



“Building the Next Generation of Emergency Managers”  
National Emergency Management Advanced Academy

The purpose of this paper is to document the collaboration between an “experienced” Emergency Manager and an “educated” Emergency Manager and how the synergy between the two better prepared the University of California, Santa Barbara.

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March 1, 2017

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**Overview:**

Growing up it never occurred to me that I would become an Emergency Manager. My first career was as a commercial oil field diver starting in 1982. I then moved into the marine oil spill response field in 1986 with Santa Barbara based Clean Seas as an oil spill responder and became the Planning and Safety Manager (similar duties as an Emergency Manager) in 1992. In 2009, I officially became an “Emergency Manager” for the University of California, Santa Barbara (UCSB). My education, training, and experience has guided UCSB management through numerous events including a 2013 Meningococcal Serogroup B Outbreak, a 2014 tragic rampage killing six UCSB students, and a marine oil spill that affected the UCSB natural reserve in 2015. In October of 2014 I hired, Ms. Arpen Shadkamyam, an intern from the Santa Barbara County Office of Emergency Management (OEM) as the UCSB Business Continuity Specialist. Ms. Shadkamyam had earned a Masters in Emergency Management from the American Military University (AMU) in 2014 and was brought on board to UCSB with only the internship as her previous emergency management experience. The partnership worked as the experienced and educated professionals partnered together and improved the approach of higher education business continuity, not only at UCSB, but for the entire University Of California (UC) system of ten campuses and five medical centers.

**Purpose Statement:**

The purpose of this paper is to highlight and document the lessons learned from the synergy developed between experience and education. The lessons learned throughout the past two years will serve the emergency management community in developing well rounded Emergency Managers. This paper also seeks to define an experienced Emergency Manager while comparing

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it to an educated Emergency Manager. It also aims to explore the relationship between the two to determine why it worked and to capture lessons learned to help the profession of emergency management move forward as more educated Emergency Managers come into the field.

### **Why did you choose this project?**

This paper seems very timely as the profession of emergency management transfers from a generation of experienced Emergency Managers to the next generation – those that have earned a Masters or Bachelor degree in emergency management. The Emergency Manager who has been doing the job “for as long as we can remember” has a duty to pass along the knowledge gained from the numerous events and experiences including those 3 am Emergency Operations Center (EOC) activations. The educated Emergency Manager also needs to realize issues from 1969 are still relevant in the profession and has not changed all that much in the last thirty years (Healy, 1969) and can gain valuable insight into the profession from learning alongside an experienced Emergency Manager. Lessons in building partnerships and knowing when, as an Emergency Manager, we need to whisper knowledge in our EOC Directors ear, to when we need to stand up and lead the EOC. I have already shared lessons learned on this subject in a May, 2016 Federal Emergency Management Agency (FEMA) Higher Education Webinar - “Synergy – Unifying Efforts of Emergency Management Academics & Practitioners” and I am a member of the FEMA Emergency Management Institute (EMI) Higher Education Program Jobs and Internships Special Interest Group with the goal of improving the graduates chances of success in the emergency management profession, but believe this paper will allow me to further explore the importance of pairing experienced Emergency Managers with educated Emergency Managers.

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This Research Project provided me the opportunity to demonstrate learned concepts from the National Emergency Management Academy by applying the key concepts from the Advanced Academy curriculum to capture the lessons learned in the mentoring process.

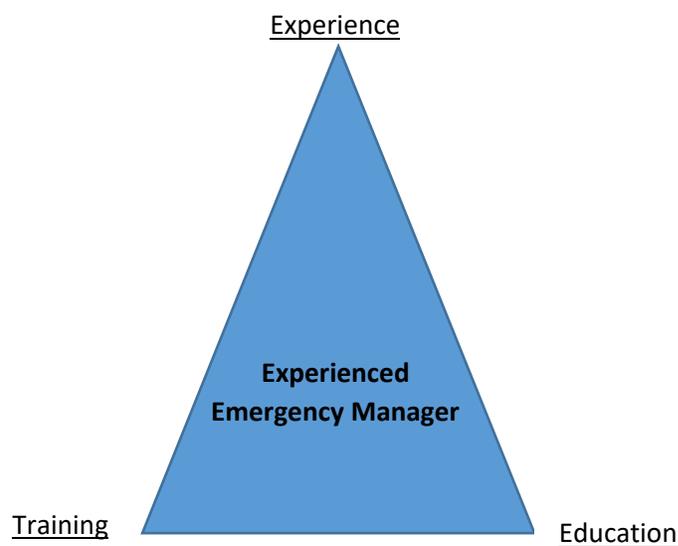
**Profile of an “Experienced” Emergency Manager:**

