ID 002517

# TALKING POINTS FOR JAMES LEE WITT

## REGIONAL DIRECTORS MEETING
## JUNE 1, 1994
## LITTLE ROCK, ARKANSAS

### THE LEADERSHIP/MANAGEMENT TEAM

### RDS ARE PART OF THE LEADERSHIP/MANAGEMENT TEAM

The ADs and RDs are in it together to make FEMA operate

It is not a region against HQ
It is not a region promoting us against them attitudes with the states

At the first Executive Board meeting, the ADs want the RDs more involved as part of solution to make this Agency work...from some of you the attitude has been very negative...FEMA and the HQ can't do anything right...that attitude needs to stop. You are either part of the solution or you become part of the problem.

Many of you are already involved in committees:

96 budget - Lloyd Hara and Louis Elisa
Performance Management - Mike Armstrong
IRB - Ken Hutchison
FCO Standards - Mike Armstrong

I expect more of you to get and be involved as these committees are set up.

### MAIN RESPONSIBILITIES FOR THE RDS

RDs have 4 key areas of responsibility:

Work with the managers at HQ to promote one FEMA

Work with your states' emergency management groups and truly make it a partnership.

Work with your regional staff and truly make them a team.

Work with the other federal agencies, local congressional districts, the private sector to establish FEMA as the focal point for emergency management.

## SPECIFIC ISSUES:

**HQ ADs and Division Directors calling regional staff directly and tasking them or putting them on committees and work groups w/o prior consultation of RD**

again today?

*[Note: this is a big, big issue. The RDs feel they have no control of staff in regions, yet they are expected to manage them. Everyone wants regions involved, yet no one want to pay for them to come here. RDs want ADs to work staff issues through them.]*

**Visits To the Regions and States:**

*There is concern about HQ people just showing up in the regions and states. They want to know in advance. I just re-issued an administrative policy on visits. (see attached)*

**RD visits and travel:**

I need you in your regions and at FEMA sponsored work groups. I'm keeping in effect the policy that all RD travel outside of the region must be approved by me.

## DELEGATION OF AUTHORITY

Associate Directors have the overall responsibility for the program areas

Remember, I set the overall policy.

The ADs set the specifics of the overall programs and they are responsible to me and to Congress for the programs and the budget. The ADs need the RDs to help them set the specifics...because you are closer to the States.

The RDs need to carry out the programs and make sure we are doing it with one voice.

## BUDGET

Tell them about the budget situation for 94, 95, and 96.

*[Note: Concern is there about what you promised them early on about more authority over budget, more control of $ that go to the states, more control over $ for hiring staff. Some feel that the budget is very centrally controlled...that it is the "Director's budget"]*

I know I talked a lot about decentralizing the budget and giving each region more authority to manage funds.

We are not there yet.

Between the reorganization, the reprogramming we need to do, and the cuts, we are lucky to meet the payroll. I monitor the budget weekly. I hope we can move to a different structure next year. For now this is the way it is.

I know some of you are frustrated about the lack of resources...both people and money. Things are grim all over. We are not going to get big increases. We all need to deal with what we have and stop complaining.

If the small budget and lack of staff is something you cannot deal with, then you need to make the decision that FEMA is not for you, and you need to leave.

## MANAGEMENT STRUCTURE

*[NOTE: There is a lot of concern about the management structure...starting from the Director's office...concerns like, who is in charge; who is running the day-to-day business of the organization; how are things getting coordinated; why, if you want more "partnership" and more power to the regions are you and the ADs moving towards centralization.]*

*e.g., Central Processing, centralized disaster teams, cookie-cutter FCOs, centralized response to congressionals, centralized control of PIOs, etc.]*

*There is also concern about the position of regional operations...some RDs resent that they have to report to a lower-graded careerist. Some resent that I "tell them no" and what authority do I have to tell an RD "no".*

*e.g., R VII and the rent issue associated with the move;*
*RI, telling Louis he could not go to New Orleans and get involved with the Black Caucus until they wrote to you and until Martha decided how it was going to be handled;*
*telling Louis, EPA had to request is involvement in a customer service task force by sending a letter to you;*
*denying travel for Louis to go to Ohio for NAACP business;*
*denying travel for LLoyd to go to a conference of state and local financial managers.*

Talk about how you see the management structure

Role of Chief of Staff- Bill

Role of Special Assistant- Jane

Role of Regional Operations -Liz

+ R.O. seems to have big role @ FEMA

Liz serves as my staff when it comes to any issue regarding the regions You need to understand that even when I talk to you about an issue, I can't fix it myself...I have to turn to staff...Liz is the staff I turn to when you bring me a regional issue.

Liz and Bill and I are going to meet once a week to talk about what is happening in the regions; where some of your concerns are. This doesn't mean that you can't call me or call the ADs to work issues, it means that you have another source close to me who can help, especially in the coordination area...but she can't help you if she doesn't know its a problem.

**Meetings with James Lee**

*[Note: RDs feel that they need to have time to meet alone as a group and more time on agenda to meet with you alone.]*

I know I've been travelling a lot and taking care of a lot of issues on the Hill...and that have been job one...and probably will be on a continuing basis.

You know you can pick up the phone and call me.

I want to restart regional visits...more informal, but I want to get back out there.

Still need to set up a visit in Region I

Mike has offered that I meet with the Region on July 20 after the Natural Hazard Conference in Boulder.

While I think it is important to have RD meetings, I think it is more important to have meetings with RDs, ADs and the other FEMA management...

I think it is very important for all of you to get together and discuss regional problems and just to get to know each other and we encourage that. What I will not tolerate is the RDs banding together against HQ. There are a lot of bad memories around FEMA about the RDs going off on there own, calling there own meetings, and doing there own thing.

This is not going to happen under my watch. You are part of FEMA. Liz has reassured me that whenever there are opportunities to meet like we are today, she'll work with all of you to make it happen. I want to see more meetings in the regions and I want the ADs and Office Directors involved.

We will schedule time with just me to meet with you.

**Congressional Updates and Mikulski Bill:**

They want to know what is happening with the Mikulski Bill and what they can do to help, esp. R 7 and R 10.

Issue raised of why do NEMA members get more legislative information than the RDs.

**Directorate and Office level information report.**

Now that they are doing biweekly reports, are the HQ doing the same...they would like to know what is going on up here.

*Note: Some Directorates are publishing newsletters instead (mitigation and OPs Support to start end of June....may need to get a handle on this.*

**Personnel Issues**

Lots of people in regions eligible to retire, a lot are waiting for some type of discontinued service retirement option (e.g., job abolishment, directed reassignment).

**Moving MERS-Maynard to SF**

IA 062512

10/3/94

**Regional and Headquarters Working Relationships and the Role of the Regional Director**

**ISSUES**

1. The roles of Regional Directors and the roles of the Associate Directors must be defined at the same time. Their roles are interrelated and either complement or contradict one another.

   - Associate Directors are confirmed by the Senate, and therefore are held more accountable for the progress/implementation of Agency programs.

   - Need to establish with headquarters how Regional and Associate Directors will establish appropriate mechanisms for coordinating policy development.

2. Draft says that the Office of Policy and Assessment will coordinate between Headquarters and the Regions to develop program policies and guidelines for the Regions, while the Office of Regional Operations develops performance plans for the RDs. It is not clear what the difference is between the two offices.

3. If the Director of Regional Operations is the rater of the RDs, then the Director of Regional Operations is essentially the supervisor of the RDs and should be providing them with more than just guidance.

   - As a career employee, the Director of Regional Operations should not rate political employees, rather the Director of RO should coordinate the rating of RDs through the compilation of input from the Associate Directors.

4. The guidelines outlined in the paper are too broad and can be interpreted three different ways by three different people.

5. More accountability needs to be defined/stated. Regional Directors must have a very clear understanding of what is/is not negotiable.

6. Of particular concern is that there is the area of fairness and consistency of policy and policy interpretation nationwide. One of the primary justifications for federal involvement and funding is that there is some overriding national need for a capability that transcends Region or State boundaries. The RDs responsibility to work for consistent policy implementation nationwide needs to be emphasized.

7. Regional Goals/Performance
   - There is no reference to a process for setting regional objectives on an annual basis.

goals/objectives/performance standards for the RDs? The proposed guidelines can't be put into place until this is addressed.

- Dual accountability between HQ and the Regions. One element of this accountability is the performance plan. I suggest that the performance of each Regional be reviewed against his/her performance plan on a quarterly basis. This would mean a face to face meeting of the Director or Deputy Director to discuss plan elements and program issues. Such a review may appear to be an excessive time demand, but would provide feedback and mutual understanding of expectations and performance.

8. There is no reference to operational reporting chains (FCO/RD/HQ, etc.) - this has always been the most difficult organizational issue and should be addressed at the start.

9. In order for empowerment and delegation to be successful depends on the establishment of specific boundaries for delegated responsibility to be exercised within and a very strong vision or mission of the Agency and mechanisms to ensure that all employees are aware of and have bought into the vision. The paper is a great idea but it cannot be approached without more preparation.

10. Information Flow
The efficient and equitable delivery of services depends upon a smooth and assured flow of information up and down the chain from headquarters through the regions to and from the States. Consequently, the development of systems/processes under the "new" relationship must be compatible and interoperable with existing systems. Recommend including language emphasizing the compatibility of systems and the need for the uninterrupted flow of information.

COMMENTS

<u>COMMENTS MEMO - Page 1</u>

1. Paragraph 3: Add the following sentence at the end of the paragraph..."We also need to recognize the invaluable contributions that the regions can make to the development of national policies and procedures and provide them with real opportunities for regular input."

2. The last sentence should state: We cannot have a fully decentralized capability until improved financial management systems and internal management controls are in place to provide for the accountability that is so necessary for decentralized management to be a reality.

3. Feel that it is not true that HQ managers have maintained tight control over the Regional budgets, etc. - rather neither HQ nor the Regions are sure who had responsibility for

regional budgets, etc.

COMMENTS MEMO - Page 2

1. Initiation of projects/prototypes that could be models for other regions.
   - This is a Headquarters responsibility.
   - This encourages entrepreneurship and provides a great opportunity to build regional identity and pride. This should also be linked to cost savings in the budget.

2. State outright that the Regional Director's performance plan will hold them accountable for measures of the Regions'performance - as stated this is buried in the paragraph.

3. TQM
   - Avoid the use of the term "TQM" for that is the brand name of the principle - instead could we use "improved management capability.
   - Regional TQM program must be integrated with HQ to maximize benefits.

4. FY 1995 may be the first opportunity Regions may have to manage their budgets - in the meantime need an incentive policy to encourage and reward cost savings and increased efficiency.

5. Regional Budgets:
   - Regions want this to say "Prepare and Execute", instead of simply "execute".
   - "Establish, execute, and Manage Regional budgets."
     - What affect will this change have over the regional ability to volume-purchase computers or other large ticket items previously procured at the national level?

6. Contract for services and products - ADD "within established national parameters and in conformance with approved financial guidelines"

COMMENTS ROLES - Page 3

General

1. New Regional Directors need to manage and balance two broad, often competing objectives:
   1. On-going daily operations; and
   2. Event-driven emergency program operations.

   (Include this in the RD performance plan.)

2. Recommend including responsibility for coordinating management activities among Federal Agencies at the Regional level. Such coordination traditionally has been an important FEMA function, and it is a responsibility assigned by FEMA to various Executive Orders.

Specific

1. Add to FEMA's list of customers: " and other non-traditional emergency management partners in State governments, the private sector, and in academia."
   - Also add environmental groups.
   - Use the word constituents instead of customers.

2. Last paragraph sounds like the RDs role in policy development is greater than the ADs role in policy implementation - is this intended?

3. Last paragraph mentions office directors - do they exist in the new organization?

4. The last paragraph under the HEADQUARTERS section should read: While the Regional Directors are directly accountable to the Director, their performance will be assessed by the Director of Regional Operations, whose rating will be reviewed by the Director. The Director of Regional Operations provides guidance rather than direction.

COMMENTS ROLES - Page 4

1. Role of ADs in first sentence of first paragraph:
   - Question why first sentence states that Associate Directors interpret Agency policy.
   - Associate Directors **develop and promulgate** agency policy.

2. It is essential that the actions and decisions made by the Regional Directors be in conformance with and contribute to the achievement of Agency and program goals.

3. Lead sentence of the first paragraph is unrelated to the rest of the paragraph.

**RD MISSION & FUNCTION STATEMENT**

Region VI is afraid that the RD appears to be in charge of the Regional Administrative Unit, rather than having a responsibility to oversee all of the programs.

Mission & Functions should include:

1. Represents FEMA Director and the Administration to 1/10th of the Country's population.
2. Single point of contact for emergency management activities.
3. Point of contact for Governors, Mayors, county officials, members of Congress and other Federal agency heads in resolving problems and responding to the particular needs of each local.
4. Critical participant in the policy making process for FEMA. While not presently in the position of making agency policy, there is an opportunity to advise the

director regarding the potential impact of proposed agency policy.

5. Ultimately responsible for the achievement of results through specialized efforts of regional personnel whether individually or in groups.

# The Roles of the Regional Director

What the role of the Regional Director should be flows from two primary sources: (1) The role regions play in FEMA's mission; and (2) The policies the Clinton Administration would like to see implemented in the public service.

1. Roles flowing from Regions' role in FEMA's mission:

   A. <u>Applying Policies</u>

   While Headquarters is essential for there to be the necessary consistency and uniformity, Regions allow the relevance and utility of policies in an environment characterized by 50 sovereign states with differing threats, resources, politics, geography, etc. I.e., we are the facilitators, walking the line between the two legitimate needs of uniformity and customer service.

   <u>Corresponding Role of Regional Director</u>

   The RD must reach out to our constituents, insuring that policies are implemented fairly and consistently, but also in a manner which has some relevance to the recipient state given their differing needs and capabilities.

   B. <u>Implementing Policies</u>

   "Implementing policy" poorly captures the role. Headquarters has a legitimate concern with how policies are implemented; Regions can contribute an invaluable perspective on what policies are workable. FEMA as a unified agency is best served by a Headquarters which formulates policy with input from the regions, and regions which implement policy with input from headquarters.

   <u>Corresponding Role of Regional Director</u>

   The RDs should provide policy input to the Director and his senior staff. That counsel may be diverse because of the diversity of our states. That diversity is good because it gives the Director legitimate options.

   C. <u>Service to States</u>

   FEMA is a service organization, headquarters defining the service and regions delivering the service, each helping the other in their vital task.

Corresponding Role of Regional Director

Regions are the eyes and ears of the Agency. RDs should find out what services our clients want so that our policies better serve our mission. The RD's political contacts are a real asset here. Outreach includes Congressmen, Governors, State and local department heads, the fire service, other federal agencies, mayors, utility and corporate leaders, Regional, Provincial and State officials in Canada and Mexico, etc.

D. Integrating Policies

Headquarters does research before policies are determined; Regions (under the current organization) are the first place policies are integrated once they are formulated.

Corresponding Role of Regional Director

RDs must make Integrated Emergency Management a reality by insuring that programs are integrated as they are implemented.

2. RD roles inferred from Clinton Administration policy (Presidential memorandum to Agency heads dated September 11,1993):

A. Policy: "delegation of authority,...empowerment of employees,...hold managers and employees accountable"

Role: Focus on political outreach, and empower senior career staff to earn their pay as managers. Become partners with the career staff by respecting them and their role. Be leaders, and hold career staff accountable for supportive management and supervision.

B. Policy: "...reduce overcontrol and micromanagement..."

Role: Focus on trust and delegation to the career staff rather than distrust and control. Treat the states the same way.

C. Policy: "...improve the quality of Government services,..."

Role: Represent the Administration to the career staff by giving them goals which help achieve the President's and Director's goals. Seek and exercise the delegated authorities and flexibility necessary to provide service to our clients.

D. Policy: "...raise the morale and productivity..."

Role: Remember we are people helping people. Our employees are people, as are state and local staff. Treat them with respect and kindness.

SUMMARY

1. Represent the Administration to Regional "clients", through outreach.

2. Represent the Administration to the career staff through goals, empowerment, delegation, and accountability.

3. Provide policy input.

4. Implement policies in a manner that accomplishes the Director's goals.

How can that role be acheived?

* Early articulation by the Director.
* Training in TQM and participative management.
* Reflecting the roles in the performance plan, and focusing on it in RD meetings.
* Details of senior staff between Headquarters and Regions.
* Allowing RDs to manage resources, ideally "one pot."
* Allowing RDs onto the FEMA "Board of Directors." Policy development meetings rather than show and tell.
* Don't take Regional "Director" too literally.
* Headquarters redirecting state "end runs" back to the Region.

What are the likely outcomes?

* Service to clients.
* State flexibility and accountability.
* Integration of programs.
* Better congressional relations.
* Better information and option identification for the Director.
* A partnership with career staff; higher morale.
* Headquarter Division Chiefs can work closely with Regional Division Chiefs without undercutting the RD.
* Knowledge, by Headquarters, of the political implications of policies.
* Better communications between Headquarters and Regions; an understanding of our different roles; a united FEMA.

# Federal Emergency Management Agency

Washington, D.C. 20472

AUG 9 1993

MEMORANDUM FOR: All FEMA Employees

FROM: James L. Witt
Director

SUBJECT: Reinventing FEMA - Status Report

Consistent with my policy to keep you informed, the purpose of this memorandum is to provide you with an update on the progress being made to reinvent FEMA. While much work still needs to be done, I am pleased to report to you that much progress has already been made, in large part due to the many suggestions and ideas received from FEMA employees.

To summarize where we are going, it is necessary to look at where we have been. Based on the many reports issued in the aftermath of Hurricanes Andrew and Iniki, and the introduction of Congressional legislation to reorganize FEMA, it has been clear to me since becoming Director of FEMA, that organizational change was necessary to assure FEMA's survival. Shortly after becoming Director, I invited you to participate in this renewal process and many of you responded enthusiastically. Utilizing these broad objectives: (1) to create a National emergency management partnership; (2) to develop a comprehensive, risk-based, all hazards nationwide management system; (3) to establish mitigation as the foundation of the system; (4) to be prepared to respond effectively to any disaster; (5) to strengthen State and local emergency management; and, many of your ideas and recommendations, several reorganizational proposals were developed and presented to me and a group of senior managers to review. Additionally, members of FEMA's exclusive bargaining units have provided their ideas and comments. This input process has resulted in an organizational approach and framework that emphasizes an all hazards, functional approach to emergency management.

A proposed reorganization framework will be presented to our Congressional representatives and, on August 13, 1993, to Vice President Gore, as part of FEMA's renewal initiatives. On September 7, 1993, the Vice President is expected to announce the results of FEMA's efforts in a press conference to include other National Performance Review initiatives. I want to assure you that I will provide you with more detailed information on the new structure as soon as it is permissable. Additionally, I want to assure each of you that there is a vital role for every FEMA employee in this new organization. I am committed to avoiding reduction in force as the means of achieving this new organization and will work at all levels to assure a smooth transition. Change to new organization structures is not easy or quick, especially when we must maintain our program responsibilities and capabilities, but it is my goal

to have the initial organizational structure in place by October 1, 1993, and to begin our functional alignments soon after. I plan to continue to involve all employees in the renewal process as we develop the details of our new organization.

To meet these goals, I will continue to need your support. I appreciate all of your efforts, ideas and recommendations which reassure me that we will be able to transition to an even more effective and efficient organization during the next fiscal year.

## FEMA SELF-REPORTED INITIATIVES AND HIGHLIGHTS OF ACTIVITIES

**Automated Teleregistration**: In the past, when an application for Federal disaster assistance was taken by FEMA using its 1-800 teleregistration service, victim information was taken down on paper by a teleregistrar, and was then passed on to another employee whose job it was to type this information into a computer for processing. Due to technological advances, however, FEMA has now fully computerized its teleregistration activity, allowing teleregistrars to take victim information and put it directly into a computer for processing. This automation of the registration process has resulted in a near paperless system, and has reduced the time it takes to deliver disaster assistance applications for processing by as much as 1-2 days.

**Greater Reliance on Teleregistration vs. Disaster Application Centers**: In recent disasters, FEMA and the States have encouraged the use of teleregistration as the means of choice for accepting victim registrations for disaster assistance. This move was taken for two primary reasons: (1) FEMA's customer service surveys have demonstrated that teleregistration is the method of choice for disaster victims to apply for assistance. In fact, approximately 80 percent of all FEMA disaster applications are now taken over the phone; and (2) teleregistration costs the American taxpayer much less than accepting applications in person at Disaster Application Centers (DACs). An application accepted at a DAC costs over $59 to take, while one taken using teleregistration costs only $13.79.

**Centralized Processing**: In the next year, FEMA plans to establish a primary National Processing Services Center (NPSC) to provide an improved method of processing victim applications for Federal disaster assistance. Historically, FEMA has established a processing center for Individual Assistance programs in each Disaster Field Office (DFO). This meant that each time a disaster occurred, computer networks and telecommunications systems had to be transported into the disaster area, assembled and tested, and support personnel had to be flown in from across the country to support processing operations. This way of doing business was effective, but it was also costly, created significant training and staffing demands, and was logistically difficult to accomplish. To address these critical problems, FEMA has decided to establish a single NPSC with an alternate facility to provide back-up, surge capability, and for testing process improvements. We estimate that this will result in a cost savings of as much as $47 million per year over processing on a Regional basis, due to economies of scale in processing operations, reduced administrative, training, travel, and per diem costs, the elimination of duplicated efforts, and the application of advanced automation and telecommunications technologies.

**National Airborne Operations Center**: As part of the refocussing of national security assets in the Federal government to domestic missions, the Department of Defense recently entered into an agreement with FEMA to make the National Airborne Operations Center (NAOC) available to support catastrophic disaster response operations. As a result of this agreement, the NAOC (which was originally designed to support the President and other senior Administration officials in the event of a nuclear attack) can now be used to rapidly deploy of FEMA's Emergency Response Teams to catastrophic disaster areas within hours of an event, and can serve for up to 72 hours on the ground as a base for operations for Federal responders until an appropriate Disaster Field Office can be identified.

