

**Statement for the Record**

**The Honorable R. David Paulison**

**Director  
Federal Emergency Management Agency**

**Before the  
Committee on Appropriations  
Subcommittee on Homeland Security  
U.S. House of Representatives**

**March 13, 2008**

## *The Way Forward*

Mr. Chairman, Ranking Member and Members of the Committee; I am pleased to be here today to discuss the Federal Emergency Management Agency's (FEMA) Fiscal Year 2009 (FY09) budget request. The proposed FY09 budget will give FEMA the resources to continue to build our nation's capability to respond to any and all incidents that may occur, and to aid in the country's recovery process as necessary.

It is important for me to provide the committee and the American people with an update of what FEMA has accomplished with the resources you have already provided. The FEMA of 2008 is not the FEMA of 2005. Thanks to the strong support we have received from your Committee, we have dramatically improved our ability to aid the nation in preparing for, responding to and mitigating against disasters, both natural and man-made. The FEMA of 2005 was designed to respond to incidents after tribal, state and local officials were overwhelmed. The FEMA of 2008 is a forward leaning organization poised to partner with tribal, state and local officials at the onset of a disaster. This has resulted in FEMA receiving very positive accolades, most recently with the tornados that devastated Arkansas, Tennessee and Kentucky.

When I took over the position as Administrator of FEMA I knew that a complete turn around would not be an easy nor rapid one. Yet with a dedicated staff and hard work, we are carrying out a three-phase approach to bring FEMA back to its position of being the Nation's preeminent preparedness and emergency management agency. The first phase established the vision of what the New FEMA would be. This vision is structured around the Post-Katrina Emergency Management Reform Act (PKEMRA) and other legislation that was directed at clarifying FEMA's roles and was our major focus in FY07 and early FY08. This legislation guided us to our path forward. The physical transition of preparedness components into FEMA on April 1, 2007, completed Phase 1 of our total transformation.

Phase 2 is the ongoing implementation phase. We are not just paying lip-service to the guidance Congress gave in legislation, but the breadth of full implementation has been neither quick or simple. I pledge that I will try to complete Phase 2- Implementation before I leave my post. We experience success every day implementing reforms from the legislation; whether it is providing timely reports to Congress or reaching our goal of staffing 95% of our appropriated positions.

The progress that FEMA is able to make and the success we experience would be impossible without our dedicated employees. The FEMA workforce has made me proud in the 3 years that I have been Administrator. Every day, whether they have been in their jobs for 3 months or 30 years, they work hard despite being routinely pummeled for decisions made in the past or press accounts that ignore the facts in favor of a punch-line. I have never worked with a group that is more skilled or more committed to their mission. On a very personal note: The individual who has been my right hand in making all of these changes and improvements is Admiral Harvey Johnson, who serves as the Acting Deputy Administrator and Chief Operating Officer of FEMA.

FEMA has made it a priority to hire seasoned professionals in emergency management into leadership positions. The career employees that FEMA hires are at the top of their game, whether in the field of logistics, in IT or acquisition, as operational planners, or as experts able to deliver disaster assistance. These are the people who pour their hearts and souls into FEMA and make it what it is, and that will make it the agency that I have described in my vision. Our political employees are individuals with experience in the field of emergency management or preparedness. Some of these folks have been Lieutenant Governors, State Directors of Homeland Security, and CEOs of non-profits, firefighters, local emergency managers, and police chiefs. These are qualified individuals whom I trust to stand by me and who allow me to make fast and informed decisions during times of disaster.

FEMA will reflect the expanded scope of the agency's mission – a mission supported through building a National Emergency Management System that provides for a more nimble, flexible use of national resources. It will strengthen coordination among FEMA elements and with other DHS components, and will enable FEMA to better coordinate with agencies and departments outside of DHS. It will also deliver enhanced capabilities to partners at the state and local level and engage the capabilities of the private sector. FEMA will be an organization in touch with America and valued across all jurisdictions as an engaged, agile, responsive, and trusted leader and partner.

We do not take the trust of the American people for granted. The American tax payers are investors in our agency and we want to be able to give them a return far beyond the dollars that they invest into our annual budget. FEMA is meeting the critical challenge of outlining a clear course of action to transform the agency into the Nation's preeminent emergency management and preparedness agency. This effort continues to require a concerted and comprehensive strategic approach and results-oriented planning to efficiently and effectively use future agency budget dollars to build the core competencies and support systems needed to achieve FEMA's vision.

The FY09 budget request begins Phase 3, becoming the Nation's preeminent emergency management and preparedness agency. I would like to see much of the groundwork in place by next fall. My intent is to leave this agency in a much better position to serve the American public than I found it, and lay the foundation to allow FEMA to continue as a leader in times of need.

To achieve this overarching goal, FEMA needs to continue to invest in people to ensure mission success and establish a business culture that rewards performance and stewardship to build public trust and confidence. Our FY09 budget request represents the second installment to achieve this vision for the continued transformation.

It reflects an ongoing examination of the base budget to more effectively apply resources to meet legislative mandates and implement the FEMA vision. The FEMA Management and Administration appropriation has been restructured to reflect the realignment of core management and administration functions and resources from appropriations for the

Disaster Assistance Direct Loan Program, the United States Fire Administration, and the Disaster Relief Fund. The proposed realignments will improve management efficiency and accountability, and provide a stable operating budget for non-disaster fixed-costs. Going forward, FEMA expects further revisions to increase management efficiencies by requesting authorization to include management costs for State and Local Programs within the FEMA Management and Administration appropriation.

## **RESPONDING TO DISASTERS THIS PAST YEAR**

In the past year, FEMA has responded to many disasters in all regions of the country to include 63 major presidential disasters and 13 emergency declarations. In addition, FEMA issued 60 Fire Management Assistance Grants to assist communities in lessening or averting catastrophes from wildfires. While all of the disasters in 2007/2008 were natural, an effective response to a natural disaster is a good indication that with the help of the Federal government, the local and State governments involved will be able to respond effectively to a man-made disaster or act of terror. FEMA has been praised for its readiness and its adept responsiveness in the past year. The following are some of the disasters that FEMA participated in.

The tornado in Greensburg, Kansas was an instance where FEMA's response was well coordinated, well timed, efficient, and effective. After the deadly F5 tornado, FEMA was onsite within hours with command and control mobile facilities. We began providing temporary housing and direct aid to victims within the first 24 hours and FEMA Disaster Assistance Directorate is playing an integral part in ensuring the needed funds are available for rebuilding.

Following additional tornadoes in the Southeast, FEMA grants made possible a temporary facility to fill in for a destroyed high school and then to replace it permanently in Alabama. Through a new construction concept, a destroyed Georgia hospital will be replaced in record time. FEMA's response to the threat of Hurricane Dean making landfall in the United States, the levee break in Nevada, and the wildfires that raged in California were equally impressive. There was coordination between local, State, and Federal emergency managers in each of these instances and FEMA had true visibility into the resources that were needed. Our efforts to improve are working. The American people should feel safer knowing that we are being tested and not only are we able to respond, we are responding well.

### *California Wildfires*

In 2007, FEMA employed a more forward leaning posture, engaged in stronger collaboration and partnerships at the local, State and Federal levels, and adopted a greater operational focus, resulting in stronger and more agile disaster response capabilities. The California Wildfires included 20+ fires and burned over 500,000 acres; destroyed over 3,000 structures; damaged over 200 structures; and evacuations of over 3,000 people. The Federal response included over 10,000 emergency response staff. The response to

the California Wildfires provided an opportunity to implement and evaluate FEMA's new/enhanced capabilities.

- The National and Regional Response Coordination Center (NRCC/RRCC) upgrades increased operational capability by providing seamless connectivity with DHS NOC and California and other Interagency EOCs, which provided a forum to share situational awareness and common operating picture, and immediate decision-making.
- The NRCC also exhibited its new and improved ability to coordinate and exchange information. FEMA held regular/ongoing VTCs to facilitate synchronized efforts between the State of California, the JFO and the NRCC. Approximately 25-30 organizations participated by video and 50 by audio in daily National VTCs, including substantial and direct involvement of DHS components, Department of Defense senior leadership, and other Interagency partners such as the U.S. Forest Service. Using U.S. Forest Service weather reports, a first for FEMA, proved to be invaluable in supporting response efforts.
- FEMA also demonstrated the flexible/scalable response capability of its Federal response teams. ERT-N members were deployed to staff the JFO; FIRST Atlanta provided real time situational awareness onsite (deployed to Qualcomm Stadium and then to Local Assistance Centers); FEMA had complete and full integration of FEMA and CA OES operations at the JFO.
- The new Operational Planners also provided improved planning capability at FEMA Headquarters. The Planners worked in coordination with the NRCC Activation team and demonstrated their ability to rapidly identify critical issues; helped coordinate medical evacuation planning with the Defense Department, HHS and the JFO; and synchronized interagency planning with NORTHCOM and the DHS Incident Management Planning Team.

### *Hurricane Dean*

The response to Hurricane Dean provided an opportunity to implement and evaluate FEMA's new/enhanced capabilities.

