

DRAFT REVISIONS

6/24/97

STRATEGIC PLAN

FY 1998 - FY 2002

PARTNERSHIP FOR A SAFER FUTURE

Federal Emergency Management Agency

Contents

What We Do and Who We Are

Helping People During Disasters

Risks We Face

Resources and Relationships

Mission

Where We Plan to Go

Vision

Values

Goals

1. Protect lives and prevent the loss of property from all hazards.
2. Reduce human suffering and enhance the recovery of communities after disaster strikes.
3. Ensure that FEMA serves the public in a timely and cost-efficient manner.

How We Will Get There

Strategic Management

Strategies

Challenges

Conclusion



Foreword

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

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

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

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

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

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

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

This strategic plan includes revisions to FEMA's 1994 strategic plan. It fulfills the requirements of the Government Performance and Results Act (GPRA), and covers fiscal years 1998 through 2002.

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

James L. Witt
Director

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

To learn more about FEMA and how to protect yourself in disasters, visit FEMA's Website at WWW.FEMA.GOV or contact the FEMA regional office nearest you. A map showing the location and address of FEMA regional offices is attached.



Who We Are and What We Do

Helping People Before, During and After Disasters

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

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

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

The Federal Emergency Management Agency (FEMA) is the governmental unit that has leadership responsibilities for the Nation's emergency management system. In disasters severe enough for the President to issue a formal “disaster declaration,” FEMA has the duty to coordinate the response activities of all the U.S. government agencies that take part in the response. As many as 28 agencies may participate. Their role is to temporarily help States and localities to recover from disasters. They provide services, resources, and personnel to perform such necessary functions as transporting food and potable water to the area, assisting with medical aid, constructing temporary housing for those whose homes are uninhabitable, and providing generators for electric power to keep hospitals and law enforcement facilities in operation. FEMA also works with States, territories and communities during non-disaster periods to help plan for disasters, develop mitigation programs, and anticipate what will be needed when major disasters occur.

These local and State programs are the heart of the Nation's emergency management system, and most disasters are handled by local or State governments. When the devastation is especially serious and exceeds the capability and resources of local and State governments, States turn to the Federal Government for help. Once the President has declared a major disaster, FEMA coordinates the Federal response and provides recovery assistance to make sure basic human needs are met and necessary government services are provided. During non-disaster periods, FEMA supports State and local emergency management programs by funding emergency planning, training emergency managers and local officials, conducting large-scale tests, called "exercises," and sponsoring programs that teach the public how to prepare for disasters.

The Agency

FEMA has 2,400 full-time employees working throughout the country. It also has nearly 7,000 temporary disaster assistance employees – individuals who are ready to be called upon at a moment's notice to help when disasters occur. In addition to its headquarters in Washington, D.C., FEMA has 10 regional offices, 2 area offices located in Puerto Rico and Hawaii, and several facilities, such as the National Emergency Training Center in Emmitsburg, Maryland, and the Mt. Weather Emergency Assistance Center in Round Hill, Virginia.

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

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

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

Risks We Face

Natural disasters will always happen. Since the late 1980's, the United States has incurred unprecedented devastation from major earthquakes, hurricanes, tropical storms, floods, landslides, volcanic eruptions, severe winter storms, and wildfires. More than 500 people lost their lives during these events. Moreover, an additional 4,500 people die each year due to residential and structure fire. As the population and built environment increases, so will the risk¹ to lives and property. Consider these situations:

