

This plan is only activated in the event of a national emergency and attendant local disaster/emergency declarations



Region II

Continuity of Government / Continuity of Operations

Part II

Catastrophic Events



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Executive Summary

Planning for continuity operations was formalized during the Cold War era, in the event of a nuclear attack. This threat diminished with the fall of the Berlin Wall, and subsequent collapse of the Soviet Union. The short history of globalization began, marked by an accelerating trend of complexity, stretching over the last few decades. Computers have become essential in our lives and businesses; automation increased production and reduced costs, and the internet linked people and organizations worldwide.

All facets of life, from finances to health care to transportation to agriculture, have become increasingly interwoven in a vast complex system--a giant spider web that is made of fragile and tautly stretched threads knotted together. Our communities and our larger society depend on the smooth operation of these systems for life-essentials; many are included in what is termed the "critical infrastructure."

This trend to complexity affords tremendous opportunity, but comes at the price of resiliency. A degradation or failure in one system has both predictable and unknown impacts on other systems. The same interconnectedness that creates efficiencies can induce cascading systems failure. A collapse of critical systems is an event so catastrophic, that it goes beyond the capabilities of government solutions – what FEMA Director Fugate refers to as "Maximum of Maximums." These are extremely destabilizing events.

This plan is an operational handbook to stabilize local communities. It provides guidance to assist chief executives with emergency measures in a highly uncertain environment. The base plan defines the concept of complex threats and provides the context for the detailed incident management actions to be found in the annexes.

The annexes guide actions to provide life-essentials: food, water, shelter, security, and health and hygiene. They are supported by annexes on governance, public information, communications, and economic resilience. The annexes detail the missions, policies, structures, and responsibilities of local agencies. They provide a blueprint for local response during a national emergency and preparation measures to take now to foster a culture of preparedness.

LETTER OF PROMULGATION

With this notice, we are pleased to officially promulgate the Lewiston-Nez Perce County Continuity of Government/Continuity of Operations Plan for catastrophic events. This plan is the framework for county-wide preparedness and response activities to protect our citizens in the event of a national emergency, when outside assistance is likely to be unavailable.

Every effort has been made to ensure its compatibility with existing state and federal Continuity of Government/Continuity of Operations Plans. The annexes to this plan are local Mission Essential Functions, and outline the missions, policies, structures, and responsibilities of local agencies in a national emergency.

In support of this plan, all city, county and private agencies are requested to review the preparation guidance in annexes that apply to them. Small measures taken now will greatly increase the resilience of our communities and help foster a culture of preparedness.

Thank you for your involvement in this worthwhile endeavor.

Approved:

Douglas W. Havens, Chairman
Nez Perce County
Board of Commissioners

Date

Kevin Poole, Mayor
City of Lewiston

Date

Melvin Johnson
Emergency Management Director
Lewiston-Nez Perce County

Date

Record of Changes

Change Number	Section	Date of Change	Individual Making Change

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- Attachment 1 to Annex B: Commodity Lists and Corresponding Nutritional Values
- Attachment 2 to Annex B: Seed Saving for Community Food Security
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- Attachment 4 to Annex B: Solar Oven Plans
- Attachment 5 to Annex B: Solar Chimney Dehydrator

PURPOSE

The purpose of this contingency plan is to assist the citizens of this region safely through a major complex system degradation/failure or a catastrophic event of national significance.

SCOPE

The Planning Framework. Planning is a key tenet of comprehensive emergency management and guides our disaster response and recovery. A plan is selected for response depending on the severity of the event. Kathleen Tierney illustrates the distinction between emergencies, disasters, and catastrophes in Table 1.

	EMERGENCIES	DISASTERS	CATASTROPHES
Impacts	Localized	Widespread, severe	Extreme, physical and social
Response	Mainly local	Multiple-jurisdictional, intergovernmental but bottom-up	Federal initiative and proactive mobilization
Procedures	Standard operating procedures	Disaster plans into effect, but likely changes	Massive challenges beyond pre-existing plans
Resources	Within response resources	Extensive damage to emergency services	Emergency response system paralyzed
Recovery	No significant challenges	Major recovery challenges	Cascading long-term effects, massive recovery challenges

Table 1: Typology of Emergencies, Disasters, and Catastrophes (Tierney, 2009) from Community & Regional Resilience Initiative (CARRI) Research Report 6.

- For an emergency, such as a house fire, the Fire Department SOPs are appropriate.
- For a disaster, such as flooding or wildland fire, the City/County Emergency Operations Plan is appropriate.
- For a catastrophic event resulting in a national emergency, this plan is appropriate.

