



Advanced Leadership Academy

Crisis Leadership: Finding the Playbook

*Dr. Ron Carlee, Clinical Assistant Professor
Old Dominion University, School of Public Service
Norfolk, Virginia*

March 2024





ICMA



ARLINGTON
VIRGINIA



ARLINGTON
VIRGINIA



CHARLOTTESM



January 13, 1979

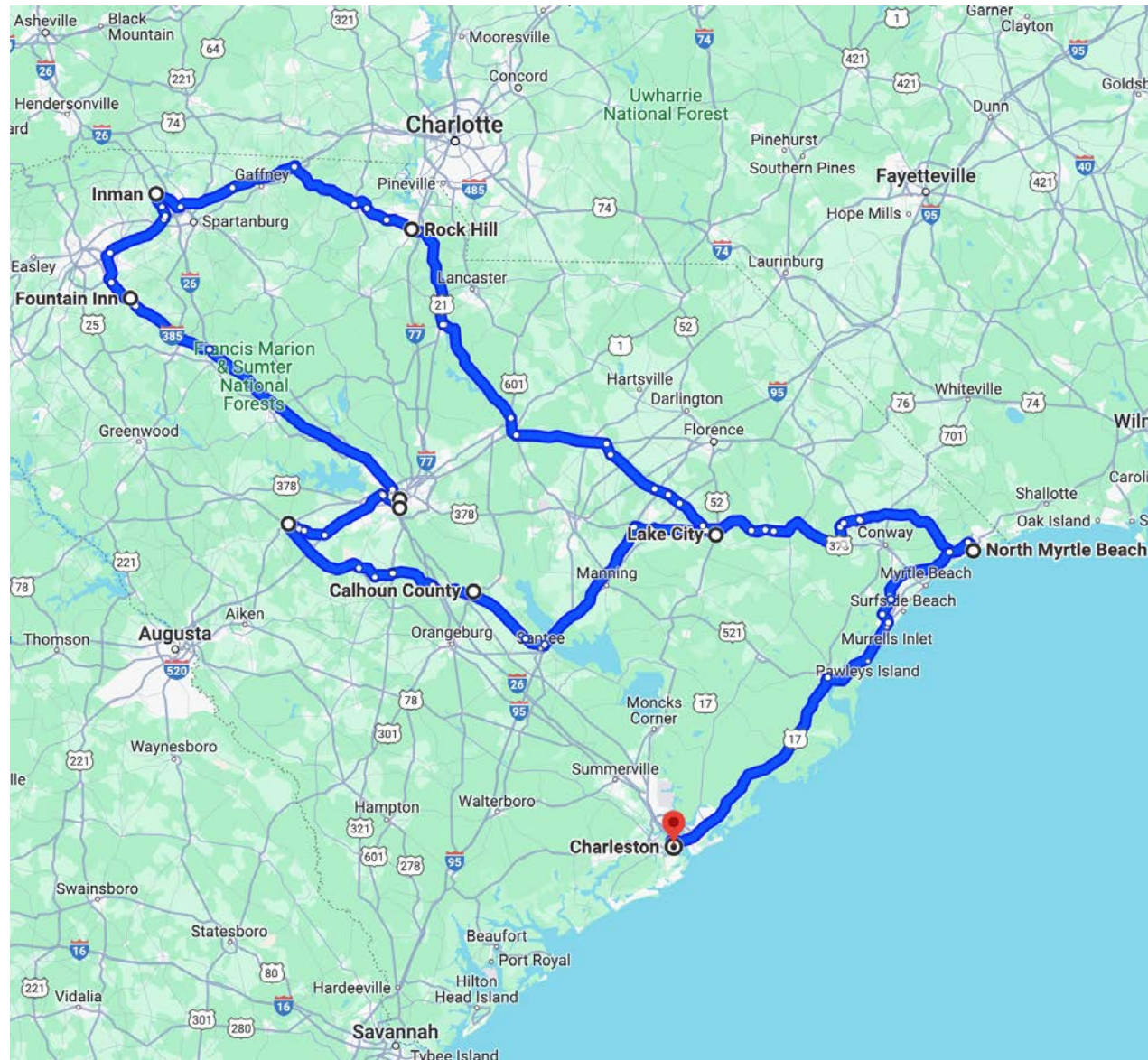




April 3, 1979



What crises have you managed?





9



10



11



12



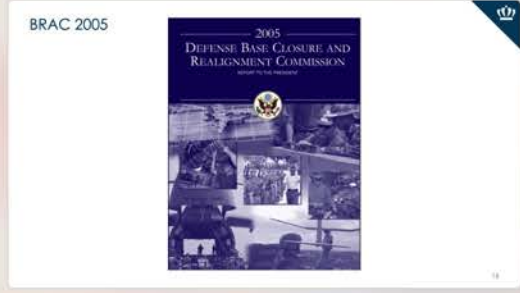
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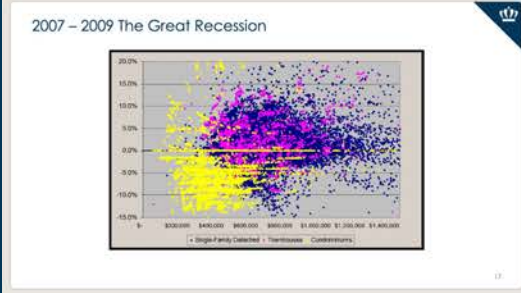
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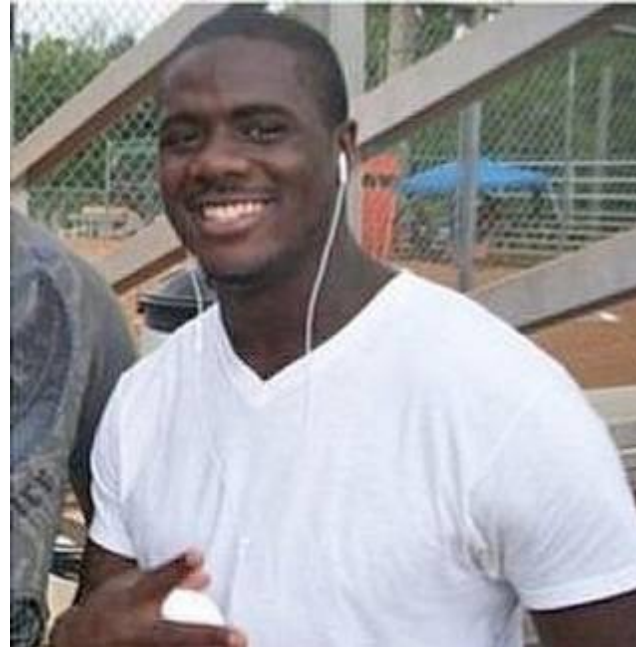


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Bonita Carter
June 22, 1979
Birmingham, Alabama

