



Toolkit: Cross-Jurisdictional Sharing Between Tribes and Counties for Emergency Management



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Introduction

Overview

This toolkit has been developed to aid Tribes and counties in cross-jurisdictional sharing (CJS) for emergency management (i.e., preparedness, mitigation, response, and recovery). Documents in the toolkit have been developed or adapted at the request of Tribal and county representatives in California, although most content is national in scope. Both Tribal and county representatives are encouraged to review Tribe-focused toolkit materials to learn more about emergency management issues facing sovereign nations. Mutual acknowledgment of Tribal sovereignty and cultural resources by both Tribes and counties will provide the foundation for successful Tribe-county CJS relationships.

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Disclaimer

CJS toolkit documents are not an alternative to legal advice from your Tribal or county jurisdiction's attorney or other professional legal services provider. If you have any specific questions about a legal matter, please consult a competent attorney or other professional legal services provider qualified in your jurisdiction.

Emergencies Relevant to Tribes and Prevalence of Cross-Jurisdictional Sharing in California

Emergencies Relevant to Tribes in California

In the context of interviews about cross-jurisdictional sharing (CJS) for emergency management, representatives from 83 Tribes in California talked about emergencies that were relevant to their jurisdiction. Representatives reported being concerned about natural and non-natural emergencies, ranging from fires and floods to violence and road blockages. Emergencies also included damage to Tribes' cultural and natural resources, (e.g., sacred and historic sites) considered to be ancestral connections to their land.

Emergencies Relevant to Tribes in California

Harm to Cultural and/or Natural Resources	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 	<ul style="list-style-type: none"> • Inclement weather (wind, snow, thunderstorms, lightning) • Weather phenomena (El Niño) • Heat and cold stress • Algae bloom • Tree mortality • Low water levels • Poor air quality
	Non-Natural Emergencies	
	<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) 	<ul style="list-style-type: none"> • Epidemics and pandemics • Environmental hazards, including chemical spills • Evacuating/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

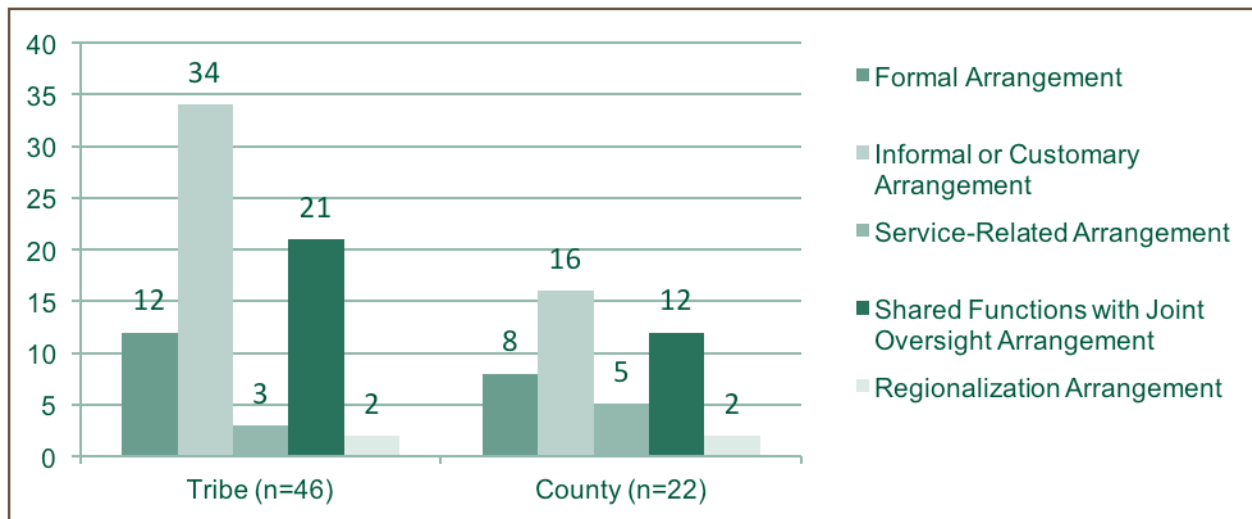
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Prevalence of Cross-Jurisdictional Sharing in California

Representatives from 83 Tribes and 29 corresponding counties in California reported the prevalence of Tribe-county cross-jurisdictional sharing (CJS) arrangements, including formal arrangements (e.g., Memoranda of Understanding), informal or customary arrangements (e.g., verbal or “handshake” arrangements), service-related arrangements (e.g., as-needed contracts/consultations before, during, or after emergencies), shared functions with joint oversight arrangements (e.g., Tribe and county both take action and make decisions before, during, or after emergencies), and regionalization arrangements (e.g., Tribe and county becoming one department to serve both jurisdictions).

A total of 46 of 83 Tribes (55%) and 22 of 29 counties (83%) in California reported having CJS arrangements. Informal or customary arrangements were reported most frequently by Tribes and counties, followed by shared functions with joint oversight arrangements and formal arrangements, such as MOUs and mutual aid arrangements. A total of 37 Tribes (45%) and 5 corresponding counties (17%) in California reported having no Tribe-county CJS arrangements.

Prevalence of CJS in California



Implications for Policy

Policymakers can use this information to recognize the diversity of emergencies relevant to Tribes in California and nationwide, as well as to provide financial assistance to Tribes and counties as these jurisdictions develop CJS arrangements to mitigate, respond, and recover from emergencies.

Individual Emergency Preparedness

Having emergency preparedness plans in place for you and your family is the best defense against natural and other types of disasters and emergencies. Being prepared brings peace of mind and will help reduce the fear and anxiety felt during and after emergencies. To get started on individual emergency preparedness, access the Federal Emergency Management Agency (FEMA) webpages at <https://www.ready.gov> and <https://www.ready.gov/make-a-plan/indian-country>. These pages provide informative materials for individual and family preparedness and cover a wide range of topics, including natural disasters, technological and terrorist hazards, and workplace and campus preparedness. You can also find instructions on these websites for building emergency supply kits and identifying volunteer opportunities. Other helpful resources for individual emergency preparedness are provided below.

American Red Cross Website. The American Red Cross website <http://www.redcross.org/get-help> is a good resource for guides on preparedness, emergency aid, recovery, free mobile applications (apps), and shelter and loved one locator tools. The website also includes a comprehensive emergency resource library.

FEMA “Are You Ready” Guide. FEMA offers an in-depth “Are You Ready” Guide to citizen preparedness. The guide is an easy-to-follow, step-by-step approach to help citizens learn how to protect themselves and their families against all types of disasters and emergencies. The guide details a variety of topics, including the care of infants and young children, seniors, and persons with disabilities. It also discusses pet care and safety, how to identify potential local hazards, how to evacuate an area, and how to handle many specific types of disasters. The “Are You Ready” Guide can be accessed by visiting <https://www.ready.gov/are-you-ready-guide>. This website also links you to the “Are You Ready”-based interactive course through the FEMA Emergency Management Institute.

FEMA Individual and Household Program. FEMA’s Individual and Household Program provides financial assistance and direct services to those impacted by emergencies. For more information about this program see: <https://www.fema.gov/recovery-directorate/assistance-individuals-and-households>.

FEMA Citizen Emergency Response Team. Prepare your family and community for emergencies by taking advantage of FEMA’s Citizen Emergency Response Teams (CERT) training program. CERT courses offer education and training in disaster preparedness and basic response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Once a CERT volunteer, individuals can work with other CERT volunteers to assist families and communities in preparing for and responding to emergencies. Find out more at: <https://www.fema.gov/community-emergency-response-teams>.

Flatter World Stanley Project. FEMA has joined together with the Flatter World Stanley Project to educate school-aged children about using a mobile app to prepare for emergencies and disasters. Find out more and get your children involved in the conversation by visiting the original Flat Stanley website at: <https://www.flatstanley.com/resources>.

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Inter Tribal Long Term Recovery Foundation. The Inter Tribal Long Term Recovery Foundation (ITLTRF) is a non-profit organization that was formed by Tribal leaders after the wildfires that burned more than 150,000 acres on seven reservations in Southern California. ITLTRF assists with individual preparedness through advocacy, case work, and holistic family recovery from emergencies. The ITLTRF website can be found at: <http://www.itltrf.org>.

CAL FIRE “Get Ready” Website and “Go!” Evacuation Guide. Use the CAL FIRE “Get Ready” website to learn how to create and maintain defensible space around your family’s home using fire resistant materials. Then take a look at the “Go!” Evacuation Guide and create a Wildfire Action Plan for your family. These resources can be accessed at: <http://www.readyforwildfire.org/Get-Ready/> and <http://www.readyforwildfire.org/Go-Evacuation-Guide>.

“SafetyInformed” Website. Most counties have a Reverse 911 system so that residents can receive messages about emergencies in their area. The Social Good Fund “SafetyInformed” website can help you identify your local Reverse 911 system and sign up to receive alerts from it. Visit <http://www.safetyinformed.org> for more information.

Smokey Bear’s Website. For educational and child-directed information about fires, check out Smokey Bear’s website at: <https://smokeybear.com/en>.

Wireless Emergency Alerts. Wireless Emergency Alerts (WEAs) can be issued for three types of alerts: Presidential, AMBER, and extreme weather alerts. For AMBER Alerts, WEAs look like text messages and include the type and time of the alert, agency issuing the alert, and any action you should take. WEAs are not affected by network congestion and will not disrupt texts, calls, or data sessions already in progress. Find out more at: <https://www.ready.gov/alerts>.

Flyers, Posters, and Other Publications. ToucanEd sells emergency preparedness posters on their website, <http://www.toucaned.com/disaster/posters/>, and you can order emergency-related educational materials through Smokey Bear’s website at: <http://www.stateforesters.org/smokey-bear/educational-materials>. FEMA offers free publications, including brochures for older Americans, people with disabilities, and pet owners at: <https://www.ready.gov/publications>. Finally, find emergency-related coloring pages for children on the U.S. Forest Service website: <http://www.fs.fed.us/learn/kids>.

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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
- Extra pair of house and car keys
- Fire extinguisher – A-B-C type²
- Food, water, and restraints (leash or carrier) for pets
- Cash and change
- Baby supplies

Safety and Comfort

- Sturdy shoes
- Heavy gloves for clearing debris
- Candles and matches
- Light sticks
- Change of clothing
- Knife or razor blades
- Wrench for turning off gas
- Garden hose for siphoning and firefighting
- Tent
- Communication kit (paper, pens, stamps)

Cooking

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

Tools and Supplies

- Axe, shovel, and 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

Sanitation Supplies

- Large plastic trash bags for waste
- Tarps and rain ponchos
- Large trash cans
- Bar soap and liquid detergent
- Shampoo
- Toothpaste and toothbrushes
- Feminine hygiene supplies
- Toilet paper
- Household bleach

¹ <https://w3.calema.ca.gov/Operational/OESHome.nsf/978596171691962788256b350061870e/55C950F3BE85D1C688256CD8007CD9CB?OpenDocument>

² <http://www.fire-extinguisher101.com>

Medication Record³

Suggested Instructions:

- Save the template on your personal computer and fill in each field, or print out and fill by hand.
- Keep a printed copy with you at all times. Give a copy to a friend or family member also.
- Update every time there is a change in your medication.
- Share with your doctors, pharmacists, or other health professionals at all your visits.

Name: _____ Birthdate: _____

	Name of prescription medication, over-the-counter medication, or dietary supplement	Shape and dosage of medication	Purpose of Medication and Other Notes	Drinks and Foods to Avoid While On Medication	Prescribing Doctor Contact Information
Ex.	Losartan/Cozaar	White oval-shaped pill, take 20 mg orally twice per day (morning/evening)	Blood pressure (Angiotensin receptor blocker). Okay to use in generic form.	Avoid potassium-containing salt substitutes or over-the-counter potassium Grapefruit & grapefruit juice	Dr. Jones (000) 555-1234
1.					
2.					
3.					
4.					
5.					

³ www.fda.gov/Drugs/ResourcesForYou/ucm079489.htm

Emergency Communications Phone Tree

Phone trees help ensure that emergency-related information is communicated quickly and properly to family and community members. Some people use phone trees to assign family or community members to check on elders during or after an emergency. Other people use phone trees to communicate about who should evacuate, gather water/food, provide transportation, supply medication, treat injuries, secure livestock and large animals, clear roads and debris, and/or perform other duties during or after emergencies.



Use shapes from the Microsoft “Smart Art” feature to develop and customize a phone tree for your family, community, or jurisdiction.

How to Use a Phone Tree:

- Select an emergency communications phone tree template (see following page).
- Identify a phone tree manager who will be responsible for the coordination of the phone tree, including updating the phone tree at least once per year and sharing copies of the phone tree with everyone listed on it.
- Identify a person who will, if necessary, make important decisions on behalf of people on the phone tree. For example, a Tribal Council member could decide where to evacuate Tribal members during an emergency. Decisions made by this individual will be communicated to the rest of the phone tree.
- Identify family/community leaders who will be responsible for making calls to other people in a family or community. Phone tree leaders should always be reliable individuals who you know will communicate emergency-related information properly.
- Identify a limited number of individuals (no more than six people) who each family/community leader should call during or after an emergency.
- Distribute the phone tree to each person listed on it.
- In the event of an emergency which warrants sharing information or taking a specific emergency-related action:
 - ◆ **Step 1:** The phone tree manager will work with the decision-maker to share factual, concise emergency-related information with family/community leaders.
 - ◆ **Step 2:** Family/community leaders will then report this information to those designated as their responsibility on the phone tree.
 - ◆ **Step 3:** After making calls, family/community leaders will report back to the phone tree manager with updates about calls made and actions taken. This update should include information about individuals on the phone tree who the leader was unable to reach.



Hold a phone tree drill about a non-emergency topic once per year to see how well your phone tree works. Make a list of lessons learned during the drill and update your phone tree accordingly.

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Emergency Communications Phone Tree for: _____

Phone Tree Updated (Month/Day/Year): ____ / ____ / ____

Phone Tree Manager	Phone Tree Decision-Maker
Name: Phone: Mobile: Email:	Name: Phone: Mobile: Email:
Family/Community Leader	Will Contact
Name: Phone: Mobile: Email:	Name: Phone: Mobile: Email:
	Name: Phone: Mobile: Email:
Name: Phone: Mobile: Email:	Name: Phone: Mobile: Email:
	Name: Phone: Mobile: Email:
Name: Phone: Mobile: Email:	Name: Phone: Mobile: Email:
	Name: Phone: Mobile: Email:

Starting Places for Tribes and Counties: The Federal Emergency Management Agency

Federal Emergency Management Agency

The primary purpose of the Federal Emergency Management Agency (FEMA) is to coordinate with Tribal, local, and state governments to manage emergencies and disasters. Although governmental jurisdictions are typically responsible for responding to and funding emergency response and recovery, FEMA and the FEMA website offer resources and tools for managing emergency processes. As a starting place, this document provides information about how to begin navigating the FEMA website and its resources.

Emergency Management Terminology

Emergency-related terminology can be overwhelming. When protecting your community from emergencies and disasters, it is important to understand the concepts of emergency prevention, protection, mitigation, response, and recovery and how they all intersect. The FEMA National Preparedness Goal document lays a foundation for understanding these concepts. The document can be accessed at: https://www.fema.gov/media-library-data/1443799615171-2aae90be55041740f97e8532fc680d40/National_Preparedness_Goal_2nd_Edition.pdf, and specific information can be found on the following pages:

Prevention, Protection, Mitigation, Response, and Recovery as Core Capabilities	3
Understanding Risk	4
Prevention	5
Protection	8
Mitigation	10
Response	12
Recovery	17
Preparedness Terms and Definitions	A-1

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National Response Framework

FEMA's National Response Framework is a national guide that highlights the structures, roles, and responsibilities of Tribal, local, state, and federal governments. The document can be accessed at: https://www.fema.gov/media-library-data/20130726-1914-25045-1246/final_national_response_framework_20130501.pdf, and specific information can be found on the following pages:

Local Governments' Roles and Responsibilities	11
State's Role, Including the Roles and Responsibilities of the Governor, Homeland Security Advisor, State Emergency Management Director, National Guard, and Other Departments	13
Tribes' Roles and Responsibilities	15
Federal Government's Roles and Responsibilities	16
Roles and Responsibilities of the Secretary of Homeland Security, FEMA Administrator, Attorney General, Secretary of Defense, Secretary of State, National Intelligence, and Other Federal Departments	16-20

Emergency Operations Plans

A starting place for Tribes and counties to gain a better understanding of the emergency preparedness process is the FEMA Developing and Maintaining Emergency Operations Plans (EOPs): Comprehensive Preparedness Guide 101. This guide is designed to help both novice and experienced planners navigate the EOP process, and it can be accessed at: https://www.fema.gov/media-library-data/20130726-1828-25045-0014/cpg_101_comprehensive_preparedness_guide_developing_and_maintaining_emergency_operations_plans_2010.pdf. Specific EOP-related information can be found on the following pages:

Fundamental Principles of Planning for Emergencies	1-1
Description of EOP and its Importance	3-1
How to Format an EOP; Suggestions for New Planners	3-3
Using Templates to Complete Plans and Things to Consider	3-9
Brief Overview of Other Types of Plans: Joint Operational, Administrative, and Continuity Plans	3-9
Contents of Basic Plan	3-12
Steps in the Planning Process	4-1

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Contacts for Tribes and Counties

FEMA has national, headquarters-based, and regional Tribal liaisons that serve as first points-of-contact for Tribes. FEMA also maintains relationships about Tribal affairs with various agencies and organizations. A list of FEMA Tribal contacts can be found at: <http://www.fema.gov/tribal-contacts>. FEMA also maintains contact information for specific regions. For Region IX, which serves Arizona, California, Hawaii, Nevada, and the Pacific Islands, a contact list can be accessed at: <https://www.fema.gov/fema-region-ix-arizona-california-hawaii-nevada-pacific-islands/fema-region-ix-contacts>.