**Field Assessment Teams**: As part of FEMA's efforts to improve its situation assessment capabilities after large or catastrophic disasters, FEMA is in the process of developing a series of Field Assessment Teams (FAsT) capable of deploying to a disaster area within hours of an event to survey disaster damages. These teams will be composed of pre-rostered Federal and State personnel, will deploy with all necessary communications and logistics support necessary to complete their work, and each FAsT will be self-sustaining for a minimum of 72 hours. Once established, these teams will significantly improve the Federal government's situation assessment capabilities, which will help Federal and State officials better target resources during the critical response period.

**Community Relations:** FEMA's customer surveys have indicated that many disaster victims desire information and personal contact more than any other type of disaster assistance available. As a result, FEMA is now establishing a cadre of Community Relations specialists, whose job will be to go into affected communities, and meet with community leaders and disaster victims. In the process, the Federal government will be able to share information about how to apply for assistance, learn about the status of relief efforts, and identify unmet needs in the disaster area to better target response operations. In addition, disaster victims can get the information they need to get through this crisis, and find a caring person to listen to their concerns.

**Integration of Recovery Functions Into the Federal Response Plan:** Feedback from States, as well as experience in actual disasters, indicates that it is very difficult to separate those actions contributing to disaster response from those designed to promote a long-term recovery in a disaster area. For this reason, FEMA is leading an interagency effort to integrate disaster recovery initiatives into the Federal Response Plan structure. The eventual integration of recovery functions into the Plan will make the transition from response to recovery much more seamless, thus improving the delivery of disaster assistance to those in need and speeding the turn-around of impacted areas.

**Disaster Service Centers:** To better meet the informational needs of disaster victims, FEMA has started to establish Disaster Service Centers in disaster areas. Unlike Disaster Application Centers (which only serve as locations where people can apply for aid), the Service Centers provide complete information and support to victims and community groups throughout the disaster process. Victims can have their questions answered, check on the status of their applications for Federal assistance, learn about the various Federal, State and local programs that are available to assist them, and even discuss options about how they can better protect themselves from future disasters by applying cost-effective hazard mitigation techniques during the reconstruction period. These Service Center have been extremely well received by States, local governments, and disaster victims.

**Integration of AmeriCorps into Disaster Response:** In recent disasters, FEMA and the Corporation for National Service have aggressively utilized AmeriCorps volunteers and program staff to support disaster operations, and are well on the way toward entering into an agreement to formalize this relationship for future events. These AmeriCorps personnel have proven critical in FEMA's community outreach efforts, and have been extremely well received in the disaster areas. In addition, participation in disaster response operations has provided AmeriCorps volunteers with valuable public service experience.

## FEMA'S STRATEGIC STAFFING EFFORT

As recommended in FEMA's NPR Phase II report, FEMA has launched a strategic staffing effort. It is intended to maximize the allocation and use of scarce staff resources in meeting our strategic goals, within known budgetary and other constraints.

It is designed to align our staff resources consistent with recommendations of NPR. This effort is a continuation of the FEMA Renewal -- which started with the FEMA reorganization along functional lines, continued with development of the Agency's first-ever Strategic Plan, and now is addressing how best to staff the Agency to improve customer service and program delivery. The effort has three parts:

I. Development of macro-level workyear allocations for each Directorate and staff office, within OMB ceilings. (Nearing completion)

II. Restructuring regional resources based on risk and maximization of customer interface; and allocating workyears to each organization and location; and development of "ideal" staffing patterns. (to be completed by 9/30/95)

III. Development of a Transition Plan (to be completed by 12/31/95) to facilitate migration of employees to the new staffing pattern.

Although the plan focuses on FY 98, we now have a process in place and a prioritization scheme that can serve as a framework for allocating workyears and Salaries and Expense funds, irrespective of the amounts available.

**FEMA's *Emergency Lane* on the INTERNET**

The Federal Emergency Management Agency (FEMA) has produced a virtual electronic encyclopedia of emergency management information that is continually updated and enhanced. Initially begun as an agency activity under the Government Performance Review Act, the system started testing last Fall and was made available to the public in November 1994. There are over 600 pages of information in text, graphics and photos that provide the latest emergency information, i.e., FEMA news releases, fact sheets and advisories. Users can also find descriptions of FEMA programs and consumer disaster-preparedness material.

The initial start cost for equipment and software development was $100,000. This year, an additional $50,000 will be spent on equipment and final development. The ongoing maintenance for this system will be approximately $15,000 per year.

The system is updated daily with the news releases and additional material is under development. Recently, issues of the FEMA/State *Recovery Times* from the latest floods and the entire Federal Response Plan were put on-line.

FEMA is also developing a Global Emergency Management System (GEMS). GEMS gives users Internet links to other Web sites with related material. Additionally, an innovative emergency news distribution service is now available. It allows users to subscribe and receive news releases, fact sheets, advisories and abridged major incident situation reports from FEMA.

Response to FEMA on the Internet has been phenomenal. For example, between July 10 - 17 alone, there were 37,488 Internet connections to the FEMA computer. At a recent meeting on the "information superhighway," the American Bar Association cited FEMA's material as an outstanding example for others to follow. Users can and do leave messages, comments and requests for information on many emergency management topics every day. This is a customer-driven system. User feedback has resulted in not only GEMS and the emergency news service but also is directly responsible for plans to add an in-depth section on the U.S. Fire Administration and to offer emergency management training materials and courses on-line.

The Oklahoma City bombing was the first disaster where FEMA produced and distributed special edition situation reports. These were posted on the Web site and sent out to the over 1,000 users around the world who have subscribed to FEMA's electronic news service. Pictures of Urban Search and Rescue teams were also received electronically and posted to FEMA's World Wide Web site. These users redistributed the reports throughout their organizations or communities.

During the first week of this disaster, 51,000 Internet users accessed FEMA's Oklahoma City Updates

and the other FEMA information available. This was eclipsed the second week when 80,000 users checked the FEMA World Wide Web site.

As Oklahoma City transitioned from rescue to recovery, this special situation report service was completed. Internet users were asked for feedback on receiving information via this new medium. Their responses were extremely gratifying. FEMA received hundreds of E-mail messages lauding this new effort. The users included state and local emergency managers, firefighters, college professors and private citizens.

Since going on-line in November, FEMA has had over 3/4 million users access the emergency information posted on Internet. FEMA's Web users range from professors to paramedics, local fire chiefs to average citizens. FEMA's Internet customers are also from around the world. Users from other countries have been studying FEMA's organization and disaster preparedness information for adaptation and application abroad.

FEDERAL EMERGENCY
MANAGEMENT AGENCY

**MANUAL** Date December 17, 1992 Number 5100.1 AS-RI

Internal Directives System

Foreword

The Director, Federal Emergency Management Agency, is required by law to develop and preserve records containing adequate and proper documentation of the Agency's functions, policies, decisions, delegations, procedures, and Agency transactions.

Directives are permanent records and must be clear, concise, and well organized to effectively fulfill the Agency's legal requirements. Directives Management is the designated custodian for policy, procedures, functions, and delegations published through the Internal Directives System.

This manual provides procedures to assist Agency personnel in the development, publication, and safeguarding of internal directives.

Wallace E. Stickney
Director

Distribution: B(HqDivChiefs)
F(FldDivChiefs)

Contents

## Chapter 4 - Standard Formats



## Chapter 5 - Maintaining the Directives System



## Chapter 6 - Subject Classification and Identification System



## Appendix

X
R

FEDERAL EMERGENCY MANAGEMENT AGENCY

| INSTRUCTION | Date | Number | |
|---|---|---|---|
| | April 27, 1993 | 1100.1 | GC |
| | December 1, 1993 | 1100.1 Chg 1 | |

# Standards of Conduct

1. Purpose. This instruction adopts the Office of Government Ethics (OGE) regulations at Title 5 Code of Federal Regulations (CFR) relating to standards of conduct for Federal Emergency Management Agency (FEMA) employees, and assigns responsibilities for its implementation.

2. Applicability and Scope. The provisions of this instruction are applicable to all FEMA employees in headquarters, regions, and field establishments.

3. Supersession. This instruction supersedes FEMA Instruction 1100.1, Standards of Conduct, dated June 15, 1983.

4. Authorities.

a. Title 5 United States Code Appendix 4, Sections 201-212, Executive Financial Disclosure.

b. Executive Order 12674 of April 12, 1989, Prescribing Standards of Ethical Conduct for Government Officers and Employees.

c. United States Office of Government Ethics regulations, Standards of Ethical Conduct for Employees of the Executive Branch, 5 CFR Part 2635.

d. The Inspector General Act of 1978, 92 Statute 1101, as amended by Public Law 100-504, 102 Statute 2515.

5. Responsibilities.

a. The General Counsel in accordance with the provisions of the attachment is designated the Agency Ethics Officer and responsible for the following:

(1) Reviewing positions annually to determine if the persons occupying the positions are required to file a Standard Form (SF) 278, Public Financial Disclosure Report, or an SF 450, Confidential Financial Disclosure Report;

Distribution: H(AllPersHqFld)

(2) Ensuring proper coordination, except as otherwise provided, of all SF's 278 and 450;

(3) Designating in writing the Deputy Designated Agency Ethics Officers to be responsible for providing advice, guidance, and assistance to the Agency and FEMA employees on all questions arising from the operation and implementation of the attachment and/or reviewing all SF's 278 and 450 filed thereunder;

(4) Notifying the Director, FEMA, no later than June 30th of each year as to whether all required SF's 278 have been filed and reviewed and by December 31st with respect to SF's 450;

(5) Administering the Agency's Ethics Program; and

(6) Determining if there is reason to believe that a violation of Federal Statutes at 18 USC 201-209 has occurred;

(7) Referring suspected violations of the Federal Statutes to the Office of the Inspector General; and

(8) Designating the Deputy General Counsel as the Alternate Designated Agency Ethics Officer except when that position is vacant and then the Associate General Counsel for General Law shall be the Alternate Designated Agency Ethics Officer.

b. The Director, Office of Human Resources Management, or official designee, in accordance with the attachment, is responsible for the following:

(1) Ensuring new FEMA employees are provided a copy of this instruction including the attachment;

(2) Providing an oral briefing on the standards of conduct preceding employment or assumption of duties;

(3) Bringing the OGE standards of conduct to the attention of all FEMA employees by appropriate training in conjunction with the Office of General Counsel;

(4) Including a statement in affected position descriptions that the incumbent of the position must file an SF 278 or 450; and

(5) Ensuring all FEMA personnel required to file an SF 278 are notified at the time of their termination of employment with FEMA of their obligation to file a final SF 278

within 30 days of termination in accordance with Office of Government Ethics published regulations.

c. FEMA employees are responsible for fully familiarizing themselves with all the requirements of the standards of conduct regulations issued by the OGE. The OGE regulations are synopsized in the attachment. FEMA employees are required to conduct themselves in accordance with these regulations. Failure to comply may subject the employee to appropriate disciplinary action.

d. The Inspector General pursuant to the Inspector General Act is the appropriate authority within FEMA for the following:

(1) Investigating reports of waste, fraud, abuse, and corruption;

(2) Investigating, if appropriate, any suspected violations of the Federal Statutes at 18 United States Code Sections 201-209; and

(3) Referring cases to the United States Department of Justice.

6. Forms Prescribed. This instruction prescribes the use of the following forms which may be obtained from the Office of General Counsel.

a. SF 278, Public Financial Disclosure Report.

b. SF 450, Confidential Financial Disclosure Report.

James L. Witt
Director

Attachment
Office of Government Ethics Standards of Conduct

OFFICE OF GOVERNMENT ETHICS

SUMMARY
of New Standards of Ethical Conduct

# THE STANDARDS OF ETHICAL CONDUCT

Effective February 3, 1993, the Standards of Ethical Conduct for Employees of the Executive Branch at 5 CFR Part 2635 replace the many individual agency standards of conduct regulations with a uniform set of standards applicable to all employees of the Executive branch. Where necessary, individual agencies have authority to issue supplemental regulations.

Because they are intended to answer questions about the ethical conduct of more than a million individuals employed by more than 100 different Federal agencies, the new Standards of Ethical Conduct are detailed. They contain many examples and will readily answer most ethical questions employees will have. The attached synopsis has been prepared by the Office of Government Ethics to give employees enough familiarity with the contents of the regulations to recognize ethical issues when they arise and to assist in looking up relevant provisions in the regulations. Because the synopsis provides only a shorthand reference to lengthier provisions in the regulations, an employee must refer to the regulations themselves in resolving ethical issues that actually arise or may seek the advice of an agency ethics official.

Copies of complete text of
Standards are available in the
Office of General Counsel

## SYNOPSIS OF SUBPART A - GENERAL PROVISIONS

THE PRINCIPLES OF ETHICAL CONDUCT. The following principles of ethical conduct apply to all officers and employees of the executive branch and many form the basis for specific standards set forth in the regulation.

- Public service is a public trust, requiring employees to place loyalty to the Constitution, the laws and ethical principles above private gain.
- Employees shall not hold financial interests that conflict with the conscientious performance of duty.
- Employees shall not engage in financial transactions using nonpublic Government information or allow the improper use of such information to further any private interest.
- An employee shall not, except pursuant to the exceptions in subpart B, solicit or accept any gift or other item of monetary value from any person or entity seeking official action from, doing business with, or conducting activities regulated by the employee's agency, or whose interests may be substantially affected by the performance or nonperformance of the employee's duties.
- Employees shall put forth honest effort in the performance of their duties.
- Employees shall make no unauthorized commitments or promises of any kind purporting to bind the Government.
- Employees shall not use public office for private gain.
- Employees shall act impartially and not give preferential treatment to any private organization or individual.
- Employees shall protect and conserve Federal property and shall not use it for other than authorized activities.
- Employees shall not engage in outside employment or activities, including seeking or negotiating for employment, that conflict with official Government duties and responsibilities.
- Employees shall disclose waste, fraud, abuse, and corruption to the Office of Inspector General.
- Employees shall satisfy in good faith their obligations as citizens, including all just financial obligations, especially those—such as Federal, State and local taxes—that are imposed by law.
- Employees shall adhere to all laws and regulations that provide equal opportunity for all Americans regardless of race, color, religion, sex, national origin, age, or handicap.
- Employees shall endeavor to avoid any actions creating the appearance that they are violating the law or these Standards of Ethical Conduct.

BASIC CONCEPTS.

- Employees shall apply the principles stated above in weighing the propriety of conduct not otherwise addressed in the regulations.
- Employees shall judge whether circumstances will violate the appearance principle, the last principle set forth above, from the perspective of a reasonable person with knowledge of the relevant facts.
- There are special rules for determining which standards apply to employees detailed to other agencies, to other branches of the Federal government, to State or local governments or to international organizations.
- A violation of the regulatory standards may be cause for corrective action or for disciplinary action against an employee. There are criminal penalties for violations of criminal statutes referred to in the regulations.
- Employees are encouraged to seek the advice of agency ethics officials. Disciplinary action for violation of regulatory standards will not be taken against an employee who relies on such advice.

DEFINITIONS. Terms used throughout the Standards of Ethical Conduct, such as "agency designee" and "Special Government Employee," are defined in subpart A. Terms of more limited applicability are

defined in the subparts or sections to which they apply.

## SYNOPSIS OF SUBPART B - GIFTS FROM OUTSIDE SOURCES

BASIC PROHIBITION ON GIFTS FROM OUTSIDE SOURCES. An employee shall not solicit or accept a gift given because of his official position or from a prohibited source. A prohibited source is defined as any person, including any organization more than half of whose members are persons:

Seeking official action by his agency;

Doing or seeking to do business with his agency;

Regulated by his agency; or

Substantially affected by the performance of his duties.

DEFINITION OF A GIFT. The term "gift" includes almost anything of monetary value. However, it does not include:

Coffee, donuts and similar modest items of food and refreshments when offered other than as part of a meal;

Greeting cards and most plaques, certificates and trophies;

Prizes in contests open to the public;

Commercial discounts available to the general public or to all Government or military personnel;

Commercial loans, and pensions and similar benefits;

Anything paid for by the Government, secured by the Government under Government contract or accepted by the Government in accordance with a statute;

Anything for which the employee pays market value.

EXCEPTIONS. Subject to the limitations noted below, there are exceptions which will permit an employee to accept:

Unsolicited gifts with a market value of $20 or less per occasion, aggregating no more than $50 in a calendar year from any one source (this exception does not permit gifts of cash or investment interests);

Gifts when clearly motivated by a family relationship or personal friendship;

Commercial discounts and similar benefits offered to groups in which membership is not related to Government employment or, if membership is related to Government employment, where the same offer is broadly available to the public through similar groups, and certain benefits offered by professional associations or by persons who are not prohibited sources;

Certain awards and honorary degrees;

Gifts resulting from the outside business activities of employees and their spouses;

Travel and entertainment in connection with employment discussions;

Certain gifts from political organizations;

Free attendance provided by the sponsor of an event for the day on which an employee is speaking or presenting information at the event;

Free attendance provided by the sponsor of a widely-attended gathering of mutual interest to a number of parties where the necessary determination of agency interest has been made;

Invitations to certain social events extended by persons who are not prohibited sources, provided no one is charged a fee to attend the event;

Certain gifts of food and entertainment in foreign areas;

Gifts accepted by the employee under a specific statute, such as 5 U.S.C. 4111 and 7342, or pursuant to a supplemental agency regulation.

LIMITATIONS ON USE OF EXCEPTIONS. An employee may not use any of the exceptions noted above to solicit or coerce the offering of a gift or to accept gifts:

For being influenced in the performance of official duties;

In violation of any statute;

So frequently as to appear to be using public office for private gain; or

In violation of applicable procurement policies regarding participation in vendor promotional training.

DISPOSITION OF GIFTS. When an employee cannot accept a gift, the employee should pay the donor its market value. If the gift is a tangible item, the employee may instead return the gift. Subject to approval, however, perishable items may be donated to a charity, destroyed or shared with the office.

# SYNOPSIS OF SUBPART C - GIFTS BETWEEN EMPLOYEES

BASIC PROHIBITION ON GIFTS BETWEEN EMPLOYEES. An employee shall not:

Give or solicit for a gift to an official superior; or

Accept a gift from a lower-paid employee, unless the donor and recipient are personal friends who are not in a superior-subordinate relationship.

DEFINITION OF A GIFT. The term "gift" has the same meaning as in subpart B. However, carpooling and similar arrangements are excluded where there is a proportionate sharing of the cost and effort involved.

DEFINITION OF AN OFFICIAL SUPERIOR. The term "official superior" includes anyone whose official responsibilities involve directing or evaluating the performance of the employee's official duties or those of any other official superior of the employee. The term is not limited to immediate supervisors but applies to officials up the supervisory chain.

EXCEPTIONS. Subject to a limitation on using any exception to coerce a gift from a subordinate, there are exceptions that:

On an occasional basis, including birthdays and other occasions when gifts are traditionally exchanged, permit giving and accepting:

Items other than cash aggregating $10 or less per occasion;

Food and refreshments shared in the office;

Personal hospitality at a residence;

Appropriate hostess gifts; and

Leave sharing under OPM regulations.

Infrequent occasions of personal significance, such as marriage, and occasions that terminate the superior-subordinate relationship, such as retirement, permit giving and accepting gifts appropriate to the occasion; and

Permit voluntary contributions of nominal amounts to be made or solicited for gifts of food and refreshments to be shared in the office or for group gifts on occasions such as marriage or retirement described in the preceding paragraph.

## SYNOPSIS OF SUBPART D - CONFLICTING FINANCIAL INTERESTS

DISQUALIFYING FINANCIAL INTERESTS. Under the criminal conflict of interest statute, 18 U.S.C. 208, an employee is prohibited from participating in an official capacity in any particular matter in which, to his knowledge, he or certain other persons have a financial interest, if the particular matter will have a direct and predictable effect on his own or that person's financial interests.

APPLICABILITY. In addition to matters that affect his own financial interests, this prohibition applies to particular matters that affect the financial interests of:

The employee's spouse, minor child or general partner; or

Any person the employee serves as officer, director, trustee, general partner or employee.

The prohibition also applies to particular matters that affect the financial interests of a person with whom the employee is negotiating for or has an arrangement concerning future employment. However, this aspect of the statute is addressed more specifically in subpart F.

DISQUALIFICATION. Disqualification can be accomplished simply by not participating in the matter. Although an employee should notify the person responsible for his assignment of the need to disqualify, a written disqualification statement is necessary only if required by an ethics agreement or requested by an agency ethics official or the person responsible for the employee's assignment.

SOLUTIONS OTHER THAN DISQUALIFICATION. Disqualification is not required if the financial interest is the subject of one of the statutory waivers described in subpart D or if the employee has sold or otherwise divested the conflicting interest.

PROHIBITED FINANCIAL INTERESTS. In general, employees may acquire and hold financial interests subject only to the disqualification requirement imposed by 18 U.S.C. 208. However, some agencies have statutes that prohibit employees from acquiring or holding particular interests. In addition, subpart D gives agencies the authority, by supplemental regulation, to prohibit employees from acquiring or holding certain financial interests. Agencies also may prohibit an individual employee from holding financial interests where disqualification would impair the employee's ability to perform the duties of his position or adversely affect the agency's mission. An employee directed to divest a financial interest may be eligible for special tax treatment of the transaction.

## SYNOPSIS OF SUBPART E - IMPARTIALITY IN PERFORMING OFFICIAL DUTIES

CONSIDERATION OF CERTAIN PERSONAL AND BUSINESS RELATIONSHIPS. Even though his disqualification may not be required under subpart D, an employee should not participate in an official capacity in certain matters without first obtaining specific authorization if, in his judgment, persons with knowledge of the relevant facts would question his impartiality in those matters.

MATTERS COVERED. The matters covered include a particular matter involving specific parties if the employee knows that it is likely to affect the financial interests of a member of his household or that one of the following persons is a party or represents a party in the matter:

A person with whom the employee has or seeks a business or other financial relationship;

A member of the employee's household or relative with whom the employee has a close personal relationship;

A person the employee's spouse, parent or child serves or seeks to serve as officer, director, trustee, general partner, agent, attorney, consultant, contractor or employee;

A person the employee has, in the past year, served as officer, director, trustee, general partner, agent, attorney, consultant, contractor or employee; or

An organization, other than a political party, in which the employee is an active participant.

DISQUALIFICATION. Disqualification can be accomplished in the same manner as when required under subpart D for disqualifying financial interests.

AUTHORIZATION TO PARTICIPATE. Notwithstanding the employee's determination that his impartiality would be questioned, the agency designee can authorize the employee to participate in the matter based on a determination that the Government's interest in the employee's participation outweighs the concern that a reasonable person would question the integrity of agency programs and operations. The authorization permitted by subpart E cannot be given, however, if the employee's disqualification is also required by subpart D.

