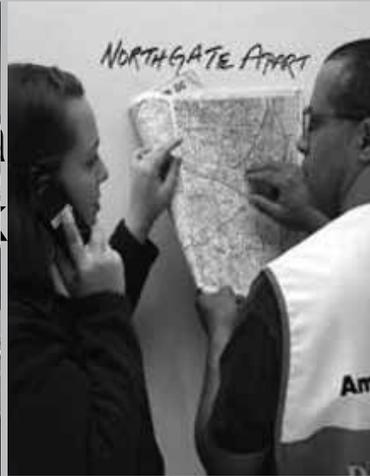


# Handbook Disaster Services



July 2012



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# Introduction

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## Welcome

Welcome to the Government Operations Handbook. This handbook is intended to guide American Red Cross Government Operations activity workers and emergency services program managers and should be used in conjunction with other Red Cross guidance documents.

As a Red Cross worker involved in coordinating and collaborating with our government partners, you play a critical role before, during and after disasters. You are responsible for building and maintaining strong relationships with a broad audience of partners. These relationships are critical to ensure effective planning for, response to and recovery from disasters.

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## Purpose of the handbook

To help you represent the Red Cross successfully in a variety of situations, this document provides instructions for how to do your job and provides context to help you better understand the emergency management process, systems and environment in which you will be working.

Applying the information contained in this handbook will help you understand your role, the needs of our government partners and how you can use your skills to communicate grounded information, effectively handle requests and facilitate optimal solutions for collaborative service delivery.

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## Audience

The information in this handbook applies to all Red Cross workers engaged in Government Operations activities. These workers include emergency services program managers working in chapters as well as Government Operations workers on disaster relief operations.

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## Using the handbook

This handbook is organized into six sections:

| Section  | Description   |
|--|---|
| Introduction   | Welcome and introduction to the work of Government Operations.  |
| Chapter 1: Understanding Red Cross Government Operations | This chapter provides an overview of the Government Operations Activity and the different positions and partnerships involved.  |
| Chapter 2: Before a Disaster                             | Strong relationships are a cornerstone of successful disaster response. This chapter provides information on ways to build and maintain successful relationships through planning, training and exercise initiatives.   |
| Chapter 3: During a Disaster                             | This chapter explains the government liaison's role in a disaster response and gives detailed information about the locations where liaisons work, our partners' liaisons, steps to scale-up an operation and the responsibilities of government liaisons during the response. Position- and assignment-specific information and checklists are detailed in this chapter. |

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Using the  
handbook  
(Continued)

| Section                     | Description   |
|-----------------------------|---|
| Chapter 4: After a Disaster | The role of the government liaison continues when a disaster response is over. This chapter describes how to transition from the relief operation to chapter responsibilities and outlines ways you can be involved in long-term recovery efforts.  |
| Appendixes                  | Government liaisons must understand government disaster response and recovery systems, terminology, authorities and operational methods to work effectively with government partners. This section contains reference information and links to materials necessary to serve in a chapter or on a DRO. |

# Chapter 1: Understanding Red Cross Government Operations

## Chapter Overview

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**Introduction** This chapter provides an overview of the Government Operations Activity. It will help you understand:

- The objectives of Government Operations;
- The role of government in disaster;
- The roles and responsibilities of the various positions involved in the Government Operations activity

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**In this chapter** This chapter includes the following topics:

| Topic                                  |
|--|
| Introduction                           |
| Build Relationships                    |
| Participate in Planning Efforts        |
| Provide Situational Awareness          |
| Facilitate Response Activities         |
| Ensure Strong Government Liaison Teams |

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# Government Operations Objectives

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## Introduction

All Government Operations workers should understand that the process of working with government partners is ongoing. It should begin before a disaster occurs and continue when the response is over.

There are five primary objectives of the Government Operations Activity. These continue through the disaster cycle:

- Build relationships
- Participate in planning efforts
- Provide situational awareness
- Facilitate response activities
- Ensure strong government liaison teams

More information about these objectives follows in this section and throughout the handbook. Both emergency services program managers and government liaisons are responsible for these goals.

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## Build relationships

Information gathered from after-action reports, post-exercise briefings known as hot washes, and government studies indicate that an important predictor of effective relief operations is the strength of relationships between response organizations *before* a disaster. As a government liaison or emergency services program manager, you play a critical role in building and maintaining strong relationships with our government partners.

Your work building relationships with government partners is the most important objective of the work you will do. Other objectives support this important commitment.

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## Participate in planning efforts

You begin effective disaster response with planning. Our government partners develop a variety of different plans from local emergency operations plans to national all-hazards plans. The Red Cross must be engaged in planning at all levels—local, state and federal. Planning:

- Helps establish expectations for service delivery;
- Ensures our capabilities are accurately reflected in official plans;
- Informs our understanding of the disaster and the community need
- Supports our objective to build relationships.

Emergency services program managers should engage experienced government liaisons in planning activities at the local and regional levels. Strong relationships between the Red Cross and government partners ensure effective disaster responses.

---

## Provide situational awareness

You and other government liaisons will provide accurate and timely situational awareness during disaster by exchanging information between the Red Cross and our government partners. Understanding and relating the information effectively, and providing timely and accurate situational awareness, builds essential trust between the Red Cross and our government partners.

---

**Facilitate  
response  
activities**

As a government liaison, your role in facilitating response activities is beneficial to the Red Cross and our government partners. You can help coordinate an efficient response, communicate realistic expectations, offer effective solutions to operational problems and tap into available government resources to deliver services with greater cost-efficiency.

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**Ensure strong  
government  
liaison teams**

When disaster strikes, the Red Cross responds with five initial and important actions—sheltering, feeding, disaster assessment, staffing local emergency operations centers (EOCs), and public affairs and fundraising. An experienced and knowledgeable government liaison team is necessary to represent the Red Cross in the emergency operations and coordination centers during a disaster.

Both emergency services program managers and government liaisons help to build this team. Emergency services program managers engage government liaison volunteers in meaningful Government Operations activities. Government liaison volunteers can support this effort by identifying candidates and mentoring new liaisons.

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# The Role of Government

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## **Government authority**

Local, state, tribal and federal governments are responsible for the well-being, safety and security of citizens. This legal principle is set forth in law. The Robert T. Stafford Disaster Relief and Emergency Assistance Act describes the role of the federal government in disaster.

Guided by our Congressional Charter, our mission and agreements with government entities and our role in federal, state and local disaster plans, the Red Cross plays a key role in supporting these governmental responsibilities.

The local government has a legal responsibility to ensure the safety and welfare of people in their jurisdiction. State and federal support is deployed when a local government is unable to meet the needs of the community and requests resources. To support local governments effectively, it is important to build and cultivate relationships with our local government partners.

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# Red Cross Roles and Responsibilities

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## Your role as a government liaison

Government liaisons are essential to effective disaster response. In fact, staffing an EOC is one of the five Red Cross initial actions when a disaster occurs. As a government liaison, you will help:

- Ensure that Red Cross actions are aligned with, supportive of, and complementary to government.
  - Effectively represent the Red Cross to external partners.
  - Develop and maintain strategic relationships.
  - Manage internal and external expectations.
  - Establish and monitor environmental awareness.
  - Seek, collect, evaluate and communicate critical information.
  - Assemble, organize and use the tools and resources needed.
  - Enhance community trust in, appreciation for and good will toward the Red Cross.
  - Work closely with the Community Partnerships Activity to inform and involve other voluntary agencies in relief efforts.
- 

## Role of the Government Operations team at national headquarters

The Disaster Services Government Operations staff at national headquarters works within Disaster Services to ensure effective operations in the following ways:

- Update Red Cross colleagues about emergency management policies and activities in their state.
- Coordinate with all Disaster Services units and other departments as related to government interactions and agreements.
- Ensure appropriate development, coordination and communication of Government Operations practices and procedures.
- Secure qualified government liaisons from beyond the affected jurisdiction to staff the activity if needed.
- Share specific work plans and information about program changes with Red Cross liaisons working with other agencies and organizations.

The Disaster Services Government Operations staff at national headquarters works at all levels of government to enhance effective operations in the following ways:

- Engage in joint efforts with government partners to enhance the provision of mass care and other support to state governments.
  - Maintain relationships with federal government agencies involved in disaster response and recovery.
  - Define our role and capabilities in disaster planning by serving on planning task forces and committees.
  - Consult with federal and state government and work with special task forces to address issues as far-reaching as refugee concerns, repatriation of U.S. citizens, nuclear power plant accidents and other special situations.
  - Consult with organizations engaged in disaster preparedness and response, including the National Governor's Association, Council of State Governments, Federal Emergency Management Agency (FEMA) National Advisory Council and National Voluntary Organizations Active in Disaster (NVOAD) regarding publications, best practices or model laws, the National Mass Care Strategy and other emergency management materials.
- 

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**Role of the Government Operations team at national headquarters**  
(Continued)

- Engage in and support state and federal level exercises.
  - Maintain relationships and coordinate with federal government agencies and offices involved in emergency response
  - Assist in implementing existing national agreements with government agencies.
- 

**Role of the Disaster Operations Center**

The Disaster Operations Center at national headquarters is composed of representatives from each activity during a disaster and provides operational support and technical guidance to field units and relief operation leadership.

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**Role of the disaster officer**

Disaster officers support the development and maintenance of local emergency management relationships through training and coaching of regional Red Cross staff. Often, disaster officers participate in relationships at the state level and may participate in local emergency management relationships, especially in large metropolitan areas, or when requested by regional chapters.

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**Role of state relations disaster liaisons**

The Red Cross designates a state relations disaster liaison (SRDL) in each state to maintain effective relationships with state governments, which is especially important when disasters grow beyond the capability of a local response.

SRDLs support ongoing collaboration and maintain long-term relationships with state emergency management entities. Normally, the state capital chapter staffs the role of the SRDL, but in some cases, the SRDL may be a full-time employee.

The SRDL or state liaisons working with the SRDL are assigned to the state EOC to provide liaison services to the state.

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**Role of state EOC liaisons**

As directed and supervised by Government Operations leadership on a relief operation, the state liaison is a representative of the Red Cross at the state EOC, monitoring response activities and obtaining and providing situational information exchange and requests for the relief operation and the Red Cross. State liaisons are experienced and are typically located in close geographic proximity to a regional or state EOC, and are supervised during readiness by the SDRL.

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**Role of Red Cross government liaison officers**

Red Cross government liaison officers (GLO) support ongoing collaboration and maintain long-term relationships with FEMA and other federal partners. During a disaster, government liaison officers work in the FEMA Regional Response Coordination Center and the National Response Coordination Center. In some instances, GLOs may be deployed to a joint field office, to other forward locations or with FEMA Incident Management Assessment Teams in the initial hours of a response.

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# Chapter 2: Before a Disaster

## Chapter Overview

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### Introduction

The strength of relationships between the Red Cross and our local government partners *before* a disaster predicts the effectiveness of the response. It is critical to the success of Red Cross Disaster Services that emergency services program managers and government liaisons develop good relationships with local emergency management, build a strong cadre of effective government liaisons and maintain effective communication with all disaster stakeholders *before a disaster*. Building these relationships takes time, but there are countless activities going on throughout the year to develop and strengthen the Red Cross relationship with government. This chapter identifies pre-disaster activities and ideas to ensure these successful and strong relationships, including:

- Building strong partner relationships
  - Identifying and developing effective government liaisons
  - Communicating with emergency management officials
  - Developing plans that reflect realistic expectations
- 

### In this chapter

This chapter includes the following topics:

| Topic  |
|--|
| Building Government Operations in a Chapter Disaster Program |
| Communicating Our Role to Emergency Management               |
| Developing Plans that Reflect Realistic Expectations         |

---

# Building Government Operations in a Chapter Disaster Program

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## Regional responsibilities

All regions are expected to conduct the five initial actions when disaster occurs:

- Feeding
- Sheltering
- Disaster Assessment
- Staffing EOCs
- Public affairs and fundraising

To ensure a region's capacity to staff EOCs and initiate other Government Operations activities, regions rely on trained and experienced Government Operations volunteers. Regions should perform the following steps:

- Establish positive working relationships with government partners in the jurisdiction.
- Engage volunteers in relationship-building activities such as:
  - Planning committees
  - Joint responses
  - Exercises
  - EOC orientations and training

Introduce volunteers to the following Red Cross and government response plans:

- Red Cross planning documents:
  - All Hazards Plan and Annexes
  - Regional Response Plan
  - State Response Plan
  - State and local government plans
  - Jurisdictional Memorandums of Understanding and other agreements
- Promote information about Red Cross services to local government representatives active in emergency planning and disaster relief.
- Promote internal and external training opportunities.

