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Disaster Preparedness: A Societal View *By Jeffrey Odoms*



Force Multiplier – Empowering the Public By Roger Parrino & Terry Hastings



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The Importance of Legal Preparedness for Tribal Nations By Tina Batra Hershey



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Business Office

P.O. Box 810 Severna Park, MD 21146 USA www.DomesticPreparedness.com (410) 518-6900

Staff

Martin Masiuk Founder & Publisher mmasiuk@domprep.com

Catherine Feinman Editor-in-Chief cfeinman@domprep.com

Carole Parker Manager, Integrated Media cparker@domprep.com

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Pictured on the Cover: (top row) Odom, Source: Jocelyn Augustino/FEMA; Parrino & Hastings, Source: DHSES, 2019; (second row) Trindal, Source: ©iStock.com/metamorworks; Hershey, Source: University of Pittsburgh Graduate School of Public Health Center for Public Health Practice, 2018

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Community Resilience – Combining Nature & Nurture

By Catherine L. Feinman



n each disaster, examples of community resilience emerge: neighbors helping neighbors; volunteers filling response gaps; businesses providing unexpected resources; and first responders going above and beyond their call of duty. Many people have an innate urge to respond to disasters by donating their time and money, giving blood, providing transportation, feeding and clothing survivors, and so on. Imagine a disaster

response of the future where that natural instinct to help is harnessed and nurtured by emergency preparedness professionals.

In addition to a natural inclination to act, <u>research has shown</u> that society is coming to the realization that they *must* act. With the frequency and severity of recent disasters, the people in need of rescue can far outnumber the rescuers. The public, who are on the scene before responders even arrive, already play a critical role in disaster response, but they could do more. By <u>empowering them</u> with additional knowledge and training before a disaster, perhaps more consequences could be mitigated, more lives could be saved, and fewer people would suffer.

In order to educate and train community members, first responders and community leaders also need to be informed and trained. These traditional responders and leaders must be able to identify potential natural, manmade, or technological threats and take steps toward mitigating the consequences should one of these threats emerge. This includes legal preparedness efforts, which could enhance cross-jurisdictional collaboration and coordination. Given how rapidly technology is evolving (e.g., autonomous vehicles), the environment is changing, and populations are growing, building community resilience needs to include all members of the community.

Knowledge is power, but the key is to ensure that information shared is information learned. Public service announcements that do not reach the target audience do no good. DomPrep would like to hear about any lessons learned or best practices communities may have for informing and educating community members and nurturing public preparedness. Contact me at cfeinman@domprep.com if you would like to share your knowledge and experience with your counterparts across the emergency preparedness, response, and resilience communities.

Disaster Preparedness: A Societal View

By Jeffrey Odoms

As communities become more impacted by all types of disasters, society is constantly coming to new realizations. Solely relying on governmental agencies to perform emergency response and recovery tasks is insufficient. The frequency, scale, and impact of disasters make it more challenging to stage resources in the right place. Perhaps a more prepared citizenry would help the overall disaster response and recovery. Research of three leading institutions into how concerned the public is about preparedness and its effectiveness has begun to paint an informative picture for creating public outreach efforts.



he Johns Hopkins Preparedness and Emergency Response Research Center (JH-PERRC), the National Center for Disaster Preparedness (NCDP) at Columbia University, and the Natural Hazards Center (NHC) at University of Colorado each offer valuable research into how society views the issue of disaster preparedness. Each project is described below.

Johns Hopkins Public Preparedness Project #2

This research reviews disaster preparedness in the public health field. Hopkins researchers found that the overall public health construct becomes strained when disaster strikes. This overwhelming of the system is magnified when viewed through the prism of mental health. Disaster trauma has also been found to be paralyzing to a response effort.

Johns Hopkins Preparedness and Emergency Response Research Center (JH-PERRC) asserts that establishing a stronger relationship between faith-based organizations (FBO) and local health departments (LHDs) could strengthen the response to disaster trauma. JH-PERRC's research project involved engaging both FBOs and LHDs in a two-phase approach to coordinated disaster mental health planning.