OTHER APPLICATION OF THE PROCESS. Employees are urged to use the process set forth in subpart E to decide whether they should or should not participate in other matters in which their impartiality is likely to be questioned.

EXTRAORDINARY PAYMENTS FROM FORMER EMPLOYERS. An employee is disqualified for 2 years from participating in any particular matter in which his former employer is a party or represents a party if, prior to entering Federal service, that employer gave him an extraordinary payment in excess of $10,000.

- A routine severance and other payment made under an established employee benefits plan would not be an extraordinary payment.
- There is authority to waive all or part of this disqualification requirement.

# SYNOPSIS OF SUBPART F - SEEKING OTHER EMPLOYMENT

DISQUALIFICATION WHILE SEEKING EMPLOYMENT. An employee is prohibited from participating in an official capacity in any particular matter that, to his knowledge, has a direct and predictable effect on the financial interests of a person with whom he is seeking employment. For this purpose, "employment" means any form of non-Federal employment or business relationship involving the provision of personal services.

DEFINITION OF SEEKING EMPLOYMENT. The term "seeking employment" includes bilateral negotiations with another, mutually conducted with a view to reaching an agreement regarding possible employment. It also includes conduct short of negotiations, such as sending an unsolicited resume or other employment proposal. It can include employment contacts by or through an agent or intermediary. However, it does not include simply:

- Rejecting an unsolicited employment overture;
- Requesting a job application; or
- Sending an unsolicited resume or other employment proposal to a person affected by performance of the employees duties only as a member of an industry or other discrete class.

Having once begun, an employee generally continues to be seeking employment until he or the prospective employer rejects the possibility of employment and all discussions end. However, an employee is no longer seeking employment with the recipient of his unsolicited resume or other employment proposal after two months have passed with no indication of interest in employment discussions from the prospective employer.

DISQUALIFICATION. Disqualification can be accomplished in the same manner as when required under subpart D for disqualifying financial interests.

SOLUTIONS OTHER THAN DISQUALIFICATION. If the employee's conduct in seeking employment amounts to negotiations, the employee can participate in the matter affecting his prospective employer only if granted an individual waiver described in subpart D. If his conduct falls short of negotiations, the employee may be authorized to participate using the procedures set forth in subpart E.

DISQUALIFICATION BASED ON AN EMPLOYMENT ARRANGEMENT. An employee may not participate in a particular matter that, to his knowledge, has a direct and predictable effect on the financial interests of anyone with whom he has an arrangement concerning future employment. In this case, an employee may be able to participate in a particular matter affecting a prospective employer only if he has received an individual waiver described in subpart D.

## SYNOPSIS OF SUBPART G - MISUSE OF POSITION

USE OF PUBLIC OFFICE FOR PRIVATE GAIN. An employee shall not use his public office for his own private gain or for the private gain of friends, relatives or persons with whom he is affiliated in a non-governmental capacity, or for the endorsement of any product, service or enterprise. In particular, an employee shall not use his Government position, title or authority:

In a manner intended to induce another to provide any benefit to himself or to friends, relatives or affiliated persons;

In a manner that could be construed to imply that his agency or the Government sanctions or ensorses his personal activities or those of another; or

To endorse any product, service or enterprise except in furtherance of statutory authority to do so, in accordance with agency programs to give recognition for achievement or to document compliance with agency standards or requirements.

USE OF NONPUBLIC INFORMATION. An employee shall not engage in a financial transaction using nonpublic information, or allow the improper use of nonpublic information to further his own private interests or those of another. Information that is "nonpublic" includes information the employee knows or reasonably should know:

Is routinely exempt from disclosure under the Freedom of Information Act or protected from disclosure by statute;

Is designated as confidential by an agency; or

Has not actually been disseminated to the general public and is not authorized to be made available to the public on request.

USE OF GOVERNMENT PROPERTY. An employee has a duty to protect and conserve Government property and to use Government property only for authorized purposes. Authorized purposes are those for which Government property is made available to the public or those purposes authorized in accordance with law or regulation.

USE OF OFFICIAL TIME. Unless authorized in accordance with law or regulation to use such time for other purposes, an employee shall use official time in an honest effort to perform official duties. And, an employee shall not encourage, direct, coerce or request a subordinate to use official time to perform activities other than those required in the performance of official duties or those authorized in accordance with law or regulation.

# SYNOPSIS OF SUBPART H - OUTSIDE ACTIVITIES

GENERALLY. In addition to the standards set forth in subpart H, an employee's outside employment and other activities must comply with all ethical requirements set forth in the subparts A through G of the regulation, including the requirement to avoid even the appearance of using public office for private gain. For example, the prohibition against use of Government property for unauthorized purposes would prohibit an employee from using the agency photocopier to reproduce documents for his outside organization.

RESTRICTIONS IMPOSED BY OTHER LAWS. An employee's outside employment and other activities must comply with applicable laws other than the Standards of Ethical Conduct. Several are listed in subparts H and I. Outside activities frequently raise questions about the following:

The restrictions in 18 U.S.C. 203 and 205 on employees engaging in representational activities before the United States;

The constitutional prohibition against accepting any office, title or compensation from a foreign government; and

The Hatch Act, which prohibits most employees' participation in certain partisan political activities.

PRIOR APPROVAL FOR OUTSIDE ACTIVITIES. When required by supplemental agency regulation, an employee shall obtain approval before engaging in outside employment or activities.

CONFLICTING OUTSIDE ACTIVITIES. An employee shall not engage in outside employment or activities prohibited by statute or by supplemental agency regulation, or that which would materially impair the ability to perform his official duties by requiring his disqualification under subpart D or E.

RESTRICTIONS ON RECEIPT OF COMPENSATION. With certain exceptions, Presidential appointees to full-time noncareer positions shall not receive any outside earned income for outside employment or other outside activities performed during that appointment. Higher-level noncareer employees may not, in any calendar year, receive outside earned income which exceeds 15 percent of the rate of pay for Level II of the Executive Schedule. These noncareer employees also are prohibited from receiving any compensation for teaching without prior approval, serving as officers or board members of outside entities, practicing certain professions or being affiliated with firms or other entities that practice those professions.

SERVICE AS AN EXPERT WITNESS. In the absence of specific authorization, an employee shall not represent anyone other than the United States as an expert witness in any proceeding before a court or agency of the United States if the United States is a party or has a direct and substantial interest. The restriction applies even though no compensation is received. A less restrictive standard applies to special Government employees.

TEACHING, SPEAKING AND WRITING. An employee shall not receive compensation for teaching, speaking or writing that is related to his official duties.

DEFINITION OF RELATED TO DUTIES. Teaching, speaking or writing is "related to an employee's official duties: if:

The activity is undertaken as part of his official duties;

The invitation to engage in the activity was extended primarily because of his official position;

The invitation or the offer of compensation was extended by a person whose interests may be affected by the employee's official duties;

The information draws substantially on nonpublic information; or

For most employees, the subject of the teaching, speaking or writing deals in significant part with any matter presently assigned to the employee, any matter to which the employee had been assigned in the previous one-year period, or to any ongoing or announced policy, program or operation of his agency. Certain noncareer employees are subject to less restrictive standards.

EXCEPTION FOR TEACHING. An employee may

receive compensation for teaching certain courses, notwithstanding that the subject matter is related to his official duties and notwithstanding that he may have been offered the opportunity because of his official position.

FUNDRAISING. Provided that he does not otherwise violate the Standards of Ethical Conduct, an employee may engage in charitable fundraising activities in a personal capacity if he does not use his official title, position or authority to further that effort or personally solicit funds or other support from subordinates or from anyone known to him to be a prohibited source for purposes of the gift restrictions in subpart B. A special Government employee, however, may solicit charitable contributions from a prohibited source as long as that person does not have interests affected by the performance of his official duties.

JUST FINANCIAL OBLIGATIONS. Employees shall satisfy in good faith all just financial obligations.



U.S. GOVERNMENT PRINTING OFFICE: 1993 - 720-210/60015

FEDERAL EMERGENCY
MANAGEMENT AGENCY

| INSTRUCTION | Date | Number | |
|---|---|---|---|
| | December 1, 1993 | 1100.1, Chg 1 | GC |

Standards of Conduct

1. Purpose. This transmittal provides page changes to FEMA Instruction 1100.1, Standards of Conduct, dated April 27, 1993. The new page changes provide a listing of the related statutory authorities to standards of conduct (criminal and civil).

2. Action Required. Holders of FEMA Instruction 1100.1 shall make the following change and file this transmittal in front of the instruction for reference purposes.

Page Change:

| Remove: | Insert: |
|---|---|
| page 3 | pages 3-6 |

3. Asterisks. New or revised material appearing on the change page is indicated by asterisks immediately opposite the new or revised material. Asterisks are located in the right margin of odd-numbered pages and in the left margin of even-numbered pages.

James L. Witt
Director

Distribution: B(HqDivChiefs)
F(FldDivChiefs)

within 30 days of termination in accordance with Office of Government Ethics published regulations.

c. FEMA employees are responsible for fully familiarizing themselves with all the requirements of the standards of conduct regulations issued by the OGE. The OGE regulations are synopsized in the attachment. FEMA employees are required to conduct themselves in accordance with these regulations. Failure to comply may subject the employee to appropriate disciplinary action.

d. The Inspector General pursuant to the Inspector General Act is the appropriate authority within FEMA for the following:

(1) Investigating reports of waste, abuse, fraud, theft, corruption, and other illegal activities;

(2) Investigating, if appropriate, any suspected violations of the Federal Statutes at 18 United States Code Sections 201-209, and other criminal statutes; and

(3) Referring cases to the United States Department of Justice.

6. Related Statutory Authorities to Standards of Conduct. In addition to the standards of ethical conduct set forth in OGE Regulations, there are a number of statutes that establish standards to which an employee's conduct must conform. The list below is not comprehensive and includes only references to statutes of general applicability:

a. Criminal.

(1) The prohibitions against striking (18 USC 1918).

(2) The prohibition against solicitation or receipt of bribes (18 USC 201(b)).

(3) The prohibition against solicitation or receipt of illegal gratuities (18 USC 201(c)).

(4) The prohibition against seeking or receiving compensation for certain representational services before the Government (18 USC 203).

(5) The prohibition against assisting in the prosecution of claims against the Government or acting as agent or attorney before the Government (18 USC 205).

(6) The post-employment restrictions applicable to former employees (18 USC 207, with implementing regulations at parts 2637 and 2641 of Title 5 CFR).

(7) The prohibition against participating in matters affecting an employee's own financial interests or the financial interests of other specified persons or organizations (18 USC 208).

(8) The prohibition against receiving salary or any contribution to or supplementation of salary as compensation for Government service from a source other than the United States (18 USC 209).

(9) The general prohibition against acting as the agent of a foreign principal required to register under the Foreign Agents Registration Act (18 USC 219).

(10) The prohibition against fraud or false statements in a Government matter (18 USC 1001).

(11) The prohibition against concealing, mutilating or destroying a public record (18 USC 2071).

(12) The prohibition against counterfeiting or forging transportation requests (18 USC 508).

(13) Aiding, abetting, counseling, commanding, inducing, or procuring another to commit a crime under any criminal statute (18 USC 2).

(14) Concealing or failing to report to proper authorities the commission of a felony under any criminal statute if such personnel knew of the actual commission of the crime (18 USC 4).

(15) Conspiring with one or more persons to commit a crime under any criminal statute or to defraud the United States, if any party to the conspiracy does any act to effect the object of the conspiracy (18 USC 371).

(16) Lobbying with appropriated funds (18 USC 1913).

(17) Disclosure of classified information (18 USC 798, 50 USC 783); and disclosure of confidential information (18 USC 1905).

(18) The prohibition against misuse of the franking privilege (18 USC 1719).

(19) Deceit in an examination or personnel action in connection with Government employment (18 USC 1917).

(20) Mutilating or destroying a public record (18 USC 2071).

(21) Embezzlement of Government money or property (18 USC 641); failing to account for public money (18 USC 643); and embezzlement of the money or property of

another person in the possession of an employee by reason of his Government employment (18 USC 654).

(22) Unauthorized use of documents relating to claims from or by the Government (18 USC 285).

(23) Any person who is required to register under the Foreign Agents Registration Act of 1938 (18 USC 219) may not serve the Government as an officer or employee. The section does not apply to Reserves who are not on active duty or who are on active duty for training, or a special Government employee in any case in which the department head certifies to the Attorney General that his or her employment by the United States Government is in the national interest.

b. Civil. There are legal prohibitions concerning the following activities which may subject present and former FEMA personnel to civil or other penalties:

(1) The prohibition against misuse of a Government vehicle (31 USC 1344).

(2) The post-employment restrictions applicable to former procurement officials (41 USC 423(f)).

(3) The prohibition on a procurement official's negotiating for employment with competing contractors (41 USC 423(b)(1)).

(4) The prohibition against gifts to superiors (5 USC 7351).

(5) The prohibition against solicitation or receipt of gifts from specified prohibited sources (5 USC 7353).

(6) The prohibition against solicitation or receipt of gifts from competing contractors (41 USC 423(b)(2)).

(7) Acceptance, without the consent of the Congress, of any present, employment, office or title, of any kind whatever, from any king, prince, or foreign state by a person holding any office of profit or in trust of the Federal Government. (Article 1, Section 9, US Constitution, and Public Law (PL) 95-105, Foreign Gifts and Decorations Act of 1966, as amended).

(8) The Code of Ethics for Government Service (PL 96-303, 94 Statute 855).

(9) The prohibitions against certain political activities (5 USC 7321 et seq.)

(10) The prohibitions against disloyalty (5 USC 7311).

(11) Certain political activities (5 USC 7321-7327 and 18 USC 602, 603, and 607).

(12) The prohibition against employment of a person convicted of participating in or promoting a riot or civil disorder (5 USC 7313).

(13) The prohibition against employment of an individual who habitually uses intoxicating beverages to excess (5 USC 7352).

(14) Habitual use of intoxicants to excess (5 USC 7352).

(15) Misuse of a Government vehicle (31 USC 638a(c)(2)) and 1344).

(16) Acceptance of excessive honorariums (2 USC 441(1)).

7. Forms Prescribed. This instruction prescribes the use of the following forms which may be obtained from the Office of General Counsel.

a. SF 278, Public Financial Disclosure Report.

b. SF 450, Confidential Financial Disclosure Report.

James L. Witt
Director

Attachment
Office of Government Ethics Standards of Conduct

ID 002534

for transition

# STRATEGIC ISSUES
# FOR THE
# FEDERAL EMERGENCY MANAGEMENT AGENCY

The Federal Emergency Management Agency
Advisory Board
Washington, D.C.

January 1993

# PREFACE

The Federal Emergency Management Agency Advisory Board (FAB) is nominated by the FEMA Director "to provide independent advice on the adequacy of FEMA plans and programs in the areas of civil emergencies, such as natural and man-made disasters". The FAB provides the Agency with independent advice and makes recommendations to the Director in evaluating FEMA's high priority Civil Preparedness Programs and provides advice concerning mission priorities, methodology for addressing objectives, training, education and exercise programs and new concepts related to emergency preparedness.

The Strategic Planning Committee was named by FEMA Director Wallace Stickney in October of 1992. The Strategic Planning Committee of the FAB was asked by the Director to identify strategic issues related to the mission of FEMA which should be reviewed by the full FEMA Advisory Board. The Strategic Planning Committee, consisting of five members of the FAB , was convened for its first meeting on October 29, 1992 to develop a draft list of strategic issues and recommendations.

During the fall of 1992, several reviews and investigations of the federal disaster response system have been initiated. While other studies focus primarily on disaster response, this Strategic Issues paper attempts to review all aspects of integrated disaster management at FEMA. The membership of the FAB represents a unique range of experience and expertise related to the mission of FEMA. Hopefully, this perspective will contribute to future deliberations by the Director and others responsible for the future operation and management of the Federal Emergency Management Agency. The committee appreciates the opportunity to provide this Contribution.

Submitted by:

Fred Krimgold, Chairman
Nancy Brown
Harold Covey
Jacques Gansler
Marilyn Quayle*

January 1993

* Term ended December 1992

# EXECUTIVE SUMMARY

Overview Statement:

**The Strategic Planning Committee of the Federal Emergency Management Agency Advisory Board (FAB) strongly supports the continued existence of FEMA as an agency, with responsibility for Federal mitigation, preparedness, response and recovery to natural and man-made disasters. However, we recognize that very significant change is required in order for the Agency to begin to fulfill this critical national need.**

**To aid in making these essential changes, we believe there are some fundamental issues that must be immediately addressed, and some resultant supporting issues that can make or break the implementation of the strategic plan and management of the Agency.**

**Specifically:**

Fundamental Issues:

1 ) A Clear definition of the Federal Government role in emergency management and the FEMA mission therein,

2 ) A revised institutional concept and strategic management plan for FEMA,

3 ) A reevaluation and restructuring of the regional, state, and local roles; with far greater participation in the decision making at the lower levels, as well as the creation of incentives for their participation and a structure for evaluation of their performance.

Supporting Issues:

1 ) A plan for the overall Federal disaster response effort (including the role of the Department of Defense in selected emergencies).

2 ) The desired FEMA organization structure to handle the broad range of missions from terrorism and nuclear incidents through fire, floods, earthquakes, and hurricanes; and the strengthening of the Office of the Director to be able to achieve an efficient and effective implementation of the agency strategic plans.

3 ) The importance of having a Director with access to the White House and the confidence of the President to be delegated as the "manager" of major emergencies; and a strengthening of the professionalism of the FEMA staff (through a significant reduction in political appointees and an emphasis on professionalism throughout the organization).

4 ) Disaster mitigation (loss reduction), which has the greatest payoff (in terms of lives saved, property damage reduction, etc.), must receive far greater attention than it now does (even though the political spotlight always falls on the area of disaster response).

5 ) The agency must initiate and work with the Congress on a restructuring of the oversight process to more closely match the defined mission structure and the expectations of the American public.

STATE OF KANSAS

NANCY BROWN
REPRESENTATIVE, 27TH DISTRICT
15-29 OVERBROOK LANE
STANLEY, KANSAS 66224-9744
(913) 897-3121
FAX: (913) 897-4635

STATE CAPITOL
ROOM 183-W
TOPEKA, KANSAS 66612-1587
(913) 296-7696
FAX: (913) 296-1154

TOPEKA

HOUSE OF
REPRESENTATIVES

COMMITTEE ASSIGNMENTS
LOCAL GOVERNMENT
RANKING REPUBLICAN
GOVERNMENTAL ORGANIZATION
ECONOMIC DEVELOPMENT
STATE EMERGENCY RESPONSE COMMISSION
CHAIRMAN
COMMUNITY DEVELOPMENT BLOCK GRANT
ADVISORY BOARD, CHAIRMAN
EMERGENCY MEDICAL SERVICES BOARD
NCSL, STATE-LOCAL RELATIONS COMMITTEE
AND THE WOMEN'S NETWORK BOARD
FEDERAL EMERGENCY MANAGEMENT AGENCY
(FEMA) ADVISORY BOARD MEMBER

Date: January 14, 1993

To: FAB Strategic Planning Committee

From: Nancy Brown

RE: STRATEGIC PLANNING COMMITTEE REPORT

Enclosed is a copy of the "updated" report of the Strategic Planning Committee. Note I did not say final because I recognize that not all members have seen this report and I am uncomfortable putting "Final" on it with the names unless everyone reviews the report and concurs.

I apologize for the confusion in communication. It has been difficult since I am now in Topeka (the Legislative Session began Monday) and some may not know where I can be reached. In addition, the offices and the Legislature are in a state of confusion with phones not being answered, or being transferred to the wrong numbers. FAX machines are locked up and it has been somewhat of an unpleasant experience this week. The days should get better soon!

In any event, I am assuming I have some comments at my home FAX which I cannot access until Saturday. I will be home until Monday and then will be returning to Topeka. You may reach me here during the week at the following number: 913/296-7696. The FAX number in Topeka is: 913/296-0042.

On the weekends, please call me at my home: 913/897-3121. The FAX number is: 913/897-4635.

If you have any comments, perhaps the best way to expedite them would be to call me direct or go through Dr. Krimgold since he is the Chairman of the Committee and responsible for getting the final report to the Director. (Dr. Stickney has been faxed a copy, as well as sent this same information.)

Happy New Year to all!

Nancy

cc: Dr. Stickney

FAB



# I. MISSION

## NEED FOR A CLEAR MISSION STATEMENT:

The mission of FEMA, though written in numerous documents since its existence, is still not well understood by many, particularly those outside the agency. The reasons for this confusion are varied, but there now exists a new opportunity to make a clear, concise mission statement which should include:

- Endorsement of an Agency concept combining and coordinating four key components of integrated emergency management:

  1) mitigation, 2) preparedness, 3) response, and 4) recovery

- Endorsement of a spectrum of concerns, from national security threats through natural and technological hazards.

Paramount to the success of a concise mission statement is:

- A broad educational effort to inform federal, state and local agencies, Congress, the public, and the media of the FEMA role and mission.

### Media Image and Public Expectations:

The "CNN Factor" has created a public expectation that FEMA is a Federal "First Responder. Currently FEMA is not organized to fill this role. If FEMA is not to develop operational capability:

- The Media and other federal, state and local agencies must be educated on the current mission of FEMA, the Federal Response Plan and the role of FEMA in the Federal Response Plan; as well as the role of state and local governments.

FEMA should not be a First Responder, unless precisely and clearly desionated. And, if, when and where it is determined that FEMA is to be the First Responder, it is crucial that appropriate legislation be approved, adequate funding be provided, and Presidential and Congressional support be established and maintained.

### The National Security Mission of FEMA:

With the end of the Cold War, the threat of massive nuclear attack appears to be greatly reduced. This would suggest that some resources dedicated to preparation for such attack could now be otherwise deployed.

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

Possible terrorism against civilian populations using nuclear, biological or chemical weapons, and potential peace time nuclear accidents, remain and require the continued maintenance of a Federal response capability. As part of FEMA's current mission:

- Adequate resources and authority must be provided to accomplish the full spectrum of missions.

- Greater effort must be made to declassify unnecessarily classified functions, which could specifically result in shared use of some current technology and resources.

