2018

Statewide Resilience Strategy

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Introduction

The Statewide Resilience Strategy presented here is based on input from federal and state models and requirements that informed Nevada's transition to a resilience model. In 2018, the Federal Emergency Management Agency (FEMA) published its 2018-2022 Strategic Plan, which lists fostering "a culture of preparedness in order to create a more resilient nation" as its first goal. According to follow-on communication from FEMA, Administrator Brock Long has reorganized his agency to create a new resilience organization at federal level. This new structure combines FEMA's national preparedness office, grant programs, the Federal Insurance & Mitigation Administration, continuity programs, and other offices within the agency to achieve the goals of his agency's plan.

As the FEMA strategic plan states, this is part of an effort to lead the nation in building a more prepared and resilient nation, but there is currently not a requirement that states, tribes, and territories follow FEMA's lead in this initiative. However, FEMA's leadership in this area is both positive and innovative, and given FEMA's role in funding and supporting state emergency management and homeland security efforts, it makes sense to adopt this approach earlier rather than later. The Statewide Resilience Strategy proposed here marks the first comprehensive effort to follow FEMA's lead in this federal initiative.

Although this is the first major development in aligning Nevada's emergency management and homeland security efforts with a resilience model, there have been a number of important factors that led to this point. First, in his 2016 Strategic Plan, "Generations to Come: Nevada's Strategic Planning Framework," Governor Sandoval directed the Division of Emergency Management align its mission and vision with the "100 Resilient Cities" initiative by the year 2018. Second, through a number of meetings of the Nevada Commission on Homeland Security, the Commission approved this transition and outlined a specific timeline and deliverables for achieving this transformation.

First, the Nevada Commission on Homeland Security voted to approve a directive to pursue a new paradigm for emergency management and homeland security in this state. According to the Commission's directive, this new paradigm is to be "adaptable, strategic, and developed in full collaboration with statewide partners." In order to achieve this goal, the Commission directed that the state pursue this effort in a way that is accountable, transparent, and completed by the end of calendar year 2018.

Following the directive, the Commission recommended that the Governor approve an executive order that outlined the specific steps for implementing this transition. Executive Order 2018-4, "Implementation of Nevada's Statewide Resilience Strategy," was signed by Governor Sandoval on March 12, 2018, and formally initiated this effort. Executive Order 2018-4 required that the Co-Chairs of the Homeland Security Working Group make immediate temporary changes to the state grant process for the federal fiscal year 2018 grant cycle, build existing emergency management capacity and programs, and develop a statewide resilience strategy and legislative recommendations to be considered by the Commission.

The Statewide Resilience Strategy required by Executive Order 2018-4 is both a general requirement for a transition model and also includes specific requirements. In

addition to a Statewide Resilience Strategy, Executive Order 2018-4 requires the Co-Chairs to provide recommendations for streamlining Nevada's board and committee structure for emergency management, streamlining the grants processes to sustain Nevada's emergency management and homeland security capacity, developing incentives for local partners to participate in the resilience model, developing proposals for a regional approach to emergency management, and potential partnerships with the Nevada System of Higher Education. This report intends to fulfill this requirement of Executive Order 2018-4.

Defining Resilience

The term *resilience* may seem by some to be a relatively new buzzword within the emergency management community, however, the introduction of the concept brings with it powerful new tools and new ways of thinking about mitigation, preparedness, response, and recovery activities. This new approach is intended to better empower local communities, strengthen systems by coordinating and leveraging existing resources toward common goals, and ensuring that all partners and constituencies are represented throughout the emergency management cycle. This approach is especially important at times when investments in emergency resources appear to be declining and the threats to communities throughout Nevada continue to evolve.

There are many definitions and applications of the term resilience, but with respect to emergency management, the definition is tied closely to that of *recovery*. The State of Nevada's Disaster Recovery Framework is based on FEMA's National Recovery Framework, which defines recovery as a process that is unique to each community involved in each disaster, but broadly, it can be seen as "more than the community's return to pre-disaster conditions." According to the National Recovery Framework, communities that successfully recover from events have overcome "the physical, emotional and environmental impacts of the disaster," they have rebuilt confidence by reestablishing "an economic and social base," they have reestablished and reintegrated "the functional needs of all residents" by "reducing its vulnerability to all hazards facing it," and finally, "the entire community demonstrates a capability to be prepared, responsive, and resilient in dealing with the consequences of disasters." Regarding this definition, resilience is essentially the rate at which a community successfully recovers.

Academics have considered the topic of resilience in emergency management for some time, and although the concept is much more dynamic and complex, two key definitions provide the foundation for the work included in this framework. In Daniel P. Aldrich's work, *Building Resilience: Social Capital in Post-Disaster Recovery*, he defines resilience locally as "a neighborhood's capacity to weather crises such as disasters and engage in effective and efficient recovery through coordinated efforts and cooperative activities." In *The Resilience Dividend: Being Strong in a World Where Things Go Wrong*, Judith Rodin defines resilience as "the capacity of any entity—an individual, a community, an organization, or a natural system—to prepare for disruptions, to recover from shocks and stresses, and to adapt and grow from a disruptive experience."

The 100 Resilient Cities framework provides a practical guide for achieving resilience, especially at the community level. This model addresses building resilience at the city level and does so by organizing government systems, policies, and leaders into four categories: *Leadership and Strategy*, *Health and Wellbeing*, *Economy and Society*, and *Infrastructure and Ecosystem*. It focuses on what it defines as the "Qualities of Resilient Systems" defined in the framework as a starting point. The "Qualities of Resilient Systems" were developed to identify what positive characteristics contribute to the likelihood of community resilience, or, its ability to rebuild after a shock or prolonged disruption. The seven qualities are provided below, as paraphrased from the "City Resilience Framework."

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

All of these definitions and approaches contributed to Nevada's development of this Statewide Resilience Strategy, as required by Executive Order 2018-4. Additionally, the Co-Chairs of the Homeland Security Working Group also relied on the resilience strategies of two western states to further inform this approach, namely Colorado and Oregon. These models, while specific to their respective states, provided advanced examples of how resilience can be achieved by better coordinating existing resources and systems and aligning them under unified and comprehensive resilience goals, objectives, systems, and structures.

Each of these state-level models defines resilience in their own terms and with respect to the threats and hazards they face as states, as would be expected. Based on their internal assessments of the threats and hazards they face, as well as the inherent consequences, each state developed strategies, policy bodies, reporting requirements, and plans to implement their efforts. Although each state's effort is specific to their hazards, their levels of preparedness, and their ability to recover quickly, both models provide principles, definitions, and examples that are relevant to Nevada's Statewide Resilience Framework.

The *Oregon Resilience Plan: Reducing Risk and Improving Recovery for the Next Cascadia Earthquake and Tsunami*, for example, outlined a fifty-year strategy that

approached resilience by coordinating numerous state agencies toward their goals. Through various work groups established for their resilience efforts, they met throughout the majority of 2012 to develop their plan. Their efforts also resulted in state legislation through House Resolution 3, which defines resilience as meaning “Oregon citizens will not only be protected from life-threatening physical harm, but that because of risk reduction measures and pre-disaster planning, communities will recover more quickly and with less continuing vulnerability following a Cascadia Subduction earthquake and tsunami.”

Colorado, which established the Colorado Recovery Office after major floods in 2013, developed a strategy entitled, the *Colorado Resiliency Framework*. They too established a coordinating body called the Colorado Resilience Working Group to outline their efforts, which developed the various aspects of their plan. This body also developed the following definition: “Resiliency is the ability of communities to rebound, positively adapt to, or thrive amidst changing conditions or challenges—including disasters and climate change—and maintain a quality of life, healthy growth, durable systems, and conservation of resources for present and future generations.”

Although both plans provided useful approaches to developing state-level resilience, the *Colorado Resiliency Framework* aligned almost directly with Nevada’s Disaster Recovery Framework, and therefore, proved to be more useful to this effort. Nevada’s Disaster Recovery Framework identifies six Recovery Support Functions to be activated as necessary during the recovery process, and that are analogous to the Emergency Support Functions activated during the response period pursuant to the State Comprehensive Emergency Management Plan. Additionally, Colorado’s timeline, threats and hazards, and resilience objectives match more closely with Nevada’s vision for resilience as well.

These various definitions and examples provide the foundation for Nevada’s Statewide Resilience Strategy. This strategy assumes that Nevada must work across sectors to assess its level of resilience, its existing resilience capacity, and the need to identify areas where both can be enhanced. It also assumes that resilience in Nevada will go beyond the basic definition of recovery, which is returning a community to pre-disaster conditions, and focus more on being prepared to adapt to and thrive after disasters and similar events by ensuring the efforts of government, non-profit, and private entities are aligned to pursue and achieve common goals. In order to build on these assumptions, the Statewide Resilience Strategy provides a single and comprehensive to coordinate Nevada’s emergency management and homeland security efforts.

Overview of the Statewide Resilience Strategy

The Department of Public Safety's Division of Emergency Management has been instructed to develop a Statewide Resilience Strategy in order to provide for a more resilient Nevada. This direction began with the Governor's 2016 strategic plan, and was further reinforced by a vote of support by the Nevada Commission on Homeland Security, to include a directive and an Executive Order. Based on this input and guidance, the Co-Chairs of the Homeland Security Working Group have developed the following proposed Statewide Resilience Strategy, which is based on the federal focus on resilience and successful resilience initiatives from other states.

Although this strategy for building a resilient Nevada is based on models from the federal government and similar initiatives developed in other states, it is provided here as a plan specific to Nevada. That is, while this strategy is informed by other models and initiatives, it also identifies Nevada's current emergency management and homeland security assets, practices, systems, and capabilities that can be adapted to meet the guidance provided by the Governor and the Nevada Commission on Homeland Security. The model proposed here assumes that Nevada's many positive current efforts should be realigned and transformed to conform to a resilience framework, and therefore, it does not propose that Nevada needs to begin anew with a clean slate.

The Statewide Resilience Strategy intends to provide a foundation for a more resilient Nevada by embracing existing state and federal models while also incorporating a streamlined approach to existing Nevada systems. It is intended to be a high-level model proposed to the Nevada Commission on Homeland Security as a concept for how Nevada can and should proceed. However, if approved or amended by the Commission, extensive effort will need to be made to include perspectives from state, local, and tribal practitioners in order to ensure that implementation of the Statewide Resilience Strategy will be seamless and avoid historic challenges that the existing model was developed to address. This effort is currently underway, and will be continued following the Commission's input.

The Statewide Resilience Strategy proposed here consists of four major components. These are the Resilience Commission, Local and Tribal Recovery Collaboration, Local and Tribal Preparedness and Response Collaboration, and an Ongoing Annual Assessment. These latter components are intended to coordinate Nevada's mitigation, preparedness, response, and recovery efforts through the Resilience Commission, the first component of this strategy, in a manner that is focused on the gaps, challenges, objectives, and opportunities identified in the annual assessment.

