



# 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 horizontal stroke at the end.

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.

**F**EMA 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.

**D**isasters 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.

**T**he 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.

**A**s 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

- a. 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.
- b. 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

- a. Define career development paths to support individual growth and choice in ways that are consistent with FEMA's workforce needs.
- b. Develop a functional and management professional training curriculum for employees.
- c. 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.

## 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.



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.

## 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

**T**he 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

**F**EMA'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.

# Appendix A: Goals and Objectives

## **Goal 1. Reduce loss of life and property.**

- Objective 1.1: Provide hazard and risk information using the best-suited technologies.
- Objective 1.2: Ensure that the Nation's most vulnerable areas are covered by emergency management plans that can be implemented.
- Objective 1.3: Ensure the capabilities of Federal, State, Territorial, Tribal, local, and other partners are in place to plan and prepare for disasters
- Objective 1.4: Help individuals, local governments, States, Territories, Tribal Nations, and Federal agencies make good risk management decisions.
- Objective 1.5: Develop and implement a comprehensive training and education plan for emergency management planners and responders.

## **Goal 2. Minimize suffering and disruption caused by disasters.**

- Objective 2.1: Respond quickly and effectively when States, Territories, Tribal Nations, and local governments are overwhelmed.
- 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.
- Objective 2.3: Provide timely and appropriate disaster assistance and payment of flood insurance claims.
- Objective 2.4: Mitigate against potential future losses as part of every disaster recovery effort.

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

- Objective 3.1: Develop and implement a Federal program to support State, Territorial, Tribal, and local government incident management capability building.
- Objective 3.2: Build a comprehensive State, Territorial, Tribal, and local capability for responding to the consequences of terrorism.
- 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.

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

- Objective 4.1: Create and manage a single, convenient portal for emergency management information.
- Objective 4.2: Serve as the Nation's knowledge manager and coordinator of emergency management information.
- Objective 4.3: Establish a National warning capability.

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

- Objective 5.1: Retain and recruit a capable, motivated, and diverse workforce.
- Objective 5.2: Provide professional development training and opportunities for the betterment and advancement of employees.
- Objective 5.3: Ensure employees understand their performance objectives and are recognized and rewarded appropriately.
- Objective 5.4: Provide managers with the skills and authority they need to be successful and hold them accountable for their operational performance.
- Objective 5.5: Provide a safe and healthy work environment to ensure FEMA employees feel valued and respected.

**Goal 6. Make FEMA a world-class enterprise.**

- Objective 6.1: Make FEMA a performance-based organization.
- 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.
- Objective 6.3: Ensure sound financial performance.
- Objective 6.4: Communicate effectively with internal and external customers.
- Objective 6.5: Provide customer-driven services.



# Appendix B: Core Values

FEMA has ten core values that guide both the Agency as a whole and every individual within the Agency:

- Accountability:** Being responsible for decisions and results while acknowledging mistakes and working to correct them.
- Compassion:** Showing concern to customers and to each other in times of need.
- Customer Focus:** Making customers and their needs the first priority.
- Diversity:** Enriching our work environment and our ability to perform through diversity in backgrounds, experiences, skills, and respect for those differences.
- Innovation:** Seeking creative new ways to better deliver our services and meet whatever challenges may arise.
- Integrity:** Following the highest ethical standards and always being truthful with customers and colleagues.
- Partnership:** Working collaboratively with external partners and with each other to achieve our common goals.
- Public Stewardship:** Managing resources prudently and providing the highest quality service.
- Respect:** Listening to and treating customers and co-workers with dignity.
- Trust:** Relying on each other and our external partners to act in the best interest of our customers, and earning that trust through our behavior.

# Appendix C: FEMA Regional Offices

FEMA has ten regional offices, and two area offices. Each region serves several States, and regional staff work directly with the States to help plan for disasters, develop mitigation programs, and meet needs when major disasters occur.



REGION	STATES/TERRITORIES
<p><b><u>REGION I (Boston)</u></b></p> <p>Federal Emergency Management Agency            442 J.W. McCormack POCH            Boston, Massachusetts 01209-4595            Telephone: (617) 223-9540</p>	<p>Connecticut            Maine            Massachusetts            New Hampshire            Rhode Island            Vermont</p>
<p><b><u>REGION II (New York)</u></b></p> <p>Federal Emergency Management Agency            26 Federal Plaza, Room 1307            New York, New York 10278-0002            Telephone: (212) 680-3609</p>	<p>New Jersey            New York            Puerto Rico            U.S. Virgin Islands</p>

**REGION III (Philadelphia)**

Federal Emergency Management Agency  
One Independence Mall, 6th Floor  
615 Chestnut Street  
Philadelphia, Pennsylvania  
10106-4404  
Telephone: (215) 931-5608

Delaware  
District of Columbia  
Maryland  
Pennsylvania  
Virginia  
West Virginia

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**REGION IV (Atlanta)**

Federal Emergency Management Agency  
3003 Chamblee-Tucker Road  
Atlanta, Georgia 30341-4112  
Telephone: (770) 220-5224

Alabama  
Florida  
Georgia  
Kentucky  
Mississippi  
North Carolina  
South Carolina  
Tennessee

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**REGION V (Chicago)**

Federal Emergency Management Agency  
536 S. Clark Street  
Chicago, Illinois 60605-1521  
Telephone: (312) 408-5501