- Demonstrated flexible/scalable response capability, with forward deployment of FIRST Atlanta to Puerto Rico to provide real time situational awareness, followed by its redeployment to the mainland, along with FIRST Chicago's deployment to Texas. FEMA also staged 6 US&R Task Forces in Texas and executed ambulance contracts with DHHS to support the State of Texas (results of the gap analysis facilitated the response).
- The new Operational Planners provided improved planning capability in the areas of current and future planning; supported Regions II, IV, and VI liaisons in

extensive planning with the States; and facilitated extensive evacuation coordination/planning between R-VI and Texas.

- Greater use of Pre-scripted Mission Assignments (PSMA): Executed approximately 28 PSMA's with 13 different organizations.
- Improved coordination and information exchange--Approximately 75 organizations participated by video and 120 by audio in daily National Video Teleconferences.
- There was substantial and direct involvement of Department of Defense senior leadership (OSD, JDOMS, NGB, NORTHCOM, and ARNORTH).
- The NRCC/RRCC participated in internal State of Texas conference calls. Improved situational awareness linkages enhanced decision making.
- Piloted GAP Analysis Program: methodology providing snapshot of resource shortfalls at local and State levels requiring Federal support. Focus--Debris Removal, Interim Housing, Sheltering, Evacuation, Commodity Distribution, Medical Needs, Fuel, Communications. Piloted in 18 hurricane-prone States—facilitated support to TX.
- More structured After Action Reviews were conducted: Senior Level, Interagency, Regional, NRCC, and ESFs.

The position that we are in now, with the support requested in the FY09 Budget will help us to further institutionalize these processes that were not possible in the past, FEMA will also continue to implement internal reforms, perform external outreach, and reorganize into the best agency possible in FY 2009.

## **BECOMING THE NATION'S PREEMINENT EMERGENCY MANAGEMENT AND PREPAREDNESS AGENCY**

Each FEMA Directorate and Office contributes to reducing the loss of life and property and protecting the Nation from all hazards, including natural disasters, acts of terrorism, and other man-made disasters, by leading and supporting the Nation in a risk based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation.

I would like to illustrate the major steps that, with your support, FEMA was able to take last year and our plans for how FY09 budget will further our integration of these programs.

## National Continuity Programs Directorate

In FY 2009, NCP will work to complete capability demonstration of the IPAWS program. The objective of IPAWS program is to warn and alert the American people in situations of war, terrorist attack, natural disaster or other hazards to public safety and well being with threshold of 85% within 10 minutes and target of 95% within 10 minutes. NCP also will update protocol to communicate essential and accurate information to the public prior to, during and after a catastrophe.

NCP will continue to use base resources to sustain COOP, COG, and contingency programs that are well-developed and operational and continue to enhance interagency communications to support national-level command and control systems and continue to develop and deploy new technologies to improve contingency system programs.

### Integrated Public Alert and Warning System

FEMA's current emergency alert system, known as the Emergency Alert System (EAS), has been in place since 1994, replacing the Emergency Broadcast System (EBS) that launched in 1963. The EAS allows the President to transmit a national alert within 10 minutes to citizens, and it allows state and local government officials to send messages during non-federal emergencies. The Integrated Public Alert and Warning System (IPAWS) system leverages digital and satellite technology to expand alerts and warnings from audio to new communication mediums, including text and video available over radio, television, telephones, cell phones, and e-mail. In 2007, NCP partnered with the Sandia National Laboratory on an IPAWS partial-system pilot in the Gulf Coast States of Alabama, Louisiana, and Mississippi during hurricane season. This successful three-state pilot ran from August 2007 through December 31, 2007, and dramatically increased the states' ability to protect residents during an emergency, and established FEMA's role as the lead federal agency for national alerts and warnings.

In the event of a national emergency, the President will have the capability to speak to 90% of the listening public through the Emergency Alert System (EAS) using radio broadcast stations. The focus for FY09 is to work to complete capability demonstration of the IPAWS program to achieve the objective of warning and alerting the American people in situations of war, terrorist attack, natural disaster or other hazards to public safety and well being with a threshold of 85% within 10 minutes and target of 95% within 10 minutes.

### Continuity Planning

In support of FEMA's mission to provide continuity guidance and support to federal, state, and local government continuity planning across the United States, in coordination with DHS, the Homeland Security Council (HSC) and other key stakeholders, NCP drafted and published the National Continuity Implementation Plan, which was signed by the President in August of 2007. NCP also published two Federal Continuity Directives (FCD1 and FCD2) directing executive branch departments and agencies to carry out

identified continuity planning requirements and assessment criteria. Lastly, NCP coordinated and supported continuity activities at the national, state and local levels across the nation, including, Philadelphia Liberty Down, an inter-agency Continuity of Operations exercise, in which over 700 key government officials participated.

### Mitigation Directorate

The Department of Homeland Security's Federal Emergency Management Agency made a significant investment in its Mitigation workforce and its ability to affect real change in practices that make the nation safer, stronger and more disaster-resistant. Over the past year, FEMA's Mitigation Division has been successful in getting improved disaster-resistance standards included in the nation's material and building codes, training more inspectors than ever, and supporting communities nationwide through technical assistance and grants.

In FY 2009, the National Hurricane Program will complete four hurricane evacuation studies that effect coastal counties in four States (to be determined) by providing technical information in order to safely evacuate those coastal populations that may be impacted by potential storm surge inundation from Category 1-5 hurricanes. The National Dam Safety Program will continue the development and implementation of technologies and tools for the identification and prioritization of the risk associated with state-regulated high- and significant-hazard potential dams. Risk assessment and risk prioritization of our Nation's aging dam infrastructure is a clear priority. And, Regional and Disaster Support will develop a system to track and maintain relevancy of disaster field operations training; quantify best practices of mitigation and insurance disaster operations and provide mechanisms to standardize practices across JFOs; develop customer service feedback; and measure the impact of public mitigation information in increasing mitigation measures taken.

### *Hazard Mitigation Assistance Grant Programs*

FEMA's Hazard Mitigation Assistance Grant Programs will eliminate or reduce future damages from natural hazards to private and public structures and the plans will guide the future mitigation activities for jurisdictions in the years to come.

In FY 2009, FEMA will provide technical and financial assistance to state, local and tribal governments to assist in the implementation of pre-disaster hazard mitigation measures. Funding these plans and projects reduces overall risks to the population and structures, while also reducing reliance on funding from actual disaster declarations. A Congressional Budget Office report, "Potential Cost Savings from the Pre-Disaster Mitigation Program," concluded that future losses are reduced by about \$3 for each \$1 spent on those projects, including both federal and non-federal spending. CBO found that total dollar value of the expected reduction in disaster losses from the projects funded (to date) exceeds the projects costs.

Also, FEMA will provide technical and financial assistance to state and local governments for developing and enhancing hazard mitigation plans that identify risks, and develop strategies to reduce those risks. This will allow a greater number of communities to be eligible for the full spectrum of disaster assistance in the unfortunate event of a declaration, allowing communities to better address citizen needs during such times.

Finally, FEMA will maintain and enhance processing and information systems for managing data on mitigation projects implemented. This data will be used to track and continuously verify program performance and benefits and ensure FEMA is able to promptly and effectively support State and local governments most in need..

#### *National Flood Insurance Program*

The National Flood Insurance Program now has a record 5.5 million property owners protecting themselves through flood insurance. There has been a nearly 18 percent growth in the number of new policies over the last two years and improved training for the agents has added to the success of the program. In the last year alone, some 44,000 agents have been trained nationwide to assist individuals and communities to participate in the program. FEMA will continue to support these 5.5 million property owners and provide technical and financial assistance to States, tribes, and local governments for activities that mitigate the risk from future disasters.

#### *National Earthquake Hazard Reduction Program (NEHRP)*

Also, the number of earthquake-prone jurisdictions which have adopted tougher, more disaster-resistant building codes jumped 30 percent. And now, nearly two-thirds of the Nation's population is covered with an approved local mitigation plan. To provide consistent and competent education to the public on the critical importance of reducing earthquake risk and limiting future earthquake damage, FEMA needs to adequately invest in our staff. Therefore, \$4M (2 FTE) of our \$25.7M request to Shape the Work Force will be dedicated to support enhancements to the National Earthquake Hazards Reduction Program and Building Science Program.

The critical impact of these programs was illustrated in Washington after the 2001 Nisqually Earthquake. Major Gen. Timothy J. Lowenberg, the Adjutant General Director, Washington Military Department said, "The February 2001 Nisqually earthquake was the largest disaster in state history, yet property damage and personal injuries were minimized because of pre-quake programs that reinforced transportation infrastructure, improved construction standards, and enhanced awareness and safety practices in homes, schools and places of employment. Losses were held to a manageable level, largely because of a decade of preparation, planning and pre-disaster mitigation efforts. This reflects the overwhelming success of our state and local education and outreach programs to the general public as well as to schools, businesses and non-profit agencies."

