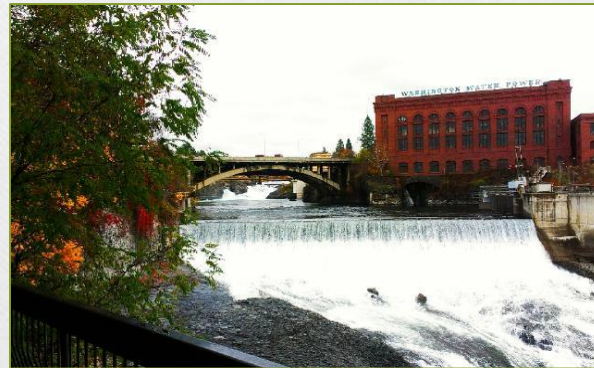


Cross-Jurisdictional Collaboration for Emergency Planning

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Introduction



Background

- Researcher
- Grant Program Director/Principal Investigator
- Tribal Epidemiology Center (TEC) Director
- Emergency Management Research Study

Activities of All TECs

- Collect and disseminate health data
- Produce regional and Indian Health Program specific health status reports
 - Community Health Profiles
- Support public health emergency response
- Provide technical assistance to Tribes and Indian Health Programs
 - Survey development
 - Health statistic data analysis



Research Study Overview

- Study and promote cross-jurisdictional sharing (CJS) of emergency management (i.e., preparedness, mitigation, response, and recovery) services between Tribes and counties in California.
- Provide Tribal and county representatives an opportunity to share views about CJS and make recommendations for successful government-to-government CJS arrangements.
- Recommendations guide content of a CJS toolkit.
- In the long term, project should help Tribes and counties establish CJS arrangements so both jurisdictions can access adequate funding before, during, and after emergencies.

Importance of Project

- Each Tribe is unique in its relationships with local governments.
- Many Tribes are at unique risk for emergencies due to their location in remote and rural areas and/or varied capacity to address natural and non-natural emergencies.

Importance of Project (Cont.)

- CJS is one collaborative mechanism for sharing resources to address emergency management and population health.
 - Important in fiscally limited areas of the country and because emergencies do not have boundaries
- Despite the potential benefits of sharing services for emergency management between Tribes and counties, only a Tribe as a sovereign governing body can choose to enter into a CJS relationship with a county.

Assessing CJS

- Sought permission and adapted a survey from Center for Sharing Public Health Services.
 - “Existing CJS Arrangements” Survey (CSPHS, 2014)
 - Added categories and types of CJS arrangements relevant to tribal jurisdictions.
 - Handout

Assessing CJS

SECTION 2 — YOUR DEPARTMENT AND JURISDICTION

Q2.1: Name of the tribe where you do emergency management work, if applicable: _____

Q2.2: Name of the county or counties where you do emergency management work: _____

Q2.3: Your job title and department: _____

Q2.4: Type of jurisdiction that your department serves (select one):

- Tribe
- Tribal clinic
- Town or township
- City
- County
- Special district
- Multi-jurisdictional district (including combined city/county)

Assessing CJS

SECTION 3 — YOUR GOVERNING BODY AND LEGAL COMPONENTS OF SHARED SERVICES

Q3.1: In general, to what extent does your department's governing body (e.g., tribal council, health board, city council, or county board) approve **any and all** arrangements to share services with other governments? (A governing body can be considered the governmental entity that has the primary statutory or legal responsibility to promote and protect the public and prevent disease in humans).

- Governing body **does not** approve service sharing arrangements
- Governing body **approves some** service sharing arrangements
- Governing body **approves all** service sharing arrangements
- Do not know

Assessing CJS

SECTION 4 — PLANNED AND CURRENT SHARED SERVICES IN EMERGENCY MANAGEMENT

This section of the survey focuses on current or planned cross-jurisdictional sharing between tribal and county governments for emergency management. For this survey, each employee, project, resource, or service that helps both jurisdictions with emergency management (preparedness, mitigation, response, recovery) is considered a shared service.

Q4.1: Does your department or government **currently have** a cross-jurisdictional sharing arrangement between tribal and county governments for emergency management?