- Floods occur in all 50 States and 8 U.S. territories. Over 9 million homes and property valued in excess of \$390 billion are at risk from floods.
- At least 50 million homes may be located in counties at significant risk from earthquakes. Major earthquake risk zones are found in the West, central Mississippi Valley, New England, South Carolina, Hawaii, Puerto Rico, and the Virgin Islands. According to the U.S. Geological Survey, there is a 90-percent probability that at least one major earthquake will strike an urban area in California in the next 30 years.
- On average, 5 hurricanes strike the United States every 3 years. Hawaii and 18 States along the East and Gulf Coasts, as well as the Territories of the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of Puerto Rico, and the Northern Mariana Islands have the greatest risk of being impacted by a hurricane.
- In many parts of the United States, very valuable real estate property is located in areas that are subject to frequent urban and wildland fires.
- Severe windstorms, often related to tornadoes and hurricanes, are a major cause of fatalities and property loss in the United States. Approximately 25 million homes are at risk from wind related damage. Tornadoes, which affect almost every State, are the most common type of windstorm and result in the greatest amount of property damage in the central United States.
- Technological or man-made hazards, such as the release into the environment of toxic materials, nuclear accidents or the consequences of terrorism, have expanded dramatically throughout the 20th century.

¹ Risk is the potential losses associated with a hazard and is defined in terms of expected probability, frequency, magnitude, severity, exposure, and consequences.

- The United States historically has had one of the highest fire loss rates of the industrialized world – both in fire deaths and dollar loss. Most fires are relatively small, and their cumulative impact is not easily recognized. However, the loss of life and property resulting from fire far exceeds that of all other natural disasters combined.

Mission

The mission of the Federal Emergency Management Agency is to:

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

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



Where We Plan to Go

Vision

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

Partnership For A Safer Future

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

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

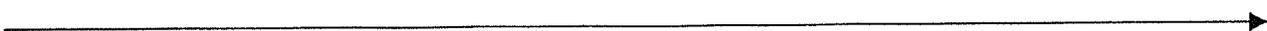
- An informed public protecting their families, homes, workplaces, communities, and livelihoods from the impacts of disasters;
- Communities built to withstand the natural hazards which threaten them;
- Governmental and private organizations with plans, necessary resources, and rigorous training and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

*Disasters affect everyone.
We all have a role in Emergency Management.*

Values

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

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



Strategic Goals

FEMA has adopted two mission-related goals and one organizational goal to guide its internal management and its leadership role in the national emergency management partnership. These goals are:

1. *Protect lives and prevent the loss of property from all hazards.*
2. *Reduce human suffering and enhance the recovery of communities after disaster strikes.*
3. *Ensure that FEMA serves the public in a timely and cost-efficient manner.*

The goals are set forth below, accompanied by strategic objectives and performance measures. They are followed by a discussion of major strategies and five-year operational objectives.

Goal One

Protect lives and prevent the loss of property from all hazards.

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

Strategic Objective

By the end of fiscal year 2002, reduce by 10 percent the risk of loss of life and injury from hazards.

Performance Measure

A national baseline assessment of probable future loss of life and injury from hazards will be developed and continuously improved which expresses risk in mortality and morbidity rates. Achievement of this objective will be measured in FY 02 against the initial FY 96 baseline (to be developed prior to the end of the performance period, and corrected as necessary to reflect improved risk assessment methods).

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



***Strategic
Objective***

By the end of fiscal year 2002, reduce by 15 percent the risk of property loss and economic disruption from hazards.

**Performance
Measure**

A national baseline assessment of probable future loss of property and economic disruption from hazards will be developed and continuously improved which expresses risk in direct and indirect (dollar) costs. Achievement of this objective will be measured in FY 02 against the initial FY 96 baseline (to be developed prior to the end of the performance period, and corrected as necessary to reflect improved risk assessment methods.)

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

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



Goal Two

Reduce human suffering and enhance the recovery of communities after disaster strikes.

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

Strategic Objective

By the end of fiscal year 2002, reduce by 25 percent human suffering from the impact of disasters.

Performance Measure

The objective will be measured by comparing the annual average number of hours disaster victims are without safe shelter, food, and water against the Agency standard of 72 hours. The measurement also will include an annual assessment of the average number of times that the Agency responds to State and local requests for basic needs within the operational period of a disaster. The effect of unusual situations (e.g., a catastrophic disaster) will be considered when measuring against the standards. The annual increases in National Flood Insurance Program policies in force will also be evaluated. Fiscal year 1998 is the baseline year for the performance measure.

