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**FEDERAL EMERGENCY MANAGEMENT AGENCY****Risk Mapping, Assessment, and Planning (RiskMAP)****DRAFT STATEMENT OF OBJECTIVES  
(Program Management)****I. DESCRIPTION AND PURPOSE:**

As part of the Department of Homeland Security (DHS), the Federal Emergency Management Agency (FEMA) has operated the Flood Map Modernization (Map Mod) program since 2004. This program began the work of conducting a large-scale overhaul of the nation's flood hazard maps. Work accomplished under the program has included data collection and analysis, map production, product delivery, and effective program management. Mapping services in support of the National Flood Insurance Program must be continued and updated Flood maps must be maintained as the program evolves to meet the objectives outlined in this document. This initiative will continue to produce digital flood hazard data, provide access to flood hazard data and maps via the Internet, and implement a nationwide state-of-the-art infrastructure that enables all-hazard mapping. The infrastructure developed during Map Mod will continue to evolve and be used to deliver flood hazard data in support of the National Flood Insurance Program (NFIP) and will also support the distribution of geospatial data of all hazards, including those that are man made. Since the political and technological environments are continuing to evolve, this initiative will require the continuous review of existing systems and potential development of new standards or approaches in meeting the objectives outlined below.

The purpose of this Statement of Objectives (SOO) is to obtain contract support which will replace the single National Service Provider Contract which expires in March of 2009; replace expired Regional Indefinite Delivery Indefinite Quantity contracts; and supplement the remaining Regional Indefinite Delivery Indefinite Quantity contracts.

This SOO will address only the Program Management acquisition. The Customer Service and Production and Technical Services contracts will be addressed in separate documents.

**II. BACKGROUND:**

FEMA's flood maps are one of the essential tools for flood hazard mitigation in the United States. These maps are used an estimated 20 million times annually in the private and public sectors, in the following ways:

- Lending institutions and insurance companies use them to determine who needs flood insurance and to determine flood insurance rates.
- Community planning officials, land developers, and engineers use them for designing and siting new buildings and infrastructure to be safe from flooding.
- States and communities use them for hazard mitigation planning and emergency management.

- Federal agencies use them when implementing Executive Order 11988, Floodplain Management.

The first phase of Map Mod will provide at its completion:

- A solid performance based project and program management infrastructure focused on results;
- A premier flood data collection and dissemination platform;
- Strong effective partnerships with state, local, and other federal governments;
- Digital flood hazard data and maps for 92% of the Nation's population;
- New, updated, or validated flood hazard data for 30% of the mapped stream miles; and
- Credible floodplain boundaries for 75% of mapped stream and coastal miles.

FEMA's Mitigation Directorate is undergoing philosophical and tactical shifts in how it delivers information necessary for flood hazard reduction. The concepts presented here form an appreciably improved, integrated approach to identifying flood hazards that are then woven into watershed-based risk assessments and State and local Hazard Mitigation Plans. FEMA published a Concept Paper in June 2007 to lay out a vision for this integrated approach. The Concept Paper can be found at <http://www.fema.gov/plan/ffmm>.

### III. FEMA STRATEGIC GOALS:

"A Nation Prepared" is FEMA's vision and its mission is to lead America to prepare for, prevent, respond to, and recover from disasters. Risk MAP clearly helps ensure that both the Nation, as well as individual communities, are prepared for future floods and other hazard events. With accurate, up to date flood hazard data, states and communities have the tools to reduce future flood losses. FEMA has identified 6 strategic goals for the next 5 years as follows:

- Reduce loss of life and property
- Minimize suffering and disruption caused by disasters.
- Prepare the Nation to address the consequences of terrorism
- Serve as the Nation's portal for emergency management information and expertise
- Create a motivating and challenging work environment for employees
- Make FEMA a world class enterprise

### IV. MITIGATION DIRECTORATE MISSION:

The mission of the Mitigation Directorate is to create safer communities by reducing loss of life and property; enable individuals to recover more rapidly from floods and other disasters; and lessen the financial impact of disasters on the Nation. This is accomplished through three primary objectives:

- *Analyze Risk* - Determining the impact of natural hazards that lead to effective strategies for reducing risk.

- *Reduce Risk* - Reducing or eliminating long-term risk from hazards on the existing built environment and future construction.
- *Insure for Flood Risk* - Reducing the impact of floods on the Nation by providing affordable flood insurance.

