Preface

OVERVIEW

I have a confession to make. Years ago, I stopped reading the introduction to books like this. Now I’m faced with the daunting challenge of drafting a meaningful introduction myself, so much for my hubris. This is not an academic book written by academics alone, although we have striven to include sufficient theory and components of relevant bodies of knowledge to support the assertions made. This is not a guide or cookbook for practitioners written solely by practitioners, although we’ve striven to include sufficient real-world examples and anecdotal information to support the arguments made. What this book intends to be is a bridge between the academics’ world and the practitioners’ world that supports the ongoing development and successful implementation of public private partnerships needed in emergency management. It is intended to support and promote public private partnerships in emergency management, in general, and most importantly to generate proactive and lively discussion about them.

In this preface, I will not simply summarize the contents of the chapters in this book. Rather, I will attempt to highlight elements of chapters that promote discussion and tie concepts between chapters together. I have set up three sections within this book. The first contains models and descriptions of public private partnerships in emergency management. The second has chapters discussing managing and sustaining these public private partnerships. The third section has chapters that discuss utilizing public private partnerships in emergency management and the growing trend of converting healthcare related partnerships to coalitions.

In Section 1, “Models and Descriptions of Public Private Partnerships in Emergency Management,” frameworks upon which to build models of and trends in public private partnerships are discussed, as well as public and private sector perspectives on these partnerships. Public private partnerships have been used throughout history for a wide variety of reasons. It has only been recently that there has been a big focus on utilizing them in emergency management in the United States. This is in contrast to most countries in the world in which emergency management and disaster response is conducted primarily by military units. In those countries, when public private partnerships are enacted, it is primarily after an incident, during recovery when government agencies are starting to rebuild infrastructure such as highways, airports, or telecommunications systems.

Public private partnerships in the United States have been evolving since the 1950s when President Eisenhower initiated construction of tens of thousands of miles of highways. As late as 2000, there was still considerable discussion in the United States about how such partnerships should be defined, what they should “look like.” Details about this are included in Harris’s chapter on trends in public private partnerships. This is still largely true because each of these partnerships is distinct, and many are unique,
particularly those engaged in emergency management activities. For example, these partnerships are often formed to solve a particular problem or challenge such as an unmet community need or the desire to increase community resiliency. Partners join to solve the problem or meet the challenge bringing their resources, knowledge, skills, and abilities to bear. All of the partners and all of these things vary from partnership to partnership lending each its own character and characteristics. This in itself can be a powerful tool and motivator, if managed properly. Anderson and Egan discuss organizational issues, challenges and opportunities for these partnerships in their chapter considering requirements for a model of collaboration between the public and private sectors.

The U.S. Federal Emergency Management Agency (FEMA), an agency within the U.S. Department of Homeland Security, includes a private sector division that offers a free, Web-based course on public private partnerships, as well as models of these partnerships, tools, and resources for starting or finding a partnership, and links to other organizations that support these partnerships. The webpage for the FEMA Private Sector Division is at: http://www.fema.gov/private-sector; and, for public private partnerships, the link is: http://www.fema.gov/public-private-partnerships. There are excellent resources on these webpages. On its public private partnerships webpage FEMA lists excellent benefits for engaging in these partnerships such as improved decision-making and access to resources, enhanced communication and situational awareness, improved coordination and strengthened relationships, as well as improved coordination and more resilient communities, which is true and wonderful. What appears to be missing is the private sector’s counterpart to this.

Without doubt, the private sector benefits from engagement in public private partnerships in emergency management. But it is not clear that the private sector would prefer to achieve those benefits through these partnerships. The large and very large private sector entities, businesses and corporations, would much rather have distinct, separate, negotiated contractual arrangements for specific goods and services than partnerships with memoranda of understanding or agreement, which from their perspective, operate relatively loosely on a virtually continuous basis. Things are even less clear for small to medium size private sector entities, especially after having been economically challenged for the past six years. Discussions about small business’s interests and concerns as well as concerns about small to medium size businesses are included in Anderson and Egan’s chapter, in Taha’s chapter, and in my gap analysis.

