

DRAFT REVISIONS

August 21, 1997

# **STRATEGIC PLAN**

**FY 1998 through FY 2007**

With Operational Objectives through FY 2002

## **Partnership for a Safer Future**

**Federal Emergency Management Agency**

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# Foreword

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The first Strategic Plan in the history of the Federal Emergency Management Agency (FEMA) was published in December 1994. As part of the process of FEMA's renewal, "Partnership for a Safer Future" laid out the agency's mission and vision. We recognized that FEMA's role in making a safer future would require us to lay a solid foundation on which to build an effective organization of emergency management. We recognized that the organization would need to lead and support the Nation in a comprehensive, risk-based emergency management program. We also recognized that our mission to reduce the loss of life and property included protecting the Nation's institutions from all natural and man-made hazards. FEMA consequently began to direct efforts towards creating an agency that would restore the confidence of the American people and fulfill President Clinton's promise to "be there" when America needed us.

During the intervening four years, FEMA has enjoyed much success in its renewal. Internally, we improved management systems and streamlined operations to function more efficiently and with more accountability. Programmatically, we redirected our services to give priority to (1) identifying and meeting the needs of customers; and (2) forging closer ties with State and local governments, other Federal departments and agencies, business and industry, voluntary organizations, and individual citizens. As a result, our response capability is stronger and more effective. Our delivery of individual disaster assistance and assistance to States and localities has been improved and the processes streamlined. Perhaps most important, the level of attention to and resources for reducing disaster losses by mitigating hazards have increased dramatically.

FEMA has taken a preeminent role in reducing the costs of disasters through mitigation because no other approach is as effective over the long term. We addressed flood hazards—the most frequent type of disaster—by launching two nationwide campaigns. The first was to increase the number of flood insurance policies and thereby decrease the costs of flood disaster relief to the Federal Government. The second was to purchase more than 10,000 parcels of property, voluntarily offered by owners, to remove homes and businesses from the floodplains in the Midwest. FEMA also led an important National Arson Prevention Initiative in response to the wave of church fires.

While we made our operations more efficient and customer-oriented, we worked in concert with our partners to respond to 200 disasters, register 2 million Americans in need of Federal disaster assistance, provide assistance to more than 4,000 counties, and coordinate the distribution of \$12 billion in disaster relief funds.

We take well-earned pride in these accomplishments. They have made us ready for the next step: *to change the emergency management culture from one that **reactively responds** to disasters, to one that **proactively helps** communities and citizens **avoid** becoming disaster victims.*

FEMA will build on the successes of the past four years to lead the emergency management community into the 21<sup>st</sup> century. The concept of *disaster-resistant communities* has become a rallying point for FEMA. We will bring together private industry, the insurance sector, mortgage lenders, the real estate industry, homebuilding associations, and others to create model communities in high-risk areas. We are beginning now to lay the groundwork. In the period covered by this Plan, we will identify four communities in high-risk areas that are committed to protecting their citizens, businesses, and infrastructure from disasters. Each community will address the hazard to which it is most vulnerable: flood, earthquake, hurricane, or fire. The experiences of these communities will enable us to begin the development of transferable models of disaster-resistant communities to the rest of the country.

Other steps leading to the creation of disaster-resistant communities include (1) overhauling FEMA's public assistance process to reduce red tape and time, (2) establishing a Federal pre-disaster mitigation fund, and (3) continuing to establish and strengthen the public-private partnership for emergency management. The time has come for business to invest in its own mitigation to protect against disaster damages that affect profits. The concept of disaster-resistant communities can and will work if everyone affected by disasters participates in the partnership.

This strategic plan includes revisions to FEMA's 1994 strategic plan. It fulfills the requirements of the Government Performance and Results Act (GPRA) and covers fiscal years (FYs) 1998 through 2007—ten years to achieve strategic objectives. This Plan also includes specific 5-year operational objectives for each major strategy employed to achieve each strategic goal.

Although legislation is pending that would, if passed, affect FEMA's Public Assistance Program, this plan is necessarily predicated on extant authorities.

We welcome comments and recommendations for improving this plan to better serve the needs of the emergency management community and the American people.

James L. Witt  
Director

*Written comments may be addressed to FEMA, Office of Policy and Regional Operations, Room 832, Washington, DC 20472.*

*To learn more about FEMA and how to protect yourself in disasters, visit FEMA's Website at [WWW.FEMA.GOV](http://WWW.FEMA.GOV) or contact the FEMA regional office nearest you. A map showing the location and address of FEMA regional offices at Appendix A.*

# Who We Are and What We Do: Helping People Before, During, and After Disasters

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Imagine that you were somehow able to watch, from a distance, a major disaster unfold. You would see suffering and devastation—but that would be only part of the story. You also would see lots of people move into action—people from government agencies, private organizations, businesses and volunteer groups. You would see them working as a team to keep essential services operating, provide first aid, food and water, clear debris, rebuild homes and businesses, and prevent the disaster from happening again.

Over time, you would begin to see a pattern to the activity. You would see how people work together when disasters occur. You would see “first responders” risking their lives to help others. You would see the results of planning and coordination in the execution of an effective response. And you would learn that communities and individuals could lessen the damage that disasters cause, and sometimes avoid it altogether.

The pattern behind the activity is called “emergency management.” It is the process through which America prepares for emergencies and disasters, responds to them, recovers from them, rebuilds, and mitigates their future effects.

The Federal Emergency Management Agency (FEMA) is the governmental unit that has leadership responsibilities for the Nation's emergency management system. Local and State programs are the heart of the Nation's emergency management system, and most disasters are handled by local or State governments. When the devastation is especially serious and exceeds the capability and resources of local and State governments, States turn to the Federal Government for help. Once the President has declared a major disaster, FEMA coordinates not only its own response activities but also those of as many as 28 other Federal agencies that may participate. Federal agencies help States and localities to recover from disasters by providing services, resources, and personnel to perform necessary functions, such as transporting food and potable water to the area, assisting with medical aid and temporary housing for those whose homes are uninhabitable, and providing generators for electric power to keep hospitals and other essential facilities in operation. FEMA also works with States, territories, and communities during non-disaster periods to help plan for disasters, develop mitigation programs, and anticipate what will be needed when major disasters occur.

FEMA supports State and local emergency management programs by funding emergency planning, training emergency managers and local officials, conducting large-scale tests, called “exercises,” and sponsoring programs that teach the public how to prepare for disasters. FEMA provides technical assistance to communities that restrict development in designated floodplains and makes Federal flood insurance available to residents in participating communities.

# The Agency

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FEMA has 2,400 full-time employees working throughout the country. It also has nearly 7,000 temporary disaster assistance employees (DAEs)—individuals who are ready to be called upon at a moment's notice to help when disasters occur. DAEs help to minimize disruption in routine and ongoing FEMA operations when disaster strikes. Another way in which FEMA minimizes disruption during disaster response is through the Executive Reserve force—a group of individuals appointed by the Director and having high-level management experience in industry, academia, and the military. Reservists volunteer their time as a service to the country. (The Executive Reserve program is undergoing review to determine whether it can be made more effective).

In addition to its headquarters in Washington, D.C., FEMA has 10 regional offices, area offices in Puerto Rico and Hawaii, and several facilities, such as the National Emergency Training Center in Emmitsburg, Maryland, and the Mt. Weather Emergency Assistance Center in Round Hill, Virginia.

FEMA's job is to lead the Country in developing and maintaining a national emergency management system that helps people protect themselves, their families, homes and businesses from all hazards. More specifically, FEMA:

- Ensures adequate plans are in place for the continuation of essential government functions during any emergency. A serious disruption of government services could severely hinder emergency management assistance to the American people.
- Promotes effective land-use planning, building codes and other means to minimize the effects of disasters such as floods, hurricanes, and earthquakes. FEMA provides technical assistance, training, and grants, directed at reducing the impact of disasters, to government agencies throughout the country.
- Operates the U.S. Fire Administration, which supports the Nation's fire service and emergency medical services communities. The Fire Administration conducts training, public education, and research programs in subjects related to fire protection technologies and emergency response procedures.
- Operates the Federal Insurance Administration, which makes flood insurance available to residents of communities that agree to enforce sound land-use practices. More than 18,000 communities participate in the Federal flood insurance program and more than 3.6 million home and business policies are in effect.

In all of its activities, FEMA works in close consultation with partners in State and local governments, business and industry, the American Red Cross and other volunteer and non-profit organizations.

