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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 Completed in 24 months
- 6 Weekends On-Campus – Remainder On-Line
- Affordable Tuition with Financial Aid Possible
- Online Community of Practice and Discussions



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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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**



GUIDELINE CAPABILITIES (2007)



PREVENTION



PROTECTION



RESPONSE



RECOVERY

PREPAREDNESS INTEGRATION MISSION



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



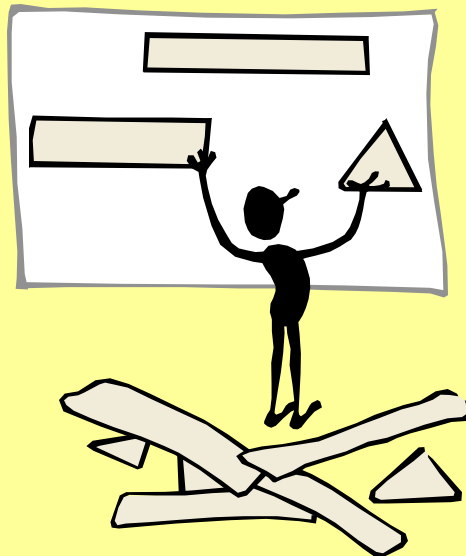
- STATE AND LOCAL
- CAPABILITIES
- FED CAPABILITIES
- FEDERAL REGS
- EQUIPMENT STDS
- RESEARCH + DEV.



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



NATIONAL RESPONSE FRAMEWORK (2008)



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



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**



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



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**



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?**



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?**



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**



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**



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



ONE STATE DIRECTOR'S OBSERVATION

- ❑ ***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**



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

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)



ONE STATE DIRECTOR'S OBSERVATION

- ❑ ***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



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***





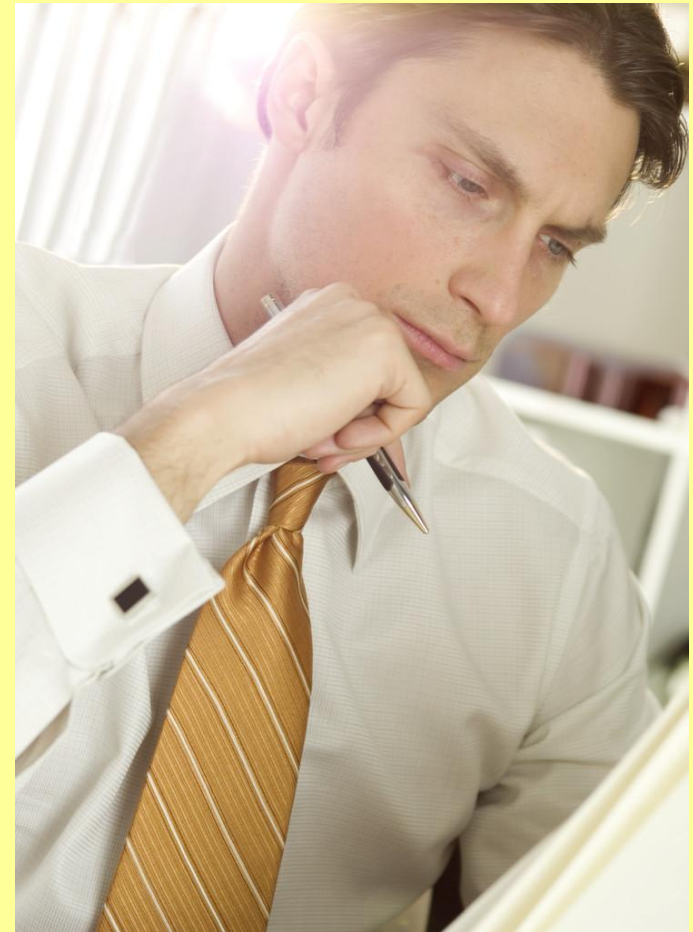
EMERGING THEMES

- ❑ **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**



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**



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**



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**



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**



BUILDING NEW CAPABILITIES NOW AND IN THE FUTURE



PREVENTION



PROTECTION

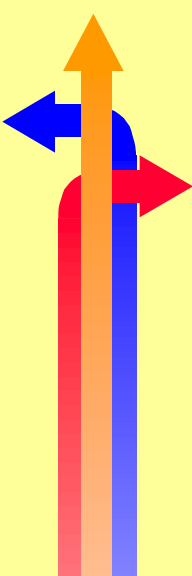


RESPONSE



RECOVERY

PREPAREDNESS INTEGRATION MISSION



Questions?

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