



# Cross-Jurisdictional Sharing Between Tribes and Counties for Emergency Management Services

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Presented to California Rural Indian Health Board Summit  
Meeting, July 20, 2016

*Support for this presentation was provided by the Robert Wood Johnson Foundation through the National Coordinating Center for Public Health Services and Systems Research (Project ID: 72458).*

# Project Overview

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



# Tribe–County CJS Context

- ▶ Each tribe is unique in governance, legal processes, culture, tradition, economic and social resources, and relationships with local governments.
- ▶ Many tribes are at unique risk for emergencies due to their location in remote and rural areas.
  - Far from major hospitals and county resources
  - Varied capacity to address natural and non–natural emergencies
- ▶ Despite the potential benefits of sharing services for emergency management between tribes and counties, only a tribe as a sovereign governing body can choose to enter into a CJS relationship with a county.
- ▶ Due to uniqueness of each tribe, CJS arrangements between tribes and counties are expected to vary.



# Research Questions

1. What emergencies are relevant to California tribes?
2. What is the prevalence and scope of California tribe–county CJS arrangements?
  - How many and what types of CJS arrangements?
3. Do tribes and counties agree about having no or any CJS arrangements?
4. What types of recommendations do tribes and counties have for establishing CJS relationships?



# Study Procedure

- ▶ Tribal and county leaders approached and asked to select representative to participate in project.
- ▶ Institutional Review Board–approved questionnaire administered to tribal and county representatives.
  - Adapted from Center for Sharing Public Health Services “Existing CJS Arrangement” survey (CSPHS, 2014)
  - Items about jurisdictional information, relevant emergencies, current CJS arrangements, and recommendations for CJS relationships
  - Honored tribal requests for verbal and face-to-face interviews



