



A NATION PREPARED

Federal Emergency Management Agency
Strategic Plan
Fiscal Years 2003 - 2008



FEMA

Message from the Director



I am pleased to present to you the Federal Emergency Management Agency (FEMA) Strategic Plan. One of my highest priorities upon becoming Director of FEMA in February 2001 was to assess how we are accomplishing our mission and to chart our course for the future.

The all-hazard emergency management system FEMA has built with its many partners has never been more important than it was on September 11th, when resources were deployed from around the country to respond to the terrorist attacks at the World Trade Center and the Pentagon.

We had just begun reassessing our mission and strategic goals when the terrorist attacks occurred. The attacks gave those efforts new urgency and broadened our focus to address all hazards, including weapons of mass destruction.

Over the past many months, we conducted an in-depth analysis within the Agency and met with our partners and stakeholders from around the Nation to develop the Strategic Plan. Wherever we met, several themes emerged that helped inform our work: leadership; partnership; building capability at all levels; setting standards for performance; and bringing emergency managers and first responders together to train and exercise to those standards.

Just as FEMA is completing its Strategic Plan, the Department of Homeland Security is beginning to take shape. The goals developed through this Plan seamlessly dovetail with the mission of the new Department. By following through with our long-term strategy, FEMA will reinforce its fundamental role as a cornerstone of it. Our mission is vital to the new Department and our implementation of the Strategic Plan is more important than ever.

The key to successful implementation is people. Everyone of us has a responsibility to become informed of the risks we face, to make wise decisions to keep ourselves out of harm's way and when we cannot, to possess the knowledge needed to act responsibly when disasters occur. FEMA is committed to working with all our stakeholders and the American people to create **A Nation Prepared.**

A handwritten signature in black ink, which appears to read "Joe M. Allbaugh". The signature is fluid and cursive, with a long, sweeping underline.

Joe M. Allbaugh
Director



Vision

A Nation Prepared

Mission

Lead America to prepare for, prevent, respond to, and recover from disasters.

Core Values

- ◆ Integrity
- ◆ Innovation
- ◆ Accountability
- ◆ Respect
- ◆ Trust
- ◆ Customer Focus
- ◆ Public Stewardship
- ◆ Partnership
- ◆ Diversity
- ◆ Compassion

Goals

1. Reduce loss of life and property.
2. Minimize suffering and disruption caused by disasters.
3. Prepare the Nation to address the consequences of terrorism.
4. Serve as the Nation's portal for emergency management information and expertise.
5. Create a motivating and challenging work environment for employees.
6. Make FEMA a world-class enterprise.

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MISSION

Lead America to prepare for, prevent, respond to, and recover from disasters.

Introduction

The Federal Emergency Management Agency (FEMA) is the independent Federal agency responsible for leading America's efforts to prepare for, prevent, respond to, and recover from disasters. FEMA was formed in 1979 by executive order of the President, combining Federal programs that deal with all phases of emergency management, for disasters of all types, into a single agency.

Since its creation, FEMA has worked successfully with its many partners to limit or prevent the impacts of disasters on the Nation and has responded to hundreds of disasters in all fifty States, Puerto Rico, Guam, the Pacific Island Trust Territories, and the US Virgin Islands. FEMA has helped lead America through some of its most difficult times, including Hurricane Andrew, the Midwest Floods of 1993 and 1997, the Northridge Earthquake, and the September 11, 2001 terrorist attacks.

Themes in the Plan

Leadership

FEMA's ability to fulfill its mission is widely recognized, and the Agency is particularly respected for its leadership in dealing with natural disasters. Since September 11,

however, the Nation's attention has shifted from natural hazards to include its capability to respond to future terrorist attacks. Under *Presidential Decision Directive (PDD) 39*, and *PDD-62*, which establish Federal policy on counter-terrorism, FEMA is the lead agency for "consequence management." This

means FEMA is responsible for leading the National effort to protect public health and safety, restore essential government services, and provide emergency relief to those affected by acts of terrorism. FEMA is specifically responsible for ensuring the Nation can respond effectively to the use of weapons of mass destruction, involving

nuclear, biological, chemical or explosive material on US soil. FEMA is working closely with the Office of Homeland Security to make the most of FEMA's experience, expertise, and leadership and applying it to preparing the Nation to address the consequences of terrorism and implement the President's National Strategy for Homeland Security. In doing so, FEMA will remain focused on its mission as it takes its place within the President's proposed Department of Homeland Security.

A Nation Prepared

To achieve its vision, FEMA will work to prepare the Nation for disasters by encouraging individuals, governmental entities, and public and private groups at all levels to become informed of the risks they face, to make decisions that help keep people, property, and institutions out of harm's way, and to possess the capability and knowledge needed to act when disasters occur.

Though attention has shifted from natural hazards to terrorism, FEMA's basic mission and the Agency's approach to carrying it out have not changed. The Agency remains committed to an all-hazard approach to emergency management. The all-hazard philosophy recognizes that the same comprehensive framework of mitigation, preparedness, response, and recovery can be used to address the impacts of all types of disasters. This all-hazard approach provides a consistent logic for emergency management activities and promotes efficient use of scarce resources.

Partnership

In accordance with FEMA's primary authorizing legislation, the *Robert T. Stafford Disaster Relief and Emergency Assistance Act*, FEMA is first and foremost a coordinating agency. The Agency therefore relies on strong partnerships to successfully carry out its mission. FEMA works with a variety of partners, including Federal agencies, States, Territories, Tribal Nations, local governments, first responders, voluntary organizations, business, industry, and individuals. While the Agency's mission is squarely focused on protecting and preparing the Nation as a whole, primary responsibility for disaster response rests with State and local authorities. This means FEMA does not respond to all disasters that occur in the United States. Instead, when State and local capacity to respond is threatened or overwhelmed, a Governor may ask the President for Federal assistance.

A Presidential disaster declaration directs FEMA to provide and coordinate a variety of assistance and support. FEMA's primary mechanism for doing this is the Federal Response Plan. It provides a process and

structure for the systematic, coordinated, and effective delivery of Federal assistance to address any major disaster, regardless of type or cause. Through the Federal Response Plan, FEMA marshals the resources and expertise of its many partners, including Federal agencies and numerous voluntary organizations, and coordinates the overall effort with the States and communities affected by the disaster.

Building Capability

Preparing the Nation to address the consequences of terrorism and other disasters will require substantial augmentation and improvement of preparedness and response capability at all levels, especially the local level. FEMA is committed to leading this multi-year effort, to assessing and building the planning, preparedness, and response capabilities of States, Territories, Tribal Nations, local governments, and first responders, as appropriate, to help them better mitigate against and recover from disasters of all types. As part of this effort, FEMA will need to strengthen its ten regional offices and will work through them to increase the ability of States and Territories to manage non-catastrophic disasters. This will allow FEMA to focus greater attention and resources on planning and preparing for catastrophic disasters.

