

White County Playbook for Local Government And Community

Introduction

This playbook describes how communities organize and align key functional roles and responsibilities to work collaboratively with other community, State, and Federal partners, the private sector, and nongovernmental organizations (NGOs) to ensure that their residents and essential services rapidly recover. The following sections describe community roles and responsibilities, response structures, and how communities work with key partners to provide an effective, unified response.

I. Community Roles and Responsibilities Overview

The responsibility for responding to emergencies and disasters, both natural and manmade, begins at the local level—with citizens and public officials in the city or town affected by the event. Therefore, local leaders and emergency managers prepare their communities to manage the incident locally and not rely on help from external sources. Within communities, the principles of unified command are applied to integrate response plans and resources across jurisdictions and departments and with the private sector and NGOs. This section describes the roles and responsibilities of key elements within communities.

Chief Elected Official

A mayor, city manager, or county manager, as a jurisdiction's chief executive officer, is responsible for ensuring the public safety and welfare of the people of that jurisdiction by providing leadership and direction. Specifically, the chief elected official provides strategic guidance and resources during emergency preparedness, response, and recovery efforts.

The Mayor—or chief elected community official—is in charge of the national response in his or her community.

Chief elected officials must have a clear understanding of their roles and responsibilities for successful emergency management and incident response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and incident response.

On an ongoing basis, elected and appointed officials may also be called upon to help formulate and re-shape laws, policies, and budgets to aid preparedness efforts and to improve emergency management and incident response activities.

Any incident can have a mix of political, economic, social, environmental, public health, and financial implications with potentially serious long-term effects. Significant incidents require a coordinated response (across agencies, jurisdictions, and/or including the private sector and NGOs), during which elected and appointed officials must make difficult decisions under crisis conditions.

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Elected and appointed officials help their communities prepare for, respond to, and recover from actual or potential incidents.

Key responsibilities include:

- Establish strong working relationships with other jurisdictional leaders and with core private sector and NGO leaders.
- Lead and encourage community leaders to focus on emergency management preparedness and mutual support.
- Support participation in mitigation efforts within the jurisdiction and, as appropriate, with the private sector and NGOs.
- Understand and implement laws and regulations that support emergency management and incident response.
- Ensure that local emergency preparedness plans take into account the needs of individuals with special needs or those with companion or service animals prior to, during, and after an incident.

Community leaders also work closely with their Members of Congress during emergencies and on an ongoing basis regarding local preparedness capabilities and needs. Members of Congress play an important, ongoing role in supporting their constituents for effective local emergency response and emergency planning. Members often help community leaders understand the Federal resources that are available to prepare for emergencies. Especially during high-consequence events, many citizens traditionally contact Members for assistance or information on Federal response policies and assistance. The Department of Homeland Security (DHS) recognizes a special obligation to provide Members representing affected areas timely information about emergency incidents that involves Federal response.

Emergency Manager

The local emergency manager has the day-to-day responsibility of overseeing emergency management programs and activities. He or she works with the chief elected official to ensure that there are unified objectives with regard to the community's emergency response plans and activities. This role entails coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.

The emergency manager coordinates all components of the emergency management program for the community, to include assessing the availability and readiness of local assets most likely required during an incident and identifying any shortfalls.

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Other duties of the local emergency manager might include the following:

- Coordinate the planning process and working cooperatively with other community agencies and private-sector enterprises.
- Oversee damage assessments in an incident.
- Advise and inform the local chief elected official about emergency management activities during an incident.
- Develop and execute public awareness and education programs.
- Involve NGOs, private-sector businesses, and relief organizations in planning, training, and exercises.

Department and Agency Heads

The local emergency manager is assisted by, and coordinates the efforts of, employees in departments that perform emergency management functions. Department and agency heads collaborate with the emergency manager during the development of the local emergency operations plan and provide key emergency management resources. Participation in the planning process ensures that their specific capabilities (i.e., firefighting, law enforcement, emergency medical services, and public works) and needs are integrated into a workable plan to safeguard the community.

These department and agency heads and their staffs develop and train to internal policies and procedures to meet response and recovery needs. They should also participate in interagency training and exercising to further develop and maintain the necessary capabilities.