Illinois  
Indiana  
Michigan  
Minnesota  
Ohio  
Wisconsin

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**REGION VI (Denton)**

Federal Emergency Management Agency  
Federal Regional Center  
800 N. Loop 288  
Denton, Texas 76209-3698  
Telephone: (940) 898-5104

Arkansas  
Louisiana  
New Mexico  
Oklahoma  
Texas

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**REGION VII (Kansas City)**

Federal Emergency Management Agency  
2323 Grand Blvd, Suite 900  
Kansas City, Missouri 64108-2670  
Telephone: (816) 283-7061

Iowa  
Kansas  
Missouri  
Nebraska

**REGION VIII (Denver)**

Federal Emergency Management  
Agency  
Denver Federal Center  
Building 710, Box 25267  
Denver, Colorado 80225-0267  
Telephone: (303) 235-4800

Colorado  
Montana  
North Dakota  
South Dakota  
Utah  
Wyoming

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**REGION IX (Oakland)**

Federal Emergency Management  
Agency  
1111 Broadway, Suite 1200  
Oakland, California 94607-4052  
Telephone: (510) 627-7100

Arizona  
California  
Hawaii  
Nevada  
American Samoa  
Commonwealth of the Northern  
Mariana Islands  
Federate States of Micronesia  
Guam  
Republic of the Marshall Islands

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**REGION X (Bothell)**

Federal Emergency Management  
Agency  
Federal Regional Center  
130-228th Street, S.W.  
Bothell, Washington 98021-9796  
Telephone: (425) 487-4604

Alaska  
Idaho  
Oregon  
Washington

## Appendix D: Summary of Major Authorities

**The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. 5121 et seq.** This statute authorizes the President to provide assistance to State and local governments, as well as some nonprofit entities and individual disaster victims, in the aftermath of Presidentially-declared emergencies and major disasters. Most of the Stafford Act authorities have been delegated to the Director of FEMA pursuant to Executive Order 12148, as amended. Title II of the Stafford Act provides authority for a variety of Federal disaster preparedness activities. Title III is comprised of the Act's administrative provisions, while Titles IV and V of the Act authorize programs for responding to major disasters and emergencies, respectively. Title VI contains authorities formerly in the Federal Civil Defense Act of 1950 for emergency preparedness and cross references the Defense Production Act to include "emergency preparedness" in the definition of "national defense".

**The National Flood Insurance Act of 1968, as amended, 42 U.S.C. 4001 et seq.** This statute authorizes FEMA to administer the National Flood Insurance Program (NFIP). Under the NFIP, FEMA is authorized to provide flood insurance for commercial and residential structures that are built in communities that agree to adopt standards for the construction of buildings located within flood-prone areas of the communities. Pursuant to its administration of the NFIP, FEMA maps flood-prone areas throughout the United States. While some of the flood insurance policies throughout the United States are written by FEMA, most of the policies are written by private insurance companies through the Write-Your-Own Program.

**The Earthquake Hazards Reduction Act, 42 U.S.C. 7701 et seq.** This statute authorizes FEMA, in coordination with the United States Geological Survey, the National Science Foundation, and the National Institute of Standards and Technology, to administer the National Earthquake Hazard Reduction Program (NEHRP). The Act designates FEMA as the lead agency in the NEHRP program, which Congress created to promote the implementation of earthquake hazard reduction measures by the Federal government, as well as State and local governments, National standards and model building code organizations, and the architectural and engineering communities. Pursuant to the Act FEMA provides grants and technical assistance to facilitate the development of earthquake preparedness and response plans, and the other Federal NEHRP agencies conduct and fund research into earthquake-related issues.

**The Federal Fire Prevention and Control Act of 1974, as amended, 15 U.S.C. 2201 et seq.** This statute created the United States Fire Administration (USFA) within FEMA. The USFA is headed by an Administrator, who is authorized to provide training and grant assistance to State and local fire service organizations. In addition to providing training to a wide variety of emergency response personnel, the USFA administers a program to provide grants on a competitive basis to fire departments for the purpose of protecting the health and safety of the public and of firefighting personnel against fire and fire-related hazards.

**The Stewart B. McKinney Homeless Assistance Act, as amended.** Title III of this statute, 42 U.S.C. 11331 – 11352, created the Federal Emergency Management Agency Food and Shelter Program. This authority enables FEMA, in coordination with the Emergency Food and Shelter (EFS) National Board, to provide grant assistance to local governments for the use of private nonprofit organizations or local public entities within such local governments for emergency food and shelter purposes. The EFS National Board, which is chaired by the Director of FEMA or his designee, is comprised of representatives of the United Way of America, the Salvation Army, the National Council of Churches of Christ in the U.S.A., Catholic Charities U.S.A., the Council of Jewish Federations, and the American Red Cross.

**The Defense Production Act of 1950, 50 U.S.C. App. 2061 et seq.** This statute is one of the Nation's primary authorities for ensuring the availability of resources needed for military requirements and civil emergency preparedness and response. Executive Order 12919 delegates to the Director of FEMA authorities to use the Defense Production Act (DPA) for emergency preparedness, response, mitigation, and recovery activities. These authorities include the use of priority orders to divert domestic production and inventories to approved uses. In addition, the FEMA Director serves as an advisor to the National Security Council on matters relating to National security resource preparedness and the use of the authorities delegated by E.O. 12919.

