



IDAHO REGION II STABILIZATION PLAN



Annex A

GOVERNANCE

This annex provides guidance to govern during a national emergency.

Lead: Jurisdiction Chief Elected Officials

Partners: All elected officials and department heads

INTRODUCTION

In a catastrophic national emergency, chief elected officials will be determining the rules by which society operates in their jurisdiction. Martial law is the expected strategy to stabilize our communities before civil order disintegrates. Implementation is likely to be a joint responsibility of military representatives and chief elected officials.

SCOPE

Other annexes to this plan describe what needs to be done to meet survival needs of the public:

- provide life essentials (food, water, shelter)
- provide security
- provide timely and accurate information

The focus of this annex is on how it is to be done.

SITUATION AND ASSUMPTIONS

1. Imposition of extraordinary measures is expected to come from the federal level, through the state to local government.

Impact: Local jurisdictions need to be prepared to immediately administer emergency programs until relieved by appropriate state/federal agencies.

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2. Timing is uncertain. Some services may degrade slowly (over weeks); others may collapse suddenly.

Impact: Prioritization of local government response needs to reflect these differences.

3. The availability of the National Guard for in-state response to complex threats is unknown.

Impact: If the Guard is federalized, significant resources may be committed out-of-state or to more urban areas.

4. No resources are assumed to be available from state or federal sources.

Impact: Until widespread stabilization is achieved, jurisdictions must be prepared to sustain themselves with what they have on hand.

5. Government services are expected to be significantly curtailed.

Impact: All government resources should be dedicated to stabilization. In an austere environment, both government and the public must consciously conserve all essential items.

POLICIES

1. Imposition of extraordinary measures is expected to come from the federal level, through the state to local government (Assumption #1). Should the national emergency result in isolation (for example an EMP or electromagnetic pulse event), this plan may be activated by local chief elected officials at their discretion. The general criterion for activating this plan under these conditions is: “does the system interruption have potential to cause civil unrest in the jurisdiction?”.

2. Local governments may form a regional consortium to more effectively provide safety and welfare for their jurisdictions.

3. Anything owned by an individual for their own use is their property and must not be confiscated, even for a perceived ‘greater good’. Local government control of individual/family assets is only available under voluntary agreement with the owner(s).

4. Depending on federal directives received, local government may appropriate resources in the private sector (wholesale/retail supplies). Expected broad directives must be implemented locally with common sense and respect for affected merchants:

- Only essential items that are likely to be used will be controlled. In a hardware store, for example, gardening supplies would likely be essential, but paint would not.

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- Merchants will be provided an inventory of appropriated goods, and anything not used will be returned promptly (See Annex O: Administration and Resource Management).
- As the infrastructure recovers and/or sustainable alternatives are developed, government control over essential resources is relinquished as soon as possible.

THE LEADERSHIP IMPERATIVE

In a catastrophic national emergency, the continued existence of the nation and the social fabric are in jeopardy. The window of opportunity to maintain civil order is small. Existing laws and ordinances that do not contribute to stabilization must be suspended quickly and decisively.

The annexes to this plan detail actions to provide basic needs. However, they require the force of law to be enacted. In a national emergency, a jurisdiction's chief executive has extraordinary powers to suspend existing local laws and ordinances, or to institute new laws or ordinances. In this time of crisis, the primary responsibility of the governing body is to maintain order and focus on laws that will save lives and create stability for a community facing enormous upheaval and danger.

This is the leadership imperative.

IMPLICATIONS OF MARTIAL LAW

Martial law seeks to stabilize unrest by temporarily imposing military rule to maintain order and security, and provide essential services. Martial law is problematic:

- It is put into practice after a catastrophic event has begun. Destabilization is already underway, with both psychological and physical infrastructure impacts. Martial law is a last resort, with no assurance of success. It may or may not stabilize conditions.
- Military personnel are likely to be spread thin (assumption #3); further, the expertise of the military is not governance.
- The word "martial law" is a highly emotive phrase, and typically generates a mixture of distrust and fear.

However, there are no viable alternatives to maintain civil order. Success or failure is likely to hinge on how martial law is implemented at the local level.

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While specific roles cannot be determined in advance, two critical functions associated with a limited military presence would be:

- Justice. Existing laws and ordinances may be suspended, and new laws instituted. There may be resistance to this process. Resolution by a military tribunal may be implemented.
- Security. Some military personnel have valuable planning and combat experience. These people could be partnered with local law enforcement to help meet security needs.