Human suffering, for the purpose of this objective, is defined as "the feeling of loss of control over one's physical and economic state."

Strategic Objective

By the end of fiscal year 2002, increase by 20 percent the ability of individuals, businesses, and public entities to recover from disasters.



Performance Measure

The performance measure will evaluate the average length of time State and local governments are unable to provide public services that enable individuals and businesses to function following a disaster. Access to roads and transportation, educational institutions, medical facilities, utilities, water treatment, and businesses will be measured. Payment of flood insurance claims and the delivery of assistance checks to individuals and State governments will also be assessed. Each of the performance factors will be benchmarked and monitored during Presidentially declared disasters. The annual average for each factor will be indexed into a single performance measure. FY 98 is the baseline year.

Goal Three

Ensure that FEMA serves the public in a timely and cost-efficient manner.

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

Strategic Objective

By the end of fiscal year 2002, improve by 20 percent the efficiency with which FEMA delivers its services.

Performance Measure

Over the next five years, each FEMA directorate and office will reduce the per-unit cost of 2 to 3 major functions by 20 percent each. Operating and delivery costs, technical requirements, equipment costs and improvements in work processes will be measured. The directorates and offices also will demonstrate a 20 percent increase in productivity, either by expanding services or by reducing burdens on customers and partners through such actions as, improved decision-making, collecting and maintaining more consistent data, improving delivery time, and reducing red tape. FY 98 is the base year for this performance measure.

Strategic Objective

By the end of fiscal year 2002, achieve 90 percent overall customer satisfaction, internal and external, with FEMA services.

Performance Measure

Overall customer satisfaction with the delivery of FEMA services will be assessed by surveys. Both internal and external customers will be surveyed in

person, or by telephone or mail. The change in customer satisfaction scores will be monitored over time. An in-house tracking system will tabulate secondary performance measures that include items such as employee absentee rates, equal rights and union complaints, employee ratings of supervisors, and critical media reports. FY 98 is the base year for the performance measure.



How We Will Get There

Strategic Management

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

In 1993, FEMA reorganized along the lines of its strategic goals and strategies, and realigned its budget accordingly. As a result, FEMA's strategies for achieving its strategic goals are directly aligned with the organizations and budget activities.

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

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

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

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

Strategies

FEMA has three mission-related strategies to accomplish the strategic goals and objectives -- mitigation, preparedness and response/recovery. In addition, two implementation strategies are employed in the pursuit of the mission-related strategies -- customer service and cost-efficiency. The strategies are presented below along with associated five-year operational objectives and measures.

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

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

FEMA's success in implementing these strategies depends upon State and local emergency managers, fire and emergency medical personnel, business and industry, voluntary and non-profit organizations, as well as individual citizens.

Mitigation

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

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

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

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

FEMA's mitigation strategy has four areas of focus:

1. *Federal Mitigation.* FEMA will lead the effort to ensure that the authorities and resources of the federal government which affect the built environment are supporting, to the maximum degree practicable, community-based mitigation decisions/actions.
2. *State Mitigation.* FEMA will establish a collaborative partnership with State-level mitigation stakeholders to develop criteria and incentives for the establishment of comprehensive State mitigation initiatives which marshal the resources and authorities of State government to support community-based mitigation decisions/actions.

3. *Community Mitigation.* FEMA will establish a collaborative partnership with community-level stakeholders to develop a national initiative to reduce risk through a voluntary, community-based, incentive-driven decisions/actions.
4. *Private/Public Mitigation Partnership.* FEMA will lead an effort to identify and maximize the contributions of the private sector to the national mitigation effort - through business-driven construction and land-use decisions, as well as incentives for mitigation decisions/actions through insurance and financial market instruments.

Lead Organization: Mitigation Directorate

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

Performance Measure: Periodic Federal [President's] Mitigation Report.