The first section also includes chapters giving the different perspectives of public private partnerships in emergency management (i.e. one on the private sector perspective and one on the public sector perspective). The chapter by Harris includes information about specific partnerships while discussing what needs to be changed to effectively implement these partnerships, as well as how such partnerships can be utilized and sustained, from a public sector perspective. The chapter by Taha regarding the private sector’s perspective on these partnerships includes a wealth of information from the private sector prior to, during, and post-9/11 and the Tōhoku earthquake and tsunami. Taha uses this information to explore how the response to incidents impacts the private sector and how these partnerships can mitigate the impact of incidents, or not if they are not managed well.

At the end of this section, my gap analysis considers all the information presented, adds information from both the public and the private sector, and then completes a first gap analysis on the differences between the public and private sector. As is said many times, it will be crucial to the continued evolution of our partnerships to close the gaps between the differences in the public and private sector missions, goals, and objectives. This does not mean that closing the gaps will supersede anyone’s mission goals or objectives. It means that both sides understand each other and manage their partnership in a way that supports each other rather than ignoring the differences, thus allowing the gaps to grow and impede the
partnership. Therefore, to complete the gap analysis, my chapter considers the differences in both the public and private sector’s individual missions, goals, and objectives within their parent organizations and within these partnerships, at all levels and for all types of organizations. My gap analysis also makes a number of recommendations in terms of “requirements” based on information included in this analysis as well as a number of other sources.

Section 2, “Managing and Sustaining Public Private Partnerships in Emergency Management,” includes discussion about a wide variety of issues and challenges for managing and sustaining these partnerships. In his chapter, Moon discusses a new concept in management theory, compassion organizing. Having completed doctoral and post-doctoral research in Emotional Intelligence (EI), Moon builds on EI to develop the means of increasing organizational capabilities that are cognitive, affective, and structural, all while allowing organizations and their members to retain the own identity. I believe you will find compassion organizing to be a very compelling concept. Then, Negron continues the discussion on building these partnerships, albeit through team building.

Negron describes and discusses, while comparing and contrasting, teams in terms of incident command and in terms of emergency operations centers. While public private partnerships in emergency management much more closely resemble the type of teams found in emergency operations centers there are lessons for all teams in terms of decision making, collaboration cooperation, and communication. You’ll find these lessons in Negron’s, Reginaldi’s, and Magda’s chapters, as well as others. One interesting and important point that is often made is the value of training and especially exercises. Many authors discuss how a well thought-out comprehensive exercise program can be used in many ways, for training and skills reinforcement for both boots-on-the-ground and for leadership. That’s right! Leaders don’t just plan exercises. Leadership itself can benefit greatly from exercises when they are well planned and executed.

The challenges leaders and the leadership of volunteer organizations, and pseudo volunteer organizations, face is what Reginaldi addresses in his chapter. He begins by presenting the absolutely astounding numbers related to volunteerism today (e.g. in 2010, 63.4 million people, 8.1 billion hours, and the equivalent of $169 billion [U.S. Dollars] in the United States alone). The magnitude of this makes addressing and overcoming any challenges in leadership absolutely critical. Reginaldi has written his chapter in an openly honest and completely candid way, not to be harsh but to offer genuinely constructive criticism. The hope is that through such an open and candid discussion some of the challenges will begin to be addressed. These include the impact of leadership on an organization, especially leadership’s vision, the recruitment of volunteers, and volunteer motivation and retention. One interesting challenge is the succession of leaders and the lack of continuity that can ensue. This can create a very large, very negative impact on volunteers. Hopefully, the discussion in Reginaldi’s chapter will promote a good, constructive discussion about potential solutions in this area. In Reginaldi’s own words, “The success (of these volunteer organizations) far outweighs all the negatives.”