# Risks We Face

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Natural disasters will always happen. Since the late 1980s, the United States has incurred unprecedented devastation from major earthquakes, hurricanes, tropical storms, floods, landslides, volcanic eruptions, severe winter storms, and wildfires. More than 500 people lost their lives during these events. Moreover, an additional 4,500 people die each year due to residential and structure fire. As the population and built environment increases, so will the risk<sup>1</sup> to lives and property. Consider these situations:

- Floods occur in all 50 States and 8 U.S. territories. Over 9 million homes and property valued in excess of \$390 billion are at risk from floods.
- At least 50 million homes may be located in counties at significant risk from earthquakes. Major earthquake risk zones are found in the West, central Mississippi Valley, New England, South Carolina, Hawaii, Puerto Rico, and the Virgin Islands. According to the U.S. Geological Survey, there is a 90-percent probability that at least one major earthquake will strike an urban area in California in the next 30 years.
- On average, 5 hurricanes strike the United States every 3 years. Hawaii and 18 States along the East and Gulf Coasts, as well as the Territories of the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of Puerto Rico, and the Northern Mariana Islands have the greatest risk of being impacted by a hurricane.
- In many parts of the United States, very valuable real estate property is located in areas that are subject to frequent urban and wildland fires.
- Severe windstorms, often related to tornadoes and hurricanes, are a major cause of fatalities and property loss in the United States. Approximately 25 million homes are at risk from wind related damage. Tornadoes, which affect almost every State, are the most common type of windstorm and result in the greatest amount of property damage in the central United States.
- Technological or man-made hazards, such as the release into the environment of toxic materials, nuclear accidents, or the consequences of terrorism, have expanded dramatically throughout the 20<sup>th</sup> century.
- The United States historically has had one of the highest fire loss rates of the industrialized world – both in fire deaths and dollar loss. Most fires are relatively small, and their cumulative impact is not easily recognized. However, the loss of life and property resulting from fire far exceeds that of all other natural disasters combined.

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<sup>1</sup>“Risk” means the potential losses associated with a hazard and is defined in terms of expected probability, frequency, magnitude, severity, exposure, and consequences.

# Mission

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The mission of the Federal Emergency Management Agency is to

***Reduce the loss of life and property and protect our institutions from all hazards by leading and supporting the Nation in a comprehensive, risk-based emergency management program of mitigation, preparedness, response, and recovery.***

- Mitigation:*** Taking sustained actions to reduce or eliminate long-term risk to people and property from hazards and their effects.
- Preparedness:*** Preparing to respond effectively to any hazard by planning, training and exercising.
- Response:*** Conducting emergency operations to save lives and property by positioning emergency equipment and supplies, moving people out of harm's way, providing food, water, shelter, and medical care to those in need, and restoring critical public services.
- Recovery:*** Rebuilding communities so individuals, businesses, and governments can function on their own, return to normal life, and protect against future hazards.

These functions also represent the “phases” of emergency management and comprise what public officials and emergency management professionals call “Comprehensive Emergency Management” (CEM). In 1993, FEMA was reorganized to refocus agency effort on its mission and the strategies used by local, State, and Federal partners in the national emergency management system. At the same time, the FEMA budget structure was simplified, and activities changed to mirror the FEMA organization and, therefore, strategies for effective emergency management. FEMA’s organization, budget structure, strategic goals, and implementation strategies are directly aligned in support of the agency’s mission.

Authorities that underpin the FEMA mission are listed in Appendix B.

# Where We Plan to Go: Vision of a "Partnership for a Safer Future"

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The vision for FEMA is expressed in the title of the Agency's strategic plan:

## *Partnership for A Safer Future*

The Nation's emergency management system is built on a partnership of local, State, and Federal governments, voluntary agencies, business and industry, and individual citizens focused on saving lives and property and reducing the effects of disasters regardless of their cause.

The **vision** of an effective "Partnership for a Safer Future" for America is:

- An informed public protecting their families, homes, workplaces, communities, and livelihoods from the impact of disasters;
- Communities built to withstand the natural hazards which threaten them;
- Governmental and private organizations with plans, necessary resources, and rigorous training and exercising for disaster response; and
- Community plans, prepared in advance, for recovery and reconstruction after a disaster.

*Disasters affect everyone.*

*We all have a role in Emergency Management.*

# Values

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FEMA has eight core values that its employees strive to exemplify:

<b><i>Quality Work</i></b>	We are dedicated to doing the best job possible.
<b><i>Customer Service</i></b>	We value our internal and external customers, and strive to meet their expressed needs.
<b><i>Creativity and Innovation</i></b>	New ideas and creativity are fundamental to continued growth, improvement and problem solving.
<b><i>Teamwork</i></b>	Each employee has something of value to contribute. By working cooperatively together, we can better achieve the Agency's mission and goals.
<b><i>Continuous Improvement</i></b>	Continuous development of personal/professional skills and program delivery is key to better serving our customers.
<b><i>Public Stewardship</i></b>	Commitment to prudent management of the taxpayers' money and dedication to providing the public with the highest quality service.
<b><i>Diversity</i></b>	FEMA's employees are its most valuable resource. The diversity of their backgrounds, experiences, and skills adds to their value.
<b><i>Partnership</i></b>	Reaching out and engaging FEMA's partners collaboratively is essential to our success.

# Overview of FEMA's Strategic Planning Template

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Over the 10-year period FY 1998 through 2007, FEMA will pursue 3 *strategic goals*. Each strategic goal is supported by one or more *strategic objectives* with *performance measures*. These goals represent performance outcomes sought by the national emergency management partnership that FEMA leads and supports. Achievement of these goals and objectives will depend on many individuals and organizations at local, State, and Federal levels. FEMA is working with its partners at the State and Federal levels to adopt these goals in their own strategic plans and in Performance Partnership Agreements (PPAs).

To achieve each strategic goal, FEMA has formulated *strategies* that are implemented through *5-year operational objectives* (FY 1998 through FY 2002), which reflect FEMA's *major activities* and *resources* contributing directly to the partnership. These objectives are listed in this Strategic Plan under a strategy associated with a specific strategic goal. Each 5-year performance objective is assigned to a responsible lead organization that is accountable for ultimate performance and develops a 5-year action plan of activities achievable with anticipated resources. Resources are constrained to the out-year levels provided to the agency by the Office of Management and Budget (OMB).

An annual performance plan will be prepared for each FEMA budget request to Congress. The plan will illustrate how the annual performance goals (with performance indicators) and requested resources will contribute to 5-year operational objectives supporting a strategy to achieve a specific strategic goal. Resource levels are consistent with the President's budget request to Congress.

FEMA has adopted two mission-related goals to guide its leadership role in the national emergency management partnership, and one organizational goal to guide its management operations. Three strategies—mitigation, preparedness, and response/recovery—are aimed at achieving the two mission-related goals. Two strategies—customer service and administrative efficiency—are aimed at achieving the management operations goal.

The legislatively mandated programs of the Federal Insurance Administration and the United States Fire Administration provide a unique focus within the Federal government for flood and fire programs, respectively. These programs do not appear as separate strategies, but are reflected in multiple mission-related strategies.

The Federal Insurance Administration, which operates the National Flood Insurance Program, provides consumer-oriented flood insurance to accelerate recovery from floods, mitigate future losses and reduce the personal and national costs of flood disasters. It contributes to achievement of the mitigation and the response/recovery strategies. The U.S. Fire Administration provides training, public education and research related to fire protection technologies and emergency response procedures. It contributes to achievement of the mitigation and preparedness strategies.

FEMA's mission-related strategic goals and associated strategies are:

**Strategic Goal 1** Protect lives and prevent loss of property from all hazards.

Strategies            Mitigation (supported by fire and insurance programs), and Preparedness (supported by fire programs);

**Strategic Goal 2**        Reduce human suffering and enhance recovery of communities after disaster strikes.

Strategies            Response and recovery (supported by insurance programs)

FEMA's management operations goal and strategies are:

**Strategic Goal 3**        Ensure that the public is served in a timely and efficient manner.

Strategies            Customer service; and Administrative efficiency.

In the sections that follow, each strategic goal is described. Descriptions include (1) associated strategic objectives and their performance measures, and (2) strategies and their associated 5-year performance objectives, shown by lead organization.