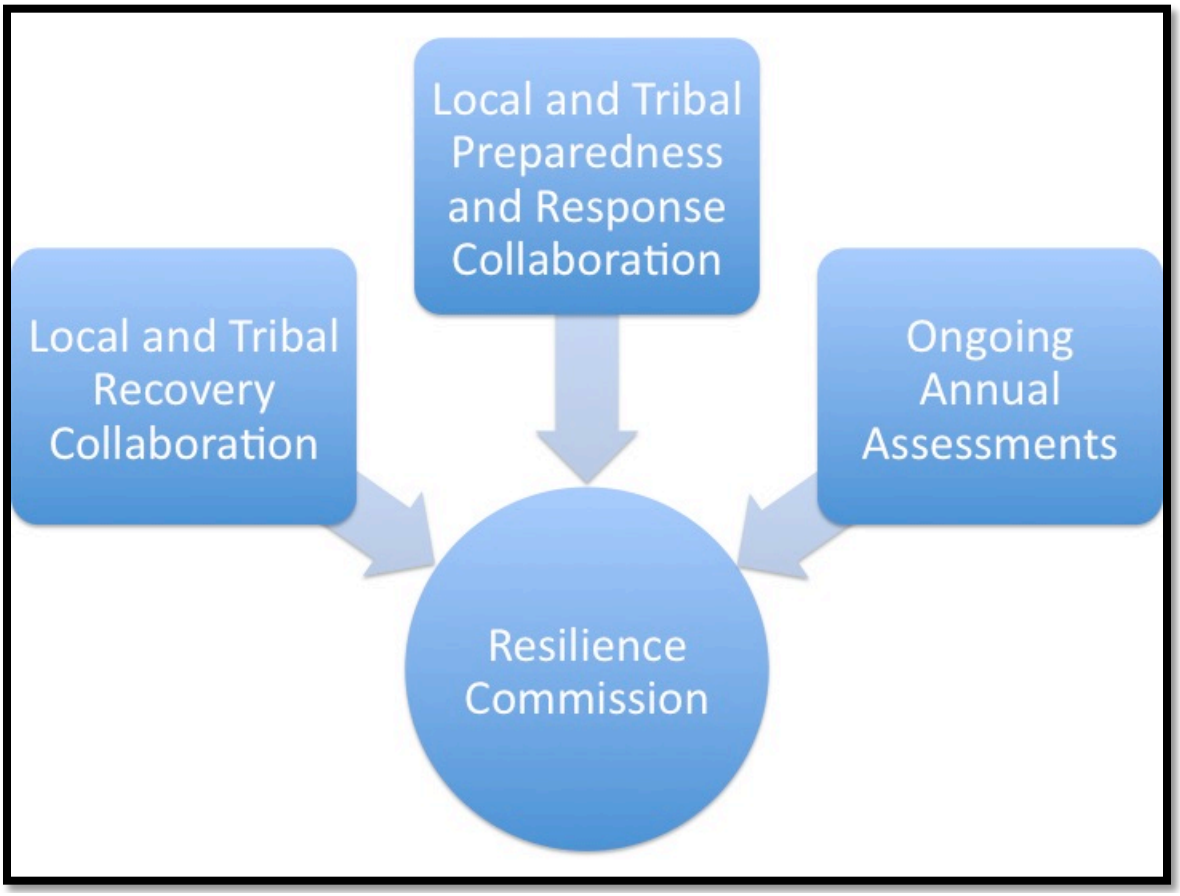


Figure 1: *The Proposed State Resilience Strategy consists of four components: a Resilience Commission, Local and Tribal Recovery Collaboration, Local and Tribal Preparedness and Recovery Collaboration, and an Ongoing Annual Assessment.*

Component 1: The Resilience Commission

As described above, the centerpiece for Nevada's Statewide Resilience Strategy is the Resilience Commission. The Resilience Commission, which is required by Executive Order 2018-4 to be included in the Statewide Resilience Strategy, serves as the major policy body for all mitigation, preparedness, response, and recovery efforts throughout the state. If formally created, it would ensure that local, tribal, and state emergency management partners are working toward a collective goal, that resources are being used effectively, and all emergency management and homeland security efforts are focused on specific resilience objectives throughout the state.

In order to accomplish these objectives, the Resilience Commission as proposed here will exist as a mechanism to streamline Nevada's existing emergency management and homeland security board and commission structure as well as its grant structure, both of which are also required components of the Statewide Resilience Strategy identified in the Executive Order. This will mean that many of the various public bodies that currently advise the Division of Emergency Management on grant funding and policy issues will be combined into a single body, and it will also allow for streamlining oversight for the various and disparate processes that govern Nevada's grant allocations.

Streamlining and aligning systems and processes are important in their own right, but so are practices intended to ensure collaboration, transparency, and accountability, all of which are principles central to Nevada's current public body and grant allocation processes. The proposed model for the Resilience Commission is structured to ensure that these principles remain in place while also ensuring that Nevada's system is as efficient, responsive, and able to evolve as possible. Both can be accomplished, and should be done so in a way that drives efforts toward important goals and objectives.

The Resilience Commission will pursue all of these principles through coordination of its various systems. As proposed here, it will be made up of representatives from the various existing public bodies it is intended to replace, and it will take on the roles and responsibilities of the public bodies it absorbs as well. It will develop a Statewide Resilience Goal, which is akin to the National Preparedness Goal, and it will also identify a number of resilience objectives. Through its monthly meetings, the Resilience Commission will work to develop plans, vet grants and make funding recommendations with respect to the resilience goals and objectives, and it will deliberate to develop an annual report to recommend ways that the system and process can be improved in the future.

Component 2: Local and Tribal Recovery Collaboration

Figure 2: Local and Tribal Recovery Collaboration is the second component of this strategy, and it involves carrying out the Disaster Recovery Framework through the Resilience Commission.

As the major policy coordination body for the state, the Resilience Commission is a key part of facilitating collaboration for local and tribal recovery efforts, which is the second component of the Statewide Resilience Strategy. Primarily, and at least initially, this facilitation will be focused on implementing Nevada's Disaster Recovery Framework. Coordinating the effort to further implement this framework through the proposed Resilience Commission will result in improved processes as well as a more resilient state, especially since the framework aligns directly with resilience principles and existing state emergency management systems.

The Disaster Recovery Framework was adopted by the state following an extensive development period administered by Washoe County Emergency Management and Homeland Security. Although a local government developed this framework, it was intended to serve as a statewide recovery model, and one that can be localized by tribal governments and political subdivisions in the state to address their unique challenges, needs, and opportunities. Washoe County's leadership in this area has achieved both of these goals, with the framework serving as a statewide model that has been implemented following a number of local emergencies and disasters.

In practice, the Disaster Recovery Framework provides a model of Recovery Support Functions (RSF) akin to Nevada's Emergency Support Functions (ESF), as identified by the State Comprehensive Emergency Management Plan (SCEMP). The RSFs are supported by the Division of Emergency Management and consist of state,

local, tribal, and non-profit service providers in each of the following areas: Community Planning and Capacity Building (RSF 1), Economic Recovery (RSF 2), Health and Social Services (RSF 3), Disaster Housing (RSF 4), Infrastructure Systems (RSF 5), and Natural and Cultural Resources (RSF 6). Training for statewide implementation of the Disaster Recovery Framework is also required by Executive Order 2018-4.

As a part of the Disaster Recovery Framework, members of the RSFs serve a number of functions. Outside of an emergency or disaster, the RSFs will identify gaps and challenges, develop immediate, intermediate, and long-term recovery objectives in each of their respective areas, as well as identify local, tribal, state, federal, or non-profit resources that can be used to address the identified objectives. When activated during an emergency, the appropriate RSF will identify resources that are available to meet the needs identified by the local, tribal, or state emergency management officials to facilitate local recovery.

The work of the RSFs aligned with the Disaster Recovery Framework will be coordinated through the monthly meetings of the Resilience Commission. The Community Planning and Capacity Building RSF, RSF 1, will serve as the representatives from the state's recovery effort to its coordinating and policy body for resilience. This will not only allow for the Disaster Recovery Framework to inform the Resilience Commission's goal and objectives, but also support efforts to build recovery capacity through grants and policies.

Component 3: Local and Tribal Preparedness and Response Collaboration

Figure 3: *Local and Tribal Preparedness and Response Collaboration is the third component of this strategy. It consists of coordinating efforts in identified plans under the Resilience Commission.*

The benefit of coordinating Nevada's recovery effort under the Resilience Commission is also present in coordinating Nevada's preparedness and response efforts under the same body, which is the third component of the proposed Statewide Resilience Strategy. Where the Disaster Recovery Framework defines how the state will coordinate recovery, the State Comprehensive Emergency Management Plan (SCEMP) defines how Nevada will coordinate resources for local, tribal, and state agencies during response. In order to be most useful, aspects of Nevada's statewide response plan need to be adopted or at least considered by local governments during response, and incorporating these efforts into the Resilience Commission's purview will assist this in happening.

The SCEMP provides Nevada's all-hazard plan for how the state will respond during an emergency or disaster. It provides the foundation for the policies and procedures involved in activating and managing the State Emergency Operations Center (SEOC), and it also identifies which state agencies and private agencies are responsible for staffing the SEOC's 17 current Emergency Support Functions (ESFs). During the response phase of any emergency or disaster, the SEOC manager will activate any of the ESFs that are necessary for that particular response, and the manager will also activate general staff members to conduct planning,

operations, logistics, and finance staff in order to coordinate the resources requested by the local, tribal, or state agencies.

Figure 4: *The Preparedness Cycle defined by FEMA includes Planning, Organizing and Equipping, Training, Exercising, and Evaluating and Improving.*

As the SCEMP has long been developed, reviewed, and updated by the Division of Emergency Management, it provides the basic outline of how tribes and communities across the state prepare for events as well. State agencies that staff various ESFs, for example, are required to develop response plans to support their efforts when activated, and certain agencies also have Department Operations Centers within their home agencies that they can activate to provide further support. Local and tribal governments often have their own Emergency Operations Centers that can be activated to coordinate resources and information during an emergency or disaster event as well. This system, which is built around the SCEMP in many respects, requires extensive preparedness activities as defined by FEMA as the preparedness cycle, which is described in greater detail in Figure 4, above.

Many of the duties required of the RSFs in the Disaster Recovery Framework are already in place for the ESFs through the SCEMP. These include assessing threats, planning to respond to those threats, training and exercising of those plans, and other aspects of the preparedness cycle. These requirements would continue under the Statewide Resilience Strategy, but, as with the Disaster Recovery Framework, the SCEMP's implementation, review, and updates will be carried out through the Resilience Commission's monthly meetings. This will ensure that Nevada's preparedness and recovery efforts are central to the state's resilience efforts, and resources and initiatives are coordinated toward a single goal and through a single body.

Component 4: Ongoing Annual Assessment

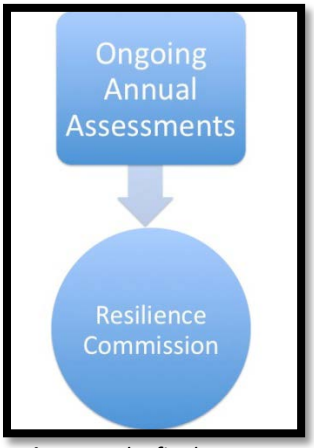


Figure 5: *The final component of the Resilience Strategy is ongoing annual assessments. This will allow the Commission to refine and improve its processes over time, and for Nevada to continually refine its resilience objectives as well.*

Through the final component of the Statewide Resilience Strategy, all of the work of the Resilience Commission including preparedness, response, and recovery efforts, will be based on an annual resilience assessment of programs, capacity, and processes toward the overall resilience goal. This annual assessment will provide a feedback mechanism for the Resilience Commission to determine the effectiveness of its efforts, as well as to provide information regarding what changes might be adopted in the future. Including an annual assessment process as the fourth major component of the Statewide Resilience Strategy is intended to ensure that the overall process is one that evolves with the threats the state faces and how prepared it is to respond to and recover from them.

Annual assessment currently exist for the state and jurisdictions for preparedness and response activities, through the Threat and Hazard Identification and Risk Assessment, the Stakeholder Preparedness Review, the Jurisdiction Readiness Assessment, and other activities. The existing assessments are useful, but they are not currently combined to provide a comprehensive picture of Nevada's significant threats and hazards. And accordingly, the state lacks a comprehensive methodology to coordinate its various resources toward specific goals.

In order to ensure that the annual assessment component of the Statewide Resilience Strategy is useful and meaningful, the Resilience Commission may develop partnerships with federal and state entities that can provide support and resources. For example, the National Governors Association recently provided the Co-Chairs with its State Resilience Assessment and Planning tool, which is currently being piloted by the organization around the country. Further, the Co-Chairs will engage with the University of Nevada, Las Vegas' School of Public Policy and Leadership to assist in carrying out such assessments if possible, further meeting the requirement in Executive Order 2018-4 to seek ways to partner with Nevada System of Higher Education institutions.

The annual assessment is to be completed at the end of each year, to coincide with the completion of Nevada's Threat and Hazard Identification and Risk Assessment, and it will consider the various other threat assessments developed throughout the year. Any findings can be included in the Resilience Commission's annual report, and can provide the foundation for the objectives the Resilience Commission develops for the following year.

The Four Components in Detail

The Statewide Resilience Strategy proposed here is outlined in more detail in the following pages. Each of the four components of the strategy is expanded upon in the subsequent sections, which include more information on purpose, background, and implementation. Combined, they provide the high level vision for the Statewide Resilience Strategy.

Even though considerable detail on the realigned structure is provided here, a significant amount of additional detail will need to be developed before this strategy is fully implemented. This will begin upon the approval of the Nevada Commission on Homeland Security, to include any amendments to the proposal, and will continue through outreach to local, tribal, and state partners to ensure that the details of the plan are in fact possible and that they will achieve the overall goals of the state. Further, as seen through the recommendations provided throughout this strategy, several important aspects of this strategy would benefit from consideration by the legislature for enactment in state law during the 2019 Legislative Session.

