




FEMA

December 12, 2019

MEMORANDUM FOR: All FEMA Employees

FROM: Pete Gaynor 
Administrator (Acting)

SUBJECT: Calendar Year 2020 Annual Planning Guidance (CY 20 APG)

Nineteen months ago, FEMA released a national roadmap for emergency management. In our 2018-2022 Strategic Plan, we made three commitments to the Nation to: (1) build a culture of preparedness; (2) ready the Nation for catastrophic disasters; and (3) reduce the complexity of FEMA.

Since the release of our Strategic Plan, we have worked every day toward achieving these goals. We implemented critical reforms contained in the Disaster Recovery Reform Act (DRRA) to improve State, Local, Tribal, and Territorial (SLTT) resilience and built back communities stronger by streamlining the delivery of disaster recovery programs. We made community lifelines the foundation of the Nation's approach to disaster operations in partnership with our Federal and SLTT stakeholders. We aligned our resources with solutions that advance these goals and executed our programs and responsibilities in line with these commitments.

I am exceptionally proud of the release of Pub 1 - FEMA's capstone doctrine that defines who we are, what we do, and how we do it. Pub 1 reminds us that our people are the foundation of everything we do. Our success depends on supporting and investing in our people, as well as, our ability to act with compassion, integrity, fairness, and respect.

This year's APG continues to affirm the critical commitments we made in our Strategic Plan and provides additional direction regarding specific focus areas and priorities for 2020. Through a review and assessment of the past nineteen months, priorities were identified based on where FEMA faces the greatest mission risk and opportunities for advancement. I believe these priorities represent the most critical tasks before us and addressing these priorities through the outlined focus areas will have the greatest impact on our ability to meet the goals of our Strategic Plan. Furthermore, Success depends on close collaboration among Headquarters components and the Regions to develop and implement cross-cutting solutions to address these priorities. Accordingly, I am directing FEMA Directorates, Regions, field offices and staff to invest their time, efforts, and resources in the following priorities during CY 20, as reflected in our APG Performance Measure Suite:¹

¹ See Appendix A: FEMA's APG Performance Measure Suite for the performance measures we are using to track our commitment to the Nation.

1. Build a Culture of Preparedness by *advancing shared responsibility*

Emergency management is a shared responsibility among the Federal government, private sector, SLTTs, non-governmental organizations, and individuals. Disaster outcomes are best delivered when disaster operations are Federally supported, state managed, and locally executed. However, the increased disaster activity we have seen in recent years has put greater focus on balancing Federal and non-Federal responsibility. The sustainable delivery of Federal support requires effective collaboration with SLTTs, individuals, and other partners outside of FEMA to build their capabilities and financial capacity. FEMA will leverage our programs and communication platforms to reinforce shared responsibility and accountability for all phases of the disaster lifecycle. Specifically, I am directing the Agency to focus on advancing shared responsibility across FEMA's mission space, including preparedness, mitigation, insurance, continuity, and disaster response and recovery, and among FEMA's partners by investing in the following lines of effort:

- **Promoting individual resilience.** FEMA's assistance provides critical support when Americans need it most. However, individuals and communities cannot rely on FEMA's assistance alone. Resilience must continue current work to expand individual resilience while aligning all FEMA programs to incentivize—not disincentivize—insurance and investment in financial preparedness.

I am directing the Federal Insurance and Mitigation Administration (FIMA) to continue to develop and institute bold reforms that transform the National Flood Insurance Program (NFIP) in pursuit of a sustainable program and a sound financial framework.

I am directing the National Preparedness Directorate (NPD) to continue working with other Federal and non-traditional stakeholders to identify and pursue the most impactful ways of communicating the importance of financial preparedness as part of the Agency's overall strategy to empower individuals and communities to take preparedness actions.

- **Reducing risk through mitigation.** As stated in our Strategic Plan and our National Mitigation Investment Strategy (Investment Strategy), we must help build the Nation's mitigation capability. To do so, we must encourage a standard practice for mitigation in community planning and community investment decisions. In addition, we must mature our ability to assess National and state operational capabilities and gaps related to lifeline stabilization and focus our grant programs on closing these gaps. The true measurement of success for this effort is reducing disaster survivor suffering.

I am directing FIMA to spearhead the implementation of the Investment Strategy across the whole community by maximizing mitigation investment across existing FEMA programs and catalyzing investments in both the public and private sector. This includes launching the Building Resilient Infrastructure and Communities (BRIC) grant program, coordinating with the Recovery Directorate, the Regions, and the Field leadership on maximizing mitigation investment in Public Assistance, and developing a national strategy

for the adoption and enforcement of building codes, starting with a focus on the internal alignment of our programs.

