

STATE OF OHIO EMERGENCY OPERATIONS PLAN



CATASTROPHIC INCIDENT RESPONSE ANNEX

Tab B – Catastrophic Resource Management Plan

FACILITATING AGENCY

Ohio Emergency Management Agency

**Ohio Emergency Operations Plan
Tab B to the Catastrophic Incident Response Annex**

CATASTROPHIC RESOURCE MANAGEMENT PLAN

FACILITATING

AGENCY: Ohio Emergency Management Agency (Ohio EMA)

SUPPORT AGENCIES: Ohio Adjutant General's Department, Ohio National Guard (ONG)
Ohio Department of Agriculture (ODA)
American Red Cross (ARC)
Ohio Department of Administrative Services (DAS)
Ohio State Highway Patrol (OSHP)
Ohio Department of Natural Resources (ODNR)
Ohio Department of Rehabilitation and Correction (ODRC)
Ohio Department of Transportation (ODOT)
Voluntary Organizations Active in Disasters (Ohio VOAD)

I. PURPOSE

- A. Coordinate an effective, integrated, multi-agency, federal-state response by efficiently receiving, onward-moving, integrating and ultimately dispatching federal, mutual aid, non-governmental, private, volunteer and donated augmentation resources for integration by the incident command(s).

II. SCOPE

- A. This plan addresses the management of inbound material and disaster response teams provided via the federal government, mutual aid, non-governmental sources, private sources, volunteers, and donations.
- B. This plan could be used during response to an incident within the borders of Ohio, response to an incident extending beyond just the borders of Ohio (e.g. cyber attack), response by Ohio to an external catastrophe (e.g. population reception), response to an evacuation to/through Ohio, or a response to the repatriation of our citizens from overseas.
- C. This plan is intended to be used when emergency response resources that are necessary to support response to an emergency or disaster in Ohio are insufficient to support response needs.
- D. This plan assumes that there will be a proactive Federal response to, and/or pre-positioning in anticipation of a catastrophic incident.

- E. This plan draws on and relies on response resources as described in elements of the Ohio EOP – transportation resources as specified in Emergency Support Function (ESF) #1, communications resources in ESF #2; public works resources in ESF #3; law enforcement resources in ESF #13; volunteer resources in ESF #6, and donations management resources in ESF #7.

III. SITUATION

- A. The Situation for this plan is as presented in the Catastrophic Incident Response Annex.

IV. ASSUMPTIONS

- A. Catastrophic incidents will have impacts across state lines and could include at least one major metropolitan area.
- B. Multi-state and multi-jurisdictional response will operate simultaneously under an appropriate incident command.
- B. Both State- and local-level jurisdictions will be able to maintain effective incident command and a common operating picture throughout a catastrophic incident. If the State cannot provide adequate response resources, then the federal government and surrounding states will provide resources.
- C. Because critical and non-critical infrastructure will be damaged by a catastrophic incident, response capabilities may be negatively impacted, and state agencies may work from alternate work locations under COOP conditions.
- D. If any international assistance is offered to the state of Ohio, a working group will be convened to coordinate it. This working group could be comprised of representatives from the Governor’s Office, Ohio Secretary of State, Department of Administrative Services, Department of Public Safety, and Department of Health.

As available and as applicable, the group could also include representatives from the U.S. State Department, U.S. Agency for International Development, U.S. Immigration and Customs Enforcement, and FEMA/DHS. If international assistance is offered to the county-level or below, this same working group could convene to assist local jurisdictions.

V. CONCEPT OF OPERATIONS

A. Insufficient Resources

1. As it is recognized that local and state-level response resources are insufficient to meet mission requests, local jurisdictions and state agencies will report this condition to the State EOC Manager.
2. Most likely, the Catastrophic Incident Response Annex (CIRA) will be activated concurrent to the activation of this plan.
3. In a no-notice incident, the State could find that certain resources are available and/or insufficient almost immediately.