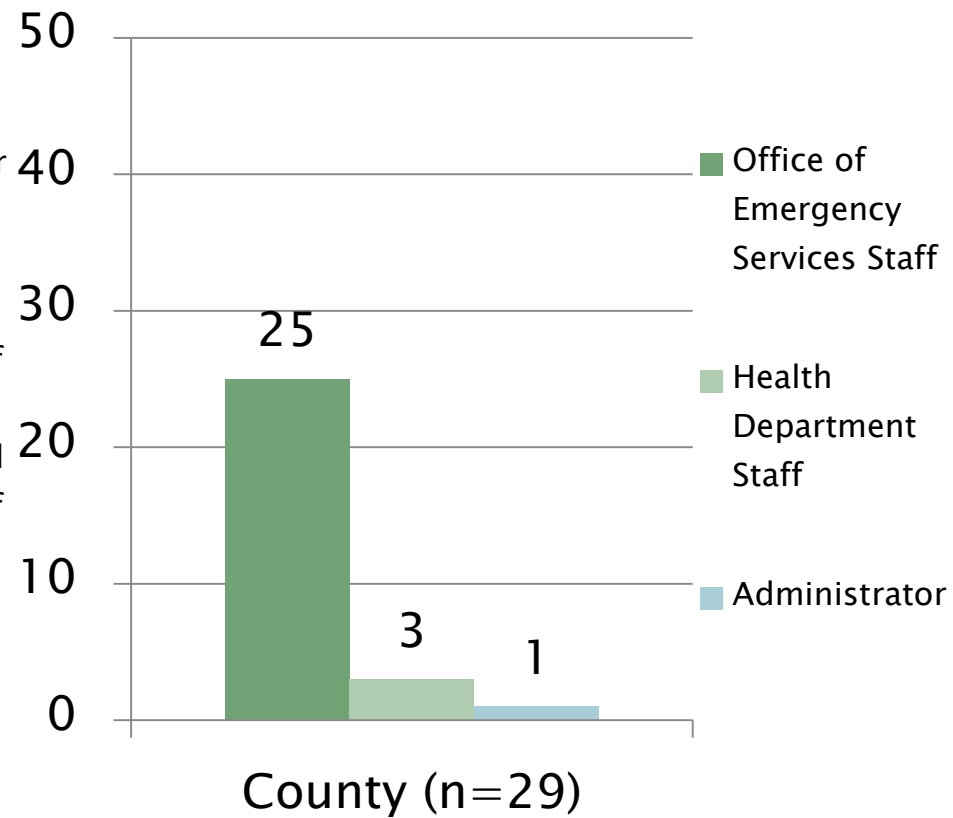
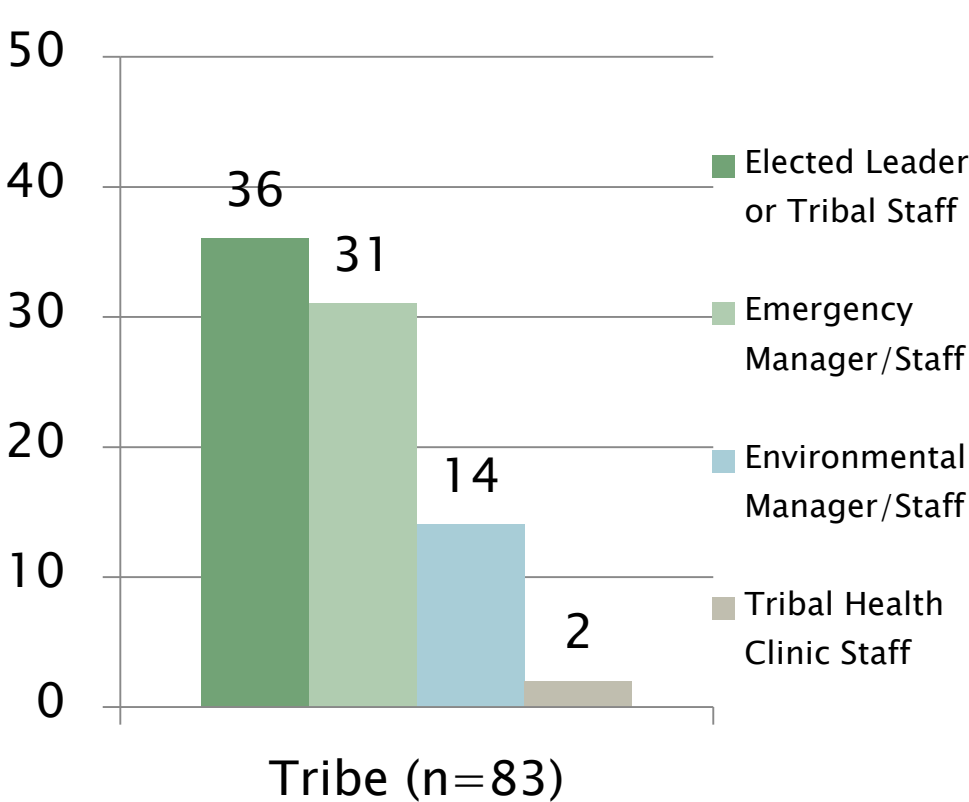
# Response and Participation Rates

- ▶ Tribe response rate = 87%
  - Formal participation from 83 of 111 tribes (75%)
  - Response indicating reason for declining participation from 14 of 111 tribes (12%)
- ▶ Corresponding county response/participation rate = 100%
  - Formal participation from all 29 counties associated with the 83 tribes who participated





# Roles of Participants





# Jurisdictional Information

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



# Emergencies Relevant to California Tribes

- ▶ All together, tribal representatives named 58 different types of natural and non-natural emergencies relevant to California tribes.

Examples: Natural Emergencies	Examples: Non-Natural Emergencies
<ul style="list-style-type: none"> <li>• Wild fires, grass fires, and house fires</li> <li>• Floods, winter floods, flash floods, and dam breaks</li> <li>• Earthquakes</li> <li>• Tsunamis</li> <li>• Landslides and mudslides</li> <li>• Tornadoes</li> <li>• Volcanic eruptions</li> <li>• Drought</li> <li>• Blue-green algae</li> <li>• Low water levels</li> <li>• Winds and windstorms</li> <li>• Snow</li> </ul>	<ul style="list-style-type: none"> <li>• Physical violence, domestic violence, and gun violence</li> <li>• Weapons</li> <li>• Bomb threats</li> <li>• Terrorism and bioterrorism</li> <li>• Drug and alcohol abuse</li> <li>• Unintentional accidents and injuries</li> <li>• Shortage of medication or medical supplies</li> <li>• Evacuations</li> <li>• Electrical failures</li> <li>• Road blockages and closures</li> <li>• Harm to cultural resources</li> </ul>

