

**REINVENTION / REORGANIZATION**



**FEDERAL EMERGENCY MANAGEMENT AGENCY**

# FEMA One Year Report

	Page
I. Introduction	1
II. Leadership	1
A. Vision	2
B. Mission	2
C. Goals	2
D. Agency Management Plan	2
E. Agency Environment/Culture	3
F. National Performance Review	4
G. Government Performance and Results Act (GPRA)	6
H. Performance Agreement with the President	6
I. Customer Surveys	6
J. Internal Regulation Reduction	6
K. Regulatory Initiatives	6
L. Streamlining	7
III. Reorganization of FEMA	7
IV. Interorganizational Relationships	8
A. Congress	8
B. Other Federal Agencies	9
C. State and Local Governments	9
D. Intergovernmental	10
E. FEMA Advisory Board	11
F. Emergency Food and Shelter	11
G. Public	11
H. Media	11
I. Business	12
V. Mitigation	12
A. National Mitigation Strategy	12
B. Mitigation and Recovery in the Midwest	13
C. All-Hazards Mitigation for Disaster Recovery & Reconstruction	13
D. Hazard Mitigation Enterprise Zones	14
E. National Hurricane Program	14
F. Deputy Federal Coordination Officer (FCO) for Mitigation	14
VI. Federal Insurance Administration (FIA)	15
A. National Flood Insurance Program (NFIP)	15
B. NFIP Expanded Customer Base	15
C. Emergency Management and Catastrophe Recovery Conferences	15
D. Substantial Damage Guidance	15

<b>VII.</b>	<b>Operations Support</b>	16
	A. Centralized Information Resources Management	16
	B. Information Resources Strategic Planning	16
	C. Agency Logistics	16
	D. Procurement Planning	16
	E. Enhanced Administrative Support	17
	F. Modeling and Geographic Information Systems (GIS)	17
	G. Technology to Support Emergency Management	17
	H. Safety Program	18
	I. Security Program	18
<b>VIII.</b>	<b>Preparedness, Training and Exercises (PTE)</b>	18
	A. State Agreements	18
	B. State and Local Preparedness	19
	C. Hurricane Readiness Assessments	19
	D. Emergency Management Training	20
	E. Employee Development	21
	F. Exercises	22
	G. Warning Program	22
	H. Use of the FEMA Special Facility	23
	I. Resources Preparedness	24
<b>IX.</b>	<b>Response and Recovery</b>	24
	A. Federal Response Plan	24
	B. Standard Operating Procedures (SOPs)	25
	C. Incident Command System (ICS)/Multi-Agency Coordination System (MACS)	25
	D. Situation Assessment	25
	E. Prepositioning Resources	26
	F. Disaster Position and Team Training Requirements	26
	G. Teleregistration	27
	H. Stress Management	27
	I. Central Processing	27
	J. Automated Construction Estimating (ACE)	27
	K. Recovery Assistance Programs Information and Delivery (RAPID) System	28
	L. Reinventing Disaster Assistance	28
	M. Disaster Reports and Evaluations	28
	N. Use of Mobile Emergency Response System (MERS) and Mobile and Transportable Telecommunications System (MATTS) Assets	28
	O. Dispute Resolution	29
	P. Declaration Process	29
	Q. National Security	29
<b>X.</b>	<b>U. S. Fire Administration (USFA)</b>	30
	A. National Public Education and Mitigation Initiatives	30
	B. Improvements to the National Emergency Training Center Campus	30
	C. Support for Fire Services	30
	D. Participation in Agencywide All-Hazards Program	30

<b>XI.</b>	<b>Staff Offices</b>	<b>31</b>
	A. Office of Equal Rights	31
	B. Office of Financial Management	31
	C. Office of Regional Operations	32
	D. Office of Human Resources Management	33
	E. Office of Policy and Assessment	33
	F. Office of the Inspector General	34
	G. Office of the General Counsel	34
	H. Office of Congressional and Governmental Affairs	34
	I. Office of Emergency Information and Public Affairs	34
<b>XII.</b>	<b>Regional Offices</b>	<b>35</b>
	A. Working Relationships with States	35
	B. Consistent Operations	35
	C. Regional Outreach Initiatives	36
	D. Regional Mitigation Accomplishments	36
	E. Regional Operations Support Accomplishments	37
	F. Regional Preparedness, Training, and Exercises Accomplishments	37
	G. Regional Response and Recovery Accomplishments	38
<b>XIII.</b>	<b>Disasters</b>	<b>38</b>
	A. Midwest Floods	38
	B. California Wildfires	39
	C. Northridge Earthquake	40
	D. Spring 1994 Midwest Flooding	43
	E. Winter Storms	43
	F. Tornadoes	43
<b>XIV.</b>	<b>Preparedness Activities for Upcoming Events</b>	<b>43</b>
	A. World Cup Games	43
	B. Special Olympics	44
	C. Summer Olympics	44
	D. RESPONSE 95	44

## FOREWORD

I was sworn in as Director of the Federal Emergency Management Agency (FEMA) on April 5, 1993. My charge from the President and the Congress has been to revitalize FEMA to make it the effective organization that it must be to manage the effects of disasters in this country. The renewal of FEMA has proceeded at a fast pace. We have undergone a major reorganization, and successfully responded to 38 Presidential Disaster Declarations -- including two of the Nation's largest disasters.

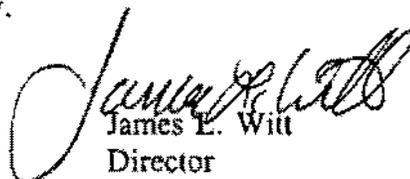
This report presents a comprehensive overview of activities at FEMA during my first year. It has been prepared to chronicle significant achievements and their basis for building emergency management capabilities. The report is structured to detail our renewal efforts, provide an overview of accomplishments, summarize disaster response and recovery activities, and highlight initiatives that will continue the renewal of FEMA.

FEMA is now an outward-looking organization -- an organization of "people helping people." Customer service and establishing partnerships are the themes upon which we are building a better foundation. We have worked to strengthen our partnerships with the many governmental and private sector organizations who have responsibilities and interest in emergency management. We have worked to significantly improve response to our customers -- the American people who are or may be affected by disasters.

I have fully embraced the principles of the National Performance Review and the objectives of the Clinton Administration as we have made changes at FEMA. I am proud of the FEMA employees who have accepted the many challenges. Changes in attitudes and agency culture are continuing as we implement new programs, find ways to reduce costs, and refine our operations. With pride, I dedicate this report to the employees of FEMA -- including our Disaster Assistance Employees without whom we could not have helped the people and communities who are dependent upon us for assistance.

Although much has been accomplished, much remains to be done to effectively mitigate against the effects and costs of disasters. FEMA cannot build the future of emergency management without commitment and support of its partners. We must continue the renewal of FEMA and emergency management. We must identify and implement those actions that support FEMA's goals. I ask you to work with me to continue to build on our vision, our mission, our goals, and our programs to make a difference in the years ahead.

I look back on my first year at FEMA as one of growth, of change, of building a foundation for the future of emergency management. Through commitment and input of many, FEMA is now in a position to provide leadership and support. I look forward to the challenges of continuing the renewal of FEMA and development of an effective emergency management system throughout the country.

  
James E. Witt  
Director

RENEWAL OF EMERGENCY MANAGEMENT  
THE FEMA ONE-YEAR REPORT

APRIL 1993-APRIL 1994

DEDICATED TO THE EMPLOYEES OF FEMA



# FEMA One Year Report

	Page
<b>I. Introduction</b>	1
<b>II. Leadership</b>	1
A. Vision	2
B. Mission	2
C. Goals	2
D. Agency Management Plan	2
E. Agency Environment/Culture	3
F. National Performance Review	4
G. Government Performance and Results Act (GPRA)	6
H. Performance Agreement with the President	6
I. Customer Surveys	6
J. Internal Regulation Reduction	6
K. Regulatory Initiatives	6
L. Streamlining	7
<b>III. Reorganization of FEMA</b>	7
<b>IV. Interorganizational Relationships</b>	8
A. Congress	8
B. Other Federal Agencies	9
C. State and Local Governments	9
D. Intergovernmental	10
E. FEMA Advisory Board	11
F. Emergency Food and Shelter	11
G. Public	11
H. Media	11
I. Business	12
<b>V. Mitigation</b>	12
A. National Mitigation Strategy	12
B. Mitigation and Recovery in the Midwest	13
C. All-Hazards Mitigation for Disaster Recovery & Reconstruction	13
D. Hazard Mitigation Enterprise Zones	14
E. National Hurricane Program	14
F. Deputy Federal Coordination Officer (FCO) for Mitigation	14
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A. National Flood Insurance Program (NFIP)	15
B. NFIP Expanded Customer Base	15
C. Emergency Management and Catastrophe Recovery Conferences	15
D. Substantial Damage Guidance	15

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	A. Centralized Information Resources Management	16
	B. Information Resources Strategic Planning	16
	C. Agency Logistics	16
	D. Procurement Planning	16
	E. Enhanced Administrative Support	17
	F. Modeling and Geographic Information Systems (GIS)	17
	G. Technology to Support Emergency Management	17
	H. Safety Program	18
	I. Security Program	18
<b>VIII.</b>	<b>Preparedness, Training and Exercises (PTE)</b>	18
	A. State Agreements	18
	B. State and Local Preparedness	19
	C. Hurricane Readiness Assessments	19
	D. Emergency Management Training	20
	E. Employee Development	21
	F. Exercises	22
	G. Warning Program	22
	H. Use of the FEMA Special Facility	23
	I. Resources Preparedness	24
<b>IX.</b>	<b>Response and Recovery</b>	24
	A. Federal Response Plan	24
	B. Standard Operating Procedures (SOPs)	25
	C. Incident Command System (ICS)/Multi-Agency Coordination System (MACS)	25
	D. Situation Assessment	25
	E. Prepositioning Resources	26
	F. Disaster Position and Team Training Requirements	
	G. Teleregistration	26
	H. Stress Management	27
	I. Central Processing	27
	J. Automated Construction Estimating (ACE)	27
	K. Recovery Assistance Programs Information and Delivery (RAPID) System	28
	L. Reinventing Disaster Assistance	28
	M. Disaster Reports and Evaluations	28
	N. Use of Mobile Emergency Response System (MERS) and Mobile and Transportable Telecommunications System (MATTS) Assets	28
	O. Dispute Resolution	29
	P. Declaration Process	29
	Q. National Security	29
<b>X.</b>	<b>U. S. Fire Administration (USFA)</b>	30
	A. National Public Education and Mitigation Initiatives	30
	B. Improvements to the National Emergency Training Center Campus	30
	C. Support for Fire Services	30
	D. Participation in Agencywide All-Hazards Program	30

<b>XI.</b>	<b>Staff Offices</b>	<b>31</b>
	A. Office of Equal Rights	31
	B. Office of Financial Management	31
	C. Office of Regional Operations	32
	D. Office of Human Resources Management	33
	E. Office of Policy and Assessment	33
	F. Office of the Inspector General	34
	G. Office of the General Counsel	34
	H. Office of Congressional and Governmental Affairs	34
	I. Office of Emergency Information and Public Affairs	34
<b>XII.</b>	<b>Regional Offices</b>	<b>35</b>
	A. Working Relationships with States	35
	B. Consistent Operations	35
	C. Regional Outreach Initiatives	36
	D. Regional Mitigation Accomplishments	36
	E. Regional Operations Support Accomplishments	37
	F. Regional Preparedness, Training, and Exercises Accomplishments	37
	G. Regional Response and Recovery Accomplishments	38
<b>XIII.</b>	<b>Disasters</b>	<b>38</b>
	A. Midwest Floods	38
	B. California Wildfires	39
	C. Northridge Earthquake	40
	D. Spring 1994 Midwest Flooding	43
	E. Winter Storms	43
	F. Tornadoes	43
<b>XIV.</b>	<b>Preparedness Activities for Upcoming Events</b>	<b>43</b>
	A. World Cup Games	43
	B. Special Olympics	44
	C. Summer Olympics	44
	D. RESPONSE 95	44

## Renewal of Emergency Management

### THE FEMA ONE-YEAR REPORT

April 1993-April 1994

#### I. Introduction

James Lee Witt was sworn in as the Director of the Federal Emergency Management (FEMA) on April 5, 1993, and immediately initiated a renewal of FEMA and the country's emergency management system. The purpose of this report is to provide a comprehensive summary of major accomplishments and initiatives undertaken during his first year as Director of FEMA.

During the period of the report, the country experienced an unusually high level of disaster activity. Unusual tornado activity, winter ice and snow storms on the East Coast, wildland fires (which also affected residential areas in Los Angeles), the Northridge, California, earthquake, and severe weather placed demands on emergency management and government officials throughout the country. Hurricane Emily threatened the East Coast but fortunately moved out to sea without causing major damage. Of 53 requests for a Presidential Disaster Declaration submitted by governors of affected States, the President declared 38 major disasters. These declarations included the extensive Midwest Floods and the Northridge earthquake. Recovery efforts from Hurricanes Andrew and Hugo and the Loma Prieta earthquake continued to demand considerable attention.

The Director emphasized basic leadership and management philosophies, thus improving FEMA's capabilities and image, redirecting resources to an all-hazards, risk-based management approach, developing new and innovative programs, reorganizing along functional lines, and strengthening partnerships in emergency management. This report outlines how FEMA has progressed in these and other critical areas. It also identifies actions that have been initiated to continue the renewal of FEMA and to build a solid foundation for improved emergency management capabilities throughout the country.

#### II. Leadership

A. *Vision*: For the first time, a vision for emergency management was established. The vision provides for: "a public educated on what to do before, during, and after a disaster to protect themselves, their families, their homes, and their businesses; structures located out of harm's way and built according to improved codes; governments and private organizations with proven effective plans, necessary resources, and rigorous training for disaster response; and community plans, prepared in advance, for recovery and reconstruction after a disaster."

Based on this vision, short and long term goals and programs can be defined by the emergency management community to make the vision a reality. FEMA uses this vision to

make its basic decisions about how current emergency management needs are met. More importantly, a collaborative effort with Congress was initiated to define responsibilities and actions to achieve the vision. The long-term program will involve the Congress, the Administration, the Federal Government, State and local governments, private and voluntary organizations, and individuals.

