

Compendium of Public-Private Partnerships for Emergency Management

Presented by:

**International Association of Emergency Managers (IAEM)
National Incident Management Systems and Advanced Technologies (NIMSAT)
Institute**

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TABLE OF CONTENTS

Stakeholder Thoughts.....	1
A Note From Dr. Ramesh Kolluru, Executive Director	2
Introduction	4
What Is PADRES? -- The Genesis of a Mnemonic	6
Public-Private Partnerships: Publicly Accessible	8
What is a Publicly-Accessible PPP? Definition	8
What Does a Publicly Accessible Partnership Look Like? Survey Results	8
Public-Private Partnerships: Dedicated	11
What is a Dedicated PPP? Definition	11
What Does a Dedicated Partnership Look Like? Survey Results.....	11
Public-Private Partnerships: Resourced	14
What is a Resourced PPP? Definition.....	14
What Does a Resourced Partnership Look Like? Survey Results	14
Public-Private Partnerships: Engaged	22
What is AN Engaged PPP? Definition	22
What Does an Engaged Partnership Look Like? Survey Results	22
Public-Private Partnerships: Sustainable	26
What is a Sustainable PPP? Definition	26
What Does a Sustainable Partnership Look Like? Survey Results	26
Putting It All Together: PADRES.....	31
Who Meets the Litmus Test?	31
What if you don't Pass the test?.....	31
References Cited.....	37
Appendix A: Case Studies	38
Appendix B: PPP Survey Instrument.....	48
Appendix C: PPP Sample Documents	50
Sample Industry Agreement (Louisiana).....	50
Sample Legislation (California)	55
Sample MOU (California)	56
Sample EOC Representation Application (Iowa).....	58
Appendix D: Acronyms	63

LIST OF FIGURES

Figure 1: Types of Partnerships.....	7
Figure 2: Publicly Accessible	9
Figure 3: Resources Provided.....	10
Figure 4: Dedicated Partnerships.....	12
Figure 5: MOU by Category.....	13
Figure 6: Partnership Focus Categories	13
Figure 7: Functionality of Communications	19
Figure 8: Resourced Partnerships	20
Figure 9: Engaged Partnerships	24
Figure 10: Partnership Roles	25
Figure 11: Sustainable Partnerships.....	29
Figure 12: Percentage of Partnerships Meeting PADRES Criteria.....	32

LIST OF TABLES

Table 1: Functionality of Communications	16
Table 2: Communications Systems Employed	20
Table 3: PADRES breakdown by PPP type.....	31

STAKEHOLDER THOUGHTS

"IAEM applauds NIMSTAT for their time, efforts and expertise in Public Private Partnerships. This report provides all Emergency Managers with a knowledgeable overview of Public Private Partnerships in the US and provides a roadmap for improvement. The ideas presented in this document will facilitate any local planning efforts. This is truly a valuable document for Emergency Management practitioners looking to take their program to the next level."

*Julie Kachgal, Walt Disney Corporation
Chair, IAEM Private Sector Caucus*

"There is a positive revolution occurring in emergency management to build upon effective public-private partnerships across the nation. The purposes of this collaboration are all at once humbling and daunting – to save lives, protect property and help communities recover more fully. Every revolution needs a leader and a foundation. Dr. Ramesh Kolluru and his team at NIMSAT are the tip of the spear of that leadership team. And this report is the most comprehensive foundation I have seen. I commend everyone to read it, promote it, and expand the revolution."

*Daniel Stoneking
Director, FEMA Private Sector Office*

A NOTE FROM DR. RAMESH KOLLURU, EXECUTIVE DIRECTOR

It's time to make new mistakes!

Greetings to practitioners, enthusiasts, champions, and students of public-private partnerships across the US. Over the past three years, we have collectively been on an exciting journey of enhancing our disaster resiliency through the creation of public-private partnerships at all levels – local, state, regional and national. While we have covered a great distance, there are still many more miles left to travel.

As several of you were on this journey, my staff and I were chronicling your successes, and in some cases challenges, through a “discovery” of our own. I am pleased to present the findings of a study of our assessment of the current landscape of public-private partnerships (PPPs, hereafter sometimes referred to as the *partnership*) and an assessment of the state-of-practice of PPPs in emergency management. This study was conducted by researchers at the National Incident Management Systems and Advanced Technology (NIMSAT) Institute at the University of Louisiana at Lafayette (UL Lafayette) and was based on nation-wide surveys of emergency managers and homeland security professionals comprised of individuals of the International Association of Emergency Managers (IAEM) and National Emergency Management Association (NEMA).

Through this report, we seek to disseminate lessons we learned from the nation-wide survey of public-private partnerships as well as our own experiences of leading the implementation of the Louisiana Business Emergency Operations (LABEOC) Center, under the direction of the Louisiana Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) and Louisiana Economic Development (LED) with support from LSU's Stephenson Disaster Management Institute. The NIMSAT Institute has been working with the FEMA Private Sector Office, the U.S. NORTHCOM, the U.S. Chamber of Commerce and other stakeholders across the nation in capturing best practices and advancing the implementation of innovative public-private partnerships at local and state levels, and most recently the National BEOC! It was gratifying to see this integrated PPP model work effectively in the service of private and public sectors during Hurricane Isaac in the summer of 2012.

The intended readers of this report are the nation's emergency directors, leaders in government, and private sector managers. It is particularly directed towards the newly elected city mayor, county president or state governor who wants to understand the state-of-the-art in PPPs and how to develop or enhance PPPs within the scope of their responsibility. As follow-up to this study, we expect to release a “How-to Manual” for the development of public-private partnerships, in the next year. I hope that this compendium will provide you useful information, templates, and resources for the establishment of PPPs to facilitate this endeavor. This report and additional resources are also available of the website: www.PADRES-PPP.org for your convenience.

I wish to thank my friend Bryan Koon for asking me to undertake this study, and to Bryan Strawser for his continued championing of the work. Special thanks also to Shane Stovall for initializing and to Julie Kachgal for supporting this study on behalf of the IAEM Private Sector Caucus. Julie and IAEM are proving to be great partners in the development of this project and many of our synergistic efforts to improve PPPs such as the Big Business-Small Business Mentorship Program. NEMA and IAEM deserve great credit for sending our surveys to their membership. My sincere appreciation to my friend, mentor, and coach Dan Stoneking who has offered significant guidance and insights into PPPs since his appointment as director of FEMA's Private Sector Division – there is no bigger champion for PPPs than Dan. FEMA PSD and DHS are now leading a national transformation in PPPs through the development of the National BEOC model – my great kudos to Dan, his FEMA PS team including Jeannie Moore, Ashley Small, and Bridger McGaw at DHS for this pioneering effort. I would also like to acknowledge Alex

McLellan, Principal Analyst at the Homeland Security Institute who volunteered his time to conduct a thorough review of the document – it was very helpful to have his methodical review and insightful comments.

I wish to thank members - present and past - of my inspiring team at the NIMSAT Institute, for their incredible efforts in compiling this information and contributing to our PPP leadership efforts. Notable mentions are Dr. Mark Smith, Dr. Raju Gottumukkala, Mr. Preston Bates, Ms. Andrea Aloisio, Mr. Skip Breeden, Ms. Mickie Valente, Mr. Jason Rawls, and Mr. Glenn Gibeson. Lastly, and certainly most importantly, I wish to thank Mark Cooper, former Director of Louisiana GOHSEP for having the vision of saying “Yes”, when I proposed the idea of establishing the LABEOC, our PPP in Louisiana – without his support then, and now as Senior Director of Wal-Mart Emergency Management, many of my ideas would have just remained ideas. Mark is a true champion and a leader in the discipline!

Personally, it was gratifying for me to see the many PPP champions across the nation who generously contributed their time to educate us on their experiences. This compendium is a synthesis of their knowledge and a treatise to their desire to share in their wisdom. As a community of PPP practitioners, it is our goal that we support each other in the development of the PPP capability by sharing what worked and equally important, what failed in our respective efforts.

The NIMSAT Institute commits to continue to host and maintain the survey capability on the www.PADRES-PPP.org website, as a mechanism for on-going data collection, analysis and enhancement of this Compendium. We call on new PPPs as they emerge to visit the website to post their information so we can share lessons we have learned and disseminate your success stories. Please note that the landscape of PPP is evolving rapidly; as such, I take complete blame for any omissions and mistakes. Just in the past two months, I learnt of the development of a PPP in the State of Rhode Island, under the leadership of Julie Zito and Alex Ambrosius. As we welcome the newest entrant into the family, please reach out to us at info@nimsat.org to address our omissions in this report.

Our journey is far from over....collectively, we have miles to go before we sleep! Here's to learning from others' mistakes, making new mistakes, and celebrating the milestones of our collective expeditions!

Sincerely,



Ramesh Kolluru, Ph.D.

Executive Director, NIMSAT Institute

Interim Vice President for Research, University of Louisiana at Lafayette

INTRODUCTION

FEMA Administrator Craig Fugate summarizes the underlying premise by which FEMA and communities are approaching emergency response and disaster recovery today through the following statement:

“We now focus on engaging the Whole Community in preparedness activities. We have realized that a federal-centric approach will not yield success and that instead we must collaborate and engage with partners at every level of government as well as the nonprofit and private sector.”^[1]

Fugate’s words are more than a sound bite. Within the past three years, FEMA’s Private Sector Office (PSO) has taken significant steps to encourage and support local and state efforts to develop more robust integration of the private sector in developing community resiliency. Private sector liaisons have been hired in each of FEMA’s 10 regional offices to both engage businesses with FEMA and to encourage and support public-private sector collaboration in each of the states.^[2] A private sector seat has been established at FEMA’s National Response Coordination Center (NRCC). This private sector representative, selected from different national-scale businesses on a rotating basis, assists the agency in developing stronger communication links with the private sector and identifying opportunities to collaborate with a broad spectrum of non-government organizations. Simultaneously, Daniel Stoneking, Director of FEMA PSO has led a broad stakeholder effort in developing a conceptual framework for the National Business Emergency Operations Center (NBEOC), to help facilitate coordination and information sharing between public-private partnerships (PPPs) at the local, state, regional and federal levels. As of this writing, FEMA is staffing a formal NBEOC Directive for approval and implementation.

National organizations have also lent their expertise to the mission of facilitating public-private collaboration to assure more self-reliant communities and resilient economies. Over the last decade, the Business Executives for National Security (BENS) helped launch a number of partnerships such as the Safeguard Iowa Partnership, the New Jersey Business Force, and the California Resiliency Alliance. These partnerships today serve as national models on how to both launch and sustain effective partnerships with emergency management.

It seems self-evident that the private sector would be primary partners in emergency management since it provides the majority of jobs, owns more than 80 percent of critical infrastructure, and produces the goods and services that are necessary to keep an economy and a community functioning. While the public sector does operate much of the organizational structure that allows for large-scale response and recovery operations, the deployment of those operations depend on private sector support. However, despite those obvious interdependencies, launching public-private partnerships are not as simple as just deciding to do the right thing! Any such effort to bring public and private sector participants together to reach common goals must first deal with developing a mutual trust between them, a trust that can take years of close collaboration to build. To succeed, the partners must share sensitive information, commit resources, and overcome legal and regulatory obstacles. The partnerships described in this report have demonstrated a variety of approaches to building those foundational relationships and to developing a value proposition that is relevant to government; individual businesses, business organizations, and non-profits.

Most of the active PPPs focused on emergency management are launched by local or state emergency managers who are looking to enlist private sector partners to shore up the public sector’s delivery of services in responding to disaster. While there is no single model that works in every community, there are common experiences and demonstrated approaches that have helped many of the public-private initiatives achieve realistic goals. Based on our surveys, in the early stages of their evolution, PPPs tend to engage the private sector in several key roles:

- ★ Facilitating the identification, donation and procurement of local products and services essential to disaster response and recovery activities.
- ★ Improving information flow and cross-sector communications between the public and private sectors.
- ★ Assessing the immediate and long-term economic and community impact of a disaster on the public sector, businesses and the overall economy.

Public-private partnerships are not a new concept. They are commonly used whenever there is clear mutual benefit to be derived from pooling resources, expertise, and funding toward reaching common objectives. Often economic development organizations at the local and regional levels are structured as a partnership because such a structure allows them to draw on both government and industry expertise and financial support.

In the 21st century, building structured public-private collaborations to leverage resources has become a major focus for emergency managers at all levels of government. The reasons local and state governments are turning to the private sector for support are practical ones - to optimize and adapt to shrinking budgets, as well as to tap additional expertise and focus on business resumption to assure quicker and more robust economic recovery. Timing has also played a dramatic role in encouraging the private sector to improve collaborative efforts with public sector emergency managers. The first decade of the 21st Century has witnessed catastrophic events on an international scale which has shocked the public conscience of Americans into facing the true price of major disasters in terms of human suffering, economic and environmental costs. Tough lessons learned from the terrorism attack on 9-11 ushered in a new era focused on “homeland security” and challenged communities around the country to fortify law enforcement and citizen engagement in community safety programs. Just four years later, the suffering of those affected by the aftermath of Hurricane Katrina and the levee breaks, alerted Americans that the engagement of all sectors of government, business and non-government/non-profits is essential for a more effective and efficient response.

While the development of formally structured government-business collaborations might be a relatively new concept to those engaged in emergency planning, the value proposition of doing so should be clear to potential partners from all sectors. That point is best made by the accomplishments of the most robust emergency management partnerships that are outlined in this Compendium.

Purpose

The purpose of this document is to present the findings of a study of the current landscape of public-private partnerships and an assessment of the state-of-practice of PPPs in emergency management. This study was conducted by the researchers at the NIMSAT Institute at the University of Louisiana at Lafayette and was based on nation-wide surveys of emergency managers and homeland security professionals. This report was commissioned by the International Association of Emergency Managers (IAEM), and extended at the further request of the US Chamber of Commerce. The study is based on surveys administered to the memberships of NEMA and IAEM which focused on collecting data to determine the similarities in the goals, missions, private sector participation, funding, challenges, and successes that exist across various partnerships. The authors hope that this report will help emergency managers understand the requirements of effective partnerships between the public and private sectors, and show alternative ways that partnerships can be achieved and promoted.

Intended Audience

The intended readers of this report are the nation’s emergency management directors, leaders in government, and private sector managers. It is particularly directed toward the new executive officer

who wants to understand the state of the art in PPPs and how to start and develop PPPs in the scope of their responsibility.

Document Scope, Boundaries and Limitations

It is essential to limit the types of PPPs with which this compendium is concerned. PPPs exist in education, economic development, infrastructure investment, and cultural domains. For the purpose of this document, we are ideally interested in PPPs for homeland security and emergency management, specifically all-hazards, locally/regionally-based emergency management partnerships that offer aid across the entire life cycle of an emergency.

Process

The compendium is based on the results of a survey conducted by the NIMSAT institute in early 2011 based on a list of contact information for state emergency managers obtained from NEMA. From the surveys sent, 68 valid responses were returned to the NIMSAT Institute as of the date of this report. At the request of the US Chamber of Commerce, an additional follow up technology questionnaire was sent to 7 key PPPs. Furthermore, 11 responses to the FEMA public private partnerships models survey^[3] were also added to the compendium analysis to gather a broader understanding of national practices. This report and its follow up on best practices, due in Spring 2012, will be available on the NIMSAT Institute website (<http://www.padres-ppp.org>) as well as the FEMA PSO (best practices website (<http://www.fema.gov/privatesector>)).

WHAT IS PADRES? -- THE GENESIS OF A MNEMONIC

At FEMA's First National Conference on "*Building Resilience through Public-Private Partnerships*" held on August 3 – 4, 2011, Washington, DC, FEMA PSO Director Daniel Stoneking announced the development of the Publicly Accessible, Dedicated, Resourced, Engaged, and Sustainable (**PADRES**) framework as a rubric to evaluate the important dimensions of an effective PPP.

The conference was sponsored by FEMA in collaboration with the Department of Homeland Security (DHS) and United States Northern Command. The conference was co-hosted by the U.S. Chamber of Commerce and the American Red Cross. More than 40 speakers from both the private and public sectors shared valuable insights into the challenges, dynamics, and future of public-private partnerships as they relate to emergency management. Opening speakers included Governor Tom Ridge, Secretary of Homeland Security Janet Napolitano, and CEO of the American Red Cross, Gail McGovern. FEMA Administrator Craig Fugate spoke about the critical interdependence of the private and public sectors when it comes to emergency management, and Mayor Bob Dixon of Greensburg, KS, shared the important role public-private partnerships played in rebuilding his town greener and better after a catastrophic tornado destroyed it in 2007.

The conference drew over 250 in-person participants, and the live webcast received nearly 1,000 hits. Slightly over half of the in-person participants came from private sector and non-profit organizations, while the rest came from the public sector, representing city, local, state, and federal governments. At least 19 federal agencies and organizations were represented, including the White House Security staff, the Department of Housing and Urban Development, the Small Business Administration, the Department of Health and Human Services, and 20 different states and territories.

During the conference, participants also collaborated and agreed upon the following definitions to a basic set of compelling principles as captured in the mnemonic "PADRES" – a Publicly Accessible, Dedicated, Resourced, Engaged and Sustainable state/territory led or supported public-private partnership.

Publicly Accessible	<i>The contacts, leadership, skills, information, resources, and capabilities of the collaborative partnership are recognized by, available to, and accessible by the general public. This ensures that before, during, and after an incident, the general public has trust and confidence in the partnership to provide accurate and timely information and meaningful services in support of protecting life and property.</i>
Dedicated	<i>Successful partnerships have identified a full-time liaison or other organizational structure to staff and manage the public-private partnership and implement the partnership's strategic plan.</i>
Resourced	<i>Resourced partnerships have funding, facilities, tools, and staffing available to support partnership efforts.</i>
Engaged	<i>There should be active support, participation, and two-way communication by public and private sector leadership and members in a successful partnership. The partnership actively trains, exercises, prepares, responds, recovers, and mitigates.</i>
Sustainable	<i>Sustainable partnerships are supported by strategic plans, funds, and resources necessary for long-term viability. Activity takes place around the year, and throughout the emergency management cycle.</i>

It is important to understand that the PADRES framework, while appropriate for most PPPs, is not a one-size-fits-all solution for every situation. Examples of this include homeland security and critical infrastructure and key resource (CIKR) partnerships that restrict access to a select audience of law enforcement or industry specialists. This is as it should be. Frequently these types of PPPs already have a seat at the state EOC and in some instances dedicated lines of communication. Likewise, PPPs developed to address short term goals do not need to be sustainable; others may go into extended periods of hibernation between activations which would make the maintenance of such activities costly and impractical. An example of this might include PPPs formed to facilitate a major sporting event or a landmark anniversary celebration that does not need a plan for perpetuity.

