

Catastrophic Incident Annex (CIA)

Tab F: Operational Coordination

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Tab F: Operational Coordination

Purpose

This Tab is intended to provide detailed information on the Operational Coordination core capability and reflects the catastrophic planning that has taken place across the state for its associated Critical Tasks. The Operational Coordination response considerations addressed in this Tab describe the structure that will be implemented following a catastrophic incident in which Washington State will need to divide either a part of or all of the state into geographic divisions and branches to vertically integrate operations with the Federal Emergency Management Agency (FEMA). This structure should maintain alignment with FEMA Region Ten (RX), the Washington National Guard (WNG), and the Washington State Emergency Management Division (EMD).

Strategic Goals

Life Safety

Vertical Integration (Government)

1. Response operations involving some or all of the jurisdictions and Tribal partners in the state will require an extraordinary level of coordination. This coordination will require the vertical integration of all levels of government to effectively respond and stabilize from the results of a catastrophic incident.

Incident Stabilization

Direction, Control, and Coordination (Public and Private)

1. Facilitate a coordinated response that encompasses federal, state, Tribes, local jurisdictions, the private sector and private non-profits through identified strategies and objectives.

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Situation Overview

General

Catastrophic incidents that occur over a large geographic area, affect multiple counties, and involve response operations by the federal government, will likely require the establishment of geographic divisions and branches to facilitate incident stabilization, lifesaving, and life-sustaining activities. Incidents which occur that affect the entire state will almost certainly require this level of integration and coordination.

Planning Assumptions and Response Considerations

- The SEOC remains the statewide central coordination point for receiving incident-related information and requesting federal or state resources during catastrophic incidents impacting Washington State; however, expect substantial federal, state, and/or local interaction to happen well ahead of traditional command, coordination, and control mechanisms.
- Catastrophic incidents may limit or prevent response personnel from initialing filling roles within the SEOC.
- When reporting to their regular staffing locations (i.e., jurisdictional primary and alternate sites) is impossible or impractical, emergency managers in Washington State should consider responding to the nearest available Emergency Operations or Coordination Center (EOC/ECC), if or when able.
- The ability of first responders and emergency managers to maintain a doctrinal span of control will be impractical, if not impossible, for the first several operational periods.
- The process of coordinating a statewide response over many geographical areas can reduce the effectiveness of direction, control, and coordination if routine disaster management practices are employed.

Capability Targets

Placeholder

Non-Standardized Targets

Placeholder

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Concept of Operations

General

At the occurrence of catastrophic incident, the SEOC will be activated at Level 1 Full Activation. Should it become necessary to involve the assistance of federal resources following a disaster declaration, a method of coordination may need to be established to facilitate response operations spanning a large geographical area. When the determination is made to establish geographic branches and divisions to coordinate statewide efforts alongside federal efforts, then this plan will be in effect.

Washington EMD

The Response Section Manager or SEOC Supervisor will activate the Operations Section Chief position. The Operations Section Chief will need to activate Deputy Operations Section Chiefs to manage the Geographic Branch Directors to maintain span of control. SEOC Representatives will be activated and provided to the affected HLS Regions. SEOC Representatives report to their Geographic Branch Director.

SEOC Representatives coordinate state-lead actions with Local Emergency Management through their assigned Homeland Security Region representative(s). Additionally, the SEOC Representative coordinates information collection and dissemination through the on-scene WNG Geographic Task Force Commander (GTF) and FEMA Geographic Branch Director.

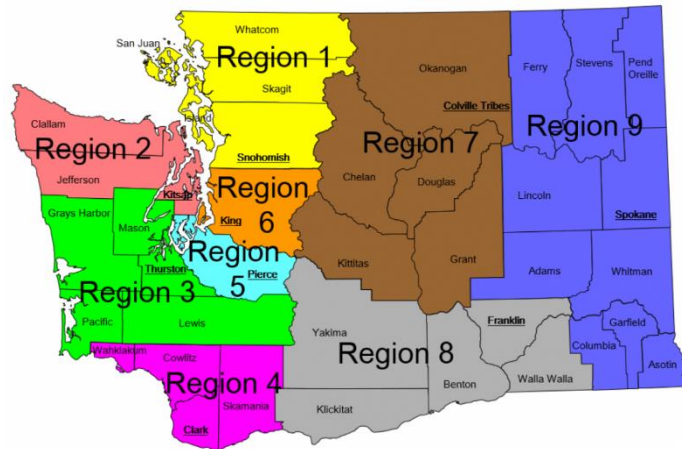


Figure 1-Washington Homeland Security Regions

Washington National Guard

Upon notification of a catastrophic incident, and realization of inability to operate from Camp Murray, the Joint Operations Center (JOC) Watch will initiate the Military Department's continuity of operations plan (COOP) by notifying the EMD Alert and Warning Center and the Idaho National Guard JOC of the desire to move key leaders and capabilities to Fairchild Air Force Base (FAFB). The WNG Emergency Communication tree will be initiated to establish accountability of all Service Members and their immediate families. Establishment of a Dual Status Commander will be initiated when its clear scope will exceed the WNG's capacity to respond.