B. *Mission:* The FEMA mission had not been updated for more than 10 years. Based on input from FEMA employees, our partners in emergency management, and a reassessment of our responsibilities, a mission statement was defined: "The mission of the Federal Emergency Management Agency is to provide the leadership and support to reduce the loss of life and property and protect our institutions from all types of hazards through a comprehensive, risk-based, all-hazards management program of mitigation, preparedness, response, and recovery."

C. *Goals:* Five mission-associated goals and one organizational goal were adopted upon which management decisions and programs are based. Accomplishments on each of these goals are defined throughout the report.

1. Create an emergency management partnership with other Federal agencies, State and local governments, volunteer organizations, and the private sector.
2. Establish, in concert with FEMA's partners, a national emergency management system that is comprehensive, risk-based, and all-hazards in approach.
3. Make hazard mitigation the foundation of the national emergency management system.
4. Provide a rapid and effective response to any disaster.
5. Strengthen State and local emergency management.
6. Revitalize the Agency and develop a more effective and involved cadre of FEMA managers, permanent employees, and disaster reservists.

D. *Agency Management Plan:* Based on the new vision, mission, and goals, in January 1994 the Director identified priorities to be achieved by the end of FY 94. Coordinated Agency implementation plans were developed for each priority, with key actions and responsibilities of headquarters and regional offices identified. The need for organizational supporting plans and reporting mechanisms was identified. For the first time, a comprehensive Agency document described priorities and responsibilities of each part of the organization.

In late March 1994, an unprecedented meeting of FEMA managers was held at the FEMA Special Facility. The meeting provided a much-needed opportunity to work together to resolve long-standing issues, identify responsibilities, and agree on key actions to implement mutual priorities. Managers recommended that similar meetings be held every 6 months throughout the renewal process.

Plans are being made to begin early development of the FY 95 Management Plan. The management planning process will be tied to strategic planning, budget and procurement processes, and performance and evaluation systems. Managers will be responsible for identifying priorities for their organization, and involving all employees in accomplishing those priorities.

**E. Agency Environment/Culture:** An open and trusting environment where all employees can contribute and are valued is desired. The Director has personally taken steps to create such an environment. On his first full day, the Director personally greeted FEMA headquarters employees as they entered the building. He has visited 9 of the 10 FEMA regional offices, and takes every opportunity to visit FEMA facilities and individual work areas. He has also stated that all employees will be valued and treated with respect. He instituted an "Open Door" policy where time is set aside each week for FEMA employees to talk to him about their concerns and ideas. He gave his attention to renewed equal rights programs, cultural diversity, sensitivity training, and upward mobility opportunities.

Throughout the first few months, the Director hosted a series of brown bag lunches. Participants were randomly selected and invited to meet with their peers. One of the most significant meetings was for selected regional administrative staff who were given the opportunity for training and exposure at headquarters.

The Director uses various means of keeping all employees informed and involved in the renewal process. He has directed all managers to hold staff meetings at least weekly, and to share information with their employees. Informative memoranda to all employees are released frequently. A periodic newsletter has been turned into a monthly publication for sharing information from the Director and among all parts of the organization. An "all hands" meeting was held on October 18, 1993, to inform employees of the new organizational structure and management assignments. Vice President Gore participated and complimented FEMA employees for their efforts in responding to the Midwest Floods and implementing the initiatives of the Administration.

On October 19, 1993, the Director signed a labor-management agreement with representatives of each of seven employee bargaining units to establish the FEMA Labor-Management Partnership Council. This agreement was one of the first signed to implement Executive Order 12871. The purpose and objectives of the Council are to help renew and improve FEMA to ensure that the Agency delivers the highest quality services to the American people; to identify problems and craft solutions to better serve FEMA's customers

and mission; and, to improve labor-management cooperation by forming a partnership supportive of the above objectives. Under the agreement, the 16-member Council is comprised of seven union-appointed FEMA employees and nine FEMA management representatives. The Associate Director for Operations Support was appointed as the Labor-Management Partnership Council Chair. The Director also established an honorary Labor Relations Award to recognize significant contributions in the labor-relations field.

Director Witt determined that FEMA could not be an inward-looking bureaucracy with isolated organizations, complicated processes, and separate agendas. All employees were encouraged to reach out to external organizations to involve them in developing improved and innovative emergency management programs. This practice has been embraced and demonstrated in recent disaster response initiatives. All of FEMA is now involved in disaster response activities, either through organizational responsibilities or individual emergency assignments. The disaster burden no longer resides with one part of the organization. The culture is changing to one dedicated to meeting the needs of its customers, both internally and externally.

F. *National Performance Review (NPR)*: In the past year, FEMA has been actively involved with the Vice President's NPR. The renewal of FEMA was guided in large part by the principles developed by NPR. FEMA directly participated in the NPR effort in the following ways:

\* *FEMA Report*: FEMA prepared a companion document to the NPR Report that detailed the new vision, mission, goals, and major policies. The report detailed how FEMA is developing legislation, new policies and organizational plans to invigorate the Agency with this refocused mission.

\* *Reinvention Laboratory*: All of FEMA has been designated as a Reinvention Laboratory. In addition to processes and organizational structure changes, a concept for mini-lab development was implemented. Nominations for Reinvention mini-labs were sought and will be implemented on an ongoing basis until all possible programs and processes have been revised to meet Agency goals and improve operations.

\* *NPR Recommendations*: Four recommendations for FEMA action were included in the Vice President's NPR report. Action has been initiated to implement each of the four recommendations. The recommendations and general actions taken to implement each of them are as follows:

1. *Shift emphasis to preparing for and responding to the consequences of all disasters*: The Agency mission and goals now clearly reflect an all-hazards emergency management emphasis. FEMA's reorganization dismantled the specific-threat structure and realigned all resources into an all-hazards functional structure. Assets previously dedicated to national security programs are available to prepare for and respond to consequences of all disasters. The Director formed a National Security Steering Group to review FEMA's national security

functions and to ensure necessary capabilities are maintained in the new organizational structure. A review of all Agency positions to determine the need for security clearances was initiated. (As part of the review, determinations on position sensitivities are also being made.)

*2. Develop a more anticipatory and customer-driven response to catastrophic disasters:*

When Hurricane Emily threatened in August 1993, FEMA, other Federal Agency officials, Urban Search and Rescue teams, medical teams, and specialized equipment were deployed to North Carolina to meet the storm. Each FEMA region has appointed State liaison officers who make contact with State officials as a disaster is threatening, or immediately after one occurs. Overall improvements were demonstrated in response to the Northridge, California earthquake that occurred on January 17, 1994. The Director deployed to California early afternoon of the same day, along with other Federal officials. Urban Search and Rescue teams were alerted for potential deployment, if needed. Many lessons learned as a result of the Northridge earthquake are being incorporated into Agency policies and functions. Development of a concept for deployment of disaster assessment teams and management teams was initiated. During the March management conference, two regional offices were assigned responsibility to develop centers of excellence: Region IV in Atlanta, Georgia, as the Center of Excellence for disaster close-outs and Region VIII in Denver, Colorado, as the Center of Excellence for outreach and community relations. With input from all parts of FEMA and our partners in emergency management, the Centers will develop policy and related planning, procedural, and training documents.

*3. Create results-oriented incentives to reduce the costs of a disaster:* A

headquarters/regional task force was convened to review the Stafford Act and consider revisions that would meet the objectives of this recommendation. Recommendations will be developed and submitted to the Office of Management and Budget for approval. The FEMA Inspector General was asked to review the declaration process and make recommendations for improvements. An Agency priority was established to develop a strategy for increasing the participation in the flood insurance program by 20 percent. FEMA worked with Congress and the Administration on several pending legislative initiatives that are designed to reduce the cost of disasters. The Director also established as an Agency priority design of mechanisms to increase flexibility in how States use Federal funds to meet their emergency management priorities.

*4. Develop skilled management team among political appointees and career staff:* The number of political appointees was reduced from 37 to 22, and those who have a background in emergency management are significantly increased over previous Administrations. In addition, three senior managers are career FEMA employees. To further this enhanced skill level, the Director identified as an Agency priority the need to develop a management training program for all managers. Immediately upon appointment, all new regional directors are provided an orientation program at headquarters. The orientation is designed to give them Agency perspective on policies and programs, and to have the opportunity to get to know headquarters managers before they undertake their new assignment. In the new

organizational structure, senior executive management assignments were changed so that different perspectives could be added to the new functional structure.

**G. *Government Performance and Results Act (GPRA)*:** FEMA applied to the Office of Management and Budget to conduct a GPRA pilot project on use of information technology to support emergency management programs. Even if not approved as a pilot project, the Director has determined that the proposal will be the basis for developing a strategic plan and taking advantage of technology to support emergency management functions. The pilot project will also be used as the instructive process for implementing Agency strategic planning required by the GPRA. The concepts of the GPRA -- performance measurements, achieving results, accountability -- are being incorporated into Agency policy and evaluation mechanisms.

**H. *Performance Agreement with the President*:** A formal proposal will be submitted after review with the NPR staff.

**I. *Customer Surveys*:** In response to Executive Order 12862, FEMA is conducting comprehensive surveys of the Agency's customers in order to develop customer service standards. Focus group meetings and interviews were conducted with individuals who had applied for disaster assistance after the Northridge earthquake. The input from these sessions was used to develop a survey to be pilot tested with disaster applicants affected by Hurricane Andrew. A customer survey strategy was developed and outlined in the initial report required by the Executive Order. Plans are being made to survey our other large customer base -- State and local officials. Internal customers are also being queried about their needs and ideas before programs are developed or changed.

**J. *Internal Regulation Reduction*:** A plan to reduce regulations by 50 percent by the end of FY 95, a year ahead of the requirements of Executive Order 12861, was drafted. Assignments of responsibility for review and revision of existing regulations were aligned consistent with the new organization structure. Part 44 Code of Federal Regulations which outlined FEMA's organizational structures, missions, and functions had not been updated in more than 10 years. A revised Final Rule which described the new organization and appropriate delegations of authority was drafted for internal comment prior to publication in the Federal Register. Considerable latitude is included in the delegations of authority to provide for further delegation to the lowest level possible within the organization. The need for a management strategy to delegate further and empower people at all levels to perform was identified and initial plans made for implementation of such a strategy. A concept for delegations of authority to Regional Directors and working relationships with Associate Directors, Administrators, and Office Directors was drafted.

**K. *Regulatory Initiatives*:** In response to Executive Order 12866 and a request from the Vice President's Counsel, FEMA identified two regulatory initiatives to be undertaken during the next year. The regulations for public assistance authorized by the Stafford Act are being revised, emphasizing a streamlined process, mitigation strategies, environmental and

sustainable development considerations, and reduced disaster costs to the taxpayer. The second regulatory initiative is associated with developing internal regulations and delegations of authority that will empower employees to take actions within established policies.

L. *Streamlining*: FEMA's initial streamlining plan, required by Presidential memorandum dated September 11, 1993, identified a number of potential cost savings without impacting the number of employees on board. Many of the initiatives already identified will contribute to streamlined operating procedures. A review of FEMA facility costs and functions performed in those facilities was initiated to identify long-term cost savings in reduced operating costs. Each senior manager has been tasked through an Agency priority to propose to the Director ways of saving money at targeted facilities.

### III. Reorganization of FEMA

A critical element of the renewal effort was overhauling the Agency's organizational structure. The structure existing in April 1993 reflected priorities of previous Administrations and had been in place for many years. A number of external reports had criticized the Agency for its stovepipe structure, inefficiencies, and resultant duplication of effort. Recommendations were that FEMA should fully integrate assets and capabilities reserved for national security purposes into the overall Agency all-hazards mission. FEMA needed to reorganize to meet its new mission and goals.

In June 1993, the Director initiated a fast-track, unconventional approach to reorganizing a troubled FEMA. His intent was to get maximum input from all employees and put a new organizational structure in place quickly to minimize disruption of critical FEMA services and the impact on employees. He appointed a four-person project team to coordinate the process and finalize recommendations. Input from employees was actively sought, with more than 100 written suggestions submitted. Senior managers met in a 1-day "retreat" to identify organizational issues and propose a structure. Selected senior managers participated on an ad hoc committee to review organizational issues and proposed structures. The basic organizational structure, with programs and functions aligned within the structure, was completed in time for the Director to review it with the Vice President on August 7, 1993, when they met to discuss FEMA's renewal efforts.

The Vice President and Director Witt announced FEMA's new organizational structure and management assignments at an "all hands" meeting on October 18, 1993. The managers were detailed to their new positions and tasked to complete staffing assignments within the new structure. Mission and function statements were developed, personnel actions were completed, space allocations were made, and employees were assigned to specific positions and functions. All paperwork was completed and the new organizational structure became effective November 28, 1993.

Throughout the reorganization process, the Director kept employees involved and informed as to the progress being made. The reorganization accomplished these major objectives:

- \* Alignment of Agency programs and activities along functional lines
- \* Consistent organizational structure at headquarters and regional offices
- \* Increase in supervisor to employee ratio and reduction of two layers of management
- \* Consolidation of support functions, including those for disaster response, into one Directorate
- \* Assignment of disaster response functions throughout the new organizational structure

No employees were reduced in grade or subjected to reduction-in-force as a result of the reorganization. Employees who had previously been supervisors maintained their grades based on program or technical expertise. To ensure the most effective use of people and their skills, and to give employees a new opportunity, a program was initiated for employees to request transfer to another part of the organization. Consistent with Agency needs, requests are being reviewed to satisfy individual preferences wherever possible.

Overall the new organizational structure is functioning as intended. FEMA's response to the Northridge earthquake was enhanced by changes in management and the new organizational structure. If anything, the people of California benefitted because the whole Agency pulled together to support response operations. In June 1994, a 6-month review will be initiated to identify any adjustments that need to be made.