Continuity Planning. Continuity planning is the part of disaster planning that ensures government entities are able to continue operations under a broad range of circumstances. Continuity of Government uses delegations of authority, orders of successions, and so forth, to enable continued governmental operations during and after a disruptive event, while Continuity of Operations ensures the continuation of essential functions of that government for its citizens.

Continuity planning is a federal initiative, required by Presidential directive, for Executive Branch departments and agencies. The legal basis is National Security Presidential Directive (NSPD) 51/Homeland Security Presidential Directive (HSPD) 20, National Continuity Policy. State and local governments are encouraged to develop similar plans.

The challenge for local government is planning for a wide range of contingencies:

- Local or regional disaster events. These events are less than nationwide, ranging from the destruction of government buildings in a local jurisdiction, to a multi-state disaster such as Hurricane Katrina. These events disrupt normal activities, preventing government from performing all of its normal functions. Contingency plans for these events seek to assure government can operate for up to 30 days at an alternate facility. Resources are available from neighboring jurisdictions, and detailed planning guidance is provided in FEMA/DHS publications.
- Catastrophic events. These are nationwide or worldwide events that threaten the continued existence of the established government of the United States. The federal guidance for local government is limited, general, and, in fact, places the burden of planning and providing for local needs upon local government. For example, the federal guidance for one potential threat (severe pandemic) states:

“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*, page 2.

Key differences between local/regional disasters and catastrophic events are shown in Table 2. As with different plans for emergencies and disasters, our approach to continuity operations is to develop a separate plan for each of the preceding contingency categories:

- The contingency plan for local or regional events (Part I) will be a future annex to our existing Emergency Operations Plan.
- This plan (Part II) is a stand-alone plan for catastrophic events. This plan is only activated in the event of a national emergency and attendant local disaster/emergency declarations.

	LOCAL/REGIONAL DISASTER	CATASTROPHIC EVENT
Threats	Local in scope	National/international in scope
Resources	Available from outside the affected area from State and Federal Sources	No external resources available
Reconstitution	Top – down (Federal – State – Local)	Bottom – up (Local – State – Federal)
Immediate Priorities	Relocation, efficient delegation of authority	Life – essentials (food, water, etc), civil order
Duration	Up to 30 days	Months to years
Scope of Activities	Response and recovery to pre-disaster condition	Response and transition to relative stability
EOC Role	Support and coordination	Command and control

Table 2: Comparison of local/regional disasters to catastrophic events.

OVERVIEW

Historical Precedence. Catastrophic event planning began in the 1950s. In the Cold War era, the most pressing national threat was a massive nuclear attack. To counter this threat, contingency plans were written to reconstitute lesser damaged areas of the nation. At the local level, reconstitution was implemented through a series of Emergency Economic Stabilization Operating Instructions. These were provided by the Office of Emergency Planning, Executive Office of the President. Detailed post-attack instructions were provided for:

- Rations Boards
- Wage and Salary Programs
- Money, Credit, and Banking
- Rent Boards
- Price Boards

Backing reconstitution was:

- over one year of food for each person in the Federal Commodity Program.
- a national economy based predominantly on manufacturing.
- a newly constructed transportation infrastructure.

In credible scenarios, manufacturing was damaged, but recoverable. Reconstitution through emergency economic stabilization was the correct approach.

Interim History. When the Berlin Wall fell, the nuclear threat diminished, and the reconstitution plans were considered obsolete. A new era of globalization was beginning, characterized by increasingly complex, interdependent systems. What once supported reconstitution also evolved to the present condition:

- virtually no food remaining in the Federal Commodity Program
- a national economy based predominantly on service and financial sectors
- a degraded transportation infrastructure

Further hampering reconstitution was the near-universal adoption of the “just-in-time” business model for inventory management, in which inventory is ordered and shipped as needed, instead of warehoused on-site.

Present Realities. We live in a world of complex systems. Our communities and our larger society all depend on the smooth operation of these systems for food, water, electricity, healthcare, transportation, and economic security. Many of these systems are included in what is termed the “critical infrastructure.” We do not give them much thought until there is an interruption of services. Soon after service has been restored, our awareness of the larger system fades into the background of everyday living.

Nonetheless, there is potential for large-scale system interruption or failure. Local governments may be overwhelmed as essential services degrade. If these events threaten national security, they become “events of national significance”, and are managed under federal response plans.

While the concept of this plan has its origins in the Cold War era Emergency Economic Stabilization Operating Instructions, it is written in the context of the present realities. With catastrophic system failures, a return to ‘business as usual’ is uncertain and economic growth potentially problematic. For worst-case events, reconstitution will have devolved to survival. This plan initially seeks to stabilize conditions, regardless of the catastrophe, with the goal being re-emergence of productive, safe, and interdependent communities.

