

Project Proposal Guidance for Fiscal Year 2021

September 2020

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This guidance provides an overview of the process and requirements for applying for funds through the San Diego UASI for the FY21 grant year. Please note that this guidance remains interim until the Department of Homeland Security (DHS) releases the FY21 Notice of Funding Opportunity (NOFO). This guidance does not include the updated rules governing allowable expenses under the UASI grant for FY21.

Section 1. UASI Grant Program Overview

Since its inception in FY03, the intent of the Urban Area Security Initiative (UASI) has been to enhance regional terrorism preparedness in major metropolitan areas by developing integrated systems for terrorism prevention, protection, response, recovery, and mitigation. The FY21 UASI program will provide financial assistance to address the unique, regional, multi-discipline terrorism preparedness planning, organization, equipment, training, and exercise needs of high- threat, high-density urban areas. However, many capabilities which support terrorism preparedness simultaneously support preparedness for other hazards, including natural disasters and other major incidents. UASI funds may be used for other preparedness activities as long as the dual use quality and nexus to terrorism is clearly demonstrated. UASI funds are intended for regional approaches to overall preparedness and should adopt regional response structures whenever appropriate.

The City of San Diego has been identified by the U.S. Department of Homeland Security as the San Diego Urban Area (SDUA) "core city" for UASI. The SDUA is defined as the 18 incorporated cities in San Diego County, the unincorporated areas of the county, and the related special districts. As the core city, the San Diego Police Department's Office of Homeland Security (OHS) will be the grantee and administrator of the UASI grant program for the entire SDUA.

Section 2. 2021 Federal Budget

It is expected that the Department of Homeland Security (DHS) FY21 budget will be approved in the first few months of 2021, and DHS will issue a Notice of Funding Opportunity (NOFO) for the Homeland Security Grant Program (HSGP) by the spring of 2021. Earlier passage of the DHS budget is possible and therefore the region must be prepared to initiate its selection of proposals under an earlier and shortened time frame. Details on addressing this contingency would be put forward by the San Diego UASI Management Team.

Section 3. Significant Updates

In the FY20 HSGP NOFO significant updates in program priorities and funding allocations were introduced by DHS. These updates included the addition of 4 priority areas and a required 5% funding allocation to each of the priorities. Failure to propose adequate projects to address the 5% required allocation to each priority may result in a reduced federal award.

The 4 priorities identified by FEMA are:

- Enhancing cybersecurity (including election security) – 5 percent
- Enhancing the protection of soft targets/crowded places (including election security) – 5 percent;
- Enhancing information and intelligence sharing and cooperation with federal agencies, including DHS – 5 percent;
- Addressing emergent threats (e.g., unmanned aerial systems [UASs], etc.) – 5 percent.

In addition to the newly identified priorities and minimum funding requirements, FEMA also introduced an effectiveness review of the priority projects proposed by each applicant. If a proposed project is deemed ineffective by FEMA based on the identified evaluation criteria, the project could be put on hold or may not be funded. A hold could delay a project indefinitely (until further explanation of adherence to the specific mandate) however an unfunded project would result in a loss of funding to the applicant.

As such, FEMA suggests that each applicant identify additional projects for each priority up to 15% of total funding. These additional projects could be used to supplement an ineffective/unfunded project or may be funded in addition to the other projects adding funds above and beyond the total allocation if determine to be quality and effective.

Due to the COVID-19 Public Health Emergency that began shortly after the release of the FY20 NOFO FEMA did not implement the effectiveness review for the FY20 grant but they did require the 5% funding for the 4 priority areas. FEMA advised that these requirements would be implemented fully in the FY21 HSGP NOFO.

These significant changes have not impacted the Project Proposal template but may be considered during the allocation process.

Section 4. Stakeholder Preparedness Review (SPR)

The Federal Emergency Management Agency (FEMA) requires submission of the Stakeholder Preparedness Review (SPR) and Threat and Hazard Identification and Risk Assessment (THIRA) reports based on the Post-Katrina Emergency Management Reform Act of 2006. The SPR is a self-assessment of a jurisdiction's current capability levels against the targets identified in the THIRA. 2020 is the third year that FEMA is requiring Urban Areas like the San Diego UASI to submit the SPR in addition to the THIRA. In the annual submission of the SPR, Urban Areas are required to show the impact of grant funds on building or sustaining capabilities over the past year. Urban Areas must also demonstrate how investments of grants dollars are used to close gaps in capabilities revealed in the SPR. The San Diego UASI Management Team will provide policy guidance to the San Diego Urban Area Working Group (UAWG) as needed, and will link the grant investments to capability gaps in the submission of the SPR.

Section 5. San Diego Urban Area Security Strategy

The purpose of the San Diego Urban Area (SDUA) Homeland Security Strategy (Strategy) is to ensure the region has a single, data-driven document that outlines the region's risks, capability needs, vision, structure, goals, and objectives for homeland security over a two-year period. The Strategy is designed primarily to address terrorism risk. However, the region understands that capabilities enhanced to combat terrorism often enhance the ability to also manage natural disasters, and other man-made incidents.

The goals and objectives of the Strategy serve as the core for what the region will seek to achieve over the next five years across the homeland security mission areas, based on the latest risk and capability levels identified in the region. In total, there are 8 goals and 27 objectives for the SDUA to strive towards over the next two years (Section 13. SDUA Goals, Objectives and Leads).

An update to the SDUA Security Strategy was funded in the FY20 UASI grant. Once FY20 UASI funds are awarded, applicable stakeholders will be notified of the Security Strategy update timeline.

Section 6. San Diego UASI Management Team

The San Diego UASI Management Team is comprised of a Program Manager, Program Coordinator, as well as project, grant, and administrative staff. The Program Manager appoints members to the Management Team to implement the policies of the UAWG. The members of this Team are employees

of the City of San Diego, are assigned to work on the Management Team, and are generally paid through grant funds.

The Program Manager directs and manages the Management Team, including setting job duties and responsibilities and establishing performance goals and expectations.

The San Diego UASI Management Team is responsible for the administration and management of the projects that have been endorsed by the UAWG and all other administrative and legislative responsibilities associated with running the UASI. This includes regional capability assessment, planning and strategy development, resource allocation, implementation, and evaluation of the San Diego UASI program. The Management Team also serves as the point of contact for all inquiries and issues from regional stakeholders and facilitates UAWG and Regional Technology Partnership (RTP) meetings.