### *Map Modernization*

In addition, with funding through FY 2008, the Mitigation Program continues its major effort to modernize and update the Nation's flood maps, resulting in improved digital flood maps for the entire Nation. This effort ensured 75% of the flood hazard boundaries on those maps meet the standards for horizontal accuracy and refreshed 30% of the detailed flood hazard data on those maps, ensuring it represents current conditions.

In FY 2009 FEMA is requesting \$150 million to preserve this Map Modernization investment and make progress toward addressing flood hazard data needs for communities who rely heavily on structural flood control defenses as well as those communities along the Nation's open coasts. Further, the requested FY 2009 funding will allow FEMA to smoothly transition to a future multi-year mapping endeavor. With the floodplain management standards of the flood program, an estimated \$1.2 billion per year will be avoided in flood losses.

### National Preparedness Directorate

The National Preparedness Directorate (NPD) was established on April 1, 2007, as a result of the Post-Katrina Emergency Management Reform Act of 2006 to oversee coordination and development strategies necessary to prepare for all-hazards. FEMA renewed its focus on building a culture of preparedness in America through its integration of the National Preparedness Directorate, an expanded Citizen Corps Program and coordinated activities with Ready.Gov and the Department of Homeland Security.

In 2007 NPD took part in several major preparedness initiatives. In October, NPD assisted in the administration of Top Officials 4 (TOPOFF 4), the fourth exercise in the national series of exercises designated to strengthen the national capacity to combat terrorist attacks. TOPOFF 4 simulated a coordinated terrorist attack that involved a radiological detonation device or "dirty bomb" released in Guam, Arizona and Oregon.

In December 2007, in an effort to better perform FEMA's mission of preparing the nation for all-hazards, NPD was instrumental in facilitating selections of the newly created Federal Preparedness Coordinators (FPC). FPCs will play an integral role in FEMA's effort to coordinate national preparedness and will be responsible for strengthening, integrating and institutionalizing the region's preparedness efforts to prevent, protect against and recover from threatened or actual disasters.

In January of 2008, NPD released the National Response Framework (NRF), the successor to the National Response Plan (NRP). The NRF establishes a comprehensive, national, all-hazards approach to domestic incident response and incorporates many NRP elements and lessons learned. Incorporating input from hundreds of individuals, organizations, and governmental partners, the new NRF provides clear guidance over the integration of community, state, tribal and federal response efforts. The FY09 request will continue to provide training, exercise and planning dollars to support federal, state and local implementation of the NRF and NIMS.

### *National Integration Center*

The National Integration Center (NIC) outlined the agency-wide organizational plan for improved delivery of training and exercises preparedness programs and began serving as FEMA's coordinating body to the FEMA Regions for preparedness-related missions. Over the next year, the NIC will continue to implement its integration-focused strategy for training, exercises and credentialing.

### *Emergency Management Institute*

The Emergency Management Institute (EMI) developed the Disaster Services Account (DSA) funding tool in 2007 to ensure training activities better reflected the EMI mission and operational priorities by prioritizing requested training activities, including deliveries, developments, updates and associated activities. This initiative closely ties the DSA training activity at EMI to the FEMA nine Core Missions and four additional justification criteria. This tool is used on an annual basis to plan, prioritize and fund \$6 million in training requirements at EMI in support of disasters.

In FY09 EMI will continue to develop and deliver its national-level training program and evaluate the effectiveness and the impact on Federal, State, local, tribal, public, and private sector officials. To assure efficacy of effort and parallel alignment with DHS and FEMA goals and activities, EMI will employ assessment tools and peer reviews to measure program outcomes and alignment. EMI will continue to design and deliver exercise-based NRF IEMCs for additional Regions and States.

### *Center for Domestic Preparedness*

The Center for Domestic Preparedness (CDP) trained more than 65,800 state and local emergency responders through resident, non-resident, and indirect training programs that focused on advanced hands-on, all-hazards training in 2007. CDP plans to continue the preparation of the state, local, federal, international and the private sector first responder community for dealing with all-hazards and weapons of mass destruction threats to communities, people, resources and capacities through training, education, technical assistance and general support activities. CDP projects an increase in enrollment of 10,000 students this year, to a total of more than 75,000.

### *Training and Exercise Integration*

The Training and Exercise Integration (TEI/TO) trained more than 189,000 first responders in preparing the nation to prevent, protect against, respond to and recover from incidents of terrorism and catastrophic events. In addition, nearly 218,000 state and local homeland security preparedness professionals received access to all-hazards awareness information via satellite broadcasts. TEI/TO also distributed \$213.1 million in grant money under two programs that strengthen the coordinated training efforts of

homeland security preparedness, the Homeland Security National Training Program (HSNTP) and the Competitive Training Grant Program (CTGP).

#### *National Exercise Division*

In 2007, the National Exercise Division (NED) successfully introduced and implemented the National Exercise Program (NEP) designed to improve the delivery and organization involved with planning for, developing and executing preparedness-related exercises for the federal government. NED will continue implementing and teaching the NEP across federal agencies, as well as with state and local exercise constituents. These exercises will eventually be coordinated through a National Exercise Schedule that will be a 5 year calendar of events.

#### *Technical Hazards Division*

In 2007, Radiological Emergency Preparedness Program (REPP) conducted and evaluated 76 Radiological Emergency Preparedness (REP) exercises, medical drills, out-of-sequence drills and remedial drills. These exercises and drills served to test the radiological emergency response plans and preparedness for the offsite response organizations surrounding nuclear power facilities. REPP also conducted 11 technical reviews of proposed REP Alert and Notification System modifications and granted approval for forthcoming modifications. In 2008, each site will continue to be required to have a system in place, within the 10 miles surrounding a facility, to alert and notify the members of the public and notify them in the event of an incident.

#### *Community Preparedness Division*

The Community Preparedness Division (CPD) was successful in 2007 in its efforts to build preparedness at the community level by coordinating and encouraging citizen participation in preparedness activities. Working through the Citizen Corps program, in 2008, CPD will continue to bring community and government leaders together to increase all-hazards emergency preparedness, planning, mitigation, response and recovery efforts across this nation.

#### *Preparedness Policy, Planning & Analysis (PPPA)*

The Preparedness Policy, Planning & Analysis Division is a new addition to NPD. Members of this office were involved in the development of the final National Preparedness Guidelines that were published by the Department and the President in 2007. This office will be the center of preparedness policy at FEMA and will be relied upon to provide input and develop doctrine for preparedness in the United States. PPPA will continue to work on the Target Capabilities List (TCL) and will work to establish a formal 3 year implementation, maintenance, and review process for the TCL. PPPA will also be developing a single integrated capability assessment process for all hazards.

FEMA is expanding the NIMS/Incident Command System and NRF training programs with DHS training partners (Coast Guard, Federal Law Enforcement Training Center (FLETC), Center for Domestic Preparedness, etc.), other federal agencies, and state and local partners. All National Preparedness training courses are being reviewed at the three year limit. REPP will provide support and oversight to conduct, evaluate, and report findings to the NRC on 31 joint exercises and any associated remedial exercises.

FEMA will review training courses and realign them to the target capabilities listing. REPP plans to provide support and oversight to conduct, evaluate, and report findings to the NRC on 33 joint exercises and any associated remedial exercises; and participate in activities associated with the 19 reactor licensing applications anticipated for FY 2008 and 6 addition applications anticipated in FY 2009.

### Grant Programs Directorate

The Department of Homeland Security's Federal Emergency Management Agency consolidated multiple legacy grant management organizations to create the new Grant Programs Directorate (GPD) in order to provide a unified, solutions-oriented approach to managing federal financial assistance programs. In 2007, GPD's first year in FEMA was the first year that all grants were awarded on time for a total of \$3 billion in total funds.

GPD is fiscally responsible for approximately 17,000 open grants and is programmatically responsible for more than two-thirds of those grants. GPD subject matter experts provide on-site programmatic monitoring and technical assistance to grantees, while analyzing, evaluating and ensuring accountability and program effectiveness. In 2007, GPD was able to improve or build upon relationships with subject matter experts for grant guidance; including TSA, USCG, Infrastructure Protection, and the intelligence community.

There are now Grants Management Branches in all 10 Regional offices and 20 new Grant Management Specialists have been placed in the Regions to manage EMPG, MMRS, and Real ID grants.

In FY 2008, through State Preparedness Grants, Urban Areas Security Initiative Grants, and Infrastructure Protection Program Grants, FEMA will continue to refine the national homeland security planning process to align resources with National Priorities and target capabilities established by the Interim National Preparedness Goal. This year, the AFG program is completing the first stage of strategic planning and establishing enhanced performance measures and performance measure reporting as recommended by National Academy of Public Administration.

In FY 2009, FEMA will update the Homeland Security State/Urban Areas Strategies, as necessary, and refine and implement the funding allocation methodology based on risk analysis and anticipated return on investment. The AFG program will begin to collect and use performance measure data to improve program effectiveness. GPD will continue to track State and local grant administration and spending at the State and local level and

add additional grant programs to the Grants Reporting Tool as necessary. Through the Centralized Scheduling and Information Desk, develop and update of master point of contact database that includes Federal, State and local points of contact for National Preparedness and other preparedness program activities.