Improving the Nation's capability to respond to disaster is not just the responsibility of government entities. Each individual, family, and community must be aware of the risks they face, and make intelligent decisions to deal with those risks, both before and after disasters strike. Individually and collectively, we are all responsible for making good decisions, whether we are preparing our

homes to better survive a hurricane, fire, flood or earthquake, or deciding how to repair and rebuild after disaster strikes.

Setting Standards

Building the Nation's capability to rapidly and effectively respond to disasters of all kinds will require a strong commitment to standard setting. Standards are critical in many key areas. For example, in too many instances—including the response to the World Trade Center attack—first responders and government officials were not able to fully communicate because of differing communication standards, and mutual aid was hindered by incompatible equipment. Baseline standards must be in place at the State, Territory, Tribal, local government, and first responder level to provide an effective Nationwide system of emergency management.

Many of the strategic performance measures in this Plan include the establishment of standards as the first step in improving capability. The next step, training and exercising to those standards, is crucial in evaluating and improving performance. For standards to be effective, however, they must be developed in collaboration with the experts who will be expected to meet them, and must allow for flexibility and scalability among the Nation's many and diverse jurisdictions, whose risks and resources vary.

Challenges to Implementation

Increased Risk

America's metropolitan areas continue to grow in size and density, with many of the largest situated in coastal regions, along earthquake faults, or in other high-risk areas. Commercial and residential development have progressed at a rapid pace across the Nation, expanding into previously unsettled or sparsely settled areas.

This exposes growing communities to new risks, especially wildfire, flooding and erosion. To address these growing risks, FEMA will continue to emphasize pre-disaster mitigation and insurance.

The risks associated with acts of terrorism also pose a significant challenge for FEMA. The Nation has gained a new understanding of the tools of terrorism. FEMA's rapid and decisive response to the events of September 11

FEMA's Core Values

FEMA's mission is translated into action and results through its people. Whether assisting a family recovering from a disaster, helping a community become more disaster resistant, or partnering with the Nation's largest public and private institutions, FEMA's people are guided by the Core Values they have chosen for themselves. These Core Values define how FEMA's people will treat each other, their customers, and their partners as they work together to build A Nation Prepared.

demonstrated the Agency's role in consequence management. As a result, the Nation is looking to the emergency management community—and FEMA in particular—to face this challenge. The President's proposal for a new Department of Homeland Security, and FEMA's pivotal role within it, will be an important step in ensuring the Nation meets the challenge.

Workforce Management

FEMA, like most Federal agencies, faces serious challenges in maintaining and growing its workforce. Within the next five years it is projected that forty eight-percent (48%) of FEMA's workforce will become eligible for retirement. Given this, a focus on people is essential if FEMA hopes to fully achieve its strategic goals. FEMA has therefore committed itself to recruiting, training, and retaining a top-notch workforce and developing a staff with the talent, skills, competencies, and dedication necessary to meet the demands of the future.

Limited Resources

FEMA also faces a problem familiar to all Federal agencies—limited resources. The reality of limited resources means that the Agency must be ready to show it is making the most of the resources it already has. Once this has been demonstrated, the Agency will then make a clear and persuasive business case for additional funding and for allocating resources to its highest priorities.

Technology

FEMA must guard against the pitfalls that result from fragmented information technology (IT) efforts, including duplication of core capabilities, increased cyber security risk, and inefficient use of talent and experience. To avoid these pitfalls, FEMA must better centralize the management of its IT efforts.

Moreover, to make the most of the capabilities IT can provide, FEMA is committed to re-engineering Agency business processes before IT solutions are applied.

Re-engineering means using technology as an agent of change and can include consolidation of like functions, elimination of duplication, improvement of work flows, and Agency-wide information sharing. In short, re-engineering means using IT to find better and smarter ways to work rather than simply using a computer to automate inefficient processes.

Change Management

To meet the challenges ahead, FEMA must be willing to change and grow. Growth will require new approaches and new ways of doing business and will need to be embraced at every level of the organization. At the same time, growth and change must not be allowed to interfere with FEMA's ability to carry out its mission on a daily basis. FEMA has performed its mission with success for many years and enjoys high public confidence. Overcoming the natural tendency to resist change and rest on the Agency's past successes may be the greatest challenge FEMA faces.

Planning within FEMA

Strategic Plan

FEMA uses a three-tiered approach to planning and managing its performance. The Strategic Plan, FEMA's Agency-wide long-range plan, sets a course of action for FEMA over a six-year period and establishes the major programmatic, policy, and management goals of the Agency. It also provides the framework for the Agency's Annual Performance Plan and the management plans developed by each office and directorate.

Annual Performance Plan

As required by the Government Performance and Results Act, FEMA prepares an agency-wide Annual Performance Plan each fiscal year. The Annual Performance Plan sets out measurable annual performance goals that support the objectives in the Strategic Plan and describes what will be achieved in a particular fiscal year. FEMA uses the Annual Performance Plan to show the linkage between its budget and program results. The first Annual Performance Plan under this Strategic Plan will be a revised Fiscal Year 2003 Plan.

Management Plans

Each office or directorate within FEMA is responsible for preparing a management plan that establishes the activities it will accomplish in a particular fiscal year.

These management plans make up the building blocks that collectively support FEMA's Annual Plan, and implement the Agency's mission, goals, and objectives. Management plans may include long-term plans as well as annual work plans and are consistent with both the Strategic Plan and Annual Performance Plan. Further, management plans include the level of detail appropriate to enable management and staff to create team and individual work plans.

The Strategic Plan

FEMA's Strategic Plan sets forth a vision and a comprehensive mission statement that provides the Agency with a clear path into the future. In addition, the Plan identifies the core values that embody how the Agency's people, individually and collectively, will carry out the Agency's mission. In the following pages, FEMA lays out the goals, objectives, and strategies that allow the Agency to realize its vision.

The first two goals represent FEMA's traditional lines of business, including preparedness, mitigation, response, and recovery. Goals three and four represent new lines of business—terrorism preparedness and knowledge management. The last two goals, five and six, are internally focused. Goal five emphasizes FEMA's commitment to properly develop, manage, and support its workforce. Goal six commits the Agency to continuous improvement, including focusing on performance-based management and meeting customer needs.

Each goal includes a set of objectives, supported by a list of major strategies that will be used to achieve the goal and its objectives. The Plan's six goals are supported by one or more performance measures, which describe the results FEMA intends to achieve under each goal.

Goal 1. Reduce loss of life and property.

FEMA will work with its partners to plan, mitigate, and prepare when the opportunity to reduce loss of life and property is greatest—before disasters strike. FEMA will ensure that mitigation and preparedness plans are in place for both catastrophic and non-catastrophic disasters, and will work with Federal agencies, States, Territories, Tribal Nations, local governments, and first responders to assess and build capability. As part of this effort, FEMA will provide hazard and risk information and foster training and education of emergency responders and emergency managers, while doing all it can to promote good risk management decisions.

Risk Information

Objective 1.1

Provide hazard and risk information using the best-suited technologies.