The Management Team is responsible for:

- **Needs Identification** – Working with San Diego stakeholders to obtain input and make recommendations to the UAWG on grant funded projects.
- **Coordination and Collaboration** – Coordinating and managing working groups and stakeholders to ensure regional coordination and collaboration.
- **Grants Administration** – Overseeing and executing all administrative tasks associated with application for and distribution of grant funds and programs. Administering federal grant awards to ensure compliance with federal laws, regulations, executive orders, Office of Management and Budget (OMB) circulars, departmental policy, award terms and conditions, and state and local requirements.
- **Project Management** – Providing regional coordination, monitoring, management, and oversight of grant-funded projects and programs.
- **Procurement** – Developing, reviewing, and/or approving contract procurement for sub-recipient projects.
- **Accounting** – Reconciling financial records, responding to internal and external audits, reimbursement of sub-recipients, processing of cash requests, and ensuring all activities carried out under the San Diego UASI grant program are reasonable and allowable.
- **Sub-recipient Partnerships** – Preparing and modifying agreements between the San Diego UASI and sub-recipients as well as monitoring sub-recipients to ensure compliance with grant requirements.

Section 7. Proposal Submission

Goal Leads:

All UASI project proposals must align to one of the 8 Strategy goals. A Goal Lead has been identified (Section 13. SDUA Strategy Goals, Objectives and Leads) who is responsible for the overall coordination and vetting of project proposals for the goal investment.

All persons submitting FY21 proposals are required to contact and work directly with the Goal Lead for the respective goal for which the project will be submitted. Please note the San Diego UASI Management Team will notify Goal Leads of all requirements, templates and deadlines and they will be responsible for disseminating that information to individual stakeholders.

Project Proposal Development:

The San Diego UASI Management Team provides to all Goal Leads a FY21 UASI Project Proposal template that must be used for all project proposals. This guidance should be used as a reference when completing the Project Proposal template.

SDUA Stakeholder Vetting:

The Security Strategy also identifies the SDUA stakeholders that include working groups and committees that provide subject matter expertise for each of the goals (Section 14. SDUA Organizational Chart). Many SDUA stakeholders undergo an internal vetting process of their own to identify which proposals should be submitted for UASI funding. While it is not required that these stakeholders coordinate to develop and/or prioritize project proposals, it is highly recommended.

Project Proposal Submittal:

All FY21 Project Proposals must be submitted to the Goal Lead by the deadline identified by each lead. Project Proposals submitted directly to the San Diego UASI Management Team will not be accepted.

Management Team Support:

San Diego UASI Management Team staff is available to answer questions and provide support on compliance, proposal criteria, as well as using the Project Proposal template. All proposers are urged to access Goal/Investment Lead and/or San Diego UASI Management Team staff assistance in order to submit timely and compliant proposals.

Section 8. Proposal Criteria

All proposals must meet the following criteria:

- Have a clear “nexus to terrorism,” – i.e., the proposal must specify how the activities will support preparedness for terrorist incidents
- Directly benefit the region
- Support at least one of the region’s Strategy goals (Section 13. SDUA Strategy Goals, Objectives and Leads)
- Include only allowable expenses under UASI grant guidelines (See Section 16. Allowable Spending Guidelines)
- Does not replace (supplant) existing funds that have been appropriated for the same purpose

Section 9. Proposal Review

Upon receipt of the proposals, the San Diego UASI Management Team will undertake a financial and programmatic review of all proposals. Proposers may be contacted to correct errors and resubmit proposals, and/or the San Diego UASI Management Team may make such corrections and notify the proposers. Proposals that are not resubmitted by the designated date will not proceed further in the review process.

Section 10. RTP Vetting

The Regional Technology Partnership (RTP) is a sub-committee of the Urban Area Working Group (UAWG) which includes one voting member from each of the following organizations City of San Diego Police Department, San Diego County Sheriff's Office, San Diego County Police Chiefs and Sheriffs Association, City of San Diego Fire Rescue Department, San Diego County Fire Chiefs Association, San Diego Fire District Chiefs Representative, City of San Diego Office of Homeland Security, and the San Diego County Office of Emergency Services.

The primary role of the RTP is to review proposed projects as well as how these projects are identified and prioritized. The RTP recommends projects for UASI funding allocation to the UAWG. RTP meetings take place on an as-needed basis.

Projects will be given a score of 1-5 (1-poorly and 5-strongly) and ranked based on the following:

- How well does the project support regional (versus jurisdictional) capabilities?
- How well does this project support the SDUA Security Strategy priority capability gaps?
- How well does this project present a feasible implementation plan/approach?
- Rate the viability of long-term sustainment and governance for this project?
- How well does this project enhance regional capacity to prevent, protect against, mitigate, respond to and recover from acts of terrorism and other disasters?

Once all projects are scored and ranked, the RTP creates recommended allocations for the UAWG to consider.

Section 11. UAWG Membership and Allocation

The Urban Area Working Group (UAWG) is a collaborative subcommittee established by the San Diego County Unified Disaster Council (UDC). The UAWG is the lead group for establishing the San Diego Urban Area policy and program to include updating of its Security Strategy, development of the annual UASI grant application, and the UASI funding allocation. The UAWG voting membership consists of one representative from each incorporated jurisdiction within the county and the Director of the County Office of Emergency Services representing the unincorporated area of the county.

The UAWG will conduct a meeting where funding allocations are determined. The UAWG will allocate funding up to the total anticipated FY21 SDUA award amount and will also identify projects for funding if additional or reallocated funds become available.

Section 12. Award

Once the FY21 NOFO is released and the SDUA's final award is determined, the San Diego UASI Management Team will adjust the final projects to be funded based on the allocations identified by the UAWG.

An Award Letter, Memorandum of Understanding (MOU) and Grant Assurances will be sent to all jurisdictions/agencies with approved projects once the Management Team receives final approval from Cal OES.

Section 13. SDUA Strategy Goals, Objectives and Leads

All proposed projects must align to at least one of these goals to be eligible for FY21 funding.