---

## Being successful

In this role, you should demonstrate key attributes, including the following:

- Good listening skills
- Effective verbal and written communication skills
- Ability to understand and convey complex ideas to others
- Attention to detail
- Proactive and critical thinking
- Effective relationship and collaboration skills
- Ability to manage stressful conditions
- Ability to problem solve and negotiate in a team environment

To be an effective liaison during a disaster, you should:

- Be familiar with Red Cross services, plans, policies and structures;
- Get to know the partners before a disaster occurs;
- Be familiar with state and local plans, policies, practices and structures.

Your regional leadership may invite you to engage in activities such as training, planning and readiness exercises. These opportunities build skills and also ensure that Red Cross workers participate in joint activities and know team members before a disaster occurs.

New government liaisons may ask for a mentor and look for ways to learn more about the role of Government Operations in your community. Our overall success is tied to effective relationship-building efforts with local emergency managers, which increase the confidence and trust in the Red Cross during a disaster.

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# Communicating Our Role to Emergency Management

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## Communicating our role to build relationships

Building relationships in the community is the role of chapter leadership, including the emergency services program manager. You may be asked to join this effort. Relationships build understanding about capabilities in a disaster response. Over time, collaborative efforts emerge and partners develop working relationships that serve their shared jurisdictions.

When you understand the responsibilities, plans and challenges faced by our emergency management partners, you will be better able to communicate the capacity of the Red Cross to meet those challenges.

You may be part of efforts with the emergency services program managers and other Government Operations volunteers to perform the following tasks:

Identify all the local and tribal emergency managers within a regional jurisdiction. These emergency managers may serve at city, county or state levels. Work with the emergency managers to:

- Ensure familiarity with Red Cross services and capabilities;
- Develop a basic plan for coordination and cooperation during disaster, including identifying representatives from external agencies for assignment at a Red Cross site if appropriate;
- Identify areas in the chapter/regional response plan where participating agencies and organizations can contribute to the chapter/region's resources, if needed;
- Review national agreements with government agencies and voluntary organizations to help local emergency managers understand the response capacity available for different scope and scale of events;
- Arrange for joint training opportunities between Red Cross and local government agencies.

When these initial steps are taken, you and others can maintain and build on these partnerships by:

- Responding to local incidents;
- Participating in local disaster planning meetings;
- Participating in local drills and exercises;
- Attending EOC site and systems training.

---

## Communicating our services and capabilities

To ensure that emergency management leadership understands the nature and capabilities of the Red Cross disaster services, you and others involved in Government Operations work should:

- Clearly explain our services and assistance in a positive manner;
- Accurately relate our local and national capacity, including our capacity to mobilize significant resources when necessary and scaling up process;
- Identify team members to be assigned to the local EOC when activated;
- Inform emergency management of beyond-the-chapter resources for larger operations;
- Inform emergency management of additional workers and leadership staff available for larger operations.

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*Continued on next page*

**Communicating  
our services  
and capabilities**  
(Continued)

As a Government Operations team member, you may not always know the answers. If a question comes up that you cannot answer, let the individual or group know you will find out and then follow up promptly.

---

**Reviewing  
agreements**

Your region may have established agreements with surrounding regions, emergency managers and other support agencies. Reviewing these agreements regularly keeps information and expectations accurate and current.

You can assist in the agreement review process by:

- Helping to maintain a review schedule;
- Reviewing agreements and identifying and updating outdated or inaccurate information;
- Helping to coordinate agreement review meetings.

When conducting agreement reviews with our partners, you and other team members should:

- Reaffirm the agreement's provisions;
  - Consider necessary changes to reflect lessons learned from joint activities, exercises or relief operations;
  - Update the agreement terms and lists of contacts;
  - Reaffirm each organization's understanding and expectations;
  - Ensure that the agreement has been internally approved by Disaster Services and the Office of General Counsel before committing the organization.
-

# Developing Plans that Reflect Realistic Expectations

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## The importance of planning

Planning is the cornerstone of effective response. Before a disaster, regional emergency services program managers should work with all community stakeholders to develop effective emergency response plans and prepare the community for disaster. Review the Red Cross and government planning documents in your region, as explained under Building Government Operations in a Chapter Disaster Program earlier in this chapter.

Another vital aspect of planning is that it is the primary relationship-building and expectation-setting arena for all levels and forms of disaster response and relief entities. Engaging in this process will enrich your understanding of emergency management and can benefit the chapter's Disaster Services program immensely.

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## Community response plans

The amount of planning activity occurring within a community is often a reflection of the size of the community. Large communities may have a robust emergency management structure where planning activities are well organized and ongoing. However, in many smaller communities, this will not be true. In these communities, the local emergency manager may serve in a variety of roles that limit his or her time for effective planning.

Regardless of the size of communities within your chapter or regional jurisdiction, your chapter should be fully engaged in planning activities.

Some of the fundamental steps to ensure effective planning follow:

| Step | Action  |
|------|---|
| 1    | Include all of a community's stakeholders in the planning process.  |
| 2    | Develop a clear understanding of stakeholders' expectations.  |
| 3    | Communicate Red Cross disaster services.  |
| 4    | Use a whole community model to ensure that the full range of community resources is incorporated into the planning. |
| 5    | Ensure common understanding of terminology, descriptions and procedures.  |
| 6    | Accurately represent Red Cross capacity and scaling-up process.   |
| 7    | Identify issues and gaps and facilitate solutions.  |

Look for additional resources for planning on the Disaster Planning Neighborhood and on CrossNet.

---

## Develop a common understanding

When the Red Cross and our partners have established clear expectations and understand our roles, responses can be coordinated, efficient and seamless. Finding agreement on these issues with your local emergency management team will guide your planning. The following is a list of common topics and practices to help guide your planning discussions with partners.

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Develop a common understanding  
(Continued)

| <b>Shelter reporting questions</b>   |   |
|--|---|
| <b>Question</b>  | <b>Answer</b>   |
| Who will report shelter numbers?   | Red Cross reports both Red Cross and independent shelter numbers.   |
| When should shelter take counts for the National Shelter System?                             | Red Cross shelters report at noon and midnight; Red Cross leadership must negotiate with government agencies to design a consistent plan for collecting, validating and reporting numbers from independent shelters.                                      |
| When are shelter numbers reported to the government for processing the Incident Action Plan? | Numbers are usually reported between 5:00 and 6:00 a.m. and are determined by the EOC leadership.   |
| How are independent shelters tracked?  | Shelters are tracked by a few different options: county agencies, Red Cross, other voluntary agencies, or 2-1-1. 2-1-1 provides free and confidential information and referral for help with food, housing, employment, health care, counseling and more. |
| Who will enter independent shelter information in the National Shelter System?               | The Red Cross will enter this information.  |
| Who will validate independent shelter numbers?   | Lead government agency for mass care, Red Cross Mass Care and others validate numbers.  |

| <b>Shelter opening/closing</b>   |   |
|--|---|
| <b>Question</b>  | <b>Answer</b>   |
| What kind of risks will necessitate sheltering?                        | Discuss local risks, such as hurricanes in Florida, earthquakes in California and tornadoes in Missouri.  |
| What kind of events will not require sheltering?                       | Conversations should take place about having shelters in place and planning, to address issues such as mobile feeding support, etc                          |
| How will the shelter sites be selected?                                | The sites are selected by the Red Cross in coordination with emergency management.  |
| Where will the shelter be located?                                     | The shelter is located the closest safe distance to the affected area to maintain normal school, childcare and work schedules when possible.                |
| How will the shelter plans be communicated to the public?              | Communication outlets include the media, redcross.org, National Shelter System application, social media, emergency officials, Emergency Alert System, etc. |
| How will it be determined to close the shelter?                        | Coordinate with the state or local mass care branch and/or the local emergency manager to determine whether to close the shelter.                           |
| What kind of activities and notices will occur before shelter closing? | Client casework, posted notices regarding closing and briefings on reopening evacuation areas will occur.   |
| How will unaccompanied minors in a shelter be managed?                 | Social services child protection agency is usually the lead government agency with responsibility for unaccompanied minors.                                 |

*Continued on next page*

Develop a common understanding (Continued)

| <b>Security in shelters: discussions with local emergency managers and law enforcement to address the potential need for security support in shelters</b> |   |
|---|---|
| <b>Question</b>   | <b>Answer</b>   |
| How will security be provided in shelters?  | The shelter manager may request security support from the government liaison. Options may include local law enforcement or private security. All security decisions should be consistent with Red Cross policies and practices. |
| What actions are taken when a registered sex offender is identified at a shelter?   | See the Sheltering Handbook.  |
| What access will government authorities have to shelter residents?  | See the Sheltering Handbook. Please note that government agencies routinely visit shelters to share incident and resource information with the shelter residents.   |
| Under what circumstances will client information be released and how would this be accomplished?  | Red Cross does not share client records or identifying information without the release of information forms signed by clients or subpoena. See the Sheltering Handbook and Corporate Policy on Protecting Personal Information. |

| <b>Shelter support</b>   |  |
|--|--|
| <b>Question</b>  | <b>Answer</b>  |
| What resources will Red Cross provide to support typical mass care activities?       | Resources include cots, blankets, comfort kits, towels, health and mental health services and other resources as required. |
| What resources may local government need to provide?                                 | Resources include necessary human and material resources as needed by the Red Cross.                                       |
| How will independent shelters be supported?  | Independent shelters are supported by the Red Cross, other nongovernmental partners (NGOs) and government agencies.        |
| What types of resources can the Red Cross typically provide to independent shelters? | Resources include supplies and meals, technical support and staff.   |

| <b>Access and functional needs</b>   |  |
|--|--|
| <b>Question</b>  | <b>Answer</b>  |
| The Red Cross provides services to people with access and/or functional needs and makes adjustments to our programs, services, etc. to make sure that people with these types of needs can be served in shelters we manage. How will individuals with access and/or functional needs be accommodated in Red Cross or independent shelters? | In addition to communicating how Red Cross routinely meets these needs, identify local resources that can provide assistance with items such as ramps, mobility aids and agencies/service providers in your community that serve people with disabilities. |

*Continued on next page*

Develop a common understanding  
(Continued)

| <b>Access and functional needs</b>           |   |
|--|---|
| <b>Question</b>                              | <b>Answer</b>   |
| When will medical sheltering be required?    | Medical sheltering is required when someone cannot be safely accommodated in a general population shelter because of medical needs, health threat, illness and other medically related issues. This condition is determined by licensed health care professionals, usually the shelter nurse during the intake process and in coordination with Public Health. Discuss this with Disaster Health Services for additional information. |
| Who will conduct medical sheltering and how? | This is a public health agency responsibility.  |

| <b>Pet sheltering</b>            |   |
|----------------------------------|---|
| <b>Question</b>                  | <b>Answer</b>   |
| How will pets be sheltered?      | Possible options include being co-located at shelter sites or at animal shelters (fixed or mobile). |
| Who will oversee pet sheltering? | Identify and review relationships with local animal services agencies to ensure joint planning.     |

| <b>Resource requests</b>  |  |
|---|--|
| <b>Question</b>   | <b>Answer</b>  |
| How will government resources (human and material) be requested?              | Resources are requested through Logistics, mass care/the emergency support function (ESF)-6 branch chief or his or her designee. |
| Who will lead the family reunification process and what systems will be used? | Red Cross Safe & Well Linking leads the process.   |

| <b>Other response considerations: Voluntary Organizations Active in Disaster (VOAD) and emergency management discussion</b>                                       |   |
|---|---|
| <b>Question</b>   | <b>Answer</b>   |
| Who will manage spontaneous volunteers?   | Identify local resources that might be VOAD agencies or local volunteer center.   |
| Who will manage material donations?   | Conduct local discussions to identify appropriate VOAD agencies or other community agencies to manage material donations. |
| How will the transition to long-term recovery occur?  | Transition occurs through determination of long-term needs and in coordination with VOAD and government.                  |
| Who will be involved in long-term recovery?   | VOAD agencies, government, private sector and community agencies are involved.  |
| How will messages to the public be coordinated?   | Local discussion occurs, coordinated with Public Affairs at the joint information center.                                 |
| Does the local emergency operations plan include a joint information center, where coordinated and updated information from different organizations is available? | Determine this in conversations and take steps if necessary.  |

# Understanding Information Exchange

---

**Information exchange**

By using the appropriate tools to record, track and report on service delivery, Government Operations monitors the continued progress toward meeting all inquiries from internal and external partners, thereby ensuring effective service delivery.