**Federalism: Federal, State and Local Roles:**

Misunderstandings on the part of Congress, federal, state and local agencies, the public and the media remain regarding the respective roles of the federal/state/local governments in all aspects of mitigation, preparedness, response and recovery activities. These misconceptions and misunderstandings create a lack of coordination, and considerable confusion and tension among the governmental units and agencies, as well as expectations that may not or can not be realized. It must be recognized and understood that:

- Federal support is provided to governmental units only when assistance is requested, and that the success of response to disasters is dependent upon the competency, capacity, and speed of response of state and local officials and agencies.

- Adequate resources to maintain the state and local emergency management capabilities must be provided and FEMA's role and responsibilities to other governmental units (including advanced information management and crisis simulation and training) must be understood.

**Balance of Mitigation, Preparedness, Response and Recovery:**

The mission of FEMA includes the four previously mentioned components, mitigation, preparedness, response and recovery. However, balance is lacking and, in fact, mitigation and preparedness receives secondary consideration to the more immediate concerns of the disaster response and recovery.

The following incentives for Mitigation and Preparedness are suggested:

- The percentage of the required match for postdisaster Federal support should reflect the level of previous state and local investment in mitigation and preparedness. Adequate predisaster investment should qualify for lower match requirements.

<u>Mitigation:</u> Disaster mitigation activities are currently spread across several program which include the National Flood Insurance Program and the National Earthquake Hazard Reduction Program. (Hurricane hazard mitigation lacks comprehensive treatment by FEMA, yet has resulted in the most costly of disasters.)

- Natural disaster mitigation requires a research budget and appropriate staffing in FEMA.

- Greater emphasis on mitigation must take place, along with a sharing of resources and experiences among currently separated hazard mitigation programs.

Preparedness (Planning and Training:) It has been effectively demonstrated that preparedness, planning and training, which include exercises, contribute significantly to improving disaster response and reducing impacts on affected populations. Yet, there is inconsistency in the level of preparedness and training throughout the nation. To improve this condition, and save lives and property, FEMA must:

- Place greater emphasis on the training of state and local officials on the development of state and local response planning capability and on a range of simulation and field exercises to maintain response readiness.

- Increase support to provide preparedness, planning and training exercises at the state and local levels.

- Carry out at least one major federal exercise a year to maintain readiness of the Federal Response Plan.

- Provide standards for the evaluation of plans and exercises and regularly evaluate federal, state and local agency capability.

- Provide funds for the development of sophisticated simulations and the evaluation of them through exercises.

Response: FEMA attracts widespread media attention during the emergency response phase immediately following disasters. While it is recognized that the response phase creates political consequences for some, particularly unprepared governmental units, it must be recognized that response is only one component of FEMA's mission. Further, it is understood that FEMA cannot respond until requested to do so. To clarify:

- FEMA must emphasize to the media, Congress, governmental units and the public, the role it plays in the response component of its mission, and how these relate to the state and local roles.

Recovery: The bulk of FEMA resources are dedicated to long-term recovery. A key issuer here is the development of evaluation measures limited to effectiveness (no "input measures related to spending). "Lessons learned" must be fed back into the mitigation and preparedness efforts for future emergencies.

**Evaluation/Accountability for State & Local Programs:**

Since there is a partnership role between FEMA and state and local governmental units, it is imperative that each understands the responsibility it undertakes and has to one another. In its various roles FEMA must do a better job in:

- Building greater accountability into federal support to state and local programs.

- Developing standards for training and organizational capacity which must be applied when disbursing federal funds,

- Developing special programs to encourage development of adequate state and local emergency management capability in those areas which are lacking,

- Developing and applying evaluation methods to State and Local actions.

## II. ORGANIZATIONAL CONCEPT

**Agency Structure and Location:**

It is imperative that FEMA as the national emergency management agency have the support of and direct access to the White House and the President. Therefore,

- Movement of the Agency to the Department of Defense or into another cabinet agency is not desirable and, in fact, would be detrimental to the overall mission of federal emergency management.

- Response (as well as mitigation and preparedness) for man-made disasters have much in common with natural disasters. Thus, it makes sense for a single agency to cover the full-spectrum rather than to create redundancy by splitting the function to multiple agencies.

**Congressional Oversight:**

FEMA currently reports to 26 congressional committees and/or subcommittees which complicates its mission. It is concluded that:

- Congressional oversight must be simplified.

- FEMA should report to fewer oversight committees.

- Individual "fiefdoms" within the agency should not be supported to the detriment of coherent agency policy development.

- While this requires Congressional action, FEMA must initiate and work with Congress and its staff to facilitate this.

**Funding - Appropriations Process:**

It has been noted that program continuity is diminished by periodic budget shortfall. Multiyear funding, in appropriate areas, would be a very appropriate step. There is also an imbalance in funding among the four areas of FEMA's mission. Specifically mitigation and preparedness programs, as previously noted, are underfunded.

In order to successfully achieve its mission, adequate and appropriate funding and authority must be realized. Specifically, it is recommended that:

- FEMA have the capacity to pursue applied research and development in relation to its mission in mitigation, preparedness, response and recovery from both natural and man -made disasters.

- Risk reduction efforts, through research and development, should be intensifed and evaluation measures should be put in place to determine the effectiveness of proposed risk reduction initiatives.

- FEMA should be encouraged to pursue coordinated multiagency programs for research and implementation modeled on the National Earthquake Hazard Mitigation Program.

- FEMA Budget should be adjusted to provide better synchronization with state budget cycles.

**Political Appointments:**

The high number of political appointees at FEMA has caused problems within the agency. While the management team must respond to the Director, professional experience is essential to the FEMA mission. Thus,

- The number of political appointments should be dramatically reduced. It is recommended that only the director and deputy director be political appointments.

- Recognition should be given to the need for professional management of emergency management.

## III. ADMINISTRATION OF FEMA

**Office of the Director:**

The strong Director is key to the success of the agency and key functions should be attached to the office of the Director.

- The Director should be a political appointee with strong (demonstrated) management skills with a clear understanding of the mission of FEMA.

- The Director must have the support of the President and Congress.

- The following key functions should be in the Director's office:

    - Planning, analysis, and evaluation

    - Information resource management

    - Research and development.

**Integration of Subunits:**

From its original conception, FEMA was a combination of units which colocated together, but remained autonomous. This has resulted in significant barriers to effective management and efficient allocation of resources. FEMA should:

- Restructure to develop cohesiveness.
- Deemphasize division of authority to bring about cohesiveness.
- Effectively subordinate Associate Directors to the Director.

The existing structure of autonomy has resulted in hierarchys that are no longer necessary or meaningful. As a result, barriers continue to exist between "black" (classified, national security) and "white" programs which must be removed.

- Review and reduce the number of positions requiring security clearances and open up the interfaces between the national security areas and the other FEMA functions.

**Strategic Planning/Management:**

A planning function at FEMA is critical to the future of the agency as well as to the Nation. Without it, FEMA will continue to flounder and its mission will continue to be questioned and underestimated, misunderstood and devalued by the public as well as governmental agencies.

- Establish a strategic planning capability at FEMA immediately, and link this closely to the "line" management organizations at the Federal, State, and Local levels.
- Initiate a Strategic Planning Process to develop a coherent, shared vision for the agency, and to provide the basis for strategic management.

**FEMA Advisory Board:**

The role of the Advisory Board (FAB) has been at the direction of the Director of FEMA. At times it has been underutilized and members have questioned the value of their service. The Board can make significant contributions to FEMA. The Committee would like the opportunity:

- To meet with the new Director prior to any reorganization or restructuring of the agency.
- To review and critique the GAO and NAPA reports.

**Performance Standards/Measurements:**

FEMA, as a public service provider, is under continual scrutiny by governmental agencies as well as the public, their customers. In order to continue to improve their "service", they must be evaluated. To do so,

- Standards of performance must be established and implemented to increase customer satisfaction and improve public image.

- Evaluation measures must be initiated immediately at all levels of service.

Agencies are comprised of people who provide services and FEMA must also be aware of the service providers as well as the customers. Morale in a public service agency is always tenuous, particularly in an agency with a high visibility profile which comes under frequent public and congressional attack. To aid the service providers:

- Measurement, but most importantly, recognition of performance, must be a high priority.

- Increased professionalism among the emergency preparedness personnel (at all levels) will be a considerable aid.

**Resource Management: Public/Private:**

A critical function of resource management is meeting the needs of the victims and the donors, whether they are public or private donors. Yet this area is fraught with tales of donors dumping piles of clothing at disaster sights as a result of the lack of coordination of resources. Because the service providers in any given disaster might also be victims of the event, it is unrealistic to assume that local, or even state officials, can manage resources at the time of a disaster. Therefore, it is important for FEMA to:

- Provide leadership to private and voluntary sectors in managing the provisions of private and voluntary resources and donations.

- Continue to work with local, state and national agencies on planning for the management of resources in the event of a disaster.

- Communicate to the public the role of FEMA as well as public and private agencies in the management of resources on an on-going basis.

**Decentralization of Agency:**

FEMA Regional Offices have suffered from reduced staffing and reduced autonomy over their years of existence resulting in inefficiencies and reduced morale. Unique regional differences as well as the differences in the type and number of disasters within a region should be recognized. Therefore, it is recommended that:

- Regions be given greater authority in dealing with regional issues through flexibility in applying resources to regional problems

- Resources and number of employees in a region be considered on a regional rather than national basis.

# IV. FEDERAL RESPONSE PLANNING PROCESS

**Federal Response Plan:**

The Federal Response Plan developed and managed by FEMA is the basis for coordinating Federal disaster response. It must have the continued support of all implementing agencies, Congress, and the President. However, for it to succeed, FEMA must:

- Intensify and broaden the development of the Federal Response Plan.
- Develop Standard Operating Procedures (SOP) for all emergency service functions with refinement of the plan on an on-going basis for application to the range of prevalent disaster types.
- Undertake a broad educational initiative on the FEMA role in disaster response and on the structure of the Federal Response Plan to inform other federal agencies, Congress, state governors as well as other state and local officials, the media and general public.

**Rapid Need/Damage Assessment:**

Damage assessment and disaster declarations are crucial to rapid response. Yet, assessments pose a recurring obstacle to timely, appropriate response. FEMA must, therefore, take the initiative to:

- Improve federal, state and local capacity for rapid post disaster surveys and assessment of damage and needs.
- Establish clear, concise guidelines on what to do and how to do it both before, during, and after a disaster
- Dual use application of national security assets should be considered to accelerate effective damage assessment.

**Stockpiling:**

Public and private expectations of receipt of emergency supplies cannot currently be met. If the emergency response role of FEMA is to meet public expectations, or be enhanced, then it is necessary for FEMA to be provided:

- Authority to stockpile critical items for rapid access and distribution in the immediate post impact period.

**Pre-positioning of Assets:**

If FEMA is to meet public and governmental expectations for immediate federal disaster response, then FEMA must be provided:

## SUMMARY

The Presidential transition is an excellent time to implement the above recommendations. The increasing importance of the area of emergency management clearly warrants such attention. The impact -- in lives and money -- of failure to implement these changes is too significant to allow continued adhocery and inadequate attention.

* * * * * * * * * * *

## WE NEED TO TAKE A LOOK AT FEMA

**(House of Representatives - September 15, 1992)**

[Page: H8402]

(Mr. MONTGOMERY asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. MONTGOMERY. Mr. Speaker, I rise to tell my colleagues that I had the privilege of going to south Florida this last Saturday. I took a four-man/woman congressional delegation to Florida.

Mr. Speaker, it reminded me of a war zone when we landed there. The buildings were down; trees were blown down. We saw military helicopters, a lot of personnel, and it was really just like a war zone; like there had been an awful fight there.

Luckily, Mr. Speaker, there were no casualties to speak of on that base, and we did have a good visit. It looked to me, Mr. Speaker, that probably we can take the Florida National Guard off of active duty and send them back to their respective homes. They have done a terrific job. They have been on active duty now for 22 days in south Florida.

Mainly, Mr. Speaker, the National Guard has been doing security work, which is protection of property, traffic control, arrests, guarding against looting and stealing, and they have done very well. There are about 21,000 active-duty troops on the ground there working in humanitarian areas, such as working on feeding and housing, and so the military has gotten a lot out of this.

I think the bottom line to me is, Mr. Speaker, that we need to take a good, hard look at **FEMA**, the Federal Emergency Management Agency, and see if they should have some hearings, as well as our committees, on what action we should take with **FEMA**. I am convinced **FEMA** really cannot handle a major, large disaster, and we have to call in the military, we have to call in the Active Forces and the National Guard. So, I would hope that we would start taking some looks at **FEMA** and maybe consider putting that operation under the Secretary of Defense, not doing away with **FEMA**, but maybe giving them a little more clout when we do have those major disasters.

*END*

**CONFERENCE REPORT ON HOUSE JOINT RESOLUTION 157 (Senate - November 27, 1991)**

[Page: S18664]

Ms. MIKULSKI. Mr. President, I rise in support of this conference report and urge its adoption by the Senate. This conference report contains language with respect to **FEMA**'s disaster program which should help obviate the need for future emergency supplementals. The language reflects an agreement with the administration regarding what the average, and therefore predictable, need for **FEMA** disaster assistance is--$320 million per year.

Under the language, if the President requests and Congress appropriates this amount--but natural disasters occur which result in a need greater than $320 million--any amount above the $320 million would be designated as an emergency and therefore would not score against the domestic discretionary spending cap. If the President requests less than the $320 million, then the administration has agreed that any amount required above the President's request will be designated as an emergency.

If, on the other hand, Congress appropriates less than the historical average of $320 million--or the President's request, whichever is less--and requirements for **FEMA** disasters exceed the amount appropriated, then only the amount above $320 will be declared an emergency.

Mr. President, I know this sounds confusing, but I believe that by reaching agreement with the administration on an appropriate amount for the average need for **FEMA**, we can avoid in the future the kind of situation in which we now find ourselves--an $800 million backlog of needs for **FEMA** funding. This supplemental will take care of that backlog, but it will also help make sure that **FEMA** won't run out of money for disasters in future years.

*END*

U.S. OFFICE OF SPECIAL COUNSEL AUTHORIZATION ACT (Senate - September 25, 1992)

[Page: S15112]

Mr. FORD. Mr. President, I ask unanimous consent that the Senate proceed to the immediate consideration of Calendar No. 698, S. 2853, a bill to authorize appropriations for the U.S. Office of Special Counsel, that the committee substitute amendment be agreed to, the bill, as amended, be deemed read three times, passed and the motion to reconsider laid upon the table, and that any statements on this item appear at the appropriate place in the Record.

The PRESIDING OFFICER. Without objection, it is so ordered.

So the bill (S. 2853), as amended, was deemed read three times and passed, as follows:

S. 2853

SECTION 1. AUTHORIZATION OF APPROPRIATIONS.

Section 8(a)(2) of the Whistleblower Protection Act of 1989 (5 U.S.C. 5509 note; Public Law 101-12; 103 Stat. 34) is amended by striking out `1989, 1990, 1991, and 1992' and inserting in lieu thereof `1993, 1994, and 1995'.

SEC. 2. OFFICE OF SPECIAL COUNSEL.

Chapter 12 of title 5, United States Code, is amended--

(1) in section 1211(b) by inserting after the first sentence: `The Special Counsel may continue to serve beyond the expiration of the term until a successor is appointed and has qualified, except that the Special Counsel may not continue to serve for more than one year after the date on which the term of the Special Counsel would otherwise expire under this subsection.';

(2) in section 1212(g)--

(A) in paragraph (1), by striking out `provide information concerning' and inserting in lieu thereof `disclose any information from or about'; and

(B) in paragraph (2), by striking out `a matter described in subparagraph (A) or (B) of section 2302(b)(2) in connection with a' and inserting in lieu thereof `an evaluation of the work performance, ability, aptitude, general qualifications, character, loyalty, or suitability for any personnel action of any';

(3) in section 1214(b)(2)--

(A) by redesignating subparagraphs (A), (B) and (C) as subparagraphs (B), (C) and (D), respectively;

(B) by inserting before subparagraph (B) (as redesignated by subparagraph (A) of this paragraph) the following:

`(A)(i) Except as provided under clause (ii), no later than 240 days after the date of receiving an allegation of a prohibited personnel practice under paragraph (1), the Special Counsel shall make a determination whether there are reasonable grounds to believe that a prohibited personnel practice has occurred, exists, or is to be taken.

`(ii) If the Special Counsel is unable to make the required determination within the 240-day period specified under clause (i) and the person submitting the allegation of a prohibited personnel practice agrees to an extension of time, the determination shall be made within such additional period of time as shall be agreed upon between the Special Counsel and the person submitting the allegation.'; and

(C) by inserting after subparagraph (D) (as redesignated by subparagraph (A) of this paragraph) the following new subparagraph:

`(E) A determination by the Special Counsel under this paragraph may not be admissible as evidence in any judicial or administrative proceeding, without the consent of the person submitting the allegation of a prohibited personnel practice.';

(4) in section 1218 by inserting `cases in which it did not make a determination whether there are reasonable grounds to believe that a prohibited personnel practice has occurred, exists, or is to be taken within the 240-day period specified in section 1214(b)(2)(A)(i),' after `investigations conducted by it,';

(5) in section 1221(d) by striking out paragraph (1) and inserting in lieu thereof the following:

`(1) At the request of an employee, former employee, or applicant for employment seeking corrective action under subsection (a), the Board shall issue a subpoena for the attendance and testimony of any person or the production of documentary or other evidence from any person if the Board finds that the testimony or production requested is not unduly burdensome and appears reasonably calculated to lead to the discovery of admissible evidence.'; and

(6) in section 1221(g)--

(A) in paragraph (1), by striking out `and any other reasonable costs incurred' and inserting in lieu thereof `and any other reasonable costs incurred directly or indirectly by the employee, former employee, or applicant.'; and

**ESTABLISHMENT OF THE SELECT COMMITTEE ON DISASTER PREPAREDNESS AND RESPONSE -- HON. CURT WELDON (Extension of Remarks - October 05, 1992)**
[Page: E3058]

---

**HON. CURT WELDON in the House of Representatives**
*MONDAY, OCTOBER 5, 1992*

- Mr. WELDON. Mr. Speaker, I rise today to introduce a resolution to establish the Select Committee on Disaster Preparedness and Response. In the aftermath of Hurricane Andrew, many in Congress called for the abolition of the Federal Emergency Management Agency [**FEMA**] and/or a complete overhaul of our Federal disaster assistance program. Prior to taking any drastic or hasty steps, it is imperative to carefully evaluate the performance of the institutions with responsibility for emergency management and response.
- There are 20 subcommittees in both chambers that have jurisdiction over some part of **FEMA**. Obviously, this overlapping jurisdiction makes it very difficult to comprehensively review **FEMA**'s operations. A select committee would provide the Congress with the broad perspective necessary to make an informed decision about the future of **FEMA**. In addition to evaluating **FEMA**'s mission and performance, the select committee would examine the roles of the local, State, and Federal Governments and issue recommendations to coordinate their efforts.
- The question is not whether another natural or man-made disaster will strike the United States, but when. It is inevitable. For this reason, we must thoroughly examine our Nation's mitigation procedures, preparedness, and emergency response capabilities. As chairman of the Congressional Fire Services Caucus, I am confident that a select committee is the most proper approach.

*END*

## INTRODUCTION OF LEGISLATION TO TRANSFER FEMA TO THE DEPARTMENT OF DEFENSE (House of Representatives - September 17, 1992)

[Page: H8721]

The SPEAKER pro tempore (Mr. Harris). Under a previous order of the House, the gentleman from California [Mr. Stark] is recognized for 5 minutes.

- Mr. STARK. Mr. Speaker, today I am introducing legislation to abolish the Federal Emergency Management Agency [FEMA] and transfer its functions to the Department of Defense.
- Three strikes and you're out. Hurricane Hugo, the Loma Prieta earthquake, and the first 4 days of Hurricane Andrew in south Florida--they were all terrible disasters and FEMA's response to them was a disaster. Their response was a blizzard of redtape, a hurricane of hot air, but no avalanche of help--more like a glacial mountain of delay.
- California faces future severe earthquakes. Estimates of future damage run as high as $60 billion with thousands buried in rubble, dying unless relief is massive and quick. I'd like to see help in the future coming from a mission-oriented unit of the Pentagon, and not from the political hacks of the FEMA dumping ground. When California gets hit with the big one, I'd like to see someone like Stormin' Norman come to the rescue, not a bunch of political donors holding down fancy-titled jobs. The civil servants at FEMA try, but the leadership is so bad, that it just doesn't work.
- One could try to reform FEMA. But Mr. Speaker, after working with FEMA following the October 1989 earthquake that so badly hurt Oakland, I've decided that agency's swamp is too big and too deep. Some agencies are star crossed and snake bit. Some agencies just have a morale problem that is so bad you need to start over.
- Let's start over. Let's put disaster relief under the military. The commanding officer in charge will be promoted or demoted based on his or her performance in coming to the rescue, not their politics.
- As the disaster relief director for Dade County said, 'where's the cavalry?'
- Let's give the job to the cavalry from the start.