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FEMA Region 10

In Region 10, the priority for the Regional Administrator (RA) is to staff the RRCC using all available full-time Regional staff. Only when the transition of operational authority from the RRCC staff to the FEMA IMAT is complete and the RRCC is ready to close will Regional staff be reassigned to support field operations.

The Region 10 IMAT will be assigned to the most heavily impacted state. All other states will be supported by out-of-Region IMATs.

The complexity of the incident will drive the specific staffing configuration needed to meet the capacity requirements of the incident. For example:

- A low-complexity incident requires less capacity, including a smaller RRCC configuration and the use of liaisons instead of IMATs.
- A high-complexity incident requires more capacity, including a full RRCC activation and additional staffing to support areas such as resource request processing and fulfillment (e.g., Mission Assignments [MAs] and logistics movement) and future planning.

Region 10 may request out-of-Region staffing support to meet requirements for increased capacity to support complex incidents. Additional support staff or assets will be requested through the National Response Coordination Center (NRCC).

State Coordination

In multi-state incidents, the RA or the Regional Coordinating Officer (RCO) will conduct a State Director Coordination Call, as requested and approved by the Directors. This call will provide a common understanding of the following:

- State forecast of resource needs, including EMAC support from other states
- Incidents in the state that may impact other states
- National-level Critical Infrastructure and Key Resource (CIKR) requirements that may affect Regional response operations

Tribal Coordination

Federally recognized tribes within Region 10 may choose to request a Tribal Emergency or Major Disaster Declaration directly from FEMA or may be an applicant or sub-applicant within a state declaration. Tribal decisions about operational status are made on a case-by-case basis in each disaster situation and are not pre-established in Region 10.

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Prior to a declaration, the RRCC staff will coordinate with all tribes through a tribal LNO. If requested, the Region will prepare to deploy an IMAT to support a tribal government that requests its own Emergency Declaration or Major Disaster Declaration.

Supporting Core Capability

Operational Coordination

Objective:

The National Preparedness Goal defines operational coordination as the ability 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.

Critical Tasks:

1. Mobilize all critical resources and establish command, control, and coordination structures within the affected community, which may no longer be defined by established jurisdictional boundaries as needed throughout the duration of an incident.
2. Enhance and maintain command, control, and coordination structures (C3), consistent with the National Incident Management System (NIMS), to meet basic human needs, stabilize the incident, and facilitate the integration of restoration and recovery activities.

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Organization

Structure

The following structures depict how the Washington Emergency Management Division, the Washington National Guard, Tribal partners, and FEMA Region 10 integrate operations into a common and shared organizational structure in order to respond to a catastrophic incident. Utilizing the existing structure of the 9 Homeland Security Regions, statewide operations are divided into 9 Branches. Preferably, joint operations will consist of an:

- Local Emergency Management
- Tribal Representative
- SEOC Representative
- National Guard GTF Commander
- FEMA Branch Director

