

**Introduction:** The Nevada of 2018 would hardly be recognizable to those living in our state a decade prior. Nevada is, once again, among the fastest growing populations in the nation; the New Nevada envisioned, championed, and delivered by Governor Sandoval has improved and diversified the economy in unimaginable ways; and, if 2017 is any indication, Nevada faces new and more intense threats and hazards than previously, too. In order to provide safe and livable communities in the New Nevada, we must consider taking bold new measures to ensure the way we provide for emergency management and homeland security evolves as well.

As described in this report, we believe that the New Nevada requires reflection on current practices, a new paradigm of resilience to align statewide efforts with, and an initial plan for how to begin this process. The new approach recommended here aims to ensure that Nevada's efforts are adaptable, strategic, and collaborative, and in order for them to be successful, they will require a deliberate process, leadership, and investment from every level of government. They are provided here for the consideration of the Nevada Commission on Homeland Security (NCHS).

**Background and Framework:** There are two major factors that informed the development of the recommendations as well as the form of their presentation here. First, the previous report to the NCHS, entitled "Initial Lessons Learned from the 2017 Disasters in Nevada," which detailed the extraordinary year of emergencies and disasters that Nevada faced. Second is the Governor's direction that the Division of Emergency Management align its mission and visions with the "100 Resilient Cities" initiative in his 2016 strategic plan, "Generations to Come: Nevada's Strategic Planning Framework." The former factor influenced the type of recommendations included here, while the latter provided a fresh lens for exploring and implementing them.

The previous report and recommendations covered Nevada's extraordinary year in emergencies and disasters, including unprecedented fires and flooding, as well as the tragic events of 1 October. The previous report attempted to show the events of calendar year 2017 against Nevada's disasters in previous years, and to provide recommendations based on the lessons learned from both historic and recent incidents. Like this report, the previous recommendations were budgetary, policy, and operational terms, yet unlike this report, they were further categorized with respect to whether they were to be implemented in the immediate, intermediate, or long term.

The 100 Resilient Cities framework provides a complex solution for Nevada's complex challenges. Although the idea of community resilience is much larger than just emergency management, emergency management is an appropriate place to begin this important work in our state. To be clear, the Governor's directive that DEM align its vision with the 100 Resilient Cities model is nothing short of a paradigm shift for emergency preparedness, response, and recovery in Nevada, and the consideration and implementation of these recommendations by the NCHS will allow Nevada to begin to align with this new model.

The 100 Resilient Cities model is based on the recent work and investment of the Rockefeller Foundation and ARUP, and is described in detail in their “City Resilience Framework” publication, which this report refers to throughout. The “City Resilience Framework,” in its purest form, addresses building resilience at the city level and does so by organizing government systems, policies, and leaders into four categories: *Leadership and Strategy, Health and Wellbeing, Economy and Society, and Infrastructure and Ecosystem*. The 100 Resilient Cities focus on local, urban areas is too small of a scope to apply directly to statewide initiatives in Nevada, and the four categories are too broad for state and local emergency management officials to apply. Therefore, this initial effort relies on the “Qualities of Resilient Systems” defined in the framework as a starting point.

The “Qualities of Resilient Systems” were developed to identify what positive characteristics contribute to the likelihood of community resilience, or, its ability to rebuild after a shock or prolonged disruption. The qualities, seven in total, are listed and defined below, paraphrased from the “City Resilience Framework.”

- **Reflective:** Reflective organizations and systems embrace a changing and uncertain landscape, and they have internal features that allow them to evolve as well.
- **Robust:** Robust systems, designs, and organizations are thoughtfully conceived and developed, and are supported with adequate resources to address the existing and potential threats and hazards.
- **Redundant:** Redundant systems plan for additional capacity that can be employed during times of shock or prolonged disruption.
- **Flexible:** Flexibility refers to mechanisms inherent to a system that allow for changes when conditions change.
- **Resourceful:** Resourceful systems are made up of people who can quickly achieve their goals even if normal procedures and methods are disrupted.
- **Inclusive:** Inclusiveness states that communities are more likely to be resilient if they seek and obtain input from as broad an audience as possible, including vulnerable groups.
- **Integrated:** Integration refers to the alignment of public, private, and other entities toward a single goal and vision.

