Evaluating the new FEMA post PKEMRA

Christine G. Springer

University of Nevada, Las Vegas, christine.springer@unlv.edu

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EVALUATING THE NEW FEMA POST PKEMRA

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DR. CHRISTINE SPRINGER, Ph.D

12th Annual FEMA HIGHER EDUCATION CONFERENCE

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ECEM Director
Dr. Christine Springer

- Former Director of Intergovernmental and Community Relations for 3rd Largest Public Utility (Arizona)
- Former President of American Society for Public Administration (1994)
- Elected to Membership of Congressionally Chartered Think Tank: National Academy of Public Administration (1997)
- Former Director of Economic Development on Arizona Gov’s Staff
- Author of 10 books on public management
- Degrees from University of Arizona, Arizona State University and Indiana University
- Associate Editor of *Public Administration Review*
- Columnist for Innovation Group, *Public Management* and *P.A. Times*
PKEMRA 2007

- MAJOR STRUCTURAL AND PROGRAMMATIC CHANGES
  - TRANSFER OF PREPAREDNESS PGMS FROM DHS TO FEMA

- TWO CENTRAL GOALS
  - INTEGRATE PREPAREDNESS ACROSS FEMA MISSION-PROGRAMS
  - BUILD REGIONAL OFFICE CAPABILITIES TO INTERFACE WITH STAKEHOLDERS BEFORE, DURING AND AFTER DISASTERS

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GUIDELINE
CAPABILITIES
(2007)

PREVENTION
PROTECTION
RESPONSE
RECOVERY

PREPAREDNESS INTEGRATION MISSION

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GUIDELINES RELATED TO OTHER PLANS

- NATL STRATEGY
- NATL RESP PLAN
- NIMS
- INFRASTRUCTURE PLAN
- WMD STGY
- CYBER STGY
- PROTECTION OF CRITICAL INFRASTRUCTURE AND KEY ASSETS STRATEGY

- STATE AND LOCAL
- CAPABILITIES
- FED CAPABILITIES
- FEDERAL REGS
- EQUIPMENT STDS
- RESEARCH + DEV.

- COMP TRAINING PGM
- LESSONS LEARNED INFO SHARING
- ASSESSMENT SYSTEM
- HOMELAND SECURITY EXERCISE/EVAL
- PROGRAM

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NATIONAL RESPONSE FRAMEWORK (2008)

- ENGAGED PARTNERSHIP
- TIERED RESPONSE
- SCALABLE, FLEXIBLE, ADAPTABLE OPERATIONAL CAPABILITIES
- UNITY OF EFFORT THRU UNIFIED COMMAND
- READINESS TO ACT

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PKEMRA REQUIREMENTS

- Improve core capabilities in regions
- Expand mission to include preparedness and protection
- Enhance and integrate human capital
- Engage new constituencies e.g. law enforcement
- National emergency management system
- National preparedness system
- Build new capabilities
- National recovery strategy

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PKEMRA
LEADERSHIP

- 10 WORKING GROUPS
  - OCT 2006 ➤ FEB 2008
- STAFFED BY OFFICE OF POLICY AND PROGRAM ANALYSIS
  - HUMAN RESOURCES
  - FACILITIES
  - INFO TECHNOLOGY
  - FINANCE
  - PROCUREMENT
  - LEGAL
  - COMMUNICATIONS

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ROLES FOR KEY PLAYERS

- LOCAL GOVERNMENTS
  - Promote Resilient Communities
  - Prepare Citizens
  - Effective First Responses
  - Engaging Key Stakeholders

- STATES, TERRITORIES AND TRIBES
  - Coordinate Resources
  - Lead in Response and Recovery
  - Request Additional Assistance
  - Protect Public Health and Welfare

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ROLES FOR KEY PLAYERS

FEDERAL GOVERNMENT
- First responder on military bases etc.
- Respond effectively to Governor requests
- DHS Secy Principal Fed for Domestic Incident Response