### Logistics Management Directorate

Delivering the right material, to the right place, at the right time is one of the most critical missions FEMA coordinates and performs. FEMA is embarking on a process to develop an effective and efficient logistics planning and operations capability similar to Department of Defense strategic level logistics organization. To accomplish this goal, FEMA elevated its logistics function to the Directorate level and will develop it as a core competency area. FEMA will transform its logistics operating capability and enhance logistics management by leveraging public sector partnerships and incorporating industry best practices to efficiently support domestic emergencies.

Logistics management plans to transform logistics management of supplies and services by engaging the private sector and incorporating industry best practices in FY09. This includes incorporating a 3PL structure into the Logistics Management Directorate.

In April 2007, as part of the Department of Homeland Security's (DHS) Federal Emergency Management Agency reorganization, Logistics was elevated from a branch to a directorate. The Logistics Management Directorate (LMD) is the agency's major program office responsible for policy, guidance, standards, execution and governance of logistics support, services and operations. The mission is to effectively plan, manage and sustain the national logistics response and recovery operations in support of domestic emergencies and special events - to act as the National Logistics Coordinator. The LMD strengthened its business practices by enhancing its relationships with both the public and private sector for a more coordinated logistics response operation. Preparations for Hurricane Dean, and the response to the California Wildfires, Midwest ice storms and the West Coast winter storms, successfully proved the new business processes and new "National Logistics Coordinator" concept. .

FEMA implemented the Total Asset Visibility (TAV) program to provide enhanced visibility, awareness, and accountability over disaster relief supplies and resources. The TAV program assists in both resource flow and supply chain management. FEMA implemented Phase One of TAV as the lead federal agency for incident management, preparedness, and response. TAV was also expanded to include aspects of the administration of the Department of Homeland Security's Grant Program and the United States Fire Administration.

To support transformation, LMD put in place contracts and inter-agency agreements (IAA) that provide an enhanced logistics capability such as:

- Contractor support- (personnel/ organic drivers/ fleet management)
- Vehicle maintenance contract (organic fleet) maintenance

- Supplies and services - IAA / GSA
- National bus evacuation readiness
- Plastic sheeting (blue roof)
- Supplies and services - IAA / DLA
- Total Asset Visibility--phase 1A extension/ Phase 1B
- E-Tasker v2 for regions' single point ordering & tracking
- Logistics Management Transformation Initiative (LMTI)
- Base camp support contracts

One of the most prominent accomplishments achieved in LMD was heading up the Loaned Executive Program. The LMD began hosting the Loaned Executive Program as a pilot program for DHS /FEMA. This program was organized through the U.S. Chamber of Commerce and the United Parcel Service's (UPS) Foundation to bring a seasoned UPS executive into the LMD to share private sector expertise. The valuable knowledge and input from the loaned executive will help enable LMD to adopt the best business practices of private sector logistics companies. The Loaned Executive Program will hopefully be one of FEMA's success stories for FY 2008 and FY 2009 as we attempt to expand upon the program with our new Private Sector Office.

In FY 2009 Logistics is planning to upgrade National Distribution Centers (DCs) which are at the core of FEMA's Supply Chain Transformation effort and are essential to FEMA's fundamental readiness mission. Strategic positioning of national level assets at DCs enables the proactive approach to readiness that relies on stocking the most critical disaster support life saving and life sustaining assets at levels required for immediate distribution to disaster victims. The "new FEMA" warehousing strategy will result in an enterprise solution across the entire warehouse enterprise providing the required capacity and flexibility to respond effectively and efficiently to the full set of disaster scenarios.

#### United States Fire Administration

IN FY 2009, the USFA will modify existing courses to support emergency preparedness information and develop experimental distance learning methodologies addressing the Nation's risk and vulnerabilities to technological hazards. USFA will conduct comprehensive training supporting the NIC and nationwide implementation of NIMS. The training will include new courses in ICS, crisis communications management, and multi-agency coordination. Also, USFA will continue activities related to its responsibilities in the National Response, Emergency Support Function (ESF)-4: Firefighting.

#### *Professional Development*

The United States Fire Academy is dedicated to providing professional development opportunities to Homeland Security professionals. This development is the process by which the competencies required of Homeland Security Professionals are identified, from supervisor through executive, for each discipline within Homeland Security. Working with fire service professional, education and training organizations, the United States Fire

Administration developed and promulgated a Professional Development Model for the Nation's fire service. The Model identifies the required competencies and describes the college, Federal, State and local training available to acquire them. Using this model, we plan to encourage other professional disciplines within Homeland Security to use it as a template for application within their own discipline as many of the leadership and managerial competencies are similar. The goal is to standardize professional development across all sectors of Homeland Security, and lay out a clearly defined process to acquire those competencies. We expect to hold a briefing summit for the DHS on our Emmitsburg campus in the spring.

### *Learning Management System*

The U.S. Fire Administration's (USFA) National Fire Academy (NFA) launched its new online training system in June 2007. *NFAOnline* provides both individual web-based training courses as well as blended learning courses to support the NFA's resident program in Emmitsburg, Maryland. To date, *NFAOnline* has logged more than 15,000 users and 9,000 course completions. The future is bright; in FY 08, simulation and 3-D modeling courses will be added; instructor lead/mediated instruction is being considered; pod casts and new technology developments will be incorporated, and *NFAOnline* will be integrated with the Academy's national simulation and training laboratory.

### Disaster Assistance Directorate

Federal Emergency Management Agency has always regarded the protection and preservation of life and property as our top priority. Accordingly, the Disaster Assistance Directorate (DAD) focuses their maximum effort on ensuring the timely and effective provision of critical financial and technical assistance to disaster-impacted individuals, households and communities available under FEMA's Stafford Act authorities. New initiatives, partnerships and collaborations define the changes and improvements that have taken place within the DAD.

FEMA will continue to refine its evacuee hosting guidance and complete in FY 2008 five State hosting plans for large numbers of evacuees. FEMA is completing enhancements to systems that support mass care and housing activities following a disaster. Debris management strategies will be tested and improved. We will implement standard protocols and staff training for long-term recovery planning. FEMA will continue to refine plans and procedures for managing disaster assistance operations under the varying conditions of different catastrophic and extraordinary disaster scenarios.

One of my priorities is to ensure FEMA has a comprehensive, non-redundant deployable command and control capability for each Region for all-hazards response. To fulfill the goals of our National Response Framework, we want 100 percent of State disaster assistance counterparts will indicate a good understanding of roles, responsibilities, regulations, policies, guidance, and systems related to Federal disaster assistance programs in order to effectively partner and deliver programs in a seamless and integrated manner

In FY 2009, FEMA will continue to improve its plans and capabilities for managing mass evacuations and the resulting displaced populations, including additional State and local plans and development and expansion of evacuee tracking systems. The agency will also continue to improve and test/exercise its capabilities for all of its Individual Assistance functions (mass care, emergency assistance, housing, and human services).

#### *Disaster Housing Assistance Program*

In 2007, FEMA partnered with the U.S. Department of Housing and Urban Development (HUD) to create and pilot the new Disaster Housing Assistance Program (DHAP). On July 26, 2007, FEMA and HUD completed an Interagency Agreement establishing the DHAP, a temporary housing rental assistance and case management program for eligible individuals and households displaced by Hurricanes Katrina and Rita. This groundbreaking new program is being administered by HUD through their existing national network of Public Housing Agencies (PHAs). Since this partnership began, HUD and FEMA have been working together to ensure that the transition of responsibility from one agency to another is completed as smoothly as possible.

#### *Changes to Emergency Support Function #6 - Mass Care, Housing, Human Services and Emergency Assistance*

FEMA recently coordinated, in conjunction with our federal, state and voluntary agency partners, a major revision of the ESF #6 Annex to the newly released National Response Framework (NRF). Many of the improvements made to the Annex originated from PKEMRA. FEMA continues to work with federal, state, and voluntary partners to build a robust system for evacuation, sheltering and housing that involves national planning and includes national standards. A key initiative is FEMA's collaboration with the American Red Cross to implement the National Shelter System (NSS). The NSS is a database that currently lists and provides key information about more than 46,500 shelters across the country, to include sheltering type and capacity. As part of enhanced mass care collaboration, the American Red Cross has embedded full-time staff in FEMA Regional Offices to coordinate on mass care guidance and plans. Additional information on specific ESF #6 accomplishments in the areas of mass care, housing, human services, and emergency assistance are as follows:

#### *Mass Care*

##### *ESF #6 - National Emergency Family Registry and Locator System (NEFRLS)*

FEMA has established a NEFRLS toll-free number for displaced individuals of disasters to use anywhere, including medical facilities. The NEFRLS toll-free number allows disaster victims without access to the Internet to register or search the system on their own or with the help of NEFRLS call center staff. In the absence of a presidentially-declared disaster, the NEFRLS posts a recorded message that refers callers to appropriate local authorities, the American Red Cross, the National Center for Missing and Exploited Children or the National Emergency Child Locator Center for further assistance.