Publications about Emergency Management

The FEMA website has a publications page with downloadable and order-ready brochures, flyers, and posters. Some materials have been developed specifically for Tribal nations. For more information, see: <http://www.ready.gov/publications>.

Resources for Youth

The FEMA Youth Preparedness website contains information about how youth can become involved in planning for emergencies and disasters. Specifically, the website contains tools and resources for youth preparedness programs, educational materials, and information about partners in youth preparedness. For more information, visit: <https://www.ready.gov/youth-preparedness>.

Case Studies: Emergency Preparedness, Mitigation, Response, and Recovery

Case studies from California provide examples of emergency preparedness, mitigation, response, and recovery. Preparedness is the readiness to respond to any type of emergency situation or incident. Mitigation reduces the overall impact of an imminent or potential emergency situation by eliminating risk to people and property. If preparedness and mitigation efforts are exhausted, local emergency officials respond to emergencies. Many emergency situations require some form of recovery after the event, such as rebuilding homes, replacing property, restoring businesses, and/or reconstructing infrastructure. Recovery can last many years after an emergency.

Preparedness

The Rincon Band of Luiseño Indians in San Diego County is familiar with emergencies, particularly wildfires. This small, tight-knit community of 1,600 residents was better prepared for the 2007 California wildfires because of their unfortunate experiences with the 2003 Paradise fire. The Paradise fire adversely affected the reservation, destroying 20 homes, blocking roadways, and damaging water systems and phone communications systems. It was at this point in 2003 that Tribal leaders decided they needed to “reduce future loss of life, land, and property.” Preparedness efforts included cutting down vegetation from under power lines and water supplies and adopting strict land-use regulations (e.g., no planting near buildings and utilities). The Tribe also cleaned debris from culverts and storm drains; built a 30-person fire station and new roads; and installed new fire hydrants, water lines, and communications systems. Because of these preparedness efforts, the Tribe was better able to mitigate and respond to wildfires later on; the Tribe says that countless lives and homes were probably saved in a 2007 wildfire due to the Tribe’s preparation efforts and new equipment.⁴

Fire Chief Gary Fredrickson of the Yocha Dehe Wintun Nation Fire Department in Yolo County indicated that most of the department’s current emergency management efforts are in wildfire and flood preparedness. “We are always adapting our emergency management plans, appendices, and continuity of operations plans in case the entire operation needs to move elsewhere due to an emergency,” he says. The fire department also has an Emergency Operations Center team of Tribal members, employees, and Tribal enterprise staff that prepares to support incident response. With this team, the Tribe revisits and revises the Emergency Operations Plan every year and trains individuals on the plan through tabletop exercises and active drills every two or three years. Chief Fredrickson indicated that the tabletop exercises involve as many stakeholders as possible, including representatives from Tribal offices and the county and state Office of Emergency Services. Through a recent active drill held by the fire department, the Tribe identified successes of existing plans and weaknesses to improve upon in the future. Chief Fredrickson said that the next active scenario drill will be held in 2017 to help Tribal members and stakeholders be even more prepared for an emergency: “It’s not about if an incident will occur in our county, but when,” he says.

⁴ http://www.californiaindianeducation.org/educational_news/newsletters/TribalConNewsletterFEB08.pdf

Mitigation

Mitigating the impacts of flooding in Napa County sometimes means rebuilding a bridge. “A major flood occurs at least once every five years from the Napa Creek,” says an official about the Napa flood reduction program. County staff worked to maintain the fit of the bridge in historic downtown Napa while increasing the volume of water permitted to flow beneath it. This act has significantly reduced the risk of future flood damage to the area during heavy rains. In other instances, mitigation means completely moving out of harm’s way. In Sacramento County, a home acquisition program was initiated to reduce repetitive loss of homes in the Dry Creek Parkway. The program helped move people out of areas of potential flooding and damage, as well as reimburse costs to elevate homes.⁵

“Mitigation can also be a lot of small things,” says Marc Peren from the San Bernardino County Office of Emergency Services. In his case, mitigation is supported by the San Bernardino Department of Public Health that works with the Chemehuevi Indian Tribe to form Points of Distribution sites and exercise a newly developed Memorandum of Agreement (MOA). These entities also work together to provide free flu vaccines, which may ultimately reduce illnesses from diseases. Mr. Peren notes, “Other times, mitigation efforts of San Bernardino County include remaining in frequent communication with the Tribes in our jurisdiction to provide weather reports, heat advisories, air quality reports, and other advisories that may lessen the impact of an incident.”

Response

Emergency response can come in the form of a local fire department being called to put out a house fire or police responding to an active shooter situation. In San Bernardino County, Mark Peren from the San Bernardino County Office of Emergency Services says that his team is in frequent communication with the five Tribes within the county’s jurisdiction about emergency hazards, and that the ongoing “communication between the Tribe and county sometimes contributes to the success of a response effort.” For example, Mr. Peren says, “When unusually heavy rains washed out the main road to one of the county’s Tribes, San Bernardino County Office of Emergency Services reached out to Cal-Trans to further assist the Tribe.”

There are also times when the size and/or magnitude of an emergency incident exceeds the capacity of local responders, so state and/or federal response may be required. One example of this took place during the 2003 California wildfires, which almost immediately overwhelmed local resources and response capacity. For example, the Firestorm fire devastated many Southern California counties, including Los Angeles, San Bernardino, San Diego, Ventura, and Riverside. It took 15,000 firefighters from different jurisdictions and cost \$120 million dollars over a two-week period to suppress the Firestorm fire.⁶

⁵ http://www.floods.org/PDF/MSS_IV_Final.pdf

⁶ <http://training.fema.gov/hiedu/aemrc/booksdownload/emoutline>

Recovery

In 2007, the Poomacha wildfire destroyed over 90% of the La Jolla Band of Luiseño Indians' reservation in San Diego County. Successful recovery efforts came from relying on one another during a time of great need.⁷ The La Jolla Tribal Treasurer says, "Everybody chipped in, and our sister Tribes came together." For example, due to the Presidential disaster declaration for seven southern California counties affected by the wildfire, federal assistance was provided to Tribal nations. Additionally, FEMA and the California Office of Emergency Services united to create a task force to address Tribal emergency needs (e.g., restoring Tribal infrastructure, temporary housing, debris removal). Representatives from multiple Tribes and agencies also catalogued burn areas and provided grants for people forced to evacuate. Volunteer agencies, aided by federal assistance and private donations, came together to help clear additional debris from damaged homes, donate hay for livestock, and help those left homeless from the fires.

In 2015, the Valley Fire became one of California's most devastating wildfires, burning over 76,000 acres of land and greatly impacting the Middletown Rancheria of Pomo Indians. After a week-long mandatory evacuation to respond to the fire, the Tribe began the recovery process by making all Tribal resources available to support the community. For instance, the Tribe used media partnerships with the Tribal casino to communicate vital information when phone lines were down and internet access was limited. The Tribal event center also became a Red Cross Disaster Relief Shelter and Headquarters, and the Tribal casino became a resource for Tribal members, employees, and community members who lost homes. Perhaps most importantly, Tribal Council and executive staff members were assigned emergency recovery roles and responsibilities, and these individuals helped raise \$40,000 in donations from Tribal nations and business partners that aided in the rebuilding of many homes. Due to outstanding leadership during the recovery efforts, the Tribal Chairman won the county's "Man of the Year" award, while the casino was designated the "Large Business of the Year."⁸

⁷ http://www.californiaindianeducation.org/educational_news/newsletters/TribalConNewsletterFEB08.pdf

⁸ http://www.twinpine.com/wp-content/uploads/2015/12/Dec15_MiddletownRancheria.pdf

Approaches to Alerting and Communicating During Emergencies

During an emergency, people usually reach for mobile or landline phones to communicate with loved ones and friends, but when communications towers and power lines are down or overwhelmed with callers, it can be impossible to get through.⁹ Consider using some of the alternative or non-phone emergency communication strategies listed below.

Satellite Phones. Satellite phones are mobile phones that connect to orbiting satellites and costs \$0.15-\$2 per minute to use. Find out more at: <http://www.voipmechanic.com/satellite-phone.htm>.

Email. Email servers operate on cables used for hardwired internet, which can be accessed via WiFi. For most WiFi service, you do not have to be inside a building.

Text Messages. Text messages require far less bandwidth than phone calls, which operate on a parallel network to cell phones.

Social Media. Social media is similar to email in that it is hosted on a network of global servers. Posting to Facebook or using Twitter messages to your family can serve as a backup in emergencies.

Wireless Emergency Alerts. Wireless Emergency Alerts (WEAs) can be issued for three alert categories: Imminent threat, AMBER, and presidential. WEAs look like text messages and include the type and time of the alert, any action you should take, as well as the agency issuing the alert. WEAs are not affected by network congestion and will not disrupt texts, calls, or data sessions that are in progress. Find out more at: <https://www.ready.gov/alerts>.

Phone Booths. Phone booths are still in existence, and most of them are on landlines, which can be more reliable during emergencies than cell phone networks. There are even Phone Applications (apps) online that tell you where phone booths are located. Make sure you carry change to use them.

Government Emergency Telecommunications Services. Government Emergency Telecommunications Services (GETS) provide national security and emergency preparedness personnel with a high probability of completion for their telephone calls during periods of severe network congestion or disruption. GETS works through a series of enhancements to the landline network, but also provides priority calling to most cell phones on major carrier networks. Users receive a GETS calling card to access the service. The card includes access numbers, a Personal Identification Number (PIN), and simple dialing instructions. For more information, see: <https://www.dhs.gov/government-emergency-telecommunications-service-gets>.

⁹ <https://www.fcc.gov/news-events/blog/2011/09/21/fcc-and-fema-how-communicate-during-and-after-major-disaster>

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Phone Apps. There are many phone apps on the market designed especially for people who want to communicate with their neighbors and people in their community. Be creative and find out about how these apps can keep community members connected. For example, the National Neighborhood Watch program has an app that citizens can use to report drugs and other crime concerns, suspicious activities, and community disorder. For more information, see: <http://nwapp.org>.

Tribal Websites. Tribal webpages can be used as a medium for alerting people about potential emergencies and providing updates about active emergencies.

HAM Radios. The average 5-watt HAM radio can achieve 10+ miles of range on flat ground. Using a repeater, a HAM radio can reach halfway across the country. Note: You must have a license from the Federal Communications Commission (FCC) to operate a HAM radio. For information about the FCC's amateur radio service, see: http://wireless.fcc.gov/services/index.htm?job=service_home&id=amateur.

Walkie Talkies. Walkie-talkies are handheld two-way communication devices that do not require a cell tower to relay signals. More advanced walkie-talkie devices are two-way radios that transmit signals over the Family Radio Service (FRS) of the FCC. For more information, see: http://www.ehow.com/way_5762440_can-talkies-used-during-disaster_.html.

Flags. Flags have been used as a way to communicate between ships for hundreds of years. Displaying a flag on land can also signal distress or emergency. Using flags can be another way to alert people in certain situations. For example, a green flag placed on a residence indicates the house has been evacuated, and a flag can be raised over a building to indicate a shelter area.

Message and Sign Boards. Message and sign boards can be used in many ways. Place an emergency communication message board at a general place of congregation and teach community members how to use it. Or, use homemade signs or banners to indicate various dangers or relay various messages. For example, construct a Smokey Bear-style sign to post during fire season. You can also purchase sandwich boards, A-frame boards, and/or battery- or generator-operated sign boards to alert community members during emergencies.

Mass Notification Systems. A comprehensive mass notification system allows administrators and security personnel to make immediate contact with their group of people through messages that flow across networked devices, like personal computers, LED signs, cell phones via text-based small message systems (SMS), and other personal devices. Alerts can be broadcast over outdoor loudspeakers and through existing fire alarm and speaker systems; people can be reached anywhere in a building by interfacing with televisions, monitors, and programmable scrolling digital signs (e.g., an electronic sign that runs on batteries, like the kind you see on highways). There are two types of notification systems: Systems that are installed and managed in-house requiring server-based software and vendor-hosted, web-based systems. The cost for vendor systems is more substantial, consisting of the initial implementation and setup fee and the annual fees for management. For more information, see:

http://www.hartnell.edu/sites/default/files/Library_Documents/governance/college_planning_council/campus_alert_comparison_-_sheet1_1.pdf and <http://www.airbus-dscomm.com>.

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Mass automated notifications apps can also be purchased for your mobile device, which allow you to launch bulk notification alerts to your contact groups via SMS, voice broadcast – text-to-speech and email.

FEMA's Integrated Public Alert and Warning System (IPAWS) program provides an internet-based capability for federal, state, territorial, Tribal, and local authorities to use in order to issue critical public alerts and warnings from a single portal to multiple communication pathways, such as the Emergency Alert System (EAS) and Commercial Mobile Alert System (CMAS). IPAWS is accessed through software that meets IPAWS system requirements. See: <http://www.fema.gov/alerting-authorities>.

Plastic Strips. Plastic strips, especially if brightly colored, can be used to mark evacuation routes or to cordon off a dangerous area.

Paper Flyers. Do not underestimate the importance of paper flyers. Develop and post flyers with evacuation routes and other step-by-step instructions that people should follow in the event of an emergency.

Alarms. A weather bell, tone, or lights can be used to alert people of specific dangers. Smoke alarms warn of fire danger. A bell can be rung to alert people within hearing distance. Strobe or flashing lights can be placed on roadways to warn of danger. All of these items can be purchased at retail outlets and online.

Public Address System. A Public Address (PA) system consists of microphones, amplifiers, and loudspeakers that amplify speech or music in a large building or at an outdoor gathering. PA systems can be purchased online or at retail outlets.

Sirens. Sirens can be used to warn the general population of approaching danger. They can also be used to call the volunteer fire department into action.

Tsunami Sirens. Tsunami sirens are activated by local authorities and emergency managers. The National Oceanic and Atmospheric Administration (NOAA), through its Pacific Tsunami Warning Centers (PTWC), issues tsunami watch, warning, and information bulletins, which are disseminated to local, state, national, and international users, as well as the media for broadcast to the public via radio and television. For more information, see: http://www.tsunami.noaa.gov/warning_system_works.html and <http://earthweb.ess.washington.edu/tsunami/general/warning/warning.html>.

Air Horns. Air horns produce a loud noise, which can be used as a means of warning. Air horns are typically used on automobiles, large semi-trucks, fire trucks, trains, and ambulances. Cost of a portable air horn ranges from \$6 to \$25.

First Responder Network Authority. The First Responder Network Authority (FirstNet) was created as an independent authority within the National Telecommunications and Information Administration to provide emergency responders with the first nationwide, high-speed, broadband network dedicated to public safety. FirstNet is expected to be operational in late 2018, with full operational capability anticipated by 2022. Subscriber rates will be competitive with commercial carriers. To find out more, see: <http://www.firstnet.gov/about/why>.

Tribe and County Recommendations for Cross-Jurisdictional Sharing of Emergency Management Services

Representatives from 83 Tribes and 29 corresponding counties in California were asked to provide recommendations about cross-jurisdictional sharing (CJS) for emergency management. This document summarizes many of those recommendations by topic area: 1) engaging in CJS communication; 2) getting buy-in from Tribal Councils and communities; 3) planning staff roles and responsibilities before emergencies happen; 4) building relationships and coalitions; 5) clarifying informal and formal arrangements; 6) remembering to track data; and 7) getting educated in emergency management. There are also several recommendations specific to Tribes for emergency management, such as engaging the community in emergency management and communicating and sharing resources with neighbors.

Engage in Cross-Jurisdictional Communication

The following recommendations were made for how to engage in cross-jurisdictional communication:

- Establish a county contact – one person who works in the county who can be a resource for communication.
- Remember that other Tribes recommend extending your Tribe’s hand to the county first instead of waiting for the county to reach out to your Tribe.
- Establish relationships between the Tribe and the county before the need exists.
- Open a line of communication with county supervisors to aid in cooperation efforts.
- Be persistent in spite of staff turnover on both sides.
- Consider meeting on neutral ground to improve relations. For example, travel to the U.S. Forest Service meeting space to consult with other Tribes and the county.
- Tribes should participate in county events, such as county emergency activities, drills, or trainings that the county conducts in order to keep licenses or accreditations. Once a Tribe participates in these, the Tribe can later emulate the same drills in its own jurisdiction. Attendance at county operational meetings also enable Tribal members to develop relationships with counties and begin discussing participation in events, such as drills and training events.
- Tribal members should continue to meet with county personnel. Do not ask for an agreement right away, just meet with them. First, discuss sovereignty. Then, continuously build trust. Third, put aside past grievances or disagreements and be encouraging.

Get Buy-in from Tribal Councils and Communities

Recommendations were also made regarding how Tribes and counties can get buy-in from Tribal Councils and communities. These were:

- Start with a community meeting to involve all members and the Tribal Council in discussions to plan for emergencies. Next, figure out what emergencies affect the Tribe and divide up priorities based on what there is funding for (example: fire-based emergency, environmental emergency).
- Get 100% support from the Tribal Council and the general Tribal membership.
- Be sure Tribal Councils are written into county emergency exercises. It is important to put in writing who will make final decisions during emergencies.
- For Tribes that are in the beginning stages of emergency management, start out within the Tribe trying to form something that is organized [for emergency management]. This could be an emergency department, a Community Emergency Response Team (CERT), or a way of communicating to be more organized and better able to respond to emergencies. Then, assess what the main priorities are after you have that starting place.
- Counties should take the time to meet and spend time with members of the Tribal Councils. Learn each Tribe's history and culture. Never hesitate to extend an invitation to participate in anything.

