



THE FEDERAL EMERGENCY  
MANAGEMENT AGENCY

*Partnership* for a  
**Safer**  
**Future**  
**2000** annual performance report





As the Director of The Federal Emergency Management Agency (FEMA), I look forward to leading FEMA as it uses the Government Performance and Results Act requirements and performance-based management to demonstrate to the public and Congress that tax dollars are well spent. Setting goals and measuring accountability are not only good business standards, they are the public sector's responsibility in the stewardship of public funds.

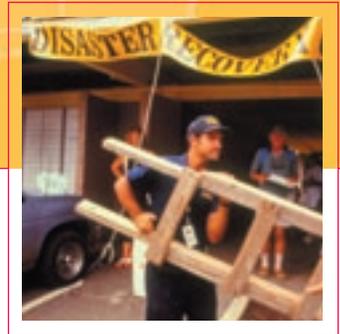
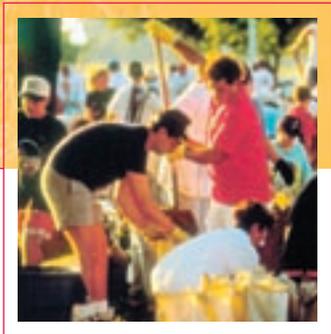
In FY 2000 FEMA continued to have many operational activities that relied on internal records or surveys for verification. The data contained in this report are accurate within the limits of the means to gather them. As the agency moves toward outcome goals, measurement will be more easily verified through collaborative efforts with FEMA's external partners.

I believe that FEMA's strategic planning efforts have shown growth since FY 1999 and will continue to improve. I am pleased to lead the agency in this process to further build the partnership for a safer future.

A handwritten signature in black ink, which appears to read "Joe M. Allbaugh". The signature is stylized and cursive.

Joe M. Allbaugh  
Director





## A PARTNERSHIP FOR A SAFER FUTURE

Americans are known around the world for their individualism. They take pride in being able to handle whatever comes their way. They are also well known for their willingness to come together to work as a team when things go awry whether that happens in their hometowns or some country far away. Both of these characteristics come together in the disaster relief work that the Federal Emergency Management Agency (FEMA) and its partners do.

Most of the events to which FEMA responds are natural ones: hurricanes, floods, the occasional tornado, and the less frequent earthquake. FEMA is also prepared to manage the consequences of those most heinous of crimes, politically motivated terrorism and acts of violent design.

Sadly, recovery from any disaster is never fully complete. Emotional, physical, and financial losses leave individual and communal scars. To limit such trauma and subsequent adjustments, FEMA has focused during the past several years on what individuals, separately or within communities, can do as FEMA partners to mitigate the devastating effects of natural disasters.

There are such common sense steps as raising appliances housed in basements to prevent flood or water damage, or selecting roofing materials that are designed to withstand strong winds, hail, or embers. Then there are steps that need the support of the community such as agreeing to move housing from flood prone areas and turning the vacated property into park use or a wilderness area.

One of the more successful mitigation efforts has been the Project Impact initiative. Begun in 1997, this is a public-private collaboration in disaster resistant planning. Starting with 7 pilot communities agreeing to work on improving some aspect of their vulnerability, Project Impact now touches over 200 communities and has brought the private sector into the process through a variety of partnerships. Like the pebble dropping into the water, the rings of Project Impact's influence are many and continue to spread across the country.



In an effort to mitigate the financial losses associated with some disasters, the Federal Insurance Administration (FIA) administers the National Flood Insurance Program (NFIP). NFIP provides insurance coverage for events that are not covered by traditional homeowner's policies. By partnering with private insurance companies, FIA makes insurance available nationwide to many individuals who would otherwise be unprotected.

And as an entity of the Federal Emergency Management Agency, the U.S. Fire Administration works to reduce deaths due to fire-related emergencies, through leadership, advocacy, coordination, and support.

In most cases when disaster does strike, the local community or the State has developed the capacity to respond and assist those in trouble. Local fires or wind sheers that tear down electric power lines, for example, often affect fairly limited areas and are best dealt with by the community responders. But when the disaster is of the magnitude of a major earthquake or strong hurricane, the State and local governments may themselves be temporarily incapacitated or determine that the losses are greater than the means of either to combat.



It is then that a State Governor requests, through FEMA, consideration by the President of a Federal declaration of disaster. State, local, and Federal

people team together to make a preliminary determination of the extent of the damage and the State's capacity to respond. Should the State be overwhelmed by the event, a recommendation is made by FEMA to the President to declare a Federal emergency or disaster.

In FY 2000 there were 166 requests for Federal assistance resulting in 103 Federal declarations of disaster, emergency, or fire suppression.

It is in anticipation of or in response to a disaster that one sees the smooth transition between the American culture of the individual and the American culture of coming together as teams to help those in need. Citizens and organizations join together on the sand bagging lines to resist rising floodwaters; people across the country seek ways to donate food, clothing, and dollars to those who have lost everything; and FEMA is there to lead the Federal disaster response efforts.

Besides its own initial response actions, FEMA also works as the coordinator of 26 other Federal agencies and the American Red Cross. Working as Federal

Response Plan partners, each agency has distinct missions to carry out in time of disaster. Working as a team, Federal and non-profit organizations bring to the devastated community essential relief in the form of shelter, water, and food.

As the community begins to stabilize, FEMA works within established eligibility criteria to provide basic grant assistance in repairing home damage

or replacing necessary lost appliances; it provides grants to repair eligible community infrastructure such as roads and communication lines. The Small Business Administration offers those who can afford it low interest loans; and the many non-profit agencies provide soup kitchens, clothing, clean-up kits, and above all faith in recovery. This is an American team effort.

America has been blessed with few incidents within its boundaries of individual acts of major aggression. When they have occurred, they have served as magnets of unified support for the victims and general condemnation of those who would bring harm to this nation. Americans feel safe, but they are not naive.

As transportation and technology make the world smaller, Americans recognize that they also may face the possibility that others have faced: irresponsible individuals or governments seeking to destabilize their world. To mitigate against such acts, FEMA provides State, Tribal, and local partners with the tools to assess their capabilities, and the information, training, and support to enhance their capacity to prepare for, prevent, or respond to acts of terrorism. It is our joint role to protect individuals and communities, and to maintain continuity of government services.

As individuals, each of us can also be prepared should we be faced with natural and man-made hazards. Visit FEMA's Web site to learn more about what you and your family can do. Together we all work in a partnership for a safer future.

**Chart 1  
FY 2000 Declaration Requests and Approvals**

<i>Declaration Requests Received</i>			
Major Disasters	Emergencies	Fire Suppressions	Total Requests
49	8	109	166
<i>Declarations</i>			
Major Disasters	Emergencies	Fire Suppressions	Total Declarations
40	5	58	103
<i>Costs</i>			
Major Declarations	Emergency Declarations	Fire Suppression Assistance	
\$507M	\$10.9M	\$26.2M	

**Chart 2  
Trends in Disaster Declarations**

Averages:

	Major Disasters	Emergencies	Fire Suppressions	Total Declarations
1991–1995	38	5	8	51
1996–2000	55	8	45	108
1991–2000	46	6	27	79

# FY 2000 PERFORMANCE GOALS AND INDICATORS

FEMA's first Strategic Goal is to *Protect lives and prevent the loss of property from all hazards*. The following set of FY 2000 annual performance goals has contributed to the agency's achievement of this strategic goal. The long-term objectives of this strategic goal will be measured by an index of four indicators: an increase in the number of formal agreements with other Federal Agencies, State and local governments, and the public and private sectors leading to disaster resistant communities and institutions; a reduction in potential individual and business economic hardship through their purchase of flood insurance; an increase in the cumulative emergency management training delivered by alternative methods to reach a wider community; and finally reduction of the loss of life due to fire-related incidents.

## Goal M.1.1.

Using the inventory developed in FY 1999, the Mitigation Directorate will (1) enter into formal agreements with at least 10 other Federal departments and agencies and (2) briefly describe how their programs, resources, and capabilities can be leveraged to support mitigation goals.

### GOAL DESCRIPTION

One of FEMA's top priorities is to work with other Federal agencies to develop, implement and support local hazard mitigation activity. Since 1997, the Agency has been heavily involved in numerous cooperative efforts related to mitigation, and the Mitigation Directorate continues to address this important priority both inside and outside of the Agency.

One effective way that FEMA develops and strengthens effective partnerships with other Federal agencies is through the Memorandum of Understanding, (MOU). Commonly used throughout the Federal government, an MOU is a formal, non-binding agreement between two partners that clarifies the missions of the parties involved and discusses ways to coordinate and develop mutually beneficial partnerships.

FEMA's MOU strategy, which placed special emphasis on **Project Impact – Building Disaster Resistant Communities**, helps FEMA's Regional Offices coordinate their mitigation activities with their regional counterparts. More importantly, the MOU process is designed to assist FEMA and its partners in their efforts to help communities bring mitigation into their daily decision-making processes. Overall, the Mitigation Directorate's MOUs reflect the mutual desire of the involved parties to utilize, coordinate, develop, and enhance programs, initiatives, networks, and technical resources in order to help communities reduce their vulnerability to natural hazard events.

In FY 2000, the Mitigation Directorate met goal M1.1 100%, finalizing ten MOUs with other Federal Agencies.

### COMPLETED FEDERAL AGENCY AGREEMENTS

- Department of Energy
- Department of Transportation
- Natural Resources Conservation Service (USDA)
- U.S. Forest Service (USDA)
- National Oceanic and Atmospheric Administration (DOC)
- National Weather Service
- Environmental Protection Agency
- General Services Administration
- Department of Defense
- National Aeronautics and Space Administration
- Economic Development Administration

### PROJECTED ACHIEVEMENT

Achievement beyond FY 2000 likely will involve the continued pursuit of agreements with the following Federal Agencies: the National Aeronautics and Space Administration (NASA); the Bureau of Indian Affairs (Department of Interior); the United States Geological Survey (Department of Interior); and the Department of Veterans Affairs. Additional Federal agreements will be developed as necessary.

### GOAL CHANGES

Beginning in FY 2001, this and other Mitigation Directorate goals have been integrated into the Mitigation Directorate's single goal. This is in recognition that the several goals were better identified as means and strategies to the revised goal: M.1.1. *Support the development of disaster resistance in communities and States*. This change affects the following goals: M.1.1, M.1.2, M.2.1, M.2.2, M.3.1, M.3.2. Mitigation remains a partner of the Federal Insurance Administration in their joint efforts to implement the repetitive-loss strategy and the reduction of flood loss. It also continues to support the Office of Financial Management's Emergency Management Performance Grant initiative.

## Goal M.1.2.

Develop or improve assessment tools for evaluating the nation's vulnerability to natural hazards and for use at the Federal, State and local levels to effectively measure the increase in national, State or local disaster resistance.

### INDICATORS

In particular, make available for Federal, State and local use (1) Hazards United States (HAZUS) earthquake module and distribute it to universities and appropriate agencies; and (2) complete 50% of the development of the wind module and 45% of the flood module.

### GOAL DESCRIPTION

This goal provides for the development and improvement of the FEMA HAZUS loss estimation tool to be made available to emergency managers and planners at the national, state and local community level for evaluating potential damage, economic loss and social impacts from natural hazard events, including earthquake, floods and wind hazards.

HAZUS is a standardized, nationally applicable methodology and software program that provides credible, measurable estimates of potential losses from future hazard events. It can be used to estimate the losses that might be avoided through land use planning, building code adoption and enforcement, and the implementation of other loss prevention policies and actions. The HAZUS earthquake loss estimation module is currently available to the public. Flood and hurricane wind loss estimation modules are being developed.

HAZUS loss estimates help decision-makers to make the difficult economic and political choices and commit to actions that reduce or prevent future damage, loss and social disruption from natural disasters. Preventing and reducing disaster losses benefits individuals, the local community, state and federal governments through reduced disaster costs and safer and more economically viable and sustainable communities. Using HAZUS, FEMA has recently released a national study, *HAZUS 99 Estimated Annualized Earthquake Losses for the United States*. This study has increased public awareness and understanding of our national earthquake vulnerability. These loss estimates and statistics, calculated at the county level for the entire United States, will be publicly available via the Internet in FY 2001.

### ACHIEVEMENT

The FY 2000 annual performance goal has been achieved in full (100%). Two performance indicators were used to measure performance, with each accounting for 50% of the achievement. The first measure is the availability of the HAZUS earthquake module for public use. Achievement is demonstrated by HAZUS distribution records showing that more than 800 potential HAZUS users requested and received copies of the software during FY 2000. Included in this number are over 200 Project Impact communities that received copies of HAZUS during the Project Impact Summit held in December of 1999.

The second performance indicator is based on the progress made in developing the flood and hurricane wind loss estimation modules for future incorporation in HAZUS. During FY 2000, the flood module development progressed from 30-percent to 45-percent completion and the hurricane wind loss estimation module progressed from 30-percent to 50-percent completion when measured by the funds obligated by FEMA to support module development.

Figure 1. Trends in HAZUS Users

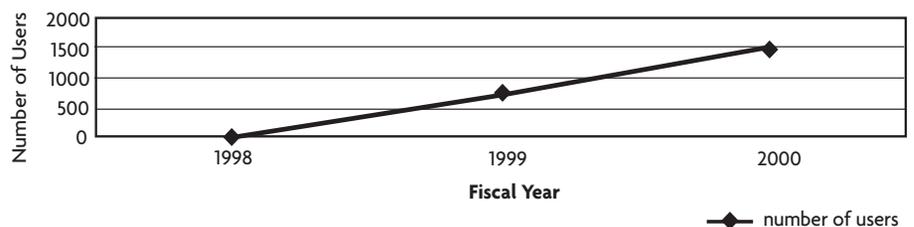
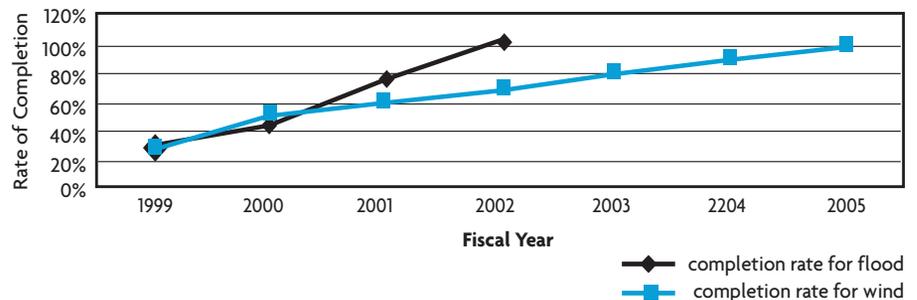


Figure 2. HAZUS Flood/Wind Module Development



## PROJECTED ACHIEVEMENT

Based on anticipated levels of funding for this project, the focus through FY 2002 will be to develop a final flood loss estimation module and a preview hurricane, wind loss estimation module. Beyond 2002, FEMA will focus on expanding the loss estimation capability of the hurricane preview module and the development of loss estimation modules for other severe wind hazards. FEMA intends to continue to provide for the improvement and distribution of the existing earthquake module and the availability of the other modules as they are completed.

## GOAL CHANGES

The goal statement for the Annual Performance Goal M.1.2 for FY 2000 was not changed from the goal statement for FY 1999. However, in FY 2001, Mitigation developed a single performance goal for all Mitigation programs and activities. Therefore, the FY 1999 and FY 2000 Performance Goal, relating to Risk Assessment and HAZUS, is now captured in the FY 2001 Annual Performance Plan under the Mitigation goal's Means and Strategies section.

### Goal M.2.1.

Evaluate the effectiveness of the mitigation planning process and related initiatives at both the State and local levels to (1) better target technical assistance, training, and funding requirements; and (2) develop mitigation incentives to reward successful State and local mitigation/risk management practices and encourage higher levels of performance.

## INDICATORS

In support of the 2 goal targets, the Mitigation Directorate will put procedures in place to measure the effectiveness of various components of State and local mitigation planning; set priorities for FEMA resources (financial and technical) to assist States and local governments in improving mitigation planning programs; and identify and develop incentives to reward successful practices and encourage higher quality planning programs.

## GOAL DESCRIPTION

The practice of hazard mitigation planning is the cornerstone of the Agency's mitigation strategy for the nation. State and local governments have realized the benefits of this practice for reducing loss of life and property within hazard prone areas and for achieving the longer-term benefit of ensuring disaster resistant communities. This goal describes FEMA's work with state and local governments to consistently incorporate long-range mitigation concepts and strategies into existing and proposed comprehensive planning, economic development, and environmental management strategies.

The National Flood Insurance Program (NFIP) Compliance Strategy to States helps measure and ensures effectiveness of local floodplain management programs while renewing Federal and state partnerships to improve evaluation and effectiveness of local mitigation planning. FEMA is undertaking several specific NFIP compliance initiatives to make more efficient use of and better target limited resources in the areas of technical assistance, training and funding for floodplain management.

The NFIP Community Rating System (CRS) furthers this goal by providing incentives that encourage state and community mitigation programs, planning and initiatives. The CRS rewards community activities that go beyond the minimum standards of the NFIP, lead to reduction of flood losses in the U.S., include community recognition, and result in reduced flood insurance rates for NFIP policyholders in CRS communities.

The National Earthquake Hazards Reduction Program (NEHRP) also contributes to this goal through its Strategic Plan, which encompasses State and local planning, guidance for establishing resource priorities, and identification of incentives for earthquake loss reduction.

## ACHIEVEMENT

Fiscal Year 2000 efforts have resulted in substantial advancement in mitigation planning.

1. The Mitigation Directorate's successes in better targeting technical assistance, training and funding requirements toward more effective mitigation include:
  - Establishing an evaluation instrument to measure and document best planning practices so that States and local communities can assess their own strengths and weaknesses and make adjustments according to the results and so that FEMA is better positioned to target technical assistance, training and funding levels for further capability building;

- Environmental Science Research Institute, Inc. (ESRI) has provided all Project Impact communities and their states with complimentary copies (nearly 300 sets) of their ArcView desktop GIS software to facilitate development of their disaster resistance strategies;
  - Establishing the Natural Hazards Mitigation Fellowship Program, which selected two graduate level planners to serve two Project Impact communities for an academic year;
  - Integrating Hazard Mitigation Planning into academic institutions so that mitigation activities can evolve into a legitimate career option for future planners;
  - Initiating development of an inter-active web-based Key Word Index on NFIP floodplain management policy is on target for assisting state and local governments in administering their floodplain management programs;
  - Assisting States and local governments in improving mitigation planning programs through the identification of priorities and specific actions that FEMA will take in FY 2001 to improve floodplain management practices at the state and local levels;
  - Collaborating with other Federal agencies, research institutions, and the private sector, to provide guidance, designs and information resulting in the development of *safe rooms*, safe places for people threatened by tornadoes and hurricanes. Over 180,000 copies have been distributed, and a permanent safe room exhibit consisting of a cutaway, full scale, insulating-concrete-forms, safe room has been built;
  - Publishing *Design and Construction Guidance for Community Shelters*, the design manual for engineers, architects, building officials, and shelter owners that includes decision-making software, checklists for evaluating existing buildings, real-life case studies, and sample plans for designs; and
  - Furthering the National Inventory of Dams (NID), first established in 1975, which tracks information on the nation's water control infrastructure. Information from the NID is used in the development of water resource management, land use planning, floodplain management, risk management, and emergency action planning. The process of updating the NID progressed in FY 2000, and the quality of information at all levels continued to improve. In addition, the Dam Safety Program Performance Measures software was integrated with NID. Quality assurance tools are built in and both external and internal reporting on dam safety program status, degree of implementation and improvement are accomplished. Also developed in FY 2000 was a prototype inspection checklist for the Palm Pilot that allows the input of field data directly into the programs.
2. The Mitigation Directorate's FY 2000 progress in developing incentives to reward successful State and local mitigation and risk management practices and encourage higher levels of performance included:
- Contributing to the passage of the Disaster Mitigation Assistance Act of 2000, which facilitates the improvement of State and Local Mitigation Plans through financial incentives;
  - Increasing by 27 communities participation in the CRS. Eighty-three other communities improved their CRS rating. 926 communities represent 2.8 million NFIP policyholders;
  - Promulgating safe rooms by working with partners to provide technical assistance and incentives, including funding, resources, education and training, for others to adopt safe rooms. Several states, pioneered by Oklahoma, Arkansas and Iowa, offered safe room rebates to homeowners and communities in high-risk tornado areas; the American Red Cross and Salvation Army built safe rooms to provide shelter and to demonstrate their construction. FEMA worked with developers in the design, construction and marketing of Legacy Park, a new subdivision in the Tulsa Region, consisting of 100 units, all of which will include a safe room;
  - Collaborating with the Federal Housing Authority to develop incentives and opportunities to promote the Safe Room Initiative to enable a lender to loan a homebuyer up to \$5,000 more than the amount needed to buy a home and cover the cost of adding a safe room;
  - Working with the Small Business Administration (SBA) to implement 13 CFR Parts 121 and 123. This encourages mitigation by SBA offering low interest loans for qualified mitigation activities in Project Impact communities; and
  - Jointly sponsoring the *Project Impact Community Challenge Grant*. FEMA and ESRI have established a grant program, funded by ESRI, to foster and support community use of Geographic Information System (GIS) to develop or implement strategies to reduce damage from natural hazards. The grant was awarded to 13. ESRI will provide software and training to these communities as an incentive for developing disaster resistant community tools. These tools will be made available to other communities to develop similar disaster resistant tools.

### PROJECTED ACHIEVEMENT

Beyond FY 2000, Mitigation will initiate policies and procedures to implement provisions in the Disaster Assistance Mitigation Act of 2000. The National Hazards Mitigation Fellowship will be offered for its second year, and the results of the evaluation survey of local mitigation plans will be published. From the survey experience, Mitigation hopes to develop evaluation methodology to be used in support of legislative and regulatory changes.

All current initiatives will continue in FY 2001 as means and strategies to Mitigation's single goal.

## Goal M.2.2.

Develop tools to assist States in achieving, in both pre- and post-disaster timeframes, adopted hazard mitigation standards and performance measures. This goal supports the \$141,951,000 under the consolidated Emergency Management Performance Grant (EMPG).

### INDICATORS

(1) A majority of States pursue, through the EMPG, improved mitigation capability based on standard criteria developed with FEMA in FY 1999. (2) A majority of States identify in the EMPG measurable performance objectives targeted at improving multi-hazard mitigation planning and project implementation, improving compliance with the National Flood Insurance Program (NFIP), and adoption of seismic codes.

### GOAL DESCRIPTION

The EMPG initiative was developed by the Office of Financial Management in an effort to streamline agency funding to states so that their capability for administering their mitigation responsibilities could be improved. In addition to initiating this funding mechanism, program guidance was also developed and provided to States, through FEMA Regional Offices, to assist in state management and administration of program funds.

### ACHIEVEMENT

FEMA has achieved this FY 2000 goal, which has assisted and will continue to assist States in their efforts to improve their mitigation capability through the EMPG. Highlights of this year's accomplishments include:

- Development of mitigation planning manuals that can be utilized in both pre- and post-disaster timeframes. Such guidance enhances the usage of State EMPG funds as well as provides direction for setting standards and measuring their progress.
- The expansion of the "managing state" concept to an additional 10 States, which has enabled these highly capable States to streamline their grant approval process by receiving additional program authority from FEMA.

- The provision of training to 30 key State and Federal officials to increase and improve their ability to manage FEMA's grant programs more efficiently.
- The collection of State profiles, documenting States' assessments of their hazard mitigation planning and risk assessment capability. These profiles will be analyzed so that areas of weakness can be targeted for assistance and best practices can be shared nationally.
- Supporting the National Flood Insurance Program (NFIP) Community Rating System.
- With FEMA input, the International Building Code and International Residential Code adopted language that is substantially equivalent to the 1997 Edition of the NEHRP Recommended Provisions. Those codes were published April 2000.
- Beginning of work with National Fire Protection Association to assist in the development of their new building codes.

### PROJECTED ACHIEVEMENT

It is expected that participation in the CRS will grow based on extensive outreach to communities in FEMA's Project Impact, those with high flood insurance policy counts and those with significant repetitive loss properties. It is also expected that seismic safety standards that are now integrated into the International Building Code and International Residential Code language will increasingly be used in new construction.

### GOAL CHANGES

This goal has been integrated into the Mitigation Directorate's single goal beginning in FY 2001.

## Goal M.3.1.

Mitigation continued to increase by 50 more than the 117 disaster resistant communities identified in FYs 1997–1999. It was supported by the Office of the Director in piloting in at least four universities an initiative that uses the *Project Impact* approach to establish disaster resistant universities.

### GOAL DESCRIPTION

The public value of disaster resistant communities in a disaster resistant nation is significant. The most obvious benefit is to members of the community who will have a better chance of escaping the trauma and devastation caused by a significant natural hazard event. Reducing damage caused by a disaster helps to control escalating disaster costs, including not only the costs to the federal government but to state and local governments, and the private sector, as well. Thus, disaster resistance and resilience leads to a more stable economic environment for the community and ultimately the nation. Given the significant value of disaster resistance, it is also important to explore the feasibility of implementing a disaster resistant process for the nation's institutions of higher learning, because these institutions are significant sources of research and development as well as education centers for the nation's future workforce.

