

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

CATASTROPHIC RESOURCE MANAGEMENT PLAN

Lead Agency: Ohio Emergency Management Agency (OEMA)

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/thru Ohio, or response for repatriation of our citizens from overseas.
- C. This plan is intended to be used whenever resources necessary to support any aspect of the Ohio all-hazards EOP are insufficient.
- D. The plan takes into account potential proactive Federal response and/or pre-positioning to be taken in anticipation of a catastrophic incident.
- E. This plan aims to prepare to a “responsible level of planning” based on our analyzed risks since catastrophic planning could go on ad infinitum.

- F. Logistical support of the federal effort inside Ohio (e.g. facilities, equipment, communications, etc.) is addressed in various other federal and State of Ohio documents.
- G. This plan draws relies upon other portions of the Ohio EOP for support, e.g. Transportation in support of the state effort is addressed in Ohio EOP ESF #1 and in the Catastrophic Incident Response Annex (CIRA); Communications in ESF #2; Public works in ESF #3; Law enforcement in ESF #13; Volunteer and donations management in the Volunteer and Donations Management Support Annex and the CIRA; etc.

III. SITUATION

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

IV. ASSUMPTIONS

- A. The incident will have an effect across state lines and will include at least one major metropolitan area. Multi-state and multi-jurisdiction response will inter-operate simultaneously under an appropriate incident command.
- B. Both the state and locals are able to maintain effective incident command and common operating picture throughout the catastrophe. If the state cannot, then the federal government and the remaining state government will provide resources using the National Response Framework's Catastrophic Incident Annex and Execution Schedule.
- C. Priorities of effort will initially be the same as in the State Incident Action Plan, the Ohio EOP Catastrophic Incident Annex, or as determined by the SEOC Director.
- D. Infrastructure will be damaged if this plan is executed so capabilities may be degraded and state agencies may need to work from alternate work locations under COOP conditions.
- E. Requested federal resources will be provided – although it is recognized that we might not always get everything we ask for.
- F. If any international assistance is offered to the state of Ohio, a working group can be convened to coordinate it. The working group will 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 applicable, it can 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 can convene to assist the locals.

- G. Competition from multiple catastrophic incidents occurring simultaneously nationwide could reduce the size, speed and depth of the federal response – either from the outset, or during response operations.

V. CONCEPT OF OPERATIONS

A. Insufficient Resources

1. Mission requests normally arrive at the SEOC from county EOCs and are entered as “mission records” in the State’s WebEOC system.
2. As resources prove to be insufficient to meet mission requests the state-level ESFs report this fact to the State Operations Section Coordinator who reports to the State EOC Manager and also notifies the State Logistics Section Coordinator.
3. State EOC Manager then notifies the State EOC Director who makes a decision on whether to activate the Ohio Catastrophic Incident Annex. This resource management plan is then activated concurrently with the Ohio Catastrophic Incident Annex.
4. In a no-notice incident, the State could find that certain resources available in an insufficient almost immediately.

B. Anticipating Needs

1. As it becomes apparent that outside resources will be required the State Operations Section Coordinator will assist the State Logistics Section Coordinator with anticipating augmentation requirements and with making other preparations.
2. One preparatory act of the SEOC Director might be to make several delegations of authority to validate requests for augmentation.
3. Some preparatory actions of the SEOC Logistics Section Coordinator might be to:
 - a. Exchange information on key players, exchange current plans, and exchange Incident Action Plans with the Regional Resource Coordination Center (RRCC) / Incident Management Assistance Teams (IMAT) / Joint Field Office (JFO) (once activated), private sector, non-governmental organizations, adjacent states and incident commanders.
 - b. Coordinate with incident commander(s), OEMA Field Liaison Supervisor, Ohio ESF #7, State Finance/Administration Section Coordinator, RRCC/IMAT/JFO, mutual aid POCs, non-governmental, private, volunteer and donation representatives, and adjacent states to tailor a comprehensive set of augmentation resources projected to be needed.