Every PPP can use the PADRES framework as a metric to measure itself, but not necessarily as a goal to achieve. The PADRES framework presents an important list of attributes for long term success, but not every situation calls or allows for all of them in the same degree. The following report presents each of the PADRES attributes, illustrates examples of them in practice, and summarizes the survey data on them. Finally, the report looks at organizations that most clearly meet the PADRES ideal of an effective PPP. The report examines each dimension as it appears in our survey and as a whole in the concluding chapter of the report. The compendium concludes with case studies for various PPPs throughout the country, sample organizational documents, partnership agreements, and membership lists to help in the creation of new PPPs.

The following chapters will define each part of the PADRES model, discuss the options and variability found in PPPs, and discusses the key findings from the data. Finally, a comprehensive look at the achievability of the total PADRES model will be examined with the challenges facing the PPP community.

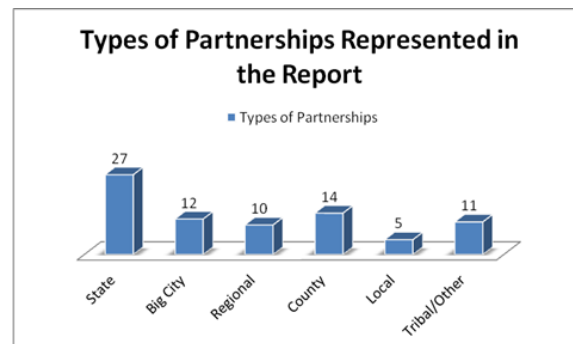


Figure 1: Types of Partnerships

PUBLIC-PRIVATE PARTNERSHIPS: PUBLICLY ACCESSIBLE

WHAT IS A PUBLICLY-ACCESSIBLE PPP? DEFINITION

“...To be publicly accessible, the contacts, leadership, skills, information, resources, and capabilities of the collaborative partnership are recognized, available and accessible by the general public. This ensures that before, during and after an incident, the general public has trust and confidence in the partnership to provide accurate and timely information and meaningful services in support of protecting life and property.”

WHAT DOES A PUBLICLY ACCESSIBLE PARTNERSHIP LOOK LIKE? SURVEY RESULTS

There are dozens of public-private partnerships operating throughout the country that have improved the emergency management capabilities and provided a heightened sense of self-reliance at the local, regional and state levels. The ultimate goal of these partnerships is, of course, to serve the general public and support the protection of life and property.

Every PPP has a different specific set of public activities that it engages in fulfilling its purpose. Michael Chumer and Richard Egan^[4] put forward the following set of capabilities from their BEOC study:

1. Notifications/Alerts
2. Intelligence gathering and analysis
3. Collaboration
4. Communication
5. Reach-back into member organizations for specialized expertise
6. Incident Management
7. Incident Management Support (added later during the research process)
8. Visualization
9. Modeling, Simulations and Training
10. Integration (expanded to include a virtual capability)

Not every PPP will be engaged in the full range of these public communications activities throughout the life cycle of an emergency, but all of them will be engaged in some of these activities at some point, and most PPPs will be engaged in the majority. As PPPs mature the list of engagement activities grows as new opportunities arise, relationships mature, and resources develop.

In this aforementioned list, items 1, 3, 4, 5 and 10 identified by Chumer specifically related to the overall goal of most PPPs - establishing 360° situational awareness through bi-directional communications. As part of our study, the surveys uncovered the following critical cross-sector communications functions:

- ★ Identifying and registering businesses that have products and services that will likely be in demand in emergency response and recovery situations.
- ★ Engaging a broader set of partners – businesses, business organizations and non-profit organizations – that can provide information critical to developing accurate situational awareness for improved emergency preparedness, response and recovery.
- ★ Improving vulnerability and capacity assessments before an event as well as damage and economic impact assessments and analysis following an event.

- ★ Engaging businesses and other new non-government organizations in homeland security preparedness including enlisting them to assist in identifying indicators and warnings regarding suspicious, criminal or terrorist activities.
- ★ Operating as an information unit within a local, regional or state Emergency Operations Center, or in a separate or “virtual” BEOC.

Example of Best Practices

At every level, PPPs exist in which they attempt to fulfill a combination of these communications functions. For example, the County of San Diego Office of Emergency Services initiated the Ready San Diego Business Alliance in 2007 to create a coalition of businesses. The coalition contributes resources and senior executive expertise in times of crises in San Diego County. For public accessibility, Ready San Diego created a Business Emergency Activation Notification system which enables them to communicate real time situational awareness to all of its members.

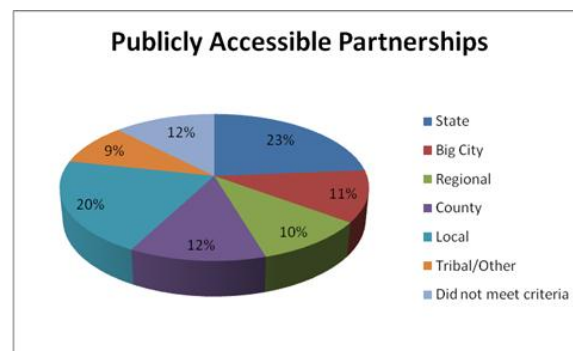


Figure 2: Publicly Accessible

Challenges

As noted in Figure 2, based on survey responses, the State group has the largest percentage of publicly accessible partnerships followed by County. Local and County level partnerships trail closely behind with 20% and 12% respectively. We note that partnerships with focus on CI/KR and homeland security sectors had difficulties meeting the criteria for “Publicly Accessible” due to the confidential nature of those activities. As a result the “P” of the PADRES model may not apply to partnerships whose central mission is security where membership is limited to an industry sector or narrowly defined region. Many of these are focused on a specific threat such as chemical spills or mass casualties. Additionally, if the partnership is supported by a fee-for-service or membership model, then not all services may be publicly accessible. This financial model can set up a potential conflict between financial support and public accessibility.

Key Findings

The following chart shows the responses to one of the questions of the survey which related to the *most commonly available public resources provided to partners through the surveyed PPPs*.

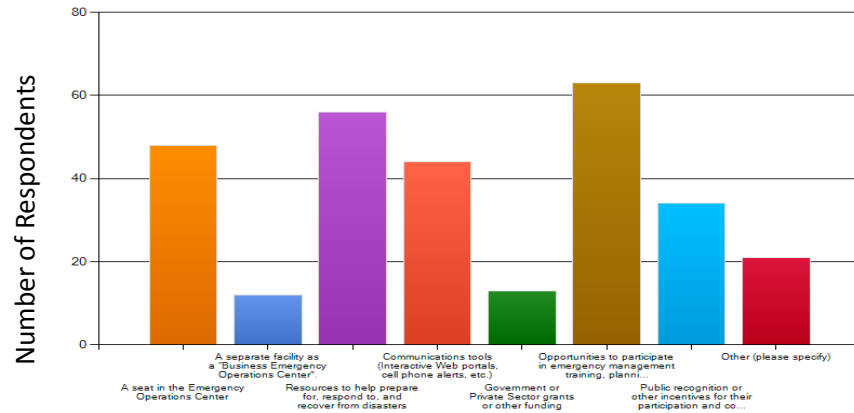


Figure 3: Resources Provided

- ★ It is particularly telling that “Opportunities to participate in emergency management training and planning opportunities” leads the list of activities offered by PPPs. Survey response data suggests that FEMA’s vision of the “whole community” is indeed a shared value – private sector and non-profit actors truly want to be engaged with the public sector emergency management activities.
- ★ This first response is closely followed by “Resources to help prepare for, respond to, and recover from disasters”. It is apparent that across the landscape the public-sector views the private sector as a critical partner to lean on to mobilize resources in support of disaster management.
- ★ The category, “A seat at the state EOC” is the third highest ranking activity, which when combined with access to “A separate facility as a Business EOC” would be the highest. This indicates a strong demand for publicly accessible public-private partnerships to facilitate access to information in a bi-directional manner.

PUBLIC-PRIVATE PARTNERSHIPS: DEDICATED

WHAT IS A DEDICATED PPP? DEFINITION

“Successful partnerships have identified a full-time liaison or other organizational structure to staff and manage the public-private partnership, and implement the partnership’s strategic plan.”

WHAT DOES A DEDICATED PARTNERSHIP LOOK LIKE? SURVEY RESULTS

While private sector and public sector partners regularly discover new ways to collaborate, most of the partnerships that completed the survey for this Compendium, with some exceptions, were initiated as an additional function of public sector emergency management, and have relied significantly on emergency management staff and funding to develop and sustain their activities.

Often, public-private sector collaborations in emergency management are launched after a city, county, or state has experienced a major disaster event. Not surprisingly, they quickly focus on the urgent response and immediate recovery roles: recruiting volunteers, soliciting resources, and gathering donations of water, food, medical supplies, and other life sustaining assistance. Also, in the early stages, these collaborations tend to focus on how to efficiently and effectively attend to the common short-term recovery needs of affected communities. These include the restoration of electric power, telecommunications and the resumption of essential businesses, such as healthcare facilities and retailers for repairing and rebuilding.

While these ad hoc partnerships are often effective in meeting these immediate short-term goals, a dedicated staff and organizational structure are critical for the long-term sustainability of the partnership. This dedication is important for fast response to the next disaster and to avoid having to reinvent the wheel for every new event. There is a wide spectrum of organizational structures that can support a PPP, however the evidence of our surveys and research suggests that a defined structure is necessary to ensure that critical information is shared, partners are held accountable, wasteful duplication of effort is avoided, and overall performance of the partnership can be measured. Regardless of the governance structure, many of these partnerships report a number of similar challenges and solutions to those challenges in their efforts to build the partnerships.

As described below, some public-private partnerships focused on emergency management and disaster resiliency are collaborations without any legal agreements. Over time, there is a tendency for many of these emergency-management centric initiatives to add new types of businesses and organizations, boards of directors, advisory councils, establish missions, and develop well-defined partner roles and responsibilities. In short, they tend to evolve from response-focused collaborations to broader partnerships that participate in post-disaster redevelopment planning and community resiliency strategy development even if the actual organizational structure varies greatly.

It is evident from our surveys that most partnerships identify or seek to identify one or more people as being dedicated to run and execute their partnership. However, at this point in time, less than 50% of the states in the US have a dedicated private sector representative. Further, our research suggests that it has become important to put a face to the name of a PPP to engage public and private sector stakeholders. Likewise, the success of all the partnerships relies on giving partners an appropriate role, one for which they have both the commitment and the capacity to play. In order to facilitate their roles, partners must develop a governance structure to assist in developing consistent management, cohesive policies, and plans for partners to carry out their responsibilities. As the private sector becomes

increasingly engaged, the governance structure also tends to grow. Along the way, common challenges and some similar solutions to those challenges tend to emerge.

Example of Best Practices

Florida's ESF 18 "Business, Industry and Economic Stabilization" team exemplifies this attribute with its two primary purposes. The first is to coordinate communication and outreach to the business and other private sector partners that can support the missions of the EOC emergency response teams. The second is to coordinate local, state and federal agency actions that will provide assistance for the needs of business, industry and economic stabilization. That coordination is done through a network economic, workforce, tourism and other industry partners. It is supported by a host of other regulatory and support agencies such as the state and local chambers of commerce and the Florida Retail Federation that work with employers, employees, entrepreneurs and job seekers on a daily basis.

With that evolution in mind, this report includes an Appendix with a set of resources including MOUs and charters from nationally recognized PPPs that might assist partnership maturation or new partnership development efforts. Those who operate some of the most accomplished of these collaborations caution that new partnerships should focus on a few specific objectives and avoid the temptation to take more than they can manage. Sometimes that means refusing roles and responsibilities when an organization does not have the capacity to fulfill them.

Challenges

In summary 65% of the PPPs studies meet the basic criteria for "Dedicated" under the PADRES model. This was done chiefly in the governmentally sponsored PPPs by having a dedicated public official serve as the point of contact. Our survey results indicate that it has become important to put a face to the name of a PPP in order to enhance engagement with public and private sector stakeholders within communities. Of the respondents 19 of 27 partnerships have identified at least one person as being dedicated to advancing the mission of their PPP.

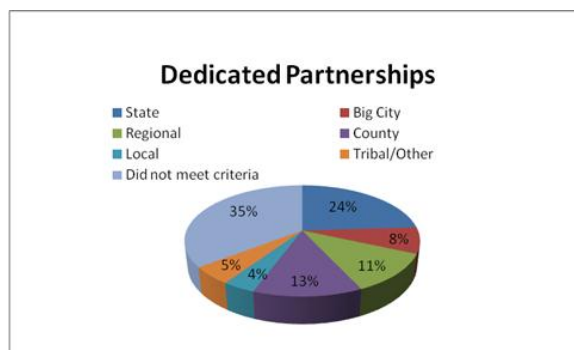


Figure 4: Dedicated Partnerships

However, the challenge remains that 31 of the 50 states and territories are still without a PPP or a designated driver of their PPPs. While lack of resources is often cited as a barrier, it is germane to note that FEMA has recently incorporated language to support PPPs in their grant guidance in an effort to meet its goal that every state and territory of the US should have a dedicated person and appropriate resources to manage their partnership.

Key Findings

- ★ Our survey results show that only 16 out of 61 (28%) of PPPs used Memorandums of Understanding (MOU) to define responsibilities. The respondents identified problems with unfairly favoring some vendors over others as a major reason that more MOUs were not used. It should be noted that both the public and private sector had these concerns and that "trust issues" were repeatedly mentioned as one of the major difficulties in establishing PPPs.

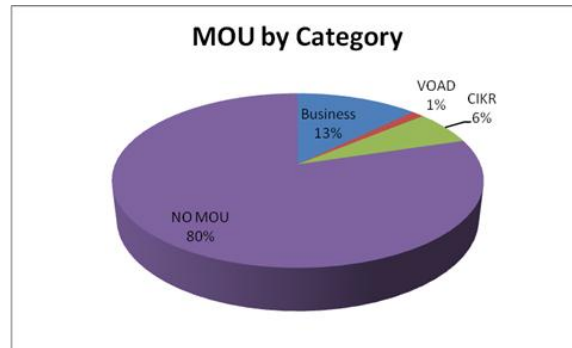


Figure 5: MOU by Category

- ★ The reluctance to show favoritism to certain businesses relates to the focus of the PPPs' mission. Most PPPs concentrate their efforts on promoting general business preparedness. About one-fifth were focused on a specific CIKR sector such as health care, transportation, or utilities. Other major focuses include coordination with voluntary organizations and charities (8%) and promotion of commodity distribution (7%). These later sector-specific PPPs were more likely to use MOUs.

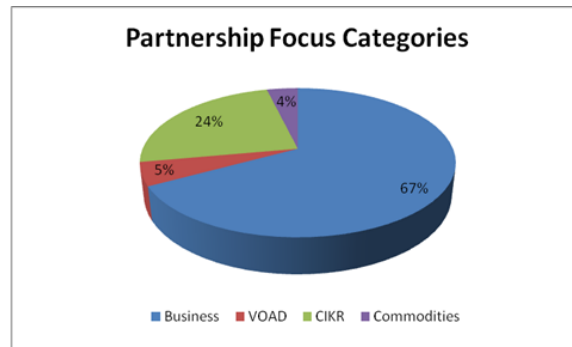


Figure 6: Partnership Focus Categories

- ★ Another survey result considers how the PPPs were structured. Notably, 41 out of 61 (67%) were operated out of the government side of the partnership, while 33% were structured as private entities, usually 501 (3)c organizations. Not all the PPPs had very clear organizational structures. Some were only slightly more than regularly scheduled informal interest group meetings.
- ★ The objective of the PPP's varied from primarily being business involvement, to CI/KR preparedness, to coordination of VOADs, to commodity distribution. As can be seen in the chart, general business involvement was by far the largest objective in the PPPs studied.

PUBLIC-PRIVATE PARTNERSHIPS: RESOURCED

WHAT IS A RESOURCED PPP? DEFINITION

“Resourced partnerships have funding, facilities, tools, and staffing available to support partnership efforts.”

WHAT DOES A RESOURCED PARTNERSHIP LOOK LIKE? SURVEY RESULTS

Success in any endeavor is never an accident; it requires planning, forethought, and resources. Therefore, it should be of little surprise that the emergency management partnerships that demonstrate “best practices” have well planned strategies and similar core objectives. They also have developed some similar solutions to address those challenges. Regardless of the impetus to launch the initiative or the geographic scope of the partnership, the initial objectives mostly focus on addressing response and short-term recovery issues. More specifically, these private sector collaborations will often start by taking on resource challenges and improving information flow among sectors in order to improve situational awareness and decision making. The central point at which they have been successful in engaging businesses and other non-government collaborators tends to fall along tactical and logistical lines, including the following:

- ★ Facilitating the communication of critical information among government and private sector organizations before, during, and following a disaster event.
- ★ Accelerating the resumption of business operations post disaster.
- ★ Identifying local businesses that can provide products and services to assist with response and recovery, consequently decreasing the public cost of providing assistance and increasing the participation of the private sector.
- ★ Enhancing the speed and accuracy of conducting damage assessments following a major event by engaging private sector organizations.
- ★ Determining the economic impacts of events on major local, regional, state and/or national economic drivers.
- ★ Gathering information that would assist in determining the impact of a disaster on local businesses and identifying assistance that could be provided to affected businesses.