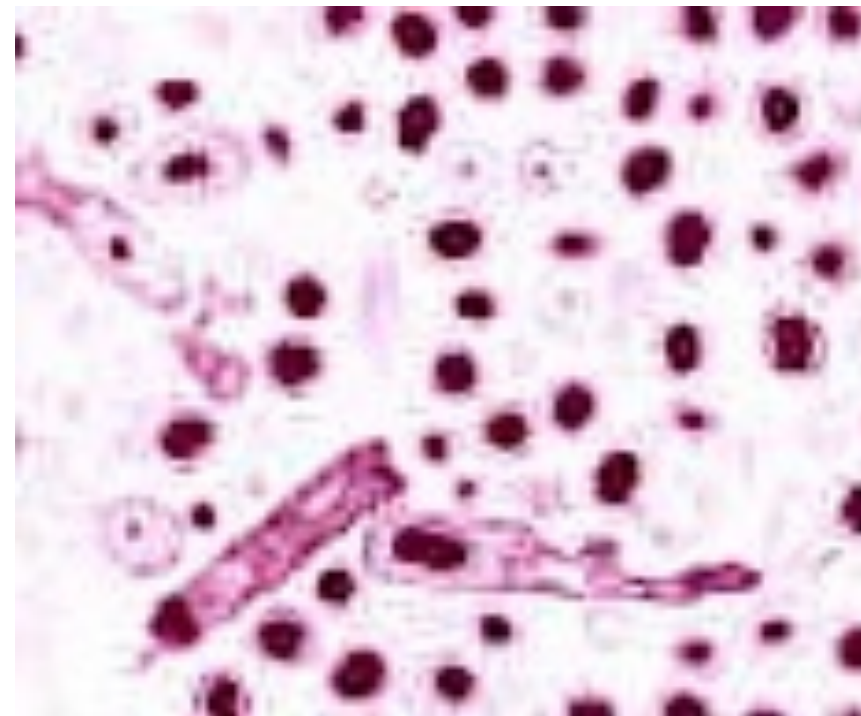


Jonathan Ferrell
September 14, 2013
Charlotte, North Carolina





Anthrax 2001



Snipers 2002





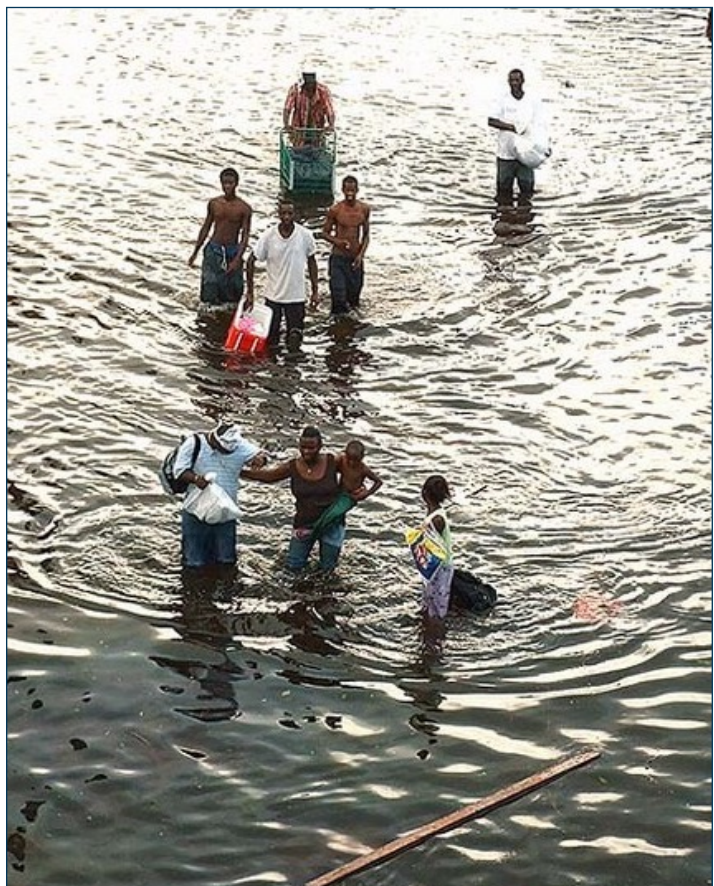
Death of County Board Chair, Charles P. Monroe