#### **IV. Interorganizational Relationships**

A. *Congress*: Strengthening FEMA's relationships with Members of Congress and their staff has been a critical focus of Director Witt's activities over the last year. To accomplish this, he appointed a professional experienced in Congressional operations and intergovernmental coordination to be Director of FEMA's Office of Congressional and Governmental Affairs. Further, the Director made it a personal priority to be accessible to Members and staff for hearings and meetings, in the field and in Washington, D.C.

In the last year, the Director has testified 15 times before 8 different Committees and Subcommittees on subjects ranging from FEMA's annual appropriations, to the Midwest Floods, to flood insurance, to the Northridge earthquake, and emergency supplemental appropriations. As the direct result of his accessibility and his interest in establishing a proactive and meaningful dialogue with Members and their staff, the perception and image of the Agency held by the Congress has greatly improved.

Members of Congress have come to appreciate that they are part of the emergency management partnership. Nowhere has that feeling been more evident than in disaster response. Under Director Witt's leadership, FEMA's Office of Congressional and

Governmental Affairs focused its efforts during this year's disasters on proactively informing and coordinating the exchange of information on Agency response and recovery activities with Members of Congress and their staffs, and seeking ways in which we could better work together. For example, FEMA used information provided by Members of Congress and their staffs to improve service to disaster victims in the field.

**B. Other Federal Agencies:** FEMA continued to work with other Federal agencies in seeking ways to improve Federal involvement in emergency management activities. In the new organizational structure, national security planning and Federal Response Plan activities were combined in the Interagency Planning and Liaison Division in the Response and Recovery Directorate. This Division was designated as the primary point of contact for other Federal agencies to work with FEMA to develop response capabilities and identify requirements for training, exercises, and other related activities.

The Director has met a number of times with the interagency Catastrophic Disaster Response Group, which is the focal point for FEMA coordination within the Federal Government for planning and responding to major disasters. He also met personally with a number of Cabinet and Administration officials to discuss mutual responsibilities in emergency management. These high-level commitments were demonstrated in response to the Northridge earthquake when the Director, the Secretary of Transportation, the Secretary of Housing and Urban Development, and the President of the American Red Cross went to Los Angeles the day of the earthquake. The Secretaries of Commerce, Education, and Health and Human Services visited repeatedly throughout the recovery, as did the Administrator of the Small Business Administration (SBA). SBA has now joined in the Federal Response Plan effort as a full participating signatory member.

For the first time, an intergovernmental focus was included in the Joint Information Center after the Northridge earthquake. Public Affairs/communications representatives from each Federal Agency involved worked together to exchange and provide information as a single clearing house for Federal information related to the disaster response. FEMA is working with the White House Communications Office to improve this function, so that representatives are identified and trained ahead of time to respond to the next catastrophic disaster.

All FEMA organizations were encouraged to increase their working relationships with Federal agencies, and new initiatives are underway to reinvent and improve our working relationships with these critical members of the nationwide emergency management partnership.

**C. State and Local Governments:** One of the Director's first actions was to write to each State and territorial emergency management director to propose a risk-based, all hazards emergency management system, based on a foundation of mitigation. He met in June 1993 with State Directors to solicit their input and support in the development of a nationwide

partnership. An unprecedented number attended such a meeting: 52 State and territorial directors participated, and pledged their support and cooperation.

The Director also established a more proactive approach for all FEMA organizations, especially the regional offices, to work with State and local officials. A regional employee was assigned as liaison to each State to work with the emergency management organization, and then with the Governor and State officials immediately upon occurrence of a disaster warning or event. Regional officials have become better acquainted with their State and local counterparts, and have reached a better understanding of their organizations, policies, and procedures. The effectiveness of this approach has been demonstrated in response to the Midwest Floods, the Northridge earthquake, and the series of other less extensive but still serious disasters during the Director's first year at FEMA.

In general, a new attitude and environment was created as the basis for working with State and local officials. Policies and initiatives were directed toward allowing flexibility for States to identify their own priority and program needs, reducing the administrative burdens for receiving FEMA funds, and achieving performance-based results that ensure a better emergency management capability.

**D. Intergovernmental:** Coordinating FEMA's diverse interactions with national, State, and local constituency groups has been assigned as one of the critical functions of FEMA's Office of Congressional and Governmental Affairs. FEMA has a vast and vocal constituency that includes State emergency managers, firefighters, floodplain managers, dam safety engineers, State and local elected and appointed officials, business officials, etc. Given the importance of FEMA's audience to emergency management, the Director has participated in over 50 different meetings of constituency organizations and officials during the last year. He has made a particular point of establishing relationships with each of the major fire and emergency service organizations in the country.

A fulltime position now exists in FEMA's Office of Congressional and Governmental Affairs to serve as a focal point for intergovernmental relations in the Agency. A strategy for communicating and coordinating information with these interest groups is currently under development. The intent of the strategy is to facilitate existing relationships with national, State, and local public interest organizations, bring a "big picture" perspective to the Agency's overall interaction with these audiences, identify opportunities to better communicate with these groups, and promote the comprehensive dissemination of information to the broader emergency management community.

Clearly, a strong intergovernmental affairs program is a critical component of the Director's goal to create a national emergency management partnership, and is important to the success of the Agency's mission. This was certainly the case following the Northridge earthquake, when the Director made community outreach and intergovernmental coordination a key facet of the response and recovery operations.

E. *FEMA Advisory Board*: Previously, members of the FEMA Advisory Board primarily represented a national security perspective and were not from the broad constituency that FEMA must work with to develop an effective nationwide emergency management system. The Director appointed a 16-member Board that has representatives from Federal, State, and local governments (including elected officials), emergency management organizations, voluntary organizations, and the private sector. An initial meeting resulted in the Board passing a series of resolutions in support of emergency management. The Board will meet twice yearly to provide recommendations to the Director on key emergency management issues.

F. *Emergency Food and Shelter*: More than \$130 million was made available in FEMA's FY 1994 budget for the Emergency Food and Shelter Program. Over 10,500 agencies in more than 2,600 communities across the country receive funding through this program for rent/mortgage/utility assistance, and supplemental funding for mass shelter and food programs. Within less than 5 weeks after funds were made available, the first checks were mailed to recipients. This timing was critical because the funds reached the organizations who provide shelter and food to vulnerable families and individuals before the start of the life-threatening winter months.

For the first time since inception of this program in 1983, FEMA published a technical assistance manual to illustrate some of the creative and innovative ideas and practices that have been implemented by recipient organizations. FEMA continued to chair the National Board, and participate in the Washington, D.C. InterAgency Council on the Homeless to develop a Federal plan to end homelessness in the District of Columbia. A major initiative with the Defense Commissary Agency was undertaken to link local feeding organizations with commissaries in their local areas to receive any excess edible food.

G. *Public*: Critical to the new FEMA vision is "a public better educated on what to do before, during and after a disaster..." Consequently, considerable emphasis has been placed on developing a national strategy to educate the American public and providing guidance for family and individual protection. A waterproof card to be distributed nationally is being developed with FEMA's teleregistration and information hotline, and to provide tips that are useful before, during, and after disasters. Several initiatives (described in other portions of this report) will provide better information to people after disasters, including use of the National Weather Service radio system for broadcasting disaster information, continuing publication of the Recovery Times, and broadcasting on the disaster-specific Recovery Channel.

H. *Media*: The Director of FEMA's Emergency Information and Public Affairs Office (EIPA) is an experienced media and public affairs professional, and has used his background to proactively build media relations and involve them in disaster awareness/preparedness initiatives. The EIPA Office hosted initial briefing sessions for regional and syndicated correspondents to explain the disaster declaration process and FEMA's programs, functions, and responsibilities. As a nationwide emergency information

program is implemented, briefings will be held on a regular basis. Opportunities were sought throughout the year to bring the emergency management message before the American public through the media. The FEMA Director and other officials made themselves available for interviews with the media, to explain in an honest and open manner information about its disaster operations and programs. Consequently, favorable news reports have become the rule.

I. *Business*: The EIPA has developed a business and industry guide for preparedness in the workplace. A recruitment project has been undertaken to develop corporate sponsorship and partnerships for making emergency preparedness products and information available throughout the business community. FEMA has supported public awareness programs sponsored by such businesses as Home Depot, Clorox, Allstate Insurance, and Georgia Pacific. The American Franchise Association is just one organization now cooperating with FEMA to improve emergency preparedness, and is exploring setting up Franchise Emergency Action Teams to have a role in disaster response.

Contacts are continuing with the private sector to get input on how FEMA can include them in the national emergency management partnership. These contacts have resulted in making emergency management information available through their products, such as paper placemats in fast-food restaurants. FEMA has also provided publications and materials that can be adapted by the organization for their own emergency management programs.

The business community has also expressed its interest in providing services and commodities after a disaster. Their participation in developing a national donations management strategy has helped overcome problems that previously existed after a major disaster. For instance, after Hurricane Andrew in Florida disposal of unusable clothing and other products became a major problem. FEMA is exploring how to make contributions and services from private organizations available after disaster response, similar to how Federal resources are made available to support State and local needs.

## V. Mitigation

A. *National Mitigation Strategy*: In one of his first speeches after his confirmation (to the National Earthquake Conference in Memphis, Tennessee, May 5, 1993), the Director expressed his intention to develop a national mitigation strategy. His commitment to the concept of mitigation, and its importance as a foundation for emergency management, was confirmed during the reorganization by creation of the Mitigation Directorate. For the first time, FEMA's mitigation programs -- Floodplain Management, Earthquake Hazards Reduction Program, National Hurricane Program, National Dam Safety Program, and post-disaster mitigation programs -- were brought into one organization.

A draft statement, "Towards a National Mitigation Strategy," has been prepared and, once approved, will be published and distributed to FEMA's constituencies. The concept of

FEMA's National Mitigation Strategy has been presented by senior management to natural hazards symposiums, workshops, seminars, and regional meetings.

*B. Mitigation and Recovery in the Midwest:* Widespread flooding caused by the Midwest Floods resulted in an unprecedented interest in taking action to move people and structures out of the floodplain in the nine affected States. To advance this cause, Rep. Harold T. Volkmer of Missouri introduced an amendment (The Hazard Mitigation and Relocation Assistance Act of 1993) to Section 404 of the Stafford Act that increased by approximately five times the funds available to undertake post-disaster mitigation actions.

As a result, FEMA led a concerted Federal effort involving the Department of Housing and Urban Development, Department of Agriculture, and the Small Business Administration to assure that available funds were used most effectively. The so-called "buy-out" effort involves 166 communities and roughly 6,000 structures that, as a result of this program, will be moved out of harm's way at a cost of approximately \$117 million. The vacated property will be maintained in perpetuity as open space, and no future Federal disaster assistance will be sought or given for it.

The Director appointed an experienced senior executive as the Midwest Flood Coordinator to implement mitigation strategies and work with Federal, State, and local officials to ensure an effective recovery from the Midwest Floods. Environmental and sustainable development issues are being addressed throughout the recovery process.

*C. All-Hazards Mitigation for Disaster Recovery & Reconstruction:* Based on his experience as a State Director, Director Witt was determined to reduce the amount of time and effort involved in applying for and receiving post-disaster mitigation funding under Section 404 of the Stafford Act. A time span of 14 months from application to approval was common. The Director's personal attention, concurrent improvements in FEMA's environmental assessment process, and the attractive terms of the Volkmer Amendment reduced the average time from project application to approval to 3 months, nearly one fifth of the previous time.

FEMA also undertook several other actions to improve its support for recovery programs. Examples include increased technical assistance to communities and distribution of a "cost-benefit model" that would permit a more rapid assessment of the proposed mitigation projects.

In the aftermath of the Northridge earthquake, California provided tangible evidence of the wisdom and utility of taking seriously the mitigation planning requirement in Section 409 of the Stafford Act. Based on the State's comprehensive and detailed earthquake mitigation plan, "California at Risk," FEMA agreed -- up front -- that certain components of the plan were cost effective, and California could spend hazard mitigation money for these components without going through the formal application and review process. As hazard mitigation projects are identified and funded, an all-hazards approach is being pursued. For

example, facilities that have sustained earthquake damage that are also located in flood hazard areas can be funded to mitigate against both hazards.

**D. Hazard Mitigation Enterprise Zones:** As a former State official, the Director recognized that effective mitigation must be institutionalized at State and local levels of government. To identify incentives and impediments to achieving this end, the Agency has embraced the enterprise zone concept. The Disaster and Emergency Services organization in the State of Kentucky received a grant from FEMA to further develop this concept. Two cities in California will also apply this concept as a result of the Northridge earthquake. These pilot projects will involve government, business, and private interests to advance the cause of long-term hazard mitigation in the targeted areas.

**E. National Hurricane Program:** In his address to the National Hurricane Conference in Orlando, Florida in April of 1993, the Director commented on the meager level of funding devoted to the hurricane threat, and pledged to redress the situation. From its traditional annual funding level of \$896,000, FEMA increased it to \$2,896,000 by internal reprogramming in FY 1994. Recognizing that the hurricane threat affects 22 States and jurisdictions, the Administration requested \$7,934,000 in its FY 1995 budget.

FEMA formed a National Hurricane Program Steering Committee, composed of representatives of Federal, State, and local governments, volunteer organizations, and the private sector, to provide guidance in the development of the enhanced program. Major emphasis has been placed on baseline preparedness and mitigation capabilities at State and local levels, hurricane evacuation studies, inland hurricane wind effects, technical assistance to States and local governments, and public awareness programs. The FEMA Geographic Information System (GIS) has focused on providing data for all 22 coastal areas to estimate the impact of hurricanes by category and the track they might take.

**F. Deputy Federal Coordinating Officer (FCO) for Mitigation:** The Northridge earthquake provided an opportunity to test the effectiveness of having a Deputy FCO for Mitigation as a key part of the response operation. The Deputy FCO for Mitigation and assigned staff provided a technical/scientific clearinghouse function in the immediate aftermath, initiated community education programs, and assisted in the integration of mitigation activities into FEMA's programs as well as those of other Federal agencies.

In keeping with FEMA's strategy that mitigation is the foundation of reducing the impact and cost of future disasters, many actions were implemented early in the response and recovery efforts that will form the basis for future mitigation programs. A hazard mitigation advisor reporting directly to the FCO is now reflected in the new Emergency Response Team structure; in future large disasters, the advisor position will be elevated to that of Deputy FCO for Mitigation.