STRATEGIES

- a. Use National monitoring and early warning and response capabilities to assess impending disasters through partnerships with Federal weather forecasting, law enforcement, and other appropriate agencies.
- b. Accelerate efforts to create user-friendly risk and hazard identification products, such as digital multi-hazard maps, using appropriate technologies that permit easy updating.
- c. Use appropriate technologies and scientific research to improve planning, preparedness, mitigation, response, recovery, and communication techniques.



Mapping is a critical part of FEMA's role as a provider of risk information. FEMA flood maps, shown here, are now being updated and made available in digital format through the Map Modernization Program.



Unlike the elevated structure in the background, this ground-level home in North Carolina was destroyed by the storm surge caused by Hurricane Floyd. Elevation of this home could have prevented its destruction.

Mitigation and Preparedness Planning

Objective 1.2

Ensure that the Nation's most vulnerable areas are covered by emergency management plans that can be implemented.



In Fort Morgan, Colorado, students build a safe room—a reinforced space within a home or other structure—to provide life-saving shelter during a tornado.

STRATEGIES

- a. Facilitate assessment of current Federal, State, Territorial, Tribal, and local emergency management plans.
- b. Lead development of specific plans for catastrophic hazards and for risks to national infrastructure or resource targets, e.g., power grids, computer networks, transportation, communications, rail, etc.
- c. Ensure that appropriate Continuity of Government (COG), Continuity of Operations (COOP), and Contingency Programs are in place.
- d. Encourage and assist States, Territories, Tribal Nations, and local governments in the development of all-hazard plans, including Homeland Security Plans, to reduce the impact of, enhance response to, and ensure recovery from catastrophic and non-catastrophic disasters.

Partner's Capabilities

Objective 1.3

Ensure the capabilities of Federal, State, Territorial, Tribal, local, and other partners are in place to plan and prepare for disasters.



FEMA Director Joe M. Allbaugh participates in a training exercise at the Maryland Fire and Rescue Institute. Training exercises are an important component in planning and preparing for disasters.

STRATEGIES

- a. Collaboratively establish standards for partners' emergency management capabilities.
- b. Assess, or support assessment of, FEMA and its partners' capabilities to deal with both catastrophic and non-catastrophic hazards.
- c. Enhance partners' capabilities by building on existing relationships, partnerships, incentives, and regional mutual-aid programs.
- d. In coordination with partners, develop an integrated training, exercise, and evaluation program to develop FEMA and its partners' capabilities.
- e. Organize, manage, and support exercises that target specific, high-priority response and recovery operations.
- f. Develop a single, uniform, after-action reporting process to capture lessons learned.
- g. Concentrate FEMA's resources in the areas most vulnerable to hazards.
- h. Effectively and conveniently administer grants to enhance partners' incident response capabilities.
- i. Engage the private sector to contribute to disaster preparedness and loss reduction at the Federal, State, Territorial, Tribal, and local level.

Good Risk Management

Objective 1.4

Help individuals, local governments, States, Territories, Tribal Nations, and Federal agencies make good risk management decisions.

STRATEGIES

- a. Monitor the effectiveness of the disaster declaration process to ensure it reinforces sound risk management decisions and practices.
- b. Promote the use of insurance as a mechanism by which public and private property owners can reduce their risk of economic loss.
- c. Promote the adoption and implementation of sound risk management plans and policies by Federal, State, Territorial, Tribal, local and private entities, and by individuals.
- d. Provide incentives to States, Territories, Tribal Nations, local communities, and individuals for the adoption and implementation of appropriate measures to reduce losses.
- e. Promote development of National, consensus-based building, life safety, and fire codes and standards, and encourage their adoption by States, Territories, Tribal Nations, and local communities.



These workmen are installing new air conditioning units on a raised platform to replace the original units, which were washed away by flood waters. Good risk management decisions made before disasters strike can help avoid property losses.

Comprehensive Training and Education

Objective 1.5

Develop and implement a comprehensive training and education plan for emergency management planners and responders.

STRATEGIES

- a. Assess needs to determine curriculum development priorities.
- b. Develop and deliver on-campus and off-campus training courses through existing mechanisms as well as alternative delivery formats.
- c. Evaluate the effectiveness of training.
- d. Establish consequence management performance standards for emergency personnel.
- e. Oversee an interagency training management system for the training of emergency personnel.



The provision of training to the emergency management community, as in the FEMA course shown here, is essential to building capability.

Goal 1 Performance Measures

Performance Measure 1.1

By Fiscal Year 2008, the average annual loss of life from fire-related events is reduced by 15% over the 1998 annual baseline of 4,500.



Thousands of lives are lost in the U.S. each year to fire. FEMA works with its partners to reduce fire deaths across the Nation through training, public education, research, and analysis.

Each year thousands of lives are lost to fire, the Nation's most deadly disaster. FEMA, through the United States Fire Administration, will work in partnership with first responders, State fire and emergency management organizations, and other Federal agencies, to reduce fire deaths nationwide. Though FEMA does not directly control this outcome, the

Agency does influence it through the programs and activities of the United States Fire Administration. FEMA will contribute to this effort through training, data collection and analysis, research, and public education, with special focus on specific, high-risk populations.

Performance Measure 1.2

By Fiscal Year 2008, \$10 billion in potential property losses, disaster, and other costs have been avoided.



Structural reinforcements, like the hurricane straps being installed here, can reduce property damage from hazards such as hurricanes and earthquakes.

Several FEMA programs are designed to strengthen the Nation's disaster resistance by mitigating risks. This means changing conditions and behaviors to protect lives and prevent the loss of property. Losses will be avoided and the impact on lives and communities will be lessened through measures, such as building safely within the floodplain or removing homes altogether, engineering buildings and infrastructures to withstand earthquakes, and, creating and enforcing effective building codes to protect property from floods, hurricanes and other natural hazards.

Investment in mitigation activities produces major returns. For example, the losses avoided as a result of Pre-Disaster Mitigation Planning and Project Grants and National Flood Insurance Program floodplain management efforts, are valued to be at least \$10 billion by 2008. This represents the accumulated benefit of Pre-Disaster Mitigation Grants awarded during this period as well as the annual savings realized as a result of compliance with floodplain management requirements. Additional measures of benefits will be developed for other program activities and will add to the total of losses avoided.

Performance Measure 1.3

By Fiscal Year 2008, 100% of States, Territories, and Tribal Nations report meeting collaboratively established, all-hazard, emergency management readiness capability standards.

The Nation's ability to prepare for, prevent, respond to, and recover from disasters depends on the ability to organize and coordinate a community of first responders; local, Tribal, Territorial, State, and Federal agencies; volunteer organizations; and, private sector entities. Past experience has shown that the States, Territories, and Tribal Nations will be better prepared to respond to and recover from the impacts of all types of hazards by using established national

emergency management standards, developed collaboratively among emergency managers, emergency response personnel, and leadership from all levels of government. Key to meeting this goal is the need to conduct comprehensive capability assessments and establish a means of evaluation based on a program of multi-year exercises that require demonstration and application of essential all-hazard incident management capabilities.

External Factors

Key external factors that could have a significant effect on achievement of this strategic goal are described below.