*“Experienced - having knowledge or skill in a particular field, especially a profession or job, gained over a period of time (thesaurus.com, 2017).”*

My resume states: “James R. Caesar is a proven leader in emergency management with experience in operating an Emergency Operations Center, all aspects of emergency operations planning, community preparedness, business continuity, public information, and public/private partnerships”. My formal education was at Santa Barbara City College earning an Associate of Science degree in Marine Technology in 1982. Since 1986 I have attended one hundred and twenty emergency management themed training opportunities starting with Clean Seas in a forty hour Oil Spill Pollution Control and Clean up class. I earned a California Office of Emergency Services (Cal OES) Emergency Management Specialist certificate in 2014. I have completed ninety-six FEMA Independent Study Training courses including earning the FEMA Professional Development Series certificate in 2006. I coordinated the UCSB response to a 2009 community wildfire including a major American Red Cross shelter operation, a 2013 Meningococcal Serogroup B outbreak, a 2014 off campus civil unrest, a 2014 tragic killing rampage effecting the UCSB community and a 2015 marine oil spill impacting the UCSB campus natural reserve. While at Clean Seas I responded to numerous marine oils spills and developed oil spill responder safety procedures including site safety plans/site characterization protocols and developed an oil

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spill management incident management training curriculum that is still used worldwide by ExxonMobil. I am also a California Specialized Training Institute (CSTI) WMD Hazardous Materials Instructor, a FEMA Community Emergency Response Team (CERT) Instructor (Basic, Teen and California Volunteers Train the Trainer) and a Cal OES Safety Assessment Program Instructor (post damage earthquake inspection program).



Graphic 1 shows the “Experienced” Emergency Manager is a combination of experience, education and training (Lucus-McEwen, 2016 ).

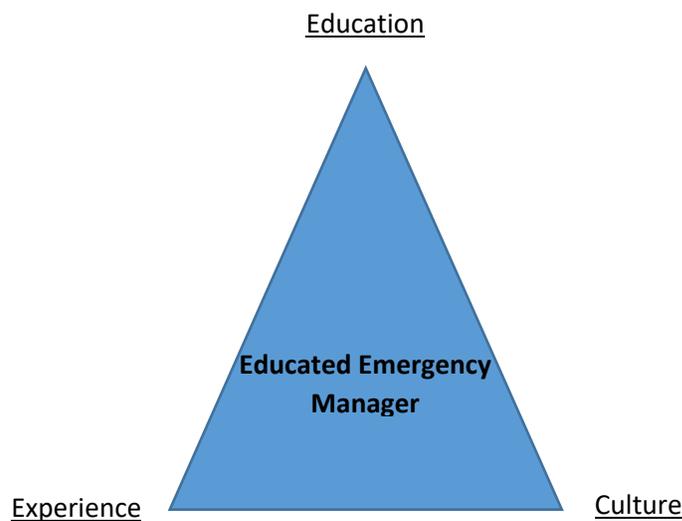
### **Profile of an “Educated” Emergency Manager:**

*“Educated - resulting from or having had a good education (thesaurus.com, 2017).”*

Ms. Arpen Shadkamyam graduated with a Master of Arts in Emergency and Disaster Management from the American Military University (AMU) and Bachelor of Arts in Business Economics from UCSB in 2012. Ms. Shadkamyam came to the Business Continuity position with insight into the UCSB community culture due to her UCSB undergraduate alumni status. Ms. Shadkamyam interned at the Santa Barbara County Office of Emergency Management

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(OEM) from December, 2013 to October, 2014. She also gained response experience working as an Emergency Medical Technician in Glendale, California from March, 2012 to September, 2013. She had completed 15 FEMA online trainings before starting as an intern for Santa Barbara County OEM. She started at UCSB in October 2014 as the Business Continuity Specialist until September 2016 when she accepted the position of Emergency Management Specialist at the University of California, Los Angeles (UCLA).