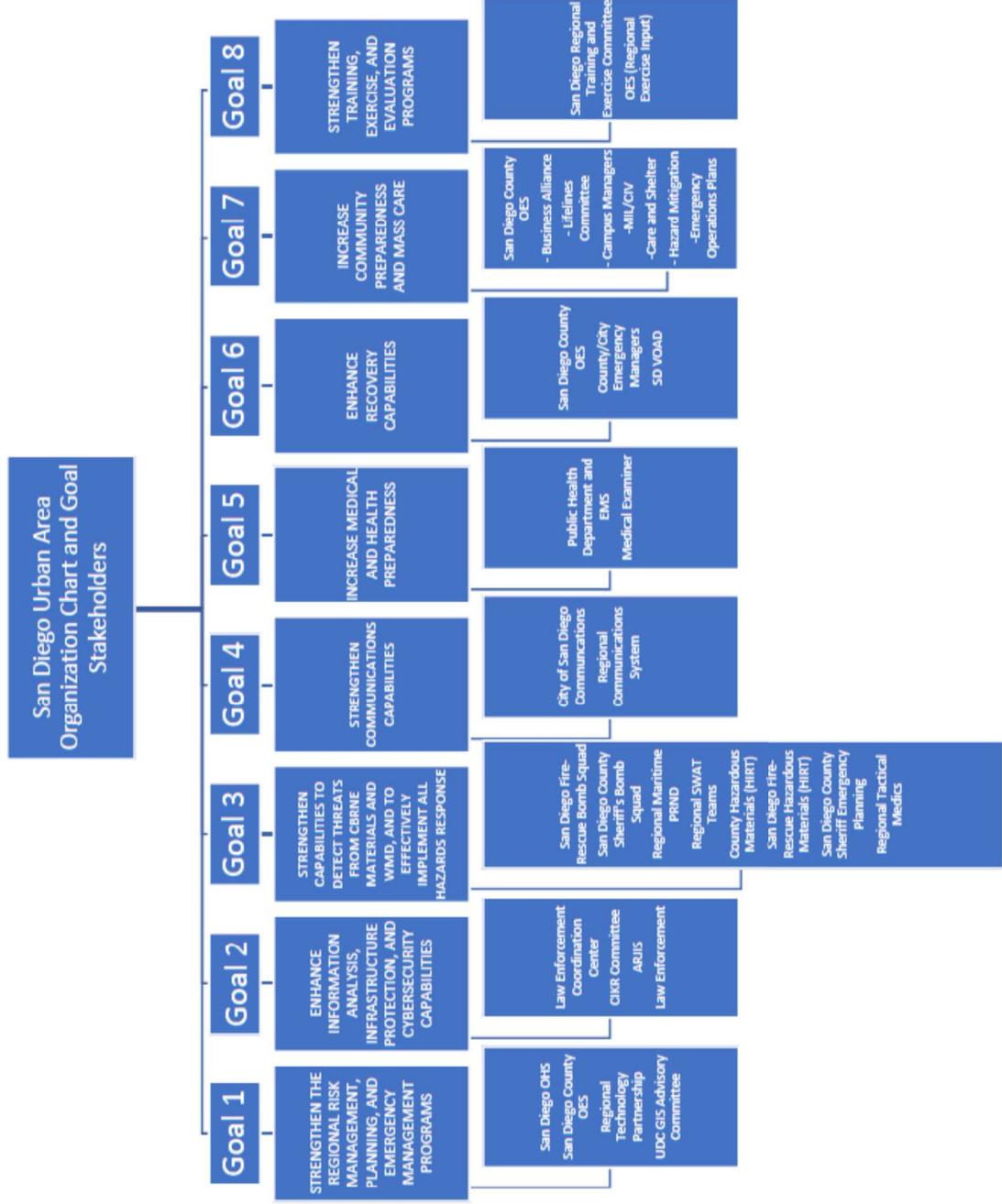
GOAL	NAME	OBJECTIVES	LEADS
1	<i>Strengthen the Regional Risk Management, Planning, and Emergency Management Programs</i>	1.1 Enhance Planning and Risk Management Capabilities 1.2 Strengthen Public Information and Warning Capabilities 1.3 Strengthen Operational Coordination Capabilities	Katherine Jackson (Office of Homeland Security, City of San Diego) KJackson@sandiego.gov Stephen Rea (Office of Emergency Services, County of San Diego) Stephen.rea@sdcountry.ca.go
2	<i>Enhance Information Analysis, Infrastructure Protection, and Cybersecurity Capabilities</i>	2.1 Enhance Intelligence Collection, Analysis, and Sharing 2.2 Increase Regional Critical Infrastructure Protection Activities and Programs 2.3 Strengthen Law Enforcement Investigation and Attribution Capabilities 2.4 Enhance Cybersecurity	Leslie Gardner (San Diego Law Enforcement Coordination Center) Leslie.Gardner@sd-lecc.org Katie Mugg (ARJIS) kmugg@arjis.org
3	<i>Strengthen Capabilities to Detect Threats from CBRNE Materials and WMD, and to Effectively Implement all Hazards Response</i>	3.1 Enhance On-Scene Security, Protection, and Law Enforcement through Emergency Public Safety and Security Response 3.2 Strengthen Mass Search and Rescue Capabilities 3.3 Strengthen On-Scene Security, Protection, and Law Enforcement through Explosive Device Response Operations 3.4 Enhance Environmental Response/Health and Safety through WMD/HazMat Response and Decontamination Capabilities 3.5 Strengthen Screening, Search, and Detection Capabilities 3.6 Enhance Interdiction and Disruption Capabilities Through Law Enforcement Tactical Operations.	Jeffrey Ring (Fire-Rescue Department, City of San Diego) JRing@sandiego.gov

GOAL	NAME	OBJECTIVES	LEADS
4	<i>Strengthen Communications Capabilities</i>	4.1 Enhance Operational Communications Capabilities	Denise McAnally (Department of IT, City of San Diego) DMcAnally@sandiego.gov David Brooks (San Diego County Sheriff's Department) David.Brooks@sdsheriff.org
5	<i>Increase Medical and Health Preparedness</i>	5.1 Strengthen Triage and Pre-Hospital Treatment 5.2 Improve Medical Surge 5.3 Enhance Fatality Management 5.4 Increase Mass Prophylaxis	Patrick Buttron (Public Health Preparedness and Response Branch, County of San Diego HHSa) Patrick.Buttron@sdcounty.ca.gov
6	<i>Enhance Recovery Capabilities</i>	6.1 Strengthen Infrastructure Systems 6.2 Enhance Economic and Community Recovery 6.3 Improve Logistics and Supply Chain Management Capabilities for Recovery Operations	Dustin Ivers (Office of Emergency Services, County of San Diego) Dustin.Ivers@sdcounty.ca.gov
7	<i>Increase Community Preparedness and Mass Care</i>	7.1 Increase Community Resiliency 7.2 Enhance Critical Transportation Capabilities 7.3 Improve Mass Care	Dan Vasquez (Office of Emergency Services, County of San Diego) Daniel.Vasquez@sdcounty.ca.gov
8	<i>Strengthen Training, Exercise and Evaluation Programs</i>	8.1 Strengthen Regional Training programs 8.2 Enhance Exercise and Evaluation Programs	Alan Franklin (Office of Homeland Security) AFranklin@sandiego.gov