- Yes ([skip to Q4.6](#))
- No
- No, but we had an arrangement in the past
- Do not know ([skip to Q6.1 for final two survey questions](#))

Assessing CJS

SECTION 5 — EVALUATING SHARED SERVICES IN EMERGENCY MANAGEMENT

Q5.1: In your opinion, is your cross-jurisdictional sharing arrangement for emergency management successful in:

	Yes	No	Unsure
a. Increasing <i>communication</i> about emergency management across jurisdictions?			
b. Establishing shared emergency management <i>goals</i> across jurisdictions?			
c. Developing shared emergency management <i>tasks</i> across jurisdictions?			
d. Establishing a group of people from <u>both</u> jurisdictions who will <i>make decisions</i> before, during, and after an emergency?			
e. Establishing a group of people from <u>both</u> jurisdictions who will <i>provide any level of assistance</i> before, during, or after an emergency?			
f. Fostering <i>progress towards national accreditation</i> in emergency management?			

Assessing CJS

SECTION 6 — OTHER SHARED SERVICES

Q6.1: Please indicate whether your department or government currently has a cross-jurisdictional sharing arrangement between tribal and county governments for **any other** services. (check all that apply)

- Law
- Fire
- Public
- Works
- Sheltering
- Food
- Public health
- Emergency management support
- Other (please specify): _____
- No other arrangements
- Do not know

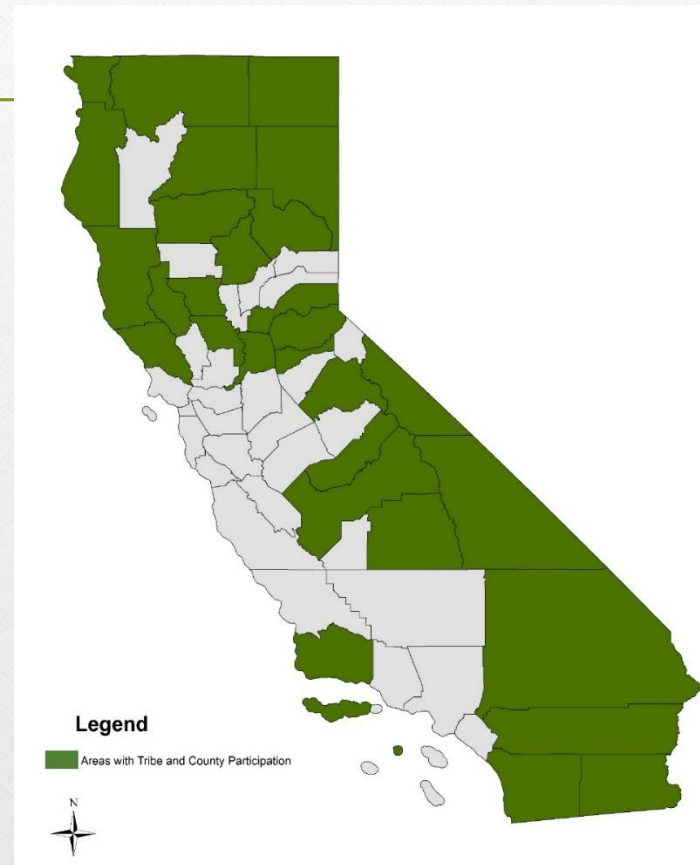
Assessment Process

- Tribal and county leaders approached and asked to select representative to participate in project.
- Survey administered to Tribal and county representatives.
 - Honored Tribal requests for verbal and face-to-face interviews
- 83 tribes and 29 corresponding counties participated in project.