## **Agency Reinvention Activities**

**The Renewal**  
**of the**  
**Federal Emergency Management Agency**

**James L. Witt**  
**Director**

**August 10, 1993**  
**Washington, D.C.**

## **The Renewal of the Federal Emergency Management Agency**

A lot ~~that~~ can be done by governments, organizations, and individuals to prevent or reduce disaster losses and corresponding human suffering. For example, people can learn the proper action to take when disaster strikes, buildings can be located and constructed properly, and emergency management and relief organizations can be trained and equipped to help people and protect property rapidly and effectively. These examples illustrate the basic components of comprehensive emergency management: mitigation, preparedness, response, and recovery.

Saving a life can be as simple as knowing where to go when a tornado warning is issued. A 25-cent bolt can keep a bookcase from falling on a child during an earthquake.

People are suffering unnecessarily from disasters because there has been a lack of emergency management leadership at the national level. The need to provide that leadership is driving the renewal of the Federal Emergency Management Agency (FEMA).

### **Vision**

A renewed FEMA is needed to generate the enthusiasm and energy, as well as to provide guidance and support, to achieve a nationwide commitment to improve significantly the protection of our citizens from all natural and manmade hazards.

With this shared commitment, our Nation will have—

a public educated on what to do before, during, and after a disaster to protect themselves, their families, their homes, and their businesses; structures located out of harm's way and built according to improved codes; governments and private organizations with proven effective plans, necessary

resources, and rigorous training for disaster response; and community plans, prepared in advance, for recovery and reconstruction after a disaster.

## **Mission**

The first step in the renewal process was to establish a new mission for FEMA one which realistically incorporates all risks and threats and the corresponding probabilities of occurrence.

*The mission of the Federal Emergency Management Agency is to provide the leadership and support to reduce the loss of life and property and protect our institutions from all types of hazards throughout a comprehensive, risk-based, all hazards emergency management program of mitigation, preparedness, response, and recovery.*

The mission stresses that FEMA has a leadership and management role that focuses on reducing risks and helping the victims of disasters, regardless of the cause. This leadership and support role applies to state and local governments and private organizations involved in disaster relief, as well as to disaster victims who receive assistance directly from FEMA.

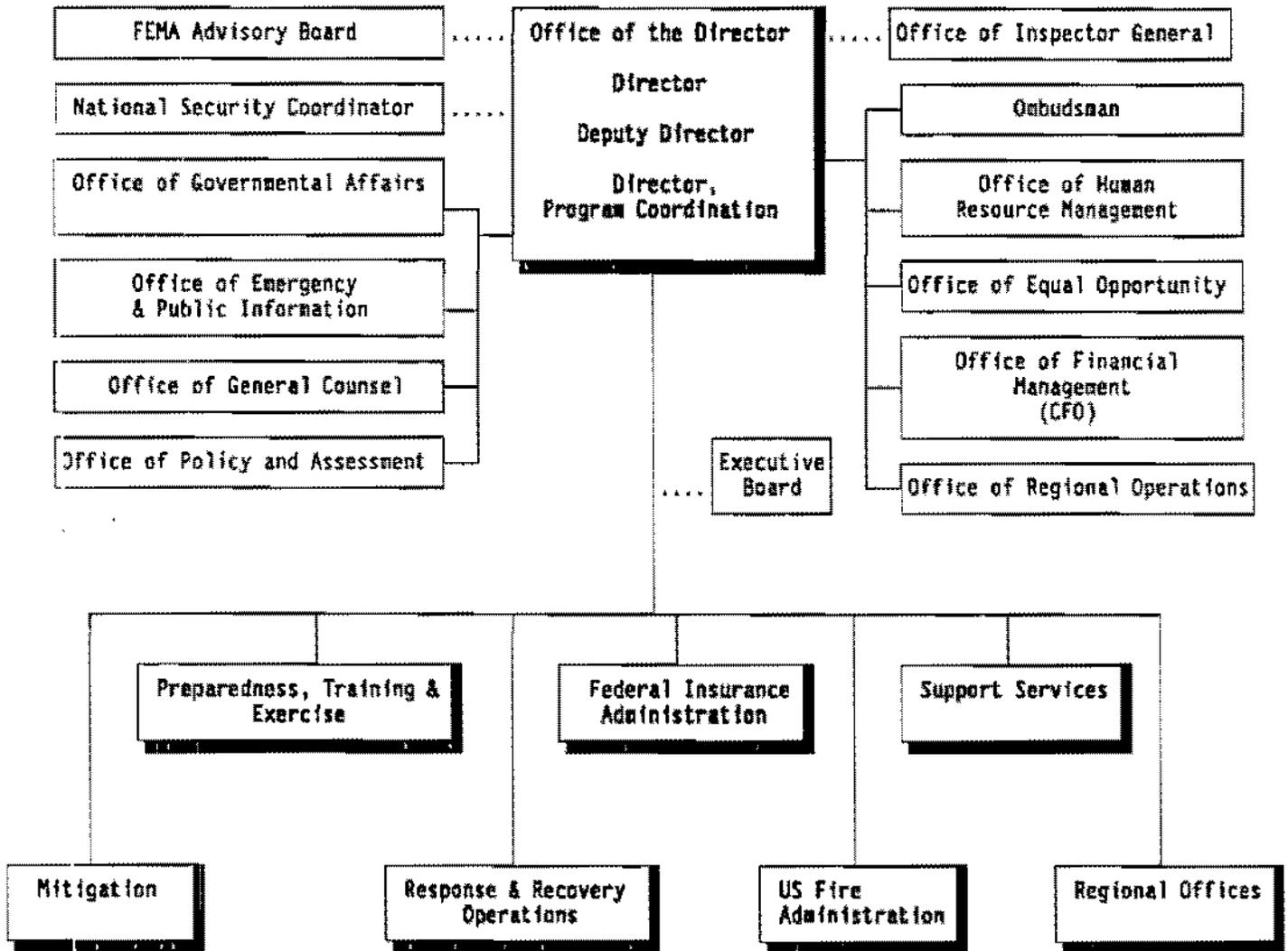
The mission denotes that FEMA's leadership and support will focus on the most likely risks, e.g., hurricane, earthquake, or hazardous materials, that a jurisdiction faces. Through developing the capability to respond to specific risks, emergency management capabilities exist for *any* hazard.

## **Organization**

- Supports the new mission, goals, policies, and priorities of the Agency;
- Aligns resources to achieve more effectively the mission and goals;
- Integrates program activities to coordinate related functions;
- Centralizes common or redundant functions to achieve greater efficiency in operations;
- Aligns resources to enhance FEMA's operational role in disaster response;
- Simplifies the structure to support better regional office delivery of programs;
- Maintains organizations specifically required by statute;
- Shifts the use of national security capabilities to domestic disasters;
- Reflects the recommendations of external and internal reports that analyzed the Agency after Hurricane Andrew;
- Requires no legislative changes to implement;
- Maintains ability to respond, if necessary, to the consequences of national security emergencies.

The process for implementing the reorganization will continue to be open and involve all FEMA employees. Employees were informed of the overall organizational structure after coordination with congressional representatives and the Vice President. The initial organizational structure will be in place by October 1, 1993. Personnel, budget, and program adjustments will be made throughout fiscal year 1994 to reach the ultimate goal of

FEDERAL EMERGENCY MANAGEMENT AGENCY



having a completely reorganized FEMA by the beginning of fiscal year 1995. Through the implementation process, centralized management systems, improved program delivery capabilities, and integrated functional capabilities will be realized.

### **Major Policies**

- **Accomplish the Renewal of FEMA in Cooperation with the Vice President's National Performance Review (NPR)**
- **Ensure FEMA Employee Participation in the Renewal Process**
- **Establish a Nationwide Culture of People Helping People**
- **Establish and Maintain a National Emergency Management Partnership**
- **Use the Risk-Based, All Hazards Emergency Management Concept**
- **Establish Mitigation as the Foundation of Emergency Management**
- **Create an Effective Response and Recovery Capability**

- **Use All Reasonable Options for Prepositioning Resources for an Anticipated Disaster**
- **Develop and Maintain the Capability to Rapidly Collect Disaster Situation Assessment Information**
- **Maintain Close Working Relationships With Other Federal Agencies in All Phases of Comprehensive Emergency Management**
- **Maintain Close Working Relationships With Other Federal Agencies in All Phases of Comprehensive Emergency Management**
- **Define and Clarify Internal and External Roles and Responsibilities**
- **Establish and Maintain Working Relationships With States**
- **Minimize the Administrative Burden on State and Local Emergency Management Agencies Receiving FEMA Funds**
- **Establish an Administrative Dispute Resolution Program to Resolve Quickly Disputes Concerning Individual and Public Assistance Claims**
- **Consciously Look for Opportunities to Evaluate FEMA's Accomplishment of Its Mission**
- **Strengthen State and Local Emergency Management Programs**
- **Promote Comprehensive Training and Disaster Exercise Programs that Involve All Levels of Government and Private Agencies and Organizations**
- **Empower Employees With Responsibility and Authority**
- **Encourage Employees to Experiment With New Ideas and Concepts**

## **FEMA Renewal Initiatives**

As a small agency with wide-reaching responsibilities, FEMA is an excellent reinvention laboratory test site. Its partners and clients cover a wide spectrum: federal, state, and local governments; private and volunteer organizations; and individual victims of disasters. A major effort to overhaul its processes, management systems, and delivery of services is a critical part of the reorganization that will begin to be implemented by October 1, 1993. The latitude and removal of encumbrances offered through the reinvention laboratory process are critical to FEMA's success and ability to complete its renewal.

The initiatives included in this report are only a sample of the ideas that could be implemented as FEMA is overhauled. The Director is committed to finding innovative mechanisms to improve use of resources and provide better delivery of our services.

**ISSUE:** The management team at FEMA needs far more flexibility to manage its resources to accomplish its mission effectively for results at reduced cost and, at the same time, finance agency renewal efforts. Initiatives undertaken will greatly reduce the dysfunctional micromanagement of the Agency by external forces.

More flexibility regarding the use of resources and the changes in the way the Office of Management and Budget and the Congress oversee FEMA budget formulation, appropriations and execution. New flexibility and delegation of authority to lower levels of management will require significant enhancement in management and financial systems for internal control and for improved financial information for managers.

### **FEMA Renewal Initiatives:**

FEMA will pursue obtaining the budget flexibility to empower managers to produce results through the concept of "Managing-to-Budget." This approach will give FEMA leadership more flexibility to make decisions on the most effective way to use its resources to accomplish its mission through results-oriented budgeting.

**Key Initiative Features:** FEMA will request support from the Office of Management and Budget and the Congress, in achieving the following changes will be made in the way FEMA's budget is managed:

- Simplify the FEMA budget by reducing the number of program activities and program elements into a few broad categories. Some progress has been made in recent years in this area but much more simplification can be accomplished.
- Collapse the two major FEMA appropriations (S&E and EMPA) into one appropriation to provide the ability to shift funding across a heretofore impenetrable barrier. This will also provide management flexibility to better deal with the short-term costs associated with reorganizing and potential downsizing.
- Eliminate the work-year authorization and allow only the availability of funding to constrain the level and character of employment.
- Raise the reprogramming authority from the current \$250,000 up to \$1,000,000 with congressional notification.
- Remove the limitations on travel funding to allow agency managers to decide the most effective strategy for accomplishing missions.
- Move to a two-year budget cycle to make resource levels more dependable over a longer period of time. This will allow for more rational strategic planning in the budget formulation process and more time to adjust to major changes resulting from FEMA's renewal efforts, changes in legislation, and potential downsizing requirements.
- Authorize the Agency to spend up to one percent of its total operating budget on employee training rather than budgeting a specific amount in a specific line item.
- Authorize the agency to spend up to one percent of its total operating budget on initiatives associated with agency renewal efforts.

- Authorize the use of up to 50 percent of end-of-year funds that would ordinarily lapse to be available until expended for the purpose of improving financial management or administrative systems.
- Authorize the retention of 50 percent of the program savings that result from improved efficiency or lower-cost methods in an Agency trust fund to be used for support of new program initiatives.
- Authorize more liberal use of the Disaster Relief Fund to fund the total Agency costs associated with disaster response and recovery operations.
- Remove all restrictions on using resources from *any* budgeted FEMA activity to assist in FEMA disaster response and recovery operations.
- Establish creative funding mechanisms such as trust funds, revolving funds, user fees, insurance surcharges, and cost-share revenues to be used to fund Agency activities in order to reduce the dependence on appropriated funds.

**ISSUE: FEMA needs an expeditious method to augment its core personnel resource capabilities in emergency management situations.**

**FEMA Renewal Initiative:** The Agency will seek the necessary legislative authority to enter into cooperative agreements with nonprofit organizations designated under the Older Americans Act to assist the Agency in its emergency management work requirements.

**Key Initiative Features:**

- Would use the skills and talents of individuals 55 years of age or older to assist the Agency in meeting its emergency management mission requirements in mitigation and preparedness, as well as response and recovery.
- Would not require separate appropriations or funding.

- Would not require an administratively burdensome process to implement.
- Would not increase the Agency's FTE; participants would not be federal employees and would not perform the unique responsibilities of federal employees.

**ISSUE:** To "reinvent" itself, FEMA will need to undergo an agency-wide reorganization. Reorganizations frequently require the application of reduction-in-force procedures, which can be both draconian and lengthy. Additionally, they create organizational dysfunction. FEMA, on the other hand, needs the personnel and organizational flexibility to make its reorganization a positive reinvention process that leads to a constituent-oriented, customer-based organization.

**FEMA Renewal Initiatives:** In partnership with the Office of Personnel Management, establish FEMA as a "model" reinvention laboratory to implement reinvention strategies which facilitate an Agency-wide reorganization.

**Key Initiative Features:** Examples of the types of flexibilities sought would include giving the Agency the authority to:

- "Band" existing grade levels into fewer bands to facilitate the movement of employees without loss of pay or rank.
- Use a voluntary, early-out/buy-out bonus, particularly in areas impacted by national security downsizing.