## V. PROGRAM DESCRIPTION

In order to leverage the successes of Map Modernization and further enhance the usability and value of flood hazard mapping, FEMA has developed the RiskMAP program. RiskMAP combines flood hazard mapping, risk assessment tools and Hazard Mitigation Planning into one seamless program. The intent of this integrated program is to encourage beneficial partnerships and innovative uses of flood hazard and risk assessment data in order to maximize flood loss reduction.

The vision of RiskMAP includes several components. These include:

- (1) Identifying additional flood hazard data needs and establishing a life-cycle approach to mapping updates, including areas along the Nation's coast and those protected by levees;
- (2) Conducting informative watershed based risk assessments for all watersheds in the Nation opening the door for more effective risk communication, flood mitigation planning, and flood risk reduction performance tracking;
- (3) Ensuring Hazard Mitigation Plans are assessed and updated every five years locally and every three years at the state level; and
- (4) Keeping the Nation's flood maps credible, enhancing their quality, and maintaining ease of data availability.

As the current Map Modernization support contracts throughout the country are expiring, FEMA assessed the need for the new replacement, follow-on contractual support. After extensive consideration and analysis as well as significant input from industry, FEMA crafted an acquisition strategy to optimize stakeholder acceptance; deliver results using an enabling vision; ensure needed flexibility and adaptability exists; facilitate smooth and seamless transition; and provide innovation with problem solving capabilities to meet the challenges facing the program. This new strategy involves a restructuring of the business model where a National Service Provider currently provides program management, customer service and many other services required to run the overall effort. The restructuring will include separating the program management and customer service segments of executing the program from the actual production of digital maps. The new approach includes establishing separate contracts to provide three groupings of services:

- Program Management (PM)
- Customer and Data Services (CDS)
- Production and Technical Services (PTS)

## **VI. UNIVERSAL OBJECTIVES FOR PROGRAM MANAGEMENT; CUSTOMER AND DATA SERVICES; AND PRODUCTION AND TECHNICAL SERVICES**

While each area will have separate contract(s), the success or failure of RiskMAP will hinge on the interaction and cooperation of all contractors working as a team to ensure the smooth, seamless flow of information to all stakeholders and partners, both internal and external, and a comprehensive, coordinated approach to provide information AND services to customers at all levels. A failure by a single contractor at any level may lead to program failure. It is the responsibility of all contractors to participate as team members with all other contractors.

To this end, FEMA has established Universal Objectives for all RiskMAP contractors. Additionally, there are Overarching Assumptions and Constraints that apply to all contractors.

### **Universal Objectives:**

**Universal Objective A:** Provide a high level of cooperation across the RiskMAP program contractors, ensuring that the RiskMAP program mission overrides the individual contractors' preferences.

**Universal Objective B:** Implement program cost, schedule, scope, and quality management practices that enable reliable and efficient operations and forward-thinking innovation throughout the RiskMAP program

- Ensure that internal contractor systems for earned value management and performance management integrate with the RiskMAP program systems
- Monitor, evaluate, and mitigate risks within the PM portion of RiskMAP
- Comply with the RiskMAP change control process

### **Overarching Assumptions and Constraints:**

- All activities align with DHS/FEMA strategic goals and constraints
- Outreach activities are coordinated, integrated, and consistent with RiskMAP messaging throughout the program including appropriate advisory focus groups
- Solutions leverage existing FEMA investments and resources, are cost effective, and demonstrate a sound return on investment (ROI)
- The solution meeting these goals and objectives must address important federal mandates and business drivers, including, but not limited to: the Government Paperwork Elimination Act; the Government Information Security Reform Act; the Clinger-Cohen Act; the Government Performance and Results Act; the Federal Records Act; the Computer Security Act; the Freedom of Information Act; the Disabilities Act; Section 508 of the Rehabilitation Act; the Disaster Mitigation Act of

2000; the National Flood Insurance Reform Act of 1994; the Stafford Act; the Flood Disaster Protection Act of 1973, the Housing and Urban Development Act of 1969; and other laws and regulations specific to FEMA.

- The solution must comply with all statutes and demonstrate working knowledge of applicable regulations, policies, guidelines, and specifications that affect the NFIP, the mission of the Department of Homeland Security, and related multi-hazard programs including risk assessment in a pre- and post- disaster environment.
- The solution must demonstrate the flexibility to accommodate a changing environment that includes a shift to all hazards and homeland security. In addition, the solution may recommend changes to improve efficiency and effectiveness of program functions and management.
- Data security and privacy issues are a major focus of the federal government's information technology efforts. All program activities must be compliant with the Government Information Security Reform Act, OMB policies, and FEMA and the Department of Homeland Security requirements.
- Information technology (IT) systems must be coordinated with and comply with FEMA and Department of Homeland Security enterprise architecture requirements.
- The solution must include a transition plan describing how continuity of services will be maintained (e.g., production of flood hazard maps and related products, customer service and community outreach, program oversight, etc.)

