



FEMA

MAY 28 2009

MEMORANDUM FOR: Members of the Disaster Operations Directorate

FROM:

William L. Carwile, III *William L. Carwile, III*
Assistant Administrator for Disaster Operations

SUBJECT: Thoughts from an Old New Guy

I am proud to rejoin the FEMA family. I know that in the last three years there has been a great deal of dedicated work accomplished in our Directorate, as well as in the other FEMA Directorates, to improve the way the Agency does business in many important areas. In joining the DOD team, I recognize that we will be building upon your outstanding efforts.

There are some of you I have known for years, and others I have yet to have the opportunity and pleasure to work with. I look forward to spending time with each of you. For those who do not know me, I have attached a brief bio, for your information.

The purpose of this memo is to provide you my initial thoughts regarding how I intend to approach my responsibilities as Assistant Administrator for Disaster Operations. I have also attached a list of my "Top Priorities" as we prepare for this year's hurricane season and any other event. You will find them to be consistent with those Administrator Fugate discussed on May 20th during his all hands session.

My background is listed in the bio, but you will see that I spent about 30 years as an Army Special Forces and Infantry Officer and almost 10 years with FEMA as Director, Pacific Area Office, Region IX and Federal Coordinating Officer. My approaches to my responsibilities as Assistant Administrator are founded on the experiences of those 40 years. My priorities are, simply stated in the old adage: Mission, Members of the team, and me, in that order. Our immediate mission is to prepare to change, in a positive way, the outcomes for the survivors of the next large response operation.

Some thoughts:

- a. **Lead by personal example and live the "Golden Rule"** - treat everyone as you would like to be treated.
- b. **Take care of yourself and your fellow team members** - be loyal to them and they will almost always return the loyalty. This includes establishing a realistic and sustainable operational tempo that recognizes the urgency of what we do but also establishes clear

priorities. Not everything can be the number one priority. We must also ensure that our folks take care of themselves and their families.

- c. **Encourage initiative and innovation.** “Fear of failure” is a debilitating malady that we cannot succumb to. It is time to move forward and carve out a new legacy for FEMA 2.0 and ourselves. Good ideas usually come up from those closest to the issues. I intend to seek out your ideas, when possible. Loyalty is a two way street and does not mean “blind obedience.” I, and no one I know, have a monopoly on good ideas. I will expect discussion and initiative, up until the point at which, consistent with my responsibilities, decisions are made. We will then proceed forward as a team.
- d. **Trained and ready teams** which have shared experiences and mutual trust make for success in combat or in disaster operations (note: to me they are much the same). This means one DOD team, with me as the responsible team leader. There are many teams within the DOD community. Each will have an assigned team leader and members who have trained together and will deploy as one unit to provide support to our state and local partners. Having coherent, trained teams is our goal. In the near term, we must be prepared to be called upon to manage the Federal response to a large scale event. For this reason, we will select the most experienced individuals from across FEMA to form two provisional teams, based on the existing members of the two national teams. These teams will exercise together and prepare for the next major disaster.
- e. **Leadership and transparency are not mutually exclusive.** Our mission and obligation at Headquarters DOD is to provide clear doctrinal guidance and measurable standards of performance, in collaboration with the field. We must articulate the “who, what, where, when.” Regions and the field have the difficult task of figuring out “how” they will successfully achieve their missions and articulating requirements to Headquarters in order for us to provide the appropriate support.
- f. **Clear chains of authority and responsibility.** We will review existing “chains of command” for both steady state and disaster operations. Roles and responsibilities must be simple and clearly understood. Candidly, from my experience, there are far too many bosses for those in the field who are at the “point of the spear.” I strongly believe no operations down at the state and local level can be successfully managed and led from Washington. Only those who can smell and feel the disaster scene, and are designated by the President for a specific disaster, should be responsible for leading operations in the field. At Headquarters our obligation is to support those responsible in the field to enable them to be successful, which I define as assisting state officials to be successful. However, Headquarters must provide clear, concise guidance on expectations and standards based on established doctrine and operating procedures.
- g. **Focus on supporting leaders in the field.** It is also our obligation at Headquarters to do all we can to minimize the distractions for the folks in the field. Again, from my experience the distractions sometimes outweigh the support. This must change. The leaders in the field are the ones who will make the Agency successful in its core mission.

We can support them, minimize distractions, and, at the same time, remain successful in maintaining outstanding levels of situational awareness.