**ISSUE:** The current system of employee performance and evaluation requires a complete reinvention, as does the method by which poor performance is objectively identified and adjudicated and exceptional performance is recognized.

**FEMA Renewal Initiatives:** In partnership with its exclusive bargaining representatives and the Office of Personnel Management, FEMA will establish a "model" performance system for both identifying exceptional performers and adjudicating or correcting marginal performance within the Agency.

**Key Initiative Features:** Flexibilities sought would include the broad authority to:

- Use savings that result from management and administration productivity initiatives to recognize employee performance, enhance employee skills, and/or make workplace improvements.
- Address poor performance and take corrective actions.

**ISSUE:** FEMA needs to streamline the procedures for conducting damage assessments in the wake of major catastrophes such as Hurricane Andrew.

**FEMA Renewal Initiatives:** To enable FEMA staff to make rapid, initial damage assessments, the feasibility of accessing county property tax records immediately after a disaster in vulnerable areas will be studied. If using county records is determined to be feasible, tests will be conducted to verify that improvements to the process of assessing damages warrant their use.

**Key Initiative Features:**

- In an initial damage assessment, the areas damaged and the percentage of damage can be marked on a local area map. The property tax records, if accessible, could identify the street addresses, owners, type of structure, and assessed value of all damaged property. A pre-event printout of pertinent information that is not subject to privacy regulations (assuming no electricity after the disaster) could be used to greatly facilitate the paperwork of individual disaster assistance applications.
- With the restoration of power following a major disaster, property damage assessments made by computer, using local tax assessment information, would be far more accurate than current assessments.

**ISSUE:** FEMA needs operational office space immediately after, and sometimes during, a major disaster in the local disaster area.

**FEMA Renewal Initiatives:** The U.S. Department of Agriculture (USDA) currently has an extension office that serves every county in the Nation. The feasibility of entering into a cooperative agreement with USDA that would allow FEMA to use the local USDA extension office facilities, telephones, and other equipment for a stated period of time following a major disaster will be explored.

**Key Initiative Features:**

- It is difficult at best to work out of a hotel room in an unfamiliar town. The cooperation of an existing federal unit could greatly increase the speed with which FEMA could set up shop locally.
- The cost of working out of government-owned facilities would be far less than public facilities.

**ISSUE:** To reach an acceptable level of risk reduction, the Federal Government must take the lead and provide to state and local governments and the private sector incentives to undertake mitigation. Incentives, combined with enactment and enforcement of risk-reducing building codes and land use ordinances, will ensure a safer built environment as well as reduce the potential federal and state outlays for future disasters.

**FEMA Renewal Initiatives:** One mitigation mechanism is to establish risk-reduction enterprise zones in communities at high or moderate risk from natural disasters. The goal of the enterprise zone would be to make its buildings and infrastructure, over a period of time, models of safety. A comprehensive plan would be designed for each zone, using a combination of existing federal and state programs and incentives.

**Key Initiative Features:**

- Remove regulations and restrictions to allow communities to combine funds from multiple federal programs in the community into one fund to support the enterprise zone project.
- Propose legislation to offer tax deductions for materials used in retrofitting existing buildings for business purposes, allowing businesses to deduct 100 percent of their retrofitting expenses from

their profits for one year, or allowing businesses to add 100 percent of the costs to their losses for the year.

Work with loan guarantors, e.g., SBA, HUD, Freddie Mac, and Fannie Mae, to offer special terms and conditions, such as reduced interest rates, extended repayment terms, or deferred initial loan payments, to applicants for loans to cover mitigation costs.

**ISSUE:** Problems of compliance with the elevation requirements under the National Flood Insurance Program (NFIP) often result from the increased cost of construction to the homeowner when the flood-damaged house must be elevated or changed to meet the current code. Currently, these increased costs must come from the homeowner's pocket as they are not covered under a homeowner's flood insurance policy.

**FEMA Renewal Initiatives:** FEMA proposes to seek legislative authority to provide for the increased cost of construction as part of the standard policy and to establish mitigation insurance as an additional coverage to the basic flood insurance policy. Mitigation insurance would cover claims for repetitive or substantial flood damage and imminent erosion damage.

**ISSUE:** Employees are given limited financial incentives to improve systems or realize substantial cost savings. They must compete for limited funds available through incentive awards programs when it is acknowledged their actions have resulted in cost savings. Managers and employees know that if they do not spend funds allocated to them for projects, the funds will be reallocated and reduced in future years.

**FEMA Renewal Initiatives:** Make available to managers and employees a percentage of cost savings when well-defined projects are completed under budget. By realizing that they will benefit financially, managers and employees have an incentive to find cost-cutting measures that will not impact future budgets or power bases. This initiative would result in:

- An incentive awards bonus program that would provide for participants in a project that results in a cost savings to share up to twenty-five percent of the money not spent.

The remainder of the cost savings would be directed to an Agency trust fund or no-year revolving account for renewal initiatives.

**ISSUE:** Previous disasters, such as the Loma Prieta earthquake, have proved that taking appropriate mitigation actions *before* an event happens will reduce the cost of the disaster after it has occurred. There are few incentives or sources of funding, however, available to state and local governments to undertake mitigation. Mitigation currently is dependent primarily upon funds that become available after a presidential disaster declaration.

**FEMA Renewal Initiatives:** FEMA proposes that legislation be sought to establish a Natural Hazards Mitigation Trust Fund (NHMF) that will support mitigation activities independent of a presidential disaster declaration.

**Key Initiative Features:**

- Seek authority to put five percent of the annual appropriations to the President's Disaster Relief Fund into the Trust fund.
- Seek authority to put up to \$20 million annually from the National Flood Insurance Fund into the Trust fund.
- Seek authority for tax deductibility of all private contributions to the fund.
- Create a first-class U.S. postage stamp that symbolizes emergency management and disaster relief, with one cent of the cost of each stamp going to the NHMF and one cent going to the Disaster Relief Emergency Fund.

**ISSUE:** Disaster Relief funds are limited and must be replenished through congressional appropriations at the time of need, which impacts the federal budget deficit or availability of funds for other intended purposes. A Disaster Relief and Recovery Trust Fund could be built up over time, with contributions through many sources. This fund would be used to

**finance the cost of federal disaster relief programs without conflict with programs and contributions to the American Red Cross and other charitable organizations.**

**Key Initiative Features:** Establish mechanisms for people and organizations to contribute to a Disaster Relief and Recovery Trust Fund through:

- Creating a first class U.S. Postal Stamp that symbolizes emergency management and disaster relief, with one cent for each stamp purchased going to the Disaster Relief and Recovery Trust Fund and one cent going to the Natural Hazards Mitigation Trust Fund.
- Asking Congress to consider adding to the IRS Form 1040 (Individual Tax Return) a box for people to check to contribute \$1 of their tax refund to the Disaster Relief and Recovery Trust Fund.
- Pursuing similar avenues that would allow people and organizations to contribute to funding future disaster relief commitments.

**ISSUE:** The private sector wants to be involved in emergency management programs, especially in response to a disaster of nationwide impact such as Hurricane Andrew or the Great Flood of 1993. Contributions to federal emergency management and disaster relief programs by private sector and commercial organizations are limited or prohibited by governmental rules and regulations. Mechanisms need to be sought before disaster strikes to make use of private sector resources and capabilities in an organized manner. The private sector should have a major role in contributing to a nationwide emergency management capability.

**Key Initiative Features:** As part of the partnership, FEMA will seek ways to bring the private sector into a nationwide emergency management capability. The initiative will pursue such avenues as:

- Relief from governmental regulations which specify restrictions or requirements that could be redirected to emergency management programs—e.g., current licensing requirements for radio

stations to donate air time for public service announcements. In lieu of these free announcements, the station could pay its costs for maintaining status as an Emergency Broadcast Station.

Advertising mechanisms that allow commercial entities to support emergency management, either through promoting self-preparedness of employees or initiating emergency management campaigns.

Ways to use commercial assets, e.g., satellite links or technology, without cost to the government.

Competitive practices that involve the private sector in emergency management campaigns and programs.

**ISSUE: Support the International Decade for Natural Disaster Reduction (IDNDR).**

**Key Initiative Features:** The U.S. is participating in this United Nations' program to significantly reduce natural disaster losses. FEMA will assume a leadership role to initiate disaster mitigation projects and encourage other federal, state, and local agencies to do the same.

## **Fiscal Impacts**

FEDERAL EMERGENCY MANAGEMENT AGENCY										
FISCAL IMPLICATIONS SUMMARY										
Ref	Recommendation	CHANGE IN BUDGET AUTHORITY							5-YRS	Change in FTEs
		Numbers in Millions								
		Fiscal Year								
		1994	1995	1996	1997	1998	1999			
FE	1	Declassify FEMA, emphasize and organize around all hazards	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	0
FE	2	More effective response to catastrophe	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$600.00	\$0.00	0
FE	3	Increase mitigation and reduce the cost of disasters *	\$600.00	\$600.00	\$600.00	\$600.00	\$600.00	\$600.00	\$3,600.00	0
FE	4	Develop skilled management team	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	0
		Total, Federal Emergency Management Agency	\$600.00	\$600.00	\$600.00	\$600.00	\$600.00	\$600.00	\$3,600.00	0
		*Based on a ten year average of appropriations from FY 82-92								
Ref	Recommendation	CHANGE IN OUTLAYS							5-YRS	Change in FTEs
		Numbers in Millions								
		Fiscal Year								
		1994	1995	1996	1997	1998	1999			
FE	1	Declassify FEMA, emphasize and organize around all hazards *	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	0
FE	2	More effective response to catastrophe	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$600.00	\$0.00	0
FE	3	Increase mitigation and reduce the cost of disasters *	\$240.00	\$480.00	\$600.00	\$600.00	\$600.00	\$600.00	\$3,120.00	0
FE	4	Develop skilled management team	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	0
		Total, Federal Emergency Management Agency	\$240.00	\$480.00	\$600.00	\$600.00	\$600.00	\$600.00	\$3,120.00	0
		Assuming the following spendout rates:								
		Yr 1 = .6, Yr 2 = .4, Yr 3 = .2								

## APPENDIX: ACKNOWLEDGMENTS

Abramowitz, Amy, U.S. General Accounting Office

Alston, Maxwell, Department of Defense

Apostolou, Carolyn E., Congressional Research Service

Asher, W. Russell, Federal Emergency Management Agency

Bea, Keith, Congressional Research Service

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Bitoff, John, Adm. (Ret.), City of San Francisco

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Detelbach, Brian A., Staff, Senator John

DeWalt, Dennis, Federal Emergency Management Agency

DiGregorio, Elizabeth, Federal Emergency Management Agency

Ellis, Mary, Federal Emergency Management Agency

Estes, Gary W.

Genega, Stanley G., M.G., Army Corps of Engineers

Goodpaster, Andrew J., General, U.S. Army (Ret.), Atlantic Council of the U.S.

Grossweiler, Phillip, State of Texas

Hecker, Edward, Army Corps of Engineers

Heiser, Chris, Office of Management and Budget

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Hwang, John, Federal Emergency Management Agency

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Skinner, Richard, Federal Emergency Management Agency

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Stahlschmidt, Patricia, Federal Emergency Management Agency

Stevens, Bob, Federal Emergency Management Agency

Taylor, James, Federal Emergency Management Agency

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Tidball, William C., Federal Emergency Management Agency

Townley, Captain, U.S. Coast Guard

Tsai, Frank Y., Federal Emergency Management Agency

Vogel, Martina A., Federal Emergency Management Agency

Volland, Robert H., Federal Emergency Management Agency

Wall, Edward M., Federal Emergency Management Agency

Warren, Daniel W., III, Federal Emergency Management Agency

Wise, William M., Office of the Vice President

Witt, James Lee, Federal Emergency Management Agency

Zensing, Laurence W., Federal Emergency Management Agency



# Federal Emergency Management Agency

Washington, D.C. 20472

APR 26 1993

**MEMORANDUM FOR:** Associate Directors  
Administrators  
Inspector General  
Regional Directors  
Office Directors

**FROM:** *James L. Witt*  
James L. Witt  
Director

**SUBJECT:** Transition Issues

The Transition Coordination Group (TCG) was formed by Bill Tidball on February 4, 1993, to: (1) review the existing organizational briefings currently available; (2) develop a fundamental agencywide consistency to these briefings; and (3) provide a forum to address any transition issues, briefings or other actions as may be necessary in the near future to ensure an efficient transition for the incoming management team.

This group of FEMA career employees representing all five directorates and Regional Liaison accomplished their first two tasks in outstanding fashion and provided some excellent background material as a result of the third task. We are now in a much better position to tell our FEMA story, in a consistent manner, across the Agency than ever before.

In keeping with my overall goal of FEMA renewal, I would like to continue the good work and the Agency partnership already established by this group. I am, therefore, continuing this Transition Coordination Group, in its present form, and asking the current members to remain working for the next 90 days in support of the Agency's mission and organization review activities being conducted by Mr. Harvey Ryland.

cc: TCG Members

Sep 14, 1994

JAMES LEE WITT'S VISION FOR  
TEAMWORK  
At The Top

All Senior Managers

- o Provide leadership for your programs and your people
- o Take care of your employees
- o Satisfy all customers (internal and external)
- o Pull together as one team -- not only as we manage disasters but as we make tough decisions on budgets, priorities, and our day-to-day work
- o Use a common-sense approach to managing
- o Minimize being bureaucratic with each other and with our processes
- o Resolve your individual problems
- o Empower employees to do their jobs

Regional Directors

- o Endorse and demonstrate support for FEMA policies
- o Implement policies through programs, activities in the States
- o Put your very best leadership on the line for your employees, programs, and disasters
- o Provide input and influence budgets, policies, and changes in FEMA

Associate Directors

- o Implement policies through the Regional Directors
- o Task program folks through the Regional Directors
- o Be clear about what you need to get the job done and communicate it to the Regions

## Headquarters Offices

- o Allow reasonable turnaround time for responses and comments from the Regions
- o Avoid red-tape and over bureaucratizing

## Regional Operations (Liz DiGregorio)

- o Liz works directly for James Lee
- o Regions coordinate through Liz to expedite things
- o Utilize Regional Ops as your support

} back of  
off. cc

## Chief of Staff (Bill Tidball)

- o Until Harvey is confirmed, when James Lee is not here, Bill is in charge
- o I support Bill's decisions when I'm not here (he consults)

## Assistant to the Director (Jane Bullock)

- o If Bill is not available, call Jane

## Final Messages

- o Raise issues when I'm not here through Bill, Jane or Liz (issue dependent)
- o Work as one team
- o Trust each other
- o Support each other
- o Address challenges together
- o No tolerance for Regions versus headquarters
- o Be willing to change
- o Acknowledge lot to do in a limited time

**STRATEGIC PLAN**

**FOR THE IMPLEMENTATION OF A**

**NATIONAL PERFORMANCE REVIEW**

**REINVENTION LABORATORY**

**AT FEMA**

## CHARACTERISTICS OF A REINVENTION LAB

### VISION:

CONTINUALLY IMPROVING VALUE TO CUSTOMERS

### LEADERSHIP:

UNLEASHING THE CREATIVITY AND WISDOM IN EVERYONE.