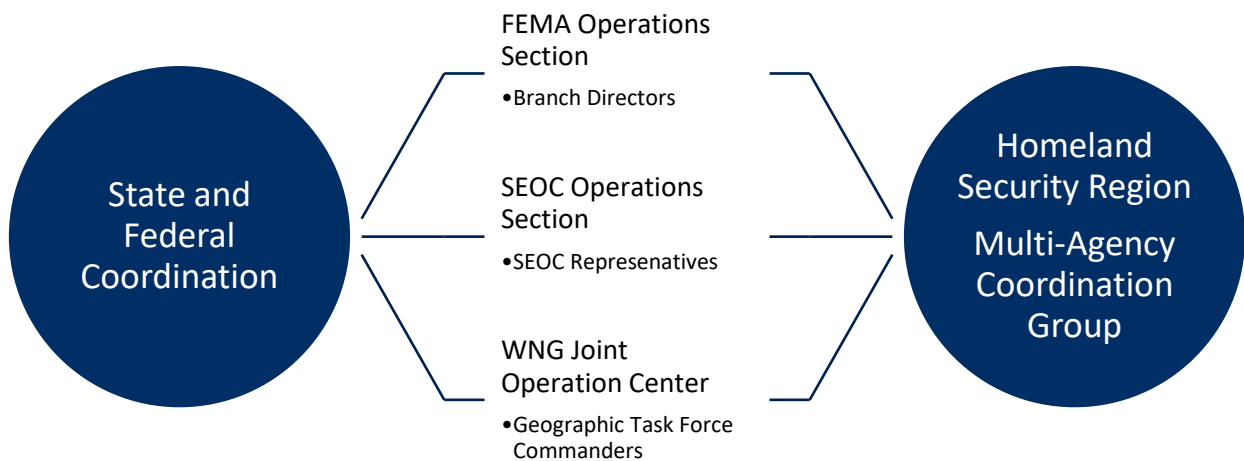


Figure 2 - Coordination Structure for Federal-State-Tribal-Local Response

Each HLS Region will employ a Multi-Agency Coordination Group (MACG) to effectively manage resource requests coming in and out of the region. This MACG is not intended to replace or supplant a jurisdiction's authority or ability to directly coordinate with the state. This structure offers the best course of action to manage large scale incidents that will require coordination, similar and competing resources, and personnel shortfalls. Each HLS Region shall determine

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how its own MACG operates according to their respective response plans.

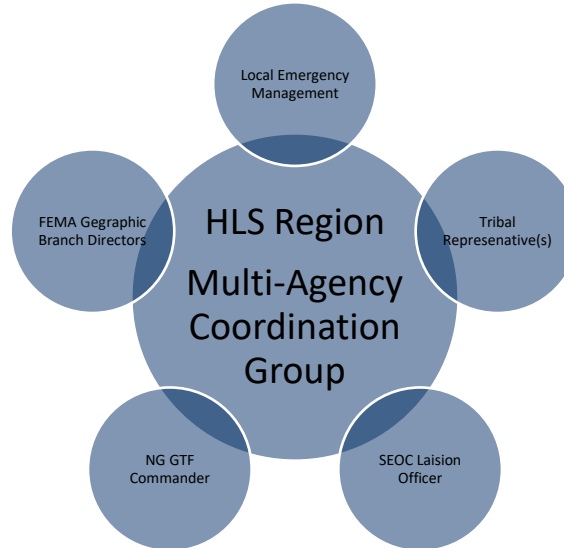


Figure 3 - Integration Operations through HLS Regions

Washington State Emergency Management Division

Coordination with the 9 HLS Regions is achieved through the Operations Section of the State Emergency Operations Center. Geographic Branch Directors will divide up the HLS Regions based on the scope of impacts and the level of coordination needed within the incident. FEMA will further divide the branches into divisions (and possibly segments); however, SEOC operations will not likely have the available personnel to divide to at this level. Therefore, operational coordination for the SEOC will be coordinated at the branch level. This branch level currently encompasses the existing 9 Homeland Security Regions.

At a minimum, the SEOC will need to maintain a presence at each Homeland Security Region to coordinate local response with state and federal responses.

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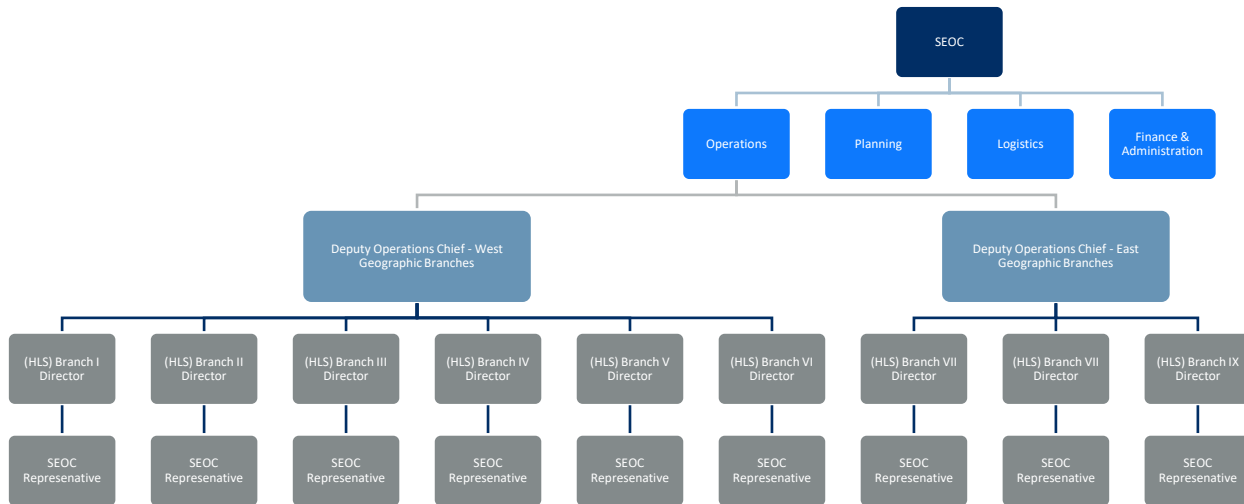


