

CAPSTONE-14 Resource Allocation Workshop (RAW III)

**February 12-13
Lexington, Kentucky**

1. Welcome, Introduction, Workshop Purpose and Overview – *Jonathon Monken, State Director, Illinois EMA*

Jonathon Monken opened the workshop and welcomed all the participants. Mr. Monken gave a short overview of CAPSTONE 14 past meetings and workshops and then discussed agenda for the RAW III reviewing the objectives and concepts.

- EMAC won't be effective in an earthquake event with such magnitude as CAPSTONE 14
- Pre-scripted Mission Assignment (there will not be enough resources for impacted states)
- Direct Support States
- How to access resources in a coordinated and equal way
- What is the process and how to implement access of resources
- 17 Critical Assets
- MASS

2. Mutual Aid Support System (MASS) Update – *Doug Eades, KYEM*

Doug Eades introduced Jeff Sopol of G & H International which then discussed CAPSTONE 2014 Pre-Scripted Mission Ready Packages, deployment of operational prototype for information creation and sharing, combining the state threat briefing and brief outs with the MRP Pilot while leveraging the Mission Explorer to allow for command staff to work with their pre-scripted mission plans. Continuing involvement of MRP's and expanding of missions create a interoperability continuum which creates a high level of leadership, planning, and collaboration among areas within commitment to and investment in the sustainability of systems and documentation.

- Interoperability Continuum
 - Governance
 - SOP's
 - Technology
 - Training and Exercise
 - Usage

The goal was to make the MRP database accessible to planners and decision makers, combining EOPs with Threat Briefings to start populating Pre-Scripted Missions. A core component includes the Mission Explorer tool for navigating and filtering missions as every state has its own "code". Mission Explorer filters and summarized by four specific criteria: day, ESF, County and State. The intent is to provide command staff with quick and legible reports regarding their Mission Plans and the ability to ramp up and scale down in a transparent manner.

Next steps would include coordinating planning, GIS and IT efforts with collaboration potentially sharing mission plans in addition to the MRPs.

Doug Eades gave an update on the Mutual Aid Support System (MASS). In the past six (6) months Kentucky Emergency Management has formally trained 80 plus users from 11 states, FEMA, and from private sector organizations. To date, users have published 120 plus new Missions Ready Packages (MRPs) within MASS. Approximately, 160 MRPs have been entered and are under development within MASS but will likely be published before CAPSTONE 14.

Moving forward, several trainings and webinars tailored to local and regional emergency management staff will be conducted for the Mutual Aid Support System Introduction and Mission Ready Package Builder. These trainings will be a high level, in-depth analysis, on how to access MASS; EOC use of MASS; creating and editing Enterprise records; and how to enter, import and edit Mission Ready Packages. Dependent on user feedback, upgrades and improvements will be made in support of the visibility and the availability of assets.

3. STATE/FEMA Region Break-out Sessions

The focus for State and FEMA Region Break-out Sessions was to discuss the overall resource needs and assessment for state and regions. Resources were broken down by in-state and out-of-state and timeframe of the first 72 hours, days 4-14, day 15 plus and unresolved needs and resources to enable effective and timely assistance as resources will be limited.

Dialogue to establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities was held. A systematic process engaging the whole community in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives was also discussed.

4. FEMA Region Back-Brief

After the STATE/FEMA Region break-out sessions, the FEMA regions provided a back brief of the session.

Region IV

Region IV will have eight (8) impacted states – 4 directly and 4 indirectly. Region IV will have a phased deployment. Three (3) operational phases have been identified for a New Madrid event response: 0 – 24 hours, 24 – 72 hours, and 72+ hours. During the first phase, Region IV is gaining situational awareness. During the second phase, RRCC's will be stood up, air operations will be in effect, and Region IV will be fully operational. They will also establish communications and five (5) MERS detachments. The final phase will entail incident support bases being stood up, housing people and providing them medical services such as transportation. Region IV acknowledged that it needs to pre-identify where people will be housed and how to transport people for medical reasons. They also anticipate that most resources will come from the East side of the river.