### ACHIEVEMENT

On September 13, 2000, sixty-three (63) additional communities were designated as *Project Impact* communities. With respect to the earlier 185 communities, we have documented evidence of communities working towards disaster resistance by three different mechanisms. The first is the *Project Impact* Annual Progress Report, which is required of all non-pilot *Project Impact* communities. However, since this is a new data collection mechanism, we have augmented this data with information from two other sources: Reports developed by the University of Delaware's Disaster Research Center that evaluate the pilot communities (which are not required to submit the Annual Progress Report) and anecdotal information that reflects progress. Activities indicating progress towards disaster resistance were noted in three areas: Reduction in the number of structures and the extent of infrastructure at risk; increase in mitigation education and training activities in communities; and activities to foster proactive business, individual, and/or government actions and increases in the number of communities that have signed agreements committing to become disaster resistant.

We exceeded the goal for the number of *Project Impact* communities by 126% and have documented evidence of increasing disaster resistance. Principal contributors of the \$2 million of donated material are ESRI, Inc. and Strohl Systems, Inc. Also, we have exceeded the goal for the Disaster Resistant University initiative by 150%.

### SPECIAL CONDITIONS

For the two years that we have been reporting for *Project Impact*, we have exceeded the projected number of *Project Impact* communities.

Although we have consistently exceeded this goal, we have not revised it accordingly. Instead we have focused on shifting the emphasis of the goal from reporting the number of communities to reporting evidence indicating that communities are becoming more disaster resistant.

#### Increase in PI Communities

1997	7
1998	50
1999	120
2000	185

### PROJECTED ACHIEVEMENT

The University of Delaware Year 1 Report indicates that public education and awareness is necessary to establish a comprehensive *Project Impact* effort and gain the necessary public support for implementing mitigation actions. It is also critical to recruiting partners and sustaining the momentum of the initiative. Similarly, many communities initiate some form of vulnerability assessment as a first step in establishing a comprehensive strategy disaster damage prevention effort. Thus, we are noticing that these two activities represent the initial emphasis in most communities for the first two years. However, in FY 2000 (the third year for the initiative) we note increased mitigation activity in all of the pilot communities and in the sample of non-pilot communities reporting progress.

In FY 2001, we anticipate that there will be an increase over the current number of communities that will organize their *Project Impact* efforts and commit to becoming disaster resistant. There should also be a significant increase in the number of communities reporting mitigation activities due to both better reporting and an increase in those activities.

### GOAL CHANGES

*Project Impact* activities will become a means and strategy toward the single Mitigation goal and greatly impact the performance indicators of that goal:

#### Single Mitigation Goal Performance Indicator(s)

1. Reduce by 5,000 the number of lives at risk
2. Reduce by 2,200 the number of structures at risk
3. Reduce by 150 the elements of infrastructure at risk
4. Increase by 500 the number of communities where actions are taken to foster disaster resistance.

## Goal M.3.2.

FEMA worked diligently to implement standards and procedures, including supporting adoption of seismic codes and the modernization of the floodplain-mapping program, to increase the use and effectiveness of mitigation information tools provided to communities so that they may become more disaster resistant.

### INDICATORS

1. Adoption of the 1997 National Earthquake Hazards Reduction Program (NEHRP) equivalent and NFIP-compliant requirements in both the International Residential Code and the International Building Code;
2. Initiation of the next cycle for review of community mapping;
3. Continuation of work on modernization of floodplain mapping based on availability of funding;
4. Transference of responsibilities for floodplain mapping to local communities that possess the technical capability for mapping;
5. Completion of at least five hurricane evacuation studies; and
6. Completion of the Congressionally mandated coastal erosion study.

### GOAL DESCRIPTION

This goal supports creating and furthering disaster resistance in communities by using the model code process so that these model building codes, which serve as the basis for state and local codes throughout the country will be NEHRP equivalent and NFIP compliant. This goal is critical to reducing future losses from natural hazards as the building code process is the most effective means of ensuring that building construction will be capable of resisting disasters, as well as providing improved information to the public on how and where to build for increased level of safety from disasters.

The National Flood Insurance Program (NFIP) is a partnership between the federal government and local communities. The federal government provides insurance against property losses from flood damages in communities that agree to adopt and enforce minimum federal floodplain management criteria. Structures built to minimum NFIP standards sustain fewer losses than those not built to such standards. It is estimated that up to a billion dollars in damage to structures and contents is prevented each year in communities that enforce the minimum floodplain management ordinances.

The local floodplain management ordinances are based on the flood maps produced by FEMA. The maps identify the areas having a 1-percent or greater change of flooding in any given year. The flood maps are intended primarily to support the NFIP for insurance rating and claims information, floodplain management and repetitive loss use, and flood hazard identification purposes. However, these maps are also the foundation for many

other FEMA programs: Public Assistance, to identify appropriate flood mitigation measures to pursue when providing federal grants to repair infrastructure; the Hazard Mitigation Grant Program, to ensure an accurate benefit/cost analysis for these investments; *Project Impact*, because the first step in disaster resistance is knowledge of a community's risks; and the Dam Safety and Hurricane Programs, for use in evacuation studies and dam-break analyses. All of these programs rely on the flood maps in their development of comprehensive, effective flood loss reduction measures.

FEMA is currently implementing a modernization plan to update its aging flood map inventory. Since the modernization plan was designed in FY 1997, it has continually evolved as new products, processes, and technical specifications have been developed and implemented – always within less than optimal funding levels. Today the plan is considerably more specific than it was in FY 1997. It presently involves a 7-year upgrade to the 100,000-panel flood map inventory and an enhancement of products, services, and processes.

The integration of the map modernization plan into the Flood Hazard Mapping Program will result in:

- Reduced potential for loss of life and property;
- Increased flood insurance policy base;
- Reduced NFIP costs;
- Reduced disaster costs;
- Flood insurance premiums commensurate with risk;
- Meeting of legal mandates (conversion of maps to metric, as per Executive Order 12770, Metric Usage in Federal Government Programs); and
- Protection of the natural and beneficial values of floodplains.

Additionally, National Dam Safety Program Guidelines encourage safety standards in the practices and procedures employed by all levels of users in the operation and maintenance of dams.

### ACHIEVEMENT

1. As part of NEHRP's goal of reducing the risks to life and property from earthquakes, FEMA provides technical guidance in new construction and upgrading of existing buildings and other structures. In FY 2000, NEHRP successfully facilitated incorporation of seismic safety provisions into the International Building Code and International Residential Code. More code changes are being proposed for the 2002 revision cycle. Also in FY 2000 the Mitigation Directorate successfully met its goal of

incorporating flood resistant design and construction provisions in the IBC, IRC, and other International Codes. FEMA is also working with the National Fire Protection Association in its plan to develop a model building code so that it will be NEHRP equivalent and NFIP compliant. FEMA did fully achieve its goal of having the nation's model building codes be NEHRP equivalent and NFIP compliant.

2. The Mapping Needs Assessment process has given us a more complete picture of mapping needs. Through this process, the flood hazard map for each community is evaluated for update needs at least once every five years. FEMA has contacted all of the approximately 18,500 mapped NFIP communities to request information about local mapping needs. In addition, FEMA has initiated pilot projects through the Cooperating Technical Partners (CTP) initiative with the Region 3 State Coordinators (DE, MD, PA, VA, WV, and the District of Columbia); Harris County Flood Control District, Texas; and the Lower Colorado River Authority, Texas, to collect additional mapping needs information. Based upon an analysis of these responses, we project the mapping updated needs shown in Figure 3 below. This projection is based upon a response rate of 35 percent.
3. FEMA continued work toward modernization of the mapping program. Development of a new Digital Flood Insurance Rate Map (DFIRM) product involves converting the existing inventory of manually produced FIRMs to digital format to address maintenance needs as well as restudy needs. The DFIRM product has been designed to allow for the creation of interactive, flood hazard digital maps. Linkages are built into a database to allow users options to access to the engineering backup material used to develop the map (e.g., hydrologic and hydraulic models, flood profiles, floodway data table, digital elevation models, and structure-specific data, such as digital elevation certificates, digital photographs of bridges and culverts).
  - The graphic specifications and the standard database design have been completed for the DFIRM product;

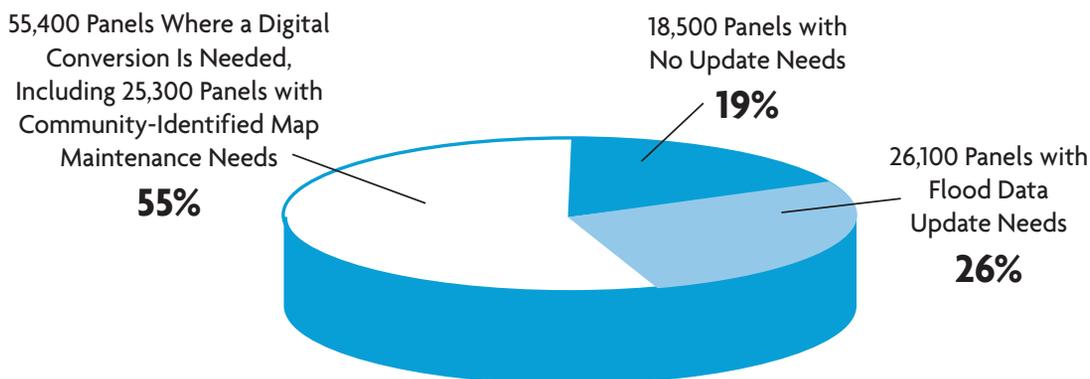
- The first DFIRM produced using the new graphic specifications, for Pike County, PA, became effective on October 6, 2000; and
- The second DFIRM produced using the new graphic specifications, for Dade County, MO, is currently in the community review process.

During FY 2000, MT has developed an electronic commerce (E-Commerce) capability. E-Commerce allows on-line ordering and payment for flood maps and related products. By summer 2001, a second stage will allow FEMA to accept orders from fee-exempt Federal, State, and local governments. This exciting initiative is part of an overall project to build a mapping state-of-the-art Digital Distribution Center.

4. In addition to meeting the performance indicator for the review of community mapping, significant progress has been made on an objective relating to our processes. Through the CTP initiative, partnerships are being formed with communities, states and regional agencies to fully integrate them into FEMA's flood hazard mapping process. In North Carolina, the State legislature appropriated \$23 Million in fiscal year 2000 to assume full responsibility for flood mapping in the eastern portion of the State. Phase II of the North Carolina CTP initiative will provide additional funding (up to \$60 Million) to complete new maps for the entire State. FEMA will maintain its national standards for NFIP mapping while building on local mapping knowledge and capabilities. This collaboration will make more resources available for flood hazard data collection and mapping efforts nationwide. In FY 2000, FEMA entered into 22 additional partnership agreements with local, state and regional agencies across the nation.

**While CTP agreements support FEMA's flood mapping activities, it is important to note that funding allows only 2 to 3% of the maps to be updated each year, while 4% of the maps become outdated each year. In addition, the backlog of maps with outdated flood data is already approximately 17.5% of the flood map inventory.**

Figure 3. Mapping Needs Assessment



5. The Hurricane Program progressed as seven hurricane evacuation studies were completed and three were initiated this fiscal year, meeting the goal to complete five studies and completing the FY 1999 goal.

In 1994, Congress asked FEMA to submit a report evaluating the economic impact of erosion on coastal communities and the NFIP. The resulting Evaluation of Erosion Hazards Report recommends that FEMA be authorized to develop maps identifying coastal erosion hazard areas and include the cost of expected erosion losses when setting flood insurance rates for coastal areas. This independent report also presents possible federal policy options, most of them regarding the use of the federal flood insurance program to address the coastal erosion problem. The final report was completed and submitted to OMB and the Congress, achieving this portion of the goal.

The Interagency Committee on Dam Safety (ICODS), which is chaired by FEMA, has developed national guidelines in the areas of emergency action planning for dam owners, hazard potential classification systems for dams, selecting and accommodating inflow design floods for dams, and earthquake analysis and design for dams.

## PROJECTED ACHIEVEMENT

Ongoing monitoring and additional revisions to the model International and Residential Building Codes are being sought by FEMA, but progress toward the passage of additional code changes is limited by the PI (1) code revision process. This process is out of FEMA's hands, but we will continue to monitor and participate to maximize our chances for success, evaluate our success, and propose additional future changes as necessary. The IBC and IRC, along with the other International Codes, were published in April 2000 and are available for adoption and have been included in the Nationwide Mitigation Marketing Strategy.

While still not fully funded, map modernization activities will continue at a less than optimal level through FY 2001. PI (2) will need to be modified to reflect that the data collected during the first cycle will continue to be evaluated and utilized in setting priorities for funding flood mapping activities. PI (3) will continue at the same pace. PI (4) will not change. PI (5) will continue, and PI (6) should be revised to reflect that the Hazards Study Branch is formulating a plan to develop erosion hazard maps that display the location and extent of coastal areas subject to erosion, including a cost estimate and timeframe. The plan is being developed in anticipation of implementing a coastal hazards mapping program should Congress mandate that FEMA map erosion hazard areas through the NFIP as a result of the completed Evaluation of Erosion Hazards Report.

## GOAL CHANGES

This goal and performance indicators have been incorporated as means and strategies with Mitigation's FY 2001 and 2002 single goals.

### Goal M.3.3.

In support of States' and communities' mitigation activities, the Preparedness, Training, and Exercise Directorate (PTE) will broadcast 12 Emergency Education NETWORK (EENET) broadcasts to target mitigation; offer 22 mitigation courses, 3 field courses and 2 named pilot courses.

FEMA provides performance-based emergency management mitigation training to assist States, localities and Tribal nations in the development and maintenance of emergency management knowledge and skills. While training does not guarantee efficient and effective mitigation decision-making and operations, lack of training can result in uncoordinated operations and unnecessary death, injury and damage to property and the environment.

### ACHIEVEMENT

PTE met its goals by

- Delivering 12 EENET mitigation broadcasts and 53 mitigation course offerings;
- Deploying three new exercise-based field courses. These materials focus on hurricane, flood and earthquake scenarios and present problems for local government to solve;
- Delivering *Disaster Resistant Jobs Train-the-Trainer* and the pilot *Basic HAZUS Train-the-Trainer* courses.

### GOAL CHANGES

The PTE goals have been incorporated into a single goal reflecting PTE's efforts to: *Provide Federal, State, Tribal, Local and Private Sector Partners with the Tools to Improve their Knowledge, Skills and Abilities in all phases of Comprehensive Emergency Management (Preparedness, Mitigation, Response and Recovery)*. This affects goals M.3.3, P.1.1, RR.2.1, E.1.1, and CS1.1. PTE will continue to report on its Food and Shelter program and will support the Office of Financial Management in its grants management goal, MP.1.1.

### PROJECTED ACHIEVEMENT

There has been substantial increased interest in mitigation training over the last 2 years. The current FY 2001 course schedule includes 59 mitigation course offerings, more than doubling the 2000 goals.

## Goal M.3.4.

Working together the Federal Insurance Administration (FIA) and the Mitigation Directorate (MT) will implement a repetitive loss strategy to significantly reduce repetitive losses to the National Flood Insurance Program.

### INDICATORS

Implementation of a repetitive loss strategy targeting properties that have incurred four or more losses, as well as other properties that have incurred 2 to 3 losses where the cumulative flood insurance claims payments exceed the building value. Approximately \$92 million expended over 4 years will mitigate some 1,938 of the targeted properties. It is expected that grants will be made to address 687 of the most at-risk properties.

**[Note: A requested \$12 million appropriation for FY 2000 was not received. Additional funding may, however, be available through the Hazard Mitigation Grant Program (HMGP) to mitigate target properties. This funding is dependent on disaster declarations and may not be available for the areas with the most targeted buildings.]**

### GOAL DESCRIPTION

FIA and MT have determined that NFIP repetitive loss properties have a major, disproportionate impact on the National Flood Insurance Fund (NFIF) generating roughly 30% of losses in the historical average loss year. In 2000, FIA worked with MT to implement a repetitive loss initiative to reduce the almost \$200 million per year in losses to properties that have sustained flood damage on multiple occasions. The purpose is to short-circuit the cycle of flooding and rebuilding. The initiative targeted the 10,000 worst repetitive loss properties.

NFIP policyholders' dollars will be saved as either the risk to these structures is lessened or the structure itself is removed from the risk exposure. The initiative provides for approved mitigation efforts including elevation and relocation as well as for buy out and demolition of properties.

In FY 2000 efforts were focused on the identification of the target properties and the transfer of their insurance policies to a central, special servicing facility designed to better oversee claims and to coordinate and facilitate insurance and mitigation actions, e.g., Increased Cost of Compliance claims and Hazard Mitigation Grant Program and Federal Hazard Mitigation Assistance grants. In addition, systems were completed that identify Repetitive Loss (RL) properties and make such information available to state and local governments to assist them in targeting these properties for mitigation actions. The servicing facility, policy transfer and other initiative components were developed in cooperation with the Write Your Own insurance companies.

### ACHIEVEMENT

While all operational goals were met, due to systems limitations, it has not been possible to determine the total extent to which mitigation grant activities have been directed at the target group of RL properties. These limitations are now being addressed.

### PROJECTED ACHIEVEMENT

The centralized insurance servicing of the Repetitive Loss Target Group (RLTG) properties will be enhanced to provide an efficient mechanism for mitigation actions and to realize the resultant savings. Additional RLTG properties will be the subject of mitigation actions depending upon the availability of funds and the frequency and magnitude of flood disaster events, which impacts the availability of some of the mitigation funding sources.

## Goal M.4.1.

Using most recently collected incident data, the United States Fire Administration (USFA) will update the description and understanding of the national fire problem and analyze, publish and disseminate data and information that promote professional decision-making by fire and emergency managers and first responders. USFA will use National Fire Incident Reporting System (NFIRS) data to identify appropriate targets for the expansion of *Project Impact* and to measure the effectiveness of the resulting efforts.

### INDICATORS

- Transition 30 percent of States contributing fire statistics to NFIRS 5.0.
- Bring in or return to NFIRS 20 percent of non-contributing States.
- Increase access to the U.S. Fire Administration (USFA) program information including all new publications, via the WWW.
- Research and publish a minimum of four analytical reports annually on topics suggested by NFIRS data and the fire service community.
- Publish an annual firefighter fatality study.

### GOAL DESCRIPTION

Increased participation in NFIRS provides an increasingly accurate picture of the national fire problem. In turn, this information means that programs can be better designed to address the national fire problem and to have an impact on reducing the loss of life and property due to the hazard of fire. A list of the FY 2000 publications (below) is representative of the professional resources that come from USFA through NFIRS and other information banks and are returned to the fire community for their use.

### ACHIEVEMENT

- Eight publications were added to the website in FY 2000 bringing the total to 200 being on line. This is almost double the 1998 baseline.
- A total of six analytical reports were published in FY 2000, three for internal use only. This meets the FY 2000 goal and completes the FY 1999 goal. The FY 2000 analytical reports that were published include:
  - Establishing a Relationship between Alcohol and Casualties
  - Multiple Fatality Fires Reported to NFIRS 1994-1996
  - Children and Fire in the United States
  - Regional Fire and Fire Deaths
  - National Fire Death Statistics: Groups at Risk
  - Minority Groups and Fire in the United States
- During FY 2000, the 1998 Firefighter Fatality Report was printed, distributed, and posted on the website. The 1999 final list of firefighter fatalities was published and made available in both hard copy and electronically. Research for the 2000 report has investigated almost 70 firefighter fatalities.

## The National Fire Problem

Year	Fires	Deaths	Injuries	Direct Dollar Loss in Millions	On-Duty Firefighter Fatalities
1990	2,019,000	5,195	28,600	\$9,385	108
1991	2,041,500	4,465	29,375	\$10,906	109
1992	1,964,500	4,730	28,700	\$9,276	75
1993	1,952,500	4,635	30,475	\$9,279	77
1994	2,054,500	4,275	27,250	\$8,630	104
1995	1,965,500	4,585	25,775	\$9,182	96
1996	1,975,000	4,990	25,550	\$9,406	95
1997	1,795,000	4,050	23,750	\$8,525	94
1998	1,755,500	4,035	23,100	\$8,629	91
1999	1,823,000	3,570	21,875	\$10,024	112

## PROJECTED ACHIEVEMENT

There has been an increase in data collection over the last 2 years. Continued encouragement of fire incident reporting and data analysis should result in a better understanding of the Nation's fire problem.

## GOAL CHANGES

The U.S. Fire Administration has devoted considerable time during FY 2000 in reviewing their programs and performance goals. They have elected to consolidate their several goals into a single goal: Support the reduction of the loss of life from fire-related incidents. (1998 Baseline: 4,500) This will be measured through (1) the dissemination of USFA information to constituents and to those who can have a positive impact on targeted populations;<sup>1</sup> (2) an increase over November FY 2000 baseline in the partnerships as measured by Memoranda of Understanding (MOU) or Agreement (MOA) with other Federal agencies, national-level fire service organizations, and others in the creation, development, and implementation of initiatives to enhance the occupational health and safety of fire-fighters and mitigate the loss of life from fire in target populations; and (3) reports that a majority of supervisors of program participants report that National Fire Academy training has improved the participants' job performance and has reduced the local fire risk.

<sup>1</sup> Number of documents distributed, Web site "hits," and class participants.

### Goal M.4.2.

Increase the public awareness of fire hazards and educate the public in fire prevention and mitigation strategies. Integrate those strategies and messages into the *Project Impact* initiative.

## INDICATORS

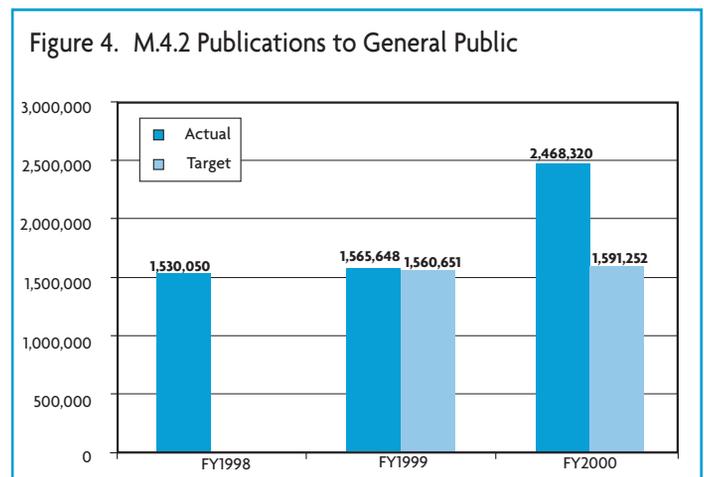
- Increase usage of public education materials by 4 percent (1,591,252) in the general public. (1998 baseline: 1,530,050)
- Increase hotel/motel master list by 20 percent (4,000) (1998 baseline 20,000).

## GOAL DESCRIPTION

The disruption to individuals, families, and communities from fire-related accidents is enormous and often preventable. Informing the public, in particular those in high-risk categories, can reshape behavior and reduce the risk of death and fire losses. The elderly and teenagers are two very different groups vulnerable to fire accidents and subject to USFA's fire prevention activities.

Properties qualifying for inclusion on the National Hotel Motel Master List are equipped with automatic sprinkler and smoke detection systems that are proven to significantly reduce property loss and save lives in the event of fire. By encouraging hotels and motels to adopt these technologies, the safety of the traveling public is greatly enhanced.

## ACHIEVEMENT



## GOAL CHANGES

In FY 2001, activities under this goal will become means and strategies for the consolidated USFA goal. It is expected that there will be increases in both categories.

### Goal M.4.3.

USFA will develop solutions and strategies for addressing the Nation's fire problem and topical issues such as terrorism, through a program of research and technology transfer, to enhance the effectiveness and professionalism of emergency managers and first responders.

#### INDICATORS

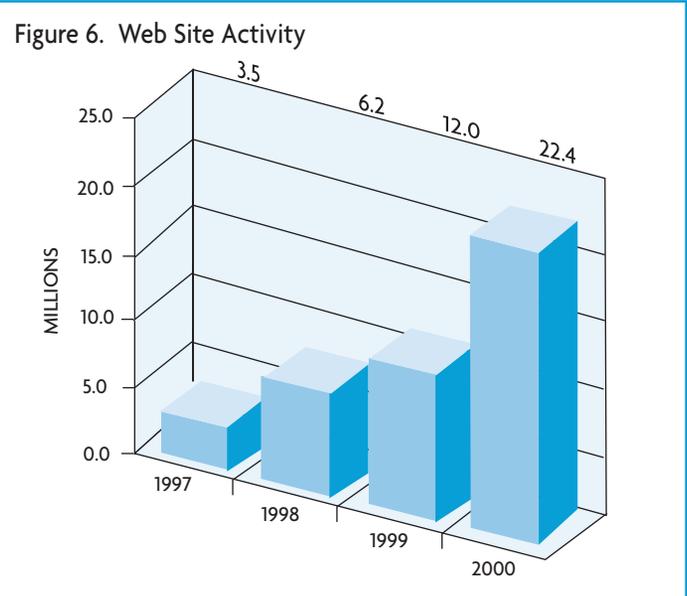
- Increase by 4 percent (4,693) the use of USFA's fire mitigation materials at the Federal, State and local levels. (1998 baseline: 117,325)
- Increase the fire community knowledge of fire and technological hazards and their application of mitigation technologies through the improved targeted distribution of research reports.

