



Electric Infrastructure Security Council

SECTOR BLACK SKY PLAYBOOK

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ABSTRACT

The NGO Sector Black Sky Playbook reflects the current framework for managing the risk associated with long duration, multi-region power outages associated with Black Sky Hazards as well as giving a guide for cross-sector coordination. This document was developed with review and input from members of the sector from all levels – national, regional, state and local. It is designed as a resource to comprehensively address Black Sky resilience issues and needs through all phases including Preparation/Mitigation, Response, Restoration and Recovery.

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Role of the EPRO Sector Black Sky Playbook

This Playbook is designed to provide an evolving framework for recommended guidelines to manage risks of long duration, multi-region power outages associated with emerging “Black Sky” hazards.

This Playbook will be consistently updated and reviewed using the EPRO Sector Steering Committee process through consultation with sector professionals and manager. This playbook contains the latest consolidated school of thought on the unique challenges posed by wide area, long duration outages. It provides guidelines to help individual entities strengthen their own resilience measures, develop focused operational plans and assess external support needed to address these severe hazard scenarios.

Sector Background

The Non-Governmental Organizations Sector is comprised of many, diverse groups. The primary focus for this version will be on mass care organizations. The sector will primarily be addressed through the National Voluntary Organizations Active in Disaster (NVOAD). The groups under this umbrella have extensive experience in providing assistance to persons affected by disasters. These disasters range from small localized events to much larger disasters that have impacted multiple states or an entire region. Even these larger types of disasters allow movement of personnel from a non-impacted area into affected areas. However, a different approach and way of thinking will be necessary for a Black Sky event which impacts the entire nation or a great part of the nation. While NVOAD is not an operational body, it encompasses multiple organizations that do have operational entities.

Sector Black Sky Environment

The primary function of focus for the Non-Governmental Organizations Sector will be mass care. Follow on versions of this playbook may add further functions of the NGO Sector. The primary impediments to the NGOs fulfilling their mass care function will be lack of communications, volunteers who are preoccupied with concerns about their families, availability of non-perishable foods, water, fuel and back up generation for warming/cooling shelter facilities. This playbook assumes that mass care will be conducted in a non-discriminatory manner to include children, older adults, people with disabilities or functional needs, as well as, household pets and companion animals.

Sector Model Overview

The model for the Non-Governmental Organizations (NGOs) Sector incorporates the reality of differing organizational structures across the sector. Some have a national, regional local organizational structure while others may only be regional or local. During a Black Sky event, national or regional elements may not be able to assist local elements.

Sector Black Sky Strategic Mission Statement

The Non-Governmental Organizations Sector’s primary mission will be to provide mass care (food, water, shelter) for the impacted population. Consideration must also be given to the medically fragile who may be dependent on power for medical devices, etc. In a Black Sky event the size of the mission will be immensely challenging. Providing mass care to potentially a large percentage of the population is unlike any mass care events in history. Until communications can be established and a distribution system re-established the mission will need to be conducted with whatever resources are located within each local area of operation. This mass care should support individuals and families in sheltering in place for as long as possible, as to avoid potentially disastrous, unplanned mass evacuations.

Sector Black Sky Strategic Mission Priorities Matrix

Define the minimal, sustainable level of service (s)

Phase	Priority	Mission
Preparedness/Mitigation	1	Identify shelter spaces with back up generation
Preparedness/Mitigation	1	Identify non-perishable food supplies
Preparedness/Mitigation	1	Identify potable water supplies not dependent on power.
Preparedness/Mitigation	1	Identify shelter/feeding staffing
Response	1	Establish communications with local officials and needed staff
Response	1	Establish operations and identify replacement supplies/staff
Response	1	Determine sustainable level of service to the population

Black Sky Decisions Overview

The extraordinary scale of a Black Sky event will make decision-making about service-allocation for mass care critical. Currently, mass-care disaster planning assumes that organizations will share resources from non-impacted areas to the affected area. A Black Sky event will require instead that agencies fully utilize existing resources within each community, on the understanding that additional resources may either be unavailable or delayed. New thinking on placement and accessing of resources will be necessary. One possible approach will be vendor-managed warehouses for non-perishable foods much like the public health community has developed for pharmaceuticals in the event of a pandemic or similar event. New approaches need to be developed to encourage family preparedness. Surveys show that only a small percentage of the population has undertaken any preparedness activity. While ongoing efforts and media campaigns need to continue – new approaches must also be explored.