**Essential elements of information**

It is essential that liaisons track the following information when working in an EOC.

- Boundaries of disaster area
  - Socioeconomic/political impact
  - Jurisdictional boundaries
  - Transportation status
  - Communications status
  - Power/electricity status
  - Water/sewer systems status
  - Status of natural gas service
  - Status of critical facilities
  - Hazard-specific information
  - Weather and environmental concerns
  - Historical information
  - Demographics
  - Hazardous, toxic and radiological issues
- 

**Other types of information**

You may also provide the other types of information:

- Offers of services or resources
  - Internal and external partner concerns
  - Government, community agency and Red Cross activities
  - Emergency/disaster declaration status
  - Status and locations of FEMA DRCs
  - Status and locations of EOC
  - Requests for services, resources or information
  - Shelter sites- Red Cross and independent
  - Contact lists for internal and external partners
- 

**Information sources**

You may can obtain information from a variety of sources including:

| <b>Red Cross sources</b>  | <b>Other sources</b>  |
|---|---|
| <ul style="list-style-type: none"> <li>• Red Cross situation reports</li> <li>• Service delivery plan</li> <li>• Red Cross and government briefings</li> <li>• Red Cross state disaster plans</li> <li>• Disaster Operations Summary Report (DOSR)</li> <li>• National Shelter System</li> <li>• Red Cross Public Affairs team at the joint information center</li> <li>• Red Cross state MOU/MOA</li> <li>• Damage Assessment Summary Sheet (F5233)</li> </ul> | <ul style="list-style-type: none"> <li>• Government agency situation report (SitRep)</li> <li>• Partner agency activity reports</li> <li>• State/local emergency management website</li> <li>• State/local census and demographics sites</li> <li>• Incident action plans (IAPs)</li> </ul> |

---

**Report information**

Once gathered, information must be tracked, analyzed and disseminated. Government liaisons disseminate reports and information through various means:

- Casual conversations
- Electronically

Electronic systems include:

- Red Cross External Relations database
  - Web EOC or other EOC management system
  - Email
- 

**Report types**

Liaisons help to produce a variety of reports:

- Situation Reports
  - Incident Action Reports
  - Red Cross Executive Summary
  - Narratives
  - Disaster Operations Summary Report
  - Government Leadership Briefing
  - Meeting Minutes
- 

**Track information**

Documenting and tracking information will help liaisons to effectively manage large volumes of data and ensure situational awareness and continuity for other workers on the disaster operation.

The preferred method for filing is electronic, and this method should be used as one of the filing systems whenever possible. Use the External Relations database and forms to accomplish this step.

Regardless of your work location, at the beginning of a DRO, establish a job book and filing system in two of three ways—file folder, binder and electronic.

Standard forms used by Government Operations are located in the Government Operations Neighborhood and/or on CrossNet.

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# Chapter 3: During a Disaster

## Chapter Overview

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### Introduction

As a Red Cross government liaison, you may work in a variety of locations with numerous partners during a disaster response. This chapter is designed to give you an overview of the following:

- How to get ready to deploy
  - Where you might work
  - How you will integrate and coordinate with a DRO
  - What you will do on the job
  - What kinds of tools you will use
- 

### In this chapter

This chapter includes the following topics:

| Topic   |
|---|
| Getting Ready to Deploy                                     |
| Assignment Settings   |
| Integration and Coordination on a Disaster Relief Operation |
| Checklist-Government Operations Leadership                  |
| Checklist- Government Operations Management and Supervision |
| Checklist- Government Operations Worker                     |
| Checklist-Assignment Settings                               |
| Government Liaison Tools                                    |

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# Getting Ready to Deploy

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## Research the event

Before deploying on a disaster assignment, it helps to understand the nature of the event and the response efforts currently occurring. Use available information to learn about the disaster and the initial hours of the response.

### **Research the event**

Use the Internet, Twitter and Facebook or other social media to obtain information about the disaster. Although this initial information may not be authoritatively grounded, a quick review can help you form a picture of what is occurring.

- Search online for key words using the name of the affected community and the type of event (e.g., hurricane, tornado, earthquake).
- Conduct a similar search on Twitter and Facebook.
- Search for Web-stream police broadcasts and listen to the response activities as they occur.

### **Research the government**

If you are deploying within your community or state, you may have access to internal websites or emergency management platforms such as Web EOCs, where our response partners post situation reports, resource requests and briefing information.

If you have access to these sites:

- Conduct a quick review of the situation and briefing reports;
- Look for information about the operational reporting, including answers to these questions:
  - What is the operational period?
  - When is information due for the incident action plan?
  - When are briefings occurring?
  - What kinds of resources are being deployed/requested?
  - Are there health or safety cautions?
  - Has the critical infrastructure been affected?
  - Is there power, water and sanitation?
- Are there orders to the public to boil water?
- Are there evacuations related to hazardous material?
- Review the local or state response or emergency operations plans;
- Review the mass care or ESF-6 annexes related to the federal emergency support function 6, which tasks the mass care functions.

Red Cross government liaisons have a position of trust with our emergency management partners and should protect information obtained in this work. Use discretion and judgment and share the information only with others who have a need to know. Your activity manager can help you determine appropriate stakeholders.

### **Research the area**

If you are deploying outside of your community, research the area where you are going.

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*Continued on next page*

**Research the event**  
(Continued)

- Download maps.
- Visit the state’s Department of Transportation website to learn about road conditions and closures.
- Visit the state or local emergency management website to learn about warnings and other critical safety information.
- Visit the Census Bureau page for demographic information.
- Visit the local chamber of commerce page to get a sense of the culture and history of the location.
- Obtain directions to your work location or hotel.

**Research the Red Cross response**

Your deployment may occur after the initial phase of the disaster. Check for information about the response:

- Access Red Cross internal websites for available information.
- Review the local and regional Red Cross response plans, including the Mass Care Annex.

Print information you might need in case of limited Internet access.

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**Refresh your Go-Kit**

Preparing a set of resources, or Go-Kit, to use on deployment is an efficient way to ensure access to important materials. You may have already established a file or kit of materials to take with you on a disaster deployment. Print materials from your research about the area and the disaster response to include in the kit. Refer to the Government Liaison Tools section of this chapter for more ideas about the Go-Kit.

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**Deploy**

Follow the Disaster Services Human Resources System (DSHR) member guidance and information from your local DSHR administrator or staff deployment team to deploy to your assignment.

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# Assignment Settings

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## Assignment settings

On most disaster response operations, government liaisons work in an emergency operation center, coordination center or the DRO headquarters. EOCs/coordination centers exist at the local, state and federal levels. Depending on the requirements of a response effort, other structures may be set up to coordinate the response.

Keep in mind that staffing EOCs is one of the five initial actions for every response. For this reason, your region will need a cadre of government liaisons capable of covering all of the EOCs within its jurisdiction, sometimes 24 hours a day.

This section provides a list of the various locations where you might work as a government liaison. Additional information about EOCs and coordination centers, their structure and functions can be found in the Appendixes.

---

## Local assignment settings

Red Cross government liaisons may be asked to serve at these local emergency operations or command centers:

- Incident command post
  - Area command
  - Local city/township EOC
  - County/parish EOC
- 

## State assignment settings

If a disaster requires state assistance, state EOCs may be activated. Depending on the nature of the disaster and whether or not mass care services are required, the state may ask the Red Cross for liaison assistance. A government liaison may be asked to serve at a regional EOC or a state EOC.

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## Federal assignment settings

When a presidential disaster declaration is made, FEMA will activate its emergency coordination centers. When requested, Red Cross is obligated to provide government liaisons to these locations under the terms of our Memorandum of Agreement (MOA) with FEMA. It is important to note that liaisons at federal locations serve there at the invitation and request of the federal government. FEMA will coordinate with national headquarters concerning their need for federal liaisons. These locations typically include the following:

- Joint field offices (JFOs)
- Regional response coordination centers
- National response coordination center
- National operations center

During some disaster events, other forms of federal coordinating centers may be established. These could include the following:

- Multiagency resource coordination centers
  - Disaster recovery centers
  - Disaster field offices
- 

## Red Cross assignment settings

You may also be asked to serve as a government liaison at a Red Cross location. Locations where liaisons might be needed include the following:

- DRO headquarters
  - National Disaster Operations Center (DOC)
  - Family assistance centers
  - Mega-shelters
  - Mass evacuation debarkation and embarkation sites
-

# Integration and Coordination on a Disaster Relief Operation

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**Assignment to a disaster relief operation** When you arrive at the relief operation, you will check in with Staff Services, receive a DRO orientation and then check in with Government Operations management for an activity briefing and your worksite assignment.

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**Initial briefing** A key step for effective integration into a large DRO will be the initial orientation and operation/activity briefing. This briefing will help you gain an understanding of the scope and scale of the event, the actions and activities to date, and the plan to transition responsibilities and relationships to DRO workers.

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**Identifying resources and contacts** During the initial activity briefing, you should receive a government contacts sheet and a Disaster Operations Information Sheet (DOIS). These are used to identify key stakeholders.

Other resources you will need may include office supplies, maps, cell phone, vehicle for offsite assignments and addresses for chapter, FEMA, EOC, shelters, kitchens, etc.

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**Communication and reporting** Some of the reports you will receive are described below. These are created on a DRO and should be distributed to the appropriate audience.

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**Daily internal reports** Daily reports are generated or received by the Government Operations leadership and forwarded to Government Operations workers and external partners and typically include the following:

- Red Cross Disaster Operations Summary Report for External Partners (DOSR)
- Red Cross Disaster Operations Summary Report for External Partners—Supplemental Information
- DRO situation reports
- Red Cross Executive Summary

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**Daily external reports** These reports are gathered from external sources, summarized by assigned Government Operations workers (as appropriate) and forwarded to the Government Operations leadership, workers and the activity lead at the Disaster Operations Center and include the following:

- State EOC situation reports
- Local EOC situation reports
- VOAD meeting minutes
- Community agency activity reports
- Disaster declaration and amendments
- FEMA national situation reports

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File copies of these reports in the job book for your assigned location and electronic copies in the Government Operations folder on the DRO computer system.

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**Developing  
service delivery  
plans**

After obtaining information from the director of the disaster relief operation about the disaster and any special conditions or objectives, the Government Operations leadership should develop a Government Operations activity service delivery plan. The plan should include the following:

- The scope of Government Operations activity on the operation
- The human resources needed to support the anticipated needs
- The material resources needed for Government Operations activity
- A plan for transitioning Government Operations activities from the affected unit to the DRO
- Collaboration with government partners as applicable
- Declaration status and planning/resource implications

You may be part of the effort to develop the service delivery plan, which should be:

- Developed in consultation with or reviewed by the Government Operations Activity lead at national headquarters;
- Submitted to the director of the disaster relief operation or designee for approval.

Once the plan is approved, it should be shared with all Government Operations workers and other activities as appropriate. As a Government Liaison, the operation and activity service delivery plans will help you to understand and communicate operational and activity priorities to our government partners.

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**Local  
coordination  
issues**

Every government liaison should coordinate with the Government Operations leadership on the relief operation before contacting any government entity. Government Operations leadership will work with the chapter emergency services program manager or chapter executive when transitioning Government Operations responsibilities from the chapter to the relief operation. This responsibility helps chapters maintain and build their relationships with government partners.

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# Checklist—Government Operations Leadership

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**Leadership role on a relief operation** The leadership of the Government Operations Activity on a relief operation ensures our partnership success with government agencies and with other activities in the Red Cross operational environment. The information in this section guides the top-level leadership of the Government Operations activity on a disaster relief operation.