## **VII. PROGRAM MANAGEMENT OBJECTIVES.**

### **OBJECTIVE 1**

**ACHIEVE EFFECTIVE PROGRAM MANAGEMENT:** Develop and execute a comprehensive program management structure that enhances all the RiskMAP programs furthering the goals of RiskMAP and measuring the reduction of the Nation's vulnerability to natural hazards.

- Use aspects of earned value management to assist in administering RiskMAP.
  - Provide an approach and define requirements for a comprehensive, reliable performance management/EVM system that combines EVM data from across RiskMAP programs that measures cost, schedule, and performance and ensures quality products within schedule and budget.
  - Analyze EVM data and provide recommendations for program improvement.
- Provide support for program planning and control processes.
- Establish change control process for policy and standards to deliver RiskMAP programs
- Evaluate and assess quantifiable loss reduction accomplished by RiskMAP and use results to provide recommendations to continuously improve the program.

- Monitor overall program performance provide information using a Balanced Score Card approach.
- Develop a process for capturing and managing programmatic risks, including the development of risk management plan(s) and inventories.
- Provide support for RiskMAP stakeholder advisory entities.
- Improve FEMA's program management capabilities through continuous improvement strategies, knowledge management strategies, and best practices.
- Identify strategies to motivate partners to share resources and information, and assume responsibilities for the information, data development, and data maintenance activities.
- Develop and manage data standards, product specifications, and quality, and assure that data and systems are interoperable and with minimized complexity

## **OBJECTIVE 2**

**ACHIEVE INTEGRATED RISKMAP PROGRAMS:** Design and implement timely, innovative solutions that address, validate, and anticipate RiskMAP partner, user, and stakeholder needs.

- Identify programmatic needs, redundancies, and efficiencies. Provide recommendations to maximize the utilization and efficiency of existing IDIQs, CTPs, and RiskMAP Contractors.
- Develop and assist in implementing a concept of operations for geospatially collecting and analyzing needs information that integrates mapping, risk assessments, and Hazard Mitigation Planning.
- Leverage existing policy and guidance to determine if they can be reused to optimize resources within the RiskMAP programs.
- Facilitate and coordinate the development of actionable policies, guidance, and procedures for effective delivery, implementation, and integration of RiskMAP programs.
- Design a RiskMAP enterprise business architecture that aligns to the DHS/FEMA/Mitigation Enterprise Architecture.
- Assist in structuring and implementing a governance structure that clearly establishes roles, relationships, and thresholds for project implementation and issue resolution.
- Develop a strategy to integrate and enhance the effectiveness of RiskMAP products.

## **OBJECTIVE 3**

**DESIGN AND IMPLEMENT A COMPREHENSIVE NATIONAL RISK MAP OUTREACH STRATEGY:** The strategy will provide stakeholders with a clear understanding of risks and promote actions to reduce those risks.

- Market RiskMAP information as credible, usable, and valuable to appropriate levels of stakeholders.
- Develop and provide outreach materials and toolkits including template correspondences which allow for the execution of the outreach strategy at various stakeholder levels.
- Develop and provide training on materials and toolkits that support RiskMAP concepts at various stakeholder levels.

- Develop consistent, targeted messaging for successful communication of RiskMAP programs.
- Evaluate the effectiveness of RiskMAP communication, including assessing the use of materials by other RiskMAP contractors, and modify strategy accordingly.
- Provide timely and quality support to the appropriate entity when a coordinated media or congressional response is warranted for RiskMAP issues.
- Coordinate with other FEMA Outreach efforts.

#### **OBJECTIVE 4**

**FOSTER MUTUALLY BENEFICIAL PARTNERSHIPS:** Strengthen beneficial partnerships in order to develop improved understanding of flood risk and other hazard information and further the goals of RiskMAP.

- Design, implement, and maintain a framework that collects information on the effectiveness of partnerships.
- Ensure that the RiskMAP products resulting from partnerships are complementary, not duplicative.
- Collaborate with partners to improve the understanding and use of risk information at the federal, state, local and tribal levels and encourage action through Hazard Mitigation Plans.
- Verify requirements for enhancements to proven methods or development of new methods that provide support to partners to include policies, procedures, guidelines, and training for RiskMAP.