### EMPOWERMENT:

EMPLOYEE TEAMS WITH RESOURCES, MISSION, AND ACCOUNTABILITY

### INCENTIVES:

TIMELY "CARROTS" FOR INNOVATION AND RISK-TAKING.

### ACCOUNTABILITY:

THE CUSTOMER IS ALWAYS RIGHT

## **NATIONAL PERFORMANCE REVIEW**

### **FEMA REINVENTION LABORATORY (ENTIRE AGENCY)**

#### **FEMA LAB MISSION STATEMENT**

**PLACE THAT CUTS THROUGH "RED  
TAPE", EXCEEDS CUSTOMER  
EXPECTATIONS, SAVES MONEY,  
UNLEASHES INNOVATIONS FOR  
IMPROVEMENTS FROM ITS EMPLOYEES,  
AND SERVES AS FERTILE SOIL IN WHICH  
CREATIVE IDEAS CAN BE NURTURED.**

## VISION

CREATE SEVERAL MINI-REINVENTION  
LABS THROUGHOUT FEMA THAT FOCUS  
ON BEST VALUE TO THE CUSTOMER.

CREATE ENVIRONMENTS IN WHICH WE  
CAN DO OUR AGENCY'S WORK BETTER,  
CHEAPER, SAFER AND MORE  
EFFICIENTLY, AND EXCEED CUSTOMER  
EXPECTATION.

## HOW DO WE GET STARTED?

### TEN STEPS

1. DEFINE YOUR LAB
2. CLARIFY YOUR CUSTOMER
3. FORM ALLIANCES
4. ENLIST YOUR EMPLOYEES
5. MEASURE FOR RESULTS
6. IDENTIFY BARRIERS AND GET RID OF THEM
7. UNDERSTAND THE CHANGE PROCESS
8. DEVELOP A PLAN
9. CELEBRATE SUCCESS AND TELL YOUR STORY
10. PLAY A ROLE IN THE LARGER CHANGE PROCESS

IDENTIFY LAB CANDIDATES CONSISTENT WITH THE  
PRIORITIES OF THE DIRECTOR

TRAVEL

PROCUREMENT

PERSONNEL

BUDGETING

REGIONAL OFFICES (3 OR MORE)

DISASTER APPLICATION CENTERS & FIELD OFFICES

TELE-REGISTRATION CENTERS

COMPUTER SECURITY

INFORMATION TECHNOLOGY

- o MAIL ROOM AUTOMATION
- o FORMS AUTOMATION
- o MEMOS TO ALL EMPLOYEES VIA PC

## PRINCIPLES

### I. LEADERSHIP - FROM TOP TO BOTTOM, SIDE WAYS, AND FROM BOTTOM TO TOP

1. AGENCY LEADERSHIP MUST TAKE A DIRECT AND INFLUENTIAL RULE - PROMOTE REINVENTION AND LET ALL EMPLOYEES KNOW THAT THIS IS REAL

#### 2. BUY-IN PROCESS

SEEK TOTAL COOPERATION FROM ALL EMPLOYEES; MANAGERS AND LINE EMPLOYEES

SEEK PARTNERSHIP WITH UNIONS AND STATE AND LOCAL GOVERNMENTS

ENGAGE EVERY MEMBER OF THE LAB TO GET INVOLVED

### II. CREATE A WIN/WIN ENVIRONMENT

1. ENCOURAGE RISK-TAKING

2. "DRIVE OUT THE DUMB" - IDENTIFY AND GET RID OF RULES THAT DON'T MAKE SINCE - HAVE NO VALUE

### III. CELEBRATE AND PUBLICIZE SUCCESSES

1. SPOTLIGHT HEROES

2. LET PEOPLE TELL THEIR STORIES

### IV. MAXIMIZE DOING: MINIMIZE REPORTING

DON'T WASTE PAPER. DON'T BURDEN LABS,  
LET THEM WORK!

### V. HAVE A STRATEGY FOR LONG-TERM CHANGE

## WHAT HAVE WE DONE?

ESTABLISHED NEW MISSION, VISION, GOALS AND OBJECTIVES

REORGANIZED INTO A FUNCTIONAL, STREAMLINED ORGANIZATION

IMPROVED RESPONSIVENESS WHILE DISASTER WORKLOAD INCREASED; EVERYBODY WORKS DISASTERS WHEN THEY STRIKE

CONDUCTING CUSTOMER SURVEYS AT DISASTER SITES TO PROMOTE CONTINUAL SERVICE IMPROVEMENT

RESPONDED TO RECOMMENDATIONS IN THE NPR  
ACCOMPANYING REPORT ON FEMA.

FOUR (4) SUMMARY RECOMMENDATIONS

FEMA01 - SHIFT EMPHASIS TO PREPARING FOR  
AND RESPONDING TO THE CONSEQUENCES OF  
ALL DISASTERS

FEMA02 - DEVELOP A MORE ANTICIPATORY AND  
CUSTOMER DRIVEN RESPONSE TO CATASTROPHIC  
DISASTERS.

FEMA03 - CREATE RESULTS-ORIENTED  
INCENTIVES TO REDUCE THE COSTS OF A  
DISASTER.

FEMA04 - DEVELOP SKILLED MANAGEMENT  
TEAM AMONG POLITICAL APPOINTEES AND  
CAREER STAFF.

15 SUB-RECOMMENDATIONS

LAST UPDATED ON FEBRUARY 24, 1994

STARTED ACTION ON 93% OF THE EXPECTED NPR  
RECOMMENDATIONS ON FEMA

## FEMA RENEWAL

### PROPOSED REINVENTION STARTING-POINTS

1.) FEMA RENEWAL<sup>QUALITY</sup> COUNCIL (RC)<sup>Q</sup>

The RC will reinvent systems and redesign programs needed to generate enthusiasm and cooperation among all FEMA employees and partners for a nation-wide emergency management commitment to excellence in the protection of the public from natural and man-made hazards.

It will emphasize innovation, quality, responsiveness to customers, and benefits to taxpayers. It will assist in FEMA's lab process, ensuring that quality management principles are adopted, processes and systems are reengineered, performance is measured, and applicable NPR recommendations are implemented.

2.) FEMA IDEA HOT LINE

- o 1-800-646-IDEA
- o Send ideas via computer (e.g., cc mail)

3.) PUBLICITY (e.g., GOOD NEWS or SUCCESS)

The newsletter will keep employees up-to-date on FEMA's Renewal efforts, actions taken on NPR initiatives, success stories, lab (i.e. mini-labs), etc. It will be a means through which innovators, heroes, teams, and cross-cutting organizations can be recognized and rewarded for their creativity and commitment to making FEMA work better.

4.) REINVENTION CONFERENCE

Have a FEMA conference on reinvention at HHS Auditorium and invite all employees and unions to attend. Invite key NPR staff (Bob Stone, Doug Farbrother, Greg Woods, etc.) to speak about reinvention and labs.

5.) REINVENTION PLEDGE CHART

Construct a large chart (board) with a Renewal/Reinvention Theme and pledge statement, and place in the lobby entrance. The Director, senior managers and union personnel will acknowledge their support by being the first to sign. All employees and partners will be welcomed to sign their names in support of reinvention.

After a period of a month, a picture will be taken of the chart and it will be reduced to wallet size and laminated. A copy will be made available to all employees and partners.

## **NEW JOB OF THE FEDERAL EXECUTIVE**

- 1. GET EMPLOYEES TO WORK OUT GOALS**
- 2. CROSS BOUNDARIES; USE TEAMWORK**
- 3. EMPOWER EMPLOYEES**
- 4. FOCUS ON CUSTOMER SERVICE**
- 5. COMMUNICATE WITH ALL EMPLOYEES**
- 6. ENCOURAGE INNOVATION -- "JUST DO IT"**
- 7. MEASURE RESULTS, NOT INPUT/PROCESS**

**AL GORE, 1994**

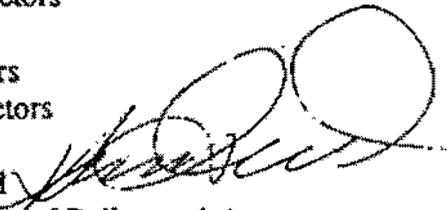


# Federal Emergency Management Agency

Washington, D.C. 20472

MAR 28 1994

**MEMORANDUM FOR:** Associate Directors  
Administrators  
Office Directors  
Regional Directors

**FROM:** Harvey Ryland   
Director, Office of Policy and Assessment

**SUBJECT:** Candidates for Reinvention Mini-Laboratories

An important component of Vice President Gore's National Performance Review (NPR) process is the conduct of Reinvention Laboratories. Our entire Agency is a NPR Reinvention Laboratory (lab), which will include a series of mini-labs.

The lab process is an opportunity for us to increase our emphasis on innovation, quality and responsiveness to customers. A lab should be viewed as a place that cuts through "red tape," exceeds customer expectations, unleashes innovations for improvements from its employees, and serves as fertile soil in which creative ideas can be nurtured. On March 17, 1994, my office briefed the FEMA Labor-Management Partnership Council on our preliminary reinvention thoughts. Their comments and views are being considered as we develop our strategy for implementing and steering the lab process at FEMA.

I know that you and many of your employees are currently involved in creative activities that may qualify as a reinvention mini-lab (i.e., doing our Agency's work better, cheaper, safer and more efficiently). I encourage you to identify those endeavors, as well as present those innovative ideas that can be adopted immediately without experimentation. To assist you in developing your mini-lab framework, a standard outline is on the back of this memorandum for your consideration. Please limit each lab proposal response to 1 page (see GSA examples). Also attached is a copy of the NPR general description of a lab.

The NPR has advised us that the Vice President has expressed an interest in possibly visiting some agencies' field locations to see their innovative activities. It is expected that these visits will occur over the next two months while he is traveling across the country. I would like to offer some of your mini-labs to the NPR for the Vice President's consideration. Please provide your response to Calvin Byrd, OP, Room 825, by April 1, 1994.

Should you have any questions, contact Mr. Byrd at (202) 646-2686 and fax at (202) 646-4215.

Attachments

cc: FEMA Labor-Management Partnership Council

## STANDARD CONTENT FOR FEMA MINI-LAB PROPOSAL

### LAE IDENTIFICATION:

- o Title of Mini-Lab
- o Lab location, and leader's name and phone number
- o Estimated start and ending dates

### RATIONALE:

- o How does the proposal relate to the themes and priorities in the FEMA Renewal and NPR reports.
  - Why is the activity worth doing
  - Will it cut red tape; shift from accountability for following rules to achieving results
  - Will it put the customer first and improve customer service
  - Will it empower employees to get results; allow line workers to make decisions
  - Will it cut back to basics; eliminate the obsolete and duplication
  - Will it improve employee morale
  - Will it include partnerships, i.e., unions, other federal agencies, States and local governments
  - Is it innovative
  - Will it save lives, prevent injuries, and/or save property
  - Will it save the taxpayer money

### METHODOLOGY:

- o Overview of current operation and the proposed changes.
- o Identify and briefly explain the rules, regulations, and/or policies that need to be waived, if any, or other potential obstacles. Indicate the agency/person that has the authority to grant a waiver (s) or remove the obstacle(s).
- o Identify any "seed" resources that may be required, such as funding, equipment, information technology, financial estimates, graphics, etc.

### ANTICIPATED OUTCOMES:

- o What is the expected outcomes (i.e., goals and expectations), for example, FEMA and/or Government-wide savings, increased customer satisfaction, increased effectiveness, and why it is anticipated.
- o For measurement purposes: Identify resources used in dollars and FTE, workload, and performance indicator for the current method of operation and changes, if any, estimated for the new method of operation. What other criteria will be used to measure results.



General Services  
Administration

## Reinvention Laboratory

REINVENTING FOR  
**Results**

### Governmentwide Electronic Mail Lab

#### Objective

Plan for, demonstrate and support interagency electronic mail for selected government offices and their constituencies.

#### How It Works/ What It Does

- Focus on selected pilot groups with known mission objectives.
- Provide a prototype demonstration center through partnership with industry, state/local government.
- Provide central support, e.g.,
  - technical Help Desk;
  - directory services; and
  - value added information services.
- Transition pilot groups from paper process to e-mail enhanced process
- Document pilot group "case studies", e.g.,
  - business case;
  - measures of success; and
  - transition plans.
- Supports activities of OMB's E-mail Task Force.

#### Expected Outcome

- Improved operations of participating offices, e.g.,
  - reduce paper work;
  - improve customer satisfaction; and
  - increase productivity.
- Participate in regional demonstration centers.
- Identify ongoing requirements for governmentwide e-mail services.
- Provide transferable knowledge of e-mail applications.
- Broad Government adoption over time.

#### Contact

Tom DeWitt, Project Manager

Office of Telecommunications Services

Information Resources Management Service

Phone (202) 501-0139

(703) 305-6213

If you have questions  
about GSA's Reinvention  
Lab, please contact Daniel  
DeWitt in the Office for the  
New GSA, 202/501-1571.