Figure 4 - Sample Organizational Structure for a Statewide Incident

It is important to note that this is the *desired* structure. The availability of EMD staff and other state agency supporting personnel, as well as the impacts to each HLS Region will influence the initial and final disposition of each Geographic Branch. Much of the needed capabilities to achieve this structure across the affected portions of the state will depend on the assistance from partner state agencies.

Deputy Operations Section Chiefs

The Deputy Operation Section Chief reports to the Operations Section Chief and is responsible for:

- Coordinating the Geographic Branch Directors
- Establishing or relaying the objectives based on the IAP for the current operational period
- Informing the Operations Section Chief of high priority and/or time sensitive issues
- Consolidating reports from the Geographic Branch Directors

Geographic Branch Directors

The Geographic Branch Director reports to the Deputy Operations Section Chief and is responsible for:

- Ensuring that their branch carries out its duties, as described in the IAP
- Coordinates with the SEOC Representative on behalf of the Operations Section.

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SEOC Representatives

SEOC Representatives report to their respective Geographic Branch Director and is responsible for:

- Maintaining communication with their assigned HLS MACG
- Present for meetings as prescribed and invited by the HLS MACG
- Regularly meeting with the locally-based state and federal coordination structure throughout each operational period
- Passing along SitReps and IAPs from the SEOC
- Passing along SitReps and IAPs from the HLS MACG to the SEOC
- Creating resource requests for each HLS Region as necessary
- Identifying local incident objectives and coordinating with the locally-based state and federal coordination structure
- Briefing their Geographic Branch Director according to the prescribed schedule

Washington State National Guard

Coordination with the 9 HLS Region is achieved through the Joint Operations Center (JOC). The JOC provides each Branch with a Geographic Task Force consisting of:

- Communications unit
- Security Task Force
- Engineering Task Force
- Combat Sustainment Support Battalion
- Chemical, Biological, Radiological, and Nuclear Task Force

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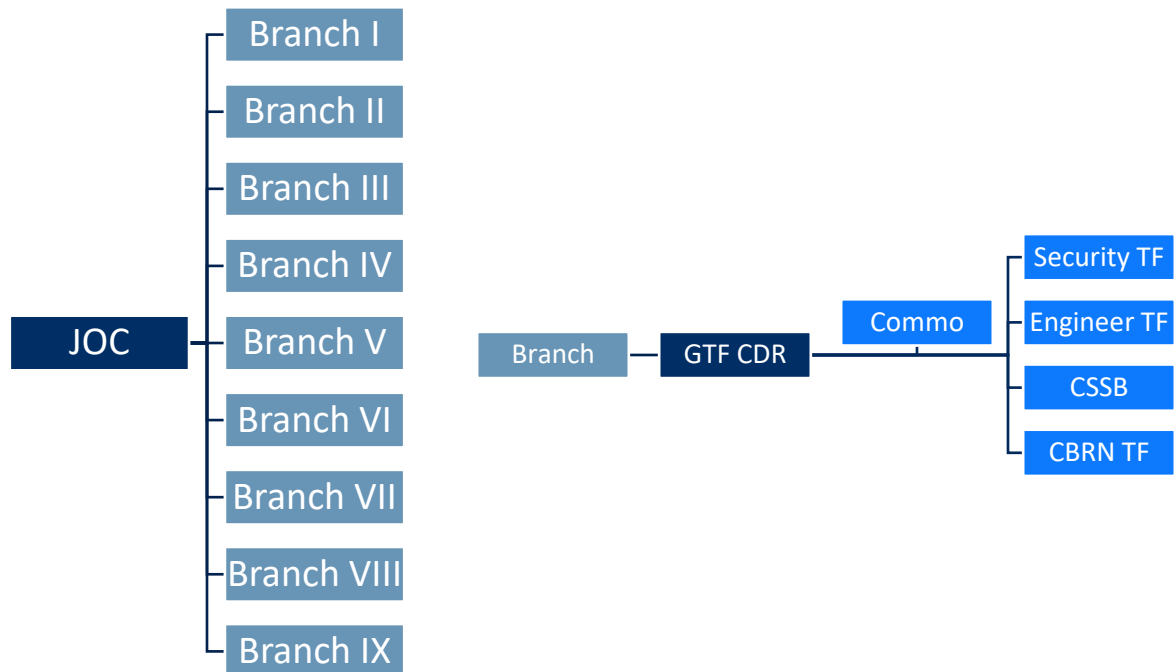