- a. Effective risk analysis and planning requires strong and continuous commitment on the part of States, Territories, Tribal Nations, and communities. This is often difficult to achieve given the competition for time, attention, and resources at all levels of government.
- b. Mitigation measures and the purchase of insurance both require an up-front investment. The return on that investment will not necessarily occur within the term of office of the officials making the decisions, or within the period of ownership for the individual making the investment.
- c. Successful mitigation measures often go unnoticed and unrecorded because damages have been avoided. This makes it difficult to fully demonstrate the cost-effectiveness of mitigation and to promote its benefits.
- d. Continued growth and increased density in high hazard areas, such as coastal zones, put more people and property at risk every year. It is ultimately the local government and individual property owners, not FEMA, who decide where and how growth will occur.

Goal 2. Minimize suffering and disruption caused by disasters.



The National Guard, an important partner, delivers water to a disaster area. Coordinating the swift provision of vital assistance, including food, water, and medicine, is central to FEMA's mission.

Disasters cause suffering and disrupt people's lives and the normal functioning of their communities. States, Territories, Tribal Nations, and local governments bear the primary responsibility for responding to and recovering from disasters. FEMA—at the direction of the President—takes action when State, Territorial, Tribal and local resources are overwhelmed and the Governor requests assistance.

In concert with its partners, FEMA will respond quickly and effectively, bringing the right people and resources to bear where and when they are needed most. FEMA will provide timely and appropriate disaster assistance to hasten the recovery of individuals and communities while ensuring that efforts to prevent, avoid, and reduce the impacts of future disasters are an integral part of every recovery. Throughout, FEMA will continue its work with States and Territories to ensure the most effective sharing of disaster management responsibilities, allowing FEMA to focus on preparing the Nation for truly catastrophic events, whether natural or man-made.

Quick and Effective Response

Objective 2.1

Respond quickly and effectively when States, Territories, Tribal Nations, and local governments are overwhelmed.



Power restoration is often the essential first step toward recovery after a disaster. FEMA works with its partners to restore public infrastructure damaged or destroyed by disaster.

STRATEGIES

- a. Establish FEMA's capability to operate 24 hours a day, seven days a week, while maintaining key, ongoing functions.
- b. Monitor potential emergencies and disasters and be prepared to deploy assets to assure a quick response.
- c. Develop, acquire, and coordinate a national operational capability, and the resources and assets to simultaneously respond to four catastrophic plus twelve non-catastrophic incidents, anywhere in the country.
- d. Lead the development and implementation of a consolidated, all-hazard Federal Emergency Response Plan.
- e. Develop effective organizational and business process relationships among FEMA program areas, support organizations, and regional offices to ensure a coordinated response and recovery effort.
- f. Lead a collaborative effort to ensure a coordinated response and recovery effort among Federal agencies, emergency responders, and State, Territorial, Tribal, and local emergency managers through FEMA's leadership and through mutual incentives for cooperation and coordination.
- g. Lead the collaborative establishment of a National response network and standards for interoperability of wireless communications to enable communications among all responders.

Shared Responsibility in Managing Disasters

Objective 2.2

Use the full range of State, Territorial, Tribal, and Federal capabilities in determining the most effective delivery mechanisms for disaster recovery and mitigation programs.

STRATEGIES

- a. In cooperation with our State, Territorial, and Tribal partners, establish scalable and flexible standards for delivery of disaster response, recovery, and mitigation assistance.
- b. Design customer-focused disaster assistance delivery mechanisms that utilize the combined capabilities of FEMA and the States, Territories, and Tribal Nations.
- c. Establish standards for State management of disaster grant assistance programs that allow State and Territorial administration where appropriate.
- d. Provide technical assistance to help States and Territories develop disaster management operations capabilities.
- e. Encourage the development of mutual aid systems at the State, Territorial, Tribal and local level, including the Emergency Management Assistance Compact.



Debris removal is another important first step in recovery and can be a complex and costly undertaking for Federal, State, and local governments.

Timely Assistance

Objective 2.3

Provide timely and appropriate disaster assistance and payment of flood insurance claims.

STRATEGIES

- a. Develop standards for delivery of assistance that take the varying nature and magnitude of disasters into account.
- b. Deliver both financial and in-kind assistance quickly, efficiently, and in ways that customers find understandable, convenient, valuable, and tailored to their needs.
- c. Ensure that flood insurance claims are settled fairly and quickly.
- d. Lead the development and implementation of a general Federal Recovery Plan with incident-specific annexes and recovery guidelines, including the recovery programs of all Federal agencies.



FEMA works with many governmental agencies and voluntary organizations to coordinate the delivery of disaster assistance. The Small Business Administration is an important Federal partner and plays a critical role in helping individuals, businesses, and communities recover from disasters.

Mitigation in Recovery

Objective 2.4

Mitigate against potential future losses as part of every disaster recovery effort.



FEMA Director Joe M. Allbaugh presents a check for more than \$13 million to Los Alamos County, New Mexico, supporting its efforts to make the community more disaster resistant.

STRATEGIES

- a. Work with affected States, Territories, Tribal Nations, and local governments to develop and implement comprehensive post-event mitigation strategies.
- b. Coordinate recovery efforts with other Federal agencies to help ensure consistency with agreed-upon post-event mitigation strategies.
- c. Offer technical assistance on building techniques and available financial resources to disaster victims so that mitigation will be incorporated in the rebuilding process.

Goal 2 Performance Measures

Performance Measure 2.1

By Fiscal Year 2008, FEMA has coordinated and established the capability to respond concurrently to four catastrophic and twelve non-catastrophic disasters.

In addition to its daily response and recovery activities, it is critical that FEMA possess sufficient operational capability to respond to a large, complex disaster, or the real possibility of two or more such disasters striking within hours or days of each other. Such large, complex, or catastrophic disasters could include: a major hurricane or earthquake impacting a large metropolitan area; catastrophic flooding, as seen in the Midwest in 1993 and 1997; or a major terrorist attack, especially an event involving weapons of mass destruction.

Any combination of these or other major events occurring within a short span of time

would create an unprecedented demand for response capabilities. To ensure an adequate level of operational capability, FEMA has established a target of "4 and 12". This means that FEMA, with its Federal, State, and other partners, will have the capability to coordinate response and recovery efforts for as many as four catastrophic disasters and twelve non-catastrophic disasters anywhere in the Nation. The enhancement of FEMA's standing operational capability and the development of plans for responding to catastrophic disasters within high-risk areas will be a key part of this effort.

Performance Measure 2.2

By Fiscal Year 2008, 100% of assessed public safety and service organizations meet established standards for interoperability of wireless communication systems.

The wireless systems used by public safety and service organizations to perform their missions are critical to response and recovery efforts. Interoperability among these public safety organizations will promote greater effectiveness in the transfer of information and help improve coordination of response and recovery activities. FEMA will use the Office of Management and Budget's e-government initiative *Project SAFECOM* to accelerate the implementation of interoperable public safety communications

at all levels of government to create a National response network. The end result will enable communications between all responders and will create standards for wireless networks that incorporate efficient and secure technologies; enhance the safety of response personnel; provide for virtual autonomy and non-interfering operations; provide the flexibility for system expansion and coverage extension; and ensure secure communications.