## General Services Administration

# Reinvention Laboratory

REINVENTING FOR  
**Results**

## Contract Procedures Lab

### Objective

To enhance delivery of service to clients by empowering contracting officers to take responsibility for exercising good judgment and producing timely quality contracts.

### How It Works/ What It Does

The Contract Procedures Lab seeks to reinvent the way in which Public Buildings Service contracts are reviewed and awarded in GSA Region 5. It

- Eliminates several mandatory steps in contract pre-award review;
- Focuses the responsibility for "doing it right the first time" on the contracting officers;
- Empowers contracting officers to use professional judgment, to create innovative solutions and to take intelligent business risks;
- Provides for review and assistance by others at the discretion of the contracting officer; and
- Promotes improved delivery time and customer satisfaction.

### Expected Outcome

- Procurement times will be reduced, thereby improving customer service delivery.
- Responsibility will be more focused.
- Employee morale will increase as responsibility becomes clearly defined and trust and empowerment becomes obvious.
- Legal reviews will be more efficient and "private sector-like," being sought when needed rather than mandated by rigid process control.
- Other external reviewers will provide increased training and optional assistance, rather than mandatory reviews.

### Contact

Paul D. Rasmussen, Director  
Regional Acquisition Management Staff, Region 5  
Telephone (312) 886-6927  
Fax (312) 886-9893

# Wouldn't You Like to Work in a Place Like This?

## Information about a National Performance Review's Reinvention Lab

### Statement

A Reinvention Lab (RL) is a place that cuts through "red tape," exceeds customer expectations, and unleashes innovations for improvement from its employees.

### Vision

Create a Reinvention Lab which centers on value to the customer.

### Principles

#### I. Leadership in Action

1. Ownership of the Lab by Cabinet Member or Agency Head - It is vital to the success of the Lab that the Cabinet Member or Agency Head take a direct and influential role. The Lab should be treated as an area with special importance to the future of the Department or agency. Redirect headquarters' efforts away from restricting, and more toward facilitating or helping.
2. Buy-in by Process Owner (Lab Head) - Only choose an area of your Department or agency for a Lab when the total cooperation and enthusiasm of the person who is responsible for the daily activities of the Lab is certain. Strengthen the Lab Head's incentive and ability to effect change and save money.
3. Engage every member of the Lab to get involved - The Lab will be only as successful as the weakest member. Get every person in the Lab involved with the reinvention in some manner. By treating everyone in the Lab as a valued contributor, you are sure to engender trust among the participants. Organizations with a foundation of trust are capable of providing quality service. Give more authority to the doers, link responsibility with authority, and push both down to lower organizational levels.

## II. Create a "Win/Win" Environment

1. Encourage risk-taking - Trying to reinvent government is a major opportunity and will succeed only if risks are taken in the Labs. Encourage risks and opportunity seeking - create an environment where risk is the norm - where it is not met with censure. The Lab must be a "safe harbor" for innovation. Value and recognize courage and initiative!

2. "Drive out the dumb" - The Lab will be successful only if you waive as many cumbersome regulations as possible. Don't let antiquated and obsolete rules and regulations or the blockers in your organization sabotage quality and innovation. Have employees at the Lab treat the government's money as carefully as they treat their own.

## III. Celebrate and Publicize Successes

1. Spotlight on heroes - Make "stars" out of the people in the Lab who are on the forefront of change. Every new undertaking needs new heroes; uncover as many of them as possible.

2. Let people tell their stories - Letting a person tell their story themselves is both a form of recognition and the best publicity. Give the stars in the Labs ample opportunity to tell their stories and see how many others will work hard to be in the same position.

## IV. Maximize Doing; Minimize Reporting

Don't waste paper. NPR recommends that Labs not be required to file progress reports with the Departments and agencies. When a progress report is needed, go to the site of the Lab and see what is going on. You may not believe this, but do not spend any time, energy or resources filing progress reports with NPR. The best reports of all are publicized success stories and lessons learned.

## V. Have a Strategy for Long-term Change

When successful innovations and better ways of doing things start pouring out of the Lab, set up a strategy to cross-fertilize them into other components of your Department or agency. Plan to share your successes and lessons learned with others outside of your organization, e.g., with other Labs; other government agencies; academic, private sector, professional and non-profit organizations.

*If you have any questions about Reinvention Labs, please call the National Performance Review's Outreach Team at 202-632-0150 or write to: Reinvention Labs, National Performance Review, 750 17th Street, N.W., Suite 200, Washington, D.C. 20006.*

MEMORANDUM FOR: Associate Directors  
Administrators  
Office Directors

FROM: James L. Witt  
Director

SUBJECT: FEMA Renewal <sup>Quality</sup> Council

The recent reorganization of our agency was in line with Vice President Gore's National Performance Review (NPR) guiding principles, and was an initial step in the FEMA Renewal process. Other important NPR initiatives include the continued implementation of NPR recommendations and the conduct of Reinvention Laboratories. The Office of Policy and Assessment (OP) is responsible for providing guidance and coordinating our participation in NPR initiatives, to include our Reinvention Lab activities (lab). To assist OP in its efforts to steer and involve all employees in this process, I am establishing a FEMA Renewal Council (RC).

The RC will emphasize innovation, quality, responsiveness to customers, and benefits to taxpayers. It will ensure that quality management principles are adopted, processes and systems are reengineered, performance is measured, and applicable NPR recommendations are implemented. The RC will steer our lab, which includes our entire Agency. The success of this dynamic effort will be defined by employees imagination, risk-taking, overcoming impediments, and increasing customer focus. Attached is some information about a NPR reinvention lab.

I ask that you designate a senior manager to serve on the RC. Union representatives, as appropriate, will also be invited to participate. I appreciate you giving this your personal attention by encouraging, supporting and empowering your employees to be creative and involved in the FEMA Renewal. This is a high priority of mine and I expect your full support.

Please send the name of your representative to Calvin Byrd, OP, by March 25, 1994. Should you have any questions, Mr. Byrd can be reached at (202) 646-2686.

Attachment

3/26/94

**REVIEW OF FEMA'S MISSION AND ORGANIZATION**

JUNE 24, 1993

## TABLE OF CONTENTS

<u>TITLE</u>	<u>PAGE</u>
INTRODUCTION.....	4
MISSION.....	5-12
Perceptions and Expectations	5
FEMA as 1st Responder	7
National Security Mission	8
FEMA Mission Statement	10
GCALS.....	13-36
Establish Goals	13
Congressional Oversight	14
Legislative Amendments	15
Balanced Approach to Emergency Management	20
Mitigation	21
Funding	25
Expedite Disaster Requests	28
Revised Emergency Management Plan	29
OBJECTIVES.....	37-59
Standards and Accountability	37
Disaster Recovery Plan Modifications	41
Graduated Disaster Scale	44
Pre-deployment	46
Housing Standards	47
Application Process	48
Inspection Process	51
Damage Assessment	52
Structural Standards	55
Wind Speed	57
Hurricane Zone	57
State Emergency Management Capabilities	58
ORGANIZATION.....	60-91
Leadership	60
Political Appointments	61
White House Role	61
Emergency Management Training	62
State Emergency Management	66
Internal	69
Exercises	71

FEMA as an Emergency Management Organization	71
Organization Structure	74
National Preparedness Function	76
Strategic Planning Function	77
Resource Management Evaluation Office	79
IRM Function	79
External Affairs	80
Financial Management	81
Regions	82
Fire Administration	83
Federal Insurance Agency	84
Military's Role in Disaster Response	85
Disaster Response Unit	88

REFERENCES.....92

## INTRODUCTION

This SUMMARY is designed to facilitate the Director's review of the many recent reports which included recommendations concerning redefining FEMA's mission and organization.

The basic reference for this SUMMARY is the Emergency Response Study Group's ( ERSG ) REPORT, supplemented extensively by documents which were not available at the time the ERSG report was produced. In total this SUMMARY consists of a review of 23 separate current and relevant documents.

This SUMMARY is divided into four major categories:

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|---------------------|--|
| <b>MISSION</b>      | To create a logical sense of mission based on the vision of a federal agency which provides the highest level of performance and reliability in integrating and coordinating an all hazards emergency management program for all levels of government. |
| <b>GOALS</b>        | Develop several broad emergency management policies around an articulated set of values which concentrate on an all four functions of emergency management: mitigation, preparation, response and recovery.  |
| <b>OBJECTIVES</b>   | Create a framework for accomplishing the MISSION and GOALS around measurable standards.  |
| <b>ORGANIZATION</b> | To build a single, coherent and well organized Agency which will effectively and efficiently deliver a rapid and coordinated joint federal, state-local emergency management response to meet the immediate needs of disaster victims.                 |

This document consists of both statements and recommendations as they are related to the above categories.

## MISSION

### PERCEPTIONS AND EXPECTATIONS

**STATEMENT:** The goal behind FEMA's creation and the Federal performance in responding to catastrophic disasters have not lived up to expectations. Responsibility for this failure lies with both the Presidency and Congress, and with both the public and its leaders.

**SOURCE:** NAPA- COPING WITH CATASTROPHE

**STATEMENT:** FEMA has had a history of identity crises. The Agency was formed from parts of other autonomous organizations.

Never having exerted the discipline to define and articulate an Agency vision, the Agency has been largely defined by the expectations and perceptions of others.

**SOURCE:** ERSG REPORT

**STATEMENT:** Perception: FEMA fretted over who was responsible for what and who would pay for it all.

**SOURCE:** FEMA FAB

**STATEMENT:** Perception: According to State and local officials, nuclear defense concerns still predominate what type of activities qualify for civil defense funding. Civil defense funds did not correspond to their areas' disaster response priorities.

**SOURCE:** CONGRESSIONAL RESEARCH SERVICE

**STATEMENT:** FEMA is misunderstood because it never clearly articulated its purpose and mission, partly as a result of a lack of a consensus definition of the Federal role in emergency management, and the Agency's inability to overcome stove-piping and to enforce corporate discipline over fiefdom (sic) gratification.

**SOURCE:** ERSG REPORT

**STATEMENT:** As a result of stove-piping and lack of cohesion, FEMA's external audiences receive contradictory signals about what it is and what it can do.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** A Presidential Task Force is needed to examine the roles of local, State and Federal government regarding the issue of disaster response.

**SOURCE:** WELDON TESTIMONY

**RECOMMENDED:** Increase FEMA efforts in areas of public awareness, and "educate" other Federal agencies, the Congress, governors, and various State and local officials in order to decrease unrealistic expectations of Federal relief capabilities.

**SOURCE:** FEMA FAB

**RECOMMENDED:** FEMA should initiate a broad public awareness program directed to the local government and family level, to frame correctly the pre-disaster and immediate post-disaster expectations of Federal responsibilities and capabilities.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** The Agency should mount a broad educational effort to inform Federal, State, and local agencies, Congress, the public, and the media of the FEMA role and mission.

**SOURCE:** FEMA FAB  
FEMA RD

**RECOMMENDED:** There is a need for a national convocation on the subject of emergency management in order to achieve consensus on the roles and responsibilities of the respective levels of government.

**SOURCE:** NAPA- COPING WITH CATASTROPHE

FEMA AS THE 1ST RESPONDER TO A DISASTER SITUATION

There is a generally accepted consensus that the Federal government should not be the first responder in a disaster situation.

RECOMMENDED: FEMA as the "911" of the Federal government.

SOURCE: MIKULSKI STATEMENT

STATEMENT: The Federal government as "911" flies in the face of 200 years of federalism.

SOURCE: NAPA- COPING WITH CATASTROPHE

STATEMENT: Perception: FEMA should be the government's 911.

SOURCE: FEMA FAB

RECOMMENDED: FEMA not the "first responder"

SOURCE: FEMA FAB

STATEMENT: The expectation that FEMA will be the Federal government's 911, that is not supported by the Agency's authorities or organization.

SOURCE: FEMA FAB

RECOMMENDED: FEMA should not be a first responder unless precisely and clearly designated. If so designated, it needs legislation, funding, Congressional and Presidential support.

SOURCE: MUXO STATEMENT -CITY MANAGER HOMESTEAD FLA.

STATEMENT: The role of the Federal government in disaster response for extraordinary situations as the first responder is neither universally clear nor accepted, because by law Federal disaster assistance is designed to be supplemental to State and local disaster response and recovery efforts:

SOURCE: NAPA- COPING WITH CATASTROPHE

STATEMENT: While there is acceptance of the necessity for the Federal government to intervene unilaterally when a local government cannot meet emergency needs there is no explicit authority for the Federal government to prepare itself to perform in this manner.

SOURCE: GAO SENATE / HOUSE TESTIMONY

STATEMENT: The requirement for Federal involvement is inversely proportional to the response capabilities of the State and local governments, and that FEMA should do more to increase these capabilities.

SOURCE: GAO SENATE / HOUSE TESTIMONY

STATEMENT: FEMA has the authority to guide, but not to direct State and local governments.

SOURCE: CONGRESSIONAL RESEARCH SERVICE  
WELDON TESTIMONY

STATEMENT: In emergency management, there is an important leadership role for the public sector that should be filled by the Federal government.

SOURCE: AMERICAN RED CROSS

NATIONAL SECURITY MISSION

STATEMENT: Perception: FEMA's national security mission is out of date.

SOURCE: NAPA- COPING WITH CATASTROPHE

STATEMENT: The failure of the Agency to accept that its national security mission is out of date. With the end of the Cold War and the continued reduction of nuclear arms in the world, the need for special national security emergency facilities diminishes.

SOURCE: MIKULSKI TESTIMONY

RECOMMENDED: Changed world conditions also seem to suggest that the national preparedness staff at FEMA and related resources might be significantly reduced.

SOURCE: FEMA FAB

**STATEMENT:** The change in the external threat to the United States, has affected FEMA's requirements.

**SOURCE:** MUXO STATEMENT -CITY MANAGER HOMESTEAD, FLA.

**STATEMENT:** FEMA is an excellent example of an organization with once onerous security requirements that the Security Board believes are no longer relevant, or in any way comparable to previous times.