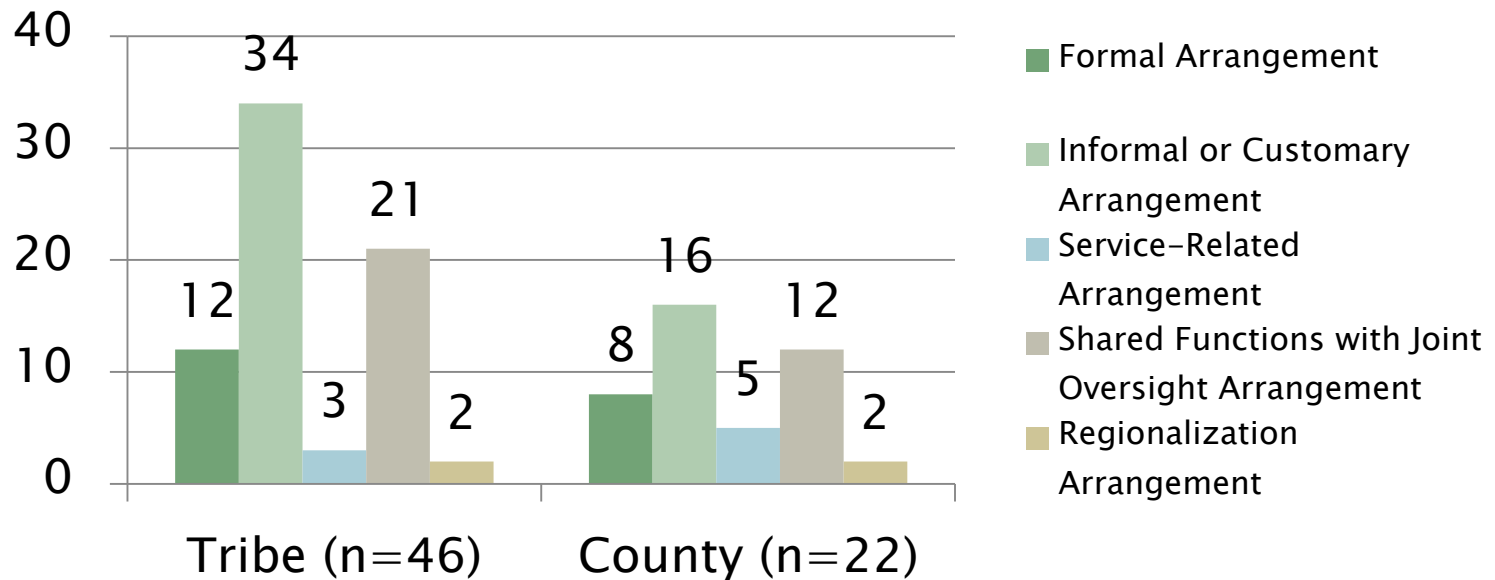


# Prevalence and Scope of CJS

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



# Prevalence and Scope of CJS (Cont.)



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



# Associations Between Measures

- ▶ Statistical analyses tested relations between jurisdictional and CJS measures for tribes and counties.

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

- ▶ 4 significant findings for *tribes*:
  - Larger tribal population size was associated with reporting formal arrangements and with reporting shared functions with joint oversight arrangements.
  - Larger tribal geographic size was associated with reporting shared functions with joint oversight arrangements.
  - Tribes with a higher number of arrangements were in counties with fewer tribes to overall county population size.



# Associations Between Measures (Cont.)

- ▶ Statistical analyses tested relations between jurisdictional and CJS measures for tribes and counties.

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

- ▶ 1 significant finding for *counties*:
  - Having a higher total number of tribes in county was associated with reporting informal or customary arrangements.



