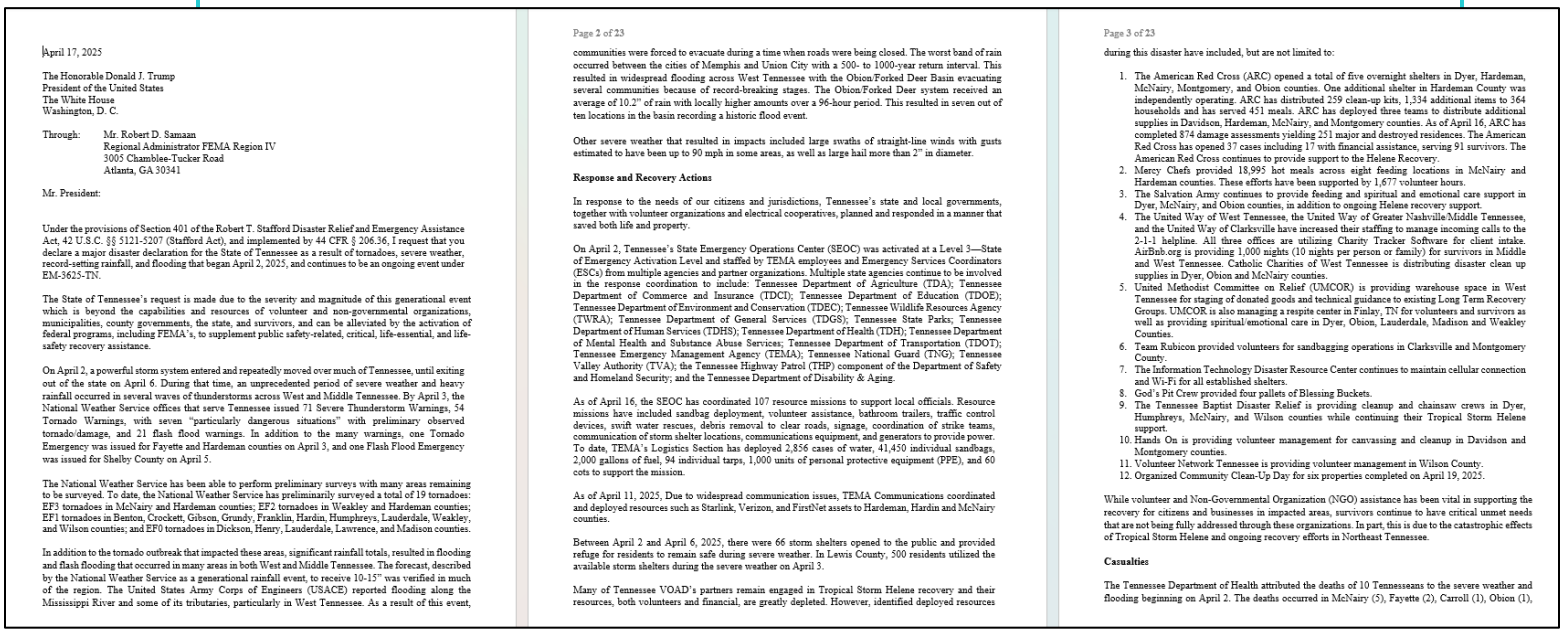
- Created a systematic means and process of qualifications for federal disaster recovery aid
- **Public Assistance** – Recovery funds for governments & certain non-profits
- **Individual Assistance** – Recovery funds for individuals and households
- **Mitigation Funds** – Build back more resilient
- Access to these FEMA programs requires a **Presidential Disaster Declaration**



Disaster Declaration Process



States have a 30-Day deadline to complete a long list of requirements



April 17, 2025

The Honorable Donald J. Trump
President of the United States
The White House
Washington, D. C.

Through: Mr. Robert D. Samaan
Regional Administrator FEMA Region IV
3005 Chamblee-Tucker Road
Atlanta, GA 30341

Mr. President:

Under the provisions of Section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5207 (Stafford Act), and implemented by 44 CFR § 206.36, I request that you declare a major disaster declaration for the State of Tennessee as a result of tornadoes, severe weather, record-setting rainfall, and flooding that began April 2, 2025, and continues to be an ongoing event under EM-3625-TN.

The State of Tennessee's request is made due to the severity and magnitude of this generational event which is beyond the capabilities and resources of volunteer and non-governmental organizations, municipalities, county governments, the state, and survivors, and can be alleviated by the activation of federal programs, including FEMA's, to supplement public safety-related, critical, life-essential, and life-safety recovery assistance.

On April 2, a powerful storm system entered and repeatedly moved over much of Tennessee, until exiting out of the state on April 6. During that time, an unprecedented period of severe weather and heavy rainfall occurred in several waves of thunderstorms across West and Middle Tennessee. By April 3, the National Weather Service offices that serve Tennessee issued 71 Severe Thunderstorm Warnings, 54 Tornado Warnings, with seven "particularly dangerous situations" with preliminary observed tornado/damage, and 21 flash flood warnings. In addition to the many warnings, one Tornado Emergency was issued for Fayette and Hardeman counties on April 3, and one Flash Flood Emergency was issued for Shelby County on April 5.

The National Weather Service has been able to perform preliminary surveys with many areas remaining to be surveyed. To date, the National Weather Service has preliminarily surveyed a total of 19 tornadoes: EF3 tornadoes in McNairy and Hardeman counties; EF2 tornadoes in Weakley and Hardeman counties; EF1 tornadoes in Benton, Crockett, Gibson, Grundy, Franklin, Hardin, Humphreys, Lauderdale, Weakley, and Wilson counties; and EF0 tornadoes in Dickson, Henry, Lauderdale, Lawrence, and Madison counties.