Private Sector

Government agencies are responsible for protecting the lives and properties of their citizens and promoting their well-being. However, the government does not, and cannot, work alone. In all facets of emergencies and disasters, the government works with private-sector groups as partners in emergency management.

The term “private sector” refers to many distinct entities, including for-profit businesses (publicly traded and privately owned), trade associations and nongovernmental organizations (NGOs), not-for-profit enterprises, faith-based organizations, and other private, voluntary organizations. The private sector is involved in critical aspects of emergency management, to include critical infrastructure and utilities restoration.

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Together, government agencies and the private sector form a partnership. This partnership begins at the grassroots level, depending on the local and State resources that are in place, to provide the backbone for disaster management. Humanitarian and volunteer organizations also are essential to the team.

During any incident, key private-sector partners, especially privately owned utility companies, should be involved in the local decision-making process or at least have a direct link to key local emergency managers.

The private sector makes its concerns known to the government, and holds the government accountable for actions taken or not taken. Regardless of government accountability, communities could not respond to or recover from emergencies or disasters without the assistance of and cooperation from the private sector.

Businesses have an invaluable role to play during emergencies. First, they must provide for and protect their employees in the workplace. In addition, emergency managers must work seamlessly with businesses that provide water, power, communication networks, transportation, for-profit medical care, security, and numerous other services upon which both emergency response and recovery is particularly dependant.

Many private-sector organizations are responsible for operating and maintaining portions of the Nation's critical infrastructure. Critical infrastructures include those assets, systems, networks, and functions—physical or virtual—so vital to the United States that their incapacitation or destruction would have a debilitating impact on security, the national economy, public health or safety, or any combination of those matters.

Together, government agencies and private-sector businesses form a response partnership. This partnership begins at the grassroots level, depending on the local and State resources that are in place, to provide the backbone for disaster management. During an incident, key private-sector business partners should be involved in the local crisis decision-making process or at least have a direct link to key local emergency managers. Communities cannot effectively respond to, or recover from, emergencies or disasters without strong cooperative relations with private-sector businesses.

Essential key private-sector business requirements include:

- Planning for the protection of their facilities, infrastructure, and personnel.
- Planning for responding to and recovering from incidents that impact their own facilities.
- Developing and exercising emergency plans before an emergency occurs.
- Where appropriate, establishing mutual assistance agreements to provide specific response capabilities.

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- Providing assistance (including volunteers) to support community emergency management during an emergency and throughout the recovery process.

Nongovernmental Organizations

NGOs provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Oftentimes these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency. When the resources of the local community emergency management structures are diminishing, NGOs or voluntary organizations may offer aid. These groups collaborate with first responders, governments at all levels, and other agencies and organizations.

Examples of NGO and voluntary organization contributions include:

- Train and manage volunteer resources.
- Identify shelter locations and needed supplies.
- Provide critical emergency services to those in need, such as cleaning supplies, clothing, food, and shelter or assistance with post emergency cleanup.
- Identify those whose needs have not been met and coordinate the provision of assistance.

Volunteers and Donations

Responding to disasters and emergencies frequently exceeds the resources of government organizations. Volunteers and donations can support incident response in many ways, and it is essential that governments at all levels plan ahead for incorporation of volunteers and donated goods into their response processes.

The Volunteer and Donations Management Support Annex provide detailed guidance from a national standpoint, and State and local planners should include similar Volunteer and Donations Management Annexes in their emergency operations plans.

For major incidents in which foreign governments, individuals, or organizations wish to make donations, the U.S. Department of State is responsible for coordinating such donations. Detailed guidance regarding the process for managing international donations is provided in the International Support Annex.