Section 14. SDUA Organizational Chart

2017-2019 SDUA Homeland Security Strategy

Appendix C SDUA Organization Chart



Section 15. Summary Timeline

<u>Date</u>	<u>Event</u>	<u>Participants</u>	<u>Action</u>	<u>Notes</u>
Summer 2020	Initial stakeholders meeting	Goal stakeholder members	Discuss potential FY21 UASI projects and priorities	Informal/optional
September 2020	Stakeholders develop draft project proposals	Goal stakeholder members	Develop draft project proposals for further refinement	Draft templates and prelim grant guidance from UASI Mgmt. Team
October 2020 (tentative)	Cal OES releases the FY21 HSGP State Grant Management Memo (UASI is a grant program with HSGP)	All	UASI Mgmt. Team adjusts the templates and grant guidance as needed, and stakeholders refine the draft project proposals accordingly	
November 9, 2020	Draft project proposals completed	Goal Leads	Submit draft project justifications to UASI Mgmt. Team	
December 8-9, 2020 (tentative)	Regional Technology Partnership (RTP) vetting of draft project proposals	Goal Leads and RTP members	Relative ranking and recommended funding prioritization of all individual proposed projects, per State grant guidance criteria	Vetting results are recommendations to/for the UAWG
December 16, 2020 (tentative)	FY21 UASI Allocation Meeting	Goal Leads and UAWG members	Approved projects and funding levels for the final FY21 UASI IJs MTEP approval.	The UAWG is the approval body for UASI allocations
January 2021 (tentative)	FY21 Advanced Application due to Cal OES	OHS	NA	
February 2021 (tentative)	DHS releases the FY21 HSGP NOFO, with FY20 UASI allocation amounts and grant guidance	All	UASI Mgmt. Team adjusts and refines the IJs and application accordingly	
February 2021 (tentative)	Final IJs due to the GRT portal	UASI Mgmt. Team	Final IJs uploaded/submitted to the GRT portal by UASI Mgmt. Team	
October 2021 (tentative)	OHS receives FY21 UASI award (i.e. funds) from DHS through Cal OES	UASI Mgmt. Team	NA	
October 2021 (tentative)	FY21 UASI Performance Period begins	All Subrecipients	Subrecipients can begin expending FY21 UASI funds and claiming reimbursement for projects	
September 15, 2023 (tentative)	FY21 UASI Subrecipient Performance Period ends	All Subrecipients	Subrecipients cease spending & submit final reimbursement requests to UASI Mgmt. Team	

Section 16. Allowable Spending Guidelines

Please note that DHS has yet to issue guidelines for FY21. In the absence of this information, below please find the allowable spending information for FY20. At this time, the Management Team does not anticipate changes in the allowable spending guidelines in the FY21 Notice of Funding Opportunity. The Management Team will update stakeholders on any such changes in a timely manner.

The following is a summary of allowable spending areas under the UASI program as it pertains to the San Diego UASI. Please contact the San Diego UASI Management Team for clarification, should you have questions regarding allowable cost items. The spending areas are broken out under planning, organization, equipment, training and exercises (POETE) spending areas. This matches the DHS mandated budget sections for Investment Justifications that San Diego must submit in order to receive DHS funding. The spending areas below outline what is allowable and are not lists of what the region should or must purchase.

Recipients must comply with all the requirements in 2 C.F.R. Part 200 (Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards).

Multiple Purpose or Dual-Use of Funds

For both SHSP and UASI, many activities that support the achievement of core capabilities related to the national priorities and terrorism preparedness may simultaneously support enhanced preparedness for other hazards unrelated to acts of terrorism. However, all SHSP- and UASI-funded projects must assist recipients and subrecipients in achieving core capabilities related to preventing, preparing for, protecting against, or responding to acts of terrorism per section 2008(c) of the Homeland Security Act of 2002 (6 U.S.C. § 609(c)).

Planning

SHSP and UASI funds may be used for a range of emergency preparedness and management planning activities such as those associated with the development, review, and revision of the THIRA, SPR, continuity of operations plans, and other planning activities that support the Goal and placing an emphasis on updating and maintaining a current EOP that conforms to the guidelines outlined in CPG 101 v2.

Organization

States and high-risk urban areas must justify proposed expenditures of SHSP or UASI funds to support organization activities within their Investment Justification (IJ) submission. Organizational activities include:

- Program management
- Development of whole community partnerships, through groups such as Citizen Corp Councils
- Structures and mechanisms for information sharing between the public and private sector
- Implementing models, programs, and workforce enhancement initiatives to address ideologically inspired radicalization to violence in the homeland

- Tools, resources, and activities that facilitate shared situational awareness between the public and private sectors
- Operational Support
- Utilization of standardized resource management concepts such as typing, inventorying, organizing, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident
- Responding to an increase in the threat level under the National Terrorism Advisory System (NTAS) or needs resulting from a National Special Security Event
- Paying salaries and benefits for personnel to serve as qualified Intelligence Analysts. Per the Personnel Reimbursement for Intelligence Cooperation and Enhancement (PRICE) of Homeland Security Act, Pub. L. No. 110-412, § 2, codified in relevant part, as amended, at 6 U.S.C. § 609(a), SHSP and UASI funds may be used to hire new staff and/or contractor positions to serve as intelligence analysts to enable information/intelligence sharing capabilities, as well as support existing intelligence analysts previously covered by SHSP or UASI funding. See 6 U.S.C. § 609(a). To be hired as an intelligence analyst, staff and/or contractor personnel must meet at least one of the following criteria:
 - a. Complete training to ensure baseline proficiency in intelligence analysis and production within six months of being hired; and/or,
 - b. Previously served as an intelligence analyst for a minimum of two years either in a federal intelligence agency, the military, or state and/or local law enforcement intelligence unit.
- All fusion center analytical personnel must demonstrate qualifications that meet or exceed competencies identified in the Common Competencies for state, local, and tribal Intelligence Analysts, which outlines the minimum categories of training needed for intelligence analysts. A certificate of completion of such training must be on file with the SAA and must be made available to the recipient's respective FEMA HQ Program Analyst upon request.

All SAAs are allowed to use up to 50% of their SHSP funding, and all high-risk urban areas are allowed to use up to 50% of their UASI funding, for personnel costs per 6 U.S.C. § 609(b)(2)(A). Personnel hiring, overtime, and backfill expenses are permitted under this grant only to the extent that such expenses are for the allowable activities within the scope of the grant. Personnel expenses may include, but are not limited to training and exercise coordinators, program managers and planners, intelligence analysts, and Statewide Interoperability Coordinators (SWICs).

Equipment

The 21 allowable prevention, protection, mitigation, response, and recovery equipment categories and equipment standards for HSGP are listed on the Authorized Equipment List (AEL). The AEL is available at <http://www.fema.gov/authorized-equipment-list>. Some equipment items require prior approval from DHS/FEMA before obligation or purchase of the items. Please reference the grant notes for each equipment item to ensure prior approval is not required or to ensure prior approval is obtained if necessary.

Unless otherwise stated, equipment must meet all mandatory regulatory and/or DHS/FEMA-adopted standards to be eligible for purchase using these funds. In addition, agencies will be responsible for obtaining and maintaining all necessary certifications and licenses for the requested equipment.

