Evaluating the new FEMA post PKEMRA

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EVALUATING THE NEW FEMA POST
PKEMRA

JUNE 3, 2009

DR. CHRISTINE SPRINGER, Ph.D
12th Annual FEMA HIGHER EDUCATION CONFERENCE

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ECEM Background Information

- Offered through UNLV Department of Public Administration
- Supported by the UNLV Institute for Security Studies
- 36-Hours of Graduate Programming Competed in 24 months
- 6 Weekends On-Campus – Remainder On-Line
- Affordable Tuition with Financial Aid Possible
- Online Community of Practice and Discussions

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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

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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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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
- Natl emerg mgt system
- National preparedness system
- Build new capabilities
- Natl 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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<thead>
<tr>
<th>FEDERAL</th>
<th>STATE/LOCAL</th>
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<tr>
<td><strong>SOMEWHAT INTEGRATED</strong> (76%)</td>
<td><strong>SOMEWHAT INTEGRATED</strong> (68%)</td>
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<tr>
<td><strong>HOW LONG WILL IT TAKE?</strong> 1yr + (76%)</td>
<td><strong>HOW LONG WILL IT TAKE?</strong> 1 Yr+ (67%)</td>
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<td><strong>INTERACTIONS INCREASED?</strong></td>
<td><strong>INTERACTIONS INCREASED?</strong></td>
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<td>- STATE, BUSINESSES, NGO’S</td>
<td>- STATE ONLY</td>
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<tr>
<td><strong>PREPAREDNESS IMPROVED?</strong></td>
<td><strong>PREPAREDNESS IMPROVED?</strong></td>
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<tr>
<td>- STATE, LOCAL, BUSINESS, NGOs</td>
<td>- NO NOT REALLY</td>
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<tr>
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<tr>
<td><strong>WHAT DOES ROBUST MEAN?</strong></td>
<td><strong>WHAT DOES ROBUST MEAN?</strong></td>
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<tr>
<td>- INDEPENDENT FUNCTIONING</td>
<td>- AUTHORITY TO BE PROACTIVE</td>
</tr>
<tr>
<td>- FULL STAFFING</td>
<td>- TRAINED STAFF</td>
</tr>
<tr>
<td>- OPEN COMMUNICATIONS WITH HQ</td>
<td>- CONNECTED TO DHS AND FEMA HQ</td>
</tr>
<tr>
<td>- INTEGRATED ACROSS DIVISIONS</td>
<td>- ENGAGED AND ACTIVE WITH STATES</td>
</tr>
<tr>
<td>- EMPOWERMENT AND RESOURCES</td>
<td>- ALL GRANTS SHOULD BE REGIONAL OFFICES</td>
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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 VS. STATE/LOCAL RESPONSES

**FEDERAL**

- 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**

- 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 DIVISON 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 CRISIS 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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ONE STATE DIRECTOR’S OBSERVATION

- 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
EMERGING THEMES

- 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
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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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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Suggestions Made

- 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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SUGGESTIONS MADE

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?

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