

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

**James L. Witt  
Director**

**August 6, 1993  
Washington, D.C.**

9  
X R

# The Renewal of the Federal Emergency Management Agency

*Government is a contrivance of human wisdom to provide for human wants.  
Men have a right that their wants should be provided for by this wisdom.*

Edmund Burke (1790)

What do people want?

They want food, shelter, good health, a chance to earn a living, and a sense of security and stability. It is a terrible truth that disasters can rob people of each and every one of these basic human needs.

Yet, this does not have to be. Many think that disasters, especially natural disasters such as hurricanes, floods, and tornados, are overwhelming events and nothing can be done to minimize the consequences. This is not the case.

There is 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.

If we know how to significantly reduce the consequences of disasters, why have we not done so?

It is not because all of the solutions are too complex. Saving a life can be as simple as knowing where to go when a tornado warning is issued. It is not because all of the solutions are too expensive. 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. FEMA, through the renewal process, is demonstrating its commitment; other federal agencies, state and local governments, and private and volunteer organizations must do the same.

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.

The project to renew, or "reinvent," FEMA was initiated on April 6, 1993, when James L. Witt was sworn in as Director of the Agency. Guidelines were established for the renewal effort based upon the Director's experience in providing emergency management services at the state and local levels, his obligation to implement the policies of the Administration, commitments made to Congress during the confirmation process, and principles of reinventing government.

The scope of the renewal effort included a reexamination of the Agency's mission statement, organizational structure, and major policies and procedures, and making corresponding changes as needed.

This is the vision for the renewal of FEMA.

## 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 reflects all legislative and Executive Order requirements. The mission encompasses all current FEMA responsibilities for natural and technological hazards, and national security.

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.

Systems and capabilities are developed to manage the consequences of all hazards, which is also the best way to accomplish all of FEMA's responsibilities.

The mission is consistent with recommendations made by FEMA employees, representatives of partner organizations, and teams that reviewed the Agency.

This is the mission of the renewed Federal Emergency Management Agency.

## Organization

As part of the renewal process, FEMA has reviewed its fundamental mission and embraced a new statement of mission, which is supported by major policies presented in the next section.

To more effectively and efficiently execute this mission and implement the major policies, a new organizational structure was necessary. The new organization was developed using an open process providing opportunities for participation by all of FEMA's employees. The process involved two major components: (1) requesting input from everyone in FEMA; and (2) analyzing the recommendations included in the numerous reports and studies of FEMA. Some specific renewal activities include:

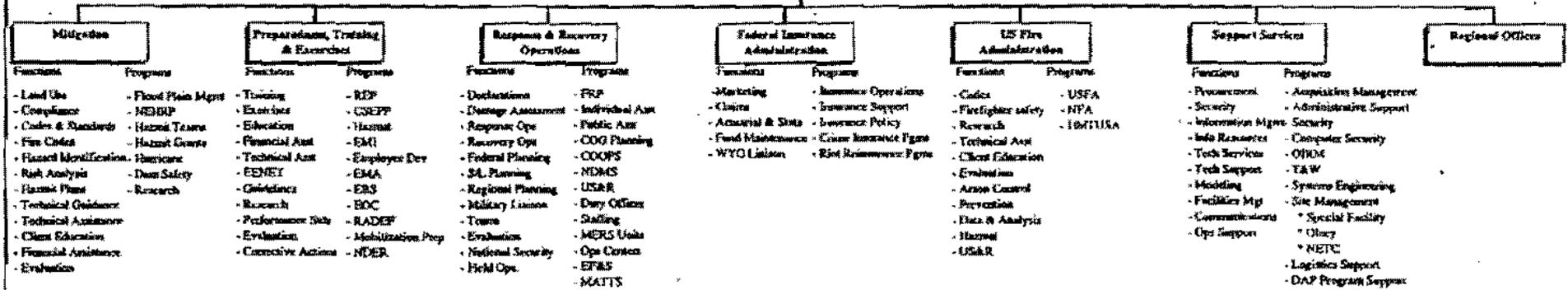
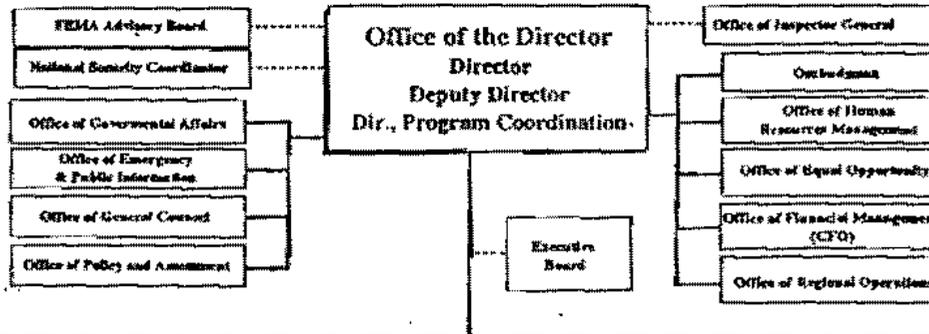
- Inviting all employees to submit recommendations, either in writing or in person;
- Convening a planning retreat of senior managers, followed by continuing meetings of a representative group with the Director as organizational options were developed;
- Bringing representatives of each of the FEMA unions to Washington for a planning meeting;
- Involving regional employees in these meetings, and scheduling a special meeting of regional secretarial staff in Washington to solicit their input and ensure their opportunity to contribute;
- Requesting existing *ad hoc* committees that had studied the recommendations of outside groups to provide the benefit of their analysis and recommendations.

Using this input, a new organizational structure for FEMA, based on the mission and goals of the Agency, was developed.

The new organizational structure:

- 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;

# Federal Emergency Management Agency



Legend			
CFO - Chief Financial Officer	EMA - Emergency Management Assistance (State)	MATTS - Mobile Air Transportable Telecommunications System	NPMS - National Disaster Medical System
COG - Continuity of Government	EMI - Emergency Management Institute	MERS - Mobile Emergency Response Support	ORRM - Office of Information Resources Management
COOPS - Continuity of Operations	EOC - Emergency Operations Centers	NDER - National Defense Emergency Response	RADEF - Radiological Defense
CSEPP - Chemical Stockpile Emergency Planning and Preparedness	FRP - Federal Response Planning	NEIRP - National Earthquake Hazard Reduction Program	REP - Radiological Emergency Preparedness
DAP - Disaster Assistance Program	HAZMAT - Hazardous Materials	NETC - National Emergency Training Center	T&W - Telecommunications and Warning
EENET - Emergency Education Network	HAZMIT - Hazard Mitigation	NFA - National Fire Academy	USAR - Urban Search and Rescue
	IIR/TUSA - Hazardous Materials Transportation Uniform Safety Act		USFA - US Fire Academy
			WYO - Write Your Own (Insurance)

- 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 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)

The renewal process will be consistent with the principles of reinventing government.

- Ensure FEMA Employee Participation in the Renewal Process

The Director stressed that all FEMA employees would have the opportunity to contribute ideas on redefining FEMA's mission and organization, and how the Agency can do a better job of supporting

The NPR program specified that agencies select one or more offices to be "reinvention laboratories." Because FEMA is a small agency and because the Director was committed to quickly develop a strong and effective nationwide emergency management system, it was decided that the entire Agency would be a laboratory.

state and local emergency management agencies and helping disaster victims. FEMA employees were informed that any reorganization would be implemented in a manner that ensures the most effective delivery of assistance to disaster victims in coordination with our colleagues at the state and local levels. It also must be consistent, however, with the best interests of the dedicated employees who provide such assistance. Employee participation will continue permanently.

Several employee suggestions have already been implemented, or are in the development process. Examples of ideas already adopted include:

- Establishing an arbitration process for resolving disputes;
  - Appointing an Agency Ombudsman;
  - Making available to all employees copies of the Director's speeches and congressional testimony; and
  - Establishing a policy whereby all employees will participate in an office staff meeting on a periodic basis, or at least once each month.
- **Establish a Nationwide Culture of People Helping People**

A primary goal of the renewal process was for the Agency to recognize and be more responsive to its customers—from state and local governments to the single disaster victim.

- **Establish and Maintain a National Emergency Management Partnership**

FEMA has initiated a new partnership with state and local governments, private organizations, and other federal agencies. This partnership will improve FEMA's operations, the capabilities of partner organizations, and the delivery of services directly to disaster victims.

- **Use the Risk-Based, All Hazards Emergency Management Concept**

The all-hazards philosophy, using the Integrated Emergency Management System concept, will be the basis for FEMA's program and for the nationwide emergency management system. This philosophy specifies that comprehensive emergency management functions (mitigation, preparedness,

Within the all-hazards policy, state and local governments will have the flexibility to design their program based on the real risks that they face. This approach will more effectively apply scarce resources and enhance capabilities throughout the states.

State and local emergency management agencies are being asked to also adopt the risk-based, all-hazards emergency management concept as the basis for their programs.

Each state and territorial emergency management director has been informed that FEMA's new risk-based, all-hazard emergency management system will be built upon a foundation of mitigation.

response, and recovery) will focus on natural and technological hazards, including the consequences of terrorist or foreign attack. Programs within FEMA will now conduct their activities to meet the risk-based, all-hazard concept.

- **Establish Mitigation as the Foundation of Emergency Management**

Mitigation must become a recognized national priority. Although mitigation makes good sense, it often isn't a priority for communities. Establishing mitigation as a primary foundation for emergency management will decrease demands for response to disasters. Buildings, homes, and infrastructures that are built better, withstand hazards better. This means less destruction, less loss of life, less personal and economic hardship. This also means a reduction in outlays for disaster assistance by the federal, state, and local governments for rebuilding communities and businesses.

Mitigating disaster losses is now the primary goal of FEMA. The entire Nation needs to make the commitment now to invest in the long term payoff of mitigation, and FEMA will provide the leadership to accomplish this effort. FEMA personnel will work closely with its constituencies to provide cost-effective tools and incentives to encourage mitigation at all levels of government and in the private sector. There are several programs at FEMA which currently emphasize mitigation—there is a need to build on these programs, especially at state and local levels.

- **Create an Effective Response and Recovery Capability**

FEMA will develop and maintain a rapid and effective disaster response and recovery capability in cooperation with partner organizations. This capability will be based on continued development of the *Federal Response Plan (FRP)* in cooperation with partner organizations.

The Agency has reviewed its response readiness to determine current capabilities and what changes are needed to be well prepared. FEMA has taken a number of actions in preparation for the current hurricane season. A preliminary review of the readiness of the 22 coastal states was completed prior to the start of hurricane season. Then, the first "summit" meeting with the emergency management directors of the hurricane-prone states was held to discuss their needs and how FEMA can work with them should a hurricane occur.

- **Use All Reasonable Options for Prepositioning Resources for an Anticipated Disaster**

This will be a critical advantage in a large disaster.

When a potential disaster can be anticipated with sufficient advance warning, FEMA will use every opportunity to preposition resources to permit rapid deployment after the event has occurred.

- **Develop and Maintain the Capability to Rapidly Collect Disaster Situation Assessment Information**

A new situation assessment process has been designed in cooperation with appropriate federal, state, local, and private organizations. This process will use aerial surveillance and ground assessment teams to provide fast, accurate, and complete situation assessment information.

- **Maintain Close Working Relationships With Other Federal Agencies in All Phases of Comprehensive Emergency Management**

For effective disaster response recovery, it is critical to plan, train, and work closely with the members of the Catastrophic Disaster Response Group. This interagency group is the focal point for coordination within the Federal Government for planning and responding to a major disaster

- **Maintain Close Working Relationships With Other Federal Agencies in All Phases of Comprehensive Emergency Management**

For effective disaster response and recovery, it is critical to plan, train, and work closely with the members of the Catastrophic Disaster Response Group. This interagency group is the focal point for coordination within the Federal Government for planning and responding to a major disaster. Effective federal response requires a commitment of the senior managers of the other federal agencies.

- **Define and Clarify Internal and External Roles and Responsibilities**

In any program that requires the cooperation and collaboration—indeed, the joint action—of 26 separate agencies, each with its own major mission, staff, and budget, misunderstandings with regard to roles and responsibilities are endemic. FEMA is committed to refine, streamline, and exercise the *Federal Response Plan* sufficiently to ensure that the roles of the signatory, participating response and recovery agencies are clearly understood and exercised.

Given the reorganization of FEMA, internal roles also must be clearly communicated to all employees as well as FEMA's customers, cooperating agencies, and other "publics."

- **Establish and Maintain Working Relationships With States**

FEMA is currently working with each state and territory to negotiate a model agreement that defines how FEMA and each state and territory will work together in the event of a major disaster. These agreements will be especially useful during the critical period immediately after an event so that the states will understand what they can expect of FEMA and vice versa. The first agreement, with the State of Florida, has been completed.

FEMA employees have been assigned to work with the governor and emergency management director at the state emergency operations center immediately upon occurrence of a disaster warning or event. This relationship is being used in the states affected by the flooding along the Mississippi River.

Headquarters and Regional personnel will spend as much time as possible working with state and local organizations. This practice will enable FEMA personnel to become better acquainted with their counterparts at the state and local levels, and to better understand the emergency management organizations, policies and procedures used by these agencies. It will also lead to the kind of teamwork that we need to have working at a disaster scene.

FEMA is encouraging the states and territories to adopt an interstate compact as a mutual aid agreement. This tool will be extremely useful in dealing with multistate emergencies and will assist in establishing a uniform level of state emergency management capabilities across the Nation. To assist the states and territories in adopting such an agreement and having it ratified by Congress, FEMA has prepared a model Draft Interstate Compact.

- **Minimize the Administrative Burden on State and Local Emergency Management Agencies Receiving FEMA Funds**

States will have the flexibility to develop their own programs and priorities based on the specific risks that they face. FEMA's requirements will be performance-based and focused on program accomplishments. In general, FEMA will work with state and local governments on a more functional rather than programmatic approach. Definitive requirements imposed on state and local governments for use of emergency management assistance have been replaced by guidelines that are broader and more flexible.

This will allow for more effective use of scarce resources and is more in line with how emergency management functions at the state and, particularly, local government levels. Some changes have already been implemented for FY 1994, and additional revisions are planned for FY 1995.

- **Establish an Administrative Dispute Resolution Program to Resolve Quickly Disputes Concerning Individual and Public Assistance Claims**

Disputes with governments and individuals can be quickly resolved with fairness and without the aggravation and cost associated with prolonged disputes and legal action.

- **Consciously Look for Opportunities to Evaluate FEMA's Accomplishment of Its Mission**

FEMA will continually evaluate its activities, operations, and services to ensure that they are being accomplished effectively and efficiently. FEMA must be in touch with consensus expectations of the public and political institutions at the federal, state, and local levels.

Institutionalized "feedback loops" must be actively maintained to allow for the necessary monitoring and evaluation and identification of corrective measures.

- **Strengthen State and Local Emergency Management Programs**

FEMA will do everything possible to make sure that state and local emergency management agencies receive the maximum possible support. State and local agencies must have adequate resources for the risks they face. They must have sufficient personnel, qualified for their assignments, who receive frequent training and opportunities to participate in realistic exercises.

FEMA does not extinguish fires, treat victims' injuries, nor operate shelters. These services are generally provided by state and local governments, and private and volunteer organizations such as the American Red Cross. Therefore, it is essential that we have strong emergency management programs at state and local levels.

It must be emphasized that strong state and local emergency management organizations reduce the need for federal intervention.

- **Promote Comprehensive Training and Disaster Exercise Programs that Involve All Levels of Government and Private Agencies and Organizations**

FEMA will use every opportunity to support rigorous training and realistic disaster exercises. Training and exercises are vital for testing plans to make sure that they work, and then to train personnel who will be using the plans. It is important that training courses and exercises are realistic; they must accurately represent the risk, and incorporate the real-world difficulties associated with disaster response and recovery. It is important, therefore, that all appropriate personnel, including representatives of federal, state, local, volunteer, and private organizations, participate in training and exercises.

Among the participants must be management and administrative personnel who will be involved in a disaster but who rarely find the time to participate in an exercise.

- **Empower Employees With Responsibility and Authority**

FEMA employees will be given greater authority and responsibility to perform their jobs. Decisionmaking will be transferred down to the lowest reasonable level. Delegation of authority will be commensurate with grade level and responsibility.

- **Encourage Employees to Experiment With New Ideas and Concepts**

Employees will be encouraged to develop new programs and better ways of performing required functions. If reasonable guidelines are followed, employees will be praised for trying new concepts, even if they do not prove to be successful. They will be criticized only if they

We need to exercise our plans and personnel at all levels.

do not seek innovative and creative ways of doing their jobs. Supervisors will be expected to ensure that ideas are given serious consideration.

These are some of the policies which will help build FEMA into the capable organization it was intended to be.

## **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:** Through support from the Office of Management and Budget and the Congress, 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 10-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 NHTA 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 peruse ways to bring the private sector into a nationwide emergency management capability. The initiative will peruse 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.

cliff

# FEMA NEWS BRIEF

Vol. 1, Issue 1

July 1993

## The Director's Letter

Dear Friends and Employees,

The weeks since my confirmation as FEMA Director have been exciting, eventful, and busy.

The Mississippi floods, coming so soon after my arrival at FEMA, saw to it that my orientation at the Federal level was complete and quick. As the response and recovery processes go forward, I continue to be astonished and pleased at the competence and commitment of FEMA employees everywhere — at headquarters, in the regions, and in the field — who are dealing with this catastrophe. I believe that you are doing an outstanding job but I want to challenge you to do more. I can see through the scope of damage and terrible tragedy that some things can be improved but, overall, I want to commend you with deep sincerity for your excellent work. This applies to you who are desk-bound, planning for the next disaster, as well as those who are on the front line of response.

The first commitment I made when I accepted the job as FEMA Director was to you. I commit to you to revitalize the Agency to make a better FEMA; to improve employee morale; to keep open the communication to and from my staff and associates; to distribute my testimony and speeches to all staff; to maintain the "open door" sessions on Tuesday mornings; and to continue to solicit — and *listen* — to your ideas and suggestions.

The nature of my management style is to consult with as many people as I can before making decisions that affect those people. The ideas and suggestions you have given to me since I came on board have been valuable. In-

deed, I view them as critical to the renewal of FEMA. I would like to share with you what I gain from participating in such meetings with staff and constituent groups, congressional hearings, and major conferences. I believe this newsletter will give you some insight into the directions I take and the decisions and commitments I make.

An *ad hoc* newsletter is only one medium through which I expect to keep you informed about what we are doing and report to you the commitments we make and how we expect to fulfill them. This first newsletter focuses on the priorities I have set and how we are addressing those priorities. For you to contribute to our mutual future, it is important that you understand where we are headed and how. The newsletter also can facilitate communication to me. If a constituent group or person is overlooked in my consultations on a decision that appears in the newsletter, I encourage them to then give me their views whether or not they agree with mine.

I honestly believe that we can turn FEMA around, and we have already begun to do so. The Agency can and should be an enjoyable place to work and you can and should be proud to work here. Our mission is vital to the American people and we have the strong support of the White House to carry it out. Together, with congressional support, we can and will continue to build the capability and earn the respect that FEMA deserves.

I am spending a lot of my time on improving our congressional relationships. Congress can help to make changes and obtain funds to achieve our goals, and its actions can have a very personal impact on each of us. So I ask for your understanding if I can't participate in your

meeting or address your conference because of a congressional priority. Over the long run, we will find that improved relationships are a significant asset.

I challenge you to view positively the changes we are now going through. It is a time of renewal—a time of opportunity to create an atmosphere in which new ideas and different approaches flourish. Make your ideas known. Join with me in being a part of the exciting new Administration, a renewed FEMA, and a better served American public.

James Lee

---

## Renewal

"Renewing FEMA," the Director's short phrase for his vision and goals for the Agency, began when James Lee Witt stood in the lobby and greeted headquarters employees as they reported for work the morning after his confirmation. It continued with the announcement of the open-door policy. This policy is best described as the way Director Witt plans to keep open the lines of communication to and from all employees. It is a means by which employees can bring to his attention their viewpoints on any subject of concern. Most of all, it is the Director's way of creating a partnership with all levels of his staff.

Another element of the renewal process is Director Witt's recognition that FEMA's employees are its greatest asset. He values the opinions of employees and has demonstrated his commitment to ensuring that their ideas and suggestions are considered.

### Involvement of Employees

In addition to the open-door policy, visits to regional offices, and "brown bag" lunches, the Director asked employees to submit ideas and

suggestions for better ways to do what FEMA does: help people. The response was overwhelming. Suggestions were submitted in numerous ways—indirectly through supervisors, directly, anonymously, and confidentially. Recommendations piled up two feet high. Each one was nevertheless given personal attention by the Director.

Examples of suggestions submitted by employees that have already been, or are being, implemented are as follows:

- Establish an arbitration process for resolving disputes
- Distribute the Director's speeches and testimony to employees
- Consider appointing an ombudsman for FEMA
- Develop a credo for FEMA.

The seriousness of the Director's commitment to involve all levels of employees and associates in the renewal became clear when regional secretaries and clerical employees, who normally have few, if any, opportunities to interact with high-level headquarters staff, were invited to meet with the Director while attending a training session in Washington. Other regional employees are being invited to participate in renewal meetings when they are in Washington, and a representative of each FEMA bargaining unit has been asked to participate in discussions and provide suggestions for the renewal process.

On July 21, a meeting was held with the presidents (or their representatives) of each of the bargaining units in FEMA. The purpose was to involve the union in renewing FEMA and to solicit its views on reorganization. The Director clearly recognizes the importance of incorporating into the renewal process the people and ideas the union represents.

## **Involvement of Senior Managers**

In the very early stages of renewal, managers of program offices were requested to submit issues for consideration in rebuilding FEMA and creating a national emergency management system that the citizens of this country expect and deserve. Senior managers also participated in the renewal process at a planning retreat.

The Director formed a review team to study FEMA's organizational structure and recommend changes to improve effectiveness and efficiency. The team is also looking at the findings of FEMA task forces, external organizations, and other review teams to study the feasibility of instituting their recommendations.

## **In the Wider World**

Renewing FEMA is certainly timely as it fits so well with the broader Administration goal of reinventing government. Both President Clinton and Vice President Gore are focusing on a "government for our tomorrows, not our yesterdays." The National Performance Review (NPR) team, working with and reporting to Vice President Gore on "reinvention" issues, is gathering information about FEMA. The team will work with FEMA as it redefines its role, restructures the organization, and generally continues its renewal.

Many people in FEMA have talked with representatives of the NPR and have worked with them to understand FEMA's importance within the federal system. It is, after all, one of only a few agencies that really touches all levels of society and can have a positive impact on society through its activities.

Our interaction with the NPR team is significant because it will report on the Agency to Vice President Gore. At the same time, FEMA will submit a companion report to the Vice President on renewal. Our report will include

our plans to reorganize FEMA to be more supportive of the Director's goals.

The Director will meet with key congressional leaders to keep them apprised of our progress and to seek their support for the changes.

The renewal of FEMA is an important component of the Administration's work of improving government. As part of this effort, we must outline the new structure sooner than we had hoped. The basic structure is now scheduled to be ready for inclusion in the August 6 report to the Vice President. A period of negotiations will follow, after which we hope to have the renewal and the reorganization approved and announced by the Vice President by September 7, 1993. Development of the details of the organization and its implementation strategies, however, will continue as we work toward having the new organization in place as soon as possible.

The new organization will set the tone for the new FEMA.

## **Looking Ahead**

Much work has already been done by individuals and groups of employees but much remains to be done. FEMA, created from many separate parts, took a lot of time to come together. Likewise, it will take time for renewal. Information must be analyzed, problems identified and resolved, alternatives and options explored, costs considered, priorities identified, recommendations formulated, and difficult decisions made.

As we address these difficult tasks, we are carefully studying organizational issues and analyzing how we can do our jobs more effectively and efficiently. We see the Agency not as stagnant, but as an evolving structure for the

support of our state and local customers and, ultimately, the victims of disasters.

For success with the renewal, each of us also must be willing to accept—perhaps even welcome and participate in making—changes. We must prepare for changes in systems and in operations. More important, we must be prepared to change ourselves—how we do our work, how we work with others, perhaps even how we behave. Some of us may also need to look at changing our attitudes, our commitment to our work and to the mission of the Agency.

During renewal, we need to anticipate the long-term achievements of a more efficient and effective FEMA:

- Can we provide more timely and responsive emergency management services to America?

- Will disaster victims be helped by our future response and recovery efforts?
- Can we exceed what our “customers”—the public—expect of us?
- Can better service be provided at reduced costs?
- Can we reduce the number of victims and the cost to the federal treasury through enhanced mitigation efforts?
- Can we help to build stronger emergency management at the state and local levels?

We all know what can be gained in this renewal of FEMA: quality services that our customers expect and deserve, and respect and recognition that we deserve for our performance.

---

## Events

Activities and events related to the FEMA renewal are being added each day. Planned activities are listed below.

- *July 28-30.* Seminar for regional secretaries and clerical employees
- *July 29.* Brown bag lunch with the Director for randomly selected employees
- *August 2.* Senior Managers' Working Group
- *August 6.* Director submits organizational structure and NPR report input
- *August 13.* Director meets with Vice President Gore to discuss NPR report
- *September 7.* Announcement of the FEMA renewal plan by the Vice President

---

*You are the key to making a difference. We must work together to institute change.*

James L. Witt



DIR

Federal Emergency Management Agency

Washington, D.C. 20472

September 14, 1993

MEMORANDUM FOR:

All FEMA Employees

FROM:

*James B. Witt*  
James B. Witt  
Director

SUBJECT:

"All Hands" Meeting with Vice President Gore

I am pleased to announce that Vice President Al Gore will participate in an "All Hands" meeting of FEMA employees on Friday, September 17th starting at 1:00 PM. The meeting will take place in the Department of Health and Human Resources Auditorium. Access to the auditorium is provided at the C St. entrance to the HHS building.

Washington area employees are invited to attend the meeting on a first come - first serve basis. The auditorium holds approximately 500 seats plus some room for standing. Please be in place by 12:55 PM and bring your FEMA identification badge for admission to the auditorium.

I have asked the Office of Information Resources Management to make arrangements to broadcast the meeting to as many Regional Offices and DFO's as possible. The meeting will also be broadcast on FEMA's Channel 6 at headquarters for those employees unable to attend in person. Also, those persons who can not attend the meeting in person but would like to submit a question to Vice President Gore or Director Witt should FAX their question to George Haddow at (202) 646-3895 no later than 10:00 AM on Friday, September 17th.

Distribution: H(AllPersHqFid)



# Federal Emergency Management Agency

Washington, D.C. 20472

Dir

November 24, 1993

**MEMORANDUM FOR:** All FEMA Employees

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

**SUBJECT:** Implementation of FEMA Reorganization

I am pleased to announce that our new organizational structure will be officially implemented on November 28, 1993. With the support and cooperation of all of you, we are able to move forward with the new FEMA earlier than anticipated.

I want to express my appreciation to the Office of Human Resources Management (OHRM), our bargaining unit representatives and the new management team for their hard work in making this happen. As a part of our implementation plan, each of you has been notified of your individual placement in the new organizational structure by your new supervisor. As we implement the reorganization, we will have to work closely to assure transition of functions and programs from the old structure to the new. I am counting on your understanding and cooperation over the next few weeks as we continue to work through the details. Also, in the coming weeks, I will be providing you with the details of our FY 1994 operating plan and how this will affect the new organization.

I made two promises during our meeting on October 18, 1993. One was to visit each of you to talk about the reorganization and the future of FEMA. I have started this process and I plan to spend as much time as possible in the next few weeks visiting each organization. I have also had the opportunity to visit several of our Regions and will continue to do so. The second was to have a process whereby employees could request reassignment under the new reorganization. OHRM is designing a process and we hope to have something to announce after January 1, 1994.

Once again, I want to express my sincere thanks to each of you who participated in the reorganization effort. I want to encourage you to continue to provide me with your ideas and suggestions as we fine-tune the structure in the coming year.

On November 28, we embark on a new era at FEMA. Our new organization provides opportunities and challenges for each of us. Opportunities and challenges to improve emergency management, improve our operations and our workplace and better serve our customers, the American people. I know with leadership, commitment and teamwork we will meet these challenges.