Established training focusing on proven preparedness practices was offered to educate the FBOs in the world of disaster preparedness. Another training aspect increased the understanding and recognition of how to work with persons who have been affected by disaster trauma. Mutual aid agreements long associated with municipal organizations were developed to work between FBOs and LHDs. Specific outcomes were beneficial to the three operational viewpoints expressed with this research (Hopkins Project 2).

FBOs:

 To have a cadre of trained members capable of providing mental health support to a community during times of need, either informally through parish outreach, or formally through participation in the Medical Professional Volunteer Corps; and • To possess a complete emergency preparedness plan that will be shared with the JH-PERRC and may be shared with the LHD.

LHDs:

- To have formal and informal alliances with FBOs and communities within a jurisdiction; and
- To develop emergency preparedness plans with guidance based on knowledge of needs and requirements for successful public health emergency response.

JH-PERRC:

- To successfully facilitate workshops that lead to a strong and sustainable working relationship between the LHD and FBOs; and
- To provide evidence that a three-party relationship between an academic health center, LHD, and FBO is feasible for improving surge capacity and capability in public health emergency response.

As it relates to the goals and objectives of the research, the outcomes were found to be beneficial to the organizations targeted. The operational recommendations have begun to demonstrate improvements in the areas of disaster preparedness and readiness.

National Center for Disaster Preparedness

The research program at the National Center for Disaster Preparedness (NCDP) at Columbia University sought to review the attitudes and opinions of citizens regarding preparedness at all levels. The understanding and realization of what it means to be prepared were highlighted after the 9/11 attacks. According to NCDP's findings, public opinion dropped sharply regarding beliefs that the government was able and prepared to protect the country. NCDP researchers began in 2003 to periodically review public opinions to better understand how the preparedness message is being received and woven into their minds and

lifestyles. They chose surveys as their methodology and deployed them across varying age groups of the citizenry in hopes to gain the strongest representation. Their 2015 research demonstrates the most recent opportunity to review the effects that the overall discussion of disaster preparedness has had on public opinion since 9/11.



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According to the NCDP's 2016 report, "American Preparedness Project: Where the US Public Stands in 2015," "In 2015, 50% of people state that their family has a family emergency preparedness plan, a steady increase from 35% in 2003." Although this is encouraging, it is still not as high a percentage as it should be in the public arena. Considering the 2017 devastation in Puerto Rico caused by Hurricane Maria, public opinion about the government's ability to effectively respond to natural disasters has become increasingly negative. However, this is not new. This was also the view of the public for years after the government's somewhat slow and ineffectual response to Hurricane Katrina in 2005 (NCDP, 2016):

Ten years after Hurricane Katrina, over a quarter of the population (25.6%) does not think the country is any better prepared to deal with a major natural disaster than it was before Hurricane Katrina. Compared with 2008, when the question was first asked, this is an increase of 7.5% in the population that believes the country is better.

Research has shown that, with the increased awareness regarding preparedness, there is still a fundamental disconnect with the messaging reaching, and becoming actionable, by the public. The MCDP report identified specific recommendations to help preparedness concepts reach more of the public arena, such as:

- Individuals and households should invest more in their disaster preparedness planning.
- Government agencies should cooperate with trusted community leaders and organizations to ensure better community and individual engagement in disaster planning.
- The impact of climate change on disasters should be better understood and integrated into communications and preparedness programs.
- Preparedness programs could benefit from taking into consideration the disparities in responses from different geographic, socioeconomic, and other strata of the presented data.
- First responders should work with their communities to ensure they are prepared to meet the community's response expectations in a disaster.

Natural Hazards Center

The Natural Hazards Center (NHC) at the University of Colorado, along with The Fritz Institute, assessed with their 2006 research disaster preparedness of the civilian population within three viewpoints: households, businesses, and community organizations. The purpose was to recognize and evaluate the differences and commonalities of preparedness levels found between the viewpoints.