Contributes to Achieving the Following Strategic Goal(s): Goals One and Two

Lead Organization: Mitigation Directorate

5-Year Operational Objective: Before 2002, at least 25% of all States, Commonwealths and/or Territories will document an accelerating pattern of risk reduction within their jurisdictions through a voluntary, incentive-driven, community based mitigation program.

Performance Measure: 1) The percentage of States voluntarily participating in a grading schedule (administered by FEMA and conducted by a rating support contractor); and 2) an analysis of said measurements over time to define a trend toward increased risk reduction.

Contributes to Achieving the Following Strategic Goal(s): Goals One and Two

Lead Organization: Mitigation Directorate

5-Year Operational Objective: Before 2002, increase to 20% the percentage of all "high risk" communities in every State that document an accelerating pattern of risk reduction within their jurisdiction as part of their participation in a voluntary, incentive-driven, community based mitigation program.

Performance Measure: Grading schedule of community mitigation performance in "high risk" communities.

Contributes to Achieving the Following Strategic Goal(s): Goals One and Two

Lead Organization: Mitigation Directorate

5-Year Operational Objective: Before 2002, increase by 20% the availability and use of incentives from our primary private sector partners (to include insurance, banking, and financial organizations) to support the National Mitigation System.

Performance Measure: Documented availability and use of market incentives for participants in the National Mitigation System to incorporate all-hazards mitigation measures which exceed local mitigation requirements (as reported in surveys conducted through State Insurance Commissioners, Federal banking regulators, and other financial institutions).

Contributes to Achieving the Following Strategic Goal(s): Goals One and Two

Lead Organization: Mitigation Directorate

5-Year Operational Objective: By the end of fiscal year 2002, common technologies for hazard identification and risk assessment (based on national standards) will be utilized as a standard by over 50% of all participants in the National Mitigation System to assess risks and calculate the cost-effectiveness of mitigation.

Performance Measure: 1) Federal and State capability inventory and assessments; and 2) participation of States and "high risk" community mitigation programs in grading schedule.

Contributes to Achieving the Following Strategic Goal(s): Goal One

Lead Organization: Federal Insurance Administration

5-Year Operational Objective: - By the end of fiscal year 2002, through National Flood Insurance Program insurance and floodplain management activities reduce expected annual flood losses by \$1 billion.

Performance Measure: The measure will be based on the loss experience of insured compliant structures versus insured pre-FIRM and non-compliant structures applied to estimates of the numbers of buildings constructed to meet program standards.

Contributes to Achieving the Following Strategic Goal(s): Goals One and Two

Lead Organization: United States Fire Administration

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

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

Contributes to Achieving the Following Strategic Goal(s): Goal One

Preparedness

The FEMA preparedness strategy is to build and maintain a collaborative framework of Federal, state, local and private sector resources that can ensure effective response to all hazards. The centerpiece of this preparedness strategy is the establishment of emergency management performance objectives to guide continuous capability enhancement at all levels of government.

FEMA, in partnership with the states, will foster innovation and improvement by facilitating emergency management professional development training; assisting in the establishment of performance standards and assessment through tests, exercises and real world experiences; supporting planning and public education; and by forming partnerships with the private sector and other nations to support a robust emergency management capability. The strategy will foster a decentralized capability for state and local preparedness and response for all but the most catastrophic disasters.

Lead Organization: Preparedness, Training and Exercises

5-Year Operational Objective: By the end of fiscal year 2002, 100% of the States improve their capability to respond to all but catastrophic disasters.

Performance Measure:

1. Various assessments methods including State self-assessment, exercises and surveys.
2. Performance Partnership Agreement/Cooperative Agreement outcomes.

Contributes to Achieving the Following Strategic Goal(s): Goal One

Lead Organization: Preparedness, Training and Exercises

5-Year Operational Objective: By the end of fiscal year 2002, improve by 15% the Federal Government's capability to augment State and local response to disasters, when needed.