If all of these steps are followed, this model will provide for a more resilient state. It will allow for alignment of systems and structures, refinement of existing processes, and a unified vision for all of Nevada's emergency management and homeland security efforts. In implementing this strategy, Nevada will take a significant step toward achieving the requirements outlined in the directive of the Nevada Commission on Homeland Security and portions of the Governor's Executive Order 2018-4.

Component 1: Resilience Commission

The Division of Emergency Management, which has 33 full time employees, currently administers or participates in approximately 34 boards, commissions, working groups, task forces, and committees. To be clear, this number of public bodies could be slightly misleading; some of the public bodies included in this number have not met in years, while others do not require a major commitment from the Division of Emergency Management. However, even if the number of public bodies were reduced by half, it would still be an extraordinary staff-to-public body ratio.

The Division of Emergency Management's public bodies have various origins and purposes. Without detailing the histories and missions each of the 34 separate public bodies, a few general categories can be applied to help the general nature of the Division of Emergency Management's public bodies be fully understood. Some of these public bodies are established in the Nevada Revised Statutes, although this is a relatively low number. Others of these public bodies were established by a vote of the Homeland Security Commission or through Executive Orders signed by the Governor. Often these public bodies were established to meet certain grant requirements for oversight, compliance, and transparency. And finally, a significant number of these public bodies were established by the Division of Emergency Management Chief under the authority provided in NRS 414, which authorizes the Chief to coordinate emergency management efforts within the state.

The purpose of these public bodies vary from group to group, however, they can generally be seen as fitting into two categories. The first category of public body

administered, supported, or participated in by the Division of Emergency Management are public bodies that provide policy advice and recommendations. The second category are public bodies that assist the Division of Emergency Management in vetting and recommending grant allocations for various emergency management, emergency response, and homeland security grants. Because these are general categories, there are of course public bodies that serve both a policy function and a grant function, grant bodies that have subcommittees that provide policy support, and so on. The public bodies in each category are listed in the table below.

Grant Supporting Public Bodies	Policy Supporting Public Bodies
Emergency Preparedness WG	Intrastate Mutual Aid Committee (IMAC)
Nevada Commission on Homeland Security (NCHS)	IMAC Policy and Procedure Subcommittee
NCHS Critical Infrastructure Committee	Nevada Drought Forum
NCHS Critical Infrastructure Protection Plan SBC	Nevada Drought Response Committee
NCHS Cyber Security Committee	Nevada Earthquake Safety Council (NESC)
NCHS Cyber Security SBC	NESC Unreinforced Masonry Committee
NCHS Finance Committee	Nevada State Citizen Corps Council
NCHS Legislative and Bylaws Committee	Nevada Threat Analysis Advisory Committee
NCHS Homeland Security Strategy AC	Search and Rescue Board (SARB)
Homeland Security WG	SARB Training Committee
Public Safety Communication Committee (NPSCC)	Resort Planning Task Force
NPSCC Grants SBC	
NPSCC Legislative SBC	
NPSCC Statewide 911 Coordinator SBC	
State Emergency Response Commission (SERC)	
SERC Planning and Training Committee	
SERC Finance Committee	
SERC Policy Committee	
SERC Radiological Planning Committee	
SERC Bylaws Committee	
Emergency Management Coordinating Council (EMCC)	
EMCC Sub-Committee	
Nevada Hazard Mitigation Planning Committee	

Figure 6: *DEM public bodies that support the grant system (column 1) and public bodies providing policy support (column 2).*

There are a number of significant challenges associated with the Division of Emergency Management's current public body structure. First, as described above, the Division of Emergency Management currently has a nearly 1:1 ratio of full time staff members with public bodies. This is also challenging for local and tribal partner organizations, which typically have only a single staff person, often with multiple duties, but who need to attend various meetings and participate in numerous processes. Second, and more important, this broad number of grant and policy bodies ensures that each grant overseen by the Division of Emergency Management has a distinct committee structure and process. And third, many of these public bodies, particularly the policy bodies, lack significant policy or budgetary authority, resulting in frustration for those attempting to improve emergency management and homeland security within their communities and in the state. For all of these reasons the entire public body structure is unsustainable and in need of reform.

In order to meet Nevada's objective of transitioning to a resilience framework, Nevada's current grant structure also needs to be streamlined into a single and coherent system, or as close to one as possible. This should mean *reducing* the number of overall public bodies, *combining* duties where overlaps exist, and *aligning* this system

toward specific and achievable resilience goals and objectives. This process of reducing, combining, and aligning is outlined below.

Remove

The first and easiest step in the realignment process is to reduce the total number of overall public bodies overseen by the Division of Emergency Management. This is the easiest step because many of the public bodies included in the total have not met in years, have fulfilled their initial objectives, and for other reasons. Public bodies fitting into these categories, identified in red below, should simply be formally removed through an appropriate mechanism.

Grant Supporting Public Bodies	Policy Supporting Public Bodies
Emergency Preparedness WG	Intrastate Mutual Aid Committee (IMAC)
Nevada Commission on Homeland Security (NCHS)	IMAC Policy and Procedure Subcommittee
NCHS Critical Infrastructure Committee	Nevada Drought Forum
NCHS Critical Infrastructure Protection Plan SBC	Nevada Drought Response Committee
NCHS Cyber Security Committee	Nevada Earthquake Safety Council (NESC)
NCHS Cyber Security SBC	NESC Unreinforced Masonry Committee
NCHS Finance Committee	Nevada State Citizen Corps Council
NCHS Legislative and Bylaws Committee	Nevada Threat Analysis Advisory Committee
NCHS Homeland Security Strategy AC	Search and Rescue Board (SARB)
Homeland Security WG	SARB Training Committee
Public Safety Communication Committee (NPSCC)	Resort Planning Task Force
NPSCC Grants SBC	
NPSCC Legislative SBC	
NPSCC Statewide 911 Coordinator SBC	
State Emergency Response Commission (SERC)	
SERC Planning and Training Committee	
SERC Finance Committee	
SERC Policy Committee	
SERC Radiological Planning Committee	
SERC Bylaws Committee	
Emergency Management Coordinating Council (EMCC)	
EMCC Sub-Committee	
Nevada Hazard Mitigation Planning Committee	
NHMPC Subcommittee	

Figure 7: *Public bodies recommended for removal, marked in red.*

None of the public bodies marked for removal above was established through legislation, meaning that each was created by an executive order, a vote of a public body, or by the Chief of the Division of Emergency Management. Several of these bodies have achieved their initial objectives, and indeed, some have already terminated due to sunset provisions within their establishing documents. They are listed here, however, to capture the full scope of the public bodies that have been established in support of Nevada's emergency management and homeland security efforts. The public bodies that have not been terminated should be formally removed from the total list of public bodies. Doing so would reduce the total number of public bodies by approximately one-third, from 34 public bodies to 22.

Combine

The next step in the resilience transition process is to combine existing public bodies in ways that make sense. Combining grant bodies should not be seen as simply an effort to broadly sweep together as many public bodies as possible to reduce workload, but rather to combine bodies in ways that make sense, and to do so in a way that allows for streamlining processes as well. The proposed process for doing so is provided below.

The first step in combining emergency management and homeland security public bodies is to establish which entities should remain established in their current form, or close to their current form. This step requires efforts to ensure that the public bodies that are combined are combined for thoughtful, logical reasons, and not merely arbitrarily. It should also be noted that this is, in large part, an interim step, and one that will be further changed during the alignment step, which follows.

The first category of public bodies that need to be combined consists of simply those boards that are designated to remain in or near their current form. These boards might oversee grants or policies that only impact specific geographic areas, or specific stand-alone programs, or that are created in statute and are not recommended for removal from statute at this time. In future iterations, it may be valuable to consider removing or combining several of these boards, however, the focus ahead of the next legislative session is rather to ensure that these statutorily-created and unique bodies are aligned with the overall resilience effort, which will be carried out in the next step.

Public Bodies to be Maintained
Nevada Commission on Homeland Security (NCHS)
NCHS Finance Committee
Intrastate Mutual Aid Committee
Search and Rescue Board
Search and Rescue Training Committee
Emergency Preparedness Working Group
Resilience Commission

Figure 8: *Public bodies recommended to be maintained, including the Resilience Commission.*

Combining these public bodies into this category will ensure that they remain active, and that they are a part of the realignment effort below, however, some explanation for why each of these boards is important. First, the Commission on Homeland Security and the Finance Committee are key strategic bodies for Nevada's emergency management and homeland security efforts, and they should therefore remain in statute, though some recommendations for improving their roles is provided below. The Intrastate Mutual Aid Committee is a body that is currently created in statute to advise the Division of Emergency Management on the administration of the Nevada Intrastate Mutual Aid System. It is an important body overseeing a unique and specific program. Similarly, the Search and Rescue Board is currently created in statute to advise the Division of Emergency Management on the administration of search and rescue coordination efforts. Another report recommends combining the duties and functions of both Search and Rescue Boards, a recommendation that is included below. The Emergency Preparedness Working Group is also combined into this category as it oversees a unique grant process for six specific counties.

All of the public bodies recommended to be included into this category already exist, except for the Resilience Commission. As noted previously, the Resiliency Commission is required by Executive Order 2018-4, so it is added to this first list accordingly. The purpose, duties, and timeline of the Resilience Commission will be described below.

With these public bodies separated out, the next step is to combine many of the remaining policy and grant bodies. This step largely consists of combining the public bodies that all oversee similar programs. That is, it consists of combining the functions of subcommittees into the committees they were established to support. This also is a conceptual and intermediate step, which will be further developed in the alignment step below.

Step 1: Public Bodies to be Maintained	Step 2: Public Bodies to be Combined
Nevada Commission on Homeland Security (NCHS)	Homeland Security WG
NCHS Finance Committee	Public Safety Communication Committee (NPSCC)
Intrastate Mutual Aid Committee (IMAC)	State Emergency Response Commission (SERC)
Search and Rescue Board (SARB)	Emergency Management Coordinating Council
Emergency Preparedness WG	Nevada Earthquake Safety Council (NESC)
Resilience Commission	Nevada State Citizen Corps Council
	Nevada Threat Analysis Advisory Committee
	NCHS Cyber Security Committee
	Nevada Hazard Mitigation Planning Committee

Figure 9: *Proposal to combine bodies to assist with streamlining the grant process.*

Align

The final step in streamlining the Nevada's emergency management and homeland security grant structure is to align the remaining public bodies into a resilience paradigm. The realignment effort proposed below is not only intended to streamline the grant structure and its related processes, but also to create a single and comprehensive system for coordinating all of the policy and grant activities of the Division of Emergency Management. As mentioned previously, this effort establishes the Resilience Commission as the coordinating body for this proposed system, and also as the centerpiece of the overall Statewide Resilience Strategy.

The first step of the proposed alignment effort is to establish the Resilience Commission within the larger public body structure. The Intrastate Mutual Aid Committee, the Search and Rescue Board (especially if it is combined with the Search and Rescue Training Committee), and the Emergency Preparedness Working Group will be maintained within this proposed restructuring, however, they should not be considered to be a part of the overall grant and policy structure for statewide resilience. The grant and policy structure for statewide resilience should consist of the Nevada Commission on Homeland Security, the Finance Committee of the Nevada Commission on Homeland Security, and the Resilience Commission. The proposed new structure is provided below:

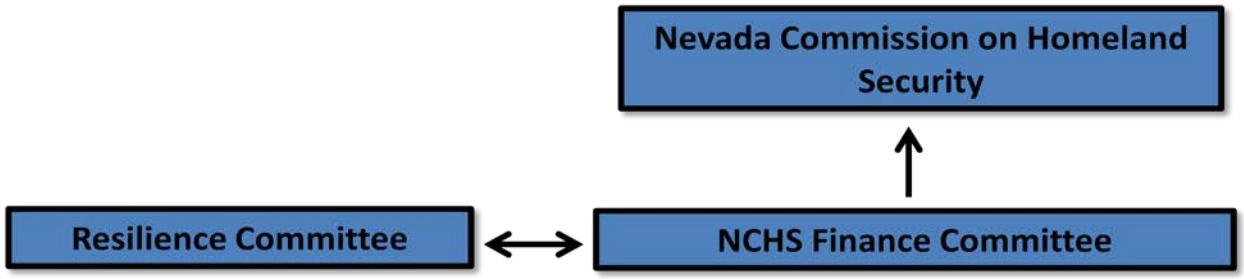


Figure 10: *Proposed public body structure for the Homeland Security Grant Process.*

Within this proposed structure, these three bodies will continue to serve in roles similar their functions within the current structure, with a few modifications, specifically as the model pertains to the Homeland Security Grant Program. Under the proposed model, the Nevada Commission on Homeland Security will remain the senior policy and approval body for all Homeland Security Grant Program grants. It will continue to set objectives, define strategic objective, and make final recommendations for the grant process.