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The NHC utilized a survey to gather information for the project. The following set of metrics within the survey was found to be common and useful across all areas:

- Hazard knowledge;
- Formal and informal response plans and agreements;
- Life safety protection;
- Property protection;
- Initiation of recovery;
- Ability for emergency coping and restoration of key functions;
- Supportive resources; and
- Management, direction, and coordination.

Household surveys revealed many deficiencies within the household preparedness construct. For example, many did not have a strong understanding of the types of hazards within their living areas. Recommended ways to improve on this were to encourage households to communicate with local municipal officials, as well as to inquire about the common hazards and emergency plans of the city. This information should be added to the household disaster preparedness plan.

In addition, the analysis described in the 2006 report shows that businesses have stepped up their preparedness considerations:

A scan of the business continuity literature over the past five years shows that there has been an increase in the number of practitioner-focused publications on business preparedness as well as a shift in focus from information security and recovery to business continuity and prevention.

One area where businesses were identified as showing themselves to be somewhat lacking was in the management, direction, and coordination area due to having underdeveloped preparedness programs. The report further states the following:

The CDC suggests that a pandemic coordinator and/or team as well as essential employees must be identified to develop a disaster plan and get prepared for pandemic influenza. Across all hazards, businesses are directed to develop disaster response plans for life safety, property protection, and business continuity and to instruct employees to develop household plans to ensure resumption of operations as quickly as possible post-disaster.

The goal is to improve readiness by having the appropriate personnel and training developed to respond efficiently and having essential functions and services restored as soon as possible.

Similar results were seen with the community organization's survey information. It is noted that the development of a disaster preparedness plan for the community helps to localize and make more effective the response efforts, which are critically time sensitive.

Other Programs & Community Efforts

Overall, the public perception of disaster preparedness has been increasing, as well as the action that accompanies that understanding. Programs such as the Community Emergency Response Team (CERT) educate and train community volunteers on emergency preparedness. CERT volunteers learn useful skills in neighborhood disaster response as well as light search and rescue activities. The Medical Response Team (MRT) is another

Even with increased awareness about preparedness, there is still a fundamental disconnect with the messaging reaching, and becoming actionable, by the public.

program that enhances the emergency medical resources of a community. Volunteer based, it offers participants who are trained in various medical professions to form response teams during a disaster. These teams act as a resource multiplier when systems become overwhelmed. Participation in these programs has increased over recent years as these programs are being developed in communities across the country.

However, this new appreciation for preparedness has not grown to a high enough level across all aspects of the population. Many people still believe that it is the government's role to provide disaster response services.

Although businesses have improved their preparedness thinking – due to continuity of operations plans (COOP) becoming increasingly adapted into corporate plans – there are still gaps in recognizing the need for disaster preparedness training for all levels of personnel and establishing qualitative employee disaster preparedness programs.

Although community organizations are sometimes underserved, they do have great potential for improvement. With all disasters being local, having the ability (through training and education) to respond immediately to a disaster leads to saved lives, saved property, and a protected environment. Strong disaster preparedness practices are necessary for significantly reducing recovery time, thus allowing for a quicker return to "normal."

Jeffrey Odoms, M.A., is currently the president at EMPREP Consulting. He has over 24 years of experience in the field of environmental emergency response and compliance. During his career, he has deployed to various emergency management assignments and recovery efforts, specifically for the 2004 and 2005 Hurricanes Frances, Jeanne, Wilma, and Katrina. He was awarded the State of Florida Distinguished Service Medal for his disaster response efforts Hurricane Irene of 1999. He holds a B.S. degree in Project Management and a M.A. degree in Emergency/ Disaster Management. He is also credentialed in the state of Florida as a FEMA Incident Command Course and National Incident Management System Instructor.