In addition to the tornado outbreak that impacted these areas, significant rainfall totals, resulted in flooding and flash flooding that occurred in many areas in both West and Middle Tennessee. The forecast, described by the National Weather Service as a generational rainfall event, to receive 10-15" was verified in much of the region. The United States Army Corps of Engineers (USACE) reported flooding along the Mississippi River and some of its tributaries, particularly in West Tennessee. As a result of this event,

communities were forced to evacuate during a time when roads were being closed. The worst band of rain occurred between the cities of Memphis and Union City with a 500- to 1000-year return interval. This resulted in widespread flooding across West Tennessee with the Obion/Forked Deer Basin evacuating several communities because of record-breaking stages. The Obion/Forked Deer system received an average of 10.2" of rain with locally higher amounts over a 96-hour period. This resulted in seven out of ten locations in the basin recording a historic flood event.

Other severe weather that resulted in impacts included large swaths of straight-line winds with gusts estimated to have been up to 90 mph in some areas, as well as large hail more than 2" in diameter.

Response and Recovery Actions

In response to the needs of our citizens and jurisdictions, Tennessee's state and local governments, together with volunteer organizations and electrical cooperatives, planned and responded in a manner that saved both life and property.

On April 2, Tennessee's State Emergency Operations Center (SEOC) was activated at a Level 3—State of Emergency Activation Level and staffed by TEMA employees and Emergency Services Coordinators (ESCs) from multiple agencies and partner organizations. Multiple state agencies continue to be involved in the response coordination to include: Tennessee Department of Agriculture (TDA); Tennessee Department of Commerce and Insurance (TDCI); Tennessee Department of Education (TDOE); Tennessee Department of Environment and Conservation (TDEC); Tennessee Wildlife Resources Agency (TWRA); Tennessee Department of General Services (TDGS); Tennessee State Parks; Tennessee Department of Human Services (TDHS); Tennessee Department of Health (TDH); Tennessee Department of Mental Health and Substance Abuse Services; Tennessee Department of Transportation (TDOT); Tennessee Emergency Management Agency (TEMA); Tennessee National Guard (TNG); Tennessee Valley Authority (TVA); the Tennessee Highway Patrol (THP) component of the Department of Safety and Homeland Security; and the Tennessee Department of Disability & Aging.

As of April 16, the SEOC has coordinated 107 resource missions to support local officials. Resource missions have included sandbag deployment, volunteer assistance, bathroom trailers, traffic control devices, swift water rescues, debris removal to clear roads, signage, coordination of strike teams, communication of storm shelter locations, communications equipment, and generators to provide power. To date, TEMA's Logistics Section has deployed 2,856 cases of water, 41,450 individual sandbags, 2,000 gallons of fuel, 94 individual tarps, 1,000 units of personal protective equipment (PPE), and 60 cots to support the mission.

As of April 11, 2025, Due to widespread communication issues, TEMA Communications coordinated and deployed resources such as Starlink, Verizon, and FirstNet assets to Hardeman, Hardin and McNairy counties.

Between April 2 and April 6, 2025, there were 66 storm shelters opened to the public and provided refuge for residents to remain safe during severe weather. In Lewis County, 500 residents utilized the available storm shelters during the severe weather on April 3.

Many of Tennessee VOAD's partners remain engaged in Tropical Storm Helene recovery and their resources, both volunteers and financial, are greatly depleted. However, identified deployed resources

during this disaster have included, but are not limited to:

1. The American Red Cross (ARC) opened a total of five overnight shelters in Dyer, Hardeman, McNairy, Montgomery, and Obion counties. One additional shelter in Hardeman County was independently operating. ARC has distributed 259 clean-up kits, 1,334 additional items to 364 households and has served 451 meals. ARC has deployed three teams to distribute additional supplies in Davidson, Hardeman, McNairy, and Montgomery counties. As of April 16, ARC has completed 874 damage assessments yielding 251 major and destroyed residences. The American Red Cross has opened 37 cases including 17 with financial assistance, serving 91 survivors. The American Red Cross continues to provide support to the Helene Recovery.
2. Mercy Chefs provided 18,995 hot meals across eight feeding locations in McNairy and Hardeman counties. These efforts have been supported by 1,677 volunteer hours.
3. The Salvation Army continues to provide feeding and spiritual and emotional care support in Dyer, McNairy, and Obion counties, in addition to ongoing Helene recovery support.
4. The United Way of West Tennessee, the United Way of Greater Nashville/Middle Tennessee, and the United Way of Clarksville have increased their staffing to manage incoming calls to the 2-1-1 helpline. All three offices are utilizing Charity Tracker Software for client intake. AirBnb.org is providing 1,000 nights (10 nights per person or family) for survivors in Middle and West Tennessee. Catholic Charities of West Tennessee is distributing disaster clean up supplies in Dyer, Obion and McNairy counties.
5. United Methodist Committee on Relief (UMCOR) is providing warehouse space in West Tennessee for staging of donated goods and technical guidance to existing Long Term Recovery Groups. UMCOR is also managing a respite center in Finlay, TN for volunteers and survivors as well as providing spiritual/emotional care in Dyer, Obion, Lauderdale, Madison and Weakley Counties.
6. Team Rubicon provided volunteers for sandbagging operations in Clarksville and Montgomery County.
7. The Information Technology Disaster Resource Center continues to maintain cellular connection and Wi-Fi for all established shelters.
8. God's Pit Crew provided four pallets of Blessing Buckets.
9. The Tennessee Baptist Disaster Relief is providing cleanup and chainsaw crews in Dyer, Humphreys, McNairy, and Wilson counties while continuing their Tropical Storm Helene support.
10. Hands On is providing volunteer management for canvassing and cleanup in Davidson and Montgomery counties.
11. Volunteer Network Tennessee is providing volunteer management in Wilson County.
12. Organized Community Clean-Up Day for six properties completed on April 19, 2025.