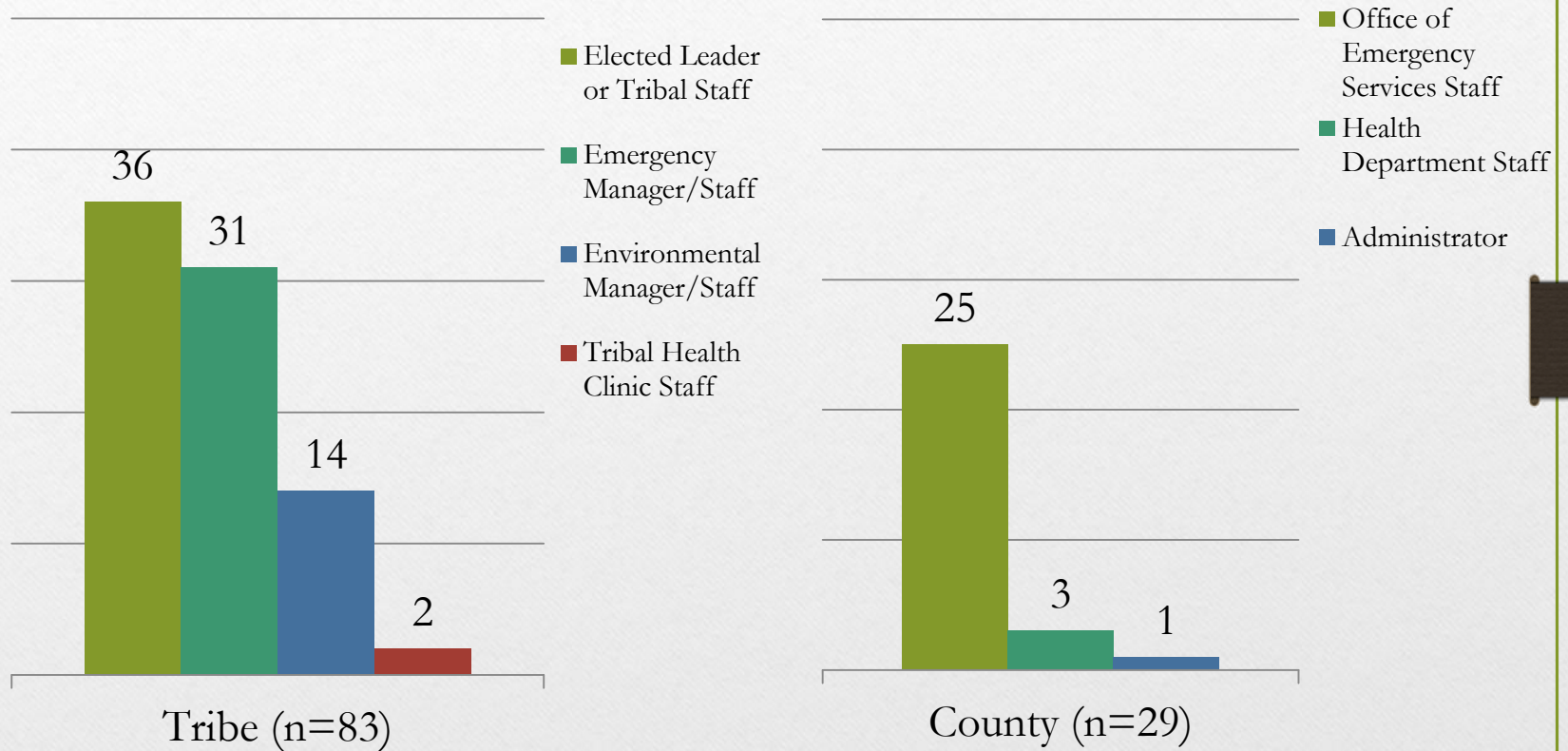
Assessment Data

- The survey tool gathered many pieces of information about Tribe-county CJS arrangements.

Participating Areas



Roles of Participants



Jurisdictional Information

- Population size
 - Tribes: 0 to 84,000 people ($M = 1,651$)
 - Counties: 9,500 to 3.2 million people ($M = 468,191$)
- Geographic size
 - Tribes: 0 to 547 square miles ($M = 16.77$)
 - Counties: 612 to 22,000 square miles ($M = 3,794$)
- Total Number of Tribes in County (CA Gov. Office of the Tribal Advisor, 2015)
 - 1 to 18 ($M = 7$ Tribes)