- **Enhancing state and enabling private sector operational capability.** Rebalancing the responsibility of emergency management between the Federal government and our state partners and enabling the response of private sector partners will be a multi-year endeavor. It starts with FEMA doing more to tailor our program delivery to meet the current operational realities and capabilities of our state partners coupled with supporting the private sector in their response and recovery efforts. Over time, we can use this foundation to help build state capability, as well as enable the private sector, to stabilize and reduce the risks to community lifelines so they can more effectively lead disaster response and recovery. To help inform the development of tailored solutions and build this foundation, I am directing NPD and the Recovery Directorate, in partnership with the Regions, to refine and improve FEMA's ability to assess state capability. To enhance state capability in the short term, I am directing NPD to promote the expansion of the National Qualification System by providing tools and guidance necessary for states to implement their own qualification, certification, and credentialing process for emergency management personnel and supporting interoperability of these processes across jurisdictions. I have also directly charged the National Advisory Council (NAC) to make recommendations on how we can increase state preparedness without additional Federal funding.
- **Supporting wildland-urban interface fires.** Wildland-urban interface (WUI) fires pose a rapidly growing threat to lives and property. Since 2017, WUI fires have resulted in at least 108 deaths and the destruction of more than 24,000 structures. I am directing the United States Fire Administration (USFA) to increase the Nation's ability to understand, respond to, and mitigate WUI fires through improved data collection and analysis, prevention outreach, and by providing targeted training on WUI fires to our SLTT partners. I am also directing every FEMA office to work and coordinate with USFA on cross-cutting issues and initiatives.

2. Ready the Nation for Catastrophic Disasters by building a Ready FEMA

On its worst days, the Nation depends on FEMA's capabilities and readiness. Whether it is a hurricane or a no-notice event, FEMA must be ready when America calls. As the Nation's leader in emergency management, we have an obligation to explain to our constituents – the American public, Congress, our SLTT partners – what a Ready FEMA looks like.

Achieving a Ready FEMA will be a multi-year endeavor and maintaining our readiness is a continuous responsibility. Maintaining readiness starts with our ability to understand the missions we need to be ready for, identify the capabilities we need to achieve these missions, and build business practices to continuously monitor and strengthen our readiness levels.

I am directing the Agency to undertake this effort and build a Ready FEMA by investing in the following lines of effort:

- **Building disaster readiness.** FEMA must always be ready to support communities in rapidly stabilizing community lifelines and delivering essential assistance to survivors. FEMA must be capable of managing multiple events with the scope and complexity that we experienced in the 2017 disaster season.

Even as we work to achieve this baseline readiness, we must go farther and uphold our commitment to ready the Nation for catastrophic disasters. Over the past year, we have been working with our Federal partners to define a set of National Capability Targets that describe the capabilities the Nation needs to stabilize community lifelines and manage potential catastrophic incidents.

We know that simply scaling routine disaster response and recovery capabilities to address catastrophic events is not an option due to resource constraints at all levels of government. Yet we also know that work must be done to bring clarity to whole community contributions to achieving the National Capability Targets. We must anticipate new and emerging threats and hazards and seek innovative solutions, especially to strengthen the Nation's catastrophic readiness.

I am directing the Office of Response and Recovery (ORR) to develop a disaster readiness framework including: measures and targets against both a baseline and a catastrophic level of disaster activity; and solution sets to execute against that framework.

- **Building continuity readiness.** FEMA must always be ready to ensure that government at all levels can provide essential services during a catastrophic disaster. Over the past year, FEMA has made investments to strengthen the resilience of communication systems, SLTT continuity planning, and local public alert and warning capability. I am directing National Continuity Programs (NCP) to develop a comprehensive strategy, both at the unclassified and classified levels, that will identify and address remaining weaknesses and gaps in our Nation's continuity readiness.
- **Building mission enabling readiness.** Becoming a Ready FEMA relies on having people and comprehensive processes in place to ensure our core business functions continue when disaster strikes. Mission Support (MS) plays a critical role in ensuring FEMA's readiness through the redesign and maturation of effective business processes to deliver quality outcomes for all customers. I am directing MS to set standards for the delivery of mission support services throughout the enterprise and lead the Agency-wide effort to develop accurate tables of organization that will support strategic workforce planning and management for the Agency's workforce.

