Entry Approved:
Access to Disaster Sites

09.08.16
In order to build community and business resilience, it is critical that the public and private sectors are interconnected.

*This is doubly true during times of disaster and disease.*

>90% of U.S. critical healthcare infrastructure is owned by the private sector

Extreme weather events are occurring more frequently

Increasing numbers of citizens require continuous access to healthcare

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DISASTER RESPONSES

Our programs are based on experience responding to 60 events across the nation. Situation reports and information sharing has involved every state.

- Hurricane: 42%
- Flood: 15%
- Blizzard/Winter Storm: 14%
- Tornado: 14%
- Wildfire: 11%
- Infectious Disease: 5%
- Derecho: 5%
- Volcano: 2%
- Tsunami: 2%
- Earthquake: 2%

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HEALTHCARE READY
STRENGTHEN. SAFEGUARD. RESPOND.
ACCESS DENIED
Delivery of Critical Healthcare Products and Personnel to Disaster Sites
REPORT AND RECOMMENDATIONS
Establish a baseline assessment of the current access efforts across the U.S.

1. Legislative review of official state-level laws
2. Survey to understand the issue current solutions
3. Qualitative interviews with key contacts

128 Survey respondents
10 Private Sector Interviews
14 Public Sector Interviews
Access Program Review: Input from many groups

State/Local EMA and Public Health

Federal Health and Emergency Management

Hospitals, Physician Groups, Trauma Centers

Shipment and Delivery

Healthcare Coalitions

Construction

Retail Sector

Energy & Telecommunications Sector
The Challenge of Access
The Challenge of Access: Law enforcement’s goals

Ensure safety for both responders and the public

Protect communities from crime and looting
Critical private sector personnel are essential to disaster recovery. However, they routinely experience challenges when attempting to enter disaster-stricken areas.

“State Police and National Guard have refused entry to our critical sites during and after a disaster for our damage assessment and incident response teams.”
(Pharmaceutical company)

“Local law enforcement not understanding the situation and importance of other first responders making entry to disaster areas.”
(Florida EMA)
The Challenge of Access: Facilitating community response and recovery

Restricting these employees and deliveries causes delays in:
- Deliveries of critical personnel and supplies
- Community and economic recovery

“Lack of clarity to private sector partners as to what safe versus unsafe means and how that relates to their ability to access an area.” (FL County EMA)

“The lack of standardization of on scene credentialing and the lack of pre-arranged vetting and/or plan integration creates delays in the overall response.” (Global Retail Corporation)
The Challenge of Access: A complex issue

- Fragmented solutions
- Home rule can cause changes with rollout at county or city level
- Costly
- Communication about programs
- Multiple definitions of critical personnel
- Challenges understanding the supply chain

“Difficult to say - this is truly a local responsibility and as a home rule state we have little influence over what actually happens.” (WA Military Department)

“There are multi-jurisdictional working groups trying to address this issue but each state is so individual in process and requirements it is hard to get a handle on where to start.” (Illinois EMA)

Agreement on the need for continuous healthcare, but many challenges remain
The Challenge of Access: A complex issue

Public Sector Challenges

- Coordination with law enforcement to ensure badges are recognized
- Responders coming from other jurisdictions may need access
- Managing the program (staff, funding, technical resources)

Private Sector Challenges

- Tracking programs in each state and maintaining registration
- Tracking personnel (full time and contractors)
- Determining which employees need to be registered based on multiple factors (type of event, etc.)
High Level: Current Access Solutions
Federal Solution

2011 Credentialing and Disaster Reentry Working Group

Joint Standard Operating Procedure (JSOP) as a national template

Local responses require local solutions, using a national guidance
<table>
<thead>
<tr>
<th>State</th>
<th>Legislative Framework</th>
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</thead>
<tbody>
<tr>
<td>Florida</td>
<td>The Division of Emergency Management shall establish a statewide system to facilitate transport and distribution of essentials…</td>
</tr>
<tr>
<td>North Carolina</td>
<td>The certification system shall allow for both pre-emergency declaration and post-emergency declaration certification…</td>
</tr>
<tr>
<td>South Carolina</td>
<td>…Shall develop a system by which a person who transports goods or services…can be certified as such for the purpose of re-entry…</td>
</tr>
<tr>
<td>Texas</td>
<td>The division shall develop a phased re-entry to govern the order in which particular groups of people are allowed to re-enter areas…</td>
</tr>
</tbody>
</table>
Current Solutions

Formal Programs
- State Run Programs
- Third Party Programs
- City (locally run) Programs

Ad Hoc Solutions
- Emergency Declarations
- Access Letters
Current Programs

Formal state programs:
- Florida
- Ohio
- Louisiana
- Massachusetts
- Mississippi
- North Carolina
- New Jersey
- South Carolina

Programs in Development:
- Rhode Island
- Washington
Formal Programs: State and city-level government run programs

All require pre-registration and renewal but have different requirements for participation

States issue a badge, letter or similar document to use on the ground

Managed through EMA

The most successful states use virtual BEOC and Web EOC for information sharing and program management

- Florida, Illinois, North Carolina, South Carolina (new), and Washington
## Advantages
- Registration in advance of an event
- Uniform approach for a whole state
- No cost for private sector participants