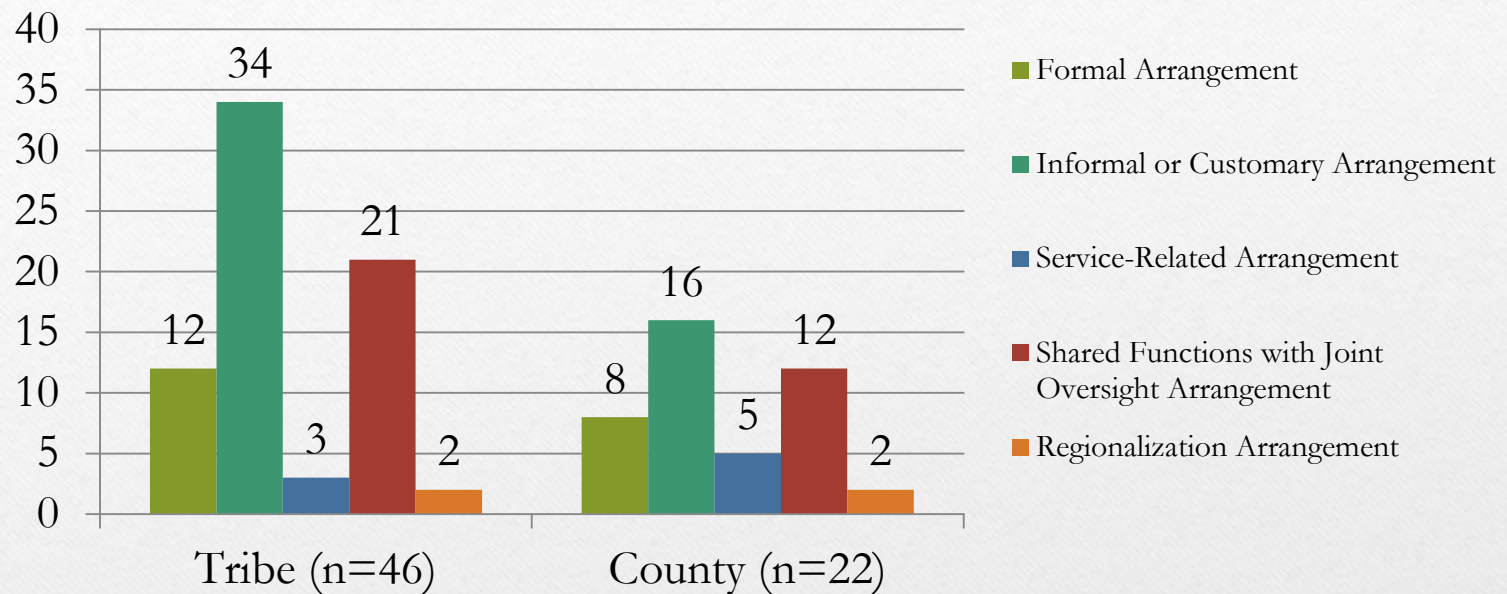
Emergencies Relevant to Tribes

Natural Emergencies	Non-Natural Emergencies
<ul style="list-style-type: none">• Fires (wild fires, house fires)• Flooding and dam breaks• Earthquakes• Tsunamis• Landslides• Mudslides• Tornadoes• Volcanic eruptions• Drought• Inclement weather (wind, snow, thunderstorms, lightning)• Weather phenomena (El Niño)• Heat and cold stress• Algae bloom• Tree mortality• Low water levels• Poor air quality	<ul style="list-style-type: none">• Violence (physical, gun, and/or intimate partner violence)• Bomb threats• Terrorism and bioterrorism• Behavioral health issues (substance use, mental illness, suicide)• Medical emergencies in a rural environment (drownings, car accidents, unintentional injuries, snake bites)• Bacterial infections• Viral infections (H1N1, Zika)• Epidemics and pandemics• Environmental hazards including chemical spills• Evacuating and relocating displaced residents• Search and rescue operations• Local and widespread electrical or power outages• Single access road closures• Shortage of medical supplies and/or medication• Economic jeopardy• Cyber crises (data breaches)• Lacking or reduced water rights

Harm to Cultural and/or Natural Resources

Prevalence and Scope of CJS

- Coded Tribe and county questionnaire responses, and supported with open-ended responses; 4 researcher agreement.
- 5 Categories for CJS adapted from Center for Sharing Public Health Services ($1 = \text{yes}$, $0 = \text{no}$)
 - Formal arrangements (Tribal Resolution)
 - Informal or customary arrangements (“handshake arrangement,” verbal arrangements)
 - Service-related arrangements (as-needed contracts or consultations before, during, or after emergency)
 - Shared functions with joint oversight arrangements
 - Regionalization arrangements (Tribe and county become one department to serve both jurisdictions)



- 37 Tribes (45%) and 5 counties (17%) reported *no* CJS arrangements.
- Among the 46 Tribes and 22 counties with *any* CJS arrangements (see Graph), Tribes ranged between having 1-3 arrangements, and counties ranged between having 1-4 arrangements.