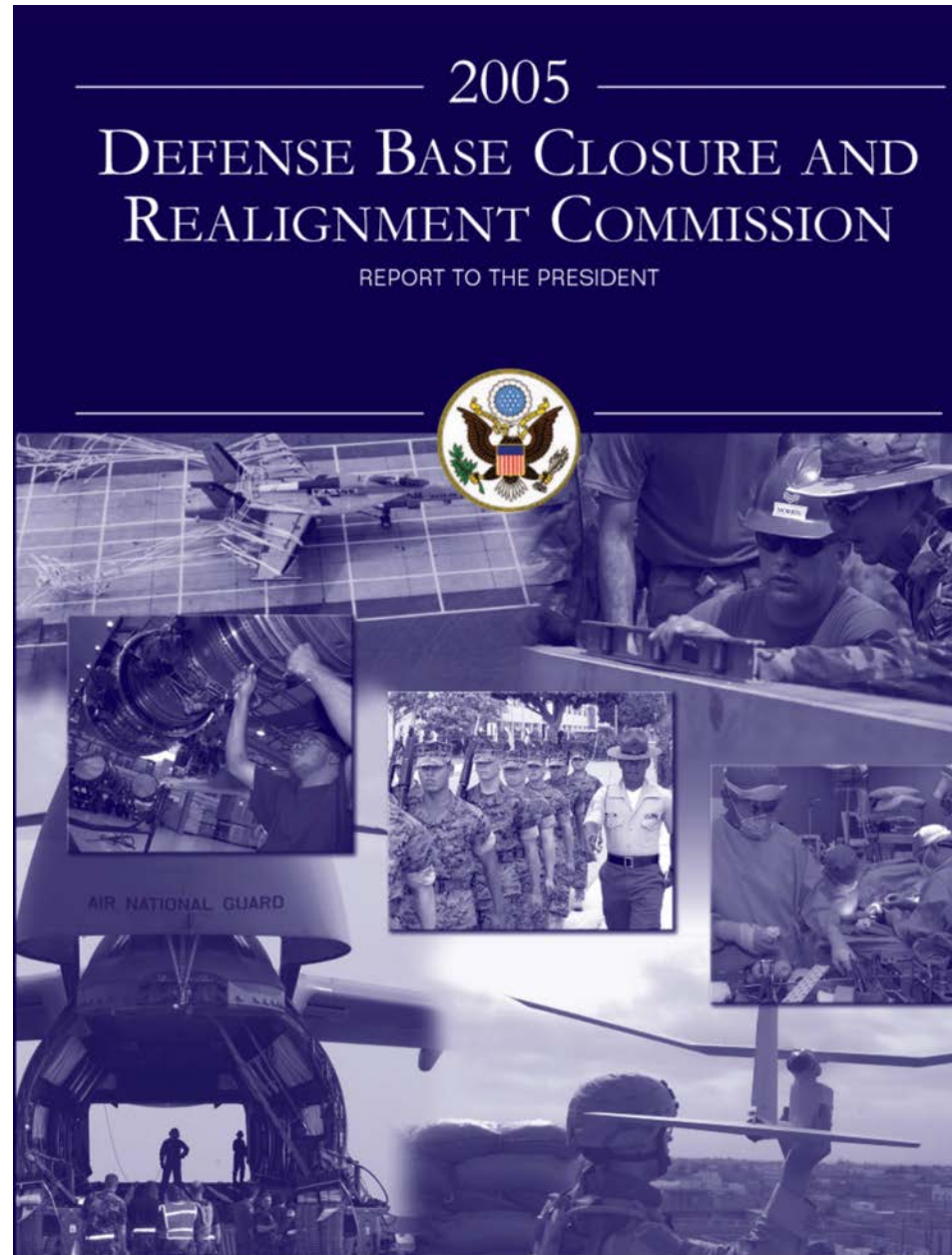


Isabel 2003



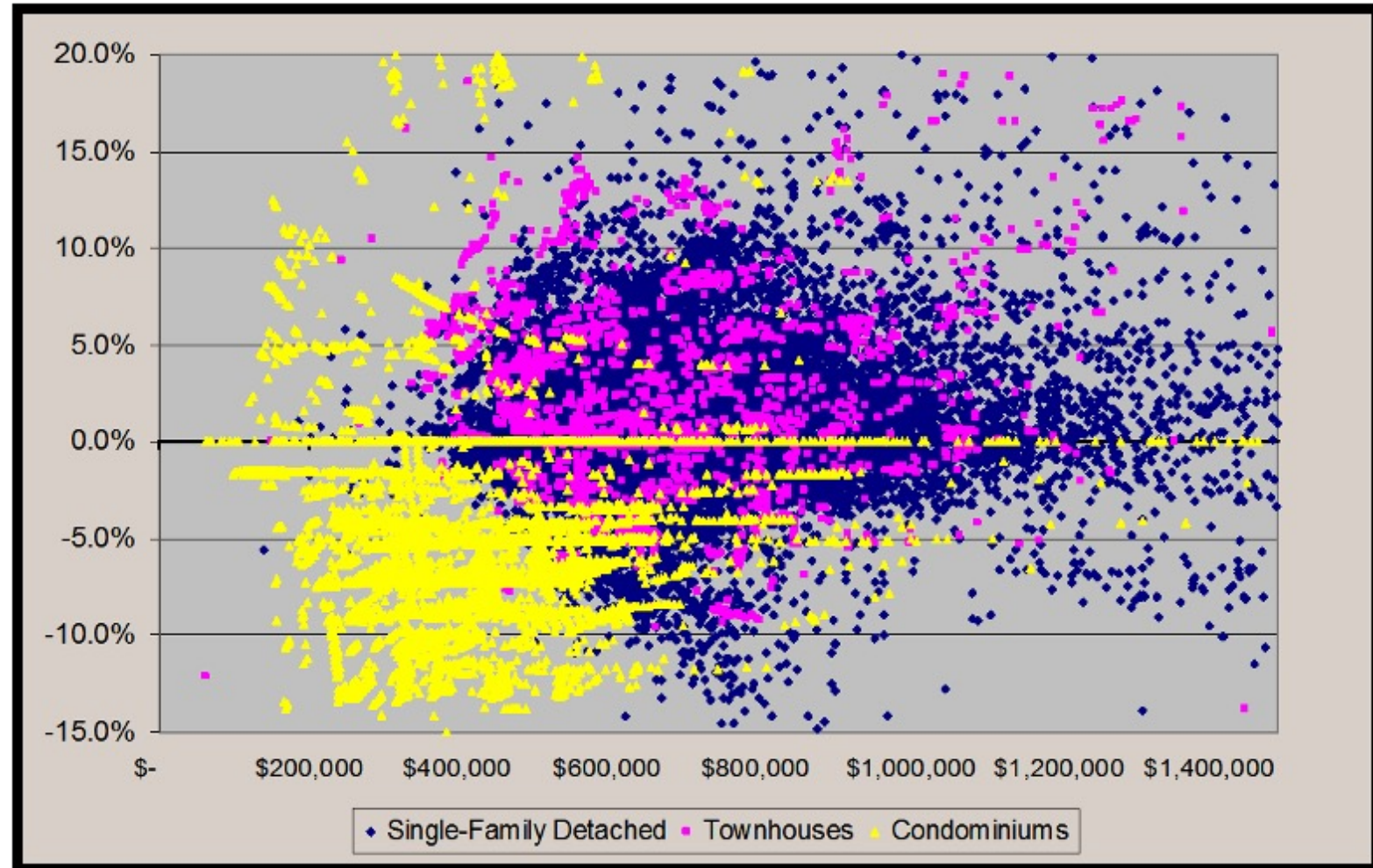
Hurricane Katrina 2005







2007 – 2009 The Great Recession



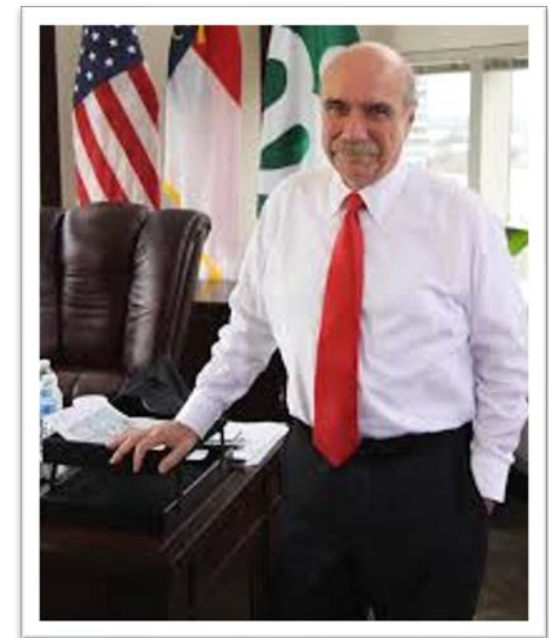




Violent Gang Leader Orders Eyewitness Murdered Joint Investigation Sends 12 Gang Members to Prison

On the evening of October 23, 2014, Douglas and Deborah London of York County, South Carolina—just across the border from North Carolina—were watching television in their home when the doorbell rang. When they opened the door, she was immediately shot in the head by a man standing outside, and her husband was shot multiple times. Their adult son, who was also present, made a frantic call to 911, but the couple died next to each other on the floor of their home.

[FBI](#)



HB2 2016



JOHN COLE
NCPOLICYWATCH.COM





Is there a Playbook?

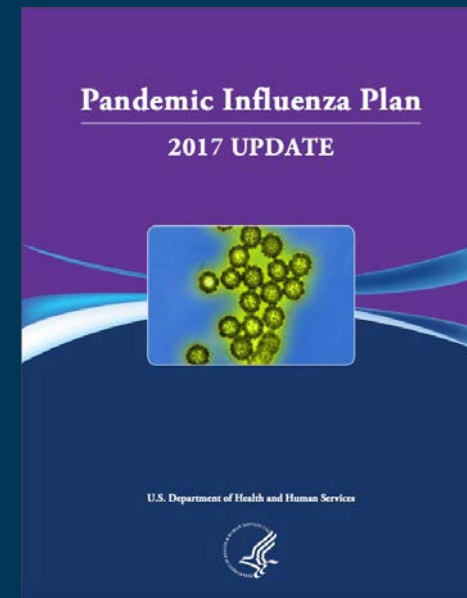
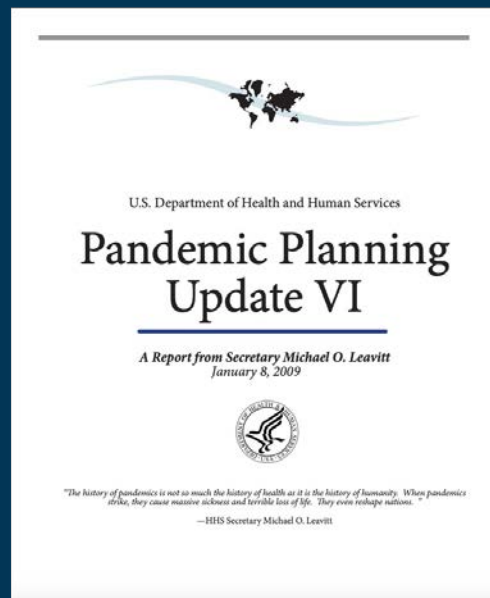
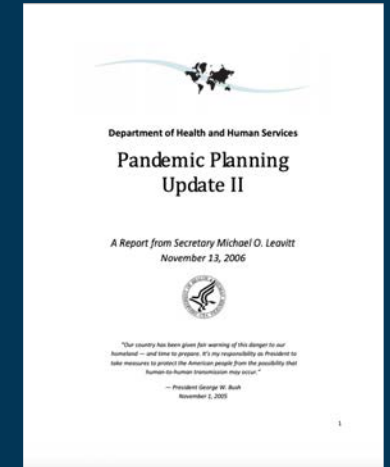
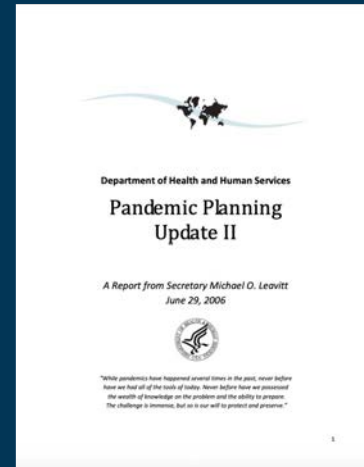
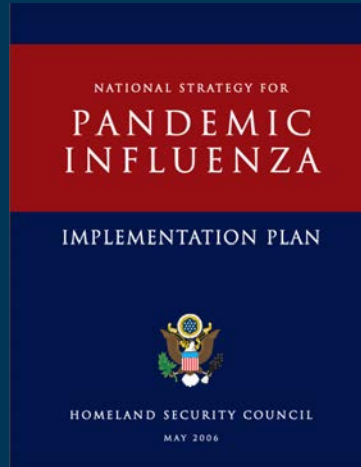
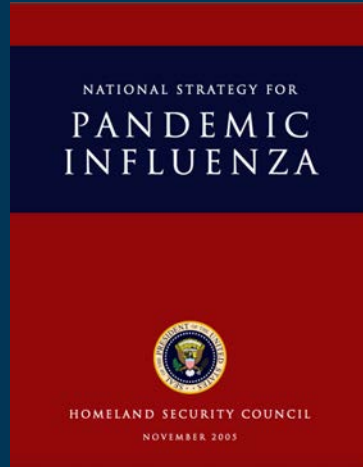
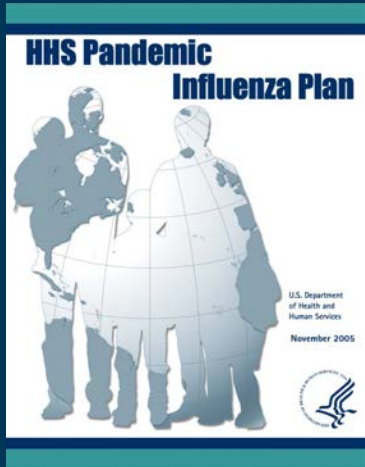