Figure 5 - National Guard Organizational Structure

It is important to note that this is the *desired* structure. The availability of WNG soldiers and personnel, as well as, the impacts to each HLS Region will influence the initial and final disposition of each GTF. Many of the needed capabilities to achieve this structure across the affected portions of the state will depend on the arrival of other NG units from across the country.

Geographic Task Force Commander

Geographical Task Force (GTF) Commander- O-6 leadership (any service branch) and staff faced with responding to regional incident-related issues. Successful operations will dictate the partnership with established Incident Commanders, local governmental organizations and non-governmental organizations (NGO) for response objectives that are continually evolving.

Communications

Section for each GTF to build communication capability to link local government, NGO and higher authorities to fully integrate response. Deployed to each Branch as needed.

Security Task Force

Military security assets to provide forces to the response and are capable of performing a wide variety of tasks. Could be employed as part of the distribution network, conducting health and wellness checks, or providing stationary or mobile security. Capable of partnership with federal, state and local law enforcement. Deployed to each Branch as needed.

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Engineer Task Force

This element can provide bridging, vertical/horizontal construction and mobility augmentation. Units' capable of decisive work in opening of main service routs (MSRs) and reconstruction. Deployed to each Branch as needed.

Combat Sustainment Support Battalion

Provide tactical level provisions of logistics, personnel services, and health service support necessary to maintain and prolong operations until mission is transitioned or accomplished.

Chemical, Biological, Radiological, and Nuclear Task Force (CBRN-TF)

Provide tactical-level hazardous site reconnaissance and classification in order to identify response scope and priority. Conduct patient decontamination, medical triage and stabilization, casualty/fatality search and extraction to assist responders with CBRN consequence management.

FEMA Region 10

FEMA will establish a geographic incident command structure which comprises branches, divisions, and segments (as appropriate and necessary). Depending on the scope of statewide impacts these branches will be activated in both impacted and non-impacted areas. Impacted areas that require greater coordination will consist of divisions to manage the needs of the incident. These divisions may consist of:

- Groupings of counties
- Single counties
- Major cities (may also be designated as segments)

Non-impacted areas will be pre-identified for the purposes of future operations. In addition to the potential for future impacts (i.e., cascading impacts, new impacts, etc.) these divisions can be implemented for such activities as:

- Mass care activities
- Evacuation support
- Staging area operations

At a minimum, these branches will require the coordination of EMD and FEMA. Within each division, the FEMA Division Supervisor will need to coordinate with an individual who holds some degree of decision-making authority.

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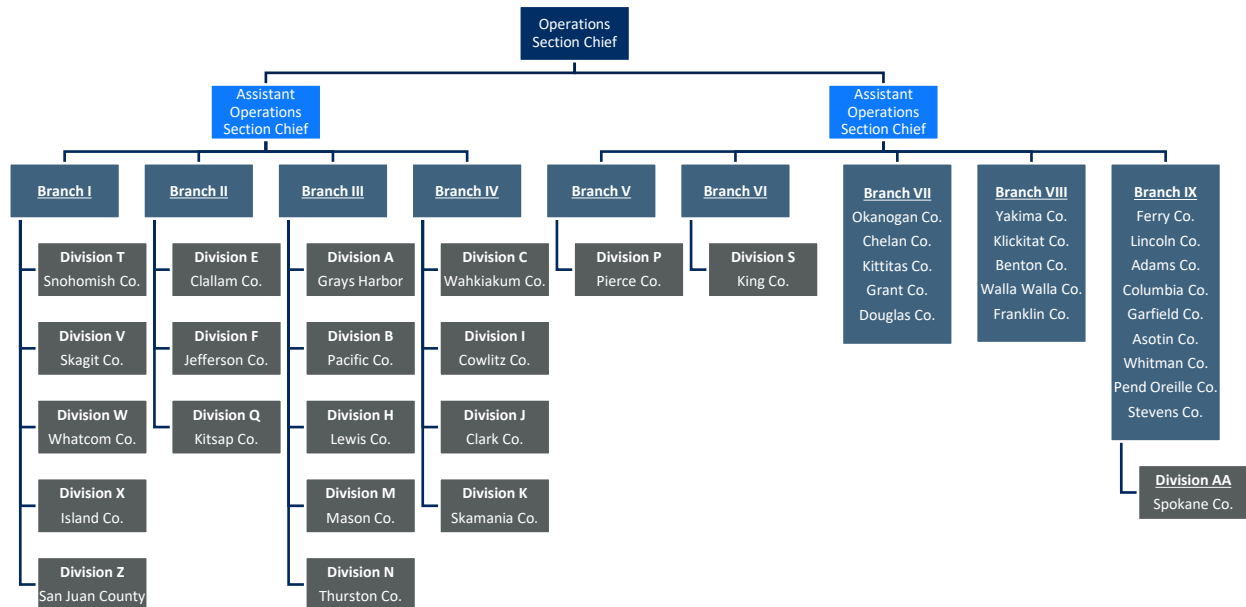