In her chapter, Magda considers communications from the perspective of information sharing (i.e. what is required to share information, what is helpful, and what hinders information sharing). Magda actually takes the concepts presented a step further than just communicating information. She considers what it takes to share information through a network. She includes a discussion of how to develop, implement, and maintain a network. And, she discusses how these networks can go beyond communicating information to helping develop and promote personal and professional growth and careers, particularly from the perspective of the emergency management community. She also concludes that exercises can be very useful, not only in developing communication skills but also in examining the efficacy of networks in emergency management and in building trust.
Preface

One very important aspect of emergency management is education and training. Given the continuously changing disaster landscape, everyone in the emergency management community is almost constantly engaged in some form of education and/or training. Arlikatti et al. discuss a public private partnership in Texas supporting the University of North Texas’s Emergency Administration and Planning Program. Due to its mission in higher education, this is yet another distinct manifestation of public private partnerships in emergency management. Arlikatti et al. focus their chapter on the private sector’s corporate social responsibility within the partnership that provided facilities and equipment (hardware and software) to equip an Emergency Operations Center Laboratory at the University of North Texas. As is also discussed in the gap analysis chapter, many corporations are stepping up to their social responsibility and making real contributions to the emergency management community and to disaster responses. However, as is the case with all the public private partnerships discussed in this book, there are issues and challenges to overcome. One important aspect of this is that Arlikatti et al. have found over time that both the university and the private sector partner must be equally invested in the process and benefit from it for the process to be truly collaborative, sustainable, and successful. No one side can be dominant or gain more than the other. A genuine respect between partners is essential. This is also absolutely true for all public private partnerships.

The last chapter of Section 2 by Hahn considers case study data he has presented before, but from a new perspective, a perspective that is not often used in emergency management (i.e. systems analysis and dynamics). While systems analysis and dynamics have been in practice for decades, these “tools” have not yet been widely applied to emergency management. Hahn’s chapter illustrates the power these tools could have for the emergency management community. For example, his use of the data from the Support Alliance for Emergency Readiness (SAFER) Santa Rosa, in Santa Rosa County, Florida, to a study utilizing systems dynamics shows how self-reinforcing positive feedback loops can actually doom such efforts. That is, as time goes on and a program shows success then apathy can set in and be reinforced by the perception that no more is needed. However, by including values for regular usage of equipment and associated required maintenance systems dynamics shows that this is not true. An ongoing effort is required.

Section 3, “Utilizing Public Private Partnerships in Emergency Management,” describes and discusses actual public private partnerships in emergency management in detail. Hewitt’s and Harris’s chapters consider healthcare in particular. Negron’s chapter looks at these partnerships that support critical infrastructure and key resources. Then Kachgal looks specifically at steps that the State of California has taken to maximize resources available by fostering public private partnerships. Many of the issues and challenges presented in these existing partnerships are mentioned in other chapters. For example, lack of development of standard operating procedures, lack of commonality of equipment, etc., which has been attributed to business competition, at least by some. Although this is not the direction taken in my chapter exploring internal differences between entities engaged in public private partnerships, it is another area that would benefit from a rigorous gap analysis. The differences discussed in my chapter run along threads primarily drawn from the law enforcement/fire and rescue services engaged in disaster response. Analogous differences exist in virtually every other area and industry touched by emergency management needs. For example, public health and the healthcare industry are equally fraught with challenges.

The solution proposed for healthcare is the development of coalitions rather than the continued use of public private partnerships. A coalition could have employees, could have its own equipment, and could garner its own funding. This would allow it to develop standard operating procedures, common equipment lists, etc. The use of coalitions is a concept supported by the U.S. Department of Health and
Human Services. But this concept raises a number of questions too. For example, employees of the coalition would support the coalition, not the independent businesses engaged in health services. So, how would this ultimately support development of standard operating procedures across multiple businesses? While coalitions seem attractive it is not clear that they are the solution to all the issues and challenges presented by public private partnerships (e.g. the solution to all concerns about command, coordination, control, and communications functions). Furthermore, if the intention is to promote the ability to raise funds via 501C(3) status then these organizations will be competing with many, many other such organizations some of which have long standing and well-developed fundraising groups not least of which is the American Red Cross which has chapters in every state all proactively seeking funding for many of the same things (e.g. shelters and related services post-disaster). Please read these chapters and engage in the discussion. Healthcare is a subject that matters to all of us.