#### GOAL DESCRIPTION

USFA provides its constituents with the latest mitigation and technology strategies to enhance the ability of first responders to address the fire problem, thereby reducing the loss of life and property due to fire.

#### ACHIEVEMENT

- Four workshops were conducted to solicit input for the development of a fire research agenda. These meetings resulted in reports of the recommendations of representatives of fire departments and fire service organizations, the fire protection community such as trade associations and building code organizations, the fire protection engineering profession, and fire researchers. These reports have been distributed to stakeholders and partners for comment and confirmation of fire research needs.
- Region VII joined with the U. S. Department of Education in mailing 9,200 of USFA's *Fire Safety Checklists* to every School Superintendent and Principal in the region. This brochure, designed to hang on a door handle, provides many useful tips to making homes safer from fire. One school district has requested 2000 brochures—one for every student!

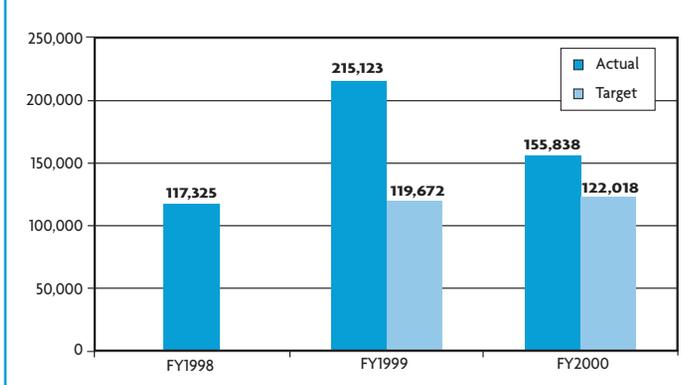


Fire mitigation materials were distributed to the general public and private groups to promote fire prevention, protection, and life safety. Research materials and special topic studies were distributed to fire and emergency responders.

#### GOAL CHANGES

Beginning in FY 2001 this goal will be one of the means that USFA achieves its consolidated goal. It is anticipated that research, testing, and evaluation of firefighter protective equipment will continue. Research results will be distributed to the fire service community.

Figure 5. M.4.3 Publications to Federal, State and Local Government



## Goal M.5.1.

The Federal Insurance Administration (FIA) will operate refined measurement systems to confirm that reduced or avoided flood damage costs exceed the estimate of \$900 million.

### PERFORMANCE INDICATORS

The total reduction in losses for the estimated number of buildings constructed to meet program standards will be calculated, based on the differences in actual loss experience of insured, compliant Post-Flood Insurance Rate Map (FIRM) structures compared with the experience of insured, non-compliant Pre-FIRM structures. Activities are designed to increase the savings achieved by reduced flood damage from an estimated \$800 million in 1998 to \$1 billion in 2002.

### GOAL DESCRIPTION

One of the fundamental undertakings of the National Flood Insurance Program has been the encouragement of local communities to adopt and enforce floodplain building ordinances. Encouraging more flood resistant structures greatly benefits the public through less personal and economic loss from flooding.

The FIA and the Mitigation Directorate work together to promote ordinance compliance. For example, insurance premium rates are formulated to recognize proper constructions and discourage improper building. Further, the NFIP makes available Increased Cost of Compliance (ICC) coverage. This coverage was added to help policyholders cover the costs to rebuild flood-damaged homes and businesses to meet current floodplain management ordinances. FIA and MT also operate the Community Rating System, a mechanism for recognizing and encouraging community floodplain management (and related activities) that exceed the minimum NFIP standards. Under CRS, premium insurance rates are adjusted to reflect the reduced flood risk

resulting from community activities that meet the three goals of the CRS: (1) reduce flood losses; (2) facilitate accurate insurance rating; and (3) promote the awareness of flood insurance.

### ACHIEVEMENT

In FY 2000 FIA successfully refined and re-measured the savings achieving 100% of its FY 2000 goal. As part of this process, FIA reevaluated prior year savings. Our current estimate for FY 1999 has been slightly decreased, about 4 percent. This is primarily due to the fact that the relative loss experience between Post-FIRM compliant and Pre-FIRM structures has narrowed during the last year. As a result, we now believe that the savings during FY 1999 was slightly below \$1 billion and that during FY 2000, for the first time, the annual savings from loss reduction amounts to just over \$1 billion.

The measurement of this goal was based on three factors: 1. The number of Post-FIRM structures in Special Flood Hazard Areas (SFHAs) by year. 2. The estimated percentage (85%) of those structures that are built in compliance with minimum NFIP requirements. 3. The estimated reduction in average annual damages based on historical NFIP loss experience as described in the Performance Indicator section above.

Our analysis of the Flood Loss Reduction Savings indicates that the projected \$1 billion in savings by FY 2002 has already been met and a recalculation of the projection will be done. The numbers underlying this estimate of past and future loss reduction savings are displayed in the following table:

### Flood Loss Reduction Savings

	1998	1999	2000	2001	2002
Number of Post-FIRM Structures in SFHAs	2,506,452	2,602,702	2,700,254	2,800,965	2,906,659
Number of Compliant Post-FIRM Structures in SFHAs	2,130,484	2,212,297	2,295,216	2,380,820	2,470,660
Reduction in Average Annual Damages	\$434	\$443	\$452	\$461	\$470
Savings from NFIP Mitigation Requirements	\$925 M	\$980 M	\$1,037 M	\$1,098 M	\$1,161 M

## Goal P.1.1.

State and Local Preparedness Program. FEMA's challenge is to continue working with its State and local partners in developing emergency management performance standards and associated accreditation processes that will use the Capability Assessment for Readiness (CAR) as their assessment tool.

To date, the CAR has been implemented by all States, Territories and Insular Areas in both 1997 and in 2000. We have experienced an unprecedented 100% completion rate in both assessments, which can be attributed to the thorough coordination by FEMA, NEMA and the State emergency managers, as well as the quality of the process and products. The results of the CAR assessments have been used for strategic planning, budgeting and operations. FEMA also published a national report to the President and Congress based on the survey's results in 1997 and is currently developing another national report based on 2000 data.

The CAR currently incorporates the emergency management standards developed by the National Fire Protection Association (NFPA-1600). The CAR is also the foundation for the Emergency Management Accreditation Program currently being developed by States, Territories, Insular Areas, and NEMA. The Council of State Governments, the National Governors' Association, and the International Association of Emergency Managers are also supporting this accreditation program.

## PERFORMANCE INDICATORS

Analysis of results of State CAR, evaluation and analysis of performance, results of follow-on surveys, and assessment of progress against specific plans.

## GOAL DESCRIPTION

The current State Capability Assessment for Readiness (CAR) initiative was developed to provide State emergency managers a credible survey instrument and process designed to assess their operational readiness and capabilities in emergency management. The CAR provides a common format for these assessments, not only in identifying emergency management capabilities but also, working with representatives from a FEMA Regional Office, in identifying areas needing improvement by States, Territories, or Insular Areas. The individual States and National Emergency Management Baseline will be established using the FY 2000 State CAR results. This quantitative instrument will enable actual performance measurements in subsequent years.

Through the identification of actual emergency management capabilities, specific areas requiring improvement may be appropriately addressed to advance readiness levels at the State and National levels. People benefit directly through these increased readiness levels of emergency management via the reduction of loss of life and property during disaster situations.

## ACHIEVEMENT

Figure 7. National Summary Report (NSR) 2000

Summary of Attribute Scores  
by Capability Rating

Capability Rating	Percent
Fully Capable (5)	3%
Very Capable (4)	61%
Generally Capable (3)	35%
Marginally Capable (2)	1%
Not Capable (1)	0%
<b>Total</b>	<b>100%</b>

All 56 States, Territories and Insular Areas completed the State CAR in FY 2000. Data analysis is presently ongoing and will continue into FY 2001.

**Special Conditions: Following 1998 when this goal was developed, FEMA and its national partners collaborated to revise the CAR instrument. This resulted in postponing until FY 2000 gathering CAR data and in a break in continuity of comparing data with 1997 baselines.**

## PROJECTED ACHIEVEMENT

An analysis of State CAR data will continue in January 2001. The analysis will be used to prioritize the 13 emergency functional categories to identify those on which to focus in FY 2001. FEMA's State, Territory and Insular Area customers have requested that the CAR be put on a regular two-year cycle so they can plan for and perform regular CAR assessments. A Local CAR will be developed, reflecting local government emergency management programs and requirements. And development of a Tribal CAR instrument and process is under consideration.

## GOAL CHANGES

The Preparedness, Exercises, and Training Directorate has revised its annual performance goals to better project its efforts to support State and local emergency management capability: *Provide Federal, State, Tribal, Local and Private Sector Partners with the Tools to Improve their Knowledge, Skills and Abilities in all phases of Comprehensive Emergency Management (Preparedness, Mitigation, Response and Recovery).*

This revised goal incorporates some of the earlier activities and performance indicators into the FY 2001 and 2002 means and strategy section. This is a more accurate depiction of these operational level activities.

## Goal P.2.1.

USFA seeks to enhance the professionalism of the Nation's fire service and allied professions through comprehensive training and education, with special emphasis on emergency response to terrorism.

### PERFORMANCE INDICATORS

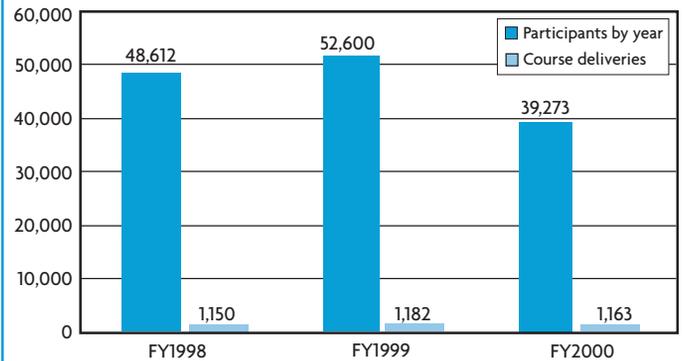
In keeping with the National Fire Academy's (NFA) long-term training target of reaching 300,000 fire service personnel, USFA will deliver 676 courses and reach 16,750 students, resulting in 76,419 student days. This will be accomplished through USFA's traditional direct deliveries and by increasing the number of students through its new technology-based approaches.

### GOAL DESCRIPTION AND VALUE

Through its courses and programs, the NFA works to enhance the ability of the Nation's fire and emergency service personnel and allied professionals to deal more effectively with fire and related emergencies, with an emphasis on emergency response to terrorism training activities. Using a diverse delivery system, the Academy uses both traditional and non-traditional means of delivering its training programs. Traditional means include the delivery of courses at the residential training facility in Emmitsburg, Maryland, as well as the use of working partnerships with State and local fire training organizations and colleges and universities to deliver NFA training programs nationwide. Non-traditional course delivery includes the use of new technology-based approaches such as the Internet and CD-ROM.

The value of the training and education that leads to the enhanced professionalism of the Nation's fire service and allied professionals can be seen through the results of our long-term evaluation survey. The results (based on FY 1999 data) indicate a high degree of transfer of training skills and learning to the job. As in past years, 95 percent of students in the survey said that they were able to apply NFA training when they returned to the job. Additionally, 90 percent said that NFA training improved their job performance. An important effect of NFA training is the fact that 93 percent of students said that they shared their NFA training with their peers, with about 20 percent actually holding formal training sessions in their departments. The eventual outcome and ultimate value to the American public is knowing that their local fire department has received training and education opportunities that have been proven to help them do their jobs better, thus enabling them to protect the lives and property within their local communities.

Figure 8. Education and Training



### ACHIEVEMENT

The successful completion of our goal can be attributed to better reporting and more accurate data collection by our State and local partners.

### METHODOLOGY

The National Emergency Training Center Admission's System was used to collect and track the course delivery and student enrollment data included in the performance indicators.

### PROJECTED ACHIEVEMENT

USFA has revised its goals to focus on outcomes (see Goal Changes below). As a result this 2000 goal will become a means to achieving this 2001–2002 performance indicator: *A majority of supervisors of Program participants report that NFA training has improved the participants' job performance and has reduced the local fire risk.*

### GOAL CHANGES

Beginning in FY 2001 this goal will be one of the means by which USFA achieves its consolidated goal.

## Goal P.3.1.

The Information Technology Support Directorate (IT) will reduce the likelihood of losses of life and property through the provision of emergency alerts and emergency response communications nationwide or regionally by such means as National Warning System (NAWAS), Emergency Alert System (EAS), and Geographical Information System (GIS). To accomplish this long-term objective, FEMA will use IT upgrades to improve services and accessibility that reduce the costs for the response to and recovery from emergencies and disasters.

### INDICATORS

1. *National Warning System (NAWAS)*. Disseminate NAWAS emergency alerts within 3 minutes of receipt.
  - a. Issued weather warnings and alerts to all the nodes within the affected areas.
  - b. System remained operational during shutdowns of commercial utilities.
  - c. Coordinated responses to regional emergencies by State and local officials.
  - d. Reduction in deaths, injuries, hospital stays, and property damage.
2. *Emergency Alert System (EAS)*
  - a. Relayed Federal emergency messages over the EAS within 12 minutes of notification.
  - b. 98% of population covered by EAS messages.
3. *Geographical Information System (GIS)*
  - a. Delivered maps, models, data and analyses as requested to FEMA and emergency partners within 72 hours of notification.
  - b. Transmitted with 98% accuracy, the maps, data, and other information requested for emergency operations via Internet.

### NAWAS GOAL DESCRIPTION

The goal is to provide to public officials and citizens the timely, accurate alerts and information needed to mitigate against, prepare for, and respond to emergencies and disasters. The information can take the form of emergency alerts addressed directly to the public, the coordination of emergency measures by local and state officials, or the mapping of disaster damage for an affected municipality. The provision of timely information directed to the affected areas permits the public and responding officials to prevent the loss of life, reduce serious injuries, and minimize the destruction of property. Savings in public outlays, medical costs, insurance payouts, and personal grief can total millions of dollars each year.

### ACHIEVEMENT

#### 1. National Warning System (NAWAS)

During testing, NAWAS drops were reported within 2 minutes. A 2-minute human response test is performed to all NOAA stations twice daily. Operational readiness exceeds 99%. Local and regional officials rate the NAWAS as a critical system the use of which has prevented serious situations from becoming scenes of tragedy.

These activities are ongoing operations whose goals are set to maintain a long history of excellence. The goals continue to be met 100%. While cost avoidance is not a prime consideration, the cost for NAWAS has declined over the years from \$7 million to \$1.5 million per annum.

#### 2. Emergency Alert System (EAS)

IT relayed Federal emergency messages over the EAS within 15 minutes of notifications. On average, over 95% of the population is covered by EAS messages as determined by daily tests of the system. In an actual emergency, EAS would have priority and would attain over 99% coverage as happens on occasion in testing. The EAS has expanded alerts to cable television and FM radio stations. The broadcasting of weather alerts and other messages via these media confirms the coverage that the EAS has. This performance is consistent with requirements and past performance.

#### 3. Geographical Information System (GIS)

IT provided over 1,000 unique GIS products in support of all phases of emergency management at over 99% accuracy and within 72 hours for disaster response activities; maintained electronic links to States and territories; began coordination of FEMA enterprise GIS requirements analysis; and prototyped an interactive mapping Intranet site. This is an improvement on the FY 1999 delivery time.

FY 2002 should see the fielding of a FEMA enterprise GIS, which will cover the full range of the agency's mapping and other geographical data requirements.

## Goal P.4.1.

FEMA's Office of National Security Affairs (NS) provides support to the FEMA Director, the White House, and the National Security Council on national security policy, programs, and plans as related to terrorism, special programs, continuity of government, continuity of operations, and critical infrastructure protection.

### INDICATORS

NS will (1) receive satisfactory ratings as determined from responses to annual surveys and questionnaires completed by internal and external customers; and (2) publish and distribute either five final versions, drafts, revisions, updates, or comprehensive guidance as related to national security policies, operational plans, and programs.

### PROGRAM DESCRIPTION

NS serves as the focal point for FEMA activities relating to various national security matters. NS works with other Executive Branch departments and agencies to ensure that the United States has in place comprehensive and effective programs to guarantee the continuation of essential Federal functions in all emergencies. NS develops and provides guidance to other Federal departments and agencies, establishes and chairs interagency coordinating groups, assesses Federal continuity of government and continuity of operations capabilities, and coordinates interagency tests and exercises of those capabilities.

### ACHIEVEMENT

1. Survey results from FY 1999 and 2000 indicated that NS's customers are satisfied with the support that they received. The 1999 surveys measured satisfaction with six Continuity of Operations (COOP) Workshops, attended by internal and external customers. Further, NS received *satisfactory* ratings from its Agency Program Performance Survey. This survey was distributed to NS's internal and external customers and measured its performance in coordination, planning, communication, and responsiveness.

2. NS has published and distributed more than five documents relating to national security policies, operational plans, and programs. They include:
  - *Federal Preparedness Circular: Acquisition of Alternate Facilities for Continuity of Operations (COOP)*,
  - *Federal Preparedness Circular: Test, Training & Exercise Program for Continuity of Operations (COOP)*,
  - *The Continuity of Operations and Continuity of Government Assessment Report, FEMA Instruction: Continuity of Operations (COOP), and the Standard Operating Procedure for Classified Document Control*, and
  - Numerous Standard Operating Procedures and after action reports relating to the National Emergency Management Team.

### PROJECTED ACHIEVEMENT

NS is in the process of creating a new Agency Program Performance Survey to ensure that our customers are receiving the level of service that they expect, and it is in the process of drafting several national security guidance documents that are related to NS programs.

### GOAL CHANGES

NS will no longer be measuring terrorism-related programs as these programs have been transferred to the Director's Office. NS is also removing Critical Infrastructure Protection from our goal because our primary responsibilities for that program have become a subset of the Continuity of Government program. Further, NS has changed the name of "Special Programs" to "Contingency Programs." This change will also be reflected in the Performance Indicator for goal CS 1.1.

## Goal MP.1.1.

Through FM's consolidation of FEMA's non-disaster grant programs into Emergency Management Performance Grants (EMPG), States [receive funds that] will address the most critical weaknesses in EM capability and support State and community mitigation and preparedness activities.

### PERFORMANCE INDICATORS

This goal will be achieved annually when

1. 100 percent of EMPG agreements negotiated with States address and emphasize all-hazards risk assessments, planning and capability assessments;
2. States can identify critical weaknesses through analysis of results of the State Capability Assessment for Readiness (CAR), evaluation and analysis of performance results of follow-on surveys, and assessment of progress against specific plans;
3. State mitigation capability is improved and risk, based on standard criteria to be developed with FEMA, is reduced;
4. Measurable performance objectives target improving multi-hazard mitigation planning and project implementation and improving compliance with NFIP; and
5. The scope and number of States' terrorism-related planning and training deliveries is increased.

### GOAL DESCRIPTION

FEMA is responsible for leading and supporting the nation in a comprehensive, risk-based, all-hazard emergency management program. One of the primary means of ensuring the development and maintenance of such a program is through FEMA funding to the States. In FY 2000, FEMA consolidated certain non-disaster funding streams that supported State emergency management agencies into the EMPG. The EMPG streamlines processes, provides increased flexibility to the States to meet emergency management priorities, and more efficiently uses FEMA and State staff and resources.

A comprehensive emergency management program incorporates mitigation, preparedness, and response and recovery activities at the Federal, State, and local levels. With funds provided through the EMPG, States have the opportunity to structure their individual programs based on their identified needs and priorities for strengthening their emergency management capabilities. States have the flexibility to develop intrastate emergency management systems that encourage the building of partnerships that include government, business, volunteer, and community organizations.

### ACHIEVEMENT

This goal was fully achieved. EMPGs based on State priorities for emergency management were in place with all States in FY 2000. CAR was completed by all 56 States, Territories, and Insular areas in FY 2000. Data analysis will continue into FY 2001. Improvement of State mitigation capability and the reduction of risk is on track and ongoing. Standard criteria were developed and distributed to States. Improved State capability is being demonstrated with more efficient HMGP implementation, increased State and local planning, and ongoing analysis of CAR data. Measurable performance objectives are in place. The scope and number of States' terrorism-related planning and training deliveries increased.

### ILLUSTRATIONS

FY 2000 was the first year of the EMPG; 2-year trend lines are not available.

### PROJECTED ACHIEVEMENT

FEMA's State, Territory and Insular Area customers have requested that the CAR be put on a regular two-year cycle so they can plan for and perform regular CAR assessments. Also, a local CAR will be developed, reflecting local government emergency management programs and requirements. These efforts will strengthen the EMPG as a planning and performance tool.

As States gain more control over the development and implementation of their emergency management plans and operations, the nation's emergency management capability will be improved and enhanced and will become more comprehensive and risk-based.

FEMA's second Strategic Goal is to *Reduce human suffering and enhance the recovery of communities after disaster strikes*. This ongoing objective will be met when the combined response efforts ensure the provision of safe water, food, and shelter to disaster victims and assist in the restoration of basic community services from sewage treatment to accessible roads. Successful recovery efforts result in the long-range restoration of facilities eligible for assistance. The agency will measure the overall satisfaction of its customers through surveys and reports used in post-event evaluations.

The Response and Recovery Directorate (RR) covers two inter-related functional areas. Response entails conducting emergency operations to save lives and property by positioning emergency equipment and supplies, evacuating potential victims, providing food, water, shelter and medical care to those in need, and restoring critical public services. Recovery entails rebuilding communities so that individuals, businesses, and governments can function on their own, return to normal life, and protect against future hazards.

### Goal RR.11.

Through improved processes and efficiencies, the Response and Recovery Directorate (RR) will increase the effective delivery of response services.

#### INDICATOR (1)

Within an average of 8 days after a Governor's request, the declaration review package is completed.

#### GOAL DESCRIPTION

The purpose of this goal is to ensure an immediate response to a Governor's request, following a severe event, for a Presidential disaster declaration. The process includes a joint Federal, State and local assessment of the damage and its impact. Based on the results of this assessment, the Governor may submit a request for declaration to the President through the FEMA Regional Director.

If the Governor requests a declaration, the Regional Office prepares a Regional Summary and Analysis and Recommendation, which is forwarded to Headquarters for review. FEMA Headquarters reviews the request and prepares a "White House" package, which includes the Director's recommendation, to send to the President.

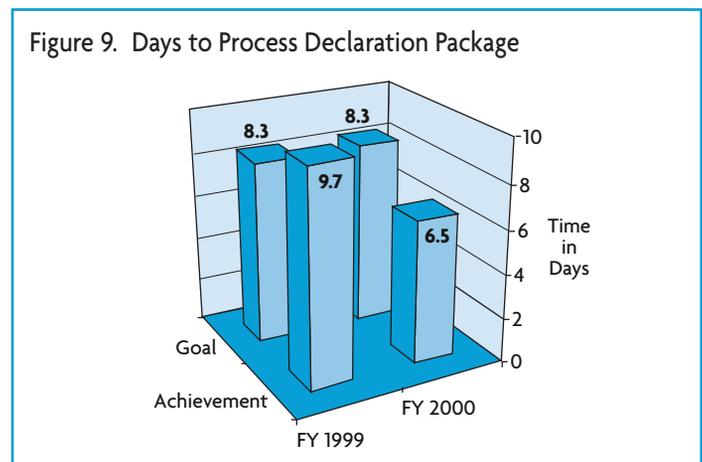
The FY 2000 goal was to complete the review process performed at FEMA headquarters in an average of 8 days. The average is based on the number of days from the date of the Governor's request letter to the date the "White House" package is forwarded to the Director for signature.

Achieving this goal allows FEMA to provide disaster assistance quickly to affected individuals and local governments. Individuals affected by the disaster can start the application process for disaster assistance, and local governments that sustained damage to their infrastructure or incurred costs for debris removal and emergency protective measures can also begin the process to seek reimbursement for eligible costs under the Stafford Act.

Achievement of this goal is tracked through database records and hard copy files of all requests.

#### ACHIEVEMENT

During FY 2000 FEMA processed declaration requests in an average of 6.5 days, exceeding the goal of 8 days. We decreased the amount of processing time from the prior fiscal year by 3 days.