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Individuals and Families

Although not formally a part of emergency management, individuals and families play an important role in the overall emergency management process. Community members can contribute by:

- **Reducing hazards in and around their homes.** By taking simple actions, such as raising utilities above flood level or taking in unanchored objects during high winds, people can reduce the amount of damage caused by an emergency or disaster event.
- **Preparing a disaster supply kit.** By assembling disaster supplies in advance of an event, people can take care of themselves until first responders arrive. This includes supplies for companion and service animals. (See the recommended disaster supplies list at www.ready.gov.)
- **Monitoring emergency communications carefully.** Throughout an emergency, critical information and direction will be released to the public via electronic and other media. By listening and following these directions carefully, residents can reduce their risk of injury, keep emergency routes open to response personnel, and reduce demands on landline and cellular communication.
- **Volunteering with an established organization.** Organizations and agencies with a role in emergency response and recovery are always seeking hardworking, dedicated volunteers. By volunteering with an established voluntary agency, individuals and families become part of the emergency management system and ensure that their efforts are directed where they are needed most.
- **Enrolling in emergency response training courses.** Emergency response training, whether basic first aid through the American Red Cross or a more complex course through a local community college, will enable residents to take initial response actions required to take care of themselves and their families, thus allowing first responders to respond to higher priority incidents that affect the entire community.

Community Emergency Response Team (CERT) training is one way for citizens to prepare for an emergency. CERT training is designed to prepare people to help themselves, their families, and their neighbors in the event of a catastrophic disaster. Because emergency services personnel may not be able to help everyone immediately, residents can make a difference by using the training obtained in the CERT course to save lives and protect property.

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II. Community Response Structures and Positions

Field Level: Incident Command

Local responders use the Incident Command System (ICS) to manage the response. ICS is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

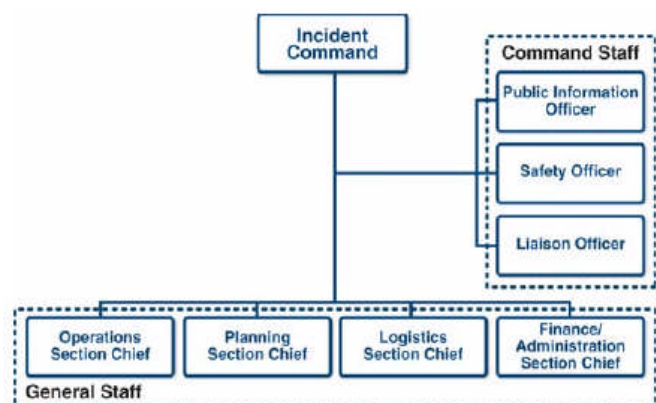
A basic premise of ICS is that it is widely applicable. It is used to organize both near-term and long-term field-level operations for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade. ICS is used by all levels of government—Federal, State, tribal, and local—as well as by many private-sector and nongovernmental organizations. ICS is also applicable across disciplines. Typically, the incident command is structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance and administration.

The Incident Commander is the individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources.

The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. (See Figure 1)

The Command Staff consists of a Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required to meet incident management needs.

Figure 1. Incident Command Structure



At the tactical level, the on scene incident command and management organization is located at the Incident Command Post (ICP) and is typically comprised of local and mutual aid responders. When multiple command authorities are involved, the ICP may be led by a Unified Command comprised of officials who have jurisdictional authority or functional responsibility for the incident under an

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appropriate law, ordinance, or agreement. The Unified Command provides direct, on scene control of tactical operations.

Information on DHS/Federal Emergency Management Agency (FEMA) ICS courses can be found at www.training.fema.gov

Emergency Operations Center

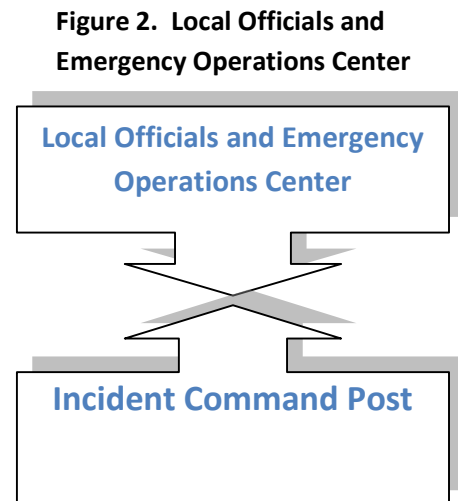
If the Incident Commander determines that additional resources or capabilities are needed, he or she will contact the local emergency operations center (EOC) and relay the requirements to the local emergency manager. (See Figure 2)

Local EOCs are the physical location where multiagency coordination occurs. EOCs help form a common operating picture of the incident, relieve on scene command of the burden of external coordination and secure additional resources. The core functions of an EOC include coordination communications; resource dispatch and tracking; and information collection, analysis, and dissemination.