Distribution: H(AllPersHoFld)



Office of the Director  
Federal Emergency Management Agency  
Washington, D.C. 20472

NOV 24 1993

MEMORANDUM FOR: All FEMA Employees  
FROM: James L. Witt  
Director *James L. Witt*  
SUBJECT: FEMA Senior Management Appointments

I am pleased to announce three individuals who have been nominated by President Clinton to senior positions at FEMA:

- \* Carrye Burley Brown to be the Administrator for the U.S. Fire Administration
- \* Elaine A. McReynolds to be Administrator for the Federal Insurance Administration
- \* Richard T. Moore to be Associate Director for the Mitigation Directorate

The nomination of each of these individuals will be forwarded to the appropriate Senate committee for a confirmation hearing and eventual confirmation vote by the full Senate. We anticipate that these activities will occur when the Senate returns from its holiday break in January 1994. We hope to have these individuals on board at FEMA within the first 2-3 months of next year.

In addition, I have appointed Richard W. Krimm to be the Associate Director for the Response and Recovery Directorate.

Each of these individuals brings a wealth of personal and professional experience to their designated positions. I am confident that they will provide the leadership FEMA will need to meet the challenges of the coming years.

Carrye Burley Brown has worked with FEMA for several years as a professional staff member of the Subcommittee on Science, House Committee of Science, Space and Technology. She has served as the lead staff for FEMA fire programs such as the Fire Administration Authorization Act of 1992 and the Federal Fire Prevention and Control Act. She will bring extensive budget knowledge and experience for FEMA fire programs.

Distribution: H(AllPersHoFld)

MEMORANDUM

Page 2,

Elaine McReynolds will join us from the State of Tennessee where she currently serves as the State's Commissioner of Commerce and Insurance. In this role, Elaine has supervised a 600 person staff regulating over 1,500 insurance companies, 55,000 insurance agents, 30,000 securities brokers, 1,000 securities firms, and approximately 3 billion dollars in investment offerings. Elaine worked with the American General Life and Accident Insurance Company for 15 years prior to joining state government.

Richard Moore has served in the Massachusetts state legislature since 1977 and on the Board of Selectmen of his hometown of Hopedale, MA from 1970-77. As an elected official, Mr. Moore has a direct understanding of the financial, social and political realities state and local officials encounter. This experience will be invaluable to FEMA's efforts in promoting a national mitigation strategy to state and local officials around the country.

Many of you have worked for or know Dick Krimm. Dick first came to Washington to serve as the Assistant Administrator for Flood Insurance at the Department of Housing and Urban Development. He joined FEMA in 1979 and most recently served as the Deputy Associate Director for the State and Local Programs and Support Directorate. As the Associate Director, Dick will enable us to maintain the continuity and momentum FEMA's response and recovery activities have gained in the past several months.

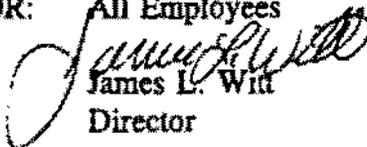
These four individuals will bring many years of public service and private sector experience directly relevant to the positions they will hold. I look forward to working with them in the years to come.



# Federal Emergency Management Agency

Washington, D.C. 20472

October 18, 1993

MEMORANDUM FOR: All Employees  
FROM:   
James L. Witt  
Director  
SUEJECT: Reorganization Announcement

Today I will speak to all FEMA employees about our new organization and the exciting opportunities it offers us to make a real impact on emergency management in this country. I am pleased to provide you with the organizational structures that have been developed in the past few weeks as we functionally realign our resources and responsibilities.

Several important accomplishments are achieved in FEMA's new organizational structure. We have a structure that will improve our ability to work together, because we are dependent on each other to accomplish our agency's mission. We have reduced at least one level of management at headquarters, so that the decision making process is streamlined. We have consistent headquarters and regional structures. We have increased the manager to employee ratio to meet the Clinton Administration's guidelines. Most importantly, our new organizational structure allows us to make the changes that Congress expects, and that we all know are necessary to survive as an agency.

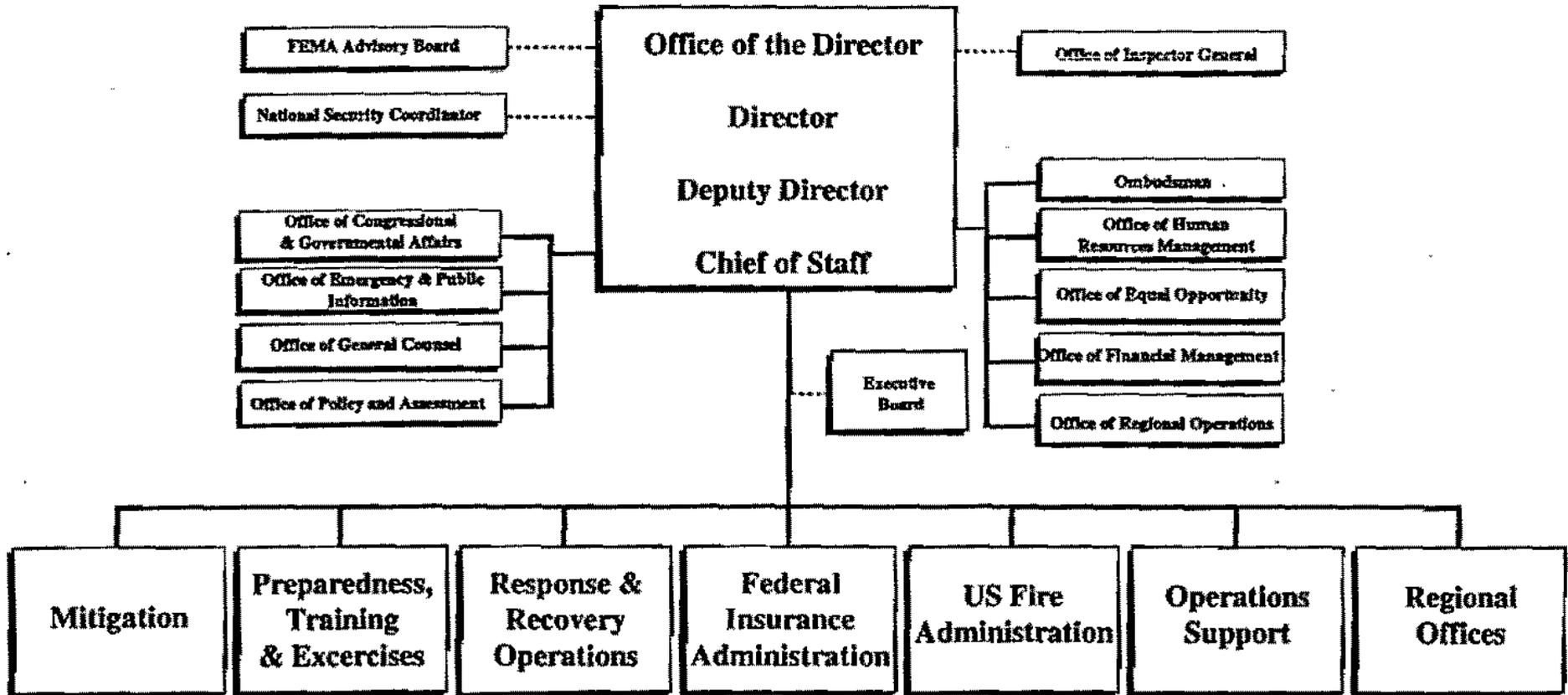
Concerns have been expressed about the intended grades in the new organizational structure. Let me again reiterate that FEMA's reorganization is not intended to benefit anyone by increased grade or pay, nor is it intended to impact anyone by reduced grade or pay. Some Division Director positions have been designated as GS-15 positions. Consistent with the Administration's goal to reduce the number of senior management positions, no one should expect that Division Director positions will at some point in the future be graded at a higher level.

Many more questions and concerns need to be answered during the next phase of our reorganization. I assure you that we will move forward as quickly as we can to put people into positions in their new organization. This will be done fairly and equitably. After the reorganization is in place, we will also implement a process to give consideration to those of you who want to learn a new area or be reassigned.

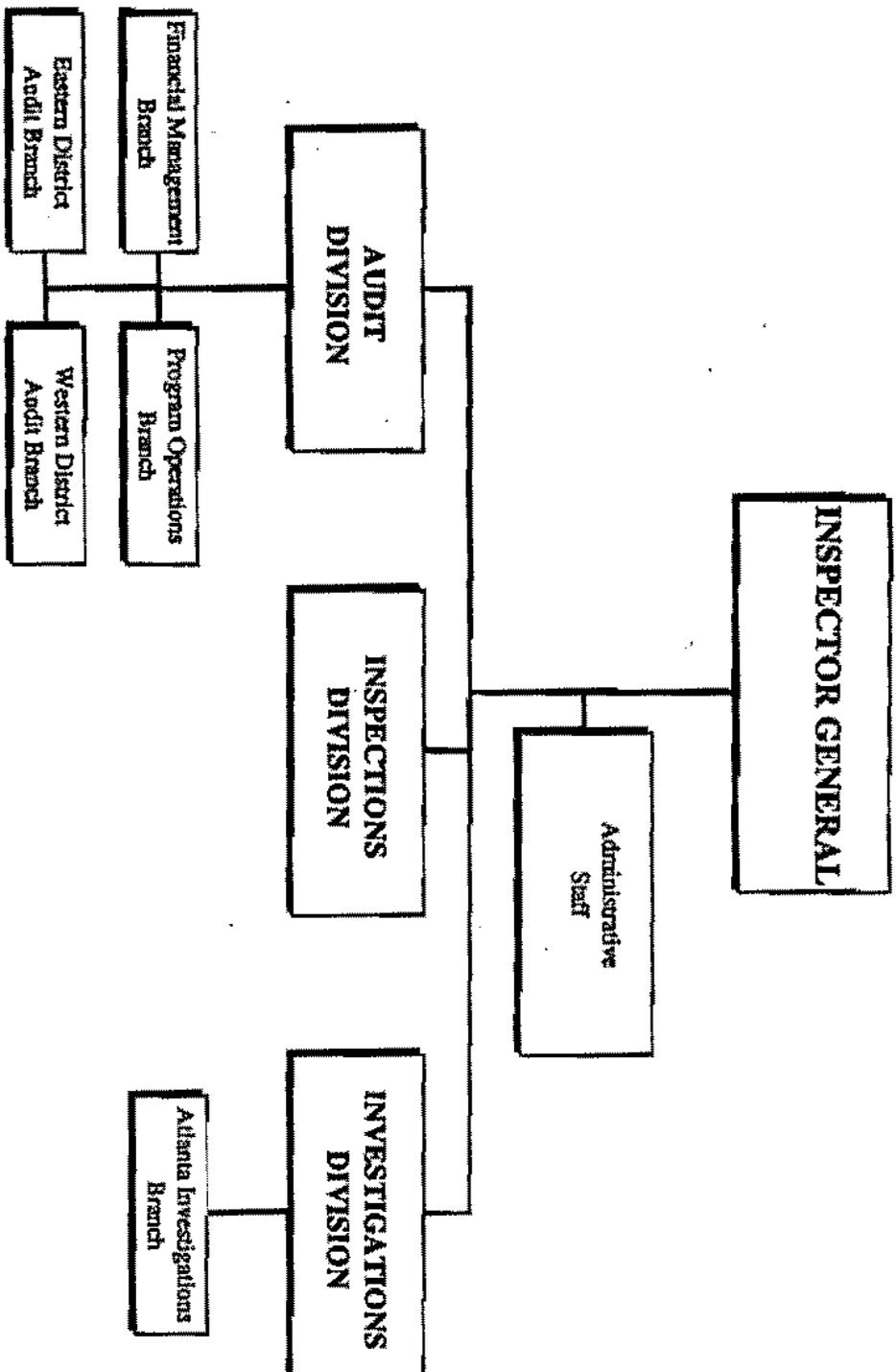
Many of you have participated in the reorganization process. I urge you to continue to work with me, and the new management team, to make the changes that I have outlined. I am committed to making these changes, and I ask for your support and commitment to change. Working together, we can create a professional and meaningful work environment that supports innovation and meets the mission and goals of the new FEMA.

Attachments

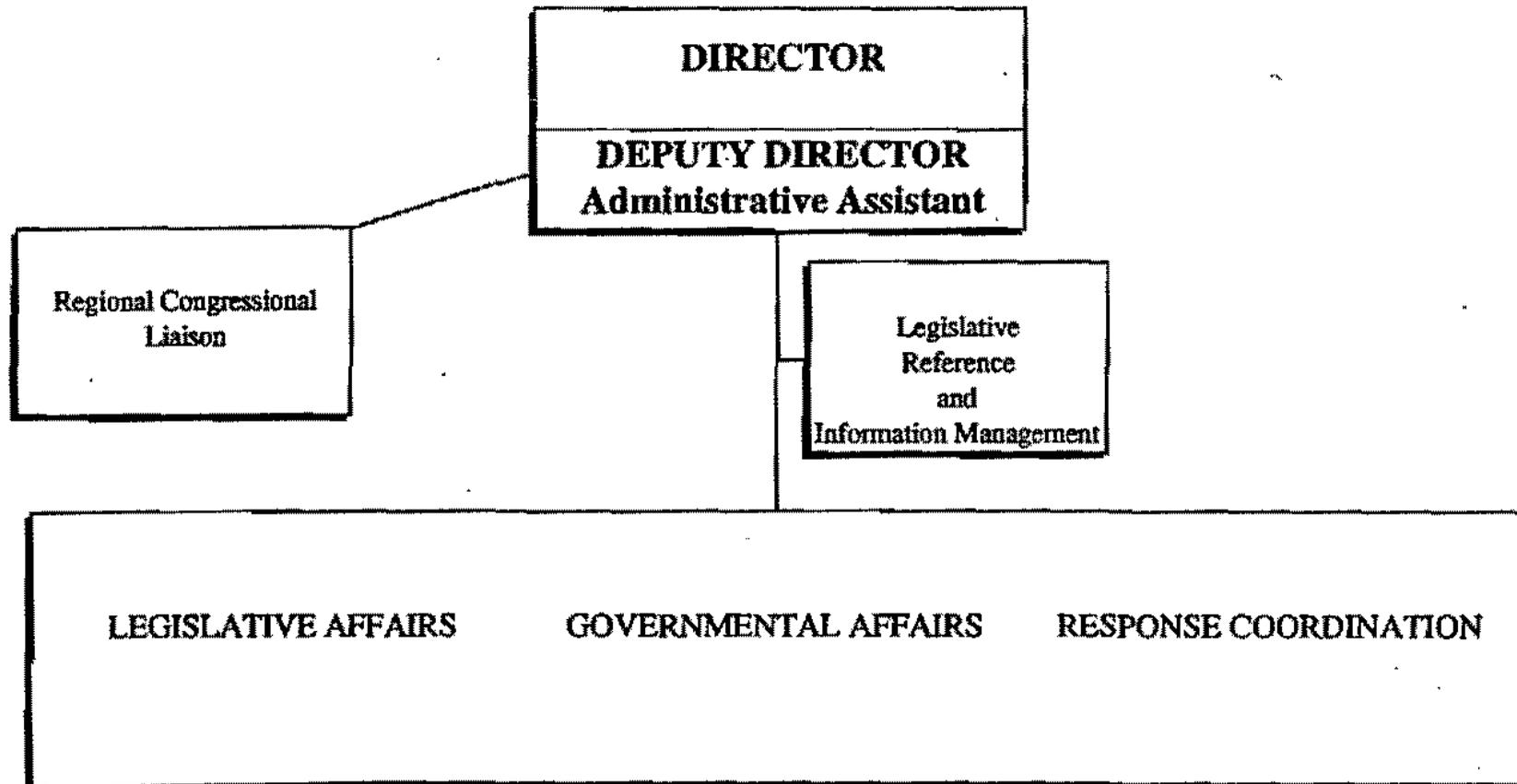
# Federal Emergency Management Agency



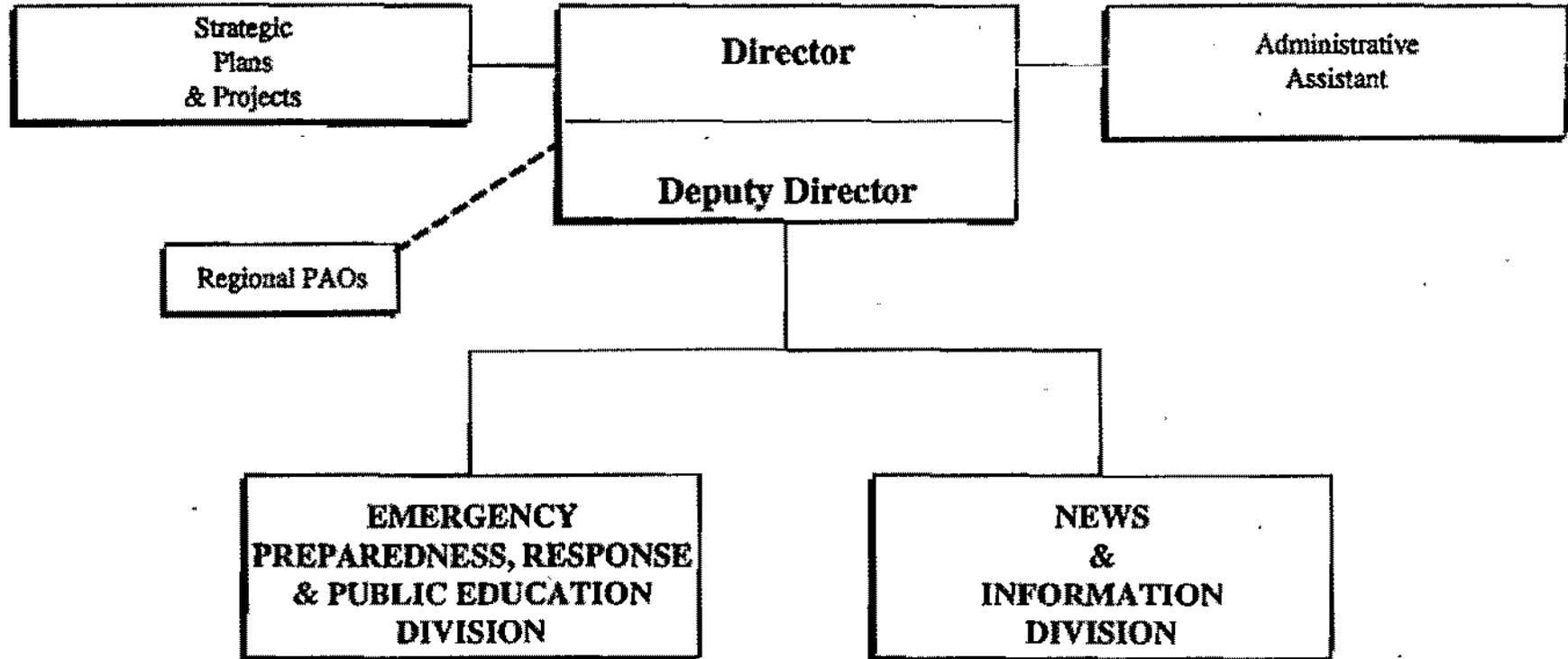
# Office of Inspector General



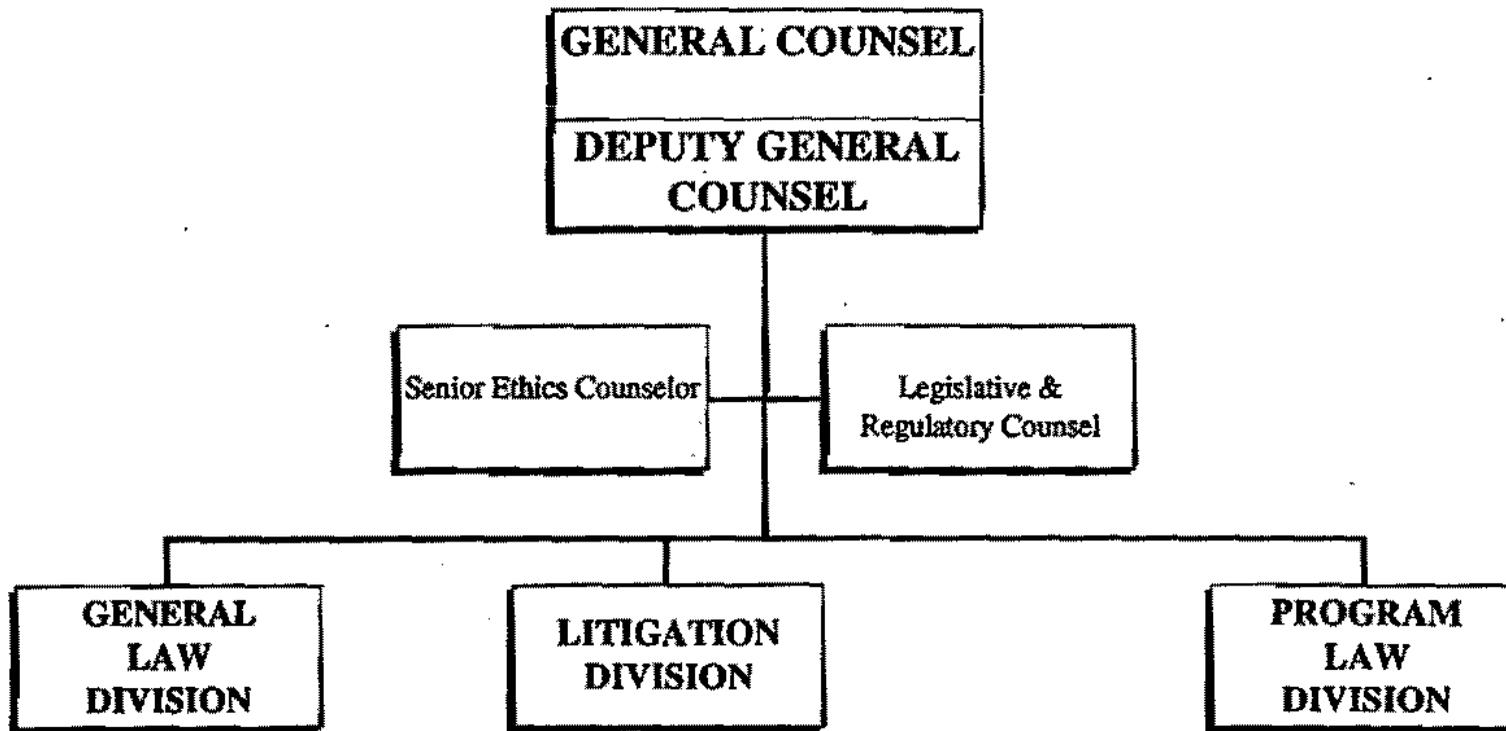
# *Office of Congressional and Governmental Affairs*



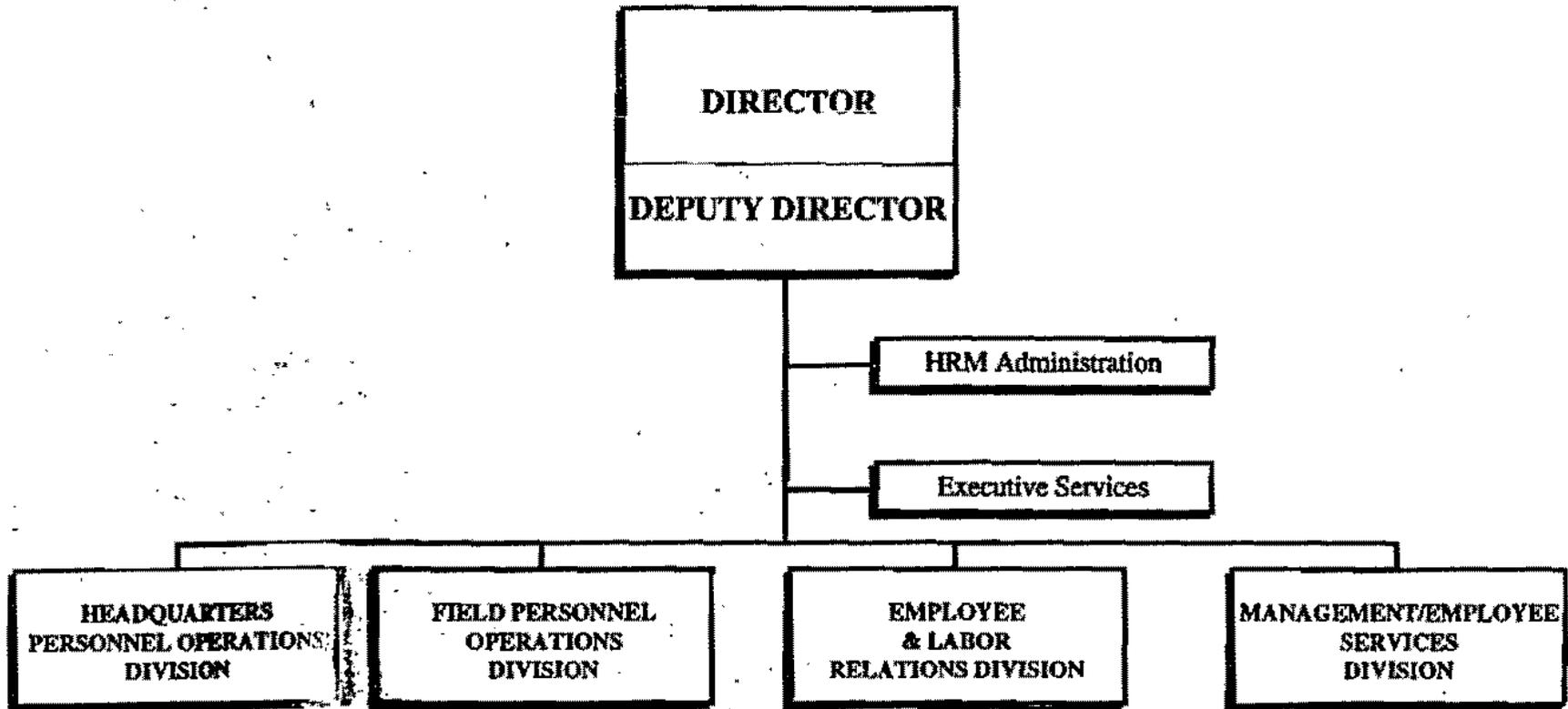
# Office of Emergency & Public Information