3. Reduce the Complexity of FEMA by strengthening core management functions

A strong backbone for business is essential to achieving the goals of our Strategic Plan and

the critical priorities directed in this year's APG. Over time as our authorities have evolved, systems have expanded, and new policies and processes have emerged, it has become increasingly challenging to manage and navigate our programs. To reduce our complexity, we must develop authoritative, enterprise solutions that strengthen our ability to deliver our mission. I am directing the Agency to strengthen our core management functions by investing in the following lines of effort:

- **Implementing the Blueprint for Business Excellence.** I am directing MS to implement the Blueprint for Business Excellence to provide exceptional, consistent, and quality services that will enable FEMA's operational readiness and mission delivery. MS will reduce the complexity of FEMA and ensure the Agency is well-positioned for future success by establishing performance indicators to drive mission support success, by leveraging maturity models to assess the current state of MS core capabilities and set FEMA on the correct path forward, and by documenting policies and processes to deliver business excellence enterprise-wide.
- **Strengthening grants management.** Every year, FEMA manages more than forty financial assistance programs, administers thousands of grants, and awards billions of dollars of assistance to communities and individuals. In May 2019, to unify and strengthen the Agency's approach to grants management, I directed FEMA's Grant Programs Directorate (GPD) to assume responsibility for policy and procedures over our non-disaster and disaster grants. I am directing GPD to strengthen grants management. GPD will coordinate with all relevant stakeholders, to include the Office of the Chief Financial Officer and the Regions, to focus on consistent grants management policy and effective internal controls, which includes improving our ability to close both disaster and non-disaster grants, and to implement our Grants Management Modernization program.
- **Improving disaster outcomes.** Supporting successful disaster outcomes depends on our ability to effectively coordinate Federal efforts to stabilize community lifelines and provide assistance to disaster survivors and impacted communities. I am directing ORR and the Regions to improve the delivery of disaster outcomes by maturing the policies, processes and enterprise alignment related to disaster operational coordination, as well as improving the accuracy and timeliness of Public Assistance grant awards. The forthcoming Recovery Operations Support Manual is a significant step forward in this effort.

Through advancing shared responsibility for emergency management, building a Ready FEMA, and strengthening our core management functions, we will continue our commitment to our Strategic Plan and strengthen our ability to help people before, during, and after disasters. Thank you for all you do every day to honor our mission.

We are FEMA.

Appendix A: APG Performance Measure Suite

In CY20, FEMA's Enterprise Performance Measure suite will include 58 measures. FEMA's APG Performance Measure Suite represents a sub-set of these measures that track the priorities and lines of effort identified in the APG. For CY20, the APG Performance Measure Suite will include the 28 measures listed below:

FY 2020: APG performance measures

Goal 1: Build a Culture of Preparedness by advancing shared responsibility					
Lines of Effort	Lead	Performance Measures			
Promote Individual Resilience	FIMA / NPD	Flood Insurance Coverage* (Obj. 1.2)	Emergency Savings* (Obj. 1.3)		
Reduce Risk through Mitigation	FIMA / NPD	Investments in Mitigation** (Obj. 1.1)	Mitigation BCA* (Obj. 1.1)	Building Codes* (Obj. 1.1)	BRIC (Obj. 1.1)
Enhance State Operational Capability	NPD / Recovery	NQS Enrollments (Obj. 2.1)	State Recovery Capability (Obj. 3.2)		
Wildland-Urban Interface Fires	USFA	Loss of Life due to Fire*	NFA Training and Education Impacts*		
Goal 2: Ready the Nation for Catastrophic Disasters by building a Ready FEMA					
Lines of Effort	Lead	Performance Measures			
Disaster Readiness	ORR	IM Workforce Readiness** (Obj. 2.1)	Logistics Catastrophic Readiness Rating* (Obj. 2.3)	MEOV Communication* (Obj. 2.4)	
		IM Workforce Availability (Obj. 2.1)	Critical Field Leadership Readiness (Obj. 2.1)	PA Readiness (Obj. 2.1)	Lifeline Stabilization (Obj. 2.4)
Continuity Readiness	NCP	Continuity Readiness (Obj. 2.4)			
Readiness of Enabling Support Functions	MS	IM Workforce Readiness** (Obj. 2.1)	Fill Rate for Non-IM Workforce (Obj. 3.3)		
Goal 3: Reduce the Complexity of FEMA by strengthening core management functions					
Lines of Effort	Lead	Performance Measures			
Business Excellence	MS	FISMA Scorecard Performance (Obj. 3.3)	Fraud Prevention (Obj. 3.3)	Increase Space Utilization (Obj. 3.3)	Improve Procurement Administrative Lead Time (Obj. 3.3)
Grants Management	GPD	Grant Closeouts* (Obj. 3.4)			
Delivery of Disaster Outcomes	ORR	PA Customer Satisfaction* (Obj. 3.1)	Timeliness of PA Awards** (Obj. 3.1)	PA Accuracy of Awards (Obj. 3.1)	Response Operational Coordination (Obj. 2.4)

Measure In Development
 * GPFA Measure
 ** DHS Strategic Plan Measure