COMPLEX SYSTEMS

Background. The short history of globalization is marked by an accelerating trend of complexity, stretching over the last few decades. Computers have become essential in our lives and businesses; automation increased production and reduced costs; and the internet linked people and organizations worldwide. All facets of life, from finances to health care to transportation to agriculture became increasingly interwoven in a vast complex system--a giant spider web that is made of fragile and tautly stretched threads knotted together. The top-level systems are depicted in Figure 1.

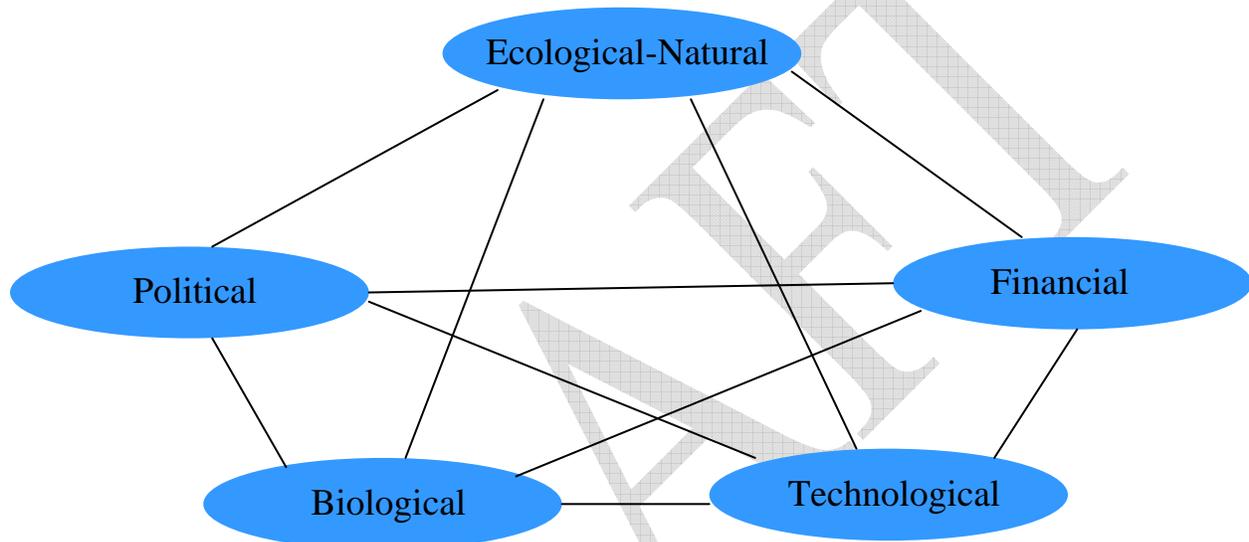


Figure 1: Example Types of Complex Systems

This trend to complexity affords tremendous opportunity, but comes at the price of resiliency. A single massive system is more vulnerable than several independent systems. The vulnerability of complex systems is in the known, and unknown, cross-links and vulnerabilities within and between major systems. On a small scale, the space shuttle *Challenger* disaster showed that incredibly brilliant technology can be destroyed by a simple rubber O-ring failure.

On a larger scale, a severe pandemic, for example, is expected to overwhelm the healthcare system. However, the damage will not stop there. Refinery workers will fall ill, unable to produce fuel for the trucks, whose drivers will also fall ill, limiting delivery of necessary food and supplies. Virtually every critical system will be affected. This is known as cascading systems failure.

Key Features of Collapse Events

1. Complex threats are uncertain and volatile events. With traditional disasters (flood, fire, winter storm, etc.) the duration time is approximately three days. While recovery (mopping up and infrastructure repair) may go on for months, life activities return to normal (pre-disaster) conditions in three days for most disasters. These disasters are managed using local Emergency Operations Plans.

With significant, catastrophic, national, or global events, the duration of disruption may be months to years. Multiple aspects of daily life may be affected. Instead of returning to a previous 'normal,' we may be in transition to a 'new normal,' with major cultural changes. This plan provides guidance for a safer transition.

2. Onset may be rapid or gradual. This plan is written to respond to the worst-case scenario - a "fast crash". With a sudden, massive collapse, the population will be reacting en masse, sometimes very badly, to catastrophic and unprecedented upheaval of their normal lives. Therefore, decisive security measures will be necessary to keep society from chaos. Food, water, healthcare, and security will be immediate, pressing needs.

A "slow crash" eases the transition, allowing time for mitigation measures to be put into place. A limited example is the slow economic crash which began in October 2008. Nationwide, there was a steady increase in unemployment, foreclosures and need for homeless shelters. Accompanying this were increasing numbers of adult children (and sometimes their families) moving back with their parents or other friends and relatives. This was done for survival, as recombined families contributed together to meet basic needs.