B. Anticipating Needs

1. As it becomes apparent that response resources from outside the state will be required, the State Logistics Section Coordinator will manage the request, acquisition and receipt of these resources.
2. Some preparatory actions of the State EOC Logistics Section Coordinator could include:
 - a. Exchanging information with key players, exchanging current plans with, and communicating with the Regional Resource Coordination Center (RRCC), Incident Management Assistance Teams (IMAT), and the Joint Field Office (JFO) (once activated), private sector partners, non-governmental organizations, adjacent states and incident commanders.
 - b. To assist in constructing a comprehensive set of response resources that could be projected to be needed, coordinating with:
 - i. Incident commander(s)
 - ii. The Ohio EMA Regional Staff Supervisor
 - iii. Ohio's ESF-7 lead
 - iv. The State Finance/Administration Section Coordinator
 - v. The RRCC/IMAT/JFO
 - vi. Mutual aid Point of Contacts (POC)
 - vii. Non-governmental, private, volunteer and donation representatives
 - viii. Adjacent states.
 - c. Making projections of what facilities and internal resources could be needed to manage the reception, staging, onward movement and integration of inbound resources.

Needed facilities could include:

- i. Federal Operations Staging Areas
 - ii. State Staging Areas
 - iii. Local Receiving and Distribution Centers
 - iv. Local Point of Distribution (POD) sites
- d. Resources/services needed to efficiently receive these inbound resources at the speed they're expected could include:
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|----------------------------------|-------------------------------------|
| i. Land and building acquisition | xii. Material handling equipment |
| ii. Skilled staff, labor | xiii. Repair and maintenance |
| iii. Replacement staff | xiv. Security |
| iv. Meals | xv. Traffic control |
| v. Fuel | xvi. Crew rest sub-areas |
| vi. Management tools | xvii. Housing |
| vii. Accounting tools | xviii. Laundry facilities |
| viii. Transportation assets | xix. Medical support |
| ix. Aircraft | xx. Waste removal |
| x. Air-space management assets | xxi. Communications equipment |
| xi. Earth moving equipment | xxii. Telecom and data connectivity |
| | xxiii. Cost-tracking |
- e. Estimating the amount and the tempo of resources that will be arriving, including planning the paths they will route through (e.g. direct-delivery to Local Receiving and Distribution Center versus State Staging Area).
- f. Verifying with the Incident Command's Logistics Section Chief to ensure they can receive and process inbound resources as fast as they can be sent – to ensure that they are sequenced to arrive no earlier than they can be accepted.
- g. Preparing to send subject matter experts (SME) and technical advisors on resource staging and accountability to augment operations at both State and local levels. This could include Staging and Accountability subject matter experts.
- h. Preparing to provide assistance to local jurisdictions for the receipt and management of inbound supplies.
- i. Preparing contingency federal Action Request Forms (ARF).

- j. Preparing to receive and process:
 - i. Federal and mutual aid representatives.
 - ii. Federal and mutual aid resources
 - iii. Subject matter experts from non-governmental agencies
 - iv. Remotely-located services into both the State EOC and the incident area (e.g. liaison officers, EMAC-A Team, distribution SMEs, federal medical facilities, aircraft, Level 4 laboratories, etc.).

In a multi-state response, some of these key representatives, resources and services could originate from outside of Ohio's borders.

- k. Identifying facilities that could be used to pre-position federally-tailored resource sets and/or federal pre-planned resource sets. The State Logistics Section Coordinator can request federal resources preemptively in anticipation of expected needs.

C. Assistance Requests

1. All requests for federal, mutual aid, non-governmental, private, volunteer and donated resources will be managed through an ICS incident command structure and in accordance with the State Incident Action Plan.
2. If resources from outside the State are needed, the State Logistics Coordinator will make recommendations on the best source for these resources and will seek validation and approval of the requests from the State EOC Director:
 - a. For federal resources, the State Logistics Coordinator will submit validated Action Request Forms (ARF) to the Federal IMAT Team's Operations Section Chief.
 - b. For mutual aid resources, the State EOC EMAC Unit will send an EMAC broadcast via email.
 - c. For resources from non-governmental organizations and private entities, various methods will be used depending on the organization or entity being contacted.
 - d. For the management of volunteers and donations through ESF-6 and ESF-7.
3. Once a resource request is submitted, the State Logistics Section Coordinator will initiate a record in the common federal-state-local resource tracking system and will begin tracking and accountability of the resource. At the time of publication of this plan, the federal government uses the Enterprise Coordination and Approval Processing System (eCAPS) to track resources under federal control. eCAPS

provides electronic coordination and approval of the Requisition and Commitment for Services and Supplies (FEMA Form 40-1) and Mission Assignments.