BREAK

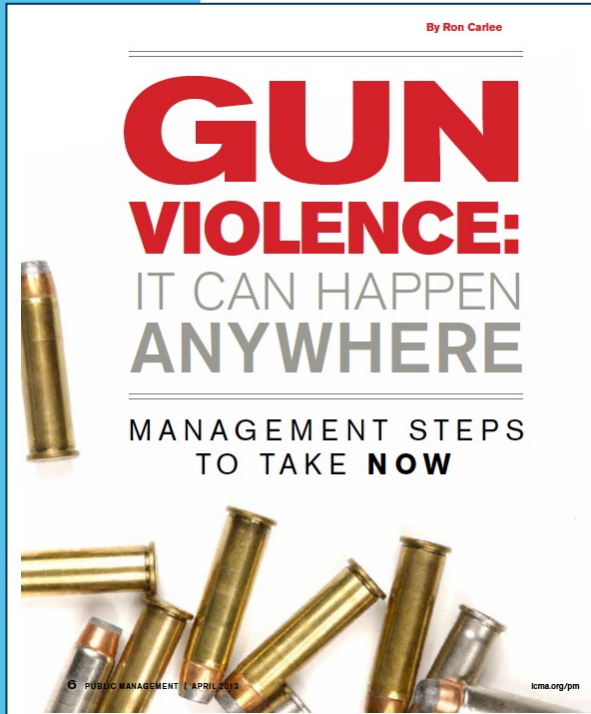


Pandemic Playbooks We Did Not Read





Preparing and Responding to Gun Violence 2013 / 2017



1. Stay involved
2. Plan and train
3. Activate the plan
4. Take care of the victims and their loved ones
5. Take care of yourself, your people, and the community
6. Manage the media and other outsiders
7. Facilitate an immediate memorial and appropriate events
8. Manage donations and volunteers
9. Plan a permanent memorial
10. Move on (but do not forget)



Policing & Community Relations

Questions for Managers

2015/2020

1

Black Lives Matter, Blue Lives Matter: Racial Disparity and a Review of Police-Community Relations

Sarah Hazel
Office of the City Manager, Charlotte, North Carolina

Ron Carle
City Manager, Charlotte, North Carolina

Annually, police across the United States use force on about three-quarters of a million people, about 400 of whom will die.¹ Between 2009 and 2014, an average of 140 law enforcement officers died each year in the line of duty.² Most deaths, whether of public citizens or of police officers, never make it to the national news for very long, if at all.

The dynamic changed in 2014, however, when race disparity and police use of force collided to become the top issue in urban America (see sidebar on page 4). The deaths of Eric Garner and Michael Brown by police-initiated protests in every major U.S. city. While such protests have occurred in many cities over the years, these two deaths gave rise to what is being called the new civil rights movement. Then Ismaaiyl Abshallah Brinsley assassinated New York City police officers Wenjian Liu and Rafael Ramos, an act repudiated by protest leaders but escalating tension between New York City's governmental leadership and the police union. Rhetoric was extreme at the polarized ends while people of good will struggled to find meaningful solutions.

Most people killed by police have committed serious, violent crimes. In 2012, 14,827 people were murdered in the United States; 760,739 were assaulted; 84,376 were raped; and 354,520 were robbed. Society depends on the local police to solve these crimes,

SELECTED FINDINGS

Among whites in America, there is a growing perception that they are facing antiwhite bias and a decreasing perception that blacks are facing racial bias; among African Americans, however, 56% believe that they face significant discrimination, while only 16% of whites agree.

By and large, police forces are not racially representative of the people they serve. In the top 75 cities with the largest police forces, whites are consistently overrepresented among police relative to the cities' general population.

According to the Department of Justice, "no universal set of rules governs when officers should use force and how much," so police must rely on "guidance from their individual agencies."

arrest the perpetrators, and get offenders off the streets. Inevitably, violent people sometimes require the use of force to effect their arrests. In this volatile environment, mistakes are made, which sometimes result in injustice and the loss of

- What is the heritage of the community regarding racism? How great are racial disparities? What are the causes and solutions?
- What are the community's different perceptions of police based on race?
- What is the actual prevalence of police use of force in the community and of racial disparity?
- What are the community's policies on police use of force, including accountability?



ICMA LEADING EDGE RESEARCH

LEADERSHIP AND PROFESSIONAL LOCAL GOVERNMENT MANAGERS:

Before, During, and After a Crisis

RON CARLEE, D.P.A.
Old Dominion University
April 2019

Thank You...
• Police
• Fire
• Utility
• National Guard
• Borg/TWP, etc

ICMA **DISASTER CASE STUDIES**

FLOOD AND SOCIAL RESILIENCY
SUSTAINED INNOVATION IN DUBUQUE, IOWA

QUICK FACTS - DUBUQUE, IOWA
Founded in 1785; incorporated in 1883
31.6 square miles, located on the Mississippi River where Iowa, Wisconsin, and Illinois meet
Population around 60,000; over 90% white; 10.4% of families below the poverty level
26,000 housing units, over 63% owner-occupied
Full-service municipal government with six operating funds (\$342 million) and six capital funds (\$49 million)
Council-Manager form of government
Mayor directly elected, at-large with a four-year term
Six council members elected by ward, two elected at large on a staggered basis, serving four-year terms
Michael Van Milligen, City Manager since 1993
Point of Contact: Deron Muehling, Civil Engineer II

INTRODUCTION
Hit with severe flooding at the turn of the 21st century, Dubuque has worked hard to get a positive return on this bad luck through sustained public engagement and funding tenacity. This case study explores lessons learned from how the city has approached flood and social resiliency in the Bee Branch watershed for approximately 20 years.

BEE BRANCH — DO THIS WITH US, NOT FOR US
Ron Carlee, D.P.A., Assistant Professor, School of Public Service, Storme College of Business, Old Dominion University
The Bee Branch neighborhood had six Presidential Disaster Declarations between 1999 and 2011, with estimated damages of \$70 million. In the Bee Branch flood area, 69 percent of the population earn less than 80 percent of the median income. The story is told of the 1999 storm that included a tornado warning. As people were huddled in their basements, the basements began to fill with water.
To address the recurrent flooding and critical conditions from the 1999 storm, the city engineers internally developed a plan to address the issue, which included acquiring several homes. The public's reaction was swift and negative. In a pivot, the city recognized, according to the city manager, that when people need help, they want the city to "Do this with them, not for them." The mayor and council created a 40-member resident task force to develop funding options and engage in a community conversation. The task force first met in June 2002 and met six times over eight months to develop their funding recommendations.
The residents' task force recognized the need for a reliable source of local funding, and recommended the creation of a stormwater utility fee. Rather than being exempt, entities that do not pay property taxes (churches, nonprofits, and universities), receive a 50 percent reduction in the stormwater fee.
In FY 2022, the average residential stormwater fee was \$9.00 a month. The anticipated revenue was approximately \$5.4 million.