A gradual crisis provides the best chance of a continual, seamless adaptation of the population. The key is preparedness which provides community resiliency in either a sudden or gradual crisis.

This time is an opportunity for chief elected officials to sponsor crucial steps to support public welfare. As the economic events of October 2008 revealed, "slow catastrophes" can still occur with minimal warning, having devastating effects on large swathes of the local population and communities. Chief elected officials are strongly encouraged to sponsor unobtrusive yet critical steps to support public welfare immediately, before the next crisis, of either rapid or slow onset, occurs. Example measures are encouraging community gardens, seed saving, and having multiple redundancies and supplies.

RISK ASSESSMENT

Assessing Risk. In disaster planning, traditional risk analysis combines the probability of an event and the consequences of that event. This allows various threats to be compared and prioritized. This facilitates planning, training, and resource allocation for credible, high-risk threats.

However, doing a risk assessment on the disruption of catastrophic events to complex systems is difficult. A single catastrophic event can cause disruption in one system, which may lead to cascading systems failure which ripple through our society. It is possible that the event itself has the most catastrophic result, or it might be that the impacts of the event pale in comparison to the impacts of the failure of our interwoven complex systems. For example, it might be the earthquake that causes the most destruction....or it might be that the earthquake destroyed enough power plants, roadways, and railways in chokepoints of our infrastructure that the cascade causes more suffering, destruction, and death than the earthquake itself. These secondary impacts are unpredictable.

Several events are candidates to trigger systems failure. Example threats to complex systems include:

- Ecological-Natural: massive geological events, climate change
- Financial: Economic crash, currency manipulations
- Technological: Transportation or utility infrastructure degradation/failure (such as could be caused by cyber attacks, geomagnetic solar storms, and Electromagnetic Pulse (EMP) attacks)
- Biological: mutations and pandemics
- Political: wars and resource shortages – oil, water, food

Regardless of the triggering event, our primary concern is responding to the local impact. When successive systems fail, local governments will likely be overwhelmed as essential services degrade. The cross-linked and distributed nature of our complex systems means that the entire country will be affected, with significant potential for civil unrest and breakdowns in public order. This would be an “event of national significance”, and managed under federal response plans.

Realistically, federal and state support to local jurisdictions will be extremely limited. Each local jurisdiction should expect to be on its own to provide food, water, security, transportation, public safety, healthcare, education, communication, etc., - for a period of months to years.

To provide these essential services, this plan builds on the FEMA/DHS continuity planning model. This model addresses the essential functions of government, in a tiered manner from federal to state to local, with the goal of continuing essential services to the community.

ESSENTIAL FUNCTIONS

Essential functions are those things that government must continue. These have been developed in cooperation with respective federal, state, territorial, and tribal entities, and are described in FEMA/DHS *Continuity Guidance Circular 2* (CGC 2).

- The National Essential Functions (NEFs) are the overarching responsibilities of the federal government to lead and sustain the nation during a crisis.
- State, Territorial, Tribal Essential Functions (STTEFs) are more specific functions that are based on, and correlate with, the NEFs

Mission Essential Functions

To ensure successful accomplishment of the STTEFs, states, territories, tribes, and local governments should identify Mission Essential Functions (MEFs) that must be performed following a significant disruption to normal operations.

At the local government level, Mission Essential Functions are the specific things that must be done to provide vital services, exercise civil authority, maintain the safety and health of the public, and sustain the industrial and economic base during a catastrophic event. The local government MEFs are the annexes to this plan. Actual events will determine which MEFs are needed.

The relationship between NEFs, STTEFs, and local MEFs for catastrophic events is shown in Table 2. The NEFs and STTEFs are from FEMA/DHS *Continuity Guidance Circular 2*.