**Chemical Stockpile Emergency Preparedness Program (CSEPP), 50 U.S.C. 1521(c)(4) and (5).** Pursuant to the CSEPP program FEMA works with the Defense Department in the course of the department's efforts to destroy the United States' stockpile of chemical weapons. FEMA's role in the implementation of this program is to provide assistance to ensure that State and local governments located in the vicinity of the chemical weapons that are being destroyed have adequate emergency preparedness and response plans in place.

**Radiological Emergency Preparedness (REP) Program.** Pursuant to a Memorandum of Understanding between FEMA and the Nuclear Regulatory Commission (NRC), as well as Executive Order 12657, FEMA works with State and local jurisdictions, in cooperation with the operators of licensed commercial nuclear power plants, to ensure they have adequate radiological emergency preparedness plans in place to satisfy the NRC's licensing requirements and to ensure the safety of the public in the vicinity of the plants in the event of an accident at any licensed plant.

**National Preparedness Program.** Pursuant to Presidential Decision Directives No. 39 and 62, FEMA has been assigned responsibilities relating to Weapons of Mass Destruction (WMD) terrorism response preparedness. Under these directives FEMA is responsible for coordinating the Federal response to the consequences of terrorist incidents and for ensuring the adequacy of State plans for responding to terrorist events.

# Appendix E: Cross-cutting Partnerships with Other Federal Agencies

**F**EMA relies on strong partnerships in all that it does. As part of the family of Federal agencies, it is particularly important for FEMA to work closely with its Federal partners to ensure that programs and resources compliment rather than duplicate each other. Though not shown here, FEMA also works in close coordination with its many non-Federal partners through a number workgroups or committees that are essential to FEMA's mission. (A list of acronyms used in this appendix appears on page 54.)

## CAPITAL PLANNING & IT MANAGEMENT COMMITTEE

<b>Chair/Lead Agency</b>	Office of Management and Budget
<b>Member Agencies</b>	USDA, DOC, DOD, USA, USN, USAF, EDUC, DOE, HHS, HUD, DOI, DOJ, DOL, STATE, DOT, USTREAS, VA, EPA, NASA, SSA, AID, FEMA, GSA, NSF, NRC, OPM, SBA
<b>Establishing Authority</b>	E.O. 13011, Federal Information Technology
<b>Purpose</b>	Subcommittee of CIO Council that covers IT investment management to achieve measurable improvements in government services
<b>Operations</b>	Meets monthly

## CATASTROPHIC DISASTER RESPONSE GROUP (CDRG)

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	USDA, DOC, EDUC, DOD, DOE, HHS, HUD, DOI, DOJ, DOL, STATE, DOT, USTREAS, VA, EPA, NASA, AID, FEMA, GSA, NRC, FCC, NCS, OPM, SBA, TVA, USPS, ARC
<b>Establishing Authority</b>	Federal Response Plan
<b>Purpose</b>	To coordinate operations of those Federal departments and agencies with functional responsibilities during disaster operations under the Federal Response Plan.
<b>Operations</b>	Meetings held throughout the year at the request of any member agency.

## CHIEF INFORMATION OFFICER (CIO) COUNCIL

<b>Chair/Lead Agency</b>	Office of Management and Budget
<b>Member Agencies</b>	28 Federal Departments and Agencies
<b>Establishing Authority</b>	E.O. 13011, Federal Information Technology
<b>Purpose</b>	Forum for practices and performance of Federal information resources.
<b>Operations</b>	Meets monthly.

## CONTINUITY OF OPERATIONS WORKING GROUP (COOP)

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	NSC, CIA, DIA, USDA, HHS, HUD, USTREAS, DOI, DOJ, DOL, STATE, DOT, VA, EPA, FAA, FBI, FCC, NIMA, FEMA, FRB, FTC, GSA, NASA, NARA, NIMA, NRC, OPM, OSTP, USPS, SEC, SSS, SBA, SSA, TVA, AID, USACE, USCG, US Marshals Service, USPS, Office of Homeland Security, US Senate
<b>Establishing Authority</b>	Presidential Decision Directive 67
<b>Purpose</b>	Established to promote development of COOP plans and capabilities to further preparedness for a wide range of potential emergencies.
<b>Operations</b>	Meets monthly.

## CRITICAL INFRASTRUCTURE PROTECTION/CRITICAL INFRASTRUCTURE ASSURANCE

<b>Chair/Lead Agency</b>	Executive Office of the President
<b>Member Agencies</b>	DOC, DOD, DOJ/FBI, FEMA, DOT, HHS, USTREAS, STATE, EPA, DOE, GSA, NSC
<b>Establishing Authority</b>	PDD-63
<b>Purpose</b>	Provides coordinated protection and threat information to organizations that control, manage or rely upon critical infrastructures. In the case of the United States Fire Administration, information is provided to the fire and emergency services sector.
<b>Operations</b>	Ad hoc meetings, Memoranda of Understanding.