Force Multiplier – Empowering the Public

By Roger Parrino & Terry Hastings

Perhaps one of the biggest myths in emergency management is that the public will panic during a crisis. Instead of panicking, the public often pulls together and even put themselves in harm's way to help each other. Furthermore, the public, not first responders, are often first on-site during an emergency. The emergency management community must embrace these realties and provide the public with the knowledge and training necessary to save lives and prevent human suffering.



he public has often demonstrated its willingness to help during disaster. The orderly evacuation of the <u>World Trade Center</u> on 9/11, the bystander responses during the 2013 <u>Boston Bombing</u> and 2017 <u>Las Vegas Shooting</u>, the <u>Cajun Navy</u> after Hurricane Florence in 2018, and various citizen-led rescue efforts during these and other disasters are all excellent examples. This effort to empower the public begins with investing in more comprehensive public outreach and education programs – like the <u>Run, Hide, Fight</u> and <u>Stop the Bleed</u> campaigns – as well as moving beyond

simple information sharing toward more practical advice on how to respond to real-world situations. If empowered correctly, the public can serve as a force multiplier and another response resource.

Hands-On Training With Two-Way Communication

It is also critical that emergency managers train the public in personal and family preparedness. Again, this should be done through practical training as it is not enough to rely on brochures and more traditional one-way communication methods. New York State has been ahead of the curve in this regard with its <u>Citizen Preparedness</u> training program, which could serve as a model for others to consider.

The program, launched by Governor Andrew Cuomo in 2014 following a series of major disasters in the state, is a two-hour course taught by the New York National Guard in collaboration with state and local emergency management and the <u>American Red Cross</u>. It provides the public with the knowledge necessary to prepare for all types of hazards they may face in their homes or communities. The training goes beyond the traditional disaster preparedness messaging, and includes information about terrorism awareness, how to survive active shooters (i.e., Run, Hide, Fight), fire safety, disaster mental health, among other topics. Attendees are also provided with a "go-bag" that is packed with basic emergency resources that they can keep in their homes. To date, over <u>250,000</u> people have received training through this program.

Rapid Detection Through Public Reporting

The public is also a proven partner when it comes to helping prevent or mitigate potential threats. There are numerous <u>examples</u> of the public reporting some type of suspicious activity that resulted in the disruption of a terrorist plot or other potential acts of violence. This again reinforces the notion of outreach programs such as the <u>See Something</u>. Say Something

campaign. The concept is also being applied to help prevent school violence through the work of groups such as <u>Sandy Hook Promise</u>, proving that outreach and empowerment can begin at a young age.

Despite the progress to date, the public is still sometimes viewed as a liability instead of a partner; and empowering the public to participate is often an afterthought. That perspective needs to change and emergency management agencies at all levels must embrace the public as part of the solution. In doing so, they should consider partnering with groups like the American Red Cross or other emergency managers to develop public outreach programs that are both educational and empowering. If possible, they should provide free resources like the Citizen's Preparedness go-bags (see Figure 1), as this has proven to be a great way of increasing the public's participation in training events, plus it ensures that everyone leaves a little better prepared than when they arrived. Empowering the public takes time, energy, and resources, but it can be done and will pay dividends long into the future.



Fig. 1. Citizen preparedness go-bags provided by New York State Division of Homeland Security and Emergency Services (*Source*: DHSES, 2019).

Roger Parrino (pictured above) is the former commissioner of the New York State Division of Homeland Security and Emergency Services (DHSES). He also served as senior counselor to U.S. Department of Homeland Security Secretary Jeh Johnson.

Terry Hastings is the senior policy advisor for DHSES and an adjunct professor for the College of Emergency Preparedness, Homeland Security and Cybersecurity at the State University of New York at Albany.