NEFRLS was successfully used during the recent California wildfires.

*ESF #6 - Establishment of National Emergency Child Locator Center*

The National Emergency Family Registry and Locator System works in conjunction with the National Emergency Child Locator Center to help reunite families that have become separated as a result of the fires in California. By calling the Family Registry and Locator System, people who have been separated from their families and friends can provide information about themselves and where they can be found. At the same time, families looking for lost family members are urged to call the toll-free number as they search for them.

Registration is voluntary, and displaced persons are asked to identify individuals to whom they want to provide information about their location and other personal matters. The call center is capable of handling calls in Spanish and uses a relay system for communicating with people who are hard of hearing. Upon activation, the call center is operational 24-hours a day. The Center can be activated in times of active disasters. Call center operations are managed by the National Center for Missing and Exploited Children, with support from FEMA.

FEMA also has a Memorandum of Understanding with the National Center for Missing and Exploited Children to facilitate the activation and deployment of teams to disaster affected areas to facilitate State efforts to locate and reunite missing children with their families.

*ESF #6 - Volunteer and Donations Management Support Annex*

FEMA recently adjudicated federal, state and voluntary agency comments to improve the Volunteer and Donations Management Support Annex in time for the newly released NRF. A critical donations management initiative under this annex is the implementation of the Aidmatrix network.

*ESF #6 - Pet Policy and Guidance:*

In October 2007, FEMA released Disaster Assistance Policy 9523.19, "Eligible Costs Related to Pet Evacuations and Sheltering" to identify emergency pet evacuation and sheltering expenses for which State and local governments may be reimbursed once an emergency or major disaster is declared.

Also, in a joint venture between the Department of the Army and DHS, FEMA recently developed a series of three DVDs to assist the public in planning for animal evacuation and sheltering. The DVD set includes; "Animals in Emergencies: What Planners Need to Know", "Animals in Emergencies: What Owners Need to Know", and "Animales en Emergencias", the Spanish-language translation of the owner's DVD. Each DVD contains a video presentation on pet preparedness as well as supplemental material designed to assist in planning. This effort was funded through FEMA's Chemical

Stockpile Emergency Preparedness Program. This series was shared with congressional members, state and local governments, and is available on the FEMA web-site.

PKEMRA required FEMA to develop a National Disaster Housing Strategy (NDHS). The NDHS is nearly complete and will convey national guidance and a vision for providing disaster housing assistance. It will define the roles, programs, authorities, and responsibilities of all entities, detailing shared responsibilities and emphasizing the cooperative efforts required to provide disaster housing assistance. The NDHS will outline the most efficient and cost-effective options for meeting disaster housing needs, and serve as the basis for pre-event planning by all organizations with roles or responsibilities in disaster housing.

FEMA's Joint Housing Solutions Group (JHSG) initiative is a multi-year effort to develop a systematic process to evaluate and rate various and innovative disaster housing options, identify viable alternatives to FEMA travel trailers and manufactured homes, and recommend improvements to disaster housing operations. FEMA also has secured the support of the National Institute of Building Sciences to provide direct technical guidance and services, and to promote linkage to relevant partner organizations. Recently, the JFSG efforts were evident in the housing mission and planning done following the California wildfires.

#### *Developed Program Management Office for the Disaster Assistance Improvement Plan*

In August 2006, the President signed an Executive Order titled *Improving Assistance for Disaster Victims*, charging the interagency, led by DHS, with the responsibility to improve and simplify the application process for federal disaster assistance to individuals. FEMA participated in an interagency task force responsible for developing and delivering a Disaster Assistance Improvement Plan (DAIP), outlining a coordinated, actionable strategy to implement a consolidated and unified disaster application by December 31, 2008. The President approved this Plan in September 2007.

In support of the DAIP, FEMA established and obtained funding for a DAIP Program Management Office (PMO), led by FEMA's Office of Information Technology. The Disaster Assistance Directorate provides program support to the PMO.

#### *Public Assistance Streamlining*

FEMA has undertaken many initiatives to improve implementation of the Public Assistance Program. We have established a Public Assistance Steering Committee comprised of senior Public Assistance staff in each of our ten regions and ten state representatives. The purpose of the Committee is to serve as the Board of Directors for the Public Assistance Program. The Steering Committee will develop the vision, strategies and policies to ensure efficient, effective and consistent implementation of the program.

While we want to streamline the process of getting disaster aid to victims we need to be responsible stewards of the Disaster Relief Fund. To this end, in FY 2007, new software was introduced to track and manage applicant data on disaster victims that are displaced to mobile homes. This information was sent as real-time data to caseworkers. This software helps prevent duplicate or overlapping housing payments to applicants receiving direct housing. Address checks were also implemented to flag “high risk” addresses such as check cashing stores, mail drops, cemeteries, and jails. Measures have also been implemented to require applications with “high risk” addresses to require a more extensive review prior to the delivery of assistance to prevent fraud on the part of disaster applicants.

#### *Implementation of the Emergency Management Mission Integrated Environment*

The Emergency Management Mission Integrated Environment (EMMIE) system creates an automated, enterprise-wide grants management system capable of supporting multiple types and instances of grant applications, including disaster operations, in use by FEMA or FEMA customers.

EMMIE allows state and local applicants to electronically apply for and report on the use of funds by streamlining and provides federal financial assistance in a way that is timely, complete and conforms to federal reporting requirements.

#### Disaster Operations Directorate

The Disaster Operations Directorate (DOD) has the primary responsibility for leading and coordinating the federal government's disaster response efforts.

#### *Improved National Response Initiatives*

In 2007, DOD employed a more forward leaning posture, engaged in stronger collaboration and partnerships at the local, state and federal levels, and adopted a greater operational focus, resulting in stronger and more agile disaster response capabilities. DOD demonstrated these improvements throughout the year in response to events such as the California wildfires, Greensburg, Kansas tornadoes, and hurricanes Dean and Flossie, as well as in exercises such as TOPOFF 4 and Ardent Sentry.

#### *National Response Coordination Center (NRCC)*

In FY 2009, NRCC will continue enhancement of disaster operation capabilities of the NRCC to support 24-hour watch operations, increased situational awareness, and support development of the common operating picture during disaster operations. Also, NRCC will coordinate interagency response to disasters and emergencies, regardless of cause.

Among the significant DOD accomplishments during the past year, the National Response Coordination Center (NRCC) was transformed into a true 24/7 coordination center on its way to becoming the "Nations Emergency Operations Center." NRCC

capabilities were upgraded in several important areas to better support FEMA's disaster response mission. In essence, the NRCC serves as the "Nation's EOC." It serves as a 24-hour Watch Center. The NRCC is staffed with a Watch Officer, Watch Analysts, Operational Planner, and others as needed. There are 30 NRCC watch stander positions, double the number of watch stander positions in 2006 in the Disaster Operations Directorate. In addition to maintaining a 24/7 Watch Team, the NRCC is augmented by the ESFs during disaster operations and is responsible for coordinating the Federal response.

The NRCC's IT capabilities have been strengthened over the past year. Connectivity with the DHS NOC, ESF operations centers, and Joint Field Offices (JFO) has been improved to enhance situational awareness and COP capabilities and increase equipment compatibility. Connectivity with the Regions has been enhanced with the installation of standardized, compatible information technology and video equipment and increased conferencing and information sharing capabilities through interconnected video systems. Internal connectivity among response nodes within the FEMA Headquarters building has created a virtual NRCC.

In accordance with PKEMRA, FEMA is upgrading the NRCC Watch Area to be able to operate at the Secret-level in an all hazards environment, to ensure interoperability with the law enforcement, intelligence, and military communities. A design and engineering study on the best way to proceed with the upgrades will be conducted in the near future. The project is scheduled for completion by the end of 2008. The NRCC has conducted extensive and ongoing training at Headquarters and Regional levels on the Homeland Security Information Network (HSIN), the DHS database/platform for information exchange used to support disaster response situational awareness and the COP.

FEMA is upgrading NRCC capabilities with the installation of a new Emergency Management Information Management System (EMIMS). EMIMS is a web-based software system that will provide greater support to the NRCC, RRCCs, and JFOs in managing disaster operations and information flow, maintaining situational awareness, and coordinating information sharing. One of the initial goals with EMIMS is to incorporate the expanded Radiological Dispersion Device (RDD) capabilities list into EMIMS as a password protected resource module. Ultimately, with the capability provided by EMIMS, vital statistics on the location and content of RDD teams can be geo-coded into the system and continuously updated by the department/agency responsible for the team and used on a real time basis by the interagency community. A longer term goal is to use EMIMS to create a larger national asset database of all Federal response teams for all-hazards. This larger database would also be password protected and available to the interagency community for use to support disaster response.

### *Operational Planning*

Operational planning is a core competency of the New FEMA. Operational planning encompasses the full spectrum of the planning process, ensuring continuity between long range planning, current operations planning, and field element incident action planning.