# Strategic Goals and Strategies

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## **Strategic Goal 1:** *Protect lives and prevent the loss of property from all hazards.*

The national emergency management community works to protect lives and prevent the loss of property through the implementation of pre-disaster preparedness and mitigation measures. FEMA coordinates and supports its emergency management partners in planning, marketing and carrying out initiatives. Over time, such measures as early warning systems, evacuation plans, building codes, fire prevention technology, and land-use policies reinforced by insurance incentives, have reduced the loss of life and property from disasters.

### **Strategic Objective 1.1. By the end of FY 2007, reduce by 10 percent the risk of loss of life and injury from hazards.**

**Performance Measure.** A national baseline assessment of probable future loss of life and injury from hazards will be developed and continuously improved which expresses risk in mortality and morbidity rates. Achievement of this objective will be measured in FY 2002 against the initial FY 1996 baseline (to be developed prior to the end of the performance period, and corrected as necessary to reflect improved risk assessment methods).

In the interim, until such time as the national baseline assessment results are available, a proxy measure will be used, such as the annual change in the rate of loss of life from disasters per million people who live in hazard-prone areas. The proxy measure combines into a single index the loss of life from five hazards: earthquakes, fires (including wildfires), floods, hurricanes and tornadoes. The rate of loss of life will be evaluated in ten-year increments due to the irregular frequency of disasters and cyclical weather patterns. The National Oceanic and Atmospheric Administration (NOAA) and other sources will provide statistical information for the performance measure, including the historical baseline.

## Strategic Objective 1.2. By the end of FY 2002, reduce by 15 percent the risk of property loss and economic disruption from hazards.

### Performance Measure.

Successful accomplishment of this objective will be to minimize property loss and economic disruption by focusing on disaster resistant communities and the *mitigation* of hazards before they occur and on *preparedness* for those hazards which cannot be prevented. This will yield measurable improvement in State and local government emergency management capability.

The baseline for determining State and local capability will be through the Capability Assessment for Readiness (CAR) process which was initiated in FY 1997. Continued use of the CAR will identify deficiencies and improvements in State and local emergency management programs and provide the basis upon which State and local governments focus their resources. The output of this effort will be used to create national standards for emergency management upon which deficiencies can be identified and prioritized for elimination. Elimination will result in at least a 20% improvement in the capability of State and local governments to respond to disasters, thereby reducing the risk of loss of life and property.

In addition, a national baseline assessment of probable future loss of property and economic disruption from hazards will be developed and continuously improved which expresses risk in direct and indirect (dollar) costs. Achievement of this objective will be measured in FY 2002 against the initial FY 1996 baseline (to be developed prior to the end of the performance period, and corrected as necessary to reflect improved risk assessment methods.)

In the interim, until such time as the national baseline assessment results are available, a proxy measure will be used, such as by comparing the value of property damages in communities that have experienced a presidentially declared disaster, implemented mitigation measures and then experienced a similar type disaster within the next ten years. The performance measure captures the reduction of property loss that can be attributed to mitigation. FEMA has baseline information from communities with which it has worked to mitigate future disaster losses. The baseline includes data collected by FEMA's United States Fire Administration on property lost to fire.

Property, for the purpose of this performance measure, is defined to include commercial and public buildings and facilities, private homes, and utility and transportation systems.

## Mitigation Strategy

Mitigation actions protect life and property and reduce long term risks from hazards. Typical Federal mitigation actions involve supporting local government officials' efforts to: promote the construction or siting of structures so that they have reduced chances of being impacted by disasters; develop, adopt, and enforce appropriate building codes and land use planning standards; and take action to correct inappropriate building designs.

Mitigation is achieved primarily through community actions, which can be greatly enhanced by the support of individuals, public-private partnerships, and Federal and State assistance. FEMA's strategy for mitigation focuses on making it as easy as possible for communities and their citizens to take informed and effective mitigation actions. FEMA will do this by leading a national effort to:

- Identify and improve the understanding of the Nation's hazards and their risks, by community;
- Develop or improve techniques which mitigate those risks;
- Provide an environment conducive to applying those techniques;
- Provide financial and technical assistance—both *pre-* and *post-disaster*—to facilitate application of those techniques; and
- Support the development of incentives and disincentives which make application of those techniques a social, political and/or economic priority.

Insurance concepts and methods are also used to reduce the nation's vulnerability to natural hazards. The National Flood Insurance Program is implemented so that insurance and floodplain management policies and operations are mutually reinforcing.

FEMA's mitigation strategy has four areas of focus:

1. *Federal Mitigation.* FEMA will lead the effort to ensure that the authorities and resources of the federal government which affect the built environment are supporting, to the maximum degree practicable, community-based mitigation decisions/actions.
2. *State Mitigation.* FEMA will establish a collaborative partnership with State-level mitigation stakeholders to develop criteria and incentives for the establishment of comprehensive State mitigation initiatives which marshal the resources and authorities of State government to support community-based mitigation decisions/actions.
3. *Community Mitigation.* FEMA will establish a collaborative partnership with community-level stakeholders to develop a national initiative to reduce risk through voluntary, community-based, incentive-driven decisions/actions.
4. *Private/Public Mitigation Partnership.* FEMA will lead an effort to identify and maximize the contributions of the private sector to the national mitigation effort – through business-driven construction and land-use decisions, as well as incentives for mitigation decisions/actions through insurance and financial market instruments.

## 5-Year Operational Objectives

**Lead Organization:** Mitigation Directorate

**5-Year Operational Objective:** Before 2002, at least 50 percent of all principal Federal departments and agencies that influence the built environment (including FEMA) will document the annually improved contribution their programs have made in measurably reducing the Nation's risk from natural hazards.

**Performance Measure:** Improved risk reduction effectiveness of Federal programs charted from baseline *Federal Mitigation Capability Inventory and Assessment*, and documented in a periodic Federal mitigation report.

**Contributes to Achieving the Following Strategic Goal:** Goal 1. This objective is designed to drive a systematic approach to identifying and maximizing ways to leverage the resources of the Federal Government to reduce the risk to lives and property from natural hazards through mitigation actions at the State and local levels (e.g., disaster-resistant communities initiative). FEMA believes that natural-hazard risk reduction through mitigation is a national responsibility and, through this component of the mitigation strategy, FEMA will work to assure that the national government is leading by example and sending a consistent message of support for mitigation through its actions.

**Lead Organization:** Mitigation Directorate

<p><b>5-Year Operational Objective:</b> Before 2002, at least 25% of all States, Commonwealths, and/or Territories will encourage and establish an accelerated pattern of natural hazard risk reduction within their jurisdictions through a voluntary, incentive-driven, community-based mitigation program.</p>
<p><b>Performance Measure:</b> The percentage of States voluntarily developing and implementing multi-hazard mitigation initiatives that support voluntary, incentive-driven, community-based approach to mitigation is documented through capability and inventory assessments and demonstrates a trend towards increased risk reduction.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 1. This objective is designed to drive a systematic approach to identifying and maximizing ways to leverage the resources of State government to reduce the risk to lives and property from natural hazards. FEMA believes strongly that, through its Performance Partnership Agreements (PPAs) with the States, common objectives for risk reduction through mitigation can and should be achieved through State-specific strategies tied to common, national performance measures. Ultimately, it is our intention to tie State responsibility for risk reduction through mitigation – specifically through support for voluntary, incentive-driven, community based mitigation actions – to the eligibility and State cost share of Federal reimbursement of disaster costs through the Stafford Act.</p>

**Lead Organization:** Mitigation Directorate

<p><b>5-Year Operational Objective:</b> Before 2002, increase to 20% the percentage of all “at risk” communities that encourage and establish a voluntary, incentive-driven, community-based mitigation program that emphasizes public/private partnerships.</p>
<p><b>Performance Measure:</b> Percentage of “at risk” communities participating in a voluntary, incentive-driven, community-based mitigation initiative through which risk reduction actions are documented.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 1. This objective is designed to drive a systematic approach to identifying and maximizing ways to leverage the resources of local government to reduce the risk to lives and property from natural hazards. A fundamental principle of FEMA’s mitigation strategy is that “all mitigation is local,” as it is at the local level that the design, maintenance, and rehabilitation of buildings and infrastructure is directly controlled. Consequently, a voluntary, incentive-driven, community-based approach to mitigation is the focus of FEMA’s mitigation strategy. It is FEMA’s ultimate objective to have community responsibility for managing its risks integrated into existing community rating systems for fire protection and floodplain management. FEMA expects to achieve its greatest reduction of natural hazards risk by first focusing on high risk communities, such as those with frequent flooding and high seismic hazards.</p>

**Lead Organization:** Office of National Security Coordination

**5-Year Operational Objective:** By the end of FY 2002, complete upgrading and fielding the system used for tracking and locating key government officials.