#### PROJECTED ACHIEVEMENT

FEMA expects to continue processing declaration requests in under 8 days in FY 2001. A goal that sets achievement any lower than an average of 8 days would be very difficult to meet because requests that are turned down require about 30 days, on average, to process.

#### GOAL CHANGES

In an effort to move to outcome goals, this activity will not be measured in future plans. It will continue to be an operational issue.

## INDICATOR (2)

100 percent of identified Mobile Operations equipment is upgraded or replaced.

### GOAL DESCRIPTION

The purpose of this goal is to insure the availability of the equipment Mobile Operations (MO) relies on to provide telecommunications, logistics, and operational support to local or State authorities when disaster needs exceed their capabilities. The readiness and availability of MO equipment is vital to its mission to provide prompt and rapid multi-media communications, information processing, logistics, and operational support to Federal, State, and local agencies during catastrophic emergencies and disasters for government response and recovery operations.

Success in achieving this goal means that Mobile Operations can meet the needs of State and local emergency managers in their efforts to save lives, protect property, and coordinate disaster and all-hazard operations.

Mobile Operations identifies its priorities thus making it a matter of record keeping to determine annually the completion of this task.

### ACHIEVEMENT

Mobile Operations achieved 100% of its Annual Performance Goal for FY 2000. The following items were identified as critical needs and have been fully completed:

- Upgrade of high frequency (HF) radio engineering design
- Creation of a prototype HF system
- Award of an Emergency Operations Van (EOV) contract for 3 vehicles
- Award of an EOV contract for an additional 2 Vehicles
- Upgrade of Multi-Radio Van (Maynard, Massachusetts MERS detachment)
- Completion of a water tanker study
- Award of a water tanker contract for 5 tankers

### PROJECTED ACHIEVEMENT

Mobile Operations expects to upgrade or replace 100% of identified Mobile Operations equipment in FY 2001.

### GOAL CHANGES

In an effort to move to outcome goals, this activity will not be measured in future plans. It will continue to be an operational issue.

## INDICATOR (3)

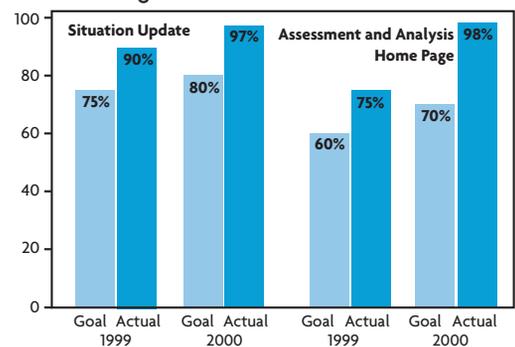
Internal customer satisfaction increases to 80 percent for the Daily Situation Update, and to 70 percent for the Assessment and Analysis Home Page on the Intranet from which critical information is made available to disaster-response decision-makers.

### GOAL DESCRIPTION

This goal ensures that key decision makers within FEMA receive accurate and timely information concerning potential or on-going disasters and emergencies. The timely provision of critical information to key decision makers enhances the Federal Government's ability to effectively respond to disasters and deliver timely assistance. While satisfaction is determined by an internal survey of customers, any lacking in the Daily Situation Report information would be noted by senior staff using this material and rectified immediately. Improvements to the format have been the result of comments made by those who use the report.

### ACHIEVEMENT

Figure 10. Percentage of Goals Met



Note: The fact that goals are set before the current year's achievement is determined results in apparent underestimation of the goals.

### PROJECTED ACHIEVEMENT

In FY 2001 major efforts will be made to further enhance disaster information services, including redesign of the Assessment and Analysis Branch Homepage, development of additional products and services, and continued survey of OP customers to measure effectiveness of enhancements.

Additionally, a major effort to improve accessibility to the website by external customers (other Federal Departments and Agencies) will be undertaken in FY 2001. This effort is expected to increase these organizations' access and use of important disaster information. As FEMA coordinates the disaster activities of 26 other Federal agencies, using technology to provide information is essential and economical.

### GOAL CHANGES

In an effort to move to outcome goals, this activity will not be measured in future plans. It will continue to be an operational issue.

## Goal RR.1.2.

Through improved processes and training, RR will enhance community recovery over FY 1998 baselines.

### INDICATOR (1)

RR will achieve an 85-percent external customer satisfaction rate with the adequacy of infrastructure guidance and the operation system for the new Public Assistance Program.

### GOAL DESCRIPTION

As part of an Agency-wide effort to improve program performance, RR's Infrastructure Division began to redesign major components of the Public Assistance (PA) Program in 1997. The general goal was to transform the public assistance program into a customer driven and performance based program, thereby improving the quality and delivery of service to PA's State and local applicants.

To accomplish this goal, program managers established a set of performance standards, measures, and targets for the PA Program. Each performance standard addressed an aspect of policy, process, or human performance that affects the delivery of disaster services to customers. To evaluate the effectiveness of the new PA Program, customer satisfaction surveys were conducted in FY 2000 for each disaster where Public Assistance was given.

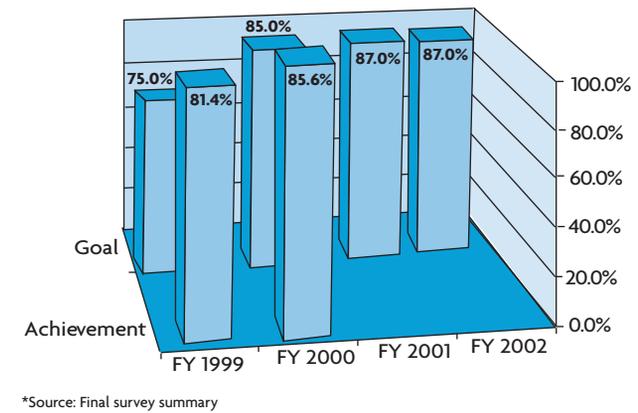
The benefits from achievement of this goal are many. Achievement of this goal means that customers are

- Satisfied with the overall Public Assistance Program and process.
- Issued policy that is consistent, appropriate, and flexible.
- Satisfied with the overall Project Worksheet (PW) process.
- Satisfied with the information received about the Public Assistance Program.
- Satisfied with administrative requirements.
- Served in a timely manner, with minimal turnover, by staff who are responsive, competent, accountable, and customer friendly.
- Treated as partners.

Within each performance standard, there are several measures of satisfaction that correspond to program evaluation and customer satisfaction survey questions. These measures are averaged for each disaster to determine the overall customer satisfaction rate. The overall rates for each disaster are again averaged to determine the annual customer satisfaction rate.

### ACHIEVEMENT

Figure 11. Customer Satisfaction with Elements of Public Assistance Program



### INDICATOR (2)

RR will achieve a 90-percent satisfaction rate with the Human Services program as measured by an index that includes overall customer satisfaction and reported ability of recipients of disaster assistance to recover from disasters.

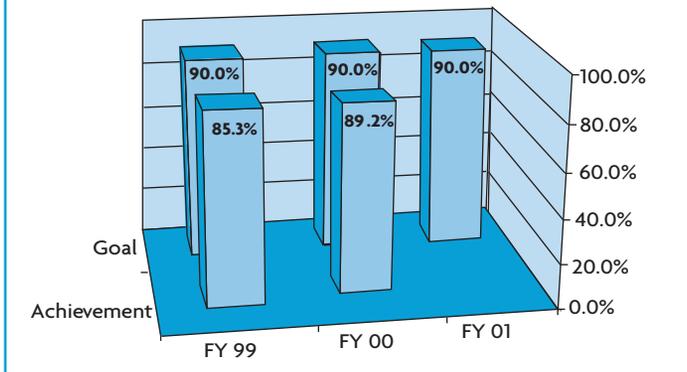
### GOAL DESCRIPTION

Through the Stafford Act, Congress has empowered FEMA to assist in the recovery efforts of communities affected by disaster. The aim of this goal is to improve and enhance FEMA's ability to give that assistance, thereby helping communities recover sooner. The goal promotes improvement of the agency's internal processes and training of its employees.

The Human Services (HS) program uses data from surveys conducted among recipients of Individual Assistance (IA) to gauge its progress toward this goal in two ways. First, HS measures how satisfied recipients of Individual Assistance were with FEMA. Second, HS measures the percentage of recipients of individual assistance that felt they were able to recover from the disaster. Both measures are then combined into an average, or "index."

## ACHIEVEMENT

Figure 12. Customer Satisfaction with Elements of Human Services Program



## SPECIAL CONDITIONS

Complete information for FY 2000 is not yet available, due to the time lag involved in collecting and analyzing survey data. It takes about five months to complete the survey process for each disaster. This means that the 89.2% level of satisfaction reported above includes data from the first half of the fiscal year only. Data for the second half of FY 2000 will not be available until halfway through FY 2001.

Also, it should be noted that HS missed its goal of 90% satisfaction by only 0.8%. This is well within the  $\pm 3\%$  margin of computed for the sample of recipients surveyed, and suggests that the true level of satisfaction may lie anywhere between 86.2% and 92.2%.

## UNMET GOAL TIMELINE

During FY 2001, efforts within the Human Services Division will focus on:

- Improved “peacetime” recruiting standards, as well as better surge hiring procedures
- Completion of uniform staff credentialing standards and accompanying training
- Implementation of a comprehensive set of positive changes in the ways in which we manage our people
- Award of a new contract for damage inspection services that will yield significant improvements in the timeliness and quality of this function
- Development of performance measures for the Individual Assistance programs
- Revision of the policies that govern the operation of Disaster Recovery Centers
- Implementation of call recording and other quality control procedures
- Development and implementation of interactive voice response technology to improve routing of calls to work units most capable of handling the problem and to permit callers 24-hour access to recorded information regarding the status of their claims

Additionally, HS has launched an effort to revise the customer satisfaction survey instrument itself so that we are better able to pinpoint the precise causes of any customer dissatisfaction.

## GOAL CHANGES

In FY 2001 the goal for the Human Services program was changed to *Improve Customer Satisfaction with HS Programs*. Using survey data, RR measures this goal against a target of “90%” customer satisfaction with HS program services for disasters below 50,000 telephone registrations for assistance per week.

This measurement will cover performance for the last half of FY 2000 and the first half of FY 2001 because of the time lag involved in collecting and analyzing the survey data. We expect to have the new customer survey tool on line by the beginning of the third quarter of FY 2001. This may affect proposed FY 2002 goals.

## INDICATOR (3)

50 percent of recipients of FEMA services indicate that these services reduced their suffering.

## GOAL DESCRIPTION

Through the Stafford Act, Congress has empowered FEMA to assist in the recovery efforts of communities affected by disaster. This goal reflects FEMA’s commitment to improve and enhance FEMA’s ability to give that assistance, thereby helping communities recover sooner. FEMA seeks to do this by improving the agency’s internal processes and by training its employees.

The Human Services (HS) program uses data from surveys conducted among recipients of Individual Assistance (IA) to gauge its progress toward this goal. The measure used to determine success for this goal counts those recipients of Individual Assistance who indicated they had suffered as a result of the disaster and were able to recover.

## ACHIEVEMENT

The Human Services program projects 100% achievement of its goal for FY 2000, according to surveys completed for the first half of FY 2000, the only portion of the year for which data are currently available. Among recipients who indicated that they had suffered as a result the disaster, 86.3% said that they had been able to recover. This percentage far exceeds the goal’s stated benchmark of 50% of recipients. Data for the second half of FY 2000 will not be available until halfway through FY 2001.

## GOAL CHANGES

RR will continue to monitor the success of its Individual Assistance Program, but will not continue this goal, which was established as a test of FEMA’s ability to “reduce suffering,” an earlier, deleted strategic objective.

### Goal RR.1.3.

The disaster field operations evaluation system will provide management with information to enable improvement in the delivery of disaster assistance.

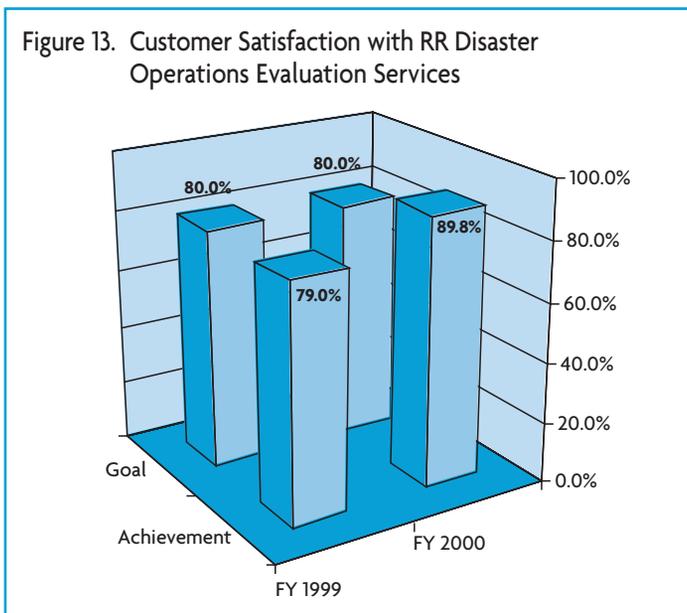
#### INDICATORS

80 percent of RR internal customers are satisfied with the RR evaluation system as it supports activities to improve performance in disaster field operations.

The Response and Recovery Directorate (RR) collects information from a variety of internal and external disaster operations stakeholders and reports analyzed results to senior staff to assist them in making program management decisions.

When end-user, front-line staff and partner feedback are factored into the program decision-making process, program managers are able to choose courses of action best suited to achieving outcomes most valued by customers.

#### ACHIEVEMENT



The Human Resources Research Organization administered the 2000 survey on RR's behalf. Using comments from the 1999 survey RR improved service and significantly increased customer satisfaction.

#### PROJECTED ACHIEVEMENT

While overall satisfaction with the RR evaluation data is relatively high, there are areas marked by survey responses as needing improvement. For instance, RR is working to improve its ability to turn work around more quickly and intends to increase the usefulness of its products by completing the reengineering projects underway with both After Action Report and GPRA processes within RR.

#### GOAL CHANGES

In its effort to focus on outcomes, RR will continue to work in this area, but will not include it in its performance goals beginning in FY 2001.

## Goal RR.2.1.

The Preparedness, Training, and Exercises Directorate (PT) will support the Federal government's capability to augment, when needed, State and local response to disasters and develop program strategies to address the most critical 5 percent of shortcomings.

### INDICATORS

There will be measurable improvement in the conduct of simulations and similar activities as indicated by formal evaluation and analysis of results, follow-on training survey results, and successful disaster-response performance by FEMA.

The State Capability Assessment for Readiness (CAR) obtains self-assessment data from States, Territories and Insular Areas concerning their emergency management readiness. The CAR is designed to have States' emergency managers conduct a self-assessment in the mitigation, preparedness, response and recovery areas of a State's

emergency management program. Such an assessment enables emergency planners to identify their shortcomings and strategically plan and budget to eliminate them and to develop strengths in their emergency management programs to protect life and property.

### GOAL CHANGES

Although the CAR was completed in FY 2000 and the results continue to be analyzed in FY 2001, Agency changes to priorities precluded action on this goal. It will be deleted as part of PT's Annual Performance Plan consolidation to one Preparedness goal in FY 2001.

## Goal RR.3.1.

The Federal Insurance Administration will seek to increase the number of NFIP policies-in-force by 5 percent.

### INDICATORS

As shown in end-of-year policy count reports, the number of policies-in-force, increases from an estimated level of 4,323,833 for FY 1999, to an estimated 4,540,025 for FY 2000. *This performance goal was recalculated based on the year-end FY 1999 policy count of 4,187,729. FY 2000 goal was adjusted to 4,397,115.*

### GOAL DESCRIPTION

An increase in the number of policies in force reduces the taxpayers' burden of paying for uninsured flood losses and provides an option that gives individuals and business owners a way to lessen the disruption and trauma of flooding and through insurance accelerate their recovery.

### SPECIAL CONDITIONS

As of the end of this fiscal year, the policy count increased by 81,965 from 4,187,729 to 4,269,694 policies. This is a 1.96% increase. Although short of the goal, there were a number of factors that affected the overall FY 2000 policy growth:

- Lack of flood activity and drought conditions across many parts of the United States negatively affected new policy sales and policy renewals.

- There was a decline in the number of residential condominium policyholders. There are indications, however, that rather than being uninsured, coverage is being written by companies outside of the NFIP. This decline offset a 2.84% growth rate in all other policies.
- Flood insurance rate map changes may have caused policyholders to cancel coverage when, as a result of the change, they were no longer required by their lender to be insured. Not everyone converted his standard flood insurance policy to a less expensive Preferred Risk Policy when this became possible after the map change.

### UNMET GOAL TIMELINE

An analysis of the effect of advertising on policy sales indicated that insurance sales peak 4 to 18 months after the consumers' notice of an advertisement. Continued awareness advertisements will complement response advertisement in 2001. The Cover America II strategy will continue with changes based on the analysis.

## ACHIEVEMENT

The NFIP has experienced major overall growth over the past decade. Program *growth rates* during the past 10 years have not been predictable on a year-to-year basis. Years of significant growth can be matched to periods of flooding or a perceived threat of flooding. FEMA's advertising and public awareness campaign, heightening people's awareness of the flood potential and telling them how they can get flood insurance coverage, will continue. The FIA will also examine the factors affecting policy retention.

## GOAL CHANGES

The 1999 long-term objective was to increase by 30%, over the 1998 baseline of 3,811,253, the number of policyholders. In view of the past two-year's growth, FIA may re-examination the 5% average annual standard. As the FY 1999 and FY 2000 growth rate was slower than the previous slow growth years, past achievement may not be a good measure for future growth. This may be especially true given the current size of the policy base produced by years of compounded growth. Based on the maturity of the program and the uncertainty of the other factors that could affect growth, e.g., weather, it is expected that the program will continue to grow, but perhaps not as fast as it has in the past.

Figure 14. NFIP Policy Count 1999–2000

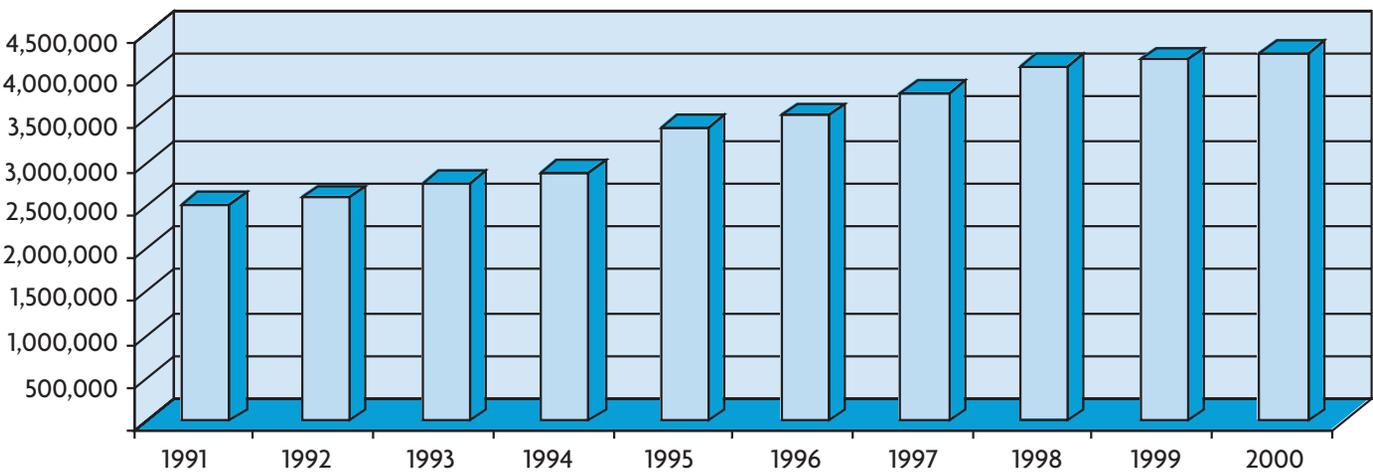
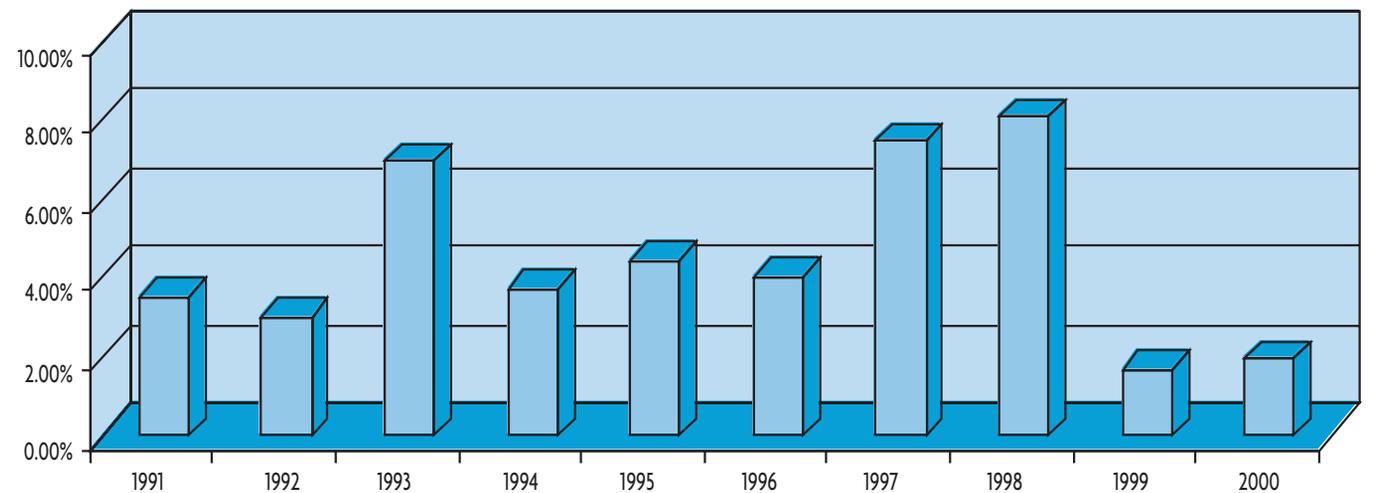


Figure 15. NFIP Policy Growth Rate 1991–2000



## Goal RR.4.1.

The Information Technology Support Directorate (IT) will enhance recovery and rebuilding by expediting disaster operations with FEMA's enterprise-wide information and processing services provided through the National Emergency Management Information System (NEMIS). IT will direct remaining NEMIS development activities and monitor operations and maintenance of Version I.

### INDICATORS (RESTATED FOR CLARITY)

1. NEMIS enterprise architecture operates and can be adjusted to accommodate any size disaster operations at FEMA Headquarters, the regions or the national processing centers.
2. Applications software and associated databases will satisfy the requirements of the NEMIS Subsystem Specifications, including response time, system throughput, accuracy, capacities, and availability.
3. NEMIS Intranet will operate for the emergency management community to access at will needed library material.
4. The NEMIS optical imaging services will meet NEMIS requirements: support disaster-related correspondence; and distribute applicant-supplied verification information, field surveys and other analysis to caseworkers.
5. NEMIS Version 2 will progress on schedule and within budget.

### GOAL DESCRIPTION

Disasters are costly, not just in terms of property losses, but also in the resources required to respond to and recover from the events. They also create major disruptions in the lives of the victims, their families, businesses, and public institutions. NEMIS represents the agency's approach to reduce the costs and disruptions by integrating disaster response activities to speed the delivery of benefits while reducing operating costs. Consistency and timeliness of processing grant applications and disaster housing payments have improved as a result of the interface between NEMIS and the agency's financial system. The single point of entry provided through NEMIS has eliminated the costs incurred by redundant data entries into multiple systems and has reduced keying errors.

### ACHIEVEMENT

NEMIS achieved 100% of the goals for FY 2000.

1. Achievement included supporting 40 major disaster declarations, five emergency, and 47 fire suppression assistance requests. Using electronic transfers with automated interface to the agency's financial and acquisition systems, NEMIS processed:
  - Disaster Relief Fund allocations totaling to \$1,701,339,640.
  - 81,677 applications resulting in individual and family support grants of \$144,069,818.

- 144,222 disaster payments of \$234,391,508.
  - 24,095 public assistance projects and obligated \$830,618,352.
  - 152 Hazard Mitigation Grant Program projects and obligated \$128,020.
  - 60 Flood Mitigation Assistance projects for \$6,823,331.
2. The NEMIS development team continued to make improvements in the application processes, database, and hardware to increase NEMIS' ability to serve disaster operations of a wide range in size. The NEMIS Human Services module has been improved by adding a web-based application-inquiry capability and the capability to distribute the workload across multiple processing center servers during a catastrophic disaster.
  3. NEMIS has met the applications and software requirements as specified in the NEMIS System Subsystem Specification with respect to response time, system throughput, accuracy, capacities, and availability.

The automated processes implemented in NEMIS provide faster response to individual disaster victims' needs, improve the efficiency of assistance processes, and promote a high degree of integration with FEMA's Office of Financial Management and other partners in disaster response.