This ensures alignment of both near and long term operational objectives, mission assignments, and resource allocation. In 2007, 15 operational planners were hired at FEMA Headquarters to provide the ability to perform sophisticated operational analyses, analyze trends and improve planning for the response to ongoing and future events. Planners will be hired in each of the FEMA Regions and Area Offices to provide this same capability in the field. Over half the Regional planners are on board. Additional staff will be hired in FY08 and FY09. With the new staff, there is now greater depth and capability to prepare operational plans and conduct crisis action planning to ensure that the agency can lead and support a national all-hazard emergency management response.

Regional planners will receive program guidance from FEMA Headquarters and ensure training objectives and qualification standards are met, but will operate under the authority of the Regional Administrators. At the Regional level, these planners will coordinate the development of coordinated Federal, State and local operational plans to guide response activities and help build a national culture of preparedness. The operational planners will also facilitate/conduct regional evacuation planning. In January 2008, FEMA convened recently hired Regional operational planners with FEMA Headquarters planners to coordinate planning efforts.

In FY 2009, the Disaster Operations Directorate will work within FEMA and with State partners to develop local, State, and regional operational plans, including incident-specific catastrophic plans. It will support the development of operational planning capabilities at all levels of emergency management, and operational planning for the 15 National Planning Scenarios. It will also continue to increase national readiness for site-specific catastrophic events with Federal, regional, State, local, tribal governments and the private sector (and the critical infrastructure sectors), utilizing scenario-driven response plan development process and support development of vertically and horizontally integrated Catastrophic Response Plans compliant with NIMS and the NRF.

#### *Incident Management Assistance Teams (IMAT)*

In accordance with PKEMRA, FEMA is developing Incident Management Assistance Teams (IMAT), a next generation of rapidly deployable interagency national and regional emergency response teams. These new teams will eventually replace existing Emergency Response Teams (ERT) at the national and regional level and the FIRSs, and are designed to provide a forward Federal presence to better manage and coordinate the National response for catastrophic incidents. FEMA is developing national and regional-level IMATs, the next generation of rapidly deployable interagency emergency response teams, designed to provide a forward federal presence to facilitate managing the national response to catastrophic incidents.

The national teams will have the capability to establish an effective federal presence that can support the state within 12-hours of notification, coordinate federal activities and provide initial situational awareness. Teams will be self sufficient for a minimum of 48-hours to augment potentially scarce local resources. The IMATs will be led by a credentialed Federal Coordinating Officer (FCO) and will eventually subsume the

mission and capabilities of the existing FIRSs and ERTs. They will incorporate similar leadership, emergency management doctrine and operational communications concepts.

The national-level and regional-level teams will be staffed with a core of permanent full-time employees, unlike the ERTs, which are staffed on a collateral duty basis; will be fully compliant with NIMS and Incident Command System (ICS) principles; and will train and exercise as a unit. When not deployed, the teams will train with federal partners and provide a planning, training and exercise capability to help improve state and local emergency management capabilities. The teams will also engage in consistent and coordinated relationship-building with tribal, state, local and other stakeholders.

Currently the National IMAT is operational and ready to respond to any disaster. The three Regional IMATs should be operational by June, 2008 the official start of the Hurricane season.

#### *Disaster Emergency Communications (DEC)*

FEMA is applying lessons learned from Hurricane Katrina to improve DEC and interoperability capabilities; to be ready to rapidly and effectively respond to protect people and property; to ensure the adequacy of FEMA's own emergency communications capabilities; and to help our tribal, State and local partners develop their own capabilities.

FEMA is designing, staffing, and maintaining a rapidly deployable, responsive, interoperable and highly reliable emergency communications capability using the latest commercial off-the-shelf voice, video and data technology. Among the goals for improving communications capabilities are simplifying the communications architecture (modularity, portability, security); ensuring seamless user interoperability and user friendly information transfers; using flexible design options taking advantage of satellite/Internet technologies; pushing capabilities forward to state and local responders; increasing bandwidth and connectivity; and tying into public networks as far forward as possible.

Under the new FEMA re-organization, the Disaster Operations Directorate has created a new Disaster Emergency Communications Division. The new Division will improve tactical disaster emergency communications (DEC) and interoperability capabilities of the Agency to support all-hazards disaster response and national security emergency requirements. New positions are in the process of being advertised and filled to stand up this new Division.

#### *Gap Analysis*

FEMA doesn't have the luxury of waiting to be asked to help meet potential needs and shortfalls a state or local government may encounter in a disaster situation. There were several accomplishments in the area of planning, including implementation of a successful Gap Analysis Initiative, developed in coordination with the state of New York Emergency Management Office/New York City Office of Emergency Management, and

implemented in the spring of 2007. Seven critical areas were incorporated in the initial application of the Gap Analysis tool for review: debris removal, commodity distribution, evacuation, sheltering, interim housing, medical needs and fuel capacity along evacuation routes.

A “Gap Analysis” provides FEMA and its partners, at both the state and local levels in the hurricane-prone regions of the country, with a snapshot of asset gaps to determine the level of Federal support potentially needed in responding to a Category 3 Hurricane. During 2007, FEMA worked closely with each of the 18 State emergency management communities in hurricane-prone areas, as well as DC, Puerto Rico, and the US Virgin Islands, using a consistent set of measures and tools to evaluate strengths and vulnerabilities. There was a steady decrease in the initial shortfalls and vulnerabilities identified in the seven critical areas as this process evolved over the summer. In 2007, the GAP efforts better prepared us in our coordinated response to support States during Hurricane Dean and Tropical Storm Erin. Although our initial use of this very successful concept was utilized for the 2007 Hurricane Season, this process will be expanded to cover all hazards and applied nationwide in Fiscal Year 2008.

### FEMA Regional Offices

The FEMA Regional Offices are at the forefront of any disaster. They are usually the first federal boots on the ground and interact regularly with their state, tribal, and local partners. As FEMA moves toward empowering the Regions the work they do with these partners will become more and more important. The following are just a few highlights of accomplishments from the FEMA Regional Offices.

- Regional staff completed work on the Southern California Flood Control Mitigation, Loss Avoidance Study. This evaluation of the effectiveness of six Southern California flood control projects is a collaboration of California Office of Emergency Services (OES) mitigation staff and Region 9.
- In 2007 Region 9 provided extensive support to the various Federal Executive Board (FEB) located with the region. Solid partnerships have been created with leadership from the Hawaii, Los Angeles and San Francisco FEBs. Each FEB has established active Continuity of Operations Planning (COOP) Working Groups (CWG) supported by membership from its representative department and agencies.
- The regional Pacific Area Office, in coordination with the FEMA Logistics Division and Hawaii State and County Civil Defense, successfully completed deployment of the DHS Pre-Positioned Disaster Supplies Program in the State of Hawaii. Regional actions resulted in the pre-positioning the 500-person containers and home recovery kit containers on Oahu, Kauai, Maui, and the Big Island.
- During 2007, the Region 10 RRCC expanded hours of operation, enhanced situational awareness, developed a real time thematic representation of regional

hazards, and improved readiness of personnel to accomplish their roles in RRCC. RRCC is now operational Monday-Friday from 0500 to 1700 at a watch level, staffed by new fulltime RRCC watchstanders and additional personnel as needed.

- As of July 9, 2007, FEMA Region 10 successfully established an Alaska Area Office as a component of FEMA Region 10, as required in PKEMRA which is integrated into the Regional operation and provides for situational awareness in Alaska and enhanced capability to conduct effective pre- and post-disaster response activities in Alaska.
- Region IV Operational Planners participated in the launch of the full series of catastrophic planning initiatives, to include the Florida Catastrophic Planning scenario, the New Madrid Seismic Zone, 2007 Hurricanes, Critical Transportation Needs (CTN) planning for Gulf Coast Mass Evacuation, and Pandemic Influenza.
- In FY 2007, Region III focused on enhancing its operational and planning capabilities. First, as a result of the Gap Analysis initiative, the region forged new relationships with state agencies (outside of the traditional emergency management community) to produce greater traction in identifying capabilities and shortfalls. Now, Region III has a better understanding of what their unmet needs will be during a major hurricane response. Secondly, with a renewed emphasis on the Incident Command System principles for crisis management and response, a pilot planning cell was stood up in our National Preparedness Division to focus on all-hazards planning and to ultimately strengthen the capabilities of the field planning element during disasters.

### Office of Management

Many of the internal reform initiatives that are in the next section of testimony have been centered in the Office of Management. In addition to those reform efforts, the following are a few of the major accomplishments from the Office of Management from FY 2007 into FY 2008.

#### *IT Infrastructure Modernization and Upgrade*

FEMA's IT systems are the tools that enable every mission and business process for the Agency and serve as the primary building blocks for New FEMA. It is imperative that FEMA develop and deploy a consistent architecture that will support information integration for the agency. By employing new technologies to enhance capabilities and efficiencies of service, FEMA will strengthen and unify DHS operations and management.