## EMERGENCY FOOD AND SHELTER PROGRAM NATIONAL BOARD

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	ARC, Catholic Charities USA, United Jewish Communities, National Council of the Churches of Christ in the USA, Salvation Army, United Way of America, FEMA
<b>Establishing Authority</b>	The Stewart B. McKinney - Bruce Vento Homeless Assistance Act of 1987 (PL-100-77)
<b>Purpose</b>	The Emergency Food and Shelter Program supplements and expands ongoing efforts to provide shelter, food, and supportive services for homeless and hungry individuals nationwide.
<b>Operations</b>	Meets monthly.

## FEDERAL COMMITTEE FOR METEOROLOGICAL SERVICES AND SUPPORTING RESEARCH

<b>Chair/Lead Agency</b>	Department of Commerce
<b>Member Agencies</b>	USDA, DOC, DOD, DOE, DOI, STATE, DOT, OMB, FEMA, DOC/NOAA, NSF, NTSB, NRC, EPA, OFCM
<b>Purpose</b>	To coordinate Federal programs that are involved in or have important related programs that require meteorological services and supporting research.
<b>Operations</b>	Biannual meetings.

## FEDERAL FIRE WORKING GROUP

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	NIH, NIST, USA, USACE, USN, USMC, USAF, USCG, DOD, DOI, CIA, FAA, STATE, USDA, DOE, CDC, GSA, FEMA, OSHA, DOT
<b>Establishing Authority</b>	FEMA Director
<b>Purpose</b>	Reduce the Nation's losses caused by fires with improvements to fire protection and prevention efforts while enhancing close coordination and interface between various elements of the fire safety field with the Federal government.
<b>Operations</b>	Regular meeting schedule to be determined.

## FEDERAL GEOGRAPHIC DATA COMMITTEE (FGDC)

<b>Chair/Lead Agency</b>	Department of Interior
<b>Member Agencies</b>	Seventeen Cabinet level and independent Federal agencies
<b>Establishing Authority</b>	OMB Circular A-16
<b>Purpose</b>	Promote the coordinated use, sharing and dissemination of geospatial data on a National basis.
<b>Operations</b>	Monthly meetings.

## FEDERAL INTERAGENCY COMMITTEE ON EMERGENCY MEDICAL SERVICES (FICEMS)

<b>Chair/Lead Agency</b>	FEMA/United States Fire Administration
<b>Member Agencies</b>	FEMA, USDA, FCC, DOD, GSA, HHS, DOI, DOT, VA, other Federal departments and agencies, as approved by the committee.
<b>Establishing Authority</b>	The Federal Civil Defense Act of 1950, as amended, Title 50, United States Code Appendix, Sections 2251-2303
<b>Purpose</b>	Establish effective communications between Federal departments and agencies involved in Emergency Medical Services (EMS) activities.
<b>Operations</b>	The FICEMS meets at least quarterly; other meetings are called by the Chair, individually, and at the request of four or more members.

## FEDERAL INTERAGENCY FLOODPLAIN MANAGEMENT TASK FORCE

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	HUD, USACE, FEMA, Department of Commerce's Office of Coastal Resources Management, NWS, Natural Resources Conservation Service, NPS, EPA, DOI/Bureau of Reclamation, TVA, DOI/USGS, and others
<b>Establishing Authority</b>	Originally established under the Water Resources Council (established under Section 1302(c) of the National Flood Insurance Act of 1968), and continued by OMB memorandum after the Council dissolved in 1982
<b>Purpose</b>	The Task Force periodically updates the Unified National Program for Floodplain Management.
<b>Operations</b>	Meets as needed.

## FEDERAL RADIOLOGICAL PREPAREDNESS COORDINATING COMMITTEE

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	FEMA, NRC, DOC/NOAA, NIST, DOD, DOE, HHS/FDA, HHS/CDC, DOI/BIA, DOT, EPA, USDA, National Communications Systems, NASA, HUD, VA, DOJ/FBI, STATE, GSA, FCC, FEMA's Regional Assistance Committee Chair
<b>Establishing Authority</b>	Executive Order 12148
<b>Purpose</b>	The FRPCC was established to coordinate all Federal policies and responsibilities for assisting States, Territories, Tribal Nations, and local governments in emergency planning and preparedness for peacetime nuclear emergencies, which also includes international radiological emergencies that impact bordering US States.
<b>Operations</b>	Meets quarterly or more frequently as necessary.

## FLOOD INSURANCE INTERAGENCY COMMITTEE

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	FEMA, HUD, SBA, VA, USDA, Farm Credit Administration, National Credit Union Administration, FDIC, Office of Thrift Supervision, Office of the Comptroller of the Currency, Federal Reserve Board, Federal National Mortgage Association, Federal Home Loan Mortgage Corporation, Office of Federal Housing Enterprise Oversight
<b>Establishing Authority</b>	A continuation of the Flood Insurance Interagency Task Force, established by National Flood Insurance Reform Act
<b>Purpose</b>	To maintain contact and relationships with Federal regulatory agencies, Government Sponsored Enterprises, Federal agency lenders and lender trade groups in order to inform them of the requirements of complying with NFIRA regulations.
<b>Operations</b>	Biannual meetings.

## HOMELAND SECURITY COUNCIL

<b>Chair/Lead Agency</b>	President of the United States
<b>Member Agencies</b>	All departments and agencies that have a role in Homeland Security
<b>Establishing Authority</b>	Executive Order 13228 of October 8, 2001
<b>Purpose</b>	The Council is responsible for advising and assisting the President with respect to all aspects of homeland security. The Council also serves as the mechanism for ensuring coordination of homeland security-related activities of executive departments and implementation of homeland security policies.
<b>Operations</b>	Meets as needed.