Black Sky Decisions Matrix

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Phase	Priority	Decision
Preparedness/ Mitigation	1	Level of mass care service to be provided.
Preparedness/Mitigation	1	Level of resources developed within local communities
Preparedness/Mitigation	1	Parameters for establishment of shelters (warming/cooling)
Response	1	Who will be responsible for points of distribution (NGO, government or shared)

Sector Black Sky Situational Awareness Overview

The NGO Sector must be informed as early as possible of the scale of the problem. This should include any available information about the extent of the outages and any knowledge regarding its likely duration.. It will be vital to establish communications with State and local Emergency Operations Centers (EOCs). The EOC will need to be aware of any open shelters and shortfalls in the operation of these shelters.

Priority Information Requirements Matrix

Information	Source	Priority	Confidence Level
Extent of Outage	Electric Sector or EOC	1	High
Duration of Outage	Electric Sector or EOC	1	High
Food, water, fuel, generator availability	EOC	1	High

Sector Initial Actions

Establishing needed shelter operations, assisting with developing Points of Distribution (PODs), determining availability of food, water, fuel and generators.

Sector Initial Actions Matrix

Priority	Initial Action	Desired/Required Outcome
1	Establish shelter operations and PODs	Mass care as needed
1	Determine availability of food, water, fuel and generators	Mass care as needed
1	Establish initial communications with staff	Opening shelters
1	Develop situational awareness	Understanding initial needs
1	Establish Communications	For staffing as needed

Internal Sector Requirements

Focus initial efforts only on the requirements to meet initial Black Sky resilience standards.

Internal Sector Requirements Matrix

Phase	Priority	Requirement
All	1	Communications within and cross sector
All	1	Situational Awareness across levels
All	1	Staffing for mass care requirements
All	1	Shelter spaces or mass care facilities

External and Cross Sector Dependencies Overview

The NGO Sector will have overlaps and interdependencies with the Federal, State, Electric and Water Sectors.

External and Cross Sector Requirements Matrix

Requirement Area	Priority	Requirement
Manpower	1	Staffing for shelter operations and Points of Distributions (PODs)
Transportation	1	Movement of transportation dependent citizens, supply/resupply of PODs and shelters.
Backup Power	1	Preservation of perishable foods, power for warming/cooling shelters
Security	1	Protection of food and water supplies, as well as, PODs, shelters, transportation, etc.
Communications (Physical)	1	Coordination between sectors to ensure efficient operations
Water	1	Some areas may need potable water for the entire population
Food	1	Location of caches of non-perishable foods for a very large proportion population if outages are extended.

Sector Specialized Resource Requirements Overview

As described elsewhere, the main requirements for the NGO Sector to accomplish its mass care mission will be non-perishable foods, water, trained shelter and POD staffs, shelters and generators. The NGO Sector is exploring opportunities to develop information sharing on resources controlled by different organizations within the sector. This will be of prime importance in a Black Sky event.

Sector Commodity Specific List Matrix

Phase	Commodity	Estimated Quantity	Potential Source
Response	Food	TBD	Private sector storage
Response	Water	TBD	Private sector vendors
Response	Shelters with generation	TBD	Existing shelter listings
Response	Backup power supply	TBD	TBD

Sector Black Sky Communications Overview

Communications will be required to alert staff as to needs and locations of shelters and Points of Distribution along with necessary coordination between local EOC and all areas of mass care. Communications will also be necessary for local/regional/national segments of organizations to be able to communicate needs and to achieve situational awareness.