ICMA **DISASTER CASE STUDIES**

LIVING WITH TORNADES
RESILIENCY IN MOORE, OKLAHOMA

QUICK FACTS - MOORE, OKLAHOMA
Suburb of the Oklahoma City, part of Cleveland County, Oklahoma
Incorporated in 1893, approximately 22 square miles
Population 63,462: 77.8% White; 10.9% Latino; 5.0% African American; 4.1% Native American
\$47,851 median income; 9.3% live in poverty
Council-Manager form of government; mayor directly elected; six council members chosen from three wards
Fiscal Year 2022 General Fund Budget: \$47,442,484; all Funds, including Public Works Authority, \$82,305,636

INTRODUCTION
Moore, Oklahoma lies in what is referred to as "Tornado Alley" a swath of geography that is prone to tornadoes, especially from April to June. According to the National Weather Service, the area experienced 173 tornadoes from 1893 to 2021. Until the second half of the 20th century, Moore was a rural community. In 1950, the population was less than 1,000. By 1980, the population exceeded 30,000 due to the employment centers in and around Oklahoma City and its proximity to Norman. With its growing population and suburban character, tornado resiliency has become increasingly important for Moore and its image as a place to live.
On May 20, 2013, Moore was hit with an F3 tornado in a path similar to another devastating F5 on May 3, 1999. Described by Moore as "35 terrifying minutes," 232 people were injured and 24 died. The damage, estimated at \$2 billion, included 2,400 homes, 90 businesses, two schools, a regional hospital, and extensive public infrastructure (Moore 2016, 8).
Two responses by Moore are especially noteworthy. First, recognizing the continuing risk posed by tornadoes, Moore became the first city in the U.S. to adopt a tornado-specific building code. Secondly, to replace a mobile home community destroyed by the 2013 tornado, Moore developed a master plan to redevelop the area into a mixed-use community with over 200 units of affordable housing.

CHALLENGES AND CONCERNS: LIVING WITH CYCLES OF TORNADES
The 2013 tornado impacted every economic aspect of the city. Over 200 businesses were affected, including 90 that received direct tornado damage. Businesses lost transportation access, water, power, and gas (Moore 2016, 13). Based on its history of tornadoes and the high probability of future tornadoes, the city partnered with a local university to identify actions that could mitigate the impacts of future tornadoes.
In March 2014, less than one year after the tornado, the Moore City Council (Council) unanimously adopted the code changes. The intent of the changes, as contained in the staff report (Moore, 2014, 6), the Council was to "reduce the loss of property and life in future severe weather events." The recommendations were initially developed by a committee comprised of city staff, local homebuilders, city councilmembers, and Moore residents, which met four times. The committee concluded that the city needed to increase the wind endurance of residential structures from 90 miles per hour to 135 mph. To determine how to meet this goal, the city partnered with University of Oklahoma professors Dr. Chris Ransawyer, School of Civil Engineering, and Dr. Lisa Holiday, Construction Science Division, College of Architecture. They provided science-based solutions with a strong cost benefit ratio.

Rebuilding after Disaster Strikes
The critical leadership work for city and county managers is to address the recovery challenges.
By Elizabeth Kellar | Oct 27, 2022



2017 Fires
City of Gatlinburg, TN
Population 4,163



Cindy Cameron Ogle
City Manager



Victoria Simonsen
Town Administrator



2013 Flood
Town of Lyons, CO
Population 2,083



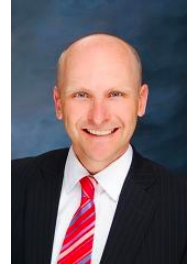
Hurricane Harvey 2017

Clay Pearson, City Manager, City of Pearland, TX - SGR

Richard (Rick) Davis, City Manager, City of Baytown, TX

Sereniah M. Breland, Town Administrator, Town of Alvin, TX – Town of Pflugerville

Morab Kabiri, City Manager, City of Friendswood, TX



2013 Colorado Floods

Jane Brautigam, City Manager, City of Boulder, CO -- Retired

Harold Dominguez, City Manager, City of Longmont, CO

2013 Illinois Floods

Patrick Urich, City Manager, City of Peoria, IL

2013 Tornado - Tim Gleason, City Administrator, Washington, IL – City of Bloomington, IL



2012 Shooting – Norton Bonaparte, City Manager, Sanford, FL

2016 Police Shooting – Howard Kunick, City of Punta Gorda, FL -- Retired

2016 Mass Shooting – Byron Brooks, Former CAO, City of Orlando, FL -- Retired

2017 Fires – Dan Paranick, Interim Manager, City of Ventura, CA -- District Manager Rancho Simi Recreation and Park District



LUNCH BREAK

How prepared are
you?

Readiness Assessments

Parts 1 & 2



Small Group Scenario Development

- Select a crisis.
- What happened?
- What did it look like?
- What did it feel like?
- What were the impacts?
- What actions were needed:
 - Day 1
 - Day 2
 - End of Week 1
 - 1 Year later
- Tell the story.





BREAK



The Pentagon
Arlington • VA • USA
September 11, 2001





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Remember

Pentagon

125 Pentagon employees

64 people aboard Flight 77

Pennsylvania

45 people aboard Flight 23

World Trade Center

3000 perished

343 firefighters

70 police officers





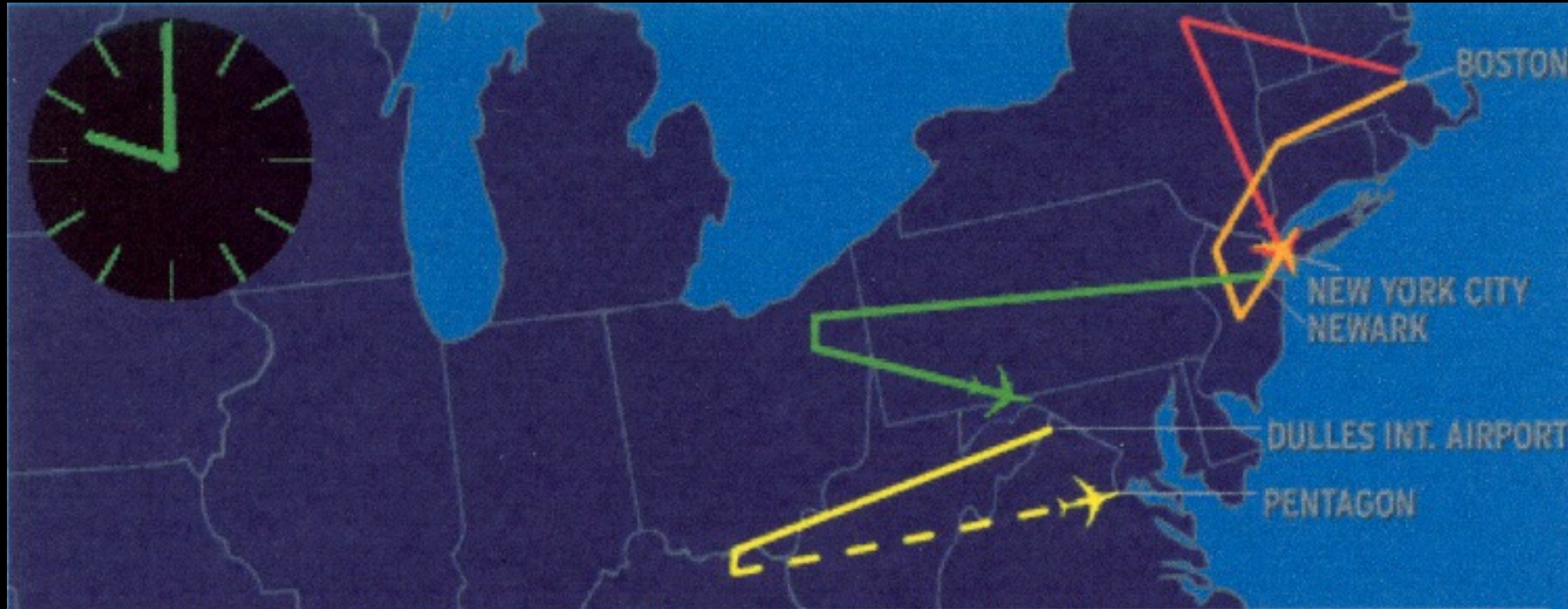
I' m responding...I' m on 110...it' s...it' s a lot...it' s bad.