4. Ohio uses several systems to track resources in its control. Among these systems is the Asset Inventory Management System (AIMS).
5. Prior to the development of a common federal-state-local resource tracking system, it is possible to import excel spreadsheet inventories maintained by counties into both the AIMS system and the eCAPS system via File Transfer Protocols (FTP) thereby achieving common visibility at all levels.
- 6.. The State Logistics Section Coordinator will prepare to receive and account for inbound federal resources, teams, and supplies.
7. The State Logistics Section Coordinator will work closely with the IMAT Operations Section Chief to combat logistical competition between the incident command(s).

D. Resource Receiving

1. Federal Mobilization Center(s) (FMC) – The FMC will be located outside the incident area, and may or may not be within the borders of Ohio. The FMC will work closely, via the RRCC/IMAT/JFO, with the State Logistics Section Coordinator to manage the flow of inbound resources to the incident command(s) in accordance with the State Incident Action Plan and the National Response Framework.
2. The Federal Operations Staging Area(s) (FOSA) will be located inside the incident area, and will normally be within the borders of Ohio. The FOSA will directly coordinate with State Staging Area(s) to manage the flow of inbound resources to the incident command in accordance with the State Incident Action Plan and the National Response Framework. Ideally, the two will be nearby so they can temporarily augment each other.
3. State EOC
 - a. The State Logistics Section Coordinator will track inbound shipments and to project deliveries to the State Staging Area as well as direct deliveries to the local level. S/he will coordinate closely with the IMAT and the RRCC/JFO.
 - b. While the majority of federal resources, mutual aid, non-governmental organization resources, private entity resources, volunteers, and donations will be delivered to the incident area, certain resources could be delivered to the State EOC (liaison officers, IMAT Forward Communications Vehicle, EMAC

A-Team, etc.). The State EOC will need to be prepared to efficiently receive and integrate these resources.

- c. The State Finance/Administration Section must be kept informed and involved in this process so they can track accepted federal resources for cost-sharing purposes. They will also track purchases and EMAC agreements.
4. State Staging Area(s) (SSA) will be established as needed. Alternately, the Logistics Section Coordinator may send staff and resources to Local Receiving & Distribution Center(s) to administratively take receipt of in-bound federal/state resources and to transfer accountability (sign them over) to county(s). Established SSAs will operate according to the following concepts:
- a. SSA organization of the effort:
 - i. Sufficient land (at least 100 acres), facilities and connectivity must be acquired.
 - ii. A road network is required to support and control a high volume of traffic.
 - iii. A reception sub-area will probably be needed for inbound resources.
 - iv. A holding sub-area will probably be needed for check-in, joint-inventory, acceptance, and for picking-up accountability.
 - v. A staging sub-area is required for accepted resources which may be reconfigured, put in tailored-content batches, repaired, maintained, etc.
 - vi. A frustrated resources sub-area will probably be needed for accepted resources which have various problems.
 - vii. A call-forward sub-area will probably be needed for resources awaiting onward movement.
 - viii. New challenges must be anticipated and changes and reorganization of effort may need to be done in response to them.
 - b. SSA accountability, security, safety, and recordkeeping:
 - i. An automated, interoperable, system to pick-up, maintain, transfer, and drop accountability for all augmenting resources accepted by the SSA, and also for internal resources assigned to the SSA, must be initiated, staffed, and supervised throughout the operation.
 - ii. Security of property the state is responsible for must be actively ensured throughout the operation.
 - iii. Safety must be aggressively ensured throughout the operation. A person should be assigned the primary duty of Safety Officer at the SSA, with sufficient staff to do the job.
 - iv. Formal records will be developed and maintained.
 - c. Reporting of SSA status to both the State Logistics Section Coordinator and the incident command. Initial information needed includes:

- i. Daily reporting of the status of the SSA operation including its sustainability, staff, site adequacy, equipment, traffic-ability, questions about priorities, and notification of any anticipated problems.
 - ii. Daily reporting of work performed including resources received, inventoried, accounted for, staged, called-forward (or frustrated), and dispatched onward.
 - iii. Daily reporting of best practices, especially regarding the configuration of arriving resources, methods to control unplanned, direct-deliveries, and sustainment of staff.
 - d. The State Staging Area Manager will track inbound shipments project onward deliveries. S/he will coordinate closely with the State Logistics Section Coordinator on this.
 - e. All inbound EMAC resources will report to the SSA to be checked in, their logistical readiness validated, and the scope of their EMAC agreement confirmed. Two exceptions to this are aircraft and military units battalion/squadron-sized or larger. If authorized by the State Logistics Section Coordinator battalion and higher, units may deploy directly while simultaneously sending their executive officer and logistician to check-in.
 - f. The SSA will receive scheduled and routed deliveries from the Federal Mobilization Center, Federal Operations Staging Area, and mutual aid sources. It should also anticipate receiving unplanned direct-deliveries from Federal contractors, non-governmental organizations, private entities, volunteers, and donations.
 - g. Unrequested resources could also be direct-delivered without notice at the SSA from an agency or organization acting in an uncoordinated manner.
 - h. If deliveries exceed the SSA's capability, the SSA will notify the State Logistics Section Coordinator, who will work with the RRCC/IMAT/JFO, mutual aid sources, non-governmental organizations, and/or volunteer and donation management staff to control the tempo and the routing of deliveries. S/he may also request additional internal resources for assistance.
 - i. The initial surge could quickly become very heavy, and could last for 14 days, and then be reduced to a more-manageable level and last for at least an additional 180 days.
5. Local Receiving and Distribution Centers (LRDC) will be activated by Incident Command using local resources, with possible state and federal augmentation upon request. LRDCs could vary widely in their organization and capabilities.

- a. The LRDC Manager should coordinate with the State Logistics Section Coordinator and State Staging Area Manager to determine the scope of the challenge and to organize, staff and resource the LRDC to succeed. Expect the initial surge to quickly become very heavy and last for 14 days, then to reduce to a more manageable level and last for at least 180 days.
- b. Official records will be developed and maintained in accordance with the Incident Command System and guidance.
- c. Some planned deliveries will be routed via the SSA, and some planned deliveries will be routed for direct-delivery from their source. As long as accountability can be transferred and maintained overall, the latter will be the more efficient method. Federal resources, state contractors, and non-governmental organizations should normally be planned deliveries.
- d. LRDCs should expect the arrival of unplanned direct-deliveries from federal contractors, private entities, volunteers, and donations. If these exceed a LRDC's capability, or are otherwise undesirable, they should be sent to the SSA who can resend them as a planned delivery.
- e. Unrequested resources could also be direct-delivered without notice from an agency or organization acting in an uncoordinated manner.
- f. Constant coordination is necessary with the SSA and the State EOC to ensure that resources arrive in the most efficient configuration possible, to ensure the LRDC's capability to receive deliveries is not in danger of being overwhelmed, and to combat unplanned, direct deliveries.
- g. If deliveries exceed the LRDC's capability the LRDC Manager will notify the Incident Commander for additional resources and clarification of priorities. S/he will also simultaneously coordinate with the State Logistics Section Coordinator, mutual aid sources, non-governmental organizations, and volunteer and donation management staff to control the tempo and routing of deliveries.

E. Resource Staging

1. The State Staging Area Manager, if established, will constantly track situational information and constantly coordinate with the State Logistics Section Coordinator to manage the tempo, routing, and accountability of inbound resources – to include producing and receiving regular briefings and reports.
2. A staging sub-area facility will be required for accepted resources that are to be checked in and reconfigured, put in tailored packages, maintained, etc. Tailored-content pallets may also need to be built in this location.