PRIVATE SECTOR AND NGOs
- Engaged Partner with Levels of Govt
- Contingency Plans with State and Local Govt
- Protect Critical Infrastructure
- Restore Commercial Activity

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ON-LINE SURVEY
- 24 FEMA REGIONAL OFFICERS
- 15 STATE DIRECTORS
- 5 LOCAL EMERGENCY MANAGERS

ON-GOING INTERVIEWS

QUESTIONS ASKED:
- HAS INTEGRATION OF PREPAREDNESS OCCURRED?
- HOW LONG WILL IT TAKE?
- WHAT CHANGES HAVE YOU NOTICED?

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MORE QUESTIONS...

- WHAT ARE THE TOP 3 THINGS THAT WILL MAKE IT HAPPEN?
- HOW HAVE INTERACTIONS WITH STAKEHOLDERS CHANGED?
- HOW HAS THIS AFFECTED PREPAREDNESS?
- WHAT ARE THE CRITICAL SUCCESS FACTORS AFFECTING PREPAREDNESS?
- WHAT ARE THE BIGGEST CHALLENGES TO MAKING THIS HAPPEN?

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FEDERAL VS. STATE/LOCAL RESPONSES

FEDERAL

- SOMEWHAT INTEGRATED (76%)
- HOW LONG WILL IT TAKE? 1yr+ (76%)
- INTERACTIONS INCREASED?
  - STATE, BUSINESSES, NGO’S
- PREPAREDNESS IMPROVED?
  - STATE, LOCAL, BUSINESS, NGOs

STATE/LOCAL

- SOMEWHAT INTEGRATED (68%)
- HOW LONG WILL IT TAKE? 1 Yr+ (67%)
- INTERACTIONS INCREASED?
  - STATE ONLY
- PREPAREDNESS IMPROVED?
  - NO NOT REALLY

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FEDERAL VS. STATE/LOCAL RESPONSES

FEDERAL

- WHAT DOES ROBUST MEAN?
  - INDEPENDENT FUNCTIONING
  - FULL STAFFING
  - OPEN COMMUNICATIONS WITH HQ
  - INTEGRATED ACROSS DIVISIONS
  - EMPOWERMENT AND RESOURCES

STATE/LOCAL

- WHAT DOES ROBUST MEAN?
  - AUTHORITY TO BE PROACTIVE
  - TRAINED STAFF
  - CONNECTED TO DHS AND FEMA HQ
  - ENGAGED AND ACTIVE WITH STATES
  - ALL GRANTS SHOULD BE REGIONAL OFFICES

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Regional Office Suggestions

- Establish a vision for preparedness integration & increase commitment to this goal.
- Make programmatic & administrative changes to FEMA’s grant programs.
- Serve stakeholders & increase their capabilities.
- Reduce stove-piping.
- Empower the regions.
- Improve the relationship between the regions and headquarters.
- Increase funding/resources.
- Make structural changes to the regions.

Analysis of respondents’ answers to a question asking for ONE suggestion for improving preparedness.
Regions Are Becoming More Robust, But Challenges Remain

- Overall, regional permanent full-time workforce has increased significantly. As of April 2009:
  - 40% increase from FY 2003 levels
  - 73% increase from FY 2006 levels
- No Regional Officer reported that their office was currently fully robust.
  - Nearly 60% said their office would require a “considerable amount of change.”
- Due to preparedness integration activities, over 60% of respondents report their region’s interaction with headquarters has increased.
  - The majority said this had a positive impact on preparedness in their region.
Key Characteristics Of A “Robust Regional Office”

1. Increased authority
   - General decision-making
   - Grants
   - Responsibility for developing a “regional budget”

2. Adequate human capital
   - Number of employees
   - Skilled, experienced staff

3. Strong relationships
   - Headquarters
   - Stakeholders

Analysis of respondents’ answers to a question asking what a “robust regional office” means to them.
ONE STATE DIRECTOR’S OBSERVATION

- NEED A BETTER UNDERSTANDING IN EVERY REGION THAT IT IS NOT JUST RESPONSE, BUT PREVENTION, PROTECTION AND COORDINATION WITH STATE AND LOCAL GOVTS

- NO LONGER ACCEPTABLE TO WAIT 72-HOURS BUT NEED TO BE ON THE GROUND AND OPERATIONAL IN 24-HOURS
FEDERAL RESPONSES

TOP THREE ACTIONS NEEDED?