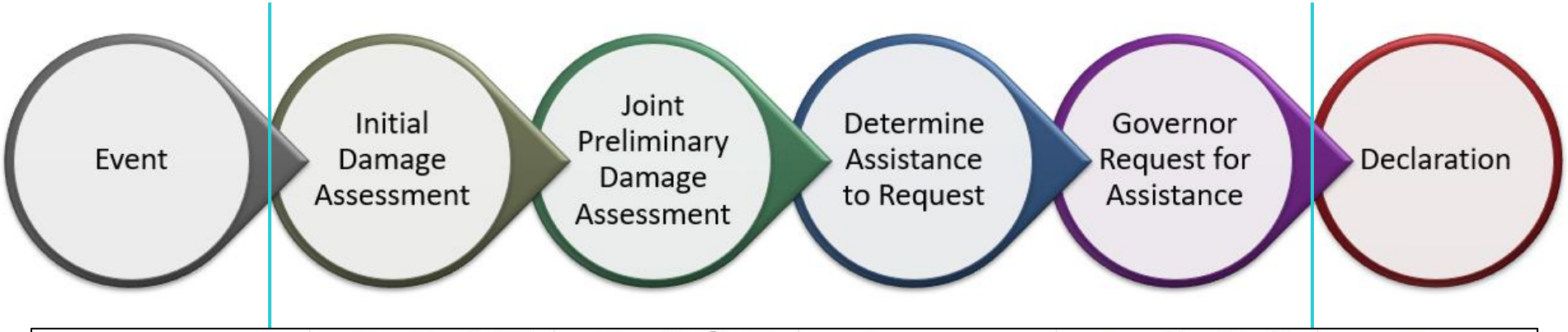
While volunteer and Non-Governmental Organization (NGO) assistance has been vital in supporting the recovery for citizens and businesses in impacted areas, survivors continue to have critical unmet needs that are not being fully addressed through these organizations. In part, this is due to the catastrophic effects of Tropical Storm Helene and ongoing recovery efforts in Northeast Tennessee.

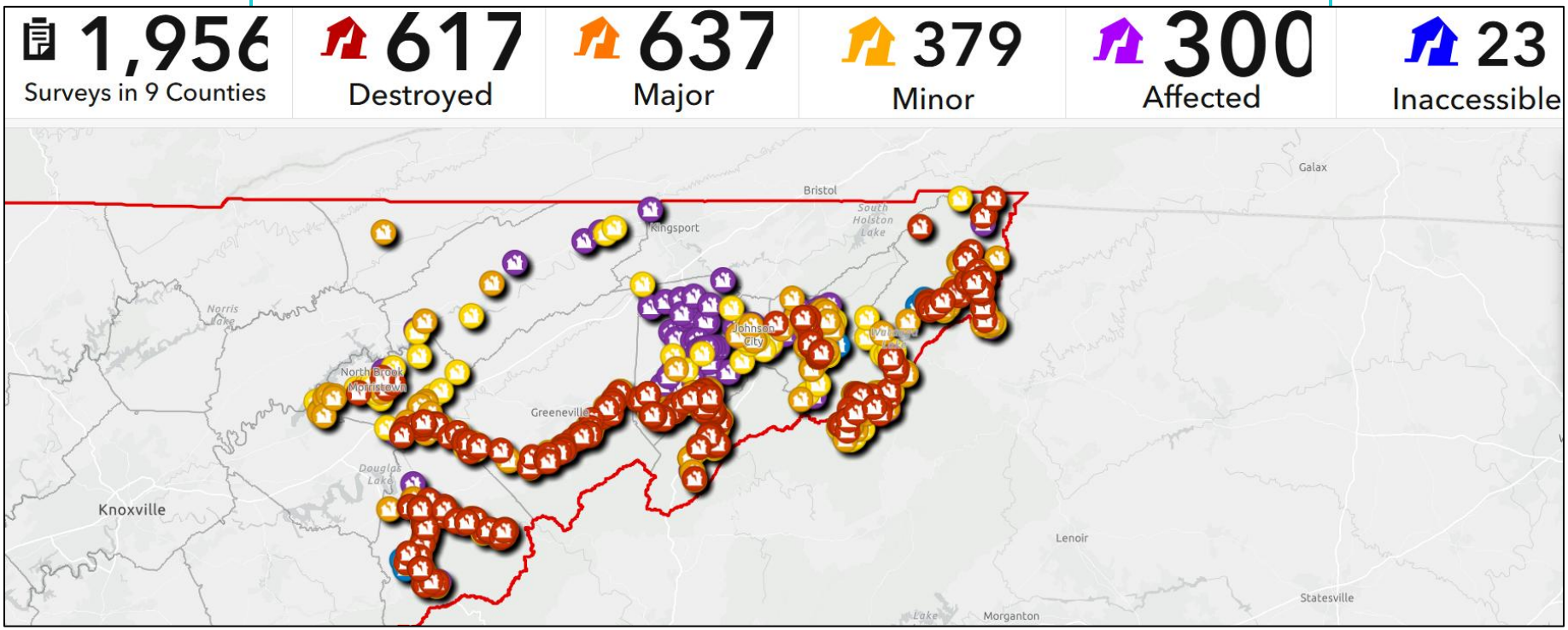
Casualties

The Tennessee Department of Health attributed the deaths of 10 Tennesseans to the severe weather and flooding beginning on April 2. The deaths occurred in McNairy (5), Fayette (2), Carroll (1), Obion (1),