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## Checklist

If you are traveling from outside the area, work with Operations Management and local emergency service program leadership to determine and/or complete the following:

- Scope and scale of response
- Current EOC activation and representation
- Contact and resource lists
- Activities to date
- Shortfalls or potential service delivery challenges
- Determine if there is a tribal presence in the area and develop a support plan accordingly.
- Ensure staffing at state EOC, if indicated.
- Coordinate with activity lead at the DOC and the Government Liaison officer(s) to appropriately staff federal sites.
- Develop agreement with the local regional disaster program management and government operations team to manage local relationships and mutual reporting expectations.
- Identify potential problems that could affect relationships with participating government agencies and, if necessary, refer these problems through appropriate administrative channels.
- In conjunction with Operations Management, develop and inform service delivery plans.
- Identify and establish activity worksite, activity structure and resources needed.
- Assess initial staffing needs and submit request form(s) to Staff Services.
- Assign activity management team.
- Coordinate with other leadership on the relief operation for meeting/call times.
- Prepare and submit daily situation reports to Operations Management.
- Request activation of External Relations database through Disaster Services Technology (DST).
- Monitor Government Operations activities and ensure effective communication and reporting is occurring.
- Ensure DOIS includes state EOC and FEMA site representatives and they are included and considered as field staff for DRO communications and planning.
- Ensure that all field staff receive daily and timely information updates.
- Make contact with activity lead at the DOC.
- Participate in DRO leadership meetings.
- Develop and monitor operation and activity priorities.
- Ensure overall collaboration of service delivery planning and coordination with government partners.
- Continually monitor, evaluate and record Government Operations successes, challenges and needs for scaling the activity up or down.

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*Continued on next page*

**Checklist**  
(Continued)

- Monitor and record cost savings achieved through government partnerships (e.g., water, fuel, shelf-stable foods, etc. using the cost-savings spreadsheet template.
  - Maintain communication with regional grouping leadership.
  - Maintain communication with activity lead at the DOC.
  - Ensure development opportunities for local Government Liaisons.
-

# Checklist—Government Operations Management and Supervision

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## Management and supervision role on a relief operation

On large operations, the Government Operations teams may have midlevel managers who oversee the work of others on the disaster relief operation and serve as subject matter experts within the Government Operations Activity or within a specific activity specialty track (local/state/tribal/federal). Regardless of size, the oversight and support of other team members is a critical and important part of the team's success, providing extensive technical knowledge of the activity and tasks.

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## Checklist

- Identify potential problems that could affect relationships with participating government agencies and, if necessary, refer these problems through appropriate administrative channels.
  - Monitor staffing requirements and coordinate with Staff Services to ensure appropriate staff levels are maintained.
  - Develop and maintain staffing roster and schedules.
  - Monitor and ensure broad situational awareness of significant partner resource movement, emergency declarations and Red Cross activity.
  - Monitor and record cost savings achieved through government partnerships (e.g., water, fuel, MREs, etc.) using the cost-savings spreadsheet.
  - Develop and maintain government contacts list.
  - Assess incoming staff to determine appropriate assignment.
  - Ensure that all field staff receives daily and timely information updates.
  - Coordinate with field staff to ensure that all Requests for Information and Requests for Action are completed in a timely manner
  - Appraise government operations leadership of all pertinent information at all times.
  - Coordinate with staff to ensure that assets such as rooms, computers and vehicles are used effectively to support good financial stewardship.
  - Ensure engagement and development opportunities for local government liaisons.
  - Seek and monitor opportunities for leveraging partnerships and resources.
-

## Checklist—Government Operations Worker

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### **Work of the government liaison**

This section provides several checklists for Government Operations workers. You might work in several different environments, and some of these locations have slightly different operating procedures. For this reason, these checklists are organized by location.

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### **Common job responsibilities**

The following are the job responsibilities of Government Operations workers regardless of your assignment setting. During response, you may:

- Act as a resource to leadership on the DRO about Government Operations;
  - Establish and maintain contact and coordination with government agencies that are providing resources for disaster relief;
  - Maintain a current contact list of names, addresses and telephone numbers (both office and afterhours);
  - Collaborate with government agencies to ensure that assistance to people affected by disaster is provided as swiftly and effectively as possible, while eliminating duplication of effort;
  - Identify potential problems that could affect relationships with participating government agencies and, if necessary, refer these problems through appropriate administrative channels;
  - Keep government agencies within your jurisdiction/assigned area informed about Red Cross disaster response activities at regular intervals (e.g., once or twice per operational period as the level of response activity dictates);
  - Determine the schedule of briefings, attend them, report out if requested and take notes to share with the Government Operations team.
-

## Checklist—Assignment Settings

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### EOC and coordination center checklist

The following tasks encompass the essential roles and responsibilities of Red Cross government liaisons serving in any emergency operations or coordination center. For location-specific information, see the additional checklists below.

- Introduce yourself and exchange contact information with all the agencies represented at the EOC, particularly those with whom you may coordinate on Mass Care issues.
- Make sure your Red Cross identification is displayed on your person and vehicle at all times when at the EOC.
- Wear appropriate attire. In some state and federal EOCs, Red Cross vests are not appropriate attire. In these locations, it may be acceptable to put your vest on the back of your chair for visibility; however, always observe and adopt the customs of the individual EOC.
- Work with the emergency manager or designee and receive a briefing about his or her expectations of you, your work space assignment, the procedures in the EOC, the facility layout and the briefing and reporting schedule.
- Work with the Mass Care or ESF-6 lead and participate in a briefing about mutual expectations and the briefing, planning and reporting schedules.
- If time permits, request a tour of the facility.
- Update the government contact list throughout your deployment to ensure appropriate transition when you leave. Use the *Contacts—Government Officials* spreadsheet form to track these contacts
- Work with the government Mass Care branch chief or designee to be included on the distribution list for all communications and reports produced by the EOC, especially the daily situation report, as well as road, weather and water level reports.
- Seek and monitor opportunities for leveraging partnerships and resources.
- Participate in briefings on any internal and external factors that may affect the operation to include the information listed in the *Daily Report Checklist*
- Attend and participate in all meetings to which you are invited.
- Cover the desk and phones at all times or leave a forwarding number.
- With the assistance of the emergency manager, or the appropriate delegate, arrange for an EOC identification (if required), computer, phone, email address and access to the state tracking system (if applicable).
- Inform the Government Operations leadership at the Red Cross DRO of your arrival, the site hours of operation, briefing and reporting schedules, plans for continued coverage and after hours telephone numbers.
- Use the *Daily Log* to maintain a comprehensive record of activities as well as a job book or filing system for all open and closed inquiries. Track and follow up on these inquiries
- Collaborate and communicate to keep government officials in the EOC/coordination center up-to-date on Red Cross disaster relief activities, particularly shelter and feeding operations, damage assessments and other direct services activities.
- Coordinate with the mass care or ESF-6 group at the emergency operations/coordination center. Some reports you should share on a regular basis include the following:

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**EOC and  
coordination  
center checklist**  
(Continued)

- Disaster Operation Summary Report for External Partners
  - Disaster Operation Summary Report for External Partners—Supplemental Information
  - Damage Assessment Summary Sheet (F5233)
  - Red Cross press releases and pertinent Public Affairs information
  - Appropriate elements of the DRO service delivery plan
  - Be prepared to provide contact information for Red Cross services including the following:
    - Red Cross donor assistance line: 1-800-RED-CROSS (435-7669)
    - Red Cross Safe and Well website: <http://www.redcross.org/safeandwell>
  - If Native American lands are involved, follow the procedures described in the Tribal Relations Checklist below.
  - Collaborate and communicate to keep the relief operation up-to-date on government disaster activities, particularly as they relate to clients and Red Cross service delivery:
    - Situation and briefing reports
    - Status of federal/state and/or local declarations
    - Service delivery and points of distribution locations
    - Incident Action Plans
  - Establish regular contact with other Red Cross government liaisons on the relief operation, including
    - State Relations Disaster Liaison (SRDL),
    - State Relations Representative (SRR) and government liaisons at other local/state EOC/coordination centers, including the
    - Red Cross Government Liaison Officer (GLO) assigned to the applicable FEMA region(s) office and
    - Any liaisons at the Regional Response Coordination Center (RRCC) or JFO.
  - Ensure that the Red Cross DRO leadership is kept informed of government disaster response/recovery efforts. Use the *Daily Report Checklist* as a guide.
  - Explain Red Cross disaster policy, regulations and procedures, as needed.
  - Forward requests for Red Cross assistance to the Government Operations leadership at the DRO using the *New Action Item* forms.
  - Forward requests sent by the Government Operations desk at the relief operation on behalf of Red Cross internal partners to appropriate staff in the EOC using the *New Action Item* forms. If appropriate, transfer these requests to a government Action Request Forms (ARF). Follow up on requests by the government or Red Cross operations to ensure that action has taken place, and update all stakeholders.
  - Ensure that the EOC/coordination center and the Red Cross disaster relief operation receive continuously updated information about the other's activities, especially those relating to client needs and the types of assistance being provided.
  - Submit reports to the Government Operations leadership as directed.
  - Report any problems brought to you concerning the Red Cross relief operation to the Government Operations leadership on the DRO.
  - Notify the Government Operations leadership at the DRO when the EOC/coordination center will close and/or when Red Cross representation will no longer be needed.
  - Transition the Government Operations activities in the EOC/coordination center to the DRO or chapter representative, as directed by the Government Operations leadership. Use the opening, transitioning and closing checklists found in this handbook as a guide.
-

**FEMA  
Joint Field  
Office (JFO)**

In addition to the actions listed in the EOC/coordination center checklist, the following are procedures specifically related to working in a JFO:

- Work with the FEMA Individual Assistance (IA) and or Mass Care branch leads and receive a briefing about:
  - expectations for your position
  - the facility layout
  - he procedures in the JFO
  - the briefing and reporting schedule
- Work with the FEMA IA/Mass Care branch chief or the Voluntary Agency Liaison (VAL) and participate in a briefing about mutual expectations and the briefing, planning and reporting schedule.
- Make sure your Red Cross identification is displayed on your person and on your vehicle at all times when working at the JFO.
- Advise if the JFO is using a unique credentialing or identification system.
- Work with the FEMA IA/Mass Care branch chief or designees to identify your working space, and secure any materials necessary to support you activities. These may include FEMA identification, a computer, a phone, an email address and a password for the National Emergency Management Information System.
- FEMA stores substantial information about its response efforts on its common drive. If you are using a FEMA computer, the information you will have access to includes the following:
  - FEMA declarations
  - FEMA situation and briefing reports
  - Disaster Recovery Center (DRC) locations
  - FEMA IA summaries
  - Incident Action Plans
- Establish and maintain partnerships with the Congressional Affairs staff for information about meetings scheduled or attended by members of Congress or their staff. You may also have opportunities to advise congressional offices of notable Red Cross activities.
- Establish and maintain relationships with FEMA Geographic Information Systems (GIS) staff for assistance with critical data mapping capabilities.

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**Regional  
Response  
Coordination  
Center  
(RRCC)**

Red Cross representatives assigned to the National Response Coordination Center or to an RRCC work there at the request of FEMA. Red Cross will assign only individuals with federal qualifications and experience to work at these locations.

When assigned to an RRCC, JFO or other federal facility, you may engage in the following activities:

- Establish and maintain a clear line of communication between the DRO, DOC and RRCC.
- Work to clearly interpret and articulate Red Cross disaster policy, regulations, procedures, plans and strategies to government officials, as appropriate.
- Work collaboratively to integrate Red Cross strategic and tactical planning throughout the planning cycle of each operational period.
- Identify and report potential or developing challenges to Red Cross and federal emergency management staff and work collaboratively to find appropriate solutions.
- Provide analysis and interpretation of reports both to and from the Red Cross as required.
- Maintain a comprehensive log of activities, including contacts, dates and times, requests and referrals to ensure effective transition to incoming RRCC liaisons.
- Consistently maintain awareness of future operational planning initiatives, interpreting data and keeping the Red Cross actively aware of future requirements or demobilization activities.

Note: RRCC traditionally transitions to the JFO(s) once the JFO is established.

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**National  
Response  
Coordination  
Center  
(NRCC)**

The National Response Coordination Center is the national multiagency coordination center based at FEMA headquarters in Washington, DC. It provides overall coordination of the federal response and supports emergency management program implementation. The National Response Coordination Center brings together the federal departments and agencies responsible for:

- Emergency support function activity to assist in preparing for and responding to disasters;
- Issuing mission assignments for disaster support.

As with RRCCs, the National Response Coordination Center is staffed by Red Cross GLOs with similar responsibilities.

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**Tribal relations  
checklist**

Government Liaisons will follow unique protocols for serving and working with tribal governments. These protocols are important because of the following reasons:

- Many Native American tribes are sovereign nations with unique cultures and traditions that require Red Cross workers to be keenly aware and sensitive with any communications;
- Tribes have complex systems, jurisdictional boundaries, allotted lands, languages and customs;
- Thorough research must be done before any contact is made with tribal/native community governments. This research begins with the local chapter which, in most cases, will have an established relationship with any tribes in the area. When working with Native American tribes, always follow the lead and guidance of the local chapter.