The Tennessee EMA Director made the statement that fuel is going to be a “big factor” in this event and that this should be considered now. Region IV will be using the UPS hub in Louisville, and “will need everything it can get.”

Region V

Region V discussed the overall resource need assessments and impact to counties. The discussion was a follow-up from the RAW II in Arkansas on how to manage the flow of state/federal/private resources services and personnel.

Illinois stated that in the first 72 hours of the event they should be okay to sustain response, however, complications and issues may arise upon backfilling of activities during day 4-14 and further out. The State of Illinois will also use the identified external resources and primary support states for assistance. They are still trying to determine mutual aid support capabilities, cost estimates for utilization and mass care needs which seem to be big ticket items. Also another area of concern is finding qualified people to support the development of bridge and building inspection teams.

Indiana stated they would still be addressing the situational awareness within the first 72 hours, however, they plan to front load resource request and ask for everything upfront and scale back. They are still in the process of identifying lacking resources and how manage the incident instead of responding. Unaddressed critical resources included: mass care, resource allocation adjudication, air space control, national capacity of base respondent camps. Indiana will depend heavily on the private sector.

Region VI

Region VI does not have an established trigger, however, will have a phased approach and plans to have resources at the ready and will deploy as needed. The initial push of resources will be into Arkansas. Region VI has been in contact with the Coast Guard, which can provide Type 2 SAR teams. Everyone will be short on rotary wing.

Region VII

Missouri will be the initial resource push for Region VII and there are no changes to the Region VII plan or Missouri plan since 2011 exercise. Nebraska and Kansas have committed to directly supporting Region VII and

Missouri. Both of these states have been involved in the planning. Region VII will meet needs as they can be met at the RRCC and NRCC.

The overall consensus was there will not be enough resources for an event of this magnitude.

5. Luncheon Speaker – Dr. Paul Stockton, Co-founder and President of Cloud Peak Analytics, a Division of Sonecon, llc.

Dr. Paul Stockton, former Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs, talked about protecting the U.S. electric power grid from natural disasters and cyber threats. Dr. Stockton spoke on the importance of energy in a New Madrid event, specifically power restoration. He stated that ESF 12 (Energy) is a critical underpinning of response and recovery efforts in an event like this.

As electricity would be down for weeks to months during the restoration process, there would likely be rolling black outs along the East coast affecting 150 million people – what does that mean for JRSOI? There will be unprecedented requirements to repair and restore energy infrastructure. Distribution systems for power supplies will be impacted – rail lines, pipelines, roads, power plants. Without electricity, people will be using generators which will require diesel and gasoline, which will put an added stressor on fuel supplies. “The infrastructure that the power sources rely on will be the infrastructure that is impacted.” Generators will run out of fuel in a matter of days, but the power outages will last weeks and months. “Just-in-time-delivery systems” that rely on only supplying a limited number of customers will be inundated. Chemical facilities will require energy to keep their products cool. Nuclear facilities’ power needs will also need to be considered so there is not a nuclear incident within the earthquake incident.

In order to prepare for such an event, utility companies are building plans for national level events and the industry as a whole is ramping up assistance and restoration plans. There are ways that states can expedite the response, too. For one, they can start talking to utilities about restoration. He suggested that Florida would be a good state to contact concerning catastrophic events. States should also start thinking about black out responsibilities. Black start generators offer a feasible option – speak with utility companies about these. He also recommended states start training non-traditional ICS users on the system so that they may integrate more easily into response efforts. He further emphasized the importance of prioritizing restoration efforts – which substations need to be back online first? Also, think about ways to support the utility companies in non-traditional hazards. States also need to begin integrating restoration into planning.

Additionally, certain actions could be considered, such as finding space for utility companies in RRCC’s, co-locating utilities with EOCs, work with utility companies on defining “critical infrastructure,” and research events with long durations. In short, states should start treating utility companies as priority partners.