- h. **Establishing strong, viable partnerships**, both within the intergovernmental and interagency environments are key to our ability to support states in providing assistance to survivors. At Headquarters we will seek to enhance our relationships within the interagency community and will make support to Regional efforts to strengthen partnerships with states and RISC memberships a priority for resources
- i. **Enhance readiness through rigorous evaluated exercises.** Administrator Fugate has already spoken of “no-notice” exercises. We are both firmly committed to the concept that we must be tested during “peacetime” to be able to be successful in actual large disaster operations. These will be a major priority for DOD, and resources will be re-prioritized to enable us to conduct such exercises. They will involve calling out teams at all levels, IMATs (Regional and National), MERS Detachments, RRCC’s, and the NRCC shifts periodically to determine actual levels of readiness and develop action plans to address identified areas that need improvement. Lessons learned will be captured and form the basis for future training and exercises, and resource requests and allocation. The exercises will be simple at first, but will evolve over time into more complex and difficult events that will directly relate to “typing” of teams and shifts, as well as advancement. They will be scenario based and be led by teams of experienced mentors. These efforts will be coordinated with Regional Administrators and the National Preparedness Directorate, the Logistics Management Directorate and others, and will be focused on the DOD community and those who are directly responsible for assisting our state partners in providing for survivors.
- j. **An important part of team building is the professional development of individual team members.** We will review DOD related courses to ensure they fit together and support doctrinal standards (many yet to be established). Individual skills and training courses must support team missions and responsibilities and be consistent with ICS principles. The new Response Operations II Course is an excellent example of what I view as an outstanding training. The course clearly states the tasks, conditions, and standards individuals and teams must achieve in order to successfully complete the course.

Again, I look forward to working with each of you who are an important part of the DOD team. This not only means full time folks and consultants at Headquarters, but those of you in the field in the critical positions that make it possible for FEMA to be successful in the future.



FEMA

May 28, 2009

MEMORANDUM FOR: W. Craig Fugate
Administrator

FROM: William L. Carwile, III 
Assistant Administrator for Disaster Operations

SUBJECT: Near Term Priority Issues for Disaster Operations
Directorate

The purpose of this memorandum is to outline for your review and approval our immediate priorities for the Disaster Operations Directorate (DOD). These priorities are intended to be consistent with and will complement the overall priorities you have established for FEMA. We are prepared to immediately begin implementing our priorities, listed below, upon your approval:

- 1. Immediately prepare two fully operational teams to deploy and manage large scale disasters** - the first team will be based on the National Incident Management Assistance Team (IMAT)-West. It will draw upon all full-time FEMA employees, in the short term, as required. The second team will be the National IMAT- East. It will also draw upon all available FEMA personnel, as required.
- 2. As part of our overall efforts to enhance preparedness, it is important to establish and implement a sustainable operational tempo (OPTEMPO)** – balancing quality of life for DOD team members and their families with capacity to: maintain high levels of situational awareness; and surge human, when required, and other resources to manage Headquarters’ responsibilities for disaster preparations and operations.
- 3. Review requirements and available FEMA resources within the response (DOD) community**, including personnel vacancies and hiring actions, budgets, etc. and prioritize based on established missions to enhance readiness for the next large scale disaster.
- 4. “Power Down”** - we need to effectively coordinate with the Regions to devolve appropriate responsibilities and authorities to the lowest possible levels through mutual understanding of roles and missions and accountability – Headquarters, DOD, will, in consultation with Regions and other stakeholders, establish doctrine and standards. Regions and field elements will implement policies, with Headquarters support, as required.

5. **Review all Response (DOD) contracts - to examine the degree to which they contribute to immediate or long term operational readiness before the hurricane season**, to include any formal or informal commitments to support states with contracting and other resources. Re-prioritize any contracts as needed based on immediate requirements to prepare for the next large scale event.
6. **Review the Federal Government Concept of Operations for the 2009 Hurricane season** and ensure DOD prepares appropriate supporting plans and formally re-endorse the Incident Management Handbook (IMH) and Integrated Operations and Logistics Guidance policies, dated April 2009 - before 2009 hurricane season.
7. **Examine existing arrangements and establish, where appropriate, policies that clearly articulate roles, missions, and responsibilities for each level of the organization (NRCC, RRCC, and field elements [IMATs]) throughout the lifecycle of a disaster** - there needs to be a thorough review of existing relationships with focus on eliminating duplicative and overlapping efforts that inhibit effective response operations. Focus: examine organizational structures-both vertically NRCC, RRCC, and field elements, and horizontally, including a review of the functionality of the current system of replicating ICS organizations and ESF structure at each level.
8. **Publish guidance that clearly establishes the Regional IMAT's as part of the Regional structure** - standards and doctrine are to be provided by Headquarters, DOD. The Regional Administrators will assign IMAT's to the Regional DOD Directors. For the present, the teams will be fully staffed with at least three personnel as follows: the Team Leader, an Operations Section Chief, and a Plans Section Chief. The remainder of the teams, if not currently filled, will be drawn from other full time Regional staff. The teams should be exercised and prepared to manage Type 3 events.
9. **Develop system for ensuring highly trained teams are available to manage federal response operations** - based on established standards that are rigorously exercised and evaluated by a professional cadre of seasoned and experienced mentors. Recommendations will be provided to the FEMA Administrator on how to link team performance with team leader bonuses and advancements. We will be prepared to begin initial exercises not later than the first week of June 2009.
10. **Re-energize partnerships at all levels** - priority to re-engage the members of the Emergency Support Function Leadership Group (ESFLG), Department of Defense, and state and regional stakeholders. This will include clarifying roles and responsibilities between the NOC and NRCC and enhancing relationships between these and other Washington based operations centers.
11. **Review current catastrophic incident planning efforts** - establish priorities and templates, based on the Integrated Planning System (IPS), for future planning. These should address relationship of GAP Analysis and staff estimate development.