NEMIS has supported the disaster-processing element of the response and recovery strategic goal in the following ways:

- Turnaround time from applicant registration to initial decision has dropped over the last 12 months from an average of 10.78 to 8.5 days.
- Appeal rates have fallen 10% over in the prior system to 7.7% in NEMIS.
- 80+% of all outgoing mail is now automatically generated, and far more efficiently processed with automated mailing machines. In the prior system, approximately 50% of the mail was auto-generated and most was manually folded and stuffed in envelopes.
- The implementation of automated electronic decision-making and routing of registrations has reduced the number of handoffs in the processing of registrations for assistance.
- 100% of auto-generated awards are now auto-certified rather than manually certified.
- Setup data is now shared rather than redundantly added to each organization's database.

- The imaging of documents is enabling more efficient and appropriate responses to victims' needs. Incoming mail is accessible nationwide within an hour of scanning compared with the prior system where documents on average were not in the hands of caseworkers for several days.
  - The three National Processing Service Centers (NPSC) operate in an integrated virtual mode in all disasters, which has improved staff utilization and efficiency.
  - The total cases processed per staff hour (including cases manually and auto-processed) have doubled. This indicates the effect of the increase in auto-processing and degree of inter-NPSC coordination possible with NEMIS.
  - The increased integration with state offices enabled by NEMIS is resulting in greater overall efficiency in responding to disaster victim's needs.
  - State programs receive transmittals of cases continually rather than in batches. 70% of the letters from state programs are auto-generated.
  - The enhanced interfaces with the Small Business Administration (SBA), Flood Insurance databases, and other external databases are resulting in greater efficiency and accuracy in the processing of registrations for all programs.
  - 100% of the status updates from SBA are transmitted and integrated automatically rather than manually processed.
  - The standardization of automated processing criteria is resulting in greater consistency in the application of program policy.
  - Automated eligibility determination for Disaster Housing registrations has increased from 46% in the prior system to 60-90% in NEMIS. The percentage of automated eligibility determinations in NEMIS is dependent on the disaster environment (type of disaster, insurance coverage, average income, etc.) and the disaster setup configuration.
4. The NEMIS reference library continues to exceed expectations. The reference library has been upgraded. At the current time there is no backlog for reference library updates.
  5. The NEMIS optical imaging services meet user requirements. We overcame the maintenance issues with the Human Services imaging component and it is fully operational.
  6. Version 2; Version 2, Maintenance Release 1; and Version 2, Maintenance Release 2 were fielded on schedule and within budget. NEMIS software meets specifications. Major upgrades to the operating system, database, and applications software (Version 2, Maintenance Release 3) are on schedule for release early next year.

### PROJECTED ACHIEVEMENT

NEMIS operations are still in the initial fielding, with version 2 still undergoing review. Also the number of transactions and extent of use varies directly with the number and seriousness of the presidential declarations for Federal disasters.

FY 2001 through FY 2004, the NEMIS management team will be incorporating the requirements and changes to existing business rules mandated by the Disaster Mitigation Act of 2000.

## Goal RR.5.1.

IT will provide cost-effective, reliable backbone data and communications services as needed, where needed and continue the FEMA networks' upgrade for long-term cost reductions.

### PERFORMANCE INDICATORS

1. FEMA Switched Network (FSN) will
  - a. Serve at 99% availability all FEMA fixed locations with backbone communications services.
  - b. Interconnect any disaster with other temporary FEMA facilities to the FSN within 24 hours.
  - c. Integrate and add new functions and services into the FSN.
  - d. Reduce baseline costs for per unit of FSN service.
2. Transmit emergency communications via HF radio or patch between telephone nodes anywhere in the U.S. within 30 minutes of requests.
3. Record any intrusion through FEMA's Internet firewall.
4. Reduce the costs for disseminating FEMA documents and public announcements.

### GOAL DESCRIPTION

The FEMA Switched Network serves as the backbone for the agency data and voice transactions. That arrangement facilitates the integration and streamlining of the agency's electronic activities, including providing a security umbrella for the IT systems that operate on the network. The network managers continue to play a key role in introducing new technology and services to the agency that reduce costs while improving the delivery of emergency management products to FEMA's partners.

### ACHIEVEMENT

1. Interconnected 36 disaster field offices to the FEMA Switched Network within 24 hours; maintained 50 T-1 circuits at better than 99% availability; managed local and long-distance telephone service, 1-800 telephone service, pagers, cellular phones, satellite service, Internet service, and TV broadcast service for 32 disasters.

An inventory of pagers and cellular phones resulted in the disconnection of approximately 500 pagers and cellular phones, saving FEMA an estimated \$150,000.

Installed asynchronous transfer mode (ATM) switches to integrate voice, data, and video. Data traffic has been transitioned to the ATM network at six core locations.

2. Continued to maintain the FEMA National Radio System in a ready state to accomplish voice, telephone patch and data capabilities within 30 minutes of requests. The Net control station and 5 Federal Recovery Center stations are in a 100% ready condition.
3. FEMA intercepted 24 major viruses. IT conducted network scan and security audits on FEMA's Intranet/Internet assets. FEMA's Internet firewall policies have been strengthened and Intranet firewall schema has been implemented. IT deployed firewall controls to NEMIS ACE inspectors' module by limiting access to FEMA's network only for the functions required. The raptor firewall was tested and implemented at NETC.

### PROJECTED ACHIEVEMENT

To meet the FY 2002 goal for a 20% reduction in per-unit costs, FEMA will integrate the data and voice networks reducing the need for T-1 circuits. To reduce costs at the disaster field offices, FEMA will have wireless Disaster Field Offices and use laptops computers to reduce shipping fees, warehousing space, installation time, manpower, and power consumption. By FY 2002, FEMA expects over a 25% reduction in the cost of providing computer and communications services to a disaster field office.

## Goal RR 6.1.

The Operations Support Directorate (OS) will provide cost effective organizational support by meeting the following disaster operations standards as stated in the following performance indicators.

### INDICATORS

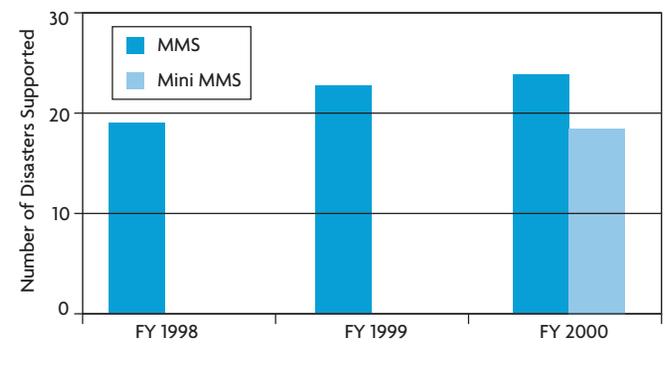
1. Based on operational requirements, facilities are acquired in a timely manner and at current market rates;
2. Ensure postal and rental charges assessed and applied to the appropriate disaster account;
3. Mail management System prepackaged and appropriately sized equipment or “Go Kits,” are transported to and activated by all major declared disaster field offices.

### GOAL DESCRIPTION

To properly track the funding for Indicator 1, OS has coordinated with the Office of Financial Management to develop an appropriate Disaster Relief Fund (DRF) cost share based on the proportionate allocation of DRF employees occupying space in non-DRF facilities. This ensures proper use of the DRF appropriation and avoids improper offsets to the non-DRF accounts, which has been a Congressional concern in the past. FEMA will be restating this part of the goal in future Performance Plans.

Continuing its efforts to control costs, OS deploys within 24 hours of a request different-sized mail management systems (MMS) to appropriately meet specific needs of the disaster operations. In FY 1998, OS deployed 18 MMS to support Disaster Field Offices; in FY 1999, MMS supported 25 DFOs; and in FY 2000, 47 DFOs.

Figure 16. Deployment of Mail Management Systems for DFO Mail Operations Support



## Goal RR.6.2

OS will provide a safe and secure environment for FEMA and its EM partners at disaster facilities.

### INDICATORS

1. Provide trained Safety and Security Cadre members to 80 percent of major declared disasters;
2. Implement a comprehensive accident reporting system and establish a baseline for measuring injury and illness rates at disaster sites in accordance with Occupational Safety and Health Administration (OSHA) standards;
3. 100 percent of FEMA disaster fixed facilities meet the Department of Justice Level IV standards; and
4. Complete baseline OSHA facility surveys of all FEMA disaster fixed facilities.

### GOAL DESCRIPTION

Security staff ensure that FEMA personnel, assets, and resources as well as other Departments and Agencies co-located with FEMA are able to perform their emergency management duties in an environment free from fear and threats of hurt, harm or danger. Successful achievement of this goal ensures that emergency management personnel are able to provide the best possible service to its customers at disaster sites and under emergency conditions.

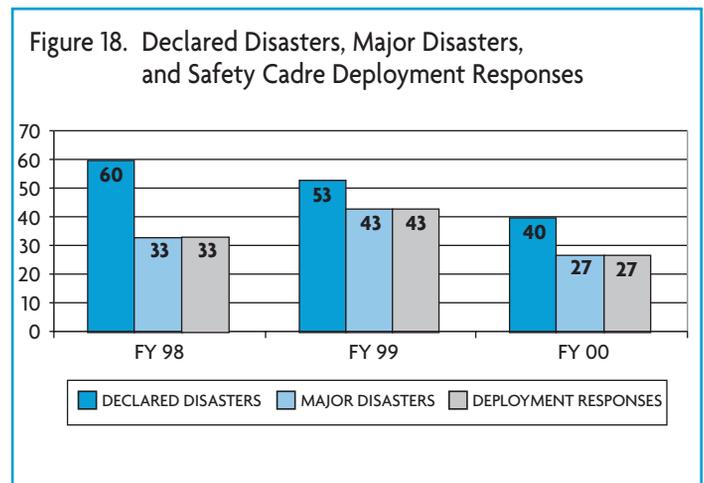
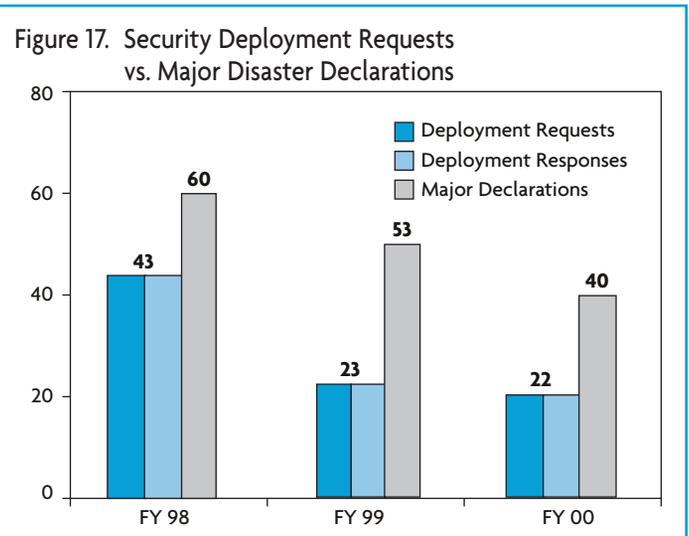
Safety personnel work to provide a safe and healthy working environment for FEMA employees at disaster response operations. The safety cadre personnel assist in implementing FEMA's Safety Program through reducing injuries and illnesses, identifying and abating safety hazards and providing safety awareness training. The accident tracking system collects data to perform trends and analyses, and the annual inspections ensure FEMA employees are working in a safe environment.

### ACHIEVEMENT

See charts below.

1. Disaster Assistance Employees (DAE) were trained in areas including Crisis Management & Violence in the Workplace, Federal Protective Service (FPS) roles and responsibilities, Disaster Field Office (DFO) operations, Law Enforcement Liaison, Safety and Security Awareness, Blood-borne and Airborne Pathogens, Automated External Defibrillator (AED), CPR, and First Aid.
2. Safety DAEs received additional training on the Safety Tracking System. Vaccinations were available to all attendees at each of the training courses. The Safety Tracking System was implemented

in the third quarter of FY 2000 and is operational at 100% of the disaster field offices and at 36% of the disaster fixed facilities. The system is scheduled for implementation at the remaining fixed facilities for FY 2001.

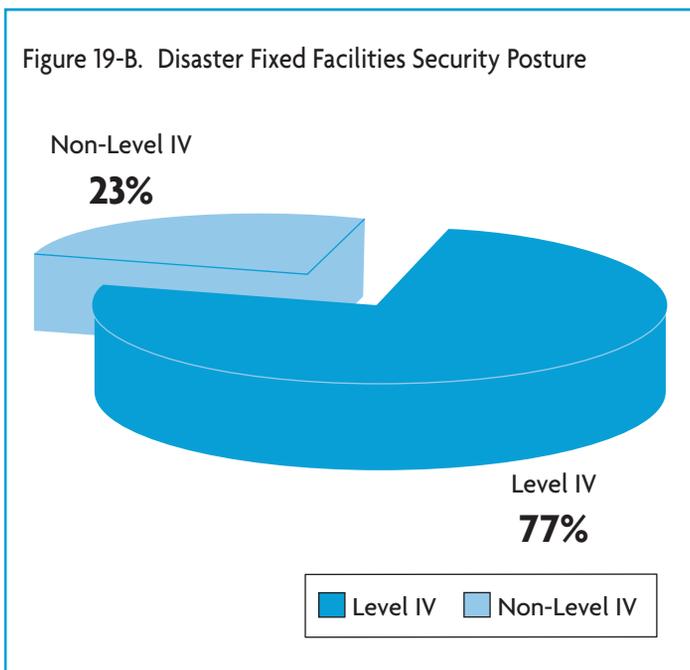
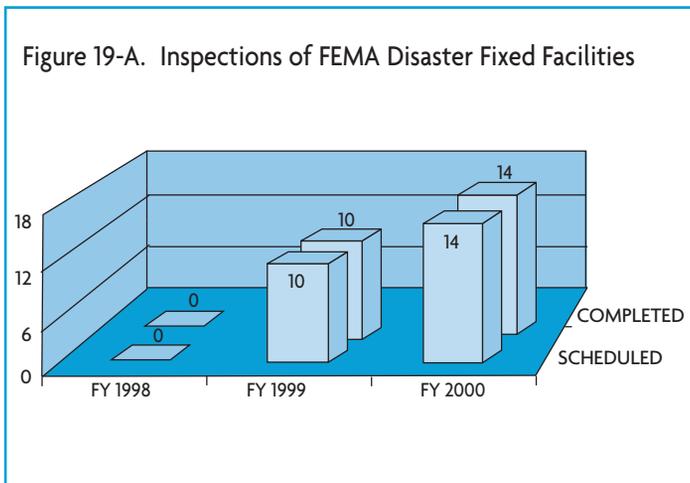


3. Security posture at FEMA disaster fixed facilities is measured in accordance with the Department of Justice (DoJ) Level IV security standards. Ten of the 13 FEMA disaster fixed facilities (77%) meet the DoJ standards. Full and complete risk assessments could not be conducted due to a lack of available resources. Preliminary risk assessments were conducted on the three noncompliant facilities.

4. At the beginning of FY 2000, 13 FEMA disaster fixed facilities were identified as needing safety inspections. A facility was added to the list during FY 2000, increasing the number required for annual inspection to 14. The annual inspections of all the 14 facilities are scheduled for FY 2001.

### UNMET GOAL TIMELINES

Two of the facilities are warehouses, and the likely threat to them would be from the potential of criminal trespass, theft, vandalism by non-employees, and casual pilferage by employees. The third facility requires enhancements and modifications to its perimeter and entry security standards to meet Level IV. It is expected that this facility will be compliant with DoJ standards in FY 2001. Comprehensive assessments of all 13 facilities are scheduled to be conducted during FY 2001.



### Goal RR 6.3.

OS will operate a logistics program that provides timely and cost effective resources in support of the all-hazards emergency management mission of the Agency.

#### INDICATORS

1. Cost avoidance as shown by property transfer reports;
2. Pre-deployment success and on-time deliveries as shown by resource tracking reports;
3. Successful recovery of assets from closed Disaster Field Offices (DFOs);
4. Expanded use of the Agency automated property management system;
5. Expanded service by Automated Inventory Control (AIC) personnel in DFO startup and closeout operations.

#### GOAL DESCRIPTION

1. FEMA operates a logistics program that supplies and supports the management of items vital to disaster victims (e.g., water, meals, emergency generators, tents, blankets and cots) and items vital to Federal disaster response staff (e.g., computers, phones, office supplies and equipment). Timeliness and cost-effectiveness are emphasized by standardizing processes, pre-packaging items into “kits”, recycling equipment, rapidly recovering disaster equipment for redeployment, pre-deploying equipment to centralized locations to reduce shipping time, and training Agency personnel in property management.

OS took specific initiatives this Fiscal Year to improve the timeliness and cost effectiveness of its products and services, to include: establishing a contract for plastic sheeting that ensures timely support during times of increased needs and reduces Agency storage requirements; pre-positioning disaster packages at FEMA facilities; changing truck load plans to make the most-needed items easier to get to; establishing accreditation standards for Accountable Property Officers to ensure appropriate stewardship of Agency personal property; developing a prototype automated disaster resource tracking system; developing a pre-packaged kit for Mobilization Center field operations; changing our emergency power generation packs to reflect field experience; pre-positioning Agency Urban Search and Rescue Kits; and improving emergency transportation processes.

Cost avoidance, as indicated by property transfer reports generated by the Agency’s automated property management system, accounts for approximately 50% of the value of this goal. It measures the extent to which we avoid the costs of

purchasing new equipment by providing recycled disaster equipment instead. In the past, large amounts of Federal funds were expended for disaster equipment and supplies that were never recovered after the close of a disaster. Today, assets are recovered and reused continuously until their useful life ends.

Cost-avoidance calculations are simply based on the average value of assets issued to each disaster from Agency stock. The greater the value of equipment re-used, the greater the costs avoided. Similarly, greater (or larger-sized) disaster activity provides greater cost-avoidance opportunities. FEMA’s logistics support to disaster operations has resulted in significant cost savings over the three-year period beginning with the FY-98 baseline.

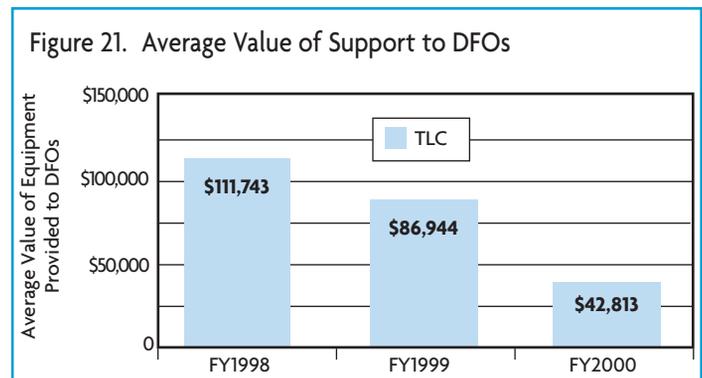
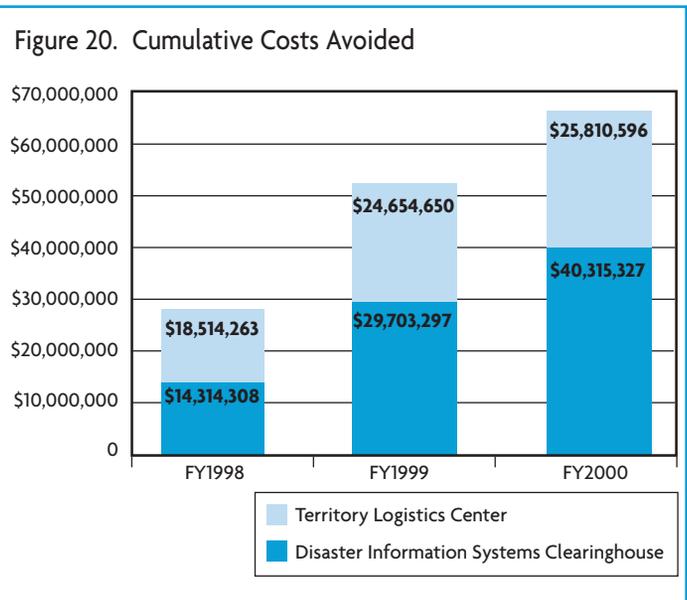
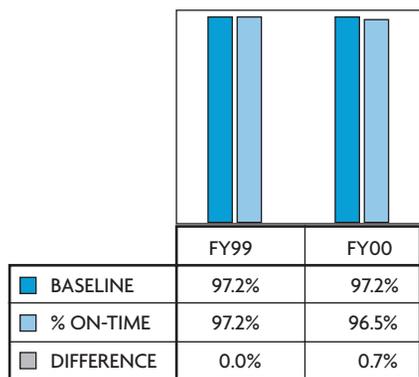


Figure 22. On-Time Deliveries



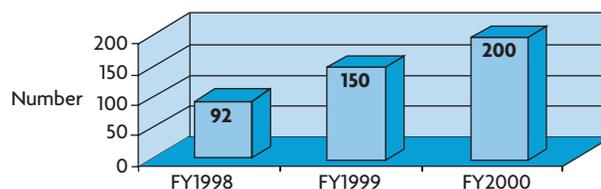
While cumulative savings have increased over the program's operation, we've experienced declines in the average value of support to disasters over the same three-year period. These declines have occurred mainly because there were less large-scale disasters in each of the two years following FY-98. In addition, we have aggressively cut equipment acquisition costs and eliminated kit line items that have low historical usage; both have the effect of reducing the initial value of assets issued to disasters (e.g., the value of a DFO Kit issued in FY-00 decreased to less than \$40,000 when compared with the FY-98 value of \$90,543). Due to these factors, the Division did not achieve its goal of a 5% increase in the average value of support to each disaster.

Approximately 25% of the value of achieving this goal is the ability to deliver required assets when they are required. We achieved a 96.5% on-time delivery rate against the baseline goal of 97.2% achieved in FY 1999.

While statistically insignificant, the goal was not met because two commercial carriers performed poorly during the 4th quarter of FY 2000. We are working with the General Services Administration (GSA) Transportation Office to avoid commercial carriers that have a history of not delivering on time and to find other transportation companies that deliver more quickly. We have also improved customer service and efficiency by centralizing disaster transportation ordering.

2. We achieved pre-deployment success this year by moving additional disaster support packages to FEMA facilities and by meeting inventory stocking goals. The closer assets are to the disaster scene, the quicker and cheaper they can be delivered. Meeting stocking goals at the Territory Logistics Centers (TLC), MERS Detachments and Remote Storage Sites ensures that we have the right products in the right place. The Pre-Deployment Success Performance Indicator will be eliminated in future reporting because, once achieved, it does not provide a meaningful long-term measure.
3. Successful recovery of assets from closed DFOs accounts for approximately 5% of the value of this goal. Rapid recovery

Figure 23. Cumulative Number of LIMS Disaster Site Codes



and return to readiness of disaster equipment enables us to maintain optimal readiness stock levels. The chart figure 24 indicates a FY-00 rate of recovery that is very close to the FY-98 baseline. However, efforts to improve recovery performance continue.

4. Expanded use of the Agency automated property management system accounts for approximately 15% of the value of this goal. Central to the achievement of this goal is assisting users nation-wide at disaster offices, fixed facilities, and regional offices with property accountability issues. Principally, we do this by increasing the number of user accounts and by increasing the number of nation-wide users trained in the areas of Basic Property Management and use of the agency's automated property management database system, known as LIMS.