American Airlines Flight #77



American Airlines Flight #77











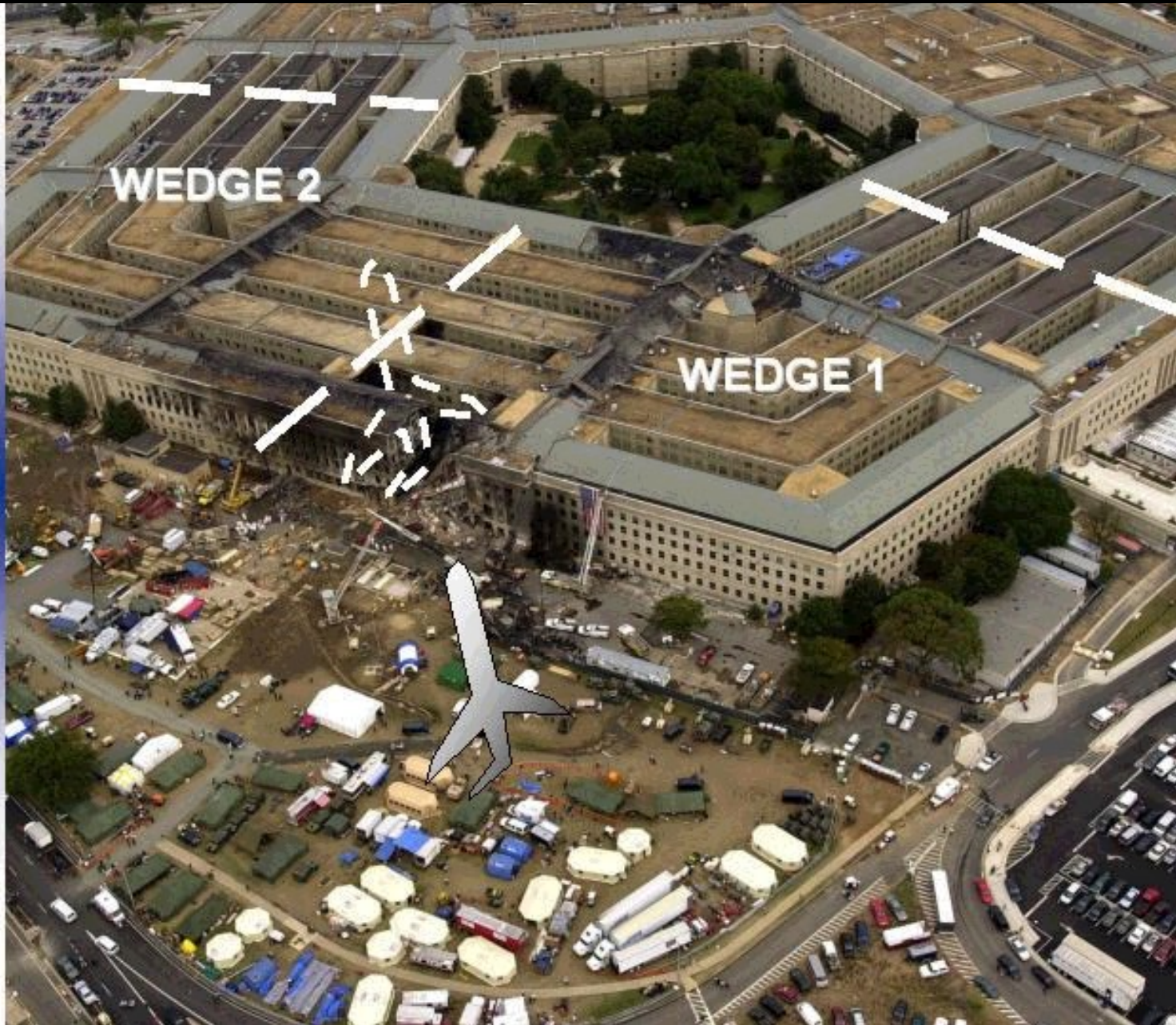




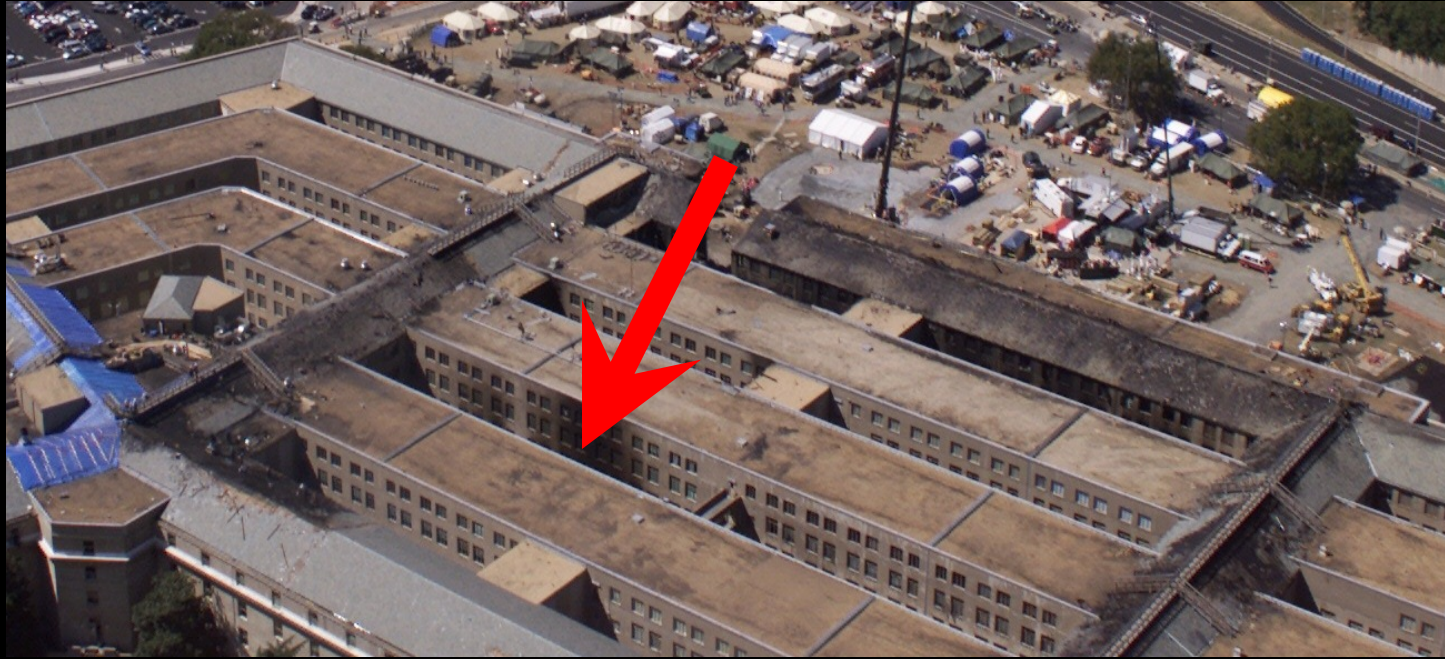


Wedge 1
E-ring
to
Wedge 2
C-ring

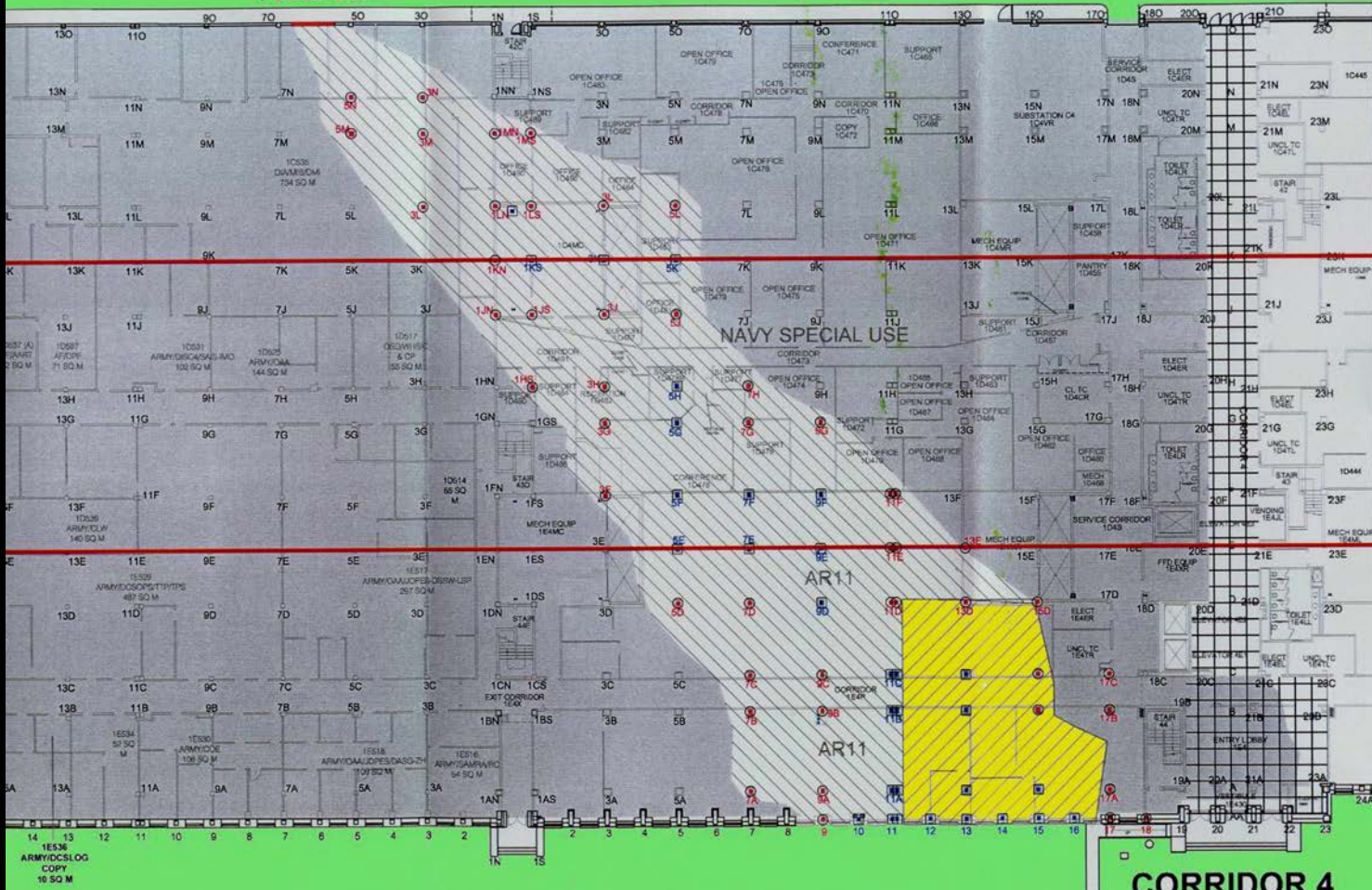
9/11







Punch Out



NORTH SIDE ← SOUTH SIDE

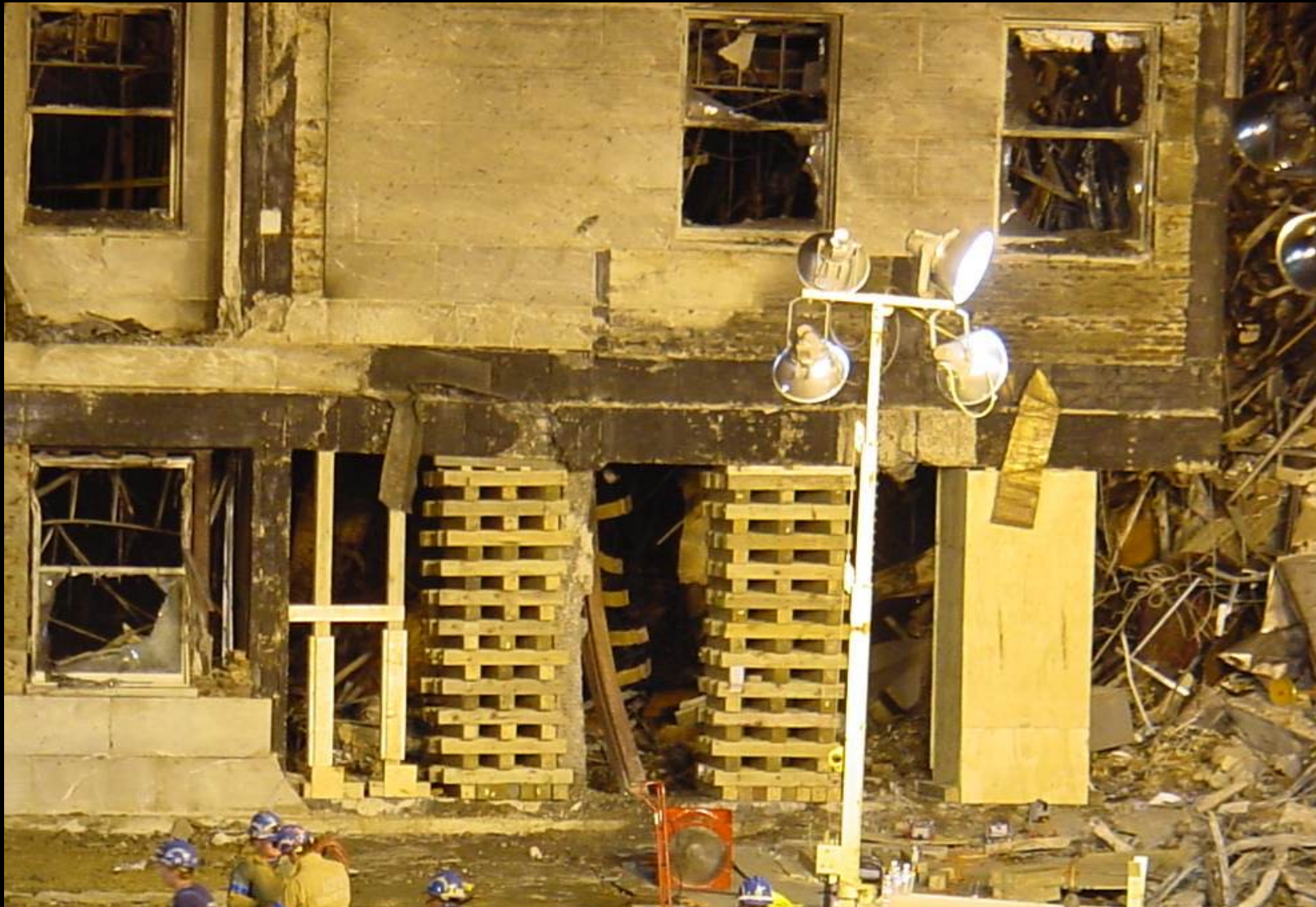
494 Feet
Approximate

CORRIDOR 4

Shoring the Building



USART Non-Glory Work















FIREFIGHT

INSIDE THE BATTLE TO SAVE THE
PENTAGON^{on} 9/11



PATRICK CREED and RICK NEWMAN

Copyrighted Material

Evidence Collection









1. Prepare
2. Get Help & Give Help
3. Communicate

Lessons Learned



Administrative Regulation 1.5 (1 of 51)
Arlington County Comprehensive Emergency Management Plan