Plan Staff Roles and Responsibilities Before Emergencies Happen

Having a plan for appropriate staffing is important and several recommendations were made to address this topic, to include:

- As part of pre-planning, find a way to staff someone in the Tribe to develop a hazard risk assessment and/or Emergency Operations Plan (EOP).
- Decide which Tribal leader will make decisions if other Tribal leaders are not available during an emergency.
- Remember that Tribes must have staff to manage Tribal grants and initiatives and to move forward with emergency management plans and activities. It takes a lot of work to update plans and track everything being done across a grant-funded initiative.
- Tribal emergency management staff should make recommendations to and work in conjunction with the Tribal Council.
- Contract for grant writing if your staff are not experts about emergencies.
- Apply for grants to bring in resources, but remember you must have often EOPs, a Hazard Mitigation Plan, and a Threat and Hazard Identification and Risk Assessment (THIRA) to be funded.

Build Relationships and Coalitions

Suggestions were made for how to build relationships and coalitions, such as:

- Always be open-minded to change and to moving forward.
- Attend Tribal emergency preparedness events and meetings. Make an effort and get your face and name at as many events as possible.
- Form a Tribal Emergency Response Committee (TERC). If formed and prioritized, this group can be the organization that the community leans on for data and insight about whether to declare an emergency or disaster. The TERC can also help decide when to develop a Hazard Mitigation Plan, a Continuity of Operations Plan, or other important documents. The TERC can also be responsible for the ongoing review of plans and the organization of tabletop exercises.
- Remember that building relationships between Tribal and county governments is a slow process that takes great dedication on the part of both sides. Mutual trust must be built on both sides. Sometimes written agreements work, but the dedication of personal relationships will work better than contracts or agreements.
- Remember that Tribes have historical roots [since time immemorial], especially in emergency management, which originate in a Tribal focus on protecting the land and ensuring survival of the people.

Clarify Informal and Formal CJS Arrangements

A number of suggestions were made to help ensure that CJS arrangements, whether informal or formal, are clear to all parties. These were:

- At least once per year, make sure emergency plans are current.
- Go over your hazards often, and think through the process of what you will need to mitigate those hazards.
- Remember that it is important to work on establishing agreements and emergency resources before emergencies happen – It will help you in the long run.
- Although there may be a trust responsibility, Tribes should not assume standing agreements are understood. Tribes should take the lead in making sure the understanding is met by the county.
- Remember that many Tribes customize EOPs and other documents. Use templates if they are available, but be sure they say what is culturally relevant to the Tribe and community. Also, discuss all things important for the Tribe to protect during an emergency and then fit those important topics within a template where appropriate. Alternatively, make new categories within or at the end of a template to address Tribe-specific emergency concerns.
- Understand your Tribal and county needs and what will be required from an MOU for CJS (what you provide, receive, share, etc.).
- Add a section to a CJS plan about cultural preservation and how to handle preserving Tribal cultural/natural resources.

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- Have a CJS Hazard Mitigation Plan in place and approved by FEMA. Make sure both jurisdictions are National Incident Management System (NIMS) compliant, which means the plan operates within the same procedures as FEMA and everyone else who is compliant. These standards are very important to operate under. Practice the plans and develop scenarios and drills.
- Remember that Tribes can trade expertise and services (e.g., search and rescue, training space/land) with non-Tribal entities to establish CJS relationships.
- Consider that understanding each other's needs and communicating openly can sometimes work better than having a formal arrangement.
- Tribes should be prepared beyond a standard Memorandum of Understanding (MOU), especially those Tribes located in extremely remote areas. In other words, Tribes should have a back-up emergency plan to their emergency plan!

Remember to Track Data

Several suggestions for tracking data were made:

- Have good data and records! Do not forget about this vital administrative piece to managing emergencies, and be sure someone is in charge of collecting data from the start of an emergency to help with obtaining reimbursement.
- Adapt tracking templates from other Tribal or county jurisdictions: High-quality tracking templates often include the data collection fields necessary for declaring and being reimbursed for federal disasters.
- Consider different ways to capture data, such as using air quality monitors or clinical results to showcase the extent of an emergency.
- Do not switch between tracking methodologies. For example, plan to use Microsoft Excel or Access consistently to track emergencies instead switching between electronic and hand-written tracking approaches.

Get Educated in Emergency Management

Recommendations for how to get educated in emergency management included:

- Take advantage of free or online trainings. For example, many of the trainings offered by FEMA in California are offered at no cost to Tribes. Find training calendars from the various agencies to find and sign up for trainings in your area.
- Seek out trainings from the state and Bureau of Indian Affairs (BIA).
- Go to the FEMA training in Maryland – You can get away from your other duties and really focus when you are there.
- Consider having Tribal employees take CPR and First Aid courses.
- Do not reinvent the wheel; call another emergency manager and ask for help if you do not know how to do something. Start small on learning about incident command forms, then add as you go and know more.

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- Non-Tribal entities should engage in extensive training in the rights of Tribal nations and the differences Tribes have to abide by under the Sandy Recovery Improvement Act to access federal recovery funds.

Engage the Community in Emergency Management

Suggestions were made about how to engage the community in emergency management:

- Teach community members what they should store at their house to help with the storage of emergency supplies. It will be helpful for each home to have weeks of water for everyone who lives there so the Tribe does not have to rent or create storage to keep that much water.
- Make a community plan for water purification in addition to having a water supply.
- Look into buying satellite phones and installing solar panels on Tribal lands to assist during power outages.
- Think about medications for seniors/elders and who will help ensure this medication is administered during an emergency. Plan to have medicine lists and extra medication on-hand to help out.
- Consider using social media to send out bulletins and updates to Tribal members during and after emergencies. Think about other ways for Tribes to have an alert system (loud bells, horns, door-to-door check-ins) when other forms of communication fail.
- Look into community grants for storm drains to protect Tribal housing from flooding. It seems simple, but storm drains are often forgotten and would really help out in some parts of California.
- Be creative. Go to the sheriff's office or other places that confiscate things like generators, and submit a letter of request so the Tribe can get supplies for free.
- Have community members look into Government Emergency Telecommunication Service (GETS) cards. There is a checkbox on the application to the federal government that helps Tribes get a card for designated Tribal leaders and emergency managers.
- Hold community gatherings to come up with a plan for elders who may not want to evacuate during an emergency.

Communicate and Share Resources with Neighbors

Finally, recommendations were made for how best to communicate with and share resources with neighbors:

- Try and understand what is going on for your neighboring jurisdictions even if you do not like them. You must work together to prepare for emergencies.
- Remember that Tribal leaders recommend engaging with Tribal and non-Tribal entities in the outside community. This supports Tribal sovereignty more than trying to be a stand-alone organization.
- Join an association with Tribes that have education in emergency management and are experienced in CJS.
- Remember that Mutual Aid Agreements between Tribes are important (e.g., "if five Tribes each have a fire truck, now you have five fire trucks to combat a nearby fire!"). You know each other's capabilities and strengths.

Educational Trainings for Emergency Management

Educational training events can provide beginner, intermediate, and advanced information about emergency management. The local and national educational training events in this document were recommended by Tribal and county representatives in California, and they are applicable to Tribal and county emergency responders and managers, as well as Tribal and county government officials.



Reach out to local emergency managers for recommendations about class topics and instructors. Local emergency managers can provide information about which classes are most applicable to your region.



Emergency managers in California recommend these three Federal Emergency Management Agency (FEMA) trainings for those just starting out in emergency management: 1) E0580: Emergency Management Framework for Tribal Governments; 2) L0583: Emergency Management Overview for Tribal Leaders; and 3) L0552: Continuity of Operations (COOP) for Tribal Governments. All trainings are completed through the FEMA Emergency Management Institute Tribal Curriculum.

Educational Trainings for Emergency Management

Organization	Title	Description	Duration	Location	Cost	Website
California-based Training Events						
California Indian Forest and Fire Management Council	Various courses available at a variety of levels	Offers miscellaneous course trainings in multi-faceted aspects of emergency management for forest and fire hazards that impact Tribal communities.	Varies depending on course	In-person in California	Applicable membership dues	http://www.ciffmc.org/home.html
California Specialized Training Institute	100+ courses available at a variety of levels	Reviews disciplines of emergency management, criminal justice/officer safety, terrorism, hazardous materials, disaster mitigation, preparedness and recovery, and crisis communications.	Varies depending on course	In-person or onsite San Luis Obispo, California	Varies depending on course	http://www.caloes.ca.gov/cal-oes-divisions/california-specialized-training-institute
Inter-Tribal Council of California	California Tribal Emergency Management and Homeland Security Program	Increases the capacity of California Tribal governments to better prepare and respond to emergencies and disasters on Tribal lands. Trainings available include Incident Command System (ICS) training, Counter-Terrorism Liaison Officer Training, Emergency Management Institute training aid, Emergency Operations Planning, and other planning-related trainings.	Varies depending on course	Trainings hosted statewide in California; may be available at Tribal sites	No cost	http://www.itccinc.org/ctemhs.html
Inter Tribal Long Term Recovery Foundation	Various courses available at a variety of levels	Offers miscellaneous course trainings in multi-faceted aspects of emergency management for all hazards that impact Tribal communities.	Varies depending on course	In-person in California	No cost	http://www.itltrf.org/#!resources/c8k2
FEMA and Other National Training Events						
FEMA	ICS 100: Introduction to ICS	Provides training and resources for personnel who require a basic understanding of the ICS.	8 classroom hours or 3 online hours	In-person or online	No cost	https://training.fema.gov/is/courseoverview.aspx?code=IS-100.b
FEMA	ICS 200: ICS for Single Resources and Initial Action Incidents	Enables personnel to operate efficiently during an incident or event within the ICS. Focuses on the management of single resources.	12.5 classroom hours or online	In-person or online	No cost	https://training.fema.gov/is/courseoverview.aspx?code=IS-200.b
FEMA	ICS 300: Intermediate ICS for Expanding Incidents	Provides training and resources for personnel who require advanced application of the ICS. Expands on information covered in the ICS 100 and 200 courses.	18 classroom hours	In-person	No cost	https://training.fema.gov/em/courses/crsdetail.aspx?cid=E300&ctype=R
FEMA	ICS 400: Advanced ICS	Provides training and resources for personnel who require advanced application of the ICS. Expands upon information covered in ICS 100 through ICS 300 courses.	14 classroom hours	In-person	No cost	https://training.fema.gov/em/courses/crsdetail.aspx?cid=E400&ctype=R
FEMA	IS 8.a.: Building for the Earthquakes of Tomorrow: Complying with Executive Order 12699	Provides students with the tools, information, and planning guidance they need to effectively deal with and prepare for the implementation of the Executive Order and its consequences.	10 hours	Online	No cost	https://training.fema.gov/is/courseoverview.aspx?code=IS-8.a

Educational Trainings for Emergency Management

Organization	Title	Description	Duration	Location	Cost	Website
FEMA	IS-703a: National Incident Management (NIMS) Resource Management	Introduces resources management as described in NIMS, and shows how systems for managing resources can be used to improve incident response. The course includes examples of best practices, lessons learned, and job aids to assist the participant in planning for resource management.	3.5 online hours	Online	No cost	https://training.fema.gov/is/courseoverview.aspx?code=is-703.a
FEMA	Community Emergency Response Team (CERT)	Educates individuals about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using training learned in the classroom and during exercises, CERT volunteers can assist others in their community following a disaster when professional responders are not immediately available to help.	24 classroom hours for basic class	In-person	No cost for online overview or basic class; CERT is a detailed program that will have set up costs beyond taking the basic class	http://www.fema.gov/community-emergency-response-teams
FEMA Center for Domestic Preparedness	Rotating courses available at a variety of levels	Offers miscellaneous course trainings in multi-faceted aspects of emergency management for all hazards that impact communities.	Varies depending on course	Onsite in Anniston, Alabama	Varies depending on course and travel	https://cdp.dhs.gov/
FEMA Emergency Management Institute Tribal Curriculum	E0580: Emergency Management Framework for Tribal Governments	Assists Tribal communities in understanding emergency management principles and developing and implementing comprehensive emergency management systems.	4-day course; can be field-delivered as L0580	In-person at FEMA or at Tribal regional site upon request	No cost; reimbursement to Tribe for travel	https://training.fema.gov/tribal/descriptions.aspx
FEMA Emergency Management Institute Tribal Curriculum	E0581: Emergency Operations for Tribal Governments	Assists Tribal officials in developing organizational structures, operational procedures, and resources for effective emergency operations.	4-day course; can be field-delivered as L0581	In-person at FEMA or at Tribal regional site upon request	No cost; reimbursement to Tribe for travel	https://training.fema.gov/tribal/descriptions.aspx
FEMA Emergency Management Institute Tribal Curriculum	E0582: Mitigation for Tribal Governments	Gives Tribal governments a foundation for reducing or preventing potential losses from natural or other hazards.	4-day course; can be field-delivered as L0582	In-person at FEMA or at Tribal regional site upon request	No cost; reimbursement to Tribe for travel	https://training.fema.gov/tribal/descriptions.aspx
FEMA Emergency Management Institute Tribal Curriculum	L0583: Emergency Management Overview for Tribal Leaders	Gives Tribal leaders an understanding of emergency management principles and practices in order to protect Tribal citizens, lands, and culture.	4-hour class	Offsite only	No cost	https://training.fema.gov/tribal/descriptions.aspx
FEMA Emergency Management Institute Tribal Curriculum	L0552: Continuity of Operations (COOP) for Tribal Governments	Gives Tribal governments a foundation for ensuring operation of essential government functions during emergency events.	2-day course	Offsite only	No cost	https://training.fema.gov/tribal/descriptions.aspx
American Red Cross	Adult First Aid/CPR	Introduces care and intervention for a variety of first aid, breathing, and cardiac emergencies involving adults. Meets OSHA workplace requirements.	1.5 hours in person with online component or 5.5 hours in-person	Blended (online and in-person) or in-person	\$70	http://www.redcross.org/take-a-class/cpr
American Red Cross	CPR for the Professional Rescuer	Teaches responders how to care for breathing and cardiac emergencies in adults, children, and infants.	2 hours in-person with online components or 5.5 hours in-person	Blended (online and in-person) or in-person	\$110	http://www.redcross.org/take-a-class/preview-kits/cpr-aed-professional

Educational Trainings for Emergency Management

Organization	Title	Description	Duration	Location	Cost	Website
iTEMA	Rotating courses available at a variety of levels	Offers miscellaneous course trainings in multi-faceted aspects of emergency management for all hazards that impact Tribal communities.	Varies depending on course	Varies depending on course	Varies depending on course	http://itema.org
National Association for Amateur Radio	HAM Radio Training	Provides basic knowledge and tools for any emergency communications volunteer. The course has six sections with nearly 30 lesson topics. It includes required student activities, a 35-question final assessment, and is expected to take approximately 45 hours to complete over a 9-week period. The student has access to the course platform at any time of day during this 9-week period. The course can adapt to any schedule.	45 hours online	Online	\$85 for non-members	http://www.arrl.org/online-course-catalog
National Center for Biomedical Research and Training	25 courses available at a variety of levels	Offers courses at the Awareness, Performance, Management and Planning levels. Awareness-level courses are designed for responders who require the skills necessary to recognize and report a potential catastrophic incident or who are likely to witness or investigate an event involving the use of hazardous and/or explosive devices. Performance-level courses are designed for first responders who perform tasks during the initial response to a catastrophic event. Management- and Planning-level courses are designed for managers who build plans and coordinate responses to a high-consequence event (either man-made or natural).	Varies depending on course	Direct delivery on site; web-based or train-the-trainer options	No cost	https://www.ncbrt.lsu.edu/Default
National Disaster Preparedness Training Center	Offers a variety of FEMA-certified training courses with a focus on disaster preparedness, response, and recovery	Offers courses such as: Building Resilient Food Networks, Climate Adaptation Strategies for Emergency Services, Coastal Community Resilience, Coastal Flood Risk Reduction, Hazardous Weather Preparedness for Campuses, Hurricane Awareness, HURRIPLAN Resilient Building Design for Coastal Communities, Leveraging Tools for Conducting Damage Assessments, Leveraging Tools for Coordinated Community Disaster Communications, Natural Disaster Awareness for Caregivers of Senior Citizens, Natural Disaster Awareness for Community Leaders, Natural Disaster Awareness for Security Professionals, Social Media Engagement Strategies, Social Media for Natural Disaster Response and Recovery, Social Media Tools and Strategies, Tornado Awareness, Tsunami Awareness, Volcanic Crises Awareness, Winter Weather Hazards: Science and Preparedness.	Varies depending on course	Online and in-person	No cost	https://ndptc.hawaii.edu/training/catalog