Investments in emergency communications systems and equipment must meet applicable SAFECOM Guidance. Such investments must be coordinated with the SWIC and the State Interoperability Governing Body (SIGB) to ensure interoperability and long-term compatibility.

Grant funds may be used for the procurement of medical countermeasures. Procurement of medical countermeasures must be conducted in collaboration with state, city, or local health departments that administer Federal funds from HHS for this purpose and with existing MMRS committees where available, in order to sustain their long term planning for appropriate, rapid, and local medical countermeasures, including antibiotics and antidotes for nerve agents, cyanide, and other toxins. Procurement must have a sound threat based justification with an aim to reduce the consequences of mass casualty incidents during the first crucial hours of a response. Prior to procuring pharmaceuticals, recipients submit a written inventory management plan to the UASI for approval by Cal OES to avoid large periodic variations in supplies due to coinciding purchase and expiration dates. Recipients are encouraged to enter into rotational procurement agreements with vendors and distributors. Purchases of pharmaceuticals must include a budget for the disposal of expired drugs within each fiscal year's PoP for HSGP. The cost of disposal cannot be carried over to another DHS/FEMA grant or grant period.

EMS electronic patient care data systems should comply with the most current data standard of the National Emergency Medical Services Information System (www.NEMSIS.org).

Training

Allowable training-related costs under HSGP include the establishment, support, conduct, and attendance of training specifically identified under the SHSP and UASI program and/or in conjunction with emergency preparedness training by other federal agencies (e.g., HHS and DOT). Training conducted using HSGP funds should address a performance gap identified through a TEP or other assessments (e.g., National Emergency Communications Plan NECP Goal Assessments) and contribute to building a capability that will be evaluated through a formal exercise. Any training or training gaps, including training related to under-represented diverse populations that may be more impacted by disasters, including children, seniors, individuals with disabilities or access and functional needs, individuals with diverse culture and language use, individuals with lower economic capacity and other underserved populations, should be identified in a TEP and addressed in the state or high-risk urban area training cycle. Recipients are encouraged to use existing training rather than developing new courses. When developing new courses, recipients are encouraged to apply and Evaluate (ADDIE) model of instructional design.

Recipients are also encouraged to utilize the National Training and Education Division's National Preparedness Course Catalog. Trainings include programs or courses developed for and delivered by institutions and organizations funded by DHS/FEMA/National Training and Education Division (NTED). This includes the Center for Domestic Preparedness (CDP), the Emergency Management Institute (EMI), and NTED's Training Partner Programs, including the Continuing Training Grants (CTG), the National Domestic Preparedness Consortium (NDPC), the Rural Domestic Preparedness Consortium (RDPC), and other partners.

The catalog features a wide range of course topics in multiple delivery modes to meet FEMA's mission scope as well as the increasing training needs of federal, state, local, territorial, and tribal audiences. All courses have been approved through NTED's course review and approval process. The catalog can be accessed at <http://www.firstrespondertraining.gov>.

Training Information

Per DHS/FEMA Grant Programs Directorate Information Bulletin 432, Review and Approval Requirements for Training Courses Funded Through Preparedness Grants, issued on July 19, 2018, states, territories, tribal entities, and high-risk urban areas are no longer required to request approval from FEMA for personnel to attend non-DHS FEMA training as long as the training is coordinated with and approved by the state, territory, tribal, or high-risk urban area Training Point of Contact (TPOC) and falls within the FEMA mission scope and the jurisdiction's Emergency Operations Plan (EOP). For additional information on review and approval requirements for training courses funded with preparedness grants, please refer to the following policy: <http://www.fema.gov/media-library/assets/documents/34856>.

DHS/FEMA will conduct periodic reviews of all state, local, territory, tribal entities, and high-risk urban area training funded by DHS/FEMA. These reviews may include requests for all course materials and physical observation of, or participation in, the funded training. If these reviews determine that courses are outside the scope of this guidance, recipients will be asked to repay grant funds expended in support of those efforts. For further information on developing courses using the instructional design methodology and tools that can facilitate the process, SAAs and TPOCs are encouraged to review the NTED Responder Training Development Center (RTDC) website.

DHS/FEMA/National Training and Education Division (NTED) Provided Training

Trainings include programs or courses developed for and delivered by institutions and organizations funded by DHS/FEMA/NTED. This includes CDP and NTED's Training Partner Programs, including CTG, NDPC, RDPC, and other partners.

NTED's National Preparedness Course Catalog

This online searchable catalog features a compilation of courses managed by the three primary FEMA training organizations: the CDP, EMI, and NTED. The catalog features a wide range of course topics in multiple delivery modes to meet FEMA's mission scope as well as the increasing training needs of federal, state, local, territorial, and tribal audiences. All courses have been approved through NTED's course review and approval process. The catalog can be accessed at <http://www.firstrespondertraining.gov>.

Training Not Provided by DHS/FEMA.

These trainings include courses that are either State-sponsored or Federal sponsored (non-DHS/FEMA), coordinated and approved by the SAA or their designated TPOC, and fall within the DHS/FEMA mission scope to prepare SLTT personnel to prevent, protect against, mitigate, respond to, and recover from acts of terrorism or catastrophic events.

- State Sponsored Courses. These courses are developed for and/or delivered by institutions or organizations other than federal entities or DHS/FEMA and are sponsored by the SAA or their designated TPOC.
- Joint Training and Exercises with the Public and Private Sectors. These courses are sponsored and coordinated by private sector entities to enhance public-private partnerships

for training personnel to prevent, protect against, mitigate, respond to, and recover from acts of terrorism or catastrophic events. In addition, states, territories, tribes, and high-risk urban areas are encouraged to incorporate the private sector in government-sponsored training and exercises.

Additional information on both DHS/FEMA provided training and other Federal and State training can be found at <http://www.firstrespondertraining.gov>.

Exercise

Exercises conducted with grant funding should be managed and conducted consistent with HSEEP. HSEEP guidance for exercise design, develop and improvement planning is located at <https://www.fema.gov/exercise>.

Recipients that use HSGP funds to conduct an exercise(s) are encouraged to complete a progressive exercise series. Exercises conducted by states and high-risk urban areas may be used to fulfill similar exercise requirements required by other grant programs. Recipients are encouraged to invite representatives/planners involved with other Federally mandated or private exercise activities. States and high-risk urban areas are encouraged to share, at a minimum, the multi-year training and exercise schedule with those departments, agencies, and organizations included in the plan.