Figure 24. Successful Recovery of Assets from Closed DFOs

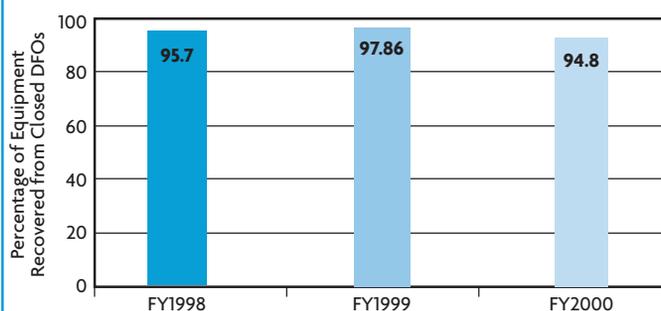
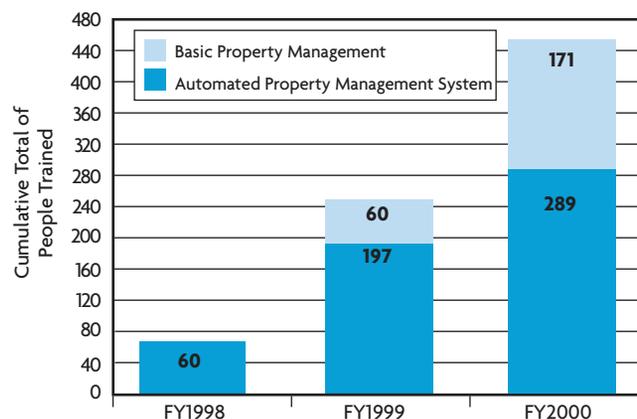


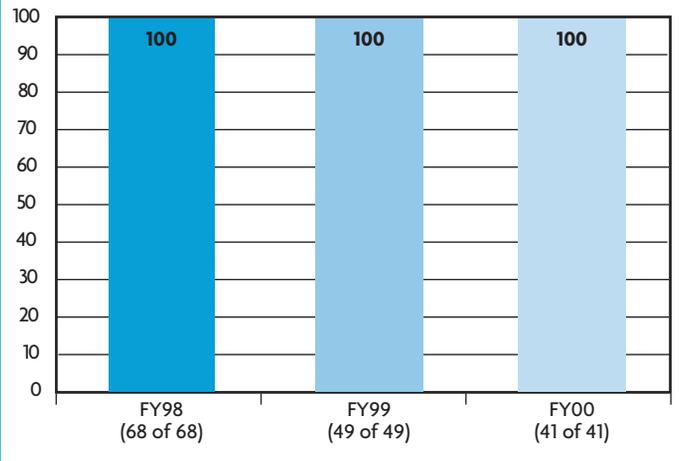
Figure 25. Total Staff Trained in Property Management Subjects



Finally, to ensure appropriate property management knowledge and skills, the Agency requires staff performing the Accountable Property Officer function in the field to receive formal certification based upon an evaluation of their credentials. Expanded service by AIC personnel accounts for approximately 5% of this goal. Automated Inventory Control (AIC) personnel have assisted every DFO in site setup and close-down since our FY 1998 baseline year. We expect to maintain that level of service in future years.

Operating a logistics program that provides timely and cost effective resources in support of the all-hazards EM mission of the Agency will continue in the future. Efforts will focus on “right sizing” operations to minimize operational cost yet maintain a rapid response capability. However, the performance indicators have been adjusted from FY 1999 and for FY 2001 to better measure efficiencies.

Figure 26. Percentage of Disasters Supported by the AIC



FEMA's third Strategic Goal is to *ensure that the public is served in a timely and efficient manner*. While the following highlighted activities support this goal, FEMA is committed in all of its activities to provide the best and most efficient delivery of service. This is as true in the daily administrative details of running an emergency management agency as it is in being sure that disaster victims are thoughtfully provided all services for which they are eligible.

The FEMA efficiency strategy does not include reducing benefits to the American public to save money. It refers only to reviewing the costs to the Federal taxpayer of delivering the benefit or service set by law. Much attention has been focused on identifying ways to reduce the long-term costs of disasters to the nation. Investing more effort and recourses in building disaster resistant communities and institutions can only reduce those costs. Reducing the costs to Federal taxpayers by reducing program eligibility and, thereby, shifting the cost to State and local taxpayers or private entities is a decision that only the Congress can make. FEMA's role is to ensure that benefits or services mandated by Congress are delivered to the satisfaction of the public at the least possible cost.

### Goal E.1.1.

Improve the effectiveness and efficiency with which FEMA delivers selected services. (Lead organizations identified with their indicators below.)

When this goal was first established in FY 1997, the agency believed that financial systems would by FY 2002 be in place to easily track activity costs and reductions. The limitations of such systems through FY 2000 have resulted in reduced participation in this goal and discussion to consider revising the goal in FY 2002.

### INDICATOR (1)

The Mitigation Directorate (MT) will

- (a) Assure that the majority of State governments and participating Project Impact communities have identified mitigation activities that they will undertake as they identify resources, and
- (b) Streamline delivery of post-disaster grant funds to States and territories to achieve a 2 percent increase in HMGP funds obligated to State grantees.

### GOAL DESCRIPTION

FEMA has supported the development of community disaster resistance through the Project Impact initiative. Project Impact communities, often with support from the private sector identify areas or activities to enhance their disaster resistance.

### ACHIEVEMENT

- (a) FEMA is establishing a system to measure whether State and local mitigation plans are effective, including whether they identify activities that they will undertake as they identify resources. This joint effort with the Office of the Inspector General is intended to identify strengths and weaknesses in local mitigation planning activities and to document best practices for application in communities throughout the country. MT initiated OMB and Paperwork Reduction process for the survey instrument. MT provided program data to the Office of Inspector General for an Audit Plan and for identifying communities to be surveyed.

- (b) Our expected accomplishments for this part of the goal have been met. Based on data from the Agency's Integrated Financial Management Information System (IFMIS), the Hazard Mitigation Grant Program (HMGP) increased by 90.2 the percentage of available funds obligated to the States. The trend indicates that the HMGP program has made significant progress in streamlining its project application and funding process.

### PROJECTED ACHIEVEMENT

Our projection beyond FY 2000 is that (a) following the pilot of the survey instrument, discussions will be underway to determine the future use of the survey instrument as a regional, state and local assessment mechanism; and (b) to continually assess our HMGP systems so that the rate of obligations can be maintained.

### PROJECTED CHANGES

The Mitigation Directorate will include these activities as means to achieving their revised FY 2001 and FY 2002 goals.

## INDICATOR (2)

The Federal Insurance Administration (FIA) will continue

- (a) National Flood Insurance Program (NFIP) revision and research studies, analyses, and findings; and development of specific administrative, regulatory and, as required, legislative proposals to increase financial soundness and Program equity;
- (b) Repetitive loss strategy implementation; and
- (c) Receipt of positive financial reports, including unqualified audit reports.

### GOAL DESCRIPTION

The FIA is committed to increasing the financial soundness and equity of the National Flood Insurance Program. We continue to address known premium rate inadequacies among some of our policyholders. In addition, we analyze the impact of outside forces on our Program (such as increased flooding risk from coastal erosion) on the soundness and equity of the Program. FIA will seek practical, effective ways to combat any negative impacts and improve our current business operations.

Achievement of this goal will

1. Decrease the future likelihood that the Program will have to borrow from the Treasury and that the level of that borrowing will increase to a level that will require Congressional action;
2. Help individuals and communities more completely identify the true flooding risks of properties and shift more of the financial burden of that risk to the owners of that property and away from the rest of the NFIP policyholders and possibly in the long term, on the taxpaying public; and
3. Thus provide further incentives to decrease the stock of high-flood risk properties through mitigation and other efforts.

### ACHIEVEMENT

- a. FIA business process improvement analyses resulted in a *Blueprint for the Future* for the NFIP. Phase II of the process will focus on FIA's information technology requirements and capabilities. Alternative IT strategies will be developed and assessed leading to an optimum IT strategy and future concept of operations.

To achieve financial soundness, the FIA seeks to price policies to generate income sufficient to at least meet its expenses and the costs of claims for its average historical loss year. From FIA's latest Annual Actuarial Rate Review, it estimates that it has continued to exceed this amount with current premiums generating 103% of the average historical loss year level. However, this income level is not adequate to meet the major catastrophic events anticipated in the long term. Further, certain policyholders are charged less than actuarial premiums. Nevertheless, FIA continues to reduce the amount of NFIP subsidy. FIA also developed recommended alternatives for reducing the subsidy enjoyed by certain (Pre-FIRM) policyholders. To help refine

the recommendations, FIA conducted a series of meetings with interested groups, including FEMA RR, the Association of State Flood Plain Managers, National Emergency Management Association, realtors, lenders, HUD, SBA and Congressional staff. Concerns expressed regarding low-income property owners will result in FIA researching how this segment of the population is served by the NFIP.

The Heinz Center and FEMA, in FY 2000, released the congressionally mandated study of how erosion affects the NFIP. FIA and MT have assigned a work group to develop recommendations for courses of action, with or without additional legislative authorities. FIA developed modest initial insurance rate changes in coastal high hazard zones for May 2001, that reflect findings from the erosion study, but that do not introduce changes in the risk classifications directly reflecting erosion.

While the FIA paid down some \$200 million of debt during FY 2000, reducing its outstanding Treasury borrowing to \$345 million, the lowest level since December 1995, it also actively researched alternate means of funding the potential of catastrophic levels of loss inherent to the Program. An analytical model was developed to facilitate future discussions.

### PROJECTED ACHIEVEMENT

FIA will continue to implement its *Blueprint for the Future*. It is undertaking a study in FY 2001 of our current Residential Condominium Building Association Policy. This should result in greater fairness and public acceptance of that product. A contract was awarded at the close of 2000 for the development of a conceptual framework and technical approach for an evaluation of the NFIP. The evaluation is planned as a multi-year effort with study results to be used to improve program effectiveness and efficiency.

- b. The repetitive loss strategy has been implemented and is discussed, in depth, under Goal One, M.3.4.
- c. The FY 1999 NFIP financial statement audit had no significant adverse findings. In addition, the NFIP claims and underwriting processes evaluation completed in December 1999 and its recommendations have been extensively reviewed and have been used in the NFIP business process improvement initiative.

### PROJECTED ACHIEVEMENT

In 2001, FIA expects to make progress in evaluating and pricing of the NFIP's longer-term exposure to coastal erosion. We will continue to evaluate alternative financing mechanisms that might stabilize our year-to-year financial results. Further efficiencies should be gained from our Business Process Improvements initiatives. Through mitigation efforts and more equitable pricing, FIA will continue efforts to minimize the negative financial impact of repetitive loss structures upon the fund. And finally, our subsidy reduction efforts should result in a specific set of proposals and enter the rulemaking phase.

### INDICATOR (3)

The Response and Recovery Directorate (RR) implementation of re-engineered response and recovery processes will support a 2% improvement in Agency cost efficiency (with assistance from OFM).

#### ACTIVITY DESCRIPTION

As a first step toward achieving this goal, RR's Human Services (HS) program completed an Activity Based Costing (ABC) study of one business process within disaster assistance, the disaster assistance Appeals Process, which has a clear output that can be measured.

The value to approaching the Annual Performance Goal by completing an ABC study lies in its accurate identification of areas that will benefit the most from change. This translates into a cost and time savings to the public because the process focuses HS's attention on problem areas within its program.

To produce the ABC model for the disaster assistance appeals process, HS completed a process model and collected financial data that related to the process. Once analysis was completed to assure accuracy of the data, the process model and the financial data were merged. A final review was completed to assure applicability and usefulness of the findings.

#### ACHIEVEMENT

In fiscal year 2000, HS completed the (ABC) study of the appeals process and clearly identified 3 areas within the business process that if changed could influence the cost and time associated with completing a disaster assistance appeal.

#### PROJECTED ACHIEVEMENT

The information provided in the ABC study will allow HS to implement changes in policy and processing guidelines that will result in savings of time and money. It is clear that implementing future targeted ABC studies will help HS make management decisions and further studies are warranted in order to continue meeting its Annual Performance Goals.

#### GOAL CHANGES

HS will continue to support this goal with the following indicator change: *RR will complete research to determine cost drivers in response and recovery processes and implement re-engineered processes to support improvements in Agency cost efficiency.*

### INDICATOR (4)

The U.S. Fire Administration (USFA) will improve by seven percent the efficiency of NETC student operations for both National Fire Academy and Emergency Management Institute over the baseline of \$50.64.

#### ACTIVITY DESCRIPTION

This goal seeks to achieve maximum use of the training facilities and thus bring down the student costs. (See P.2.1) USFA does not have control over the number of participants and this can result in fluctuating student costs since operation costs are relatively fixed.

A formula was developed to calculate the cost per business day related to the cost of operating and maintaining the National Emergency Training Center (NETC). This formula considers the number of students, contract instructors and developers, guests, and contract and government staff that utilize the facility and their length of usage.

#### ACCOMPLISHMENT DURING FY2000

In FY2000, 52,010 individuals utilized the National Emergency Training Center producing 203,540 business days. This was 14,919 fewer participants that were trained in FY 1999. This resulted in a 17-cent increase in student costs over the baseline. Part of this increase was due to the Emergency Management Institute canceling several classes during the first quarter of the fiscal year while the disaster relief funds were being reviewed.

#### GOAL CHANGE

As reported in earlier sections, USFA has consolidated its FY 2000 goals into a single outcome goal. This activity will continue but will not be reported.

### INDICATOR (5)

The Information Technology Directorate (IT) aligns major IT investments with FEMA's Strategic Plan in conformance with Federal information technology guidance.

#### ACTIVITY DESCRIPTION

Legislative and executive mandates direct the FEMA Director and CIO to approve, plan, evaluate, and manage the agency's IT assets as a comprehensive investment portfolio. The legislation includes the Information Technology Management Reform Act, the Paperwork Reduction Act, The Privacy Act, the Computer Security Act, the Government Paperwork Elimination Act, et al. The underlying purpose of the laws is to place Federal services and requirements as accessible and burden-free to the affected parties as possible, while reducing overhead costs. Please refer to P.3.1, RR.4.1, RR.5.1 for additional information about IT's efficiency and effectiveness efforts.

## ACHIEVEMENT

- CIO oversight of IT investments and operations included the review by the Information Resources Board of 19 major systems.
- ITS has reviewed over 600 IT-related acquisitions exceeding \$62 million in value for consistency and compatibility with FEMA and Federal standards and operations.
- Promulgated interim policy on information technology procurements for specific disasters.
- Implemented policy changes for remote dial-in services to FEMA's networks that resulted in \$1 million in cost savings.
- Transitioned the National Warning System (NAWAS) to a new contract vehicle resulting in savings of \$800,000 per year.
- Completed an automated agency-wide upgrade of desktop applications, saving over 2 man-years effort and \$150,000.
- Conducted an inventory of pagers and cellular phones, which resulted in the disconnect of approximately 500 pagers and cellular phones, saving FEMA an estimated \$150,000.
- Recycled \$6 million of IT equipment originally purchased and used by the Y2K ICC. FEMA reconfigured the equipment for a diverse range of emergency management services, allowing the agency to meet a number of unfunded or underfunded requirements.
- In FY 2002, more emphasis will be placed on progress toward e-FEMA, which gives priority to the electronic transfer of information to the agency's partners and the public.

## INDICATOR (6)

The Operations Support Directorate (OS) will

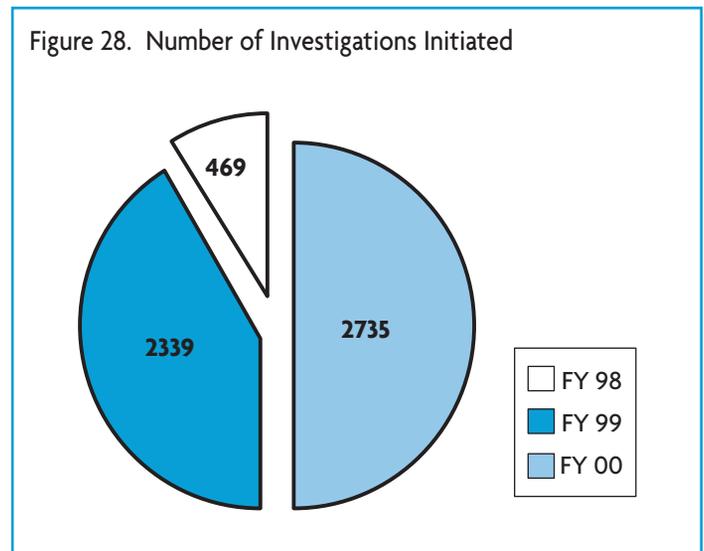
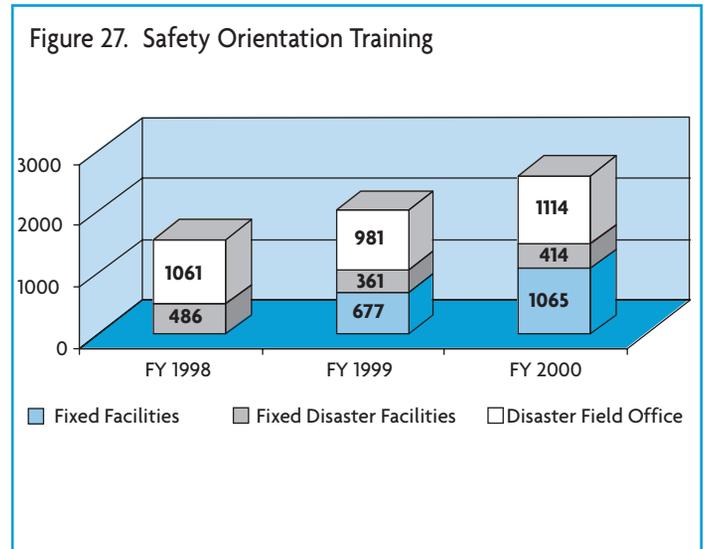
1. Make a proactive determination of internal and external requirements for a secure, safe, and healthy environment for FEMA customers;
2. Continue enhancement of logistics operations and agency-wide automated logistics inventory control and property accountability; and
3. Provide timely agency-wide oversight of printing, graphics, rent accounts, mail management operations, and support services accounts (maintenance schedules).

## ACTIVITY DESCRIPTIONS AND PROGRESS

Please see earlier reporting on RR. 6.1, RR.6.2, and RR.6.3.

## ADDITIONAL PROGRESS

Safety Orientation assists FEMA employees in identifying potential hazards in their environment and enhance their safety awareness. 2593 employees received safety orientation. This orientation is ongoing at the fixed facilities and the disaster field offices. The following graph depicts the upward trend since FY 1998.



There were no known Y2K threats against FEMA personnel or facilities during FY 2000. The overall security posture was good. Among the improvements were implementation of a more effective system of identification badges, installation of closed circuit television systems, operation of x-ray machines to screen incoming packages, expanded contract security guard service during duty hours, and automated access control systems during non-duty hours. A system of issuing, monitoring and maintaining permanent and temporary identification badges coupled with the expanded security guard workload help to ensure a secure environment for FEMA and its customers.

Nonetheless, as risks and threats change around the world, we must continue to monitor the FEMA Security policies and procedures to ensure that they continue to provide adequate protection for FEMA personnel, assets, and resources at non-disaster facilities.

Figure 29. Cost of Investigations Initiated

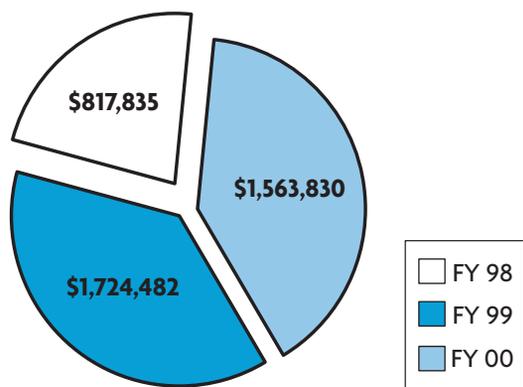


Figure 30. Identification Badges Issued

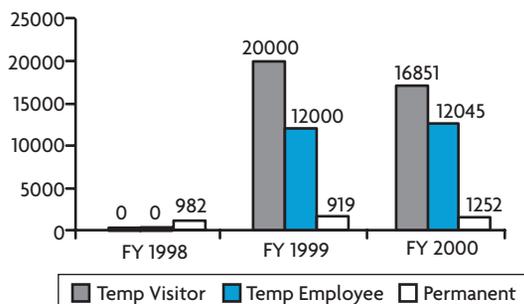
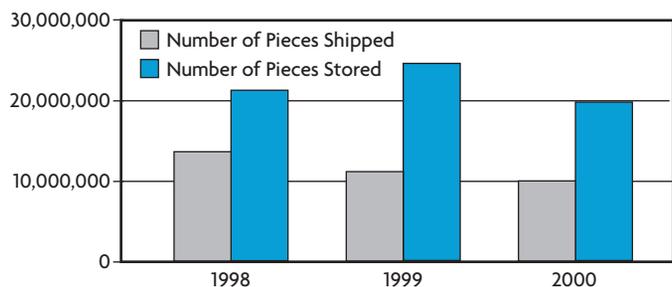


Figure 31. Volume of Publications and Forms

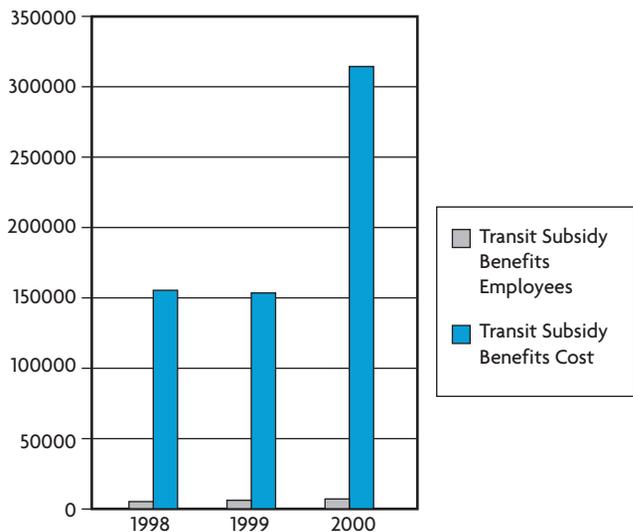


The OS Program Services Division has improved efficiency in delivery of selected services in printing, graphics, mail management operations, and support services accounts.

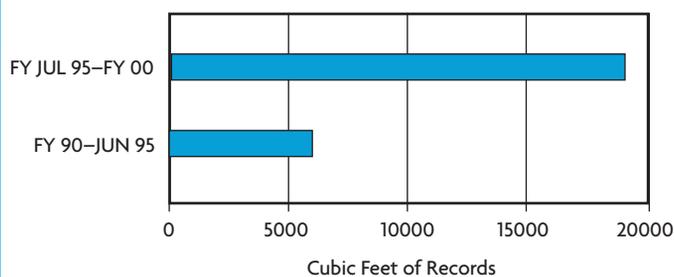
- Prepared in FY 2000, a detailed set of printing instructions outlining the correct procedures to be followed in preparing documents for digital printing resulted in substantial cost reductions and helped avoid delays to critical printing schedules.
- OS recycled 7.5 million copies of obsolete material thus enabling FEMA to cancel a plan to lease additional storage space at a cost savings of over \$100,000 this year.
- The number of publications and forms shipped decreased due mainly to a reduction in large disasters in FY 1999 and 2000 and the use of automated Disaster Forms. These also eliminated the need to store large volumes of forms.
- The Property Cleanout Campaign was a concentrated sweep of all excess property throughout the Headquarters Building. This effort resulted in removing 669 pieces of property, yielding 320 sq. feet of space at a savings of \$10,560/year.
- A complete redesign of space for the Flood Insurance Program reconfigured cramped, poorly designed space into an open configuration of workstations. This brought together related work groups and made better use of space.
- The Transit Subsidy Benefit Program increased from an annual \$158,000 per year program to \$318,000. In 2002, the benefit will increase to \$100.00 per eligible participant. This program encourages employees to use public transportation and reduces pollution and road congestion.
- GSA rent accounts were monitored monthly and achieved a 1% cost avoidance among the properties. Increasing costs of property, new installations, and uncontrollable market rate increases limit cost avoidance.
- Several Records Management initiatives, which includes training, clean out and disposition assistance to headquarters and regional offices and creating new or revising existing records retention schedules resulted in an increased number of records being retired to NARA Federal Records Centers.
- Annual storage cost per cubic foot of records at the NARA Federal Records Center is \$3.34 per box. The cost per square foot of space at HQ is \$33.00. Continued periodic records reviews and cleanouts would save the agency an estimated \$30.00 in storage costs, which results in maximizing space utilization and efficiency.
- A major records cleanout at a General Services Administration, Disaster Field Warehouse resulted in disaster related files retired to the local Federal Records Center. The annual warehouse rent was \$232,000, which resulted in a \$214,000 cost avoidance based on an annual storage cost of \$18,000 at the FRC.

As a result of the Mail Management System not functioning and reporting daily postage usage and mail pieces processed per location, OS cannot provide accurate information that can be used for reconciling the United States Postal Service accounting report, nor can OS provide accurate information to determine FEMA organization's share of the annual postal budget. The

**Figure 32. Transit Subsidy Benefit Program**



**Figure 33. Agencywide Records Retirement Trends**



software program and the method of capturing data have been changed. Five sites have been tested and the results were positive. The remaining FEMA sites will be added and tested. If all goes well, OS will return to the remote systems and begin to compile historical data that may be used to help with reconciling cost and accountability data and reports.

### INDICATOR (7)

The Office of Policy and Regional Operations (PR) supports the agency and the Director by leading the agency in agency-wide policy development and implementation. The goals this year were to (1) guide the agency and further shepherd performance-based management by way of the Government Performance and Results Act (GPRA); (2) promote program evaluation by developing and sharing a generic prototype with agency managers; and (3) explore the value and applicability of activity-based costing (ABC) methodology as a decision-making tool by piloting it on a major activity. As noted in the FY 1999 report, the environmental review initiative was moved to the Mitigation Directorate and is no longer a performance indicator.

As required by OMB, FEMA revised its strategic plan to better focus on those objectives that it can measure. FEMA drafted an initial FY 2002 Annual Performance Plan. Since 2000 was an election year, agencies were advised that the initial FY 2002 plan might well be revised following the presidential election and the formulation of the new administration's budget. FEMA also completed the FY 1999 Annual Performance Report, which reinforced interest in revising the annual plans to be more output and outcome oriented. The FY 1999 performance report completed FEMA's first GPRA planning cycle.