- c. Make projections of what facilities and internal resources we will need to manage the reception, staging, onward movement and integration of the inbound resources. Some facilities might include Federal Operations Staging Areas, State Staging Areas, Local Receiving and Distribution Centers, and local Point of Distribution (POD) sites. Some resources/services needed to efficiently receive these inbound resources at the speed they're expected might include land and building acquisition, skilled staff, labor, replacement staff, meals, fuel, management tools, accounting tools, transportation, aircraft, air space management, earth moving equipment, material handling equipment, repair and maintenance, security, traffic control, crew rest sub-areas, housing, laundry, bath, medical support, waste removal, miscellaneous supplies, communications, automation, and telecom and data connectivity, and cost-tracking.
- d. Estimate the amount and the tempo of resources that will be arriving. Also begin to plan the paths they will route through (e.g. direct-delivery to Local Receiving and Distribution Center versus State Staging Area).
- e. Verify with the incident command's Logistics Section Chief to ensure they can receive and process inbound resources as fast as we intend to send them – or if they need augmentation. In this way resources will be sequenced to arrive no earlier than they can be accepted.
- f. Prepare to send subject matter experts (aka technical advisors) on resource staging and accountability to augment both the state and local levels. Staging and accountability subject matter experts to augment both the state and incident command levels should be requested from federal sources without delay.
- g. Also prepare to provide augmentation, if needed, to the local-level to help them get inbound supplies “the last mile” - and actually into the hands of those in need.
- h. Prepare contingency federal Action Request Forms (ARF).
- i. Prepare to receive and process federal and mutual aid representatives, federal and mutual aid resources, subject matter experts from non-governmental agencies, and their remotely-located services, into both the SEOC and to the incident area (e.g. liaison officers, EMAC-A Team, distribution SMEs, federal medical facilities, aircraft, Level 4 laboratories, etc.). Note that in a multi-state response some of these key representatives, resources and services could locate outside of Ohio's borders.
- j. Identify facilities that could be used to pre-position either federal tailored resource sets or federal pre-planned resource sets if need be. Note that the State Logistics Section Coordinator can request federal resources preemptively in anticipation of problems emerging.

C. Assistance Requests

1. All requests, receipt, integration, management, and release of federal, mutual aid, non-governmental, private, volunteer and donated resources will be managed through the ICS incident command structure and in accordance with the State Incident Action Plan.
2. As it becomes clear in the SEOC that outside resources are required, the State Logistics Coordinator will notify the State EOC Manager that s/he will make recommendations on the source of the augmentation and will take certain requests to the State EOC Director for signature validation and/or approval of both the resource and its source.
 - a. For federal resources the State Logistics Coordinator submits validated Action Request Forms (ARF) to the Federal IMAT Team's Operations Section Chief.
 - b. For mutual aid resources the SEOC 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 volunteers and donations ESF #6 will contact their FEMA V Regional Voluntary Agency Liaison.
3. Once a request is submitted the State Logistics Section Coordinator will initiate a record in the common federal-state-local resource tracking system (TBD) and will begin tracking and accountability on that 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.
4. The state of 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 since some of that support will come from within Ohio itself, and will prepare to send staging and accountability subject matter experts down to the local level.
7. The State Logistics Section Coordinator will work closely with the IMAT Operations Section Chief to combat logistical competition between the incident

command(s) responding to the catastrophe in Ohio and the federal government which could be responding to several state catastrophes simultaneously.