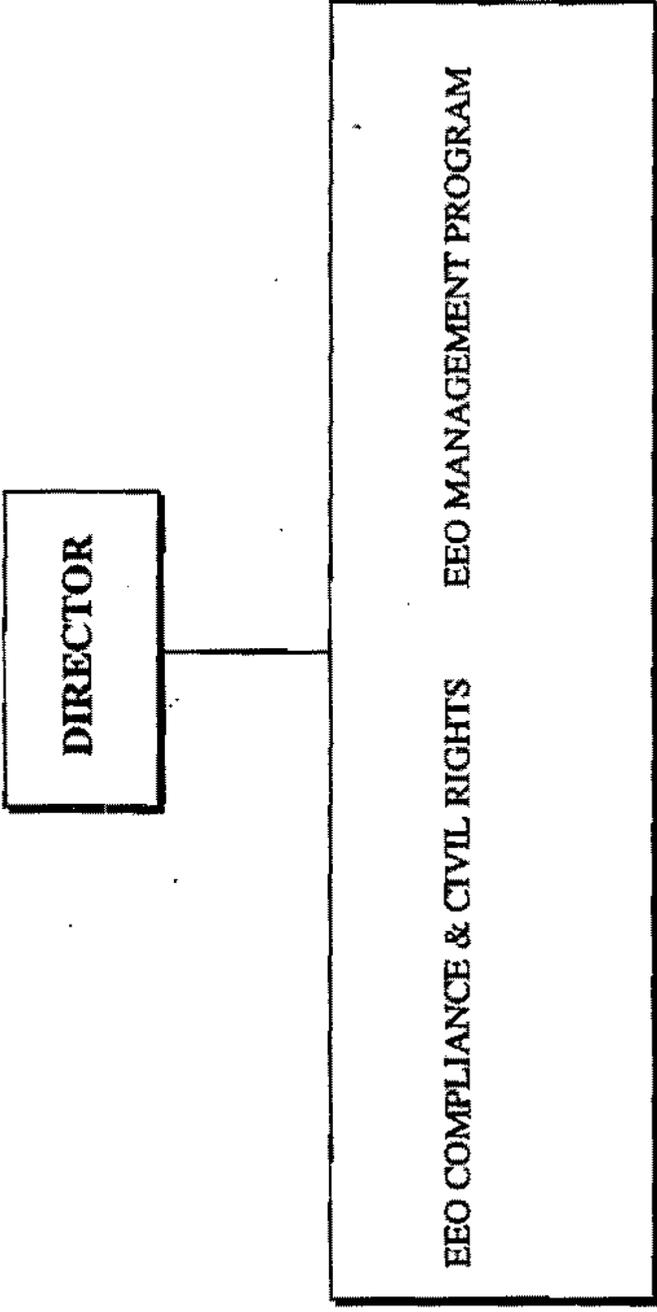
# Office of the General Counsel



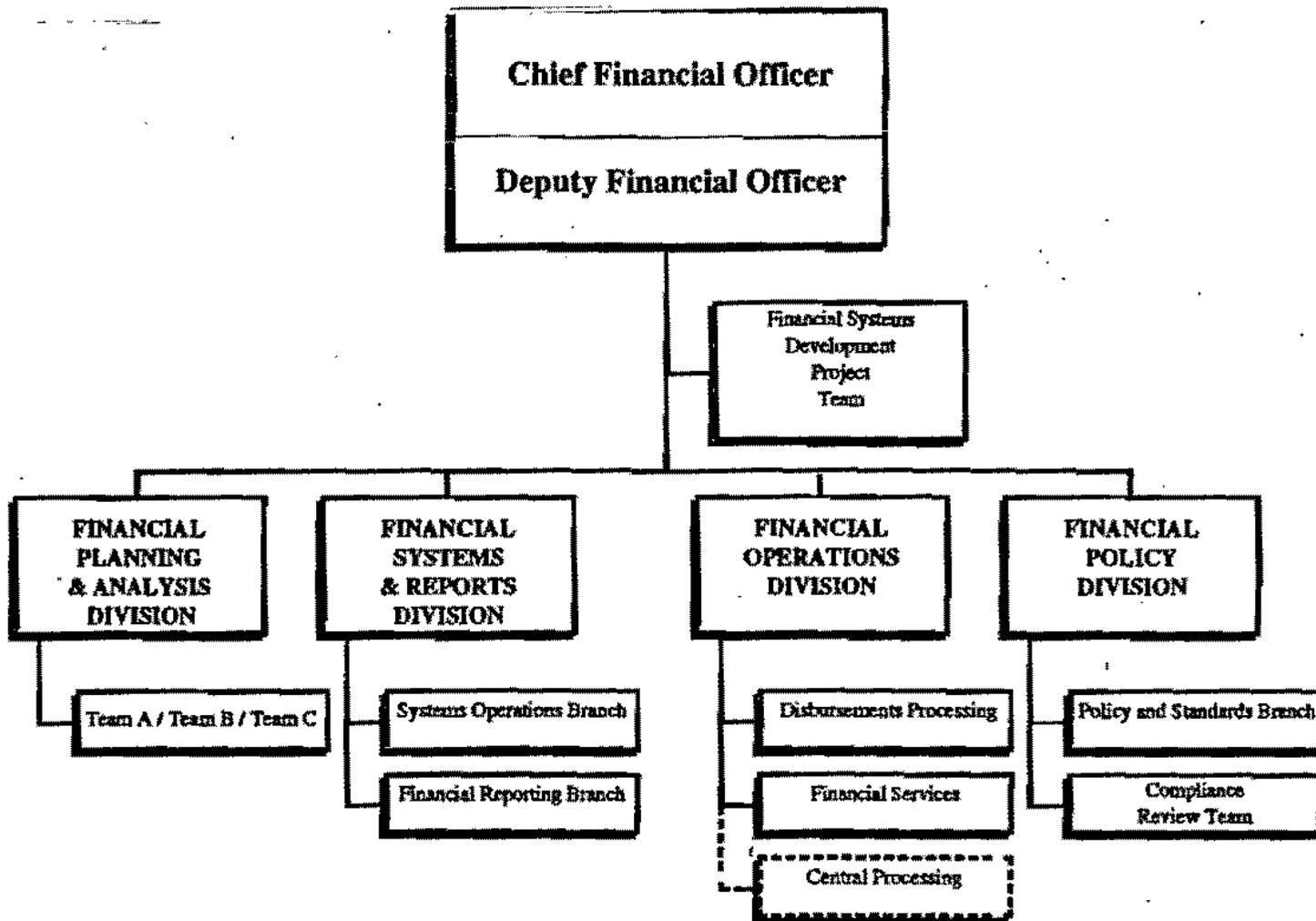
# *Office of Human Resources Management*



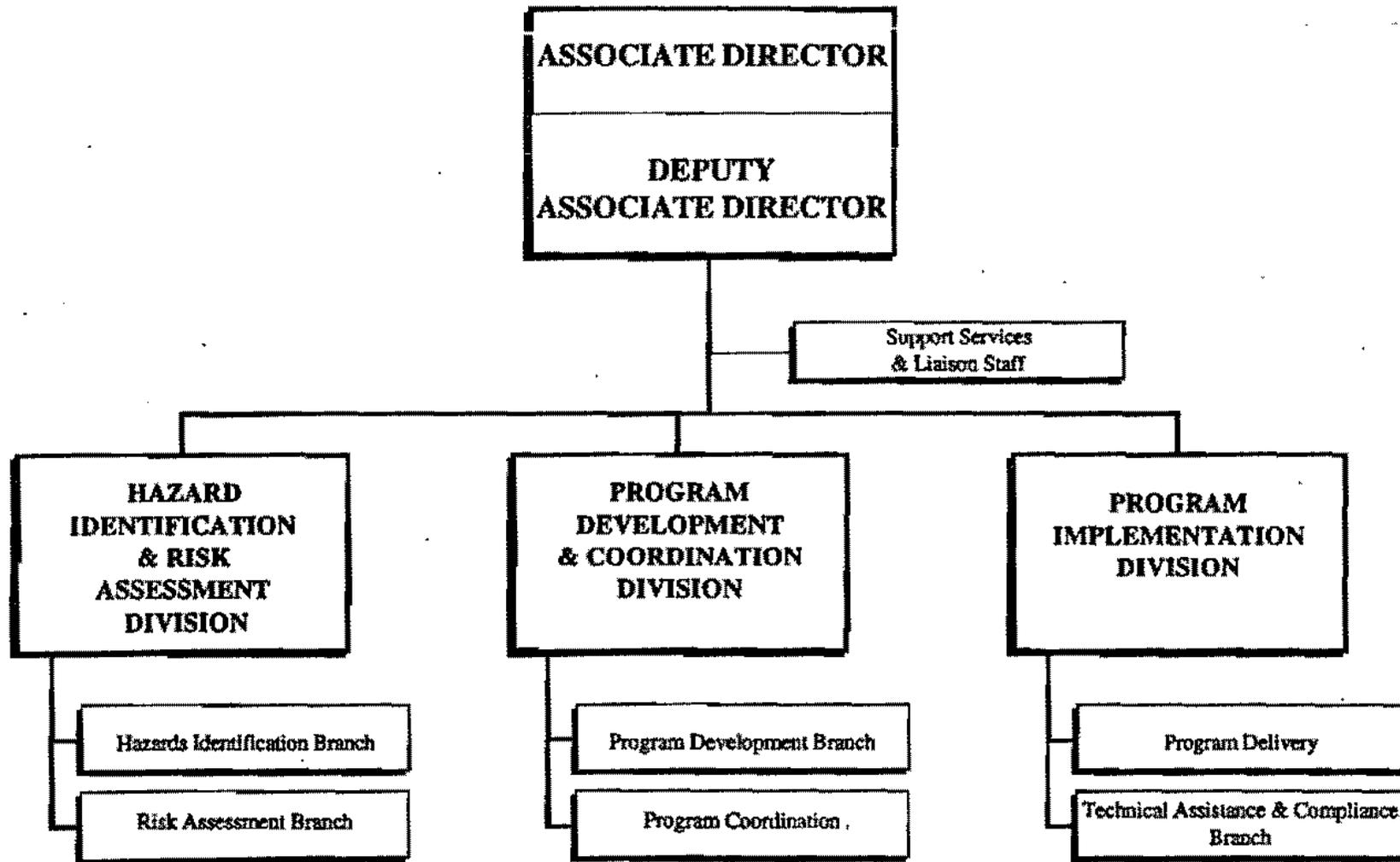
# *Office of Equal Opportunity*



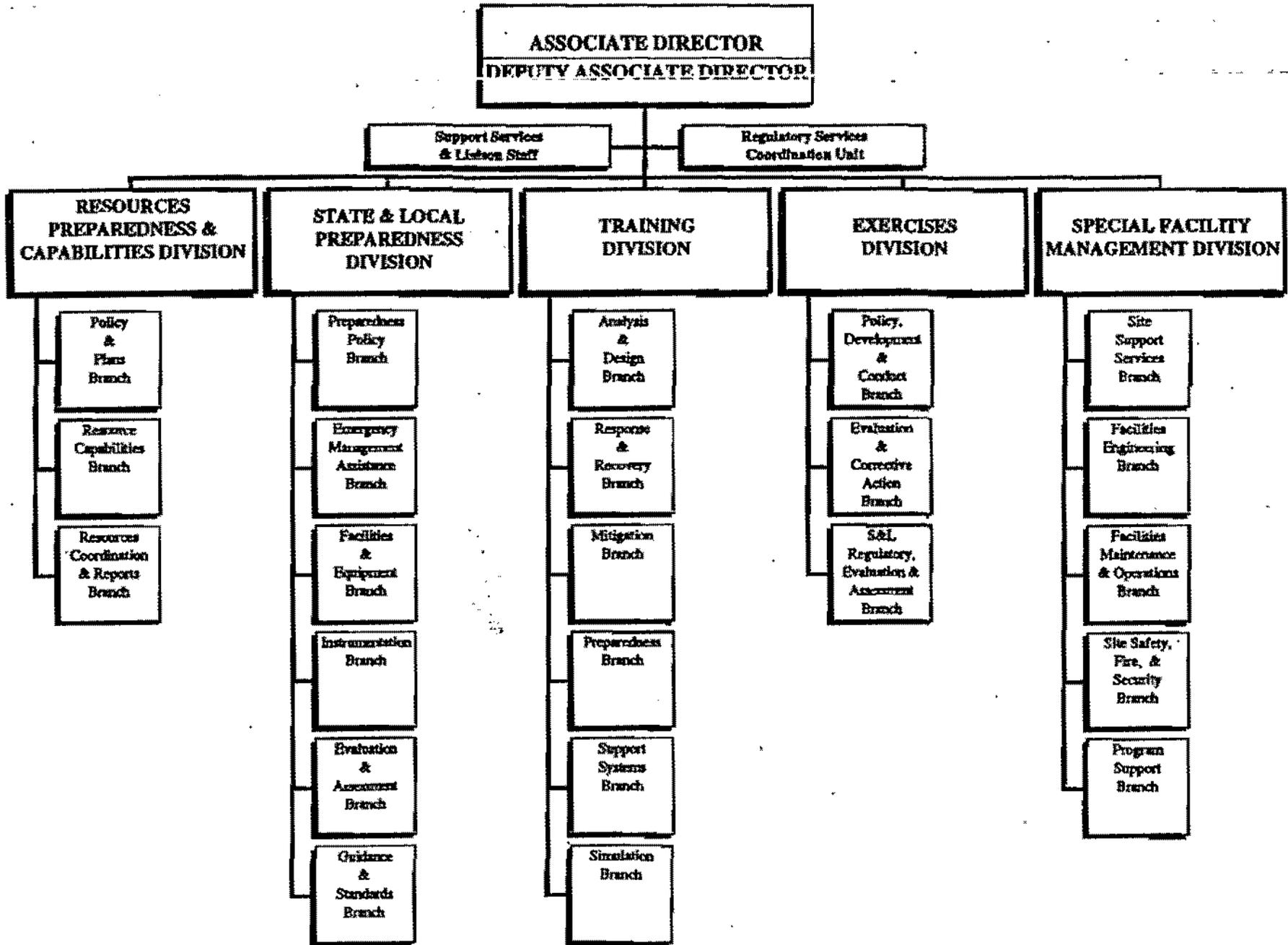
# Office of Financial Management



# Mitigation Directorate



# Preparedness, Training, & Exercises Directorate



**ASSOCIATE DIRECTOR**  
**DEPUTY ASSOCIATE DIRECTOR**

Support Services  
& Liaison Staff

Regulatory Services  
Coordination Unit

**RESOURCES  
PREPAREDNESS &  
CAPABILITIES DIVISION**

**STATE & LOCAL  
PREPAREDNESS  
DIVISION**

**TRAINING  
DIVISION**

**EXERCISES  
DIVISION**

**SPECIAL FACILITY  
MANAGEMENT DIVISION**

Policy  
&  
Plans  
Branch

Resource  
Capabilities  
Branch

Resource  
Coordination  
& Reports  
Branch

Preparedness  
Policy  
Branch

Emergency  
Management  
Assistance  
Branch

Facilities  
&  
Equipment  
Branch

Instrumentation  
Branch

Evaluation  
&  
Assessment  
Branch

Guidance  
&  
Standards  
Branch

Analysis  
&  
Design  
Branch

Response  
&  
Recovery  
Branch

Mitigation  
Branch

Preparedness  
Branch

Support  
Systems  
Branch

Simulation  
Branch

Policy,  
Development  
&  
Contact  
Branch

Evaluation  
&  
Corrective  
Action  
Branch

S&L,  
Regulatory,  
Evaluation, &  
Assessment  
Branch

Site  
Support  
Services  
Branch

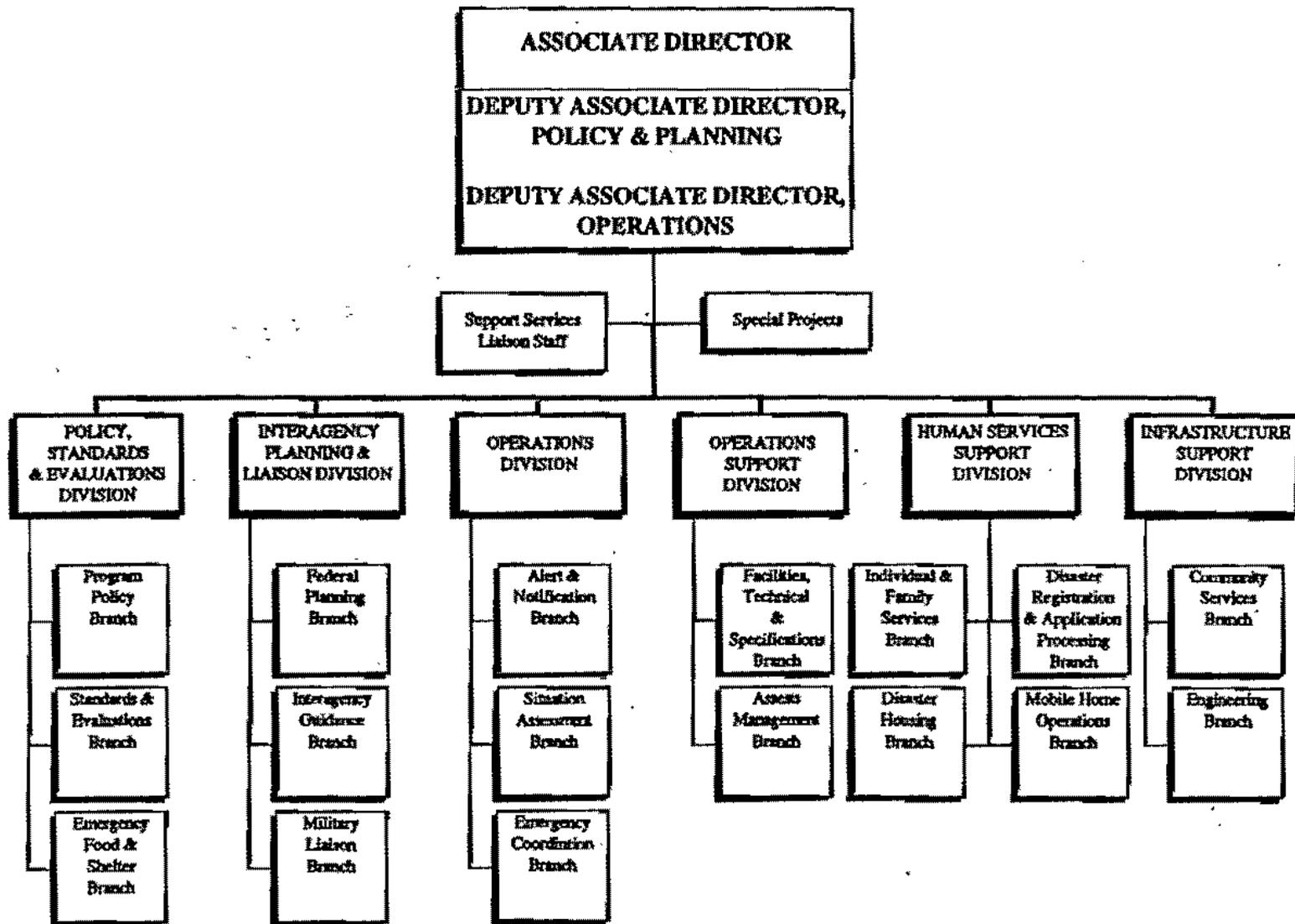
Facilities  
Engineering  
Branch

Facilities  
Maintenance  
& Operations  
Branch

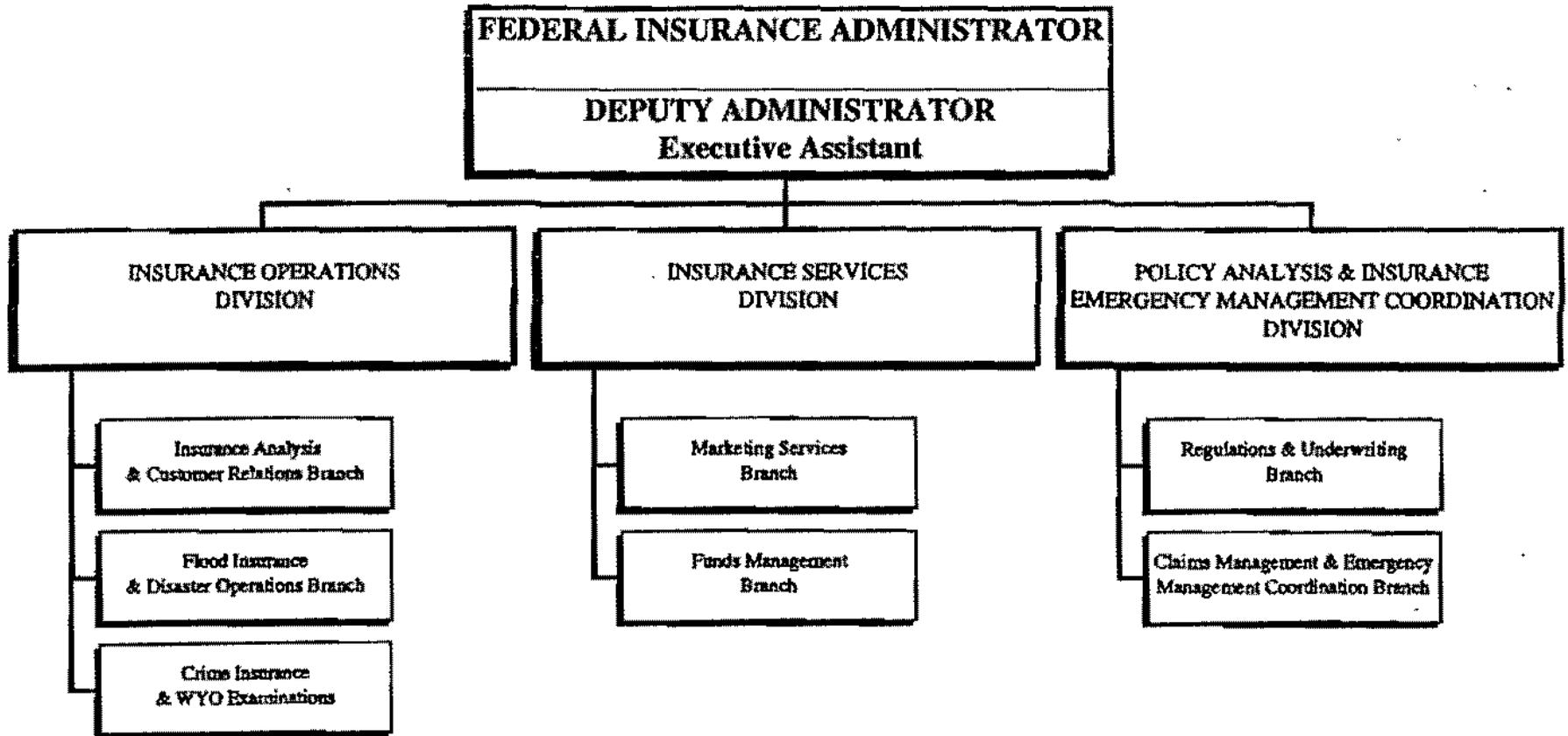
Site Safety,  
Fire, &  
Security  
Branch

Program  
Support  
Branch

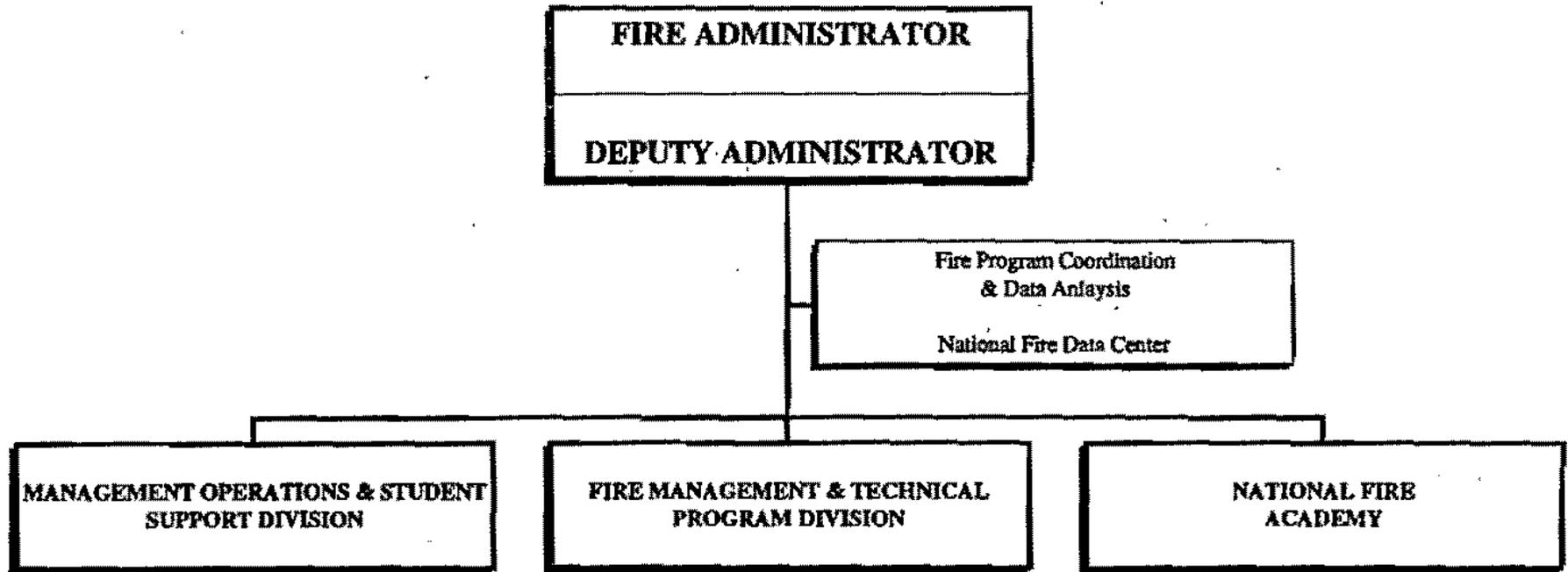
# Response & Recovery Directorate



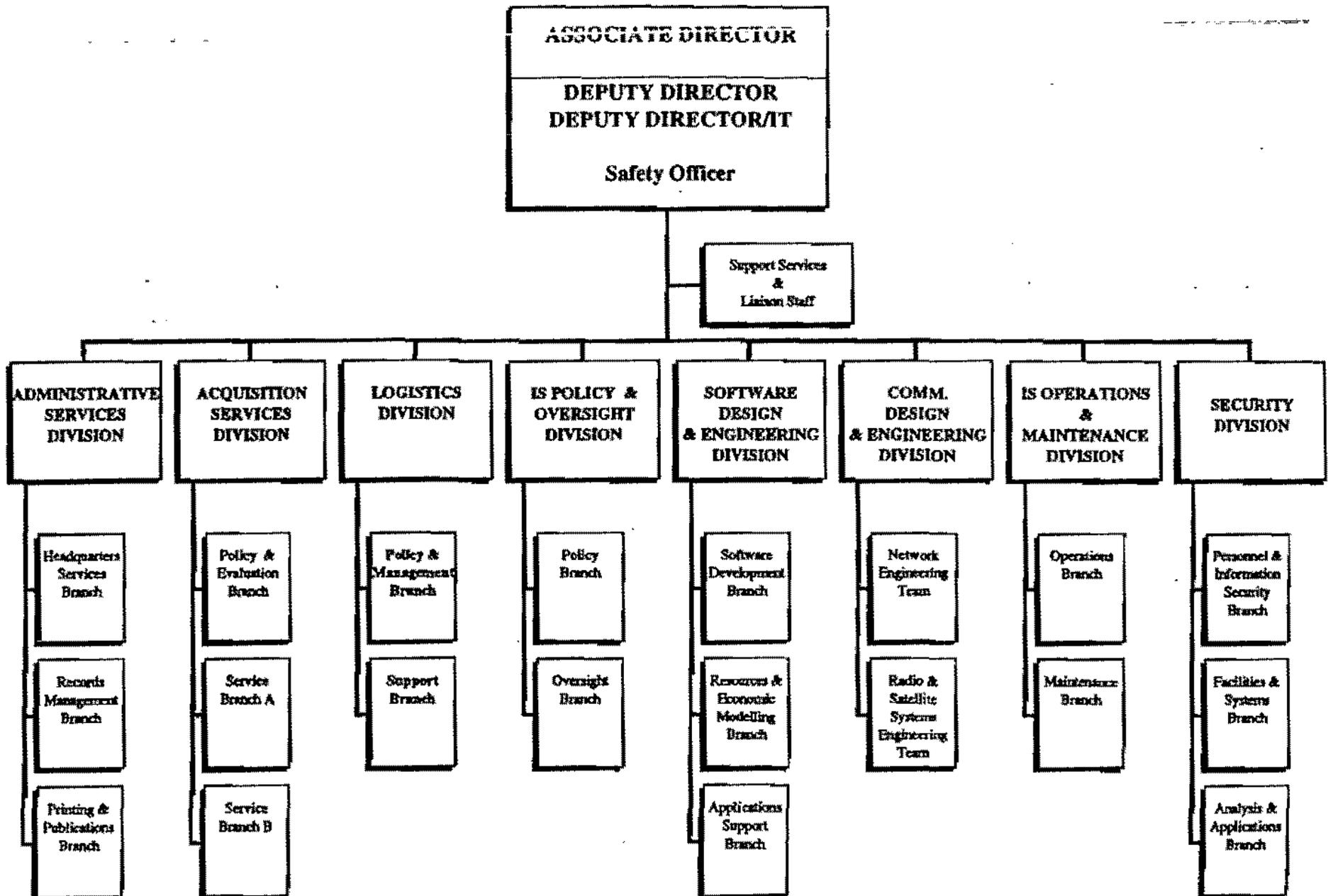
# *Federal Insurance Administration*



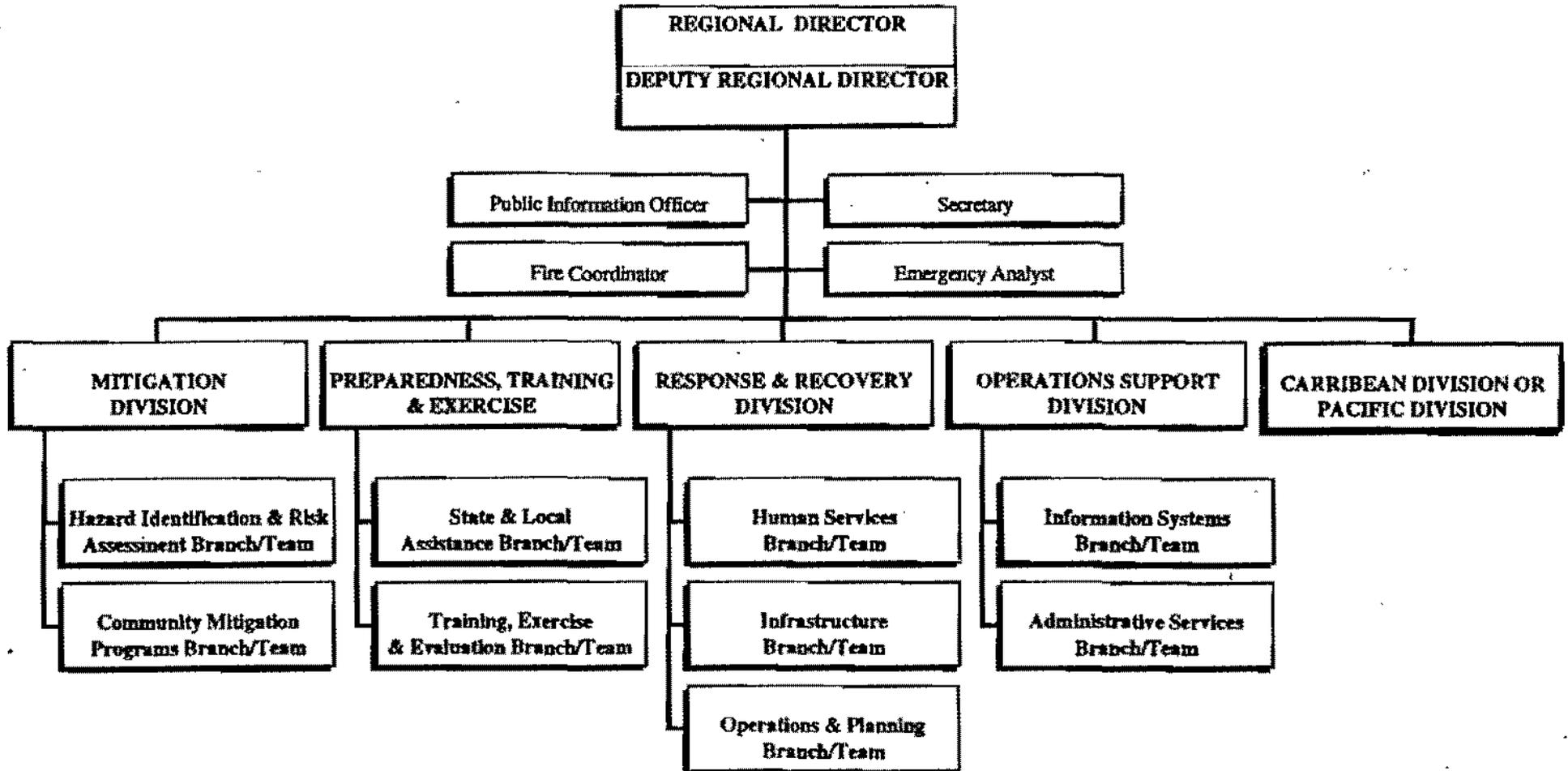
# *United States Fire Administration*



# Operations Support Directorate



# Regional Offices



## **STEPS FOR REALIGNMENT OF THE FEDERAL EMERGENCY MANAGEMENT AGENCY**

### **OBJECTIVES:**

- 0 Effect the realignment of FEMA employees to the new organization structure as expeditiously as possible**
- 0 Assure that all employees are placed in a position at their same grade and without any loss of pay**
- 0 Effect the realignment all at once rather than in segments**