- **Validating Capabilities.** Exercises examine and validate capabilities-based planning across the Prevention, Protection, Mitigation, Response, and Recovery mission areas. The extensive engagement of the whole community, including but not limited to examining the needs and requirements for individuals with disabilities, individuals with limited English proficiency, and others with access and functional needs, is essential to the development of an effective and comprehensive exercise program. Exercises are designed to be progressive – increasing in scope and complexity and drawing upon results and outcomes from prior exercises and real-world incidents – to challenge participating communities. Consistent with Homeland Security Exercise and Evaluation Program guidance and tools, the National Exercise Program (NEP) serves as the principal exercise mechanism for examining national preparedness and measuring readiness. Exercises should align with priorities and capabilities identified in a multi-year TEP.
- **Special Event Planning.** If a state or high-risk urban area will be hosting a special event (e.g., Super Bowl, G-8 Summit), the special event planning should be considered as a training or exercise activity for the multi-year TEP. States must include all confirmed or planned special events in the multi-year TEP. The state or high-risk urban area may plan to use SHSP or UASI funding to finance training and exercise activities in preparation for those events. States and high-risk urban areas should also consider exercises at major venues (e.g., arenas, convention centers) that focus on evacuations, communications, and command and control.
- **Regional Exercises.** States should also anticipate participating in at least one regional exercise annually.
- **Role of Non-Governmental Entities in Exercises.** Non-governmental participation in all levels of exercises is strongly encouraged. Leaders from non-governmental entities should be included in the planning, design, and evaluation of an exercise. SLTT jurisdictions are encouraged to develop exercises that test the integration and use of resources provided by non-governmental entities, defined as the private sector and private non-profit, faith-based, and community organizations. Participation in exercises should be coordinated with local Citizen Corps Whole Community Council(s) or their equivalents and other partner agencies.

Maintenance and Sustainment

The use of FEMA preparedness grant funds for maintenance contracts, warranties, repair or replacement costs, upgrades, and user fees are allowable as described in FEMA Policy FP 205- 402-125-1 under all active and future grant awards, unless otherwise noted. With the exception of maintenance plans purchased incidental to the original purchase of the equipment, the period covered by maintenance or warranty plan must not exceed the period of performance of the specific grant funds used to purchase the plan or warranty.

Grant funds are intended to support projects that build and sustain the core capabilities necessary to prevent, protect against, mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to the security of the Nation. In order to meet this objective, the policy set forth in GPD's IB 379 (Guidance to State Administrative Agencies to Expedite the Expenditure of Certain DHS/FEMA Grant Funding) allows for the expansion of eligible maintenance and sustainment costs which must be in 1) direct support of existing capabilities; (2) must be an otherwise allowable expenditure under the applicable grant program; (3) be tied to one of the core capabilities in the five mission areas contained within the Goal, and (4) shareable through the Emergency Management Assistance Compact (EMAC). Additionally, eligible costs must also be in support of equipment, training, and critical resources that have previously been purchased with either Federal grant or any other source of funding other than DHS/FEMA preparedness grant program dollars.

Law Enforcement Terrorism Prevention Allowable Costs

Activities eligible for the use of LETPA focused funds include but are not limited to:

- Maturation and enhancement of designated state and major high-risk urban area fusion centers, including information sharing and analysis, threat recognition, terrorist interdiction, and training/ hiring of intelligence analysts;
- Coordination between fusion centers and other analytical and investigative efforts including, but not limited to JTTFs, Field Intelligence Groups (FIGs), HDTAs, RISS Centers, criminal intelligence units, and real-time crime analysis centers;
- Implementation and maintenance of the nationwide SAR Initiative, including training for front- line personnel on identifying and reporting suspicious activities;
- Implementation of the "If You See Something, Say Something®" campaign to raise public awareness of indicators of terrorism and terrorism-related crime and associated efforts to increase the sharing of information with public and private sector partners, including nonprofit organizations. Note: DHS requires that all public and private sector partners wanting to implement and/or expand the DHS "If You See Something, Say Something®" campaign using grant funds work directly with the DHS Office of Partnership and Engagement (OPE) to ensure all public awareness materials (e.g., videos, posters, tri-folds, etc.) are consistent with the DHS's messaging and strategy for the campaign and compliant with the initiative's trademark, which is licensed to DHS by the New York Metropolitan Transportation Authority. Coordination with OPE, through the Campaign's Office (seesay@hq.dhs.gov), must be facilitated by the FEMA HQ Program Analyst;
- Increase physical security, through law enforcement personnel and other protective measures, by implementing preventive and protective measures at critical infrastructure site or at-risk nonprofit organizations; and

- Building and sustaining preventative radiological and nuclear detection capabilities, including those developed through the Securing the Cities initiative.
- Integration and interoperability of systems and data, such as CAD and RMS, to facilitate the collection, evaluation, and assessment of suspicious activity reports, tips/leads, and online/social media-based threats.

Requirements for Small Unmanned Aircraft System

All requests to purchase Small Unmanned Aircraft Systems (SUAS) with FEMA grant funding must comply with IB 426 and IB 438 and also include a description of the policies and procedures in place to safeguard individuals' privacy, civil rights, and civil liberties of the jurisdiction that will purchase, take title to or otherwise use the SUAS equipment.

Critical Emergency Supplies

Critical emergency supplies, such as shelf stable products, water, and medical equipment and supplies are an allowable expense under SHSP and UASI. Prior to the allocation of grant funds for stockpiling purposes, each state must have DHS/FEMA's approval of a five-year viable inventory management plan, which should include a distribution strategy and related sustainment costs if planned grant expenditure is over \$100,000.00.

If grant expenditures exceed the minimum threshold, the five-year inventory management plan will be developed by the recipient and monitored by FEMA. FEMA will provide program oversight and technical assistance as it relates to the purchase of critical emergency supplies under UASI. FEMA will establish guidelines and requirements for the purchase of and monitor development and status of the state's inventory management plan.

Construction and Renovation

Project construction using SHSP and UASI funds may not exceed the greater of \$1,000,000 or 15 percent of the grant award. For the purposes of the limitations on funding levels, communications towers are not considered construction. See guidance on communication towers below.

Written approval must be provided by DHS/FEMA prior to the use of any HSGP funds for construction or renovation. When applying for construction funds, recipients must submit evidence of approved zoning ordinances, architectural plans, and any other locally required planning permits. Additionally, recipients are required to submit a SF-424C form with budget detail citing the project costs.

Recipients using funds for construction projects must comply with the Davis-Bacon Act (codified as amended at 40 U.S.C. §§ 3141 et seq.). Recipients must ensure that their contractors or subcontractors for construction projects pay workers no less than the prevailing wages for laborers and mechanics employed on projects of a character like the contract work in the civil subdivision of the State in which the work is to be performed. Additional information regarding compliance with the Davis-Bacon Act, including Department of Labor (DOL) wage determinations, is available online at <https://www.dol.gov/whd/govcontracts/dbra.htm>.