In addition to fundamental questions about coalitions themselves, Hewitt’s chapter includes a plethora of information about public health departments, local community hospitals, medical centers, and their organizational relationships. Some of the organizational relationships, and interfaces, come about through the emergency management community (e.g. through the application of the National Incident Management System), while others come about through public health departments from the local to the federal levels. Interestingly, several common threads in this book run throughout Hewitt’s chapter too (e.g. difficulties in managing and sustaining partnership [or coalitions] as well as the value of exercises). As in Reginaldi’s chapter, issues and challenges with regard to volunteerism are discussed.

Harris’s chapter starts with public private partnerships in healthcare in FEMA Region III. You will find a map of the FEMA Regions at http://www.fema.gov/regional-operations. In fact, Harris states that MedStar Health with ten hospitals in the Baltimore, MD/Washington, DC area had 551,292 emergency room visits in 2013 alone. As a non-profit organization, MedStar Health has typically not generated enough revenue to cover its operating costs. They rely, in part, on grants primarily through the U.S. Department of Health and Human Services to cover costs that their revenue does not. This gives governmental agencies great leverage in controlling the form of partnership healthcare consortia such as MedStar participate in. The issues and challenges are very similar to those discussed in Hewitt’s chapter. Again, it is not clear that forming a coalition, rather than maintaining a public private partnership, will result in all the desired outcomes. Here in Region III, the process of changing from a partnership to a coalition is ongoing and Harris provides details of and insight into the process. Again, exercises are cited as a highly valuable and effective tool.

As is the case for nearly all public private partnerships in emergency management, there are constrained resources. That has been a universal, underlying foundation for virtually all public private partnerships in emergency management. And, much has already been written about 9/11. However, Negron’s chapter on public private partnerships that support CIKR (Critical Infrastructure and Key Resources) takes a different tack. In his chapter, Negron looks at the focus of public private partnerships that proactively plan for the protection of CIKR, rather than those that respond to an incident involving CIKR. Public private partnerships engaged in this are looking for new, creative solutions to protect physical and cyber assets; so, they are trying to understand all the implications of these solutions (i.e. including legal risk, risk in terms of governance methods, etc.). For example, one proposal would develop a Capability Maturity Model (CMM) for use in evaluating proposed solutions.

One very exciting chapter is Kachgal’s look at what the State of California is doing with regard to public private partnerships in emergency management. A potential solution for nearly every issue and challenge discussed in this book is included in Kachgal’s chapter. It is brief but loaded with information
and the steps needed to maximize a partnership’s performance that have been tried and proven effective. Beyond the steps to take in working with partnerships, Kachgal goes further and provides real suggestions for selling additional participation in the partnership, even to small and medium size businesses that are hard to reach and even harder to engage in participation. As she articulates, public private partnerships provide a vital resource. Kachgal provides the means to engage and maximize these partnerships.

**CHAPTERS**

**Chapter 1: Considerations for a Model of Public-Private Sector Collaboration in the Provision of Disaster Relief Incentives and Limits**

In this chapter, Egan and Anderson consider ways to increase the resilience of our communities through enhancing the efficacy of preparedness by utilizing public-private partnerships. It particularly considers cross-sector collaboration between the public and private sectors. From an academic foundation, this chapter uses a variety of real-world organizations, frameworks, and experience to describe requirements for a framework of public-private collaboration that could be used to build a full model that ultimately leads to increased resiliency.

**Chapter 2: Trends in Public-Private Partnerships**

In this chapter, Harris considers the literature about public-private partnerships over the past sixty years including what has gone right and what has failed. This chapter presents many lessons learned and compares those to challenges existing partnerships are encountering today. Although many public-private partnerships have failed, Harris discusses what can be done to promote the success of existing and future partnerships particularly where such partnerships are most relevant.