The checklist of activity for government liaisons working with Native American/Alaskan tribes includes the following:

- The Government Operations leadership should be supported by the tribal liaison from the affected chapter/region, who should also arrange an introduction to the tribal leadership when possible. The Government Operations leadership will make the initial Red Cross approach to the tribe to assess damage, needs and concerns on behalf of the relief operation.
  - Before conducting any outreach, contact the affected chapter(s) to ascertain existing tribal relationships and communication procedures for offering assistance. Gather appropriate contact information.
  - Contact the Government Operations Activity lead at national headquarters to learn of any historical or contact information with the affected tribe(s).
  - Familiarize yourself with the specific forms of government assistance that have been granted for the disaster, such as individual assistance, public assistance or hazard mitigation assistance. If it is a federally recognized tribe, encourage tribal elders to ensure that all members have applied to FEMA for individual assistance.
  - Before contact, gather information about the tribe using tribal publications and websites. Follow tribal protocol.
  - Communicate and collaborate with all internal partners on the DRO to arrange service delivery to the tribe. Make sure to work with all activities including (but not limited to) Community Partnerships, Disaster Assessment, Mass Care and Individual Client Services to ensure services are provided with cultural sensitivity.
  - Coordinate with the chapter's tribal liaison and Community Partnerships liaison to ensure continuity of the relationship with the tribe throughout the relief operation.
  - Expect to prepare and present a final and separate report to tribal leadership and the local region at the end of the relief operation.
-

## Government Liaison Tools

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### Government Operations database and Neighborhood

The External Relations database or *ERtrak*, is a relationship and data tracking system to help manage contacts, relationships and open issues.

As soon as the IT infrastructure is in place, the Government Operations leadership will ask DST to activate *ERtrak* on a computer assigned to Government Operations in relief operation headquarters and assign a worker to operate and maintain it.

Access the Government Operations Neighborhood for a wealth of information and forms developed for use by Government Operations workers.

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### Daily log

Maintain the Daily Log form to collect, evaluate and disseminate information and record your daily conversations, actions and questions. Initiate the daily log as soon as you arrive at the disaster relief operation. The daily log may be kept by hand if necessary, but when possible, use the electronic version on disaster operations computers.

Keep a detailed log of all phone calls in and out, contact information, internal requests, briefing information and any other significant information you gather, as guided by the Daily Report Checklist.

Use the contents of your daily log to assist you in submitting your Daily Reporting handling inquires and in submitting New Action Item forms for follow-up.

Leave the log and the job book in an accessible place for the worker assigned to relieve you.

---

### Government Officials Contact Sheet

All Government Operations workers in the field and at relief operation headquarters will perform the following tasks:

- Find and record information for all government partners with whom they have contact, using the Government Officials Contact Sheet.
- Update and maintain active phone numbers as well as addresses.
- Store a copy electronically.

Sources include the following:

- Chapter/regional emergency services program manager or designated leadership (local/regional/state contacts)
  - State relations disaster liaison
  - Government liaison officer
  - State disaster officer
  - Disaster Services Technology (DOIS)
  - Red Cross internal and external websites
-

**DRO staff roster**

A Government Operations worker at the DRO should be assigned to maintain contact information for all workers assigned to the Government Operations activity. This worker should perform the following tasks:

- Download the DRO staff roster from DROMIS or the Government Operations Neighborhood site.
  - Find and record the information in the worksheet for all Government Operations and related activity workers assigned to the relief operation, regardless of their work location.
  - Update and maintain active hotel site and staff contact information for activity operation and emergency contact purposes.
  - Update and maintain the Start and End Date fields to help the Government Operations leadership monitor staffing needs.
  - Distribute to all Government Operations workers, activity leads and DST workers for inclusion in the DOIS as often as updates are made.
- 

**Go-Kit**

When preparing your Go-Kit, include the tools listed above as well as any disaster-specific information you think you might need. Take your Go-Kit forms and other documents on a flash drive. If connectivity at your worksite is an issue, be sure to take hard copies of each of the tools and the information suggested below. Some items to consider including include the following:

- Address, phone and driving directions for your worksite and lodging
  - Current DOIS for the DRO
  - Maps or Internet links to maps of the affected area
  - Lists of local and/or state agencies
  - Internet links or paper copies of Mass Care annexes for Red Cross and government plans pertinent to the affected area
  - Demographic information for the affected area
  - Key Red Cross contact numbers and Internet links for Red Cross information, including Internal Red Cross websites, Safe & Well Linking, etc.
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# Chapter 4: After a Disaster

## Chapter Overview

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### Introduction

As disaster response winds down, recovery activities ramp up. Even though a DRO may have ended, recovery efforts will continue in the chapter and the community. You may play a role in recovery activities for your chapter/region. This chapter includes information on the following:

- How to scale-down and transition the Government Operations activities back to a chapter/region
- How to close the operation
- Long-term recovery activities in which you may be involved

Additional information on these topics can be found on Red Cross internal websites.

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### In this chapter

This chapter includes the following topics:

| Topic                         |
|-------------------------------|
| Scaling Down a Disaster       |
| Closing Checklist             |
| Long-term Recovery Activities |

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## Scaling-Down a Disaster

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### Operational tempo and the decision to scale-down the activity

Disaster response operations have a definite rhythm. In the initial hours of response, activity is hectic, phones are ringing, emails flood in, and everyone is moving, talking and working at light speed.

As lifesaving efforts such as search and rescue, flood fighting or fire suppression wind down, the disaster assumes a different rhythm. Things still move at a rapid-fire pace, but the days become more ordered with a predictable schedule of briefings, meetings and conference calls.

Eventually, response activities wind down. Liaisons from other government agencies start to demobilize as the work in their functional areas ends. Operational periods are scaled back, and the EOC begins to empty out. At this point, the Red Cross Government Operations leadership will work with the EOC to determine whether or not government liaisons are still needed.

The decrease in operational tempo signals it may be time to transition the job back to the local chapter.

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### Transitioning your job

Government liaisons are responsible for transitioning their work when they leave an operation. At times, you may transition your work to a replacement liaison or you may transition the job back to the DRO as EOC activities wind down.

Prepare an organized transition for your replacement on the DRO. Plan to provide the following information when you transition:

- An in-person briefing with your replacement if applicable
- An introduction of your replacement to key stakeholders as appropriate
- All of the logs maintained on the job
- All of the contact information maintained for the job
- A list of any items still requiring follow-up
- Electronic copies of all emails sent and received during the operation
- Electronic copies of all reports, notes or other information exchanged during the operation
- Ongoing schedule of briefings, meetings and conference calls occurring in the EOC

Ensure that the information you provide is well organized. For example, situation reports should be stored in the same file and should be organized in date order, so the progression of the response is clearly evident.

If possible, save all documents electronically. Keep a copy of these files for your records on a flash drive. Occasionally, the Red Cross or a government partner may have questions after a response and might need your assistance locating a report.

If you are transitioning the job back to the DRO, you will meet with Government Operations leadership to deliver your logs and other materials and receive an evaluation.

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*Continued on next page*

**Transitioning  
your job**  
(Continued)

Be prepared to:

- Discuss any outstanding items;
  - Provide the schedule of ongoing briefings, hot washes or meetings that Red Cross should attend;
  - Provide a written narrative.
- 

**Transitioning  
from the DRO  
to the chapter**

It is the responsibility of the Government Operations leadership to transition the activity from a DRO to the regional chapter/grouping. As the disaster relief operation scales from a nationally administered disaster relief operation back to a chapter or regionally administered response, the Government Operations leadership will ensure the effective transition of Government Operations activities and relationships. This is done by coordinating with internal and external entities to ensure the following:

- All commitments are met.
  - Information is exchanged with all stakeholders.
  - Documentation is maintained.
-

# Closing Checklist

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## Closing checklist

The decision to close the Government Operations activity on a DRO is made in consultation with the operations director, Government Operations leadership, the local chapter/region, the government partners and the Government Operations Activity lead. The following is a checklist of items that must be completed at closing:

- Develop a plan for releasing workers and consolidating duties, including a transition timeline, workers and materials needed for remaining activities, and contact information for all partners involved.
  - Complete performance evaluations as required, and ensure all supervisors complete evaluations on those they supervised.
  - Forward the following information to Staff Services:
    - Worker evaluations
    - Rosters of workers assigned to the activity
    - Lists of external partners who assisted the activity so that Staff Services can recognize to workers and partners)
    - If possible, send a personal thank you letter from the Government Operations activity to government partners.
  - Contact all partners to notify them of the transition. Provide contact information for the chapter/region to which the activity is transitioning.
  - Ensure that the chapter/regional point of contact is included on the FEMA Voluntary Agency Operations and the state emergency manager's distribution list for any state EOC or FEMA reports that will be useful after the transition (IA summaries, situation reports, VOAD minutes, etc.).
  - Request that workers from the local chapter be included in any after-action briefings.
  - Return supplies and equipment.
  - Consolidate written materials and other pertinent documentation into the job book for transmittal to the affected chapter/region.
  - Prepare a Relief Operation Narrative for the Government Operations activity and submit it to the Government Operations chief and activity lead at the DOC, including "hot wash" and after-action reports.
  - Include narratives submitted from Government Operations workers in the job book.
  - Brief the local chapters on the activities completed, any outstanding obligations and future meetings.
  - Provide a list of the contacts developed during the disaster relief operation (use the Transition Plan form as a guide).
  - Share government contact information with activities that remain on the relief operation after the Government Operations Activity closes down, such as Client Casework and Recovery Planning & Assistance.
  - Transition the Government Operations responsibilities back to the affected chapter/region.
  - Mail or ship memory stick with electronic copy of the job book and contacts to the following:
    - American Red Cross, Government Operations Lead/DOC, 2025 E. St. NW, Washington, DC 20006, 202-303-5670
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## Long-Term Recovery Activities

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### Long-term recovery

As response activities scale-down, the process of long-term recovery builds, or ramps up, including activation of the recovery support functions (RSFs). The RSFs are the coordinating structure for the National Disaster Recovery Framework (NDRF).

Long-term recovery is the process of rebuilding a community, and there is much more to it than simply repairing or rebuilding physical structures. The Red Cross often plays a role in long-term recovery, particularly at the chapter level. The Red Cross may:

- Provide money for long-term recovery in the form of Recovery Planning & Assistance;
- Help to convene long-term recovery committees;
- Convene other community recovery processes.

Long-term recovery can be an exciting and revitalizing process as community members make decisions on how to rebuild. Your chapter may ask you to become involved in long-term recovery efforts by attending community meetings, serving on long-term housing committees or advocating for our clients in other ways.

Cross training in Community Partnerships and participating in your local VOAD group is recommended.

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### Long-term recovery committees and unmet needs

Another area in which your chapter may need your support is in service on a long-term recovery committee (LTRC). After a disaster, community agencies, VOAD members, local business leaders and government and nongovernmental organizations may form an LTRC to address the recovery needs of the community. Red Cross frequently uses Recovery Planning & Assistance funding in support of LTRCs.

The work of the LTRCs can continue for months and even years after a disaster, necessitating that Red Cross provide a liaison to work with the committee.

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# Appendixes

## Overview of Appendixes

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### Introduction

The appendixes include important reference information for government liaisons. Use this section to refresh your understanding of our partners, emergency management systems, Red Cross emergency management and how Government Liaisons interface with other Red Cross internal partners. The appendixes include the following:

- External partners
  - Emergency management systems
  - The Red Cross role in emergency management
  - Internal Red Cross relationships
  - Tribal relations
  - Understanding information exchange
- 

### In this section

This section includes the following topics:

| Topic   |
|---|
| Appendix A: External Partners                               |
| Appendix B: Relationships with Emergency Management Systems |
| Appendix C: The Red Cross in Emergency Management           |
| Appendix D: Internal Red Cross Relationships                |
| Appendix E: Tribal Relations                                |

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## Appendix A—External Partners

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### Categories of external partners

Partnerships are a key element for achieving an effective disaster response. As a Red Cross government liaison, you will work with a variety of partners to exchange information and assist in coordinating Red Cross service delivery. The Red Cross may have existing agreements or Memorandums of Understanding (MOUs) with some of these partners, and other partners may step forward during the response. Our goal is to ensure an effective, coordinated response. We can do this most effectively and efficiently when we work closely with our partners.