### EVALUATION

To promote program consistent Agency-wide program evaluation, a generic evaluation instrument was developed and shared with agency managers. Managers can use the instrument to assess whether existing resources, infrastructure, expertise, time are sufficient to accomplish desired results. With such information, managers make mid-year decisions to improve performance quickly and cheaply.

FEMA managers were encouraged to adopt the framework to ensure the efficiency and effectiveness of current programs as well as future programs and projects before they are implemented. The prototype will be piloted in FY 2001.

### ACTIVITY BASED COSTING (ABC)

Managers are often expected to make critical allocation and investment decisions without clearly understanding the associated costs. Data and information exist, but not always in a useful format. ABC can help focus on operational inefficiencies and hidden process costs. This information can become opportunities for change, allowing managers to base decisions on benefit cost analysis.

In FY 2000, FEMA piloted the ABC methodology on the appeals process (Appeals) of the disaster-housing program. The foremost purpose of the pilot was to explore the potential value and utility of ABC as a decision making tool. Appeals was an ideal candidate for the pilot because its process is relatively straightforward and easy to map, and the end product is discrete and easy to recognize.

The pilot proved that ABC can be beneficial to managers as a decision-making tool and that FEMA has the in-house expertise to do ABC modeling. However, while FEMA's financial system has the capability to support ABC, it does not currently report financial data at the detail level needed to implement ABC. To reach that capability would require considerable investment of resources. The study also drew attention to the time associated with employing ABC.

As a result, agency-wide ABC implementation was not recommended. Where financial detail is internally available, however, ABC could be targeted at specific functions. PR will not continue the ABC project.

Finally, after extensive effort by PR, the cadre development, training and support report was discussed by senior staff and has subsequently devolved to the program office level. This completes this part of the indicator.

## GOAL CHANGES

PR has amended this indicator for FY 2001 APP to remove activity based costing and cadre development.

## INDICATOR (8)

The Preparedness, Training, and Exercises Directorate (PT) will

- (a) Further streamline REP program operations under new REP Fund operations;
- (b) Implement the reengineered exercise function, reducing time and resources required to test procedures and familiarize Federal, State and local EM partners;
- (c) Streamline procedures, agency-wide, for delivery of Customer Service programs that reduce burdens on customers;
- (d) Revise and publish planning aids for State and local governments; and
- (e) Continue expansion of non-traditional avenues for delivery of training programs, e.g., Internet and media broadcasts.

## ACHIEVEMENT

- (a) FEMA continued activities associated with the implementation of the recommendations of the Comprehensive Strategic Review of the REP Program. The implementation oversight working group met on August 15-16, 2000. Progress is on target.
- (b) Implementation of the reengineered exercise function is currently in the early stages of development. Based on exercise assessments, a plan will be developed to upgrade and implement an exercise program that provides revived readiness support to our local, state, and federal emergency partners.
- (c) Working with the Agency's Survey Working Group, PT worked to standardize some of its customer satisfaction measurements and control over or under sampling of different customer groups. This may result in increased economies of scale requiring fewer surveys and better data comparability.
- (d) As the world increasingly faces threats from terrorism, PT coordinated within FEMA the review of Attachment G, Terrorism, part of the State and Local Planning Guide 101. The draft was also sent to other Federal departments and agencies for their review and comments. These will be considered in FY 2001.

- (e) PT increased training opportunities through on-line availability of three new customer service courses on the Disaster Field Training Officer Web site. Ten students were enrolled in the first Internet offering of the Evaluation of Training course. Working at their own pace, four of the ten students completed the course early thus supporting the convenience of Internet training.

The number of independent study courses available has grown from 15 in FY 1998 to 25 in FY 2000. Twenty-two of the 25 courses are available via Internet and the number of applicants completing the courses via Internet increases annually.

## PROJECTED ACHIEVEMENT

We will continue to expand training availability via non-traditional delivery where appropriate as funding permits.

## GOAL CHANGES

PT has consolidated its several goals into an outcome goal beginning FY 2001. This activity will continue but not be reported.

## INDICATOR (9)

The National Security Affairs (NS) will improve by 2 percent the efficiency of NS project management and program administration through the implementation of automated processes to increase project officer productivity.

## ACHIEVEMENT

NS has introduced several new tools to assist staff in delivering products to its customers. One tool is its Intranet Web page on the FEMA Web site. The Web page conveys the mission of NS, a description of its programs, organizational chart, a library of useful documents, a personnel listing, and a listing of useful related Internet links. NS worked with its customers to develop the site for their use. Clearly technology increases the efficiency of delivering information.

NS uses Microsoft Project 98 to schedule and track activities, manage resources, communicate schedule information, delegate tasks, obtain status updates, and report project details. While NS does not have a scientific measure of this improvement, NS project officers have stated that their productivity and efficiency have increased.

## INDICATOR (10)

The Office of Financial Management coordinates the efforts of the Preparedness, Training, and Exercise Directorate and the Mitigation Directorate in managing seven non-disaster grants to State emergency management agencies. Please refer to goal MP1.1 in the first section of goal reports.

## Goal E.2.1.

The Office of Financial Management (FM) supports the agency in all of its activities and goals; however, in this goal FM seeks to achieve several objectives set forth in the Financial Management Status Report and Five-Year Plan.

### GOAL CHANGE

Beginning in FY 2001 FM will be identified in the Appendix with other full-agency support offices. Its performance will be measured through other vehicles such as the Accountability Report.

### INDICATOR (1)

Implementation of recommendations of the grants-management improvement initiative within agreed-upon timeframes.

### INDICATOR DESCRIPTION

FM seeks to bring FEMA's disaster grant programs into compliance with Federal government-wide grant administration policies by developing and issuing consistent grants policy documents (i.e., standard operating procedures (SOP)) and by better training of FEMA grants management staff. This will mean that State and local governments will better understand how to consistently administer FEMA assistance programs. It will also increase FEMA's ability to carry out effective and efficient financial management over these assistance programs.

### ACHIEVEMENT

The goal has been largely met. FEMA has adopted standard disaster programs grant terms and conditions. The lack of these was a major weakness for many years. These terms and conditions will be evaluated and revised on a regular basis. One major SOP issued dealt directly with grantee financial reporting to FEMA. Several training sessions followed that SOP to ensure that there would be adequate compliance. Finally, at this time, OFM is leading an effort to develop and publish a FEMA Grants Manual, to be issued in 2001.

### PROJECTED ACHIEVEMENT.

The goals for improving FEMA disaster grant programs will be ongoing. There is now a heightened need to focus on electronic grant administration to ensure that both FEMA and our external partners get the full benefit out of new technologies. Also, once released, the future and ongoing goal concerning the Grants Manual will be to update it, keeping it current with changing government-wide financial management concepts.

### INDICATOR (2)

FM will implement the Treasury Cross-Servicing Program for debt collection as required by the Debt Collection Improvement Act of 1996 and continue application of all other debt collection tools not requiring cross servicing.

### INDICATOR DESCRIPTION

The Debt Collection Improvement Act of 1996 (DCIA) mandates that FEMA transfer all seriously delinquent debts to the Department of the Treasury (Treasury) for collection. The transfer makes it possible for FEMA to more effectively and efficiently collect payments from debtors by taking advantage of the various means that the Act makes available to Federal agencies. Means to assist in debt collection activities include: Treasury's Financial Management Service (Treasury) Cross-Servicing Program, Treasury Offset Program (TOP), the use of wage garnishment, administrative offset with centralized Federal entity computer matching, credit bureau reporting and private collection agencies (PCA).

The value to the public of implementing Treasury's Cross-Servicing Program for debt collection is to preserve the Federal Government's assets. Monies collected from those victims found to be ineligible for disaster assistance are returned to the Disaster Relief Fund to meet subsequent disaster victim needs.

### ACHIEVEMENT

FEMA achieved its goal of implementing the Treasury's Cross-Servicing Program. FEMA continues to transfer debts over 180 days delinquent to Treasury for collection. FM worked to develop procedures for garnishment and methods and procedures for collecting debts. Due to Treasury's delay in publishing their regulations for wage garnishment and administrative offset, FEMA's timeline for adopting Treasury's Final Rules was delayed.

### PROJECTED ACHIEVEMENT

FEMA plans to publish rules for wage garnishment and administrative offset in the Federal Register and subsequently proceed with collection through Treasury using these methods of recovery. FEMA also intends to continue to use in-house collection methods to recover all owed monies less than 180 days delinquent.

### INDICATOR (3)

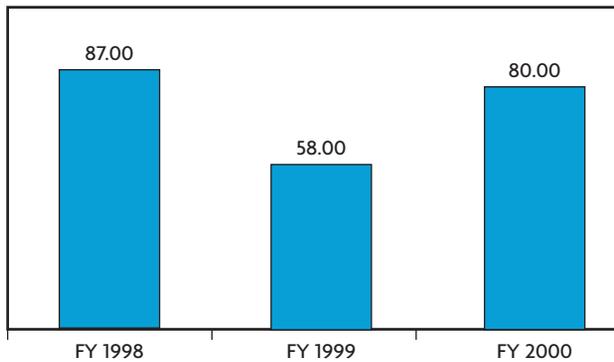
[Per the Debt Collection Improvement Act of 1996] FM will refer 100 percent of debts delinquent more than 180 days to the Department of Treasury (Treasury) for cross-servicing.

### GOAL ACHIEVEMENT

This goal was 80% successful in that FEMA has referred 80 percent of eligible debts consisting of 6,458 debtors with receivables totaling \$16 million to Treasury. Of the debts transferred, 72 percent consisting of 4,607 debts totaling \$13.2 million remain with Treasury. \$1.2 million of these debts have been recalled from Treasury for various administrative reviews. Thirty-four debts totaling \$282,000 were transferred to the Department of Justice for legal remedies.

During FY 1999, FEMA's percentage of transferred debts dropped significantly to 58 percent. This was due to errors in date entries in uploaded debt files and new debts received that were not 180 days old by the end of the fiscal year and therefore were not transferable.

Figure 34. Percentage of Debts Transferred



### PROJECTED ACHIEVEMENT

**Unmet Goal Timeline.** During FY 2000 FEMA's General Counsel halted transfer to Treasury of 2,950 debts that remain in collection due to non-compliance with citizenship audits. FEMA must develop policy and publish rules and regulations in the Federal Register before collecting such debts. Subsequently, FEMA will transfer the remaining 20 percent of delinquent debts to Treasury for recovery.

### INDICATORS (4) AND (5)

Performance Indicators Restated for Focus: (4) Improve financial management with electronic payment. (5) Improve electronic services to individuals and payments and collections from vendors and others:

- Payment of 95 percent of travel vouchers within 5 days of receipt by the payment office;
- Issuance of 95 percent of all payments within 30 days of receipt of complete documentation; and
- Issuance of 95 percent of temporary housing payments within 24 hours of receipt at the Disaster Finance Center.

These indicators apply to agency-wide disaster and non-disaster payments.

### GOAL DESCRIPTION

Issuing payments in a timely manner is providing good customer service. In addition, timely payments cover legitimate expenses that are, by law, the financial responsibility of the Agency and therefore contribute to the good reputation of the Agency. Specifically, FM issues payments to three categories of customers:

- Travelers (mostly FEMA employees but sometimes employees of State or other Federal agencies) who have traveled to a temporary duty site. Payments are used to cover official travel-related expenses that have been charged to a Government-issued credit card or that have been covered personally by the traveler.
- Vendors who have provided goods or services under contractual, post-billing agreements. Some payments are made directly to the government-contracted credit card company. These payments cover expenses incurred by FEMA-authorized purchasing agents who have purchased and paid for goods or services that were used for disaster response and recovery efforts.
- Temporary Housing Assistance Recipients who have been approved for Federal assistance. The temporary housing payment checks that are issued by FM are mailed directly to applicants to cover costs associated with disaster losses.

By issuing payments to our customers efficiently, OFM contributes directly to the Agency's mission of effective and efficient emergency response.

### INDICATOR ACHIEVEMENT

All payments were made in an acceptable time.

The following charts reflect payment performance trends for the Disaster Relief Fund, which comprises the vast majority of the agency's payments.

OFM has performed above the percentages established in the performance indicators for issuance of Vendor and Temporary Housing Payments for two consecutive fiscal years.

Figure 35. Annual Travel Voucher Payments Performance Goal Statistics by Quarter FY 2000 & FY 1999

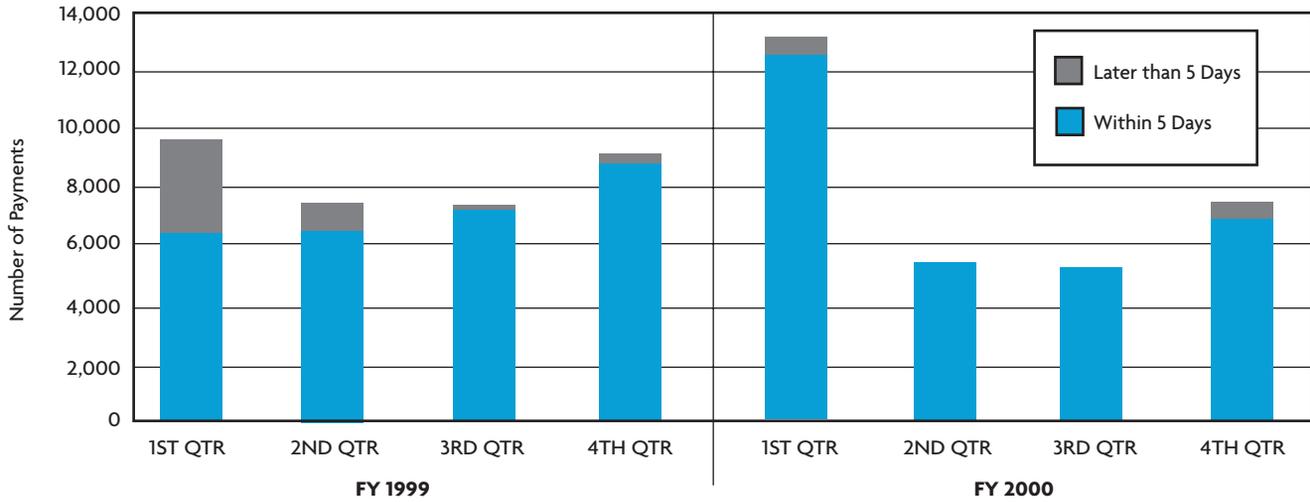


Figure 36. Annual Vendor Invoice Payments Performance Goal Statistics by Quarter FY 2000 & FY 1999

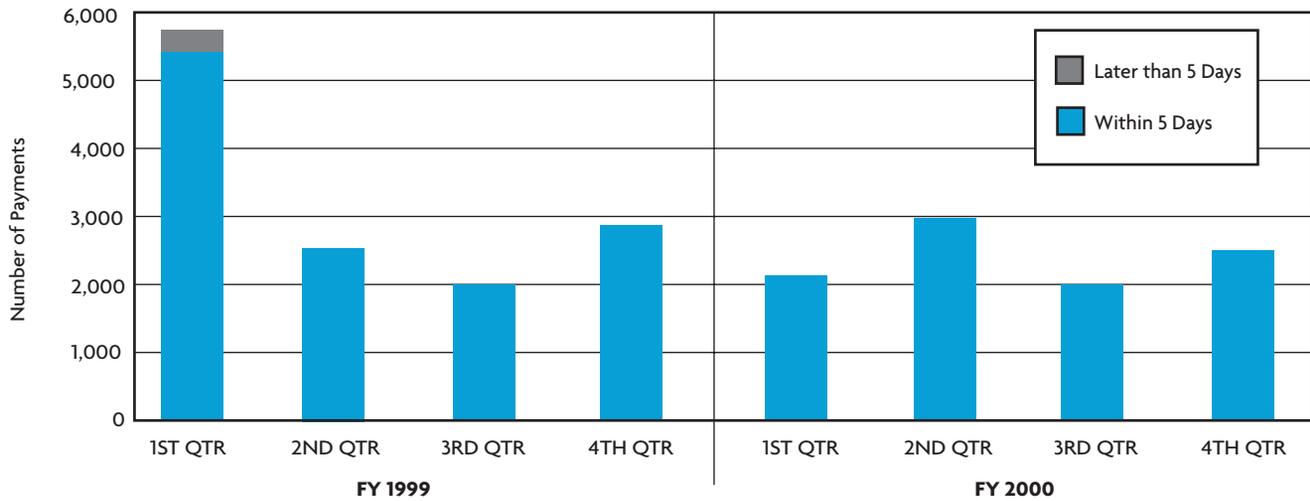
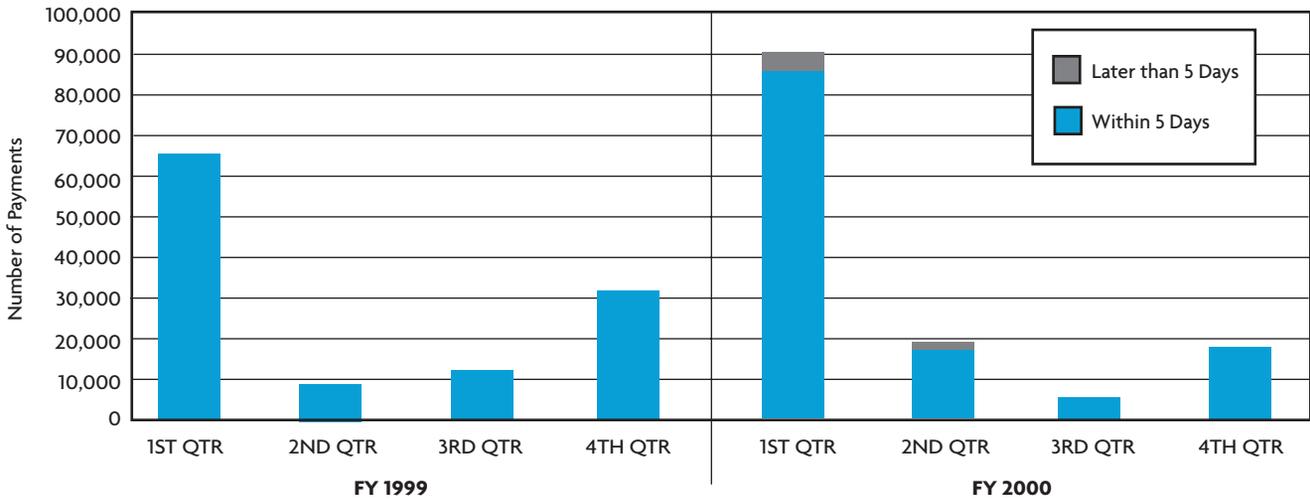


Figure 37. Annual Temporary Housing Payments Performance Goal Statistics by Quarter FY 2000 & FY 1999



## INDICATOR (6)

FM committed to enhance staff capability to perform financial functions.

### GOAL DESCRIPTION

The Chief Financial Officer (CFO) Council and the Joint Financial Management Improvement Program recommend that the Federal Government build strong financial proficiency of Federal stewardship.

By strengthening qualification standards for financial management personnel, FM improves its ability to support the Agency's missions.

### ACHIEVEMENT

This indicator has two segments: (1) includes CFO staff who respond to disasters and (2) the remainder of the CFO organization. FEMA completed the *CFO Core Competency Guide (Part 1)*. This mirrors the core competency requirements for the financial workforce in the Federal Government. Part I of this *Guide* is applicable to personnel at all levels performing financial management functions in response to disasters. Part II of the *Guide* will include all other FEMA personnel performing financial management functions within the CFO organization.

#### PROJECTED ACHIEVEMENT

A FY 2001 assessment will lead to Part II of the Guide. FM will complete professional certification of financial management employees.

## INDICATOR (7)

FM will increase by 10 percent above the FY 1999 level the Agency's commercial credit card usage.

### INDICATOR DESCRIPTION

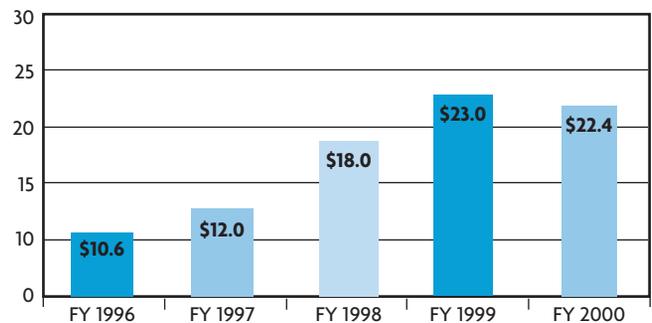
The Government purchase card program simplifies small purchase procedures and improves its cash management by:

- Offering an alternative to the use of purchase orders, blanket purchase agreements and imprest funds;
- Streamlining the acquisition process by reducing paperwork, improving lead times and expediting contractor payments; and
- Reducing administrative costs associated with small purchases, blanket purchase agreements, and eliminating imprest fund transactions.

Purchases through a Federal credit card quickly meet the day-to-day purchasing requirements and expedite payment to merchants. This is especially important when responding to disasters. The value to the agency is a cost savings over the \$200 average cost of processing by purchase order.

### ACHIEVEMENT

Figure 38. Fewer Disasters Resulted in Lower Dollar Value of Credit Card Purchases



#### PROJECTED ACHIEVEMENT

FEMA expects to continue to grant higher spending limits above the \$2,500 threshold to cardholders in strategic program areas when purchasing from government sources and other government agencies. FEMA will also pilot the use of electronic shopping catalogs.

## INDICATOR (8)

FM will increase performance based contracting by 5% over the FY 1999 baseline of \$63 million.

### INDICATOR DESCRIPTION

Performance Based Service (PBS) contracting structures a contract around the purpose of the work to be performed rather than how to perform it. The goal is to ensure that contractors are given freedom to determine how to meet the government's performance objectives, that appropriate performance quality levels are achieved, and that payment is made only for services that meet those performance levels.

The value to the public and FEMA is significant cost savings, realized by shifting the performance risk from the agency to the contractor and not second guessing the most efficient process for completing a contract.

### ACHIEVEMENT

This goal's achievement is dependent on several factors including on-the-job training for contract specialists, developing quality assurance assessment plans, and plans to take based on timely assessments, and by providing financial incentives and disincentives to contractors performing under PBC.

Last year's goal was surpassed by more than 5%. FEMA has converted six (6) major contracts totaling \$187 million dollars to Performance Based Contracts with both financial incentives and disincentives. These contracts also included additional work as performance incentives. FEMA expected to convert 40% of qualified contract dollars to PBC in FY 2000. This figure was not reached because one of the major converted contracts wasn't actually funded until FY 2001.

### PROJECTED ACHIEVEMENT

This performance indicator will continue in FY 2001 and 2002 in Goal E.1.1.

## INDICATOR (9)

FM will document accounting standards and procedures in an accounting manual and ensure that financial statements incorporate accounting standards and OMB revised guidance.

### INDICATOR DESCRIPTION

FEMA's producing the Accounting Manual, based on government-wide standards should lead to consistent application of standard methods for accounting and reporting of FEMA's financial position to the President, the Congress and the public. Since FEMA's reports will be prepared in accordance with government-wide standards, related program costs can be compared across the federal government.

### ACHIEVEMENT

The goal of writing accounting standards and policies was achieved 100%. The goal of writing and publishing the Accounting Manual was achieved 95%. The remaining effort to format, gain agency approval, and publish the Manual will be completed in FY 2001. Producing timely and accurate consolidated financial statements for all FEMA activities is an annual goal and has been achieved for the second consecutive year.

## Goal CS.1.1.

Increase levels of internal and external customer satisfaction with FEMA services.

### INDICATOR (1)

The Preparedness, Training, and Exercises Directorate (PTE) will develop and deliver effectiveness training to FEMA employees and [measure its effectiveness through] follow-on surveys.

#### INDICATOR DESCRIPTION

Effectiveness training is employee development training. FEMA's employee development training program provides a variety of training opportunities for FEMA staff to enhance the knowledge and skills required to perform their job requirements. Employee development resources have been limited due to other Agency priorities this year and are shared with competing program office needs.

#### ACHIEVEMENT

On a scale of *Significant, Adequate, and Insignificant*, 80% of the 1,769 employee development training program participants rated the training as having a significant application to their job.

Sixty-eight percent (68%) of participants in the National Emergency Management Information System (NEMIS) training program reported that they are *using the instruction* either in their day-to-day jobs or on emergency assignments. The survey is sent three months after completion of the course; therefore, the results are available for the first and second quarter only at this time. Three percent (3%) of the students reported that the instruction was *not applicable* and was not being used. Twenty-nine percent (29%) reported they had *no opportunity* as yet to use the instruction. This response is approximately the same for both FY 1999 and 2000.

#### PROJECTED ACHIEVEMENT

We anticipate that the results will remain the same. Course managers and program office managers also use this data in reviewing target audiences, revising and selecting course content, and making other necessary changes to ensure the desired outcome.