Request Letters typically contain 20+ Pages of Data

Disaster Declaration Process





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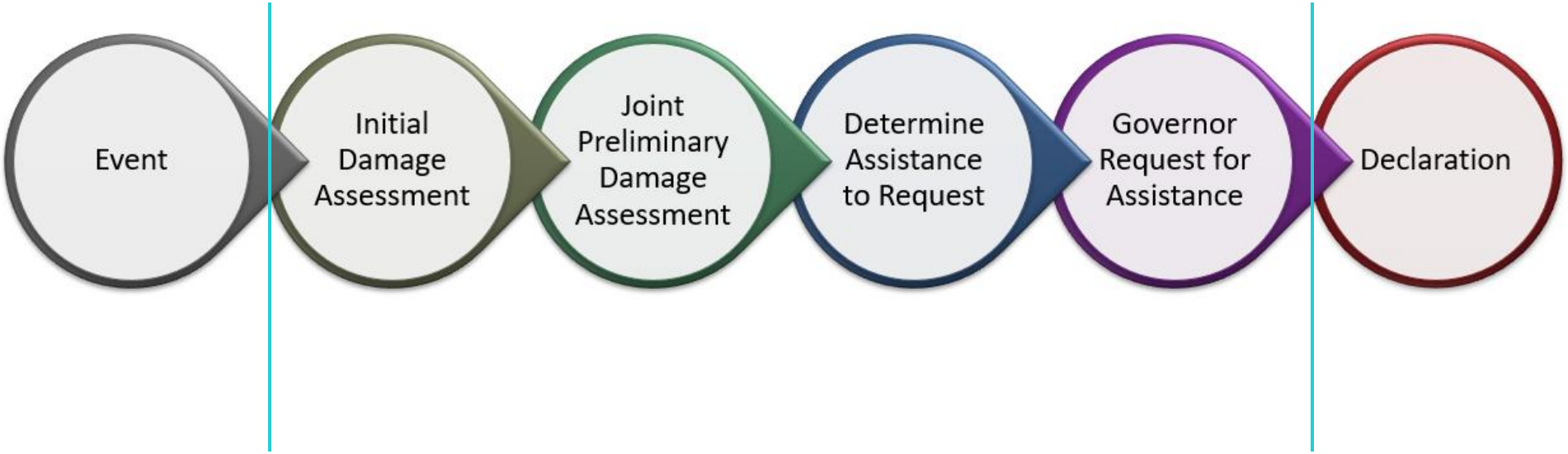
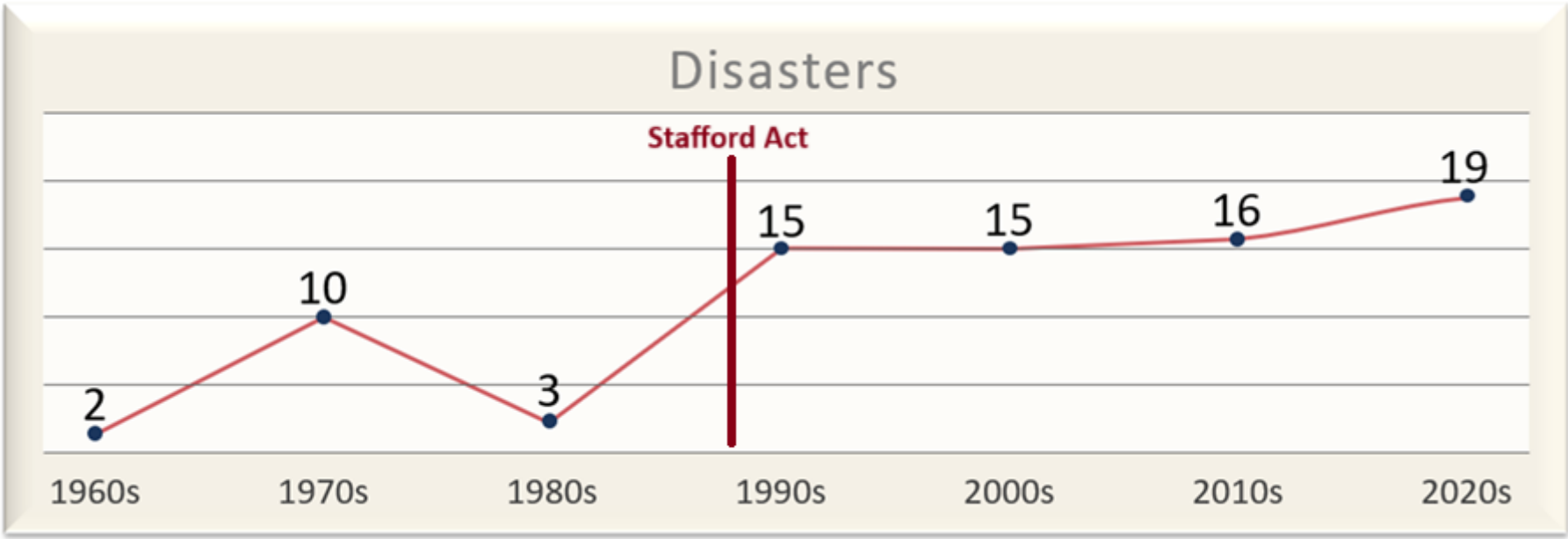


- **Per Capita – 2020 Census**
  - State Per Capita - $1.84
  - County Per Capita - $4.60

County/State	Population	Per Capita Loss
State	**6,910,840**	**$12,715,945.60**
Cannon Co	14,506	$66,727.60
Davidson Co	715,884	$3,293,066.40
Hamilton Co	366,207	$1,684,552.20
Roane Co	53,404	$245,658.40
Shelby Co	929,744	$4,276,822.40