The “Qualities of Resilient Systems” listed here provide the framework for the recommendations outlined below. If they are implemented in various forms, then Nevada will take a monumental step forward toward the Governor’s directive of aligning Nevada’s emergency management visions with the 100 Resilient Cities model. The recommendations below are accompanied by a suggestion of the best way to implement each upon the Commission’s concurrence, either through a directive of the Commission (D), as an executive order from the Governor (EO), as a budgetary item (B), as a legislative item (L), or as some combination these four.

- 1) **Reflective:** Reflective organizations and systems embrace a changing and uncertain landscape, and they have internal features that allow them to evolve as well.
  - a) *Empower the Homeland Security Working Group Co-Chairs to prioritize specific needs for 2018 grant cycle based on recommendations developed during the ongoing After Action Review process for the 1 October event. Initial recommendations include the development of patient tracking capabilities, replacement body armor, mass casualty response bags, and external support for additional after action assessments. (D, EO)*
  - b) *Empower the Homeland Security Working Group Co-Chairs to identify and prioritize programs that are essential for sustainment through the THIRA/SPR process for funding for the 2018 grant cycle. (D, EO)*
  - c) *Create partnerships with institutions within the Nevada System of Higher Education in order to provide external technical assistance and policy and programmatic review for emergency management and homeland security in Nevada. (D, EO)*
  
- 2) **Robust:** Robust systems, designs, and organizations are thoughtfully conceived and developed, and are supported with adequate resources to address the existing and potential threats and hazards.
  - a) *Create funding override capabilities for the state's Emergency Assistance Account (EAA) and Disaster Relief Account (DRA). This budgetary change would be further enhanced if statutes were changed to address the ways in which money can be transferred from the DRA to the EAA. Additionally, both accounts require additional allocations of funding given the demands that have been placed on each throughout calendar year 2017. (B, L)*
  - b) *Reestablish the Individual Assistance (IA) program at the state level. A state IA program formerly existed in Nevada, however it was removed during the economic downturn. With the extremely high barriers to receive federal IA support, reestablishing the state-level IA program would provide an opportunity for private properties owners to rebuild more quickly after an emergency or a disaster. (B, L)*
  - c) *Increase the state general fund allocation to DEM in order to allow more grant dollars to be available for local and tribal partners. Currently, DEM's budget is approximately 90% grant funded and 10% state general fund. This causes a number of challenges for the agency with respect to matching funds and so on, but its presents the biggest challenge to local jurisdictions by denying them resources that could be used to build local capacity. In addition to increasing the existing allocation to DEM, decision makers should also consider new state general fund appropriations to reestablish the position of Deputy Chief within DEM, fund the state Search and Rescue program required in NRS 414, and building out a Planning, Training, and Exercise program in southern Nevada, as described below. (B)*