**Chapter 3: Mitigating the Impact of Extreme Events – A Private Sector Perspective on the Value of Public Private Partnerships**

In this chapter, Taha considers how well we have learned the lessons of 9/11 and how recent economic challenges are impacting our ability to continue pursuing real solutions for those hard lessons. Taha reexamines research conducted immediately after 9/11 and discusses how public-private partnerships can help mitigate the impact of economic challenges so we can continue to increase of effectiveness in response to future incidents.
Chapter 4: A Public Sector Practitioner's Perspective on Public Private Partnerships

Although real differences between public and private sector entities exist, in this chapter, Harris discusses how managing realistic expectations, proper training, transparency, and communication can help ensure the success of public-private partnerships in emergency management. In this chapter, Harris also discusses how a variety of existing public-private partnerships in the Mid-Atlantic/Baltimore, MD region are being utilized and the challenges they incur. Even though and especially from a practitioner’s standpoint increasing the efficacy of public-private partnerships is analogous to “working one’s self out of a job,” it is an ideal to aspire to.

Chapter 5: Closing the Gaps in Public Private Partnerships in Emergency Management – A Gap Analysis

In this chapter, consideration of the differences between the visions, missions, goals, and objectives of organizations at all levels of public sector entities, federal, state, and local, to those of entities in the private sector, from very large corporations to small businesses, is used to develop a gap analysis. The intention is to consider those differences that facilitate or hinder the success of public-private partnerships in emergency management. The realization that a “difference” is not necessarily something that is “better” or “worse” but merely different can help mitigate the impact of such differences on operations. It is shown that a well-developed exercise program can be used to facilitate this realization and enhance the success of these partnerships.

Chapter 6: Compassion Organizing for Public-Private Collaboration in Disaster Management

Compassion organizing is not the same thing as emotional intelligence. In this chapter, Moon and Ko present the academic foundation for compassion organizing including how compassion organizing manifests in three organizational capabilities: a cognitive capability, an affective capability, and a structural capability. Then, this chapter explores how compassion organizing, via these three organizational capabilities, can be used to help public-private partnerships and individuals in those partnerships maintain a positive identity that enables success through their association.

Chapter 7: Use Team Building to Make the Most of Your Public-Private Partnerships

In this chapter, Negron considers a wide variety of aspects about teams and work groups that have been studied by organizational theorists and applies those aspects to public-private partnerships engaged in emergency management, particularly in disaster response. Negron compares and contrasts aspects about teams and those about work groups to examine how such aspects can be used to enhance all phases of emergency management, especially the response to incidents. One particular focus of this chapter is how these aspects can be applied to public-private partnerships, then used to enhance teamwork in emergency operations centers.
Chapter 8: Leadership Challenges in Public Private Partnerships in Emergency Management – A Real World Perspective

In 2010, tens of millions of people, billions of work hours, and billions of dollars were dedicated to voluntary organizations in the U.S. alone. Given that so much is involved, in this chapter, Reginaldi looks at real-world leadership challenges in voluntary organizations and pseudo-voluntary organizations (i.e. public-private partnerships engaged in emergency management activities). This chapter points out the overarching importance of vision and communication to a voluntary organization, in terms of recruitment, motivation, and retention of volunteers. Anecdotal information is provided for a wide variety of organizations that ties together the academic foundation with real-world results.

Chapter 9: Communications and Information Sharing in Public-Private Partnerships – Networking for Emergency Management

In this chapter, Magda describes communications and information sharing as a “human function,” examining how characteristics of human behavior can be used to facilitate communications. For example, these characteristics are often those required for people to develop “soft skills” such as networking. In this chapter, Magda discusses how networking can be used to enhance communications and information sharing regardless of whatever technology might be utilized. Differences between cooperation and collaboration are also discussed, as well as the issue of trust and its impact on communication.

Chapter 10: Corporate Social Responsibility in Enhancing Disaster Education

In this chapter, Arlikatti, Kendra, and Jennings present the collaboration between Grainger, NC4, and the University of North Texas’s Emergency Administration and Planning Program. This particular partnership represents the culmination of efforts by all partners but more generally the ethos of many corporations with regard to their social responsibility in emergency management. This chapter examines how this public-private partnership is impacting education and training in emergency management including the real contributions from all partners.