### **STEPS:**

- 1. Director, FEMA will meet with appointed Directorate and Office Heads to discuss the realignment process**
- 2. Realignment process is discussed with Union representatives and Joint Partnership Council is formed**
- 3. Personnel actions freeze is enacted to facilitate completion of the organizational realignment.**
- 4. OHRM builds new organization structure in the personnel system**
- 5. Appointed Directorate and Office Heads identify and submit to OHRM crosswalk of positions to be realigned from the old FEMA structure to the new FEMA structure**
- 6. Realignment actions are reviewed and employees are notified by personnel action of their realignment**

**GOAL FOR COMPLETION OF THE FEMA REALIGNMENT: Approximately 45 DAYS**

October 18, 1993

## SUMMARY OF THE NEW FEMA ORGANIZATION

During the period since September 7, 1993, when the new FEMA organizational structure was announced, many views and issues have been considered. The following outlines the Director's decision or perspective on some of the key issues and changes that have been incorporated into the new organizational structures. This summary does not attempt to address all issues and questions that were identified through this phase of the reorganization process. Rather, it emphasizes those that are of the most interest to the majority of FEMA people. Mission and function statements, which will be released in the near future, have been drafted for each of the Offices, Directorates, and Administrations that comprise the new FEMA.

**The Office of the Director:** The position of Director of Program Coordination previously announced will not be created. The position of Chief of Staff will be maintained with responsibilities to support the Office of the Director. The Deputy Director will serve as the Agency Chief Operating Officer as required by Executive Order.

**Office of the Ombudsman:** The position of Ombudsman still needs to be created and the responsibilities of the position defined. The need exists for someone to negotiate and resolve complaints both internally and externally, which could result in the Ombudsman being assigned functions which do not interfere with but rather supplement existing complaint resolution mechanisms. The General Counsel has been asked to provide advice as to the role and responsibilities of the Ombudsman.

**Executive Board:** The Board membership will be primarily senior political managers, including representation of Regional Directors, but will include other selected managers depending on specific issues and matters brought before the Board. The Board will meet at least quarterly to review the agency's overall direction, performance, and policies. Other meetings will be scheduled as recommended by Board members or the Senior Policy Advisor, or as requested by the Director.

**Office of Policy and Assessment:** The Office of Policy and Assessment will have a major role to support the Director and senior agency managers through management and oversight of agency policy development, strategic planning, performance standards and assessment, innovation, and organizational development. Staffing of the Office will be supplemented by details and rotational assignments. In the future, consideration will be given to establishing two competitive positions for one-year developmental assignments for agency employees at the GS-12 through GS-14 level.

Because of the Director's emphasis on revising and establishing agency policy, the Office will be actively involved in defining agency policy and ensuring that subordinate level policies and priorities are consistent with agency policy and direction. To illustrate the

relationship between agency and subordinate policy, the Office of Policy and Assessment has been assigned the function to "provide a system for identifying and monitoring status of major actions to be taken to correct deficiencies and shortfalls in agency programs and operations." Each staff office, Directorate, and Administration will be required to identify and maintain their own evaluation and corrective actions program consistent with the overall agency program.

Overall responsibility for the agency's environmental impact and assessment functions have been assigned to the Office of Policy and Assessment, with technical assistance to be provided by other parts of the organization.

**Office of the Inspector General:** The Inspector General participated in FEMA's reorganization process, and has made changes in the Office consistent with the FEMA Director's guidelines. The Office of the Inspector General will be integrated into FEMA agency activities with the objective of working together to improve management processes and delivery systems as they are being developed. Except for the independent investigations conducted by the Office, the Office will be included as part of the FEMA management team.

**Office of the General Counsel:** The Office established a new Divisional structure and realigned resources. A priority responsibility assigned to the Office is a review of agency authorities and recommendations to the Director for delegations consistent with the new organizational structure. The Office of the General Counsel will continue to be the only source in the agency for legal advice and services.

**National Security Coordinator:** Responsibilities of the National Security Coordinator are assigned as a collateral duty to the Chief of the Special Projects Unit aligned in the Response and Recovery Directorate. In the capacity of National Security Coordinator, the individual will be responsible to the Director for ensuring FEMA's national security requirements are fulfilled and representing the Director in national security policy matters.

**Office of Congressional and Governmental Affairs:** In addition to focusing on ongoing Congressional and legislative activities, this Office will have increased responsibility for intergovernmental and external activities. Emphasis will be placed on providing information to Congress and constituency groups. Preparedness and exercise activities associated with NATO and the Canadian agreement, and personnel responsible for these activities, were transferred to the Preparedness, Training, and Exercise Directorate.

**Office of Emergency and Public Information:** This Office will be the focal point for release of all public information and emergency preparedness materials designed for use by the public. Each Directorate and Administration will be expected to coordinate their hazard specific public information and education materials with the Office of Emergency and Public Information so that materials released by FEMA have a consistent message. The entire television studio capabilities at the Special Facility will not be transferred to the Office of Emergency and Public Information. Only those positions in the Visual Communications

Section will be transferred to this Office. A decision will be made during the 45-day implementation process as to how the technical capabilities of the Visual Communications and Broadcast Support Branch will support the headquarters studio (Recovery Channel) which is being built.

**Office of Equal Opportunity:** The Office of Equal Opportunity will actively revamp the agency's affirmative actions program and strive to improve our cultural diversity, particularly in higher grades and management positions. The Office will support the Director's Equal Opportunity Committee, which has recently been rechartered to include wider agency membership at different grade levels.

**Office of Human Resources Management:** A major area of responsibility aligned with the Office of Human Resource Management is the overhaul and management of the agency's Disaster Assistance Employee (DAE) and Special Disaster Assistance Temporary Employee (SDATE) programs. Three additional positions will be assigned to this Office to revise DAE and SDATE program policies and implementation. The Office has also been given responsibilities to staff emergency assignments and activate people to fulfill those assignments.

The Local Area Network (LAN) administrator supporting the Office will be detailed from the Operations Support Directorate to the Office of Human Resources Management for 120 days. This will ensure the Personnel systems are supported during the changes in organizational assignments. In the next 45 days, the Operations Support Directorate will develop a recommended policy on agency LAN administration.

The Office of Human Resources Management will no longer have primary responsibility for employee and executive development programs, but will provide advice to the Preparedness, Training, and Exercise Directorate. The Executive Review Board will also continue to have a role in outlining the requirements for the agency's executive development program.

**Office of Financial Management:** The Director of the Office of Financial Management will serve as FEMA's Chief Financial Officer. A priority of this Office will be to develop an integrated financial system through which all FEMA budget and financial matters will be managed. The Office of Financial Management will be held accountable to the Director for maintaining up-to-date financial information, including the management and status of the Disaster Relief Fund. Responsibility for Financial Assistance Agreements (Cooperative Agreements and Grants) will be consolidated in the Office. The Office of Financial Management will be the primary point of contact with the Office of Management and Budget, and will provide oversight and guidance on all financial and budget matters to all FEMA entities.

A temporary Financial Systems Development Project Team will be formed immediately to completely revamp the agency's financial management systems. Within six months, this Team will be expected to develop and implement a centralized system that provides the

Director and all managers with the mechanisms for accountability and financial management. The Project Team will be supplemented by people from other parts of the organization detailed to provide specialized expertise and support.

**Office of Regional Operations:** The Office will have a more prominent role in overseeing regional activities including management and budget matters, and will serve as the first point of contact for Regional Directors. The Director of the Office of Regional Operations will represent the regions in headquarters deliberations when regional representation is not possible, will ensure headquarters policies and directions are consistently implemented, and will ensure that FEMA policies, programs, and administrative and management guidance are coordinated throughout all regions.

**Regional Offices:** Simultaneously with defining the headquarters structure, the Office of Regional Operations and the reorganization project coordinators and team have been working with the regional offices to establish a regional structure consistent with headquarters. Alignment of functions in the regions will be consistent with functional alignment at headquarters.

All FEMA regional offices will be consistently organized, with four Divisions and the same Branch or team titles within those Divisions. The number of people assigned will determine whether the structure is called a Branch or a team. Branch chiefs will have official supervisory responsibilities; team leaders may have supervisory responsibilities, but their grades are based on program or functional knowledge or expertise, not supervisory authorities.

#### **Directorates and Administrations:**

Each Directorate will have a Support Services Liaison Staff that coordinates the Directorate management and administrative activities, such as budget formulation and execution, personnel and human resources matters, information management requirements and implementation, technical analysis, action and correspondence tracking, administrative guidance and procedures, etc. The Staff will have liaison responsibilities to the Office of Financial Management, and the Operations Support Directorate, to ensure requirements are identified and fulfilled, and then will orchestrate their implementation within their own Directorate. The Staff will also serve as the initial point of entry into the Directorate for staff offices when program specific or other established relationships do not exist.

**Operations Support Directorate:** The original name of Support Services was changed to be consistent with the preferred name of Operations Support at the regional level. This does not in any way diminish the importance of the premise of "service" to the entire FEMA organization. To achieve this purpose, and to avoid creation of duplicate systems, the Directorate has established a "Help Desk" concept where requirements for support can be requested, whether hardware, software, communications, or logistics.

The agency has not fulfilled its regulatory responsibilities to develop and implement a viable safety program. The MERS Safety Officer, currently assigned to the Response and Recovery Directorate, will be detailed for 120 days to the Associate Director of Operations Support to develop a FEMA safety program and a plan for its implementation. The plan will propose resources necessary to implement the safety program and its functional alignment within the organization.

A Logistics Division has been created to provide for the agency the type of logistics system which currently exists only to support the specialized needs and equipment of the MERS Detachments. The staff previously responsible for the MERS will form the core group in the new Division, but will be supplemented by other resources. The Division will continue to have responsibility for the MERS logistical requirements. A major priority of the Division will be to inventory and establish mechanisms for accounting for all agency property and equipment.

The Security Division will refocus its emphasis on the broader responsibilities to the organization rather than on national security and classification issues. The mission and functions of the Security Division will be reviewed to determine those which should be emphasized and where the resources should be aligned. Part of this review will consider the appropriate alignment of the computer and communications security responsibilities included in the Information Systems Policy and Oversight Division.

The General Counsel has been asked to review the requirements of the Suitability Program, and recommend to the Director whether program management should be maintained in the Security Division, or transferred to the Office of Human Resources Management. The review will also consider the resources necessary to fulfill the requirements of the program.

**Mitigation Directorate:** Emphasis will be placed on developing a national mitigation strategy that has as its objective programs, mechanisms, delivery systems, and funding to reduce the impact of disasters, regardless of the cause. Creativity and new ways of accomplishing preventive measures will be expected.

The agency focus for Geographical Information Systems and related requirements for databases, systems, and automated assessment capabilities will be driven by the Mitigation Directorate as part of the Hazard Identification and Risk Assessment Division. The Response and Recovery Directorate and other users will identify their requirements to the Mitigation Directorate. The Operations Support Directorate will provide the design and development support to meet the needs articulated by the Mitigation Directorate.

The Hazard Identification and Capability Assessment system currently aligned in the Preparedness, Training, and Exercise Directorate will be evaluated, and that portion of the system appropriate to be integrated into the Hazard Identification and Risk Assessment Division will be transferred later. Guidance will be provided to the regions as a result of the evaluation as to their responsibilities and alignment of the function in the regions.

**Preparedness, Training, and Exercises (PTE) Directorate:** Various programs have been integrated throughout the Directorate to focus on building an all-hazards capability. This included consolidation of Federal, State, local, and regulatory exercises under one organizational unit. Because of standing agreements and the reimbursable aspects, a Regulatory Services Coordination Unit was established to provide a single point of contact for coordinating the overall Radiological Emergency Preparedness program and Chemical Stockpile Emergency Preparedness Program. This mechanism will ensure that the expectations of the Department of Defense and the requirements of the nuclear power plant regulatory process are maintained within FEMA, without maintaining hazard-specific functions which duplicate other FEMA functions.

A major emphasis of the PTE Directorate will be on building capabilities and supporting State and local emergency management programs. PTE will coordinate development of guidelines and requirements for State and local planning. The Disaster Preparedness Improvement Grant program previously aligned in the Mitigation Directorate will be realigned in the PTE Directorate.

A complete review of the functions presently defined for the Mobilization Preparedness program, aligned under the Resources Preparedness and Capability Division, will be undertaken by the National Security Coordinator and the PTE Deputy Associate Director. Input will be sought from other FEMA officials, as well as the National Security Council and other appropriate department and agency officials. The Deputy Associate Director will identify those critical functions that must be performed until the review is completed, and align resources accordingly.

The National Disaster Medical System (NDMS) function listed on the September 7 organizational chart under Response and Recovery will be performed in the PTE Directorate. NDMS is defined in Emergency Support Function #8 under the Federal Response Plan, and is primarily a capability development function until it is operationally integrated into an overall Federal response. Additional resources currently allocated to Mobilization Preparedness will be assigned to FEMA's responsibilities under NDMS, which includes arranging the annual NDMS conference in 1994. The NDMS function will be aligned in the State and Local Preparedness Division, Preparedness Policy Branch.

The Special Facility Engineering and Plans Branch previously aligned with the Operations Support Directorate will remain with the Special Facility Management Division. However, the engineering capability now aligned with PTE will have responsibility to support agency-wide facility engineering requirements, not just the requirements of the Special Facility.

**Response and Recovery Directorate:** The word Operations was dropped from the title to eliminate confusion as to it being primarily an operational entity. It will be the primary Directorate responsible for defining operational requirements, but all parts of FEMA will have responsibilities to build operational capabilities and implement them when required.

This includes responsibilities for working with the other Federal departments and agencies to build capabilities described in Emergency Support Functions under the Federal Response Plan. Just as responsibilities for NDMS have been assigned to the PTE, responsibility for building capabilities in other Emergency Support Functions will be realigned to other parts of the organization, e.g., #7 Resources Support, to the Operations Support Directorate.

Some questions were asked about the Federal, regional, and State and local planning functions listed on the original chart. The Response and Recovery Directorate will have responsibility to design the operational system into which all planning is integrated. Full integration of the changes necessary to eliminate some of the previous duplication between response and recovery responsibilities will continue during the implementation process.

The MERS Detachments will continue to report to headquarters. However, a review will be conducted to define responsibilities to support daily activities that the MERS employees can perform beyond those currently assigned. This review will also determine if there are efficiencies and cost savings by consolidating similar functions performed to support the MERS facilities and the Federal Regional Centers.

Primary responsibility for situation assessment will reside in the Response and Recovery Directorate. The function will be supplemented by resources and capabilities in the Mitigation, Preparedness, Training, and Exercises, and Operations Support Directorates.

The Chief, Special Projects Unit, will have responsibilities for overseeing national security emergency planning and ensuring that guidance related to national security is incorporated into the overall agency planning and operating structures.

**U.S. Fire Administration:** Although the Fire Administration remains a separate Administration, it will be more fully integrated into FEMA activities. A larger role will be defined for the Fire Administration in the area of Urban Search and Rescue, so that the Fire Administration assists in building the capabilities of the fire services in this operational area. The Administrator will also carry the title of Associate Director, U. S. Fire Administration.

The Fire Coordinator position in the regions will not be filled until the functions for this position have been defined and the determination has been made as to availability of resources to support the functions.

**Federal Insurance Administration:** No major issues surfaced as the Administration was restructured consistent with the Director's guidelines. The Administrator will also carry the title of Associate Director, Federal Insurance Administration.



# Federal Emergency Management Agency

Washington, D.C. 20472

November 5, 1993

MEMORANDUM FOR: All FEMA Employees  
FROM: *James L. Witt*  
James L. Witt  
Director  
SUBJECT: Organizational Structure and Management

We have now accomplished another step in moving forward toward implementing FEMA's new organization. Branch Chiefs and other key management positions have now been filled, and we have an approved structure for the new organization. Attached is a package of organizational structures, along with the names of those people appointed to specific positions.

Since my announcement to you on October 18, 1993, the following management assignments have been changed:

- o Bill Tidball's sole responsibility will be Chief of Staff in the Office of the Director.
- o Gary Johnson has been detailed, effective immediately, to the position of Director of the Office of Financial Management. In this capacity, he is responsible for preparing the FY 94 operating plan and the FY 95 budget. Gary will retain his position as Deputy Associate Director for the Mitigation Directorate, and will be involved in the development and implementation of this new Directorate.
- o Bob Volland is designated as the Acting Deputy Associate Director, Mitigation Directorate.
- o Larry Berenson has been appointed as the Director, Security Division, Operations Support Directorate, in lieu of Jack Lilley, who has retired.
- o Until Bill Jones returns from his assignment to the Industrial College of the Armed Forces, Homer Hervey is designated as the Acting Director, Special Facility Management Division.

The Office of Human Resources Management (OHRM) has completed the initial stages of building the personnel management system in line with the new organizational structure. Part of this process is ensuring that every person is assigned to a specific Office or Directorate, which is now complete. I have asked our new management team to align people within their organization consistent with agency priorities. This critical part of the process will be completed in draft by November 12, 1993. I have encouraged managers to share their

draft staffing plans with the bargaining unit representatives after they have been reviewed by the OHRM. We hope to finalize organizational assignments to meet a goal of late November for implementation of the new organization.

I know many of you have requested that you be assigned to other parts of the organization, or more specifically to work for a particular individual. The current phase of the reorganization must be based on appropriate alignment of functions and resources, not personal preferences. I believe we need to maintain this approach to ensure that our new organization is implemented as fairly as possible. As I have stated previously, the OHRM is developing a mechanism to allow people to express their preferences for reassignment. However, this mechanism will not be instituted until after we have had an opportunity to settle into the new organization.

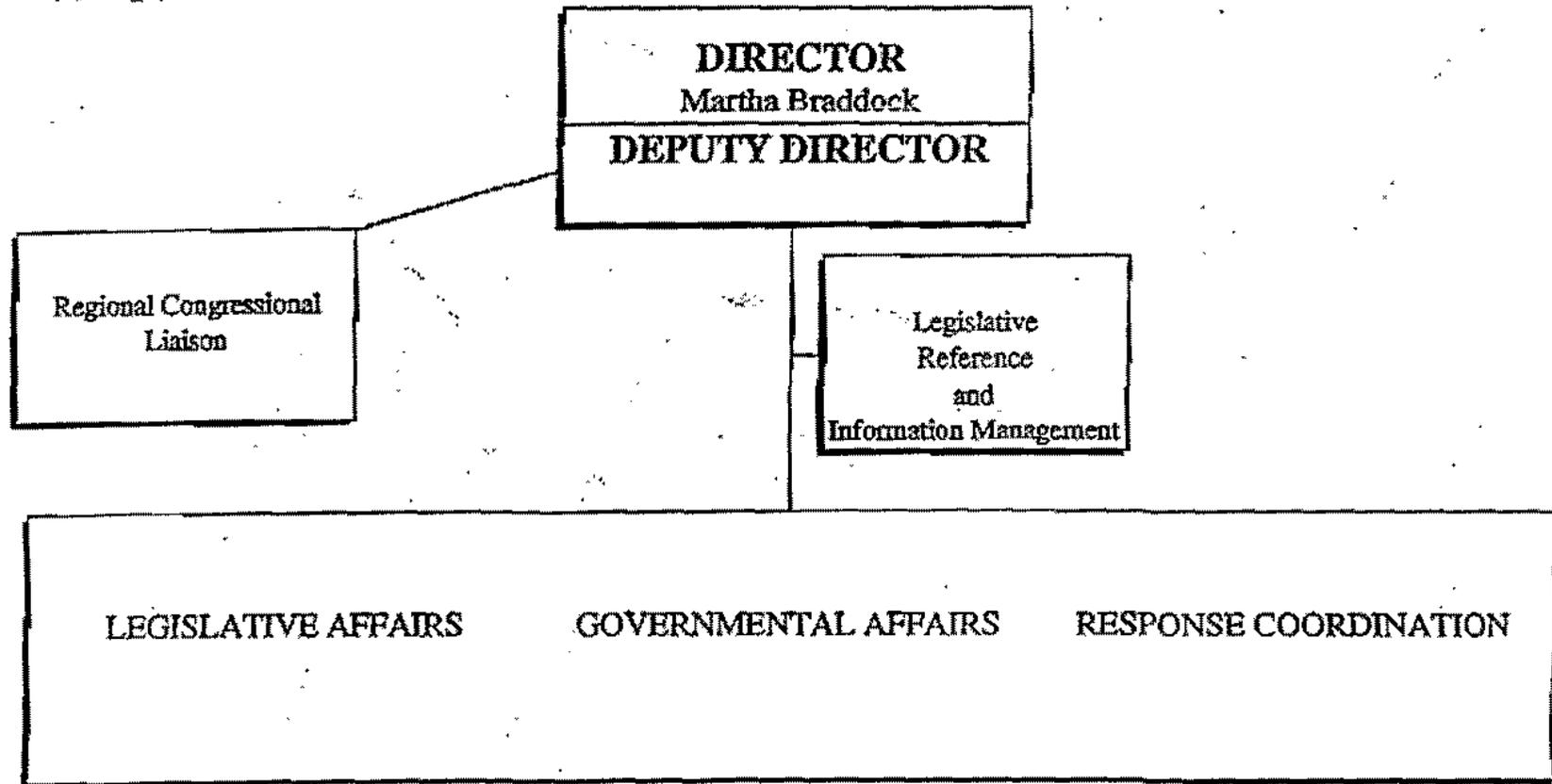
You should know that the OHRM has been working diligently to complete all of the necessary steps to convert the personnel and payroll systems to the new organization. My thanks to all of the people in OHRM for meeting the deadlines and sorting out all of the details that must be resolved in such a major reorganization.

I also know that many of you are looking forward to the new organization and the exciting opportunities it gives us to make a difference in emergency management. I encourage those of you who have found this period of change difficult to think about how you can help contribute to the new FEMA. For this new organization to succeed, we need to all work together to meet the challenges that we continually face as emergency managers.