*END

**FEMA IN THE VIRGIN ISLANDS -- HON. RON DE LUGO (Extension of Remarks - March 20, 1991)**
[Page: E1013]

---

**HON. RON DE LUGO**
**in the House of Representatives**
*WEDNESDAY, MARCH 20, 1991*

- Mr. de LUGO. Mr. Speaker, I am very pleased to make remarks today to commend the Federal Emergency Management Agency, its staff, and particularly three of its officials, Grant Petersen, Steve Singer, and Gerald Connolly, for their exemplary job assisting the people of the Virgin Islands to recover from the ravages and the horrors of Hurricane Hugo.
- FEMA closed its offices in the Virgin Islands last week after nearly a year and a half of work that literally rebuilt the Virgin Islands, especially the island of St. Croix. It is fitting that we take a few moments to acknowledge the herculean task FEMA performed.
- Hurricane Hugo was, without doubt, the worst natural disaster to hit an American community in more than a generation.
- Winds blew in excess of 150 miles per hour for nearly 12 hours. Gusts to over 200 miles per hour tore roofs from buildings, leveled even reinforced concrete structures, toppled trees and stripped leaves, downed utility lines and poles, crushed huge 10 million gallon fuel storage tanks, and left a community of 110,000 people in a state of disbelief and shock.
- Incredibly, only three lives were lost. But the damage to property was catastrophic. Over 90 percent of buildings on St. Croix suffered damage; 75 percent were destroyed.
- Within 36 hours of the passing of the storm, I traveled aboard the first flight to land on St. Croix, a C-131 commandeered by Grant Petersen, FEMA's Associate Director for State and Local Support Programs. Lt. Gov. Derek Hodge was with us. When we arrived we found a community with no electricity, no water, no food, no telephones, and almost no shelter. Entire neighborhoods were leveled. Stunned
- residents wandered the streets. The island looked as though it had been hit by an atomic blast.
- Just 2 hours after our arrival, FEMA established the first communications link with the outside world. From that point on, help was on the way.
- For the next year and a half, FEMA directed a recovery that was to total more than half a billion dollars. It included family grants, housing programs, crisis counseling, and public agency grants. It involved participation from the Departments of Defense, Justice, State, and Education, the Environmental Protection Agency, the General Services Administration, the Public Health Service, and others. While it was the combined assistance of all of these Federal agencies as well as the Virgin Islands government, it was FEMA that coordinated it all, and made it work.
- And more than just the agencies, it was the outstanding work of many, many people who contributed to the Virgin Islands' recovery.
- First and foremost, Grant Peterson. His leadership, his advocacy, his appreciation for the enormity of the tragedy that struck the Virgin Islands, in large part made the FEMA recovery as fast and far reaching as it was.
- Steve Singer and Gerald Connolly, Federal Coordinating Officers at FEMA, were the on-the-scene professionals who ensured that the job that needed to be done was done, and done with sensitivity to Virgin Islands ways.
- I have made statements to the House Public Works Subcommittee on Investigations and Oversight suggesting ways that FEMA response to a natural disaster of the proportions of Hurricane Hugo can be strengthened. These came as a direct result of my on-the-scene observations and my extensive work with FEMA since September 18, 1989. FEMA did an excellent job and should be empowered to do more. For in the aftermath of a disaster of Hugo-like proportions, every minute counts for both victims and response agencies.
- I cannot say enough about the job FEMA did, and for the extraordinary ability and commitment of people like Grant Peterson, Steve Singer, and Gerald Connolly. On behalf of all of the people of the Virgin Islands and again, especially for those on St. Croix, I say, thank you for a job well done.

*END

**FEDERAL EMERGENCY MANAGEMENT AGENCY (Senate - September 23, 1992)**
[Page: S14803]
Mr. CRANSTON. Mr. President, on behalf of the residents of California, I wish to express my sincere condolences to all those who have been affected as a result of Hurricane Andrew in southern Florida and Louisiana, Typhoon Omar in Guam, and Hurricane Iniki in Hawaii. These natural disasters, some of the worst in the history of our country, caused loss of life, destroyed homes, and left hundreds of thousands of people homeless, knocked out power, and disrupted water supplies--entire communities were devastated.
We in California know all too well the destructive power of nature. In October of 1989 the Loma Prieta earthquake, measuring 7.1 on the Richter scale, struck northern California. That earthquake left 62 people dead more than 3,500 people injured, and caused over 7 billion dollars' worth of damage.
Just this past year in California there have been six Federal disaster declarations issued by the President for floods, fires, earthquakes and, of course, the Los Angeles riots. These recent disasters also claimed many lives and caused billions of dollars' worth of damage.
As the Federal disaster response continues for the six recent disasters in California, there are still unresolved issues dating back to the 1989 earthquake. Nearly 3 years after the Loma Prieta earthquake struck the San Francisco Bay Area, hundreds of millions of dollars in eligible Federal disaster assistance are still in dispute and the Federal Emergency Management Agency seems reluctant to disperse these needed funds.
Disputes between FEMA and localities and private nonprofit organizations are numerous and involve the city of San Francisco, the Port of Oakland, Goodwill Industries, Stanford University, and Watsonville Community Hospital, just to name a few. Common complaints include FEMA's slow response to everything from answering routine questions to deciding on major appeals, lack of experienced personnel to inspect damaged areas and review damage survey reports, and micromanaging simple, routine decisions best left to localities themselves.
Many disputes involve the issue of hazard mitigation which attempts to reduce the number of lives lost and lower the financial costs in future disasters. When Congress adopted the Stafford Act in 1988, we specifically included hazard mitigation measures as a key part of disaster recovery. I'm especially concerned that FEMA does not appear to be taking into account hazard mitigation measures when determining eligibility for Federal disaster assistance.
These disputes that still exist raise the administrative costs of the Federal response, cause undue hardship for residents of the affected communities, and could threaten lives in the event of another major earthquake. I'm perplexed at the delay in dispersing these badly needed funds, especially when Congress earmarked $300 million for Loma Prieta disaster relief in last year's dire emergency supplemental appropriations bill.
Unfortunately, an oversight hearing scheduled by the Environment and Public Works Committee to look into FEMA's response to the Loma Prieta earthquake had to be postponed due to the recent disasters across the country. This hearing would have helped answer many questions that I and the residents of California have about why, 3 years after the earthquake struck, people are still waiting for Federal assistance. I'm sure that when this hearing takes place in the near future, these questions will be answered.
I can only hope that the residents of southern Florida, Louisiana, Guam, and Hawaii, who have been affected by the recent disasters, are not waiting for Federal disaster assistance 3 years from now.
Mr. President, on a related matter, I'd like to voice my opposition to rule changes proposed by FEMA that would affect eligibility requirements for Federal disaster assistance under the Stafford Act. These proposed changes would eliminate the eligibility of many private nonprofit organizations, limit the eligibility reimbursement of certain costs incurred by localities, and would raise minimum amount of damage survey reports eligible for reimbursement.
The rule changes, if they went into effect, would have a devastating effect on communities trying to recover from a major disaster, could hamper relief efforts, and limit vital aid to individuals and families. I ask unanimous consent that my recent letter to FEMA Director Wallace E. Stickney, outlining my opposition to these proposed rule changes, be printed in the **Record** at this time.
I'd only like to add that one of the proposed rule changes would limit eligibility for the very private nonprofit organizations that were vital to recovery efforts following Hurricane Andrew. While it took days for FEMA to respond to the needs of disaster victims, private nonprofit organizations were on the scene within hours, providing food, water, clothing and shelter to all those in need. Federal disaster assistance to vital private nonprofit organizations should be expanded--not limited as FEMA has proposed.
There being no objection, the letter was ordered to be printed in the **Record**, as follows:
U.S. Senate,
*Washington, DC, August 31, 1992.*
Hon. **Wallace E. Stickney,**
*Director, Federal Emergency Management Agency, Washington, DC.*
[Page: S14804]

## HURRICANE ANDREW'S AFTERMATH (Senate - September 09, 1992)

[Page: S13094]

Mr. HOLLINGS. Mr. President, the people of Florida and Louisiana now know the lesson that South Carolinians learned 4 years ago in the wake of Hurricane Hugo. The lesson is that a major hurricane is not one disaster, but two: the natural disaster of the hurricane itself; and the unnatural disaster of Federal efforts to aid the victims.

In part this is explained by the sheer breadth and magnitude of the destruction wrought by Hugo and Andrew. When a force five hurricane collides with major population centers, the magnitude of the devastation and chaos is something you cannot truly grasp unless you have witnessed it firsthand.

My heart goes out to the people of Florida and Louisiana who have been traumatized by this latest killer storm. I and so many other South Carolinians know exactly what they have gone through. We too saw our houses battered or blown away. We too saw our forests and parks leveled. We too struggled to mend the torn social fabric in hundreds of our local communities.

Likewise, we too know that the pain and dislocation do not go away when the TV cameras and the national spotlight are diverted elsewhere. Rebuilding from a major hurricane is a task not of weeks or days, but of many years.

Mr. President, there is another similarity between Hugo and Andrew, and that is the spontaneous outpouring of humanitarian assistance from around the country. Once again, help for the victims has poured in from countless churches, service clubs, businesses, and individuals. In these voluntary relief efforts, I see not a thousand points of light, but many thousands of points of light.

And I am particularly proud of the special efforts by South Carolinians who remember the helping hand they received in 1989 and are determined to extend an equally generous helping hand to the victims of Andrew. This assistance is being offered by individuals, churches, and private organizations. I am also impressed by the extraordinary efforts made by Mayor Joe Riley and the governments of the city of Charleston and Charleston County to pass on their expertise in restoring services, organizing the cleanup, and facilitating reconstruction. Many Charleston officials, as well as elements of the Charleston police force and sheriff's office, have personally gone to Florida and Louisiana to aid the victimized communities and to share the hard lessons they learned in the wake of Hugo. Likewise, I would like to thank members of my own staff, battle hardened by Hugo, who have

worked overtime to advise and guide their counterparts in the offices of Senators from Florida and Louisiana. Through these many and diverse efforts, South Carolinians are repaying their debt of gratitude for the extraordinary assistance we received in the wake of Hugo.

Mr. President, on a less pleasant note, I must point out that the performance of the Federal Emergency Management Agency in this latest crisis--despite the excellent work of many, many individual **FEMA** employees--has been riddled with deficiencies and delays. Looking back on **FEMA**'s sorry performance after Hugo, I am reminded of the old expression that there is no education in the second kick of a mule. Or, in this case, there is no education in the second kick of a bureaucratic jackass.

As we learned in South Carolina 3 years ago, there are many dedicated and competent workers within **FEMA**. But **FEMA**'s leadership and resources are inadequate. Indeed, this latest letdown by **FEMA** must serve as a loud warning to future presidents: Don't ever again use **FEMA** as a dumping ground for political appointees and campaign cronies. In **FEMA** there is one political appointee for every 300 regular civil service personnel, compared to one political appointee for every 3,000 employees at other agencies. This has got to change. **FEMA** is a critical agency, and it needs to be run in a rigorous, nonpolitical manner by professionals who know what they are doing.

Mr. President, we must also evaluate the larger question of whether **FEMA** is up to the job of managing disasters of the scale of Hurricane Andrew. In my opinion, it clearly is not. The time has come to abolish **FEMA** and fold its function into the Department of Defense. As Charleston Mayor Joe Riley has convincingly argued since 1989, the job of large-scale disaster relief would be more professionally handled within the Department of Defense, given its abundant manpower and enormous experience in large scale logistical operations. The fact is, once the order was belatedly given by the President, the Department of Defense did a superb job of mobilizing the full panoply of its human and material resources to aid the victims in Florida and Louisiana. My hat is off to them for the great job they have done and continue to do. The Pentagon has earned our respect and confidence--as it did 3 years ago after Hugo. It is time, now, to formally delegate to the Department of Defense responsibility for rapid response following natural disasters here in the United States.

*END*

**INTRODUCTION OF LEGISLATION TO TRANSFER FEMA TO THE DEPARTMENT OF DEFENSE (House of Representatives - September 17, 1992)**

[Page: H8721]

The SPEAKER pro tempore (Mr. **Harris**). Under a previous order of the House, the gentleman from California [Mr. **Stark**] is recognized for 5 minutes.

- Mr. STARK. Mr. Speaker, today I am introducing legislation to abolish the Federal Emergency Management Agency [**FEMA**] and transfer its functions to the Department of Defense.
- Three strikes and you're out. Hurricane Hugo, the Loma Prieta earthquake, and the first 4 days of **Hurricane Andrew** in south Florida--they were all terrible disasters and **FEMA**'s response to them was a disaster. Their response was a blizzard of redtape, a hurricane of hot air, but no avalanche of help--more like a glacial mountain of delay.
- California faces future severe earthquakes. Estimates of future damage run as high as $60 billion with thousands buried in rubble, dying unless relief is massive and quick. I'd like to see help in the future coming from a mission-oriented unit of the Pentagon, and not from the political hacks of the **FEMA** dumping ground. When California gets hit with the big one, I'd like to see someone like Stormin' Norman come to the rescue, not a bunch of political donors holding down fancy-titled jobs. The civil servants at **FEMA** try, but the leadership is so bad, that it just doesn't work.
- One could try to reform **FEMA**. But Mr. Speaker, after working with **FEMA** following the October 1989 earthquake that so badly hurt Oakland, I've decided that agency's swamp is too big and too deep. Some agencies are star crossed and snake bit. Some agencies just have a morale problem that is so bad you need to start over.
- Let's start over. Let's put disaster relief under the military. The commanding officer in charge will be promoted or demoted based on his or her performance in coming to the rescue, not their politics.
- As the disaster relief director for Dade County said, 'where's the cavalry?'
- Let's give the job to the cavalry from the start.

*END

NATIONAL PERFORMANCE REVIEW

# NPR II Bulletin

Number 1, February 6, 1995

## Review Team View

On January 31 the FEMA Review Team appointed by Director Witt initiated a comprehensive review of FEMA programs and activities as part of Phase II of the National Performance Review (NPR2).

This bulletin is the first in a series of bulletins the Review Team will publish and distribute to all FEMA employees on a regular basis over the course of the Team's review.

Our goal in publishing and distributing these bulletins is to keep FEMA employees informed on the progress of the review and to encourage participation of all FEMA employees in the review process.

In this bulletin we present the Review Team's Charter, a summary of the activities planned as part of the review, a listing of the organizational assignments for each Review Team member as they collect data for the review and the projected schedule for the Team's activities in February.

As a final note, we would like to join Director Witt in encouraging each and every FEMA employee to provide the Review Team with their ideas and suggestions. Your input is critical to our success.

## Charter

1. Complete review and analysis of FEMA programs/activities against current mission.

   (a) If FEMA were eliminated, how would the goals or programs of the Agency be undertaken — by other agencies, by states or localities, by the private sector, or not at all?

   (b) If there are goals or programs of national importance that will remain undone and require a federal role in

*(Continued on back)*

## Review Team Member Assignments

**Directorates/Administrations/Regions**

| | | | |
|---|---|---|---|
| 1. Mitigation | Laurel Lacy | x3590 | Rm 825 |
| 2. PT&E | Pat English | x4257 | Rm 350 |
| 3. R&R | Bruce Redcay | x3043 | Rm 717 |
| 4. FIA | Reggie Trujillo | x3464 | Rm 243 |
| 5. USFA | Spence Perry | x4105 | Rm 840 |
| 6. ITS | Bob Hendrix | x3011 | Rm 801 |
| 7. Operations Support | Fran McCarthy | x3652 | Rm 625 |
| 8. Regions | Carron Charney | x4390 | Rm 609 |

**Staff Offices**

| | |
|---|---|
| 1. NSC | Spence Perry |
| 2. Congressional Affairs | Pat English |
| 3. Public Affairs | Carron Charney |
| 4. General Counsel | Reggie Trujillo |
| 5. Human Resources | Bob Hendrix |
| 6. Equal Rights | Bruce Redcay |
| 7. Financial Management | Laurel Lacy |
| 8. Regional Operations | Fran McCarthy |

*(Continued from front)*

order to be accomplished, should they be done differently than they are being done today in order to enhance service to our customers?

(c) How do FEMA's customers (not just interest groups) feel about the possible eliminations or changes? This would build on our ongoing efforts to get customer input about the services they want, and how to improve satisfaction with the services we provide.

2. Prepare a set of viable options for consideration and final decision by the Director. The options are presented with thorough analysis of benefits/drawbacks for each. Benefits/drawbacks need to address cost reductions, overall increased responsiveness and performance of the organization and enhanced service to our customers.

***More Info***

***For more information on the Review Team effort please contact George Haddow at (202) 646-3291.***

# The Rumor Mill

Rumors abound about NPR2 and we are ready to address all of them and share our answers with all FEMA employees. Fax your questions or rumors to the Rumor Mill at (202) 646-4215 and we will answer them in future bulletins.

## We Need Your Ideas

Your ideas and suggestions are critical to the success of this review. Please use the attached form to submit your ideas and suggestions to the review team. Forward your ideas and suggestions to Zina Kirby via cc:mail or by FAX to (202) 646-4215 or by mail to Room 825 in FEMA Headquarters or by contacting the Review Team members assigned to your organization (See Team Assignment Chart).

# Review Team Activities in February

The Review Team plans to complete two tasks by the end of February: 1) a comprehensive inventory of FEMA programs and activities; and, 2) the development of a preliminary list of options for Director Witt's consideration.

**Projected Schedule for February**

| Date | Activity |
|---|---|
| 1/31 | Team kick off and set up. |
| 2/1 | 1st Briefing - NPR |
| 2/2-17 | Data Collection Activities (Internal & External) |
| 2/17-24 | Data Analysis |
| 2/27-3/3 | Team Options Development |
| 3/4 | Preliminary Report |

The comprehensive inventory of FEMA programs and activities will include:

- interviews with FEMA staff at all levels in each FEMA organization;
- an external review of FEMA programs and activities by a cross section of FEMA partners and stakeholders;
- a review of past and ongoing studies performed by FEMA organizations and external groups;
- review of ideas and suggestions forwarded to the Review Team by FEMA employees.

Based on an analysis of the data collected in the inventory phase, the Review Team will meet together to develop a series of options for Director Witt's consideration.

# THE NORTHRIDGE EARTHQUAKE
# ONE YEAR LATER

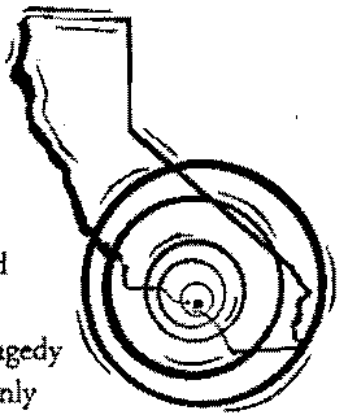
## JANUARY 17, 1995

Prepared by the Federal Emergency Management Agency
in partnership with the departments of
Agriculture, Commerce, Defense, Education, Energy, Health and Human Services, Housing and Urban Development,
Interior, Justice, Labor, State, Transportation, Treasury, Veterans Affairs, the American Red Cross,
the Environmental Protection Agency, the General Services Administration,
the National Aeronautical and Space Administration, the National Communications System,
the Office of Management and Budget, the Office of Personnel Management,
and the U.S. Small Business Administration

It is the people of Southern California who deserve the most credit for the recovery from the Northridge Earthquake. In the worst of times, they demonstrated the best side of human nature. Police officers and firefighters were on the front lines helping others, while their own homes and possessions lay in ruins. Members of the news media, also unable to get home to assess their own personal circumstances, remained on the job keeping the public informed. Countless people worked tirelessly at Disaster Application Centers and shelters. The courage with which the people of Southern California confronted this disaster — and the compassion they showed to one another — left a powerful and lasting impression on all who took part in the Northridge response and recovery effort.

# TABLE OF CONTENTS

# Executive Summary



## 4:30 a.m.: Earthquake

Shortly before dawn on January 17, 1994, tragedy struck Southern California, devastating the lives of over 667,000 people (more than three times the number affected in 1992 by the next largest disaster, Hurricane Andrew).

The disaster occurred when a 10.5-mile portion of a previously unidentified fault ruptured under the towns of Reseda and Northridge, roughly 19 miles west-northwest of downtown Los Angeles. The resulting series of earthquakes, the most powerful of which measured 6.7 on the Richter scale, caused severe shaking for approximately 10 minutes. People as far away as Fresno (215 miles north), Las Vegas (275 miles east), and the Mexican border (175 miles south) were awakened by the tremors. It was the most destructive earthquake ever to strike an urban area in the United States.

And when the shaking stopped, the face of Los Angeles, Orange, and Ventura Counties and the lives of their residents had been forever changed.

## 4:40 a.m.: Disaster

As television networks began to broadcast and rebroadcast their scattered reports of fire, burst water mains, crying victims and collapsed buildings, the full dimensions of the tragedy were still unclear. Only later would the immediate breadth and depth of the disaster be revealed:

- 61 people killed, and more than 8,700 injured;
- Hundreds of thousands of structures damaged or destroyed;
- More than a million people lost power, water, gas, and other essential services;
- Almost 40 miles of roads and freeways rendered impassable; and
- More than 40,000 people suddenly without food or shelter.

**"Federal Agencies Rush Aid Without Formal Emergency"**
*—NY Times 1/18/94*

**"Federal Government's 'A-Plus Team' Hustles to Help"**
*—USA Today 1/19/94*

**"Administration Moves Fast on Aid"**
*—Dallas Morning News 1/18/94*

**"Federal Officials Gear Up Relief Efforts"**
*—LA Times 1/18/94*

## 4:45 a.m.: The Federal Response Begins

As local police, fire, and rescue workers moved into action, Federal Emergency Management Agency (FEMA) Director James Lee Witt was already on the phone with President Clinton. The President responded instantly.

In a matter of minutes, rescue and recovery efforts were under way.

Within an hour FEMA's Regional Operations Center was activated. Working closely with Governor Pete Wilson and State Office of Emergency Services Director Dr. Richard Andrews, a coordinated response began. By mid-morning, FEMA Director Witt, Housing and Urban Development (HUD) Secretary Henry Cisneros, Department of Transportation(DOT) Secretary Federico Peña, and White House Senior Official John Emerson were en route to the scene.

During that first day, generators, tents, cots, and other emergency supplies were flown in, and the operation to provide food, water, and emergency shelter was fully mobilized; emergency medical teams and urban search and rescue crews were on the scene; crews began debris removal from damaged roadways and bridges; and plans were forged to repair impacted bridges and highways.

By the end of the first day, the President asked then Office of Management and Budget Director Leon Panetta, then U.S. Small Business Administration (SBA) Administrator Erskine Bowles, and Federal Highway Administration Administrator Rodney Slater to join FEMA Director Witt on-scene to help direct the wide-ranging response effort.

With efforts to provide emergency relief and disaster assistance for victims well under way, President Clinton traveled to Los Angeles and pledged his and the Administration's full support — in cooperation with the State, Los Angeles Mayor Richard Riordan, and the many other partners that would be involved in the effort — in addressing the difficult task of meeting emergency response needs and bringing the area to recovery.

## The Key to Success: Reinventing Government

From the start President Clinton made it clear that the Federal response would be *collaborative, fiscally responsible, flexible, efficient, compassionate — and fast.* To meet the challenge would put the concept of reinventing government to a major test. The 27 Federal agencies and departments that comprise the front line of Federal disaster response met the challenge. With their efforts coordinated by FEMA, they provided services more quickly and more efficiently than ever before, and with corresponding savings in dollars expended realized through effective cooperation.