IT has begun the process of modernization and upgrade efforts to improve information sharing and functionality between 6 of FEMA's critical systems: National Emergency Management Information System (NEMIS), Logistics Information Management System (LIMS-III), Automated Deployment Database (ADD), Total Asset Visibility (TAV),

Integrated Financial Management Information System (IFMIS), and the Acquisition Management System (PRISM).

The preparedness programs that transferred into FEMA posed a challenge to the IT infrastructure as well. The complete transition of preparedness programs in to the FEMA IT system is underway and to this point we have successfully migrated the legacy Grants & Training IFMIS from the Office of Justice Programs (OJP) to FEMA and migrated the Payment and Reporting System (PARS) web system from OJP to FEMA.

A plan has been completed that will support and guide critical IT improvements with the following strategic goals in mind: (1) to stabilize and integrate IT assets across the agency, (2) to secure the IT environment, (3) to network the agency, (4) to evolve to a “service-forward” organization, and (5) to establish supporting IT policy and governance structure. Once the goals of this plan have been reached the FEMA IT systems will be more robust and allow for more advanced business practices that will gain efficiencies in program offices across the agency.

In FY 2009, FEMA will begin a transition of IT systems and financial resources to the OCIO and continue initiatives such as deployment of a fully compliant electronic records management system; improve help desk efficiency by monitoring both workflow and management escalation; begin Advanced Computer Technology Integration (CTI) system deployment for the Advanced Contact Center Network; and improve the Disaster Housing Inspection Management System security to overcome the vulnerability and risks of using tablet computers in the field that carry personal identification information.

#### *Support Services and Facilities Management*

Facilities Management actively and positively supported the most important Agency initiative during FY 2007, which was to meet our increased staffing goal of 95% of full capacity. Achieving this goal had a very significant impact on Facilities Management as we faced the unprecedented challenge of providing the facility infrastructure to support this increased staffing, especially within the National Capital Area (NCA). We successfully met this challenge by acquiring the satellite facilities, equipping them, relocating the staff and putting into place the requisite security and safety systems. And once the staffs were relocated from Headquarters, we immediately initiated and completed renovation work to tailor the vacated space to support the new staff and their functions. Despite the unprecedented nature of this increased staffing within the NCA, Facilities Management positively and timely supported this initiative and met the challenge; and we did so without any increased budgetary and staffing and resources in support of the Agency's mission in concert with all organizational elements within the Agency and other Federal organizations such as GSA and FPS.

In addition to providing resources to aid in the increased staffing, Facilities Management handled lease renewal for many FEMA properties, managed the continuing building renovation of FEMA headquarters, completed the Rutherford Housing Review, and provided Technical Facility Safety Assessments. The Support Services and Facilities

Management also took part in many major efforts within the Office of Management related to COOP planning and the Occupational Health and Safety Program, led the effort to hold the First Annual Health and Safety Fair at FEMA headquarters, and executed facilities organizational assessments and directives review.

### *Office of Security*

During Fiscal Year 2007, the Security Division experienced several important changes. Some of these changes were the direct result of the organizational assessment and others were the result of our continued effort to become more service oriented. Listed below are some of the more significant performance measures for the year.

- National Security briefings were provided to 1,745 FEMA employees and contractors. This has been a security function for many years and 2007 is the highest number recorded in the past five years. Security Education and Training Awareness (SETA) improves the security of our facilities, information, and employee's.
- Industrial Security reviews were conducted on 255 contracts. These reviews often involve a facility inspection and contact with Program Managers. This function was reassigned from Personnel Security to the Security Programs Unit in order to provide an increased level of oversight. Security requirements are included in classified and certain unclassified contracts.
- The Security Program Unit recorded 80 security violations and incidents that were either discovered by security staff or reported to security. These cases all require a written report, follow-up, and an appropriate disposition.
- The HQ Badge Office issued 1,261 Employee Badges and 1,547 Contractor Badges during the year. These figures represent a 44% decrease in Employee Badges and a 46% increase in Contractor Badges.
- Physical Security staff conducted initial inspections or assessments on 21 new FEMA facilities and 31 assessments or inspections on existing facilities, including SCIF and other secure areas. The new facility assessments were usually requested on short notice in order to support Facility Management in their search for additional space for the expansion of FEMA.
- The Disaster Assistance Employee Security Cadre responded to and managed Security at 36 different disaster sites during the year. Many of those operations are still in progress. Additionally, a one-week training session was conducted at NETC for the entire Cadre. The Security Cadre has also supported the Personnel Security Branch with Katrina/Rita packet backlogs and often staffs a position for "status checks" during high volume hiring in the field.

- The Adjudication Unit reviewed and adjudicated 3,769 Public Trust OPM Background Investigations and determined that 512 were Unsuitable. (Only 520 total cases were adjudicated in FY 2006). They also reviewed 334 new National Security OPM Background Investigations and 12 persons were denied a Top Secret clearance. The Adjudicative process prevented 524 unsuitable persons from joining the FEMA workforce and posing a threat to our employees and contractors. Staff also reviewed and adjudicated 175 Periodic Reinvestigations (PRI) on current employees with a Top Secret clearance and approved them for continued access to classified information.
- The Case Management Unit successfully implemented the Office of Personnel Management Electronic Questionnaire for background investigations (E-Qip) procedure for the entire Agency during the second Quarter of FY2007. This process has streamlined the submission of background investigation packets and saved considerable staff time during the subsequent hiring initiatives this past year. FEMA was one of the first DHS components to use E-Qip 100% of the time for Public Trust and National Security cases. Staff submitted a record 5,405 background investigations to OPM during FY 2007, compared to 1,073 in FY 2006.

## **INTERNAL REFORM INITIATIVES**

FEMA's mission set and the expectations of performance for the Agency have substantially changed in the Post-Katrina environment. To ensure that FEMA meets Congressional intent and the American public's expectations, the agency must grow the permanent workforce in key strategic areas and provide the right educational and training opportunities for the current workforce. FEMA will work with its partners to build a professional workforce in emergency management and in key business areas to ensure FEMA's mission success. FEMA will also ensure the workforce has a safe, healthy, and efficient work environment.

The FY 2007 Appropriations Bill presented both the Department of Homeland Security and FEMA with PKEMRA which contained a large number of reforms, reports, and changes with which to comply. The most visible change that took place since the FY 2008 Appropriations testimony was the PKEMRA Reorganization. This reorganization brought the DHS Office of Grants and Training into FEMA and this office became the Grants Program Directorate and the National Preparedness Directorate. Both of these directorates are headed by Deputy Administrators charged with the duty of increasing the level of preparedness in the United States.

While it was not mandated in PKEMRA, FEMA also moved logistics from a branch in the Disaster Operations Directorate and made a Logistics Management Directorate that is in charge of all logistics for the agency. FEMA took the initiative to elevate Logistics Management to a stand alone directorate based on the lessons learned from the response to Hurricane Katrina.

The following are additional measures that FEMA has taken in the past year to address issues internal to the agency that needed to be improved.

### *CORE Conversions*

The reprogramming money that FEMA was given in the middle of 2007 has been used to convert over 120 of our Cadre of On-Call Response Employees (CORE) to permanent employees. More than 360 will be converted in FY08 with the remainder converted in FY09.

### *Staffing increases*

FEMA Human Capital Division's (HCD) initiatives have focused on overcoming previous staffing and retention challenges, optimizing its workforce, developing more effective and efficient ways to respond to employee inquiries and issues, increasing and improving professional development and training programs, and streamlining HCD processes through technology solutions. At the close of FY 2007 (September 30, 2007), FEMA had filled 96.5% of its authorized PFT positions. The FEMA Hiring Team was honored the *Secretary's Award for DHS Excellence* for its outstanding contributions toward achieving FEMA's 95 percent hiring goal by June 2007. This award recognizes outstanding team achievements by employees working in a group to advance the mission of DHS. The work of the team resulted in superior performance, significant operational improvements or notable innovation in support of FEMA and DHS missions.

Before Hurricane Katrina, FEMA had an approximate permanent full-time staff of 2100, in the aftermath of Katrina the approximate number of permanent full-time employees dropped to 1500. Currently, FEMA has approximately 3200 with a total of approximately 4300 permanent full-time employees. The recent budgets that have been proposed by the President and enacted by Congress have allowed for these staffing increases and will hopefully continue to do so. An integral piece in the FEMA vision is for the agency to be able to uphold a steady state preparedness mission while responding to a disaster. In order to reach our increased staffing number, FEMA has chosen to employ some new recruitment techniques to bring in the best and the brightest to our agency. We are using staffing services to hire some specialized positions. This will allow FEMA to bring in the talent it needs to continue to transform itself and to guarantee that it will be best able to continue its mission.