EOCs may be permanent organizations and facilities that are staffed 24 hours a day, 7 days a week, or may be established to meet temporary, short-term needs. Standing EOCs, or those activated to support larger, more complex incidents, are typically established in a more central or permanently established facility. Such permanent facilities in larger communities are typically directed by a full-time emergency manager. EOCs may be organized by major discipline (fire, law enforcement, medical services, etc.); by jurisdiction (city, county, region, etc.); by Emergency Support Function (communications, public works and engineering, transportation, resource support, etc.); or, more likely, by some combination thereof.

During an incident:

- The local emergency manager ensures the EOC is staffed to support the Incident Command and arrange for needed resources.
- The chief elected official provides policy direction and supports the Incident Commander, as needed.



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III. Actions

Introduction

The National Response Framework includes all levels of government working individually and with each other to respond in a unified manner. The National Response Framework does not describe how communities should respond to specific incidents. Instead, the National Response Framework describes how communities, guided by the National Incident Management System (NIMS), should prepare for and engage in incident management activities for all incidents.

All communities have two basic responsibilities: (1) follow the preparedness cycle to plan, organize, train, equip, exercise, and evaluate, in order to strengthen resources and built capabilities in a constant process of preparedness; and (2) conduct an informed response to incidents, by deploying the right personnel and resources, with the right training, as part of a single incident management structure, while remaining flexible and adaptable in order to tailor response to the particular needs of the incident.

Prepare

Effective preparedness is essential to successful national response. The preparedness cycle defines the continual process of planning, organizing, training, equipping, and exercising that departments and agencies need to commit to in order to meet our collective preparedness targets.

Plan

It is the responsibility of the local government to develop robust and detailed all-hazards emergency operations plans with clearly defined leadership roles and responsibilities, the decisions that need to be made, and who will make them and when. These plans should include both hazard-specific and all-hazards plans that are specific to the locale. They should be integrated and operational and incorporate key private-sector and NGO elements.

Public Education. A key component of planning is to educate the public so that they are able to assume their preparedness roles and responsibilities.

These plans should include strategies for no-notice as well as forewarned evacuations and must include considerations for assisting special needs (mobility disabled, etc.) populations. Specific procedures and protocols should augment these plans to guide rapid implementation.

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Organize

Preparedness organizations provide coordination for emergency management and incident response activities before an incident or scheduled event. These organizations range from groups of individuals to small committees to large, standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, and Critical Infrastructure Sector Coordinating Councils). Preparedness organizations should meet regularly and coordinate with one another to ensure an appropriate focus on helping jurisdictions and groups of jurisdictions to meet their preparedness needs. The needs of the jurisdictions involved will dictate how frequently such organizations must conduct their business, as well as how they are structured.

Local jurisdictions should conduct a thorough inventory of their resources and conform to NIMS organizational and management principles by:

- Identifying the resources they possess and standardizing those resources in accordance with NIMS resource typing requirements.
- Ensuring interoperability of resources by ensuring that resources meet commonly accepted standards for performance.
- Ensuring that they have sufficient personnel who are trained in incident management principles and organized into standardized teams.

Train

Personnel with roles in emergency management and incident response must be trained to an appropriate skill level in both incident management principles and subject-matter requirements. A critical element of preparedness is the use of national standards that allow for the use of common or compatible structures for the qualification and certification of emergency management/response personnel. DHS/FEMA and other organizations offer incident management training in online and classroom formats. Moreover, each agency should ensure that organized teams of personnel are trained to work together toward a common purpose, to achieve incident objectives assigned to those teams.

Equip

Jurisdictions need to establish a common understanding of the abilities of distinct types of equipment, to allow for better planning before an incident and rapid scaling and flexibility in meeting the needs of an incident. A critical component of preparedness is the acquisition of equipment that will perform to

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certain standards, including the capability to be interoperable with equipment used by other jurisdictions and/or participating organizations.

Effective preparedness requires jurisdictions to identify and have strategies to obtain and deploy major equipment, supplies, facilities, and systems in sufficient quantities to perform assigned missions and tasks. The mobilization, tracking, use, sustaining, and demobilization of physical and human resources require an effective logistics system. That system must support both the residents in need and the teams that are responding to the incident.