- TRANSFER AUTHORITY FROM HQ TO REGIONS
- INCREASE AUTONOMY AND OUTWARD FOCUS
- BUDGET
- PROVIDE REGIONS WITH HUMAN RESOURCES
- COLLABORATE WITH STAKEHOLDERS

STATE/LOCAL RESPONSES

TOP THREE ACTIONS NEEDED?

- TRANSFER AUTHORITY TO REGIONS TO WORK WITH STATES
- STREAMLINE FUNDING STREAMS TO STATES
- INCREASE REGIONAL STAFF WHO CAN DEVELOP PLANS WITH STATES AND LOCALS

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MORE RESOURCES AND STAFF TO REGIONS SO THAT THEY CAN BUILD RELATIONSHIPS WITH STATES AND CITIES AND UNDERSTAND WHAT EACH CAN PROVIDE DURING AN EMERGENCY
## Federal vs. State/Local Responses

### Federal
- **What changes have you noticed?**
  - Better coordination and effectiveness
  - More program interface with other divisions
  - Stronger link between preparedness grants and disaster programs

### State/Local
- **What changes have you noticed?**
  - Increased communication and collaboration
  - More prescriptive
  - Inability to integrate other federal agencies
  - More directives without funding

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PREPARATION HAS BECOME MORE OF A PRIORITY TO FEMA. THERE IS A SENSE OF URGENCY. FEMA HAS HOWEVER, NOT ADDRESSED THE LAYERS OF BUREAUCRACY THAT MAKE COHERENT PREPAREDNESS DIFFICULT TO ACHIEVE.
FEDERAL VS. STATE/LOCAL RESPONSES

FEDERAL

- WHAT CHALLENGES TO INTEGRATION?
  - LACK OF FUNDING AND STAFFING
  - LACK OF COMMUNICATION AND COORDINATION WITH HQ
  - LACK OF COMMITMENT TO PREPAREDNESS
  - LACK OF CLEAR DIVISION BETWEEN GPD AND NPD RE: GRANTS

STATE/LOCAL

- WHAT CHALLENGES TO INTEGRATION?
  - NO CLEAR FEMA STANDARDS OR MEASURES
  - PREPAREDNESS DRIVEN BY EVENTS
  - STATE TO STATE DIFFERENCES
  - LACK OF INTEGRATION OF PREPAREDNESS FUNDING (RCPG)

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CURRENT BUDGET CRISSES AT THE STATE AND LOCAL ARE THE BIGGEST CHALLENGE BECAUSE FEDERAL DOLLARS ARE A DROP IN THE BUDGET WHEN YOU ARE LAYING OFF FIRST RESPONDERS.
FEDERAL VS. STATE/LOCAL RESPONSES

FEDERAL WHAT CRITICAL SUCCESS FACTORS?
- FULLY STAFF AND EMPOWER REGIONS
- GIVE REGIONS BUDGET AND STAFF NEEDED
- MOVE ALL GRANTS TO REGIONS UNDER NATIONAL PREPAREDNESS
- FEMA HQ AND REGIONS WORK TOGETHER NOT DICTATE

STATE/LOCAL WHAT CRITICAL SUCCESS FACTORS?
- DECENTRALIZE AUTHORITY AND STAFF AND EMPOWER REGIONS TO SUPPORT STATE AND LOCAL GOVTS
- TRAINING, EXERCISES AND RESOURCES FOR JOINT COLLABORATION
- RESOURCES FOR PREPAREDNESS