Autonomous Vehicle Training Challenges for Law Enforcement

By Joseph Trindal

In the early morning hours of Saturday, 1 December 2018, a California Highway Patrol (CHP) unit observed a Gray Tesla Model S traveling southbound on US-101 at about 70 mph. The CHP unit, a two-officer patrol, pulled alongside of the Tesla and noticed that the single driver/occupant appeared to be asleep. Activating the CHP unit emergency lights and siren failed to wake the driver. Apparently, the Tesla Autopilot, a semi-autonomous driving feature was "assisting" the vehicle from running off the roadway. According to the CHP report, the officers proceeded to pull the CHP unit in front of the Tesla and, using the autonomous crash avoidance safety system, the vehicle was slowed without colliding with the CHP unit. The Tesla driver was awakened by the officers at his door, whereupon the driver, displaying intoxicated behavior, was placed in custody and charged with driving under the influence (DUI). Autonomous vehicles pose this and other challenges for law enforcement agencies.



ccording to a 13 August 2018 article in Forbes, the autonomous vehicle market is projected to grow dramatically over the next 7 years. Autonomous vehicles combine existing sensor technologies such as light detection and ranging (LiDAR) and RADAR into artificial intelligence (AI) software that improves safety by reducing dependencies on human input to adjust to changing road and traffic conditions. The U.S. Department of Transportation's National Highway Traffic Safety Administration (NHTSA)

predicts, "fully automated cars and trucks that drive us, instead of us driving them, will become a reality."

Five Levels of Automation

The NHTSA and the Society of Automotive Engineers (SAE) describe the following <u>five</u> <u>automation levels</u>:

- *Driver Assistance* The driver controls the vehicle, but some driver assist feature may be included in the vehicle design.
- *Partial Automation* The vehicle has combined automated functions, like acceleration and steering, but the driver must remain engaged with the driving task and monitor the environment at all times.
- *Conditional Automation* The driver is a necessity but is not required to monitor the environment. The driver must be ready to take control of the vehicle at all times.
- *High Automation* The vehicle is capable of performing all driving functions under certain conditions. The driver may have the option to control the vehicle.
- *Full Automation* The vehicle is capable of performing all driving functions under all conditions. The driver may have the option to control the vehicle.

The United States and United Kingdom are expected to continue leading the integration of autonomous vehicles onto motorways. However, as less driver input is required, the greater the potential for driver inattention to contribute to motor vehicle incidents – "assisted" by autonomous vehicle features.

Until full integration of autonomous Level 5 vehicles is incorporated to broader smart city initiatives, law enforcement agencies must prepare their officers for the challenges posed at each level of the autonomous vehicle technology evolution. The autonomous vehicle technology is becoming more common and not just limited to high-value vehicles such as the Tesla. The growing application of this technology in a highly mobile society necessitates adaptive training across a number of law enforcement missions.

Police drivers training programs need to adapt current Automation Level 2 and 3 technologies to their curricula, as well as training officers to be aware of the remaining two levels of this technology, which will be emerging in these officers' careers. Autonomous vehicle technologies present training opportunities for criminal investigations and high-risk activities such as pursuits. An even worse situation is an armed driver actively firing from the moving vehicle with greater accuracy because the autonomous vehicle feature requires less driver input.

Safety & Collaboration

Law enforcement agencies must actively work together with their state and federal departments of transportation and highway safety administrations, as well as with the autonomous vehicle industry to identify the many challenges posed by this technological evolution. Together, they must develop capabilities to overcome these challenges, thereby enhancing public safety. Criminals – from common drunks to sophisticated terrorists – opportunistically look to exploit technology. The public safety and emergency services communities must actively plan and prepare to ensure the greatest public safety in collaboration with technological advancements.

The autonomous vehicle technology company Waymo, formerly the Google Self-Driving Car Project, is working with police and fire in Chandler, Arizona, on understanding emergency services concerns and integrating solutions into the autonomous vehicle safety design. According to Waymo's 2018 Safety Report, collaboration with emergency services



agencies is resulting in a more robust database of emergency vehicle lights and sounds that trigger the onboard sensors to cause Level 3 autonomous vehicles to safely yield when emergency vehicles approach. Waymo also reported that the company is working with other agencies by providing "on-site training to help police and other emergency workers identify and access our vehicle in emergency situations."