**Performance Measure:** Successful delivery, testing, demonstration, and operation of the system to the approval and satisfaction of managers and users.

**Contributes to Achieving the Following Strategic Goal:** Goal 1.

**Lead Organization:** Office of National Security Coordination

<p><b>5-Year Operational Objective:</b> Through the end of FY 2002, prepare, coordinate, and implement agreements with other Executive Branch departments and agencies to provide critical materials and services in support of national security emergency preparedness programs.</p>
<p><b>Performance Measure:</b> Customer feedback relative to successful execution of agreements and provision of materials and services.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 1.</p>

**Lead Organization:** Federal Insurance Administration

<p><b>5-Year Operational Objective:</b> By the end of FY 2002, through National Flood Insurance Program insurance and floodplain management activities, reduce expected annual flood losses by \$1 billion.</p>
<p><b>Performance Measure:</b> The measure will be based on the loss experience of insured compliant structures versus insured pre-FIRM and non-compliant structures applied to estimates of the numbers of buildings constructed to meet program standards.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 1</p>

**Lead Organization:** United States Fire Administration

<p><b>5-Year Operational Objective:</b> By the end of FY 2002, reduce by 5 percent the rate of loss of life and property from fire and fire-related hazards.</p>
<p><b>Performance Measure:</b> USFA National Fire Incident Reporting System (NFIRS); National Fire Protection Association (NFPA); Consumer Product Safety Commission (CPSC); Centers for Disease Control (CDC); National Center for Health Statistics (CHS); and Bureau of the Census.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 1</p>

## External Factors

*Items on this page will be completed when annual performance plans are approved.*

## Authorities

Earthquake Hazards Reduction Act of 1977, 42 U.S.C. 7701 et seq.; E.O. 12699, Seismic Safety of Federal and Federally Assisted or Regulated New Building Construction; E.O. 12941, Seismic Safety of Existing Federally Owned or Leased Buildings;

National Flood Insurance Act of 1968 and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.; § 4012a (§ 102), Flood insurance purchase requirement and compliance and escrow accounts; § 4022 (§ 1315), State and local land use controls; §4104c (§ 1366), Mitigation Assistance; § 4105 (§ 201), Disaster Mitigation Requirements; Notification to Flood-prone Areas.

Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.;

§ 5131 (§ 201), Federal and State Disaster Preparedness Programs;

§ 5170c (§ 404), Hazard Mitigation;

§ 5171 (§ 405), Federal Facilities;

E.O. 12148, § 2-101, § 2-206.

42 U.S.C. 5204c, Hazard Mitigation for Insular Areas;

Earthquake Hazards Reduction Act of 1977, 42 U.S.C. 7701 et seq.;

E.O. 12699, Seismic Safety of Federal and Federally Assisted or Regulated New Building Construction;

E.O. 12941, Seismic Safety of Existing Federally Owned or Leased Buildings;

National Flood Insurance Act of 1968 and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.;

§ 4012a (§ 102), Flood insurance purchase requirement and compliance and escrow accounts;

§ 4022 (§ 1315), State and local land use controls;

§4104c (§ 1366), Mitigation Assistance;

§ 4105 (§ 201), Disaster Mitigation Requirements; Notification to Flood-prone Areas.

Federal Fire Prevention and Control Act of 1977 and Hotel and Motel Fire Safety Act of 1990 and Arson Prevention Act of 1994, all codified at 15 U.S.C. 2201 et seq.

## Resources

## Technology

## Program Evaluation

# Preparedness Strategy

In partnership with the States, FEMA will foster innovation and improvement that will reduce the gap between the capabilities required to respond to disasters and those in place. The preparedness strategy is to build and maintain a collaborative framework of Federal, State, local and private sector (including business and industry) resources that will yield a general reduction in the risk of loss of life and property from all hazards and support development of disaster resistant communities. The focus of this strategy will be on emergency management professional development; assisting in the establishment of capability standards and assessment through tests, exercises and real world experiences; supporting planning and public education; and, creating partnerships with the private sector and other nations. The strategy will foster a decentralized capability for State and local preparedness and response for all but the most catastrophic disasters.

## 5-Year Operational Objectives

### Lead Organization: Preparedness, Training and Exercises

**5-Year Operational Objective:** By the end of FY 2002, in addition to maintaining the current capability of states to respond, support reduction in the loss of life and property through identification and correction of 10% of weaknesses and deficiencies in their capability.

**Performance Measure:** State-wide annual assessment to measure incremental improvement in capability; State capability improvement through correction of identified deficiencies.

**Contributes to Achieving the Following Strategic Goal:** Goal 1

### Lead Organization: United States Fire Administration

**5-Year Operational Objective:** By the end of FY 2002 (using data year 2000), reduce by 5 percent, the rate of loss of life from fire and fire related hazards.

**Performance Measure:** USFA National Fire Incident Reporting System (NFIRS); National Fire Protection Association (NFPA); Consumer Product Safety Commission (CPSC); Centers for Disease Control (CDC); National Center for Health Statistics (CHS); and Bureau of the Census.

**Contributes to Achieving the Following Strategic Goal:** Goal 1

### Lead Organization: Information Technology Services Directorate

**5-Year Operational Objective:** Reduce the likelihood of losses of life or property through the provision of emergency alerts and emergency response communications nationwide or regionally by such means as the National Warning System (NAWAS), Emergency Alert System (EAS), and Geographic Information Systems (GIS).

**Performance Measure:** Disseminate NAWAS emergency alerts within 3 minutes of receipt; relay Federal emergency over the EAS within 15 minutes of notification; provide preliminary hurricane damage assessments and storm tracking modeling data to States within 24 hours of a request; and, deliver maps, models, data and analyses as requested to FEMA and emergency partners within 72 hours of notification.

**Contributes to Achieving the Following Strategic Goal:** Goal 1

**Lead Organization:** Federal Insurance Administration

**5-Year Operational Objective:** Through the end of FY 2002, increase the National Flood Insurance Program policies-in-force count an average of 5 percent per year.

**Performance Measure:** Annual increases as shown in year-end NFIP policies-in-force reports.

**Contributes to Achieving the Following Strategic Goal:** Goal 1

**Lead Organization:** Office of National Security Coordination

**5-Year Operational Objective:** Through the end of FY 2002, continue to advise the Director, FEMA, on national security policy and execution of FEMA's national security responsibilities; and coordinate the implementation of national security programs within the Agency, including budget preparation and evaluation of the effectiveness of the use and application of national security resources. Accomplish while improving operational efficiency and reducing costs by 2 to 4 percent during the period.

**Performance Measure:** Acknowledge requests for advice/assistance in 24 hours or less; identify and resolve intra-agency national security issues. Cost savings as reflected in annual project information sheets.

**Contributes to Achieving the Following Strategic Goal:** Goal 1

**Lead Organization:** Office of National Security Coordination

**5-Year Operational Objective:** Through the end of FY 2002, continue to provide responsive advice, assistance, and operations and maintenance support to the White House and National Security Council (NSC) on national security programs and formulation of national policy in coordination with NSC and other elements of the Executive Branch. Accomplish while improving operational efficiency and reducing costs by 2 to 4 percent during the period.

**Performance Measure:** Delivery of products and services within agreed-upon time frames. Cost savings as reflected in annual project information sheets.

**Contributes to Achieving the Following Strategic Goal: Goal 1**

**Lead Organization:** Office of National Security Coordination

5-Year Operational Objective: By the end of FY 2002, complete the upgrade of facilities and systems at national and regional level Federal Government locations that support continuity of government (COG) and national security emergency training and operations.

Performance Measure: Successful completion of upgrades and demonstration of the improved facilities and systems to managers and users.

**Contributes to Achieving the Following Strategic Goal: Goal 1**

**Lead Organization:** Office of National Security Coordination

5-Year Operational Objective: Through the end of FY 2002, continue to serve as the focal point for FEMA's role as Executive Agent for COG.

Performance Measure: Feedback from participant surveys and questionnaires on the relevance, content, and presentation of individual training and orientation sessions; timely publication of comprehensive COG guidance in coordination with Federal Executive Branch departments and agencies.

