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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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
- 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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ROBUST
FEMA REGIONS

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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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NATURE OF INQUIRY

- 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.
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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ONE STATE DIRECTOR’S OBSERVATION

- 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 CRISES 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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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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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

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Questions?

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