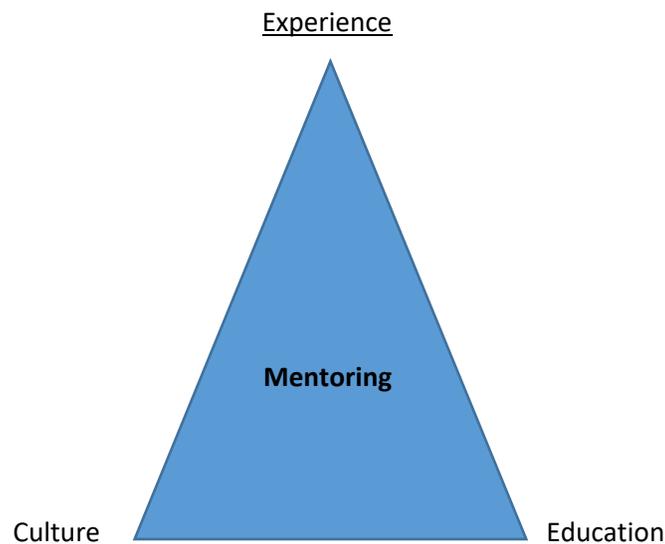
Graphic 2 shows the “Educated” Emergency Manager is a combination of experience, education and the positive culture of the workplace.

### **The UCSB Emergency Management Culture:**

The 2016 National Higher Education Emergency Management Program Needs Assessment Report (Safety, 2016) identified the number one theme related to a successful emergency management program need is institutional engagement. UCSB leadership has always supported

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the emergency management program. Partly because of where UCSB stands on the California coast line with threats of earthquakes, tsunamis, and wildfires. But leadership support grew even more because of the 2009 to 2015 UCSB EOC activations. The UCSB policy group consisting of the Executive Vice Chancellor and most of the Campus Senior leadership stands within the EOC and helps guide the planning meetings (rare for a campus EOC). The EOC team meets monthly, including members of the Policy Group to conduct table top exercises. This leadership support helps build a positive workplace where mentoring becomes part of culture.



Graphic 3 shows the mentoring process sharing the experience of emergency management to an educated Emergency Manager but that the culture of a positive workplace is also a factor in the learning experience.

**UC Ready:**

One of our first projects we started working together on was the business continuity “UC Ready” program at UCSB. In 2008 the UC introduced a system wide program called “UC Ready” (Knapp, December 18, 2008 ). The goal was to ensure continuity of the University’s research, teaching, patient care and public service missions in the event of any major disaster or

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disruption. The UC Ready program placed the University at the forefront of continuity planning in higher education and extended event-readiness down to the departmental level across the entire University system. In 2014 a new UC Ready software system was developed by the UC Business Continuity Planners Committee to enhance the system including;

- Business Impact Analysis - The ability to identify hazards, impacts, down time objectives, and mitigation strategies through completion of a Business Impact Analysis (BIA); prioritization of effort and resources.
- Campus-wide planning - Enables the UC’s strategic shift from department-level to campus-wide continuity plan development; How essential processes are identified.
- Coordination of departmental planning – Departments collaborate and work together to plan.
- Robust reporting – Provide roll-ups to campus & system wide views.
- Flexible templates – Templates are provided that can be modified based on the UC location’s needs.
- Aligns with Compliance standards - Compliance with Disaster/Emergency Management and Business Continuity standards and laws such as NFPA (National Fire Protection Agency), OSHA (Occupational Safety Health & Administration), EMAP (Emergency Management Accreditation Program), and EAP (Emergency Action Plans).