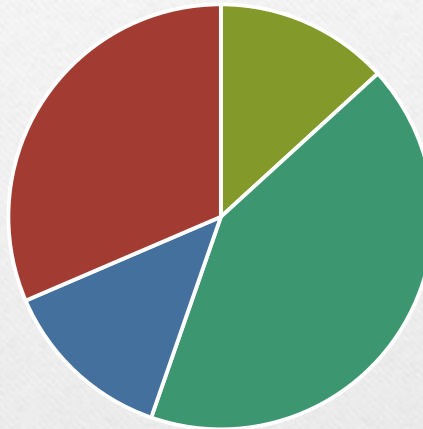
Associations Between Measures

Jurisdictional Measures	CJS Measures
<ul style="list-style-type: none">• Population size• Geographic size• Total number of Tribes in county• Proportions: Total number of Tribes in county to county population and geographic size	<ul style="list-style-type: none">• Sum of CJS arrangements (0-5)• Each type of CJS arrangement (formal, informal or customary, service-related, shared functions with joint oversight, and regionalization)

Tribe-County CJS Agreement

- Determined whether Tribes and counties *agreed* about having no (0) or any (1-5) CJS arrangements ($1 = \text{agree}$, $0 = \text{disagree}$).
 - 55% Tribe-county pairs (46 of 83) *agreed* about having no or any CJS arrangements.
 - 13% agreed about having no CJS arrangements
 - 42% agreed about having any CJS arrangements
 - 45% of Tribe-county pairs (37 of 83) *disagreed* about having no or any CJS arrangements.
 - 13% Tribe reported CJS but county did not
 - 32% county reported CJS but Tribe did not

Tribe-County CJS Agreement (Cont.)



- Agree: No CJS Arrangements
- Agree: Some CJS Arrangements
- Disagree: Tribe Reports CJS Arrangements, County Does Not
- Disagree: County Reports CJS Arrangements, Tribe Does Not

Recommendations for Tribe-County CJS



- *Remember that many Tribes customize their Emergency Operations Plans and other documents. Use templates if they are available, but be sure they say what is culturally relevant to your Tribe and community. [Tribe]*
- *Add a section to your [CJS] plan about cultural preservation and how to handle preserving cultural or natural resources. [Tribe]*

Recommendations for Tribe-County CJS

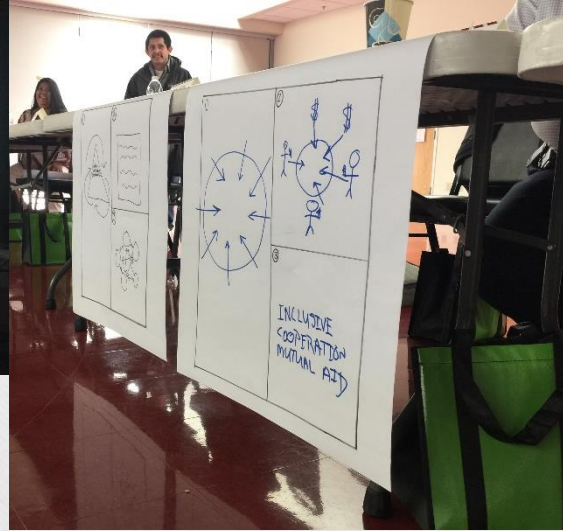
- *Take the time to meet and spend time with members of Tribal Councils. Learn each Tribe's history and culture. Never hesitate to extend an invitation to participate in anything. Be open-minded to change. [County]*



Uses for Assessment Data

- Follow-up survey about views and barriers of CJS relationship
- CJS Toolkit for Emergency Management
- Regional roundtable meetings as precursor to formal arrangements
- Health policy brief to advocate for funding (i.e., informal CJS arrangements)
- Planning for future emergency preparedness efforts, including developing formal CJS arrangements

Regional Roundtable Meetings



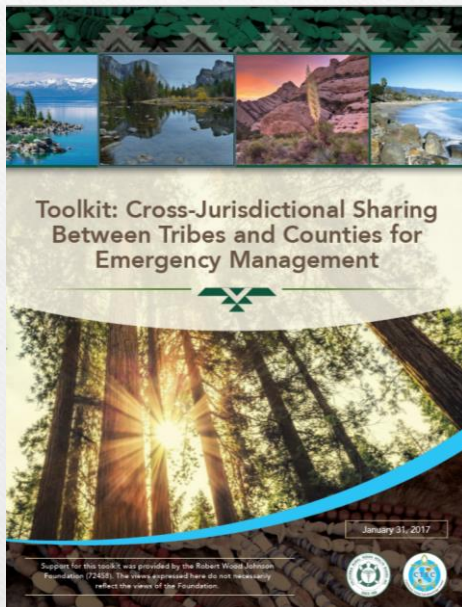
Modifications for Zika Virus Emergency Planning

- Alter survey to assess Zika Virus-specific arrangements.
- Gather information from multiple departments within your jurisdiction as well as cross-jurisdictionally.
- Explore CJS between tribes; between tribes and counties; and between tribes and state.
- Use the survey in combination with other Zika Virus response/planning frameworks.
- Adapt assessment survey from another entity for Zika Virus emergency planning.