## Disadvantages
- Advance registration can prove problematic
- Requires continuous outreach to the private sector
- Pre-registration does require a renewal (time spans vary) and upkeep
- If a company is not headquartered in these states, they are unlikely to be aware of pre-registration
Formal Programs: Notable Programs

States frequently use existing infrastructure, such as virtual business emergency operations centers (vBEOCs) to administer the programs. *North Carolina was recognized by many other states and the private sector as a model for state-wide access programs*, with both Florida and South Carolina using their model. (Multiple private sector partners)

The Florida Retail Federation (FRF) worked with Emergency Management to create … *a partnership designed to facilitate communication between the retail industry and public authorities* to assure the continuity of operations during events. This program helped serve as a basis for the upcoming state-wide program. (Florida Emergency Management Agency)

**Managed by the Chicago Office of EM and administered through the Chicago Public Private Partnership**, the Chicago Business Recovery Access Program (BRAP) successfully engaged existing resources to develop a city-wide credentialing system. (Chicago Office of Emergency Communications)
Formal Programs: Third party programs

CEAS (Corporate Emergency Access System)

- Primarily in major cities on the East Coast
- Annual fee based on org size ($100+ to $2,000 per organization)
- Requires proof of liability coverage
- Online system for access and verification of personnel
Formal Programs: Third party programs

ER-ITN (Emergency Responder – ID Trust Network)

Mainly in the Gulf Coast

Fees range from $9 – 36 per (actual based numerous factors)

Online system for access and verification of personnel

Statewide program
City/county program
## Current Solutions
### Non-profit third party programs

<table>
<thead>
<tr>
<th>Advantages</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lesser burden on government</td>
<td>Cost for users</td>
</tr>
<tr>
<td>Solution that can work across jurisdictions</td>
<td>Liability concerns for both parties</td>
</tr>
<tr>
<td>Electronic system with real time badging</td>
<td>Companies not based in states less aware of programs</td>
</tr>
<tr>
<td>Reliable – avoids reliance on informal relationships</td>
<td>Only useful where program is active</td>
</tr>
</tbody>
</table>
Formal Programs:
Third party program badges
A number of states have issued emergency declarations with language to facilitate access but language is varied.

**NYC Mayor’s declaration for Winter Storm Juno:**
Travel ban except for “vehicles used for the purposes of any private agency, organization or group…for the purpose of providing fire, medical, ambulance…or other services directed toward relieving human suffering…vehicles used to deliver food, medical supplies or fuel.” (NYC Department of Health)

**NY Governor’s declaration for Hurricane Sandy:**
Bridge restrictions were lifted for emergency personnel and “medical personnel which include doctors, nurses, etc.”
## Advantages

- The declaration is applicable to an entire jurisdiction
- Governors can create flexible declarations to assist specific groups
- Declarations can be created ad hoc and disseminated quickly

## Disadvantages

- Declarations are not always issued in time
- Each emergency declaration is different
- Declarations are not often communicated to local law enforcement
- Declarations released differently for different states
Letters typically are:

- **From companies** and offer validation of the driver and the nature of their business
- **From BEOC/EOC** verifying the critical nature of the request
- **Facilitated by credible partners** to coordinate with government and describe the need for access

Some companies develop event-specific letters requesting access on official letterhead with or without government partner seals.
### Advantages

- Neither on the ground communications or internet access are required
- The letters are easy to develop using pre-approved stock language
- Many organizations have experience with developing and issuing letters for previous events
- The documents can be easily shared between vehicles.

### Disadvantages

- No guarantee of success and the approach is dependent on law enforcement accepting the letter
- Process is inherently insecure and/or could result in fraud (may be misplaced or forged)
- There is still a need to get the physical letter to the personnel who needs it (at the disaster site).
Recommendations
Recommendations
Summary

The recommendations are available in the report in three buckets, based on things to consider as you approach solutions to this issue:

1. Establishing an access program
2. Running an access program
3. Using ad hoc solutions

Quick overview of the recommendations in the report, based on best practices and input from stakeholders.
Recommendations  
Establishing an access program

- **Review** existing models and best practices from current formal access programs as well as existing systems, infrastructure for possible use in the access program.

- **Engage** a diverse set of stakeholders to assist with the development of protocols.

- **Allow** critical infrastructure sectors to define and determine their critical personnel (and update).

- **Create** redundant, non-electronic solution(s) for events in which telecommunications and IT are limited or not available.
Develop stock language to ensure that emergency declarations are specific and provide guidance on private sector access.

Share BEOC and/or private sector office operational contacts publically on EMA website.

Create template letter of access that may be customized for each event from the EMA (with logo and contact information).
Conclusion

“As with all planning, the process is more important than the plan and having the relationships established ahead of time is key to successful integration of all entities.”
Cooper University Hospital (NJ)

Complexity
Multi-layered and complex challenges, which may require a multi-faceted response during an event.

Progress
This is a complicated and difficult issue, but there has been a lot of progress made in the recent past.

Formal programs
Formal, established access programs and guidance are the best solutions to ensure critical personnel access and protect communities.

Communication
The creation of programs also ensures that the issue is already understood by the EMA, and (hopefully) communicated to law enforcement.
Download the report at:
https://www.healthcareready.org/programs/disaster-access