Performance Measure 2.3

By Fiscal Year 2008, all disaster assistance and flood claim payments are provided within established performance standards.

After disaster strikes, FEMA works with States, Territories, and Tribes to help minimize suffering and disruption by helping individuals and communities get back on their feet. FEMA will work to provide timely, fair, and appropriate disaster assistance, and to ensure prompt and accurate payment of flood

claim payments, through continual review of the effectiveness of the Agency's programs. As part of ensuring the effective provision of these services, FEMA will establish and meet performance standards appropriate to each program or activity on an annual basis.

External Factors

Key external factors that could have a significant effect on achievement of this strategic goal are described below.

- a. Increasing expectations of FEMA may cause mission creep beyond the Agency's current focus and capabilities, but without accompanying resources. This could compromise FEMA's ability to succeed at its core mission.
- b. The size, complexity, and number of simultaneous disasters influence the ability of all levels of government, as well as voluntary organizations and the private sector, to respond. Events may occur, particularly in multi-state disasters that exceed FEMA's planning targets.
- c. Greater sharing of responsibility for disaster incident management and delivery of assistance requires a sustained and funded commitment on the part of States.
- d. FEMA's focus on "areas most vulnerable to disaster" may be perceived as inequitable by some.
- e. Interoperability of wireless communications will require significant coordination among many Federal and non-Federal users, as well as a sustained, long-term commitment on the part of all users.

Goal 3. Prepare the Nation to address the consequences of terrorism.

The Nation must prepare to manage the consequences of terrorist attacks, especially those involving the use of weapons of mass destruction. The unique planning, training, and operational requirements associated with preparing to respond to terrorism, coupled with the catastrophic impacts such an attack can have on the loss of life, property damage, and interruption of government services, make it necessary to single out terrorism for special attention. FEMA has been successful in leading a coordinated Federal response to disasters, and must now make a renewed commitment to address the hazards posed by terrorism. Key to this effort is working with partners to develop relationships, programs, and processes that better prepare States, Territories, Tribal Nations, localities, and the public to care for themselves and help one another until assistance can arrive.

FEMA has established an Office of National Preparedness to lead this effort and the efforts of other Federal departments and agencies to promote State, Territorial, Tribal, and local incident management capabilities. Under the President's proposed Department of Homeland Security, FEMA will serve as the focal point for implementing terrorism incident management programs. Although the focus of the Office of National Preparedness will be on terrorism, it will pursue these critical objectives within an all-hazard framework. The Office will coordinate efforts across all Agency program areas to help State and local governments prepare to execute functions necessary to manage the consequences of any emergency, natural or man-made.



A FEMA Urban Search and Rescue Team from Montgomery County, Maryland, is briefed before beginning work at the Pentagon following the September 11 attack. Emergency responders of all kinds must increase their capability if the Nation is to deal effectively with future terrorist attacks.

Federal Support for Capability Building

Objective 3.1

Develop and implement a Federal program to support State, Territorial, Tribal, and local government incident management capability building.

STRATEGIES

- a. Establish an Office of National Preparedness within FEMA to serve as the Federal Government's focal point for coordination, integration, and implementation of all Federal programs and activities that build, maintain, and sustain State, Territorial, Tribal, and local incident management capabilities.
- b. In conjunction with the Office of Homeland Security, lead development of the Emergency Preparedness and Response portion of the National Strategy for Homeland Security to provide program direction and establish a strategic planning cycle to integrate Federal program efforts over the long term.



National Guard and ATF agents assist in the rescue mission in lower Manhattan following the September 11 attack on the World Trade Center.

Strengthen State and Local Responder Capability

Objective 3.2

Build a comprehensive State, Territorial, Tribal, and local capability for responding to the consequences of terrorism.

STRATEGIES

- a. Provide Federal assistance to ensure State, Territorial, Tribal, and local emergency response personnel are properly trained, equipped, and exercised to respond to the consequences of a terrorist attack involving weapons of mass destruction, and ensure plans are updated to address unique terrorism response requirements and are coordinated, tested, and maintained.
- b. Collaborate with intergovernmental, professional, and standard-setting organizations to develop standards and/or certification requirements for equipment interoperability, mutual aid, and first responder and emergency management capabilities.
- c. Develop a training management system based on the skills and competencies needed to prepare for and respond to acts of terrorism.
- d. Encourage State, Territorial, Tribal, and local governments to address the unique resource needs associated with responding to a weapons of mass destruction incident in their mutual aid agreements.
- e. Foster the participation of citizens in preparing themselves and their communities to respond to terrorism and other emergencies.



Firefighters and other first responders are the Nation's first line of defense against hazards of all types. They must have the skills and tools needed to recognize and respond appropriately to terrorist events, including use of weapons of mass destruction.

Information Sharing

Objective 3.3

Ensure the means used to exchange information among Federal partners, State, Territorial, Tribal, and local responders, program officials, and the general public is coordinated with and delivered through a single National portal.

STRATEGIES

- a. Use FEMA's information sharing portal as the means to reach and exchange information with the Federal, State, Territorial, Tribal, local governments, emergency responders, and the general public.
- b. Develop, collect, maintain, and disseminate information about incident management preparedness and response programs and activities through FEMA's portal.



FEMA works closely with State and local offices of emergency management—like this one in West Palm Beach, Florida—to share information before, during, and after disasters.

Goal 3 Performance Measures

Performance Measure 3.1

By Fiscal Year 2008, 100% of State and Territorial systems of first responders and other appropriate emergency personnel meet mutually-agreed upon baseline performance standards for responding to and recovering from terrorist incidents, including the unique threats posed by weapons of mass destruction.

The tragic events of September 11, 2001 clearly demonstrated that the terrorist threat is real and that a viable first responder capability at the local level is critical for a successful response to such incidents. The challenge for FEMA will be to help improve the capabilities of States, Territories, Tribal Nations and local communities to manage the consequences of these events, which may include weapons of mass destruction involving biological, chemical, conventional or nuclear material, while continuing to develop the capability to deal with the full range of natural and technological incidents, whether intentional or accidental.

FEMA will work with Federal, State, Territorial, Tribal, and local jurisdictions to ensure that first responders and other emergency personnel are fully prepared, trained, and equipped to respond to terrorist attacks; are supported by plans, tested through exercises conducted on a regular basis; and, are sustained with sufficient resources to maintain that capability. Response systems

will vary, given differences in population, geography, critical infrastructure, local capability, and level of risk. Nonetheless, minimum service must be established for essential functions, including: search and rescue, rapid medical assessment, triage, decontamination, basic treatment, and mass care involving fire services/HAZMAT, law enforcement, emergency medical services, and other response requirements, as appropriate.