The Finance Committee of the Nevada Commission on Homeland Security is currently established in statute and serves as the primary body for vetting and recommending all homeland security grants and appropriate project change requests. While valuable in its current form, several changes should be considered to further streamline the homeland security grants process. First, the Finance Committee can remain in its current form, allowing it to serve as the final body to review grants for financial compliance and make recommendations to the Nevada Commission on Homeland Security. Second, the Finance Committee can take on the form and membership of the Homeland Security Working Group as updated and outlined in EO 2018-4, providing a 17-member body that will have working knowledge of the grant proposals because these members will largely be representatives of the Resilience Commission. A final possibility would be to absorb the Finance Committee's duties into either the Resilience Commission or the Nevada Commission on Homeland Security.

This final possibility aligns with the proposed structure of the Resilience Commission. In this structure, the Resilience Commission would fulfill the role of the current Homeland Security Working Group, which will no longer be an active body. Under the current structure, there are a number of committees that provide subject matter expertise in vetting grants—the Nevada Public Safety Communications Committee and the Cyber Security Committee, for example—and the Resilience Commission will absorb key members of these various committees, while also absorbing their duties and responsibilities. By replacing the Homeland Security Working Group, the Resilience Commission will provide this function for the Finance Committee, however it is restructured, and will have members who are from those sectors who can provide advice and recommendations.

The second step of the proposed realignment effort is to establish the duties, membership, and processes for the Resilience Commission as they pertain to the Homeland Security Grant Program and other emergency management and emergency response grants coordinated by the state. As noted previously, the proposed Resilience Commission should absorb representative members from many of the remaining public

bodies, as well as their duties and responsibilities. These remaining public bodies are the result of the steps taken during the combining steps mentioned above, resulting in six public bodies that should be absorbed within the Resilience Commission. The Resilience Commission Structure is provided below:

Resilience Commission Structure
Public Safety Communication Committee (NPSCC)
State Emergency Response Commission (SERC)
Emergency Management Coordinating Council
Nevada Earthquake Safety Council (NESC)
Nevada State Citizen Corps Council
Nevada Hazard Mitigation Planning Committee

Figure 11: *Public bodies with members, duties, and functions to be absorbed into the Resilience Commission.*

In this proposed structure, the Resilience Commission will have a number of important responsibilities. Many reflect the duties and responsibilities of the public bodies that are proposed to be absorbed into the Resilience Commission. In doing so, this will not only serve to align many of the policy and grant efforts under a single commission, but also, in doing so, it will serve to streamline the current grant structure.

That is to say, several of the grant structures that currently exist separately, and therefore require local, tribal, and state jurisdictions to pursue grant funding through various grant processes. Aligning these processes under the Resilience Commission will remove several existing processes while preserve transparency and accountability for the distribution of federal and state dollars. The improvement in process will also allow for more efficiency and consistency between local government agencies and the Division of Emergency Management with regard to grant administration including project change requests, de-obligations, and reporting requirements.

The duties in carrying out this realignment consist of the following. At the beginning of each year, the Resilience Commission will develop, review, and update a State Resilience Goal, which is based on the concept provided by the National Preparedness Goal. Once the State Resilience Goal is established, the Resilience Commission will develop a number of resilience objectives, which will be used to drive the prioritization of grant dollars throughout the following year. This process will allow the Resilience Commission to align all of the available grants—SERC, Hazard Mitigation, Emergency Management Program Grant, and Homeland Security Grant Program dollars—toward a single, unified, and collaboratively developed goal.

For the Homeland Security Grant Program, the Resilience Commission will serve in the role of the current Homeland Security Working Group, which vets and recommends proposals for State Homeland Security Program and Urban Area Security Initiative program funding to the newly-formed Finance Committee. For all other grants, the Resilience Commission will review, vet, and make recommendations for funding projects proposals from state, local, and tribal jurisdictions. This includes performing these duties for new projects as well as making recommendations for project change requests and de-obligation and re-obligation of funding opportunities as they become

available. The Resilience Commission will also serve an important accountability function in the state's processes by reviewing reports on jurisdictional grant compliance.

If the Resilience Commission is to absorb these various public bodies and their responsibilities, then it should also be required to have a membership that represents all of these organizations and their duties. To carry out its various tasks, the Resilience Commission should be large enough to represent these agencies, but not too large to not be able to accomplish its various tasks. Since the Resilience Commission is proposed to replace the Homeland Security Working Group as it existed prior to Executive Order 2018-4, it should largely match the membership, duties, and focus on collaboration and transparency as was also the focus of that version of the Working Group. This is also true for other bodies, such as the Nevada Earthquake Safety Council, the Hazard Mitigation Committee, and the others provided in Figure 9, above.

While the membership of the Resilience Commission will evolve following input from the Nevada Commission on Homeland Security and other efforts to collaborate with statewide partners, a starting place for this discussion is provided below. As with the previous Homeland Security Working Group model, the Resilience Commission should have the State Administrative Agent and the Urban Area Administrative Agent as the established Co-Chairs. The Co-Chairs should serve as voting members, and also be authorized to appoint voting members from organizations and geographic areas like those proposed below:

Proposed Resilience Commission Membership			
1	Co-Chair: Chief of DEM, SAA	16	Nevada Hospital Association
2	Co-Chair: Clark County EM, UAA	17	State Fire Marshall
3	Inter-Tribal Council	18	Members from each CERT Program
4	Las Vegas Metropolitan Police Department	19	Statewide Interoperability Coordinator
5	City of Las Vegas	20	HAZMAT SME
6	City of Henderson	21	State Seismologist
7	City of North Las Vegas	22	State Climatologist
8	Washoe County	23	Member of each Bomb Squad
9	Washoe County Sheriff's Office	24	Public Health Preparedness
10	Northeastern Nevada	25	Southern Nevada Counterterrorism Center
11	Southeastern Nevada	26	Nevada Threat Analysis Center
12	Western Nevada	27	Urban School District Representative
13	Central Nevada	28	Rural School District Representative
14	Office of Cyber Defense Coordination	29	Public and Private Sector SERC members
15	Nevada National Guard	30	McCarran International Airport

Figure 12: *Within the re-aligned resilience structure, the following groups and representatives are recommended to be appointed to the Resilience Commission.*

There are several obvious challenges with this proposed list that can be identified immediately. First, many local law enforcement, fire, emergency management, and other service organizations are not specifically recommended. Second, if all of the members here are appointed, including representatives from each bomb squad and Community Emergency Response Teams in the state, then the membership could grow to over 40 representatives. And third, the current model only proposes a single tribal representative.

To address the first challenge, some of the proposed members are purposely written to be general in nature so that the Co-Chairs can appoint representatives from various law enforcement, fire, emergency management, and other service organizations. Regarding the second challenge, it is expected that the recommended membership will evolve throughout 2018 if this concept is approved, though the final version of the membership should not exceed 35 members. Regarding tribal participation in this process, this is an important concern. However, this can also be addressed through the ways outlined above, and further, increased tribal collaboration will be addressed in later sections of this report.

A public body of this size and absorbing such a large portfolio of duties cannot accomplish its mission if it follows a traditional quarterly meeting cycle. The Resilience Commission should, therefore, be required to meet monthly on a specific day of the month. In previous discussion with statewide partners, the third Thursday of each month has been the arbitrarily established and notional day for this all-day meeting, however, if this concept is approved, then the membership would be surveyed to determine which recurring monthly date would be best. The Resilience Commission should also be required to establish policies and procedures for its meetings, its various grants, and its policy development process.

The third step of the proposed alignment is to reassign certain public bodies to advise appropriate agencies. As recommended in the Final Legislative Recommendations, the Nevada Threat Analysis Center should have an advisory body established in statute. Governor Sandoval established the Nevada Threat Analysis Center Advisory Committee through an Executive Order in 2015. As it is currently established through Executive Order, the Nevada Threat Analysis Center Advisory Committee is not administered by the Division of Emergency Management, however, the agency is represented in its membership and the Nevada Threat Analysis Center provides an essential homeland security function for the state. This public body should be established in law, and it should continue to be administered by the Nevada Threat Analysis Center and the state Homeland Security Advisor should be a member.

The Cyber Security Committee developed a report of legislative and policy recommendations throughout 2017 and 2018. As a committee of the Nevada Commission on Homeland Security, the Cyber Security Committee is currently administered by the Division of Emergency Management. However, since the Cyber Security Committee was established, Governor Sandoval proposed and approved legislation establishing the Office of Cyber Defense Coordination within the Nevada Department of Public Safety. This new agency absorbed many of the functions of the Cyber Security Committee, although the Cyber Security Committee is still an important resource for providing subject matter expertise on cyber security grant proposals and overall state strategy, as well as assisting with collaborating with federal, state, local, tribal, and private sector partners. The Cyber Security Committee's 2018 report includes a recommendation to create this public body in statute to be administered and supported by the Office of Cyber Defense Coordination. This realignment proposal supports the Cyber Security Committee's recommendation. The Administrator from the Office of Cyber Defense Coordination should be included as a voting member on the Resilience Commission in order to provide subject matter expertise on matters relating to cyber security.

Preserving the Purpose of the Resilience Commission

The Resilience Commission is proposed here to streamline the Division of Emergency Management's public body structure and to ensure that resources and policies are aligned with statewide objectives. A danger of this approach, as has been seen through previous iterations of similar processes, is the pervasive urge of public bodies to create subcommittees, task forces, working groups, or other public bodies to carry out important work. Creating these public bodies is not inherently negative, and the Resilience Commission should have the authority to do so. However, in order to ensure that the Resilience Commission does not slowly evolve back into the existing and unsustainable structure, certain conditions should be applied to this authority. The first proposed condition is that if the Resilience Commission is to create a subordinate body, it should be to address a specific need and it should be required to achieve a short-term objective or deliverable. The second proposed condition is that the Resilience Commission is authorized to only create two subordinate bodies at any given time, and that each body should automatically sunset after six months unless approved by majority vote of the Resilience Commission.

Streamlining the State Grant Processes

The process proposed above streamlines the board and commission process, the processes for emergency management and emergency response grants, and it modifies portions of the process for the Homeland Security Grant Program (HSGP), which here references both the State Homeland Security Program and the Urban Area Security Initiative grants. The change proposed here provides the final aspect of streamlining this grant program.

Overview of the SHSP/UASI Process

Nevada is uniquely collaborative and transparent with the HSGP process, specifically in the selection of SHSP and UASI projects requesting federal funding. As the process of administering the HSGP lies with the Division of Emergency Management acting as the State Administrative Agency (SAA), preparation for the process begins in the fall as the Division of Emergency Management conducts a Threat and Hazard Identification and Risk Assessment (THIRA), which is a multifaceted process by which all states identify the events or conditions under which state capabilities are planned for and measured. Though not specific to those events with a terrorism nexus, the THIRA is a federal requirement in obtaining HSGP funding, and input for the THIRA can come from a multitude of sources including after action reports, improvement plans, multi-year training and exercise plans, surveys, quarterly reports, and other THIRA assessments.

Completion of the THIRA involves statewide participation and outreach to federal, state, tribal, local, non-profit, and private sector partners. The THIRA is the foundational assessment, under which the Stakeholder Preparedness Review (SPR), formerly the State Preparedness Report, is conducted annually at the state level. The SPR enhances this process by measuring the state's core capabilities contained in five

mission areas against the events identified in the THIRA, with the requirement of each state to identify the top 5-6 events from the THIRA to measure capability against. This process has the ultimate goal, in theory, to build capability for the top 5-6 events identified in the THIRA.

In January, the results from the Nevada THIRA are translated to a visual tool referred to as the "Nevada Heatmap," which shows increases, decreases, or static change in each of the 32 Core Capabilities established by the Department of Homeland Security (DHS). As foundational reports for the HSGP process, both the THIRA and SPR are integral in the creation of Nevada's capability priorities and ultimately the drivers of the final grant award for the state including the SHSP and UASI funding streams.