## HOMELAND SECURITY PRINCIPLES COMMITTEE; DEPUTIES COMMITTEE; AND POLICY COORDINATING COMMITTEES

<b>Chair/Lead Agency</b>	Assistant to the President for Homeland Security; Deputy Assistant to the President; and Senior Staff from various agencies chair the Committees, as appropriate
<b>Member Agencies</b>	All departments and agencies that have a role in Homeland Security
<b>Establishing Authority</b>	Executive Order 13228 of October 8, 2001
<b>Purpose</b>	The Committees are responsible for advising and assisting the President and the Assistant to the President for Homeland Security with respect to all aspects of homeland security. The Committees serve as the mechanism for ensuring coordination of homeland-security related activities of executive departments and agencies and effective development and implementation of homeland security policies.
<b>Operations</b>	Committees meet weekly or as appropriate.

## INTERAGENCY ADVISORY COUNCIL (IAG)

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	NSC, CIA, DOC, DOD, DOE, DOI, DOJ, DOL, STATE, DOT, EPA, FAA, FBI, FCC, FEMA, FRS, GSA, HHS, HUD, FARA, NRC, OPM, OSTP, SSA, USTREAS, USACE, USDA, USPS, VA, WHMO
<b>Establishing Authority</b>	Presidential Decision Directive 67, Executive Order 12656
<b>Purpose</b>	Provide coordination, oversight, and management for Executive Order 12656, continuity of government, continuity of operations, and related national security emergency preparedness of the Executive branch and civil departments and agencies.
<b>Operations</b>	Meets monthly.

## INTERAGENCY COMMITTEE ON DAM SAFETY (ICODS)

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	DOA, DOD, DOE, DOL, DOI, Federal Energy Regulatory Commission, International Boundary and Water Commission (US Section), NRC, TVA, FEMA
<b>Establishing Authority</b>	Section 215 of the Water Resources Development Act of 1996, Public Law 104-303
<b>Purpose</b>	Provide a permanent forum for the coordination of Federal dam safety activities.
<b>Operations</b>	Meets quarterly.

## INTERAGENCY COMMITTEE ON SEISMIC SAFETY IN CONSTRUCTION

<b>Chair/Lead Agency</b>	National Institute of Standards and Technology
<b>Member Agencies</b>	33 Federal construction agencies
<b>Establishing Authority</b>	Earthquake Hazards Reduction Act of 1977 (P.L. 95-124, as amended)
<b>Purpose</b>	Coordinates the development of seismic risk reduction policies and programs in the federal construction sector.
<b>Operations</b>	Quarterly, or ad hoc.

## INTERAGENCY COORDINATING COMMITTEE ON HURRICANES (ICCOH)

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	FEMA, DOC/NOAA, USACE, DOT/Federal Highway Administration - Tropical Prediction Center, NWS, OFCM
<b>Establishing Authority</b>	Ad hoc
<b>Purpose</b>	To coordinate the National Hurricane Program with emphasis on hurricane evacuation activities.
<b>Operations</b>	Quarterly meetings.

## INTERAGENCY COORDINATING COMMITTEE ON SEISMIC RISK REDUCTION

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	NSF, USGS, FEMA, NIST
<b>Establishing Authority</b>	Earthquake Hazards Reduction Act of 1977 (P.L. 95-124, as amended)
<b>Purpose</b>	Coordinates the development of seismic risk reduction policies and programs in the Federal sector and encourages State, local and private actions to mitigate earthquake damage.
<b>Operations</b>	Quarterly, or ad hoc.

## INTERIM NATIONAL DROUGHT COUNCIL (INDC)

<b>Chair/Lead Agency</b>	United States Department of Agriculture
<b>Member Agencies</b>	DOI/Bureau of Reclamation, Farm Credit Bank of Texas, USACE, EPA, National Drought Mitigation Center, University of Nebraska, FEMA, NEMA, NGA, DOC/NOAA, Kentucky Water Resources, Division of Water, SBA, Southern Governors' Association, Metropolitan Water District of Southern California, USDA, Western Governors' Association, US Conference of Mayors, National Association of Counties, Intertribal Agricultural Council, Consortium of Regional Climate Services, National Association of Conservation Districts, Council of State Governments-West
<b>Establishing Authority</b>	Recommendation of the National Drought Policy Commission, created Public Law 105-199
<b>Purpose</b>	Establish a more comprehensive, integrated, coordinated approach toward reducing the impacts of drought through better preparedness, monitoring and prediction, risk management, and response to drought emergencies in the United States.
<b>Operations</b>	Monthly conference calls and meetings. Public hearings held two or three times a year.

## NATIONAL DAM SAFETY REVIEW BOARD

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	Representatives from four Federal agencies: FERC, USACE, USDA, and, DOL; five members selected by the Director of FEMA from among dam safety officials of the States; and one member selected by the Director of FEMA to represent United States Society on Dams (formerly the U.S. Committee on Large Dams).
<b>Establishing Authority</b>	Section 215 of the Water Resources Development Act of 1996, Public Law 104-303
<b>Purpose</b>	Provides the Director of FEMA with advice in setting national dam safety priorities and considers the implications of national policy issues affecting dam safety.
<b>Operations</b>	Meets quarterly.