Disaster Declarations

Federally Declared Disasters in Tennessee since 1960

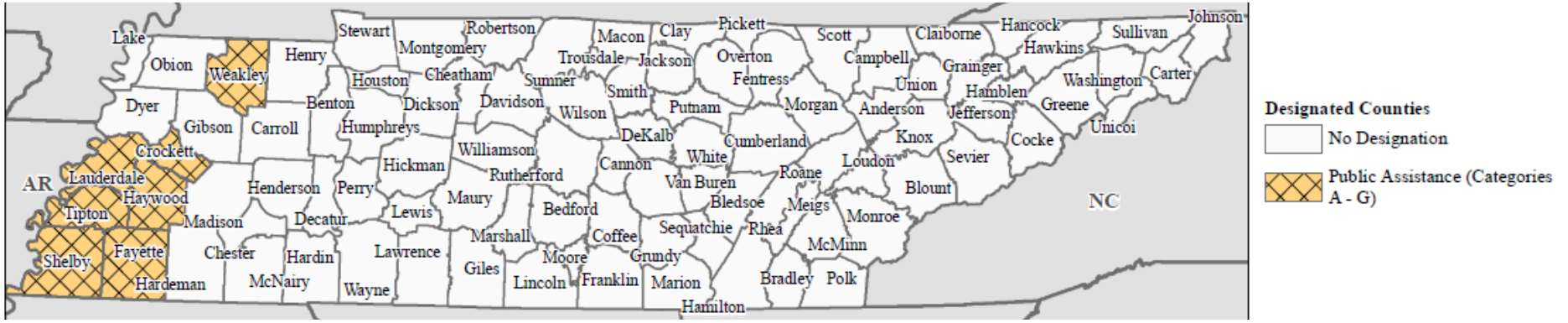


The 2020s have already exceeded all other decades and we are just halfway through

Example Disaster Declarations

DR-4637 *(Incident: 12/10-11/2021 and Declared: 01/14/2022)*

DR-4645 *(Incident: 02/03-04/2022 and Declared: 03/11/2022)*



Joint Field Office (JFO)

Public Assistance (PA)

Emergency Work

Address an immediate threat:

- A Debris Removal
- B Emergency Protective Measures

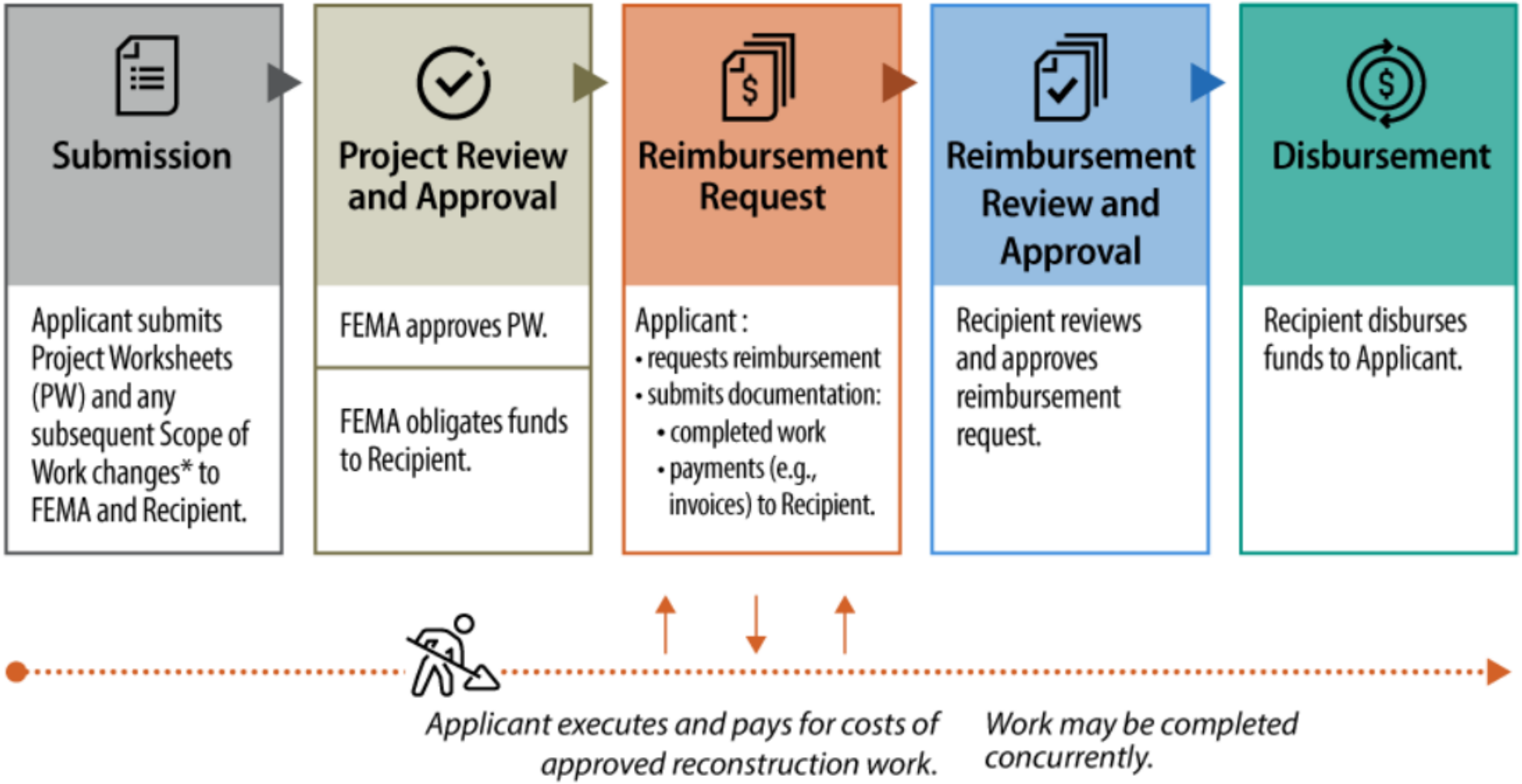
Permanent Work

Restoration of:

- C Roads/Bridges
- D Water Control Facilities
- E Buildings/Equipment
- F Utilities
- G Parks, Recreational, and Other Facilities

FEMA reimburses at 75% of total project cost

Public Assistance (PA)



Public Assistance (PA)

With PA, be prepared for a long haul and working with both TEMA & FEMA

Best Practices:

- Documentation *(e.g. maintenance records, photos of damages, etc.)*
- Attend Applicant Briefings and submit a Request for Public Assistance (RPA)
- Provide Timely Responses to TEMA/FEMA Requests
- Follow Procurement Rules
- Track Costs Separately
- Communicate Regularly with TEMA/FEMA
- Appeal when Necessary

TEMA PA Contact

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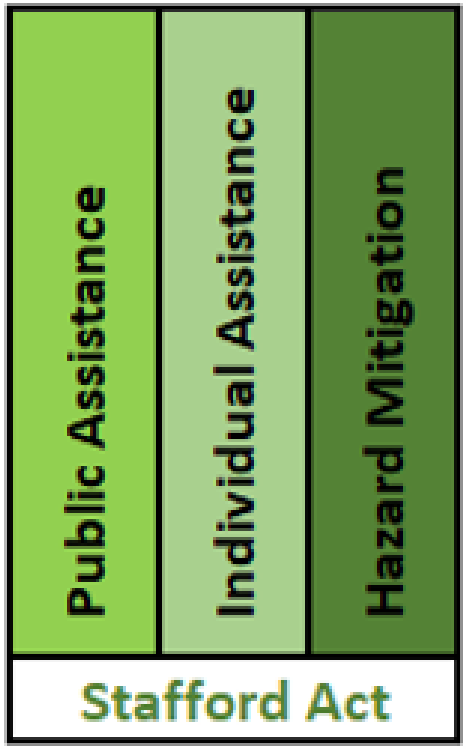
Overview

- Defining EM
- Recovery Funds
- Hazard Mitigation Funds

Hazard Mitigation



What is Hazard Mitigation?

- means any ***sustained*** action taken to reduce or eliminate the ***long-term*** risk to human life and property from hazards

Preparedness & Response

(short-term fix)

Mitigation

(long-term fix)
(reduces property damage)

Why Mitigation is Important

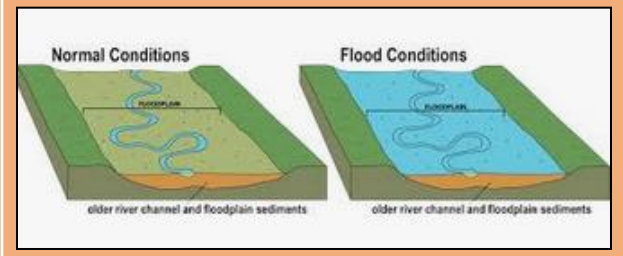
How and where people build is the single largest factor in determining how bad the impacts of a disaster will be

A community's degree of Mitigation Efforts sets the stage for their Response & Recovery Efforts

Easy Definition of Mitigation

- Mitigation =

How & Where we Build from a Safety Perspective

	How Build	Where Build
		
		

Built Environment Perspectives

How & Where we Build from a….

- Safety Perspective
- Economic Development Perspective
- Transportation Perspective
- Affordability Perspective
- Community Development Perspective
- Historic Preservation Perspective
- Architectural/Design Perspective
- Open Space/Green Perspective
- *Etc.*

Mitigation Approaches

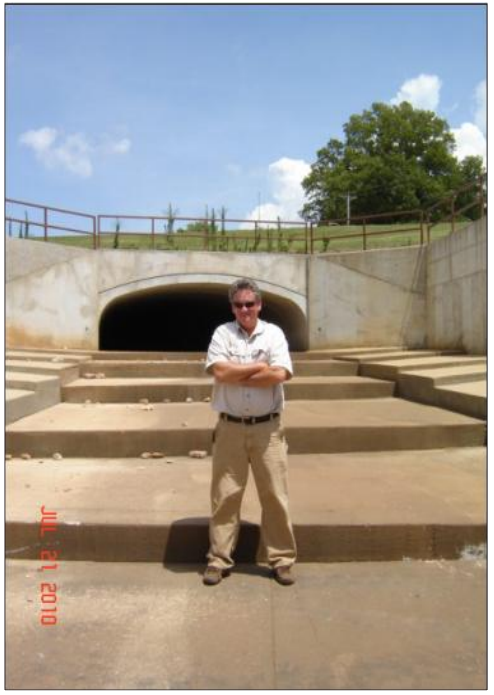
- **Two Types of Mitigation Approaches**

	How Build	Where Build
1. Regulatory	ex: Building Codes	ex: Floodplain Ordinances
2. Non-Regulatory	ex: Safe Rooms	ex: Home Buyouts

Types of Non-Regulatory Projects

Acquisitions / Buyouts of Properties in Hazard-prone Areas

Flood Control Projects



Safe Rooms / Spaces

Types of Non-Regulatory Projects

Structure / Infrastructure Retrofits

Wildfire Mitigation

Studies

Earthquake Return Period	Repair Cost (% Replacement Cost)	Red Tag Probability	Expected Casualties	Cost – Benefit
200	11%	8%	1	No ($11 Mill cost $7 Mill benefit)
600	42%	35%	20	
1000	100%	77%	130	