**Recommendations for the Nevada Commission on Homeland Security**

Deputy Chief John Steinbeck, Clark County Fire Department

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- d) *Require National Incident Management System training for state-level agency directors and key personnel. This training would provide state agency leaders with an overview of emergency management in Nevada and an understanding of why their agencies are necessary to support the State Emergency Operations Center through Emergency Support Functions is crucial. These agency heads should also be required to participate in a survey regarding the services they can provide during an emergency, and their specific emergency resources. (D, EO)*
  - e) *Require DEM to provide an annual report to the Nevada Department of Education, the Public Utilities Commission, and the Gaming Control Board regarding the status of compliance with emergency response plans for entities under their jurisdiction or oversight. (L)*
- 3) **Redundant:** Redundant systems plan for additional capacity that can be employed during times of shock or prolonged disruption.
- a) *Identify general funds, grant funds, and sources of local and private funding to establish a Southern Nevada Regional Emergency Operations Center for Clark County Office of Emergency Management. This facility, if established, could coordinate resources and information during emergencies and disasters, and it could also serve as the home of DEM's southern Nevada Planning, Training, and Exercise program. (B)*
  - b) *Establish a deployable statewide Incident Management Assistance Teams (IMAT). This on-call team would serve in a reserve capacity, activated during emergencies and at the request of local, state, or tribal jurisdictions. (B, L)*
  - c) *Establish a deployable Disaster Assistance Response Team through Nevada Volunteers/AmeriCorps. (D, EO)*
- 4) **Flexible:** Flexibility refers to mechanisms inherent to a system that allow for changes when conditions change.
- a) *Under the authority of the State Disaster Identification Team (NRS 414.300), require DEM to develop information sharing protocols in regulation for HIPAA protected information and Personally Identifiable Information between local, state, federal, tribal, private sector, and non-profit entities to assist in the recovery process for a declared state of emergency. Further, require state and local agencies to participate in training and exercises for HIPAA and PII information sharing protocols developed by the State Disaster Identification Team. (D, EO)*
  - b) *Allow the Nevada Commission on Homeland Security to have one bill draft request for each legislative session. This would not only allow the Commission to have a distinct voice in the policy development process, but it would also ensure that state-level policy evolves as the landscape and environment evolves. (L)*
  - c) *Establish statutory provisions for licensure of out-of-state, private medical practitioners during emergencies and disasters. (L)*

- 5) **Resourceful:** Resourceful systems are made up of people who can quickly achieve their goals even if normal procedures and methods are disrupted.
- a) *Direct de-obligated and other available grant funding to support recovery and reimbursement efforts associated with the 1 October incident in Las Vegas, to include purchasing replacement equipment and supporting countywide AAR activities. (D, EO)*
  - b) *Temporarily reduce the membership of the Homeland Security Working Group to approximately 1/3 of its current size for the 2018 grant cycle in order to ensure focus is on sustainment efforts and addressing immediate needs. (D, EO)*
  - c) *Work with the federal delegation to amend the Stafford Act to ensure that man-made disasters can be declared as emergencies and disasters. (D)*
  - d) *Create a state-specific certification standard for emergency managers. (D)*
- 6) **Inclusive:** Inclusiveness states that communities are more likely to be resilient if they seek and obtain input from as broad an audience as possible, including vulnerable groups.
- a) *Require the Homeland Security Working Group Co-Chairs to host an annual, statewide conference to gather input from various communities and demographics, including people with functional needs, and to share information and best practices. (D, EO, L)*
- 7) **Integrated:** Integration refers to the alignment of public, private, and other entities toward a single goal and vision.
- a) *Require DEM and the Las Vegas Urban Area Working Group to develop an annual preparedness report and recommendations for improvement. (EO, L)*
  - b) *Require the Co-Chairs of the Homeland Security Working Group to develop a statewide Homeland Security strategy. (EO, L)*
  - c) *Require Nevada's Fusion Centers to develop a joint threat assessment annually. (EO, L)*
  - d) *Require state agencies to receive training on state emergency response procedures for activation in the State Emergency Operations Center as Emergency Support Functions, as well as activation as Recovery Support Functions under the State Recovery Framework. (EO, L)*
  - e) *Require DEM to propose a plan to reduce the number of committees overseeing various grant processes and replace them with a statewide resilience committee in order to better align with Governor's vision. (D, EO)*
  - f) *Require DEM to create regulations for all DEM grants. (L)*

**Next Steps:** Implementation of these recommendations can take a number of forms. As signified above, some of these recommendations can be carried out by the Co-Chairs upon the direction of the Commission, while others would be enhanced by an executive order. The Policy and budgetary recommendations would need to be refined further ahead of the upcoming budgetary and legislative processes.