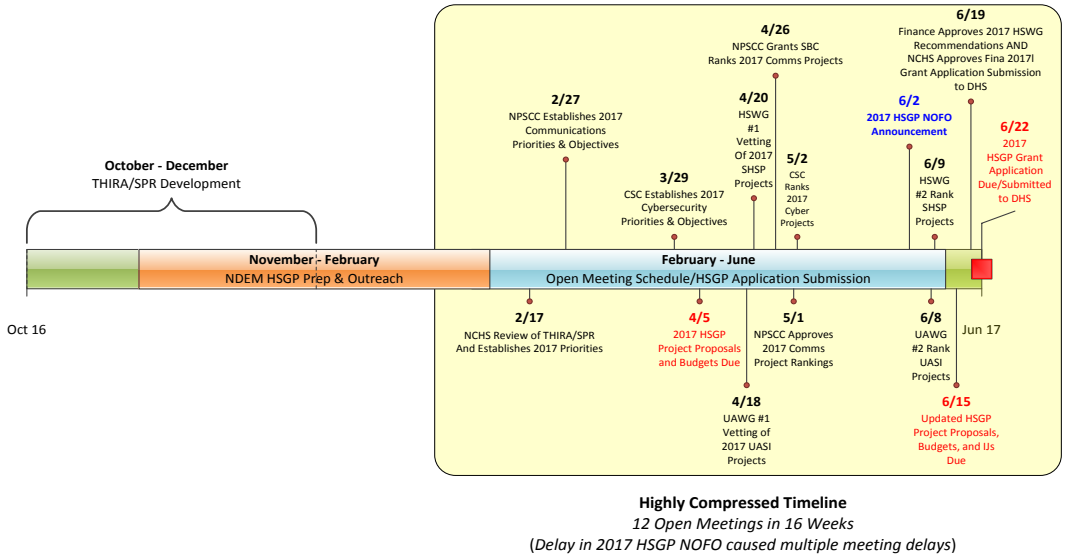
With the completion of the THIRA and SPR, the process moves in an administrative direction over the course of the next several months with the management of the HSGP Notice of Funding Opportunity (NOFO) release and subsequent open meeting schedule allowing for the preparation, submission, vetting, and ultimate submission of the HSGP Grant Application to DHS. The allowable process time to complete these tasks ranges typically from 45-60 days, but can be shortened significantly should guidance be delayed. During this time, significant effort is placed on HSGP messaging, timelines, grant guidance, stakeholder outreach, project submission and review, and committee approvals necessary and required of the process.

Administration of the HSGP in Nevada

Nevada is uniquely set up with a legislative requirement to provide a comprehensive state oversight structure for the coordination of domestic preparedness for acts of terrorism and related emergencies. Per Nevada Revised Statutes (NRS) 239C.160, the Nevada Commission on Homeland Security (NCHS) is tasked with making recommendations with respect to actions and measures that may be taken to protect residents and visitors of the state from potential acts of terrorism and related emergencies in addition to serving as the public body serving in review capacity for the state's applications to the federal government for homeland security grants and related programs.

Upon release of the THIRA and SPR data, the NCHS reviews and approves a selected number of core capabilities to be used in consideration of HSGP project requests for the current fiscal year. HSGP project proposal solicitations are sent out through the Division of Emergency Management, collected, reviewed, and summarized. The HSGP projects submitted for those projects with statewide impact are presented to the Nevada Homeland Security Working Group (HSWG) for review, vetting, technical review, and ultimately rank-prioritization for funding consideration. The HSGP projects submitted for those projects with Las Vegas Urban Area impact are presented to the Urban Area Working Group (UAWG) in a similar and parallel process. Recommendations from the HSWG and UAWG are forwarded to the NCHS Finance Committee for additional review, and then final funding recommendations are put before the NCHS for approval in submitting the final HSGP Grant Application to DHS. In total, this process historically has entailed a minimum of at least 11 open meetings in a 12

week period based on NOFO requirements. In 2017, the NOFO was considerably delayed, resulting in the administration of 12 open meetings in 16 weeks:

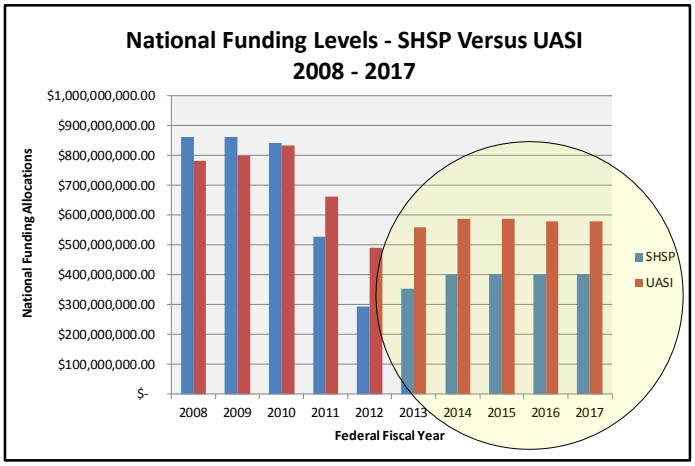


Highly Compressed Timeline
12 Open Meetings in 16 Weeks
(*Delay in 2017 HSGP NOFO caused multiple meeting delays*)

Figure 13: *The HSGP [SHSP/UASI] Cycle from 2017 provided as an example.*

History of SHSP/UASI Funding

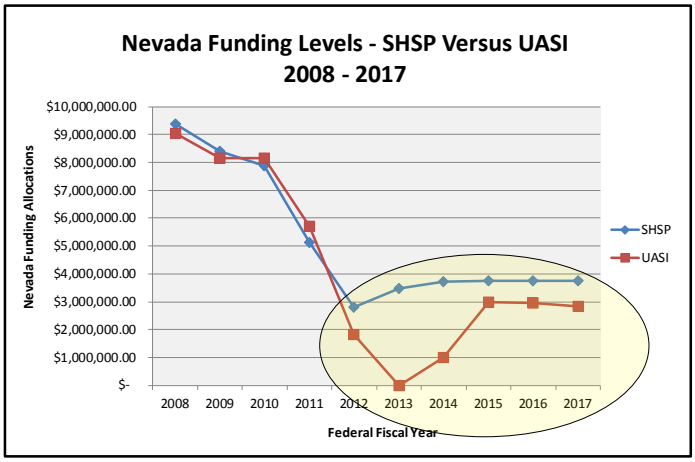
Of particular significance to Nevada is the continued downward or at least unpredictable trend of both the SHSP and UASI funding allocations seen nationally. From the 2008 to 2017, the SHSP has seen a decline of over 53% in funding allocation, and the UASI has seen a similar decline of nearly 26%. Until 2018, both funding streams remained at a stagnant rate of increase since 2014. As funding allocations decrease, the ability to impact the creation and sustainment of statewide, urban, and blended statewide/urban projects becomes increasingly difficult. Figure 14 illustrates the SHSP/UASI national funding trend and associated funding levels:



NATIONAL DATA		
FFY	SHSP	UASI
2008	$ 862,925,000.00	$ 781,630,000.00
2009	$ 861,265,000.00	$ 798,631,250.00
2010	$ 842,000,000.00	$ 832,520,000.00
2011	$ 526,874,100.00	$ 662,622,100.00
2012	$ 294,000,000.00	$ 490,376,000.00
2013	$ 354,644,123.00	$ 558,745,566.00
2014	$ 401,346,000.00	$ 587,000,000.00
2015	$ 402,000,000.00	$ 587,000,000.00
2016	$ 402,000,000.00	$ 580,000,000.00
2017	$ 402,000,000.00	$ 580,000,000.00

Figure 14: *National Funding Levels: SHSP versus UASI 2008-2017*

In review of the allocations specific to Nevada in both the SHSP and UASI funding streams between 2008 and 2016, the downward trend is more alarming translating to nearly a 60% decline in funding in the SHSP, and a similar decline of 69% in UASI funding as shown in Figure 15 below:



NEVADA DATA		
FFY	SHSP	UASI
2008	$ 9,390,000.00	$ 9,030,500.00
2009	$ 8,414,500.00	$ 8,150,150.00
2010	$ 7,868,298.00	$ 8,150,150.00
2011	$ 5,137,205.00	$ 5,705,105.00
2012	$ 2,801,316.00	$ 1,826,923.00
2013	$ 3,459,364.00	$ -
2014	$ 3,733,000.00	$ 1,000,000.00
2015	$ 3,734,500.00	$ 3,000,000.00
2016	$ 3,734,500.00	$ 2,962,000.00
2017	$ 3,752,000.00	$ 2,837,000.00

Figure 15: *Funding Levels SHSP and UASI 2008-2016/Nevada Data.*

With historic administrative and federal timeline challenges, the existing HSGP process of selecting appropriate SHSP and UASI projects has become less efficient, allowing the process to dictate the outcome of projects supporting grant required capability and the inability to effect change through innovation rather than the strategic emphasis on choosing project deliverables exhibiting a proven accountable record.

Additionally, with the declining availability of HSGP funding over the past decade, It is imperative that the State and the UASI refine their current processes in order to achieve fundamental outcomes necessary for the continued sustainment and introduction of innovative projects to increase Nevada's core capability capacity. These outcomes must include:

- Maintenance of transparency and collaboration as developed during the previous HSGP process;
- Reduction of bureaucracy;
- Sustainment of previously funded projects exhibiting a proven track record; and
- Ensuring future investments are made in a strategic manner.

To effect this fundamental change in the current HSGP process, it is the Co-Chairs of the HWSG recommendation to remove the majority of committee and subcommittee review as described through the establishment of the Resilience Commission earlier. Instead of having 11 open meetings or more of numerous committees, working groups, and subcommittees in a highly compressed timeline, the Co-Chairs recommend the combining the various subcommittees into the Resilience Commission. Steps to consider for a new process our provided below.

1. ***Fall of previous year***: Co-Chairs host three HSGP conferences (South, North, and Rural) in order to gain participation in the THIRA/SPR process, see presentations from previous investments with a proven track record or that are a grant requirement (fusion centers, bomb squads, National Incident Management System (NIMS), and the Statewide Interoperability Coordinator (SWIC), for example), and brainstorm and prioritize through a vote potential future investments with conference participants;
2. ***Winter of previous year***: The NCHS will develop an action plan for supporting Clark County's Metropolitan Statistical Areas (MSA) ranking and UASI funding to be executed ahead of the January and February rankings;
3. ***January***: Co-Chairs present the results from the THIRA/SPR and conference processes to the NCHS;
4. ***February***: Instead of ranking the top five Core Capabilities, the NCHS will look at sustainment/grant requirement projects (fusion centers, bomb squads, NIMS, and SWIC, for example) as well as potential future projects. Through this process, the NCHS will vote to conditionally fund the sustainment/grant requirement projects, and prioritize the new projects for the remaining SHSP/UASI funding for innovation. The NCHS will also approve state grant guidance as developed by the Co-Chairs.

   i. Co-Chairs develop a recommended project funding list based on the NCHS established priorities, funding sustainment/grant requirement projects first and new projects second, identify grant project applicants (example, a local, tribal, or state agency would be asked to head up a Cyber Security project as identified from the conferences and prioritized by the HSC). Co-Chairs facilitate the grant proposal and investment justification process to ensure the projects have an owner and that they are compliant with state and federal grant guidance.

      - **Sustainment projects**: Organizations identified for sustainment (fusion centers, bomb squads, NIMS, SWIC, etc.) will be required to develop a brief 3-5 year funding plan to ensure that they are working together to achieve strategic results. For example, instead of bomb squads applying separately and irregularly, they will be asked to put together a plan that will identify key funding requirements for the next 3-5 years, where in the first year, two bomb squads might have equipment needs met and all four receive funding for training, and in subsequent years, other equipment and training needs are addressed. This would prevent the bomb squads, in this example, from requesting major funding allocations all at once, which results in some not being funded.
      - **New projects**: Organizations identified for new projects would also be asked to provide a short (one page) 3-5 year funding plan for their projects so that they will be sure to align with the NCHS strategic vision and also ensure that sustaining them will not be beyond the grant's funding ability in the future.

5. ***March***: NCHS Finance Committee holds a public meeting to review the Co-Chairs' recommendations and offers feedback for improvements; and

6. ***April:*** NCHS Finance Committee holds a second public meeting to review the updated project recommendations from the SAA/UAWG Chair based on their previous feedback. NCHS holds a final public meeting to approve the proposed projects.