Modifications for Zika Virus Emergency Planning (Cont.)

- Adapted survey available here:
 - http://www.publichealthsystems.org/sites/default/files/PHS4/72458_GPreport_02.pdf
- Center for Sharing Public Health Services original surveys and technical assistance available here:
 - <http://phsharing.org/category/resources/tribal/>

CJS Toolkit



Sample Memorandum of Understanding Template

A Memorandum of Understanding (MOU) is a formal arrangement between two or more parties. MOUs are often used to establish partnerships and define the roles and responsibilities of each party in the partnership. MOUs can be legally binding or non-binding, which must be stated in the document.

Below is a MOU template that tribes and counties can use as a starting point for an arrangement. Additional sections may be added to the template.

Memorandum of Understanding between

- 1. Background**
[Explain the partnership of the tribe and county.]
- 2. Purpose**
[Write the specific purpose of the MOU, including preparedness, mitigation, response, and/or recovery.]
- 3. Goals and Objectives**
[Describe the goals and objectives that the tribe and county wish to include in this MOU. If the tribe wishes to include provisions for dispute resolution, include them as part of the MOU.]

3-Day Emergency Supplies Checklist¹

Essentials

- Water (1 gallon per person per day)
- Water purification kit
- First aid kit, freshly stocked
- First aid book
- Food
- Can opener (non-electric)
- Blankets or sleeping bags
- Portable radio, flashlight and spare batteries
- Essential medications
- Extra pair of eyeglasses

Cooking

- Plastic knives, forks, spoons
- Paper plates and cups
- Paper towels
- Heavy-duty aluminum foil
- Camping stove for outdoor cooking

Tools and Supplies

- Axe, shovel, broom
- Adjustable wrench for turning off gas
- Tool kit including: screwdriver, pliers, and hammer
- Coil of 1/2" rope
- Plastic tape, staple gun, and sheeting for window replacement
- Bicycle
- City map

Participant Roles and Responsibilities

Type of Participant	Roles and Responsibilities
Players	Staff, community members, and cross-jurisdictional partners who play an active role in discussing or performing their regular roles and responsibilities during the exercise. Players discuss or initiate actions in response to the simulated emergency.
Facilitators	A person or team from outside the organization/jurisdiction who is knowledgeable about emergency management and who can objectively present the scenario and facilitate group problem solving in addition to controlling the pace and flow of the exercise while stimulating discussion by bringing up problem statements that occur on a timeline appropriate to the exercise.
Evaluators	Staff, community members, and cross-jurisdictional partners who evaluate and provide feedback on a designated functional area of the exercise. Evaluators observe and document performance against established capability targets and critical tasks, in accordance with the Exercise Evaluation Guides.
Observers	Optional: Staff, community members, and cross-jurisdictional partners who observe the visit or view selected segments of the exercise. Observers do not play in the exercise/discussion, nor do they perform any control or evaluation functions. Observers view the exercise from a designated observation area and can provide outside perspective and feedback at the conclusion of the exercise.

CJS Toolkit

- Sample toolkit contents:
 - Introduction to individual preparedness
 - Overview of cultural resources
 - Case studies from tribes and counties in California
 - Introduction to laws and policies that guide emergency management work
 - Sample templates for CJS arrangements
 - Sample administrative functions checklist
 - Additional websites

CJS Toolkit

- Emergency Operations Plan Template referring to FEMA planning process
- Cooperative Agreement Template with Work Plan
- Memorandum of Understanding Template
- Emergency Management Assistance Compact Template
- National Disaster Recovery Framework Template
- Hazard Mitigation Plan Template

Sample Emergency Operations Plan Template

An Emergency Operations Plan (EOP) is an all-encompassing plan that details responsibilities, actions, coordination, and resource sharing for jurisdictions before, during, and after emergencies. An EOP is legally binding and is also a public document. FEMA has an EOP template, which provides details for each step of the EOP process. If one deviates from this template, the federal government may give input and require revisions to the plan. The EOP template can be found here: https://www.fema.gov/media-library-data/20130726-1828-25045-0014/cpg_101_comprehensive_preparedness_guide_developing_and_maintaining_emergency_operations_plans_2010.pdf.