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NATIONAL ESSENTIAL FUNCTIONS	STATE, TERRITORIAL, TRIBAL ESSENTIAL FUNCTIONS (STTEFs)	LOCAL MEFs
<p>NEF 1: Ensuring the continued functioning of our form of government under the Constitution, including the functioning of the three separate branches of government</p>	<p>STTEF 1: Maintain Continuity of Government. Focus: Ensure the continued functioning of critical government leadership elements, including: succession to key offices; organizational communications; leadership and management operations; situational awareness; personnel accountability; and functional and judicial organizations (as necessary). Each State, territory and tribe should identify the various subordinate mission essential functions necessary to accomplish this overarching mission. (This STTEF aligns with NEF 1)</p>	<p>Annex A: Governance Annex G: Public Information Annex K: Neighborhood Emergency Teams Annex N: Legal Issues Annex O: Administration and Resource Management</p>
<p>NEF 2: Providing leadership visible to the Nation and the world and maintaining the trust and confidence of the American people</p>	<p>STTEF 2: Provide Visible Leadership. Focus: Visible demonstration of leaders effectively dealing with the crisis and leading the response efforts: this assists in providing and monitoring the threat and confidence of established government organizations and the public. (This STTEF aligns with NEF 2)</p>	<p>All Annexes</p>
<p>NEF 3: Defending the Constitution of the United States against all enemies, foreign and domestic, and preventing or interdicting attacks against the United States or its people, property, or interests</p>	<p>STTEF 3: Reserved. STTEF 3 is not defined as there is no parallel to NEF 3: Employ the military, including implementing military operations to defend the Nation. While the States, territories, and tribes support this function, the Federal government is solely responsible for performing this function.</p>	<p>N/A</p>
<p>NEF 4: Maintaining and fostering effective relationships with foreign nations</p>	<p>STTEF 4: Maintain Effective Relationships with Neighbors and Partners. Focus: Maintain external relationships and agreements with a wide variety of entities; this may vary considerably across the various States, territories, and tribes. This includes communications and interactions, as necessary during a crisis, with critical partners and organizations, including the Federal government; other State, Territorial, and tribal governments, private sector and non-profit organizations; and may include foreign governments and organizations in some cases. (This STTEF aligns with NEF 4, however, it is recognized that the primary foreign relations responsibility lies with the Federal government.)</p>	<p>Annex A: Governance</p>

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NATIONAL ESSENTIAL FUNCTIONS	STATE, TERRITORIAL, TRIBAL ESSENTIAL FUNCTIONS (STTEFs)	LOCAL MEFS
<p>NEF 5: Protecting against threats to the homeland and bringing to justice perpetrators of crimes or attacks against the United States or its people, property, or interests</p>	<p>STTEF 5: Maintain Law and Order. Focus: Maintain civil order and public safety (protecting people and property, and the rule of law); ensuring basic civil rights, preventing crime, and protecting critical infrastructure. This involves State, territorial, and tribal governments and local law enforcement, and includes calling up of National Guard units to support these efforts. (This STTEF aligns with NEF 5)</p>	<p>Annex C: Law Enforcement and Security</p>
<p>NEF 6: Providing rapid and effective response to and recovery from the domestic consequences of an attack or other incident</p>	<p>STTEF 6: Provide Emergency Services. Focus: Provide critical emergency services, including emergency management, police, fire, ambulance, medical, search and rescue, hazmat, shelters, emergency food services, recovery operations, etc. (This STTEF aligns with NEF 6)</p>	<p>Annex F: Shelter Annex H: Public Safety</p>
<p>NEF 7: Protecting and stabilizing the Nation’s economy and ensuring public confidence in its financial systems</p>	<p>STTEF 7: Maintain Economic Stability. Focus: Manage the overall economy of the State, territorial, or tribal governments. While the Federal government is responsible for protecting and stabilizing the National economy and regulating the currency, State territorial, and tribal governments have a responsibility to manage their jurisdiction’s finances and ensure solvency. During a crisis affecting the economy, maintaining confidence in economic and financial institutions is critical at every level of government. (This STTEF aligns with NEF 7)</p>	<p>Annex L: Emergency Economic Stabilization</p>
<p>NEF 8: Providing for critical Federal Government services that address the national health, safety, and welfare needs of the United States</p>	<p>STTEF 8: Provide Basic Essential Services. Focus: Ensure provision of basic services, including water, power, health care, communications, transportation services, sanitation services, environmental protection, commerce, etc. These are services that must continue or be restored quickly to provide for basic needs. Other less critical services (recreation, education) may be delayed or deferred at the discretion of the State, territorial, and tribal governments; the focus is on providing those critical services necessary to sustain the population and facilitate the return to normalcy. (This STTEF aligns with NEF 8)</p>	<p>Annex B: Food Annex D: Water Treatment Annex E: Healthcare Annex I: Utilities, Fuels and Transportation Annex J: Communications Annex M: Education Annex P: Expedient Sewage and Waste Disposal</p>

Table 3: Essential functions at the federal, state, and local levels for catastrophic events

COMPLEX THREATS AND CONTINUITY OF GOVERNMENT

Different levels of government address destabilization from unique perspectives. The federal Department of Homeland Security prioritizes continuity-of-government first, with local preparation/sustainability second. This focus reflects the concerns of a national organization tasked with the national interest. At the local level, the focus reflects the same concerns, but with reversed order of importance. Public safety and welfare is placed first (including preparation and sustainability), as the foundation for any subsequent continuity-of-government.

SITUATION

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. People will be completely overwhelmed emotionally, mentally, and physically.

Local governments must act quickly to build a community which is sustainable, stable, and interdependent.