Our partners typically fall into one of four categories. These include the following:

**Government partners** are our primary emergency management agency partners and support agencies at all levels during the entire disaster cycle.

**Nongovernmental partners**—The Red Cross works closely with NGOs to provide effective service delivery to individuals and families affected by disaster. The term “nongovernmental partner” refers to nonprofit organizations such as the Red Cross.

**Faith-based partners**—The Red Cross has longstanding relationships with a number of faith-based partners. We collaborate with these partners in service delivery and work closely with them to avoid duplication of services.

**Private sector partners**—Private sector partners are businesses. In disaster, private sector partners provide invaluable services, in-kind donations and support.

It is important to develop strong relationships with disaster partners in your community before a disaster strikes. Use the following list of common Red Cross partnerships for reference when on assignment as a government liaison.

Additional information on Red Cross partners is found on CrossNet, at [www.fema.gov](http://www.fema.gov), on the websites of state and local government and through the National Voluntary Organizations Active in Disaster website at [www.nvoad.org](http://www.nvoad.org).

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### Key federal partners

- Federal Emergency Management Agency (FEMA)
- Health and Human Services(HHS) —Health and medical issues
- Housing & Urban Development(HUD) —Housing
- U.S. Department of Agriculture(USDA) —Food and animals
- Environmental Protection Agency(EPA) —Hazardous waste
- AmeriCorps National Conservation Citizens Corps (NCCC)—Additional workers
- National Transportation Safety Board (NTSB)—Transportation events
- Federal Aviation Administration (FAA)—Aviation incidents
- Army Corps of Engineers (USACE)—Ice, water, flood control systems, debris removal
- Department of Defense (DOD)—Security and logistical support, mass evacuation transportation, medical evacuation and military assets
- Department of the Interior (DOI)—Tribal and insular areas, forest fire suppression, search and rescue
- Bureau of Indian Affairs (BIA)—Tribal and insular areas

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**Key local and state government agencies**

- Office of emergency Services—Planning and response
- Public Health—Planning and response, medical, behavioral health, staff support
- Social Services—Government services and programs available for clients; often has jurisdiction as mass care lead agency for the state
- Animal Control—Pet sheltering
- Public Safety—Law enforcement and fire suppression, site safety and security, evacuations, canteen support, special handling of registered offenders (parole, probation), information sharing on site impact (e.g. green(safe) zone, path of fire, 911 system, or other safety issues).
- Board of Education/Schools—Shelters, kitchen, staff
- Public Works—Damage assessment, road impact, utilities, etc.
- Department of Motor Vehicles—Replacement of identification
- Environmental Health—Site inspections, hazardous household waste, etc.
- Department of Sanitation—Waste removal

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**Key nongovernment organizations**

- American Radio Relay League—Hamm radio services
- Humane Society of America—Animal rescue, household pet sheltering
- Feeding America—Nationwide network of food banks
- Mercy Medical Air Lift—Medical air lift ambulance services
- Habitat for Humanity International—Home builds
- VOAD—Nationwide network of Voluntary Organizations Active in Disaster

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**Key faith-based organizations**

- Catholic Charities/St. Vincent De Paul Society—Case management, financial aid to clients, feeding
- Southern Baptist Convention—Kitchens, feeding, debris removal, chainsaw crews, child care
- Church of the Brethren—Child care services
- Tzu-Chi—Financial aid for clients
- Salvation Army—Feeding, sheltering, household items, case management
- United Methodist Committee of Relief—Case management

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**Key private sector organizations**

- Home Depot—Debris removal and home repair
  - Nestle Waters—Bottled water for bulk distribution
  - Lowe’s—Debris removal and home repair
  - Wal-Mart/Sam’s Club—Food, water, debris removal, home repair, clothing
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## Appendix B—Relationships with Emergency Management Systems

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### Section Overview

This section, and the publications and systems referred to within, provide a framework for developing relationships with emergency management at the national, regional and chapter levels.

Government Operations workers should be familiar with these emergency management systems and publications and should use them in developing and maintaining appropriate relationships and plans.

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### Foundations of emergency management

Through a variety of legislative and regulatory measures known as legal authorities, federal, state, tribal and local government agencies have mandated emergency management responsibilities for a broad spectrum of disaster-related activities. Red Cross receives its legal authority to respond through the Stafford Act as well as through our Congressional Charter.

You can find training on emergency management systems such as the National Incident Management System (NIMS), the Incident Command System (ICS) and the National Response Framework (NRF) online, free of charge, through the FEMA Independent Study program. As a government liaison, you are required to take this training to ensure that you understand the environment in which you will work when assigned to any EOC. In addition, a comprehensive understanding of Red Cross Disaster Services programs, plans, services and capabilities will ensure that you are able to identify opportunities for collaboration and effectively articulate Red Cross programs and services to our partners.

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### Federal legal authorities

As a government liaison, understanding the legal authorities underpinning federal roles and responsibilities will inform and guide your conversations, whether planning for disaster in your local community or serving on assignment at a government site. The following are brief descriptions of important legislation and regulations that guide emergency response throughout the country.

#### **Robert T. Stafford Disaster Relief and Emergency Assistance Act**

This act is the primary statutory authority for most federal disaster response activities, particularly as they pertain to FEMA and FEMA programs. The Stafford Act is a law that provides for the funding mechanisms used by FEMA and other federal agencies to assist states, tribes and affected citizens in disaster. The Stafford Act was originally passed in 1963 and has been amended on several occasions. This Act is credited with establishing emergency management as we know it today, and it helped create FEMA.

#### **Post-Katrina Emergency Management Reform Act (PKEMRA)**

After Hurricane Katrina in 2005, Congress required an in-depth review of the response. Recommendations from this review resulted in PKEMRA, which legislated additional requirements that emergency management agencies are expected to accomplish, such as planning for household pet and service animal care in disaster.

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*Continued on next page*

**Federal legal authorities**  
(Continued)

**Code of Federal Regulations, Title 44 (CFR 44)**

The second tier of federal authority is the Code of Federal Regulations. CFR 44 outlines the regulations governing FEMA programs. FEMA uses CFR 44 as an authoritative source for guiding its activities. Federal agencies are legally required to document their regulations in the CFR. While not laws, federal regulations do carry legal authority. They cannot be changed without following a strict revision protocol requiring publication in the Federal Register and time for public comment.

**FEMA Guidance and Policies**

The third and fourth tiers of federal authority come from guidance and policies. Federal agencies issue policies and guidance to aid their employees in carrying out federal regulations. Guidance and policies do not carry the same legal weight as laws or federal regulations and can be revised by the issuing federal agency without public comment.

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**Presidential Policy Directive 8**

Presidential Policy Directive 8 (PPD-8) is a presidential directive aimed at “strengthening the security and resilience” of the U.S. through “systematic preparation for the threats that pose the greatest risk to the security of the nation.” PPD-8 uses an all-of-nation/whole-community approach, integrating efforts across federal, state, local, tribal and territorial governments and with private sector, community, nongovernmental and individual partners.

- National Preparedness System
- National Planning Frameworks
- Federal Interagency Operational Plans
- National Preparedness Goal
- Annual National Preparedness Report
- Campaign to Build and Sustain Preparedness

*Detailed information about PPD-8 and other FEMA programs and initiatives can be found at [www.fema.gov](http://www.fema.gov).*

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**National Response Framework (NRF)**

The NRF, one of five national planning frameworks, is a guide to how the nation responds to all types of disasters and emergencies. It is built on the NIMS and provides scalable, flexible and adaptable coordination structures to deliver the response core capabilities identified in the National Preparedness Goal. The core capabilities describe activities the nation must be able to accomplish to be secure and resilient.

The NRF is intended to be used by the whole community. The whole community concept focuses on enabling a full range of stakeholders—the private sector, NGOs, the general public and all levels of government—to participate in national preparedness activities and to be full partners in incident response.

The federal ESFs are the primary, but not exclusive, federal coordinating structures for building, sustaining and delivering the Response core capabilities. FEMA is designated as the coordinator and the primary agency for ESF-6, which encompasses mass care, emergency assistance, housing and human services. . The Red Cross serves as the co-lead with FEMA for ESF-6 mass care This is a planning and coordination role and is separate from the Red Cross role as a service provider.

The full text regarding ESFs is available at on the FEMA website. Familiarity with each of the ESFs and full understanding of Red Cross participation is essential for government liaisons.

**Emergency Support Functions**

The National Response Framework established 15 Emergency Support Functions. ESFs help to organize disaster response by grouping specific functions required in disaster response and identifying a federal agency to act as the lead coordinating agency for that function. Many state emergency management agencies have instituted an ESF structure to organize their response efforts as well.

In addition to being co-lead for the Mass Care elements of ESF-6 at the federal level, the Red Cross is named as a support agency to the remaining components of ESF-6 as well as ESF-3, -5, -8, -11, -14 and -15. Our responsibilities as a support agency are outlined in the table below.

| <b>ESF</b> | <b>ESF name</b>   | <b>Red Cross responsibilities</b>   |
|------------|---|---|
| ESF-1      | Transportation  | None  |
| ESF-2      | Communication   | None  |
| ESF-3      | Public Works and Engineering                                | Red Cross works with DOD/USACE; Department of Homeland Security /FEMA; other federal, state, tribal and local government entities; and other NGOs to ensure integration of commodity requirements and distribution processes into mass care operations. |
| ESF-4      | Firefighting  | None  |
| ESF-5      | Emergency Management  | Red Cross provides liaisons or points of contact to provide technical and subject-matter expertise, data, advice and staff support for operations that fall within the domain of Red Cross.   |
| ESF-6      | Mass Care, Emergency Assistance, Housing and Human Services | Red Cross serves as co-lead with FEMA for the mass care component and a support agency to the others.   |
| ESF-7      | Logistics Management and Resource Support                   | Although Red Cross is not listed as a support agency to ESF-7, Red Cross collaborates with logistics agencies at all levels to coordinate information and timely delivery of material and human resources to support local and state operations.        |
| ESF-8      | Public Health and Medical Services                          | Red Cross serves as a support agency and staffs the U.S. Department of Health and Human Services Secretary's Operation Center.  |
| ESF-9      | Search and Rescue   | None  |
| ESF-10     | Oil and Hazardous Material Response                         | None  |
| ESF-11     | Agriculture and Natural Resources                           | Red Cross identifies and assesses requirements for food and distribution services and coordinates with other government and voluntary organizations in the distribution of food.  |
| ESF-12     | Energy  | None  |
| ESF-13     | Public Safety   | None  |
| ESF-14     | Long-Term Recovery  | Red Cross serves as a support agency and provides long-term individual and family services, case management, assistance with unmet needs, and health and human services both directly and through other agencies.                                       |
| ESF-15     | External Affairs  | None  |

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**National  
Disaster  
Recovery  
Framework  
(NDRF)**

The NDRF is a guide to enable effective recovery support to disaster-affected states and tribal, territorial and local jurisdictions. The NDRF provides a structure similar to the NRF that includes recovery support functions (RSFs). These RSFs enable disaster recovery to occur in a unified and collaborative manner.

The NDRF describes the concepts and principles that promote effective federal recovery assistance. It identifies scalable, flexible and adaptable coordinating structures to align key roles and responsibilities. It links local, state, tribal and federal governments; the private sector; and nongovernmental and community organizations that play vital roles in recovery.

The Red Cross is a support agency to two RSFs in the NDRF. These include the Housing RSF and the Health and Social Services RSF. Information on the Red Cross role can be found in the NDRF Interagency Operational Plan.

The NDRF was published in September 2011 and can be found on the FEMA website.

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**National  
Incident  
Management  
System  
(NIMS)**

It is important to understand the NIMS because it is the nationwide management system, and compliance with NIMS is required for jurisdictions engaged in emergency management. Noncompliance can affect available funding for response and preparedness initiatives. In addition, although nongovernment agencies (including the Red Cross) are not required to be NIMS compliant, government liaisons may be required to have NIMS and ICS training before they can be credentialed to work in an EOC.

The National Incident Management System:

- Is a comprehensive, nationwide systematic approach to incident management;
- Is a core set of doctrine, concepts, principles, terminology and organizational processes for all hazards;
- Articulates the essential principles necessary to form a common operating picture and mandates interoperability of communications and information management;
- Establishes standardized resource management procedures for coordination among different jurisdictions and organizations;
- Is scalable and applicable for all types of incidents.