**Contributes to Achieving the Following Strategic Goal: Goal 1**

## External Factors

*Items on this page will be completed when annual performance plans are approved.*

## Authorities

Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.;

§ 5131 (§ 201), Federal and State Disaster Preparedness Programs;

§ 5132 (§ 202), Disaster Warnings

§§ 5195 - 5197g (§§ 601 - 628), Title VI, Emergency Preparedness

Earthquake Hazards Reduction Act of 1977, 42 U.S.C. 7701 et seq.;

E.O. 12699, Seismic Safety of Federal and Federally Assisted or Regulated New Building Construction;

E.O. 12941, Seismic Safety of Existing Federally Owned or Leased Buildings;

National Flood Insurance Act of 1968 and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.;

§ 4012a (§ 102),

§ 4022 (§ 1315),;

§4104c (§ 1366),;

§ 4105 (§ 201),.

Federal Fire Prevention and Control Act of 1977 and Hotel and Motel Fire Safety Act of 1990 and Arson Prevention Act of 1994, all codified at 15 U.S.C. 2201 et seq.

## Resources

## Technology

## Program Evaluation

## Strategic Goal 2. Reduce human suffering and enhance the recovery of communities after disaster strikes.

FEMA works with its emergency management partners to develop and maintain an integrated operational capability to respond to and recover from the devastation of disasters. When disaster strikes, the priorities are to ensure that the immediate needs of all disaster victims are provided for and that communities are able to begin the process of rebuilding and returning to normal as soon as possible.

### Strategic Objective 2.1. By the end of FY 2007, reduce by 25 percent human suffering from the impact of disasters.

**Performance Measure.** For the purpose of this objective, “human suffering” is defined as the feeling of loss of control over one’s physical and economic state.

The objective will be measured annually by:

1. an assessment of the percentage of times that, within 12 hours of a disaster, the Agency and its partners act on all identified State and local government requests to meet disaster victims’ needs for water, food, and shelter. The intention is to coordinate the provision of these basic needs within 72 hours of the disaster;<sup>2</sup>
2. the annual percentage increase over the 1998 baseline of National Flood Insurance Program policies in force; and
3. the average length of time taken to provide individual assistance checks to eligible applicants.

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<sup>2</sup> The effect of unusual situations will be considered when measuring against the standards.

## Strategic Objective 2.2. By the end of FY 2002, through facilitated restoration of eligible public services, increase by 20 percent the speed with which individuals, businesses, and public entities are enabled to recover from disasters.

**Performance Measure.** The performance measure will evaluate the average length of time before which State and local governments are able to provide basic public services that enable communities to begin to recover following a disaster; e.g., access to primary roads, public transportation, health facilities, utilities, water treatment, and public schools. The average length of time for the delivery of assistance to State governments will also be assessed.

Each of the performance factors will be benchmarked and monitored during presidentially declared disasters. The annual average for each factor will be indexed into a single performance measure. FY 1998 is the baseline year.

## Response and Recovery Strategy

Major weather and technological events during the past decade have resulted in an average of 41 presidential disaster declarations per year, resulting in billions of dollars of individual and public assistance. The statistics, however shocking, do not reveal the immense personal trauma, destruction, and loss affecting those whose lives are forever changed by these events—nor do they measure the humanitarian response and recovery efforts that come together to stabilize governments and restore community and individual self-sufficiency.

Response and recovery requires the efforts of many State and Federal agencies; private, public, and non-profit organizations; and individuals. Following a presidential disaster declaration, twenty-seven Federal agencies support State and local organizations through one or more of the twelve Federal Response Plan Emergency Support Functions. Private and voluntary organizations provide appreciated goods and services to disaster victims.

All of these efforts are coordinated by FEMA's Regional and Headquarters staff and managed by a presidentially appointed Federal Coordinating Officer. The combined *response* efforts assure 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. The *recovery* effort aids the long-range restoration of eligible facilities including public roads, bridges, and hospitals. Such efforts support the restoration of economic and community stability.

FEMA's response and recovery activities contribute to the Agency's Goal 2, the reduction of human suffering and restoration of the community. Through means such as standby resources, community outreach programs, teleregistration, information centers, and town meetings, FEMA signifies its commitment to provide, to the fullest extent that it can, support to its customers. This is accomplished by response and recovery actions to:

- collect and provide information to the President in determining the need for a disaster declaration;
- conduct emergency operations to save lives and property by positioning emergency equipment, supplies, and personnel;

- provide accurate, timely public information;
- gather, analyze, and use data for the determination of applicant eligibility;
- provide, in collaboration with FEMA partners, individual and public assistance for immediate needs and long-term recovery;
- manage loan and grant application, approval, and disbursement;
- assist in the restoration of communities so that individuals, businesses, and governments can function on their own;
- manage response and recovery operations to assure compliance with laws and regulations; and
- provide technical assistance to States.

## 5-Year Operational Objectives

**Lead Organization:** Response and Recovery Directorate

**5-Year Operational Objective:** By the end of FY 2002, in order to reduce human suffering and enhance recovery of communities following a disaster, Federal emergency management support capabilities will meet the following standards: FEMA services will be provided to disaster communities with an increase in timeliness over 1998 baselines.

**Performance Measure:** FEMA surveys and review of selected reports will indicate the following performance: (1) act within 12 hours on all requests to meet needs of disaster victims for water, food and shelter; (2) within 5 to 8 days from the time of application, eligible individuals will have their disaster housing applications processed; (3) 50 percent funding for identified emergency work projects would be made available to States within 30 days of application; (4) an average of 80 percent of all Public Assistance funding determinations will be accomplished within 180 days; (5) within two years of the declaration date, FEMA will achieve close out of the Public Assistance program for 90 percent of disasters.

**Contributes to Achieving the Following Strategic Goal:** Goal 2

**Lead Organization:** Preparedness, Training and Exercises

**5-Year Operational Objective:** By the end of FY 2002, improve by 25 percent the Federal Government's capability to augment State and local response to disasters, when needed.

**Performance Measure:** Various assessment methods including Regional self-assessments, Federal Response Plan exercises and surveys.

**Contributes to Achieving the Following Strategic Goal:** Goal 2

**Lead Organization:** Information Technology Services Directorate

<p><b>5-Year Operational Objective:</b> Enhance the recovery and rebuilding of communities by expediting disaster operations with FEMA's enterprise-wide information and processing services provided through the National Emergency Management Information System (NEMIS).</p>
<p><b>Performance Measure:</b> Implement Phase I of NEMIS by the second quarter of FY 1998; implement Phase II of NEMIS by the end of FY 1999; and implement a fully functional NEMIS by FY 2002 with operational readiness for services in support of mission critical activities.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 2</p>

**Lead Organization:** Operations Support Directorate

<p><b>5-Year Operational Objective:</b> Through the end of FY 2002, continue to provide exemplary operational support and services in the areas of security, logistics, occupational health and safety, and program support, for all FEMA employees, the emergency management community, and the public to ensure successful accomplishment of FEMA's all-hazards mission; this will be accomplished while improving operational efficiency and reducing costs by 3-5 percent each year during this period.</p>
<p><b>Performance Measure:</b> Feedback from agency-wide customer service surveys; cost savings as reflected in annual operating and spending plans.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 2</p>

**Lead Organization:** Office of National Security Coordination

**5-Year Operational Objective:** Through the end of FY 2002, continue the management and control of systems used for identifying and verifying the identity of key government officials under emergency conditions.

**Performance Measure:** Customer feedback relative to periodic testing of operation and utility of the system.

**Contributes to Achieving the Following Strategic Goal:** Goal 2

**Lead Organization:** Office of National Security Coordination

**5-Year Operational Objective:** By the end of FY 2002, complete fielding of systems employed for timely communications and information management support for key government officials during national security emergencies.

**Performance Measure:** Successful demonstration of the systems in accordance with established requirements.

**Contributes to Achieving the Following Strategic Goal:** Goal 2

## External Factors

Besides the unpredictability of some disasters, other challenges to the achievement of FEMA's goals might occur in 10 percent of the declarations. For example, a catastrophic disaster, simultaneous major disasters, or a single extreme event in a heavily populated area require extraordinary support measures and could cause brief delays in assessing damage, registering applicants, processing applications, and providing assistance.