Educational Trainings for Emergency Management

Organization	Title	Description	Duration	Location	Cost	Website
Occupational Safety and Health Administration	Hazardous Waste Operations and Emergency Response (HAZWOPER)	Educates any worker who is involved in tasks, including clean-up, treatment, storage, and disposal of hazardous waste.	8, 24, or 40 hours	Varies by consultant	Varies by consultant	https://www.osha.gov/dte/training_faqs.html
Occupational Safety and Health Administration	Respirator FIT Testing	Educates any worker who is required to use a tight-fitting respirator.	Not specified	Varies by consultant	Varies by consultant	California Department of Public Health Respirator Fit-Testing Consultants in California: http://www.cdph.ca.gov/programs/ohb/documents/hcresp-fittestconsultants.pdf
Rural Community Assistance Corporation	Emergency & Disaster Response Training	Teaches the wide variety of emergency situations to which California's water systems are exposed, how to formulate and adopt a drought contingency plan, how to establish effective mutual aid agreements, and how to create an emergency disaster response plan using the SWRCB-approved template. The workshop will provide water system personnel with the information and resources to respond preemptively and proactively to emergency situations.	7.5 hours	Varies; locations throughout the state	No cost	https://www.events.rcac.org
Texas A&M Engineering Extension Service	1,000+ courses available at a variety of levels	Reviews disciplines of fire and emergency services, infrastructure and safety, law enforcement and security, economic and workforce development, and homeland security.	Varies depending on course	In-person (multiple training locations provided across the United States) or online	Varies depending on course	https://teex.org/Pages/default.aspx

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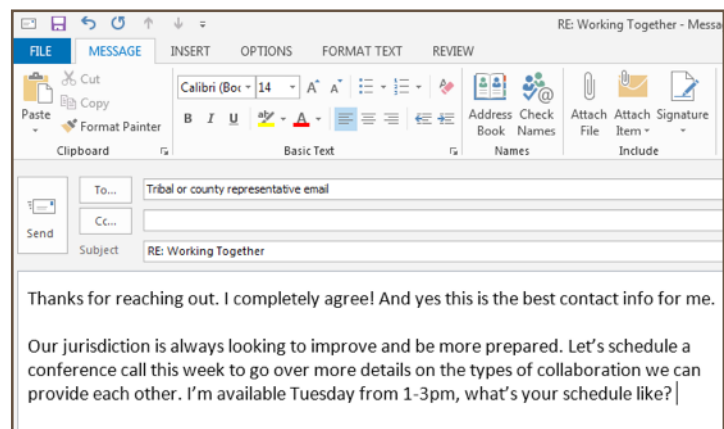
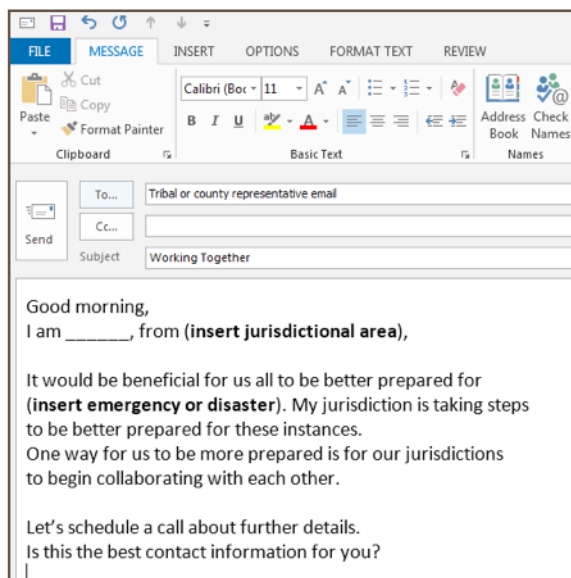
Communications Guide for Working Together

Communication is an important tool for establishing and maintaining working relationships between jurisdictions to meet mutual goals for emergency management. Open and effective communication between two jurisdictions can signal that both jurisdictions are genuinely interested in and dedicated to building a meaningful relationship. For some Tribal and county jurisdictions, the ultimate goal of communicating is to develop cross-jurisdictional sharing (CJS) arrangements that help both jurisdictions work together to deliver services and solve problems more effectively than one jurisdiction on its own.

This guide provides instructions and examples of communication about CJS for emergency management between Tribal and county jurisdictions that are: 1) just starting to communicate; 2) already engaged in communications; and 3) working to establish a formal CJS relationship for emergency management.

Starting the Conversation

Initial communications between jurisdictions should be used to establish trust and a commitment to working together. Starting cross-jurisdictional conversations with a Tribe typically involves calling a Tribal Chairman or Councilmember and asking to speak with the person who manages the Tribe's emergencies. Another option is to search for email contact information for Tribal or county emergency managers on a jurisdiction's official website. Once you have an email address for the appropriate emergency manager, send an introductory email to establish communication. The sample email exchange below shows that a simple inquiry by one jurisdiction can elicit a response for further communication from another jurisdiction. It is important to remember that even basic communications can lay the groundwork for a future cross-jurisdictional relationship.



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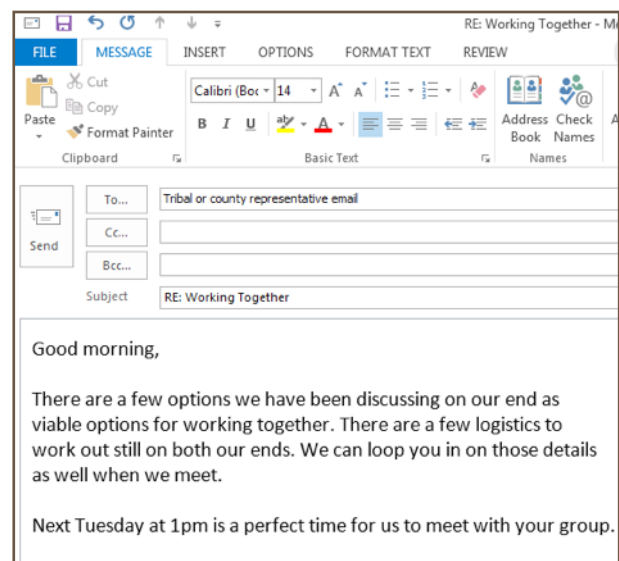
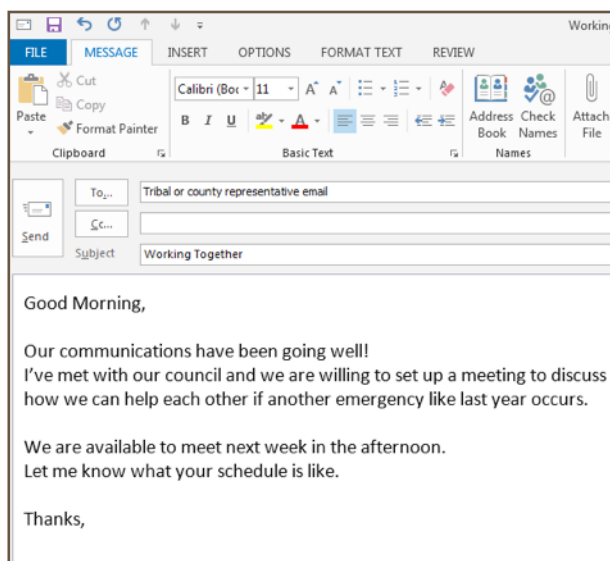
Over the course of future communications, such as future emails and conference calls, or even in-person meetings, it will be beneficial to identify jurisdictional goals and priorities in working together in a way that makes it clear that both jurisdictions are interested in helping each other.

Quick Communication Tips

- Be sure that you are talking to the right person
- Show respect
- Communicate effectively and openly
- Create mutual goals
- Set expectations
- Be flexible
- Think long term
- Clarify roles and responsibilities

Continuing the Conversation

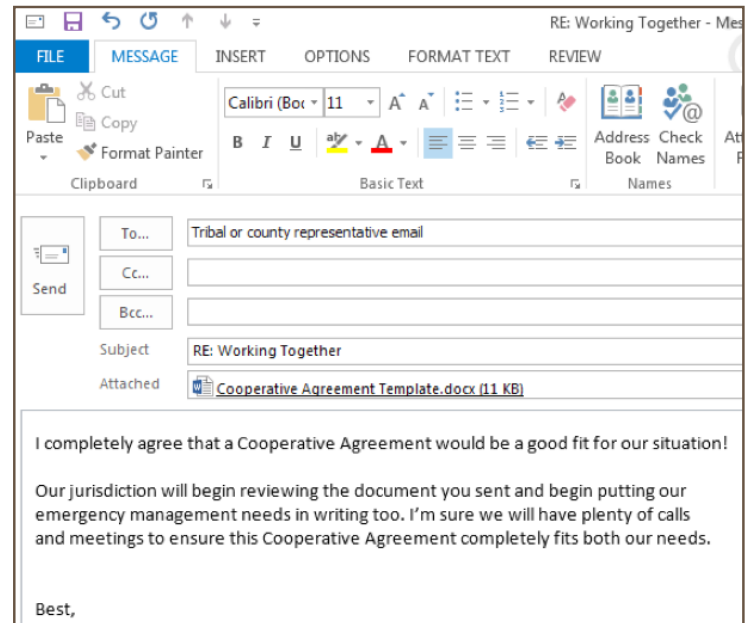
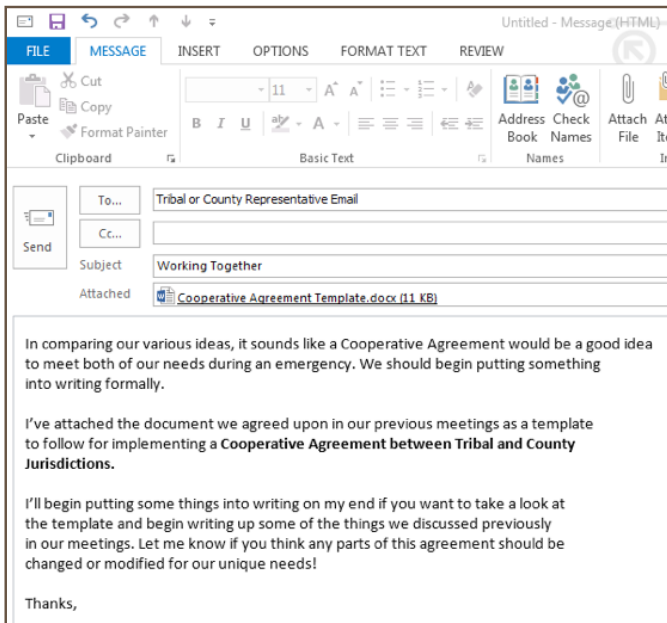
Some Tribal and county representatives may already be at the point of “continuing the conversation” about emergency management because they have worked together informally or formally in the past. Other Tribes and counties may reach this point by engaging in initial communications, as outlined previously in this guide. For both groups of Tribes and counties, after the establishment of an initial cross-jurisdictional relationship, communications should shift to focus on whether sharing emergency management services would be beneficial, what services could be shared, and who else should be involved in CJS efforts. In other words, continuing cross-jurisdictional communications should establish how feasible it will be to work together in emergency management, but the conversation would not yet shift to using a CJS arrangement to formalize the relationship between jurisdictions. Tribes and counties should not rush this phase of communication – the development of some CJS relationships can take weeks, months, or even years.



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Formalizing the Relationship

If Tribal and county jurisdictions have established trust and agreed that a CJS arrangement for emergency management would benefit both jurisdictions, the cross-jurisdictional relationship could become more formal. Tribe-county CJS arrangements can vary to include written arrangements, like Memoranda of Understanding, and verbal or “handshake” agreements to protect each other’s people before, during, and after emergencies. Communications at this stage should be focused on discussing the contents of CJS arrangements and developing, finalizing, and practicing CJS plans. See additional toolkit documents for CJS arrangement templates and instructions for coordinating tabletop exercises.



Cultural Resources

What Are Cultural Resources?

Cultural resources can be defined on a Tribe-by-Tribe basis. Typically, cultural resources include people, places, objects, and traditions integral and valuable to each Tribes' way of life.¹⁰ In short, cultural resources can be defined as resources important to a people.

What Are Examples of Cultural Resources?

- Natural resources (e.g., land, clean water)
- Game/wildlife
- Historic sites and structures
- Sacred and ceremonial sites
- Traditional languages
- Traditional artifacts
- Symbols
- Objects (e.g., feathers, skulls, funerary)
- Human remains
- Traditional stories
- Medicines

Why Are Cultural Resource Important to Tribes?

American Indians/Alaska Natives (AIAN) and other indigenous peoples rely on their cultural resources, such as their sacred lands, ceremonial places, and traditional stories, for their sense of identity and ties to historic roots. These expressions of Tribal culture and heritage are vital to Tribes' status as sovereign nations as well as integral to preserving the lifeways of AIAN.¹¹

Cultural Resources and Emergencies

Cultural resources have the potential to be damaged or lost – not only physical structures can be damaged or lost, but so can sacred sites and natural resources which lend themselves to languages, traditions, and other aspects of a Tribes' culture and heritage. The protection of cultural resources should be considered when making emergency management plans.

¹⁰ <http://www.heritagepreservation.org/gettingready/report.html>

¹¹ <http://www.ncai.org/policy-issues/community-and-culture/cultural-protection-and-nagpra>

The Importance of Working Together

Because of the unique nature of Tribal cultural resources, state and county emergency management entities should work to understand these distinct resources and acknowledge the unique differences of cultural resources between Tribes. This communication can be vital to protecting cultural resources during emergencies. Having a basic understanding and appreciation of Tribal culture may be needed when discussing and sharing, for example, the location of a Tribe's sacred ceremonial site with a county or city emergency management department. It is important that emergency management entities work in consultation with Tribal leaders to develop a clear understanding of Tribal cultural values regarding the protection and preservation of cultural resources so that response plans can be developed or adapted appropriately.

Case Studies: Protecting Cultural Resources

The following case studies outline examples of ways that Tribal and non-Tribal groups have protected cultural resources in the western United States.

Developing a Tribal Task Force

Representatives from the Berry Creek Rancheria, Mechoopda Indian Tribe of Chico Rancheria, Enterprise Rancheria, and Mooretown Rancheria meet on a monthly basis with local and county agencies to discuss important issues affecting their communities, such as education, emergency management, medical and health issues, social issues, and cultural and natural resource concerns. These various Tribal and non-Tribal representatives make up the Tribal Task Force. In 2015, when a fire occurred in the county near Tribal cultural resources, CAL FIRE did not have an archeologist onsite who could determine what cultural resources should be protected. However, members of the Tribal Task Force, including Tribal, forest service, and state park representatives, worked together to identify and protect cultural resources with the fire Incident Commander. CAL FIRE subsequently determined that cultural resources did not require further protection beyond the great work of the Tribal Task Force.

Tribes and County Come Together to Protect Cultural Resources

Tribes with no control of former reservation lands and/or historic lands are often left out of laws and regulations that protect cultural resources, as they often cannot be notified of request consultation on projects that may impact Tribal cultural resources. Due to termination period policies, many Tribes, particularly in California, have land bases off their historical or former reservation lands where cultural resources may be located. In 2015, Habematolel Pomo of Upper Lake, Koi Nation, and Robinson Rancheria formed the "Ancestors 1" coalition to extend their control for the protection of cultural resources not on their current Tribal land bases. The coalition and Lake County representatives came together and signed a Memorandum of Agreement (MOA) that memorialized tenets of Senate Bill 18, which notifies appropriate Tribal representatives of the preservation and mitigation impacts to sacred sites on current Tribal lands within a jurisdiction, and Assembly Bill 52, which requires agencies to consult with Tribes about cultural resources upon request of California Tribes. This MOA is meant to codify a working relationship between the Tribes and the county and is thought to be a step in the right direction.

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Lighting Cultural Fires in California

Members of the North Fork Rancheria of Mono Indians and volunteers conducted a cultural burn in the Sierra Nevada Foothills in 2013 as a means of continuing the cultural practice of many California Tribes – lighting fires for the purpose of maintaining culture and protecting the land. These fires have been observed to bring back certain native species, including grape, tobacco, and coyote brush, which are currently being overcome by invasive species. Without these low burning prescribed fires, the accumulation of debris and duff on the forest floor would become tinder for a potentially major fire. Returning these cultural fires to the land can affect Tribal communities and cultures in the present and future. Native interaction with the environment, moderated by fire, is at the heart of many Tribal cultures' relationship with nature and serves as a reminder of how culture and nature can work together in our world. Integrating this practice into emergency planning can have a positive impact on cultural resources, as well as provide protection from fires.¹²

A Ceremonial Burn During Wildfire Season

The traditions of the Kumeayaay go back thousands of years and are an integral part of the culture of the Viejas Band of Kumeayaay Indians. One of those traditions is a ceremonial burn of personal possessions after a Tribal member passes away. Most recently, the Viejas Fire Department helped conduct a ceremonial burn in which a Tribal member's house was burned down after her passing. This burn occurred during a very busy wild fire season in which some neighboring communities and some members of the fire departments did not completely understand the process. Leaders of the Viejas Fire Department took it upon themselves to educate people about the significance of these traditions and why it was necessary. The Tribal Fire Chief informed the U.S. Forest Service, CAL FIRE, and other fire departments about the ceremonial burn, so as to not interrupt the ceremony once it was in process. The ceremonial burn turned into an official Incident Action Plan with preparation work and control of the fire if necessary with an accredited fire department on stand-by. The burn went as scheduled and kept with cultural tradition.

Incorporating Tribal Tradition with FEMA Training

In 2012, the Nisqually Tribe of the Pacific Northwest utilized the Tribal Curriculum training they had received from FEMA's Emergency Management Institute (EMI) by participating in their Tribe's traditional Canoe Journey. The Canoe Journey is an annual cultural and traditional practice in which coastal Tribes not only interact with one another, but help each other with issues, such as youth suicide, drugs and alcohol abuse. The Emergency Management team assists the Nisqually Reservation with the Canoe Journey as cultural instructors to boat operators in the area since the canoes can sometimes travel for 5 to 8 hours between a hosting Tribe. This process takes a lot of planning and preparation on the part of the Emergency Management team, but is a huge help for the annual cultural event. Thanks to FEMA's EMI training, the Emergency Management team can put their cultural and traditional values to use while being prepared for emergencies. More information on how to benefit from EMI trainings and incorporating culture into the emergency management system, like the Nisqually Tribe, can be found here: <https://training.fema.gov/tribal/journey.aspx>.