- The first requisite for community is the trust and cooperation of all members of a community. Every action by local government will be watched and evaluated.
- The second requisite for community is order. Crime must be dealt with swiftly and firmly. Local government must work with the community and establish laws to formalize what behavior will be tolerated and what will not.

ASSUMPTIONS

1. Imposition of extraordinary measures is expected to come from the federal level, through the state to local government. Local jurisdictions need to be prepared to immediately administer emergency programs until relieved by appropriate state/federal agencies.
2. The availability of the National Guard for in-state response to complex threats is unknown. If the Guard is federalized, they may be committed out-of-state or to more urban areas.
3. The extraordinary measures in this plan are not a response to civil unrest; rather, they seek to prevent civil unrest.

4. No resources are assumed to be available from state or federal sources. 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. All government resources should be dedicated to stabilization. In an austere environment, both government and the public must consciously conserve all essential items.
6. Some systems (and associated services) may degrade slowly (over weeks); others may collapse suddenly. Prioritization of local government response needs to reflect these differences.
7. Emerging economic development and trade may be local and regional.
8. Local resources will be rapidly depleted. Sustainable alternatives need to be encouraged early to replenish basic supplies. This highlights the absolute, critical necessity of:
 - Prepared individuals and families. Each prepared family lessens the drain on community resources.
 - Sustainable and resilient neighborhoods and communities.
 - Effective government, i.e., government which serves to:
 - foster preparedness and sustainability
 - maintain civil order
 - ensure essential services are operating
 - ensure critical supplies are distributed fairly

FROM CIVILIAN TO INVESTED CITIZEN

A fundamental premise of this plan is that confidence in government rests on confidence in ourselves, in our communities, in our ability to build a new way of life. Citizens who are prepared will be valuable members of the community. From this group will come a crucial core of citizens who are mentally tough and willing to help. They will also have knowledge on a wide breadth of information that will be invaluable in building community.

During and immediately after a catastrophe occurs, there is often a “window of altruism” that humans experience when citizens will feel a strong desire to assist. Strangers will dig other strangers out of rubble, neighbors will take in neighbors, people will bring what resources they have to a location without thought of recompense. Even citizens who would normally be reticent to assist can be easily employed to help during a crisis.

However, there is also sometimes a “window of opportunism” that can arise where people will choose instead to loot, pillage, riot, or commit other crimes in the chaos.

Eventually both windows shut, and people often return to an equilibrium of taking care of their own interests without going to either extreme.

There are many factors which contribute to either “windows” opening, including the timing, scope, and nature of a catastrophe, local customs, societal mores, the perception of government help, availability, or neglect. It is imperative that the local government encourage the window of altruism by deliberately enlisting citizens to help overcome a catastrophe. This is the foundational layer of rebuilding and stabilizing a community after a world-changing event. The actions of the local officials in these crucial hours will be the most instrumental in determining how the community survives. The significance of this cannot be overstated.

The normal tendency of the local professionals - firefighters, military, police, governmental workers - is to urge citizens to resume a safe distance. This is done, of course, to keep untrained citizens out of danger, as well as to facilitate the ability of the professionals to work.

However, this tendency denies the human urge to help during a disaster. This in turn leaves the citizen feeling helpless to assist and with a tremendous amount of unused mental, emotional, and physical energy. That will more quickly lead the citizen back to a “watch for my own interests”. This turns the citizens from active participants in the survival of a community, to being self-interested at best, to utterly dependent or indulging in criminal behavior at worst.

The concern for the safety of citizens is a valid one. However, physical risk must be accepted in order to build the emotional and mental drive to work for the community instead of in self-interest. The man who helps move rubble will then be physically, mentally, and emotionally invested, and in turn will influence those in his sphere to do the same.

No community will stabilize sufficiently during a catastrophe if the citizens do not become active participants in the survival of their community. Recruiting willing citizens during the peak of altruism, especially those with influence in their respective social circles, will be vital in keeping a community from dissolving into chaos.

CONCEPT OF OPERATIONS

This plan provides guidance to assist chief executives with emergency measures in a highly destabilized environment in which survival is the primary public concern. The public safety goal in this environment is to stabilize local communities. The focus is preventing civil unrest.

Leadership is critical in catastrophic event. The right tools, resources, strategies, and personnel must be deployed immediately to address human needs. This plan is an operating handbook to shift the societal condition towards stability. It is intended to be used either as a means of supporting federal plans or as a stand-alone plan. A general criterion for activating this plan is: "Does the system interruption have potential to cause civil unrest in the jurisdiction?"

Command and Control. During a local or regional disaster, the EOC functions as a support to the incident commander and coordinates resource needs. However, during a catastrophic event, the function of the EOC becomes command and control with the following structure recommended:

- The Sheriff and Police Chiefs of their respective jurisdictions have command and control over law enforcement and security activities.
- Chief elected officials of their respective jurisdictions have command and control over all other activities.