6. National Resource Adjudication Flow

The second half of the first day began the discussion about the National Resource Adjudication Flow. This discussion focused on how FEMA adjudicates resources. There was a video conference with three FEMA Headquarter representatives. They explained that FEMA tries to base their adjudications on science, models, and simulation. Hurricanes Irene, Isaac, and Sandy were given as examples and through these, FEMA learned that the best practice is to have “just in time” delivery. There is no exact metric for allocations. Allocations will be based on what is appropriate for the capabilities and will adjust according to the mission or operation with situational awareness.

They emphasized that adjudications are not “first come, first serve” and that the system adjusts based on needs or ability to absorb resources. FEMA further emphasized that they will not deploy a Unified Area Coordinator and that the NRCC will remain the adjudicating authority.

A GIS platform will be used to achieve situational awareness. Target metrics will depend on ESFs to develop common understanding and processing of information and data standardization.

During the discussion, the question was raised as to how to transition from an EMAC process to an RRF process and then whether EMAC could become the management tool instead of transitioning to RRF. There was concern that once EMAC transitions from states to FEMA, that FEMA will not have the same visibility as the states. Additionally, it will take more time for FEMA to receive, process, and deploy resources.

A discussion took place concerning the functionality of EMAC within the 72 hours. Keeping the information updated will be the key. Getting participation is also another key point as resources are not deployed until the Governor approves them. Therefore, states should start working with their governors to encourage them to approve the deployments in a timely fashion. In the future, states may be able to be certified as an “EMAC Ready” state.

7. DOD Resource Integration Discussion

The second day focused on the role of DOD resources and how they will function in a New Madrid event. DOD has created a “Dual Status Command” (DSC) position in order to help coordinate efforts between Title 10 resources (armed forces) and Title 32 resources (National Guard). This position is executed through NORTHCOM. Historically, these two have had difficulty coordinating because the National Guard (NG) is a state resource and is accountable to the respective state Governor’s and the armed forces are accountable to the President of the United States.

Colonel Cushman of the Domestic Operations Branch is a NORTHCOM Title 10 Deputy Commander and spoke to the Title 10 side of the DSC. When the DSC is initiated, units go from strategic to tactical. Additionally, a DSC brings in a certain number of staff from J36 such as NORCOM’s lawyer and NORTHCOM’s J1 (Administration) people. These resources never take command; they integrate with States and staff. They lead from the middle, working with and blending support at a tactical level.

Pre-Scripted Mission Assignments are good, but they only go so far with the National Guard. It’s important to carve out a role for the National Guard with the direct support states. Also, states should not be looking to other states outside of their direct support states for National Guard assistance because these units will already be committed.

As for this year’s exercise, the NG has identified some functions that are practiced on a limited scale. The NG would like to practice MSC and Defense Coordinating Officer (DCO) as well. The DCO works as the eyes and ears of the Secretary of Defense for Title 10 in support of FEMA during disasters. An Emergency Preparedness Liaison Officer (EPLO) is a reserve officer (Colonel or Navy Captain), ensuring that coordinating procedures are in place so that if the Title 10 resources are needed. The DCO works with the FEMA IMAT and FCO’s and SCO’s and helps facilitate the resource requests to the DOD. However, requests are only sent up the DOD chain when state and FEMA resources are exhausted. Prioritization for resources comes from the NRCC.

During this discussion, Colonel Smith took time to explain the functionality of LNO teams and their capabilities. Essentially, these units become subject matter experts and will fill whatever needs a state may have except aviation needs. A few key points:

- Title 10 cannot do law enforcement

- DSC has multiple capabilities
- DSC is a tactical level resource and only come in if Title 10 resources arrive
- DSC does not “do” resource management
- DSC does not allocate or adjudicate

8. RAW III Wrap up

CUSEC participants may feel free to use this exercise to practice and test their organization’s own capabilities, but participants must develop that part of the exercise for themselves. The Master Coordination Cell (MCC) will be located in Springfield, Illinois. Each state will have a representative in the cell to push injects to respective states. Each FEMA region has committed resources to work with FCOs and DCOs.

During the exercise, there will be a simulation of adjudication; CUSEC has some funding available to deploy some teams from all states. A discussion took place on the WebAdapt system from the FAA. This is a web based system that will provide the best air picture and hopefully, this system will be used during the exercise.