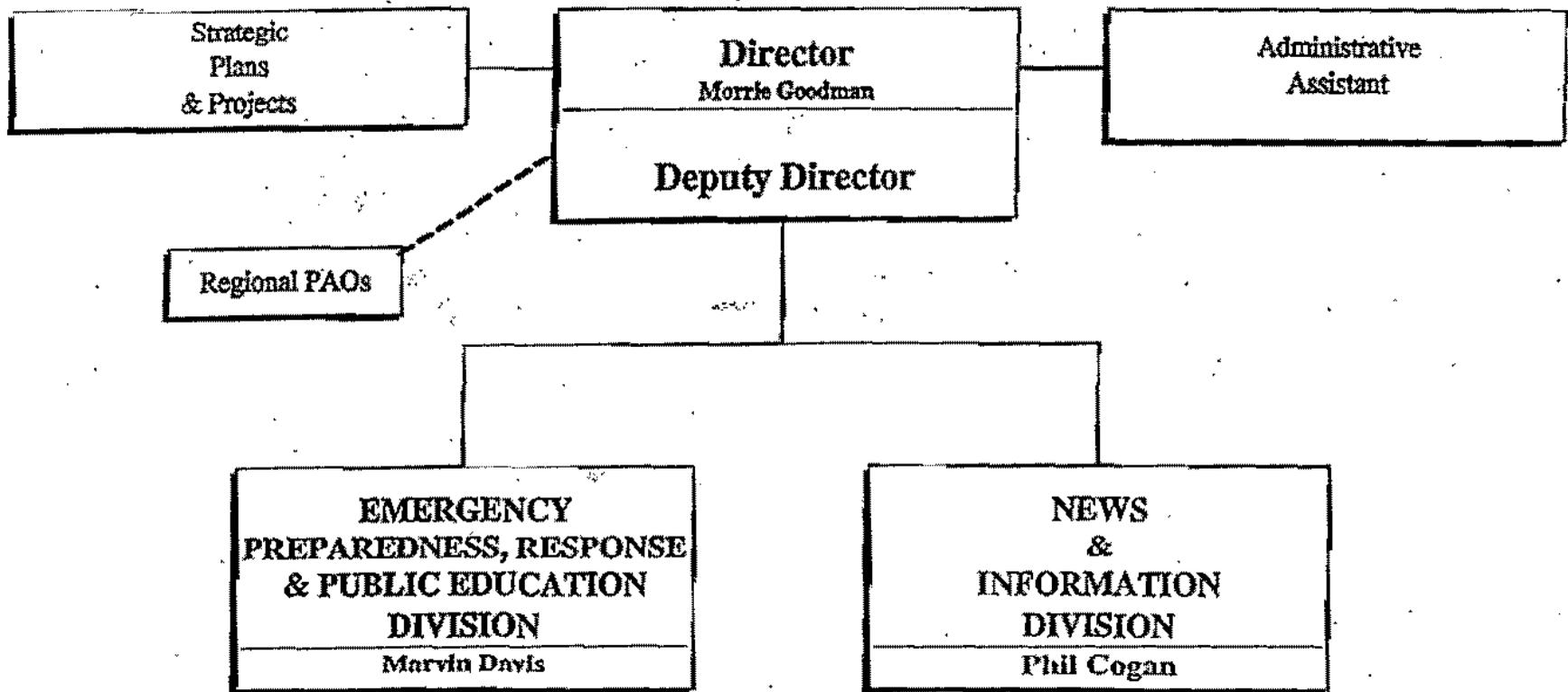
Attachment



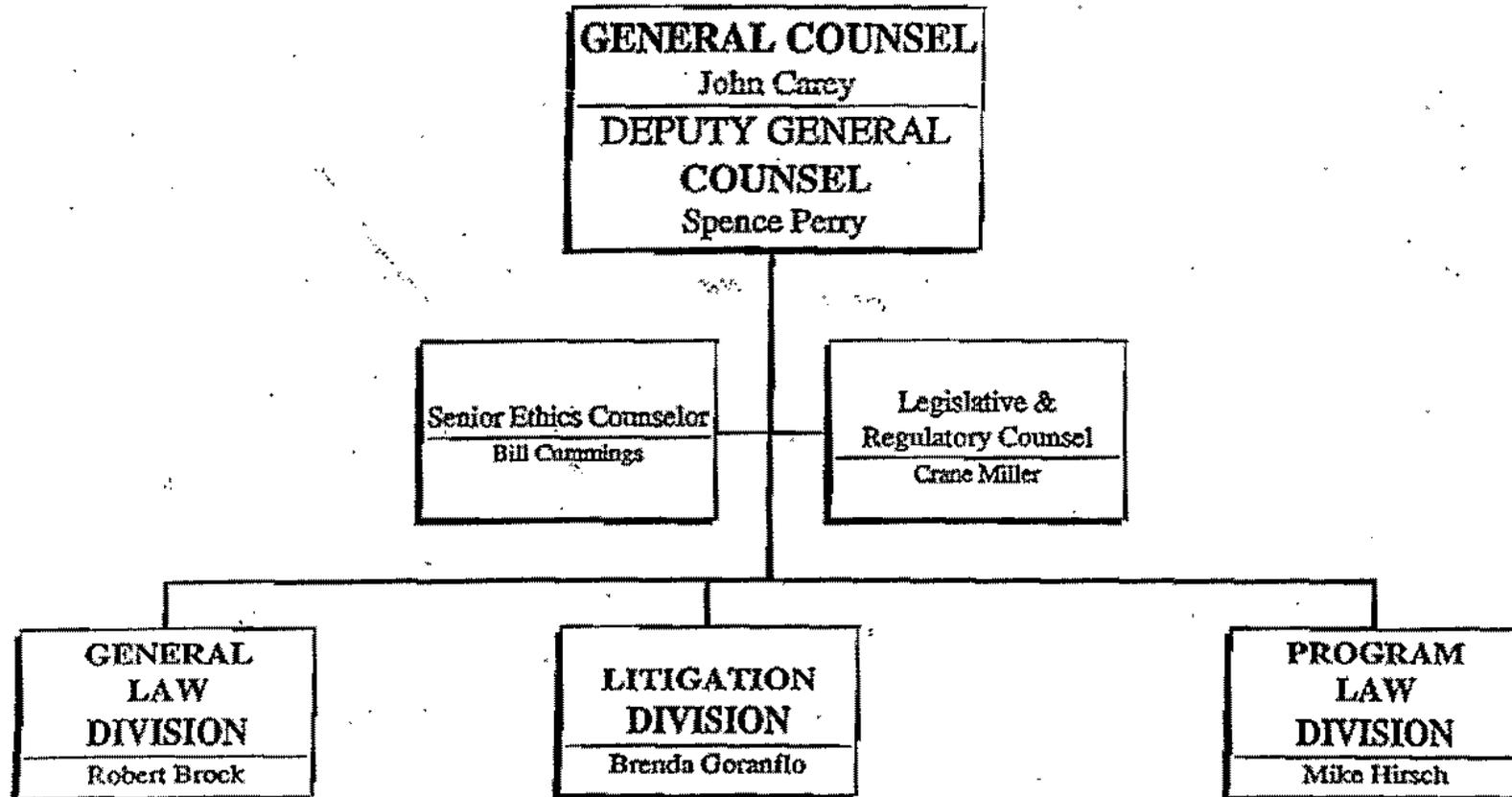
# Office of Congressional and Governmental Affairs



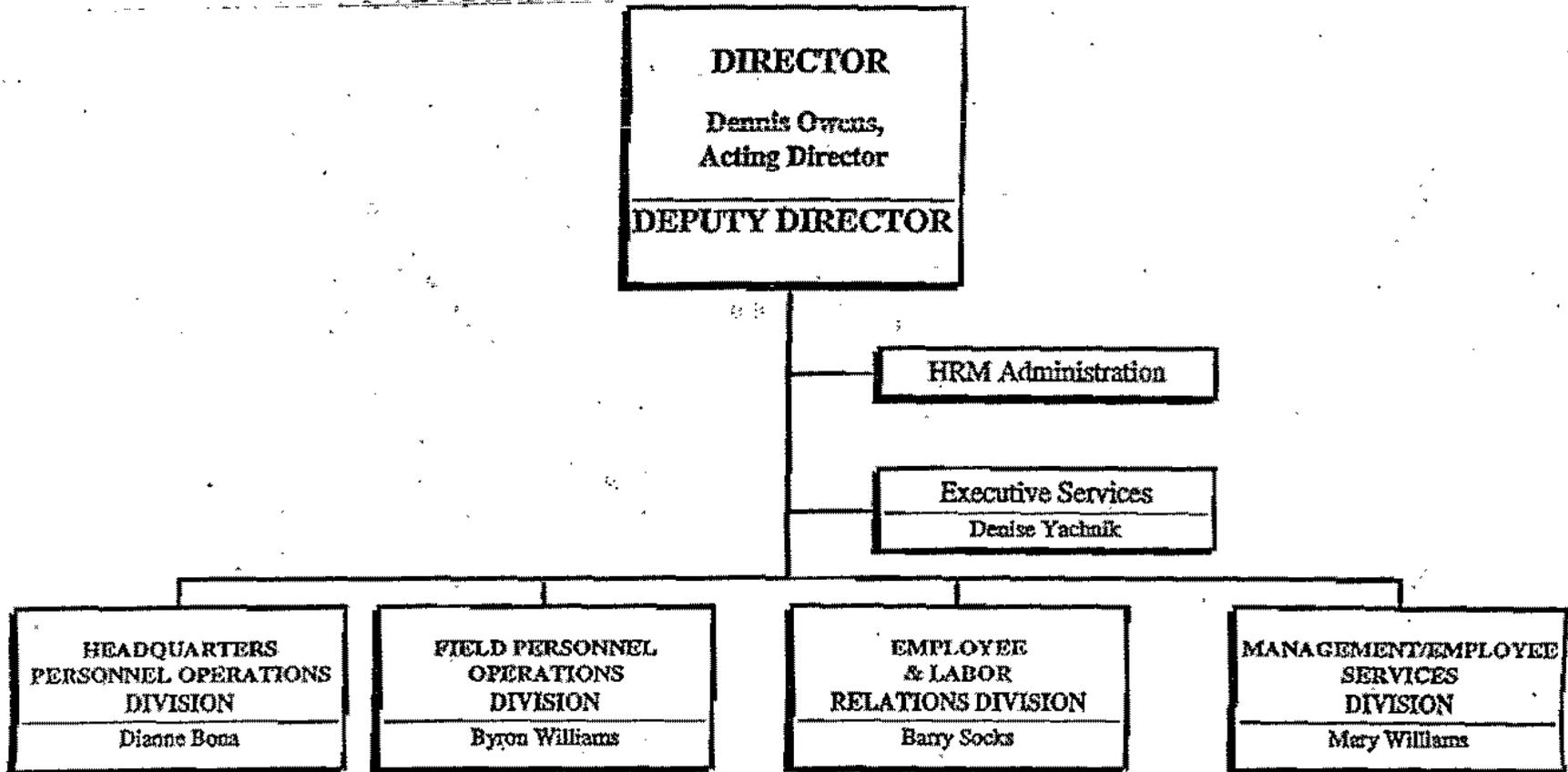
# Office of Emergency & Public Information



# Office of the General Counsel



# Office of Human Resources Management

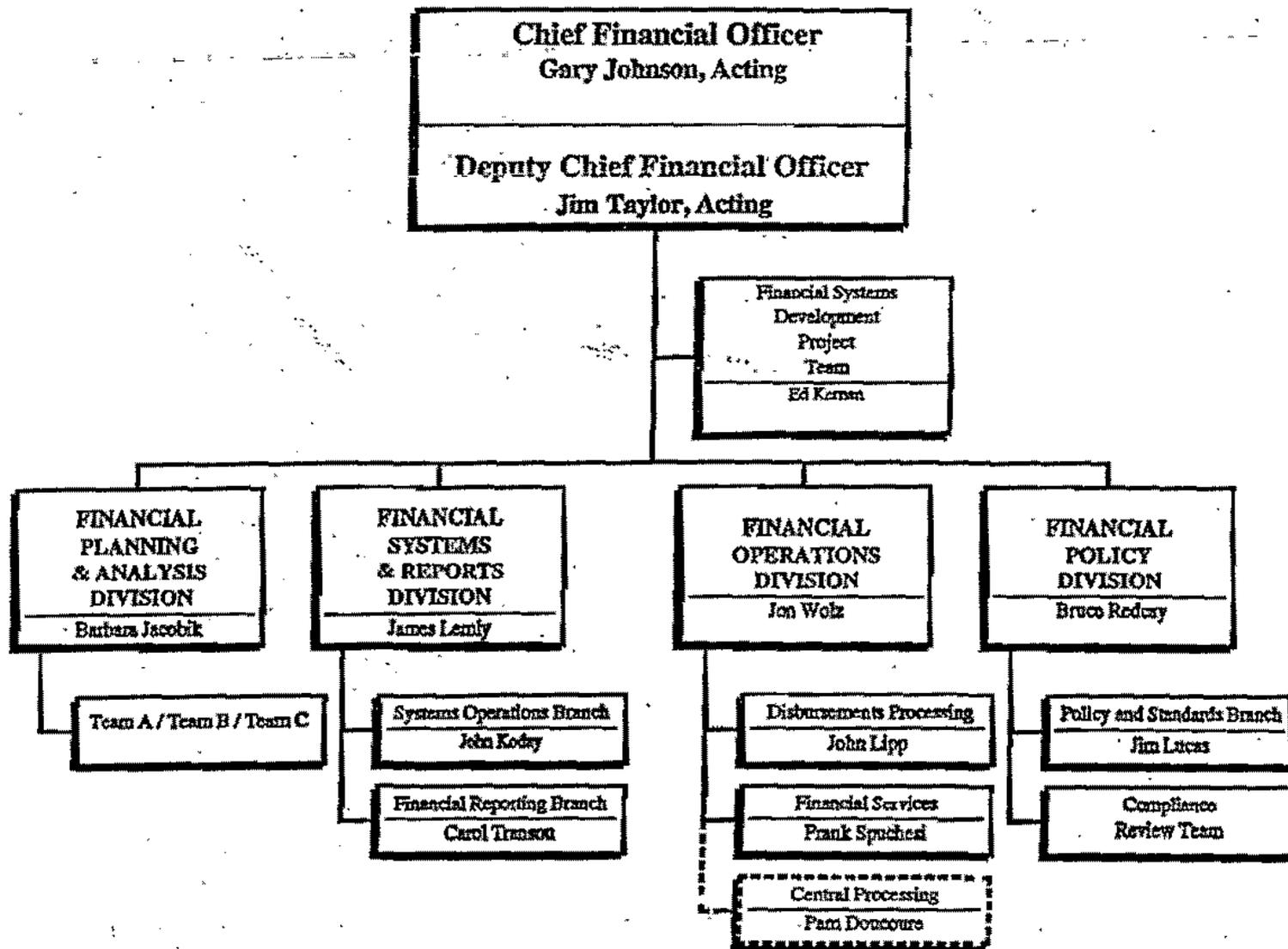


*Office of Equal Opportunity*

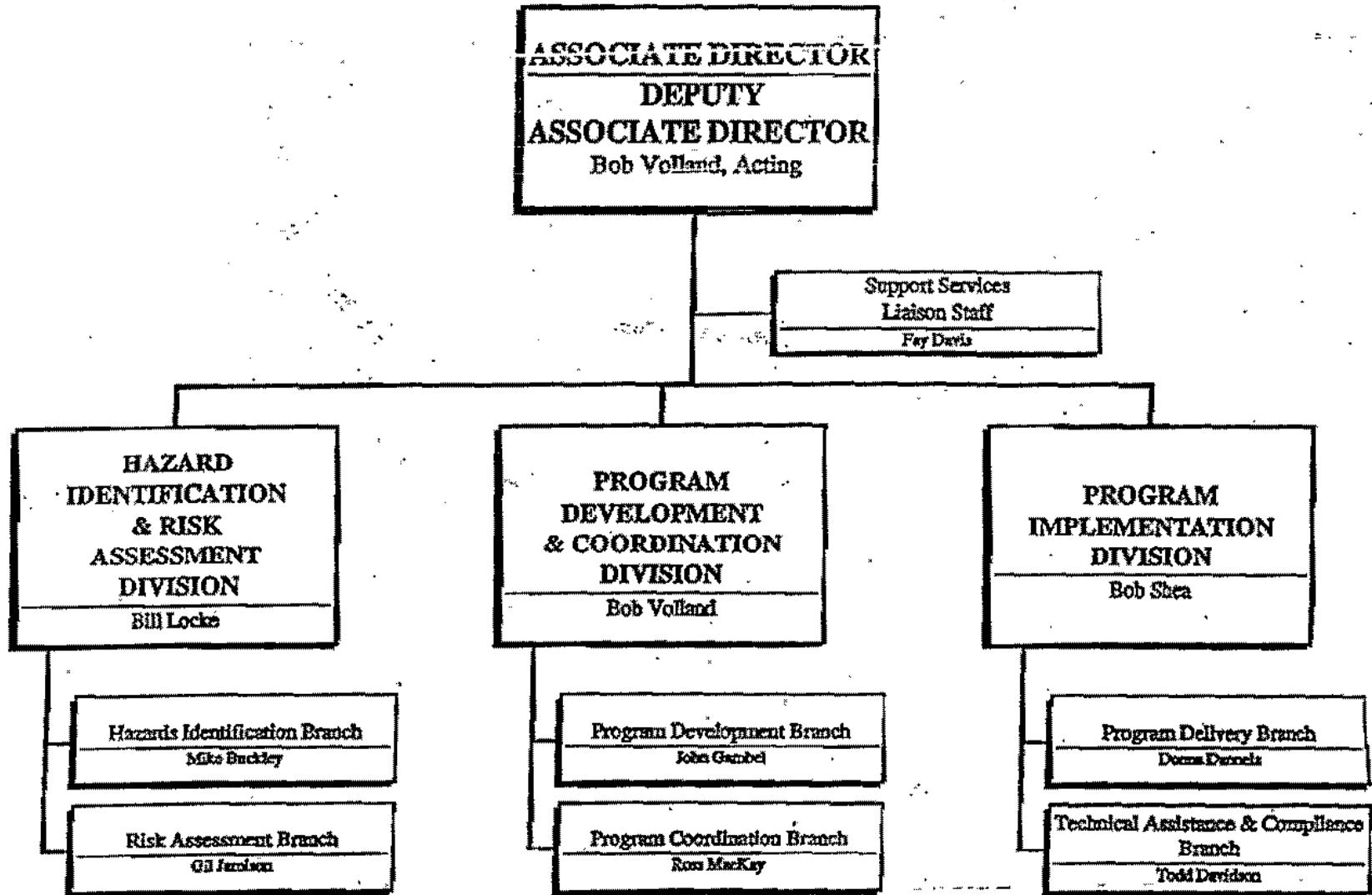
**DIRECTOR**  
Adell Betts

EEO COMPLIANCE & CIVIL RIGHTS      EEO MANAGEMENT PROGRAM

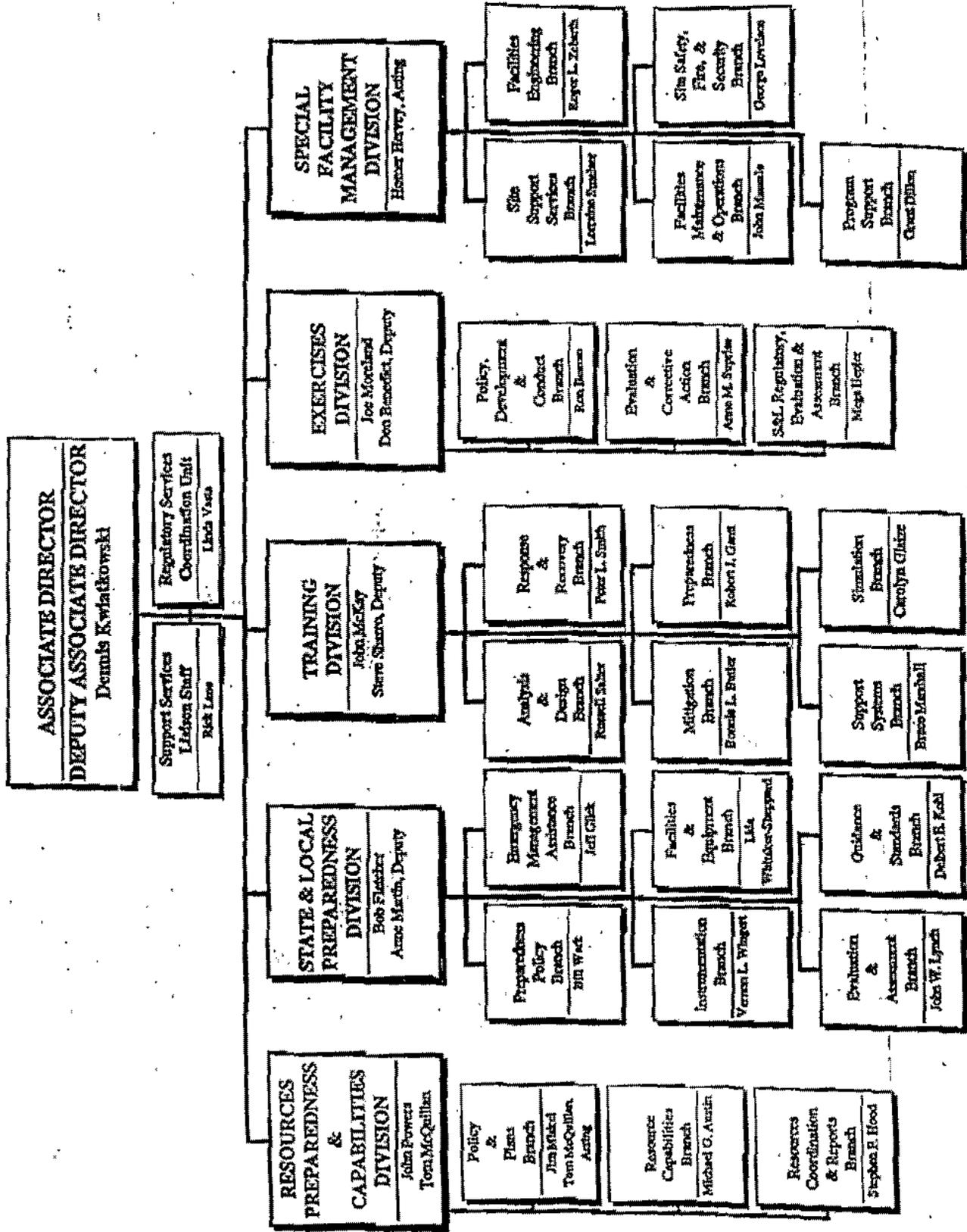
# Office of Financial Management



# Mitigation Directorate



# Preparedness, Training, & Exercises Directorate



ASSOCIATE DIRECTOR

DEPUTY ASSOCIATE DIRECTOR

Dennis Kwiatkowski

Support Services Liaison Staff

Miss Lane

Regulatory Services Coordination Unit

Linda Vasa

RESOURCES & CAPABILITIES DIVISION

John Powers  
Tom McQuillen

Policy & Plans Branch  
Jim Muxel  
Tom McQuillen, Acting

Resource Capabilities Branch  
Michael G. Austin

Resources Coordination & Reports Branch  
Stephen F. Hood

STATE & LOCAL PREPAREDNESS DIVISION

Bob Flaherty  
Anne Martin, Deputy

Preparedness Policy Branch  
Bill West

Emergency Management Assistance Branch  
Jeff Glick

Facilities & Equipment Branch  
Lisa Whitaker-Sheppard

Guidance & Standards Branch  
Deborah B. Kohl

Evaluation & Assessment Branch  
John W. Lynch

TRAINING DIVISION

John McKay  
Steve Shatro, Deputy

Analysis & Design Branch  
Russell Saker

Response & Recovery Branch  
Peter L. Smith

Preparation Branch  
Robert J. Grant

Simulation Branch  
Carolyn Glazer

Support Systems Branch  
Eric Marshall

EXERCISES DIVISION

Joe Moreland  
Don Benedict, Deputy

Policy, Development & Coordination Branch  
Ron Berman

Evaluation & Corrective Action Branch  
Anne M. Supina

S&L Preparedness, Evaluation & Assessment Branch  
Mega Heffer

SPECIAL FACILITY MANAGEMENT DIVISION

Homer Harvey, Acting

Site Support Services Branch  
Leahanne Spitzer

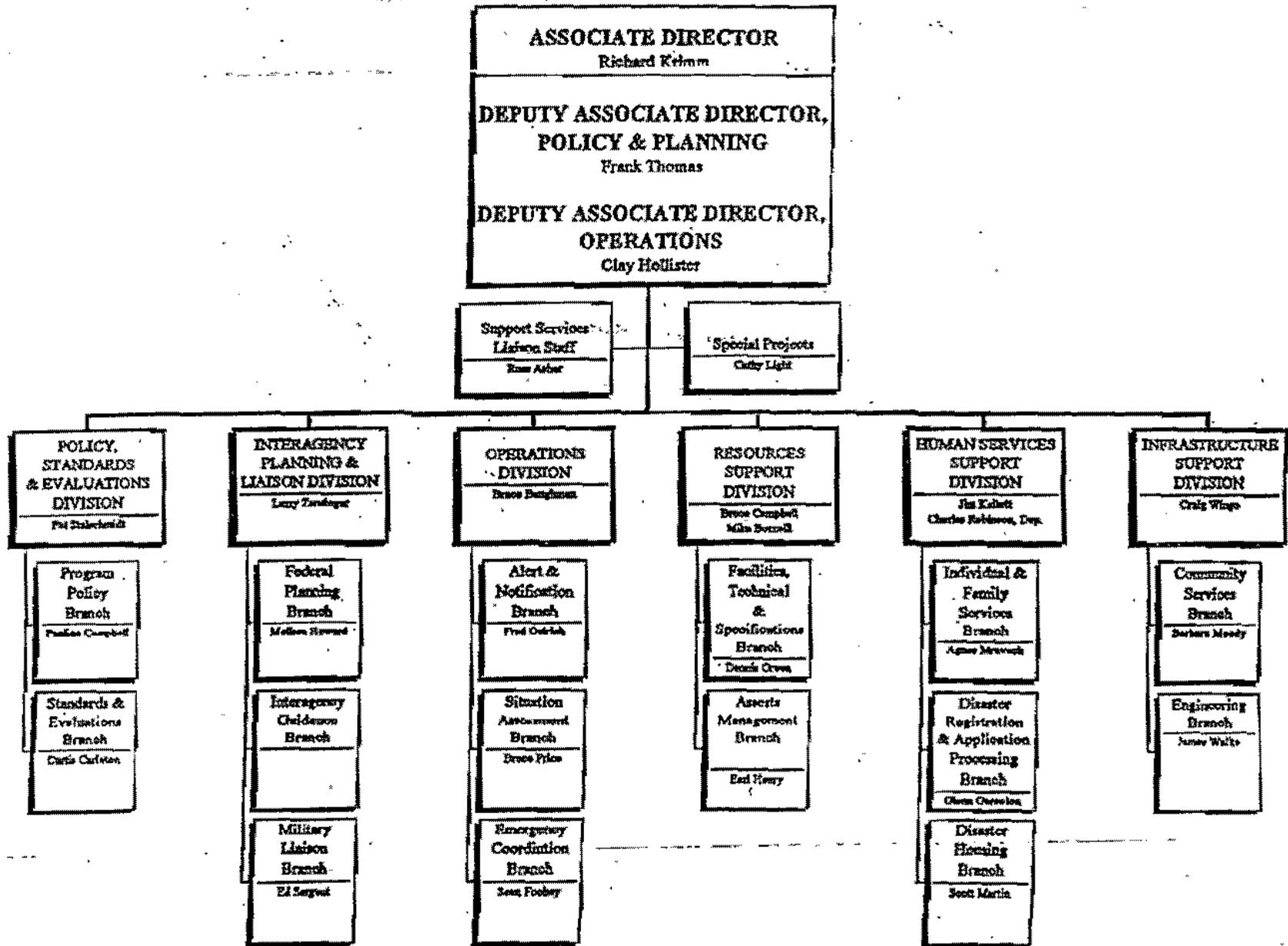
Facilities Maintenance & Operations Branch  
John Mammale

Program Support Branch  
Chris Dillon

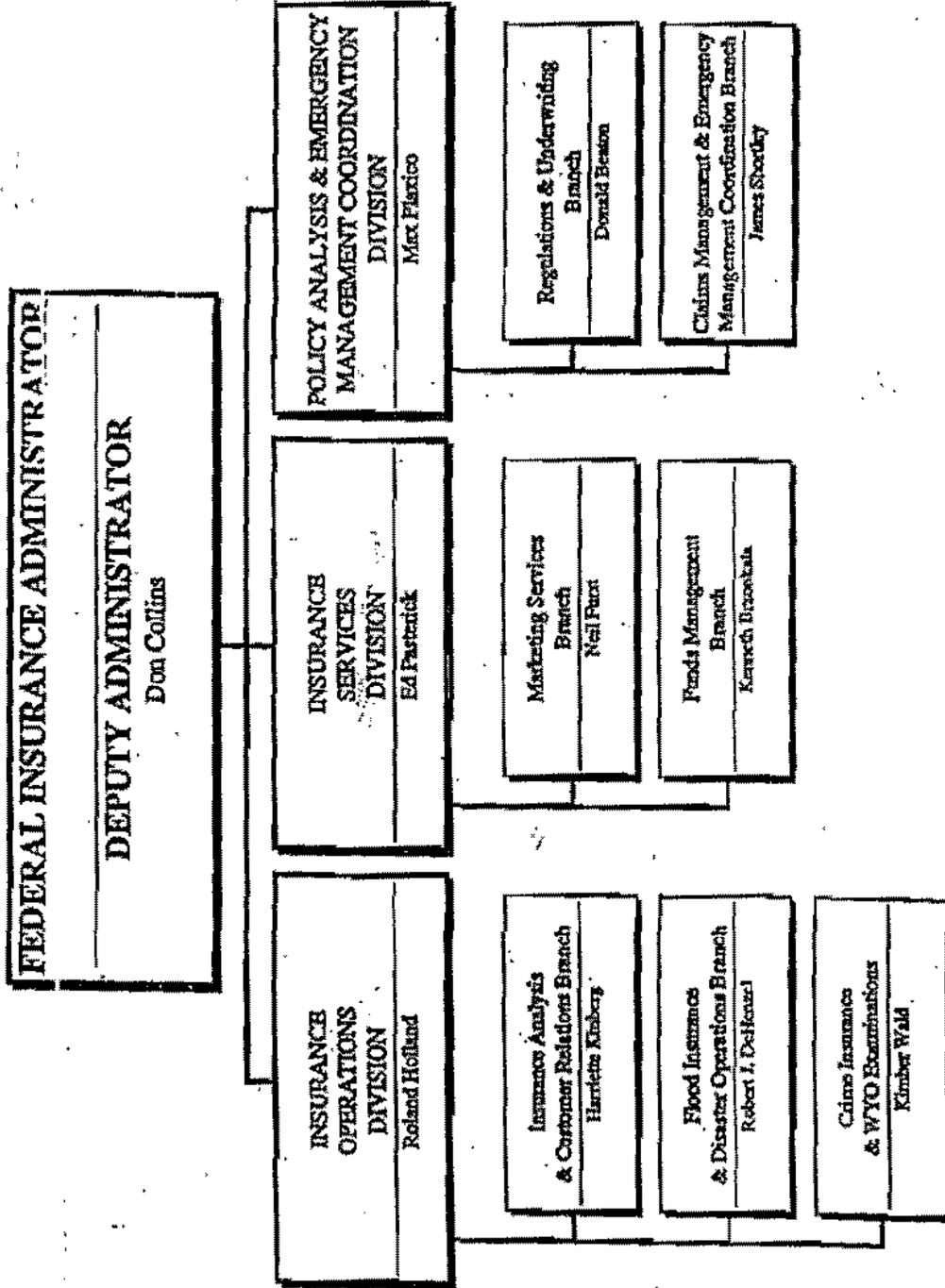
Facilities Engineering Branch  
Rayne L. Ziebert