# Tribe–County CJS Agreement

- ▶ Determined whether tribes and counties *agreed* about having no (0) or any (1–5) CJS arrangements (1 = agree, 0 = disagree).
  - 55% tribe–county pairs (46 of 83) *agreed* about having no or any CJS arrangements.
    - 13% agreed about having no CJS arrangements
    - 42% agreed about having any CJS arrangements
  - 45% of tribe–county pairs (37 of 83) *disagreed* about having no or any CJS arrangements.
    - 13% tribe reported CJS but county did not
    - 32% county reported CJS but tribe did not

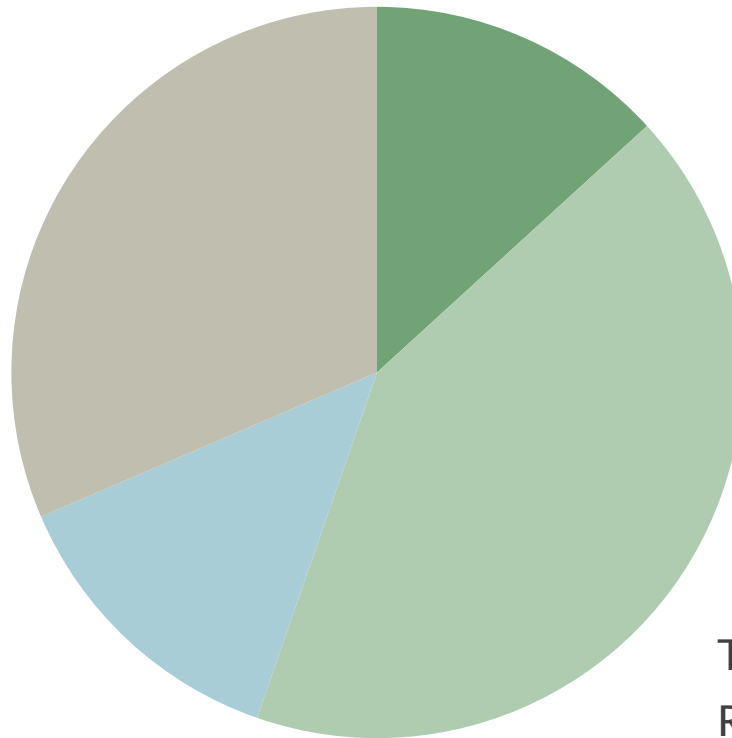


# Tribe-County CJS Agreement (Cont.)

## Agreement and Disagreement Across 83 Tribe-County Pairs

32% Disagree:  
County Reported  
CJS, Tribe Did Not

13% Agree:  
Tribe and County  
Reported No CJS



13% Disagree:  
Tribe Reported CJS,  
County Did Not

42% Agree:  
Tribe and County  
Reported Any CJS





# Associations Between Measures

- ▶ Statistical analyses tested relations between tribe–county CJS agreement and CJS measures.

Tribe–County CJS Agreement Measure	CJS Measures
<ul style="list-style-type: none"><li>• Tribe–county dyad in agreement about having no or any CJS arrangements</li></ul>	<ul style="list-style-type: none"><li>• Sum of CJS arrangements (0–5)</li><li>• Each type of CJS arrangement (formal, informal, service–related, shared functions w joint oversight, and regionalization)</li></ul>

- ▶ Tribe–county CJS agreement was significantly associated with *tribe*–reported: (1) sum of CJS arrangements, (2) formal CJS arrangements, (3) informal or customary arrangements, and (4) shared functions with joint oversight arrangements.
- ▶ There were *no* significant relations between tribe–county CJS agreement and county–reported CJS measures.