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PROVIDING RESOURCES TO BUILD CAPACITY FROM THE BOTTOM UP SO AS TO BE PREPARED FOR LARGER AND NON-TRADITIONAL EVENTS (SWINE FLU) AS AN INVESTMENT IN NATIONAL ASSETS
SUCCESS BASED ON SHARED UNDERSTANDING OF KEYS TO IMPLEMENTATION

REGIONAL OFFICES MUST BE FULL PARTNERS

PKEMRA IS AN OPPORTUNITY FOR FEMA

FEMA’S HUMAN CAPITAL CRITICAL

ENGAGING STAKEHOLDERS IMPORTANT

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KEY FOCAL POINTS

- HOW TO DEFINE PREPAREDNESS INTEGRATION?
  - COHERENT RELATIONSHIPS WITH STAKEHOLDERS INCLUDING REGIONS THAT FOCUS ON PREPAREDNESS NOT SIMPLY RESPONSE

- HOW TO DEFINE ROBUST REGIONS?
  - FUNDING, STAFF, EMPOWERMENT, CLARITY OF STANDARDS, MISSION SPECIFIC ACTIONS
SUGGESTIONS MADE

- SUCCESS BASED ON SHARED UNDERSTANDING OF KEYS TO IMPLEMENTATION
  - ALIGN TOTAL ORG AROUND UNDERSTANDING PREPAREDNESS INTEGRATION
  - ANNUAL OR QUARTERLY MEETINGS WITH STAKEHOLDERS
  - FOCUS ON OUTCOMES
  - BREAK DOWN SILOS

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SUGGESTIONS MADE

- REGIONAL OFFICES MUST BE FULL PARTNERS
  - FEMA HQ NEEDS TO ENGAGE REGIONAL OFFICES IN COLLABORATIVE DECISION-MAKING
  - CLARIFY PREPAREDNESS VISION WITHIN MISSION-RELATED PROGRAMS AT REGIONAL LEVEL
  - REGIONAL OFFICES NOW GOOD PARTNERS TO STATES BUT NEED TO BE EMPOWERED TO EXPAND ON RELATIONSHIPS

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PKEMRA IS AN OPPORTUNITY FOR FEMA

EMPLOY PROVEN MANAGEMENT PRACTICES TO SUSTAIN MOMENTUM AND SUCCESSFULLY EFFECT LONG-TERM POSITIVE CHANGE

CHALLENGE FEMA EMPLOYEES TO FORM A NEW SINGLE SHARED FEMA CULTURE

ACCEPT AND MAXIMIZE NEED FOR EXPANDED COMPLEX WORKFORCE

DEVELOP STRATEGIC HUMAN CAPITAL

DEVELOP NEEDED DATA SYSTEMS

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ENGAGING STAKEHOLDERS IMPORTANT

- INCREASE EFFORTS TO ENGAGE STAKEHOLDERS AT ALL LEVELS
- CONDUCT ADDITIONAL ANALYSIS ON DEPTH AND BREADTH OF STAKEHOLDER ENGAGEMENT
- ACKNOWLEDGE THAT STATES LIKE FLORIDA HAVE DEALT WITH HURRICANES SUCCESSFULLY
- REVISIT FUNDING THRESHOLDS SO THAT POOR COMMUNITIES IN BIG BUDGET STATES AREN’T SANCTIONED

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BUILDING NEW CAPABILITIES
NOW AND IN THE FUTURE

PREVENTION
PROTECTION
RESPONSE
RECOVERY

PREPAREDNESS INTEGRATION MISSION

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Questions?

- Christine.Springer@unlv.edu
- ECEM – Department of Public Administration, Greenspun College of Urban Affairs, UNLV
- 702.895.4835
- http://urbanaffairs.unlv.edu/pubadmin/