Using Tribal Historic Preservation Officers

The Middletown Rancheria of Pomo Indians work effectively to preserve cultural resources, such as sacred and historical sites, during emergencies. Tribal Vice-Chairwoman Sally Peterson stated, "the Tribe tries not to slow down emergency response efforts." When there is an ongoing emergency, the Tribe "works quickly to protect

¹² <http://www.boomcalifornia.com/2014/09/lighting-cultural-fires>

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cultural resources.” However, there are times when new cultural resources are uncovered for the first time due to an emergency, such as a wildfire. The Vice-Chairwoman said, in these instances, they have protocols in place that will not slow down response efforts, which include having cultural monitors on-site to bury (or re-bury) certain cultural objects where they are found, among other protocols. Vice-Chairwoman Peterson stressed the importance of cultural monitors and especially Tribal Historic Preservation Officers (THPO) to assist in protecting cultural resources during emergencies. THPOs assume the role of state-funded Historic Preservation Officers (SHPO) on Tribal lands, but Tribes have to compete with the state in order to receive these funds. There are currently 37 THPOs in California directly designated by Tribes. These THPOs protect and preserve cultural, historic, and/or archeological sites in addition to assuming jurisdiction over SHPOs on Tribal lands. Off Tribal lands, THPOs work in collaboration with other agencies when Tribal ancestral lands are affected. Vice-Chairwoman Peterson stated that a recent wildfire consumed most of their ancestral lands, and recovery work (e.g., repairs to utilities) was responsible for the greatest damage to cultural resources. She recommended that Tribes work with other agencies and counties to negotiate having a cultural monitor to prevent or restrict the amount of damage to cultural resources during and after emergencies. Vice-Chairwoman Peterson recommended that “Tribes be proactive with communication efforts and education of the Tribal Council” about THPOs.

Important Lessons Drawn From Case Studies

- Develop a task force between stakeholders (e.g., local, county, Tribal representatives) that can codify a working relationship with the county to protect cultural resources.
- Consider becoming an advocate or joining a group that advocates to change local, state, and/or federal ordinances regarding cultural resources.
- For counties, build in cultural monitors to advise emergency management services about cultural resources.
- Use traditional practices like lighting small, controlled fires, which positively impact cultural resources and provide protection from major fires.
- Keep accurate records of sacred and cultural sites.
- Incorporate traditions with emergency management trainings.
- Communicate with Tribal and county representatives about fire-based cultural practices before they occur so first responders do not interrupt a cultural event.
- Apply to the THPO Program through grant funding from the U.S. National Park Service.¹³

¹³ <https://www.nps.gov/thpo/downloads/2016THPOApplication.pdf>

Laws and Policies for Emergency Management

This document provides information about several laws and policies that you should keep in mind if your jurisdiction is working toward compliance in emergency management. Quoted, italicized text has been extracted from a brief about emergency authority-related laws and policies developed by the American Society of Territorial Health Officials.¹⁴

Laws

Emergency Management Assistance Compact (EMAC). *“Provides a mechanism through which states can provide assistance to other states during emergencies, in the form of a congressionally authorized inter-governmental mutual aid compact. All states have joined EMAC by adopting model language into their state’s statutes. EMAC addresses reimbursement, liability, compensation, and licensure issues.”*

Emergency Planning and Community-Right-to-Know Act (EPCRA). Establishes requirements for Tribal, local, state, and federal governments and industry. These requirements cover emergency planning and “right-to-know” reporting on hazardous and toxic chemicals. The EPCRA provisions help increase the public’s access to information on chemicals at individual facilities, their uses, and releases into the environment. Communities and government entities working with facilities can use the EPCRA to improve chemical safety and protect public health and the environment. To implement EPCRA provisions, the governor of each state has designated a State Emergency Response Commission (SERC), and Tribal Chief Executives can appointment a Tribal Emergency Response Commission (TERC). SERCs and TERCs can establish procedures for receiving and processing public requests for information collected under EPCRA and review local emergency response plans.

Federal Tort Claims Act (FTCA). *“Permits lawsuits to be brought against federal government employees in certain circumstances. FTCA allows individuals to seek compensation when they are injured by federal employees acting within the scope of their duties. The act immunizes federal government employees from tort liability (except in certain instances); the federal government assumes an employee’s role as defendant in a lawsuit against the employee. Volunteers of federal agencies deployed by those agencies are entitled to coverage under FTCA.”*

Homeland Security Act of 2002. Specifically establishes the Department of Homeland Security, which today oversees the Federal Emergency Management Agency (FEMA).

National Emergencies Act (NEA). *“Allows the President to declare a national emergency, which triggers emergency authorities contained in other federal statutes. NEA does not contain any specific emergency authority on its own but relies on the emergency authorities in other statutes, such as the Public Health Service Act. A declaration under the NEA (or the Stafford Act) and a Section 318 public health emergency declaration are required before the Secretary of the Department of Health and Human Services (HHS) can exercise Social Security Act Section 1135 waiver authority.”*

¹⁴ <http://www.astho.org/Programs/Preparedness/Public-Health-Emergency-Law/Emergency-Authority-and-Immunity-Toolkit/Key-Federal-Laws-and-Policies-Regarding-Emergency-Authority-and-Immunity/>

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Pandemic and All-Hazards Preparedness Act (PAHPA). *“Addresses public health emergency preparedness and authorizes programs concerning medical surge capacity, the capacity of states and localities to prepare for and respond to public health emergencies, and the development of countermeasures to biological threats (the Biodefense Advanced Research and Development Authority or BARDA). Many of the offices and programs within HHS that Tribal and state public health preparedness programs interact with on a daily basis were developed or refined through PAHPA, including the Office of the Assistant Secretary for Preparedness and Response (ASPR), grant programs such as Public Health Emergency Preparedness (PHEP) grants, the Hospital Preparedness Program, and the Healthcare Facility Partnership Program. The act also focuses on the needs of at-risk populations in emergency planning and response (see PHS Section 2814). PAHPA was reauthorized in March 2013 in the Pandemic and All-Hazards Preparedness Reauthorization Act.”*

Public Health Service Act Section 319. *“Authorizes the HHS secretary to determine that a public health emergency exists, which triggers emergency powers to permit the federal government to assist state and local governments, suspend or modify certain legal requirements, and expend available funds. A Section 319 public health emergency declaration is separate and distinct from a Presidential declaration under the National Emergencies Act or Stafford Acts. The Secretary does not need a presidential declaration to issue a public health emergency declaration under Section 319; however, a presidential declaration is required in addition to a Section 319 declaration if the secretary wants to exercise waiver authority under Social Security Act Section 1135. Other sections of the Public Health Service Act (e.g., Sections 301 and 311) permit the secretary to render assistance to Tribes, localities, and states without declaring a public health emergency.”*

Public Health Service Act Section 2814. *“Focuses on activities that address preparedness for at-risk individuals in public health and medical emergencies. Its provisions on information dissemination cover best outreach practices and care of at-risk individuals, as well as curriculum development for the medical response training program to take into account special needs populations. The HHS Office of Disability, in collaboration with ASPR, developed a toolkit in 2008 to support Tribal, local, and state planners and emergency managers in addressing at-risk individuals (with particular attention to the needs of persons with disabilities) in their emergency plans and responses, including cultural competency training.”*

Public Law 83-280. Congress unilaterally granted six states (California, Minnesota, Nebraska, Oregon, Wisconsin, and later Alaska upon statehood) jurisdiction over criminal offenses and civil cases that arise on Indian lands. Enacted last century, in 1953, and commonly referred to as Public Law 280 or PL 280, it affects a transfer of legal authority (jurisdiction) from the federal government to state governments, which significantly changed the relationship among Tribal, state, and federal governments. Gives states only law enforcement and civil judicial authority, not regulatory matters, such as environmental control and land use, particularly over property held in trust by the United States and federally guaranteed hunting, trapping, and fishing rights. Permits the remaining states to assume jurisdiction with Tribal consent, and Idaho, Nevada, and Washington opted to take this approach. There are some judicial decisions that reject the application of municipal and county laws to Indian reservations, including that Public Law 280 is not intended to deny Tribes their basic governmental functions.

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Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). *“Authorizes the delivery of federal emergency technical, financial, logistical, and other assistance to states and localities. A governor must first determine that an event overwhelms the state’s capacity to respond and request a presidential declaration under the Stafford Act before the president can declare all or a portion of a state a “major disaster” or “emergency” area. FEMA coordinates administration of disaster relief resources and assistance to states. The President can declare an emergency without first receiving a gubernatorial request if the emergency involves an area of federal primary responsibility. A Stafford Act declaration can be used to trigger other emergency response authorities such as Social Security Act Section 1135 waiver authorities.”*

Sandy Recovery Improvement Act of 2013. Amended the Stafford Act and authorizes significant changes to the way FEMA may deliver disaster assistance under a variety of programs. FEMA is currently developing specific implementation procedures for each new authority with the goal of: 1) increasing flexibility in the administration of assistance; 2) expediting the provision of assistance to a state, Tribal, or local government, or owner or operator of a private nonprofit facility; 3) providing financial incentives and disincentives for the timely and cost-effective completion of projects; and 4) reducing the costs to the federal government of providing such assistance.

Social Security Act Section 1135. *“Authorizes the Secretary of HHS to temporarily waive or modify certain Medicare, Medicaid, Children’s Health Insurance Program (CHIP), and Health Insurance Portability and Accountability Act (HIPAA) requirements affecting healthcare facilities and providers during national emergencies. Section 1135 waivers require both a presidential declaration under the National Emergencies Act or Stafford Act and a public health emergency determination by the HHS secretary under Public Health Service Act Section 319. Once the 1135 waiver authority has been issued, individual providers’ requirements are not automatically modified; the waivers are implemented on a case-by-case basis through the Centers for Medicare & Medicaid Services, HHS regional offices, and state health facility survey agencies.”*

Volunteer Protection Act. *“Provides immunity from ordinary negligence to volunteers of non-profit organizations or governmental entities. The act does not require a declared emergency for its protections to apply.”*

Policies

Homeland Security Policy Directives (HSPDs) and Presidential Policy Directives (PPDs). *“Presidential directives announce executive policies regarding, among other things, homeland security issues. HSPDs and PPDs establish policies, strategies, and frameworks directing executive agency activities on a range of homeland security matters. Directives important for public health are: HSPD-5 (management of domestic incidents); PPD-8 (national preparedness); and HSPD-21 (public health and medical preparedness).”*

National Incident Management System (NIMS). *“A system of incident command developed by the Department of Homeland Security to coordinate emergency response efforts at all levels of government and the private sector. It is a scalable system that can be used for events and incidents of all sizes regardless of whether a federal emergency or disaster is declared under the Stafford Act.”*

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National Response Framework (NRF). *“A Department of Homeland Security policy document that uses a national, all-hazards approach to describe and integrate roles for governments at all levels and the private sector in preparing, responding, and recovering from emergencies of all sizes, regardless of whether an emergency is declared. The NRF uses NIMS to coordinate response activities. The NRF includes 15 Emergency Support Function (ESF) supplemental documents that detail the roles and responsibilities of governmental and certain private sector capacities in key areas. Relevant to public health are ESF-8 (public health and medical services) and ESF-6 (mass care, emergency assistance, housing, and human services).”*

National Strategy Documents. *“Federal legislation and directives mandated the creation of various strategies and plans to chart national emergency planning and response activities. These national strategy documents are intended to complement the National Response Framework and address plans for coordinating with state, local, territorial, and Tribal governments and the private sector. Relevant national strategy documents for public health include the National Health Security Strategy, the National Strategy for Pandemic Influenza, and the National Strategy for Homeland Security.”*

Presidential Executive Order 13175. Reaffirms the federal government’s commitment to Tribal sovereignty, self-determination, and self-government. Ensures all Executive departments and agencies establish meaningful consultation and collaboration with Tribal officials to develop federal policy on issues that impact Indian communities and reduce the imposition of unfunded mandates upon Tribes.

Presidential Executive Order 10427. Issued by President Truman in 1952. Emphasizes that federal disaster assistance was intended to supplement, not supplant, the resources of local, state, and private-sector organizations. This role is still the same today.



Use the title of a law or policy mentioned in this document to search the internet for more information about its history and purpose.

Sample Templates and Plans for Cross-Jurisdictional Sharing of Emergency Management Services

Disclaimer: The following narratives, plans, and templates provide general information and should not be interpreted as legal advice. Tribal and county leadership and legal counsel should approve any plans you develop prior to implementation.

Emergency Operations Plan. An Emergency Operations Plan (EOP) is an all-encompassing plan that shows how local actions of people will be coordinated and protected in emergency situations. Plans will often cover the emergency management realms of preparedness, mitigation, response, and recovery. For the EOP to be legally binding, it needs to have a promulgation document.¹⁵

Cooperative Agreement. A Cooperative Agreement is a legally binding document that two or more parties can use to establish cross-jurisdictional sharing (CJS) relationships or support. A Cooperative Agreement can cover a myriad of emergency management solutions, but since it is legally binding, it is best for situations where money or payment will be exchanged between two agencies.

Memorandum of Understanding. 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. Therefore, parties should seek legal counsel and ensure the MOU is legally binding if money is to be exchanged or if the parties want to agree to equipment and service-related charges to protect themselves from runaway costs.

Emergency Management Assistance Compact. An Emergency Management Assistance Compact (EMAC) is a legally-binding inter-governmental compact arrangement that enables jurisdictions to share resources and services during emergencies.¹⁶ EMACs are activated after a state of emergency is declared.

National Disaster Recovery Framework. The National Disaster Recovery Framework (NDRF) is a non-legally binding FEMA plan that enables recovery support after emergencies. NDRF plans use a flexible approach to help emergency managers plan to restore and re-develop communities after emergencies.



Some Tribes use the phrase “non-Tribal entity” instead of the word “county” when developing language for CJS arrangements.



It is a best practice for both Tribes and counties to receive an original, signed copy of CJS arrangements for their records. It is also helpful to distribute copies of signed CJS documents to all employees or departments involved in CJS efforts.

¹⁵ <https://www.fema.gov/pdf/plan/slg101.pdf>

¹⁶ <http://www.emacweb.org/index.php/learnaboutemac/what-is-emac>

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

Sample Cooperative Agreement Template

A Cooperative Agreement is a legally binding document that two or more parties can use to establish cross-jurisdictional relationships and support. Below is a Cooperative Agreement template that Tribes and counties can adapt to support specific cross-jurisdictional priorities.

COOPERATIVE AGREEMENT BETWEEN [NAME OF TRIBE] AND [NAME OF COUNTY] COUNTY FOR EMERGENCY MANAGEMENT SERVICES

This Agreement is made and entered into by and between the [Tribe name], by and through the [List Tribe department here] (“Tribe”) and the County of [county name], by and through the [List county department here], (“county”); and

WHEREAS, the Tribe and county desire to create a Cooperative Agreement for [List reason for agreement. Reasons can include: preparedness, mitigation, response, and/or recovery]; and

WHEREAS, the Tribe and county understand and agree that this agreement is not intended nor shall it be so interpreted to be a waiver of sovereign immunity of the [Tribe name] or [county name], or their employees, officials, and agents; and

NOW, THEREFORE, in consideration of the mutual benefits that the Tribe and county derive from this Agreement, the Tribe and county hereby enters into this Agreement for the purposes stated herein.

PURPOSE. The purpose of this Agreement is to [Describe purpose of agreement here].

TERM. This Agreement is effective [date] and shall remain in effect through [date]. The Agreement will be reviewed annually on [date]. [Describe exit clause here. *Example: The Agreement may expire at any time by mutual consent of the parties, which shall be executed in writing and effective 30 days thereafter.*]

DISPUTE RESOLUTION. [State how the Tribe and county will handle disputes regarding this Cooperative Agreement. *Example: The Tribe and county agree to cooperate and use their reasonable efforts to ensure prompt and accurate implementation of the various provisions of this Agreement and to undertake resolution of any dispute in a timely and professional manner.*]

PROVISION OF SERVICES. [Describe how services, including preservation of cultural and natural resources, between the Tribe and county will be provided. Often, a work plan is used to give full detail about who will implement the services, how the services will be implemented, the cost of the services, and an estimated time frame for the services to be provided. If you wish to have services for protecting cultural or natural resources, be sure to describe the services in the work plan. *Language for this section may resemble: Parties agree to the terms in the written deliverables and project plan (“Work Plan”), attached hereto and incorporated herein as Addendum No. 1. The Work Plan details the type of services desired, the estimated time frame, the estimated cost, and the desired outcome.*]

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COMPENSATION.

Total compensation. [Insert agreed compensation costs here. This includes cost of salaries, overtime, equipment cost, etc.].

Time of payment. [Insert agreed payment schedule here. Be sure to list the payment in days, months, or years].

LIABLE FOR OWN ACTS. [This section ensures that the Tribe and county are responsible for the acts of their own employees, volunteers, and agents. *Example: Each party to this Agreement shall be liable for the acts of their own agents, volunteers, or employees and results thereof to the extent authorized by law and shall not be responsible for the acts of the other party, its officers, agents, volunteers, or employees.*]

GENERAL.

