

# **Guidelines for Inter-jurisdictional Professional Development and Capacity Building**



### **PURPOSE OF GUIDELINES**

The purpose of these Guidelines is to facilitate the professional development and sharing of health emergency management personnel between PNWBHA jurisdictions for the purpose of assuring the effective management of emergencies and disasters in the region.

### **INTRODUCTION**

No single state, provincial or territorial health department has all of the resources needed to deal with a large-scale public health emergency particularly when events are wide in scope or require the dedication of resources over an extended period of time. In such situations health departments must rely on their counterparts in other jurisdictions to fill in gaps and relieve overstressed public health and health care providers staff.

Post SARS, Naylor and others clearly articulated the need for multi-jurisdictional collaboration in public health<sup>1</sup>. It has become evident, particularly during a complex emergency/disaster such as Hurricane Katrina, that multilateral approaches are often the most efficient means to address gaps in health system capacity. In this regard, pre-negotiated arrangements between entities will greatly expedite the provision of assistance.

Recognizing that states, provinces and territories have varying degrees of public health and health services capacity, it is acknowledged that collaboration is essential when a jurisdiction is unable to manage on its own during an emergency or public health incident. Sharing existing capacity and resources is an efficient and effective way to provide surge capacity that results in minimal duplication of resources and activities. In this regard, all levels of government can support one another in dealing with a public health event/crisis that is beyond its capacity.

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<sup>1</sup> The National Advisory Committee on SARS and Public Health. Learning from SARS: Renewal of Public Health in Canada. Ottawa: Health Canada; 2003

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### BACKGROUND

Virtually all surge management strategies have a “human resources” component and are thus dependant on certain enablers being in place prior to an event. Items that merit consideration include:

- Collective agreements. Negotiate collective agreement that permit the increase in hours of work and relocation and/or reassignment of staff between geographic work areas during a surge event.
- Liability indemnification/protection. Ensuring auxiliary/augmentation staffs are covered under the in-place liability protection program.
- Compensation and benefits. Provide appropriate compensation and benefits for all responders
- Scope of Practice. Ensure there are there are provisions to extend scope of practice.

In addition to the above, ideally those directly involved in mounting and managing the human resource component of a mutual assistance operation will have a general awareness of partner jurisdiction health sector emergency response and management structures and operational concepts. Essentially there is a need to establish a flexible train-the-trainer program.

Preparing and retaining emergency response staff is of paramount importance, and agencies utilise a number of different staff development tools to do this, such as regular training and workshops for those deployed as well as, for example, simulation training and performance appraisal. All of these help to build staff capacity, as do tools specifically designed to enhance organisational learning, job sharing and post-response review workshops. Thus, an agency’s ability to respond quickly and effectively in times of increased need is fundamentally about meaningful capacity-building.

Program

The proposed PNWBHA Professional Development Program is designed to both build and enhance the capacity of jurisdictions to deploy an/or effectively employ health care professionals in meeting surge through the implementation of mutual assistance arrangements.

There are a variety of inter-jurisdictional professional developments vehicles available through this program. One such vehicle is an exchange of human resources through a series of work experience deployment. Ideally individuals would progress through the deployment types, gaining experiences which allow them to make a valuable

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contribution as part of an Emergency Deployment. The following work experience deployments are proposed:

1. Orientation / Awareness Tours / Visits
  - a. Staff from one jurisdiction would visit another jurisdiction for a period of time.
  - b. The length of the visit would be based on availability of both jurisdictions and the goals for the visit.
  - c. The receiving jurisdiction would provide the visitor(s) with an orientation to aspects of the jurisdictions emergency management program, ideally spending time with representatives from various organizations, e.g. health emergency management, public health, ambulance, non-health emergency management, etc. This orientation should include tours of key emergency response resources – EOCs, warehouses, etc.
  - d. This deployment should provide functional and situational awareness for those deployed.
  - e. The understanding gained through this process will allow those deployed to be prepared to act as liaisons during emergencies and provide effective support in an Emergency Response Deployment.
  
2. Non-Emergency Work Experience
  - a. Staff from one jurisdiction would spend a period of time in an Alliance jurisdiction working/collaborating on a specific project or program.
  - b. The length of the deployment would be based on availability of both jurisdictions and the nature of the project.
  - c. A Work Experience Deployment may be broken down into several shorter visits to a jurisdiction, or one longer deployment.
  - d. The work experience deployment goes beyond the Orientation / Awareness deployment in that it is not just observational in nature.
  - e. By experiencing various work environments first hand, emergency managers can learn a great deal more about their field and partner jurisdictions than through theoretical research.
  - f. Provides an opportunity to understand how different health emergency management organizations operate across various jurisdictions.