**SOURCE:** GAO SENATE / HOUSE TESTIMONY

**RECOMMENDED:** An update of FEMA's national security mission should be undertaken in order to properly allocate resources in preparation of and support for FEMA's current all-hazards mission.

**SOURCE:** MIKULSKI TESTIMONY

**RECOMMENDED:** Update FEMA's national security mission.

**SOURCE:** FEMA FAB

**RECOMMENDED:** Declassify unnecessarily classified functions, which could specifically result in shared use of some current technology and resources.

**SOURCE:** FEMA FAB

**RECOMMENDED:** Declassify unnecessarily classified functions to foster shared use of technology.

**SOURCE:** CONGRESSIONAL RESEARCH SERVICE

**STATEMENT:** A basic purpose of all of FEMA's programs is to help US citizens survive and recover from emergencies. Clearly, this must include all kinds of large-scale emergencies that may confront the nation, from natural or man-made emergencies through attack on the US. But there is a clear consensus that the Agency focuses an inappropriate proportion of its resources on the latter.

**SOURCE:** OIG REPORT-ANDREW

**RECOMMENDED:** Redirect resources from FEMA's national security emergency preparedness mission to its domestic disaster programs.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** The Security Practices Review Board sees a need to reduce security clearances, and the FAB states that declassifying functions where possible would have the effect of opening communication.

**SOURCE:** FEMA FAB

**RECOMMENDED:** MATTS and MERS were effective in providing immediate communication capability in the disaster area, enabling the FCO and response teams to render assistance in a timely manner. MATTS and MERS resources should only be deployed in direct support of the FCO.

**SOURCE:** FEMA EVALUATION ANDREW, INIKI, OMAR

**RECOMMENDED:** Eliminate the term "civil defense" from the lexicon. It has come to mean too many different things and suffers from a negative connotation.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** Remove the triangle from the FEMA logo.

**SOURCE:** ERSG REPORT

#### FEMA MISSION STATEMENT

**STATEMENT:** A diverse mission cutting across many fields and levels of government is a perfect setting for unrealized expectations. Federal/State/local relations are complex and often highly conflicted regarding emergency mitigation, preparedness, response and recovery.

**SOURCE:** NAPA-- COPING WITH CATASTROPHE

**RECOMMENDED:** FEMA's mission should include a spectrum of concerns, from national security threats through natural and technological hazards, and should include the four key components of integrated emergency management: mitigation, preparedness, response and recovery. Balance is lacking and, in fact, mitigation and preparedness receives secondary consideration to the more immediate concerns of the disaster response and recovery.

**SOURCE:** FEMA FAB

**RECOMMENDED:** Create a clear FEMA mission statement that incorporates the four key components of integrated emergency management ( Mitigation, Preparedness, Response and Recovery).

**SOURCE:** FEMA FAB

**RECOMMENDED:** Consolidate into one agency the full spectrum of mitigation, preparedness, response and recovery.

**SOURCE:** FEMA FAB

**STATEMENT:** FEMA needs a clear statement of agency mission.

**SOURCE:** FEMA EVALUATION-HUGO

**RECOMMENDED:** Educate the White House, Congress, other Federal agencies, State and local agencies, and the media about FEMA's broad mission, encompassing the spectrum of mitigation, preparedness, response and recovery activities for all hazards, from national security to natural and technological hazards.

**SOURCE:** FEMA FAB

**RECOMMENDED:** Educate State and local decision makers-outside the emergency management community about Federal disaster assistance programs.

**SOURCE:** GAO SENATE / HOUSE TESTIMONY

**RECOMMENDED:** Define an Agency mission that incorporates the four key components of emergency management (mitigation, preparedness, response and recovery) and provides a flexible orientation to all hazards.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** Clearly and consistently articulate the Agency's mission, goal and objectives to the emergency management community. Broadcast Agency progress in achieving goals.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** Provide leadership in defining such terms as, "activate" or "response". Educate the community of interest on the definitions.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** An Agency mission statement should:

- Endorse an Agency concept that combines and coordinates the four key components of integrated emergency management: mitigation, preparedness, response, and recovery;
- Address a spectrum of concerns, from national security threats through natural and technological hazards.

**SOURCE:** FEMA FAB

**RECOMMENDED:** Emphasize Federal Agencies perform a supporting role and must remain sensitive to State Requirements

**SOURCE:** HARVARD NATIONAL SECURITY RESEARCH PROJECT

**STATEMENT:** Because FEMA has no shared vision, mission or values, it also has no agency-wide strategy for the priorities of the agency and its programs.

**SOURCE:** NAPA COPING WITH CATASTROPHE

**RECOMMENDED:** Create a coherent sense of mission centered on the vision of a high-performance, high-reliability agency of government capable of integrating and coordinating the federal government's emergency management functions.

The primary emphasis would be on domestic civil emergencies and disasters -- and on all four functions of emergency management: mitigation, preparation, response and recovery.

**SOURCE:** NAPA COPING WITH CATASTROPHE

**RECOMMENDED:** Give priority to assuring the agency is as prepared as possible for the next catastrophe, i.e., position the agency to "manage the hell out of moments of truth."

**SOURCE:** NAPA COPING WITH CATASTROPHE

**RECOMMENDED:** "FEMATize" any external statement.

**SOURCE:** ERSG REPORT

## GOALS

### ESTABLISH GOALS

**STATEMENT:** FEMA's goals and objectives are poorly defined or missing.

**SOURCE:** 1983 GAO REPORT-MANAGEMENT OF FEMA

**RECOMMENDED:** FEMA must review the goals established in the aftermath of the 1989 disasters, evaluate their validity in light of the recent experience in Andrew and Iniki, and reestablish a comprehensive set of goals complete with firm target dates and the names of accountable project leaders.

**SOURCE:** FEMA EVALUATION ANDREW, INIKI, OMAR

**RECOMMENDED:** FEMA should immediately develop a broad strategy for the federal emergency management function. The strategy should identify several broad goals.

**SOURCE:** NAPA COPING WITH CATASTROPHE

**RECOMMENDED:** The Federal government's strategic goals with regard to emergency management must become the bases for operational planning around each of the Emergency Support Functions established in the FRP.

**SOURCE:** NAPA COPING WITH CATASTROPHE

**RECOMMENDED:** Develop a strategic policy statement outlining the several broad emergency management policy goals.

Work with agency employees to articulate a set of values centered on:

Minimize losses from disasters.

Help victims to survive, recover and restore their lives.

Integrate more effectively the functions of emergency management (mitigation, preparedness, response and recovery).

Establish a service-oriented approach to dealing with the all customers.

Maintain control of Federal costs.

**SOURCE:** NAPA COPING WITH CATASTROPHE

CONGRESSIONAL OVERSIGHT

**RECOMMENDED:** Designate a single "emergency management" committee in each House of Congress with jurisdiction over the laws that apply to FEMA.

**SOURCE:** NAPA-COPING WITH CATASTROPHE

**RECOMMENDED:** Congressional oversight must be simplified. FEMA must initiate this effort to complete it, since, under the current system, individual organizations within the Agency are supported to the detriment of coherent agency policy development.

**SOURCE:** FEMA FAB

**RECOMMENDED:** Establish Select Committee on disaster preparedness and response.

**SOURCE:** WELDON TESTIMONY

**STATEMENT:** Congressional jurisdiction of emergency management is so splintered that no single authorizing committee has the ability or interest.

**SOURCE:** NAPA-COPING WITH CATASTROPHE

**STATEMENT:** The Congressional committee structure and appropriations process is not necessarily consistent or reflective of the emergency management needs at the local, State or Federal level.

**SOURCE:** ERSG REPORT

**STATEMENT:** FEMA's relative importance varies from committee to committee making its relationships needlessly complex and limiting the attention that is paid to comprehensive emergency management measures.

**SOURCE:** ERSG REPORT

**STATEMENT:** The fragmented oversight structure fosters FEMA's stovepipe organizations and individual fiefdoms (sic).

**SOURCE:** FEMA FAB

**STATEMENT:** Appropriations-specific restrictions have impeded the transfer of funds and have contributed to FEMA's inability to build capacity and consistency within the states, thereby straining intergovernmental relations and contributing to the public's negative perceptions of FEMA.

**SOURCE:** ERSG REPORT

**STATEMENT:** The overlapping committee structure has made it difficult for Congress to review comprehensively FEMA's operations and the roles of local, State and Federal Governments.

**SOURCE:** ERSG REPORT

#### LEGISLATIVE AMENDMENTS

**RECOMMENDED:** Request that Congress amend the Stafford Act which would create a comprehensive emergency management legislative vehicle that defines and combines the functions of mitigation, preparedness, response and recovery.

**SOURCE:** NAPA-COPING WITH CATASTROPHE

**RECOMMENDED:** Request from Congress appropriations to convene a "community of interests" forum to formulate a new statutory basis for comprehensive emergency management and to address the emergency management roles of the local, State and Federal levels.

**SOURCE:** NAPA-COPING WITH CATASTROPHE

**RECOMMENDED:** Re-examine existing authorities to determine what flexibility there are for restructuring FEMA. Revise the budget and operational plans to achieve a functional approach to emergency management rather than a program specific one.

**SOURCE:** NAPA-COPING WITH CATASTROPHE

**RECOMMENDED:** FEMA should support/propose legislation to create a Federal all-hazards insurance program, which would expand the flood mitigation program into an integrated, multi-hazard approach.

**SOURCE:** NAPA-COPING WITH CATASTROPHE

**STATEMENT:** Although there are many Federal programs and policies dealing with pre-and post disaster hazard mitigation, there is no single Federal authority that coordinates the full range of post-mitigation programs and activities of Federal agencies.

**SOURCE:** FEMA REPORT-HUGO

**RECOMMENDED:** Eliminate dis-incentives in the NFIP such as the requirement that NFIP only pay for actual losses and not for increased construction costs associated with mitigation. FEMA should propose legislative changes to allow for greater funding of mitigation programs through the NFIP.

**SOURCE:** ERSG REPORT

**RECOMMENDED:** Issue an Executive Order that expands the 1980 OMB directive for flood disaster recovery to cover Federal post disaster mitigation policy for all natural disasters.

**SOURCE:** FEMA REPORT-HUGO

**RECOMMENDED:** Revise legislative mandates, budgetary practices, and amend programmatic guidelines to give both the Federal government and States more flexibility to meet emergency preparedness requirements.

**SOURCE:** OIG REPORT-ANDREW

**RECOMMENDED:** Develop a new legislative and budgetary scheme free of the statutory restrictions that prevent or complicate the consolidation of related planning and preparedness programs.

**SOURCE:** OIG REPORT-ANDREW

**RECOMMENDED:** Develop a legislative proposal to combine the Temporary Housing Grant Program, Individual and Family Grant Program, and Small Business Administration Disaster Loan Program.

**SOURCE:** OIG REPORT-ANDREW

**RECOMMENDED:** Reexamine all current authorities with an eye toward emphasizing mitigation and preparedness functions, and redirect resources accordingly.

**SOURCE:** ERSG REPORT

**STATEMENT:** Current legislation does not provide clear authority for FEMA to take immediate response to a catastrophic disaster when the State is clearly overwhelmed and has not yet made a request for Federal disaster assistance.

**SOURCE:** FEMA-- HUGO

**RECOMMENDED:** Seek change in the Stafford Act to eliminate requirements for 25% State and local contribution; meanwhile, allow the President to waive 25% contribution for at least 72 hours.

**SOURCE:** NEMA--MYERS

**RECOMMENDED:** Propose legislative amendments to the Stafford Act to provide pre-disaster mobilization and deployment authority.

**SOURCE:** FEMA EVALUATION ANDREW, INIKI, OMAR

**RECOMMENDED:** FEMA should seek Executive and Congressional direction regarding the amount of flexibility authorized to more fully utilize FEMA personnel for disaster operations.

**SOURCE:** FEMA EVALUATION ANDREW, INIKI, OMAR

**RECOMMENDED:** Florida should request that Congress amend the Stafford Act to require the FEMA's representatives to serve more proactive following disasters as advisors to state and local emergency responders and to simplify processes for requesting federal assistance.

**SOURCE:** FLORIDA GOVERNOR'S REPORT

**RECOMMENDED:** Florida should request that Congress amend the Stafford Act to provide for the pre-deployment or immediate activation of the military in response to a catastrophic disaster.

**SOURCE:** FLORIDA GOVERNOR'S REPORT

**RECOMMENDED:** Amend 10 USC 673b which prohibits the President from calling up the reserves or national guard for disaster relief/humanitarian missions.

**SOURCE:** HARVARD NATIONAL SECURITY RESEARCH PROJECT

**RECOMMENDED:** Enact legislation limiting DOD disaster relief/humanitarian operations to 60 days without congressional concurrence.

**SOURCE:** HARVARD NATIONAL SECURITY RESEARCH PROJECT

**RECOMMENDED:** Amend the Stafford Act to allow Federal cost sharing of authorized State precautionary actions prior to impending major disasters, even when a disaster declaration is not subsequently granted.

**SOURCE:** HARVARD NATIONAL SECURITY RESEARCH PROJECT

**RECOMMENDED:** Congress pass legislation to allow the speeding of Disaster Relief funds. To appropriate in advance -- perhaps only for use in the event of a major catastrophe, using the recommended scale.

**SOURCE:** NAPA- COPING WITH CATASTROPHE

**RECOMMENDED:** FEMA's GC should review the current limits of FEMA's authority to mobilize and preposition resources during the warning period of a disaster.

**SOURCE:** OIG REPORT-ANDREW

**RECOMMENDED:** FEMA seek legislation that removes the present ambiguity about Federal authority to prepare for and respond in catastrophic situations.

**SOURCE:** OIG REPORT-ANDREW

**RECOMMENDED:** Reduction in the complexity of disaster aid programs should be accomplished through proposing legislation to reduce the number of programs and administrative changes carried out by FEMA and other Federal agencies.

**SOURCE:** OIG REPORT-ANDREW

**RECOMMENDED:** Legislative authority is needed to ensure that Federal agencies have the ability to unilaterally engage in needs assessment activities in situations in which the State and local authorities are unable to assess and communicate disaster needs.

**SOURCE:** FEMA EVALUATION ANDREW, INIKI, OMAR