Emergency management PPPs vary widely in scope and purpose, from national-level all-hazards partnerships covering multiple sectors and industries, to local community-level emergency recovery organizations focused on a single specific event. As such, the resources required vary widely. The required resources may come from many sources and in many forms. Cash can come from budgetary appropriations, grants, contracts for services, dues, and/or donations. Resources may be offered in the form of in-kind donations of software, equipment, facilities, and staff. A diversified resource pool makes the PPP more resilient and therefore better able to survive and respond to the emergency situations it was designed to address.

Funding

Some of the more mature partnerships, such as the All Hazards Consortium in the Northeast and the California Resiliency Alliance, have developed governance structures that allow for memberships or fee-based funding mechanisms while others make use of donations and grant funding offered through various foundations and government programs.

The majority of partnerships rely heavily on emergency management liaisons to serve as a de facto executive director to plan the meetings, document the plans and activities, facilitate the group communications, and develop the connection points. They also often depend on businesses and other partners to volunteer their staffs and other resources to assist with plan development, training and exercises, and on-site response activities.

We have found at least four different approaches to fund PPP programs:

1. Direct funding from FEMA or other agency grants^[5] or from the operating budget from emergency management or other agency.

We anticipate more partnerships funded through grants in the coming years due to laudable work of the FEMA Private Sector office that resulted in the recent publication of the FEMA Private Sector Grants Supplemental that offers more opportunities to fund these kinds of PPP programs. This supplemental has been forwarded to each state for consideration and justification for program implementation. National, regional, and state Business Emergency Operation Centers can serve as points of contact for public-private sector coordination. Through this grants supplemental, FEMA recognizes that adequate funding is a key part of successful public-private partnerships and provides guidance that states can choose to spend their Homeland Security Grant Program (HSGP) funds, which includes the Urban Area Security Initiative (UASI) program, to engage the private sector in preparedness and response efforts. These grant funds could be used for building and sustaining capabilities during the phases of emergency management: preparedness, protection, response, recovery and mitigation. Per FY 2010 HSGP Guidance^[6], some of the allowable costs include:

- ★ *"Developing public/private sector partnership emergency response, assessment, and resource sharing plans" (page 75)*
- ★ *"Developing or enhancing plans to engage and interface with, and to increase the capacity of, private sector/non-governmental entities working to meet the human service response and recovery needs of victims" (page 75)*
- ★ *"Developing or enhancing plans for donations and volunteer management and the engagement/integration of private sector/non-governmental entities in preparedness, response, and recovery activities" (page 76)*

Furthermore, FEMA encourages states to test the integration of private sector resources in their exercises. Specific HSGP language says *"State, local, tribal, and territorial jurisdictions are encouraged to develop exercises that test the integration and use of non-governmental resources provided by non-governmental entities, defined as the private sector and private non-profit, faith-based, community, volunteer, and other non-governmental organizations" (page 86)*. Also, the [Emergency Management Grant Program \(EMPG\)](#) language in FY 2010 allows for *"developing/enhancing emergency management and operations plans to integrate citizen/volunteer and other non-governmental organization resources and participation" (page 12)*. Other approaches to funding include.

2. Fee-for-service systems that charge a fee for services such as business continuity training, preparedness seminars, collateral materials and other programs. Several of the early partnership models developed by BENS subscribed to this fee-based service model.
3. Tiered membership structures that allow partners to participate to varying degrees, depending on the level of funding they provide.

4. A government-hosted or an academic-partner driven program where the state/local agency or the academic partner has a dedicated liaison and provide the requisite resources to support the PPP at no or limited costs to the private sector.

Technology

The NIMSAT Institute surveyed PPPs to determine the similarities in the goals, missions, private sector participation, funding, challenges, and successes that exist across various partnerships. After reviewing survey responses, it became clear that technology played a key role in how these partnerships are able to communicate, through various mediums, many different categories of information. At the request of the U.S. Chamber of Commerce, the Institute conducted a follow up survey and interviews with select survey respondents who were from mature partnerships that had a pervasive use of technology as a mechanism to accomplish their goals. Some communication technologies were developed by the members of the partnerships themselves, as in the case of partnerships in Louisiana and Florida described below. In other instances, the partnership adopted commercially available communication systems to address their need, as in the case of Washington State.

Technology is a key resource in accomplishing the most fundamental objective, communication, regardless of whether the partnership is a local initiative such as the Safer Arlington Partnership, or a statewide initiative such as Safeguard Iowa Partnership. Disseminating information and communicating not only with stakeholders of the partnership, but with the public as a whole is regularly named as the most important goal of public-private partnerships. Building partnerships that can be integral to the success of a community's disaster preparedness, response, and recovery requires reaching out to a wide spectrum of industry sectors, constituencies, and community interests. As such, one of the first orders of businesses for the public-private partnerships is to develop a communications network and communications tools. From email distributions to teleconference lines to newsletters to web portals, successful PPPs use many channels to facilitate cross-sector communication and information flow.

Table 1: Functionality of Communications

What is the core functionality of the communications system? Please indicate all that apply.	
<i>Function</i>	<i># of Respondents</i>
To send information alerts to businesses	6
To send and receive situational awareness reports from businesses in the impacted areas?	5
Solicit Donations/Volunteers	4
Identify suppliers of needed products and services	6
Solicit damage assessment from business in an disaster impacted area	3

In some cases, the private sector organization is linked in a virtual fashion, employing web-based communications tools, teleconferences, and webinars. The web is used to share evacuation notices, damage assessments, and other critical situational awareness information with other private sector partners. Depending on which partnership model considered, charter members of the partnerships might be individual businesses, industry associations, economic development organizations, or business membership organization.

An example of information exchange system is the [Situational Awareness Viewer for Emergency Response & Recovery \(SAVER2\)](#) platform. To date, more than 20 organizations have shared data. A few organizations are exploring the technology and policies to allow the sharing of data feeds. FEMA, itself, is also sharing their [FEMA data and data feeds](#) publicly. The Louisiana BEOC employs the LABEOC Portal technology developed by the NIMSAT Institute to support emergency support functions (ESFs) such as ESF 2 (communications) for enhanced situational awareness, ESF 7 (logistics) including coordination with private and non-profit agencies for products and services, and ESF 14 (recovery) through economic impact analyses.

One of the four vision sessions (Vision Session #4 titled “We Need More of That!”) during the August 3-4, 2011 PPP Conference in Washington, D.C., focused on the need to integrate local, state and national resource registries and databases. The session concluded what was needed was an interoperable platform, information technology, and architecture that enabled the sharing of goods, services, and donations to both emergency managers and communities. An excerpt from the report is included:

“Participants recognized that many local and state governments have their own databases which effectively track resources available for disaster relief. The group discussed the various resource databases and registries already available, and the possible integration of all databases into one system which would make it easier to track goods, services and donations for disaster relief situations. If these databases could be integrated into a larger system, this might increase the efficiency of response to large scale disasters which span multiple jurisdictions.

Discussion early in the session focused on whether or not a national level database was truly needed and if so, how to provide such a database. One suggestion was to create a portal operated through a third party organization or association. The portal would function as a means for emergency response workers to gain access to multiple databases for tracking resources. A second suggestion was to leverage universities and colleges to help integrate all the existing databases into one national level database. Both of these suggestions could help to keep track of disaster relief resources on a national level. It remained to be determined if one national database was the answer to streamlining resources during a disaster, however, everyone agreed that one web portal linking to all available resource databases nationwide was a good start.”

Pursuant to this vision, the NIMSAT Institute is currently leading the design, development and deployment of a unifying and interoperable **Virtual-BEOC Portal** – an information sharing platform that local, state and regional public-private partnerships across the nation could implement to enhance their resource and information sharing as well as accomplish enhanced situational awareness. This technology will accomplish the vision of an interoperable platform that links resource databases and information sharing systems within and across multiple jurisdictions, as envisioned by participants of Vision Session #4 at the DC Conference. The Institute will leverage its experience as the architect and lead of the Louisiana BEOC portal technology in working with over 20 local, state and regional public-private partnership entities that have requested to participate in the implementation of the V-BEOC Portal technology,. These stakeholders participated in a 2-day workshop on the sidelines of the 2nd FEMA-USNORTHCOM PPP Conference in Colorado Springs in an effort to gather Functional Requirements of this national-scale V-BEOC portal. The NIMSAT Institute will offer this scalable BEOC/PPP portal technology, anticipated to be complete during 2013, to these and other PPPs **at no cost**, in an effort to accelerate the development of well-resourced PPPs across the nation!

Another concept developed during the August 3-4, 2011 PPP Conference in Washington, D.C. was the proposal to establish a Catalog of Public Safety Information Sources (COPSIS). This sharing of information resources is seen as a first step to broader and deeper information exchange between the public safety communities, which hopefully will evolve into the sharing of more operational and tactical information once the concept is proven through actual usage supported by actual metrics.

The COPSIS concept is not meant to be mandated by any organization, but rather a shared resource that is created and used by the broad array of agencies, organizations, and business entities who have a stake in public safety. The goal of COPSIS is to become the primary means of collecting and sharing information sources related to public safety. It seeks to achieve this by being focused on sharing information sources, simple to use, and governed by the community. Key aspects include:

- ★ **Invitation only access:** Only users who have been invited can participate in the system. Each user can invite other users; an event and relationship that is maintained in COPSIS. This is

meant as a social engineering mechanism of increasing the likelihood that only valid Public Safety users are invited to COPSIS.

- ★ **A rich means of finding information sources:** COPSIS has innovated a faceted-browsing model allowing users to quickly and efficiently find what they are looking for AND to explore the body of sources through numerous related attributes/categories of the sources.
- ★ **Promotion of full transparency metrics:** COPSIS includes the notion of accountability metrics. Those organizations that participate in COPSIS will be able to compare their use and activity of the system with other organizations, types of organizations, and/or jurisdictions. This aspect is meant to measure and track the usage and value of COPSIS. The premise is simple – if users are using it then it must have value, if not it doesn't and should be shut down.

The conference working group acknowledged that the COPSIS model represents just one of many possible and equally valid approaches to data management. It is envisioned that the COPSIS or a COPSIS-like data management platform will be integrated with the NIMSAT Institute's V-BEOC portal communications technology to create a broad, scalable platform for information sharing and enhanced situational awareness within and across multiple jurisdictions.

Trust

The public sector safety organizations often have their origins in law enforcement, fire safety, homeland security, or other highly structured organizations. Public donations, situational information gathering, and commercial contract negotiations do not always lend themselves well to the command and control framework of these organizations and they are not always familiar or comfortable communicating with the general public. In the private sector problems can occur when competitive advantage or antitrust issues limit the access that the private sector is willing to grant to the other stakeholders in the partnership.

Developing a sense of mutual trust is the first hurdle that most partnerships face. Trust, regulatory policies, laws, and operational processes are considerations that need to be addressed when partnerships are being developed. This then enables the development of systems that facilitate real-time and candid bi-directional communication between government and the non-government sectors. The lack of trust is often most demonstrable when partners are asked to share key organizational information, acknowledge abilities, identify vulnerabilities, and specify gaps in their own organizational recovery plans.

Many of these partners operate in separate circles. Consider the potential challenges presented when businesses and industry organizations are asked to collaborate with public agencies that license or regulate them; direct competitors (e.g. big-box retailers and technology providers) are encouraged to coordinate efforts to fill gaps in an impacted community's response and recovery efforts; and non-profit organizations that depend on donations and volunteers from similar sources are expected to seamlessly integrate their disaster assistance activities.

Private sector entities might also have inherent concerns regarding potential conflicts of interest, compliance to government procurement and public records laws, and the cost incurred to pay for providing support to community response and recovery. Private sector participants, and their legal counsels, are also cognizant of potential liabilities that could arise when they participate in training, exercises and actual event response. All of this adds layers of complexity to developing rules by which all partners can abide.

This document presents many examples of established partnerships from which a newly formed partnership can learn. Many of the methods and technologies used by the established partnerships may not apply to new partnerships, but from these various examples one can pick and choose what works

best for their county/parish, state, or region and implement them in their community. Some partnerships have created fully functional, standalone centers from which the business community can work with the state emergency management. Others work completely virtually via web portals and communicate via phone, email, and SMS text message systems.

Examples of Best Practices

Connection with the existing Emergency Management structures of the area being served might be quite literal when, as is often the case, the private sector representative has an assigned station in a recognized Emergency Support Function (ESF) in the local or state EOC. In a few cases as these PPPs mature, notably in Louisiana and more recently in Arkansas, public and private sector organizations have offered staff members, funding, and leadership to establish a fully operational Business Emergency Operations Center (BEOC) these BEOC's focus on supporting the missions of the state emergency operations center in an effort to assess the impact of a disaster on businesses and the overall economy, and to assist in business recovery. The LABEOC portal was fully utilized to service the core functions of information alerts, information sharing, damage and economic impact assessments, as well as soliciting of products, services and innovative ideas during the Mississippi River Flooding and the BP Oil Spill incident. While many PPPs are virtual, having an actual facility implies dedication, commitment, and continuity. Many of these facilities are not used full time, but some are.

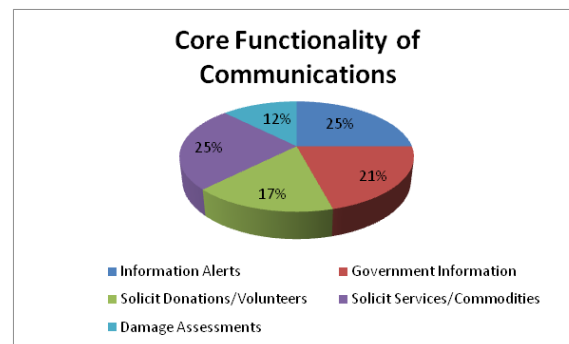


Figure 7: Functionality of Communications

Challenges

Certainly the big box retailers are going to have a difficult time participating if they are asked to participate in hundreds of PPPs, each with a different interface. By the same token, larger governmental units are going to have an increasingly difficult time as the PPP platforms proliferate in subunits under their jurisdiction and beyond. For these reasons it may be best for PPPs to avoid overly-specialized communications functions that force their partners into either maintaining or participating in numerous incompatible systems.

Key Findings

As previously mentioned, the NIMSAT Institute administered a survey to the memberships of NEMA and IAEM to determine the similarities between the partnerships throughout the United States. From those survey responses, the following seven partnerships were identified as being further along in the development of their operating procedures and use of technology to accomplish their goals:

1. Louisiana Business Emergency Operations Center
2. Miami Dade, FL
3. Washington State Emergency Management Division's Private Sector Initiative
4. Colorado Emergency Preparedness Partnership

5. California Resiliency Alliance
6. Safeguard Iowa Partnership
7. Missouri Public Private Partnership Committee

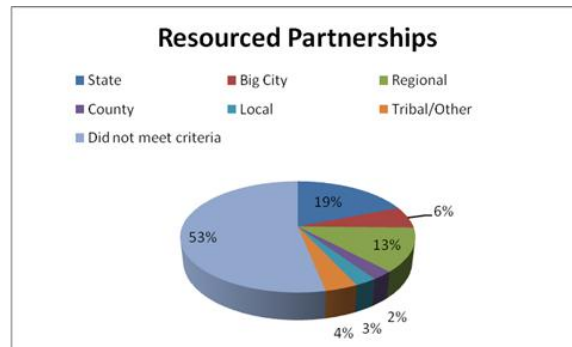


Figure 8: Resourced Partnerships

Each partnership was asked the same questions regarding the technology and systems they utilize to accomplish their goals. Each was asked about the method(s) used to communicate with the private sector, the types of information they communicate, information flow, resource registries, etc. Some organizations have created their own custom system to address the goals and needs of their partnerships while others have purchased software from outside sources.

Survey responses and phone interviews confirmed that technology plays a key role in achieving the goals undertaken by public private partnerships. It is true that the goals of partnerships from all over the are all very similar (e.g. bi-directional communication, resource registry, and situational awareness, etc.), but the survey and interviews showed that the tools and methods used by each partnership are quite diverse.

Not surprisingly, most systems employed by the PPPs surveyed do similar things given their shared emergency management and public private partnership interests, but each does have its own unique nuances. Some have taken it upon themselves to create their own systems, software, and tools, while others have purchased products from companies that sufficiently suit their needs. The full survey is provided in Appendix B. The table below highlights the answered received to the question related to systems.

Table 2: Communications Systems Employed

What is the system your organization employs to facilitate communication and cross-sector information sharing with the private sector?	
System	Respondents Using System
WebEOC	2
E-Team	1
HSIN (Homeland Security Information Network)	2
PIER Systems	1
Other commercial systems – (e.g. Colorado Connect System)	2
Custom-developed system (e.g. BCIN - Business Continuity Information System, LA BEOC Portal)	4

As can be seen from these results, there is no broadly accepted and available technology to develop and manage PPPs to facilitate information sharing and communication. This is a gap that the NIMSAT Institute is now trying to fill as a service to the nation, leveraging its experiences in having developed the Standard Operating Procedures and portal technologies for the LA BEOC.

Furthermore, as seen in Figure 8, the majority of PPPs are not resourced according the PADRES criteria and there is no clear leader in the communications tool space. This is both an opportunity and a barrier as the leading PPPs enter uncharted territory. The need exists for these products to connect not only internally with their members, but hopefully with other regional and national PPPs without causing partnerships to become dependent on a patchwork of overlapping proprietary systems.

PUBLIC-PRIVATE PARTNERSHIPS: ENGAGED

WHAT IS AN ENGAGED PPP? DEFINITION

“...there should be active support, participation, and two-way communication by public and private sector leadership and members in a successful partnership. The partnership trains, exercises, prepares, responds, recovers and mitigates actively.”

WHAT DOES AN ENGAGED PARTNERSHIP LOOK LIKE? SURVEY RESULTS

Ask an emergency manager if he is engaged with the private sector and the answer will likely be “Yes.” Enter any activated emergency operations center and you are likely to find a number of representatives from utilities, big box retailers, social service, and a host of non-profit and non-government organizations. These private sector representatives will be sitting alongside their agency counterparts to support a myriad of “mission” assignments in response to the current declared disaster event.