Capitalizing on this example of public and private sector collaboration is a best practice that also needs to include highway regulatory agencies – state and federal – to continue developing the most effective approaches for integrating technology with public safety. Companies currently developing technology in the autonomous vehicle market should proactively engage with public sector professional associations, including but not limited to: International Association of Chiefs of Police (IACP), International Association of Fire Chiefs (IAFC), Association of Metropolitan Planning Organizations (AMPO), and Connected and Automated Vehicles Working Group (CV/AV). Similarly, law enforcement agencies, particularly those serving major metropolitan areas, should proactively engage with leading companies in the autonomous vehicle market. They should also collaborate with professional associations and academia to identify challenges and bring emergency services perspectives to the current decision making that shapes tomorrow's autonomous vehicle safety enterprise.

Joseph W. Trindal, PPS, is a career homeland security professional with over 40 years of experience in both public and private sector. He has been a contributing writer to DomPrep for over 10 years. Having served for two decades with the U.S. Marshals Service, attaining the position of chief deputy U.S. marshal, he answered an invitation to contribute in creating the U.S. Department of Homeland Security (DHS) as regional director of the Federal Protective Service for the National Capital Region. During his service as an executive at DHS, he led a select team developing the Chemical Facility Anti-Terrorism Standards regulations, DHS's first legislated regulatory authority. Since his retirement, with over 30 years of government service, he continues executive service, now in the private sector security industries. A past president of the FBI's InfraGard, he led the transformation of the National Capital Region Chapter into a leader in public-private partnership initiatives. Currently, he is the programs director at SAIC with responsibility over international rule of law training, advisory and capacity building missions in post-conflict nations, and emerging democracies serving under the U.S. Departments of Justice, State, and Defense. Living in Virginia, and a veteran of the U.S. Marine Corps, he holds degrees in police science and criminal justice.



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The Importance of Legal Preparedness for Tribal Nations

By Tina Batra Hershey

Public health emergencies, including infectious disease and natural disasters, are issues that every community faces. To address these threats, it is critical for all jurisdictions to understand how law can be used to enhance public health preparedness, as well as improve coordination and collaboration across jurisdictions. As sovereign entities, tribal nations have the authority to create their own laws and take the necessary steps to prepare for and respond to public health emergencies. Thus, legal preparedness for tribal nations is crucial to public health response.



egal preparedness is an important component of public health capacity, as the law is a foundation upon which public health response is based.

Public health legal preparedness has four core elements:

- Laws or legal authority to carry out public health goals;
- Competencies of public health professionals to understand and apply relevant laws;
- Information and best practices for use by public health professionals; and
- Coordination of legal authority across jurisdictions.

In addition, legal preparedness requires effective authority to:

- Respond to the crisis,
- Coordinate public health response across jurisdictions,
- Resolve disputes, and
- Aid recovery post-crisis.

Tribal Sovereignty, Tribal Nations & Preparedness

In the United States, there are 573 federally recognized Indian tribes across 35 states. Tribal governments are sovereign entities with the inherent right to self-government, including the authority to create their own laws. This includes taking steps to prepare for and respond to public health emergencies. Tribal nations maintain a government-to-government relationship with the U.S. government.

For a variety of reasons, tribal nations may be particularly concerned about preparedness issues. For example, infectious disease emergencies may pose a greater threat to tribes than to the general U.S. population, as the American Indian/Alaska Native (AI/AN) population has experienced higher mortality rates than other groups during influenza pandemics. In addition, natural and manmade disasters have had significant impacts on tribal communities. Some examples of these disasters include the Deepwater Horizon oil spill in 2010, the Gold King mine wastewater spill in 2015, Hurricane Irma in 2017, and the California wildfires in 2018. The current opioid crisis the nation is experiencing has had devastating impacts on the

AI/AN population, as data indicate that AI/AN <u>overdose deaths</u> are significantly higher than other racial and ethnic groups. All of these concerns demonstrate the need for tribal public health infrastructure that can respond to a wide variety of situations.