With a limited military presence, most of the functions of governance under martial law will be the responsibility of existing local government. No specific federal/state guidance on how to do this is expected, as each jurisdiction's needs, capabilities, and resources are unique. For example, the federal guidance for one potential threat (severe pandemic) is:

“Local communities will have to address the medical and non-medical effects [of the pandemic] with available resources. This means that it is essential for communities, tribes, States, and regions to have plans in place to support the full spectrum of their needs over the course of weeks **or months...**” *National Strategy for Pandemic Influenza*

Achieving initial stability will require the trust and cooperation of citizens. Common sense and clear communication will be critical.

RESOURCE MANAGEMENT UNDER MARTIAL LAW

Degraded Infrastructure Scenarios. In a **mild scenario**, the critical infrastructure is degraded but intact. For example, in a severe pandemic with degraded infrastructure, federal direction may be to restrict sales of medications and health-related items. The objective is to have medications available for those who need them by minimizing hoarding. One way to do this is to require a doctor's prescription to obtain these items (including over-the-counter medications).

It is important to distinguish between hoarding and stockpiling. Hoarding is acquiring resources *after event initiation* in an attempt to profit at the expense of fellow citizens during a hardship. In contrast, stockpiling is a *pre-event strategy* to prepare for disaster, and is encouraged by government at all levels. Stockpiling may include acquiring items for trade or barter.

Collapse Scenarios. A **worst-case** collapse event will likely have broad, severe consequences. Federal direction may mandate control of available critical resources. The community will be forced to make difficult decisions quickly in order to ensure the survival of the community, such as:

- Exiling people who undermine the stability of the community (such as violent offenders).
- Determining that people who do not work but can, will not share in the food of the community.
- Triaging of medical cases.
- Determining if (and under what conditions) outsiders are permitted in until the community is stabilized.

The following guidelines are designed to provide critical resources for public benefit, while establishing public trust.

1. Any corporate or investment property may be appropriated and redistributed as needed for the common good.
2. Any critical and scarce commodity owned strictly for resale may be appropriated for the common good and held by the community.
3. Anything owned by an individual for their own use is their property and must not be touched (see POLICY section). **The trust and cooperation of citizens is directly related to their feeling secure in their property rights.**

OVERALL ORGANIZATION FOR GOVERNANCE

This section describes the local coordinating structures, processes, and protocols employed to manage incidents of national significance. Authority and responsibility for public safety and welfare rests with the chief elected officials. This authority and responsibility is executed through a tiered management structure shown on the next page. This local structure for incident management establishes a clear progression of coordination and communication from the neighborhood level to county to regional level.