The key benefits of NIMS include the following:

- Organizational and technological interoperability and cooperation
  - A scalable and flexible framework with universal applicability
  - Promotes all-hazards preparedness
  - Enables a wide variety of organizations, including Red Cross and other nongovernment partners to participate effectively in emergency management/incident response
  - Institutionalizes professional emergency management/incident response practices
-

**Incident  
Command  
System  
(ICS)**

ICS, one component of the NIMS, is a proven system developed in the 1970s by firefighters responding to a forest fire in California. ICS is used by responders in the field, and some EOCs are organized using ICS. Red Cross is not formally structured under ICS but the DSHR is similar and generally uses consistent terminology.

ICS is a standardized, on-scene, all-hazards incident management approach that:

- Allows for the integration of facilities, equipment, personnel, procedures and communications operating within a common organizational structure;
  - Enables a coordinated response among various jurisdictions and functional agencies, both public and private;
  - Establishes common processes for planning and managing resources.
- 

**Emergency  
management  
response  
sequence**

The most important principle of emergency management is that all incidents begin and end locally. Every level of government has a legal responsibility to support the response efforts for incidents within their jurisdiction.

Responses begin locally. If local resources are overwhelmed, local emergency management may request support from other cities and/or the county/parish. The county/parish will respond with their resources and, if needed, will request support from other counties under mutual aid agreements. Should the disaster exceed the resources of the regional jurisdiction, a request for state resources is made. If state resources are insufficient to support local needs, a request for federal assistance can be executed by the governor of the affected state. The federal government has the ability to offer some forms of assistance without a formal disaster declaration; however, to obtain the full range of federal assistance, the state must receive a presidential disaster declaration.

Information gathered by the Red Cross is important in helping emergency management at all levels understand the scope of a disaster and the kinds of services that may be needed.

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**Disaster  
declarations**

Formal disaster declarations are made when an incident requires resources beyond the capabilities of the affected jurisdiction. There are several kinds of disaster declarations, including emergency and major presidential declarations. A declaration may suspend some executive, legislative and judicial powers as well as the normal purchasing process for a jurisdiction. Obtaining a declaration is an important legal step that ensures needed resources can be accessed quickly.

For example, a declaration may suspend the normal bid process required for procurement, enabling emergency managers to procure what is needed for the disaster response.

Although Red Cross provides services as needed, regardless of a declaration, Red Cross often plays a key role in the declaration process. Red Cross information, such as damage assessment, number of client cases opened and shelter numbers, is frequently used to help the determination of if and when a declaration is needed.

Additional information and training including the process and impact for Red Cross, state and local communities as related to federal emergency or major disaster (presidential) declarations can be found at [www.fema.gov](http://www.fema.gov).

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**Understanding EOCs**

Emergency operations centers are the sites multi-agency coordination of information, resources, and requests for assistance and policy decisions occurs. These coordinating efforts occur at all levels of government, so there may be multiple EOCs working on the same response.

For example, when multiple communities within a state are affected by a disaster, each community as well as the state may open their EOCs. As a government liaison, it is important for you to understand the types of EOCs that are operating, so that you can interface with the liaisons assigned to them to exchange information and coordinate effort.

**Common EOC organization**

Each EOC will have its own organization, but there is typically one of four ways in which an EOC might be organized. Understanding this organization will help you navigate the EOC and quickly identify the partners with whom you will work most closely.

EOCs are organized by:

- Major management activities, which might include separate groups for policy, coordination, operations and resources. Typically, in this type of structure, the Red Cross government liaison will have a seat in the operations group.
- ICS. In this structure, Red Cross liaisons will be a part of the mass care branch under the operations section.
- Emergency support function (ESF) structure within the operations section of an ICS structure. In this structure, Red Cross government liaisons sit in the ESF-6 branch under the operations section.
- Using a generic multiagency coordination structure, organized simply by inclusion of each responding entity. For example, this structure might include the mayor, fire chief, police chief, public works officer or representatives from the Red Cross and other VOAD agencies. This type of structure is fairly common in smaller communities where one individual may serve in a variety of capacities.

**Local EOCs and command centers**

Several forms of local EOCs include the following:

| Local EOC type        | Description   |
|-----------------------|---|
| Incident command post | <p>The incident command post (ICP) is a temporary facility and signifies the physical location of the tactical-level, on-scene incident command and management organization. When a disaster occurs, the initial responder forms an incident command post. This location could be the hood of a police car or a fire truck or a temporary structure such as a mobile command post. Wherever on-scene response activities are occurring is where the initial ICP is located. One disaster may have multiple ICPs, depending on the size of the event.</p> <p><i>Example: A fire truck responding to a house fire would probably be the ICP for that event.</i></p> |

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**Local EOCs and command centers**  
(Continued)

| Local EOC type                | Description  |
|-------------------------------|--|
| Local EOC type                | <p>When events require multiple ICPs, an area command may be stood up. An area command is a physical location at which tactical coordination of multiple ICPs occurs. Large disasters could have multiple area commands.</p> <p><i>Example: If a house fire expanded and engulfed a whole city block, multiple fire trucks would be needed. An area command might be established to coordinate the efforts of police and firefighters, direct resources to ICPs and de-conflict resource allocation as needed.</i></p> |
| Local EOC                     | <p>Small emergencies such as house fires or traffic accidents do not normally necessitate activation of a local EOC. However, should an event escalate, the local EOC may stand up to support the efforts of area commands or ICPs.</p> <p><i>Example: The fire causes an explosion in a warehouse and a release of anhydrous ammonia. A large section of the city must be evacuated. The local EOC stands up to coordinate this response.</i></p>   |
| County/parish or regional EOC | <p>Typically cities and counties have their own EOCs, since they have different jurisdictions and authorities. When a disaster goes beyond a local jurisdiction or additional resources are required, a county EOC may be activated.</p> <p><i>Example: The anhydrous ammonia plume is now spreading beyond the city limits and into a large area of the county. Small rural communities must be evacuated. The county EOC stands up to coordinate efforts within the county.</i></p>                                  |

**State emergency operations centers**

All states have a state emergency operations center. Most state EOCs maintain extended hours to monitor response activities within the state. When a local EOC activates, the state EOC monitors the event. Should a local or regional jurisdiction in the city or county indicate a need for outside assistance, the state EOC might initiate a partial or full activation depending on the needs of the event.

States have different laws governing their authorities in emergency response. Some states are “home rule” states, where disaster efforts are directed from the local jurisdiction. In these states, the state plays a supporting role and only provides the assistance, resources and support that are requested. In other states, state emergency management may have more extensive authority to direct response activities.

**FEMA regional offices**

FEMA has ten regional offices and two area offices that are responsible for providing response support to the states within each region’s jurisdiction. Each regional office has an RRCC. All RRCCs monitor activities within their jurisdictions 24 hours per day, seven days a week. They provide watch reports on potentially threatening weather, hazardous material spills, fires, earthquakes, solar weather and other incidents within their jurisdictions to all regional staff and their national headquarters.

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**FEMA regional offices**  
(Continued)

As soon as an event occurs, FEMA Watch Team members turn to a Red Cross federal government liaison officer to find out if and how Red Cross is responding. The Watch Team uses information provided by the Red Cross to ensure secondary validation of the information they are receiving from local emergency management, the media and other sources. On occasion, chapters will report information on events such as wind and hail storms to the government liaison officer and state disaster officer before the Watch has received it from local emergency management.

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**Regional Response Coordination Center (RRCC)**

If the FEMA Watch Team determines that a pending event or no-notice disaster could result in local and state authorities being overwhelmed, the RRCC could be stood up. The RRCC is organized by emergency support functions. As with all coordination centers, only those functions/positions that are needed for the event are recruited. Lead and supporting federal agencies in the needed ESFs send liaisons to the RRCC and begin to coordinate response support efforts from the federal level.

Under the Post-Katrina Emergency Management Reform Act, FEMA is allowed to “lean-forward” more aggressively than before Hurricane Katrina. This may mean that FEMA orders and pre-positions mass care commodities such as food and water, commonly used shelter items and functional needs support services caches. Government liaisons should be aware that this material may be available; however, it must be requested by the local government and/or the state before it will be deployed.

Should a presidential disaster declaration be received, the RRCC will work closely with the state EOC to determine which federal programs to activate.

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**Tribal emergency management**

Although tribal (American Indian or Alaska Native) governments respond to the same range of emergencies and disasters that other jurisdictions face, government liaisons should be aware of the cultural considerations and different processes required in assisting tribal governments.

The United States has a trust relationship with Indian tribes and recognizes their right to self-government. As such, tribal governments are responsible for coordinating resources to address actual or potential incidents. When local resources are not adequate, tribal leaders seek assistance from states or the federal government.

Special considerations include:

- The status of sovereignty. NIMS compliance is not a requirement for tribes; therefore, the incident management may be different than a municipal agency.
- Tribes and insular areas may not have an “official” government structure or be formally recognized.

The Red Cross Tribal Liaison courses and related FEMA training can help government liaisons develop cultural competency.

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**Federal Emergency Management Agency (FEMA)**

FEMA is the primary federal agency charged with coordinating the federal response to disasters.

FEMA is our primary federal partner. The Red Cross works with FEMA before, during and after disasters to develop mass care plans, coordinate logistics and complete a variety of other activities to ensure effective service delivery.

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**FEMA  
Programs**

Under the Stafford Act, FEMA is authorized to provide a variety of disaster assistance. Two of the most common forms of disaster assistance programs are public assistance (PA) and individual assistance (IA). When a governor requests a presidential disaster declaration, the request letter must specify which forms of disaster assistance are needed. The following is a brief explanation of the PA and IA programs.

**Public assistance**

FEMA public assistance is the most common form of assistance requested and granted in presidentially declared disasters. The PA program provides a wide range of assistance to state, tribal and local governments and certain types of private nonprofit organizations, so that communities can quickly respond to and recover from major disasters or emergencies declared by the president.

There are several categories of public assistance, ranging from emergency protective measures to debris removal. Whereas PA is primarily concerned with the restoration of critical infrastructure, Category B—Emergency Protective Measures includes assistance for large-scale distribution of water and other supplies as well as procurement or reimbursement of durable medical equipment, consumable medical supplies and personal assistance services. These supplies may be needed to support individuals with access and functional needs in congregate shelter situations. For this reason, government liaisons may work with local and state governments and FEMA on coordinating these PA-covered efforts.

**Individual assistance**

The FEMA individual assistance program provides money or direct assistance to individuals and families whose property has been damaged or destroyed and whose losses are not covered by insurance. Obtaining IA in a presidential declaration requires substantiation of the disaster effects on individuals and households. The mass care service information provided by a Red Cross government liaison plays an integral role in this substantiation.

**Sequence of  
delivery**

FEMA follows a specific sequence of delivery when determining the amount of financial assistance that can be given to a disaster survivor.

Government liaisons should understand the sequence of delivery to advocate for clients and inform stakeholders, including Red Cross colleagues providing direct services to clients. Although the sequence of delivery has more implications in a federally declared event, you should review any state or local legislation that may have similar implications.

Sequence of delivery is as follows:

| Step | Service provider                       | Type of aid  |
|------|--|--|
| 1    | Voluntary agencies                     | Mass care, bulk distribution, direct financial assistance        |
| 2    | Insurance                              | Financial reimbursement for covered losses                       |
| 3    | FEMA                                   | Transitional housing, IA grants                                  |
| 4    | FEMA/state other needs assistance(ONA) | Disaster unemployment, financial aid, disaster food stamps, etc. |

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**Sequence of delivery**  
(Continued)

| Step | Service provider   | Type of aid   |
|------|--|---|
| 5a   | Small business association income evaluation                               | Low interest loans to qualified borrowers                         |
| 5b   | Small business association income evaluation                               | Referral back to FEMA for financial aid for unqualified borrowers |
| 6    | Voluntary agencies, community organizations, long-term recovery committees | Financial and other assistance for unmet needs                    |

To avoid duplication of benefits, FEMA may subtract the value of certain forms of assistance from the maximum IA grant, which is why following the sequence of delivery is critically important for disaster survivors.