## NATIONAL PUBLIC SAFETY TELECOMMUNICATIONS COUNCIL (NPSTC)

<b>Chair/Lead Agency</b>	A Governing Board composed of non-profit organizations whose members are predominantly governmental entities and/or employees of governmental entities, in addition to three Federal government entities (FEMA, USDA-liaison, DOI-liaison).
<b>Member Agencies</b>	Federation of government agencies and associations representing public safety communications
<b>Establishing Authority</b>	Department of Commerce and FCC mandates in congressional guidance for allocating spectrum to public safety agencies.
<b>Purpose</b>	Act as a resource and advocate for public safety telecommunications issues.
<b>Operations</b>	Quarterly meetings and newsletter.



## NATIONAL RESPONSE TEAM

<b>Chair/Lead Agency</b>	Environmental Protection Agency (Vice-Chair: USCG)
<b>Member Agencies</b>	EPA, FEMA, DOT, DOD, DOE, USDA, DOC, HHS, DOI, DOJ, DOL, NRC, STATE, GSA, USTREAS, USCG.
<b>Establishing Authority</b>	National Contingency Plan-40 CFR part 300
<b>Purpose</b>	Develops policy and publications for the National Response System; Coordinates National Response for releases of oil and hazardous materials.
<b>Operations</b>	Meets monthly. May convene during significant spills or releases.

## NCS COMMITTEE FOR NATIONAL SECURITY AND EMERGENCY PREPAREDNESS COMMUNICATIONS (NS/EPC; FORMERLY COP/COR)

<b>Chair/Lead Agency</b>	National Communications System
<b>Member Agencies</b>	22 Federal Departments and Agencies
<b>Establishing Authority</b>	E.O. 13231
<b>Purpose</b>	Provides advice and recommendations on national security and emergency preparedness telecommunications to the Executive Office of the President.
<b>Operations</b>	Meets a minimum of twice per year.

## NTIA INTERAGENCY RADIO ADVISORY COMMITTEE (IRAC)

<b>Chair/Lead Agency</b>	National Telecommunication and Information Administration
<b>Member Agencies</b>	NTIA, UPSP, DOC, VA, Broadcasting Board of Governors, FEMA, GSA, STATE, DOE, USA, USDA, USN, FCC, HHS, FCC, USAF, USCG, USTREAS, DOJ, DOI, NASA, NSF
<b>Establishing Authority</b>	Communications Act of 1934
<b>Purpose</b>	Federal spectrum frequency management and other Federal communications issues.
<b>Operations</b>	Bi-weekly meetings.

## PRE-DISASTER MITIGATION INTERAGENCY TASK FORCE

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	To be determined
<b>Establishing Authority</b>	PL 106-390
<b>Purpose</b>	To coordinate the implementation of pre-disaster hazard mitigation programs.
<b>Operations</b>	To be determined.

## PUBLIC SAFETY WIRELESS NETWORK PROGRAM (PSWN)

<b>Chair/Lead Agency</b>	Jointly chaired by the Departments of the Treasury and Justice
<b>Member Agencies</b>	FEMA, DOT, DOJ
<b>Establishing Authority</b>	The Federal Law Enforcement Wireless Users Group (FLEWUG) issued the PSWN Program Management and Organization document in 1996, which led to the creation of the PSWN Program.
<b>Purpose</b>	Foster interoperable wireless networks for public service agencies at all levels of government.
<b>Operations</b>	Meetings/symposia.

## TASK FORCE ON THE NATURAL AND BENEFICIAL FUNCTIONS OF THE FLOODPLAIN

<b>Chair/Lead Agency</b>	Federal Emergency Management Agency
<b>Member Agencies</b>	USACE, EPA, FEMA, DOC, NWS, NOAA, DOI/Fish and Wildlife Service, NPS, USDA, Natural Resources Conservation Service
<b>Establishing Authority</b>	Section 562, National Flood Insurance Reform Act of 1994
<b>Purpose</b>	To develop a report on how the nation can reduce flood losses by protecting and restoring the natural and beneficial values of floodplains.
<b>Operations</b>	Meets as needed.

**UNITED STATES FIRE ADMINISTRATION/CENTERS FOR DISEASE CONTROL/CONSUMER PRODUCTS SAFETY COMMISSION PARTNERSHIP**

<b>Chair/Lead Agency</b>	FEMA/United States Fire Administration
<b>Member Agencies</b>	FEMA, Consumer Product Safety Commission, CDC
<b>Establishing Authority</b>	2002 Budget requirement
<b>Purpose</b>	Multi-agency group to coordinate programmatic efforts to eliminate residential fire deaths by the year 2020.
<b>Operations</b>	Meetings and/or conference calls about every 5-6 weeks.