3. A Frustrated Resources Sub-area will likely be needed to resolve problems with accepted resources.
4. A Call-Forward Sub-area will likely be needed for resources awaiting dispatch to the incident site(s).
4. Accountability and status must be tracked and reported regarding all three of these sub-areas. Subject matter experts on staging and accountability will be requested through the incident command or through the State EOC.
5. A material release order will be authorized by the Staging Area Manager for each resource released from the SSA.
7. Inbound resources are accounted for in two sub-categories:
 - a. Expendables – These resources have a life-expectancy of less than one year, and lose their identity when either used (for instance paper towels) or when they become an integral part of another item (for instance computer keyboards). There are two sub-components of expendables:
 - i. Consumables – These items have a low dollar-value and are consumed in use. Includes such things as ice, water, MREs, tarps, office supplies, construction materials, hygiene kits, personal wash kits, plastic sheeting and blankets.
 - ii. Durables – These can be used several times before being consumed, therefore they are retrieved after use and reissued again. Durables include tools, computer peripherals, small office equipment, furniture, protective equipment and compressed gas cylinders.
 - b. Non-expendables – These resources are higher dollar-value items that are not consumed in use. A complete audit trail is maintained from receipt to final disposition. Includes serial numbered items (for instance portable electric generators), sensitive items (e.g. computer memories), controlled items (e.g. pharmaceuticals), hazardous items (e.g. a shipping unit of lithium batteries), and leased items (e.g. dumpsters).

F. Onward Movement of Resources

1. The State Staging Area Manager (SSAM) will control the resources dispatched from his/her area in response to requests from the incident command.

2. The SSAM will notify the incident command Logistics Section Chief of dispatch and destination of inbound resources. This will be done in accordance with the incident command's Incident Action Plan.
3. The SSAM will notify the incident command Operations Section Chief when inbound resources have left SSA. This will also be done in accordance with the incident command's procedures.

G. Resource Integration

1. Resource integration will be the responsibility of the incident command and will be accomplished in accordance with the incident command's Incident Action Plan.

H. Resource Recovery

1. As the response transitions from response to recovery, the State Logistics Section Coordinator will begin planning with the JFO, the State Finance/Administration Section Coordinator, State Staging Area Manager and the incident command Logistics Section Chief to halt the flow of inbound resources in a synchronized manner, and also to retrieve unused and/or excess resources from throughout the incident area.
2. The retrieval and return effort should be expected to last for at least 30 days, and the reconciliation process to last for at least one year. Accountability subject matter experts from DAS can be requested to assist with these tasks. These tasks could include:
 - a. Retrieving, cleaning-up, maintaining, repairing, returning, and reconciling non-expendable items with the federal government.
 - b. Retrieving durables to the extent possible, and reconciling the amount retrieved/un-retrieved/ consumed with federal representatives.
 - c. Returning, as able, unused/excess consumables that are still in sealed shipping units to federal control for credit, and requesting permission to return them as applicable.
 - d. Reconciling consumables with the federal government.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

1. As with the parent plan to this document, the Catastrophic Incident Response Annex, the organization of response for a catastrophic incident will be according to the activated Emergency Support Functions of the Ohio Emergency Operations Plan, the emergency operations plan of affected areas, and the federal government's National Response Framework.
2. As required by the National Response Framework, all operations will be conducted in compliance with the requirements of the National Incident Management System (NIMS).

B. Assignment of Responsibilities

1. The assignment of responsibilities for agencies that are partners to the State of Ohio Emergency Operations Plan will be according to activated Emergency Support Functions, and may include the response of any of the primary and supporting agencies that are listed in the Base Plan's Tab A – Primary and Support Agencies by Emergency Support Function Annexes and Other Plan Elements.
2. Response agencies and organizations with primary and/or supporting assignments are responsible for developing and maintaining implementing instructions such as standing operating procedures, checklists, and other supporting documents that detail how to perform their assigned tasks.