Notices. [Communications regarding this Cooperative Agreement need to be sent to a selected representative at a preferred address. *Example: The Tribe or county may, by giving written notices to the other party, designate any addresses to which notices or other communications to them shall be sent when required by or related to this Agreement. Until otherwise noted by the respective parties, all notices or communications shall be addressed as follows:*

To the Tribe:

[Name of Representative]

[Address]

[Telephone]

To the County:

[Name of Representative]

[Address]

[Telephone]

Amendments. This Agreement may be amended by a subsequent written agreement of the parties hereto [insert when to amend the Cooperative Agreement. Some entities like to amend the Cooperative Agreement every X number of years, or after emergencies occur].

Severability. [Insert protocol for severability. This is important because it will enforce the rest of the document should a court declare one or more provisions of the document unenforceable. *Example: If any part of this agreement is declared unenforceable or invalid, the remainder will continue to be valid and enforceable.*]

Data Privacy. [Determine how data will be protected between the Tribe and county. *Example: The parties agree that any information and data received from the other party during the term of this Agreement shall be treated and maintained in accordance with applicable laws, rules, and regulations.*]

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Waiver. [The waiver holds the Tribe and county responsible for fulfilling their duties of the Cooperative Agreement. *Example: If either party fails to enforce any provision of the Agreement, that failure does not waive the provision or party's right for enforcement.*]

Entire Agreement. [Insert overarching conditions of the Cooperative Agreement here. This is where you declare the contract to be the complete and final agreement between the two parties].

[This section will list how the document becomes legally binding, through signatures and filing. *Example: IN WITNESS WHEREOF, this Agreement was entered into on the date(s) set forth below and the undersigned, by execution hereof, represent that they are authorized to enter into this Cooperative Agreement on behalf of the respective parties and that the undersigned fully understand and fully agree to every provision, and hereby acknowledge receipt of a copy.*]

[Tribe name]
By _____
[Name and Title]

COUNTY OF [county name]
By _____
[Name and Title]

APPROVED AS TO FORM:
[Signature of Tribe Lawyer]

APPROVED AS TO FORM:
[Signature of County Lawyer]

Addendum: Work Plan Detailing Provision of Services, Deliverables, and Costs.

The next page includes a sample work plan for the Cooperative Agreement. Work plans need to outline which entity will be in charge of which activities, details about the activities, the time estimates, and the cost estimates. Adapt the work plan items, budget, and language to what is discussed between the Tribe and county.

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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.

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 an MOU template that Tribes and counties could use as the basis of their arrangement. Additional sections may be added to the MOU if applicable.

Memorandum of Understanding between [Tribe] and [County]

1. Background

[Explain the partnership of the Tribe and county.]

2. Purpose

[Write the specific purpose of the MOU. Examples include: Emergency preparedness, mitigation, response, and/or recovery.]

3. Goals and Objectives

[Describe the goals and objectives that the Tribe and county want to achieve with this MOU. If the Tribe wishes to include protection of natural or cultural resources as part of the MOU, details regarding the protection should be stated here.]

4. Roles and Responsibilities

[State the roles and responsibilities expected of the Tribe and county to meet the goals and objectives of the MOU.]

5. Resources

[If the MOU involves sharing of resources, like equipment, describe that here. It helps to be very specific about the exact make and model of the equipment, how it will be used, and under what circumstances the equipment will be shared.]

6. Meetings and Trainings

[If the Tribe and county would like to have working meetings regarding the MOU, list the time and dates of those meetings here. For example, some Tribes and counties hold tabletop exercises to practice the MOU. List the descriptions for tabletop exercises here, including when the exercises will be held (e.g., twice per year in March and September).]

7. Communication and Information Process

[Describe the process for communication and information sharing. How often will each party like to receive updates about the MOU? How will each party like to receive communications about the MOU? Examples include: Email or provide updates about the MOU on a quarterly basis.]

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8. Conflict Resolution

[Identify how MOU-related disputes will be resolved when/if they occur.]

9. Review and Evaluation

[If the Tribe and county wish to have the MOU reviewed on a regular basis, list the frequency and date(s) of the review(s) here. MOUs can also be evaluated for effectiveness. If the Tribe and county wish to have the MOU evaluated, list the frequency, date(s), and processes for evaluation here.]

10. Duration

[List exact date when the MOU will end and if there is an opportunity for renewal.]

11. Governance Structure

[Explain Tribal sovereignty and the county governance structure in this section. Clarify any laws, policies, or expectations about each governance structure.]

12. Authorization

[Include information about what authorized the MOU. Example: The signatures below will authorize the MOU.]

County of [County name]

By _____
[Name and Title]

[Tribe name]

By _____
[Name and Title]

Examples of MOUs



The Tulalip Tribes and Snohomish County, Washington:

<https://www.tulaliptribes-nsn.gov/Portals/0/pdf/departments/PlanningDepartment/6-Signed-2013-MOU.pdf>



The Skokomish Indian Tribe, Public Utility District #1, and Mason County, Washington: https://www.co.mason.wa.us/forms/utw/1.1-TriParty_MOU.pdf

Sample Emergency Management Assistance Compact Template

An Emergency Management Assistance Compact (EMAC) is an inter-governmental compact that allows jurisdictions to share personnel, equipment, commodities, and services during a state of emergency. EMACs are legally binding, and they involve legislation passed by the U.S. Congress. While writing an EMAC, it is important to review costs eligible for reimbursement, as found in Article 9 of EMAC law (Public Law 104-321).¹⁷

A basic template for an EMAC can be found here:

<http://www.emacweb.org/index.php/mutualaidresources/emac-library/12/private-sector-deployments-through-emac/278-sample-intergovernmental-agreement-between-non-governmental-and-tribal-organizations/file>

Example of an EMAC



The Michigan State Police and Michigan jurisdictions including Tribal nations:
https://www.michigan.gov/documents/MEMACFINAL7-3-03_69499_7.pdf

¹⁷ <http://www.emacweb.org/training/reimbursement/index.html>

Sample National Disaster Recovery Framework Template

The National Disaster Recovery Framework (NDRF) is a flexible, non-legally binding plan based on a FEMA framework that encourages recovery support for various functions after emergencies. NDRFs are important because recovery often begins with adequate preparation. Supported functions for emergency recovery include: operational coordination, economic resources, health and social services, housing, infrastructure, and natural and cultural resources.¹⁸ The end goal of the NDRF is to provide context for how jurisdictions can work together to restore resources for the community after an emergency.¹⁹

There is no set template for a NDRF, which allows the Tribes and counties flexibility when deciding how to approach each function post-emergency. However a NDRF can be a supplement to an Emergency Operations Plan. The NDRF outline on the FEMA website gives more information and ideas for recovery in each function of recovery: http://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf

Example of an NDRF



City of Seattle, Washington:

<http://www.seattle.gov/Documents/Departments/Emergency/PlansOEM/Recovery/SeattleDisasterRecoveryPlanFrameworkJan2013final.pdf>

¹⁸ <https://www.fema.gov/media-library/assets/documents/117794>

¹⁹ http://www.fema.gov/media-library-data/1466017528262-73651ed433ccfe080bed88014ac397cf/InformationSheet_Recovery_Framework.pdf

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Sample National Disaster Recovery Framework Template

National Disaster Recovery Framework for [TRIBE] and [COUNTY]	
<p>Operational Coordination Describe how the Tribe and county will coordinate services after an emergency. This includes community information sharing.</p>	<p><i>For example: If applicable, hold post-emergency Tribal information sharing meetings in the Tribal office each Tuesday evening at 7 pm. Ensure a county representative is at the table to assist in providing updates to Tribal members.</i></p>
<p>Economic Recovery Describe how the Tribe and county will handle economic resources during recovery.</p>	<p><i>For example: Tribe will set aside monies yearly to assist with damage to Tribal lands. County will submit a request for state reimbursement on behalf of Tribe post-emergency.</i></p>
<p>Health and Social Services Describe how the Tribe and county will continue to provide health and social services during recovery.</p>	<p><i>For example: The county will assist to ensure the Tribal health program is operational no more than 48 hours post-emergency.</i></p>
<p>Housing List how Tribes and counties will provide shelter for community members during recovery.</p>	<p><i>For example: Tribe and county will aim to have all Tribal members in an appropriate shelter no more than 24 hours post emergency.</i></p>
<p>Infrastructure List how the Tribe and county will implement infrastructure recovery.</p>	<p><i>For example: Tribe and county will develop a timeline for redeveloping Tribal infrastructure post-emergency. If applicable, the developed timeline will be implemented no more than 48 hours post-emergency.</i></p> <p><i>Or, Tribe will maintain electronic records of all enrollment records, and photocopies of all enrollment records will be made on paper and kept in an offsite location.</i></p>
<p>Natural and Cultural Resources List how natural and cultural resources will be protected and/or rebuilt after emergencies.</p>	<p><i>For example: Tribe and county will develop a plan with the goal of identifying protections for natural and cultural resources before, during, and after emergencies.</i></p>

This National Disaster Recovery Framework (NDRF) will be implemented from [date/year] to [date/year], with the option for evaluation and renewal. Plans will be updated annually, if desired. Original signed NDRF documents will be distributed to the [Tribe] and [County] and copies will be distributed to stakeholders.

County of [County name]
By _____
[Name and Title]

[Tribe name]
By _____
[Name and Title]

Emergency and Disaster Declarations for Tribes and the National Incident Management System

Emergency and Disaster Declarations for Tribes

As a result of the Sandy Recovery Improvement Act of 2013 (post-Hurricane Sandy), federally recognized Tribes now have the self-determined option to pursue an emergency or disaster declaration directly from the President of the United States. This Act requires Federal Emergency Management Agency (FEMA) to consider the unique circumstances of Tribes as it develops regulations and pilot guidance. Meanwhile, FEMA is processing stand-alone Presidential declaration requests using regulations in place at the time of this tool kit (44 CFR Part § 206, Subpart B).

To determine whether it is appropriate to submit an emergency or disaster directly to the President, Tribes should take into account existing cross-jurisdictional sharing (CJS) arrangements and relationships with adjacent counties affected by the same emergency or disaster. Most Tribes seek declarations as an act of self-determination aimed at receiving federal assistance. However, some Tribes make declarations to memorialize the emergency or disaster in the public record and communicate the hardships currently being experienced by the Tribe and Tribal members. For other Tribes, it is a better fit to receive emergency or disaster assistance through the governor of the affected state instead of a Presidential declaration.

Types of Declarations

According to the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121-5207 (Stafford Act), there are two types of declarations, emergency declarations and major disaster declarations.²⁰ Both types of declarations authorize the President to provide supplemental federal disaster assistance. All emergency and disaster declarations are made solely at the discretion of the President.

Emergency Declarations. Emergency declarations supplement Tribal, local, or state government efforts to provide emergency services, such as the protection of lives, property, public health, and safety, or to lessen or avert the threat of a catastrophe. This means that an emergency or disaster can be declared before it occurs. Emergency assistance is normally triggered at \$1 million and capped at \$5 million per single event.

Major Disaster Declarations. The President can declare a major disaster for any natural event, including any hurricane, storm, high water, tidal wave, tsunami, earthquake, landslide, mudslide, snowstorm, or drought, or, regardless of cause, fire, flood, or explosion, that the President determines has caused damage of such severity that it is beyond the combined capabilities of Tribal, local, and state governments to respond. A major disaster declaration provides a wide range of federal assistance for public and individual infrastructure, including funds for both emergency and permanent work. Disaster assistance is not capped when the President declares a major disaster.

²⁰ <https://www.fema.gov/fire-management-assistance-grant-program>.

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The Declaration Process

There are three steps in the federal declaration process for Tribes: Conducting a Preliminary Damage Assessment (PDA); assessing whether Tribal, local, or state government resources are overwhelmed; and submitting a declaration. For those requesting public assistance, additional paperwork is required (Step 4).

Step 1: Request Preliminary Damage Assessment. If it is apparent that a Presidential declaration is necessary to assist in the recovery of the impacted area, a Tribal government should contact the FEMA Regional Office and request a joint federal or state/Tribal PDA. This is an important step for gathering information to determine what if any type of assistance will be requested once the declaration is granted.

Step 2: Determine That Government Resources Are Overwhelmed. A team will conduct a thorough assessment of the impacted area to determine whether the emergency or disaster is of such severity and magnitude that effective response is greater than \$1 million and beyond the capabilities of the affected Tribal, local, or state government and that supplemental assistance is necessary (i.e., resources are overwhelmed).¹

Step 3: Tribal Chief Executive Submits Request. Once the PDA is completed and the government determines that the damage overwhelms its current resources, the Tribal Chief Executive of the affected Tribe submits the request for emergency or disaster declaration to the President through the appropriate FEMA Regional Administrator. This request must be submitted within 5 days after the need for assistance becomes apparent but no longer than 30 days after the occurrence of the incident. The request must include a/an:

- Assurance that Tribal government obligations and expenditures will comply with all applicable declaration cost-sharing requirements (non-federal share of assistance is up to 25% of the eligible cost);
- Assurance that the Tribal Chief Executive has taken appropriate action under Tribal law and directed the execution of the Tribal emergency plan;
- Description of state and local or Tribal government efforts and resources utilized to alleviate the emergency;
- Description of other federal agency efforts and resources utilized in response to the emergency; and
- Description of the type (e.g., public assistance) and extent of additional federal assistance being requested (see table on following page).

Step 4: If Seeking Public Assistance, Tribal Chief Executive Files Request. Within 30 days after an area is designated eligible for public assistance, a Request for Public Assistance (RPA) must be filed. As soon as practicable, an Applicant Briefing is conducted with FEMA to review the submission of all documents, and within 10 days after RPA approval, a FEMA Public Assistance Coordinator or State Liaison schedules a kickoff meeting with the Tribe to discuss damages, needs, and a broad plan of action. Next, a combined Tribal, local, and federal government team conducts site inspections and identifies hazard mitigation opportunities. The Tribe and FEMA should reach agreement about disaster-related damage descriptions and dimensions, emergency protective measures, and debris impacts. Once agreement is reached, the team proceeds with formulating the project, developing the scope of work, and completing the project worksheet to document eligible facilities and the authorized cost or bids for repairs.

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Types of Assistance for Eligible Areas

There are three types of emergency and disaster assistance: Public Assistance, Hazard Mitigation Assistance, and Individual Assistance, including Other Needs Assistance (see table below). Different assistance programs are activated for each emergency or disaster. For example, in order for FEMA to award Public Assistance to eligible areas, Tribal Chief Executives must have an approved administrative plan and approved/approvable hazard mitigation plan (44 CFR § 206.207 and 201.4(a)). On the other hand, to receive Other Needs Assistance, Tribes must have an approved administrative plan and assistance administrator (44 CFR § 206.120).

Types of Assistance

Public Assistance	Hazard Mitigation Assistance
<p>Definition: Assistance to Tribal, local, and state governments (and certain private nonprofit organizations) for emergency work and repair and replacement of damaged facilities: https://www.fema.gov/public-assistance-local-state-tribal-and-non-profit (42 U.S.C. §§ 5170b and 5172)</p> <p>Examples: Debris removal for emergency work and emergency protective measures for emergency work (most common).</p> <p>Special Considerations: Additional public assistance for permanent, non-emergency work are not available under an emergency declaration. Excluded permanent work includes roads and bridges, water control facilities, utilities and parks, recreational facilities, and other facilities.</p>	<p>Definition: Assistance to State and local governments for pre-disaster actions taken to reduce or eliminate long-term risk to life and property from natural hazards: https://www.fema.gov/hazard-mitigation-assistance (42 U.S.C. § 5170)</p> <p>Examples: Acquisition or relocation of property in high hazard areas, elevation of structures, seismic rehabilitation, flood-proofing activities, and control measures against wildfires.</p> <p>Special Considerations: A Tribal or local government must provide a 25% match for hazard mitigation assistance, which can be fashioned from cash and in-kind sources. Tribes must develop a hazard mitigation plan to be eligible for project grant funding through this type of assistance.</p>
Individual Assistance	Other Needs Assistance
<p>Definition: Assistance to individuals and households for damage and losses not covered by insurance: https://www.fema.gov/individual-assistance-program-tools (42 U.S.C. § 5174)</p> <p>Examples: Temporary housing; mortgage or rent payments; unemployment payments; job placement counseling; low-interest small loans to farmers, businesses, and individuals; food coupons or vouchers; grants for individuals and families; social security assistance; legal services/consumer counseling; health services; and veterans assistance.</p>	<p>Definition: Subset of Individual Assistance for grants to cover serious needs caused by an emergency or disaster: https://www.fema.gov/recovery-directorate/assistance-individuals-and-households (42 U.S.C. § 5174)</p> <p>Examples: Medical, dental, funeral expenses; repair, cleaning, replacement of clothing, household items, special tools, and protective clothing or equipment required for job duties; moving and storage expenses; fuel for primary heat; and cost of group flood insurance.</p> <p>Special Considerations: Tribes must have an administrative plan in place to apply.</p>

National Incident Management System

Flowing from the President's authority to declare disasters, FEMA established the National Incident Management System (NIMS), a systematic, proactive approach to direct government jurisdictions to handle an emergency or disaster. NIMS guidance is a comprehensive management guidebook that offers a core set of concepts, doctrines, and organizational/operational procedures for all hazards that could be involved in an emergency or disaster. NIMS also includes standard methods to identify, order, mobilize, and track the resources required to support incident management. One of NIMS's strengths is that it is scalable and applicable for all incidents, from emergencies like earthquakes, floods, or terrorist attacks, to pre-planned events like Tribal gatherings, local festivals, and county fairs. Overall, NIMS distills essential principles for common operational processes, communication and information technologies, and uniform, community-based standards for resource coordination among different organizations and jurisdictions.²¹



Starting in 2017, be on the lookout for FEMA pilot guidance that could lower the emergency declaration threshold indicator for Tribes and other local jurisdictions to \$300,000 per event.²²

NIMS Target Audience

The target audience for NIMS guidance includes first responders, other emergency management personnel, non-governmental organizations (i.e., faith-based and humanitarian groups), the private sector, and elected and appointed officials responsible for making decisions regarding incident response and cross-jurisdictional issues. Because NIMS is applicable to all incidents, it is applicable to all levels of stakeholders. Therefore, it is important for Tribal and county leaders to have a clear understanding of NIMS to better serve their jurisdictions before, during, and after emergencies.