Collaboration & Coordination

Some tribal nations have large land bases that are self-contained, whereas others have relatively small land bases that are intertwined with surrounding non-Indian communities.

In addition, due to historical federal policies, tribal land was sold to non-Indian parties but remained within reservation boundaries. This has created a "checkerboard" pattern of ownership in much of Indian Country, which raises unique jurisdictional challenges.

general, In federally recognized tribes operate independently from state government control. Yet. tribes frequently collaborate and coordinate with states and local governments through intergovernmental



Source: University of Pittsburgh Graduate School of Public Health Center for Public Health Practice, 2018

agreements – on issues involving mutual interest, such as emergency preparedness and environmental concerns. There can be challenges, though, with navigating public health and emergency response in Indian Country due to the jurisdictional issues described above. Tribal nations also vary greatly regarding their <u>public health infrastructure and capacity</u>. Therefore, legal preparedness can be critical for effective emergency preparedness and response in Indian Country.

The Tribal Legal Preparedness Project

The Tribal Legal Preparedness Project (TLPP) at the University of Pittsburgh Center for Public Health Practice (CPHP) has been established to assist tribal nations interested in enhancing their legal preparedness capacity. In 2016 and 2017, CPHP hosted a series of listening sessions around the country with tribal nations and their key partners to seek input regarding:

- The most important issues tribal nations face in relation to tribal sovereignty during times of preparedness and response; and
- The resources and authorities that are critical for effective tribal response to public health emergencies.

Based on information collected during the listening sessions - as well as other conversations with tribal nations and their key partners – the TLPP developed online training modules and a resource library with both general and tribal-specific resources regarding legal preparedness. The four free training modules and resource library are accessible by visiting the <u>TLPP website</u>:

- What Is Legal Preparedness and Why Is It Important to Tribal Nations?
- Jurisdictional Issues and Using the Law to Enhance Cross Jurisdictional Collaboration
- Disaster Declarations
- Best Practices

These modules introduce legal preparedness that can be used to educate tribal leadership, discuss how the law can be used to achieve cross-jurisdictional coordination, and explain the disaster declaration mechanism – including the direct tribal disaster declaration process provided under the Sandy Recovery Improvement Act of 2013. The last module provides an array of best practices shared by tribal nations, including audio and video recordings of tribal public health/emergency management practitioners. These best practices allow tribal nations to share their success stories and help other tribes.

Addressing Legal Concerns Before a Crisis

Legal preparedness is a vital component of emergency preparedness for all jurisdictions, including sovereign tribal nations. For example, in an infectious disease outbreak, tribal nations may need to quarantine their members. If laws, policies, and procedures are not in place, that process can be complicated, particularly if jurisdictional issues arise due to the location of the tribal member. This can also lead to delays in protecting public health. The resources developed by the TLPP will assist tribes with enhancing their legal preparedness capacity by helping them address legal concerns before a crisis occurs.

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Tina Batra Hershey, JD, MPH, is an assistant professor in the Department of Health Policy and Management at the University of Pittsburgh Graduate School of Public Health, an adjunct professor at the University of Pittsburgh School of Law, and the associate director of law and policy at the Center for Public Health Practice. She is actively involved in state and national programs involving legal preparedness, as well as efforts to enhance tribal legal preparedness for public health emergencies. She is a frequent national speaker on legal preparedness issues and has co-authored two public health emergency law manuals and bench books. Her research interests also include law and policy issues related to the delivery and quality of health care services, as well as health equity. Before coming to Pitt Public Health, she was a health care attorney in Washington, D.C., and Pittsburgh, Pennsylvania. She is a cum laude graduate of Villanova University and received a joint Juris Doctor (with honors) and Master of Public Health in Health Policy from The George Washington University.