#### GOAL CHANGES

The PTE Directorate has consolidated its goals for FY 2001 and 2002. The overarching goal is: Provide Partners (Federal, State, Tribal, Local and Private Sector) the Tools to Improve their Knowledge, Skills and Abilities in all phases of Comprehensive Emergency Management (Preparedness, Mitigation, Response and Recovery).

### INDICATOR (2)

The U.S. Fire Administration (USFA) will maintain 90 percent overall internal and external satisfaction rate with USFA services, including NETC campus operations.

#### INDICATOR DESCRIPTION

USFA seeks to continue to improve the services provided to students, staff and all users of the NETC facility and maintain our current overall satisfaction level. It is critical that the support services necessary to operate the facility provide a safe, comfortable and functional environment conducive to learning. Where appropriate, consideration from customer service input and formal and informal customer surveys are incorporated in program-planning and decision-making decisions.

#### ACHIEVEMENT

USFA continues to exceed our customer service satisfaction level. The customer survey results indicate that a 96 percent customer service satisfaction was achieved for FY2000, exceeding our goal of 90 percent by 6 percent.

#### GOAL CHANGE

USFA has consolidated its goals into a single outcome goal to reduce the number of fire-related deaths.

### INDICATOR (3)

The Federal Insurance Administration will (1) seek commitments from key constituencies to resolve problems and make program improvements and achieve sales and other goals identified through a call for issues; (2) achieve an increase over FY 1999 baselines in the satisfaction of key NFIP constituencies and flood policy customers; and (3) re-write new Standard Flood Insurance Policies, in simplified language to increase policyholder understanding and promote faster claims settlement.

#### ACHIEVEMENT

(1) A *Call for Issues Report* was completed and put on the FEMA web site in May. It provides FEMA's response to all 739 issues received from 173 respondents. Printed copies were sent to all respondents and are available from FEMA. (2) Customer satisfaction data, specifically of flood insurance policyholders and insurance agents, will be evaluated through the Cover America II campaign. FIA completed and sent to printing the FY1999 Stakeholders Report, our annual report of Program and NFIP partner achievements. (3) The redrafted Standard Flood Insurance Policies were cleared by OMB and published for comment in the *Federal Register*. An implementation plan for support and related activities has been developed and is being carried out.

## INDICATOR (4)

The Information Technology Directorate (IT) will make accessible and standardize IT services that promote cost-effective, reliable, and trouble-free information services. It will meet the following standards:

### HELP DESK

1. Process 80% of the trouble tickets assigned per week.
2. Resolve the Y2K non-compliance problems.

### IT OPERATIONS

1. Maintain trouble-free services at 98%.
2. No undetected virus infections on agency's PC's or networks.
3. Rectify Y2K software and hardware problems.

### IFMIS

Maintain availability of IFMIS hardware in excess of 98%.

### INDICATOR DESCRIPTION

As information services have moved to the desktop, FEMA employees and other users need accessible, reliable, and integrated systems and data. The services include maintenance and individual assistance when the equipment breaks down, the operating systems are upgraded, or the software seems not to function as advertised. Having a single point of contact allows for consistency and reduced overhead in the provision and maintenance of LAN's, operating systems, office software, and database systems. These services are part of the agency's enterprise IT architecture, and they are essential for the ongoing integration of common functions and data elements.

### ACHIEVEMENTS

All indicators were achieved.

1. Headquarters helpdesk averaged 87.12% of jobs closed within a week for more than 4,000 trouble tickets per month.
2. 24 different major viruses were detected and corrected with no damage to data files and no loss of service.
3. FEMA's 47 mission critical systems, all non-critical systems and the 229 external data exchanges operated without interruption during the Y2K transition.
4. The IT operations and IFMIS hardware system were up approximately 99.75% of the time.

#### PROJECTED ACHIEVEMENT

In FY 2002, FEMA anticipates over 80% of the trouble calls to the helpdesk will be resolved on the first call.

## INDICATOR (5)

Office of General Counsel (OGC): Revisions to Executive Orders 12148 and 12656 were deleted from this goal as they were not, in FY 2000, an agency priority. OGC was instrumental, however, in leading the Agency's efforts to update the description of our organizational structure and our internal delegations, which appear at Part 2 of Title 44 of the Code of Federal Regulations (CFR). This effort was undertaken primarily to reflect the Agency's creation of the Office of Intergovernmental Affairs, the Information Technology Services Directorate, and the consolidation since 1995 of a variety of small offices into the Office of Policy and Regional Operations. The process of redrafting 44 CFR Part 2 is of value to the general public because it will clarify how FEMA is organized and how the Agency implements its programs and activities.

It is likely that the document will be published in final in the *Federal Register* within the first two quarters of fiscal year 2001.

The Office of Alternative Dispute Resolution (ADR) works to support a productive workplace by encouraging and facilitating the early resolution of disputes at the lowest organizational level. The Office promotes problem solving, dispute resolution, and creative conflict management. The Office fosters open and direct communication, which is essential to a productive workplace. ADR is a superior tool available for better governance.

In accordance with the Administrative Dispute Resolution (ADR) Act, the FEMA Director authorized in 1999 the Office of General Counsel to establish within its organization an ADR office. Since that time, an Equal Employment Opportunity-ADR pilot program has been developed. Through the Labor-Management Partnership Council (LMPC), the unions approved the use of ADR in employee disputes. Following extensive training and briefings, the Office set up four mediations and served over 70 people through walk-in and phone support. The Office is developing ADR procedures for the Cerro Grande Fires in accordance with the Cerro Grande legislation, which requires the use of ADR to resolve claimant disputes. During FY 2001, the Office expects to develop a pilot program for procurement disputes and to increase employee and management knowledge of the ADR office's services.

## INDICATOR (6)

The Office of Policy and Regional Operations (PR) in discussion with GC and the FEMA Chief of Staff determined that the Agency would discontinue further development of all-hazards, risk-management reporting system. This decision is based on the difficulty of collecting and compiling data from available resources across the Agency, many of which are meeting unique reporting requirements. Instead, the Agency will direct offices to continue to assess risks within their respective areas of responsibility. Risks can be better analyzed within offices that have the ability to: a) tailor the statistics they report to the particular risk involved; and b) place those statistics in their proper context. Agency offices will continue to monitor their operations to ensure that all internal risks are properly identified and accurately reported.

## INDICATOR (7)

Mitigation Directorate removed the goal to increase customer satisfaction with all Mitigation Programs as it felt that the measure was too broadly designed to be valid.

## INDICATOR (8)

Response and Recovery Directorate sought to increase by 5 percent over the FY 1999 baseline the overall satisfaction of State Emergency Offices, other Federal agencies, and major volunteer organizations with RR Regional coordination of disaster response partnership planning, guidance, and communication.

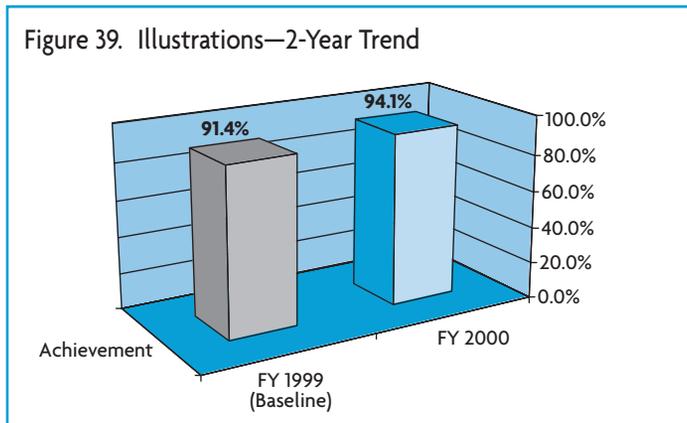
### INDICATOR DESCRIPTION

This goal works to ensure that Response and Recovery's (RR) partners, which include Federal agencies, State Emergency Offices and numerous volunteer organizations, are satisfied with the level of coordination they receive from RR. Achievement of this customer service measure indicates that the Response and Recovery in providing the level of service its partners and customers expect and deserve.

### ACHIEVEMENT

RR was not successful in achieving a 5% increase in satisfaction among its partners. The level of satisfaction among RR partners in FY 2000 was 91.4%, which represents a 2.7% increase over the baseline year (FY 1999), or a 3% overall rate of increase.

It should be noted that the level of satisfaction recorded in FY 1999, the baseline year, was 91.4%. This suggests that RR's partners are already satisfied to a relatively high degree, and that it may be difficult to increase the level of satisfaction in increments as large as 5% in a single year.



### GOAL CHANGES

Although Response and Recovery expects to maintain or exceed the current high level of customer satisfaction recorded for FY 2000, this goal and its indicator will not be included in the FY 2001 Annual Performance Plan.

## INDICATOR (9)

National Security Affairs (NS) will effect an increase of 5 percent in the FY 1999 internal and external customer satisfaction baseline through improved program coordination and performance in activities related to terrorism, special programs, COG, COOP, and CIP.

### ACHIEVEMENT

Due to unexpected delays in developing and distributing the survey instrument for the FY 1999 Agency Program Performance Survey, responses were not received until late in FY 2000. NS did not distribute a FY 2000 Survey because of the close proximity of time with the FY 1999 results. To have done so would have placed an unacceptable burden on our customers. Responses to NS's FY 1999 Survey, however, indicated an overall customer satisfaction rating of 81%. NS is now in the process of developing a survey instrument for FY 2001.

# MANAGEMENT CHALLENGES IDENTIFIED IN FY 2000 ANNUAL PERFORMANCE PLAN

## GPRA IMPLEMENTATION

Measuring and reporting on performance, as required by GPRA, will be a challenge for FEMA, as for most Federal agencies. To ensure that FEMA adopts a performance-based or results-oriented culture, it is imperative that FEMA continue to stress the significance of this initiative.

FEMA agrees that it is only with the support of senior leadership that the goal of GPRA can be achieved. Since its first annual plan, FEMA has moved steadily toward outcome goals that reflect the agency's mission and hold program offices and staff accountable for achievement. It is the intention of FEMA Director Joseph Allbaugh to make accountability his focus. With such support, agency planning and its results should be strengthened.

## FINANCIAL MANAGEMENT

Although FEMA has made major financial management strides over the past six years, more must be done to ensure that FEMA's financial management systems and operations will be capable of routinely producing accurate, relevant, and timely data to support ongoing program management and accountability decisions.

Since FY 1996, FEMA's financial statements were prepared, audited, and submitted to the Office of Management and Budget before the statutory deadline of March 1. This clearly demonstrates that FEMA's financial management system is able to produce accurate and reliable financial statements. Further improvements were made during FY 2000 to streamline the financial statement preparation process.

OFM is constantly reviewing and improving its system security. OFM has responded to several OIG audits of IFMIS and taken immediate corrective action. As a result, security and change controls are stronger and complementary manual controls were implemented as warranted.

## INFORMATION TECHNOLOGY MANAGEMENT

FEMA relies heavily on information technology (IT) resources to accomplish its mission. Although FEMA's use of IT increases the speed and accessibility of its operations, it also creates additional risks of disruption to critical operations and services, inappropriate disclosure of sensitive data, and fraud. Two particular challenges facing all Federal agencies are the threat of cyber attacks and Y2K.

In FY 2000, the IT Directorate established a Critical Infrastructure Assurance Officer position and an Information Assurance Branch. These and other steps focus on IT's efforts to meet requirements of the Presidential Decision Directive (PDD) 63 and to respond to

recommendations from the FEMA Office of Inspector General's audit of IT entity-wide systems security.

In FY 2000, 24 different major viruses were detected coming through the FEMA firewall and corrected with no damage to data files and no loss of service. Anti-virus software protects the LAN and desktop computers against over 40,000 known viruses. The software is distributed automatically to users over the FEMA network as vendors issue updated versions of anti-virus software to counteract newly discovered viruses. The software updates are usually loaded before the users sign on in the morning.

## GRANTS MANAGEMENT

FEMA has made notable strides over the past three years in relation to grants management. Prior to FY 1998, FEMA did not have a grants management structure that was sufficient to ensure the stewardship of Federal funds it awards to States. There were weaknesses in grants awarded for both disaster recovery and emergency preparedness. Although improvements are still needed, the Office of the Inspector General was satisfied in FY 1999 that FEMA was making a concerted effort to respond to the audit reports and improve its grants management capability. Grants management will continue to be monitored in FY 2001 to assure satisfactory improvements.

## DISASTER RESPONSE AND RECOVERY PROGRAM

While FEMA has made notable progress to improve its DFO operations, it is still struggling with effectively utilizing its disaster cadre in the most efficient, economical, and effective manner possible. Some critical areas facing management include overstaffing in some areas while others appear to be understaffed, dealing with pockets of ineffective staff when some routinely work 12-hour days, effectively managing transient employees, union issues, and national vs. regional human resources policies.

The agency has taken this issue seriously. In FY 1999 FEMA completed an extensive study of the DAE cadre. A subsequent requested audit in FY 2000 of FEMA's Disaster Relief Training Budget resulted in the Deputy Associate Director of the Response and Recovery Directorate convening a Deputies Council to review and recommend actions on the OIG report. In June 2000 the Council submitted a report that included recommendations on the temporary disaster work force size and composition and standards for staffing all functional areas. A draft policy seeks to achieve procedures and processes for the efficient and effective use of this necessary work force.

Reducing disaster costs presents another major challenge. At the end of FY 2000 the OIG reported that one of FEMA's initiatives is to reduce disaster field office (DFO) costs by limiting the

number of DFO staff to the minimum necessary based on a pre-determined template. Another, one that FEMA is currently testing, is to turn over management of small disasters to States. Florida managed FEMA's Public Assistance Grant program for a small disaster in October 2000. That effort appears to have been successful, although we have not yet evaluated the results.

In an effort to improve the efficiency and effectiveness of disaster recovery operations, FEMA has redesigned its largest recovery program, Public Assistance Grants (PA). The redesign included new policy guidance to clarify program requirements, improved customer service through training and enhanced State involvement, simplified processes, and performance targets.

Finally, although mundane in the grand scheme of emergency management, the OIG believes that the lack of appropriate internal controls over the Debris Removal Program will continue to contribute to serious fraud, waste, and abuse.

The Response and Recovery Directorate responded that the control and monitoring of frequently large expenditures related to debris operations is a major emphasis of FEMA's Public Assistance program. To help ensure a complete understanding of FEMA debris policies and assure the proper use of authorized Federal funding, FEMA recently implemented a number of debris specific programs, procedures and controls. These consist of a combination of educational, training, advisory, and monitoring initiatives, including the development and publication of the Debris Management Guide to be used by State, Tribal, and local government entities and FEMA staff.

### STATE AND LOCAL PREPAREDNESS PROGRAM

FEMA still does not have the ability to measure, and a standard method for measuring, State disaster risks and performance capability.

In collaboration with State partners, FEMA revised the State Capability Assessment for Readiness (CAR), and in FY 2000, 56 States and territories completed this self-assessment. It covers in detail 13 areas of emergency management and preparedness. From an analysis of the data, FEMA and the States will identify the specific areas on which States will focus their efforts to improve their capability. A local CAR is being developed and consideration is being given to a Tribal version. FY 2001 Annual Performance Goal P.1.1 addresses this concern.

### FLOOD INSURANCE PROGRAM

In addition to improving the financial soundness of the NFIP, FEMA needs to do a better job of coordinating and integrating the NFIP with FEMA's relatively new national mitigation strategy.

During FY 2000 the Federal Insurance Administration underwent a guided business process re-engineering study of the National Flood Insurance Program (NFIP). A fuller discussion of FIA's efforts to reduce program losses can be found in this report's discussion of M.3.4. FIA and MT have determined that NFIP repetitive loss properties have a major, disproportionate impact on the National Flood Insurance Fund (NFIF) generating roughly 30% of losses in the historical average loss year. In 2000, FIA worked with MT to implement a repetitive loss initiative to reduce the almost \$200 million per year in losses to properties that have sustained flood damage on multiple occasions. The purpose is to short-circuit the cycle of flooding and rebuilding. The initiative targeted the 10,000 worst of the repetitive loss properties.

[Note: A requested \$12 million appropriation for FY 2000 was not received. Additional funding may, however, be available through the Hazard Mitigation Grant Program (HMGP) to mitigate target properties. This funding is dependent on disaster declarations and may not be available for the areas with the most target buildings.]

Figure 40. National Summary Report (NSR) 2000 Quick Look Summary of Attribute Scores by Capability Rating

Capability Rating	Percent
Fully Capable (5)	3%
Very Capable (4)	61%
Generally Capable (3)	35%
Marginally Capable (2)	1%
Not Capable (1)	0%
<b>Total</b>	<b>100%</b>

## MITIGATION PROGRAM

Institutionalizing Project Impact disaster resistant activities was seen as a challenge in FY 1999.

This program, which started with 7 pilot communities in 1997, now counts almost 200 communities and over 2500 private-sector partners. With limited resources provided by the Federal government, non-federal contributions to Project Impact activities are critical to the success of the initiative. FEMA provides technical assistance to help communities leverage the seed money supplied by FEMA to obtain greater financial and technical support from the private sector, non-profit organizations, and other appropriate sources. The long-term success of Project Impact lies in educating local government officials and community activists on how to make their community disaster resistant.

Second, the modernization of FEMA's Flood Insurance Rate Maps presents a special challenge to FEMA.

There are two components of the Map Modernization plan: (1) developing new products and processes, i.e., developing new ways to make better flood maps, and (2) securing funding and actually making the new maps. FEMA has completed almost all of the necessary work in developing new products and processes. (See the Map Modernization web site at [http://www.fema.gov/mit/tsd/MM\\_main.htm](http://www.fema.gov/mit/tsd/MM_main.htm) for a summary of completed work.) Lack of funding has precluded significant progress in the second component—actually making new products to replace the aging inventory of approximately 100,000 flood maps.

## NATIONAL SECURITY SUPPORT PROGRAM

FEMA has been assigned a key role in developing and maintaining a national strategy to support terrorism-related emergencies. Numerous Federal agencies have roles in Federal action plans to respond to terrorism, but the Federal Bureau of Investigation and FEMA are the lead Federal agencies for domestic operations. Presidential Decision Directive 39 designates FEMA the lead Federal agency for consequence management in domestic terrorist events.

In response to that mandate, FEMA in FY 2000 established an Office of Terrorism within the Office of the Director. That office has, in turn, established two positions within each Regional Director's office for the coordination of FEMA's strategic and implementation plans and activities in support of terrorism preparedness and response.

## FIRE ADMINISTRATION PROGRAM

In its December 2000 report, the OIG stated that implementation of management reforms at the United States Fire Administration, as recommended by a Blue Ribbon Panel, was extremely important. Although all reforms recommended have not been completed, FEMA has made considerable progress in addressing the Panel's recommendations. In September 2000, a reorganization of the Administration was proposed that took into account the Panel's recommendations of redefining working relationships in terms of empowerment, delegation of authority, and accountability. Accordingly, the OIG no longer considers this to be one of FEMA's most significant management challenges.

## REPRESENTATIVE FY 2000 EVALUATIONS

Every year, several outside organizations examine FEMA's efforts and results. Among the most important of these reviews are:

**Deloitte & Touche LLP's** audit of FEMA's consolidated balance sheet, the combined balance sheet of its Directorates and Administrations, and the balance sheet of the Disaster Relief Fund.

The **Office of Management and Budget's Office of Information Policy and Technology** reviews FEMA's capital planning and investment control. OMB includes capital planning and IT expenditures as part of budget reviews, and requires that all investments support FEMA's mission and have measurable results as defined by GPRA strategic and annual goals.

Reports on FEMA by outside organizations that were issued in FY 2000 include *Disaster Relief Fund: FEMA's Estimates of Funding Requirements Can Be Improved* (**General Accounting Office**).

In addition, the **Office of Personnel Management** (OPM) conducted an oversight review of FEMA's Human Resources Program operations. FEMA is addressing OPM's recommendations and will take corrective actions as needed.

FEMA also reviews many aspects of its own operations each year. For instance, under the direction of the Chief Information Officer, the **FEMA Information Resources Board** made recommendations for the development and continued funding and operations of major IT projects and systems.

The **Mitigation Directorate** studied the substantial damage rule utilizing a sample of 2,000 structures in 19 states that met the two criteria: substantial damage and location in a 100-year floodplain. This sample represented about 10 percent of the total acquisition, relocation, and elevation projects funded under the Hazard Mitigation Grant Program since the program's inception. Analysis revealed that, if the exemption policy were applied to the sample structures, the overall benefit-cost ration would be 2:21, a long-term return of \$2.21 for every dollar invested in these projects.

The **Federal Insurance Administration** (FIA) issued several reports on topics including the economic impact of subsidy elimination, alternate Program financing methods, and National Flood Insurance Program (NFIP) claims and underwriting. FIA, in conjunction with the Mitigation Director, will begin a comprehensive evaluation of the NFIP in 2001. FIA's operational reviews complement the audit activities of, and by Write-Your-Own insurance companies. The FIA has worked with the Office of the Inspector General and the General Accounting Office on their studies of the mandatory insurance purchase requirement. Further, the FIA has initiated a business process reengineering initiative.

The **Office of Policy and Regional Operations** (PR) led an effort to pilot Activity-Based Costing (ABC) methodology for the agency, jointly with the Human Services Division of the Response and Recovery (RR-HS) Directorate and the Office of Financial Management (FM). While the pilot successfully demonstrated the value of ABC as a decision-making tool and proved that the agency could benefit from its implementation, FEMA does not intend to pursue ABC implementation on an agencywide basis at this time. The pilot program studied the applicability and usefulness of ABC to the Agency, as a whole or for selected operations; assessed its effectiveness as a cost accounting tool; and identified what additional data would be required within FEMA's financial systems.

The **Response and Recovery Directorate** (RR) participated in many evaluation activities in FY 2000, including:

- Reporting to the Office of Congressional and Legislative Affairs on *Administrative Changes to the Disaster Relief Program to Reduce DRF Expenditures*
- Conducting an ongoing Empowerment Audit to encourage employee involvement
- Commenting on the GAO report *Disaster Relief Fund: FEMA's Estimates of Funding Requirements Can Be Improved*
- Working with the Office of Inspector General to audit insurance compliance for the Public Assistance Program and the mission assignment process, as well as collaborating on the Debris Removal Management Program, the redesign of the PA Grant process, and the *Report to GAO on Management and Program Challenges*
- Working with GAO to review the DRF (including PA eligibility and Declaration Criteria) and FEMA's expenditures for the Olympic Games, as well as to issue the report *Combating Terrorism: FEMA Continues to Make Progress in Coordinating Preparedness and Responses*.

The **Office of Inspector General** (IG) reviewed aspects of FEMA's response to Hurricane Georges in Puerto Rico, including controls over mission assignments, accountable property, and procurement, as well as administrative activities at the Disaster Field Office and some activities in the public assistance program.

Other mission-specific programs evaluated by IG included:

- Use of the LIMS (Logistics Information Management System) for property accountability and security for persons operating information systems
- The substantial damage rule as a mitigation tool.
- The processes used by the Territorial Closeout Teams to close older disasters and the role the teams had in making decisions regarding closures.

- New cost estimating procedures for small project public assistance grants, to determine whether the new procedures ensure accurate cost estimates and whether recipients were receiving excess funds as a result of inflated estimates.
- The comprehensive cooperative agreement process.
- Past practices in reviewing 247 governors' requests for Federally declared disasters, to provide a framework for evaluating FEMA's proposed disaster declaration criteria.
- Assessment of the validity of non-Federal contributions to Project Impact communities.

IG also reviewed management functions at FEMA, including:

- Administration of the Federal Employees Compensation Act, to determine whether FEMA was correctly charging the appropriate funds and whether controls over the claims payment process were adequate. OHRM has increased efforts to resolve claims more quickly and monitor the appropriate charges.
- The adequacy of the Integrated Financial Management Information System's internal controls and compliance with applicable Federal financial management systems requirements.

Among the most important activities of **The U.S. Fire Administration** (USFA) is public education, which equips citizens with the awareness and knowledge of the fire problem and educates them on fire safety and prevention. Through the National Fire

Incident Reporting System and other data sources, as well as focus groups, an evaluation was conducted with older adults to explore awareness, knowledge, and attitudes toward fire safety and prevention.

USFA also conducts a number of evaluations as part of several major programs. These include:

- The Hotel & Motel Fire Safety Project, to locate non-compliant hotels among the approved properties.
- The Smoke Detector Pilot Study, where 20 pilot sites provide data and community evaluations to USFA.
- The Effectiveness of Public Education Methodologies for Children project, to identify methods that are most effective in reaching children with a fire safety message, which in turn will impact the future direction of USFA's public education campaigns for children.

An independent, third-party evaluation of USFA-Indian Health Services joint activities is currently under way. It will identify the program's effectiveness, fiscal controls, and success in lowering child fire injury rates among the population involved.

Students in the USFA training programs participate in several evaluations rating the value of the courses in enhancing their professional performance.