Communications Towers. When applying for funds to construct communication towers, recipients and subrecipients must submit evidence that the Federal Communication Commission's Section

106 of the National Historic Preservation Act, Pub. L. No. 89-665, as amended, review process has been completed and submit all documentation resulting from that review to FEMA using the guidelines in the Environmental and Historic Preservation (EHP) Supplement prior to submitting materials for EHP review. Completed EHP review materials for construction and communication tower projects must be submitted as soon as possible to get approved by the end of the performance period. EHP review materials should be sent to gpdehpinfo@fema.dhs.gov.

Personnel

Personnel hiring, overtime, and backfill expenses are permitted under this grant to perform allowable HSGP planning, training, exercise, and equipment activities. Personnel may include but are not limited to training and exercise coordinators, program managers for activities directly associated with SHSP and UASI funded activities, intelligence analysts, and Statewide interoperability coordinators (SWIC).

For further details, SAAs should refer to Information Bulletin No. 421, Clarification on the Personnel Reimbursement for Intelligence Cooperation and Enhancement of Homeland Security Act of 2008 (Public Law 110-412 – the PRICE Act), Aug. 22, 2017, or contact their FEMA PA.

HSGP funds may not be used to support the hiring of any personnel to fulfill traditional public health and safety duties nor to supplant traditional public health and safety positions and responsibilities.

The following definitions apply to personnel costs:

- **Hiring.** State and local entities may use grant funding to cover the salary of newly hired personnel who are exclusively undertaking allowable DHS/FEMA grant activities as specified in this guidance. This may not include new personnel who are hired to fulfill any non-DHS/FEMA program activities under any circumstances. Hiring will always result in a net increase of Full Time Equivalent (FTE) employees.
- **Overtime.** These expenses are limited to the additional costs that result from personnel working over and above 40 hours of weekly work time as the direct result of their performance of DHS/FEMA-approved activities specified in this guidance. Overtime associated with any other activity is not eligible.
- **Backfill-Related Overtime.** Also called “Overtime as Backfill,” these expenses are limited to overtime costs that result from personnel who are working overtime (as identified above) to perform the duties of other personnel who are temporarily assigned to DHS/FEMA-approved activities outside their core responsibilities. Neither overtime nor backfill expenses are the result of an increase of FTE employees.
- **Supplanting.** Grant funds will be used to supplement existing funds and will not replace (supplant) funds that have been appropriated for the same purpose. Applicants or recipients may be required to supply documentation certifying that a reduction in non-federal resources occurred for reasons other than the receipt or expected receipt of federal funds.

Unallowable Costs

Per FEMA policy, the purchase of weapons and weapons accessories, including ammunition, is not allowed with HSGP funds.

Grant funds may not be used for the purchase of equipment not approved by DHS/FEMA. Grant funds must comply with IB 426 and may not be used for the purchase of the following equipment:

firearms; ammunition; grenade launchers; bayonets; or weaponized aircraft, vessels, or vehicles of any kind with weapons installed.

Unauthorized exercise-related costs include:

- Reimbursement for the maintenance and/or wear and tear costs of general use vehicles (e.g., construction vehicles), medical supplies, and emergency response apparatus (e.g., fire trucks, ambulances).
- Equipment that is purchased for permanent installation and/or use, beyond the scope of the conclusion of the exercise (e.g., electronic messaging sign).

Emergency Management Accreditation Program

States can encourage their local jurisdictions to pursue assessment and accreditation under the Emergency Management Accreditation Program (EMAP). EMAP's assessment and accreditation of emergency management organizations against consensus-based, American National Standards Institute (ANSI)- certified standards allows for standardized benchmarking of critical functions necessary for an emergency management organization to meet the core capabilities identified in the Goal. Additional information on the EMAP Standard is available at <http://www.emap.org>.

National Information Exchange Model (NIEM)

NIEM is a common vocabulary that enables efficient information exchange across diverse public and private organizations. NIEM can save time and money by providing consistent, reusable data terms and definitions and repeatable processes. To support information sharing, all recipients of grants for projects implementing information exchange capabilities are required to use NIEM and to adhere to the NIEM conformance rules. Go to <https://niem.gov/> for guidance on how to utilize DHS/FEMA award funding for information sharing, exchange, and interoperability activities.

The NIEM Emergency Management domain supports emergency-related services (including preparing first responders and responding to disasters), information sharing, and activities such as homeland security and resource and communications management. The Emergency Management domain has an inclusive governance structure that includes federal, state, local, industry, and, where necessary, international partnerships. The NEIM Emergency Management domain is committed to community support via technical assistance and NIEM training. For more information on the NIEM Emergency Management domain, to request training or technical assistance or to just get involved, go to <https://niem.gov/EM>.

28 C.F.R. Part 23 Guidance

DHS/FEMA requires that any information technology system funded or supported by these funds comply with 28 C.F.R. Part 23, Criminal Intelligence Systems Operating Policies if this regulation is determined to be applicable.

Section 17. Supplemental Guidance

National Priorities

High-risk urban areas are encouraged to review the Strategic Framework for Countering Terrorism and Targeted Violence when developing investments.

Cybersecurity Investment Justification (5 percent)

At least one investment must be in support of the urban area's cybersecurity efforts. The investment must meet or exceed the FY 2020 national priority percentage for cybersecurity, and will also be subject to DHS/FEMA's evaluation of the effectiveness of the proposed investments, in order to receive a full allocation of UASI and SHSP funds. Cybersecurity investments must support the security and functioning of critical infrastructure and core capabilities as they relate to preventing, preparing for, protecting against, or responding to acts of terrorism. Recipients and subrecipients of FY 2020 HSGP awards will be required to complete the 2020 Nationwide Cybersecurity Review (NCSR), enabling agencies to benchmark and measure progress of improving their cybersecurity posture. The CIO, CISO or equivalent for each recipient should complete the NCSR. If there is no CIO or CISO, the most senior cybersecurity professional should complete the assessment. The NCSR is available at no cost to the user and takes approximately 2- 3 hours to complete. The 2020 NCSR will be open from October – December 2020.

- The NCSR is an annual requirement for recipients and subrecipients of HSGP funds. Additionally, FEMA recognizes that some subawards will not be issued until after the NCSR has closed. In such cases, such subrecipients will be required to complete the first available NCSR offered after the subaward has been issued by the pass-through entity.
- Although not required by SLTTs that did not receive HSGP funds, all SLTT agencies with preparedness responsibilities are highly encouraged to participate and complete the NCSR to evaluate their cybersecurity posture. For detailed information and background on the NCSR, please see Information Bulletin 439.

In January 2017, the Department of Homeland Security designated the infrastructure used to administer the Nation's elections as critical infrastructure. This designation recognizes that the United States' election infrastructure is of such vital importance to the American way of life that its incapacitation or destruction would have a devastating effect on the country. Securing election infrastructure and ensuring an election free from foreign interference are national security priorities. Threats to election systems are constantly evolving, so defending these systems requires constant vigilance, innovation, and adaptation.