Through the Office of National Preparedness, FEMA will facilitate the coordination, integration, and implementation of preparedness and incident management programs and activities to develop, build and maintain the National capability for dealing with terrorism incidents, including weapons of mass destruction events, as well as other threats. FEMA will provide leadership in working with Federal agencies, States, Territories, Tribal Nations, and other partners in support of this goal.

External Factors

Key external factors that could have a significant effect on achievement of this strategic goal are described below.

- a. FEMA's success depends on its complete integration with the President's proposed Department of Homeland Security and the support of Executive Branch agencies, Congress, State and local governments, and professional and volunteer organizations.
- b. The nature, location, and timing of terrorist attacks are unpredictable. The uncertainty this creates makes it difficult to plan, prepare, and respond adequately to such events. This, and the potential for mass casualties, means that individuals and organizations may be less able to cope with terrorists events as compared to a natural disaster.

Goal 4. Serve as the Nation's portal for emergency management information and expertise.



A FEMA worker adjusts an antenna array to ensure information will be available to those who need it during flooding in the Midwest.

As the Nation faces the risks associated with changing weather patterns, violent storms, sudden earthquakes, and the aftermath of terrorist attacks, the demand for emergency management information is ever increasing. FEMA will serve as the Nation's portal for emergency management information before, during, and after disaster strikes. As a portal FEMA is not the originator of all information, nor is it the only source of information. Rather, FEMA will provide a single entry point through which users can access a broad spectrum of relevant emergency management information. This effort will take several forms and will require that FEMA become a knowledge manager with responsibility for coordinating and integrating the broad spectrum of emergency management information available to government and the public. As part of this new role, FEMA will ensure that the Federal government speaks to the public with a single, coordinated voice in times of disaster and national emergency.

Information Portal

Objective 4.1

Create and manage a single, convenient portal for emergency management information.

STRATEGIES

- a. Establish the capacity within FEMA to acquire or research risk and emergency management practices, knowledge, and information.
- b. Create and manage a one-stop portal, using the web and other means, for prevention, preparedness, mitigation, response, and recovery information exchange, and knowledge sharing between public and private organizations.
- c. Develop and implement a comprehensive emergency management educational strategy that focuses on the readiness and self-reliance of vulnerable populations for all hazards throughout the United States and its territories.
- d. Develop and integrate a comprehensive suite of online learning applications, tools and resources, enhancing FEMA's nationwide emergency preparedness training and education programs for internal and external customers, and ensuring their availability to communities and individuals throughout the United States and its territories.

Knowledge Management

Objective 4.2

Serve as the Nation's knowledge manager and coordinator of emergency management information.

STRATEGIES

- a. Evaluate the emergency management information needs and the information assets of the emergency management community, including other Federal agencies, States, Territories, Tribal Nations, local governments, voluntary agencies, the academic community, and commercial entities.
- b. Develop and implement a National knowledge sharing strategy to acquire, organize, and disseminate emergency management information to the entire emergency response community.
- c. Facilitate emergency management solutions for events and consequences where Federal agency responsibilities have not been clearly delineated.
- d. Establish working relationships with media partners to disseminate emergency management information to key audiences.

National Communication and Warning System

Objective 4.3

Establish a National warning capability.

STRATEGIES

- a. Build on the national infrastructure to develop and facilitate a warning method that can be used to notify the public at large, or specific populations threatened by disaster.
- b. Provide implementation guidance to other Federal agencies and State, Territorial, Tribal Nations, and local governments.
- c. Develop a method for National electronic dissemination of timely information to the emergency response community.
- d. Build a National system for incident management to ensure that leaders at all levels of government have complete incident awareness and can communicate with appropriate response personnel.



A satellite link is established after flooding in West Virginia to allow disaster victims to get information. FEMA will build on current capabilities and technological expertise to provide warning and alert information to the Nation.

Goal 4 Performance Measures

Performance Measure 4.1

By Fiscal Year 2008, 95% of those surveyed who accessed emergency management information through FEMA report that they found the information to be useful.

FEMA will determine the usefulness of emergency management information disseminated to the public based on responses to an annual survey of the Agency's external stakeholders. The responses to this survey will establish an annual baseline for the achievement of its operational and customer service objectives under the Agency's Strategic Plan. This will include the allocation and/or implementation of resources, funding, programs, policies and initiatives.

After establishing a baseline of external satisfaction and expectation of its clients in Fiscal Year 2003, FEMA will continue to evaluate and enhance not only its information gathering, but also its information

dissemination, programs and policies in a continued effort to meet its goals and objectives.

The respondents to this survey will include, but are not limited to: Federal, State, Territorial, Tribal, and local representatives; National, regional, State, and local organizations and associations, professional and technical organizations and representatives; community-based and non-profit organizations and representatives; disaster victims; and education, academic and social-economic representatives. FEMA will strive to include the broadest representation from a cross-section of its diverse range of partners.

Performance Measure 4.2

By Fiscal Year 2008, a National network of warning systems is established with sufficient redundancy for 100% reliability in providing timely and accurate dissemination of alerts and crisis information to the general public throughout the Nation and to the emergency management community at all levels of government.

FEMA will lead efforts to establish a National warning network that builds on the current National infrastructure. This network will link together the many Federal, State, Territorial, Tribal, and local warning systems already in existence. All systems will be modernized to include the establishment of regional nodes with the capacity to send and answer electronic messages as well as voice and secure voice communications. A backbone

network will link the National Warning Systems to existing wireless systems and 911 capability. Coverage will be extended to first level responders in over 100 major metropolitan areas. In all cases, the general public, regardless of location, will have available to them a warning system that provides timely, accurate emergency information without interruption.

External Factors

Key external factors that could have a significant effect on achievement of this strategic goal are described below.

- a. A single portal for information will require a sustained, high level of effort to keep up with the pace of technological advancement and to reach a wide range of users through a variety of means.
- b. FEMA's role as the Nation's portal for emergency management information may occasionally be pre-empted by the media, with its capability for gathering and disseminating up-to-the-minute information.
- c. Successful integration of e-gov initiatives across Federal agencies will require an unprecedented level of coordination and integration among existing Federal agency processes and programs, and will require a major culture change in how agencies currently do business.

Goal 5. Create a motivating and challenging work environment for employees.



A FEMA Disaster Recovery Center manager answers a customer's questions about recovery assistance.

People are a critical success factor in every organization. FEMA is committed to retaining, training, and motivating its existing workforce, while recruiting and developing new employees to secure the Agency's future. FEMA's people will in turn take responsibility for making the most of the opportunities available to them, will know what is expected of them, and will perform where and when the Nation needs them most.

A key element of the Strategic Plan—and one that came from FEMA's own employees—is the Core Values that define how they will carry out FEMA's Mission. *Integrity, Innovation, Accountability, Respect, Trust, and Compassion* define employee performance toward each other, and toward FEMA's customers and partners.

Retention and Recruitment

Objective 5.1

Retain and recruit a capable, motivated, and diverse workforce.