Site Safety, Fire, & Security Branch  
George Lovison

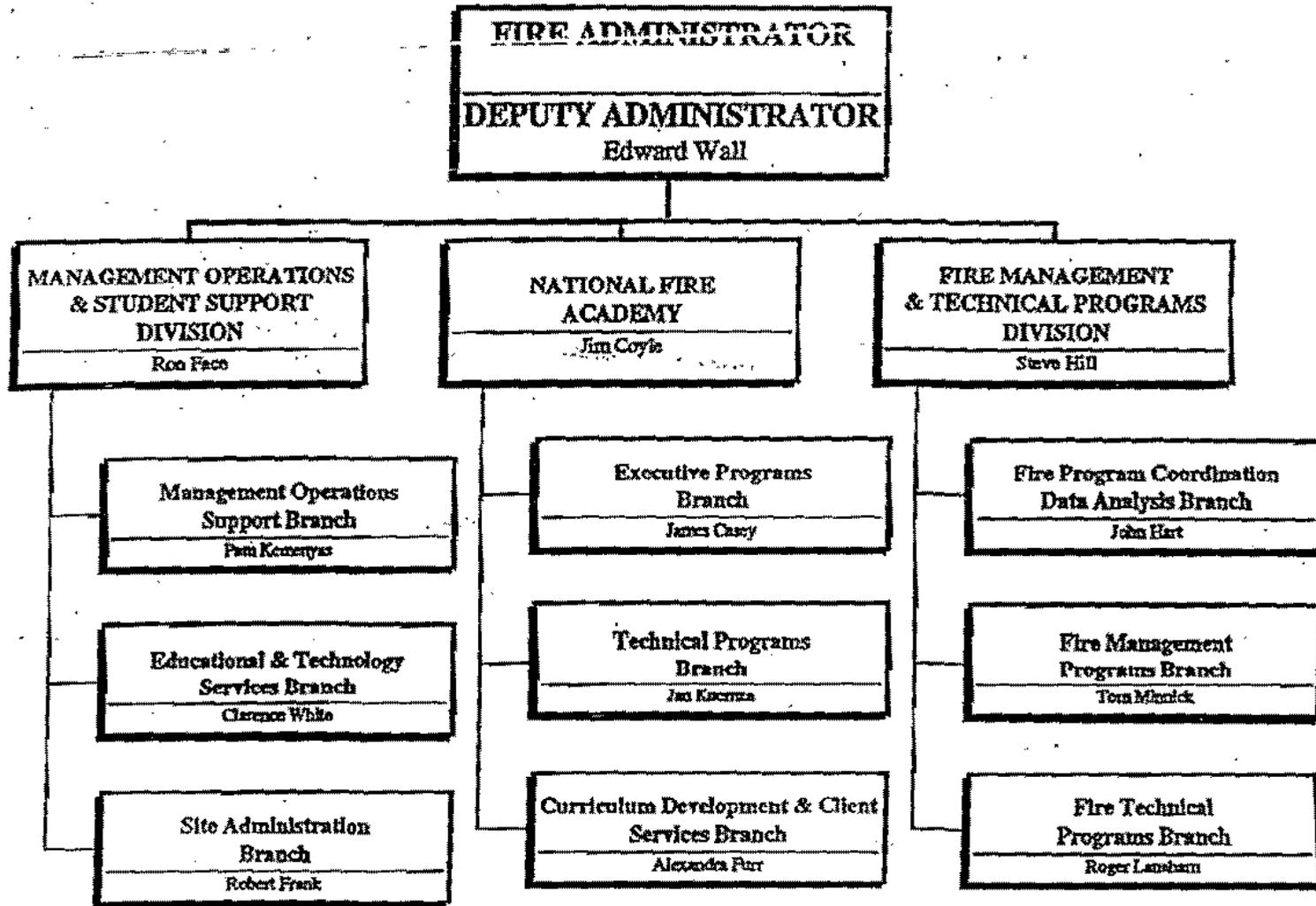
# Response & Recovery Directorate



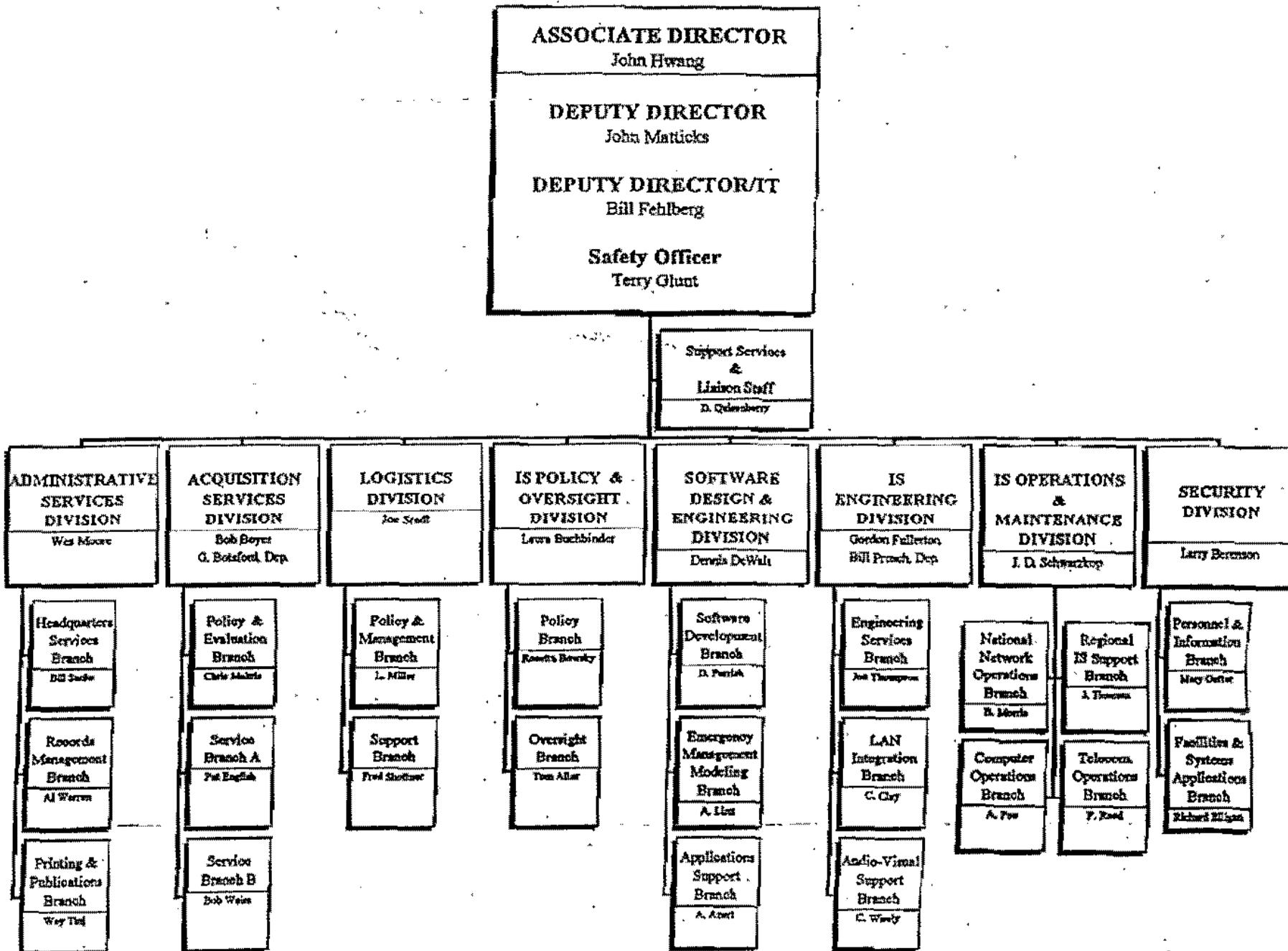
# Federal Insurance Administration



# United States Fire Administration



# Operation Support Directorate



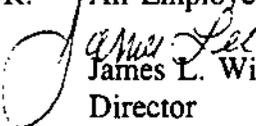


# Federal Emergency Management Agency

Washington, D.C. 20472

DIR

September 28, 1993

MEMORANDUM FOR: All Employees  
FROM:   
James L. Witt  
Director  
SUBJECT: Status of Reorganization

Progress on the next steps of reorganization continues. I know many of you have been involved in the process, but I want to make sure that everyone is aware of what has been happening the past few days and what is planned to implement the new organization.

Senior managers designated to coordinate development of substructures at headquarters have been working diligently to design proposed sublevel structures. Each region has also proposed substructures for how their region should be organized. These proposals undergo change frequently as people work together to define missions and functions, find better ways to align resources, and look at the most effective way to organize to achieve our new mission and goals. I am impressed with what has been going on: people are working together, participating in the process, and looking forward to our new organization. This is the important part of the process that will make FEMA's new organization work!

I know that I had told you that we would begin implementation of the reorganization by October 1, 1993. It is more important to us that we take the time to make sure we have the most effective organization than to meet this deadline. We cannot do this without headquarters and regional discussions and input on how each level should be organized. A meeting between the Regional and Acting Regional Directors and headquarters reorganization coordinators is being held on September 27-28. The outcome of this critical meeting will be input to final proposals for structures that are consistent between headquarters and the regions.

I will begin meeting with headquarters reorganization coordinators on September 29 to discuss their complete proposals, which include mission and function statements and organizational structures. Once I have received and reviewed all proposals, I will be prepared to make the final decision on FEMA's complete organizational structure, for headquarters and the regions. My target date for this decision is October 15, 1993.

When I announce the agency organization, it will include identification of those people who will be in acting management positions down to the Division level until permanent assignments are made. These acting officials will work with me, the reorganization project team, the Office of Human Resources Management, and others who will be responsible for finalizing the reorganization. My intent is to have the transition to the new organization, including all personnel actions, completed within 45 days after the agency organization is approved.

During the 45-day period, people will be transferred to positions consistent with the new staffing patterns and their currently assigned responsibilities. As appropriate staffing assignments are determined, details to the new organizational structure may be approved. No permanent transfers can be made until personnel and accounting systems are revised to accommodate the new organizational structure; all personnel actions must be effective the same date to make sure all employees are paid on schedule. Employees will be transferred to their new organization without change in their current grade or pay. All personnel rules and rights of the bargaining units will be followed as we go through the transition process.

I know many people have expressed their interest in making career changes in the new organization. These interests are often consistent with the changes that FEMA must go through in realigning resources, validating the functions that we perform, and prioritizing those objectives that must be accomplished in the short and long term. After the new organization is in place, existing personnel mechanisms and procedures will be used for consideration of personnel reassignments and actions. I support the idea of people working in areas consistent with their interests, capabilities, and agency needs.

Many of the details associated with reorganization and its implementation are being sorted out and will be finalized in the coming weeks. This will include aligning all employees against positions in the new organization structure. Assignments will be based on existing functions and responsibilities to the extent possible.

Everyone in FEMA and every program is important. Even though the scope of the reorganization is extensive, we must transition as smoothly as possible to minimize disruptions to our programs and responsibilities. Your ideas and suggestions have been important to the organizational structure that is evolving. I encourage you to continue to be involved through the next few weeks as the reorganization becomes a reality. FEMA needs your support and commitment to make the changes that will benefit all of us and the public we serve.

Distribution: H(AllPersHqF1d)



Dir

# Federal Emergency Management Agency

Washington, D.C. 20472

*Slivon*

AUG 17 1993

MEMORANDUM FOR: All FEMA Employees

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

SUBJECT: Proposed Reorganization of FEMA

On Friday, August 13, 1993, I met with Vice President Gore to discuss plans for the renewal of FEMA as part of the National Performance Review (NPR). My meeting with the Vice President was very productive and he and the President are very supportive of the direction and priorities outlined for the renewal.

A critical component of the renewal is a proposed reorganization framework for the Agency. During the meeting, the Vice President requested that the proposed reorganization of FEMA be included as part of the announcement of the NPR initiatives he will make on September 7, 1993. Therefore, as I noted in my memorandum of August 9, 1993, I will provide you with detailed information after the Vice President has issued the NPR Report on September 7, 1993. Between now and September 7, I plan to continue to meet with Congressional representatives of FEMA's committees to seek their views and support for our renewal activities.

We have much to occupy us in the next few weeks as the hard work of recovery begins in the Midwest and we continue to face the potential for damaging hurricanes. I am proud of the work you have done and the dedication you have shown in helping families and communities rebuild their lives. I request your continued support as we rebuild our Agency.

Distribution: H(AllPersHqFld)



# Federal Emergency Management Agency

Washington, D.C. 20472

JUN 23 1993

MEMORANDUM FOR: All FEMA Employees

FROM:

*James L. Witt*  
James L. Witt  
Director

SUBJECT: Organizational Review

In my testimony to Congress, I have committed to a renewal of FEMA. As part of this renewal I have outlined my priorities and management philosophy in my memorandum of June 21, 1993. I believe these priorities will result in a stronger and more effective emergency management program for this Nation.

I am extremely pleased with the caliber of your ideas and responses on how we can improve FEMA and our programs. They have been thoughtful and exceptionally helpful. In fact, many of your suggestions warrant further discussion which we will be pursuing.

Now, it is time for us to take your ideas and synthesize these suggestions and issues along with the independent reports on FEMA, and begin to determine how we can most effectively achieve these priorities. We need to look more closely at our programs and our operations and the changes we need to make to achieve the new FEMA. To assist me in this effort I have asked Jane Bullock to lead a staff effort to review the FEMA organization. This review will provide background and information for decision making on organizational changes that might be necessary to accomplish the Agency's priorities. Working with Jane will be Mel Presgraves and Rick Shivar. I have attached a brief description of what their project will encompass.

I want to reassure everyone that this will be an open process and that each employee has a contribution to make toward the future success of this Agency. However, I think it is imperative that, as an Agency, we decisively move forward to embrace the changes that are necessary to improve the effectiveness and efficiency of the Agency. The timetable for this effort is short. I have asked Jane, Mel and Rick to complete their effort by August 15, 1993. After coordination with Congress, my intent is to begin implementation of a reorganization by October 1, 1993. Therefore, I am asking for your cooperation, your support and your patience as we proceed through the process.

Attachment

Distribution: H (AllPersHqFld)

## Organizational Review

### Background

In order to accomplish the mission of the Agency and the priorities the Director has established, we must first examine where we are today and then identify what needs to be done to move forward to effect each of these priorities. The intent of this paper is to describe the basic approach that will provide a basis for decision-making on the organizational changes that may be necessary to more effectively and efficiently accomplish the Agency's mission.

### Objective

To review the Agency's organizational and programmatic framework for the purpose of assessing whether the programs are aligned in a manner that most effectively and efficiently meets priorities and accomplishes the Agency mission.

### Approach

The approach will be for a small group of individuals to undertake a review of the current programs and functions of the Agency. This review will result in a review paper for the Director by August 15, 1993. The conduct of the review will be accomplished through interviews with staff, at all levels of the FEMA organization (headquarters and regions), participation in appropriate programmatic meetings, assimilation of budgets, reports and legislative directions on FEMA programs and operations, input received during the transition process, and responses to the Director's memo of request for ideas and additional transition issues.

The following is a list of the initial, broad tasks that have been identified as necessary to the review:

Analyze and matrix current FEMA direction from 3 separate perspectives: organization, functions and programs. Each perspective should include, to the extent possible, estimates of resource levels for personnel and funding.

Develop, and seek agreement from management on the functional components of mitigation, preparedness, response and recovery.

Meet with representatives of the appropriate task forces that already exist and have analyzed FEMA programs and functions, such as the Volland and the Campbell task forces.

Analyze transition materials, issue papers, etc, both new and old.

Conduct headquarters program interviews.

Conduct regional program interviews.



# Federal Emergency Management Agency

Washington, D.C. 20472

JUN 21 1992

MEMORANDUM FOR: All FEMA Employees

FROM:

*James L. Witt*  
James L. Witt  
Director

SUBJECT: FEMA Goals and Management Philosophy

Many of you may have read some or all of my recent speeches and Congressional testimony. So that we all understand the common goals and management philosophy I have set for FEMA, I want to summarize them in this memorandum to you. I believe the overall mission of FEMA is to provide the leadership and support for a comprehensive, all-hazards emergency management program. To accomplish our mission, I have set the following priorities:

1. Create a national emergency management partnership of FEMA, other Federal departments and agencies, State and local emergency management agencies, and volunteer and private organizations.

Each person in FEMA has a critical role in developing the partnership that will make possible a comprehensive nationwide emergency management system. I ask each of you to consider our leadership and coordination responsibilities as you work with our partners in Federal, State, and local government, in volunteer organizations, and in private industry. We must take the lead to build a "ground-up" capability based on defined roles and responsibilities, relationships, and expectations.

2. Develop, through this partnership, a comprehensive, risk-based, all-hazards nationwide emergency management system that includes preparedness, mitigation, response, and recovery.

I have announced that FEMA will establish an all-hazards approach to emergency management. We can no longer afford to have different systems and responses for different types of threats or emergencies. The system we build will be based on a functional approach, with provisions for factors or requirements unique to a specific hazard. An all hazards approach allows State and local governments to plan and prepare for any risk that may affect their communities. I believe that the best emergency management capability is based on well established, day-to-day relationships. In disaster situations, people tend to use those systems and procedures they are familiar with. As we work toward a truly comprehensive all-hazards emergency management program, we must continue to seek support for those specific risks that are most likely to occur.

At the National level, we must adapt to changing needs and priorities, maintain a strong base for responding to the hazards we face, and concentrate on reducing the risk from those hazards. We will build on the Federal Response Plan to prepare for the consequences of any hazard, including terrorism or even foreign attack. Our challenge will be to integrate our mitigation strategies and recovery programs into our response mechanisms, thus providing a comprehensive all-hazards capability.

3. Establish mitigation as the foundation of the system.

FEMA's primary mission will be to do everything reasonably possible to mitigate the effects of hazards. We must take the lead to initiate those actions that will prevent injuries, deaths, property damage, and economic losses, and to minimize the impact where they cannot be prevented. We need to develop cost effective techniques as well as incentives which will support State, local, and private organizations to undertake mitigation measures. Many aspects of mitigation can be conducted with relatively little expenditure of time and money. At the very least, we should build on our existing programs in building codes, land use practices, and modifications to structures that ensure their safety. Every new structure which is correctly located and built to code, or modified, is one less building that threatens lives, or requires disaster relief funds, or potentially disrupts the economic and social fabric of a community. I ask you to take every opportunity to build mitigation into your program activities.

4. Prepare, in cooperation with other members of the partnership, to respond effectively to, and recover from, any disaster.

The expectation of the public and Congress is that FEMA will be involved in emergencies, as they are developing and immediately after they occur. We have an obligation to provide a strong, immediate response when requested by the States to make available nationwide and unique Federal resources. This is consistent with the intent of the Federal Response Plan, recognizing its immediate response initiatives are in support of State and local governments. I believe we must be prepared to take a more rapid and aggressive approach in response to any disaster that is beyond the capability of State and local governments. Specifically, we need to develop a rapid damage and needs assessment capability, strengthen our deployment of resources in the pre-event and immediate post-event timeframe, and provide advice and technical assistance to the States before and during the emergency. National programs and capabilities can be brought into this process so that we make use of our assets for an all-hazards approach, and still protect national interests.

5. Strengthen State and local emergency management programs.

State and local governments obviously have the "first responder" and overall emergency management responsibilities. I have told the Congress that a strong

State and local emergency management capability, supported and fostered by the Federal government, reduces the Federal intervention and disaster relief commitment after a disaster occurs. My commitment is to help the State and local emergency management agencies receive the maximum possible support and make best use of the tax dollars that we provide them. FEMA will help strengthen State and local capabilities by providing guidance and support for such priorities as:

- o comprehensive training and realistic exercises, which involve all appropriate personnel from all levels of government and volunteer and private organizations
- o evaluation and performance standards and mechanisms
- o enhanced mitigation programs
- o more flexibility and discretion for how the States use the funds available to them through the Comprehensive Cooperative Agreement (CCA)

Through the FY 1994 Director's Emphasis paper, I have given the State Directors guidelines on FEMA's priorities and how they will be applied through the CCA process. I have emphasized increased accountability for the funding provided and streamlined reporting processes.

In the time since I have been at FEMA, I have expressed these goals and my philosophy during Congressional testimony and in my speeches to other groups involved in emergency management. My mandate is to work with you, and the rest of our partners, to make these priorities a reality. I know our job is tough, and we cannot correct longstanding problems overnight. But, with these basic premises we can start now to renew FEMA and the working relationships we have with our partners.

As I have testified, the people of FEMA are its most valuable asset. I am counting on your commitment to the future success of the Agency and our ability to achieve these goals.

Distribution: H(AllPersHqFld)



MS

# Federal Emergency Management Agency

Washington, D.C. 20472

APR 15 1993

MEMORANDUM FOR: All FEMA Employees  
FROM:   
James L. Witt  
Director  
SUBJECT: Review of FEMA's Mission and Organization

As many of you are aware, several recent reports included recommendations concerning redefining FEMA's mission and organization. During my confirmation I made a commitment to review these recommendations and determine if the mission and organization needs to be revised. And, if revisions are needed, to develop a new mission statement and organizational structure.

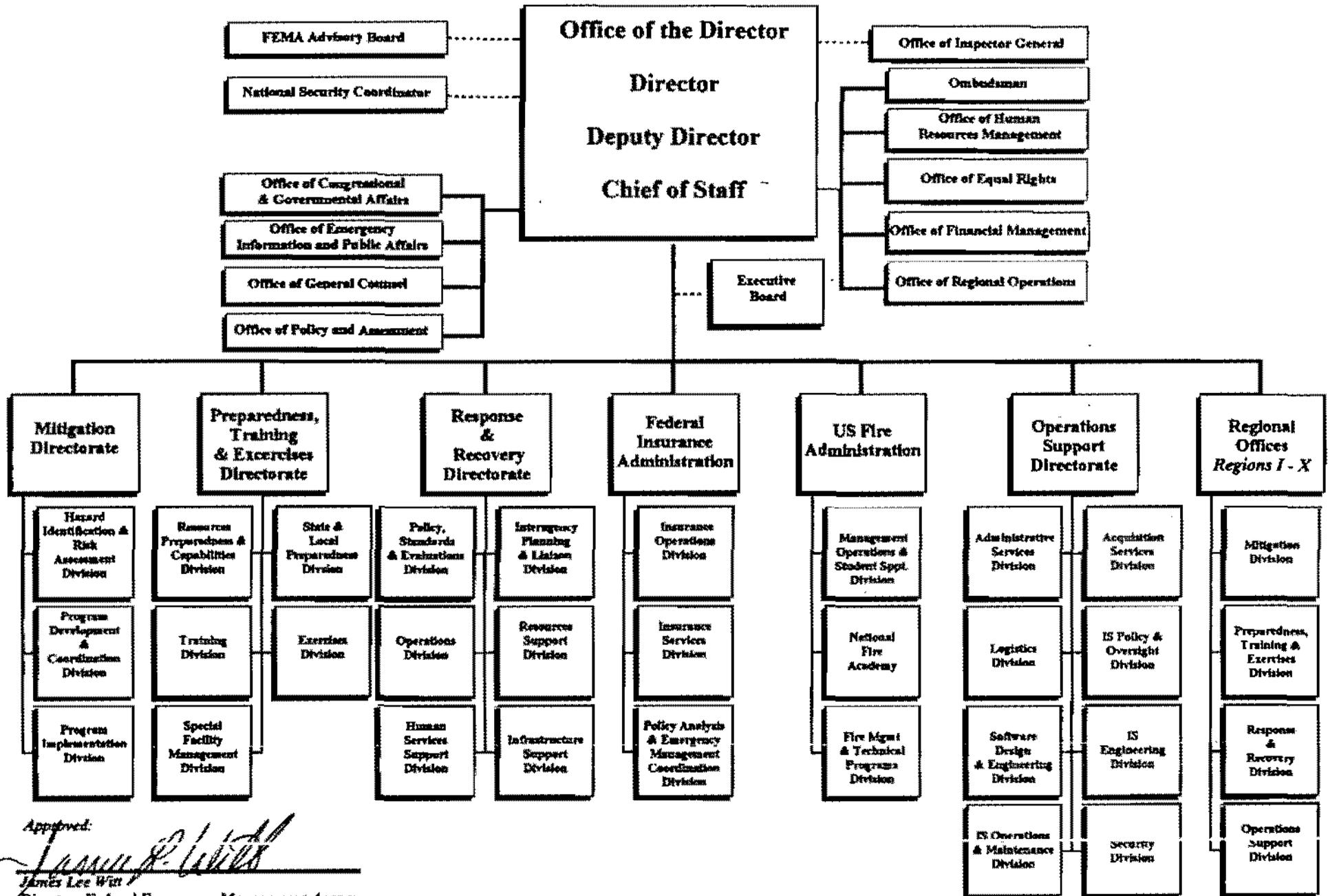
This activity has just been initiated, and I wanted you to know that it is in process. Furthermore, I will seek ideas and suggestions from you. Harvey Ryland will be the point of contact for this activity.

It is expected that the process of reviewing the mission and organization, and determining what changes are needed will take about 90 days. I will keep you informed of progress on this activity through occasional memos.

It is important for you to know that I am dedicated to the well-being of FEMA's employees. Any reorganization will be done in a way to ensure the most effective delivery of assistance to disaster victims in coordination with our colleagues at the State and local level. However, it must also be consistent with the best interests of the dedicated employees who provide such assistance.

DISTRIBUTION: H(AIPersHqFld)

# Federal Emergency Management Agency



Approved:

*James P. Witt*  
 James Lee Witt  
 Director, Federal Emergency Management Agency

Effective: November 28, 1993

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

**James L. Witt  
Director**

**August 6, 1993  
Washington, D.C.**

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

*Government is a contrivance of human wisdom to provide for human wants.  
Men have a right that their wants should be provided for by this wisdom.*

Edmund Burke (1790)

What do people want?

They want food, shelter, good health, a chance to earn a living, and a sense of security and stability. It is a terrible truth that disasters can rob people of each and every one of these basic human needs.

Yet, this does not have to be. Many think that disasters, especially natural disasters such as hurricanes, floods, and tornados, are overwhelming events and nothing can be done to minimize the consequences. This is not the case.

There is 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.

If we know how to significantly reduce the consequences of disasters, why have we not done so?

It is not because all of the solutions are too complex. Saving a life can be as simple as knowing where to go when a tornado warning is issued. It is not because all of the solutions are too expensive. 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. FEMA, through the renewal process, is demonstrating its commitment; other federal agencies, state and local governments, and private and volunteer organizations must do the same.

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.

The scope of the renewal effort included a reexamination of the Agency's mission statement, organizational structure, and major policies and procedures, and making corresponding changes as needed.

The project to renew, or "reinvent," FEMA was initiated on April 6, 1993, when James L. Witt was sworn in as Director of the Agency. Guidelines were established for the renewal effort based upon the Director's experience in providing emergency management services at the state and local levels; his obligation to implement the policies of the Administration; commitments made to Congress during the confirmation process; and principles of reinventing government.

This is the vision for the renewal of FEMA.

## 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 reflects all legislative and Executive Order requirements. The mission encompasses all current FEMA responsibilities for natural and technological hazards, and national security.

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.

Systems and capabilities are developed to manage the consequences of all hazards, which is also the best way to accomplish all of FEMA's responsibilities.

The mission is consistent with recommendations made by FEMA employees, representatives of partner organizations, and teams that reviewed the Agency.

This is the mission of the renewed Federal Emergency Management Agency.

## Organization

As part of the renewal process, FEMA has reviewed its fundamental mission and embraced a new statement of mission, which is supported by major policies presented in the next section.