Exercise

Jurisdictions should exercise their own response capabilities and evaluate their abilities to perform expected responsibilities and tasks. This is a basic responsibility of all departments and agencies and exists separate and apart from interagency exercise programs. To improve performance, emergency management/response personnel need to participate in realistic exercises.

Exercises should:

- Include multidisciplinary, multijurisdictional incidents.
- Require interactions with private-sector and nongovernmental organizations.
- Cover all aspects of preparedness plans, particularly the processes and procedures for activating local, intrastate, or interstate mutual aid and assistance agreements.
- Contain a mechanism for incorporating corrective actions into the planning process.

Evaluate and Improve

Jurisdictions should institute a corrective action program to evaluate exercise participation and incident response, capture lessons learned, and make improvements in planning; in organization, training, and equipment; and in subsequent exercise or incident performance. In this way, the continuous cycle of preparedness yields enhancements to community preparedness.

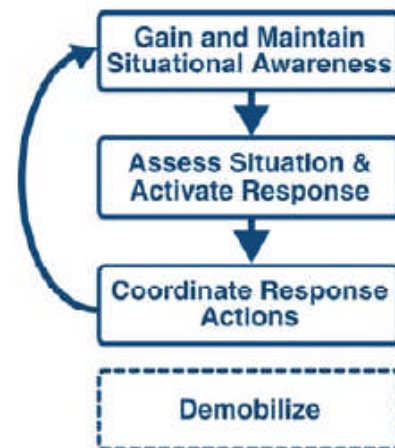
By following the preparedness cycle and building capabilities, communities gain a head start in effectively responding to events. The greater our level of preparedness, the better our chances of deploying the right personnel and resources, making sure they have the right training, prepares them to be an integral part of the incident management structure, while remaining flexible and adaptable to the particular needs of the incident.

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Respond

Once an incident occurs, the focus shifts from preparedness to immediate and short-term response activities to save lives, protect property, and prevent human suffering. As indicated by the situation, response actions may include the notification, activation, mobilization, and deployment of resources and capabilities, the establishment of incident management structures may also be initiated. The various types and phases of activities the communities should perform in anticipation of, or immediately following a threat or disaster, are described in the following section.

Figure X. The Response Process



1. Gain and Maintain Situational Awareness

Steady State (24 hours a day, 7 days a week)-Situational awareness requires continuous monitoring of all relevant sources of information including developing hazards, actual incidents, and reports from the community members. Incident reporting and documentation procedures should be standardized to ensure that situational awareness is maintained and should provide emergency management/response personnel with ready access to critical information. Situation reports contain confirmed or verified information regarding the explicit details (who, what, where, and how) relating to the incident. Status reports, which may be contained in situation reports, relay information specifically related to the status of resources (e.g., availability or assignment of resources).

Alerts-Based on an analysis of the threats, jurisdictions issue warnings to the public and provide emergency public information.

2. Assess the Situation, Activate Resources and Capabilities

Notification and Activations-In the event of, or in anticipation of, an incident requiring a coordinated response, local jurisdictions:

- Identify staff for deployment to the Emergency Operations Center. These organizations have standard procedures and call-down lists (including automated lists) and will notify department/agency points of contact that deployment is necessary.
- Work with emergency managers to take the necessary steps to provide for continuity of operations.

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- Activate Incident Management Teams (IMTs). Communities may establish and credential IMTs. IMTs are incident command organizations made up of the Command and General Staff members and appropriate functional units in an ICS organization and can be deployed or activated, as needed. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the “type,” or level, of IMT.
- Activate Specialized Response Teams. Communities may have specialized teams including search and rescue teams, crime scene investigators, public works teams, hazardous materials response teams, public health specialists, veterinarians, etc.

3. Coordinate Response Actions

Community governments are responsible for the management of their emergency functions. Community governments, in conjunction with their voluntary organization partners, are also responsible for implementing plans to ensure the effective management of the flow of volunteers and goods in the affected area. The entire community, as well as neighboring communities, States, and Federal agencies, may be key partners in responding to and recovering from incidents.