No More "Business as Usual." The Federal departments and agencies cut through the red tape, making decisions based on need rather than completion of a formal process.

A few examples include:

- DOT revised contract bidding procedures and made available Emergency Repair funds so that crews could begin reconstruction work on area highways and bridges within the first 24 hours after the quake;
- FEMA pre-positioned emergency equipment and supplies at March Air Force Base so these resources would

already be on hand when requested by the State;

- The SBA doubled its loan limits to homeowners and renters for disaster losses in the high-priced Southern California markets; and
- The Office of Comptroller of the Currency worked with California banks and banking officials to streamline loan requirements, ease credit extension terms, and temporarily lift banks' capital reserve requirements, thereby averting the possibility of both a credit crunch and bank failure.

Use of Technology to Speed Communication and Response. The search for more efficient, effective ways to aid disaster victims led FEMA, SBA, and other agencies to expand use of computer and communication technology.

Examples include:

- An 800-number teleregistration system let disaster victims avoid lines at Disaster Application Centers;
- Inspectors' use of a hand-held computer system (rather than paper forms) sped the processing of disaster inspection results and quickened the flow of assistance to earthquake survivors; and
- *The Recovery Channel*, a multi-agency television broadcast capability utilized in response to the Northridge disaster, carried response and recovery information into thousands of area homes to meet the extraordinary information needs of disaster victims.

Collaboration and Partnership. Response and recovery activities that follow a catastrophic disaster are tremendously complex. Breaking down the barriers that impede productive collaboration, and taking advantage of the efficiencies that collaboration allows, were primary Administration objectives.

Some examples include:

- The 27 Federal departments and agencies participating in the earthquake response coordinated their efforts through the Federal Response

**TABLE** **Comparison of Major Disasters** (as of 12/15/94)

| | Est. Total Damages ($ million) | FEMA Cost to Date ($ million) | Deaths | Injuries | Apps. for Federal Assistance |
|---|---|---|---|---|---|
| Hurricane Hugo | $10,000 | $1,340 | 78 | 2,082 | 304,369 |
| Loma Prieta Earthquake | $10,000 | $751 | 66 | 2,221 | 86,245 |
| Hurricane Andrew | $20,000 | $1,800 | 75 | 10,928 | 219,825 |
| Midwest Floods | $16,000 | $1,017 | 42 | 2,356 | 168,340 |
| Northridge Earthquake | $20,000 | $2,728 | 61 | 10,000 | 657,801 |

Plan, to bring about the most efficient and effective disaster operation in U.S. history;

- Federal and State teams developed new approaches to ensure that most damaged buildings were not only repaired, but made more earthquake-resistant. For example, seismic standards were agreed on and introduced independently of local code requirements; and
- National service volunteers joined in to aid disaster victims. As a result of the success of President Clinton's National Service Initiative, use of such volunteers will become a standard element of Federal disaster response and recovery operations.

## A Crucial Challenge: Getting the Los Angeles Area Back on the Road

The importance of the highway and automobile to Southern California is so immense as to be virtually incalculable. The region's economic lifeline was torn apart, with major freeways closed, dozens of bridges damaged or demolished, and hundreds of streets impassable. Reinvention, dedication, and round-the-clock hard work got the system back and functioning in record time.

Among the accomplishments:

- Secretary Peña, working with Los Angeles Mayor Riordan and California highway officials to expedite activity, moved $45 million of Emergency Relief funds to meet the need for debris removal and demolition within 96 hours of the quake;
- By aggressively revising bidding procedures and implementing incentive programs for contractors, repair work on major freeways was completed weeks and even months ahead of the most optimistic schedules;
- Some 40 percent of the contracts went to disadvantaged businesses, despite an expedited bidding process;
- The same kinds of innovative approaches enabled Federal transportation officials, working with the California Department of Transportation, not only to get the Los Angeles mass transit systems functioning again, but also to sustain ridership at above pre-quake levels.

## Meeting Individual Needs

Through efforts by the American Red Cross, FEMA, the U.S. Army Corps of Engineers, the Department of Health and Human Services, numerous other agencies, and countless individual citizens, people's immediate needs for food, water, clothing, and shelter were met swiftly and compassionately. But longer term needs remained — for housing, financial assistance or loans, help finding jobs, and help financing education.

As a result of Federal efforts:

- More than 270,000 homeowners received Federal grants to help them repair their homes;
- More than 500,000 disaster victims received federal grants or low-interest loans for disaster housing;
- Nearly 9,000 low-income families were helped to find affordable housing;

**FEMA US&R RESPONSE SYSTEM**
**Field Operations Guide**

**TABLE OF CONTENTS**

TABLE OF CONTENTS (continued)







TABLE OF CONTENTS (continued)

# FEDERAL EMERGENCY MANAGEMENT AGENCY

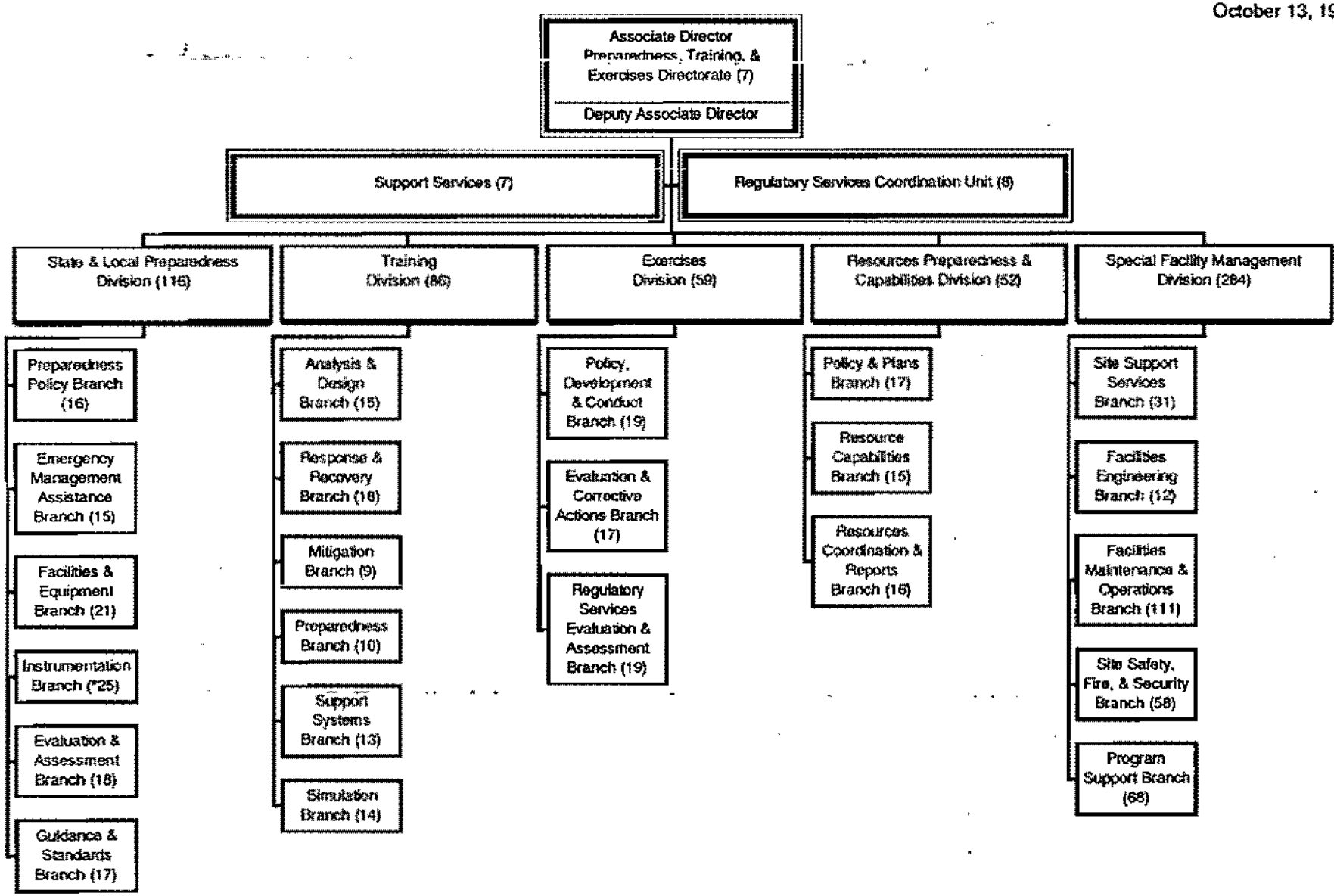
NATIONAL PERFORMANCE REVIEW

Accompanying Report of the
National Performance Review
Office of the Vice President
Washington, DC

September 1993

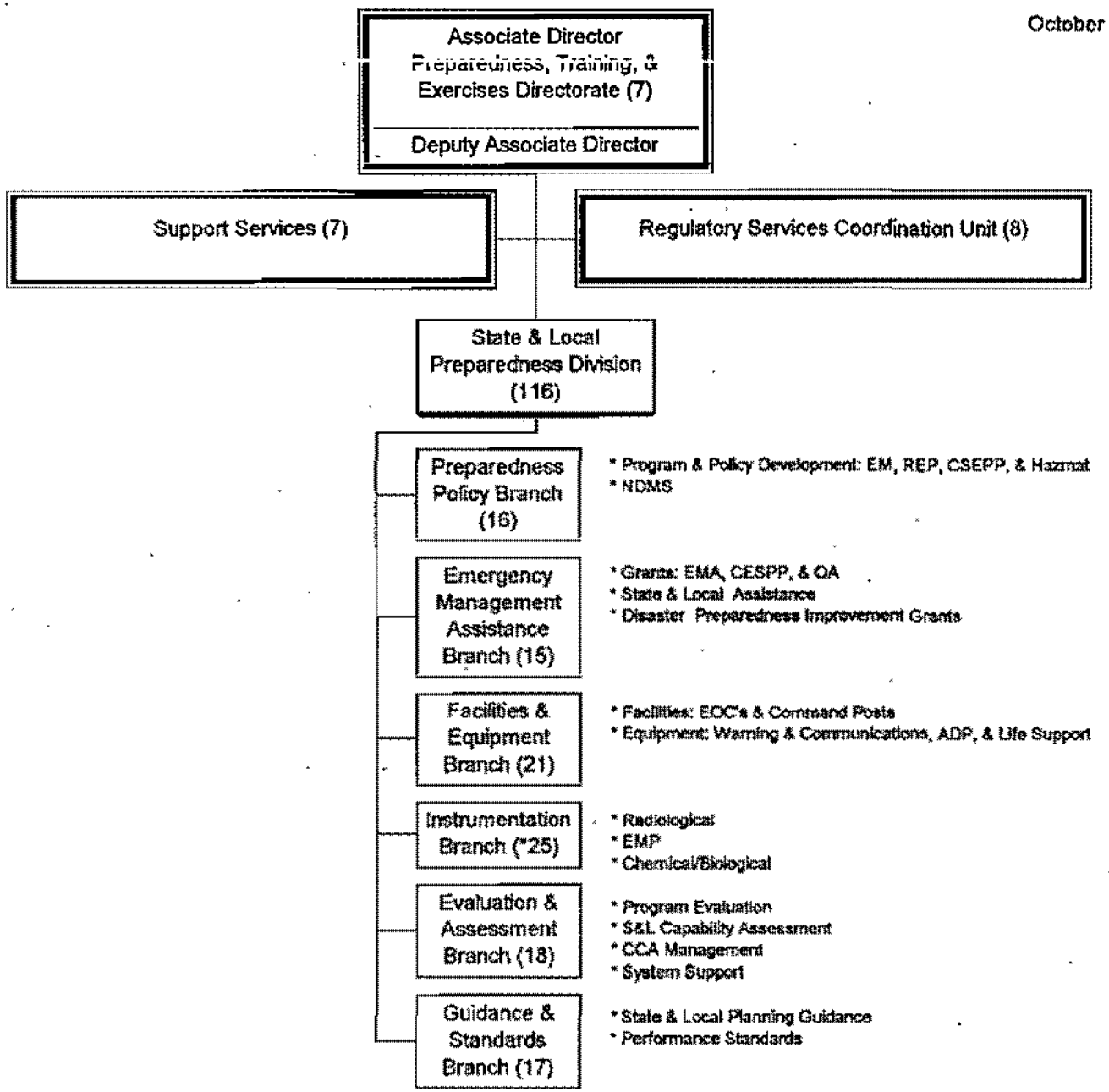
# CONTENTS

October 13, 1993




Total # indicated for the Directorate includes:
authorized & new positions - 620; authorized positions - 529; on-board - 473; vacancies - 56; new positions - 91. (*12 are DOD reimbursable.)

October 13, 1993




Total # indicated for the Division includes: authorized positions - 91; on-board - 84; vacancies - 7; new positions - 26. (*12 FTE are DOD Reimbursable.)

# Federal Emergency Management Agency

Washington, D.C. 20472

JUL 1 1993

MEMORANDUM FOR: All FEMA Employees

FROM: James L. Witt
Director

SUBJECT: FEMA Proclamation

Many of you have responded to my request for suggestions and ideas. One of the suggestions I received was that FEMA should have a motto or a credo to work toward.

I would like to thank the employee who made the suggestion and participated in writing the attached proclamation. It clearly states the priorities of FEMA and the importance of our role to work within a partnership to have a nationwide emergency management capability.

Please join with me in accepting this rewarding and exciting challenge.

Attachment

# IMPLEMENTATION PROCESS

o Get word to employees as soon as possible

o Notify employees concurrent with notifying interest groups

o Assign career deputies to new positions, designate them as "Acting" until PAS is appointed

- increases employee comfort to know who will be deputy
- establishes mechanism for deputies to develop "corporate proposal" for structures
- allows for getting on with reorganization

o Alternatives to appointing career deputies:

- group of three to develop each component's substructure
- working group to develop substructure

(Group preferred career deputies to be selected)

o Involve people to extent possible in determining substructures and alignment within them

o Develop a common methodology ("mechanical approach") that must be followed in each component to develop substructures, align resources, etc.

o Define (guidance for) resource availability

o Do a crosswalk between budget and resources

o Keep regions informed through weekly conference call

o Define regional implementation plan

## IMPLEMENTATION ISSUES

o Clearly define relationships between Executive Board (including membership), Program Coordinator, and Office of Policy and Assessment

o Establish lines of authority and reporting relationships between Director, Deputy Director

o Define composition, functions, responsibilities of Executive Board. Consider role/involvement of career Deputies in Executive Board, or some subgroup thereof

o Authorities, decisions determining the structure below the big boxes

o Include Regional Directors (or representation) on Executive Board

o Clarify relationship between Office of Regional Operations and Regional Directors

o Define delegations of authority, budget and resource allocations, decision making parameters, and responsibilities of Regional Directors/Offices

o Ensure NAPA recommendation for centralized management systems is addressed

o Fragmentation of budgets in new structure

o Resource allocations: how "fenced" are resources, such as those in REP, CSEPP, FIA

o Strengthen involvement of Fire Administration people in program development in other parts of FEMA; establish distinctions in program responsibilities in each function)

o Caution on how many resources are lumped into Support Services (perceived as "overhead" which make them vulnerable to cuts)

o COG planning/responsibilities will not get attention regardless of where functionally aligned; define responsibilities of National Security Liaison and managers to maintain capability (critical management responsibility)

o Balance of resources at headquarters versus regions

o Functions in regions will determine resources necessary to support

o SES positions in the regions

- Maintain advocacy or capability to represent specific legislation

- Define FEMA Advisory Board: functions, composition (include National Security representative), agendas

THE WHITE HOUSE

WASHINGTON

March 4, 1995

MEMORANDUM FOR HEADS OF DEPARTMENTS AND AGENCIES

SUBJECT: Regulatory Reinvention Initiative

Last week, I announced this Administration's plans for further reform of the Federal regulatory system. This is a central part of reinventing our Government. All Americans want the benefits of effective regulation: clean water, safe workplaces, wholesome food, sound financial institutions. But, too often the rules are drafted with such detailed lists of dos and don'ts that the objectives they seek to achieve are undermined. Clear goals and cooperation would work better. Too often, businesses, especially small ones, face a profusion of overlapping and sometimes conflicting rules.

We have already made real progress in reforming regulation. This memorandum will build on the regulatory philosophy set forth in Executive Order No. 12866 of September 30, 1993, "Regulatory Planning and Review," which is premised on the recognition of the legitimate role of government to govern, but to do so in a focused, tailored, and sensible way.

In the year and a half since that order was signed, we have opened the rulemaking process to the public, we have increased cooperation and coordination among the Federal agencies, and we have seen good processes produce good decisions.

However, not all agencies have taken the steps necessary to implement regulatory reform. To reaffirm and implement the principles of Executive Order No. 12866, regulatory reform must be a top priority.

Accordingly, I direct you to focus on the following four steps, which are an integral part of our ongoing Regulatory Reform Initiative.

FIRST: CUT OBSOLETE REGULATIONS

I direct you to conduct a page-by-page review of all of your agency regulations now in force and eliminate or revise those that are outdated or otherwise in need of reform. Your review should include careful consideration of at least the following issues:

- Is this regulation obsolete?
- Could its intended goal be achieved in more efficient, less intrusive ways?
- Are there better private sector alternatives, such as market mechanisms, that can better achieve the public good envisioned by the regulation?
- Could private business, setting its own standards and being subject to public accountability, do the job as well?
- Could the States or local governments do the job, making Federal regulation unnecessary?

This review should build on the work already being done by your agencies under section 5 of Executive Order No. 12866.

Your regulatory review task force should be headed by one of your appointees who should be given your full support and should, to the extent practicable, be freed of other duties.

I further direct you to deliver to me by June 1 a list of regulations that you plan to eliminate or modify with a copy of the report sent to Sally Katzen, Administrator of the Office of Information and Regulatory Affairs (OIRA). The list should distinguish between the regulations that can be modified or eliminated administratively and those that require legislative authority for modification or elimination.

SECOND: REWARD RESULTS, NOT RED TAPE

I direct you to change the way you measure the performance of both your agency and your frontline regulators so as to focus on results, not process and punishment. For example, Occupational Safety and Health Administration (OSHA) inspectors should not be evaluated by the number of citations they write, nor should officials of the Consumer Product Safety Commission be judged by the number of boxes of consumer goods that are detained in shipment. This change in measurement should involve a two-step process.

First, you should identify appropriate performance measures and prepare a draft in clear, understandable terms, of the results you are seeking to achieve through your regulatory program. The draft should be circulated to frontline regulators for review and comment. This is the same work needed to meet the requirements of the Government Performance and Results Act of 1993.

Second, you should evaluate and reward employees based on the realization of those measures/goals.

By no later than June 1, I direct you to (a) eliminate all internal personnel performance measures based on process (number of visits made, etc.) and punishment (number of violations found, amount of fines levied, etc.), and (b) provide to the National Performance Review (NPR) staff a catalogue of the changes that you are making in existing internal performance evaluations to reward employees. You should also provide material describing shifts in resource allocation from enforcement to compliance.

THIRD: GET OUT OF WASHINGTON AND CREATE GRASSROOTS PARTNERSHIPS

I direct you to promptly convene groups consisting of frontline regulators and the people affected by their regulations. These conversations should take place around the country -- at our cleanup sites, our factories, our ports.

I further direct you to submit a schedule of your planned meetings to the NPR staff by March 30 and work with NPR in following through on those meetings.

FOURTH: NEGOTIATE, DON'T DICTATE

It is time to move from a process where lawyers and bureaucrats write volumes of regulations to one where people work in partnership to issue sensible regulations that impose the least burden without sacrificing rational and necessary protections. In September 1993, I asked each of you to identify at least one rule that could be conducted through negotiated rulemaking (or to explain why such could not be done) in order to promote consensual rulemaking as opposed to the more traditional rulemaking that has dominated the regulatory arena.

I now direct you to expand substantially your efforts to promote consensual rulemaking. To this end, you should submit to OIRA, no later than March 30, a list of upcoming rulemakings that can be converted into negotiated rulemakings. I have directed Sally Katzen to review your lists with a view toward making clear to the regulated community that we want to work together productively on even the most difficult subjects.

To facilitate our ability to learn from those affected by regulation, I will amend Executive Order No. 12838 (which requires agencies to reduce the number of advisory committees that they use and to limit the future use of such committees) to allow for advisory committees established for negotiated rulemakings.

I also intend to take additional steps to increase our ability to learn from those affected by regulation. While many laws and rules that limit the ability of regulators to talk with those being regulated were imposed to curb abuse, they now often serve as a barrier to meaningful communication between the regulators and the regulated. To address this problem, and to promote consensus building and a less adversarial environment, I direct you to review all of your administrative *ex parte* rules and eliminate any that restrict communication prior to the publication of a proposed rule -- other than rules requiring the simple disclosure of the time, place, purpose, and participants of meetings (as in Executive Order No. 12866). We will also begin drafting legislation that will carve out exemptions to the Federal Advisory Committee Act to promote a better understanding of the issues, such as exemptions for meetings with State/local/tribal governments and with scientific or technical advisors.

I also ask you to think about other ways to promote better communication, consensus building, and a less adversarial environment. Please send your ideas to the Office of the Vice President.

As I said on Tuesday, February 21, 1995, you are to make regulatory reform a top priority. Good government demands it and your full cooperation is crucial.