Types of Non-Regulatory Projects

Backup Power Sources

Critical Infrastructure Flood Walls/Elevations

Hazard Mitigation Assistance Grants

Mitigation Grant Program Information				
	Eligible Projects	**Timeframe**	**Grant Match**	
HMGP	**All Natural Hazards**	**After a Presidential Declared Disaster**	**75% Fed**	**25% Non-Fed**
BRIC	**All Natural Hazards**	**Annually**	**75% Fed**	**25% Non-Fed**
FMA	**Flood**	**Annually**	**75% Fed**	**25% Non-Fed**
	Repetitive Loss Properties	**Annually**	**90% Fed**	**10% Non-Fed**
	Severe Repetitive Loss Properties	**Annually**	**100% Fed**	**0% Non-Fed**

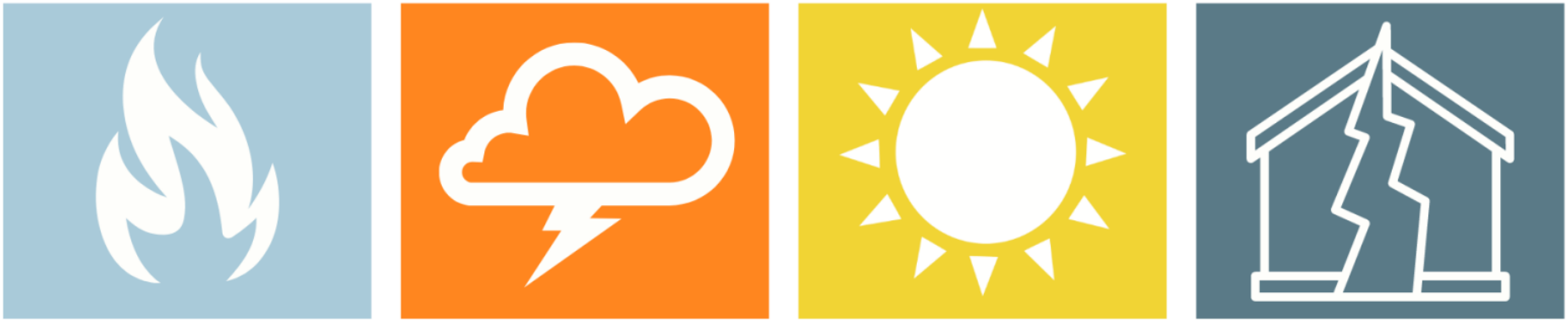
Repetitive Loss Properties: 2+ insurance claims of at least $1,000 in any given 10-year period since 1978.
Severe Repetitive Loss Properties: 4+ insurance claims exceeding $5,000 or two claims exceeding the value of the building.

- **Local Matches** can be made up of **HUD funds** *(CDBG, Disaster Assistance)* and/or **In-Kind Matches** (supplies, materials, equipment, personnel)

** BRIC is currently paused*

TN

What is a Hazard Mitigation Plan?