To more effectively and efficiently execute this mission and implement the major policies, a new organizational structure was necessary. The new organization was developed using an open process providing opportunities for participation by all of FEMA's employees. The process involved two major components: (1) requesting input from everyone in FEMA; and (2) analyzing the recommendations included in the numerous reports and studies of FEMA. Some specific renewal activities include:

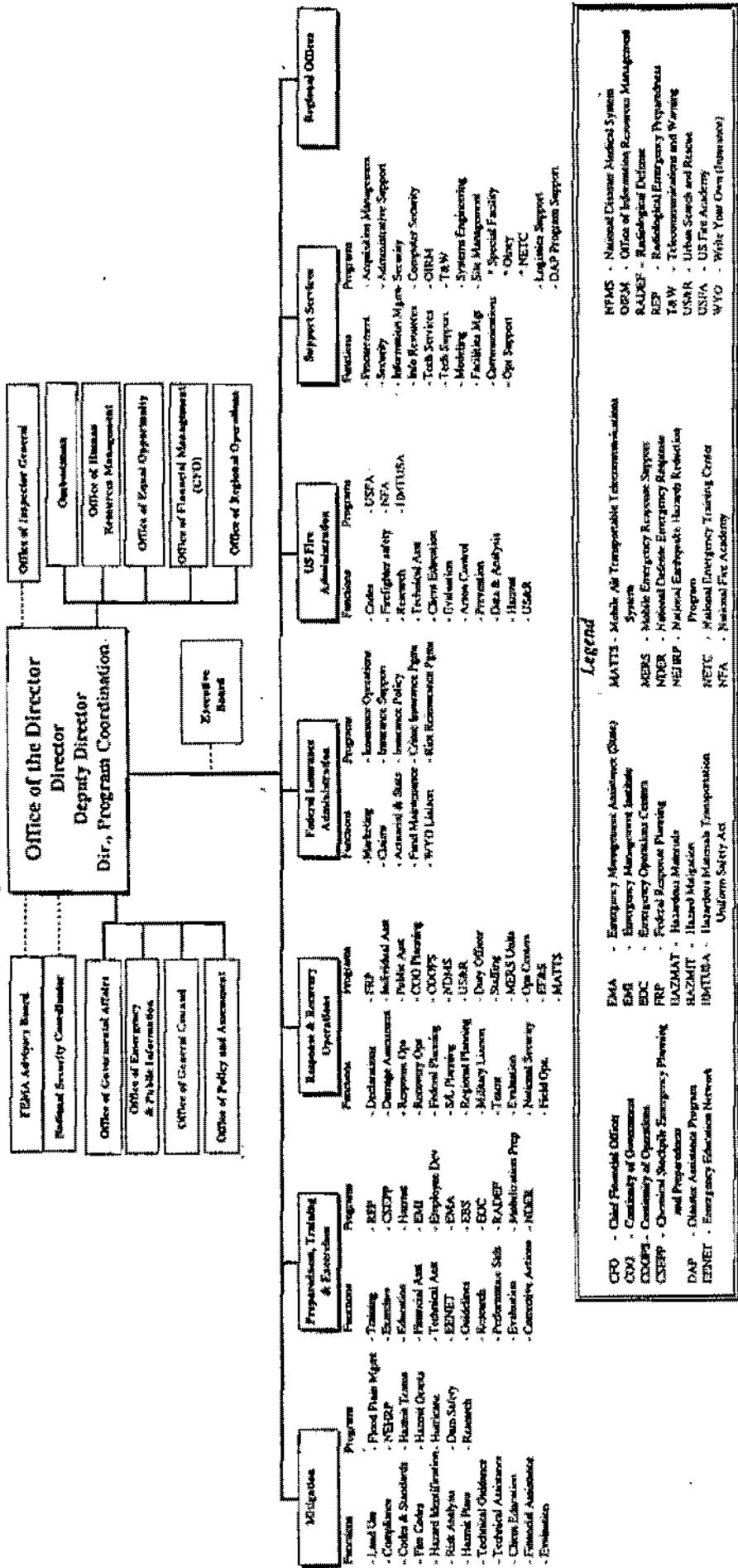
- Inviting all employees to submit recommendations, either in writing or in person;
- Convening a planning retreat of senior managers, followed by continuing meetings of a representative group with the Director as organizational options were developed;
- Bringing representatives of each of the FEMA unions to Washington for a planning meeting;
- Involving regional employees in these meetings, and scheduling a special meeting of regional secretarial staff in Washington to solicit their input and ensure their opportunity to contribute;
- Requesting existing *ad hoc* committees that had studied the recommendations of outside groups to provide the benefit of their analysis and recommendations.

Using this input, a new organizational structure for FEMA, based on the mission and goals of the Agency, was developed.

The new organizational structure:

- 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;

# Federal Emergency Management Agency



- 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 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)

The renewal process will be consistent with the principles of reinventing government.

- Ensure FEMA Employee Participation in the Renewal Process

The Director stressed that all FEMA employees would have the opportunity to contribute ideas on redefining FEMA's mission and organization, and how the Agency can do a better job of supporting

The NPR program specified that agencies select one or more offices to be "reinvention laboratories." Because FEMA is a small agency and because the Director was committed to quickly develop a strong and effective nationwide emergency management system, it was decided that the entire Agency would be a laboratory.

state and local emergency management agencies and helping disaster victims. FEMA employees were informed that any reorganization would be implemented in a manner that ensures the most effective delivery of assistance to disaster victims in coordination with our colleagues at the state and local levels. It also must be consistent, however, with the best interests of the dedicated employees who provide such assistance. Employee participation will continue permanently.

Several employee suggestions have already been implemented, or are in the development process. Examples of ideas already adopted include:

- Establishing an arbitration process for resolving disputes;
  - Appointing an Agency Ombudsman;
  - Making available to all employees copies of the Director's speeches and congressional testimony; and
  - Establishing a policy whereby all employees will participate in an office staff meeting on a periodic basis, or at least once each month.
- **Establish a Nationwide Culture of People Helping People**

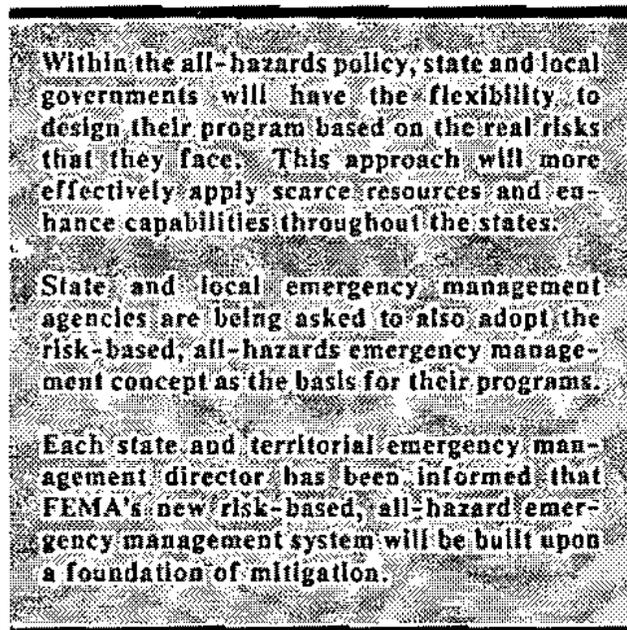
A primary goal of the renewal process was for the Agency to recognize and be more responsive to its customers—from state and local governments to the single disaster victim.

- **Establish and Maintain a National Emergency Management Partnership**

FEMA has initiated a new partnership with state and local governments, private organizations, and other federal agencies. This partnership will improve FEMA's operations, the capabilities of partner organizations, and the delivery of services directly to disaster victims.

- **Use the Risk-Based, All Hazards Emergency Management Concept**

The all-hazards philosophy, using the Integrated Emergency Management System concept, will be the basis for FEMA's program and for the nationwide emergency management system. This philosophy specifies that comprehensive emergency management functions (mitigation, preparedness,



response, and recovery) will focus on natural and technological hazards, including the consequences of terrorist or foreign attack. Programs within FEMA will now conduct their activities to meet the risk-based, all-hazard concept.

- **Establish Mitigation as the Foundation of Emergency Management**

Mitigation must become a recognized national priority. Although mitigation makes good sense, it often isn't a priority for communities. Establishing mitigation as a primary foundation for emergency management will decrease demands for response to disasters. Buildings, homes, and infrastructures that are built better, withstand hazards better. This means less destruction, less loss of life, less personal and economic hardship. This also means a reduction in outlays for disaster assistance by the federal, state, and local governments for rebuilding communities and businesses.

Mitigating disaster losses is now the primary goal of FEMA. The entire Nation needs to make the commitment now to invest in the long term payoff of mitigation, and FEMA will provide the leadership to accomplish this effort. FEMA personnel will work closely with its constituencies to provide cost-effective tools and incentives to encourage mitigation at all levels of government and in the private sector. There are several programs at FEMA which currently emphasize mitigation—there is a need to build on these programs, especially at state and local levels.

- **Create an Effective Response and Recovery Capability**

FEMA will develop and maintain a rapid and effective disaster response and recovery capability in cooperation with partner organizations. This capability will be based on continued development of the *Federal Response Plan (FRP)* in cooperation with partner organizations.

The Agency has reviewed its response readiness to determine current capabilities and what changes are needed to be well prepared. FEMA has taken a number of actions in preparation for the current hurricane season. A preliminary review of the readiness of the 22 coastal states was completed prior to the start of hurricane season. Then, the first "summit" meeting with the emergency management directors of the hurricane-prone states was held to discuss their needs and how FEMA can work with them should a hurricane occur.

- **Use All Reasonable Options for Prepositioning Resources for an Anticipated Disaster**

This will be a critical advantage in a large disaster.

When a potential disaster can be anticipated with sufficient advance warning, FEMA will use every opportunity to preposition resources to permit rapid deployment after the event has occurred.

- **Develop and Maintain the Capability to Rapidly Collect Disaster Situation Assessment Information**

A new situation assessment process has been designed in cooperation with appropriate federal, state, local, and private organizations. This process will use aerial surveillance and ground assessment teams to provide fast, accurate, and complete situation assessment information.

- **Maintain Close Working Relationships With Other Federal Agencies in All Phases of Comprehensive Emergency Management**

For effective disaster response recovery, it is critical to plan, train, and work closely with the members of the Catastrophic Disaster Response Group. This interagency group is the focal point for coordination within the Federal Government for planning and responding to a major disaster

- **Maintain Close Working Relationships With Other Federal Agencies in All Phases of Comprehensive Emergency Management**

For effective disaster response and recovery, it is critical to plan, train, and work closely with the members of the Catastrophic Disaster Response Group. This interagency group is the focal point for coordination within the Federal Government for planning and responding to a major disaster. Effective federal response requires a commitment of the senior managers of the other federal agencies.

- **Define and Clarify Internal and External Roles and Responsibilities**

In any program that requires the cooperation and collaboration—indeed, the joint action—of 26 separate agencies, each with its own major mission, staff, and budget, misunderstandings with regard to roles and responsibilities are endemic. FEMA is committed to refine, streamline, and exercise the *Federal Response Plan* sufficiently to ensure that the roles of the signatory, participating response and recovery agencies are clearly understood and exercised.

Given the reorganization of FEMA, internal roles also must be clearly communicated to all employees as well as FEMA's customers, cooperating agencies, and other "publics."

- **Establish and Maintain Working Relationships With States**

FEMA is currently working with each state and territory to negotiate a model agreement that defines how FEMA and each state and territory will work together in the event of a major disaster. These agreements will be especially useful during the critical period immediately after an event so that the states will understand what they can expect of FEMA and vice versa. The first agreement, with the State of Florida, has been completed.

FEMA employees have been assigned to work with the governor and emergency management director at the state emergency operations center immediately upon occurrence of a disaster warning or event. This relationship is being used in the states affected by the flooding along the Mississippi River.

Headquarters and Regional personnel will spend as much time as possible working with state and local organizations. This practice will enable FEMA personnel to become better acquainted with their counterparts at the state and local levels, and to better understand the emergency management organizations, policies and procedures used by these agencies. It will also lead to the kind of teamwork that we need to have working at a disaster scene.

FEMA is encouraging the states and territories to adopt an interstate compact as a mutual aid agreement. This tool will be extremely useful in dealing with multistate emergencies and will assist in establishing a uniform level of state emergency management capabilities across the Nation. To assist the states and territories in adopting such an agreement and having it ratified by Congress, FEMA has prepared a model Draft Interstate Compact.

- **Minimize the Administrative Burden on State and Local Emergency Management Agencies Receiving FEMA Funds**

States will have the flexibility to develop their own programs and priorities based on the specific risks that they face. FEMA's requirements will be performance-based and focused on program accomplishments. In general, FEMA will work with state and local governments on a more functional rather than programmatic approach. Definitive requirements imposed on state and local governments for use of emergency management assistance have been replaced by guidelines that are broader and more flexible.

This will allow for more effective use of scarce resources and is more in line with how emergency management functions at the state and, particularly, local government levels. Some changes have already been implemented for FY 1994, and additional revisions are planned for FY 1995.

- **Establish an Administrative Dispute Resolution Program to Resolve Quickly Disputes Concerning Individual and Public Assistance Claims**

Disputes with governments and individuals can be quickly resolved with fairness and without the aggravation and cost associated with prolonged disputes and legal action.

- **Consciously Look for Opportunities to Evaluate FEMA's Accomplishment of Its Mission**

FEMA will continually evaluate its activities, operations, and services to ensure that they are being accomplished effectively and efficiently. FEMA must be in touch with consensus expectations of the public and political institutions at the federal, state, and local levels.

Institutionalized "feedback loops" must be actively maintained to allow for the necessary monitoring and evaluation and identification of corrective measures.

- **Strengthen State and Local Emergency Management Programs**

FEMA will do everything possible to make sure that state and local emergency management agencies receive the maximum possible support. State and local agencies must have adequate resources for the risks they face. They must have sufficient personnel, qualified for their assignments, who receive frequent training and opportunities to participate in realistic exercises.

FEMA does not extinguish fires, treat victims' injuries, nor operate shelters. These services are generally provided by state and local governments, and private and volunteer organizations such as the American Red Cross. Therefore, it is essential that we have strong emergency management programs at state and local levels.

It must be emphasized that strong state and local emergency management organizations reduce the need for federal intervention.

- **Promote Comprehensive Training and Disaster Exercise Programs that Involve All Levels of Government and Private Agencies and Organizations**

FEMA will use every opportunity to support rigorous training and realistic disaster exercises. Training and exercises are vital for testing plans to make sure that they work, and then to train personnel who will be using the plans. It is important that training courses and exercises are realistic; they must accurately represent the risk, and incorporate the

real-world difficulties associated with disaster response and recovery. It is important, therefore, that all appropriate personnel, including representatives of federal, state, local, volunteer, and private organizations, participate in training and exercises.

We need to exercise our plans and personnel at all levels.

Among the participants must be management and administrative personnel who will be involved in a disaster but who rarely find the time to participate in an exercise.

- **Empower Employees With Responsibility and Authority**

FEMA employees will be given greater authority and responsibility to perform their jobs. Decisionmaking will be transferred down to the lowest reasonable level. Delegation of authority will be commensurate with grade level and responsibility.

- **Encourage Employees to Experiment With New Ideas and Concepts**

Employees will be encouraged to develop new programs and better ways of performing required functions. If reasonable guidelines are followed, employees will be praised for trying new concepts, even if they do not prove to be successful. They will be criticized only if they

do not seek innovative and creative ways of doing their jobs. Supervisors will be expected to ensure that ideas are given serious consideration.

These are some of the policies which will help build FEMA into the capable organization it was intended to be.

## **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:** Through support from the Office of Management and Budget and the Congress, 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 NHTA 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 peruse ways to bring the private sector into a nationwide emergency management capability. The initiative will peruse 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.



# Federal Emergency Management Agency

Washington, D.C. 20472

AUG 2 1995

TO: All FEMA Employees

FROM: Martha S. Braddock *Martha Braddock*  
Director  
Office of Congressional and Governmental Affairs

SUBJECT: Attached House Appropriations Committee Language

I would like to provide each of you with an opportunity to read what Congress has to say about FEMA. Attached you will find remarkably gracious language praising the work of our agency which was included in the VA, HUD, and Independent Agencies Appropriations committee report that was marked up on July 21, 1995. It is no doubt that the Oklahoma City bombing was a trying time for all Americans, but our agency provided an inspirational leadership role and positively demonstrated what the federal government can do. While there is still a long way to go in the appropriations process, I feel that the continuing exemplary work of this agency has us faring better than most. Again, congratulations for your efforts.

DEPARTMENTS OF VETERANS AFFAIRS AND HOUSING  
AND URBAN DEVELOPMENT, AND INDEPENDENT AGEN-  
CIES APPROPRIATIONS BILL, 1996

---

JULY 21, 1995.—Committed to the Committee of the Whole House on the State of  
the Union and ordered to be printed

---

Mr. LEWIS, from the Committee on Appropriations,  
submitted the following

On April 19, 1995, at 9:04 a.m., an explosive device contained within a rented truck was detonated outside the Alfred P. Murrah Federal Building in Oklahoma City, Oklahoma, thereby killing 168 individuals and injuring another 467. Within minutes of this disaster, FEMA personnel were actively engaged in structuring the Federal response which, coupled with the response of the State and local governmental entities, business and charity groups throughout the area and the country, and thousands of Oklahomans and others from throughout the United States, represents perhaps the finest example of public and private cooperation during a time of crisis as has been observed in many decades. Despite having no specific experience with this type of disaster, well trained personnel dealing with virtually every aspect of disaster response were quickly and efficiently in place and beginning the difficult job of responding to this devastating event. Starting with FEMA's Director and on down the chain of command in FEMA and numerous other departments and agencies, every individual involved with the response to this disaster deserves the sincere appreciation and gratitude of this Committee for a job well done.



# Federal Emergency Management Agency

Washington, D.C. 20472

July 2, 1993

MEMORANDUM FOR: Associate Directors  
Administrators  
Office Directors

FROM: James L. Witt  
Director

SUBJECT: Senior Managers Meetings

A handwritten signature in cursive script that reads "James L. Witt". The signature is written in black ink and is positioned to the right of the typed name and title.

The meeting I announced for July 7, 1993, has been scheduled at 4:00 p.m. in the EIDA. I would like for each of you to plan to attend because of the importance of your involvement in the reorganization process. The purpose of this meeting is to ensure you understand my objectives for the FEMA renewal process, to outline how you and your staff will participate in the organizational review, and to discuss a follow-on meeting.

I have scheduled an all-day meeting for July 15, from 8:30-4:30, at a location still to be determined. This will be an opportunity for you collectively to express your thoughts on the FEMA mission, goals and priorities, and to identify considerations for a new organizational structure. We will keep the meeting structured to get your input, not to resolve the many issues associated with reorganization. An independent organizational development consultant will be responsible for conducting the meeting.

Please plan to attend each of these sessions. If for some reason you cannot adjust your schedule to be available, you should designate a representative who will be able to speak on your behalf. You know that the timeframe is short for outlining a revised FEMA organizational structure, so it is critical that you work with me in defining an effective reorganization that will not only ensure FEMA's survival, but will make FEMA an effective and respected organization.



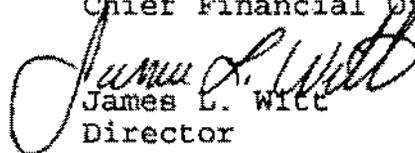
# Federal Emergency Management Agency

Washington, D.C. 20472

July 7, 1993

MEMORANDUM FOR: Associate Directors  
Administrators  
Chief of Staff  
Assistant Associate Directors  
Office Directors  
Chief Financial Officer

FROM:

  
James L. Witt  
Director

SUBJECT: Clarification of Attendance at Senior Managers Meetings

To clarify our discussion at this morning's senior staff meeting, I am attaching the names of the individuals that I would like to have participate in the meetings on reorganization. The meetings are scheduled for tomorrow, July 7 at 4:00 PM in the EIDA and Thursday, July 15, 8:30 - 4:30 PM. The purpose of the July 7 meeting will be to provide my input to this process, to describe what needs to be done and to answer any questions you might have. The purpose of the July 15 meeting will be to get your input to how we can best achieve FEMA's goals and priorities from a mission and organizational perspective.

To the extent possible, I would certainly like to have the same individuals attend both meetings but recognize that schedules may preclude this from happening. If further clarification is necessary, please contact Jane Bullock at 646-3436.

Attachment

William Tidball ✓

Robert Boyer ✓

Wesley Moore ✓

Gail Kercheval ✓

Dennis Owens ✓

Jack Lilley ✓

Russ Asher ✓

Spence Perry *Joe Flynn*

Liz DiGregorio

Ed Wall - phone

Steve Hill

Jim Coyle

Roger Lanahan

John Hart ✓

Ron Face

Bruce Marshall

Richard Krimm ✓

Craig Wingo ✓

Dennis Kwiatkowski

John McKay

Gary Johnson ✓

Laura Buchbinder ✓

Martha Braddock ✓

Morris Goodman

Mark Foley ✓

William Jones ✓

Ed Kernan ✓

Joseph Moreland

Jim Kellett ✓

Homer Hervey

Bruce Campbell (*Joe Smedley*  
*Gordon Fullerton*)

George Lovelace ✓

Frank Riley

Ed Pasterick ✓

Don Collins ✓

Jim Taylor ✓

John Matticks ✓

Frank Thomas

*Tom McQuillen*  
*Joe Douglas*

Thinking/Talking Points for Sr. Managers Meeting - August 3

- o Purpose of the meeting is to bring them up to date on reorganization process and get their input and reactions to proposed organizational structure.
- o Since their meeting on July 22, additional groups have had input to the reorganization process: (1) union representatives; (2) brown bag lunches with GS and GM senior staff and the SES; and (3) Regional secretaries.
- o Additionally, senior managers have provided their thoughts to Director and reorg team in writing, and the team met with several managers and organizations at their request.
- o Goal was to make sure everyone who wanted to contribute had the opportunity.
- o The team - Mel, Rick, Dianne and Jane - using all the input from you and the various groups, plus the analysis of the various reports - NAPA, GAO,IG - collectively developed several proposals for organizational structures.
- o Their proposals were then combined with the input Harvey and Chile had received in confidential form from people in the Agency.
- o What emerged from this part of the process was 3 proposed organizational structures. - Proposals 1, 2, and 3 you see on the walls.
- o Last Friday, I sat down with the team including Harvey and Chile and George ( JLW - maybe you need to introduce George) and went over the three proposals.
- o The discussions focused on the pros and cons of each proposal, what reports they were responsive to, which included employee suggestions, and how they fit in with other organizational structures proposed by employees.
- o Discussions were frank - we went over the "givens" - such as there will be a Fire Admin. and there will be a Federal Insurance Administrator.
- o We also discussed the things that were unanimously agreed to by the reorg team - such as the creation of an Office of the Ombudsman and a separate Office of Equal Opportunity. Both of which came from employee suggestions.
- o These are detailed on the sheets you have been given.

- o After discussions - and with my input - we developed Proposal 4.
- o What I want to do today is seek your input on how we can make proposal 4 work - what needs to be refined - what problems do you see.
- o After we get that done, I want your input and ideas on the second level structure for each of these "boxes".
- o I need also to say that I recognize that changing the organization won't solve all our problems - you all have said that many times - but it will allow us to focus resources in those areas that we must give some priority to.
- o I also believe that this organization reflects my goals and priorities for the Agency and the needs of our clients - State and local governments and the public.
- o Before we get into the discussion - let me give you some of my thoughts so you know where I'm coming from.
- o First - it was clear from Sen. Mikulski & Glenn, Cong. Stokes, and others, that the resource focus of the Agency had to be on civilian emergencies not national security.
- o It's important to maintain our national security capabilities and responsibilities but we must and can integrate these requirements into our overall response and recovery readiness. As long as there is top level leadership and control - the unique capabilities will always exist to perform our nat'l. security responsibilities.
- o Second - we needed to consolidate our resources to be a more efficient and effective Agency. For example, this Agency has 4 or 5 different systems for keeping track of funds and resources - and in many cases the people maintaining these systems have no background in what their doing. We simply cannot afford this anymore. It's inefficient and confusing.
- o Third - there are political realities and legislative requirements. Politically - we have to have a Fire Administrator. And by statute we have to have a FIA Administrator. Both of these positions must be headed by a PAS.
- o Frankly, I may try to change these statutes in the future to not include those requirements. But that's why you see those organizations as separate entities.
- o We moved haz mat and ENETT out of Fire because it really is a State & local capability development activity.

- o And we moved flood plain management out of FIA because it belongs with the rest of the mitigation programs so we can begin to implement an all-hazards mitigation approach to State and local governments. Now I know people will say this was tried before and didn't work. My answer - this is a very different time and different Administration and I expect ongoing coordination between all the functions.
- o Finally, it was important for us to put more emphasis on training and exercises so we have elevated those functions.
- o With those as preliminaries, I would like now to hear your thoughts. We have set aside most of the day - however I will only be with you this morning. I have a brown bag with the SES at noon.
- o I would like - however - by the end of the day to have your thoughts on substructure as well.
- o I want to be honest with you - this is my preferred structure but I am still very open to changes. My final decisions will not be made until I have heard from you, until I talk with Sen. Mikulski and Cong. Stokes and we have a final legal review of the proposed structure.
- o As you know our deadline is to include the framework structure in the report to Vice President Gore this Friday.
- o The functions and programs below the line are pretty evident - it might be worthwhile to briefly describe some of changes and functions of the proposed Staff Offices above the line - and also the Executive Board.
- o I'll ask the reorg team to do that.

FEDERAL EMERGENCY MANAGEMENT AGENCY  
 Senior Executive Positions of Record  
 June 30, 1993

Office of the Director

(11/7 filled)

Tidball, William C.	6	**Chief of Staff
Ryland, Harvey G.	3	Senior Policy Advisor
McQuillan, Thomas R.	2	Senior Policy Advisor
Vacant		General Counsel
Perry, Spence W.	2	Deputy General Counsel
Vacant (to be cancelled)		Executive Director, Office of Management Services
Vacant (Owens Acting)		Director, Office of Human Resources Management
Lilley, John R. II	4	**Director of Security
Boyer, Robert R.	2	**Director, Office of Acquisition Management
Asher, W. Russell (New)	3	**Chief Financial Officer **Deputy Chief Financial Officer

Office of the Inspector General

(3/3 filled)

Partridge, William R.	4	**Deputy Inspector General
Skinner, Richard L.	2	**Assistant Inspector General for Auditing
Lillis, Faul J.	2	**Assistant Inspector General for Investigations

External Affairs Directorate

(2/1 filled)

Braddock, Martha Stapp	3	Director of Congressional Affairs
Vacant		Deputy Associate Director

National Preparedness Directorate

(13/12 filled)

Jones, William F.W.	5	**Deputy Associate Director
Powers, John R. (detailed Regional Director Region V)	4	** Senior Policy Advisor
Kernan, Edward W.	4	**AAD, Office of Analysis and Support
Hervey, Homer V.	4	**AAD, Office of Operations
Hollister, G. Clay	3	DAAD, Office of Operations
Light, Catherine H.	2	Chief, Special Programs
Campbell, Bruce J.	5	AAD, Office of Info Resources Management
Fullerton, Gordon D.	1	DAAD, Office of Info Resources Mgmt.
Kellett, James C.	4	**AAD, Office of Systems Engineering
Vacant	4	DAAD, Office of Systems Engineering
Fehlberg, William T.	4	** SA, for Architecture and Technology
Hwang, John D.		**AAD, Office of Facilities Management
Moreland, Joseph A.	4	**AAD, Office of Mobilization Preparedness

\*\* Career Reserved SES Position

Xy

PROPOSED JLW THOUGHTS FOR REGIONAL MEETING - 9/27/28

- o I appreciate every one coming her for this meeting, it's good to see you all again.
- o We have some very important work to do and only a short time to do it in. The discussions and decisions that you will consider over the next two days will help us set the focus and organization for this Agency for the future.
- o The success of this reorganization rests on two things:  
First - the involvement of our employees in building the new organization - so each one can feel they have a stake in it; and second, the leadership of the managers to make it work.
- o I recognize that we are trying to build a very different FEMA than has existed before. This new FEMA looks to its employees for ideas, seeks to make State and local governments equal partners and strives to provide better delivery of our programs all the way down to the individual recipient.
- o To achieve this new FEMA requires a cultural change and a different approach than has existed in the past.
- o Most importantly, it will require commitment by each of us and leadership by each of you.
- o So this morning I just want to take a few minutes to share with you my thoughts on the organization we are creating. Then this afternoon I will spend time listening and talking with you about how we can strengthen our Regions and improve Regional/Headquarters operations.
- o I realize that the functional approach to organization that we are taking requires more effort. But, I believe it has the benefit of making people look at their programs in a different way and encourages people to talk across program lines.
- o In this way, I believe we will create one FEMA, not 4 FEMA's each focusing on their own programs .. and not 10 FEMA's each doing things differently.
- o I have given this a great deal of thought over the past weeks as the organization has begun to take shape.
- o I have come to believe that we need to work toward a level of consistency in organization at Headquarters and the Regions. I think this is supported by many of the conversations I have had during my visits to the Regions and in talking to various State and local officials.