To address the challenge of expedient assistance when full assessment is encumbered, FEMA has the option of recommending a limited major disaster declaration, which requires a less intense, immediate assessment of specific damages. At a later time when more accurate information could be gathered, FEMA would conduct a full damage assessment. Or when applicant numbers would exceed the normal capacity of FEMA's centralized processing centers and with sufficient lead time and funding, FEMA could also hire and train additional inspectors and registrars to increase the Agency's capability to meet surge requirements.

When infrastructure support, such as air or sea ports, have been severely weakened, use of a time-phased deployment of critical staff and materiel can also facilitate service provision by assuring that personnel and goods are sent in and at numbers and times controlled to meet the unusual restrictions. For island major disasters, this is especially important. The Operations Support Directorate, Logistics Division, has established strategically positioned Agency Territorial

Logistics Centers (TLCs) to provide standardized, disaster-response logistics packages to support baseline disaster field operations. Like the TLCs, the Initial Response Resources, victim commodities packages improve readiness, response, and accountability, and will reduce the costs of Agency disaster operations.

To reduce the drain on personnel during high disaster seasons, FEMA is redesigning its emergency response team concept. For example, a certification program is being developed for a cadre whose sole or primary function will be that of Federal Coordinating Officer. Other restructuring of response teams is also being considered.

## Authorities

Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.;

§ 5131 (§ 201), Federal and State Disaster Preparedness Programs;

§ 5170c (§ 404), Hazard Mitigation;

§ 5171 (§ 405), Federal Facilities;

E.O. 12148, § 2-101, § 2-206.

Earthquake Hazards Reduction Act of 1977, 42 U.S.C. 7701 et seq.;

E.O. 12699, Seismic Safety of Federal and Federally Assisted or Regulated New Building Construction;

E.O. 12941, Seismic Safety of Existing Federally Owned or Leased Buildings;

National Flood Insurance Act of 1968 and Flood Disaster Protection Act of 1973, 42 U.S.C. 4001 et seq.;

§ 4012a (§ 102),

§ 4022 (§ 1315),;

§ 4104c (§ 1366;

§ 4105 (§ 201),.

Federal Fire Prevention and Control Act of 1977 and Hotel and Motel Fire Safety Act of 1990 and Arson Prevention Act of 1994, all codified at 15 U.S.C. 2201 et seq.

## Resources

*To be completed when annual performance plans are approved.*

## Technology

*To be completed when annual performance plans are approved.*

## Program Evaluation

Response and recovery performance is evaluated in a number of ways. At the Disaster Field Office, the Federal Coordinating Officer (FCO), supported by Emergency Support Function (ESF) 5—Information and Planning, leads daily planning sessions with FEMA, State, and other Federal agency staff and external partners. These meetings serve as a means to ensure that critical issues are identified, discussed, and resolved in an expedient manner.

Following the closure of the Disaster Field Office, the FCO is required, under FEMA Instruction 8610.2, to submit a report to the Response and Recovery Executive Associate Director. In this report, the FCO details the major national issues affecting response and recovery performance to provide data for improved performance in similar future disasters. (Other Agencies have similar internal reporting requirements.) The FCO's information is distilled into reports to Agency senior staff, program officers, and, where relevant, to other Federal Agency contacts. At the request of senior staff, group reviews of disaster responses are conducted in collaboration with other Federal agencies. To enhance the collaboration of all Federal partners, FEMA's Operations and Planning Division also provides a forum for additional exchange of response information among Federal Response Plan partners.

Since 1994, FEMA has conducted surveys of applicants to determine their overall satisfaction with FEMA's services and their specific satisfaction with human services program areas. Additional survey questions and instruments will be developed within the framework of the Agency's Strategic Plan to further assess satisfaction, including that of FEMA's State partners. Survey methodology includes the use of focus groups and the development and use of interview protocols and survey instruments.

These and other evaluation techniques provide FEMA and its partners with data from which senior managers can make informed policy and guidance decisions to further improve the quality and delivery of the assistance provided.

### **Strategic Goal 3.**

***Ensure that the public is served in a timely and cost-efficient manner.***

FEMA is striving to become a cost-efficient, customer-driven organization. We seek to make customer needs the basis for Agency long-term planning and day-to-day management and decision-making. Goal three underlies this concept and serves to guide FEMA's internal management processes. The goal's purpose is to ensure that customers receive the highest quality service while the Agency continues to reduce costs wherever possible.

**Strategic Objective 3.1. By the end of FY 2002, improve by 20 percent the efficiency with which FEMA delivers its services.**

**Performance Measure.** Over the next five years, each FEMA directorate and office will reduce the per-unit cost of 2 to 3 major functions by 20 percent each. Operating and delivery costs, technical requirements, equipment costs and improvements in work processes will be measured. The directorates and offices also will demonstrate a 20 percent increase in productivity, either by expanding services or by reducing burdens on customers and partners through such actions as, improved decision-making, collecting and maintaining more consistent data, improving delivery time, and reducing red tape. FY 1998 is the base year for this performance measure.

## Strategic Objective 3.2. By the end of FY 2002, achieve 90 percent overall customer satisfaction, internal and external, with FEMA services.

**Performance Measure.** Overall customer satisfaction with the delivery of FEMA services will be assessed by surveys. Both internal and external customers will be surveyed in person, or by telephone or mail. The change in customer satisfaction scores will be monitored over time. An in-house tracking system will tabulate secondary performance measures that include items such as employee absentee rates, equal rights and union complaints, employee ratings of supervisors, and media reports. FY 1998 is the base year for the performance measure.

### Efficiency Strategy

FEMA continually strives to improve performance while reducing costs of disasters at all levels of government—Federal, State, and local. Initiatives include re-engineering processes, streamlining operations, reducing regulations, leveraging state-of-the-art technology, and enhancing the ability to measure success and redirect efforts to maximize effectiveness.

#### 5-Year Operational Objectives

**Lead Organization:** Mitigation Directorate

**5-Year Operational Objective:** By the end of FY 2002, decrease by 25 percent the average time it takes to deliver pre- and post-disaster mitigation grants to States participating in the National Mitigation System.

**Performance Measure:** Analysis of records in the mitigation grants database.

**Contributes to Achieving the Following Strategic Goal:** Goal 3

**Lead Organization:** Federal Insurance Administration

<p><b>5-Year Operational Objective:</b> By the end of FY 2002, complete the development of all required studies, analyses, legislative and regulatory proposals and processes required for implementation of revisions to the Program, e.g., subsidies, coverages, rates, to enhance the financial soundness and equity of the Program.</p>
<p><b>Performance Measure:</b> Approval/acceptance of key products, e.g., subsidy reduction study, coverage and pricing alternatives, etc.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3</p>

**Lead Organization:** Federal Insurance Administration

<p><b>5-Year Operational Objective:</b> Through the end of FY 2002, receive unqualified audits of the National Flood Insurance Program and confirm that Program delivery efficiently meets or exceeds required service standards.</p>
<p><b>Performance Measure:</b> Unqualified audit and positive evaluation reports.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3</p>

**Lead Organization:** Response and Recovery Directorate

<p><b>5-Year Operational Objective:</b> By the end of FY 2002, RR will have refined its program delivery activities to effect an increased cost efficiency in 1997 dollars of 10 percent over the 1996-97 baseline.</p>
<p><b>Performance Measure:</b> Comparative analysis in cooperation with OFM of Disaster Relief Fund administrative costs with the '96-97 baseline.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3</p>

**Lead Organization:** United States Fire Administration

**5-Year Operational Objective:** By the end of FY 2002, improve by 15 percent, the efficiency with which USFA delivers its services.

**Performance Measure:** Admissions system, operating costs (IFMIS), and customer service surveys.

**Contributes to Achieving the Following Strategic Goal:** Goal 3

**Lead Organization:** Information Technology Services Directorate

**5-Year Operational Objective:** Improve the timely, reliable and cost-effective delivery of telecommunications and data infrastructure to any FEMA location by 20 percent by 2002.

**Performance Measure:** Implement modernization plan for FSN by year 2000. Deliver infrastructure support to any location anywhere within 24 hours of a request.

**Contributes to Achieving the Following Strategic Goal:** Goal 3

**Lead Organization:** Information Technology Services Directorate

**5-Year Operational Objective:** Provide policy, guidance and support to program offices in developing IT investment portfolios and business cases that result in IT projects that improve services and reduce per unit costs.

**Performance Measure:** Responds to requests for assistance in developing IT investment proposals within 48 hours. Develops IT planning and budget analyses that support improvements in IT services or reductions in costs of 5 percent per annum.