Coordinating initial actions-Initial actions are coordinated through the on scene Incident Command and may include: immediate law enforcement, fire, and emergency medical services; emergency flood fighting; evacuations; transportation system detours; and emergency information for the public. As the incident unfolds, the on scene Incident Command updates Incident Action Plans and revises courses of action based on changing circumstances.

Communities Helping Communities-Neighboring communities play a key role in providing support through a framework of mutual aid and assistance agreements. These agreements are formal documents that identify what resources communities are willing to share during an incident.

These agreements should include:

- Definitions of key terms used in the agreement.
- Roles and responsibilities of individual parties.
- Procedures for requesting and providing assistance.
- Procedures, authorities, and rules for payment, reimbursement, and allocation of costs.
- Notification procedures.
- Protocols for interoperable communications.
- Relationships with other agreements among jurisdictions.

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- Workers' compensation.
- Treatment of liability and immunity.
- Recognition of qualifications and certifications.
- Sharing agreements, as required.

State Assistance-States provide much of the external assistance to communities. The State is the gateway to several government programs that help communities prepare. When an incident grows beyond the capability of a community, and cannot meet the needs with mutual aid and assistance resources, the community contacts the State. The State has capabilities such as the National Guard that can be used to help communities respond and recover. The State also has access to Federal assistance. If an incident is beyond the community and State capability, the Governor can seek Federal assistance. The State will collaborate with the impacted communities and the Federal Government to provide the help needed.

State-to-State Assistance-If additional resources are required, the State may request assistance from other States by using interstate mutual aid and assistance agreements such as the Emergency Management Assistance Compact (EMAC).

This may include:

- Invoking and administering a Statewide Mutual Aid Agreement, as well as coordinating the allocation of resources under that agreement; and
- Invoking and administering EMAC and other compacts and agreements, and coordinating the allocation of resources that are made available to and from other States.

EMAC is a congressionally ratified organization that provides form and structure to the interstate mutual aid and assistance process. EMAC is an agreement between States and is administered by the National Emergency Management Association. Through EMAC, a State can request and receive assistance from other member States.

Federal Government Assistance-While the States typically act as the conduit between the Federal and local governments when Federal assistance is being provided in support of a local jurisdiction, there are certain instances in which Federal partners may play an active role in a Unified Command. For example, wildfires on Federal land or oil spills are activities for which certain Federal agencies may have authority to respond under their own statutes and jurisdiction.

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Response Activities-The specific response action will vary depending upon the scope and nature of the incident. Response actions are based on the shared objectives established by the Incident Command/Unified Coordination Group.

Response activities include, but are not limited to:

- Warning the public and providing emergency public information.
- Implementing evacuation plans that include provisions for special needs populations and companion animals.
- Sheltering evacuees in pre-identified shelters and providing food, water, ice, and other necessities.
- Performing search and rescue.
- Treating the injured.
- Providing law enforcement.
- Controlling hazards (extinguishing fires, containing hazardous materials spills, etc.).
- Providing consistent, timely, and accurate public information.

Demobilize

Demobilization is the orderly, safe, and efficient return of an incident resource to its original location and status and/or reimbursement for resources expended. It can begin at any point of an incident, but should begin as soon as possible to facilitate accountability of the resources.

Demobilization planning and processes should include:

- Provisions addressing the safe return of resources to their original location and status, and notification of return.
- Processes for tracking resources and for addressing applicable reimbursement.
- Documentation to ensure responder safety.
- Accountability for compliance with mutual aid provisions.

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Recover

Once immediate lifesaving activities have been completed, the focus shifts to assisting individuals, families, and businesses to meet basic needs and return to self-sufficiency.

Recovery is the development, coordination, and execution of service- and site-restoration plans for impacted communities and the resumption of government operations and services through individual, private-sector, nongovernmental, and public assistance programs that:

- Provide housing and promote restoration.
- Address care and treatment of affected persons.
- Inform residents and prevent unrealistic expectations.
- Implement additional measures for community restoration.
- Incorporate mitigation measures and techniques, as feasible.
- Evaluate response and mitigation plan.

Recovery from disaster is unique to each community depending on the amount and kind of damage caused by the disaster and the resources that the community has ready or can quickly obtain. In the short term, recovery is an extension of the response phase in which basic services and functions are restored. In the long term, recovery is a restoration of both the personal lives of individuals and the livelihood of the community.