Figure 6 - SEOC Operations Section Organizational Structure for HLS Regional Operations

Geographic Operations Branch Director

The Geographic Operations Branch Director reports to the OSC; ensures that their branch carries out its duties, as described in the IAP; and coordinates with JFO staff on behalf of the DIVS.

Division Supervisor

The DIVS reports to the OSC or a Geographic Operations Branch Director, if activated. The DIVS is the UCG representative within a division, accountable for the accomplishment of all work assignments specified in the IAP for the respective division.

Operations Task Force Leader (OPTL) *Not included in organization chart*

The OPTL reports to a division supervisor or group supervisor. When reporting to a division supervisor, the OPTL assists with sharing of information between the local government, the Operations Staff, and the state/tribe. The OPTL also assists with overseeing IAP execution in the division and may be assigned oversight of a specific work task (e.g., power, debris, and DRC tasks or to a specific local jurisdiction in a division [e.g., city or borough] where additional supervision or assistance is needed).

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Direction, Control, and Coordination

General

Joint EMD, NG, and FEMA Geographic Operations

Response operations involving some or all of the jurisdictions and Tribal partners in the state will require an extraordinary level of coordination. This coordination will require the vertical integration of all levels of government to effectively respond and stabilize from the results of a catastrophic incident.

Command and Coordination Procedures

The following procedures outline the method to establish and maintain direction, control, and coordination across large geographic regions.

- Multi-Agency Coordination video or conference calls.
 - Any agency or jurisdiction in the Homeland Security Region can request video or conference call.
 - Purpose of the calls is to facilitate regional collaboration and decision making with agency-to-agency communications. Focus areas of the calls includes:
 - Information Sharing
 - Public Information Coordination
 - Resource Management
 - Agenda for video or conference call includes:
 - Agency or jurisdiction current status to include potential impacts
 - Resource needs or resource availability (within mutual aid systems)
 - Resource shortfalls
 - Identify multi-jurisdiction challenges or needs
 - Coordinate public information impacts
 - Establish multi-jurisdiction groups, task forces, and strike teams to address challenges or impacts
 - *Please note all of the above items may not be discussed based on the needs of the incident.*

Situation Reports – Regional Situational Awareness

Situation Reports (SitReps) will be an essential mechanism is maintain situational awareness both within a region and provide a mechanism for the SEOC to monitor dynamic and changing incidents. SitReps are not the sole mechanism for situational awareness; however, they offer the ability to inform the greatest number of response personnel when communications have been impacted or operational tempo is not conducive to regularly scheduled meetings.

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- Counties and cities are recommended to work together to complete, analyze and review their SitReps that are completed within the first operational period.
- Local jurisdictions to include cities, Tribal partners, and special purpose districts are encouraged to submit SitReps to their county prior to submitting directly to their Region.
- Within 24 hours of a catastrophic incident, HLS Regions should complete and submit a SitRep to the SEOC.
 - Ideally, this should be accomplished within a few hours; however, many catastrophic incidents will delay or impact:
 - Situational awareness
 - Damage assessments
 - Communications capabilities
 - Personnel availability
 - Transportation access
 - If SitReps are available before this time they should be sent even with incomplete or missing information when life safety and life sustainment are in jeopardy.
 - Sitreps should be sent to the SEOC Representative every 24 hours until incident stabilization has been achieved in accordance with a Region's defined objectives within their Incident Action Plan (IAP).
 - SEOC Representatives will meet with their appropriate Deputy Operations Section Chief, FEMA Geographic Branch Director, and WNG GTF Commander to discuss the SitRep (Local Joint Field Office).
 - Joint discussion will determine how available resource can be best utilized to met incident objectives and priorities.
 - Resource requests will be generated by the SEOC Representative to meet response needs.
 - Resource requests are routed to Mission Assignments within the SEOC Operations Section.
 - For agencies using WebEOC, an incident within WebEOC will be created by the SEOC to share and provide access to jurisdictions to view the SitReps.
 - For agencies not using WebEOC, a SitRep should be completed and submitted electronically to the SEOC Representative.
 - Alternative communications methods can be employed through CEMNET to transmit SitReps directly to the SEOC's Alert & Warning Center if other communications are inoperable.