- 12. **Conduct detailed resource planning with all elements of DOD, to include Regional DO Division Directors** - develop procedures to provide appropriate annual funding to Regional DO Division Directors, based on agreed upon objectives. Funding will include requirements for Regions to effectively engage with assigned states to enhance readiness to respond.
- 13. **Develop concepts for leveraging existing FEMA Search and Rescue (SAR) capabilities** - rapidly expand the light SAR resources and employment of teams via watercraft.
- 14. **Develop and/or update templates and resource packages to be deployed based on approved scenarios** - translate these templates and packages into Pre-scripted Mission Assignments, where appropriate.
- 15. **Examine methods for mission assigning the Department of Defense to activate National Guard Units** - when required, absent state to state support under EMAC.
- 16. **Review current methods of achieving full situational awareness while maximizing the utility of VTC sessions during response operations** - this will include Headquarters staff review of field situation reports and incident action plans and briefings to senior leaders prior to the scheduled VTC's so that the field briefings cover only critical issues not already articulated in SITREPS and IAP's. Goal: 30-45 minutes for a VTC.
- 17. **Establish a standard for FEMA operational maps using the US National Grid System** - this will help improve the effectiveness and standardize and streamline operations.

Please let me know if you have any questions or would like to discuss any of these priorities in greater detail.



Approve
5/29/2009

Disapprove

William (Bill) L. Carwile, III

Bill Carwile served as Federal Coordinating Officer (FCO) or in other senior management positions on most large Federal disaster response operations between 1996, when he joined the Federal Emergency Management Agency (FEMA), and his retirement from Department of Homeland Security - FEMA in December 2005. Prior the establishment of a full-time FCO Program, he served as the Director, Pacific Area Office, FEMA Region IX and as FCO on several major response operations. As Director, PAO he was responsible for Federal emergency management activities in the Pacific, including leading Federal preparedness, response, recovery and mitigation for the Pacific jurisdictions

Bill's emergency management leadership experience includes Super Typhoon Paka in Guam in 1997, Hurricane Georges in Puerto Rico in 1998, Hurricane Floyd response in South Carolina in 1999, Tropical Storm Allison response in Louisiana in 2001, the New York City World Trade Center response in 2001, Super Typhoon Chataan in Guam, 2002, the California Wildfire response and recovery in 2003, and the responses and recovery efforts for the four hurricanes that struck Florida in 2004. In Hurricane Katrina in 2005 he served as the FCO for the response and initial recovery in Mississippi, where he and his staff and State partners, implemented the Incident Command System and established a viable State – Federal unified command. In these, and all other disasters in which he led Federal efforts, he demonstrated his full understanding of the supporting role of the Federal government to state and local officials and focused on building and maintaining strong intergovernmental and interagency partnerships.

Bill was one of the first Principal Federal Officials (PFO) pre-designated by Secretary of Homeland Security Tom Ridge. He has served in this capacity on major exercises, including DOD exercise Determined Promise 04, and as Deputy PFO during the 2004 Sea Island G8 Economic Summit.

Following his service as Operations Section Chief in the 9/11 terrorist attack response, Bill reconstituted the National Emergency Response Team, including developing a contingency plan and preparing the team for a WMD event or other catastrophic disaster. He deployed the team to the 2002 Winter Olympics where he supervised preparations for possible Federal consequence management operations and served as the Senior FEMA Official in the FBI's Joint Operations Center.

During his tenure at FEMA Bill was awarded the Department of Homeland Security Silver Medal by Secretary Ridge in 2004 and the Neil Frank Award at the 2005 National Hurricane Conference for his part in developing a strong State – Federal team during the historic 2004 Florida Hurricanes.

A retired U.S. Army colonel, Bill completed a 30-year career during which he served in command and operational staff positions in Special Forces, Infantry, and headquarters organizations. His command experience includes Special Forces detachments, an infantry company and battalion, and a training support brigade. Overseas duty included two combat assignments in the Republic of Vietnam and tours in Thailand, Okinawa, Japan, Panama, and the Republic of Korea. While in command in Hawaii, he served as the Defense Coordinating Officer for the US Pacific Command.

Bill's education includes: Bachelors of Arts degree in Political Science and Masters Degree in Public Administration. He is a graduate of the Special Forces Qualification Course, the U.S. Army Command and General Staff Officers' Course, the Joint Staff Officers' Course, and the U.S. Army War College.

Following his retirement from FEMA he served as an adjunct and subject matter expert for: the Center for Homeland Defense and Security at the Naval Postgraduate School, Texas A&M University, and the Homeland Security Institute. He also consulted for several private sector companies on National Security and Homeland Security issues. He is the author of: *William L. Carwile III (2005) "Unified Command and the State-Federal Response to Hurricane Katrina in Mississippi", Homeland Security Affairs: <http://www.hsaj.org/?article=1.2.6>*