#### **VIII. PROGRAM MANAGEMENT ASSUMPTIONS AND CONSTRAINTS:**

- FEMA will develop a strategy to quantify loss reduction, and the PTS and CDS Contractors will support and implement the strategy.
- Innovative technologies will be used to facilitate communication among stakeholders
- Program management solutions employ systematic methods and disciplined process from the Project Management Institute and American National Standards Institute for meeting cost, schedule, and performance objectives.
- The PTS Contractors are responsible for the flood hazard map update needs collection and operation at a regional level.
- The CDS Contractor is responsible for the IT services related to building the needs management system
- The PM Contractor is responsible for ensuring that all RiskMAP Contractors coordinate issues.
- All solutions will be flexible and able to adapt to evolving RiskMAP standards, while maintaining continuity of program operations.
- The PM Contractor must work with the current contracting and grants structure.
- The PM Contractor provides the national outreach strategy and toolkit to the existing IDIQs, CTPs, and RiskMAP Contractors for further implementation.

- The PM Contractor will provide support in the coordination with the NFIP Programs and the RiskMAP Program Management Office.
- The PM contractor must be knowledgeable in the NFIP and flood hazard mapping.
- The PM Contractor does not develop IT systems.
- The PM Contractor will coordinate geospatial policy within the framework of the National Geospatial Data Infrastructure, and direct the goals of specific projects initiated under joint federal sponsorships
- The PM Contractor does not produce the RiskMAP products; Partners and the PTS Contractors are producing RiskMAP products
- The PM Contractor will have a direct relationship with the FEMA Regional Offices, with particular attention to program planning and performance monitoring.
- The PM Contractor will provide a national liaison for each Regional Office to provide programmatic level support. This liaison will be located near the Regional Office and Regional Support Center.
- The PM Contractor / Teams must be an unbiased arbitrator and advisor to FEMA and should have no actual or perceived organizational conflict of interest with the PTS or CDS contractors / teams.
- The objectives additionally encompass tasking, including, but not limited to:
  1. Produce necessary reporting for FEMA, DHS, OMB and Congress related to program performance.
  2. Coordinate updates to the *Guidelines and Specifications for Flood Hazard Mapping Partners*.
  3. Manage and oversee policy, procedure and guidance documents (including levees, coastal, and HAZUS)
  4. Manage the development of Mitigation Planning and Loss Estimation guidance and procedures.
  5. Plan conferences and meetings at a national level.
  6. Coordinate with Floodplain Management Branch on project status and support map adoption activities at a national level.

## IX. DEFINITIONS:

**Partner:** An entity that leverages resources with FEMA, and potentially other entities, to achieve a shared vision of hazard and risk information communication. Partners typically provide access to data that they maintain, but may also provide other types of support.

**RiskMAP products:** DFIRMs, LOMCs, Loss Estimation Tools such as HAZUS, and Hazard Mitigation Plans. All RiskMAP products will be either produced by RiskMAP contractors or partners. All Hazard Mitigation Plans will be produced solely by partners at the local and state level.

**RiskMAP programs:** include Flood Hazard Mapping, Risk Assessment and Hazard Mitigation Planning.



**Stakeholder:** Has vested interest in RiskMAP programs but may not be contributing data. Stakeholders include partners and users, in addition to other entities. Current stakeholders include general public, state and local officials, lenders, insurance agents, realtors, homebuilders, environmental groups, engineers, surveyors, planners, flood insurance policy holders, other Federal Agencies, Congress, Office of Management and Budget and others.

**User:** Any technical or non-technical customers accessing, utilizing, or manipulating RiskMAP data, products, or systems.

## **X. ACRONYMS:**

<b>CDS</b>	Customer & Data Services
<b>CTP</b>	Cooperating Technical Partner
<b>DFIRM</b>	Digital Flood Insurance Rate Map
<b>EVM</b>	Earned Value Management
<b>EVMS</b>	Earned Value Management System
<b>IDIQ</b>	Indefinite Delivery, Indefinite Quantity
<b>LOMC</b>	Letters of Map Change
<b>NFIP</b>	National Flood Insurance Programs
<b>PTS</b>	Production & Technical Services
<b>PMO</b>	Program Management Office
<b>SOO</b>	Statement of Objectives