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- g. As partner agencies work together in collaboration, stronger working relationships will be fostered which can be drawn upon for Emergency Deployments
  - h. This program would ultimately promote collaborative environments concerning studying, researching, and providing technical training, ultimately enhancing preparedness, planning, response and recovery efforts within the health sector and beyond.
- 2) Training Collaboration
  - a. Training collaboration involves making training opportunities available to Alliance jurisdictions.
  - b. Cross jurisdictional training:
    - i. allows for access to a broader range of training;
    - ii. enables a better understanding of how other jurisdictions operate; and
    - iii. allows for networking with colleagues in other jurisdictions.
- 3) Exercise Collaboration/Support/Evaluation/Observation Deployment
  - a. As a learning opportunity for both the organization holding the exercise and the organization providing support, the process of collaborating on, supporting, observing and/or evaluating an exercise allows knowledge transfer between organizations and professional development for individuals involved.
  - b. An Exercise Deployment may involve a number of different roles or functions
    - i. Exercise Collaboration may involve the deployed individuals working with the receiving jurisdiction on the planning for and development of an exercise. This may involve several meetings either in person or by teleconference. Exercise Collaboration provides the deployed individual with an opportunity to gain experience in exercise planning, learn from other Alliance jurisdictions, and network with colleagues in other jurisdictions
    - ii. Exercise Support may be an additional deployment for someone who is deployed for Exercise Collaboration or it may be a standalone deployment. It involves supporting deployed individual providing support in the management of the exercise – in exercise control, or a simulation cell, etc.

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- iii. Exercise Evaluation involves the deployed individual acting as an evaluator for an Alliance jurisdiction's exercise. The Evaluator provides a valuable service for the exercising jurisdiction, and also gains valuable knowledge on exercises and on the scenario being tested. As with other deployments, networking with colleagues is an additional benefit to this deployment.
    - iv. An Exercise Observation deployment involves observing the exercise – using the opportunity to learn about the exercise process and the scenario being developed. Ideally notes will be taken and observations shared with the exercising jurisdiction. Those deployed as observers would participate in the exercise tour program if one is being offered.
  - c. Through the development of checklists/templates for exercise evaluators, feedback can remain consistent and useful for organizations.
- 4) Emergency Deployment
  - a. Due to the infrequent nature of disasters in the Pacific NorthWest, cross-jurisdictional deployment of staff provides applied learning experiences and opportunities to share information.
  - b. As similar hazards are experienced within the region, emergency deployment experiences will enhance organizational response and preparedness within the Pacific NorthWest and ensure enhanced collaboration in times of crisis.
  - c. Emergency Deployments involve emergency management staff from one jurisdiction being deployed to support the emergency response in another jurisdiction.
  - d. The deployment provides additional support to the receiving jurisdiction, as well as a new perspective on the response. The deployed individual(s) gain valuable emergency response experience that can be applied to their planning and response efforts in their jurisdiction.

### PROGRAM GUIDELINES

In order to enable the effective management of this program, a set of guidelines should be developed that clearly lays out the roles and responsibilities of all parties. The general responsibilities of sending and receiving jurisdictions are generally in accordance with those established for inter-jurisdictional mutual assistance. Proposed responsibilities are:

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- PNWBHA Joint Coordination Committee and Secretariat
  - facilitate and support deployment opportunities through the Secretariat and also through [www.pnwbha.org](http://www.pnwbha.org).
  - identify needs through consultation with program partners,
  - gain commitment of leaders in the partner organizations and build grassroots support
  - set clear objectives that support the program goals and take action to enhance program outcomes,
  - share evaluation results regularly with all partners and stakeholders, and
  - recognize program successes
  
- PNWBHA Jurisdictions
  - share ownership to build commitment and encourage participation
  
- Sending jurisdiction
  - all costs associated with deployments, according to applicable human resources rules, policies, and regulations, and
  - insurance for the deployed individual – including liability, workers compensation, etc.
  
- Receiving jurisdiction
  - provide a workspace as applicable, security passes for access to required facilities, parking if available,
    - identify resource needs to ensure activities are successfully completed
  - providing a healthy, safe and secure work environment in accordance with applicable policies and regulations of their jurisdiction, including provision of personal protective equipment if required
  - provide opportunity for feedback and evaluation
  
- Individual
  - appropriate behaviour and dress,
  - developing and sharing deployment reports as appropriate,
  - respect confidentiality and intellectual property rights

### Other Considerations:

1. Are there immigrations and/or work permit issues to consider?
2. Is funding possible from federal/state/provincial/territorial sources and/or grants?

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3. Success of this program will be contingent on Alliance jurisdictions communicating deployment opportunities. For example, if any jurisdiction wants to come to BC, the MoH will provide an orientation tour to the BC Health Sector, as well as the provincial and regional emergency management programs.
4. Need to ensure that each jurisdiction connects with their HR programs to examine any issues with the deployment.