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- In the event of a communications blackout, any method that can be employed to pass along reports to the SEOC Representative or the SEOC is acceptable.

Horizontal Integration

This plan is in alignment with Washington State National Guard catastrophic planning efforts.

CSZ Plan – Vigilant Guard (VG)

- Communication Systems- Accountability of all forces and immediate families in an austere (CSZ) environment.
- Force Flow- Execute PSMA's, EMACs with other states NG's, facilitate JRSOI, and publish version 1 of the GTF's smart card.
- Information Awareness and Assessment (IAA) - IAA target list for follow on forces capable of IAA.

Vertical Integration

This plan is in alignment with Federal and County catastrophic plans and planning efforts.

FEMA Region 10 CSZ Earthquake and Tsunami Response Plan

- OPLAN for distant source and near source

FEMA Incident Management Handbook

- For the purposes of this plan, this document describes: how geographical operations are conducted, provides for relevant position descriptions, and describes roles and responsibilities for FEMA Incident Management Teams.

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Information Collection, Analysis, & Dissemination

As a supporting core capability, Operational Coordination does not play the same role in Community Lifeline reporting as a primary core capability. The EEs presented within this Tab are those elements which influence the primaries or assist with operational organization and incident response.

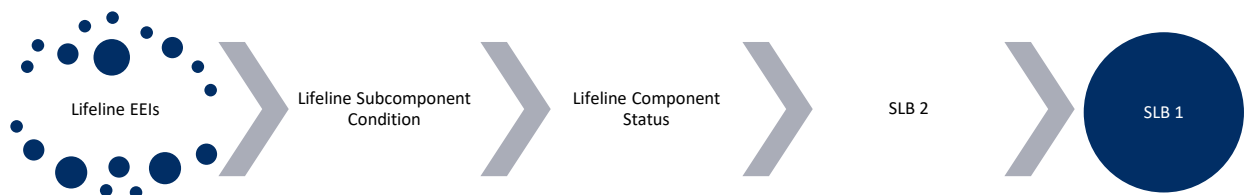


Figure 7 - Information Collection and Dissemination

Information Collection

General Essential Elements of Information (EIs)

Community Lifeline	Lifeline Component	Lifeline Subcomponent	Essential Element of Information
Safety and Security	Government Service	Emergency Operations Centers	<ul style="list-style-type: none"> • Status of Emergency Operations Centers <ul style="list-style-type: none"> ○ Activation Levels ○ Lifeline Impacts and Assessment ○ Staffing shortfalls • Disaster proclamations • Impacts to Mission Essential Functions • Implementation of Continuity of Operations Plans • Implementation of Continuity of Government Plans • Damage impact assessment • Areas of heaviest damage • Impacts to major infrastructure
		Essential Government Functions	
		Government Offices	

Information Analysis and Dissemination

SEOC

The SEOC Representative reports to their HLS Branch Director. The HLS Branch Director reports to the Deputy Operations Section Chief. The Deputy Operations Section Chief reports to the Operations Section Chief. The Operations Section Chief reports to the SEOC Supervisor. The SEOC Supervisor reports to the Policy Group/UCG.

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Figure 8 - Information Analysis and Dissemination Process for SEOC Representatives

WNG

Task Force commanders and liaison officer report to the Geographical Task Force chain of command. The nine GTFs all report directly to the JOC, headed by the J3 and the Director of the Joint Staff, who answers directly to The Adjutant General (TAG). In the case of a Dual Status Commander appointment, they would act as the GTF higher, giving the JOC and the rest of the WA chain of command situational awareness.



Figure 9 - Information Analysis and Dissemination Process for WNG GTFs

FEMA

Information will be relayed from the Division Supervisors to the Branch Directors. The Branch Directors then report to the Assistant Operations Chief (Geographic Operations). The Assistant Operations Chief then reports to the Operations Section Chief (JFO). The Operations Section Chief reports to the Regional Coordination Center (RCC = FEMA Region 10). The RCC then reports to National Regional Coordination Center (NRCC = FEMA HQ).