Chapter 11: Using Systems Analysis and Dynamics to Evaluate Public Private Partnerships with Data and Best Practices from SAFER Santa Rosa

SAFER Santa Rosa has been used as an example of a very successful public-private partnership. In this chapter, Hahn presents details of SAFER Santa Rosa and introduces the concepts from systems analysis and systems dynamics needed to help promote the analytical study of such complex partnerships. For example, a flow diagram representing a generic public-private partnership engaged in disaster response is presented. Several typical activities such partnerships engage in are illustrated in this diagram (e.g. how the positive feedback from constituents reinforces growth in public organizations, how growth in the partnership can have a reinforcing positive effect on a desired outcome such as community resilience, etc.).
Chapter 12: Aligning Community Hospitals with Local Public Health Departments – Collaborative Emergency Management

In this chapter, Hewitt, Wagner, Twal, and Gourley use three organizations, a local public health department, a small community hospital, and a large medical center, to examine the collaborative relationships between public and private sector entities in public health departments, local community hospitals, and medical centers. Based on this organizational information, along with appropriate academic underpinnings and relevant government laws, rules, and guidelines, this chapter reviews strategies for aligning these collaborative relationships to foster positive outcomes for the associated public-private partnerships. Suggestions for coalition capacity building are also made.


Entities engaged in healthcare that require increasing funding levels to support ongoing operations often obtain that funding through grants. In this chapter, Harris reports on the changes taking place within public-private partnership structures and relationships as they switch to from partnerships to coalitions to satisfy new government requirements to receive some types of federal grants. Harris reports that to achieve all the benefits the government believes these mandates can foster, the changes required can be a complex and daunting undertaking. It is not simply changing the name of the type of organization. However, since beginning in FY15 coalitions will be the type of organization receiving grant funds public-private partnerships will have to respond accordingly.

Chapter 14: Public-Private Partnerships in Support of Critical Infrastructure and Key Resources

Resource allocation that rationally benefits all Americans has become increasingly challenging as existing and emerging social needs change, in terms of both solutions and the risks associated with solutions. In this chapter, Negron and Taha describe the benefits and limitations derived by utilizing public-private partnerships to address the risks associated with proposed solutions for allocating resources to meet social needs via Critical Infrastructure and Key Resources (CIKR). Overall, this requires a balance between government interest in CIKR it does not own and private sector entities interest in CIKR that they cannot completely secure. Negron and Taha explain how public-private partnerships can offer alternatives in redistributing risk to provide incentives and benefits for government and private sector entities.

Chapter 15: Maximize Existing Resources with Your Public-Private Partnerships

In this chapter, Kachgal provides real examples of public-private partnerships and their impact on disaster response operations. This chapter uses these examples to briefly explore related academic foundations supporting heterogeneous teams to avoid challenges such as “group-think” as well as the benefits of training and exercises in emergency management. Kachgal also reports specific, real-world suggestions for enabling successful outcomes for organizing and operating public-private partnerships in emergency management.
WHERE THIS BOOK FITS

This book is intended to work well for both academics and practitioners. It provides the existing background for continued research in emergency management, and it provides real-world lessons learned for practitioners to use every day. One big difference between this book and other books written on this topic is the focus on the private sector, including its own particular issues and challenges. I don’t know of anywhere else that the amount of detail regarding the private sector that is presented herein has been included in a discussion about emergency management. Honestly, regardless of how important this information is, it has been difficult to put it all together. At times, it seemed like we were getting to the punch line from the old joke about getting directions in Boston when the cabbie finally says, “Ah hell, you can’t get there from here!” But we have to be better, be more “savvy” than this. As Administrator Fugate has said, government cannot do everything alone. Our future will increasingly rely on the efficacy of public private partnerships. So, perhaps more important than the specific recommendations and requirements suggested in this book is the background presented from theory and the core body of knowledge supporting them – and a start at figuring out how all that fits together. Again, this combination of theory, information from the core body of knowledge, real-world situations, and anecdote are ingredients that make this book different.

We hope you will find all the information relevant and helpful whether you are an academic engaged in research or a practitioner improving skills. Let the discussions begin!

Marvine Hamner
LeaTech, LLC, USA