STRATEGIES

- Develop a comprehensive workforce plan and management model to identify FEMA's workforce needs now and in the future, and recruit, train, and retain a diverse staff to meet that plan.
- Develop employment categories, functional skill requirements, and compensation structures for all FEMA employees that are understandable, equitable, and designed to support FEMA's mission. This includes Permanent Full-Time and Stafford Act employees (CORE, Disaster Assistance Employees, and Disaster Temporary Employees).

Professional Development

Objective 5.2

Provide professional development training and opportunities for the betterment and advancement of employees.

STRATEGIES

- Define career development paths to support individual growth and choice in ways that are consistent with FEMA's workforce needs.
- Develop a functional and management professional training curriculum for employees.
- Implement an Agency-wide career development program for employees and managers which includes the identification of minimum requirements for certain positions.



Training opportunities and a well-defined career path enhance employee effectiveness and build a stronger Agency.

Employee Performance

Objective 5.3

Ensure employees understand their performance objectives and are recognized and rewarded appropriately.

STRATEGIES

- a. Link individual performance plans and evaluations to measurable organizational performance.
- b. Define and adhere to performance-based incentive, reward, and promotion guidelines.
- c. Hold people accountable for performance and take corrective action where necessary to improve low or unacceptable performance.
- d. Promote an environment that supports responsible risk-taking.



FEMA workers have a real commitment to their work. The Agency will honor the commitment they show by giving them the tools and support they need.

Manager Performance

Objective 5.4

Provide managers with the skills and authority they need to be successful and hold them accountable for their operational performance.

STRATEGIES

- a. Improve manager's ability to lead, communicate, motivate, and supervise FEMA staff.
- b. Evaluate organizational and operational performance in ways that can be used to hold managers accountable.
- c. Design appropriate managerial rewards that recognize success in achieving FEMA's mission and performance targets.
- d. Identify and publicize clear delegations of authority.

Safe and Healthy Work Environment

Objective 5.5

Provide a safe and healthy work environment to ensure FEMA employees feel valued and respected.

STRATEGIES

- a. Provide a safe and secure work environment and ensure that facilities accommodate mission and program requirements.
- b. Help employees balance work and family requirements during both disaster and non-disaster times.
- c. Develop and implement support programs to counter the negative effects emergency assignments can have on employees and their families.
- d. Provide employees with an Agency health and wellness program.

Goal 5 Performance Measures

Performance Measure 5.1

Maintain a positive Office of Management and Budget scorecard assessment (green light) in the area of Human Capital.



An extraordinary amount of effort and coordination go into providing assistance to disaster victims, requiring a motivated and well-trained workforce.

Each year FEMA will work to ensure full compliance with the Human Capital initiatives on the President's Management Agenda. To do this, FEMA administration and line management will create and maintain a motivating and challenging work environment for employees. This requires providing the support and resources necessary for employees and management to be engaged and challenged in their professional

endeavors, and to be motivated to contribute to initiatives which improve performance outcomes, thereby maximizing results for those we serve.

Documenting action plans and meeting associated project timelines, as well as the analysis of survey results and workplace and workforce statistical information, will be used as the means of measuring FEMA's success.

Performance Measure 5.2

By Fiscal Year 2008, the FEMA employee satisfaction rate in the area of Human Capital will be 5% over the Office of Personnel Management's government-wide survey average.

FEMA will strive to be the "employer of choice" as demonstrated by exceeding the satisfaction rate of the Office of Personnel Management government-wide survey on Human Capital. This means that FEMA employees and management report that they are supported, recognized, and provided opportunities for continuous development and quality improvement.

FEMA's performance-based incentive awards program will also be elevated in importance as a management tool and effectively implemented to include providing cash award opportunities for its disaster workforce.

Individual performance plans are linked to organization and Agency performance, with employees focusing on the expected key results.

External Factors

Key external factors that could have a significant effect on achievement of this strategic goal are described below.

- a. It is difficult to compete with private sector employers to attract and retain the best-qualified potential recruits, particularly in certain high-demand fields.
- b. Civil service structures designed for a permanent, full-time workforce, as well as interpretation of legislation, can make it difficult for FEMA to meet its need for high-quality, intermittent staffing.
- c. Unions that represent FEMA employees may express concerns or reservations about strategies that change working conditions.

Goal 6. Make FEMA a world-class enterprise.

To ensure that the Agency continues to meet the growing challenge of its mission, FEMA will place special focus on the continuous improvement of its processes and how it carries out its business for the American people, internally as well as externally. FEMA will engage in an ongoing process of assessment and learning and will strive to communicate effectively. The Agency will be a goal-driven organization, with its attention firmly fixed on performance, strong financial management, effective communication, and dedication to customer-service. These traits are clearly embodied in the Agency's Core Values of *Customer Focus*, *Public Stewardship*, *Partnership*, and *Diversity* and define how FEMA will perform as an organization.

Performance-Based Management

Objective 6.1

Make FEMA a performance-based organization.

STRATEGIES

- a. Link planning and performance to resource allocation decisions.
- b. Establish and maintain an annual strategy and performance evaluation and improvement process.
- c. Measure performance in a way that balances productivity and efficiency with quality, customer satisfaction, and employee concerns.
- d. Identify opportunities to streamline and improve business processes.
- e. Effectively share products and information across program areas.
- f. Develop methods to capture, share, and use internal knowledge and lessons learned to continuously improve.



An Emergency Support Team staffs the National Interagency Emergency Operations Center in Washington, DC., often on a 24/7 basis, in support of field operations.

Efficient and Effective Support Functions

Objective 6.2

Plan and integrate FEMA's support functions to efficiently and effectively serve the Agency's strategic priorities, and both internal and external customers.

STRATEGIES

- a. Orient, organize, and enable FEMA's Human Resources, Financial and Acquisition Management, Facilities Management, and Information Technology offices to provide best practices services and capabilities across the Agency.
- b. Develop internal customer needs analyses and satisfaction measurement processes for each support function.
- c. Collaboratively establish clear guidelines and policies for support department roles and authorities, and for program, office roles, and authorities.
- d. Establish a mechanism to prioritize and make investments in Agency infrastructure.
- e. Use new and existing technologies to communicate quickly and effectively with internal and external customers.

Sound Financial Performance

Objective 6.3

Ensure sound financial performance.

STRATEGIES

- a. Assess potential programs and initiatives using business case tools and methods before making investment decisions.
- b. Ensure that FEMA's financial management systems and operations can produce, in a timely manner, accurate and relevant financial information.
- c. Develop and implement systems, tools, and methods to assess actual versus planned financial performance and to link investment of resources to performance.
- d. Quickly identify and correct potential waste, fraud, and abuse, and exercise appropriate financial controls in all FEMA programs.
- e. Provide FEMA's managers with robust financial management information necessary to support sound decision making.
- f. Ensure a clear link between FEMA's vision, mission, and Strategic Plan, and its programmatic and budgetary decisions.

Effective Communication

Objective 6.4

Communicate effectively with internal and external customers.