- o That is why it was important to bring you all together for these two days.
- o I think it is critical for the Regions to look at what is being proposed as our headquarters structure and see if it will help us function better, to identify problem areas, to give us their insights because you are closer to our clients on a daily basis.
- o Then I want you to look at the proposed structure and see if it would work in the Regions as well.
- o I know this is a change from what I had asked you to do before. I want to say that the proposals sent in by the Regions were excellent. I was impressed by the creativity and thought that you put into your proposals and I certainly appreciated the hard work behind them.
- o But, I now recognize that if we are going to make the functional alignment work we must have a level of consistency within the Agency.
- o I also think it will improve our program delivery to our clients. A local official or an individual should be able to talk to our Office in Washington, or New York or Kansas City and know where to go to get help to fund an EOC, check on a disaster assistance appeal or find out about training courses.
- o And, - after a while - get the same answer from each of those locations. But, I recognize that may take all 8 years of the Clinton Administration.
- o I also think consistency will be very important as we seek to give the Regions more authority over program implementation.
- o What I am asking is that in the next two days I would like you to work together to propose a organizational structure that will be consistent in Headquarters and the Regions. A structure that each of you thinks can work at both levels and that you are happy ( and excited) about.
- o I also recognize that there are limits to consistency. Some Regions simply don't have the staff levels to have 5 branches in Preparedness, Training and Exercises or their may be unique reasons why you have to do something different.
- o But I would really request that we work toward this goal of developing a consistency in structure throughout the Agency.
- o One final point I would like to make - I know everyone believes that this Agency rises and falls on how well we respond to disasters - or at least how well the press reports show us responding. This is fact.

- o However, it doesn't mean that one Directorate is any more important than the other. Or that because someone works in disasters, they have a more important job. It is time for all of us to work to dispel that feeling.
- o Emergency management is more than response and recovery and we have to start getting that message out to our employees, to our constituents at the State and local level and to the press.
- o The Agency we are building - the team we are building will be made up of equal partners. I think this is very important .
- o And it is important that as leaders of this team we carry that message back to each of our employees.
- o That's about all I have to say right now. I will be joining you again this afternoon and will be anxious to here of your progress.
- o I am really excited about our new organization and I think the employees are also. While they are excited, I know there is also anxiety. Each person wants to know where they will be and who they will be working for.
- o That's why I am counting on you to work hard over the next two days so we can move as swiftly as possible to get this organization in place. With your help, my goal is to have a final structure to announce on October 15. So let me stop talking and let you start working. Questions?

4



# Federal Emergency Management Agency

Washington, D.C. 20472

OCT 5 1992

MEMORANDUM FOR: Regional Directors  
Regions I-X

FROM: *Elizabeth DiGregorio*  
Elizabeth DiGregorio  
Director, Regional Liaison

SUBJECT: Issues Resolution  
Regional Re-Organization

After receiving your revised structures and comments as agreed to at the Regional Directors' meeting of September 27 and 28, 1993, we discovered that every region, except one, made changes to the basic organizational structure. Regional Liaison attempted to analyze the nine revised regional structures and presented them to the Re-organization Task Force yesterday afternoon.

Regrettably, it must not have been clearly stated at the Headquarters meeting, but one objective of the meeting was to agree on titles for the branches/teams and for the functions. Many of you changed titles to reflect program specific functions, which goes counter to a "functional" alignment.

As a result of yesterday's meeting, attached are a list of some ground rules and answers to the issues you raised. Several of your issues were cross-cutting and affected a number of you. While others were more specific and could be handled individually. A number of the issues stirred up some very good discussion. All in all, I think we are in a good position and in strong agreement towards meeting the desired goals of the Director.

Please bring your final Regional Re-Organization package to the NEMA Meeting. And be prepare to present your final re-organization structure to the Director on Sunday, October 10, 1993. At that time, any other outstanding issues should be presented as an issue paper to the Director.

Attachments

## GROUND RULES

- 1) Branch/team titles, as agreed to at the Regional Directors' Meeting September 27 and 28, 1993, shall not change, except for the Planning and Operations Team, which has been changed to the Operations and Planning Team.
- 2) The wording or titles of functions under each Division/Branch shall remain as written.
- 3) For regions not having responsibility for a particular function, the function shall still appear on the organizational chart as a place hold and for consistency sake.
- 4) Division Chief is responsible for overall supervision and management of the division.
- 5) Staffing guidelines: The ideal branch size is 1 to 15. At this time, 1 to 10 will apply. Anything less than 10 will be called a "team". The title of the team shall retain the title of the branch, i.e., it shall be called "... Team" instead of "... Branch" until it reaches the size of a branch.
- 6) There will be no further subdivisions below the branch/team.
- 7) There shall be no program specific teams, e.g., Flood, Hazmat, Dam Safety, etc.
- 8) Only official branches will be headed by a bona fide supervisor.
- 9) Team Leaders are experts based on their program knowledge, i.e., "they are suppose to know more" and would be the most likely to be turned to "to organize and lead the work effort".
- 10) Routine DAE management/supervisory functions shall not be listed, since they are implied. The overall DAE personnel functions, e.g., recruitment, hiring, handling of SF-171s, etc., shall be handled by the Operations Support Division.

## Office of the Regional Director

1. **Issue:** "Program Coordinator" does not have any coordination function. Therefore, title should be changed back to "Emergency Analyst" or "Special Assistant". This person should be given the reigns to operate rather independently.

**Decision:** Change title to Emergency Analyst. However, position maintains a program coordination function. [NOTE: The Program Coordinator function at the Agency level is likely to be eliminated; and Special Assistant connotes a political appointee and is often an "easy target".]

2. **Issue:** Public Information Officer (PIO) expertise is necessary in the regions.

**Decision:** While everyone acknowledges this issue, it remains to be resolved at a higher level.

## Mitigation

1. **Issue:** Move Hurricane Program Grants from Community Mitigation Programs to Hazard Identification and Risk Assessment.

**Decision:** Leave Hurricane Program Grants where as a function of Community Mitigation Program. In regions where there are not enough resources to support the required (initially) 1:10 manager to employee ratio collapse/streamline the Branches into Teams.

2. **Issue:** Move Family Protection Program from Preparedness, Training and Exercises, State & Local Assistance to Mitigation, Hazard Identification & Risk Assessment.

**Decision:** Leave Family Protection Program as a function of PT&E because it is primarily a preparedness function, also it keeps the Regions consistent with Headquarters .

3. **Issue:** Add Disaster Preparedness Improvement Grant (DPIG) to Mitigation, Community Mitigation Programs.

**Decision:** Add DPIG to PT&E, State & Local Assistance because it is primarily a preparedness function, also it keeps the Regions consistent with Headquarters.

4. **Issue:** Add technical assistance as a function for Hazard Identification & Risk Assessment.

**Decision:** Technical Assistance function can be added to all branches and teams.

5. **Issue:** Add the Hazard Identification and Capability Assessment (HICA) program to Hazard Identification & Risk Assessment.

**Decision:** Issue is currently on hold, function is currently in PT&E.

6. **Issue:** Add Stafford Act (IA/PA) mitigation assistance to Community Mitigation Programs.

**Decision:** Function is already there.

7. **Issue:** Change Section "400" plans to "409" plans.

**Decision:** Change 400 to 409.

8. **Issue:** Add Preliminary Damage Assessment (PDA) to Community Mitigation Programs.

**Decision:** Leave PDA function in Response & Recovery because it is closely tied to the needs assessment and declaration process.

9. **Issue:** Add the Dam Safety Program.

**Decision:** Regions may add it to Hazard Identification & Risk Assessment if they currently have a program or as a place holder.

10. **Issue:** Remove flood mapping distribution from Hazard Identification & Risk Assessment.

**Decision:** Remove function since it is handled at the national level.

12. **Issue:** The Mitigation Division might not have sufficient resources to staff two branches and meet the initial ratio of 1 manager to 10 employees. Some suggest stream-lining the Division because many personnel function across the board.

**Decision:** If there are not enough resources to meet the 1:10 ratio then do not divide the Mitigation Division into branches, instead use teams with the Division Chief as the manager and no manager/supervisor at the team level. (See Ground Rules.)

13. **Issue:** Add DAE Management to Community Mitigation Programs, in addition to its appearance under R&R.

**Decision:** Decision is on hold pending resolution of overall DAE issue; however, routine management functions not listed are assumed. See Ground Rules.

14. **Issue:** Add the following to the COMMUNITY MITIGATION PROGRAMS:

a) "Environmental Assessments" as a subfunction to SECT 404 GRANTS

b) "Environmental Assessments" as a subfunction to SECT 1362 RELOC

**Decision:** Add Environmental Assessments as a generic function of Community Mitigation Programs.

c) "Project Coordination" and "Project Close-out" to INTERAGENCY HAZMIT TEAMS

**Decision:** Do not add, as project coordination and project close-out are processes not functions and these too are assumed to occur.

d) E.O. 11990 to E.O. COMPLIANCE (in both branches)

**Decision:** Revise chart to show E.O. Compliance without reference to specific E.O.s because the function covers all appropriate E.O.s.

14. **Issue:** Move the following to the COMMUNITY MITIGATION PROGRAMS:

a) FLOOD MAPPING DISTR

**Decision:** Remove function because it is done at National level.

b) IMMINENT COLLAPSE

**Decision:** On hold - very minor function.

#### Preparedness, Training & Exercise

1. **Issue:** Add CCA Financial Assistance Officer to State & Local Assistance.

**Decision:** CCA Administration is a function of Operations Support; the FTE and the function should move to Operations Support.

2. **Issue:** Move NDER to Response & Recovery (COG).

**Decision:** Leave NDER in PT&E because the primary function of the NDER program is training.

3. **Issue:** Move IMA from FT&E to Operations Support Division.  
**Decision:** Since the IMAs primarily support the MERS communications/technical capabilities move the IMAs to Operations Support.
4. **Issue:** Add "CCA Coordination and Administration" to State and Local Planning and "Program Management - CCA (SARA, HAZMAT, EMT, SL&R) to Training, Exercise & Evaluation.  
**Decision:** Same as No. 1; ensure FTE and function move to Operations Support.
5. **Issue:** Combine Hazmat, CSEPP and REP, especially the planning function across all three programs to better serve and support the Agency's desire to be all-hazards oriented.  
**Decision:** Leave the functions as they are. This is consistent with the Headquarters structure.
6. **Issue:** Add a new function "FRP Training and Exercises"  
**Decision:** Add function.

#### Response and Recovery

1. **Issue:** Rename Planning and Operations Team (POT) "Operations Planning Team".  
**Decision:** Change the name to "Operations and Planning Team".
2. **Issue:** Delete "PDA" or move it to the Human Services Branch.  
**Decision:** "PDA" is moved to Operations and Planning Team because it is closely related to the needs assessment and declaration process.
3. **Issue:** Make the Operations and Planning Team a staff office to the Response and Recovery Division Chief (vice appearing like a Branch).  
**Decision:** Leave it as a line function. Staff offices only appear at the Director and Regional Director level.
4. **Issue:** Add "MOB/Prep" to Operations and Planning Team.  
**Decision:** No change. "MOB/Prep" stays as a function of Preparedness, Training and Exercises.

5. **Issue:** Add "NDMS" to Operations and Planning Team.  
**Decision:** No change. "NDMS" stays as a function of Preparedness, Training and Exercises.
6. **Issue:** Add "Request Processing" to Operations and Planning Team.  
**Decision:** Approved, but will be "Declaration Process"
7. **Issue:** Add "Donation Management" to Operations and Planning Team.  
**Decision:** Change "VolAg" to "VolAg/Donations" and leave as a function in the Human Services Branch.
8. **Issue:** Change DAE Management in Infrastructure Branch to SDATE/DAE Coordination.  
**Decision:** See Ground Rules.
9. **Issue:** Add "Situation Assessment" to Infrastructure Branch.  
**Decision:** Agree to add "Situation Assessment", but to the Operations and Planning Team.
10. **Issue:** Add "Mission Assignments" to Infrastructure Branch.  
**Decision:** The content of Mission Assignments gets handled by every division or branch as appropriate. However, all administrative functions of DRF for any branch or division DFO are assigned to the Operations Support Division.
11. **Issue:** Add "Request Write-up" to Infrastructure Branch.  
**Decision:** This is a function of the Operations and Planning Team.
12. **Issue:** Add "Obligation of DRF" to Infrastructure Branch.  
**Decision:** See 10.
13. **Issue:** Add "Program Evaluation" to Infrastructure Branch.  
**Decision:** Add to all the Branches in all the Divisions.
14. **Issue:** Change "DAE Management" to "DAE Coordination" in Human Services Branch.  
**Decision:** See Ground Rules.

15. **Issue:** Add DAE/SDATE Program Management to the Human Services Branch.

**Decision:** DAE/SDATE administration, including SDATE recruitment is in Operations Support.

16. **Issue:** Add "Needs Assessment" to Operations and Planning Team.

**Decision:** Part of larger situation assessment function which is in the Infrastructure Branch, See #9.

17. **Issue:** Delete or change "Related ESFs" to "ESF Liaison" or "Situation Assessment - ESF#5".

**Decision:** Change it to "ESF Liaison".

18. **Issue:** Much of the focus of the Planning and Operations Team's is planning. This should be reflected in the title; if not, operations will take priority over planning. Likewise, the other 2 branches are more operational. Shouldn't that also be reflected in their titles.

**Decision:** No changes will be made to the agreed upon branch titles except the Operation and Planning Team.

19. **Issue:** Add "RMEC" to Operations and Planning Team.

**Decision:** RMEC goes to Response and Recovery Operations and Planning Team.

20. **Issue:** Add "IMA Coordination" to Operations and Planning Team.

**Decision:** Do not add because it is a function of the Operations Support Division.

21. **Issue:** Add "NDMS" to Operations and Planning Team.

**Decision:** Do not add because it is a function of Preparedness, Training and Exercise Division.

22. **Issue:** Move "NDER" from Preparedness, Training and Exercises Division to Response and Recovery, Operations and Planning Team.

**Decision:** "NDER" stays in the Preparedness, Training and Exercises Division. It is funded by the Defense Production Act which also funds MOB/Prep. They all stay together in the same division.

## Operations Support

1. **Issue:** Move EBS/BSPP to OS.

**Decision:** TBD, issue still being worked. Need from Regions more rational as to the function of these FTE.

2. **Issue:** Move "IMA/CPSD Units" to the Administrative Services Branch.

**Decision:** Approved.

3. **Issue:** Change "Security" to "Physical Security".

**Decision:** No change, security function encompasses more than just physical security.

4. **Issue:** Make "Financial Management" and "Security" staff functions reporting directly to the Division Chief.

**Decision:** No change. Staff functions are only recognized at the Director's level.

5. **Issue:** DAE Management.

**Decision:** Day to day management is inherent in every branch. Overall DAE program management (e.g. SF-171) function lies with the Operations Support.

## Miscellaneous

- 1) **Issue:** Add a 5th division, the "Pacific Area Office" and to mirror the regional structure.

**Decision:** Area office (Pacific or Caribbean) will be treated as a fifth Division reporting directly to the Regional Director.

**FEMA SIGNIFICANT ACCOMPLISHMENTS FOR FY 95**  
**11/7/95**

*"Increased the comfort level of citizens around the country that there is an effective disaster management agency that can help them in a disaster."*

**Response and Recovery Directorate**

\* Responded to 29 major disasters, 2 emergencies and 5 fire suppressions; 310,662 applications taken, 157,835 applicants determined to be eligible and paid \$392,666,557 in assistance.

\* Completed Overhaul of Application Process

\* Negotiated New Inspection Services Contracts

\* Conducted Ongoing Disaster Applicant Survey Program

**Preparedness, Training and Exercises Directorate**

\* Executed Response 95

\* Established Agency-Wide Mentoring Program

\* Established the Training Resources Center

**Federal Insurance Administration**

\* Implemented Cover America

\* Streamlined Flood Insurance Purchase Process

\* Established NFIP Telephone Response Center

**Office of Policy and Assessment**

\* Completed National Performance Review - Phase II (NPR2)

\* Developed Performance Partnership Agreements (PPA)

\* Designed Agency-Wide Strategic Plan

\* Established Customer Service Initiative

### **Inspector General**

- \* Conducted Review of Disaster Relief Fund

### **Office of Human Resources Management**

- \* Instituted Time-Off Awards Program
- \* Developed Red, White and Blue Emergency Response Teams

### **Office of Financial Management**

- \* Established Disaster Finance Center
- \* Completed Disaster Closeouts
- \* Developed and Implemented the Integrated Financial Management Information System
- \* Established the Disaster Resources Board

### **Information Technology Services Directorate**

- \* Established National Information Infrastructure Partnership (EII)
- \* Conducted Emergency Information Management Systems Conference
- \* Established World-Wide-Web page "Global Emergency Management Systems"

### **Mitigation Directorate**

- \* Completed the National Mitigation Strategy
- \* Administered Property Acquisition Program
- \* Established new Map Service Center

### **Operations Support Directorate**

- \* Established FEMA's Safety and Health Program
- \* Completed Reduction of Security Clearances per NPR Initiative

### **Office of Emergency Information and Public Affairs**

- \* Established World Wide Web Site on the Internet
- \* Expanded Use of Recovery Times and Recovery Channel
- \* Hired and Trained Regional Public Information Officers

### **Office of Equal Rights**

- \* Developed New Concept of Equal Rights Officer Cadre
- \* Presented EENET Program on Americans with Disabilities Act and Emergency Management

### **U.S. Fire Administration**

- \* Established HUD Partnership on manufactures Housing Fire Safety
- \* Funded Anti-Arson Programs in Twelve States
- \* Trained over 75,000 Fire Officials from 4,778 Communities

### **Regions**

- \* Developed Community Relations Capability
- \* Closed Battle Creek

### **Office of General Counsel**

- \* Expanded Agency Legal Support in Disasters
- \* Successfully settled two major class action lawsuits from (1) LA Riots and Hurricane Iniki and (2) Hurricane Andrew
- \* Established Partnerships with local legal services and the Young Lawyers Division of ABA

### **Office of National Security Coordination**

- \* Completed Emergency Alert System White House Statement of Requirements
- \* Conducted COG/COOP Assessment
- \* Signed FEMA/White House Agency Memorandum of Agreement
- \* Conducted National Security Review

## **Agency Initiatives**

- \* Conducted Strategic Staffing Effort**
- \* Designed New Agency Performance Management Plan**

March 7, 1995

**HIGHLIGHTS OF ACCOMPLISHMENTS  
FEDERAL EMERGENCY MANAGEMENT AGENCY  
April 5, 1993 - Present**

*"FEMA...has gone from being a disaster to helping people in disasters." -- President Clinton's State of the Union speech, January 24, 1995.*

**Leadership**

- Overhauled the Agency's organizational structure to align programs and activities along functional lines and fully integrate national security assets and capabilities into an all-hazards mission. The reorganization became effective November 28, 1993 and was adjusted on January 22, 1995 to consolidate information technology services.
- Received the Vice President's Hammer Award for FEMA's success at reinvention and was recognized by the Vice President's National Performance Review (NPR) as one of four agencies that have taken the thrust of NPR most to heart. Initiated continued reinvention and improvement under NPR Phase II.
- Published in December, 1994 the first Strategic Plan in the Agency's history, "Partnership for a Safer Future".
- Improved labor-management cooperation by establishing the FEMA Labor-Management Partnership Council in October, 1993. Empowered employees by involving them in renewal efforts, improved communications, and changed the Agency culture to value employees.
- Streamlined operations by reducing two layers of management; doubling the supervisor to employee ratio; and initiating a shut down of unnecessary facilities (Charlottesville, VA; Battle Creek, MI; and Provo, UT).
- Simplified the budget structure to increase flexibility by reducing operating accounts from 47 to 3 separate elements.
- Re-engineered the Performance Management System and made available a new "time off" award to recognize employee accomplishments.
- Reduced internal regulations by 12%, and drafted a plan to reduce them by 50% by the end of FY 95 -- a year ahead of the requirements of E.O. 12861.
- Initiated a pilot project under the Government Performance and Results Act to take advantage of technology to support emergency management functions.
- Initiated the first all-inclusive Agency-wide property inventory that included disaster assets, and established a comprehensive property management system.

## Mitigation

- Ensured broad participation in the development of a National Mitigation Strategy through 10 Mitigation Forums held across the country, attended by over 1,600 stakeholders.
- Worked with the Administration to gain passage of the Hazard Mitigation and Relocation Assistance Act of 1993, the "Volkmer Bill", and led an interagency "buy-out" program to acquire and relocate flood damaged structures. To date, 168 projects involving 7,800 properties in nine States have been approved.
- Demonstrated Federal leadership in mitigation implementation through the signing by the President of E.O. 12941, Seismic Safety of Existing Federally Owned or Leased Buildings.
- Launched a campaign to increase the number of flood insurance policies to decrease the cost of disaster relief. The campaign involves a national marketing program; insurance company sales goals; and encouragement of citizens to insure themselves.
- Initiated implementation of the National Flood Insurance Reform Act, signed by the President on September 23, 1994, which provided funding mechanisms to carry out mitigation projects.
- Increased public awareness through the "Home Fire Safety" campaign and the number of communities adopting sprinkler ordinances.

## Preparedness

- Completed the study, "Resources Required for the National Emergency Management Partnership" which identified shortfalls at all levels of government to provide an effective emergency management capability.
- Drafted model State trust fund legislation to provide an alternative funding source within the States to help supplement and cover emergency management costs.
- Restructured and streamlined the Comprehensive Cooperative Agreement, through which FEMA provides annual funding to State and local governments.
- Shifted the focus to "hands-on/how-to" emergency management training and utilized innovative and cost-effective training delivery mechanisms to increase enrollment. Developed and delivered a Federal Coordinating Officer Fast Track training course to create a cadre of trained FEMA officials to effectively manage response and recovery operations.
- Enhanced the National Fire Academy curriculum to include new cultural diversity courses, management and leadership training for volunteer fire services, and community risk reduction. Initiated development of a National Fire and Rescue Incident Simulation Center.

## Response and Recovery

- Effectively responded to 60 Presidentially-declared major disasters, including the Northridge Earthquake; floods in the Midwest, Southeast and Texas; and Northwest fires. With each disaster, put into place better ways to serve victims.
- Tested the Federal Response Plan and initiated an expansion to cover recovery and mitigation.
- Established, staffed and trained three National Emergency Response Teams for deployment during large-scale disasters on a rotating basis.
- Provided Federal leadership and support for formation of 25 Urban Search and Rescue Task Forces around the country.
- Initiated establishment of rapid response teams to provide better assessments immediately after the impact of a disaster.
- Conducted a review of disaster staffing programs and developed reform options.
- Centralized disaster operations by creating a new Disaster Finance Center in Berryville, VA; a National Teleregistration Center in Denton, TX; and Central Processing Centers in Redwood City, CA and Berryville, VA.
- Reviewed the declaration process and made recommendations for improvement.
- Conducted the first survey of disaster applicants; found that almost 80% of respondents were satisfied or very satisfied with FEMA's help; and developed customer service standards.
- Used innovative technology to replace paper systems with computerized, on-line disaster assistance registration; and the Automated Construction Estimation System (ACE), a portable computer to record home inspection data which improved accuracy of awards by 20-30%, reduced processing time by 50% and average yearly costs by about \$5.4 million.
- Worked with the Administration and Congress on legislative initiatives to reduce the cost of disasters.
- Streamlined the application and processing of post-disaster mitigation funding under Section 404 of the Stafford Act.
- Developed the concept for regional Centers of Excellence, and established Region VIII as a Center in Community Relations.
- Uncovered fraud and recovered \$18. million which was returned to the U.S. Treasury, as of September 1994.
- Significantly improved communication with the public through innovative means that included: creation of Recovery Channel T.V. and Recovery Times newspapers to quickly reach disaster victims; the FEMA World Wide Web site on the Internet; Radio Network; and computerized FAX.

January 6, 1994

update 1-18-94

THE OFFICE OF POLICY AND ASSESSMENT<sup>1</sup>

MISSION: To support the Director and senior agency managers through managing and facilitating policy development, strategic planning, performance standards and assessment, innovation, and organizational development to achieve FEMA's overall mission.

FUNCTIONS:Policy Development and Analysis

1. Facilitate development and implementation of agency policy.
2. Identify issues and propose resolutions.
3. Systematically review and evaluate FEMA policies for relevancy, internal and external consistency, timeliness, and effectiveness.

o **Initiate a review of all existing policies (internal, executive orders, et al) to determine relevancies, recommend revisions, and develop an action plan to meet the requirements of Executive Order 12861, Elimination of One-Half of Executive Branch Internal Regulations, Sep 11, 1993.**

o **Coordinate update of appropriate policies to reflect new FEMA organization and priorities of the Director.**

4. Review and comment on proposed legislation, Congressional testimony, general policy recommendations, and other related documents that affect agency policies and programs.

o **Incorporate policy aspects into draft delegations of authority document.**

o **Assist in agency preparations for Congressional hearings.**

Agency Planning and Assessment

5. Develop and coordinate the agency strategic planning process.

o **Initiate and coordinate a strategic planning process that involves all FEMA organizations and meets the requirements of the Government Performance and Results Act of 1993 (S. 20).**

6. Coordinate the development and use of missions, goals, and objectives.

o **Establish a process for revision of mission and function statements developed during the reorganization.**

o **Review and comment on mission and function statements to ensure consistency and customer orientation and to resolve overlaps.**

---

<sup>1</sup>NOTE: Bold text indicates specific tasks that comprise the current work agenda for the Office

consistency and customer orientation and to resolve overlaps.

- o Provide support to the Director to consolidate and track organizational objectives.

7. Develop mechanisms for establishing standards and evaluating agency performance.

- o Coordinate agency customer survey activities to meet Executive Order 12862, Setting Customer Service Standards, Sep 11, 1993.

- o Participate in developing baseline and ongoing customer surveys.

8. Provide a system for identifying and monitoring status of major actions to be taken to correct deficiencies and shortfalls in agency programs and operations.

- o Review existing programs and determine requirements for an agency corrective actions program.

- o Propose criteria for actions to be identified in agency-wide tracking system and responsibilities for its implementation.

9. Ensure implementation of FEMA responsibilities under The Government Performance and Results Act of 1993.

- o Coordinate participation as a pilot agency to implement S. 20 (if selected).

- o Design a program for implementing agency performance standards and evaluation processes.

10. Oversee implementation of FEMA environmental responsibilities.

- o Build a respected environmental review capability within the Office.

- o Determine appropriate alignment of environmental assessment responsibilities in various parts of the organization.

- o Review and approve environmental assessments.

#### Innovation and Organizational Development

11. Facilitate institutional change and innovation.

- o Propose mechanisms that enhance integration of budget, procurement, and performance evaluation cycles to meet agency objectives.

- o Explore mechanisms to implement a Total Quality Management program, or the principles of such a program, in conjunction with the principles of reinventing government.

12. Initiate and manage special and innovative projects in cooperation with program offices.

- o Develop strategies for enhancing FEMA program flexibility in State and local

emergency management programs.

- o Propose strategies through which State and local governments can fund or enhance emergency preparedness activities.

13. Promote corporate and private sector involvement in emergency management programs.

14. Provide oversight and guidance for FEMA's renewal and participation in the Reinvention Laboratory process.

- o Develop strategies and a proposal for implementing Reinvention Laboratory processes in FEMA.

#### Management Support and Coordination

15. Provide support to the FEMA Executive Board.

- o Develop charter, propose agendas, schedule activities, and provide staff support.

16. Support the Director and key management staff in a wide variety of policy, planning, developmental and assessment activities.

- o Develop operating cost estimates and identify issues associated with each FEMA facility and location.

- o Participate with the Office of Regional Operations in regional study.

- o Organize FEMA Advisory Board meetings, provide staff support, and coordinate involvement.

- o Evaluate most cost effective means of accomplishing agency objectives, whether through use of contractors, in-house capabilities, or temporary hires (including Special Disaster Assistance Employees).

- o Define roles and responsibilities of Ombudsman position.

17. Represent and coordinate FEMA's participation in special programs and requirements such as the National Performance Review (NPR) and GAO studies.

- o Serve as FEMA Liaison to the NPR.

- o Coordinate FEMA requirements to implement NPR recommendations and participate in NPR activities.

- o Serve as FEMA representative to the Small Agency Council and coordinate FEMA involvement in Council activities.

- o Coordinate completing or fulfilling requirements identified in the FEMA Streamlining Plan, submitted as directed by Presidential memorandum, Sep II, 1993.