Given the importance of the Nation's election infrastructure, and the multiple and evolving threats to that infrastructure, at least one project within this investment must be in support of the state's efforts to enhance election security. Additional resources and information regarding election security are available through the Cybersecurity and Infrastructure Security Agency.

Soft Target Investment Justification (5 percent)

Soft targets and crowded places are increasingly appealing to terrorists and other extremist actors because of their relative accessibility and the large number of potential targets. This challenge is complicated by the prevalent use of simple tactics and less sophisticated attacks. Segments of our

society are inherently open to the general public, and by nature of their purpose do not incorporate strict security measures. Given the increased emphasis by terrorists and other extremist actors to leverage less sophisticated methods to inflict harm in public areas, it is vital that the public and private sectors collaborate to enhance security of locations such as transportation centers, parks, restaurants, shopping centers, special event venues, and similar facilities.

Given the increased risk to soft targets and crowded places, at least one investment must be in support of the urban area's efforts to protect soft targets/crowded places. Additionally, the proposed investment must meet or exceed the FY 2020 national priority percentage for soft targets/crowded places and will also be subject to DHS/FEMA's evaluation of the effectiveness of the proposed investments, in order to receive a full allocation of UASI funds. Additional resources and information regarding securing soft targets and crowded places are available through the Cybersecurity and Infrastructure Security Agency.

As noted above, given the importance of the Nation's election infrastructure, and the multiple and evolving threats to that infrastructure, at least one project within this investment must be in support of the state's efforts to enhance election security. Additional resources and information regarding election security are available through the Cybersecurity and Infrastructure Security Agency.

Information Sharing and Cooperation Investment Justification (5 percent)

Effective homeland security operations rely on timely information sharing and actionable intelligence to accurately assess and prevent threats against the United States. Accordingly, DHS works diligently to enhance intelligence collection, integration, analysis, and information sharing capabilities to ensure partners, stakeholders, and senior leaders receive actionable intelligence and information necessary to inform their decisions and operations. A critical and statutorily charged mission of DHS is to deliver intelligence and information to federal, state, local, and tribal governments and private sector partners. Cooperation and information sharing among state, federal, and local partners across all areas of the homeland security enterprise, including counterterrorism, cybersecurity, border security, immigration enforcement, and other areas is critical to homeland security operations and the prevention of, preparation for, protection against, and responding to acts of terrorism.

Given the importance of information sharing and collaboration to effective homeland security solutions, at least one investment must be in support of the urban area's efforts to enhance information sharing and cooperation with DHS and other federal agencies. As noted above, this requirement must include at least one dedicated fusion center project. Additional instructions on development of the fusion center project can be found below. Applicants must justify persuasively how they will contribute to the information sharing and collaboration purposes of the investment and a culture of national preparedness, including how they will identify, address, and overcome any existing laws, policies, and practices that prevent information sharing. Additionally, the proposed investment must meet or exceed the FY 2020 national priority percentage for information sharing and cooperation with DHS, and will also be subject to DHS/FEMA's evaluation of the effectiveness of the proposed investments, in order to receive a full allocation of UASI funds. Additional resources and information regarding collaboration and information sharing are available through the Department's Office of Intelligence and Analysis.

Emerging Threats Investment Justification (5 percent)

The spread of rapidly evolving and innovative technology, equipment, techniques, and knowledge presents new and emerging dangers for homeland security in the years ahead. Terrorists remain intent on acquiring weapons of mass destruction (WMD) capabilities, and rogue nations and non-state actors are aggressively working to develop, acquire, and modernize WMDs that they could use against the Homeland. Meanwhile, biological and chemical materials and technologies with dual use capabilities are more accessible throughout the global market.

Due to the proliferation of such information and technologies, rogue nations and non-state actors have more opportunities to develop, acquire, and use WMDs than ever before. Similarly, the proliferation of unmanned aircraft systems, artificial intelligence, and biotechnology increase opportunities of threat actors to acquire and use these capabilities against the United States and its interests.

Given the increased risk of emerging threats, at least one investment must be in support of the urban area's efforts to address emerging threats. Additionally, the proposed investment must meet or exceed the FY 2020 national priority percentage for emerging threats, and will also be subject to DHS/FEMA's evaluation of the effectiveness of the proposed investments, in order to receive a full allocation of UASI funds. Additional resources and information regarding emerging threats are available through the Countering Weapons of Mass Destruction Office and the Cybersecurity and Infrastructure Security Agency.

Development of Fusion Center Projects (SHSP and UASI)

If applicable, each applicant must identify a fusion center project that will:

- Indicate alignment to a designated Fusion Center.
- Provide both a brief narrative description and funding itemization for the proposed project activities that directly support the designated fusion center.
- The descriptive narrative and the financial itemization should align improvement or sustainment requests with fusion center activities as they relate to the Fusion Center Performance Measures found in the Preparedness Grants Manual.
- If the project description and funding itemization do not directly support the fusion center or clearly align to the Fusion Center Performance Measures, then the project may be conditionally approved until a Fusion Center Addendum is submitted.

Sample Fusion Center Funding Itemization

A sample project description and funding itemization are below. For the itemized projects, clearly identify the anticipated fusion center performance improvement or sustainment as a result of the proposed funding.

The X Fusion enhancement project will fund:

- Salaries, benefits, and training for X number of Fusion Center intelligence analysts
- Travel costs associated with fusion center analyst training.
- This project will directly sustain the Center's current capabilities and performance and directly aligns with performance measures 2020.XXX.
- We anticipate seeing an improvement in the quality and quantity of analytic production and responses to requests for information as a direct result of the funding of this project.

The funding itemization for a fusion center project should include the amount and percent of each relevant solution area. As an example:

<i>Solution Area and Amount of Proposed Funding</i>	<i>Percent of Proposed Funding</i>
<i>Planning:</i> \$10,000.00	2%
<i>Organization:</i> \$200,000	48%
<i>Equipment:</i> \$200,000	48%
<i>Training:</i> \$10,000	2%
<i>Exercises:</i> \$0	0%
<i>Total:</i> \$420,000	100%

Statewide Communications Interoperable Plan (SCIP)

All emergency communications investments must describe how such activities align with their Statewide Communication Interoperable Plan (SCIP). Recipients must coordinate with their Statewide Interoperability Coordinator (SWIC) and/or Statewide Interoperability Governance Body (SIGB) when developing an emergency communications investment prior to submission to ensure the project supports the statewide strategy to improve emergency communications and is compatible and interoperable with surrounding systems. The investment name must include the words "emergency communications" to easily identify any emergency communications investments.