**Contributes to Achieving the Following Strategic Goal:** Goal 3

**Lead Organization:** Operations Support Directorate

<p><b>5-Year Operational Objective:</b> Through the end of FY 2002, continue to provide exemplary operational support and services in the areas of security, logistics, occupational health and safety, and program support, for all FEMA employees, the emergency management community, and the public to ensure successful accomplishment of FEMA's all-hazards mission; this will be accomplished while improving operational efficiency and reducing costs by 3 to 5 percent each year during this period.</p>
<p><b>Performance Measure:</b> Feedback from agency-wide customer service surveys; cost savings as reflected in annual operating and spending plans.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3</p>

**Lead Organization:** Office of Policy and Regional Operations

<p><b>5-Year Operational Objective:</b> Manage the Agency's strategic planning process to meet the requirements of the Government Performance and Results Act and ensure consistency with State Performance Partnership Agreements.</p>
<p><b>Performance Measure:</b> Achieve a 50% improvement in strategic plan score conferred by the General Accounting Office and the House of Representatives.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3</p>

**Lead Organization:** Office of Policy and Regional Operations

<p><b>5-Year Operational Objective:</b> Streamline and improve the professional quality of the environmental review function.</p>
<p><b>Performance Measure:</b> Cost and time required to process environmental reviews.</p>
<p><b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3</p>

## External Factors

*Information for incomplete items on this, and the following, page will be inserted when annual performance plans are approved.*

## **Authorities**

Information Technology Management Reform Act of 1996, Pub.L. 104-106, Division E, §§ 5001 - 5702.

Chief Financial Officers Act of 1990, Pub.L. 101-576, 31 U.S.C. 1105, 3515, 3521.

Paperwork Reduction Act of 1995, Pub.L. 104-13.

## **Resources**

## **Technology**

## **Program Evaluation**

# Customer Service Strategy

Customer service is a key element of FEMA's strategic plan. FEMA's initiatives include benchmarking performance, setting standards, and surveying internal (FEMA employees) and external (the public and emergency management partners) customers to determine the extent to which customer satisfaction is improving. It also focuses on building skills and instituting programs that provide high-quality service that exceeds the expectations of FEMA's customers. The customer service program supplies valuable information that assists to identify barriers to performance and measure progress towards achieving the Agency's strategic goals.

The customer service strategy seeks to:

1. Create a highly productive, customer-driven workforce that provides services that meet or exceed customer expectations.
2. Institutionalize better and more cost-effective service-delivery systems.
3. Refine data collection, databases and performance measures for the Agency's strategic plan and establish baselines against which future performance can be measured.

## 5-Year Performance Objectives

**Lead Organization:** Preparedness, Training and Exercises Directorate

<b>5-Year Operational Objective:</b> Institutionalize and manage the agency-wide customer service program.
<b>Performance Measure:</b> An agency-wide process for continuously identifying customer satisfaction and for making needed improvements.
<b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3

**Lead Organization:** Mitigation Directorate

<b>5-Year Operational Objective:</b> By the end of FY 2002, develop and institutionalize a system for determining and then improving both internal and external customer satisfaction with Mitigation Directorate products and services by an average of 20 percent over a baseline measure or measures developed in 1999.
<b>Performance Measure:</b> Periodic Mitigation Directorate Customer Satisfaction Surveys.
<b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3

**Lead Organization:** Federal Insurance Administration

**5-Year Operational Objective:** By the end of FY 2002, to create and reinforce existing partnerships, implement an outreach, information and coordination program that assures regular, effective communication with those concerned about the National Flood Insurance Program.

**Performance Measure:** Survey measurement of awareness and support of key NFIP constituencies.

**Contributes to Achieving the Following Strategic Goal:** Goal 3

**Lead Organization:** Preparedness, Training and Exercises

**5-Year Operational Objective:** Ensure that PT&E serves the public in a timely and cost-effective manner.

**Performance Measure:** By the end of FY 2002, surveys indicate a 30 percent improvement in customer satisfaction over the 1998 baseline.

**Contributes to Achieving the Following Strategic Goal:** Goal 3

**Lead Organization:** Response and Recovery Directorate

<b>5-Year Operational Objective:</b> By the end of FY 2002, a random sample of internal and external customers will report 90 percent overall satisfaction with the delivery of FEMA's services.
<b>Performance Measure:</b> FEMA surveys and related documents.
<b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3

**Lead Organization:** United States Fire Administration

<b>5-Year Operational Objective:</b> By the end of FY 2002, achieve 90 percent overall internal and external customer satisfaction with USFA services.
<b>Performance Measure:</b> Customer service surveys and customer survey database.
<b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3

**Lead Organization:** Information Technology Services Directorate

<b>5-Year Operational Objective:</b> Enhance reliability and timeliness of FEMA's operations by improving and expanding FEMA-wide customer services for information technology operations, trouble reporting, maintenance, or technical services.
<b>Performance Measure:</b> Help Desk responds to trouble calls within 24 hours and resolves problem on first visit 80 percent of the time. Maintain availability of on-line services at 98 percent; reduce mean length of downtime by 20 percent. Achieve customer ratings for timeliness, courtesy, appropriate mix of services, and expertise of 80 percent. Improve accessibility by the disabled to FEMA's public information and on-line services.
<b>Contributes to Achieving the Following Strategic Goal:</b> Goal 3

**Lead Organization:** Each Staff Office (total of 8 organizations)

<b>5-year Operational Objective:</b> By the end of FY 2002, achieve at least 90 percent overall internal and external customer satisfaction.
<b>Performance Measure:</b> Customer service surveys and customer service database.

**Contributes to Achieving the Following Strategic Goal: Goal 3**

## External Factors

*Information for incomplete items on this page will be inserted when annual performance plans are approved.*

## Authorities

E.O. 12862 of September 11, 1993, Setting Customer Service Standards.

Memorandum for Heads of Executive Departments and agencies, March 22, 1995, Improving Customer Service.

## Resources

## Technology

## Program Evaluation

# How We Will Get There: Strategic Management

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FEMA's strategic plan is the cornerstone of its management system. The basic concepts of strategic planning are being integrated throughout all levels of the agency. The purpose of stressing strategic planning is to focus all agency management and evaluation processes and resources—fiscal, technological, and human—on achieving a single set of goals.

FEMA's planning process follows a three-tiered structure. The highest level of planning is the "strategic" level, which deals with mission, policy, and the longer term vision for the agency. It states global strategic goals, addresses a ten-year period, and is formulated in a "think-tank" atmosphere without consideration of limiting factors such as budget. The middle, or "operational" level, defines what measurable outcomes can be achieved by what date within a mid-term period toward accomplishment of the strategic goals, and expounds these outcomes in FEMA's Five-Year Action Plan. Performance plans for organizational units and employees project for one year the tasks to be completed to achieve the agency's mid-term outcomes and, ultimately, its strategic goals. The performance plans form the basis for the agency's annual budget request, and are being developed to complement this strategic plan. Evaluation is a critical component of every level of strategic planning throughout the agency. At the strategic level, decisions are evaluated against authorities to ensure that FEMA's mission and goals conform to current legislative mandates. Operational level tasks and projections are evaluated to ensure that outcomes can reasonably be expected to support strategic-level intentions. Performance plans include measurable accomplishments that enable internal organizational and employee performance evaluation annually, and enable consistent, consolidated evaluation over time.

In 1993, FEMA reorganized, based on its mission, vision, and strategic goals, as it implemented aspects of the National Performance Review. Simultaneously, FEMA simplified its budget, realigned the budget to conform to strategic planning processes, and linked the budget to organizational performance plans and strategies. This work supported the production of FEMA's first Strategic Plan, and resulted in direct alignment of the agency's strategies for achieving its goals with internal organizational plans and budget activities.

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FEMA's approach to strategic management ties together a variety of management improvement activities, including

- FEMA Renewal;
- National Performance Review;
- Chief Financial Officers Act;
- Government Performance and Results Act;
- Government Management Reform Act;
- Clinger-Cohen Act; and

- Paperwork Reduction Act.

In addition, agency internal processes, wherever applicable, are being reoriented to support the strategic management concept. These processes include, but are not limited to:

- Budgeting and accounting;
- Information resources management (especially data and information collection and control);
- Contracts and grants management;
- Employee performance evaluation;
- Employee rewards and recognition;
- Employee training and development; and,
- Customer service.