Sector Communications Matrix

Phase	Communications Requirement	Coordinated Cross Sector Element, as well as the ability to communicate with volunteer staff at the local level.
response	Voice and data to enable coordination of mass care efforts to include TTY capabilities	All

Sector Black Sky Assessment Tool (s) Overview

In a Black Sky event it will be necessary to accurately assess food/water/shelter and other mass care resources available in local communities. This will be an ongoing effort, requiring coordination with Federal and State Sectors on the development of assessment tools.

Sector Black Sky Planning Requirements

The NGO Sector has extensive experience in large scale mass care events such as Hurricanes Katrina and Sandy, as well as National Level Exercise 11. Utilizing the knowledge gained from these past experiences and exercises will be of great benefit in a Black Sky event.

Sector Best Practices Matrix

Area of Operations	Recommendation	Expected Improvement
Sheltering	Review After Action Reports for latest large disasters as well, as the AARs for the Cascadia Rising exercise to determine areas for improvement.	Better means of conducting mass care at all levels within the US.
Feeding	Same as above	Same as above
PODs	Same as above	Same as above
Resource management	Sector is exploring opportunities to utilize existing management structures.	Same as above

Resilience Initiatives Matrix

Initiative Title	Initiative Description/Cost	Expected Outcome
Planning	Mass care planning at local, state, federal/TBD	Improved mass care
Training	Shelter management and conduct of mass care/ estimated cost at \$100 per student hour	Staffing to conduct mass care
Exercise	Black Sky event and other catastrophic disaster exercises/ estimated cost\$50,00 per State	Identification of problem areas as a means of improving plans and training.

Sector Black Sky Regulatory Impacts and Issues Overview

Some health regulations would probably need to be relaxed in a Black Sky event, although the extent of the accommodation needed is difficult to determine in advance. This would include both medical and public health regulations. Every effort will be made to ensure mass care facilities are ADA compliant but some compromises between the regulations and the exceptional, Black Sky situation may well be necessary.

Sector Regulatory Matrix

Area of Operations	Issue	Recommended Solution/Resolution
Medical	Minimal levels of care requirement	As planning efforts mature, waivers may need to be built into legislation.
Public Health	Health standards including water, food, shelters	Build waiver requests into planning and exercises.
Public Health	ADA requirements for shelters	Depending on level of sheltering required, waivers or accommodations will need to be planned

Annex A – Assessments

See assessment section above.

Annex B – Regulatory Issues Detail Statements

Issue Statement 1

- Mass care includes several components. The regulatory components include medical, public health and sheltering. In a Black Sky event, adjustments may need to be made to minimum levels of care which, in ordinary situations are determined by legislation and regulations. Decisions to alter minimal care levels will have life and death implications and will consequently be very challenging to make.. As Black Sky planning efforts are refined utilizing best practices, lessons learned from past events as well as from exercises, it should become easier to develop legislation or preplanned waivers for care levels.

Annex C – Communications Requirements

Communications Requirement 1

- Internal communication is primarily via either landline or cell phone. Some organizations have planned back up communication via ham radio.
- External communication is primarily via either landline or cell phone. External partners with back up communication ability may share this capacity across sectors.
- Explicit Model:
 - NGOs must be able to communicate with their volunteers in local communities, as well as communicating with partner organizations and local/state and federal governments.
 - NGOs must be able to exchange information on mass care locations with volunteers for staffing, with citizens for services and with governments for situational awareness.
 - NGOs must be able to communicate well before the need for mass care has been established and then throughout the event.
 - Some NGOs do have backup communication in place.
 - Bandwidth requirement is to be determined.
 - Format is to be determined.
 - Priority will be established in coordination with partners within the sector and within the governmental sectors.