William J. Clinton

# Mandate for Reinvention

The general public has made it clear that government reform should be the Administration's top priority:
(Wall Street Journal poll, 9/17/93)

- 37% -- Making the government more efficient
- 33% -- Health care reform
- 5% -- NAFTA

Yet, Americans are skeptical of the idea of empowering federal employees -- fearful of waste, fraud and abuse
(Democratic Leadership Council poll, 1993)

# President's Message

People want change because the government suffers from four deficits:

- Budget
- Investment
- Performance
- Trust

# Ambassadors of Change

NPR staff must promote and facilitate change in their agencies by:

- Being "true believers"
- Be a source of information on reinventing to others
- Seek out forums in agencies to increase internal visibility of reinvention efforts (e.g., quality workgroups)
- Enlist support for recommendations -- "grass roots"
- Maintain contact with stakeholders supportive of change
- Identify and learn how to work with resistance

# Things to Remember (1)

**NPR is different than past reform efforts because:**

- Used the knowledge and expertise of federal employees
- Searched for successes and built upon them
- Ensured the integrity of the numbers
- Has strong support and commitment from the Vice President

# Things to Remember (2)

**NPR Mission Statement --**

"Create a government that works better and costs less"

**NPR Principles --**

- **Cuts unnecessary spending**
- **Serves its customers,** from taxpayers to Head Start parents to new Social Security recipients to local governments
- **Empowers its employees,** by freeing them from mind-numbing regulations, by delegating authority and responsibility, and by providing a clear sense of mission
- **Helps communities** solve their own problems
- **Fosters excellence** with incentives and measures of customer satisfaction

# The Problem

## Industrial-Era Bureaucracies in an Information Age

- Top-down
- Centralized
- Preoccupied with standard operating procedures
- Mistrustful
- Can't even buy a steam trap, hire an intern, or save money

***The government is broke and broken, and the people know it.***

# The Solution

## Creating Entrepreneurial Organizations

### We searched for and found successes:

- Air Combat Command doubled productivity
- IRS centers compete against each other using customer service performance standards
- Forest Service streamlined itself
- Australia, Canada, New Zealand, and Great Britain are reinventing themselves, as are Phoenix, Sunnyvale, and others

### Winners had these common characteristics:

- Cutting red tape
- Putting the customer first
- Empowering employees to get results
- Cutting back to basics

***It's time we had a new customer service contract with the American people, a new guarantee of effective, efficient and responsive government. It's time we cut the red tape and trimmed the bureaucracy. It's time we took out of our bureaucracy the words, "We've always done it this way."***

**Vice President Al Gore,**
**March 3, 1993**

# Federal Emergency Management Agency

Washington, D.C. 20472

MAR 21 1994

OP

MEMORANDUM FOR: All FEMA Personnel

FROM: Harvey Ryland
Director
Office of Policy and Assessment

SUBJECT: Director's Speeches and Testimonies

When James L. Witt first became Director of FEMA, he promised to make copies of his speeches and testimony available to all employees. Many of these statements have been distributed but there is a need to routinize the distribution process. This memorandum establishes a simple agency-wide system for distributing and filing copies of the Director's public statements for all to use.

Under separate cover, locations on the attached distribution list will soon receive a notebook containing "volume one" of the statements. A designated individual at each location will set-up a similar notebook subtitled "volume two" into which new entries will be filed as they are distributed. That individual will be responsible for keeping the notebooks current and accessible. Also attached is a description of the distribution process.

The notebooks should be stored in a prominent, accessible place and FEMA employees informed of their location. The Director's statements are a good source of information on agency policy, current issues, and general direction the agency is heading. I encourage you to read the statements and testimonies and make use of them in your activities and projects. The statements are public information and can be released at your discretion outside FEMA.

Attachments

Distribution: H(AllPersHqFld)

# Attachment II

## Distribution Process
Copies of FEMA Director Speeches and Testimonies

- Copies of the Director's statements will be distributed throughout FEMA and placed in designated binders initially supplied by the Office of Policy and Assessment. All FEMA personnel will have access to speeches and testimonies delivered by the FEMA Director.

- A copy of a speech or testimony (in a form suitable for release to the public) will be given by the author to the Director's Office (Marsha Hardy). It should be formatted so that the title, audience, location, and date of the remarks are in a heading above the text. For example:

"The Renewal of FEMA"
by James L. Witt, Director
National Voluntary Organizations Active in Disaster
Washington, DC
January 11, 1994

- The Director's Office (Marsha Hardy) is responsible for: maintaining a master file of each speech and testimony; reproducing a copy; adding the audience, title, and date of delivery for each speech or testimony to a Table of Contents; and forwarding the copy and the revised Table of Contents to the Chief of the Printing and Publications Branch.

- The Chief of the Printing and Publications Branch is responsible for: printing copies of the speeches, testimonies, and Table of Contents; delivering them to the FEMA Headquarters Mail Room for distribution; and returning the original to the Office of the Director.

- The Mail and File Supervisor at the FEMA Headquarters Mail Room is responsible for distributing the copies of the Director's statements according to the distribution list attached to this memorandum.

- A designated individual at each distribution point will be responsible for insuring that the contents of the binder is up to date. The copies of statements should be filed chronologically by the date the speech or testimony, with a copy inserted behind tabs labeled with the proper date.

- Suggestions and comments regarding access to the Director's speeches and testimonies should be forwarded to Sharon Blades in the Office of Policy and Assessment in room 825 at FEMA headquarters.

## Attachment I

**Points of Distribution**
Copies of FEMA Director Speeches and Testimonies

- **FEMA Headquarters**
  - Library
  - Federal Insurance Administration
  - Mitigation Directorate
  - Operations Support Directorate
  - Preparedness, Training and Exercises Directorate
  - Response and Recovery Directorate
  - US Fire Administration
  - Office of Congressional & Governmental Affairs
  - Office of Emergency Information & Public Affairs
  - Office of Equal Rights
  - Office of Financial Management
  - Office of General Counsel
  - Office of Human Resources Management
  - Office of the Inspector General
  - Office of Policy & Assessment
  - Office of Regional Operations
- **FEMA Representative to NATO**
  *(Brussels, Belgium)*
- **FEMA Representative to FORSCOM**
  *(Ft. McPherson, GA)*
- **Federal Regional Centers**
  - Region I, Maynard
  - Region IV, Thomasville
  - Region V, Battle Creek
- **Federal Support Center**
  *(Olney, MD)*
- **Information Systems Engineering**
  *(Charlottesville, VA)*
- **National Emergency Training Center**
  *(Emmitsburg, MD)*
- **National Teleregistration Center**
  *(Denton, TX)*
- **National Warning Center**
  *(Cheyenne, CO)*
- **Mobile Emergency and Response System Detachments**
  - Bothell
  - Denton
  - Denver
  - Maynard
  - Thomasville
- **Regions**

| | | | |
|---|---|---|---|
| I | IV | VI | X |
| II | V | VIII | |
| III | VI | IX | |

- **Special Facility**
  *(Berryville, VA)*
- **Strategic Storage Centers**
  - Bluegrass
  - Dempsey

5/95

Reinventing Government --
FEMA's *Emergency Lane* on the INTERNET

FEMA has produced a virtual encyclopedia of emergency management information that is continually updated and enhanced. Initially begun as an agency activity under the Government Performance Review Act, the system started testing last Fall and was made available to the public in November, 1994. There are over 600 *pages* of information in text, graphics and photos that provide the latest emergency information, i.e. FEMA news releases, fact sheets and advisories. In addition, users can find descriptions of FEMA programs and basic consumer disaster-preparedness material.

Initial start up cost for equipment and software development was $100,000. This year, an additional $50,000 will be spent on equipment and final development. The ongoing maintenance for this system will be approximately $15,000 per year.

The system is updated daily with the latest news releases and additional material is under development. Recently, issues of the FEMA/State *Recovery Times* from the latest floods and the entire Federal Response Plan were put on-line. Plans are underway to add an in-depth section on the U.S. Fire Administration and to offer emergency management training materials and courses on-line.

In addition all of the information on the World Wide Web site, FEMA also provides Internet links to other Internet sites with related material. An automatic innovative emergency news distribution service allows users to subscribe and receive news releases, fact sheets, advisories and abridged major incident situation reports from FEMA.

Response to this service has been phenomenal. For example, between July 10 - 17 alone, there were 37,488 Internet connections to the FEMA computer. At a recent meeting on the "information superhighway," the American Bar Association cited FEMA's material as an outstanding example for others to follow. Internet users have the opportunity to leave FEMA messages, comments and requests for information on a wide variety of emergency management topics. FEMA Internet mail is received daily and answered regularly.

The Oklahoma City bombing was the first disaster where FEMA produced and distributed special editions situation reports. These reports were posted to the FEMA server (a computer dedicated to handling FEMA's Internet services) and sent out via Internet to the over 1,000 users around the world who have subscribed to FEMA's emergency news distribution service. Pictures of the Urban Search and Rescue teams at work were also received electronically and posted to FEMA's World Wide Web site. Many of these users redistributed the reports throughout their organizations or communities.

During the first week of this disaster, 51,000 Internet users accessed FEMA's Oklahoma City Updates and the other FEMA information available. This was eclipsed the second week when 80,000 users checked the FEMA World Wide Web site.

As Oklahoma City transitioned from rescue to recovery, this special situation report service was completed. Internet users were asked for feedback on receiving information via this new medium. Their responses were extremely gratifying. FEMA received hundreds of E-mail messages lauding this new effort. The users included state and local emergency managers, firefighters, college professors and private citizens.

Since going online in November, FEMA has had over 3/4 million users access the emergency information posted on Internet. FEMA's Web users range from professors to paramedics, local fire chiefs to average citizens. FEMA's Internet customers are also from around the world. Users from other countries have been studying FEMA's organization and disaster preparedness information for adaptation and application abroad.

Date: Mon, 1 May 95
From: Bob La Touche x2677 <bob@calcomp.com>
To: eipa@fema.gov

Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Use of the SITREPS via Internet enabled the training of 240 disaster communication volunteers in the City of Irvine, Calif.

It was also used by some members of the Orange County USAR team now in Oklahoma City.

The services were valuable, both e-mail postings, and WWW availability (using photo graphics for volunteer newsletter).

Thanks!

---

Date: Mon, 1 May 1995
From: Brandon Guest <bguest@empros.com>
To: eipa@fema.gov

Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

In a recent message by Emergency Information Public Affairs

Just a note to say thanks and keep up the good work with putting FEMA the Internet. I found the situation reports and news releases of benefit in keeping up on the events and activities in Oklahome. Unlike the news media reports, I felt FEMA did an excellent job of getting us the facts and just the facts. It also helped me develop an extra appreciation for the amount of effort and work required in a disaster of this type.

While there is preliminary work (to the best of my understanding) going on here with regard to US&R, I now have a muchbetter understanding of the need for and manpower (personpower) required to support a US&R team.

Brandon Guest
Chief, Hamel Vol. Fire Dept.
bguest@empros.com
Empros Power Systems Control | Siemens Energy and Automation, Inc.
7225 Northland Drive | Voice (612) 536-4529
Brooklyn Park, MN 55428-1540 | Fax (612) 536-4359

Date: Mon, 01 May 95
From: "Bell, Nigel: VAN" <BellN@van1.ic.gc.ca>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: RE: FEMA OKLAHOMA CITY BOMBING SITREPS

I think that the SITREPS provided by FEMA during the course of the response phase of this disaster have been excellent. It has provided in a clear, authoritive source of information about what the true status of response has been. This has often been difficult to gauge when the press has been the only source of information.

Thank you for making these SITREPS available; not only have they served to provide information, but they have also provided a model for how others can organize and disseminate similar information.

From where I sit, this delivery mechanism is efficient, effective, reliable and informative. I urge its continued use and enhancement.

Nigel Bell
Emergency Telecom Officer
Industry Canada
Pacific Region
Government of Canada

---

Date: Mon, 1 May 1995
From: Jenny Paddock <paddockj@netcom.com>
To: eipa@fema.gov
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Here's my feedback: I have really appreciated the daily updates. They have provided a lot more information on the nitty-gritty of the recovery operations than is available through our local (Colorado) media. I usually don't do much on the Web (access is not too convenient), but I did browse through your site yesterday and found it to be a good site for pointers to other emergency management sites. Keep up the good work

Jenny

---

Date: Mon, 1 May 1995
From: gawright@rain.org
To: eipa@fema.gov
Subject: Response to FEMA OKLAHOMA CITY BOMBING SITREPS

Your situation reports were very helpful in keeping abreast of this tragedy. Please use continue to use this medium - its reaches a large number of people very rapidly.
George Wright

---

Date: Mon, 1 May 95
From: Doctor Mac <kfarrell@APG-9.APG.ARMY.MIL>
To: eipa@fema.gov
Subject: SitRep feedback

Folks

Mega kudo's on your use of the Internet to issue OK City Situation Reports.

Just to give you an idea on how they were used.... In addition to my job as the Information Manager for the APG Fire Department, I also serve as a volunteer Sysop for the ICHIEFS BBS operated by the International Association of Fire Chiefs on the Connect Information System.

ICHIEFS has an area for our Emergency Management users that has a section designated for the posting of your PAO feeds. As your releases come to my email account, I take and re-post them to ICHIEFS so our emergency management users can benefit from them.

I can tell you that there has been an enormous interest in your Oklahoma City situation reports from fire/rescue people. I have gotten numerous email messages from our users telling me to keep posting anything I got on the subject because they knew what they were getting from your list was the straight scoop.

Of course, your SitRep's have also been broadcast to all of our people here in my department via our internal email system, and they've been widely read.

Congratulations on your efforts. We'll be looking forward to your future information feeds.

Kevin Farrell, DAC
Manager of Information Systems
Aberdeen Proving Ground Fire Dept
STEAP-SH-F Bldg 4603
APG, Maryland 21005-5001
410-278-8757 / 8758
410-278-9938 <fax>
ICHIEFS ID: FDAPG

Date: Mon, 1 May 1995
From: "Geoff T. Tyree" <gtyree@ednet1.osl.or.gov>
To: eipa@fema.gov
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS
Thanks for the updates. Although I didn't receive any local media requests for the information, if I had, your sitreps would have served well. I believe they are an excellent information source for reporters in my area (Northeast Oregon, near Hermiston). They were a great guide for this local Emergency Management Public Information Officer.

Well done!

Geoff Tyree 503-922-4437/fax 3472
Morrow County Emergency Management
P.O. Box 751, Irrigon, OR 97844-0751
gtyree@ednet1.osl.or.gov

---

Date: Tue, 2 May 1995
From: bhooper@metz.une.edu.au
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Dear FEMA

While I have no research interest In Oklahoma bombing and emergency procedures (my work is infloodpalin management), I found your news service excellent. Have you thought of developing an Internet news service on major catastrophes eg Mississippi floods. I note you never mentioned anything about the Korean gas explosion. Why not extend your facility beyond national US borders. It would be of great assistance to those of us involved in natural hazards research.

Best regards,
Dr Bruce Hooper
Research Fellow
Centre for Water Policy Research
University of New England, Armidale, 2351
AUSTRALIA
Telephone: 61 67 73 2420
Fax: 61 67 73 3237

Date: Mon, 1 May 1995
From: Alan Colon <alan_c@ix.netcom.com>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Your sitreps were well received by the internet community, and were crossposted to Civil Air Patrol mailing lists, and automatically forwarded to portions of the National Digital Radio Network (NDRN).

This immediate decentralization of information prevented the inevitable delays in transmission between agencies and regions, and the fact this is transmitted electronically and remains in ascii text, as opposed to vioce or FAX (in previous situations), allowed easy forwarding through different media (Internet mailing lists; NDRN; USEGROUP discussions [misc.emergency-services, alt.law-enforcement, etc]; local CAP, law enforcement, EMS BBSs; etc.)

Other tranmission types used in the past, phone calls, faxes, radion voice forwarding, etc., lose the ability to be transmitted in different modes.

Just my $0.02

Officer Alan Colon, Tampa Police Department
Captain, Civil Air Patrol
Pager:(813)651-7811 / VHF-FM: Sparrow 351

---

From: Jan Thomas <jthomas@ifstafpp.okstate.edu>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Very helpful... and worked very well once I realized that I was not receiving them (despite having been supposedly added to the receive list several weeks ago). Thanks for this ervice.

Jan Thomas
editor, Public Fire Education Digest
US correspondent, Fire International magazine

Date: Mon, 01 May 95
From: dvincent@psrc.wa.com
To: EIPA@fema.gov
Subject: Situation updates

Very much appreciated. Much of the information was not available via broadcast or printed media. I faxed the informationto a local radio station news department, very happy to have this information.

---

Date: Mon, 1 May 1995
From: HensleyE@aol.com
To: eipa@fema.gov
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

This is a great way for me to get these updates. Faster, more flexible, less wasteful of time and paper. Since I receive as text, I can use them in other documents if I need to or reroute appropriate parts around the office viainternal email.

I vote for this way.

Ed Hensley
P.C. Coordinator
Calif. Seismic Safety Commission

---

Date: Mon, 1 May 1995
From: Marvin Beckham <mbeckham@TSO.Cin.IX.net>
To: eipa@fema.gov

I wish to thank fema for factual reports via e-mail.Please continue this service if the need should arise again.

mbeckham@tso.cin.ix.net

---

Date: Mon, 1 May 1995
From: Craig Clendening <cclenden@isbe.state.il.us>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Thank you for your posts. I took them to school for our kids to get a broad view of the variety of help needed to deal with this situation. They are also involved in raising funds for the families. The posts makes it seem more personal for them.

Thank you. I hope you don't have to do it again for anything "man" has control over.

Craig Clendening (cclen@isbe.state.il.us)

---

Date: Mon, 01 May 1995
From: DAVID J BEAUDIN <dbeaudin@uhs.umass.edu>
To: eipa@fema.gov

Subject: Comments

Dear Staff:

Your use of the Internet to deliver situation reports on OK City were both timely and effective. You should make this SOP for future incidents.

FEMAs response and handling of the incident were top notch. Keep up the good work.

David J. Beaudin, Fire Prevention Officer
Univ. of Mass., EH&S
Box 35710,Amherst MA 01003-5710 "Facts are Facts, Opinions are Mine"

413-545-2682 FAX 545-2600

---

Date: Mon, 1 May 1995
From: bill newman <billn@cyber1.servtech.com>
To: eipa@fema.gov
Subject: Keep them coming

Thanks for the updates of the bombing incident. I like the FEMA updates very much and actually I am making a personal file for each of these for possible later research.

I am currently a student in emergency management here in Rochester, NY and hope to go on further with my education in disaster response so I am very much interested in what your agency is doing around the country.

I am also employed by Salvation Army here in Rochester, NY and we are currently working on updating or disaster response so again all this information is very useful. Please keep it up.

Do you know of any other lists that I can subscribe to related to disaster response of information on disasters to the media.

Thanks,
Bill Newman
Rochester, NY
billn@cyber1.servtech.com

---

Date: Mon, 1 May 1995
From: JOHN.B.MONSON@sprint.sprint.com
To: eipa@fema.gov
Subject: RE: FEMA OKLAHOMA CITY BOMBING SITREPS

Dear Sir or Madam:

My collegues at US Sprint and; the US Army MARS program found great value in the internet pilot program for dissiminating information via e-mail subscriber service.

I sincerely hope that FEMA will have the support of the public to continue this type of informative service during future natural/manmade incidents.

Sincerely,

John Monson
US Army MARS
Chief of Staff's World-wide Emergency Coordinator
AAA9EC, 816-854-3015

Date: Mon, 1 May 1995
From: RADAR103@aol.com
To: eipa@fema.gov
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Thanks for the reporting. I am the Senior Medical Officer for the Oklahoma Disaster Medical Assistance Team. This is a ESF 8 function of FEMA. It helps getting information. It make my job easier when trying to explain to the public the various roles of FEMA.

From Dr. Greg "Radar" Gray,
FEMA/NDMS/OK-DMAT-1

---

Date: 01 May 95
From: JONES.RAYMOND@forum.va.gov
To: eipa@fema.gov
Subject: SITREP Feedback

Thanks for SITREP availability via e-mail. We have forwarded them to the various community organizations and agencies we work with and all have been very appreciative. This particular disaster has caught the attention of many who are potential responders; receiving the SITREPS has been valuable education for them.

RAY JONES
Area Emergency Manager, KS/MO/Southern IL
Emergency Medical Preparedness Office (EMPO)
Department of Veterans Affairs
Kansas City, MO

---

Date: Mon, 1 May 95
From: Wayne Halford <whalford@heartland.bradley.edu>
To: eipa@fema.gov
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

The situation reports on the Oklahoma disaster are very much appreciated. I have received information that wasn't available to me through regular media reports. Keep up the "good work".

Date: Tue, 2 May 1995
From: WingRider1@aol.com
To: eipa@fema.gov
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

I found your sitreps informative and instructive. Please use the Internet this way in the future. I would have liked it even better had the system been in effect for Tropical Storm Alberto (DR444) and the Northern California Floods (DR560 and later DR596), all of which I worked as a Red Cross DSHR worker.

Though I have considerable disaster experience as both a peace officer and a Red Cross disaster worker, I am constantly learning. Those sitreps for the Oklahoma City bombing added to my knowledge, and I look forward to learning more in the future.

Bill SMITH, KE6CHQ
(WingRider1@aol.com)
Disaster Action Team Coordinator
Communications Officer (DSHR: Coordinator)
Damage Assessment Officer (DSHR: Coordinator)
American Red Cross - Bay Area

---

Date: Mon, 1 May 1995
From: Joe Shea <joeshea@netcom.com>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

I found your first report, last Wednesday, quite compelling, and I used it verbatim in the American Reporter, a daily general interest newspaper on the Internet that is covering the Oklohoma City bombing in some depth (we've run 10-12 stories on it so far, almost all from our correspondents on the ground in Oklahoma).

The reports became less informative afer the first two or three, and I noted that they were less consistent with press-release conventions, in that it was difficult to adapt them to use as a story without additional interviewing. That is the only shortcoming I noticed of an otherwise very useful project.

You can see The American Reporter at http://www.newshare.com/Reporter/today.html or send "subscribe AR" as a message to joeshea@netcom.com.

Best wishes,
Joe Shea
Editor
The American Reporter

Date: Mon, 1 May 1995
From: Chris Wimmer <cjwi@radiomail.net>
To: eipa@fema.gov
Subject: feedback

Dear Morrie and Phil:

What a F A N T A S T I C job was done by your group on reporting this incident.

You can be proud of the work done by your group. The sitreps you provided via the listserv were passed throughout Chevrons' emergency preparedness and response group, and I'm sure, beyond.

It's really good to see that your "CEO", (The Pres.) is continuing to support the use of the electronic media in government. Keep up the good work, and, I really hope you don't need to use this process very often to report events like this one.

If ever your in the Bay Area, give me a call and we'll get together.

CHRIS WIMMER
EMERGENCY PREPAREDNESS SPECIALIST
CHEVRON REAL ESTATE
575 MARKET ST. #1080
S.F. CA. 94105 VOICEMAIL 415-894-0236 FAX 415-894-2430
CJWI@CHEVRON.COM (DELAYED UP TO 12 HRS) OR CJWI@RADIOMAIL.NET (IMMEDIATE)

---

Date: Tue, 2 May 1995
From: Mike Roush <wagon@magicnet.magicnet.net>
To: eipa@fema.gov
Subject: news post Ref. Oklahoma.