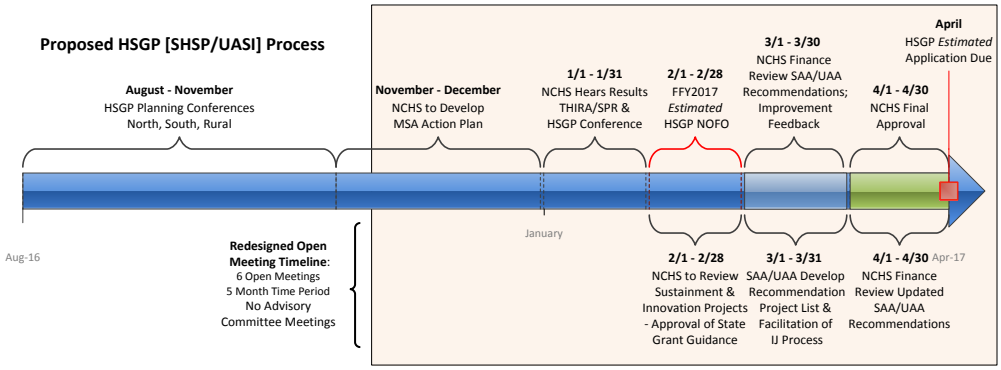


Figure 16: *Proposed HSGP Process.*

Resilience Commission in the Statewide Resilience Strategy

As has been noted, the Resilience Commission is not only a proposal for streamlining Nevada's current emergency management and homeland security grants and public body structure. It also serves as the centerpiece of the Statewide Resilience Strategy. As will be described in the following sections of this strategy, the Resilience Commission serves as the coordinating body for Local and Tribal Recovery Collaboration, Local and Tribal Preparedness and Response Collaboration, and the Ongoing Annual Assessment process. All of these efforts will be carried out through the monthly meetings of the Resilience Commission, and will result in the Resilience Commissions Annual Report and Recommendations to the Homeland Security Commission.

Recommendations

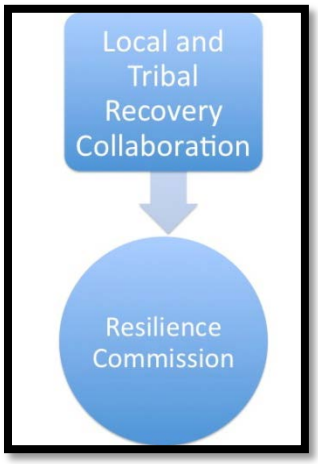
This foundation provides a number of actionable recommendations. These initial recommendations include concepts that will allow Nevada to pursue a resilience paradigm as required by the directive approved by the Nevada Commission on Homeland Security. They are provided here, and will be further developed in subsequent sections of this framework:

> **Recommendation #1:** The State of Nevada should establish a Statewide Resilience Commission in statute in order to coordinate grants and efforts with respect to the Statewide Resilience Framework.
>
> Pursuant to Executive Order 2018-4, this recommendation calls for the formal establishment of a Statewide Resilience Commission. The Resilience Commission should serve as the main grant and policy coordinating body for the state, and it should be made up of key representatives from the public bodies it is intended to absorb. The Resilience Commission should be required to meet once

a month, develop an annual state resilience goals and related objectives, and develop a recommendation for a statutory definition of resilience.
Recommendation #2: The Statewide Resilience Commission should be authorized to establish subcommittees, task forces, or working groups with two specific caveats.

In order to ensure that the efforts to streamline Nevada's public body structure and grant processes remain in place, the Resilience Commission should have the authority to create various subordinate public bodies. However, it should only be authorized to create two subordinate public bodies at any given time, they should be established to accomplish a certain objective or purpose, and they should automatically sunset unless the Resilience Commission votes to maintain them for longer.

Component 2: Local and Tribal Recovery Collaboration



As described in the previous section, the Resilience Commission is proposed to be established for a number of important reasons. The proposed model allows for the public body to maintain the transparent and collaborative aspects of the current grant structure while also streamlining the various emergency management, emergency response, and homeland security grant opportunities for state, tribal, and local governments. The proposed model also intends to streamline the current public body structure for these same jurisdictions.

However, the creation of the Resilience Commission also provides an important opportunity to increase collaboration between local, state, tribal, and federal governments and service providers with respect to the Recovery process, which is the second component of the Statewide Resilience Strategy proposed here. Recovery, which is at its most fundamental level, the ability for a community to return to pre-disaster conditions following an emergency or disaster, is significantly aligned with the principles and concepts of Resilience. The concept outlined below is intended to establish a statewide system that allows for coordination and collaboration between all levels of government toward unified recovery goals before, during, and after an emergency incident.

As it is proposed here, establishing this system for statewide recovery is also intended to meet another requirement of Governor Sandoval's Executive Order 2018-4. This Executive Order directs the Co-Chairs of the Homeland Security Working Group to develop this Statewide Resilience Strategy, and include in it "proposals for incentivizing local partners through grants and other preparedness opportunities to engage in local resilience models." The Statewide Resilience Strategy in its entirety is intended to accomplish this goal by creating a coordinated and unified structure to pursue resilience objectives, and efforts to develop systems for recovery efforts, discussed in this section, and efforts to solidify existing systems for preparedness and response efforts, discussed in the next section, intend to advance this requirement further.

This section provides an overview of the current Disaster Recovery Framework and how it is proposed to develop recovery initiatives toward statewide resilience. It provides an overview of how the Disaster Recovery Framework works before, during, and after an emergency or disaster, and how those efforts interact with the Resilience Commission. Finally, it suggests a number of recommendations to ensure that this concept can be implemented through state law and policy.

Overview of the Disaster Recovery Framework

Nevada's Disaster Recovery Framework is one of the newest comprehensive planning initiatives adopted by the state. Prior to establishing the formal plan, the Division of Emergency Management provided recovery support to local communities in a number of ways, primarily through state recovery staff, grant funding, and the activation of Emergency Support Function 14 (Recovery) during an emergency or

disaster. Following an emergency or disaster, the Division of Emergency Management provides support to local, tribal, and state jurisdictions to support their efforts in receiving reimbursement and other Recovery resources.

The development of the Disaster Recovery Framework is a significant step forward in the Division of Emergency Management's efforts to lead statewide recovery efforts. As with preparedness and response efforts, recovery is enhanced when there are plans, relationships, and goals in place, and when resources are directed to all efforts in anticipation of an emergency or disaster impacting a community. The Disaster Recovery Framework provides this model, and since the principles of recovery are closely aligned with those of resilience, this model should be adopted into Nevada's overall resilience efforts.

The Disaster Recovery Framework was formally adopted by the Division of Emergency Management in early 2017 after it was developed through a Homeland Security Grant Program project requested by Washoe County Emergency Management and Homeland Security. Washoe County provided key leadership in administering this process on the state's behalf by convening local and tribal partners, developing the concept and the model, and providing training throughout the state to ensure that it was understood and adopted. Since it was adopted in 2017, the Disaster Recovery Framework has served to inform local recovery planning efforts in a number of major events, and it has also been reviewed and updated over time.

Much like the Emergency Support Functions (ESF) established in the State Comprehensive Emergency Management Plan (SCEMP), the Disaster Recovery Framework provides a model of Recovery Support Functions (RSF). According to the SCEMP, Nevada currently has 17 ESFs that receive training and exercise opportunities during the preparedness phase, and can be activated as a part of the State Emergency Operations Center during the response phase. If the function of a specific ESF is required during an emergency or disaster, the ESF is expected to activate internal plans, such as the Nevada Department of Transportation's Emergency Operations Plan, and provide resources and support through the State Emergency Operations Center (SEOC) and at the request of the local, tribal, or state jurisdictions. And activated ESF should be prepared to provide support for multiple operational periods 24 hours a day until it is deactivated.

The RSFs established in the Disaster Recovery Framework work in a similar manner to the ESFs, however, they are not intended to be activated for 24-hour periods. Because the work of recovery takes place over months and often years, when RSFs are activated, they should anticipate weekly or monthly collaboration meetings. And like the ESFs, much of their work is done in preparation for a recovery effort, and their effectiveness can be assessed and improved through ongoing training and exercise opportunities coordinated by the Division of Emergency Management.

The Disaster Recovery Framework establishes six RSFs, which, if activated during an emergency or disaster response, are coordinated through ESF-14 (Recovery). These RSFs are administered and coordinated by the Division of Emergency Management and consist of state, local, tribal, and non-profit service providers in each of the following areas: Community Planning and Capacity Building (RSF 1), Economic Recovery (RSF 2), Health and Social Services (RSF 3), Disaster Housing (RSF 4), Infrastructure Systems (RSF 5), and Natural and Cultural Resources

(RSF 6). Prior to an emergency or disaster, the RSFs work to identify gaps and challenges in their respective areas, develop immediate, intermediate, and long-term recovery objectives in each of their respective areas, and identify resources that can be used to address the identified objectives. During an emergency or disaster, an activated RSF will identify resources that are available to meet the needs identified by the local, state, or tribal emergency management officials to facilitate local recovery.

Nevada's Disaster Recovery Framework is focused on establishing a model for statewide recovery efforts; however, it is also a fundamental part of Nevada's Statewide Resilience Strategy. For example, the Disaster Recovery Framework is directly connected to resilience efforts through its seven guiding principles. These guiding principles, listed below, were established in the development of the framework, and they are also key principles intended to guiding Nevada's recovery efforts following an emergency or disaster.

1. Understanding Disaster Risk
2. Local Primacy
3. Long-Term Recovery Planning
4. Resilience and Sustainability
5. Accessibility and Recovery
6. Coordination with Mitigation Planning Efforts
7. Equitable Recovery

As noted previously, this Statewide Resilience Strategy is informed by resilience efforts in other states, especially Oregon and Colorado. The Colorado Resiliency Framework, which was published in 2015, is built around six Resiliency Framework Sectors. These sectors are intended to be specific parts of a collectively and integrated planning and recovery model. The table below depicts Nevada's six RSFs next to their corresponding sectors from the Colorado Resilience Framework.

Comparison of the Nevada Recovery Framework and the Colorado Resiliency Framework	
Nevada Recovery Framework RSFs	***Colorado Resiliency Framework Sectors***
Community Planning and Capacity Building	Community
Economic Recovery	Health and Social
Health and Social Services	Economic
Disaster Housing	Watershed and Natural Resources
Infrastructure Systems	Housing
Natural and Cultural Resources	Infrastructure

Figure 17: *Important elements of Nevada's Disaster Recovery Framework's RSFs and the Sectors from the Colorado Resiliency Framework are shown here to depict the clear overlap between recovery efforts and resilience efforts.*

Beyond the clear similarities between Nevada's RSFs and Colorado's sectors, both of these frameworks are also implemented to similar ends, namely, to increase recovery and resilience efforts in each state. The significant difference is that Nevada's framework provides for a substantial mechanism for establishing objectives and working toward those objectives through the RSF model. According to Nevada's Disaster Recovery Framework, each RSF is responsible for performing the following functions:

RSF	Primary Focus
RSF 1 - Community Planning and Capacity Building	Long-range and master plans, community planning, land use, permitting, zoning
RSF 2 - Economic Recovery	Assessment, re-development, business, tourism, gaming, mining, oil and gas, and rural businesses
RSF 3 - Health and Social Services	Public health system, environmental risk, mental health, unmet needs, advocacy, social systems
RSF 4 - Disaster Housing	Housing programs, Community Development Block Grant, shelter
RSF 5 - Infrastructure Systems	Utilities, flood control, engineering, roadways/bridges, debris management
RSF 6 - Natural and Cultural Resources	Trails, rivers, parks, historical sites, animal species, records, art, museums

Figure 18: *The primary focuses of each of Nevada's RSFs as defined by the Nevada Disaster Recovery Framework.*

As noted previously, the establishment and implementation of the Disaster Recovery Framework signifies important progress toward Nevada's recovery goals. Similarly, it provides an important model for increasing Nevada's emergency and disaster resilience as well. Although it currently exists as a stand-alone plan, the Disaster Recovery Framework should be incorporated into the Statewide Resilience Strategy in order to produce capacity and capability for improving both recovery and resilience in the state.

Disaster Recovery Framework and the Resilience Commission

The Resilience Commission proposed in this strategy serves as Nevada's primary body for coordinating Nevada's statewide emergency management and homeland security efforts. These include all efforts associated with capability and capacity building during the mitigation, preparedness, response, and recovery phases of emergency management, including grants and policy efforts. In this role, the Resilience Commission serves as a key coordinating body for the Disaster Recovery Framework, which will in turn enhance the state's overall resilience efforts.

The work of the various RSFs, as outlined in the Disaster Recovery Framework, will be ongoing, and it should be coordinated through the monthly meetings of the Resilience Commission. In practice this means that the RSFs will work independently to prepare for short-term, intermediate-term, and long-term recovery efforts by establishing gaps and goals, building partnerships, and identifying resources from all service providers. the Division of Emergency Management will work to ensure that local, tribal, and state partners receive training on the Disaster Recovery Framework, provide exercise opportunities, and update the framework based on lessons learned and improvement plans.