For many years emergency managers have been incorporating utilities and other critical infrastructure businesses in the response activities of emergency operations centers and in developing their local emergency management strategy. Such businesses designated by the Department of Homeland Security as CIKR assets are essential partners to restoring a community’s economic activity and employment base following any disaster event.

Likewise, Red Cross, Salvation Army, faith based organizations, and other non-profit and volunteer organizations active in disaster (VOADs) have been long-standing partners with emergency management. These are the organizations that serve as force multipliers to solicit and deploy corporate and individual donations and volunteers who do much of the work in feeding, sheltering and assisting displaced residents and special needs populations. Events, including 9-11, Hurricane Katrina, the Indonesian tsunami, and the Haiti earthquake, have focused both public and private sector leaders on the need for an all-hands approach; particularly the engagement of local citizens and businesses actively engaged in response and recovery from catastrophic events.

In simplest terms, successful and engaged PPP’s recognize three tiers to the relationship, where any one of these, alone in a vacuum, would not be productive without the other two:

- ★ **Needs** – In any environment either public or private organizations may have needs. On the public side it may be the rapid dissemination of goods or services, or even the use of land or facilities in a response and recovery environment. On the private side, it may be mentorship for a small business, or timely information on power restoration priorities and access procedures.
- ★ **Capabilities** – Likewise, both sides bring capabilities that can benefit the other, filling those gaps identified by the needs of their partners.
- ★ **Two-Way Communications** – this is the constant, before, during and after an incident, communication to ensure that we maximize the effective outcomes of our partnership and extend the dialogue not only to more companies, but also to their employees, their families and their neighbors. This truly breathes life into a whole community approach.

Examples & Principles of Best Practices

While many of the partnerships hold similar initial objectives, the vehicles used to engage businesses and other private sector partners are as varied and distinct as the communities, regions and states they serve. Partnerships, such as the self-funded, self-governed nonprofit Safeguard Iowa Partnership, run

by Jami Haberl, play a broad role. They lead business continuity planning programs, business response and recovery efforts, and serve as an illustrative example of best practice.

Furthermore, while many of the partnerships were initiated by emergency managers at the local, state or regional levels, such as the successful PPP model in the State of Washington executed by Wendy Freitag, they all depended on public and private sector partners to get up and running. For the most part, the partnerships used one or more of the following strategies to develop the core partnership group of supporters and execute their initial programs:

- ★ **Leverage existing local leadership:** Identify an existing committee or council that includes private sector members and are currently engaged with emergency management to serve as a core leadership team to launch the partnership. For example, Local Emergency Mitigation Strategy Committees and Local Emergency Planning Committees are commonly found at the local and regional levels and have been the catalyst for instigating the development of public-private partnerships.
- ★ **Engage an organizational sponsor:** Enlist the assistance of private sector organizations, including economic development organizations, chambers of commerce or other public-private partnerships in the community to lead the effort to build a partnership. The Business Executives for National Security (BENS) supported the development of a number of such state and regional partnerships by encouraging business councils, large employers, and other private sector organizations to play an active role in designing and funding partnerships.
- ★ **Connect to the public sector:** Designate an emergency staff member to serve as a private sector liaison to identify and enlist the assistance of businesses and other private sector organizations. Many local and state partnerships, including those in the states of Washington and in San Diego, depend on an emergency management staff to coordinate the partnerships development.

Fittingly, The Critical Incident Protocol – A Public and Private Partnership^[7] was developed by a group of public and private sector participants who were brought together to discuss the beneficial process of cross-sector collaboration. What they developed, through a process facilitated by the School of Criminal Justice at Michigan State University, is a recommended read for anyone attempting to organize, design, and execute a public-private partnership.

The Michigan State report, which was funded by a U.S. Department of Justice grant, lays out the essential value of participating in a joint planning process to government and non-government entities. It shares lessons learned that still hold true today. The elements of the value proposition delineated by the Michigan State team include the following:

- ★ Establishing partnerships in advance so the event can be managed and resolved with minimum loss to the community.
- ★ Conducting individual and joint public/private evaluations of risk factors and understanding what business functions are critical to individual businesses and the community.
- ★ Developing joint public/private sector emergency plans and how community resources can be identified and shared to respond to disasters.
- ★ Facilitating business resumption and recovery.
- ★ Developing training exercises and understanding the value of exercising the joint plan.
- ★ Incorporating mitigation throughout the entire process and recognizing its significance in preventing a disaster and reducing its potential impact.

Challenges

This report presents the ongoing story of the development of several successful PPPs. The most robust partnerships highlighted here were founded by a core group of organizations that were committed to the goal of collaborating to build more self-reliance and disaster resiliency into their communities. These partnerships have had to overcome the challenge of building trust between the public and private sector partners and have faced many of the other challenges common to developing any operational partnership. What sets them apart from other well-intentioned collaborations is that they have demonstrated an ability to develop implementable solutions to those challenges. While there is no cookie cutter partnership model that applies to any community, throughout this report there are demonstrated initiatives that can be.

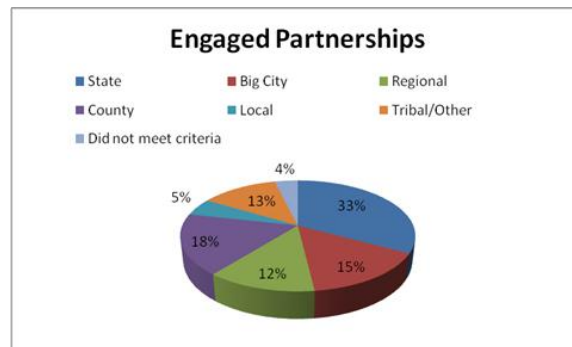


Figure 9: Engaged Partnerships

No matter how small or large or how urban or rural the community, the public-private partnerships developed to serve them also seem to adopt similar initial objectives. A few examples of such partnerships profiled below demonstrate a common focus regardless of the scope of the geographic area or types of partners it serves.

As can be seen in the summary chart, most PPPs were engaged. This is an area where PPPs are most successful in fulfilling the goals of the PADRES model.

Key Findings

The chart below shows the survey results for the roles of PPPs in relation to the emergency management life cycle in order of frequency. Preparation and planning functions are the most offered programs with almost half of the PPPs having activities in this area. Response activities are conducted by over 40% of the PPPs followed by recovery and mitigation activities at 32% and 28% respectively. The percentages add up to more than 100% because partnership can be involved in more than one stage of the emergency management life cycle. Indeed one might hope that PPPs would be involved in all stages of the emergency management life cycle. Given that many PPPs were started in response to disasters already underway it is surprising to find that response and recovery activities are not more prevalent. It may be that while one can always plan for a disaster, one can only respond when a disaster occurs; which appears to limit the opportunities for response and recovery activities. The lowest level of participation in emergency management life cycle activities appears to occur in the mitigation area. This may indicate an important area where PPPs can provide additional services.

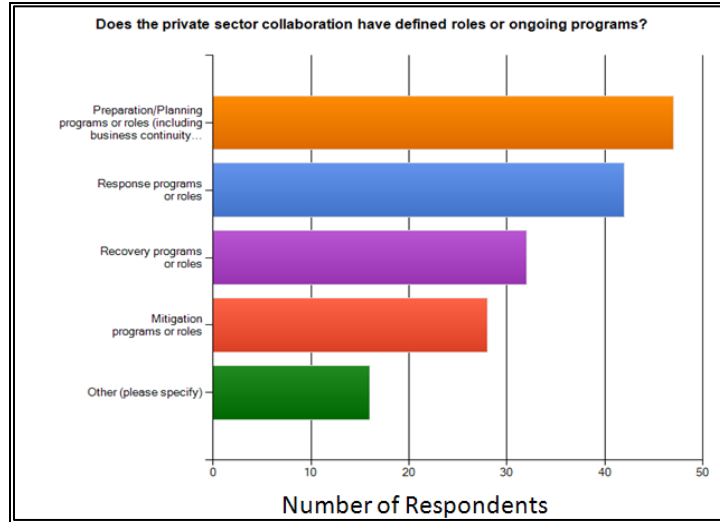


Figure 10: Partnership Roles

The data for the chart is taken only from the surveys found and does not include information on partnerships from the FEMA PSO website.

PUBLIC-PRIVATE PARTNERSHIPS: SUSTAINABLE

WHAT IS A SUSTAINABLE PPP? DEFINITION

“...Sustainable partnerships are supported by strategic plans, funds, and resources necessary for long-term viability. Activity takes place around the year, and throughout the emergency management cycle...”

WHAT DOES A SUSTAINABLE PARTNERSHIP LOOK LIKE? SURVEY RESULTS

First and foremost, a sustainable PPP is one that defines the roles, clarifies the responsibilities, quantifies the requested resources, and coordinates the activities of all the partners, under the overarching guidance of a documented governance structure. That exercise often results in the establishment of advisory boards, working committees, and memorandums of understanding to document organizational objectives, and confirm partner commitments. The Annex of this Compendium includes MOUs, examples of organizational and governance structures, and other existing collateral materials from selected partnerships around the country. Sustainable partnerships are those that lend themselves to being measured against the yardstick of success.

Identifying Metrics

World renowned management expert Peter Drucker is often quoted for his observation, “What gets measured gets managed.” Practical experience also tells us that “what gets measured gets funded.” These both hold doubly true for public-private partnerships.

Accordingly, it’s imperative that public-private partnerships, whether at the local, regional, or state levels, develop performance measures that will be used to mark and promote their progress. Public-private partnerships focused on engaging with emergency management and disaster recovery are not unique in that regard. However, because they are often forging new territory and engaging partners less familiar with emergency management, they do face some common challenges in their attempt to develop tangible performance metrics.

Partnerships that participated in the survey conducted in support of this compendium cited a number of ways in which they track the progress of their partnerships. When asked specifically to describe their performance measures, more often than not they cited their objectives and the activities linked to achieving those objectives as prime performance measures. As the partnerships mature and are tested by actual disaster events some of the performance measures used by the partnerships begin to include more quantifiable evidence. These measures include the number and scope of partners they engage; participation in emergency management and business continuity planning, training, and exercises; development of protocols and databases of local resources providers; and development of tools to conduct cross-sector communication and information sharing.

Regardless of their focus, effective Public-Private Partnerships share a basic common philosophical premise that “the whole is greater than the sum of its parts.” To pursue common goals, partners must rally around a common cause but also be allowed to pursue their own organizational objectives in the process. Any partnership’s objectives will be difficult to meet if its partner organizations lack either the capacity or the will to take responsibility for specific roles.

Identifying quantitative and qualitative results from partnerships is challenging, but not impossible. In the end there is one key measure that counts: did the community recover better (more quickly, at less cost and more holistically) because of the partnership activities. Though there are various ways to approach the quantifying of success and the benchmarking progress, generally, partnerships are

measuring their performance in four categories: 1) Engagement with the EOC and emergency management; 2) Development of tools and abilities to better communicate, analyze and improve deployment of local resources; 3) Participation in better planning, training and exercises; and 4) Increased advocacy.

Funds

Based on survey results, we anticipate more partnerships funded through grants in the coming years. As described in Chapter 4, this is now feasible due to the recent publication of the [FEMA Private Sector Grants Supplemental](#), as one of potentially many approaches to build and sustain PPP activities. This supplemental has been forwarded to each state for consideration and justification for program implementation. National, regional, and state Business Emergency Operation Centers can serve as points of contact for public-private sector coordination. Through this grants supplemental, FEMA recognizes that adequate funding is a key part of successful public-private partnerships and provides guidance that states can choose to spend their Homeland Security Grant Program (HSGP) funds to engage the private.

Delivering a Return on Investment Value

While funding is necessary, demonstrating value to all stakeholders is important. Recognizing that a partnership should have measurable value for three broad stakeholder groups - public sector, private sector, and general public is essential for the sustainability of these PPPs. Engagement will be short lived if each entity involved in the effort cannot identify how engaging in the partnership will help achieve its own mission.

Public sector organizations (primarily emergency management leaders) inherently see value in collaborating with business and other private sector organizations because they see such collaboration can help them achieve their objectives in less time, with less cost, and with greater positive effect on the public they serve. However, based on our surveys, it seems that they still need to be “sold” on the value of investing in the creation of a position within their organizations (or elsewhere on the .gov side of the partnership) dedicated to serve as the “face” of the PPP. More than being sold themselves, it seemed that they were in the need of a tool to convince their bosses on the return on investment into creating a full-time position at approximately \$50,000 in salary plus benefits (the average wage of a state government employee in similar positions!). To accomplish this, the FEMA Private Sector Office created an ROI calculator presentation. This presentation speaks quantitatively to the investment (\$75K including the benefits) and the various returns of the investment with examples that include:

- ★ The cost of donated products and services (\$300,000 in value for the donation of 155 digital billboards during Hurricane Irene).
- ★ The dollar value of reduced cost of product and services due to local sourcing instead of reliance on federal partners [In a Business Civic Leadership Center guest article titled *Public-Private Collaboration: Six Years After Hurricane Katrina (June 20, 2012)*, Mark Cooper^[8], the champion of the Louisiana BEOC concept wrote “during Hurricane Gustav in 2008, Louisiana utilized the BEOC concept when local restaurants supported mass feeding operations for impacted people. This program saved taxpayers approximately \$1.5 million compared with the cost of FEMA-purchased Meals Ready to Eat (MRE). This partnership also infused some much-needed revenue into the hurricane-damaged economy. The Louisiana examples demonstrate the potential of the private sector in all areas of emergency management.”

In either case, the \$50K investment into a dedicated PPP person pays extraordinary financial dividends, in addition to enhancing communication, information sharing, and overall community resilience.

Business partners see this value in participating directly because it can help them become more resilient and competitive while developing their goodwill and corporate profile through contributions to their communities. Perhaps more importantly, the opportunity also exists to provide goods or services that will help in disaster preparedness while accelerating economic recovery within the community. This translates into a direct business interest.

After action reports conducted by emergency management and other public agencies following a disaster event help identify gaps in both capacity and capability that exist in the community. They also should recommend steps that will need to be taken to address those gaps and identify appropriate partner organizations that can help fill those gaps in future disaster events. Emergency managers across the country take a variety of approaches to identifying new roles for existing partners and recruiting new partners. Some of these collaborations are built upon an existing group, such as a Local Emergency Planning Council (LEPC) or Local Mitigation Strategy (LMS) Committee. Others have started when an emergency manager turns to a local chamber or similar organization or to a few big box retailers or major employers to bring their unique perspective to the table.

A common mantra among those who have developed proactive models of public-private partnerships is “a disaster is not a time to be exchanging business cards.” As many partnerships demonstrate, collaboration during “blue-sky” periods allow for strategic thinking that can produce processes and tangible tools for all phases of emergency management.

For instance, such pre-event planning has allowed local and state public-private partnerships to develop and test information-sharing technology. In New York, California, and elsewhere, this allows businesses to offer resources and expertise, gain access to restricted areas following an emergency event, and support damage assessment by monitoring the status of individual businesses and their supply chains. Having private sector partners on board long before an incident occurs, allows local and state leadership to more quickly and accurately identify unmet needs and share real-time critical information (e.g. school and road closings, evacuations). This allows businesses and others to make smarter decisions and better manage their own preparation and recovery. It is this meeting of key organizational objectives that makes PPPs sustainable.

At their best, public-private partnerships enhance emergency preparedness by coordinating response and recovery following incidents, reducing duplication of efforts, identifying and deploying the resources that best suit the unmet needs and leading recovery efforts to assist all businesses – from primary employers to mom-and-pop businesses. In order to fulfill their potential, however, each partner organization should have clearly defined roles and responsibilities that align with their expertise, operational capacity and network of affiliated organizations.

Example of Best Practices

Initially, most partnerships are created and maintained by a staff member of a public sector emergency management entity, as is the case in San Diego County and in the state of Washington, which conducts its private sector outreach through its external affairs department at the Washington State Emergency Management Division. Over time, many of these emergency-management centric initiatives evolve both in terms of the types of businesses and organizations engaged and the roles and responsibilities they take on. In short, they tend to evolve from response-focused collaborations to broader partnerships that participate in post-disaster redevelopment planning and community resiliency strategy development.

Jami Haberl, the executive director of the Safeguard Iowa Partnership, recommends new partnerships go for the “low hanging fruit” and show accomplishments early. That strategy both rewards the partners for their participation and attracts new partners to the table. Staying focused on initiatives that will produce tangible results, such as deploying more local resources in disaster response, can quickly

demonstrate the return on the investment of partnership participation. Some partnership projects are more quantifiable than others and, therefore, have a more obvious link to long-term economic recovery. For instance, most partnerships have supported the development and delivery of business continuity planning. By monitoring participating businesses and tracking their recovery rates following economic disruptions, the partnerships can evaluate the explicit and implicit value of business continuity planning.

Challenges

While important, the graph shows that sustainability was one of the metrics that the PPPs surveyed did least well on. If this is not corrected, the country may be forced to relearn some of the lessons of past disasters. The graph shows that 65% of the state partnerships may be not sustainable in the future.



Figure 11: Sustainable Partnerships

Key Findings

While private sector and public sector partners regularly discover new ways to collaborate, tracking development of partnerships around the country reveal some best suited roles and responsibilities to maintain year round activity. If a disaster is not the time to exchange business cards, neither is it time to revive and restart your PPP.

Accomplished partnerships have tested the many roles that public-private partnerships can play and they suggest a variety of ways to provides resources, skills and expertise for disaster management. As shown through these partnerships, the various roles in the emergency management continuum include these common roles and some of the organizations in any community or state that may be available to play them are outlined below.

Resource Assistance

- ★ Support communications and information sharing to identify infrastructure damage and provide expertise and resources to recover damaged roads, railroad, electric and telecommunication networks, etc.
- ★ Support business assistance and economic recovery through the development of an outreach mechanism to populate a database of resources needed in disaster response. These resources include cash and in-kind donations; volunteers; water, food and other life-sustaining goods; debris removal and other heavy equipment; tents, tarps, other temporary shelter, and home repair goods.
- ★ Support preparedness planning through the development of a credentialing policy and system to allow access to post-event restricted areas. This helps business that can provide resources and services to support response and is essential to allow employees to assess damage, rescue assets and retrieve valuable data.