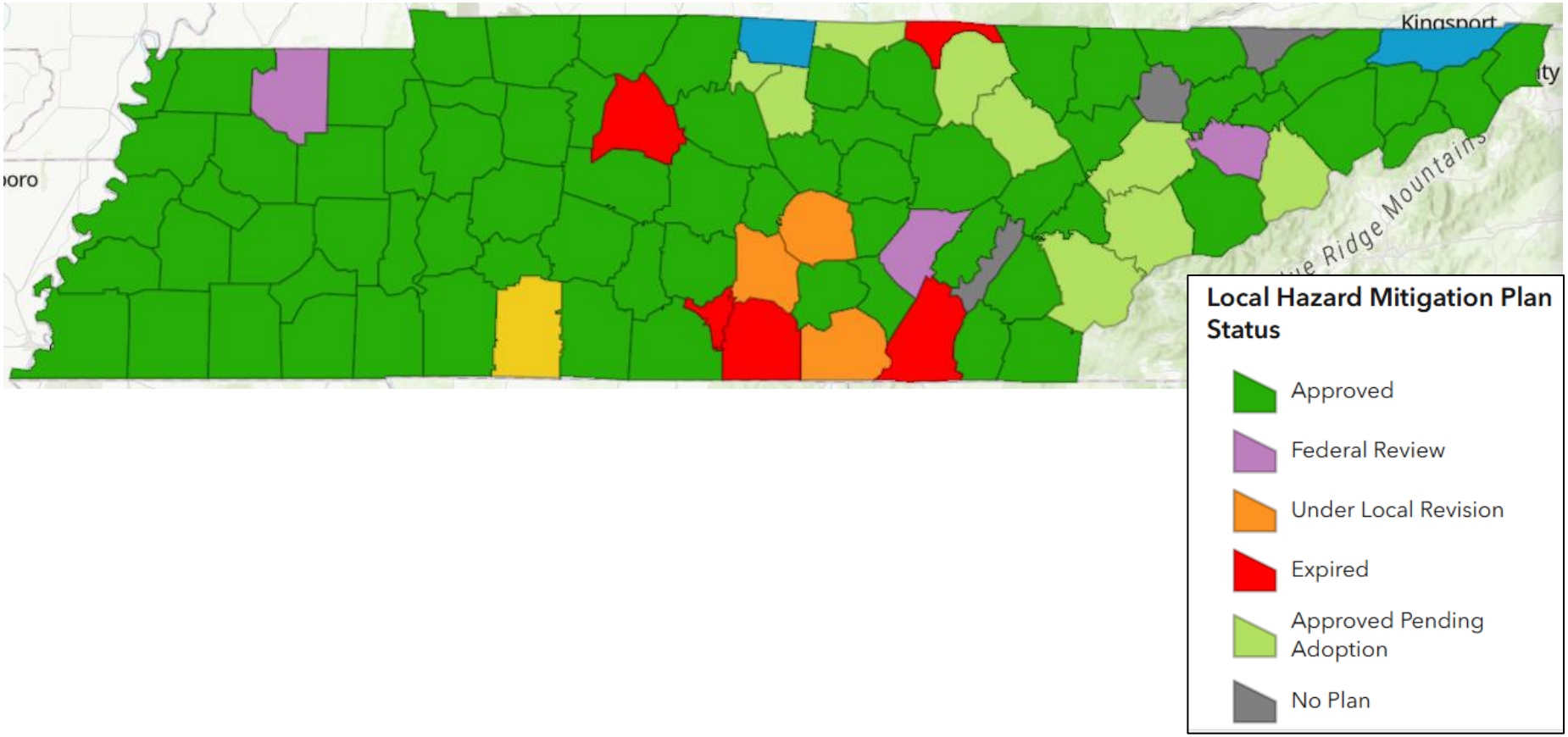


Hazard mitigation plans are prepared and adopted by incorporated jurisdictions to identify, assess, and reduce the long-term risk to life and property based on natural and human-caused hazards. **Expire every 5 years.**

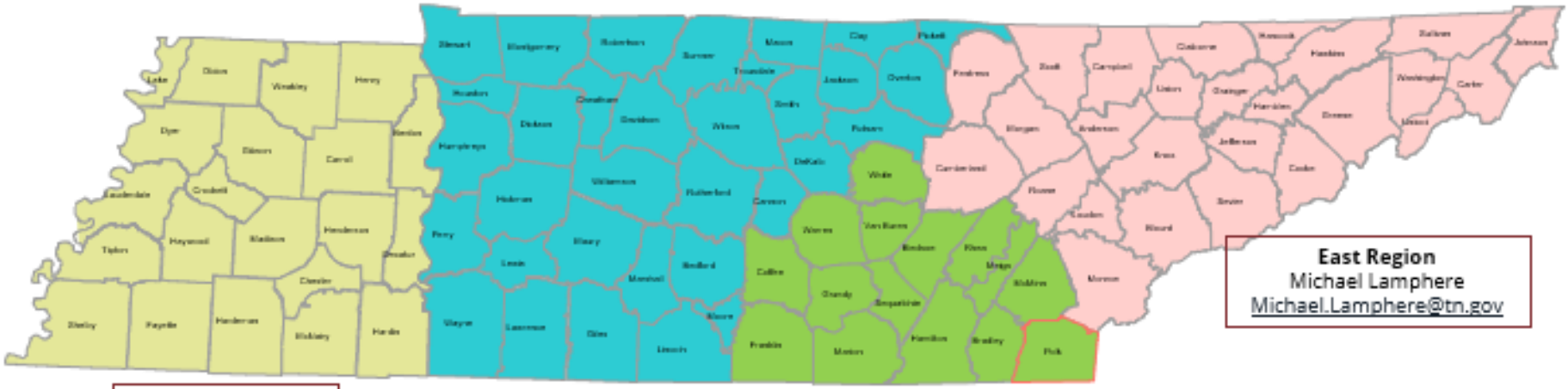
Components:

1. Planning Process
2. Hazard & Risk Assessment
3. Mitigation Strategy
4. Implementation, Integration & Plan Maintenance

Hazard Mitigation Plan Status



TEMA Regional Planner Contacts



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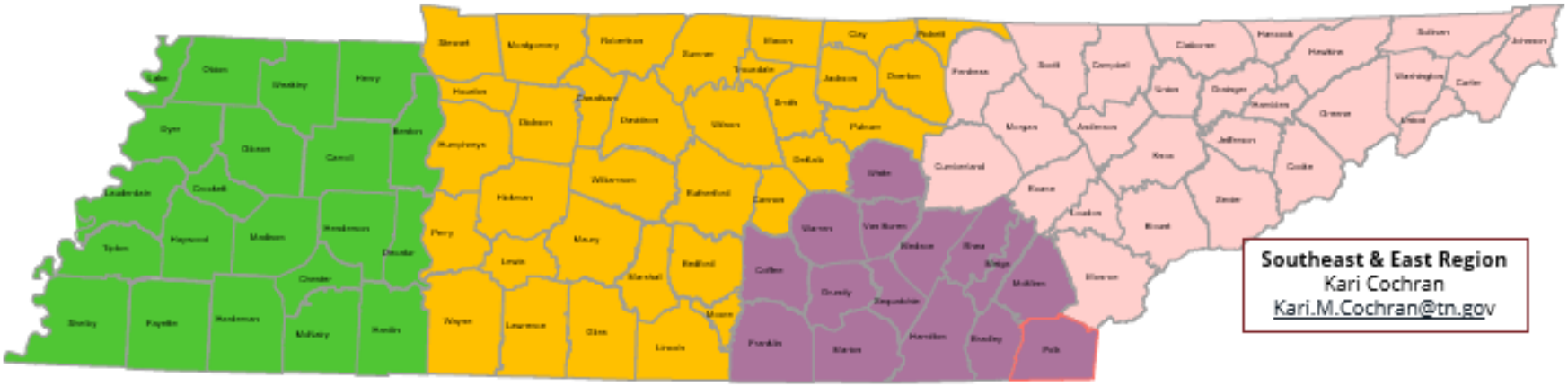
TEMA Mitigation Grant Contacts



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