# Recommendations for Tribe–County CJS

- ▶ Tribal and county representatives who participated in the project provided recommendations about tribe–county CJS for emergency management services.
- ▶ Many recommendations centered around building trust, ongoing tribe–county communications, involvement of Tribal Council in emergency management efforts, and working to meet Federal Emergency Management Agency (FEMA) standards.
- ▶ Examples: 9 Illustrative Recommendations



# Examples: Recommendations for Tribe-County CJS

- ▶ *Building relationships between tribal and county governments is a slow process and it 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 can work better than contracts or agreements. (tribe)*
- ▶ *Establish a county contact- one person who works in the county who can be a resource for communication. Tribes should extend their hand first. Understand your tribe's needs and what will be required from a [CJS] Memorandum of Understanding, including what you provide, receive, and share [with the county]. (tribe)*
- ▶ *Be persistent in spite of staff turnover on both sides. (tribe)*



# Examples: Recommendations for Tribe-County CJS

- ▶ *Remember that many tribes customize their Emergency Operations Plans and other documents. Use templates if they are available, but be sure they say what is culturally relevant to your tribe and community. (tribe)*
- ▶ *Add a section to your [CJS] plan about cultural preservation and how to handle preserving cultural or natural resources. (tribe)*
- ▶ *Get 100% support of tribal council and the general membership. (tribe)*



Photo Credit: Daniel Domaguin



# Examples: Recommendations for Tribe-County CJS

- ▶ *Have a Hazard Mitigation Plan in place and approved by FEMA. Make sure to become NIMS compliant, which means your plan operates within the same procedures as FEMA and everyone else who is complaint- These standards are very important to operate under. Practice your Hazard Mitigation or Emergency Operations Plan and develop scenarios and drills. (tribe)*



Photo Credit: Kaleena Stone



# Examples: Recommendations for Tribe-County CJS

- ▶ *Take the time to meet and spend time with members of tribal councils. Learn each tribe's history and culture. Never hesitate to extend an invitation to participate in anything. Be open-minded to change. (county)*



- ▶ *Non-tribal entities need extensive training in the rights of tribal nations and the differences that tribes have to abide by to access federal recovery funds. (county)*



# Summary and Discussion

- ▶ It is important to involve tribal leaders or designated tribal emergency or environmental staff in developing and sustaining tribe–county CJS arrangements.
  - Designated tribal representatives in this study were often elected officials or emergency staff, not health clinic staff.
- ▶ There are many types of emergencies that are relevant to California tribes, including non–natural emergencies that many not be as relevant to non–tribal or urban communities.
  - Example: Single access road closures.



# Summary and Discussion (Cont.)

- ▶ Informal or customary CJS arrangements may work better for some smaller tribes than formal arrangements.
  - CJS arrangements, including formal CJS arrangements, were associated with larger population sizes and how many total tribes were in the county jurisdiction.
- ▶ It is important to engage in cross-jurisdictional communication.
  - Tribe-county CJS agreement was only significantly associated with tribes' report of CJS arrangements.
- ▶ Although tribes and counties were at different stages of CJS, many had recommendations for developing CJS relationships.





# Project Next Steps: Dissemination

- ▶ Advisory group
- ▶ Other meetings of Tribal Leaders
- ▶ National conferences (American Public Health Association, AcademyHealth Research Meeting)
- ▶ Regional roundtables in Northern, Central, and Southern California
- ▶ Reports and manuscripts
- ▶ CJS toolkit



# Project Next Steps: Research

- ▶ Analyze additional data
  - Assess value placed on current CJS arrangements.
  - Assess historical or other factors influencing current CJS arrangements.



# Thank you!

## Current and Former CJS Project Team Members

Maureen A. Wimsatt, PhD, MSW

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Michael Mudgett, MPH

Cassandra Call, MS

Kathleen Greer

Christine Smith, MPA



# Project Advisory Group



**Primary Members:** Dore Bietz, Tuolumne Band of Me-Wuk Indians; Brenda Bowie, Bear River Band of Rohnerville Rancheria; Don Butz, Viejas Band of Kumeyaay Indians; Tim Campbell, Federated Indians of Graton Rancheria; Dr. Theresa Gregor, Inter-Tribal Long Term Recovery Foundation; Marc Peren, San Bernardino County Office of Emergency Services. **Alternate Members:** Aaron Dixon, Susanville Indian Rancheria; Rod Mendes, Hoopa Valley Tribe.



# Questions and Discussion



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