Community Preparedness Advocacy

- ★ Serve as spokespersons for the public-private partnership and business and community preparedness.
- ★ Tap existing relationships with businesses to encourage them to join the partnership and get engaged in community resiliency planning.
- ★ Associate the organization's name with the community or state's disaster resiliency planning. Some partnerships are emulating professional and business organizations in developing recognition programs to commend partners for their contributions.
- ★ Promote the partnership within its own network of stakeholders, customers, suppliers and professional and community affiliates.
- ★ Participate in training, exercises and events that promote preparedness.
- ★ Recruit new partners and support the development of new roles for partners and the partnership.

As partnerships mature, more opportunities to collaborate and to provide mutual aid and assistance among the partners often emerge. For instance, large businesses with continuity planners on staff may mentor smaller businesses within their supply chain or in other industries to develop and exercise business continuity plans. Communications tools originally developed to facilitate government to private sector communication may be expanded to encourage business-to-business collaboration.

Partner organizations often perform an advocacy role and become involved in recruiting new partners, promoting the partnership and its activities within its own industry or professional circles, supporting the development of communications messages, and the production of collateral marketing materials that promote the partnership.

Occasionally, however, partners will take on specific leadership roles in advocating for changes in government policies or procedures that affect emergency management activities. This can be responsible for major measurable advances in an area's ability to prepare for and recover from a disaster event. One such example came in 2006 when Tropical Shipping USA, one of the charter members of the Palm Beach Private-Public Partnership, played a major role in developing and encouraging the passage of legislation in Florida. This law, now cited as a model for other states, requires gas stations located along interstate highways and other major evacuation routes to install wiring allowing them to use backup power sources to pump gas during emergencies. The law also requires the stations to have generators on hand or available within 24 hours of an emergency.

PUTTING IT ALL TOGETHER: PADRES

WHO MEETS THE LITMUS TEST?

Publicly Accessible	<i>"...the contacts, leadership, skills, information, resources, and capabilities of the collaborative partnership are recognized, available and accessible by the general public. This ensures that before, during and after an incident, the general public has trust and confidence in the partnership to provide accurate and timely information and meaningful services in support of protecting life and property."</i>
Dedicated	<i>"...successful partnerships have identified a full-time liaison or other organizational structure to staff and manage the public-private partnership, and implement the partnership's strategic plan."</i>
Resourced	<i>"...resourced partnerships have funding, facilities, tools, and staffing available to support partnership efforts."</i>
Engaged	<i>"...there should be active support, participation, and two-way communication by public and private sector leadership and members in a successful partnership. The partnership trains, exercises, prepares, responds, recovers and mitigates actively."</i>
Sustainable	<i>"...sustainable partnerships are supported by strategic plans, funds, and resources necessary for long-term viability. Activity takes place around the year, and throughout the emergency management cycle."</i>

WHAT IF YOU DON'T PASS THE TEST?

As stated in the Introduction, one size PPP does not fit all situations and environments. We suggest and encourage using the model to examine PPP efforts in organizations. The PADRES model does however offer important attributes supported by data. If the reason an organization does not meet the PADRES standards is because of legal requirements, national security, or the transitory nature of the purpose; then the application of only the applicable aspects of the PADRES model is recommended. However, if PPPs do not stand up well to the PADRES rubric without some compelling reason, then additional self-improvement efforts may be called for. As part of its future research efforts, the NIMSAT Institute will continue to work with IAEM and leaders from FEMA in developing a self-assessment tool against the PADRES rubric.

Table 3: PADRES breakdown by PPP type

	Publicly Accessible	Dedicated	Resourced	Engaged	Sustainable	Meets all Criteria	Number Included
State	85%	70%	55%	96%	44%	12	27
Big City	92%	50%	42%	100%	42%	5	12
Regional	100%	90%	100%	100%	80%	8	10
County	86%	71%	14%	100%	14%	2	14
Local	40%	60%	40%	80%	20%	1	5
Tribal/Other	82%	36%	27%	91%	0%	0	11

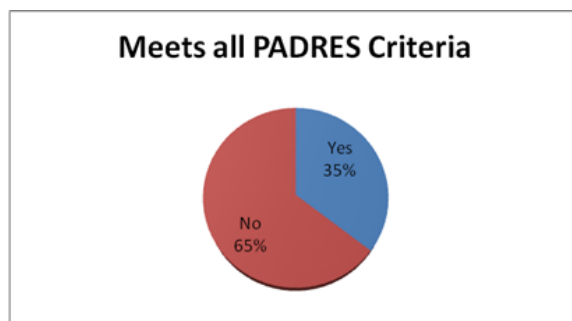


Figure 12: Percentage of Partnerships Meeting PADRES Criteria

Challenges and Solutions

Integrating private sector organizations into emergency management means integrating them into what is often described in the four phases of emergency management. The phases are often listed as a sequence: prepare, respond, recover and mitigate, in practice they represent a continuum of actions, policies and planning are interdependent. For instance, evidence is clear that strong mitigation, such as enforcing strict building codes and “hardening” buildings to withstand high winds, reduces the physical damages when hurricanes come ashore. It is also clear that significant delays in clearing debris or restoring electrical power to business districts and neighborhoods can severely affect the resumption of business operations that can lead to increased business closures.

While all emergency management partnerships extol the practicality of establishing relationships during “blue-sky” times, it often takes a crisis to clarify priorities and serve as the catalyst to focus all community stakeholders on the importance of disaster resiliency. Because of the urgency to address a myriad of needs immediately after a major hurricane, tornado or other large-scale disaster, leaders are initially focused on the physical damage caused to infrastructure, housing and business and the unmet needs of displaced residents. Therefore, some of the first private sector partners engaged by emergency management are usually businesses in CIKR industries and big-box retailers that can quickly source products needed in emergency response.

Even in states or communities that have not established a formal public-private partnership, emergency managers often engage infrastructure businesses and resource businesses such as national retailers and major grocery chains. The state of Florida began engaging such businesses following a tumultuous 15-month period in 2004-05 when eight major hurricanes made landfall in the state. Then State Emergency Management Director, Craig Fugate was particularly concerned when he saw water and ice was being distributed to storm survivors from a point of distribution (POD) center that had been set up in the parking lot of an open big-box retailer. Today, when the state EOC is fully activated in Florida, state emergency managers are on regular teleconferences with the state’s retail federation, major grocers, national retailers and others businesses to determine where the retailers have staged response supplies and their plan for deploying the supplies to the expected storm impact area. During the response phase, the state’s emergency management team utilizes GIS technology to track the movement of private sector supplies to affected areas and to inform local emergency managers when major retail stores have reopened and are ready to support response and recovery in the impact area.

While some roles and responsibilities might seem obvious, such as the way in which Florida works with major retailers, additional roles for specific partners often reveal themselves as relationships develop. In the summer of 2008, Louisiana was bracing for Hurricane Gustav. Determined to learn from the tough lessons taught by Hurricane Katrina in 2005, the Governor’s Office of Homeland Security and Emergency Preparedness had asked Dr. Kolluru and the NIMSAT Institute to serve as the private sector liaison to communicate with CIKR and other major businesses. Their primary intent was of identifying needed

private sector resources and gathering additional information needed to improve the state's situational awareness and decision making.

Legal/Regulatory Issues

Many public-private sector partnerships are prompted by emergency events. And in the heat of the response, businesses, industry groups and other private sector partners often engage with emergency management to address the crisis at hand. There are numerous examples that show how a crisis can serve to bond communities and individuals together. Business and non-profit organizations will jump in to get what needs doing done when their neighbors need food, clothes, shelter and other assistance in the days and weeks following a major disaster. How it all gets done – and the legal, time and financial demands that can accompany a commitment to assist – are a focus when the government and non-government sectors get together during “blue-sky”. Dealing with these details is critical to a community's ability to develop a partnership that will not only be there to respond to emergency events, but can instill a sense of community continuity and self-reliance. This participation can assure that the right plan and the right partners are in place to achieve those objectives.

Engaging full private sector participation, particularly business participation, involves more than asking executives to do what is in the best interest of the community as a whole. These partners must give priority to their own organization's recovery, a task that is sometimes challenged by legal and regulatory requirements. This can prove to be a barrier to attending to customers, employees and the broader community after a disaster.

Businesses often are concerned that they are denied access to affected areas, delayed in obtaining necessary rebuilding permits, and that bureaucratic red tape will slow business and economic recovery. Therefore, businesses will usually be motivated to participate in a partnership if they see it as an opportunity to accelerate the recovery of their businesses, supply chains, and the local economies following a major disaster event. By collaborating with government, they can lend a voice and assist in developing a solution to such community challenges.

Communications Issues

Based on the surveys and interviews conducted by the NIMSAT Institute, there are a number of systemic issues noted most often by public private partnerships that have developed robust cross-sector communication systems. Among those common concerns named by accomplished partnerships are the following:

- ★ Convincing businesses to register in a resource database because of concerns that government regulators or competitors will use their information for other purposes.
- ★ Recruiting businesses to register in a resource database without implying that registration equates to a vendor contract.
- ★ Soliciting physical and economic damage assessment information from businesses who suspect that competitors will have access to such information.
- ★ Ensuring that communications are accessible to all businesses, public sector and non-profits organizations regardless of size, constituency or geographic location in the area addressed by the partnership.
- ★ Offering diverse communications channels that rural as well as urban communities have access to;
- ★ Determining appropriate alternative means of communication for periods in which tools depending on electricity, Internet access, or cell tower operation may be non-operational;

- ★ Publishing information – regardless of the means of publication – that is authorized and appropriate for the public domain (e.g. sensitive critical infrastructure information, terrorism threats).
- ★ Adhering to public records laws of the jurisdiction or jurisdictions served by the partnership.

There are many examples from multiple partnerships that have had experience with addressing all or most of these issues when it comes to technology and the communication of potentially sensitive information. For example, Minnesota Homeland Security & Emergency Management, through the Public-Private Coordination and Action Team (P2CAT), has created an interface through which to share information between businesses that are critical to the economy. The partnership has developed and maintains a list of individuals with unique skill sets and organizations with resources who have agreed to be available in the event of significant incident. One of the primary challenges reported by P2CAT in developing their system involved addressing the issue of translating the vocabulary and nomenclature used in the public sector so that members of the private sector could easily understand them. This effort helped to avoid potential miscommunication issues.

All the findings of the survey were not cautionary issues and problems however. The following sections put forward the best practices gleaned from the many successful PPP's engaged in emergency management around the country.

Communications Facilitation and Information Sharing Best Practice Ideas

- ★ Provide a network of private sector partners to serve as communication outlets and share information regarding impact assessment, unmet needs, and capacity of the local community to support response and recovery and other matters related to situational awareness. (Economic and workforce development agencies/organizations; chambers of commerce and other business membership organizations; Community Organizations Active in Disaster (COADs); major local and regional businesses; national or statewide businesses with regional or local affiliates; small business development centers and similar small business outreach groups).
- ★ Develop technologies that facilitate the cross-sector information sharing among government, business and non-profit organizations. (University research or information technology departments or institutes; local or regional information technology associations; other state emergency management departments that already have access to such technologies).
- ★ Disseminate disaster preparedness information including post-disaster assistance information through traditional channels of a given organization, industry groups and neighborhood or business districts through a variety of channels including news releases, newsletters, websites, "Twitter," "Facebook," and other social media channels. (All businesses, regardless of size, can participate in some of these communications channels; industry and business groups; VOADs, COADs, non-profit organizations, faith-based groups or any other group that has a constituency within the targeted community).

Business Assistance and Economic Recovery Best Practice Ideas

- ★ Assist in business and neighborhood damage assessment and identifying the unmet needs of residents, businesses, employees and their families. (Business Emergency Response Teams, Community Emergency Response Teams, economic development organizations, chambers of commerce, industry groups, small business development centers and individual businesses that are authorized to enter restricted areas).
- ★ Help local businesses identify goods and services they might provide to assist response and recovery (small business development centers, Service Corps of Retired Executives (SCORE),

Procurement Technical Assistance Centers (PTACs), workforce development organizations and small and independent business associations).

- ★ Assist in economic analysis and impact assessment that affect funding streams, insurance response, technical assistance, business-to-business assistance, prioritization of recovery and redevelopment initiatives. (Universities, community colleges, economic development organizations, regional planning councils, private sector economists).
- ★ Set up business recovery workshops and business recovery centers that provide financial and technical assistance to businesses dealing with the consequences of a disaster event. (Economic development organizations, U.S. Small Business Administration, small business development centers, community colleges, workforce development organizations).
- ★ Develop and execute state and local business assistance such as bridge loans, technical advisers, emergency permitting, business, professional and contractor licensing. (Local, regional and state business regulatory and licensing agencies that provide regulation waivers and special assistance to accelerate recovery and business support organizations including Small Business Development Centers, banking associations, contingency planning associations).

Preparedness Planning and Mitigation Best Practice Ideas

- ★ Prioritize and address the most critical needs in the pre-incident planning. For example, utility restoration often tops the list of priorities.
- ★ Address re-entry issue of both residents and businesses. Businesses can assist local law enforcement in developing a credentialing system that allows access to authorized essential economic driver and other community infrastructure businesses to rescue vital assets, retrieve essential records and take other steps that sustain or safely shut down vital operations until normal entry is restored.
- ★ Develop communities Business Emergency Response Teams (BERT) or similar teams that would train employees to assist with damage assessment and critical situational awareness information for the industry sectors or neighborhoods in which their businesses reside. (Local emergency management, business associations, industry and professional organizations).

EOC Engagement Best Practice Ideas

Partnerships that have a liaison role in a local or state emergency operations center (EOC) will have their EOC activities evaluated as part of the overall EOC evaluations and “After Action” reports the assess all the EOC participant organizations after the deactivation of the EOC. These reports track various performance measures and organization capabilities. Similar reports following an emergency management exercise, often referred to as “lessons learned” evaluations will track the performance and organizational capabilities and the gaps in both revealed during the exercise.

Tools Development Best Practice Ideas

As partnerships grow they also develop specific protocols, processes and programs that include performance measurement systems. For instance, a primary focus of many growing partnerships includes communications alert systems, resource databases and credentialing systems, all of which offer tangible systems that can record and mark the partnerships contribution to recovery.

As discussed earlier, partnerships in Louisiana, Florida and in a number of others states, have demonstrated ways in which government, business and academia come together to develop web-based communications systems, populate databases of local resources and capitalize on the existing technologies and the expertise each offers to capture and analyze critical data that can better determine short-term local impacts and long-term cascading effects of a major disaster in their states.

Training and Planning Participation Best Practice Ideas

Many of the partnerships engage private sector continuity planners and emergency managers to launch business continuity planning and emergency response training. Participation in such training may also include the opportunity to local businesses that would like to become involved in a Community Emergency Response Team (CERT) or in a specifically focused business response and recovery team that can be known by a variety of names including Business Emergency Response Team (BERT), Business Response Team, Business Recovery Team and others.

Often the partnership go beyond business contingency training and hold regular summits and symposiums to educate elected officials, business leaders and a broad cross-sector of organizations on how to be better prepared for all-hazard events and to identify their appropriate roles in the community's resiliency plan. Attendance at those summits allows partnership leaders to track engagement in terms of the number and type of organizations sustaining interest in the partnership. Monitoring the success of those summits also can involve conducting follow-up with individual businesses to encourage their development of a business continuity plan and recruitment of attendees into the partnership. Attendees can also join a resource database by identifying the resources they might offer in response to an emergency event. All of these follow-up mechanisms offer an opportunity to track partnership development and the partnership's ability to influence and encourage community disaster preparedness.

Synchronization Best Practice Ideas

As we move forward, individually and collectively, we will benefit from sharing and adopting more common best practices. While it is less important how each PPP differs in being Dedicated, Resourced and Sustained, it is becoming more essential that there is transparency and synchronization in how each are Publicly Accessible and Engaged. These public facing litmus tests are too varied across the nation. That forces national businesses and voluntary organizations, and even the federal government for that matter, to learn new systems and procedures in each disaster. If pride of ownership and unique programs is the Cause, lack of goods, services and support to survivors and communities in need is the Effect. We can work together to change that paradigm.

How will you get there?

This compendium of national PPPs and how they address the PADRES model is both a bench mark and road map. Looking at the various PPPs in this report several strategies for improvement begin to emerge. High level leadership and long term commitment are necessary to achieve perseverance and the continuous improvement. Rome was not built in a day, and most of the most successful PPPs have grown as they proven their value through several emergencies.

Success breeds success, and developing a track record builds resources, attracts participation, and provides additional opportunities for engagement. Both emergency managers and business owners have little tolerance for academic exercises in participation; they do have a great deal of enthusiasm for hard work under difficult circumstances, independent problem solving ability, and team efforts. It is therefore crucial for successful PPPs to demonstrate a value added proposition for all stakeholders.

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APPENDIX A: CASE STUDIES

Louisiana Business Emergency Operations Center

The Louisiana Business Emergency Operations Center (LA BEOC) is a joint partnership between Louisiana Economic Development (LED), the Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP), led by the National Incident Management Systems & Advanced Technologies (NIMSAT) Institute at the University of Louisiana at Lafayette, with support from the Stephenson Disaster Management Institute at Louisiana State University. The LA BEOC was launched in 2010 to support the coordination of activities and resources of businesses and volunteer organizations in Louisiana and across the nation. Its goal is to improve response and self-sufficiency, reduce reliance on FEMA, and maximize business, industry and economic stabilization. It is operated as a state-of-the-art facility on the LSU campus, the development of which was supported with in-kind donations of technology and software and cash donation by major national and Louisiana based businesses.

The LA BEOC works directly with Louisiana Economic Development (LED), regional economic development organizations, industry, professional associations, and Louisiana Volunteers Active in Disaster (VOAD). These organizations were selected to serve as the state's communications link with major business and volunteer organizations located throughout the state. The private sector participants with positions at the center, supports the activities of the state EOC, utilize their relationships to source goods and services needed, and capture damage assessment critical to assisting the state in developing accurate situation awareness and economic impact assessments.