The work of the independent RSFs will be provided to the Resilience Commission during their monthly meetings through RSF 1, Community Planning and Capacity Building. This RSF, which is administered by the Division of Emergency Management, will provide information regarding the state's recovery effort to the Resilience Commission, which is intended to inform the Resilience Commission's goal and objectives. This collaboration between the Resilience Commission and the

elements of the Disaster Recovery Framework is intended to build recovery and resilience capacity through the allocation of grants and the development of statewide policies.

Recommendations

Establishing the administration of the Disaster Recovery Framework as a component of the Statewide Resilience Strategy is an essential part of this strategy. Through its coordination with the Resilience Commission, it will allow Nevada to improve its recovery capability and capacity, and in doing so, will also improve Nevada's overall resilience. As is shown through the implementation of the Disaster Recovery Framework, some of this can be accomplished by the Division of Emergency Management through administrative actions. However, in order to ensure that this model is an enduring part of Nevada's resilience initiatives, some legislative changes should be pursued, which are provided through the recommendations below.

Recommendation 1: Change NRS 414 to require the Division of Emergency Management to prepare and annually review a State Disaster Recovery Framework.

NRS 414.040 requires the Chief of the Division of Emergency Management to "assist in the development of comprehensive, coordinated plans for emergency management by adopting an integrated process, using the partnership of governmental entities, business and industry, volunteer organizations and other interested persons, for the mitigation of, preparation for, response to and recovery from emergencies or disasters." While the current language provides the Division of Emergency Management with the authority to develop various plans associated with recovery efforts, and to ensure they are coordinated with entities throughout the state, it does not provide language calling for a specific recovery framework. This recommendation calls for language that would require the Division of Emergency Management to develop a specific planning framework for recovery, and to ensure it is reviewed and updated annually, and to ensure that recovery plans based on this framework are included in local, tribal, school, and other emergency operations or response plans that are required by state law.

Recommendation 2: Require certain state agencies to provide a liaison or liaisons to serve as representatives within the State Emergency Operations Center as Recovery Support Functions in accordance with the Disaster Recovery Framework.

NRS 414.040 requires the Chief of the Division of Emergency Management to "coordinate the activities of all organizations for emergency management within the State, maintain liaison with and cooperate with agencies and organizations of other states and of the Federal Government for emergency management and carry out such additional duties as may be prescribed by the Director." This

language is sufficient to support the Division of Emergency Management's efforts, as seen through the activation of the State Emergency Operations Center in accordance with the State Comprehensive Emergency Management Plan; however, there is no specific policy in state law that requires partner agencies to support this plan. With the development of the Disaster Recovery Framework, it is anticipated that challenges associated with this lack of clear statutory policy will persist in carrying out the duties of the Recovery Support Functions. This recommendation calls for language in NRS 414 that requires specific agencies to provide liaisons to support the Division of Emergency Management's RSFs before, during, and after emergencies. According to the Disaster Recovery Framework, the following agencies are identified as the appropriate representatives for each Recovery Support Function:

- RSF 1—Community Planning and Capacity Building: Department of Public Safety, Division of Emergency Management
- RSF 2—Economic Recovery: Governor's Office of Economic Development
- RSF 3—Health and Social Services: Department of Health and Human Services
- RSF 4—Disaster Housing: Department of Business and Industry, State Housing Division
- RSF 5—Infrastructure Systems: Department of Administration, Division of Public Works
- RSF 6—Natural and Cultural Resources: Department of Conservation and Natural Resources

Recommendation 3: Allow tribal governments to apply for assistance through the Disaster Relief Account in the same way that political subdivisions of the state currently can.

Currently, only political subdivisions within the state can apply for partial reimbursement through the state Disaster Relief Account. This recommendation calls for expanding the eligibility criteria outlined in NRS 353.2735 to allow for Nevada's 27 federally-recognized tribal governments to seek partial reimbursement through this account as well.

Recommendation 4: Reestablish a state-level individual assistance program.

Individual Assistance is a program administered by the Federal Emergency Management Agency to support private property and business owners to recover from emergencies and disasters when certain damage thresholds are met by a county or tribal government. The State of Nevada previously maintained a similar account at the state level, however it was discontinued in previous budget cycles. This recommendation calls for reestablishing the state-level individual assistance program, and doing so under the current structure of the Disaster Relief Account.

Component 3: Local and Tribal Preparedness and Response Collaboration

In much the same way that the Disaster Recovery Framework serves as the overall plan for how Nevada will build capacity for recovery efforts, the State Comprehensive Emergency Management Plan (SCEMP) serves as Nevada's plan for coordinating preparedness and response efforts. In reality, the two plans provide near identical models for how Nevada prepares for response and recovery efforts, both of which follow national models and established emergency management principles. Incorporated Nevada's preparedness and response efforts into the Statewide Resilience Strategy in the same way as the Disaster Recovery Framework, will ensure that all of Nevada's emergency management efforts are directed toward building resilience capabilities and capacity.

Nevada's preparedness and response efforts are derived from and aligned with the SCEMP. The SCEMP, which has been operational, reviewed, and updated for over a decade, is a key component of the Division of Emergency Management's preparedness and response capabilities. While it is a central element of Nevada's emergency management activities, and while it is supported by various preparedness and response activities to include grants, exercises, and others, the current model can be improved by incorporating all of Nevada's preparedness and response activities into the Statewide Resilience Strategy.

Incorporating this component into the Statewide Resilience Strategy can be done primarily by establishing these efforts as part of the Resilience Commission. As the state's primary coordinating body for all grant and policy efforts related to emergency management and homeland security, the Resilience Commission can ensure that scarce grant dollars are allocated in the best possible way, and to ensure that there is a platform for policy advocacy going forward. Additionally, in order to ensure that Local and Tribal Preparedness and Response Collaboration can reach its full potential, the preparedness and response system must be refined to complement its coordination with the Resilience Commission.

Incorporating this preparedness and response system into the Statewide Resilience Strategy will result various benefits. As described with the Disaster Recovery Framework in Component Two of this strategy, is intended to enhance coordination and collaboration between all levels of government toward unified resilience goals during all phases of an emergency incident. Further, the changes to the current system proposed here will also allow meet the requirements to the Co-Chairs of the Homeland Security Working Group to provide proposals to encourage local governments to participate in this statewide resilience initiative.

This section provides an overview of Nevada's current preparedness and response efforts, and how they are proposed to be incorporated into the Statewide Resilience Strategy. It provides an overview of how the SCEMP works before, during, and after an emergency or disaster, and how those efforts should interact with the

Resilience Commission. Finally, it suggests a number of recommendations to ensure that this concept can be implemented through state law and policy.

Overview of Current Preparedness and Response Efforts

Based on requirements from the Federal Emergency Management Agency (FEMA), Nevada's preparedness and response efforts begin with a statewide assessment of Nevada's threats and hazards, as well as how prepared it is to respond to each. The resulting gap analysis provides a basic roadmap for building the preparedness capacities that the state needs to develop through allocating grant funding, planning, training, and exercise efforts, as well as other aspects of the preparedness cycle. All of these aspects inform the SCEMP, which serves as the Division of Emergency Management's framework for response, and therefore, a central piece of the Division of Emergency Management's preparedness efforts.

Within the SCEMP, the Division of Emergency Management identifies the state agencies that are required to provide liaisons as Emergency Support Functions (ESFs) to the State Emergency Operations Center (SEOC) when it is activated. All ESFs will not necessarily be activated for each emergency or disaster, however, those ESFs with a clear nexus to the response effort, or the recovery effort to follow, will be. Some agencies provide ESFs who perform emergency management or response roles within their day-to-day duties at their home agency, while others designate ESFs as additional duties.

During the response phase of the emergency management cycle, elements of the SCEMP are activated to coordinate resource and information requests for local, state, and tribal jurisdictions, and it mirrors and is incorporated into the FEMA's structure and processes as well. Local and tribal governments develop similar models that work best for their communities, but combine, the local, state, tribal, and federal governments to work together to coordinate the appropriate level of resources.

During the preparedness phase of the emergency management cycle, the SCEMP serves as the central framework for planning, training, exercises, and other aspects of the preparedness cycle. The Division of Emergency Management will regularly activate the SEOC in accordance with the SCEMP to exercise various scenarios, identify gaps in planning and capabilities, and to ensure that statewide partners can participate. Many of the agencies supporting ESF functions also have emergency operations plans that are activated to support their roles within the SEOC.

In addition to the SCEMP, Nevada assists local and tribal jurisdictions in building response and recovery capacity through a number of efforts. Through the Division of Emergency Management, Nevada coordinates various federal grant programs, such as the Emergency Management Performance Grant, Homeland Security Grant Program, and several grants supported by the Department of Energy. Similarly, the State Emergency Response Commission provides a number of grants to jurisdictions through their Local Emergency Planning Committees to prepare for and respond to other hazards as well.

While these various preparedness and response systems currently exist, they are not aligned toward specific statewide goals. That is, even if the current model was merely adopted as a part of this strategy, it would not necessarily ensure that the

current systems are adequately coordinated. Several challenges remain within the current system that should be addressed.

The first challenge addresses the current statutory authority of the Division of Emergency Management with respect to the implementation of the SCEMP. Although the SCEMP is generally required by NRS 414 and promulgated by the Governor, there is not a requirement in law for specific state agencies identified in the SCEMP to provide liaisons to the State Emergency Operations Center when activated for an emergency or an exercise. This requires the Division of Emergency Management to implement this important effort based on relationships, a method that is challenging with turnover in personnel at all levels of state government.

Second, the Division of Emergency Management's commitment to ensure Nevada's 27 federally-recognized tribal governments receive adequate emergency preparedness and response support also lacks a formalized structure and system. Currently, this effort is pursued through providing grant funding to the Inter-Tribal Emergency Response Commission, which provides staff and oversight to the tribal governments through planning, training, and exercise support, as well as through activation in support of response. This approach has resulted in increased capacity building for tribal governments in Nevada, however, there are opportunities for improvement.

Third, although the model intended to streamline the public body and grant structure presented in a previous section proposes moving the State Emergency Response Commission grants under the purview of the Resilience Commission, it does not ensure that local governments will be aligned with this structure. This proposal is key to the overall Statewide Resilience Strategy in that it allows for all of Nevada's mitigation, preparedness, response, and recovery grants to be aligned into a single system and toward a single set of resilience objectives, and it can be further improved by ensuring that the county governments align the local counterparts to the State Emergency Response Commission, Local Emergency Planning Committees, with this resilience strategy.

State Preparedness and Response Efforts and the Resilience Commission

Nevada's preparedness and response framework, as implemented at the state level through the SCEMP, has proven to be a successful model, and as such, it would benefit statewide resilience efforts if incorporated into the Statewide Resilience Strategy. If resilience is the ability for a community to recover from and thrive after an emergency or disaster, ensuring that communities around the state have the capacity to respond to such events is crucial. This can be done if these activities are coordinated at the state level with local, state, and tribal input, collaboration, and support.

As with the Disaster Recovery Framework, Nevada's preparedness and response efforts should be coordinated by the Resilience Commission. As proposed in this strategy, the Resilience Commission serves as Nevada's primary body for coordinating Nevada's statewide emergency management and homeland security efforts. These include all efforts associated with capability and capacity building during all phases of emergency management, to include preparedness and response. In this role, the Resilience Commission serves as a key coordinating body for the Division of

Emergency Management's preparedness and response activities, which will in turn enhance the state's overall resilience efforts.

Local and tribal emergency management partners will not only be able to inform the work of the Resilience Commission, they will also be represented on it. In the proposal to streamline Nevada's emergency management and homeland security public body structure, local and tribal emergency managers will serve as voting members of the body. If the recommendations below regarding the Inter-Tribal Emergency Response Commission and the Local Emergency Planning Committees are approved, then the ability for these jurisdictions to advocate from the local and tribal perspective will also be improved.

Recommendations

Nevada's preparedness and response efforts are an essential component of the Statewide Resilience Strategy. Improving the current systems and coordinating them through the Resilience Commission will allow Nevada to improve its overall emergency and disaster capability and capacity, and also assist the state in pursuing resilience goals and objectives. Several legislative and regulatory changes are recommended below in order to ensure that this strategy can be implemented.

Recommendation 1: NRS 414 should be amended to require the Division of Emergency Management to prepare and annually review a State Mitigation Plan, a State Preparedness Plan, and a State Response Plan (SCEMP).