Responsibilities.

1. A jurisdiction's chief executive is responsible for the public safety and welfare of the people in that jurisdiction.
2. In a catastrophic national emergency, a jurisdiction's chief executive has extraordinary powers to suspend existing local laws and ordinances or to institute new laws or ordinances.
3. A jurisdiction's chief executive negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource sharing.

Policies.

1. Local governments may form a regional consortium to more effectively provide safety and welfare for their jurisdictions.
2. Local government will not seize property in people's homes. However, certain private businesses dealing in gasoline, food, water, medications, etc. could come under government control because they are critical resources for the survival of the community.

3. As a corollary to 2 (above), local government is not in the business of producing, managing, or distributing essential resources. These systems should stabilize as the infrastructure recovers and/or sustainable alternatives are developed. The role of government is to support stabilization efforts and to relinquish control over essential resources as soon as possible.

ANNEXES

This plan provides guidance to meet life-essential needs of the public. The annexes to this plan focus on the operational actions to meet these needs, and describe the policies, processes, roles, and responsibilities of affected local organizations. These are the local Mission Essential Functions supporting state and federal essential functions. Within each annex, response actions are provided in checklist format for rapid response in a high stress environment.

Annex A: Governance. This annex provides guidance to implement broad federal directives. The existing governance structure is expanded outward for potential district-wide cooperation and resource sharing. The structure is expanded inward to the neighborhood level to meet basic needs of the public.

Annex B: Food. This annex provides guidance on procuring food for citizens. Major food subsystems are: obtaining, processing, preparing, preserving, and delivery. Food sustainability is the second, equally important objective of this annex.

Annex C: Law Enforcement and Security. This annex addresses security in an environment when normal staffing is expected to be a critical limitation. Sensitive information, such as SOPs and resource lists, is maintained by appropriate departments. General guidance for potential external security threats is provided.

Annex D: Water Treatment. This annex describes ways to augment existing water treatment systems and alternate sources, treatment, and delivery of potable water.

Annex E: Healthcare. This annex outlines ways to provide healthcare and medications in a tiered system ranging from degraded to collapsed. Medical control is maintained and potentially augmented with alternative healthcare options and natural-based medications.

Annex F: Shelter. This annex provides a wide range of sheltering options depending on the impact of critical infrastructure damage or failure. Should mass sheltering be required, guidelines provide for shelter activation and management.

Annex G: Public Information. This annex describes the preferable methods and delivery of information to the public during a catastrophic event.

Annex H: Public Safety. This annex outlines ways to provide public safety when traditional fire and emergency medical services have response limitations. The foundation is FEMA's "Community Emergency Response Teams" (CERT) curriculum, which provides basic training in disaster survival and rescue skills. This system of neighbor-helping-neighbor improves survival chances until further assessment by the traditional emergency responders.

Annex I: Utilities, Fuels and Transportation. This annex provides guidance for emergency electrical generation, fuels rationing, and prioritization of transportation.

Annex J: Communications. This annex provides guidance regarding emergency communications to support continued public safety and continuity of government, using the structure and personnel of Emergency Communications (EmComm) Teams. Communications nets and protocols to handle message traffic are established to guide operational use.

Annex K: Neighborhood Emergency Teams. This annex implements CEO responsibility for public safety and welfare through their representatives on the Neighborhood Emergency Teams (NET Teams). This annex provides guidance to manage the NET teams, including organization and communications.

Annex L: Emergency Economic Stabilization. This annex provides guidance to facilitate trade and commerce in the event of a national emergency. Guidelines for government support of barter systems are discussed, along with potential currency issues, to stabilize economic conditions until production and widespread trade resumes.

Annex M: Education. This annex focuses on adult education, with a curriculum in basic survival skills. Due to the exceedingly high level of stress that citizens will be going through, classes are also taught in emotional stability skills such as crisis management, marriage strengthening, anger management, child and elder abuse prevention.

Annex N: Legal. This annex contains guidance for county prosecutors and city attorneys to implement national directives. Example resolutions are designed to save time in a crisis environment. This annex is in development, and will be maintained by the County Prosecutor.

Annex O: Administration and Resource Management. This annex contains administrative and resource management guidance to continue essential functions and provide essential services as outlined in federal/state Continuity of Government/Continuity of Operations plans.

Annex P: Sewage and Waste Disposal. This annex provides guidance for expedient community and residential sewage and waste disposal.

PLAN DEACTIVATION

This plan is intended for use from event onset until relative stability is achieved. A general criterion for relative stability (and plan deactivation) is when the community has achieved food sustainability.