To help complete this communications task, the NIMSAT Institute has developed a web portal for the LA BEOC where businesses are asked to register with the state before a disaster and identify any products or services they might provide to assist communities in the state that have been affected by a disaster. Businesses who register at the LA BEOC site are asked if they have a business continuity plan and if they do not, they are referred to the Louisiana Business and Technology Center, from which they can receive assistance in developing a continuity plan. When a business registers they have the opportunity to sign up for receiving alert notifications via email, SMS text message, or by phone. As News Alerts, needs for resources, and requests for status reports are posted to the portal, each business that has selected to receive such notifications will receive an email, text message, or phone call alerting them.

The LA BEOC had to address all of the issues mentioned in the challenges section above when developing the LA BEOC web portal and determining what technology to bring into the physical operations center. There were concerns of what information from businesses needed to be protected, how to protect it, and also what type of information from the state could be disseminated to the public. The LA BEOC worked closely with GOHSEP and LED's legal counsel offices to draft policies and procedures to alleviate the concerns with protecting information and ensuring that businesses felt protected when registering and participating with the LA BEOC.

The web portal allows for LA BEOC members, which include the industry and business associations, economic development organizations, and VOAD to participate fully with LA BEOC operations remotely if they are unable to reach the physical center. They have the ability to view the most recent information from the state emergency operations centers, the current needs of the state, search the product registry database created, send companies custom messages, and recommend companies that may be able to respond to current needs.

The physical operations center is a state of the art facility which has seats with computers and phones for up to forty LA BEOC members, teleconferencing technology to remain up to date with the state emergency operations center, flat screen televisions which will broadcast news channels, weather updates, and messages from the state. The facility also has access to the Louisiana version of Google

Earth, Louisiana Earth. The LA BEOC is able to use Louisiana Earth to display evacuation routes and information about the location of shelter, gas stations, pharmacies and medical facilities, grocery store, banks, and more. This information will be pertinent to determining where resources can be sent when responding to a disaster event.

One of the main goals of LA BEOC is to create a first-hand damage and economic impact report that to allow the state to act more quickly in responding to areas of greatest need and provide critical information that is used by state economists to calculate the impact of an event on certain industries and the broader economy. Businesses will be asked to provide their status through the web portal following an event. They will also have the ability to enter specific issues they are having while attempting to reopen their businesses. This information will be sent directly to the state EOC where they will work to determine what areas are in the most need for resources and assistance.

The LA BEOC works in partnership with two state agencies GOHSEP and LED. The director of the NIMSAT Institute serves as the “incident commander” with support from NIMSAT Institute staff. In a true collaboration, SDMI staff provides operational support of the facility. The BEOC facility currently includes the participation of 29 organizations consisting of business and industry associations, economic development organizations, Louisiana Volunteers Active in Disaster, with financial and technological donations from FirstCall, Entergy, Google, Dell, and Citrix.

On April 20, 2010, an explosion occurred on the Deepwater Horizon offshore drilling rig, resulting in the tragic deaths of 11 workers and many more injured who were subsequently rescued at sea. The exploration well was located in the Mississippi Canyon Block 252, in the Gulf of Mexico, and was operated by British Petroleum (BP) and owned by Transocean Ltd. On April 22, 2010, the rig sank into the Gulf of Mexico, leaving a damaged riser spilling an estimated 185 million gallons of crude oil into the Gulf by the time it was capped off on July 15, 2010. This incident was declared a “spill of national significance” by the Secretary of the Department of Homeland Security. A full-scale emergency response plan was launched by the responsible party, BP, and the U.S. Coast Guard (USCG) in an effort to contain the oil spill, cap the undersea well, and mitigate the consequences to the gulf coast.

The Louisiana Business Emergency Operations Center (L A BEOC) was partially activated on April 28, 2010 in response to the Gulf Oil Spill and over the following few months, the government, academic and business partner organizations that support the LA BEOC collaborated to carry on essential and quantifiable roles in the state’s response in the following areas:

- ★ **Economic Impact Assessments:** The LA BEOC worked with various estimates of the potential spill volume to forecast possible business loss and other economic impacts to the fisheries and other specific industry sectors in the state. The effort engaged the subject matter expertise from academia and industry and assisted the state in estimating the total potential impact of the oil disaster to the Louisiana economy.
- ★ **Solution Solicitation:** In response to Governor Bobby Jindal’s call for innovative solutions, the LA BEOC team created a web portal that was used to solicit and collect creative ideas and proposed products to prevent and clean up oil contamination along the coasts. These proposals were reviewed by an expert panel of scientist and shared with appropriate state agencies and those deemed appropriate were forwarded to BP and the U.S. Coast Guard.
- ★ **Resource Identification and Information Sharing:** The LA BEOC team researched local, state, and national private sector resources available to meet specific needs identified by the Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) in managing and responding to the oil spill. It also established a web site through which it shared information relevant to organizations that had volunteers and donations to offer communities dealing with the disaster.

Washington Emergency Management Corporate Relations Program

When the U.S. Army Corps of Engineers grew concerned about seepage at the Howard Hanson Dam early in 2009 and warned of a 1-in-3 chance that the Green River Valley could flood, the Washington State Emergency Management Division (EMD) took quick action to assist King County and its communities in planning for a potential large-scale flood. The dam protects the valley's manufacturing plants, distribution centers, public facilities and residential neighborhoods in the floodplain. The worst predictions warned of a higher chance of a 10-foot-deep flood during rainy seasons for the next three to five years until a long-term fix could be engineered. Major flooding could cripple the region's infrastructure through electricity and gas outages, water supply interruptions, and major highway closures.

EMD began receiving many requests from businesses for preparedness assistance. EMD already had a program and system in place for communicating with businesses. The year before, the division had installed a third-party, password-protected communications system called PIER (Public Information Emergency Response). The PIER System is an all-in-one, web-based solution used for crisis communications management, mass notification, public and media relations, employee communications and business continuity, which was tailored to post key planning, response and recovery information online for businesses to access, as well as to send businesses real-time emergency alerts and to solicit donations. Throughout 2009, as the U.S. Army Corps of Engineers and King County issued updates on the status of the dam and emergency planning for the valley, EMD posted the information to its PIER Business Information site and sent alerts to businesses.

Similar to many partnerships around the country, Washington EMD has grown its private sector relationships by partnering with primary business organizations such as the Association of Washington Business and the state chamber, which represents more than 6,000 members from Microsoft and Boeing to small retailers. These organizations subscribe through the PIER system to receive information and are organized into the industry sectors groups in order to target and collect information pertinent to each sector.

Washington EMD uses the PIER system to send government generated information to businesses and allows them to receive information regarding damage assessments and situational reports from businesses in an impacted area. The PIER system also allows Washington EMD to solicit donations/volunteers and identify suppliers of needed products and services. The General Administration has worked to set up AidMatrix as the system utilized by Washington state but it hasn't been deployed on a real disaster or large scale exercise to date. Businesses are able to view the most asked for information on a web based portal, call toll-free to the Washington EMD business liaison desk located inside the EOC, as well as receive text "twitter like" 140 character notification messages. The PIER system is not used to request protected information from private sector partners regarding CIKR assets, but the EMD does have a system in place for the Critical Infrastructure Managers to receive and secure sensitive information.

Business Continuity Information Network (South Florida)

The Miami-Dade County Business Recovery Program (BRP) and the Palm Beach Private-Public Partnerships are separate, but cooperative public-private collaborations in South Florida that are designed to ensure businesses and other private sector organizations are engaged in all phases of emergency management. The collaborations were each launched following the active Hurricane Seasons of 2004 and 2005, when Florida was impacted by eight hurricanes in a 14-month period. Miami-Dade's coalition was launched in 2007 with a core group of businesses that were already assisting the county in mitigation efforts and were members of the county's Local Mitigation Strategy Working Group. The group has expanded and has been given a seat in the EOC and is recognized as "Emergency Support Function (ESF) 18" or the Business Recovery Development Committee. Palm Beach's

partnership has developed from a collaborative effort between Palm Beach County Office of Emergency Management and a core group of major private businesses in the county.

While developing as separate initiatives, the two counties are exploring opportunities to work together with a similar public-private sector collaboration effort in their neighboring counties of Broward and Monroe. That future “quad-county” cooperation will likely depend to a good extent on a communications tool known as the Business Continuity Information Network (BCIN) to support their ability to share critical information and cross-sector communication.

BCIN is a web-based service developed by Florida International University (FIU) that can be used by local businesses, county emergency management, and other organizations to gather and share critical information and support continuity efforts before, during and after a disaster. Available year round as a public service, this tool is being implemented by the South Florida counties to facilitate business-to-government, business-to-business communication, and government to non-profit communication and to provide participating companies a tool to track their key employees and supply chain status, and locate needed recovery goods and services all through a web based portal. It also has the ability to solicit damage assessment from businesses located in an impacted area. The BCIN can communicate with businesses via email, teleconferences, and their web based portal where information can be posted for easy access. This service is available for anyone in the country. It is not restricted to businesses only.

On the BCIN web portal, there is a resource board available for resource requests and fulfillment. It currently does not follow official resource typing, such as FEMA’s standard, but the resources can be placed into pre-defined categories available in the system for organization purposes. The BCIN system also interfaces with the Crisis Management System, WebEOC, which is utilized in the state emergency operations center. They are currently working with the vendor to improve the interoperability and make the interface as seamless as possible. The BCIN portal also asks businesses to share damage assessment information as well as operating locations. This information is mapped using GIS technology.

Developed in partnership and with funding from IBM and the National Science Foundation, BCIN works in cooperation with Palm Beach, Miami-Dade and Monroe Counties emergency management offices. It currently includes the participation of dozens of South Florida businesses in the region including IBM, Wal-Mart, Office Depot, Verizon Wireless and FloridaFIRST—a consortium of Florida’s financial institutions focused on business continuity.

Colorado Emergency Preparedness Partnership

The Colorado Emergency Preparedness Partnership (CEPP) is a collaborative enterprise created by the Denver Police Foundation, Business Executives for National Security and the Philanthropy Roundtable. The partnership covers a wide range of industries that are participating on a voluntary basis to more efficiently connect the public and private sectors. One key aspect of the partnership is creating smooth and reliable lines of communication between and across all sectors and industries. The overall goal of CEPP is to mitigate the impact of catastrophic event and help ensure the safety of Colorado citizens and the resiliency of its economy.

CEPP’s survey response indicates that they utilize multiple tools to effectively communicate with the business community and its members. Listserve, software that allows many emails to be sent out at one time, are used to send out industry or company specific warnings/alerts when they are received via official sources. CEPP receives reports with information about events, threats or incidents that may affect their members from the Colorado Information Analysis Center and the Colorado Department of Public Safety. They are able to pass this information on to their members through emails via Listserve. CEPP also uses Listserve to identify resources needed for specific events by easily alerting the business community of the state needs and receiving feedback. CEPP appreciates the fact that the private sector

has access to a vast amount of resources and are also very willing to assist the community as a whole recover from disaster events.

To catalog the resources that exist in the private sector CEPP created CONNECT Colorado, which is a system that documents, categorizes, and makes available to emergency responders the equipment, supplies and expertise of the business community to enhance security and the response capability across the state. CONNECT Colorado is fully integrated with the State of Colorado resource management systems and processes. Further development of the CONNECT Colorado system is planned to create Resource Ordering and Status System (ROSS) integration. ROSS is a National Wildfire Coordinating Groups (NWCG) sponsored computer software program which automates the resource ordering, status, and reporting process. The planned integration will eventually lead to a fully automated status input of resources from CONNECT Colorado to ROSS.

The CEPP also employs a Situation Awareness Tool (SATool) to allow for cross sectors information sharing. It was donated to CEPP during the H1N1 alert in 2009 by the Colorado Department of Public Health. The SATool is a web based portal that allows partners to collect information, communicate and collaborate prior to making critical decisions during emergency events.

The CEPP expressed in their survey response that they have faced certain challenges that are common for establishing public private partnerships. According to them the one that has been the most challenging is the fact that a lack of transparency exists in public sector preparedness programs and the willingness of public sector entities to share information. It is their belief that public sector entities need to better involve the private sector in the planning process rather than assuming the private sector will do what they are told. True collaboration is the best way to ensure that the entire state is as prepared as possible for all potential hazards.

California Resiliency Alliance

The CRA is a not-for-profit 501(c)3 organization that engages business and government to support state and local capacity to “prevent, protect, respond and recover from natural and human-caused disasters.” Initiated in the San Francisco Bay area with the support of the BENS organization, includes regional companies, representatives from county and state emergency management offices and public health agencies participate in this 501 c (3) public-private partnership. The CRA also serves as the liaison for the State Emergency Management System and it facilitates communications and the identification of private sector resources through its “dotted line” affiliation with local and county public-private partnerships such as the Ready San Diego partnership, which also is profiled in this report. The CRA was launched in 2005 by Business Executives for National Security (BENS) as one of a number of regional public-private partnerships, and became an independent non-profit organization in 2010. www.CAresiliency.org

The CRA has marked several milestones in establishing an organizational structure that could serve as a model for other states because it provides for the primary linkages that most state partnerships find necessary to launch and sustain the public and private sector collaboration. The partnership has also developed templates, which are shared in the annex of this compendium, that provide official mutual assistance agreements between the government and private sectors and to address some of the liability concerns through a expansion of the state’s “Good Samaritan” law. Specifically, the California Resiliency established the following elements to develop an operational partnership:

- ★ Organized information “fusion centers” that provide businesses a communications link to state and local government emergency operations centers before, during and after a crisis.
- ★ Established a Business and Utility Operations Center in the State Operations Center and the Coastal Resiliency Emergency Operations Center through a Memorandum of Understanding signed in 2008.

- ★ Work with local partnerships such as the Bay Area Response Coalition and Ready San Diego to support those partnerships' activities in their regions

The California Resiliency Alliance (CRA) brings businesses and government together to strengthen the state's capacity to prevent, protect, respond and recover from natural disasters, pandemic flu or terrorism. California has experienced chaos when it came to business-government collaboration during past disasters. This chaos was a direct result of little or no advanced planning in the area of public private partnerships. The CRA attempts to mobilize California area businesses in advance to improve community resilience through initiatives that revolve around cross-sector coordination, the resourcing of products and services needed during a disaster, the expertise and technology that exists in the business community, and creating links to other organizations that can lead to partnerships.

According to responses to the survey administered by the NIMSAT Institute, the CRA utilizes various types of technology and tools to accomplish these initiatives. The CRA has access to California's Response Information Management System (RIMS) to access situation reports and resource requests that exist throughout the state, but not to disseminate information to the private sector. To distribute information to the private sector CRA will post pertinent information on two web portals, the Homeland Security Information Network through Northern California Regional Intelligence Center and to the California Emergency Management Agency's Business and Utility Operation Center portal. Currently there are a limited number of companies on both of these sites, but they hope to increase traffic in the near future.

In addition to the two homeland security linked portals, the CRA website (www.CAresiliency.org) is a private social network using Ning that enables the CRA to share information with our private sector members and other partners. The most pertinent or critical information that is posted on these three web portals is also emailed to members of the CRA via a company called Constant Contact. They are also considering partnering with Innovative Support to Emergencies Diseases and Disasters (InSTEDD) to add the capability to send out group SMS text messages via InSTEDD's GEOChat service.

The CRA also created a business resource-registry version of the Aid Matrix donations management database called the CRA Disaster Asset Registry (CRADAR). Businesses have the ability to pre-register resources they would be willing to provide on either a donated or reimbursed basis during a disaster. This registry is used by the state of California when needs arise during a disaster that was not adequately planned prior to an event. The most important aspect of CRADAR to the CRA is the fact that the system has emergency contact information for the executive with authority over the asset. The registered company is not obligated to provide resources if it is needed for their own use, and they also have the option to designate certain resources as "confidential".

Safeguard Iowa Partnership

The Safeguard Iowa Partnership (SIP) is a voluntary coalition of the Iowa's business and government leaders, who share a commitment to working together to prevent, prepare for, respond to, and recover from catastrophic events. Safeguard Iowa was created in 2007 by the Iowa Business Council and representatives from key state agencies. The partnership consists of 47 private businesses, 41 public partners, and 29 private and public associations that will help integrate business resources, expertise, and response plans with those of government during all stages of disaster management. In their survey response, Safeguard Iowa explained that their initiatives and activities are focused resources & preparedness, communications & coordination, education & exercises, partnership development & outreach, and marketing & public awareness.

Disseminating information to the business community is a major goal for SIP; their website has been designed to have the capability to send mass emails to all partners registered via a system called Wild Apricot. Wild Apricot is also the main portal for the SIP website, collection of funding for events,

events/calendar, and membership management system. Getting information from the private sector is also important to the SIP so they regularly submit surveys via Zoomerang, which is a web based service that allows a user to create custom surveys quickly and easily. SIP also has access to the Iowa Health Alert Network which is maintained by the Iowa Department of Public Health. The network is used to send notices to all public health departments, hospitals and state agencies during emergencies.

The SIP is not the lead for the state on solicitation of donations and volunteers, but they do share information that connects potential donations and volunteers to the state and to the Volunteer Organizations Active in Disaster (VOAD). SIP has created a business resource registry which is used to call upon private sector partners when needs exist during a disaster event. Businesses are encouraged to register year round to ensure that there is a substantial database prior to any event. Occasionally SIP has sought donations for the VOADs. In that situation, they partner with the Iowa Disaster Human Resource Council who pushes the message on need for donated resources. When seeking donations in the immediate response process, SIP will use the business registry and reach out to the business community for assistance.

To receive an accurate assessment of the impact of a disaster event on the business community, SIP has begun to integrate the partnership with the chambers of commerce to assist in the collection of data. This is in the development phase, but something that the SIP hopes to be able to utilize during future disasters. Without an accurate assessment of the business community, resources and disaster relief funds cannot be distributed in the most efficient manner.

Missouri Public Private Partnership Committee

The Missouri Public Private Partnership (MOP3) Committee is a voluntary coalition of Missouri's private and public sector leaders, who share a commitment to strengthening the capacity of the state to prevent, prepare for, respond to, and recover from disasters. MOP3 partners work to reduce the impact of emergencies on their communities by pledging resources and offering support services. The partnership was created in 2006 under the Missouri Governors Homeland Security Advisory Council (HSAC). The private sector is able to provide their unique perspective, which helps to augment and support Missouri's prioritized homeland security issues and emergency management initiatives.