## ACRONYM KEY FOR APPENDIX E

<b>AID</b>	Agency for International Development
<b>ARC</b>	American Red Cross
<b>BIA</b>	Department of the Interior, Bureau of Indian Affairs
<b>CDC</b>	Centers for Disease Control and Prevention
<b>CIA</b>	Central Intelligence Agency
<b>DIA</b>	Defense Intelligence Agency
<b>DOC</b>	Department of Commerce
<b>DOD</b>	Department of Defense
<b>DOE</b>	Department of Energy
<b>DOI</b>	Department of Interior
<b>DOJ</b>	Department of Justice
<b>DOL</b>	Department of Labor
<b>DOT</b>	Department of Transportation
<b>EDUC</b>	Department of Education
<b>EPA</b>	Environmental Protection Agency
<b>FAA</b>	Federal Aviation Administration
<b>FBI</b>	Federal Bureau of Investigations
<b>FCC</b>	Federal Communications Commission
<b>FDA</b>	Food and Drug Administration
<b>FDIC</b>	Federal Deposit Insurance Corporation
<b>FEMA</b>	Federal Emergency Management Agency
<b>FERC</b>	Federal Energy Regulatory Commission
<b>FRB</b>	Federal Reserve Board
<b>FRS</b>	Federal Reserve System
<b>FTC</b>	Federal Trade Commission
<b>GSA</b>	General Services Administration
<b>HHS</b>	Department of Health and Human Services
<b>HUD</b>	Department of Housing and Urban Development
<b>IAEM</b>	International Association of Emergency Managers
<b>NARA</b>	National Archives and Records Administration
<b>NASA</b>	National Aeronautics and Space Administration
<b>NCS</b>	National Communications System
<b>NEMA</b>	National Emergency Management Association
<b>NGA</b>	National Governor's Association
<b>NIH</b>	National Institutes of Health

<b>NIMA</b>	National Imagery and Mapping Agency
<b>NIST</b>	National Institute of Standards and Technology
<b>NOAA</b>	National Oceanic and Atmospheric Administration
<b>NPS</b>	National Park Services
<b>NRC</b>	Nuclear Regulatory Commission
<b>NSC</b>	National Security Council
<b>NSF</b>	National Science Foundation
<b>NTIA</b>	National Telecommunication and Information Administration
<b>NTSB</b>	National Transportation Safety Board
<b>NWS</b>	National Weather Service
<b>OFCM</b>	Office of the Federal Coordinator for Meteorology
<b>OMB</b>	Office of Management and Budget
<b>OPM</b>	Office of Personnel Management
<b>OSHA</b>	Occupational Safety and Health Administration
<b>OSTP</b>	Office of Science and Technology Policy
<b>SBA</b>	Small Business Administration
<b>SEC</b>	Securities and Exchange Commission
<b>SSA</b>	Social Security Administration
<b>SSS</b>	Selective Service System
<b>STATE</b>	Department of State
<b>TVA</b>	Tennessee Valley Authority
<b>USAF</b>	U.S. Air Force
<b>USA</b>	U.S. Army
<b>USACE</b>	U.S. Army Corps of Engineers
<b>USCG</b>	U.S. Coast Guard
<b>USCM</b>	U.S. Conference of Mayors
<b>USDA</b>	Department of Agriculture
<b>USFA</b>	U.S. Fire Administration
<b>USGS</b>	U.S. Geological Survey
<b>USN</b>	U.S. Navy
<b>USPS</b>	U.S. Postal Service
<b>USTREAS</b>	Department of Treasury
<b>VA</b>	Department of Veterans Affairs
<b>WHMO</b>	White House Military Office

# Appendix F: Glossary

<b>After-Action Reporting</b>	A method of identifying and tracking correction of important problems and implementing best work practices in an operation or exercise after it has been completed.
<b>Annual Performance Goal</b>	A target level of performance included in the Agency's Annual Performance Plan that is expressed as a tangible, measurable objective, against which actual achievement can be compared.
<b>Annual Performance Plan</b>	An annual plan required by the Government Performance and Results Act that sets out measurable goals and defines what the Agency will accomplish during a fiscal year.
<b>Business Case</b>	Systematic documentation to support the evaluation and justification of program financial, staffing, and technology resources. The business case also answers the question, "Why do we need this project/system/initiative?"
<b>Contingency Program</b>	Programs that provide contingency planning and operational capabilities for key government officials.
<b>Continuity of Government (COG)</b>	Executive Branch program to ensure the continuity of essential functions in any national security emergency by providing for: succession to office and emergency delegation of authority in accordance with applicable law; safekeeping of essential resources, facilities, and records; and establishment of emergency operating capabilities.
<b>Continuity of Operations (COOP)</b>	Internal Executive Branch department and agency efforts to assure continuance of their minimum essential functions across a wide range of potential emergencies, including localized acts of nature, accidents, technological and/or attack-related emergencies.
<b>Cadre of On-call Response/ Recovery Employees (CORE)</b>	Term (non-permanent; not to exceed four years) appointments authorized under the Stafford Act to perform work directly supporting declared disasters. These appointments may be extended at management discretion for an additional year and are on the General Schedule (GS) pay scale.