The agency is fully committed to increase the rate of return on our employment investment and is working to improve retention management by creating incentives and motivators to maintain staffing levels. These efforts included the development of strong retention strategies, such as:

- Clearly writing vacancy announcements to attract the best candidates
- Re-developing and implementing new employee orientation strategies and activities designed to welcome new employees, build the foundation for long-term employee/employer relationships, and foster a welcoming work environment

- Optimizing organizational performance and focusing on creating a performance culture
- Developing strategies, plans, and processes to provide for continued employee growth, including increasing training funding for employee career development
- Developing an on-going, effective mentoring program that emphasizes career coaching
- Educating and training supervisors on best practices for retaining employees;
- Improving the use of retention bonuses and relocation allowances
- Assessing employee statistics quarterly to identify factors impacting turnover and to determine an approach to overcome noticeable trends

As a result of these efforts, FEMA has been able to achieve a steadily increasing net gain in Permanent Full-Time (PFT) employees since (Fiscal Year) FY 2005. In FY 2007 alone, FEMA acquired 398 new PFTs, resulting in a net gain in 100 PFT employees for FY 2007. This was a drastic improvement from the net loss of 97 PFTs in FY 2005.

FEMA also reinstated its Federal Career Intern Program (FCIP) in FY 2007. Because these additional employees are in the Excepted Service, these new hires are in addition to the 398 PFTs hired in FY 2007. The addition of Federal Career Interns is of significant importance to improving FEMA's retention rates because the program is designed to encourage continued career development within the Agency.

FEMA's goal is to meet or exceed a staffing level of 95% by the end of FY08. We will improve and develop steps to measure on-boarding, talent management, and developing a corporate footprint on all employees. With these new processes, FEMA will be able to hire faster, have employees trained and ready to perform, and will have an ongoing snapshot of its talent and workforce needs.

In addition during FY09, HCD plans to implement EmpowHR, a state-of-the-art Human Resources Management System by PeopleSoft, which will automate the workflow of personnel transactions and provide the Agency with a web-enabled platform to capture all employee data. This data will appear on manager's desktops to facilitate timely workforce planning and integration with current mission requirements.

#### *Increased professional development opportunities*

FEMA is committed to retaining its employees and allowing the employees of the agency to continue to better themselves and their education through professional development. Now that the Naval Post-Graduate School is connected to FEMA we will be sure to use enrollment opportunities at this prestigious institution to educate some of our top employees.

Also essential to improving employee engagement is management's ability to set expectations, motivate, and guide employee development. In 2008, HCD plans to unveil its *Creating Great Managers* initiative in an effort to build great managers who can identify, develop, and strategically employ talent within an organization with the goal of

expanding performance capabilities and infusing performance culture across FEMA. By building on the strengths of FEMA senior executives and offering them the opportunity to adopt new assumptions and fresh approaches to their leadership style, leadership will continue to produce workforce excellence and bring innovative new ideas and strategies for the future.

### Office of Acquisition Management

FEMA's Office of Acquisition Management (OAM) has made considerable strides in improving the contract management and oversight aspects of its acquisition duties. FEMA has implemented new policies and requirements on its acquisition workforce, such as improved advanced planning, accurate documentation, workforce training, increased emphasis on market research and greater consideration of small business goals. FEMA can boast that during FY07 80.89 percent of its acquisition dollars were competed. This represents a 45 percent increase over FY06, when only 35.03 percent of FEMA's acquisition dollars were competed. There are two main areas of focus for these improvements:

#### *Contract Administration Plans (CAPs)*

- Facilitate efficient and effective contract administration by outlining required level of contractor performance surveillance, implementing contract terms and conditions, and establishing and monitoring performance milestones and reporting requirements
- Improve the Agency's post-award contract execution, by providing a consistent guide on ordering, competing, and administering procedures for task orders on task order-type contracts
- Promote task order competition while ensuring that services are available expeditiously to meet critical disaster response needs
- Establish consistent enterprise-wide contract administration processes for the Contracting Officer's Technical Representatives (COTR) in various regions
- Strengthen the acquisition planning process—CAPs are being prepared for large and complex acquisitions as part of the acquisition planning process
- Document the agreement between program offices and OAM. Prior to award of an acquisition requiring a CAP, the CAP is drafted and jointly agreed to by both the program office and OAM
- Guide the program office and OAM through continual actions related to contract administration by program office and OAM actions

#### *COTR Program Office*

- OAM developed a robust COTR Program Office to ensure COTRs have the training, support, and tools needed for effective contract administration. Subsequently, the COTR Program established by the COTR Program Office has achieved the following:

- Implementation of a tiered COTR certification program to better match COTR competencies to contract complexity
- Shaping of the COTR workforce that will ensure a higher level of competency and professionalism
- Defining the role of the COTR to better meet the needs of the Agency and its mission
- Compliance with DHS and Office of Management and Budget (OMB) regulations and policy while leveraging best practices

FEMA's contracting process is guided by a complex set of regulations, statutes, and procedures established throughout the various layers of the Government. In some cases, FEMA's mission and the environment in which it operates creates a unique contracting process for the Agency's Office of Acquisition Management (OAM). Based on these unique contracting situations, the Office of Acquisition Management published the Emergency Acquisition Field Guide, which ensures that non-1102 (contract specialist) personnel can effectively and appropriately contract for goods and services in an emergency situation. The guide defines the critical elements of an emergency acquisition in plain language so that any member of the disaster support team can understand and apply proper procedures and includes information on purchase cards, program management, and contracting.

## **THE WAY FORWARD**

I would like to highlight the most significant items that complete some of the initiatives we have had underway and also outline how this request moves us even further down the road of improving FEMA's infrastructure, business practices and its ability to respond to any disaster or emergency.

FEMA Vision Phase II at \$213.5M in FY09, will enable us to meet the needs of the future and successfully achieve its all-hazards mission, the agency's programs and approach to business must evolve. Increased funding will target resources to develop core competencies, integrate preparedness, and support a new business approach in managing for results. We are requesting \$20 million to modernize and integrate FEMA Information Technology (IT) systems to develop and implement a multi-year IT Plan that will guide the agency's capital IT investments and the requirements needed to sustain IT at all levels of FEMA. Our infrastructure improvements request is for \$10.0M capital, repairs and maintenance, address space requirements on expiring leases to the expansion of new and current facilities both at HQ and our regional offices which are expanding under the Vision.

FEMA is requesting \$72.9 million to complete the conversion of 4-year CORE employees to permanent positions for Operations Management and Administration activities to provide critical support infrastructure and operations resources for activities that are not disaster-specific or disaster readiness and support activities.

Our Shape the Work Force-Operating activities totaling \$25.7M will strengthen core capabilities, planning competencies, and capacities; building strong regions; strengthening our partnerships with states; and professionalizing the national emergency management system. This includes:

- **Disaster Operations** \$10.4 million (20 FTE). To increase the ability to marshal an effective response to disasters based on a professional, national network of emergency managers skilled in incident management, operational planning, and emergency communications.
- **Logistics Management** \$10.3 million (15 FTE). To provide further resources to fully constitute the Logistics Management Directorate and institute an efficient and effective regional and state partnership to facilitate a seamless end-to-end logistics system.
- **Disaster Assistance:** \$1.0 million (5 FTE). To deliver high-impact individual and public assistance programs in the aftermath of a Presidentially-declared major disaster or emergency.
- **Mitigation:** \$4.0 million (2 FTE). The requested increase will support enhancements to the National Earthquake Hazards Reduction Program (NEHRP) and Building Science programs and implementation of “Ramp-Up Initiatives.”

Our request also outlines improvements to our management and administration. We are requesting an increase of \$8.0M (18 FTE) for building management capacity, administrative processes, and staff levels necessary to manage and support changes to FEMA’s programs. As a result this will lead to stronger business processes to ensure that FEMA’s emergency preparedness and response programs can focus on their core missions rather than completing administrative tasks and various ancillary challenges.

## CONCLUSIONS

We are preparing for the January 2009 administration change. I am confident FEMA’s transition plan will be in place in early Fall.

We are committed to the safety of the American public during the transition period between administrations. They need to know that FEMA will still be able to respond, and that FEMA will not stop enhancing the preparedness of the United States.

To this end, FEMA’s Transformation Management Office, part of the Office of Policy and Program Analysis, has been charged with ensuring FEMA is ready for the transition.

We have filled all senior career positions in FEMA. This will ensure that there is continuity in day-to-day operations during the transition period. It will allow the American people to maintain their confidence that FEMA will continue to perform as

strongly as we have in the past year if a disaster should occur during this time. We will be conducting exercises for incidents that may occur during a period of transition. Employees at all levels will understand who has the authority to make timely decisions during the transition.

For the remainder of my tenure, I will work to ensure FEMA continues to be an empowered agency able to meet the needs of the American people in times of disaster. This agency has already improved tremendously since my first day on the job. With the help of my skilled and dedicated staff I can be confident FEMA will continue to improve. My successors and America will be in a far better position because of their work.

In the past year, FEMA has been able to respond rapidly and effectively to the disasters we have encountered. We are more nimble and responsive than we were last year when I appeared before you. I thank you for your past support and in advance for your support of our FY09 request. While we have not faced a catastrophic disaster, I am confident saying that we can and will perform well. I hope we have demonstrated FEMA is a wise investment and we encourage the American people, through their Congressional representatives, to continue to invest in FEMA. We guarantee that the return on the investment will be an emergency management and preparedness agency second to none, and one that the American people can trust and believe in.