To strengthen the capacity in which Missouri is able to respond to disasters, the MOP3 has worked with the HSAC to develop the Missouri Emergency Resource Registry (MERR) which is an actionable database of private sector companies that would provide goods and/or services upon state declaration of a natural disaster or terrorist threat. MERR is a secure database accessible only to state and local emergency management personnel. Target resources include but are not limited to transportation assets, generators, heavy construction equipment, light response equipment, staging facilities, and professional services personnel.

To foster and grow the partnership, MOP3 holds conferences and meetings with the private sector on a regular basis. Through interactions with the private sector, MOP3 recognized the benefits of working with the private sector and formalizing the lines of communication. MOP3 is an authorized recipient within the Missouri Alert Network which provides public safety officials with immediate phone, email and text message broadcast capabilities. This provides MOP3 with the ability to send messages to all of its members to ensure that the private is kept up to date with the latest developments in responding to events. In addition to being able to send messages to the members of the partnership, MOP3 also created a web portal where alerts can be posted.

MOP3 created the Business Emergency Operations Cell (BEOC), which is a voluntary affiliation of CIKR businesses and associations committed to assisting the state plan for and respond to disasters. The BEOC uses training and exercises to improve the level of preparedness throughout the state. These training have benefits for the private sector, but to the entire state as well. The better prepared the

private sector is for disasters, the quicker whole communities are able to recover and return to normal. The BEOC creates bi-directional flow of information between the private sector and government by allowing members to inform the government of their industry sector's needs and how government can best meet those needs. This bi-directional flow of information creates a much better situational awareness, for both private and public sectors, which did not exist in the past.

Florida's ESF 18 "Business, Industry & Economic Stabilization"

Florida's ESF 18 partnership was established following a tumultuous period in 2004-2005 in which Florida was struck by eight major hurricanes over a 15-month period, totaling in more than \$29 billion in insured damages. Florida's state and emergency management had few breaks during those tumultuous seasons and local, state and federal agencies and VOADs that support and operate the public and individual assistance programs were in full operations long after the last storm – Hurricane Wilma – had blown through South Florida.

Hundreds of Florida businesses were also hit by those same eight hurricanes. Agencies and organizations that support business development in the state were worked on a parallel track to emergency management to assist affected businesses with state-funded bridge loans, and technical advice for recovery and unemployment assistance for their displaced employees. While the Governor's Office and some state and federal agencies, such as the U.S. Small Business Administration, were working closely with both emergency management and the economic recovery teams, there was little structure to encourage formal collaboration and those focused on business assistance at the local and state level were often neither included nor in direct communications with the local or state emergency response teams.

Recognizing the efficiencies and response and recovery effectiveness that could be gained from a more collaborative effort in future emergency events, Enterprise Florida, Inc., the state's public-private economic development partnership worked with the Florida Division of Emergency Management to establish an emergency support function (ESF) in the state's emergency operation center (EOC) that focuses on integrating the private sector and business assistance as part of the state's emergency response team.

Today, the state's ESF 18 "Business, Industry and Economic Stabilization" team has two primary purposes. The first is to coordinate communication and outreach to the business and other private sector partners that can support the missions of the EOC and local and state emergency response teams. It also coordinates local, state and federal agency actions that will provide immediate and short-term assistance for the needs of business, industry and economic stabilization. That coordination is done through a network of local and regional economic, workforce, tourism and other industry partners, who determine the most efficient and effective ways to manage the access to business resumption services (e.g. SBA business loans, state bridge loans, technical assistance) and focus on long-term recovery and business development strategies. The State Division of Emergency Management has a private sector liaison that works with ESF 18 and is supported by a host of other regulatory and support agencies and organizations such as the state and local chambers and the Florida Retail Federation that work with employers, employees, entrepreneurs and job seekers on a daily basis.

Note: Exciting things are continuing to happen in Florida, with Director Byran Koon providing strong vision and leadership in the creation of a dedicated private sector coordinator position (John Cherry) and establishing partnerships with academic institutions. These initiatives were announced during the National Hurricane Conference in March 2012 in Orlando, FL. New partnerships will do well to follow Florida's lead as among the nation's best practices.

Tulsa Partners, Inc.

Tulsa Partners, Inc. is a non-profit organization that includes businesses, government agencies and citizens whose stated mission is “to create a disaster-resistant community and improve Tulsans’ safety and well-being by reducing deaths, injuries, property damage, environmental and other losses from natural or technological hazards.”

The organization’s roots are in Project Impact, a Federal Emergency Management Agency (FEMA) initiative designed to address the way local communities across the United States prepared for and dealt with disasters. Project Impact was intended to offer technical and other support from the federal government that could encourage and assist community leaders in all sectors to take preventative measures that mitigate the potentially devastating effects of a natural disaster.

The “Tulsa Impact” Project provided a catalyst that brought together diverse organizations and agencies from across the city to create a more disaster-resistant community and reduce economic losses through the use of public-private partnerships, citizen education and demonstration projects. The city was one of the original seven communities to embrace the preparedness initiative that grew to hundreds of communities, before it was disbanded in 2001.

Today, Tulsa Partners focuses on five primary goals:

- ★ Promoting and advocating for sustainability and disaster resistance.
- ★ Providing education programs.
- ★ Developing mentoring relationships.
- ★ Recognizing and celebrating community efforts.
- ★ Acting as a clearinghouse for expertise and information.

The evolution of this partnership has crossed the a bridge from disaster resiliency and mitigation measures to include compatible initiatives related to sustainable development and “green” building initiatives that the city of Tulsa is embracing along with many cities across the country. As evidenced of that broadening of its sustainability focus, Tulsa Partners houses the Green Building Resources Library, which provides online and on-site information and product samples on local green and disaster resistant technologies and services.

Never straying too far from its roots, however, Tulsa Partners hosts community emergency response team classes for historic and cultural organizations, tabletop disaster exercises for public schools and a variety of continuity and disaster management workshops for long-term care and other health facilities, the Tulsa Housing Authority and other organizations around the community.

The Support Alliance for Emergency Readiness or SAFER Santa Rosa

The SAFER Santa Rosa organization is located in Santa Rosa County, a primarily rural county the coastal region of Northwest Florida. The county had developed a Long Term Recovery Organization (LTRO) in the wake of Hurricane Ivan in 2004 that focused primarily on restoring and mitigating homes in the region impacted by Ivan. Playing on the momentum created by the community recovery team, the Santa Rosa County Division of Emergency Managers and a number of other government, business and non-profit organizations joined forces to develop SAFER as a Community Organization Active in Disaster (COAD) organization that could focus on fostering efficient, streamlined service delivery to people affected by disasters and eliminated duplication of efforts in all phases – preparedness, response, recovery and mitigation – of emergency management. With more than 100 members, SAFER Santa Rosa has identified a broad base of initiatives and many initiatives that focus on humanitarian initiatives as well as projects that will focus on business preparedness and recovery following a disaster.

Unlike some of partnerships formed to integrate the private sector – particularly for profit-businesses – into all phases of emergency management, SAFER Santa Rosa ‘s lead organizations of the county emergency management division and the Santa Rosa Chamber of Commerce have engaged a broad sector of community stakeholder organizations to support a variety of needs that affect the entire county. Like many PPPs, the organization has established committees to explore ways to encourage business continuity planning and to assist with the solicitation and distribution of donations. It also has an ad hoc committee named “Safer Kids” that raises money to purchase traffic barricades to be used for all types of event s throughout the county in disaster and non-disaster time periods. Unlike some other partnerships, SAFER Santa Rosa and its defined roles and responsibilities are included in the Santa Rosa County Comprehensive Emergency Management Plan.

APPENDIX B: PPP SURVEY INSTRUMENT

Survey Public-Private Partnerships in Emergency Management: A Compendium of Best Practices

- Q1.** Please give your name and contact information.
- Q2.** Has your state or local emergency management agency engaged business and other private sector organizations in emergency management planning, response or recovery operations?

Answer Options	Percent	Count
Yes	92.6%	63
No	2.9%	2
No, but interested in doing so	4.4%	3

- Q3.** If you have engaged private sector organizations, please give a general description of the type of collaboration you have initiated and type structure used to engage businesses or other collaborators (i.e. as an emergency support function, as a non-for-profit organization, etc.)
- Q4.** Please give the name of the organization(s) (i.e. an economic development organization or chamber of commerce) or business(s) that have been designated as the primary private sector liaison(s) and a Point of Contact and contact information with the lead organization.
- Q5.** Please describe how the collaboration was initiated and how private sector participants were identified and engaged.
- Q6.** Which type of organization drives the agenda?

Answer Options	Percent	Count
Emergency Management	49.3%	33
Other Government Office/Agency	1.5%	1
Economic Development Organization	0.0%	0
Chamber of Commerce or other business/industry organization	0.0%	0
University or other academic institution	0.0%	0
Individual business	7.5%	5
Other (please specify)	41.8%	28

- Q7.** How is the private sector collaboration or partnership funded? Is there recurrent/sustainable funding source to support it and if so, please describe primary source of sustainable funding.
- Q8.** Please list any resources your partnership makes available to the private sector. *Please check all that apply.*

Answer Options	Percent	Count
A seat in the Emergency Operations Center	70.6%	48
A separate facility as a "Business Emergency Operations Center"	7.6%	12
Resources to help prepare for, respond to, and recover from disasters	82.4%	56
Communications tools (Interactive Web portals, cell phone alerts, etc.)	64.7%	44
Government or Private Sector grants or other funding	19.1%	13
Opportunities to participate in EM training, and exercises	92.6%	63
Public recognition or other incentives (Please describe briefly)	50.0%	34
Other (please specify)	30.9%	21

- Q9.** List the primary roles, responsibilities and functions of the private sector participants.
- Q10.** Does the private sector collaboration have defined roles or ongoing programs?

Answer Options	Percent	Count
Preparation/Planning programs or roles	69.1%	47
Response programs or roles	61.8%	42
Recovery programs or roles	47.1%	32
Mitigation programs or roles	41.2%	28
Other (please specify)	23.5%	16

- Q11.** Does the public-private sector collaborative effort or partnership have specific deliverables or performance measures to determine the success or progress? If so, please identify what some of those measures are.
- Q12.** Does the public-private collaboration have responsibility for ongoing programs or specific projects that promote community resilience? If so, please describe those programs or projects.
- Q13.** Please describe three to five primary challenges encountered in the process of engaging the private sector in emergency management programs. If those challenges have been overcome, please describe how they were overcome.
- Q14.** Please describe three to five primary accomplishments achieved through the engagement of the private sector and how those accomplishments were achieved.
- Q15.** Please identify any existing Memorandum of Understanding (MOU) or other documents that define the roles and responsibilities of the partnership participants and the partnerships goals and objectives. Please also provide a web site address or other contact through which the documents may be obtained.

APPENDIX C: PPP SAMPLE DOCUMENTS

SAMPLE INDUSTRY AGREEMENT (LOUISIANA)

LOUISIANA BUSINESS EMERGENCY OPERATIONS CENTER (LABEOC)

PRIVATE SECTOR PARTICIPATION MEMORANDUM OF UNDERSTANDING

1. PURPOSE OF THE AGREEMENT

Private businesses play a significant role in protecting their employees and community during disasters. Businesses also play a vital role in working with government to facilitate and provide emergency response and recovery from all types of disasters. State government and the private sector wish to further strengthen their partnership in this area, pursuant to the creation of the Louisiana Business Emergency Operations Center (LABEOC) as the first in the nation to have a dedicated facility that is interconnected to its state emergency operations center.

In order to improve disaster preparedness in the State of Louisiana by becoming fully integrated into the state's emergency management system, this memorandum of understanding (MOU) formalizes the relationship between:

The Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP)

and

[_____]

(Participant)

As evidence of the Parties commitment to prepare for, respond to, and recover from disasters impacting the State of Louisiana.

2. AUTHORITIES

This MOU is authorized by Louisiana Revised Statute 29:725.

3. BACKGROUND

The National Response Framework (NRF), issued in January, 2008, is a comprehensive national guidance document that addresses roles, responsibilities, activities, and interdependencies for partners involved in response and short-term recovery actions to disasters and emergencies in the United States. This includes local, tribal, State, and Federal governments, as well as nongovernmental organizations (NGOs) and the private sector. The private sector plays a key role before, during, and after an incident. Many private-sector organizations are responsible for operating and maintaining portions of the Nation's critical infrastructure.

Private-sector entities provide response resources (donated or compensated) during an incident – including specialized teams, essential service providers, equipment, information, and advanced technologies – through local public-private emergency plans or mutual aid and assistance agreements, or in response to requests from government and nongovernmental-volunteer initiatives.

The Louisiana Business Emergency Operations Center (LABEOC) is the operational center for a collaborative effort to ensure business interests and capabilities are integrated into the pre-disaster planning and post-disaster response, recovery and long-term redevelopment of communities in Louisiana that have been impacted by a declared disaster. The LABEOC operates through the collaboration of Louisiana Economic Development (LED), the Governor's Office of Homeland Security

and Emergency Preparedness (GOHSEP), the University of Louisiana's National Incident Management Systems and Advanced Technologies (NIMSAT) Institute and Louisiana State University's Stephenson Disaster Management Institute (SDMI). The NIMSAT Institute will lead the LABEOC as the "Incident Commander" with support from SDMI, which will house the LABEOC and provide operational support.

4. CONCEPT OF OPERATIONS

The primary purpose of the LABEOC is to engage businesses and other private sector organizations in the direct response and recovery efforts in communities impacted by a disaster and incorporate those private sector resources and information into the state's National Emergency Management System (NIMS) in order to enhance the continuity of operations of businesses critical to local communities and the state's overall recovery. NIMS is the single system required for managing response to multiagency and multi-jurisdiction emergencies in Louisiana. This will be achieved and facilitated in coordination with the state Emergency Operations Center (EOC) through the exchange of timely decision support information to include the following seven goals of the LA BEOC:

- Goal 1.** Pre-disaster preparedness and resiliency: "Get a Game Plan". Under the direction of Governor's Office of Homeland Security & Emergency Preparedness (GOHSEP) and Louisiana Economic Development (LED), the LA BEOC will support the strengthening of private sector and Voluntary Organizations Active in Disaster (VOAD) emergency preparedness through programs such as "Get a Game Plan".
- Goal 2.** Under the direction of LED, serve as a channel for bi-directional communication of critical information between the public sector of Louisiana, businesses, and VOAD to acquire comprehensive situational awareness, to minimize business losses, and to maximize the ability of affected businesses to stay in operation, or to quickly reestablish business operations, post-disaster.
- Goal 3.** Under the leadership of LED, identify economic impacts of the disaster to LED-identified major economic drivers across the state, as well as to GOHSEP-identified CIKR assets, VOAD community contributions and the resulting impacts to the state and national economy.
- Goal 4.** Return business environment to normal: Transition from Response to Recovery- Get businesses back online.
- Goal 5.** Under the direction of GOHSEP, LED and the Louisiana Division of Administration, maximize the use of Louisiana businesses, or national private sector resources, and distribution capabilities to provide needed emergency, unplanned products and services to citizens in need, to improve coordination between the public and private sectors, and to minimize support requirements from FEMA and the federal government, while remaining consistent with state contract procurement rules and regulations.
- Goal 6.** Under the direction of GOHSEP, assist the Unified Logistics Element (ULE) team in coordinating emergency contracted products and services with Louisiana, regional, and national businesses.
- Goal 7.** Under the direction of Governor's Office of Homeland Security & Emergency Preparedness (GOHSEP) and Louisiana Economic Development (LED), the LA BEOC will support the coordination of voluntary donations from businesses, VOAD and individuals with the needs identified and established by GOHSEP, parish authorities, and VOAD.

The LABEOC will be the primary state support function within the state's emergency activation structure focusing on the capacity of the private sector to engage in local and state response and recovery initiatives and the identification of the impact of the disaster on the private sector. The center may be operated 12/7 during activation at the Louisiana State University South Campus in Baton Rouge and will continue to be operated following deactivation as a long-term recovery resource center at the National

Incident Management Sciences and Advanced Technologies (NIMSAT) Institute at the University of Louisiana at Lafayette.

5. PREPAREDNESS ROLES AND RESPONSIBILITIES

The Louisiana Department of Economic Development (LED) is the State's economic development agency. In this role, it coordinates the activities of state and federal agencies, supports the activities of regional and local economic development organizations and local business organizations to prepare businesses for disaster impacts, assesses the impact of disasters on businesses, and provides assistance to recover businesses and redevelop local economies impacted by disasters. To fulfill this mission, LED protects against, prepares for, responds to, and aids in the response and recovery of emergencies and disasters that threaten the livelihood of individuals, the state's tax base, and the overall economic vitality of communities, regions and the entire state of Louisiana.

The Governor's Office of Homeland Security and Emergency Preparedness (GOHSEP) is the State's emergency planning and response agency in Louisiana government. In this role, it coordinates the activities of state agencies and federal government to support local government requests for assistance during emergencies and disasters. To fulfill this mission, GOHSEP protects against, prepares for, responds to, and aids in the recovery from emergencies and disasters that threaten lives, property and the environment.

6. RESPONSE ROLES DURING LABEOC ACTIVATION

Notification and Communication: For non-emergency communications, LED and GOHSEP will utilize contact information for the Participant's designated primary and alternate points of contact. During drills or emergency situations, the parties will use the LABEOC computer systems, website, and portal developed, maintained and hosted by the NIMSAT Institute for bi-directional communications of emergency conditions that may affect businesses or the State's security and disaster recovery interests.