As we reviewed the new UC Ready process Ms. Shadkamyian brought in the knowledge of the FEMA business continuity approach with her she had learned as part of her education. The new approach aligned the University with the State of California, and Federal Government

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approaches. This approach stream lined business continuity plans and made resource allocations more efficient and saved funds UC system wide. She suggested we review the FEMA training that was available and suggested we set a goal to become FEMA Level I - Professional Continuity Practitioners and Level II - Master Continuity Practitioners. Level I is all online through the FEMA Independent Study program while Level II has some in person training requirements. We completed Level I requirements in October of 2014 and completed Level II in September of 2016. These requirements called for two in person training classes at EMI based in Emmetsburg, Maryland. In June of 2015 we, along with the Business Continuity Planner at UC Irvine attended an E/L 550: Continuity of Operations Planner’s Train the Trainer Workshop at EMI. It was at this training that the “light bulb” went off, the first time we connected FEMA’s National Essential Functions with the mission of the University. Using FEMA’s National Essential Functions as a model we developed the “Campus Essential Functions” concept adopted UC system wide in October of 2015.

**FEMA’s National Essential Functions (Council, August 2007)**

1. Ensuring the continued functioning of our form of government under the Constitution, including the functioning of three separate branches of government;
2. Providing leadership visible to the Nation and the world and maintaining the trust and confidence of the American people;
3. Defending the Constitution of the United States against all enemies, foreign and domestic, and preventing or interdicting attacks against the United States or its people, property, or interests;
4. Maintaining and fostering effective relationships with foreign nations;

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5. Protecting against threats to the homeland and bringing to justice perpetrators of crimes or attacks against the United States or its people, property, or interests;
6. Providing rapid and effective response to and recovery from the domestic consequences of an attack or other incident;
7. Protecting and stabilizing the Nation’s economy and ensuring public confidence in its financial systems;
8. Providing for critical Federal Government services that address the national health, safety, and welfare needs of the United States.

### **Campus Essential Functions**

- Provide Visible Leadership
- Conduct Research
- Maintain Continuity of Administration
- Maintain the Reputation of the Campus
- Maintain Relationships with Partners/Stakeholders
- Maintain Campus Safety and Security
- Provide Emergency Services
- Maintain Economic Stability
- Provide Basic Campus Services

With the FEMA’s National Essential Functions as a road map we developed the corresponding Campus Essential Functions that were then approved and refined by the UC Business Continuity

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Planning Committee. This process makes continuity planning more understandable to the campus community and helps with buy-in of the campus partners to build a continuity plan that ties into the overall mission of the University.

### **Lessons Learned:**

Why did the partnership work? One attribute to our success was the ability to trust and listen to each other as we juggled ideas between us and in turn we gained a new perspectives on issues/projects. This synergy of education and experience led to many successful projects including the development of the new approach to business continuity planning. There were two critical or important attributes that I observed in Ms. Shadkamyam while she was an intern for Santa Barbara County OEM that impressed me. The first character trait I saw in Ms. Shadkamyam is relationship management (Cwiak, 2016). When asked to be in a class photo for a training class she stated “no – it’s my job to take the class group photo”. This character trait is important in the duties of an emergency manager and I was impressed by her humility. The second character trait that impressed me was her leadership. She led a training class in front of seasoned professionals and did lose a step in her presentation even with some technical difficulties. The skill set of an Emergency Manager is to build partners (Raths, 2017) and show an ability to work within a within a network with a clear understanding of hierarchy and roles. This is a skill the educated Emergency Manager will learn from experience and being tested in exercises and in EOC activations. This is known as the Emergency Management Triad Model. (Lucus-McEwen, 2016 ). Using the same model - the emergency management triad as education (formal and informal acquisition of knowledge), training (application of acquired knowledge in a