Information pertaining to specific Tribal EOPs can be found on page 2-5, and the document includes suggestions about how to create an EOP. First, for the Tribe and county, it is important to build a collaborative planning team of key stakeholders. The team approach to creating an EOP helps with problem-solving, and it ensures commitment from all key stakeholders for the EOP. The FEMA template provides ideas for key stakeholders on pages 4-2 to 4-6. It is also important to involve Tribal Council members as key stakeholders.

The planning and implementation process for an EOP (found on pages 4-1 to 4-25) will involve research, development, validation, and maintenance. Pages 3-12 to 3-14 of the FEMA EOP template outline basic EOP planning. Pages 3-15 to 3-19 of the FEMA EOP template provide guidance for the appendix section of the EOP. If Tribes and counties wish to implement an evacuation plan, it would be part of the "Situation Overview" section of the EOP (page 3-13). An evacuation map detailing the plan would be included in the appendix section of the EOP.

To file an EOP and make it legally binding, Tribes and counties must officially promulgate the plan.

Examples of EOPs



The Karuk Tribe of California:
<http://www.karuk.us/images/docs/Emergency%20Prep/Karuk%20Tribe%20EOP%202013%20Final%20Signed.pdf>



San Diego County, California:
http://www.sandiegocounty.gov/oes/emergency_management/protected/oes_jl_oparea.html

Addendum: Work Plan (March 2011- March 2012)

Activity	Estimated hours and cost
Exercises Completed by Tribe and County	
• One tabletop exercise and development in June	20 hours
• One functional exercise and development in December	30 hours
Estimated hours	50 hours
Estimated cost at \$25/hour	\$1,250
Tribe-County Community Outreach	
• Representation at two educational emergency preparedness events yearly	8 hours
Estimated hours	8 hours
Estimated cost at \$25/hour	\$200
Historic Preservation and Cultural Resources	
• Annually, two county staff and two Tribal staff will receive training in protecting historical and cultural resources during emergencies	40 hours x 4
Estimated hours	160 hours
Estimated cost at \$25/hour	\$4000
Tribe-County Emergency Response	
• Provide recovery response to emergency as needed through staffing, equipment sharing, and reimbursement of costs	500* hours
Estimated hours	500* hours
Estimated cost at \$25/hour	\$12,500

*Hours for emergency response are an estimation. The Tribe and county have agreed to put a cap at 500 hours in emergency response to manage runaway fees. Once 500 hours have been met, Tribal and county representatives will meet to determine next steps if there is still a need for emergency management response.



Establish an approach for determining salary and equipment rates. It may help to use a current salary survey or view up-to-date fee rates for equipment usage.

CJS Toolkit

- Tips for Emergency Operations Plans (EOPs)
 - If a jurisdiction deviates from the FEMA template, the federal government may give input and require revisions to the plan. (Tribal EOPs: Section 2-5)
 - It is important to build a collaborative planning team of key stakeholders. This helps with problem-solving and ensures commitment. (Ideas for stakeholders: Sections 4-2 to 4-6)
 - Evacuation plans/maps can be included in the Appendix section. (Appendix instructions: Sections 3-15 to 3-19).
 - To file an EOP and make it legally binding, Tribes and counties must officially promulgate the document.

CJS Toolkit

- Handouts

CJS Toolkit

- Electronic copy of toolkit available here:
 - https://crihb.org/wp-content/uploads/2017/02/CJSToolkit_Final.pdf
- Hard copy of toolkit available by emailing a request to Michael Mudgett, CTEC Epidemiologist, at:
 - mmudgett@crihb.org

Advisory Group



Core Members: Dore Bietz, Tuolumne Band of Me-Wuk Indians; Brenda Bowie, Bear River Band of the Rohnerville Rancheria; Don Butz, Viejas Band of Kumeyaay Indians; Tim Campbell, Federated Indians of Graton Rancheria; Dr. Theresa Gregor, Inter Tribal Long Term Recovery Foundation; Marc Peren, San Bernardino County Office of Emergency Services; Cruz Ponce, Inter Tribal Long Term Recovery Foundation

Thank you!

Questions?

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