As one of the business organizations designated to fill the business and industry liaison seats at the LABEOC, the Participant was selected based on its ability and commitment to fulfill the following duties and support roles at and in cooperation with other public and private sector partners at the LABEOC:

- ★ Commit to represent the broader interests of ALL private sector firms within its business sector as opposed to just the fees-paying members of that business sector's organization or association.
- ★ Designate a Primary and Alternate Emergency Coordinating Officer to occupy the organization's designated seat at the LABEOC 12/7 during physical activation;
- ★ Designate a Primary and Alternate Emergency Coordinating Officer to perform the organization's roles and responsibilities during virtual activation;
- ★ Participate in LABEOC training and any required training and exercises as designated by LED and GOHSEP for all individuals who will staff the center;
- ★ Monitor storm or other pre-event development – as alerted by LABEOC staff and/or technology complements – and make personal preparations before the EOC and LABEOC activate;
- ★ Report to the LABEOC upon call-in with personal items sufficient for a three to five-day activation;
- ★ Under the direction of LABEOC Director (a role filled by NIMSAT Institute Executive Director or designee), review and rehearse roles and responsibilities and confirm communications contact information for the entire network of organizations and business associations that are identified as stakeholders for its designated business or industry sector seat;

- ★ Access and communicate with an identified and pre-established network of stakeholder organizations that are capable and willing to provide first-hand, ground-truthing information from businesses within its industry sector regarding critical information;
- ★ Collect and report significant information regarding damage assessment and relay pertinent information to LABEOC representatives;
- ★ Monitor and execute business-related emergency missions as requested by the LABEOC staff;
- ★ Receive, document, compile and distribute post-storm business status and damage assessment information from the industry sector and share pertinent information and urgent needs or attention alerts with appropriate staff at LABEOC;
- ★ Perform surveys of represented industry sectors as requested by LABEOC director;
- ★ Distribute pertinent information and special alerts to industry network at state and local levels as identified by the director of the LABEOC;
- ★ Based on information gathered from industry, make recommendations to the LABEOC director on matters related to current industry status regarding degree/percentage of damage, capacity to assist in recovery and resume operations, response and recovery issues, etc.; and
- ★ Submit after action reports regarding lessons learned and recommendations for improving role and performance of LABEOC and more efficient and effective business assistance and economic recovery strategies and tactics.

7. POST EMERGENCY ACTIVITIES

The Participant will collaborate with LED, GOHSEP, the NIMSAT Institute, SDMI and private sector stakeholders to develop and evaluate lessons learned after each disaster.

8. PROTECTION OF INFORMATION

In furtherance of the purpose of this Agreement, the Participant agrees to maintain the confidentiality of any information encountered during the performance of the duties described herein. Information essential to effective emergency response will be shared amongst LED, GOHSEP, all staff and participants at the LABEOC and business, economic development, workforce and related private sector stakeholders, consistent with applicable laws and the need to protect sensitive proprietary information. Information provided by **the Participant** and marked as ""DOCUMENT CONTAINS CONFIDENTIAL PROPRIETARY OR TRADE SECRET INFORMATION" shall be protected by GOHSEP, LED, and all staff and participants at the LABEOC to the extent allowed by law.

9. ADMINISTRATION

- ★ **Associated Costs:** All costs associated with this Agreement will be the responsibility of the party incurring the cost. If necessary and to the extent feasible, GOHSEP and LED will provide assistance in documenting and verifying expenses.
- ★ **No Creation of Rights and Liabilities:** Nothing herein is intended to create a new financial obligation of GOHSEP, LED or the State of Louisiana, or create any third-party right or obligation against any party to this Agreement. No employment relationships are created pursuant to the Agreement.
- ★ **Term:** This Collaboration Agreement shall remain in effect until such time as either party to the agreement terminates their participation in writing. The party wishing to terminate the Collaboration Agreement shall provide thirty (30) days written notice to the other party of their intent to terminate.

Upon notice to the Participant, GOHSEP reserves the right to immediately terminate this Agreement with respect to the representative(s) of any Participant in violation of the terms or goals of the Agreement.

10. SIGNATURES

SAMPLE LEGISLATION (CALIFORNIA)

Senate Bill No. 546

CHAPTER 232

An act to add Section 8588.1 to the Government Code, relating to emergency services.

[Approved by Governor September 13, 2005. Filed with
Secretary of State September 13, 2005.]

LEGISLATIVE COUNSEL'S DIGEST

SB 546, Dutton. Office of Emergency Services: public-private partnerships.

The California Emergency Services Act sets forth the duties of the Office of Emergency Services in overseeing and coordinating various emergency response programs in the state.

This bill would authorize the office to share facilities and systems that would, among other things, include private businesses and nonprofit organizations in a voluntary program that would integrate private sector emergency preparedness measures into governmental disaster planning programs to the extent that the cost of the program is reimbursed by the private sector.

The bill would create the Disaster Resistant Communities Account in the General Fund and would require that any new activity undertaken by the office under these provisions is contingent upon the receipt of private donations to the account.

The people of the State of California do enact as follows:

SECTION 1. Section 8588.1 is added to the Government Code, to read:

8588.1. (a) The Legislature finds and declares that this state can only truly be prepared for the next disaster if the public and private sector collaborate.

(b) The Office of Emergency Services may, as appropriate, include private businesses and nonprofit organizations within its responsibilities to prepare the state for disasters under this chapter. All participation by businesses and nonprofit associations in this program shall be voluntary.

(c) The office may do any of the following:

(1) Provide guidance to business and nonprofit organizations representing business interests on how to integrate private sector emergency preparedness measures into governmental disaster planning programs.

SAMPLE MOU (CALIFORNIA)

DRAFT – for discussion only DRAFT – for discussion only

MEMORANDUM OF UNDERSTANDING

BETWEEN THE

[_____]

AND THE

GOVERNOR'S OFFICE OF EMERGENCY SERVICES

1. PURPOSE OF THE AGREEMENT

Private businesses play a significant role in protecting their employees and community during disasters. Businesses also play a vital role in working with government to facilitate and provide emergency response and recovery from all types of disasters. State government and the private sector wish to strengthen their partnership, pursuant to the enactment of SB 546 and Governor's Executive Order S-4-06.

This memorandum of understanding (MOU) formalizes the relationship formalizes the relationship between the [_____] and the State of California's Governor's Office of Emergency Services (OES) so that this association and other like groups can improve disaster preparedness by becoming fully integrated into the state's Standardized Emergency Management System. Established in statute in 1994, SEMS is the single system required for managing response to multiagency and multi-jurisdiction emergencies in California.

2. AUTHORITIES

This MOU is authorized by Government Code sections 8550, 8570, 8588.1, and 8607, and other statutes as appropriate.

3. PREPAREDNESS ROLES AND RESPONSIBILITIES

System: Like the public sector, the private sector will support emergency response and recovery consistent with the Standardized Emergency Management System and the National Incident Management System. Private sector facilities that are primarily intended to provide a locally based function will integrate with emergency management at the city and county government levels, as appropriate. Private sector facilities that are primarily intended to provide a regional or multi-county function will integrate with the system at the state level.

OES: OES is the central emergency planning and response agency in California government. In this role, it coordinates the activities of state agencies and the federal government, to support local government requests for assistance during emergencies and disasters. To fulfill this mission, OES mitigates, plans, prepares for, responds to, and aids in recovery from the effects of emergencies that threaten lives, property, and the environment.

Partner: [example] The California Grocers Association (CGA) is the voice of the California food industry. CGA is a non-profit, statewide trade association representing over 500 retail members operating more than 6,000 food stores in California and Nevada, and approximately 300 grocery supplier companies. Retail membership includes chain and independent supermarkets, convenience stores and mass merchandisers. The association is recognized as the industry leader in the areas of government and industry relations, public relations, education and communications.

4. COORDINATION DURING EMERGENCIES

Notification and Communication: OES and [] will use the [] system for mutual Communication of emergency conditions that may affect business or the state's interests. This will include a designated access point at OES for the association's representatives during disasters.

Coordination: [] will work cooperatively with other business partners to ensure resources are most efficiently provided consistent with established procedures and government requests. [] will work with OES and other business partners to develop procedures for implementation of this MOU. OES will provide regular training of the [] representatives and other business partners.

Activation: OES will provide emergency operations center access for a representative of the [] during proclaimed emergencies, and at other such times as determined appropriate by the Director of OES. OES reserves the right to limit access to emergency operations centers based upon safety or security needs. Upon the request of OES, [] will provide a representative to the state's operations center that has appropriate knowledge of the businesses and the authority to either enter into obligations on behalf of the business for emergency-related activities, or promptly contact those that can do so. Examples include but are not limited to activities such as the redistribution of supplies or opening a particular facility owned by a business.

5. POST EMERGENCY ACTIVITIES

[] will work with OES and other business partners to evaluate lessons learned after each proclaimed disaster.

6. PROTECTION OF INFORMATION

Information essential to effective emergency response will be shared amongst business partners and OES, consistent with applicable laws and the need to protect sensitive proprietary information. Information provided by [] that is marked as confidential, shall be protected by OES to the extent allowed by law.

7. ADMINISTRATION

Associated Costs: All costs associated with this MOU will be the responsibility of and subject to the express approval of []. If necessary, OES will provide assistance to [] in documenting and verifying expenses, to the extent feasible.

No Creation of Rights or Liabilities: Nothing herein is intended to create a new financial obligation of OES or the State of California, or create any third-party right or obligation against either party to this MOU. No employment relationships are created between the OES and [] under this MOU; representatives of OES and [] will remain employees of their respective agencies.

Term: This MOU shall remain in effect until such time as either party to the agreement terminates their participation in writing. The party wishing to terminate the MOU shall provide 60 days' written notice to the other party of their intent to terminate.

8. SIGNATURES CALIFORNIA GOVERNOR'S OFFICE OF EMERGENCY SERVICES PUBLIC/PRIVATE PARTNERSHIP INITIATIVE DRAFT – FOR DISCUSSION ONLY DRAFT –

SAMPLE EOC REPRESENTATION APPLICATION (IOWA)

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Revision Date: 25 Aug 09 Page 1 of 4

EMERGENCY OPERATIONS CENTER (EOC)

Application for Representation of Businesses During EOC Activation

Through the nonprofit corporation, Safeguard Iowa Partnership has established a model for private sector representation in an emergency operations center (EOC) designated for a representative from the business community. Persons who volunteer to fill this seat must demonstrate a working knowledge as it relates to emergency management.

Participation in the state or county EOC requires sponsorship by your employer. This is a volunteer position which means you pay your own personal expenses (i.e., travel and lodging). In addition, you may be required to work 13-hour shifts for an extended period of time and may be required to be on call for extended period of times. The application should be completed for partners interested in volunteering to fill the seat in the state or county EOC. Additional training will be required for representatives in the county emergency operations centers.

Other Requirements

Representatives must have excellent computer skills, communication skills, and be able to work in a fast-paced environment. The representative will be required to complete the following FEMA independent courses within 45-days of being selected:

- IS700: National Incident Management System
- IS100: Incident Command System
- IS701: Multi-Agency Coordination System
- IS775: EOC Management and Operations
- AWR110: WMD Terrorism Awareness for Emergency Responders

NOTE: *It's also suggested the representative complete IS230 | Principles of Emergency Management.*

The first 5 courses can be found at the following link: <http://training.fema.gov/IS/>

The Terrorism course can be found at this link: <http://www.teexwmdcampus.com>

In addition to the courses above, you'll be required to attend a one-day introductory training session. This training will include:

- Overview of WebEOC (used to track and manage incidents)
- Overview of Health Alert Network (HAN) and Homeland Security Information Network (HSIN)
- Overview of Safeguard Iowa Partnership
- Business Resource Registry
- Hands-on training

There will be opportunities to participate in additional training sessions and exercises throughout the year. © 2009 | Safeguard Iowa Partnership. All rights reserved. | **Revision Date:** 25 Aug 09 Page 2 of 4
Complete this application and return it along with your resume to: Safeguard Iowa Partnership | 100 E. Grand Ave. Ste. 100 | Des Moines, IA 50309 Fax: (515) 246-1707 | E-mail: sip@safeguardiowa.org



EMERGENCY OPERATIONS CENTER (EOC)

Application for Representation of Businesses During EOC Activation

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Participation in the state or county EOC requires sponsorship by your employer. This is a volunteer position which means you pay your own personal expenses (i.e., travel and lodging). In addition, you may be required to work 13-hour shifts for an extended period of time and may be required to be on call for extended period of times. The application should be completed for partners interested in volunteering to fill the seat in the state or county EOC. Additional training will be required for representatives in the county emergency operations centers.

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- Hands-on training

There will be opportunities to participate in additional training sessions and exercises throughout the year.

Sample Membership List



Partners

Safeguard Iowa founding partners are shown in bold

3M	ACES/AMT2
AEGON USA	Alliant Energy
AlliedBarton Security Services	Allied-Nationwide Insurance
American Home Shield	American Red Cross
American Security and Investigations	Ankeny Fire Department
ASIS International – Central Iowa Chapter	ASIS International – Eastern Iowa Chapter
Assurant	Aviva USA
Bank of America	Bankers Trust – Cedar Rapids
Building Owners and Managers Association (BOMA)	Buchanan County Public Health Department
Calhoun County Public Health	Cargill, Inc.
Carroll County Emergency Management	CDS Global
Center for Siouxland	Central Community Hospital
City of Des Moines	City of Pella
City of Rolfe	Community Action Agency of Siouxland
Conley Group, Inc.	Conlin Properties
Contemporary Services Corporation	Continental Western Group
Control Installations of Iowa, Inc.	CUNA Mutual Group
Dallas County Emergency Management	DavenportOne
Deere & Company	Des Moines County Emergency Management
Des Moines Police Department	Des Moines Public Schools
Des Moines University	Dickinson County Emergency Management
EFCO Corporation	Employers Mutual Casualty Company
FDI Consulting, Inc.	Federal Home Loan Bank of Des Moines
FEMA Region VII	Flynn Wright
Food Bank of Siouxland	Genesis Medical Center
Gentiva	Grand View University
GrapeTree Medical Staffing, Inc.	GreatAmerica Leasing Corporation
GuideOne Insurance	Helena Chemical Company
HNI Corporation	Hy-Vee, Inc.
InfoBunker, LLC	ING
Iowa Association of Business and Industry	Iowa Association of Community College Trustees
Iowa Association of Electric Cooperatives	Iowa Association of School Boards
Iowa Bankers Association	Iowa Business Council
Iowa Contingency Planners	Iowa Credit Union League
Iowa Dept. of Agriculture and Land Stewardship	Iowa Department of Economic Development
Iowa Department of Public Health	Iowa Department of Public Safety
Iowa Dept. of Transportation	Iowa Disaster Human Resource Council



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Iowa Emergency Management Association	Iowa Health System
Iowa Homeland Security and Emergency Management	Iowa InfraGard
Iowa National Guard	Iowa State University
Iowa Telecom	Iowa/Nebraska Primary Care Association
ITAGroup, Inc.	ITS Inc. SHAZAM Network
Jackson Recovery Centers, Inc.	Johnson County Emergency Management
Johnson County Public Health	Kirkwood Community College
Lee County Emergency Management	LEIN/Fusion Center Region 1
LEIN/Fusion Center Region 5	Linn County Emergency Management
Linn County Public Health	Long Lines, LLC
Marion County Emergency Management	Marshall County Emergency Management
Merchants Bonding Company	Mercy Health Network
Mercy Medical Center – Cedar Rapids	Meredith Corporation
Merit Resources	MidAmerican Energy Company
Mississippi Valley Regional Blood Center	Morningside College
National Weather Service	Novartis Animal Health
NPI Security Services	Orthopaedic Outpatient Surgery Center
Palo Alto County Emergency Management	Pella Corporation
Pella Police Department	Per Mar Security Services
Pioneer Hi-Bred International, Inc.	Pleasantville Chamber of Commerce
Plymouth County Emergency Management	Polk County Emergency Management
Polk County Health Department	Portable on Demands (PODS) DBA Heartland Portable Storage
Principal Financial Group	Quaker Foods – PepsiCo
Qwest	Rebuild Iowa Office
Region One Homeland Security Board	ResCare, Inc.
Rockwell Collins, Inc.	Ruan Transportation Management Systems
School Administrators of Iowa	Scott County Emergency Management
Scott County Health Department	Scott County Sheriff's Office
Sioux City Fire	Sioux City Foundry
Siouxland District Health Department	Siouxland Interstate Metropolitan Planning Council
Story County Emergency Management Agency	Summit Sales & Marketing, Ltd
Terra Industries	The Blood Center of Iowa
The Members Group	The Weitz Company
Transportation Management Association	Turtle & Hughes, Inc.
U.S. Army Corp of Engineers	U.S. Attorney's Office, Southern District of Iowa
U.S. Department of Homeland Security	U.S. Department of Transportation
U.S. Security Associates	U.S. Small Business Administration
United Equipment Accessories, Inc.	University Hygienic Laboratory
University of Iowa	University of Iowa Foundation



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University of Iowa Hospitals and Clinics	University of Northern Iowa
Upper Midwest Center for Public Health Preparedness	USDA, GIPSA, P&SP, MRO
Vermeer Corporation	Walmart Stores, Inc.
Wapello County Emergency Management	Webster County Emergency Management
Wellmark Blue Cross Blue Shield of Iowa	Wells Fargo and Company
Western Iowa Technical Community College	Woodbury County Emergency Management



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APPENDIX D: ACRONYMS

BENS: Business Executives for National Security

BCIN: Business Continuity Information Network

BCLC: Business Civic Leadership Center of the US Chamber of Commerce

CEPP: The Colorado Emergency Preparedness Partnership

CERT: Community Emergency Response Team

CI/KR: Critical Infrastructure / Key Resources

CRA: California Resiliency Alliance

ESF: Emergency Support Function

FEMA: Federal Emergency Management Agency

HSIN: Homeland Security Information Network

IAEM: International Association of Emergency Managers

LABEOC: Louisiana Business Emergency Operations Center

MOU: Memorandum of Understanding

NEMA: National Emergency Management Association

NIMSAT: National Incident Management Systems and Advanced Technologies Institute at the University of Louisiana at Lafayette

OES: State of California's Governor's Office of Emergency Services

PADRES: Publicly Accessible, Dedicated, Resourced, Engaged, Sustainable (a new rubric for PPPs)

PPP: Public Private Partnership

SATool: Situation Awareness Tool

SIP: Safeguard Iowa Partnership

VOAD: Volunteer Organizations Active in Disasters