NRS 414.040 requires the Chief of the Division of Emergency Management to "assist in the development of comprehensive, coordinated plans for emergency management by adopting an integrated process, using the partnership of governmental entities, business and industry, volunteer organizations and other interested persons, for the mitigation of, preparation for, response to and recovery from emergencies or disasters." While the current language provides the Division of Emergency Management with the authority to develop various plans associated with mitigation, preparedness, and response efforts, and to ensure they are coordinated with entities throughout the state, it does not provide language calling for a specific recovery framework or an annual update. This recommendation calls for language that would require the Division of Emergency Management to develop a specific planning framework for these three areas, and to ensure they are reviewed annually.

Recommendation 2: Require certain state agencies to provide a liaison or liaisons to serve as representatives within the State Emergency Operations Center as Emergency Support Functions in accordance with the State Comprehensive Emergency Management Plan.

NRS 414.040 requires the Chief of the Division of Emergency Management to "coordinate the activities of all organizations for emergency management within the State, maintain liaison with and cooperate with agencies and organizations of

other states and of the Federal Government for emergency management and carry out such additional duties as may be prescribed by the Director." This language is sufficient to support the Division of Emergency Management's efforts, as seen through the activation of the State Emergency Operations Center in accordance with the State Comprehensive Emergency Management Plan; however, there is no specific policy in state law that requires partner agencies to support this plan. This recommendation calls for language in NRS 414 that requires specific agencies to provide liaisons to support the Division of Emergency Management's ESFs before, during, and after emergencies. According to the State Comprehensive Emergency Management Plan, the following agencies are identified as the appropriate representatives for each ESF:

- ESF 1—Transportation: Department of Transportation
- ESF 2—Telecommunications and Information Technology: Department of Administration, Enterprise IT Services
- ESF 3—Public Works and Engineering: Department of Administration, Public Works Division
- ESF 4—Firefighting: Department of Public Safety, State Fire Marshall Division
- ESF 5—Emergency Management: Department of Public Safety, Division of Emergency Management
- ESF 6—Mass Care, Sheltering, and Housing: Department of Public Safety, Division of Emergency Management
- ESF 7—Purchasing and Resource Support: Department of Administration, State Purchasing Division
- ESF 8—Public Health and Medical Services: Department of Health and Human Services
- ESF 8.1—Mental Health: Department of Health and Human Services
- ESF 9—Search and Rescue and Specialized Response: Department of Public Safety, Division of Emergency Management
- ESF 10—Hazardous Materials:
- ESF 11—Agriculture and Natural Resources: Department of Agriculture
- ESF 12—Energy: Governor's Office of Energy
- ESF 13—Public Safety and Security: Department of Public Safety, Nevada Highway Patrol
- ESF 14—Community Recovery: Department of Public Safety, Division of Emergency Management
- ESF 15—Public Information: Department of Public Safety, Division of Emergency Management
- ESF 16—Military Support: Nevada National Guard
- ESF 17—Cyber Defense Coordination: Department of Public Safety, Office of Cyber Defense and Coordination

Recommendation 3: NRS 414 should be amended to require county governments to have an emergency management function.

Currently, NRS 414.090 states that “each political subdivision of this state may establish a local organization for emergency management in accordance with the state emergency management plan and program for emergency management,” where “political subdivision” is defined in this statute as cities or counties within Nevada. Because the language is permissive, several counties throughout Nevada have struggled to maintain emergency management programs, in which case, local emergency management efforts typically revert to the Division of Emergency Management. This recommendation calls for county governments in Nevada to be required to maintain emergency management functions, and for city governments to be permitted to maintain emergency management functions. If several counties determine that a regional emergency management structure consisting of multiple contiguous counties is preferred, they should be authorized to pursue this structure instead of having individual county emergency management programs.

Recommendation 4: Require the Division of Emergency Management to create regulations for all grants.

As listed elsewhere, the Co-Chairs of the Homeland Security Working Group developed an initial list of legislative recommendations to provide a foundation for Nevada’s efforts to transition to a resilience strategy. These recommendations were presented to the Nevada Commission on Homeland Security during its February 28, 2018 meeting, and they were approved by a vote of the Commissioners. The seventh recommendation in this list was to “require DEM to create regulations for all DEM grants processes.” Though this recommendation is provided elsewhere, it is included here because the authority to establish regulations for grant funding is key to ensuring the success of the Resilience Commission and this Statewide Resilience Strategy. Additionally, because regulations can increase bureaucracy, the recommendations proposed here are intended to be general in nature, and not unlike the current grant compliance requirements established by the federal government and the Division of Emergency Management. Rather, they are merely codified here to ensure that the Division of Emergency Management can support the efforts of the Resilience Commission, the Homeland Security Commission, and its Finance Committee.

Recommendation 5: NAC 459 should be amended to require county governments to establish Local Emergency Planning Committees that are chaired by the county emergency manager.

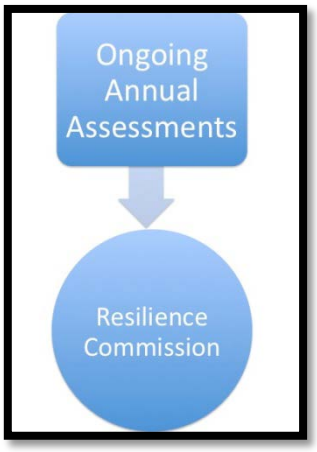
NAC 459 currently outlines the duties and responsibilities of Local Emergency Planning Committees (LEPC), which are the local counterparts to the State Emergency Response Commission (SERC). In their current form, LEPC members are appointed by the SERC and they elect their own chairs. This

recommendation calls for changing the current regulation to require county governments to establish a LEPC and for the chair of the body to be the local emergency manager, who will also serve as a member of the Resilience Commission. In this structure, the LEPC may receive and determine the distribution of appropriate emergency management, emergency response, and homeland security grant funding and coordinate all-hazards preparedness activities.

Recommendation 6: Establish the Inter-Tribal Emergency Response Commission as a public body administered by the Division of Emergency Management.

The Inter-Tribal Emergency Response Commission (ITERC) is an important advisory body that currently exists within the Inter-Tribal Council of Nevada. ITERC provides support to Nevada's 27 federally-recognized tribal governments by providing staff and oversight to the tribal governments through planning, training, and exercise support, as well as through activation in support of response. ITERC should be formalized in law, and the Division of Emergency Management should provide administrative support. Additionally, a representative from ITERC should be appointed to serve on the Resilience Commission to ensure that tribal governments are represented.

Component 4: Ongoing Annual Assessment



The Statewide Resilience Strategy is required of Executive Order 2018-4, as is the development of final legislative recommendations by the Co-Chairs of the Homeland Security Working Group. The Executive Order was recommended by the Nevada Commission on Homeland Security (NCHS) and signed by the Governor following a series of presentations in late 2017 and early 2018 by the Co-Chairs. Both of these requirements are intended by the NCHS to provide guidelines for transitioning Nevada's emergency management and homeland security initiatives towards a model of resilience.

An important aspect of the presentations provided by the Co-Chairs to the NCHS is the importance of ensuring that Nevada's efforts are able to continually evolve in order to meet the evolving threats and hazards the state faces. This principle was presented in a number of contexts throughout these presentations, but most clearly through a reference to the seven "Qualities of Resilient Systems," which were developed as a part of the "100 Resilient Cities" initiative. The first of these qualities is that a resilient organization is "reflective," meaning that they "embrace a changing and uncertain landscape, and they have internal features that allow them to evolve as well."

If the Statewide Resilience Strategy is approved for implementation, it is intended to establish a way to improve and coordinate existing systems within a new framework. The risk with any system, especially one that is made up of partners across local, state, and tribal partners, is that it can stagnate over time. In cases where systems stagnate, they risk no longer being able to adequately meet the challenges they face, evolve as resources evolve, or in the worst cases, experience a combination of both.

Throughout this strategy and the final legislative recommendations required by Executive Order 2018-4, a number of safeguards are suggested to ensure that Nevada's efforts evolve and that they evolve in the correct direction. For instance, the initial recommendations approved by the NCHS suggest allowing that body one bill draft request per legislative session in order to allow them to recommend changes to the legislature from their position as the primary strategic and oversight body for the state. Additionally, within this strategy, there is a suggestion to ensure that the Resilience Commission is able to establish subordinate public bodies, but that it does so in a way that is sustainable.

The fourth component of the Statewide Resilience Strategy is an ongoing annual assessment, and it is intended to provide an additional mechanism to ensure that Nevada's resilience efforts continue to be reflective and evolve over time. An annual assessment like the one proposed here is not an entirely novel idea, and it too risks becoming bureaucratic in nature. However, if emphasis and leadership are continued to be directed toward resilience, then such a mechanism can provide an important and formal tool for the Resilience Commission.

This section provides an overview of Nevada's current efforts to assess emergency management and homeland security capabilities and capacities, as well as

how these efforts can be improved upon and incorporated into the Statewide Resilience Strategy. In doing so, it intends to show how these assessments and others can potentially be combined to not only assess the state of Nevada's resilience capacity, but also to provide ongoing recommendations for improvements. It concludes by providing recommendations to ensure that this concept can be implemented through state law and policy.

Overview of Nevada's Current Emergency Management Assessments

A number of annual assessments currently exist for the state and jurisdictions for preparedness and response activities. These include the Division of Emergency Management's Threat and Hazard Identification and Risk Assessment and Stakeholder Preparedness Review, the Department of Health and Human Services' Jurisdiction Readiness Assessment, as well as others. Additionally, Executive Order 2018-4 also requires the Co-Chairs of the Homeland Security Working Group to collaborate with the Nevada Threat Analysis Center and the Southern Nevada Counter Terrorism Center to develop a statewide threat assessment in late 2018.

These existing and required assessments are useful for the purposes they aim to address, namely natural disasters, man-made disasters, or public health emergencies or disasters. In their current form, they exist as independent assessments, and therefore are not considered together to provide a comprehensive picture of Nevada's significant threats and hazards. A comprehensive methodology to coordinate Nevada's various threat assessments is an essential component of the statewide effort to coordinate resources toward specific goals.

In addition to these current and required assessments, national models currently exist. For example, the National Governors Association recently developed a State Resilience Assessment and Planning tool, which is currently being piloted by the organization around the country. This tool is similar to the Threat and Hazard Identification and Risk Assessment, however, it is an assessment of state-level capacity and it is focused specifically on resilience.

As the final component of the Statewide Resilience Strategy, it is important to note that the requirement for ongoing annual assessment is not intended to create additional layers of bureaucracy, reports, or other challenges. Instead, it is intended to provide a tool for assessing the effectiveness of current efforts, and to provide a platform to advocate for change, either in policy, regulation, or statute. The requirement for an annual assessment can be implemented in a number of ways, from providing a single analysis of all current assessments, or introducing new assessments that could provide important context for the state's reflection.

Ongoing Annual Assessments and the Resilience Commission

Whichever form the annual assessment takes, it should result in an annual report of the Resilience Commission. This requirement would provide the public body with an appropriate mechanism to coordinate the various assessments, to consider any changes in its development of resilience goals, and to present recommendations to decision makers throughout the state. Including an annual assessment process as the

fourth major component of the State Resilience Strategy is intended to ensure that the overall process is one that evolves with the threats the state faces and how prepared it is to respond to and recover from them.

The annual assessment should be completed at the end of each year, to coincide with the completion of Nevada's Threat and Hazard Identification and Risk Assessment, and it will consider the various other threat assessments developed throughout the year. Any findings can be included in the Resilience Commission's annual report, and can provide the foundation for the objectives the Resilience Commission develops for the following year. This assessment will also be incorporated into the Resilience Commission's annual report and recommendations.

If approved, the Co-Chairs of the Resilience Commission should seek opportunities to collaborate on this annual assessment with state and national organizations, such as the National Governors Association and the Nevada System of Higher Education. These opportunities should only be pursued if they bring significant value to the statewide threat assessment effort. If current assessments prove to be adequate, then the Co-Chairs should lead the effort to combine them to develop the annual assessment.

Recommendation

> **Recommendation 1:** The Resilience Commission should be required to provide an annual report to the Nevada Commission on Homeland Security
>
> This strategy recommends the creation of a Resilience Commission, its membership, and its duties. This body is intended to serve as the primary coordinating body for all emergency management and homeland security activities in the state, and to work through three components to do so. The fourth component, an ongoing annual assessment, is intended to provide a mechanism to ensure that this body is reflective and able to evolve. The annual report proposed here is intended to formalize this requirement. It should serve as a way to combine existing threat assessment efforts, to record the major activities of the Resilience Commission in the preceding year, and to allow the public body to make recommendations for improving the system and processes in the future.