D. Resource Receiving

1. Federal Mobilization Center(s) (FMC) – The FMC is 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. Federal Operations Staging Area(s) (FOSA) – The FOSA is located inside the incident area, and will normally be within the borders of Ohio. The FOSA will directly coordinate with the State Staging Area 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 as the need arises.
3. State Emergency Operations Center (State EOC)
 - a. The State Logistics Section Coordinator will need to track inbound shipments and to project deliveries to the State Staging Area as well as direct-deliveries to the local level. S/he will need to coordinate closely with the IMAT and the RRCC/JFO on this.
 - 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 will be delivered to the SEOC (liaison officers, IMAT Forward Communications Vehicle, EMAC A-Team, etc.) and the SEOC needs to be prepared to efficiently receive and integrate them.
 - c. The State Finance/Administration Section must be kept informed and involved in this process so they can track accepted federal resources in order to ensure cost-sharing - or avoidance of unnecessary cost-sharing. They will also track purchases and EMAC agreements.
4. State Staging Area (SSA) – An SSA(s) will be established if needed. Alternately, the Logistics Section Coordinator may send staff and resources to the Local Receiving & Distribution Center(s) to administratively take receipt of in-bound federal/state resources and transfer accountability (sign them over) to county(s). Established SSAs will operate according to the following concepts:

- a. A key responsibility of the SSA is organization of the effort; as in:
 - 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. A second key set of responsibilities is 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. A third key responsibility is reporting 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 need to track inbound shipments and to project onward deliveries. S/he will need to coordinate closely with the State Logistics Section Coordinator on this.
 - e. All inbound EMAC resources will report to the SSA in order 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 threaten to exceed the SSA's capability the SSA notifies the State Logistics Section Coordinator to work with the RRCC/IMAT/JFO, mutual aid sources, non-governmental organizations, and/or volunteer and donation management staff to control the tempo and routing of deliveries. S/he may also request additional internal resources to help meet the challenge.
 - i. 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.
5. Local Receiving and Distribution Centers (LRDC) – This is activated by the incident command using local resources (with possible state and federal augmentation upon request). LRDCs may 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. An Excel Spreadsheet-based automated system to pick-up, maintain, transfer, and drop accountability for all resources accepted into the incident command is recommended since it will interoperate with the state and federal systems.
 - c. Official records will be developed and maintained in accordance with the Incident Command System and in accordance with incident command guidance.

- d. Some planned deliveries will be routed via 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 is generally the more efficient method. Federal resources, state contractors, and non-governmental organizations should normally be planned deliveries.
- e. Although the SEOC will try to keep it from happening, LRDCs should expect the arrival of unplanned direct-deliveries from the 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.
- f. Unrequested resources could also be direct-delivered without notice from an agency or organization acting in an uncoordinated manner.
- g. Constant coordination is necessary with the SSA and the SEOC 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.
- h. If deliveries exceed the LRDC's capability the LRDC Manager notifies 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, must 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 is required for accepted resources which will be checked-in and may be reconfigured, put in tailored packages, maintained, etc. Tailored-content pallets may also need built here.
3. A frustrated resources sub-area will probably be needed for accepted resources with various problems.
4. A call-forward sub-area will probably be needed for resources awaiting dispatch to the incident site(s).

5. Accountability and status must be tracked and reported regarding all three of these sub-areas. Subject matter experts on staging and accountability can be requested via the incident command from the SEOC. A precise material release order will be authorized by the Staging Area Manager for each resource released from the SSA.
6. 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 further 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. Includes 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 prepares to transition from response to recovery the State Logistics Section Coordinator must 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. Expect the retrieval and return effort to last for 30 days, and the reconciliation process to last for one year. Accountability subject matter experts from DAS can be requested to assist with this. Some tasks, as directed, will include:
 - a. Retrieve, clean-up, maintain, repair, return, and reconcile non-expendable items with the federal government.
 - b. Retrieve durables to the extent possible, and reconcile the amount retrieved/un-retrieved/ consumed with federal representatives.
 - c. Unused/excess consumables that are still in sealed shipping units may be able to be returned to federal control for credit. Request permission to return them as applicable.
 - d. Reconcile all other 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 the activated Emergency Support Functions and may include the response of any of the primary and supporting agencies that are listed in Tab A (Primary and Support Agencies by Emergency Support Function Annexes and Other Plan Elements) of the Ohio EOP's Base Plan.
2. As always, 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.