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controlled setting) and experience (application of knowledge and training in uncontrolled settings) (graphic 1). We can break down the additional skill sets needed of an Emergency Manager - team building, critical thinking, ethics and understanding the science, such as risk and hazards. These skill sets are grown and sustained from experience, training and education and why the mentoring experience is so beneficial and a needed component to the profession. These are the areas the experienced Emergency Manger needs to focus in the mentoring process. Also one of the most important skills a successful Emergency Manager needs is communication. The ability to create partnerships before an emergency occurs. In this way, when disaster strikes, all sectors of response already know exactly what their part is and who they need to reach out to. Moving forward the emergency management profession, needs a training and education base and better certification process to capture this mentoring process. The International Association of Emergency Managers (IAEM) is the sponsor for the Certified Emergency Manager (CEM) program. It is the only widely accepted certification for the profession, yet not everybody recognizes it or agrees with what it evaluates. Currently the IAEM CEM process does not recognize experience as a component and does not require a mentoring process. Even IAEM’s own website states “IAEM’s Associate Emergency Manager (AEM) and CEM certifications are not in any manner intended to serve as a warranty, representation, guarantee or promise with respect to the quality of performance of or procedures utilized by certified Emergency Managers in their work”. Cal Office of Emergency Services (OES) Director Mark Ghilarducci (Raths, 2017) stated “California is implementing a credentialing program that requires passing a series of courses and meeting a standard”. Part of the Cal OES credentialing process is a mentoring component requiring the experienced and the educated Emergency Mangers to work together.

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**Moving Forward:**

In October, 2016 I hired Ms. Shadkamyam’s replacement, Shannon McCrone. Mrs. McCrone also joined the UCSB emergency management team from Santa Barbara County OEM where she led the Santa Barbara County Multi-Jurisdictional Hazard Mitigation Plan process. She completed her Bachelors of Science from the University of Maryland in Emergency Management with a minor in Business Administration. She recently completed her CEM certificate from IAEM. She stood out in the hiring process because she had both the education and the experience in emergency management including working in an active EOC along with the local networking experience of being employed at Santa Barbara County OEM. From her education she brought with her skill sets of writing, editing, and proofing documents utilized in an emergency management setting (plans, SOPs, exercise design documentation). She stated “Since my degree was acquired online the majority of all assignments and work load was writing and rewriting, with guidance and critique from professors and peers alike. This ingrained attention to proper written grammar and detail is a characteristic sometimes lost in a field where the main event is managing disasters from a bustling EOC and documents must be created quickly and on the spot”. Her ability to produce well written documents in a timely manner was one of her strong suits that matched the needs of the UCSB Business Continuity Specialist position and has proved invaluable in the field; specifically in the Planning section when working with the Joint Information Center (JIC) to put out media bulletins and creating official Situation Reports for EOC Management and senior officials. As she gained experience in the profession she learned management of a chaotic EOC and the stressful environment during a

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disaster or incident. Mrs. McCrone stated “this on the job experience cannot possibly be taught in a classroom”. She further explained “On the job experience taught me how to control my adrenaline and focus my attention to be able to achieve the goals set forth in the EOC, in order to maintain a clear head to make the best decisions for those affected by and those responding to the incident. As time goes on, this on the job experience builds upon itself and allows me to find my own personal battle rhythm for how I handle myself in the EOC”.

**Summary:**

The process of mentoring was beneficial to both the experienced Emergency Manager and the educated Emergency Manager. The knowledge flow was not one direction – we built a new business continuity approach together – as a team. An example of how we viewed things was a June of 2015 visit to FEMA’s Region 9 Regional Response Coordination Center (RRCC) in Oakland California. To me it was another EOC with tables, chairs and vests. To Ms. Shadkamyian it was a room she had studied in her Masters studies. In the end I learned from her a little about the use of the room for resource management and she learned from me how to act like she had been there before.

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Visiting FEMA's Region 9 Regional Response Coordination Center (RRCC) in Oakland, California.

In September of 2016 Ms. Shadkamyam accepted an emergency management position at UCLA. She had given me an article on “20 things the most respected bosses do every day” (Jr., 2016) earlier that year and had commended me on points in the article such as good managers offer “praise” and “share their vision”. After her departure, number twenty on the list is advice I would offer any emergency management mentor; “They make more leaders- Great leaders don't just make happy followers--they inspire more leaders with their examples. Just as important: They're thrilled, not threatened, when members of their teams go on to even bigger and better things in life”. This is a valuable lesson. As we mentor Emergency Managers we have to be ready for them to move forward and upward in their careers. We must be ready to continue the mentoring process as we build the next generation of Emergency Managers with both those we have mentored and the people we hire to replace them.

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