SECURITY AND PRIVACY STATEMENT

This plan is unclassified. Sensitive information and privacy-related information have been intentionally omitted. The following types of information are retained by the applicable parent organization:

- Personnel rosters
- Strategies and tactics of law enforcement agencies
- Annex N: Legal

Public involvement is sought for this plan, including review and comment before adoption. This supports FEMA's "*Whole Community*" involvement in emergency management, to bolster local and collective capabilities to withstand potential impacts from disaster events, respond quickly, and recover in a way that sustains or improves the community's overall well-being.

Appendix 1 – Acronyms

CEO	Chief Elected Official
CERT	Community Emergency Response Team
COG	Continuity of Government
COOP	Continuity of Operations
DHS	Department of Homeland Security
EMP	Electromagnetic Pulse
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HSPD	Homeland Security Presidential Directive
MAC	Multi-Agency Coordination
MEF	Mission Essential Function
NEF	National Essential Function
NET	Neighborhood Emergency Team
NIMS	National Incident Management System
NRF	National Response Framework
NSPD	National Security Presidential Directive
SOP	Standard Operating Procedure
STTEF	State, Territorial, Tribal Essential Function
USDA	United States Department of Agriculture
WHO	World Health Organization

This plan is only activated in the event of a national emergency and attendant local disaster/emergency declarations

**Appendix 2 -
Commissioners Resolution and
Continuity Planning Team**

This plan is only activated in the event of a national emergency and attendant local disaster/emergency declarations

RESOLUTION NO. 2010-04-049

A RESOLUTION ESTABLISHING A CONTINUITY PLANNING TEAM; AND DESIGNATING A MANAGER/COORDINATOR FOR THAT TEAM; AND ESTABLISHING AN EFFECTIVE DATE.

WHEREAS, in January 2008, the Federal government promulgated the National Response Framework and other planning guidance to align key roles and responsibilities across the Nation, linking all levels of government, nongovernmental organizations, and the private sector to manage events of national significance or national emergencies; and

WHEREAS, comprehensive local continuity planning is required to carry out the objectives and directives of national contingency plans, to maintain civil order and ensure essential services continue to operate; and

WHEREAS, engaged partnerships are essential to prepare for national emergencies to develop contingency plans and promote interagency cooperation.

BE IT THEREFORE RESOLVED THAT:

Section 1: The Nez Perce County Board of Commissioners hereby creates a Contingency Planning Team to develop, coordinate, and exercise a local contingency plan in support of national contingency plans, to enhance disaster resilience and sustainability of local communities.

Section 2: The Lewiston-Nez Perce County Emergency Manager shall be the Continuity Manager/Coordinator, and shall forward names of representatives to the Continuity Planning Team to address the following critical functions:

- Governance
- Food
- Law Enforcement and Security
- Water and Wastewater
- Healthcare
- Shelter
- Public Information
- Public Safety
- Utilities, Fuels and Transportation
- Communications
- Neighborhood Emergency Teams
- Emergency Economic Stabilization
- Education

Section 3: This resolution shall take effect and be in force from and after its passage and approval.

This resolution is duly approved and adopted by the Board of Nez Perce County Commissioners on the 5th day of April, 2010.

**Board of County Commissioners
Nez Perce County, Idaho**

By: *Douglas A. Zenn*
County Commission Chair

By: *Mike Hou*
County Commissioner

By: *[Signature]*
County Commissioner

ATTEST:

[Signature]
County Clerk

INST. NO. 779974

FILED FOR RECORD
FEE N/C REC. BY NEZ PERCE COUNTY COMMISSIONERS

2010 APR 23 PM 12 25

FATTY O. WEEKS
RECORDER, NEZ PERCE CO. ID.
BY *R Lewis* DEPUTY

Continuity Planning Team

Mel Johnson, Director, Lewiston-Nez Perce County Emergency Management

Stephanie Reynolds, Emergency Planner, Fairbanks North Star Borough Emergency Operations Department

Lewiston Police Department

- Steven Orr, Chief
- Tom Greene, Captain
- Roger Lanier, Captain

Lewiston Fire Department

- Garry DeJong, Chief

Lewiston Public Works

- Chris Davies, Director
- Sandi Hagemann
- Jean Gordon

Nez Perce County Sheriff's Office

- Dale Buttrey, Sheriff
- Alan Johnson, Chief Deputy
- Bill Madison, Patrol Lieutenant

Nez Perce County Cooperative Extension Service

- Kathleen Tifft

Nez Perce County Prosecutor

- Nance Ceccarelli, Deputy Prosecutor

Public Health Idaho North Central District

- Carol Moehrle, Director
- Matthew Dudley, Public Health Response Team

St Joseph Regional Medical Center

- Kerry Maughan, Director Emergency Preparedness