<b>Disaster</b>	As used in this plan, this term is broadly defined to include disasters and emergencies that may be caused by any natural or man-made event.
<b>Disaster Assistance Employee (DAE) - Reservist</b>	Temporary (intermittent; not to exceed one-year) appointments authorized under the Stafford Act to support Federal disaster response and recovery efforts. The DAE's duty station is the home of record and they are deployed as the need arises. The appointments are renewed at management's discretion and their pay is administratively determined by FEMA.
<b>Disaster Assistance Employee (DAE) – Local Hires</b>	Temporary (intermittent; not to exceed 120 days) appointments authorized under the Stafford Act to support a specific Federal disaster response and recovery effort. They are hired from the impacted area to assist with operations and to bring a local knowledge to the disaster operation. The Local Hire duty station is the disaster site. The appointments are renewed based on continued need and at management's discretion and their pay is based on the local prevailing wage rate for the job parameters.
<b>Disaster or Emergency Declaration</b>	A declaration by the President which authorizes supplemental Federal assistance under the Stafford Act. The declaration is in response to a Governor's request and may cover a range of response, recovery and mitigation assistance for State and local governments, eligible private-non-profit organizations, and individuals.
<b>Disaster Temporary Employee (DTE)</b>	Temporary (full-time, part-time or intermittent not to exceed one year) appointments authorized under the Stafford Act. DTEs are hired locally for a specific purpose at a fixed disaster site, such as a fixed disaster processing center. These appointments are renewed at management's discretion.
<b>Emergency Management</b>	The process through which the Nation prepares for emergencies and disasters, mitigates their effects, and responds to and recovers from them.
<b>Emergency Management Community</b>	As used in this plan, the emergency management community includes individuals at all levels of government who are involved in any phase of emergency management, including planning, operations and support.

<b>Emergency Management Assistance Compact (EMAC)</b>	A legally binding mutual aid agreement and partnership between States that allows them to assist one another during emergencies and disasters.
<b>Emergency Responder</b>	As used in this plan, an individual who performs an operational role in responding to an incident.
<b>Emergency Response Community</b>	As used in this plan, this broadly includes all individuals who have a role in emergency response, whether planning, support or operational.
<b>External Factors</b>	Those factors that are beyond the Agency's control and influence whether a strategic goal can be accomplished.
<b>Federal Response Plan (FRP)</b>	The plan designed to address the consequences of any disaster or emergency situation in which there is a need for Federal assistance under the authorities of the Stafford Act. Twenty-seven Federal departments and agencies including the American Red Cross are signatories to the plan.
<b>Interoperability</b>	The ability of systems or communications to work together.
<b>Knowledge Management</b>	As used in this plan, knowledge management refers to FEMA becoming a center or portal, through which users throughout the nation can access information and expertise on all aspects of emergency management. This new role builds on FEMA's coordination and strong partnerships with others in the emergency management community, and moves the Agency more firmly into the information age.
<b>Management plans</b>	Long-term and annual plans created by individual FEMA offices or directorates to carry out the goals, objectives and strategies outlined in the Strategic Plan.
<b>Mission</b>	A broad statement of purpose for the Agency.
<b>Mitigation</b>	Taking sustained actions, such as supporting the use of strong building codes and guiding community disaster resistance, to reduce or eliminate long-term risk to people and property from hazards and their effects.



<b>Nation</b>	As used in this plan, a broadly inclusive term encompassing, but not limited to, individuals, businesses, civic and voluntary organizations, communities, States, Territories, Tribal Nations and Federal agencies within the United States and its Territories.
<b>Office of Homeland Security</b>	A White House Office established to develop and coordinate a comprehensive national strategy to strengthen protection against terrorist threats or attacks in the United States.
<b>Performance Management</b>	As used in this plan, performance management is the improvement of performance through the on-going process of goal setting, allocation of budget resources to priorities, and evaluation of results against pre-established performance criteria.
<b>Performance Measure</b>	As used in this plan, a specific measurable result for each goal that indicates successful achievement.
<b>Permanent Full-Time (PFT)</b>	A position normally filled on a permanent basis and having a regularly scheduled full-time work week.
<b>Portal</b>	As used in this plan, a point of entry through which the user can gain access to information or expertise.
<b>Preparedness</b>	Building the emergency management profession to prepare for, mitigate, respond to, and recover from natural and man-made hazards and terrorist acts through planning, training, education, and exercising.
<b>President's Management Agenda</b>	President Bush's management reform priorities for Federal agencies. They include: Strategic Management of Human Capital; Expanded Electronic Government; Competitive Sourcing; Improved Financial Performance; and Budget and Performance Integration.
<b>Recovery</b>	Rebuilding communities so individuals, businesses, and governmental infrastructure can function on their own, return to normalcy, and are protected against future hazards.

<b>Response</b>	Conducting emergency operations to save lives and property, including positioning emergency equipment and supplies; evacuating potential victims; providing food, water, shelter, and medical care to those in need; and restoring critical public services.
<b>Strategic Goal</b>	A broad target that defines how the Agency will carry out its mission over a five to seven year period of time.
<b>Strategic Objective</b>	A specific step necessary to achieve a strategic goal.
<b>Strategic Plan</b>	A long-range planning document that defines the mission of the Agency and broadly identifies how it will be accomplished, and that provides the framework for more detailed annual and operational plans.
<b>Strategy</b>	A description of how a strategic objective will be achieved.
<b>Support</b>	As used in the objectives and strategies outlined in this plan, support may include, but is not limited to: information, facilitation, coordination, technical assistance, or financial assistance.
<b>Terrorism</b>	The unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.
<b>Vision</b>	An idealized statement of the best possible future.
<b>Weapons of Mass Destruction</b>	Any device, material, or substance used in a manner, in a quantity or type, or under circumstances evidencing an intent to cause death or serious injury to persons or significant damage to property.
<b>Workforce</b>	All the people working or available to work for the Agency, regardless of employment type.

