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 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
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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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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<table>
<thead>
<tr>
<th>FEDERAL</th>
<th>STATE/LOCAL</th>
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<tbody>
<tr>
<td>• SOMEWHAT INTEGRATED (76%)</td>
<td>• SOMEWHAT INTEGRATED (68%)</td>
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<tr>
<td>• HOW LONG WILL IT TAKE? 1yr+ (76%)</td>
<td>• HOW LONG WILL IT TAKE? 1 Yr+ (67%)</td>
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<tr>
<td>• INTERACTIONS INCREASED?</td>
<td>• INTERACTIONS INCREASED?</td>
</tr>
<tr>
<td>• STATE, BUSINESSES, NGO’S</td>
<td>• STATE ONLY</td>
</tr>
<tr>
<td>• PREPAREDNESS IMPROVED?</td>
<td>• PREPAREDNESS IMPROVED?</td>
</tr>
<tr>
<td>• STATE, LOCAL, BUSINESS, NGOs</td>
<td>• NO NOT REALLY</td>
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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 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
<table>
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<td><strong>FEDERAL</strong></td>
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<tr>
<td>WHAT CHANGES HAVE YOU NOTICED?</td>
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<tr>
<td>- BETTER COORDINATION AND EFFECTIVENESS</td>
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<td>- MORE PROGRAM INTERFACE WITH OTHER DIVISIONS</td>
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<tr>
<td>- STRONGER LINK BETWEEN PREPAREDNESS GRANTS AND DISASTER PROGRAMS</td>
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| 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 govt
- 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
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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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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