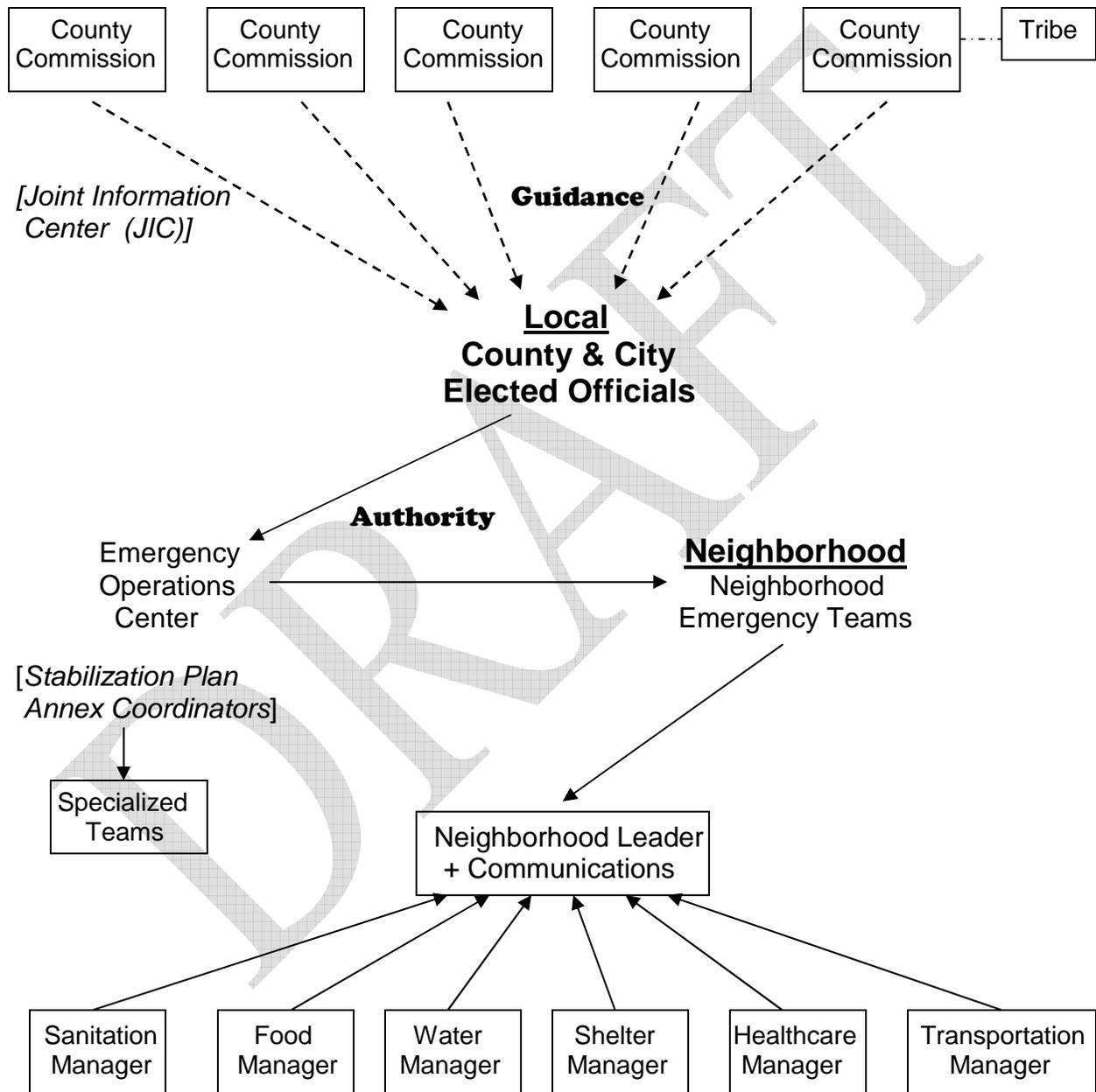
The chart on the next page depicts ONE way that governance may be structured in a national emergency. This may be modified by federal directives.

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Federal

State

Regional
(governance by collaboration)



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NEIGHBORHOOD GOVERNANCE ORGANIZATION

A basic premise of this plan is that incidents are generally handled at the lowest operational level possible – the neighborhood. This is the level where needs/problems are identified and assistance provided. Initial oversight of neighborhood safety and welfare is provided by “Neighborhood Emergency Teams” (NET Teams). Each NET team is a pair (usually a city/county employee and a volunteer), who visit residents in a pre-designated area to address basic needs (Annex K: Neighborhood Emergency Teams).

As leaders emerge, neighborhoods are expected to increasingly manage themselves by selecting a representative to monitor each of the essential needs (sanitation, food, water, etc.). Concurrently, the NET team’s role transitions to training and support. As basic needs are increasingly met, the neighborhood may expand activities to include self defense (in coordination with Sheriff), education, and social/entertainment functions.

Specialized teams from the entire area would be formed for community-wide projects (such as seed saving), as well as projects requiring specialized expertise.

CITY/COUNTY GOVERNANCE ORGANIZATION

In a national emergency, all city and county personnel, equipment and facilities may be dedicated to direct public safety and welfare. A jurisdiction’s chief elected official has operational control over all appendices in this plan except for Annex C (Law Enforcement and Security).

The annexes in this plan outline measures to meet public safety and welfare needs. Needs that cannot be met at the neighborhood level are communicated to the Emergency Operations Center. This is the second line of emergency response and incident management. Annex coordinators and traditional public safety departments prioritize incidents, and initiate actions to prevent, prepare for, and respond. These actions are coordinated with chief elected officials.

REGIONAL GOVERNANCE ORGANIZATION

Regional governance formalizes cooperation between multiple counties. The focus is on sharing resources and providing mutual assistance. The following outlines essential considerations to form and conduct business regionally.