To ensure that FEMA's disaster workforce (which consists of headquarters and local Disaster Assistance Employees [DAEs] and Special Disaster Assistance Temporary Employees [SDATES]) is fully integrated into the planning process, the agency has chartered a Disaster Workforce Committee, headed by the Acting Executive Deputy Director. These employees are on site after a disaster, carrying out the policies established by management. They are in a unique position to discuss how aspects of plans actually work in the execution phase, and to make suggestions for "on-the-ground" improvements. The group deals with programmatic and financial aspects of management and human resources issues, such as accountability, staffing, training, credentialing, and deployment.

Each directorate and administration has a five-year action plan that establishes measurable operational objectives and activities that contribute to achieving the agency goals. The operational objectives are, in turn, supported by individual work unit objectives. The Agency's annual performance plan (submitted with the Agency's annual budget) includes performance goals, activities, and resources that directly contribute to accomplishing each operational objective and the strategic goal.

As part of FEMA's renewal, employee work groups developed a new agency employee management system and reward and recognition system. The new employee management system incorporates performance plans with generic criteria that can be tailored to each work unit. This means that each employee is evaluated on the same performance criteria, such as quality of work or team participation. How these criteria are met, however, may vary among work units depending on the functions and standards for each unit. Employees are evaluated on how well they contribute to the achievement of their work-unit objectives, which relate back to the operational objectives and agency strategic goals. To qualify for an award under the system, an employee must make a clear contribution to achieving FEMA's strategic goals and objectives and exemplify FEMA's values.

FEMA also recognizes individuals and organizations outside the agency that make significant contributions toward achieving FEMA's strategic goals and objectives.

The strategic plan and agency values give FEMA employees and organizations the guidance necessary to carry out their daily responsibilities. The strategic plan provides programmatic direction as to “what” employees should be doing, while the agency values highlight “how” the work should be done.

# Partnerships

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FEMA's mission is to *lead* and *support* various elements of society in responding to and recovering from disasters rather than *be responsible* for protecting institutions and reducing the loss of lives and property. This very specific mission mandates that FEMA's work be inseparable from that of other entities having a role in dealing with the consequences of disasters. The partnership concept, therefore, is embodied in values, mitigation strategies, and in cooperative planning with other Federal, State, and local groups and representatives; voluntary organizations, such as fire departments and the American Red Cross; business and industry; professional organizations, such as those that recommend building codes or make land-use determinations; and other responders. The concept of partnerships is strengthened in FEMA's Vision statement and, indeed, titles this plan.

Some of the specific, ongoing partnerships in which FEMA engages are:

- *Federal Response Plan (FRP)*. A consortium of 28 Federal agencies, led by FEMA, developed and continues to maintain and revise the FRP as needed. FRP planning is conducted cooperatively, through a group consensus process.
- *Federal Radiological Emergency Response Plan (FRERP)*.
- *Performance Partnership Agreements (PPAs) with the States*.
- *Cooperative Agreements (CAs)*.
- *Memoranda of Understanding (MOUs) with States*
- *Advisory groups*. FEMA makes broad use of advisory groups to ensure that the widest possible spectrum of stakeholders have a say in the way FEMA carries out its responsibilities. The Technical Mapping Advisory Council, for example, reviews and makes recommendations regarding agency activities related to floodplain mapping.

One of the most notable partnerships is with the insurance industry. FEMA mitigation programs, which are designed to reduce losses, are inextricably tied to insurance. The partnership is necessary to ensure that FEMA Disaster Relief Fund grants do not duplicate insurance reimbursements; the Federal Insurance Administration that provides flood insurance (under certain conditions) to the public is a unit of FEMA; and insurance is considered by many to constitute an aspect of mitigation, *per se*.

Mitigation is also seen as primarily a community activity supported by individuals, States, and FEMA. FEMA facilitates effective community action by disseminating and, in some instances, supplying data and information about mitigation, such as standards and techniques to improve the resistance of structures to the effects of disasters, or the vulnerability of specific locations (e.g., coastal zones) to disasters. FEMA also facilitates effective local mitigation through programs to educate the public about the need for mitigation and encourage local elected officials in vulnerable communities to make mitigation a public policy priority. This kind of partnership is integral to FEMA's mission and goals.

FEMA's partnerships with States and groups representing states are strong as well. FEMA even provides funding for State Hazard Mitigation Officers, who form the core contact points for the partnerships with States. States, under grant requirements through the PPAs, have agreed to adopt FEMA's strategic goals in their own emergency management management efforts. This means that States and FEMA will be working toward the same goals, although their quantitative objectives will differ. Further, the States and FEMA will work jointly to (1) develop a universally accepted risk assessment methodology—thus standardizing this component of disaster management and eliminating costly negotiations; (2) consider and implement ways in which to improve collaborative processes; and (3) establish a mechanism by which barriers to collaboration will be examined systematically and then eliminated or alleviated.

The National Emergency Managers Association (NEMA) and Association of State Floodplain Managers (ASFPM) are two of the groups comprising State officials that meet regularly with FEMA staff. A formal partnership with NEMA was established at FEMA's suggestion, and was defined in "A Call to Action" issued by NEMA in July 1997 and endorsed by FEMA. The partnership team meets periodically to reflect, review, critique, and recommend relevant and realistic changes to the way programs are conducted to achieve a more effective national mitigation capability.

(Add things on how many people are involved in partnerships at the state and local levels, how they are engaged in the partnership, the role each plays, etc. Also identify sources of overlap and discuss how partnerships address the government-wide problem of overlap with other agencies.)

# External Factors

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Many challenges must be overcome before the vision of a “Partnership for a Safer Future” becomes a reality.

The first challenge is the effectiveness of the emergency management partnership. How well the entire emergency management community functions will affect FEMA’s ability to meet the goals and objectives stated in this Plan. Although FEMA provides leadership and coordination, State and local governments are ultimately responsible for protecting their citizens from harm. Only when their capability and resources are not adequate to respond to a disaster does the State turn to the Federal Government for assistance; and only then does FEMA step in to coordinate the Federal response and provide recovery services. For example, decisions about land-use and the adoption and enforcement of building codes are generally made at the local and State levels. The Federal government can provide leadership to increase awareness of the need to adopt and enforce sound measures, provide incentives and limited funding, and lead by example with regard to mitigating Federal facilities. Individuals, businesses, and community officials, however, are ultimately responsible for the zoning and building practices that will reduce or increase the potential for a community to be damaged by a disaster.

The second challenge is the availability of resources. Like the Federal government, State and local government resources are being stretched and are in growing demand. The ability of State and local governments to effectively carry out preparedness, mitigation, response, and recovery responsibilities may be diminished and require them to increasingly turn to the Federal Government for assistance. The continued support of the Administration and Congress will be necessary to ensure that significant downsizing in the Federal government does not impact its ability to carry out its emergency management responsibilities. Resource levels of FEMA to plan and execute its mission may shrink, or at best, may remain constant. This opens the possibility of severe impacts on FEMA operations and ultimately on our customers. If FEMA’s full-time personnel resources are reduced further, the Agency’s ability to respond quickly and effectively to major unforeseen events may become impaired.

The third challenge in achieving the goals and objectives of this strategic plan is the frequency and magnitude of disasters. At every level of government, many of the individuals who are preparing for disasters or trying to mitigate their effects are the same individuals that must stop their work and respond on an emergency basis. Many of the individuals who are working to re-engineer plans and processes must give first priority to the operational requirements of the crisis of the day. By its very nature, emergency management requires shifting resources to insure that the current disaster operation is well served. It is very difficult to predict the level of effort available to build and improve the performance and efficiency of the national emergency management partnership when resources remain constant or decrease when the disaster operations workload seems ever increasing and compounding.

# Conclusion

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FEMA has an important place in our governmental system. The preamble to the Constitution specifies the duty of government to “promote the general Welfare” of citizens. In helping communities to prepare for, mitigate, and respond to the horrific consequences of disasters, no agency has a more directly relevant *raison d’être*.

Even though nature’s fury cannot be controlled, we know how to reduce the potential for tragic losses from natural hazards and the disruption of families and communities. As new knowledge emerges and technologies evolve, we will continue to do it better. This Plan and its integration into all management systems and decisions at FEMA focuses our efforts on that priority and on the outcomes that Americans expect from their emergency management system: protection of lives and property, reduction of human suffering, help for communities to recover, and fast, high-quality service.

# Appendix A: FEMA Regional Offices

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# Appendix B: FEMA Authorities

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