I wanted to provide you with some feedback reference the use of the Internet for sharing information. I am involved with emergency management on a local level. I am always looking for information sources that can keep me updated on not just disasters, but anything that I can use to prepair or better manage an incident.

Thanks...

Date: Tue, 2 May 1995
From: Branden Hampton <BHAMP@cotter.oursc.k12.ar.us>
To: eipa@fema.gov
Subject: situation reports

I like the idea of having the situation reports. Now days you don't hardly want to believe what the media puts on television, and I just wanted the facts about the bombing. It has been a great help to me. Thanks!

Branden W. Hampton

---

Date: Tue, 2 May 1995
From: "William C. Fugate" <afn07223@freenet.ufl.edu>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Please continue posting the sitreps from disaster sites. At some point, there may be a need to develop a list for state and local emergency management agencies where more details about response and recovery issues would be addressed.

By the way - last week 4/27/95, the local ABC affiliate WCJB TV-20 was doing a story on local emergency management and what we had learned from the Oklahoma City Bombing. We were showing them the sitreps, when asked how we got them, we provided them with your press release on FEMA's www site. As a result, they did a story on it and displayed the internet address and how to join this Internet mailing list.

Craig Fugate, Emergency Manager
Alachua County Office of Emergency Management
904-374-5223/FAX 904-372-6860

Date: Tue, 02 May 1995
From: DFAWN@smtpgate.tnrcc.texas.gov
To: eipa@fema.gov
Subject: FEMA OKLAHOMA CITY BOMBING SITREPS - Reply

** High Priority **

FEMA's first use of Internet was well -received here. As a member of the Texas Natural Resource Conservation Commission Emergency Response Team, we were involved in the excavation and cleanup of the Branch Davidian compound following the ATF attack and subsequent holocaust. FEMA sitreps were posted on agency-wide e-mail as they were received since many Texans, myself included, have family and friends living in Oklahoma. Having worked with FEMA folks on past flooding, tornadoes, and hurricane incidents, it is really refreshing to see an agency with such a fixation for paperwork actually disseminating accurate reliable information on a timely, if not real-time, basis.

EXCELLENT WORK folks! Now if you could only come down here to the Great Lone Star State and share that expertise with some of our emergency management staff.....

Thanks again
dfawn@smtpgate.tnrcc.texas.gov

---

Date: Tue, 2 May 1995
From: Frankoke@aol.com
To: eipa@fema.gov
Subject: Re: FEMA OKLAHOMA CITY BOMBIN...

I am using these reports from the fema list serve to send into the High School here in New York state at the request of her Social Studies teacher in High School. It was remarkable how many junior students didn't have much information about this disaster. The teacher got a discussion going and my daughter told him about the listserve and he asked for copies. He was amazed at the facts and figures. Thanks for making this available. Also thanks for the good job at the scene of the disaster.

As a volunteer fire chief I am grateful for the commitment the government has put into this tragedy. Thanks again.

Frank Okrasinski

---

Date: Tue, 2 May 1995
From: Densley Palmer <dpalmer@calvin.linfield.edu>
To: eipa@fema.gov
Subject: Thanks
Thanks for keep us abreast of developments in Oklahoma City. I have shared some of the announcements with local folk with special connections to the situation there.

Densley Palmer

---

Date: Tue, 2 May 1995
From: Richard Sylves <sylves@strauss.udel.edu>
To: eipa@fema.gov
Subject: Bravo for OKC work
Thank you for your coverage of the Oklahoma City emergency/major disaster via internet. As a scholar of emergency management and disaster policy, I found the information you provided a very good account of FEMA's important role in the disaster response phase.

In the past FEMA has been criticized (I think unfairly) for doing more in the recovery stage and discounting response. You sitreps now show the important response activity you engage in. I hope you will continue to use internet in a similar manner in the future. Good job.

Prof. Richard Sylves
Dept of Political Sci U of Delaware
Newark DE 19716 302-831-4452 FAX

---

Date: Tue, 02 May 95
From: Michael Davidson <davidsom@CC.IMS.DISA.MIL>
To: Emergency Information Public Affairs <eipa@fema.gov>

Subject: Re: FEEDBACK ON SITUATION REPORTS

I appreciated the FEMA reports, as did many of the government staff here at the Joint Interoperability Test Command, Fort Huachuca AZ. Employees here found them to be factual, comprehensive and available at times when they could not access radio or TV. Keep up the good work.
Capt Mike Davidson, USN

---

Date: Tue May 02 1995
From: acoyle@oemd02.oem.state.or.us, acoyle@fema.gov
To: inet!eipa@fema.gov
Subject: feedback on situation reports

Don't take the feedback you are getting on your internet situation reports as the only feedback. Anyone who would have negative feedback probably would not have access to the internate in the first place.

The internet is a fast way to distribute information but the information only gets to a percentage of the people that may want it.

---

Date: Tue, 2 May 1995
From: Ida Miggins <gika@ix.netcom.com>
To: EIPA@fema.gov
Subject: FEMA situation reports

The current reports that are being sent from FEMA have been outstanding. This timely information allows our organization, Gifts In Kind America the opportunity to quickly update 100's of potencial product donor companies with high quality informaiton.

The entire site that has been developed and set up is excellant. I look forward to your future site improvements.

---

Date: Tue, 2 May 1995
From: Dale Harris <rodmur@ecst.csuchico.edu>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEEDBACK ON SITUATION REPORTS

You might also consider creating a moderated newsgroup, (say: misc.fema.reports), and echoing your reports to it. USENET might be a more convenient way for folks to access your reports.

Dale Harris, Volunteer Fire Captain,
Golden Feather Vol. Fire Co. 37, Butte County F.D., California, USA
(Nothing I say is official, for any department or organization.)

---

Date: Tue, 02 May 1995
From: Shirley Boozer <Shirley_Boozer.PUBLICATIONS@QMAIL.SLAC.STANFORD.EDU>
To: Emergency Information Public A <eipa@fema.gov>
Subject: Re: FEEDBACK ON SITUATION RE

Our site Emergency Response Organization indicates they have been made more aware by the reports from Oklahoma City, as well as from Kobe, Northridge, and of course, the Loma Prieta, as they prepare for the earthquakes that will inevitably occur here. The SLAC Emergency Response Organization makes every effort to improve our capability to handle large scale emergencies---there is an emergency exercise here at our work site this afternoon.

Your URL was kindly forwarded to earthquake representatives on site as an information resource. Your bulletins have been considerably more informative, and certainly less hysterical, than other sources in the media. Your information regarding the floods here in California was very helpful, as well.

This has certainly been a difficult year for us all. My opinion of FEMA and the job it does has been favorably affected by your bulletins. The effort you have made and the positive actions you have taken help to offset the serious disaffection toward our government engendered by the vicious and thoughtless manner in which some of the agents of the ATF have arrogantly carried out their duties.

There is a great need to restore confidence in actions taken by the agencies of our government, some of whom do not appear to remember that they are there to serve the needs of the people. It is to be expected that an agency of our government carry out its duties in a lawful and appropriate manner; being efficient and effective is an added bonus. What is most impressive is the thoughtfulness and consideration FEMA personnel have shown while performing their duties in extremely stressful and difficult circumstances, in an manner obviously well thought out and well organized. We can only hope that this example of prompt, appropriate, and well considered action can be an influence for good in these trying times. Other agencies of our government might well follow your excellent example.

Communication is the first step toward understanding. Keep up the good work.

---

Date: Tue, 2 May 95
From: "Nancy D. Dorman" <ndd4n@galen.med.virginia.edu>
To: eipa@fema.gov
Subject: Feedback

Felt your situation reports were very factual and concise. Was refreshing to have real information instead of the information coming from the media which was at times very confusing and sensational. Job Well Done
Nancy Dorman, Strategic Planning & Market Research, Health Sciences Center

Box 272, University of Virginia, Charlottesville, VA 22908
Telephone: 804-924-5278 or 804-982-1793
EMAIL ADDRESS: ndd4n@Virginia.EDU

---

Date: Tue, 2 May 1995
From: dmoats@dns.cpbx.net
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEEDBACK ON SITUATION REPORTS

Excellent service! I am the Emergency Manager for Bartholomew County, Indiana. I would hope that eventually almost all of FEMA news, directives, etc. be handled this way. I would hope that eventually all 50 states Emergency Management Agencies can be tied together thru the net. Keep up the good work!

---

Date: Tue, 2 May 95
From: DONCHIN@md2.huji.ac.il
To: eipa@fema.gov
Subject: Information

I am going to use all the information as a teaching file in our hospital and in the EMSS system. Thank you for a good lesson how to cope with dissaster . We participate in your sorrow, and we do hope to share the lessons learned from the efforts to rescue, save life and cope with the devastation.

The fact that in Israel I got a list of hospitals and names of the wounded is of great in mportance to our system. only a month ago we have a mass casu. event in the heart of Tel Aviv and I am sure that we shall start to use the net.

Yoel Donchin MD
Hadassah Hebrew University Medical School
Jerusalem Israel

---

Date: Tue, 2 May 1995
From: "Alan B. Clegg" <abc@arg.com>
To: Emergency Information Public Affairs <eipa@fema.gov>

Subject: Re: STILL POOL PHOTOS AVAIL OF FEMA SEARCH/RESCUE OPERATIONS, OK , CITY
On Tue, 2 May 1995, Emergency Information Public Affairs wrote:

Hope you have seen our photos on the Web. Address is:

http://www.fema.gov/fema/update.html

REPLY: Yup, sure did. Thanks for the work! Looks good! Let's hope that we don't have to do it again. The press-releases have been a God-send for the folks here that get e-mail but don't get good radio/tv reception [at work].
Thanks again,

---

Date: 02 May 1995
From: "Dave Abbott, Chief," <HW1.DABBOTT@HW1.CAHWNET.GOV>
To: EIPA@fema.gov
Subject: SITUATION REPORTS

601 North 7th Street, MS 725, Box 942732, Sacto 94234-7320
Phone (916) 323-3675/8-473-3675, FAX 323-3682/8-473-3682

The automatic distribution of situation reports and information has been very helpful. Keep up the good work!

---

Date: Tue, 2 May 1995
From: Tim Burdick <timmer@suncqs.fw.vt.edu>
To: eipa@fema.gov
Subject: www and e-mail feedbck

The www and e-mail FEMA reports have been especially helpful by allowing me to provide timely and accurate information to local organizations involved with disaster assistance. Thanks for the communications.

Tim Burdick
Montgomery County Chapter (VA) Board Member
American Red Cross
Co-chairman, Disaster Services
Communications Coordinator

---

Date: Tue, 2 May 1995
From: Darrell Sides <dsides@police.mtsu.edu>
To: Emergency Information Public Affairs <eipa@fema.gov>

Subject: Re: FEMA OKLAHOMA CITY BOMBING SITREPS

Sirs:

Your situation reports were more informative than the information that the media, in general, was putting out. I am just a firefighter and have no connection with the media for which these seemed to be designed for, yet they contained much info. that I was wanting. I also received MANY positive comments from the people that I fowarded your reports to. Thank you so much for providing this service.

Lt. Darrell Sides
Rutherford County Fire Dept.
Murfreesboro, Tennessee

---

Date: Tue, 2 May 1995
From: Mark Stewart <mstewart@wln.com>
To: eipa@fema.gov
Subject: Use of Internet

Thank you for posting the situation reports on the Internet. I personally have found them useful in a number of ways. I downloaded them, and placed copies on our computer network for all staff to access.

I believe the sitreps were useful because they provided a holistic picture of the federal response to the disaster; covered issues that the media has not covered nor explored; and they provide a model for situation reports that state and local response and recovery agencies can use during disasters.

The feedback from the staff who have accessed copies of your reports I placed on our network has been positive. The Internet appears to be an efficient way to disseminate much information to many people quickly. I encourage you to continue. It also will provide me with a model for information dissemination in Washington state.

Thank you again for your efforts.

Mark Stewart, public information manager
Washington State Emergency Management
(360) 923-4505

P.S. - We are just starting to use the Internet. We go have a number of earthquake preparedness planning guides posted and available for downloading. They are available by ftp at olympus.dis.wa.gov in the pub/emegrency_mgmt/earthquake_info directory.

Date: Tue, 2 May 1995
From: Eric Hammond <eric.hammond@sdrc.com>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEEDBACK ON SITUATION REPORTS

Please continue to let us know what you think. I do not watch TV news. I do not read news magazines or newspapers. My knowledge of the Oklahoma City disaster has come entirely from your service and a few WWW sites. Thank you!

Eric.Hammond@sdrc.com 513/576-5907
Structural Dynamics Research Corporation
2000 Eastman Drive, Milford OH 45150 USA

---

Date: Tue, 2 May 1995
From: DonFuego@aol.com
To: eipa@fema.gov
Subject: Internet Sit Reps

I'm a sixteen year-old that is subsribed to your mailing list. I am a member of several disaster response teams, Search and Rescue, damage assesment, and others. Everyday for the past week I have been loking forward to the reports that I have been getting from you. I wanted to thank you and tell you that you're doing a great job.

Michael Westman
Donfuego@aol.com

---

Date: Tue, 02 May 1995
From: ogden.w.rogers@uwrf.edu
To: eipa@fema.gov
Subject: feedback on FEMA info

Dear EIPA at FEMA:

Those of us in the academic community (well, at least myself), who follow disaster remediation, preparedness, and response have been pleasantly surprised by your wonderful addition of timely information to the "net". I now chalk your posts as welcome information, up on par with the data (sitreps) communicated by vita.org.

I would appreciate seeing future disaster situation reports paying more detail to federal response by emergency support function (ESF), not just FEMA response. This level of detail and method of reporting got better with Oklahoma City than earlier info on California Winter Storms.

Known info on the collaborating NGO's (NVOAD) is also very, very useful.

Obviously, non situation-report information, such as policy initiatives, the possible programmatic changes of the Agency are very much appreciated, and contribute making the Agency's important mission communicated effectively to the American public. I would imagine that as FEMA begins to emphasize the cost effeciencies in preparedness versus response initiatives, this effective communication role will become even more important.

I look forward to hearing more good things about FEMA's role in supporting the public well being.
Sincerely,

Ogden Rogers, Ph.D.
Assistant Professor of Social Work
University of Wisconsin-River Falls

---

Date: Tue, 2 May 1995
From: Hazmat8826@aol.com
To: EIPA@fema.gov
Subject: FEEDBACK

To Whom it May Concern;

I must Congradulate Your Organization for the Outstanding Work That Was Provided During the Oklahoma City, Ok Bombing. I Enjoyed Receiving the Reports Updating Me on the Status of Progress Being Made Not Only Solving the Case but the Status at the Federal Building.

I Am a Army Mars Member Here At Fort Leavenworth, Kansas and Maybe Will Be the next Operations Officer for Kansas Army Mars. As You Know We at Mars Do Participate in Joint Fema/marsExercises. I Am Looking Forward to Working with the Region 7 Staff During the State of Kansas Races Exercise in September. I Have Learned a Lot from Several Members of the Region 7 Staff Here in Kansas City. One of Which Is Lee Clark Who Is Also a Mars Member.

Keep up the Good Work. I for One Enjoy Working with and Learning for My Counterpart at the Federal Level. It Gives Me a Better Understanding How we all tie in together. I am also currently working for the Leavenworth County kansas office of emergency management, and for the state of kansas Office of emergency prepardness as the deputy director for races.

I for one would like to keep receiving any and all information from your Office. This information has helped me train other organizations with aBetter understanding of fema and emergency communications. I look forward toWorking with fema when ever possible. God speed
KEVIN E. BADGER
N0UKM / AAV7CC, AAM7RKS

92 KANSAS AVE, FORT LEAVENWORTH, KS 66027-1144
P.S. I represent may organiztions from local to federal. From fire / ems to Emergency management to amateur radio / army mars communcations

---

Date: Tue, 2 May 1995
From: ClancyPh@aol.com
To: eipa@fema.gov
Subject: Re: Feedback on Use of Internet

Dear FEMA:
I think everything you have put "on-line" has been extremely useful....from the OKC sitreps, to the California Flood Progress Statements, to the National Performance Review papers, comments and strategies.

Actually, I'd like it to keep going on...since as an America-On-Line user, my access to the WWW is non-existenet (at least for another month...they are field-testing their new server)

By-the-by---This is Clancy Philipsborn speaking to you. I am President of The Mitigation Assistance Corporation as well as the Hazard Mitigation Technical Assistance Partnership, Inc. (Boulder, Colorado). Both of these companies have multiple subcontracts on FEMA work (training, planning, disaster response and recovery, national policy).

I find the "net" as the most convenient source to-date for keeping abreast of all the things everyone is involved in. It's great!

In fact, FEMA should require that FEMA personel tap into your own info. On several occaisions in the past month I have had discussions with FEMA Headquarters personnel who had not yet received some of the info that I got off the "net"! They were amazed, and a little embarrassed....

Don't limit public access as a response to this comment....rather....just keep your own troops equally informed!

Thanks.....I'd be interested in receiving your comments back as well....(I think I've sent other responses to your e-news as well. Are you getting them?)

Clancy

---

Date: Tue, 02 May 1995
From: tf_coonelly@ccmail.pnl.gov
To: eipa@fema.gov
Subject: Re: FEEDBACK ON SITUATION REPORTS

We found your situation reports during the Oklahoma situation to be very informative and a useful balance against the medias reports. I forwarded them as they arrived to other members of our team and they were very interested in them as well. I would like to encourage you to keep this service in future emergencies. Thanks

Tom

---

Date: 03 May 95
From: Greg Harlow <75300.1575@compuserve.com>
To: FEMA <eipa@fema.gov>
Subject: FEEDBACK ON SITUATION REPORTS

Dear FEMA NetSurfers,
I and my other associates find the sitreps to be exremely valuable in knowing what the status of our home team was. We deployed five dogs on two task forces and it was good to get the info daily.
I encourage you to continue this and the work you're doing on the web (www). If you have any questions please feel free to contact me at:
1975300.1575@compuserve.com

Sincerely,
Greg Harlow ---------- Serving Public Safety Needs since 1976 *
CA OES MSF, California Rescue Dog Handler Team 137, E2E:865122 *
CPT, Alameda County Sheriff's Diver * Search & Rescue K9 Handler *
KE6GSW, San Jose, Santa Clara County RACES, CARDA Communications *
SFC, US Army Reserve, Special Operations, JKF SWC, Civil Affairs *
Home:408 729 1627/1628 | Apple:408 974 3815 | Pager:408 485 7463 *

---

Date: Tue, 2 May 1995
From: Gerry Mitchell <mitch@fortnet.org>
To: eipa@fema.gov
Subject: Disaster Reports

The reports put out by FEMA in the OKC disaster were great, as many people didn't have access to TV and could stay right up to the minute of what was happening there.

I appreciate what was done and while I hope we never have anything like OKC again, feel that its a great way to get information out to millions of people.

Gerry Mitchell
Ham Call: KB0PJG
Red Cross: DAT/DSHR/First Responder Student
USPSA Member

---

Date: Tue, 2 May 1995
From: Roger Zutterling <roger.zutterling.0@tbc.org>
To: eipa@fema.gov
Subject: Situation Reports

Congratulations! The situtation reports provided by the personnel during the Oklahoma City Bombing disaster were outstanding! The information provided by EIPA was very valuable to those that live outside of the immediate area of the disaster. Although our cable provider and local television stations provided information regarding the bombing the information contained in the situtation reports proved to be more reliable than what some of the media was reporting. Also since I work full time at night the information was waiting for me to read when I had the time, not when the local media decided to inform me.

The only question I have is if there is a way to obtain the situtation reports directly from EIPA@FEMA.GOV instead of going through a listserv that is not part of the .GOV ? Currently I am obtaining the reports through the following listserv : mediccom.norden1.com

Thank you and keep up the good work!

Roger Zutterling
Cincinnati, Ohio

---

Date: Tue, 02 May 1995
From: Scott Schroeder <fyrfytr@eskimo.com>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEEDBACK ON SITUATION REPORTS

I joined this mailing list rather late into the recent Oklahoma City incident, but have found this information to be a terrific resource. I am a firefighter in Washington State, my whole crew has been following these reports by using my personal laptop at the station to login to Internet and read the latest reports. Please keep with this program for any future incidents. Thank you.

Date: Wed, 3 May 1995
From: "M. Harrison" <poa01@cc.keele.ac.uk>
To: eipa@fema.gov

Subject: FEEDBACK

Your sitrep reports much appreciated here. We all saw the TV and read the papers but your sitreps provided insight that they did not into the scale and nature of the operation and how it was organized.

Read with interest by my colleagues and fellow operators in the Radio Amateurs' Emergency Network and then passed to my County Emergency Planning Officer who does not as yet have Internet access - but I'm working on him!

Best regards

Martin Harrison
Staffordshire Controller, UK Radio Amateurs' Emergency Network

---

Date: Wed, 03 May 1995
From: hans zimmermann <HANS.ZIMMERMANN@itu.ch>
To: Emergency Information Public Affairs <eipa@fema.gov>
Subject: Re: FEEDBACK ON SITUATION REPORTS

Re. FEMA Reports on Internet

I fully share the positive view obviously expressed by many recipients already ! With all its limitations in respect to absolute reliability, security and so on, the internet is a great carrier for up-to-date info of this kind. While my office, the United Nations Department of Humanitarian Affairs, was not involved with this disaster, our search-and-rescue specialists followed the developments very closely, and the FEMA reports were an excellent complement to the information available through the media, because they give the professional rather than journalistic viewpoint.

This efficient and effective use of internet by FEMA also encourages us, to make increasing use of the information superhighway for our own tasks (such as sitreps on disasters which involve our department in regard to international humanitarian assistance).

Thanks, and keep up the good work !

Hans Zimmermann
Senior Humanitarian Affairs Officer
United Nations, Department of Humanitarian Affairs
Palais des Nations
CH-1211 Geneva 10
Switzerland e-mail: hans.zimmermann@itu.ch
dir.phone +41 22 917 3516 fax: +41 22 917 0023

---

Date: Wed, 3 May 1995
From: WDEWEY@aol.com
To: eipa@fema.gov
Subject: DISASTER REPORTS

Thanks for the daily updates from OK city. Much appreciated. Prophets expect more hurricanes, earthquakes, etc. during the next few years. It will be a busy time for us all.

INET is a great way to communicate with the citizenry. Thanks.