Hazard Mitigation Plans

NIMS guidance places strong emphasis on Hazard Mitigation Plans. Since 2014, Hazard Mitigation Plans have been required as a condition of non-emergency assistance under the Stafford Act, and jurisdictions that have or that develop Hazard Mitigation Plans are eligible for specific types of emergency and disaster assistance. Under NIMS guidance, emergency managers are required to update Hazard Mitigation Plans every five years. Please see the next document in this toolkit for a Hazard Mitigation Plan Template.

Upcoming Revision to NIMS

NIMS guidance recently underwent a major revision (NIMS refresh) through targeted engagement with stakeholders by FEMA, resulting in extensive public comments and culminating with a 30-day National Engagement Period, which ended May 9, 2016. NIMS refresh is expected to be released in late 2016, and it will supersede the NIMS guidance issued in December 2008 and NIMS Guides 001 and 002 issued in March 2006. Additional information about the upcoming revision to NIMS is provided in the text box on the following page, but some key changes are that NIMS refresh:

- NIMS refresh does not require emergency managers to file 5-year plan updates for NIMS training to receive disaster funds.

²¹ <https://www.fema.gov/nims>

²² <https://www.fema.gov/second-draft-tribal-declaration-pilot-guidance-resources#>

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- NIMS refresh relies on the Threat and Hazard Identification Risk Assessment (THIRA) as a precursor for mitigation and resource planning (e.g., operational and/or tactical training, development of mutual aid agreements/compacts, development of hazard mitigation plans) instead of the Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis from the 2008 NIMS guidance.
- THIRA is a common risk assessment process related to the Five National Planning Frameworks and Presidential Policy Directive-8 (PPD-8).
- THIRAs help the whole community (e.g., individuals, businesses, faith-based organizations, nonprofit groups, schools, all levels of government) identify emergency or disaster risks, estimate core capabilities to respond to risks, and identify shortfalls in existing resources that would be required to protect against those risks. A THIRA asks communities to answer these questions: For what should we prepare? What shareable resources are required to be prepared? What actions could be employed to avoid, divert, lessen, or eliminate identified threats and/or hazards?
- THIRAs are only required for Tribes and local jurisdictions that apply for Homeland Security grants. Specifically, any Tribe that is awarded a Tribal Homeland Security Grant must complete one THIRA during the grant period of performance.



Executive Order 13175 states that federal agencies must streamline waiver processes and consider an application for a waiver from formal declaration request processes by a Tribe, with “a general view toward... utilizing flexible policy approaches at the Indian Tribal level,” in cases where “the proposed waiver is consistent with the applicable federal policy objectives” or if the regulation “imposes substantial direct compliance costs on [Tribal] governments.” (Sections 5-6, E.O. 13175)



There are technical reasons behind the NIMS refresh, including that it: 1) Reiterates principles of 2004 and 2008 versions of NIMS, while incorporating new Presidential policy directives, legislative changes, and lessons learned from exercises and real-world incidents; 2) Reflects progress in mutual aid cooperation and builds a foundation for the development of a national qualification system (e.g., for licensure, accreditation of personnel, equipment capabilities). This change will make it easier to exchange equipment and/or deploy first responders and support personnel from other geographic areas; 3) Clarifies that NIMS is more than the Incident Command System (ICS), that it applies to all stakeholders with roles across all five mission areas (prevention, protection, mitigation, response, recovery); 4) Explains the relationship among ICS, Center for Management System for operations and coordination centers, and Multiagency Coordination Groups; and 5) Enhances information processes to improve data collection plans, social media integration, and the use of geographic information systems. The significant differences and changes of policy reflect a move away from NIMS’ strict compliance and self-reporting, to one of flexible guidance yet closer oversight related to the award and distribution of Homeland Security grants.

Sample Hazard Mitigation Plan Template

A Hazard Mitigation Plan is a long-term, comprehensive plan that “identifies risks and vulnerabilities associated with natural disasters.”²³ The goal of a Hazard Mitigation Plan is to “reduce loss of life and property by lessening the impact of disasters.” The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) requires a FEMA-approved Hazard Mitigation Plan as “a condition for receiving certain types of non-emergency disaster assistance, including funding for mitigation projects.”

The Hazard Mitigation Plan is often the basis for receiving individual assistance, public assistance, and some grant funding. If a Tribe and county want to implement a Hazard Mitigation Plan, it is recommended to complete this plan in writing before an emergency occurs. The entire document can take up to six months or longer to create and must be implemented within 30 days of an emergency.



Funding Sources for Emergency Management include the FEMA Pre-Disaster Mitigation Grant Program, <https://www.fema.gov/pre-disaster-mitigation-grant-program>, and the FEMA Hazard Mitigation Grant Program, <https://www.fema.gov/hazard-mitigation-grant-program>.

Tribal Multi-Hazard Mitigation Plan

The FEMA website offers many Hazard Mitigation Plan templates and resource guides. For a detailed overview, Tribes and counties should refer to the Tribal Multi-Hazard Mitigation Planning Guidance from FEMA:

http://www.fema.gov/media-library-data/20130726-1732-25045-2215/tribal_planning_guidance_may2010.pdf

Tribal Multi-Hazard Mitigation Planning Guidance orients Tribes and counties to many details of the planning process, including law, risk assessment, case studies, mitigation strategies, plan submittal and review, and ultimately, plan adoption and evaluation. Specifically, Tribes that participate in a multi-jurisdictional Hazard Mitigation Plan must meet the requirements specified in 44 CFR § 201.7.

The process for Tribal Hazard Mitigation Planning is to “organize resources, assess risks, develop a Tribal Hazard Mitigation Plan, and implement plan and monitor progress.”²⁴ First, Tribes and counties identify appropriate stakeholders within their organizations. Once these stakeholders are identified and brought to the table to begin creating the Tribal Hazard Mitigation Plan, it may be beneficial to hire or bring in someone who has technical expertise or experience in creating a Tribal Hazard Mitigation Plan. Next, Tribal and county stakeholders identify potential emergency-related hazards and repercussions of those hazards. Once risks are identified, Tribal and county stakeholders create the Tribal Hazard Mitigation Plan, which ultimately aims to reduce the impact of emergencies.

²³ <https://www.fema.gov/hazard-mitigation-planning>

²⁴ <https://www.fema.gov/hazard-mitigation-planning-process>

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If the Tribe and county wish to include an evacuation plan as part of the Hazard Mitigation Plan, it would be included in the Mitigation Strategy section (pp. 42-54). A detailed evacuation map could then be attached to the plan as an appendix.

After a Tribal Hazard Mitigation Plan is developed, it must be filed with the FEMA regional office and/or the State Hazard Mitigation Officer. FEMA-approved plans between Tribes and their region are legally binding. As a result, Tribes must provide proof that they have implemented and periodically evaluated their plan (at least once per 5 years) for the plan to remain eligible.

Examples of Hazard Mitigation Plans, Including Tribal Hazard Mitigation Plans



The Pokagon Band of Potawatomi Indians of Michigan and Indiana:

<http://www.pokagon.com/sites/default/files/assets/department/planning-division/form/2014/tribal-hazard-plan-214-131.pdf>



The Jamestown S'Klallam Tribe of Washington:

http://www.jamestowntribe.org/govdocs/Tribal_Multi-Hazard_Plan.pdf



Riverside County, California:

http://www.rvcfire.org/ourDepartment/OES/Documents/MJHMP_-_7.18.12_shrank2.pdf

Coordination of Tabletop Exercises

This section of the toolkit includes information about conducting a tabletop exercise for emergency management, and much of the content was adapted from the San Manuel Band of Serrano Mission Indians Communications Plan TTX: Situation Manuel.²⁵ Tabletop exercises are crucial for practicing jurisdictional response to an emergency and are presented to participants as a verbal “walk through” of current Emergency Operations Plans or other procedures for a particular scenario. For example, many Tribes and counties practice active shooter scenarios to be better prepared not only for the possibility that such an event might occur, but also in recognition that it would require coordination of resources and expertise across multiple agencies and jurisdictions. Tabletop exercises provide a low-stress, discussion-based learning environment to validate current plans and/or identify areas for improvement. Not only do tabletop exercises clarify roles and responsibilities, but they can also improve coordination and communication.

To conduct a tabletop exercise, typically emergency management staff and/or other Tribal and county officials meet in an open forum for between 1 to 4 hours, depending on the type of emergency scenario being practiced. Tabletop exercises are usually informal to encourage participation from all involved and to allow for exploration of emergency procedures, recovery plan details, standard operating procedures, and recovery of critical functions. It is important to invite all key stakeholders, including cross-jurisdictional partners, to tabletop exercises so that each person is well-versed in their role and how they would assist during a particular type of emergency.

Designing a Tabletop Exercise

The following steps outline one approach for conducting a tabletop exercise. More information, examples, and resources can be found on the FEMA Homeland Security Exercise and Evaluation Program (HSEEP) website: <https://www.fema.gov/media-library/assets/documents/32326>.

Step 1. Assess needs. Establish the reason(s) or need(s) for conducting an exercise while defining areas to be exercised. A good way to assess needs in your community is to make a list of the various hazards in ranked order of importance. Following the development of the list, write down the secondary effects of each hazard (see example below). For example, a hazard could be a windstorm, and the secondary effects of the windstorm could include power outages, road blockages, and interruptions to local businesses.

Example: Ranked hazards and secondary effects

- Ranked Hazard 1, Wildfires: Power outage, evacuation, loss of infrastructure
- Ranked Hazard 2, Drought: Shortage of drinking water, shortage of water used to fight wildfires, loss of indigenous plants and animals
- Ranked Hazard 3, Active shooter: Physical injuries, community behavioral health issues

²⁵ <https://www.sanmanuel-nsn.gov/>

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Step 2. Define the scope. Based on your assessment in Step 1, you should determine the scope of the tabletop exercise. Some things to consider when determining the scope are the type of emergency to be addressed with the exercise, type of exercise, operational function to be practiced during the exercise, and general participants in the exercise.

Example: Scope of exercise

- Type of emergency: Wildfire
- Type of exercise: Tabletop
- Operational function: Test and rehearse inter-agency procedures and communication processes
- Participants (general): Tribal staff and community members, county representatives, and representatives from neighboring Tribes and counties

Step 3. Write a mission statement. A mission statement that broadly states the purpose of the tabletop exercise should be written in active voice and can include five elements: Who, what, where, when, and why.

Example: Mission statement

" ____ (insert who will be conducting exercise) will conduct ____ (insert exercise type, such as tabletop) exercise at _____ (insert location and time of exercise) to improve ____, ____, and ____ (insert operational function from the exercise scope) by involving ____, ____, and ____ (insert individuals by position) from ____, ____, and ____ (insert community/organization name(s)) in a simulated ____ (insert hazard)."

"San Diego County will conduct a tabletop exercise on wildfire response at Viejas from 07-09 SEPT 2016 to test wild fire emergency preparedness and understanding of associated community partners in the procedures and communications necessary in the event of such an emergency."

Step 4. Define goals and objectives. Next, you should develop goals and objectives of the tabletop exercise. A goal is a desired end-state that aligns with the mission of the tabletop exercise. Objectives are specific, quantifiable tasks for evaluating progress toward achieving a goal. Multiple objectives can be used to meet each goal. For instance, in some tabletop exercises, there are up to 10 objectives listed for each goal.

Example: Defining goals and objectives

- Goal 1: Test and rehearse inter-agency procedures
 - Objective 1: Test accounting and finance procedures in emergency
 - Objective 2: Rehearse cultural site preservation rules and procedures
 - Objective 3: Rehearse integration of multiple police/fire elements
- Goal 2: Test and rehearse inter-agency communication processes
 - Objective 1: Test alert notification system
 - Objective 2: Test back-up communications systems if phone service were disrupted

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Step 5. Create an emergency scenario. Every tabletop exercise revolves around a specific emergency scenario, whether this scenario envisions wildfires in the area, strong winds affecting infrastructure, or a nearby chemical spill. The following example was taken from an exercise conducted by the San Manuel Band of Serrano Mission Indians, with specific place names removed.²⁵

Example: Emergency scenario

“Tuesday, May 5, 2015 – Noon. After a series of small earthquakes over the span of a week, the _____ Fault suddenly produces a magnitude 6.0 earthquake. While no major damage has been reported, widespread but temporary power outages have occurred in the cities of _____ and _____. Locally, an entire neighborhood on the reservation suffered both a power outage and reports about a persistent odor of gas. It appears the most severe damage occurred in the city(ies) of _____, _____, _____, in portions of _____ and _____ Counties. All freeways are gridlocked and many overpasses in the _____ area are damaged or destroyed, forcing the use of secondary routes. Cell phones and landlines are down and most communication channels are overloaded with traffic.

Preliminary damage assessments on the reservation show:

- *Partial collapse of the northeast corner of the parking structure between the 4th and 5th levels.*
- *The “people mover” causeway between the parking structure and the casino has collapsed.*
- *The casino structure is intact, but interior ceiling tiles and lighting fell throughout the casino.*
- *The casino has intermittent power; back-up generator supply is intact and functioning.*
- *There is a major waterline break in front of the casino between the bus parking and the valet drop off canopy, causing flooding to the entrance to the casino.*
- *The fire station has sustained NO structural damage. The roadway between the station and the casino is clear.*
- *The Community Center has minor damage and will not be a viable shelter.*
- *Multiple waterline breaks throughout the reservation are being reported.*
- *_____ Road is completely shut down due to landslides and flooding.*
- *Multiple reports of injuries at the Community Center, the casino, and two Tribal homes.*
- *No reports of fatalities at this time.*

First responders are on-scene and one Incident Command Post (ICP) has requested the activation of the Tribe’s Emergency Operations Center (EOC). The EOC been established at _____ and is currently supporting the ICP in the following areas:

- *Establishment of a Common Operating Picture, which is a compilation and sometimes also a graphical display (on map or computer) of all incident-related information coming in from various agencies or personnel*
- *Compilation of damage assessments*
- *Notification and evacuation of reservation residents*
- *Proclamation of Emergency*

²⁵ <https://www.sanmanuel-nsn.gov/>

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- *Liaison and communications with utilities, schools, businesses, and other impacted groups*
- *Coordination of a Joint Information System, which may feed into the Common Operating Picture if it is automated*
- *Preparation of a Tribal Council Incident Brief*
- *Creation of a Press Release about the effect of the earthquake and status of Tribal operations*
- *Advance Planning for additional emergency action support (evacuations, sheltering, debris removal)“*

Step 6. Identify participant roles and responsibilities. There are several types of participants who have different roles and responsibilities during tabletop exercises, such as players, facilitators, evaluators, and observers. The scope of the exercise, as determined in Step 2 above, will help frame what personnel are needed. As an initial step, once an exercise is first proposed, you should identify a project lead and project facilitator. The project lead should be a person from the primary agency or jurisdiction organizing the tabletop exercise. The facilitator would ideally be someone objective (from outside participating organizations) that is knowledgeable about emergency management and tabletop evaluations. Between the project lead and the facilitator, the responsibility should be shared for putting together all the materials and making the arrangements required in the steps outlined in this document. The project lead and facilitator should also begin formulating a list of inter- and cross-jurisdictional participants, internal and possibly also external to the organization or community (e.g., county fire or emergency managers) and sending out invitations. There might also be a requirement to create or reaffirm team designations and compositions. If new teams are created for various functions, team building exercises could be planned ahead of the tabletop exercise to ensure that team members work together at least once before the exercise itself. Finally, the project lead and facilitator should identify and set goals and rules for participants and validate those goals and rules with all agencies involved.

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.

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Example: Assigning participant roles

- Players: Tribal Fire Chief, Tribal Business Manager, Tribal Public Relations Specialist
- Facilitator: County Office of Emergency Services Director
- Evaluator: Tribal Administrator
- Observers: Tribal Chairman, City Councilperson

Step 7. Determine date, time, and place. You can use the day, time, and place identified in the mission statement (Step 3) as a starting place for determining the date, time, and place for the tabletop exercise. Remember that if planning is at a more advanced stage, you should revisit the assumptions made when developing the initial mission statement. Are the dates still feasible and convenient? Has enough time been allocated to the exercise? Has the size and scope of the exercise grown (or shrunk) to such an extent that the original venue for the exercise no longer fits? The exercise should take place at a date, time, and location that will benefit from the finalized mission statement.

Step 8. Invite participants and external partners if appropriate. Now is the time to formally invite people to participate in the tabletop exercise. Advance notice should be given to those who are participating in the exercise, particularly among those who will need to take time from their work schedules to attend.

Step 9. Develop a situation manual. Next you should develop a situation manual for the exercise, which will serve as the framework for discussion and provide background information to participants about the scope, objectives, and schedule. The situation manual should also include rules and introductory information for the facilitator to share at the beginning of the exercise. For sample situation manuals, contact the San Manuel Band of Serrano Mission Indians or see: http://westernmassready.org/files/2012/10/Situation_Manual_Tabletop_Exercise_Workbook.pdf and <https://www.fema.gov/media-library/assets/documents/100098>.