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

Contributes to Achieving the Following Strategic Goal(s): Goal Two

Lead Organization: United States Fire Administration

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

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

Contributes to Achieving the Following Strategic Goal(s): Goal One

Lead Organization: Information Technology Services Directorate

5-Year Operational Objective: Reduce the likelihood of losses of life or property through the provision of emergency alerts and emergency response communications nationwide or regionally by such means as NAWAS, EAS and GIS.

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

Contributes to Achieving the Following Strategic Goal(s): Goal One

Response and Recovery

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

Response and recovery efforts include those of many State and other Federal agencies, private, public, and non-profit organizations, and individuals, coordinated by FEMA. The extensive response effort initially ensures safe water, food, and shelter to disaster victims and assists in the restoration of basic community services from electricity to telephone service. The complex recovery effort assists in the long-range restoration of services including contributing to the rebuilding of roads, bridges, and hospitals.

FEMA's response and recovery activities together reduce human suffering and work toward the restoration of the community. Through such means as pre-positioned capabilities, community outreach, the teleregistration process, information centers, and town meetings, FEMA signifies its commitment to provide to the fullest extent it can human and financial support to its customers. This is accomplished by response and recovery actions to: collect and provide information to the President in the determination of a disaster declaration; conduct emergency operations to save lives and property by positioning emergency equipment, supplies, and personnel; provide accurate, timely public information; gather, analyze, and use data for the determination of applicant eligibility; in collaboration with its partners, provide individual and public assistance for immediate needs and long-term recovery; manage loan and grant application, approval, and disbursement; assist in the restoration of communities so that individuals, businesses, and governments can function on their own; and, manage response and recovery operations to assure compliance with laws and regulations. In addition, flood insurance provided by the National Flood Insurance Program helps accelerate recovery from floods and reduce personal and national costs of flood disasters. FEMA is working to increase the policy base so that more people are indemnified by insurance for future flood losses, facilitating their recovery, the rebuilding of communities and reducing the cost to taxpayers.

Lead Organization: Response and Recovery Directorate

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

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

Contributes to Achieving the Following Strategic Goal(s): Goals Two and Three

Lead Organization: Federal Insurance Administration

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

Performance Measure: Annual increases as they appear in fiscal year-end NFIP policy in force reports.

Contributes to Achieving the Following Strategic Goal(s): Goal One and Two

Lead Organization: Information Technology Services Directorate

5-Year Operational Objective: Enhance the recovery and rebuilding of communities by expediting disaster operations with FEMA's enterprise-wide information and processing services provided through the National Emergency Management Information System (NEMIS).

Performance Measure: Implement Phase I of NEMIS by 2nd quarter FY 98; implement Phase II of NEMIS by the end of FY 99; and implement NEMIS by FY02 with operational readiness for services in support of mission critical activities.

Contributes to Achieving the Following Strategic Goal(s): Goal Two

Lead Organization: Operations Support Directorate

5-Year Operational Objective: Through the end of fiscal year 2002, continue to provide exemplary operational support and services for all FEMA employees, the emergency management community, and the public to ensure successful accomplishment of FEMA's all-hazards mission; this will be accomplished while improving operational efficiency and reducing costs by 3-5% each year during this period.

Performance Measure: Feedback from agency-wide customer service surveys; cost savings as reflected in annual operating and spending plans.

Contributes to Achieving the Following Strategic Goal(s): Goal Two

Customer Service

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

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

Lead Organization: Mitigation Directorate

5-Year Operational Objective: By the end of fiscal year 2002, develop and institutionalize a system for determining and then improving both internal and external customer satisfaction with Mitigation Directorate products and services by an average of 20% over a baseline measure or measures developed in 1999.