STRATEGIES

- a. Develop and promote effective products, vehicles, and technologies to improve communication between programs and functions and among all parts of the Agency.
- b. Develop and implement innovative and effective ways to promote disaster awareness, individual preparedness, and other messages across the Nation.
- c. Enhance working relationships with media partners to disseminate emergency management information to key audiences.



A FEMA worker helps a woman displaced from her home by an earthquake in Northridge, California.

Customer Focus

Objective 6.5

Provide customer-driven services.

STRATEGIES

- a. Develop and implement methods and tools throughout the Agency for assessing customer satisfaction.
- b. Re-align management and business processes as appropriate to better satisfy identified customers.
- c. Strengthen FEMA's regional offices to bring operations and services closer to the customer.



Community Relations workers explain the types of assistance available to a woman affected by flooding in Darby, Pennsylvania.

Goal 6 Performance Measures

Performance Measure 6.1

External Partner Survey respondents report an annual incremental increase in satisfaction, over the 2003 baseline, with the efficient and effective delivery of FEMA's services.



FEMA and officials from the State of New York meet at a Disaster Field Office to coordinate disaster assistance. FEMA works with a wide variety of partners to provide the best service and assistance to those effected by disasters.

FEMA will conduct an annual survey of its external partners and stakeholders to gather information on FEMA's performance in a variety of areas, as well as its overall performance. The responses to this survey will establish an annual baseline for the achievement of its operational and customer service objectives under the Agency's Strategic Plan. This will include the allocation and/or implementation of resources, funding, programs, policies and initiatives. After establishing a baseline of external satisfaction and expectation of its clients in Fiscal Year 2003, FEMA will continue to evaluate and enhance not only its information gathering, but also its information

dissemination, programs and policies in a continued effort to meet its goals and objectives.

The respondents to this survey will include, but are not limited to: Federal, State, Territorial, Tribal, and local representatives; National, regional, State and local organizations and associations, professional and technical organizations and representatives; community based and non-profit organizations and representatives; disaster victims; and education, academic and social-economic representatives. FEMA will strive to include the broadest representation from a cross-section of its diverse range of partners.

External Factors

Key external factors that could have a significant effect on achievement of this strategic goal are described below.

- a. Multiple funding sources make it difficult for FEMA to clearly link Agency-wide strategies to disparate sources of funding with different purposes.
- b. Public perceptions of disaster-related performance may not always coincide with FEMA's roles. Specifically, FEMA is not a first-responder, nor are disaster programs intended to cover all losses that may be associated with an event.
- c. FEMA may have difficulty effectively communicating with its disparate external customers because of widely varied cultures, capabilities, and technologies.

Plan Development

Internal Review

In preparation for the planning process, FEMA retained a contractor to gather input from employees, supervisors, and executives in every FEMA program, and every regional and headquarters office during October and November 2001. Input was collected through individual interviews with subject-area experts and focus groups from offices and directorates across the Agency, including meetings and teleconferences with all ten regions and two disaster field offices. A confidential electronic survey was made available to everyone in the Agency and garnered nearly 1000 individual responses. FEMA also sought limited early input from Federal Response Plan partners and State emergency managers, adding their perspective to the internal review.

As part of the process of reviewing the performance and challenges for the Agency's programs and functions, FEMA reviewed relevant reports issued by the Government Accounting Office and FEMA's Office of the Inspector General. This included review of the management challenges that the Office of the Inspector General reports on annually to the Chairman of the United States Senate Committee on Governmental Affairs.

The President's Management Agenda was also an important influence in developing the Strategic Plan. Several of the goals and objectives in the Plan directly address the

initiatives in the President's Agenda, and all goals contain measures that will assist FEMA in meeting them. During the process of developing the Plan, FEMA received its 2003 Budget Passback Scorecard from the Office of Management and Budget. The Scorecard provides specific direction on how FEMA can tie its Strategic Plan and Annual Performance Plan to successful achievement of the President's Management Agenda, and will be used as part of the Agency's performance management efforts.

Leadership Guidance and Staff Input

After reviewing the consolidated information from the Agency's internal analysis, FEMA's senior leadership met in November 2001 to discuss the findings and develop proposed mission, vision, values, and goals. This provided the Agency with top-level guidance and strategic direction. With that guidance in hand, many FEMA offices and directorates convened a cross-section of their staff to develop objectives and strategies designed to achieve the proposed goals. Their work was incorporated into the Plan, and in December 2001 the integrated draft of the Plan was reviewed and further refined by a group of designated representatives from program and regional offices. A draft Strategic Plan was then issued Agency-wide in January 2002.

Review by External Partners and Stakeholders

Development of the Strategic Plan was not limited to internal participants alone. In February 2002, the draft Plan was shared with the Office of Management and Budget, and with staff from FEMA's authorization and appropriation subcommittees in Congress. In March and April, valuable commentary and useful criticism was collected from the Agency's external stakeholders and partners. A daylong roundtable meeting was held at FEMA headquarters and in each of FEMA's ten regions to review and discuss the Agency's draft Strategic Plan.

The roundtables generated a high level of interest and participation. Participants included emergency managers and other officials from States, Territories, Tribal Nations, and local governments; firefighters and representatives of their National organizations; law enforcement and public safety officials; other Federal agencies; voluntary organizations; National organizations representing State and local officials; insurance and other private sector representatives; and, academic institutions. The discussion at the meetings focused on a list of candidate performance measures to be included in the final Strategic Plan. The feedback received from the roundtable meetings was thoughtful and intelligent, and helped improve the strategic performance measures and the Plan overall.

Finally, in anticipation of the creation of the Department of Homeland Security and the release of the President's National Strategy for Homeland Security, FEMA incorporated many of the President's objectives for improving homeland security in the Strategic Plan.

Implementation

The success of any plan lies in its implementation. The Agency's Annual Performance Plan, required by the Government Performance and Results Act, will be the key vehicle for ensuring implementation of the Strategic Plan, and for the vital step of linking planning to the Agency's budget.

To ensure proper oversight and Agency-wide involvement, FEMA's Director established the Planning and Budget Council in January 2002. The Council is a senior-level cross-functional team with members from each of FEMA's offices and directorates. Members of the Council have authority to speak for their respective organizations where they act as advocates during the planning process. The Council serves as the oversight body for the Strategic and Annual Performance Plans and is responsible for seeing that the operational planning of the Agency's offices and directorates is coordinated and reflects the goals of the Strategic Plan and the Director's priorities.

Evaluation

FEMA's directorates and offices are directly responsible for the scheduling, developing, and implementing program evaluations. The Agency's Planning and Budget Council will use the program evaluation information developed by the offices and directorates to set FEMA's priorities and allocate its resources appropriately. The Council will encourage program offices to focus on developing baseline evaluation information in program areas where little or no information

currently exists, beginning in Fiscal Year 2003. In addition to carrying out its own internal evaluations, FEMA is also collaborating with the Office of Management and Budget in a multi-year effort to evaluate the Agency's programs. Through the annual Spring Review process, FEMA and the Office of Management and Budget will work together to evaluate fifteen to twenty percent of the Agency's programs each year, with the goal of evaluating all of the Agency's programs within four to five years.