This is an example of how aid can be affected if the correct sequence of delivery is not followed:

*Scenario: After a hurricane, a city council has voted to assist some of their affected citizens by providing up to \$5,000 per qualified applicant for needed home repairs.*

| If sequence is not followed       |                  |                  |                         | If sequence is followed           |                                   |            |          |
|-----------------------------------|------------------|------------------|-------------------------|-----------------------------------|-----------------------------------|------------|----------|
| #                                 | Provider         | Assistance       | Amount                  | #                                 | Provider                          | Assistance | Amount   |
| 1                                 | Voluntary agency | Shelter          | \$0                     | 1                                 | Voluntary agency                  | Shelter    | \$0      |
| 2                                 | Insurance        | None             | \$0                     | 2                                 | Insurance                         | None       | \$0      |
| 3                                 | City             | Repairs          | \$5,000                 | 3-4                               | FEMA                              | None       | \$0      |
| 4                                 | FEMA             | Maximum IA grant | \$25,000 (less \$5,000) | 5a                                | Small business association        | None       | \$0      |
|                                   |                  |                  |                         | 5b                                | FEMA                              | Max        | \$25,000 |
|                                   |                  |                  |                         | 6                                 | City/Long-term recovery committee | Max        | \$5,000  |
| Total aid: FEMA – city = \$25,000 |                  |                  |                         | Total aid: FEMA + city = \$30,000 |                                   |            |          |

**Handling sensitive information**

Red Cross Government Operations workers may have access to government documents that are designated as sensitive but unclassified in the course of their duties on a relief operation.

Red Cross workers with this access must comply with the Department of Homeland Security Management Directive number 11042.1, which states that sensitive but unclassified information “will not be disseminated in any manner—orally, visually or electronically—to unauthorized personnel.”

The federal government may designate documents by any of the following classifications:

- Sensitive but unclassified, for official use only (FOUO)
- Limited official use (LOU)
- Official use only (OUO)

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**Handling  
government  
documents  
designated as  
sensitive or for  
official use only  
(Continued)**

- Sensitive information (SI)
- Organizational element
- Protected critical infrastructure information (PCII)
- Sensitive security information (SSI)
- Law enforcement sensitive
- Need-to-know

Regardless of its designation, sensitive information needs to be controlled and access to it restricted. Releasing sensitive information could harm a person's privacy or welfare; adversely affect economic or industrial institutions or compromise programs or operations essential to safeguarding national interests.

Government Operations workers may only distribute sensitive, unclassified information or documents on a need-to-know basis ("need-to-know" is the determination made by an authorized holder of information that a prospective recipient requires access to specific information to perform or assist in a lawful and authorized governmental function, i.e., access is required for the performance of official duties) and then only after the Government Operations leadership has reviewed and approved the request.

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## Appendix C—The Red Cross in Emergency Management

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### Section overview

The Red Cross does not duplicate government responsibilities to provide disaster relief, nor does the Red Cross look to government to supplant or to assume responsibility for elements of the Red Cross Disaster Services program. Instead, we coordinate and collaborate with government agencies to ensure effective service delivery.

To frame conversations and manage expectations with our government partners, government liaisons need to understand the unique relationship between the Red Cross and government. It is important to understand roles, guidance, policies and processes but it is critical that when representing the Red Cross, that the information is shared in context and the goal is to enhance understanding and negotiate solutions.

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### Red Cross authorities

The Red Cross is an independent organization but has the legal status of “a federal instrumentality” because of its charter. Red Cross is empowered to carry out responsibilities authorized by the federal government. This includes defined responsibilities under the NRF and our MOA with FEMA.

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### Understanding our role

As a government liaison, you may encounter misconceptions about the responsibilities and authorities of the Red Cross. If you are familiar with the Congressional Charter, corporate policies, and our agreements with local and federal agencies, you will be able to provide accurate and up-to-date information about the role of Red Cross in disaster.

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### Role of the Red Cross in transportation disasters

Fortunately, large transportation incidents are rare. However, if one does occur, government liaisons should become familiar with the expectations and commitments of the Red Cross to effectively communicate with our government partners and describe the role of the Red Cross in these events.

In 2007, the National Transportation Safety Board designated primary responsibility to the Red Cross for coordinating emergency care and support of the families of passengers involved in aircraft and rail accidents.

More information is available in the Disaster Response Handbook and the Transportation Disaster Annex to the All-Hazards Plan.

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### Memorandum of Agreement with FEMA

In addition to the services we provide following a disaster, the Red Cross signed a MOA with FEMA in 2010, which designated the American Red Cross as co-lead with FEMA for the mass care component of ESF-6. The MOA describes how FEMA and the Red Cross will work together as co-leads of ESF-6.

The Red Cross is the co-lead for the ESF-6 mass care components, along with FEMA.

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**Memorandum of Agreement with FEMA**  
(Continued)

As co-leads for mass care, the Red Cross and FEMA work together to assist state governments and other organizations to plan, coordinate and provide mass care services for people affected by disasters.

In the MOA, the Red Cross also agrees to work with FEMA to develop and create a National Mass Care Strategy with National Voluntary Organizations Active in Disaster (NVOAD) and other mass care support agencies. To fulfill this mission, the National Mass Care Council was formed, creating diverse representation to this issue across the federal, nongovernmental and private sectors.

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**ESF#6**

The Emergency Support Functions (ESF) are part of the National Response Framework. This framework outlines the role of Red Cross in ESF-6, including the following responsibilities:

- Provide specially trained liaisons to work at designated DHS/FEMA locations to support ESF-6 mass care activities as requested.
  - Provide subject-matter expertise on regulations, policy and all relevant Red Cross issues including general mass care planning, preparedness, response and recovery activities, as well as Red Cross-specific activities in these areas.
  - Provide information on current Red Cross mass care activities as requested before and during response operations, including independent shelter population reports, damage assessment, etc.
  - Support DHS/FEMA in working with designated state lead agencies for mass care in planning preparedness and response activities, to include exercise participation.
  - Provide guidance to designated state lead agency for mass care as the state determines its needs for federal resource support.
  - Promote cooperation and coordination among government and national-level NGOs that provide mass care services and appropriate government entities engaged in planning for response to major disasters.
  - Work on a case-by-case basis with DHS/FEMA on transient accommodations to eligible disaster victims.
  - Support reunification efforts through the Safe and Well website and in coordination with government entities as appropriate. Facilitate and support reunification programs in general population shelters operated by the Red Cross.
  - Promote public information sharing through the Red Cross website ([www.redcross.org](http://www.redcross.org)), National Response Center and Safe and Well website.
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## Appendix D—Internal Red Cross Relationships

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|  |   |
|--|---|
| <b>Importance of internal relationships</b>                            | <p>Government Operations workers assigned to a relief operation relay important information between Red Cross disaster relief operations activities and local, state and federal agencies, organizations and personnel involved in service delivery.</p> <p>Detailed roles and responsibilities for each activity are found in the Disaster Services guidance documents and activity handbooks.</p>   |
| <b>Operations Management</b>   | <p>Operations Management is responsible for providing operational oversight and direction to the disaster relief operation. Operations Management establishes and administers the disaster relief operation within existing regulations and procedures.</p> <p>Operations Management provides information about the disaster relief operation and Red Cross service delivery that should be shared with government agencies. Government Operations works closely with Operations Management to provide a high-level information exchange regarding government activity.</p>   |
| <b>Mass Care and Individual Assistance</b>                             | <p>Red Cross services to affected communities include sheltering, feeding, bulk distribution, reunification services, health and medical support, client casework and recovery planning and assistance.</p> <p>Government Operations works closely with Mass Care, Disaster Health Services, Disaster Mental Health, and Client Casework and other activities to ensure timely information exchanges that help with decision-making and situational awareness. Joint efforts include working with FEMA on transitional/temporary housing, identification of underserved communities/individuals, logistical and resource support and staff lodging.</p>   |
| <b>Disaster Assessment and Financial &amp; Statistical Information</b> | <p>Red Cross disaster workers from Disaster Assessment gather, and distribute information about the extent of damage, overall impact, scope of the incident, weather conditions and demographics of a disaster-affected community and provide mapping support to the operation. As a government liaison, you may exchange information with our government authorities regarding road closures or any special requirements for workers to enter restricted areas. This information is critical in aiding Disaster Assessment in planning their work as well as supporting the local and state declaration request process.</p> <p>Financial &amp; Statistical Information workers on a disaster relief operation track statistical information regarding service delivery, human and material resources and financial commitments. You may be asked to provide this information to government authorities using the Disaster Operations Summary Report for External Partners or other methods.</p> |
| <b>Logistics</b>   | <p>You may be asked to facilitate logistical requests between Logistics workers on a disaster relief operation and logistics authorities at a government location, such as an EOC or at FEMA.</p>   |

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**Life Safety and Asset Protection** Life Safety & Asset Protection workers establish safe environments on a disaster relief operation for workers and clients. You may be asked to help connect these workers with appropriate law enforcement if needed to ensure a safety and security.

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**Public Affairs** Public Affairs (PA) is responsible for a variety of external and internal communications services including: representing the Red Cross in the Joint Information Center (JIC) or Joint Operations Center (JOC); coordinating VIP visits; producing internal and external communications; managing media relations; managing media placement; and representing the Red Cross at community outreach and town meetings. In addition, PA serves as the public information liaison to local, state and federal agencies involved in providing disaster relief services and it provides technical guidance for proper identification of all Red Cross service delivery and administrative sites.

Government Operations and Public Affairs exchange all press releases and keep each other informed of relief activities with participating government agencies in order to promote media recognition of these cooperative efforts. Government Operations will also distribute flyers generated by Public Affairs to government partners and facilities, as needed.

Government Operations and Public Affairs share advance information about any visits by government appointed or elected officials. Government Operations facilitates arrangements for Public Affairs representation at the government EOC/JIC as appropriate.

PA staff generally travel extensively around the affected area and service sites. You will often work closely with PA to gain information from their observations and connections.

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**Community Partnerships** Community Partnerships and Government Operations teams should coordinate and communicate frequently to ensure a common operational awareness and collaborative efforts.

Community Partnerships workers are engaged with community, nongovernmental partners and constituency groups. Some examples of shared relationships include the following:

- Community Organizations Active in Disasters
- FEMA Voluntary Agency Liaisons
- Community-based organizations
- Diverse community groups
- VOAD
- Long-term recovery committees
- Native communities
- Consulates

You should collaborate with Community Partnerships workers as needed in order to ensure the following:

- Shared human resources (when appropriate) to reduce staffing needs and meet donor expectations of good financial stewardship
  - Shared tools, such as IT systems, request management and status tracking, forms, contact sheets, situation reports, etc., allowing for increased efficiencies, reduction of duplicative system development and good financial stewardship
- 

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**Community Partnerships**  
(Continued)

- Common situational awareness to ensure effective communication and reduce duplication of efforts

To ensure collaboration with Community Partnerships workers, you might:

- Establish a joint operations desk where cross-trained workers can receive and route all field requests and compile a daily situation report at the end of the day for workers in both groups.
  - Convene daily meetings to share situation reports and outcomes from yesterday's actions, issues or concerns and today's plan. Leadership should touch base several times per day to ensure situational awareness and plan shared responsibilities.
- 

**American Red Cross Government Relations and Strategic Partnerships**

You and other Government Operations workers are part of the disaster relief response, and you may work closely with the Red Cross government relations and strategic partnerships team at national headquarters. That office manages all Red Cross relationships with high-level federal and state elected officials. As a government liaison, you will collaborate with Government Relations staff and the State Relations Representative when inquiries from high-level elected officials are received.

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## Appendix E—Tribal Relations

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### **Tribal cultural considerations**

Ensure cultural sensitivity in communications and services (i.e., food types, clothing and shelter compatibility).

Be aware of and sensitive to potential challenges to be more effective when working with tribal nations.

- Determine the correct terminology to use when referring to members of the affected tribe (i.e., Native American, tribe's name).
  - The tribe may have had no experience in dealing with the Red Cross.
  - Tribal government may be suspicious of Red Cross interference with their customs, culture and traditions.
  - There may be a language barrier.
  - Remember that family plays a central role in tribal culture and the elders are treated with respect.
  - Mistrust of government may make them hesitant to receive local, state or federal assistance.
- 

### **Tribal and consulate relationships**

The relationships with tribes and foreign consulates require specialized expertise. The primary relationship manager will be selected through consensus by Government Operations and Community Partnerships Activity leadership. A great deal of thought and consideration should be taken to select the liaison that will be most effective in the situation.

Government liaisons typically focus on government and emergency management issues, and Community Partnerships liaisons usually focus on the needs of affected tribal members. Effectiveness for both activities will require close collaboration and consistent communication to ensure a shared situational awareness and service delivery plan.

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