Information Dissemination

Information analysis will result in contributions to the Tier 1 Senior Leadership Brief (SLB) provided to the UCG. Additionally, the more detailed information not necessary for executive level response decision making will be supplied for the creation of the Tier 2 Senior Leadership Brief (or Community Lifeline Overview) for use in tracking conditions and informing response personnel.



Figure 10 - Information Analysis and Dissemination Process for FEMA Divisions and Branches

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Responsibilities

Phase 1 (Prepare)

Phase 1	
Operational Coordination	The ability 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.
<i>Washington State Emergency Management Division</i>	
<ul style="list-style-type: none"> • Participate in local planning efforts which enhance regional coordination 	
<i>Washington National Guard</i>	
<ul style="list-style-type: none"> • Participate in local planning efforts which enhance regional coordination 	

Phase 2 (Initial Response, Employment of Resources, Transition to Recovery)

Phase 2a, 2b, 2c	
Operational Coordination	The ability 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.
<i>Washington State Emergency Management Division</i>	
<ul style="list-style-type: none"> • Coordinate with HLS Regions to ensure integrated response operations. • Ensure information is rapidly and effectively shared throughout the Geographic Branch and to/from the disaster staff. • Develop strategies and tactics in support of incident objectives. • Assess the workload and request the appropriate numbers and types of resources. • Serve as a POC between the local jurisdiction and the incident management organization • Ensure that assigned personnel and equipment get to and from assignments in a timely and orderly manner • Ensure that EEIs are gathered and relayed to the SEOC Operations Section • In conjunction FEMA, establish and staff a Joint Field Office (JFO). • Implement/Transition into the Washington Restoration Framework; establish and publish reporting requirements for local recovery efforts. • Prioritize restoration of state-owned or managed critical infrastructure and communicate the state's priorities to local EOC/ECCs. 	
<i>Washington National Guard</i>	
<ul style="list-style-type: none"> • Coordinate with HLS Regions to ensure integrated response operations. • Ensure information is rapidly and effectively shared throughout the Geographic Branch and to/from the disaster staff. • Develop strategies and tactics in support of incident objectives. 	

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- Assess the workload and request the appropriate numbers and types of resources.
- Serve as a POC between the local jurisdiction and the incident management organization
- Ensure that assigned personnel and equipment get to and from assignments in a timely and orderly manner

FEMA¹

- Coordinate with HLS Regions to ensure integrated response operations.
- Coordinate with FEMA program representatives to ensure the delivery of programs is consistent, meets customer needs, and is implemented in accordance with Stafford Act requirements and FEMA policy.
- Develop strategies and tactics in support of incident objectives.
- Assess the workload and request the appropriate numbers and types of resources.
- Serve as a POC between the local jurisdiction and the incident management organization
- Ensure that assigned personnel and equipment get to and from assignments in a timely and orderly manner
- Ensure that the concerns of state and local officials are being heard by FEMA

¹ Note: All responsibilities under the FEMA header are those included in the Incident Management Handbook, FEMA B-761.

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References and Supporting Guidance

SEOC Representative SOP

This SOP guides a Representative from initial operations through demobilization.

WNG Liaison Officer SOP

This SOP guides a Liaison Officer from initial operations through demobilization. Hard copies are maintained at the JOC and this document is part of the JPubs Library

Incident Management Handbook, FEMA B-761

The FEMA Incident Management Handbook (IMH) is a tool to assist FEMA emergency management personnel in conducting their assigned missions in the field. The IMH provides information on FEMA's incident-level operating concepts, organizational structures, functions, position descriptions, and key assets and teams.

Terms and Definitions

Homeland Security Region (HLS)

Washington State is divided into 9 Homeland Security Regions (HLS or HLR). Each region is a collection of multiple counties ranging from 3-10, with the exception of HLR 5 & 6 which are single county regions. These functions of these regions typically focus on Phase 1 activities.

Geographic Task Force (GTF)

The Geographic Task Force is a unit of organization employed by the Washington National Guard and consists of a communications unit, security task force, engineering task force, combat sustainment support battalion; and chemical, biological, radiological, and nuclear task force. These task forces will require the participation of outside National Guard units to staff all positions if multiple regions require support.

JOC Watch

The Joint Operations Center on Camp Murray maintains 24/7 monitoring for the state National Guard. This capability is similar to EMD's Alert and Warning Center.