ARLINGTON COUNTY, VIRGINIA

Office of the County Manager
Effective 5-3-56

- | | |
|-----------------|------------------|
| Revised 2-3-64 | Revised 11-1-86 |
| Revised 1-15-66 | Revised 12-16-88 |
| Revised 4-20-67 | Revised 4-10-91 |
| Revised 8-15-67 | Revised 11-18-91 |
| Revised 7-15-68 | Revised 3-2-92 |
| Revised 7-7-69 | Revised 7-1-92 |
| Revised 2-16-73 | Revised 9-1-93 |
| Revised 9-15-81 | Revised 4-30-01 |
| Revised 6-1-84 | Revised 4-21-03 |
| Revised 1-30-85 | |

Ron Carlee, County Manager

ADMINISTRATIVE REGULATION: 1.5

SUBJECT: Arlington County Comprehensive Emergency Management Plan

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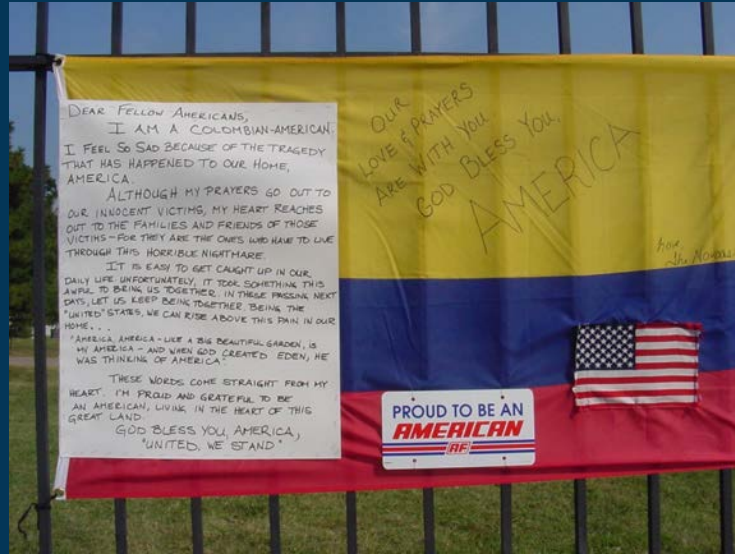
The Playbook

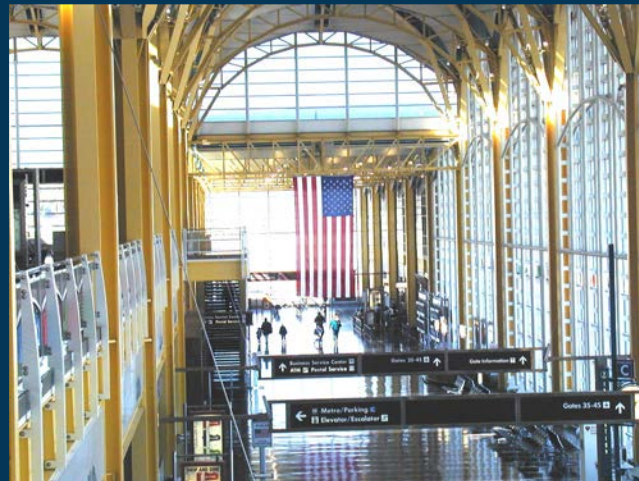


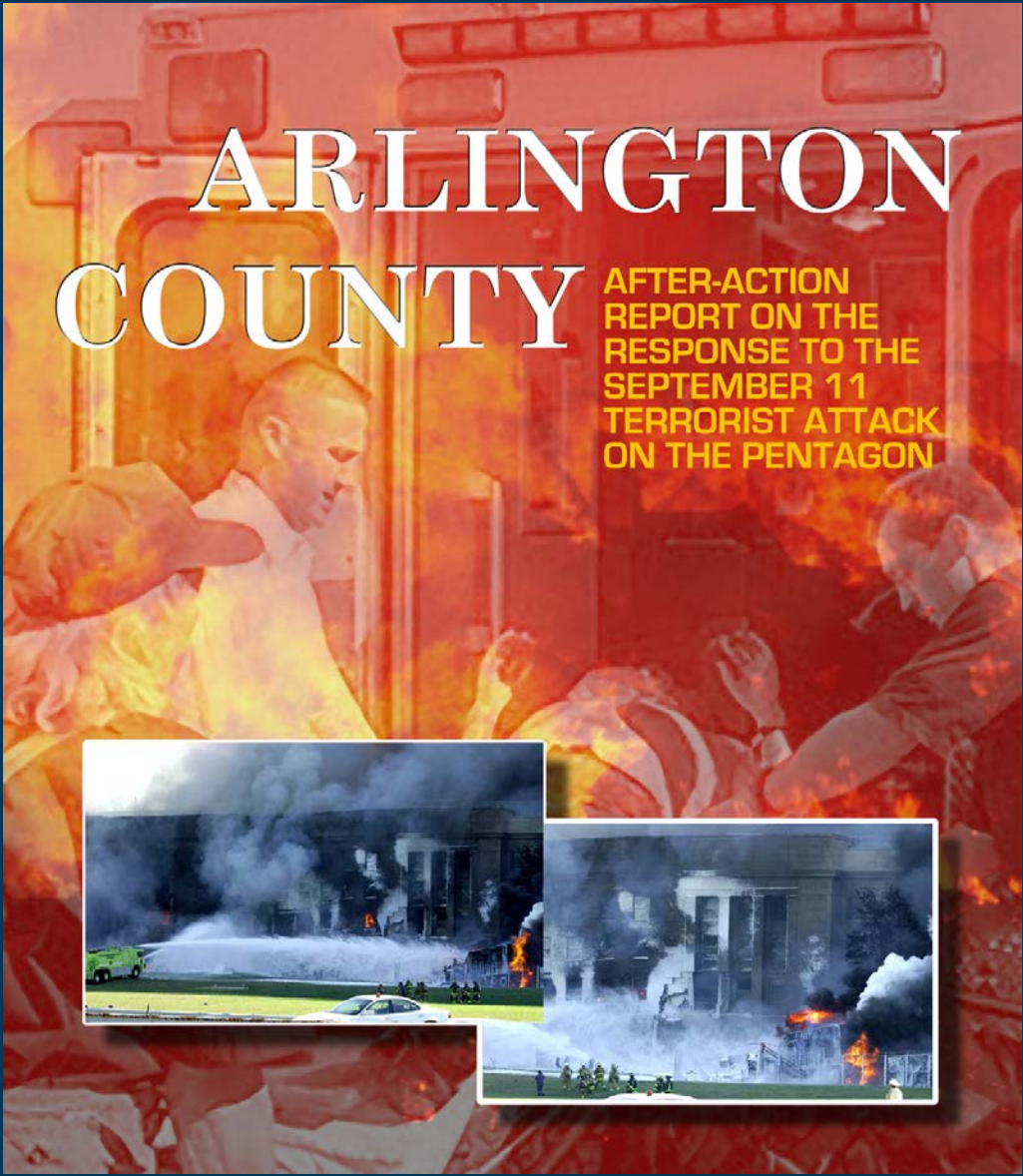












The Playbook







OLD DOMINION
UNIVERSITY

Stay Safe.

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Strome Insights - Free Webinar Series
9/11 LESSONS OF VALUES AND TEAMWORK 20 YEARS LATER
September 24, 2021 12 PM EDT

rcarlee@odu.edu

In 2001, Ron Carlee was County manager of Arlington County, VA which had command responsibility for the 9/11 attack on the Pentagon. In this webinar, he will recount how the events actually unfolded and draw lessons for communities and local governments facing the challenges of 2021. The presentation will focus on leadership, values, and inter-organizational relations.



Ron Carlee
Assistant Professor, School of Public Service


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Strome College of Business

1