Example: Situation manual rule, including facilitator instructions

Before the exercise:

- Sign in when you arrive
- Review organizational plans, procedures, and exercise support documents
- Read your situation manual
- Listen to the facilitator's instructions and ask any questions at that time

Exercise rules:

- Real-world emergency actions take priority over exercise actions. Note: A code word for real-life emergencies may be useful if first-responders and others are participating and on-call.
- "Play" may conclude at any time deemed necessary or if exercise objectives have been met.

Facilitator instructions:

- Players should follow certain guidelines before, during, and after the exercise to ensure safety and effectiveness. Examples include: Orientation to the premises (bathrooms, emergency exits, rally points), how and when to use cell phones, and whether or not participants are allowed to speak with one another or pretend they are working at distant locations, etc.

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Step 10. Hand out situation manual and conduct the tabletop exercise. After participants have been gathered and given a situation manual, the tabletop exercise can begin. The facilitator is responsible for presenting the first scenario and, thereafter, facilitating the exercise with injects (“problem statements”) to direct and stimulate group discussion. The evaluator will take notes and record the observations throughout the exercise. The following sample agenda and exercise overview were adapted from an exercise conducted by the San Manuel Band of Serrano Mission Indians.²⁵

Example: Agenda

Introduction/roles – Questions	15 minutes
Exercise purpose/hazard specific briefing	10 minutes
Scenario response questions	20 minutes
Break (as needed)	10 minutes
Communications plan review	30 minutes
Communications plan matrix modifications	30 minutes
Hotwash – Revisit objectives/next steps	15 minutes

Example: Sample exercise overview

Exercise Name	(INSERT HOSTING COMMUNITY/ORGANIZATION) (INSERT NAME OF EXERCISE)
Exercise Dates	November 3, 2017
Scope	This exercise is a tabletop exercise, planned for 3 hours at (INSERT LOCATION) Operations Center (EOC). Exercise play is limited to the Crisis Communication Team, the Exercise Team and a limited number of Observers.
Mission Area(s)	Response
Core Capabilities	Operational Communications/Public Information and Warning
Objectives	Test the draft Crisis Communications Plan and revise as needed
Threat or Hazard	Earthquake
Scenario	A moderate (6.0) Earthquake has occurred affecting the cities of (INSERT CITIES). Some structural damage has occurred at both the (INSERT LOCATION) and among the Tribal residences.
Participating Organizations	(INSERT PARTICIPATING ORGANIZATIONS)
Point of Contact	(INSERT NAME)

²⁵ <https://www.sanmanuel-nsn.gov/>

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Step 11. Evaluate the exercise (Hotwash). Immediately after the tabletop exercise has ended, the project lead and/or facilitator should ask for feedback from participants about how the exercise went and identify concerns or issues to be addressed in the After-Action Report (e.g., What went well? What didn't? Were goals and objectives met?). A good technique is to ask all participants to start with three positive take-away points, and then conclude with three things that could be improved. Starting with the positive helps set the tone so that the evaluation remains positive and fruitful. At this time, or possibly as a follow-up to the exercise, the project lead and facilitator may opt to officially document recommended modifications to the plan. These modifications can come from notes taken by the evaluators, by observations made by the facilitator and project lead themselves, or by suggestions received before, during, or after the tabletop exercise itself. A modification matrix can be a useful tool in codifying these changes (see example below).

Example: Modification matrix

Name/role: (INSERT NAME AND ROLE)

Instructions: Use this matrix to submit all proposed plan changes and corrections. It is critical that you include information such as line number and section for each recommended change to ensure your comments are applied where you intended.

Document name: (INSERT PLAN NAME)

Recommended Modifications/Additions for Consideration and Review			
Page Number	Recommendations/Corrections and Proposed Language	Reasons/Supporting Citation	Paragraph/Line Number
	(INSERT MULTIPLE ROWS)		



The project lead and/or facilitator can instruct participants to fill out the modification matrix during the tabletop exercise or afterward, depending on how the agencies involved want the exercise to run (at a leisurely or more real-world pace).

Administrative Functions Checklist

Tribe and county administrative functions are necessary before, during, and after a disaster. The more that administration staff and Tribal Councils prepare and organize their duties before, during, and after an emergency, the better equipped Tribes and counties will be to handle all aspects of an emergency.

This document includes both a sample and a blank administrative checklist that Tribes and counties can adapt to jurisdiction-specific emergencies. Once finalized, Tribe and/or county checklists should be distributed, and drills should be conducted to ensure that staff and members of Tribal Councils understand the administrative process.



If you are having trouble knowing where to start on this checklist, think about your role in your organization and ask yourself, "If an emergency occurred right now, what would I need to do to help out?" Start your checklist with the tasks you come up with during this process.

Sample Administrative Functions Checklist Template

Emergency Management: *The emergency management department will provide oversight for all sections of the administrative functions checklist.*

Pre-Emergency

- Prepare lists of who to contact in an emergency and how they can help, including the Incident Commander.
- Complete formal and informal agreements with other entities. Be sure any arrangements are understood by multiple people within each entity.
- Assist in creating a Continuity of Operations Plan (COOP). [A template for a COOP can be found here: <http://www.fema.gov/media-library-data/1389194323803-5d98dd1ec9f3af8ad15774b74a92bba5/Non-Federal%20Continuity%20Plan%20Template.pdf>].

Mid-Emergency

- Review emergency kit, replenish supplies as needed.
- Receive in-progress briefing from Incident Commander.
- Post-Emergency
- Determine emergency recovery work completion date.
- Ensure that previously discussed informal or formal plans are enacted.



If your organization has name badges or ID cards, print each employee their administrative checklist and have them attach it to the back of their name badge or ID card. This should ensure that the information is easily accessible by the employee at all times.

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Facilities: *The facilities department will track resources and equipment paperwork.*

Pre-Emergency

- Secure originals or copies of essential insurance documents for buildings and equipment.*
- Develop plans for procuring equipment and generators and fuel during an emergency. Obtain necessary safety equipment. Develop inventory of equipment and department numbers.*
- Procure one week of supplies for first responders.*

Mid-Emergency

- Set up work station(s).*
- Document and describe emergency.*

Post-Emergency

- Conduct preliminary damage assessment.*
- Perform recovery work.*
- Maintain documentation of equipment hours.*
- Document all materials and supplies used from stockpile or purchased.*

Finance: *The finance department will ensure protocols are in place for all monetary issues pre- and post-emergency.*

Pre-Emergency

- Secure emergency supply of blank payroll checks.*
- Print payroll register.*
- Print cash register.*
- Determine requirements (e.g., tax identification and DUNS numbers) for match amounts from county, state, and federal agencies for recovery operations.*
- Set aside emergency funds for recovery operations.*

Mid-Emergency

Complete Activity Log (ICS 214) [Note: The template for the Activity Log (ICS 214) can be found here: <http://www.fema.gov/media-library/assets/documents/33551>].

Post-Emergency

- Keep track of invoices, purchase orders, and receipts used during recovery process (e.g., for consultant work, equipment, fuel, etc.)*
- Work with necessary departments to file insurance claims.*
- Pay employees on-time. Use blank payroll checks if necessary.*

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Human Resources: *The human resources department will organize employee and Tribal records.*

Pre-Emergency

- Determine employee availability for work during an emergency.
- Hold training drills for employees.
- Maintain updated lists of employees.
- Make sure all paper copies of Tribal records are scanned electronically. Keep any copies of Tribal records in a secure location, preferably off-site. Tribal records can include Tribal enrollment records, Tribal laws and ordinances, and Tribal Council meeting minutes.

Mid-Emergency

- Call or visit community or Tribal members.

Post-Emergency

- Document staff hours spent on recovery work.
- Continue to safeguard Tribal records, as needed.

Information Technology: *The information technology department will oversee communications systems before, during, and after a disaster.*

Pre-Emergency

- Perform backups of key information.
- Test backup restores prior to disaster impact.

Mid-Emergency

- Set up phone capabilities, if applicable.

Post-Emergency

- Assist the Facilities Department with the preliminary damage assessment.
- Provide backup for all Tribal records if possible.
- Provide electronic backup for all finance records if possible.

Public Affairs: *The public affairs representative is a community member who will broadcast important messages to the media and gather supplies/resources for community members.*

Pre-Emergency

- Obtain Crisis and Emergency Risk Communication (CERC) training [Note: CERC training information can be found here: <https://emergency.cdc.gov/cerc/training>].

Mid-Emergency

- Work with Tribal and county leaders to disseminate information through appropriate media channels such as flyers, radio, or television.

Post-Emergency

- Help departments coordinate recovery related meetings.
- Work with the Tribe and county to highlight the efforts, donations, and resources the entities are providing to the community.



Create your own handwritten or typed checklist if you want to include many items on your jurisdiction's administrative checklist.

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Administrative Functions Checklist

(Employee Name)/ (Department)

(Responsibility)

Pre-Emergency

-
-
-

Mid-Emergency

-
-
-

Post-Emergency

-
-
-

(Employee Name)/ (Department)

(Responsibility)

Pre-Emergency

-
-
-

Mid-Emergency

-
-
-

Post-Emergency

-
-
-

Contact Lists

California and National Tribal Emergency Management Contacts		
Organization Name	Phone	Website
Bureau of Indian Affairs Division of Emergency Management with Pacific and Western Region Contacts	202-208-3555	http://indianaffairs.gov/WhoWeAre/BIA/OJS/who/asstdir/ojs-emd/index.htm
California Office of Emergency Services Tribal Coordination	916-845-8163	http://www.caloes.ca.gov/cal-oes-divisions/tribal-coordination
California Department of Health Care Services Indian Health Program Emergency Preparedness	916-445-0556	http://www.dhcs.ca.gov/services/rural/Pages/IndianHealthProgram.aspx
Federal Emergency Management Association Tribal Contacts		https://www.fema.gov/tribal-contacts
Indian Health Service California Area Office Behavioral Health Technical Assistance	916-930-3981	
Inter-Tribal Council of California Emergency Management and Homeland Security	916-973-9581	http://www.itccinc.org/ctemhs.html
Inter-Tribal Emergency Management Coalition	918-732-7795	http://www.itemc.org
Inter Tribal Long Term Recovery Foundation	760-297-2327	http://www.itltrf.org
National Tribal Emergency Management Council		http://ntemc.org
Tribal Emergency Management Association	855-636-9111	http://www.itema.org
Tribal Risk and Emergency Management Advisory		http://tremaonline.org

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California County Office of Emergency Services Contacts

County Name	Phone	Website
Alameda	925-803-7800	https://www.alamedacountysheriff.org/cws_oes.php
Alpine	530-694-2231	http://www.alpinecountyca.gov/index.aspx?nid=204
Amador	209-223-6384	http://www.co.amador.ca.us/departments/office-of-emergency-services
Butte	530-538-7373	https://www.buttecounty.net/oem/Home.aspx
Calaveras	209-754-2890	http://sheriff.co.calaveras.ca.us/SheriffsOffice/SpecialOperations/OfficeofEmergencyServices.aspx
Colusa	530-458-0200	http://www.countyofcolusa.org/index.aspx?NID=174
Contra Costa	925-335-1500	http://www.co.contra-costa.ca.us/158/Emergency-Services
Del Norte	707-464-7214	http://www.co.del-norte.ca.us/departments/administration/emergency-services and http://preparedelnorte.com/index.html
El Dorado	530-621-5655	https://www.edcgov.us/Government/Sheriff/Support/Office_of_Emergency_Services_(OES).aspx
Fresno	559-600-3357	http://www.co.fresno.ca.us/DepartmentPage.aspx?id=1568
Glenn	530-934-6588	http://www.countyofglenn.net/dept/disaster-preparedness
Humboldt	707-268-2500	http://www.humboldtgov.org/356/Office-of-Emergency-Services
Imperial	760-482-2400	http://www.co.imperial.ca.us/fire/01-05-15_011.htm
Inyo	760-878-0395	http://inyocounty.us/OES/emergency_services.htm
Kern	661-873-2602	http://www.kerncountyfire.org/operations/operations-center.html
Kings	559-852-2883	http://www.countyofkings.com/departments/emergency-preparedness
Lake	707-262-4200	http://www.lakesheriff.com/About/OES.htm
Lassen	530-257-8504	http://www.lassencounty.org/dept/office-emergency-services/office-emergency-services
Los Angeles	323-980-2260	http://lacoa.org/
Madera	559-675-7770	http://www.madera-county.com/index.php/office-of-emergency-services
Marin	415-473-6584	http://www.marinsheriff.org/services/emergency-services
Mariposa	209-742-1306	http://www.mariposacounty.org/index.aspx?NID=1178
Mendocino	707-463-5667	http://www.co.mendocino.ca.us/oes/
Merced	209-385-7548	http://www.co.merced.ca.us/index.aspx?nid=1599
Modoc	530-233-4416	http://www.co.modoc.ca.us/departments/sheriff-s-office
Mono	760-932-7549	http://monosheriff.org/sheriff/page/emergency-services
Monterey	831-796-1900	http://www.co.monterey.ca.us/oes/
Napa	707-299-1892	http://www.countyofnapa.org/emergencies/

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California County Office of Emergency Services Contacts

County Name	Phone	Website
Nevada	530-265-1515	http://www.mynevadacounty.com/nc/igs/oes/Pages/Home.aspx
Orange	714-628-7054	http://ocgov.com/about/emergency/eoc
Placer	530-886-5300	http://www.placer.ca.gov/Departments/CEO/Emergency.aspx
Plumas	530-283-7438	http://countyofplumas.com/oes/index.htm
Riverside	951-955-4700	http://rvcfire.org/ourDepartment/OES/Pages/EOC-Staff-Members.aspx
Sacramento	916-874-4670	http://www.sacoes.org/Pages/default.aspx
San Benito	831-636-4168	http://www.cosb.us/safety/oes/
San Bernardino	909-356-3998	http://www.sbcfire.org/oes/About.aspx
San Diego	858-565-3490	http://www.sandiegocounty.gov/oes/
San Francisco	415-558-3800	http://sfdem.org
San Joaquin	209-953-6200	https://www.sjgov.org/oes/
San Luis Obispo	805-781-5011	http://www.slocounty.ca.gov/OES.htm
San Mateo	650-363-4790	http://hsm.smcsheriff.com/divisions/homeland-security-division/area-office-emergency-services/prepared/
Santa Barbara	805-568-3400	http://www.countyofsb.org/ceo/
Santa Clara	408-299-2501	https://www.sccgov.org/sites/oes/Pages/Office-of-Emergency-Services.aspx
Santa Cruz	831-454-2188	http://www.co.santa-cruz.ca.us/Departments/EmergencyServices.aspx
Shasta	530-245-6025	http://www.co.shasta.ca.us/index/sheriff_index/divisions/oes.aspx
Sierra	530-289-2850	http://www.sierracounty.ca.gov/index.aspx?NID=223
Siskiyou	530-841-2155	https://www.co.siskiyou.ca.us/content/office-of-emergency-services
Solano	707-784-1600	https://www.solanocounty.com/depts/oes/
Sonoma	707-565-1152	http://sonomacounty.ca.gov/Fire-and-Emergency-Services/
Stanislaus	209-552-3600	http://www.stanoes.com/
Sutter	530-822-4575	https://www.co.sutter.ca.us/doc/government/depts/cs/es/cs_es_home
Tehama	530-529-7900	http://www.tehamaso.org/office_of_emergency_services.htm
Trinity	530-623-2611	http://www.trinitycounty.org/index.aspx?page=80
Tulare	559-624-7495	http://tularecounty.ca.gov/oes/
Tuolumne	209-533-5511	http://www.tuolumnecounty.ca.gov/index.aspx?NID=308
Ventura	805-654-2551	http://www.vcsd.org/oes.php
Yolo	530-406-4930	http://www.yolocounty.org/general-government/general-government-departments/office-of-emergency-services
Yuba	530-749-7520	http://www.co.yuba.ca.us/departments/oes/

Additional Websites

This document contains a list of additional websites that were recommended as emergency management resources during the development of this toolkit.

American Red Cross First Aid Guide:

http://www.redcross.org/images/MEDIA_CustomProductCatalog/m55540601_FA-CPR-AED-Part-Manual.pdf

Emergency Preparedness Resources for Native Americans: <http://www.eprna.org>

Federal Communications Commission Amateur Radio Service:

http://wireless.fcc.gov/services/index.htm?job=service_home&id=amateur

FEMA Community Emergency Response Teams:

<https://www.fema.gov/community-emergency-response-teams>

FEMA Crisis Counseling Psychological First Aid:

<https://www.fema.gov/disaster/4085/updates/crisis-counseling-psychological-first-aid>

Global Vision Consortium, Emergency Management and Homeland Security:

<http://www.globalvisionconsortium.com/>

Great Shakeout Earthquake Preparedness: <http://www.shakeout.org/california>

National Congress of American Indians: <http://www.ncai.org>

National Institutes of Health Tribal Emergency Preparedness:

<https://americanindianhealth.nlm.nih.gov/tribal-prep.html>

Rural Domestic Preparedness Consortium: <https://www.ruraltraining.org>

Santiam New and Used Emergency Equipment: <http://www.santiam.net>

Substance Abuse and Mental Health Services Administration Disaster Preparedness:

<http://www.samhsa.gov/disaster-preparedness>, including materials in non-English languages:
<http://www.samhsa.gov/dbhis-collections/non-english-languages>

Web Emergency Operations Center Through Intermedix:

<https://www.intermedix.com/solutions/webeoc>