1. Direction and control will be influenced by the available command structure. If a national emergency or martial law is declared, command and control may be through the military. This may change if multiple critical systems fail – especially if National Guard assets are limited. Consequently, local government must be prepared to continue operations to meet essential needs of our citizens.
2. Local jurisdictions will activate their incident command organizations as needed. In case of limited or no state/federal support, the regional command structure will be a regional Multi-Agency Coordination System. This architecture will be used to prioritize major activities, share resources, integrate communications, and share information.

Key features of this Multi-Agency Coordination System:

- Strategic decision-making and policy direction is done by a Regional Multi-Agency Coordination Group (MAC) comprised of the Chairmen of the Board of County Commissioners from each county. The MAC is assisted by local emergency management coordinators. The MAC may coordinate with the Chairman of Tribal Executive Committee(s).
- MAC decisions are implemented by the lead agencies of Appendices B through G. Each jurisdiction's lead agency works with its counterparts to support the MAC with recommendations and logistical support. This organizational arrangement functions as a dispersed Multi-Agency Coordination Center (MACC).
- The County Sheriff and Police Chiefs are responsible for law enforcement within their respective jurisdictions, and make all strategic decisions and policy.

There will not necessarily be unanimity in voting on a course of action between jurisdictions. The problems, challenges, and impacts upon public needs of each jurisdiction may vary. Because of this reality, each jurisdiction controls its own resources. Resources can be shared, not allocated, regionally.

CONCEPT OF OPERATIONS

Expect the initial dominant public emotion to be fear – fed by uncertainty about the future for every aspect of life. The task of Chief Elected Officials is to displace fear with trust. Trust will be earned by leadership and decisive action. Immediate concerns for Chief Elected Officials are:

- Preparing local directives to implement national policy guidance. These local directives have the force of law. They are the legal basis for executing and administering applicable programs and policies in the annexes to this plan, which will provide the life essentials to the public.
- Extend local government to the neighborhood level using the Neighborhood Emergency Teams.
- Frequent news releases to the public about what has happened, what has been done locally, and what can be expected.

For worst-case scenarios, you will have less than three days to build from scratch a centrally-controlled command system to equitably re-distribute and manage critical resources. This is discussed in Annex L: Emergency Economic Stabilization.

INITIAL RESPONSE

Upon Notification of a National Emergency:

- _____ Activate County/Tribal Emergency Operations Centers (EOC)

- _____ Establish communications with state EOC. Prepare and test backup communications

- _____ Establish communications with Region II jurisdictions

- _____ Issue local Declaration of Emergency based on National Declaration (see Annex N—Legal)
 - _____ Based on national policy guidance, prepare and issue implementing directives to execute and administer applicable programs and policies in the annexes to this plan

 - _____ Based on federal/state guidance, act immediately to restrict retail sales of food, fuels, and medications. Set duration for 2 days to complete basic inventory. Freeze prices and consider purchase limits on these items:
 - _____ Perishable foods
 - _____ Daily supply of infant needs
 - _____ Medications with a valid prescription
 - _____ Items as directed by Public Health under the “Public Health Response Plan”

 - _____ Assign government employees to critical essential functions

 - _____ Direct management of essential resources
 - _____ Food: Annex B - Food

 - _____ Medications: Annex E - Medications and Health Items

 - _____ Fuel: Annex I - Fuels

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- ___ Coordinate with law enforcement regarding security measures

- ___ For worst-case events and/or economic collapse, see Annex L: Emergency Economic Stabilization

- ___ Extend local government to the neighborhood level.
 - ___ Issue directives to obtain/establish neighborhood gathering points
 - ___ Activate “Neighborhood Emergency Teams” under direction of NET Team Manager (Annex K)

- ___ Coordinate media releases through Joint Information Center. Key elements:
 - ___ Current national, state and local status of the emergency
 - ___ Latest information on local implementation
 - ___ Importance of tight conservation of essential supplies

- ___ Communications: consider activating amateur radio ARES/RACES

ON-GOING RESPONSE

- ___ Continue to assess Public Needs
 - ___ Information/trends from Mass Care & Human Services Coordinator
 - ___ Information from NET Team Manager

- ___ Additional directives based on input from annex coordinators.

- ___ Media releases

- ___ Anticipate emerging needs (shelter, education, etc.)

- ___ Prioritize and allocate scarce resources