Performance Measure: Periodic Mitigation Directorate Customer Satisfaction Surveys.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: Federal Insurance Administration

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

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

Contributes to Achieving the Following Strategic Goal(s): Goal One and Three

Lead Organization: Preparedness, Training and Exercises

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

Performance Measure:

By the end of fiscal year 2002, surveys indicate a 30% improvement in customer satisfaction over the 1998 baseline.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: Response and Recovery Directorate

5-Year Operational Objective: By the end of fiscal year 2002, a random sample of internal and external customers will report 90% overall satisfaction with the delivery of FEMA's services.

Performance Measure: FEMA surveys and related documents.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: United States Fire Administration

5-Year Operational Objective: By the end of fiscal year 2002, achieve 90% overall internal and external customer satisfaction with USFA services.

Performance Measure: Customer service surveys and customer survey database.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: Information Technology Services Directorate

5-Year Operational Objective: Enhance reliability and timeliness of FEMA's operations by improving and expanding FEMA-wide customer services for information technology operations, trouble reporting, maintenance, or technical services.

Performance Measure: Help Desk responds to trouble calls within 24 hours and resolves problem on first visit 80% of the time. Maintain availability of on-line services at 98%; reduce mean length of downtime by 20%. Achieve customer ratings for timeliness, courtesy, appropriate mix of services, and expertise of 80%. Improve accessibility by the disabled to FEMA's public information and on-line services.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Cost-Efficiency

FEMA continually strives to improve performance while reducing operating costs. Initiatives include re-engineering our processes, streamlining Agency operations, reducing regulations, leveraging state-of-the-art technology, and enhancing our ability to measure success and redirect efforts to maximize effectiveness.

Lead Organization: Mitigation Directorate

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

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

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: Federal Insurance Administration

5-Year Operational Objective: By the end of fiscal year 2002, complete the development of all required studies, analyses, legislative and regulatory proposals and processes required for implementation of revisions to the Program, e.g., subsidies, coverages, rates, to enhance the financial soundness and equity of the Program.

Performance Measure: Approval/acceptance of key products, e.g., subsidy reduction study, coverage and pricing alternatives, etc.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: Federal Insurance Administration

5-Year Operational Objective: Through the end of fiscal year 2002, receive unqualified audits of the National Flood Insurance Program and confirm that Program delivery efficiently meets or exceeds required service standards.

Performance Measure: Unqualified audit and positive evaluation reports.

Lead Organization: Response and Recovery Directorate

5-Year Operational Objective: By the end of fiscal year 2002, RR will have refined its program delivery activities to effect an increased cost efficiency in 1997 dollars of 10% over the 1996-97 baseline.

Performance Measure: Comparative analysis in cooperation with OFM of Disaster Relief Fund administrative costs with the '96-97 baseline.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: United States Fire Administration

5-Year Operational Objective: By the end of fiscal year 2002, improve by 15%, the efficiency with which USFA delivers its services.

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

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: Information Technology Services Directorate

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

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

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Lead Organization: Information Technology Services Directorate

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

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

Lead Organization: Operations Support Directorate

5-Year Operational Objective: Through the end of fiscal year 2002, continue to provide exemplary operational support and services for all FEMA employees, the emergency management community, and the public to ensure successful accomplishment of FEMA's all-hazards mission; this will be accomplished while improving operational efficiency and reducing costs by 3-5% each year during this period.

Performance Measure: Feedback from agency-wide customer service surveys; cost savings as reflected in annual operating and spending plans.

Contributes to Achieving the Following Strategic Goal(s): Goal Three

Challenges

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

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

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

The third challenge in achieving the goals and objectives of this strategic plan is the frequency and magnitude of disasters. At every level of government, many of the individuals who are preparing for disasters or trying to mitigate their effects are the same individuals that must stop their work and respond on an emergency basis. Many of the individuals who are working to re-engineer plans and processes must give first priority to the operational requirements of the crisis of the day. By its very nature,

emergency management requires shifting resources to insure that the current disaster operation is well served. It is very difficult to predict the level of effort available to build and improve the performance and efficiency of the national emergency management partnership when resources remain constant or decrease when the disaster operations workload seems ever increasing and compounding.

Conclusion

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