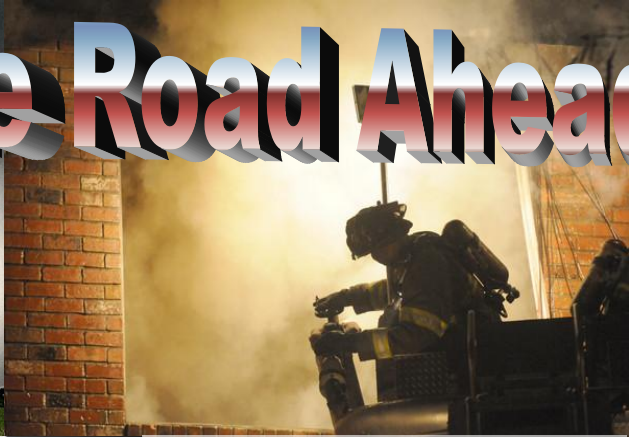


# CREPC - The Road Ahead



*Region 3 has learned time and time again that we have to count on ourselves. So what do we do next?*



A report for CREPC developed by the Capitol Region Council of Governments  
Daniel R. Scace and Carmine J. Centrella  
August 2010

# CREPC - The Road Ahead

## Document Acronyms

AAR	After Action Report	IMT	Incident Management Team
CBRNE	Chemical, Biological, Radiological Nuclear, Explosive	MACC	Multi Agency Coordination Center
CEO	Chief Elected Official	MCI	Mass Casualty Incident
CERT	Community Emergency Response Team	MMRS	Metropolitan Medical Response System
CGS	Connecticut General Statute	MRC	Medical Reserve Corps
CLOC	Contract Labor "On Call"	NIMS	National Incident Management System
CONOPS	Concept of Operations	NIMSCAST	National Incident Management System Compliance Assistance Support Tool
CPG 101	Comprehensive Planning Guidance 101	NPS	National Preparedness System
CREPC	Capitol Region Emergency Planning Committee	NRF	National Response Framework
CRCOG	Capitol Region Council of Governments	ODP	Office of Domestic Preparedness
DEMHS	Connecticut Department of Emergency Management and Homeland Security	POETE	Planning, Organization, Equipment, Training and Exercise
DPH	Connecticut Department of Public Health	PS	Public Safety
EHS	Extremely Hazardous Substance	R-3	Region 3 (CT has five DEMHS Regions)
EM	Emergency Management	RCC	Regional Coordination Center
EMD	Emergency Management Director	RED Plan	Regional Emergency Deployment Plan
EMS	Emergency Medical Services	REPT	Regional Emergency Planning Team
EOC	Emergency Operations Center	RESF	Regional Emergency Support Function
EOP	Emergency Operations Plan	RESP	Regional Emergency Support Plan
ESF	Emergency Support Function	RICS	Regional Integrated Coordination System
FD	Fire Department	RID Team	Regional Incident Dispatch Team
HAZMAT	Hazardous Materials	SARA Title III	Superfund Amendments and Reauthorization Act
HS	Homeland Security	SHSGP	State Homeland Security Grant Program
HSEEP	Homeland Security Exercise and Evaluation Program	SLG 101	State and Local Guidance 101
HSGP	Homeland Security Grant Program	SOG	Standard Operating Guideline
IC	Incident Commander	SOP	Standard Operating Policy / Procedure
ICS	Incident Command System	STO	State Training Officer
IED	Improvised Explosive Device	SME	Subject Matter Expert
IP	Improvement Plan	TCL	Target Capabilities List
		UASS	Urban Area Security Strategy
		UAWG	Urban Area Work Group
		VMI	Vendor Managed Inventory
		WMD	Weapon of Mass Destruction

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## ***CREPC - The Road Ahead***

### **I. Introduction**

The Capitol Region Emergency Planning Committee (CREPC) was formed shortly after September 11, 2001 with a mission “to enhance the operational readiness of member governments to handle hazardous materials incidents and all types of emergencies.” Creating a vision and further defining what the mission means in terms of day to day activities presents a challenge, as does sustaining initiatives identified as important by CREPC and funded by the regional application of Homeland Security funds. This effort is further complicated by the governmental structure of Connecticut. There is no regional or county government layer between the State and local jurisdictions, which means that CREPC’s efforts are sustained only through the pooling of applicable grant funds via the good will and collaboration of member jurisdictions and the regional planning efforts of the Capitol Region Council of Governments (CRCOG).

This *CREPC – The Road Ahead* initiative was born from the tragedy of the KLEEN Energy plant explosion on February 7, 2010. This incident as well as a number of severe weather related events opened the Region wide dialogue regarding the role of the Capitol Region during such emergencies and disasters. As the incident evolved there was no formal activation or notification of the Region 3 Regional Emergency Support Plan, leading many regional stakeholders to question the viability of CREPC and the associated regional planning efforts. CREPC leadership, which included Regional Emergency Support Function (RESF) Chairs, CREPC Chair and Vice Chairs, Incident Management Team (IMT) leaders, CT Department of Emergency Management and Homeland Security (DEMHS) representatives and CRCOG staff, conducted a *CREPC Going Forward* meeting on March 12, 2010 to re-examine CREPC vision and commitment. Further, the entire CREPC community was briefed on *CREPC Going Forward* during the April 15, 2010 CREPC meeting. The CRCOG staff was tasked to synthesize all of the various inputs related to *CREPC Going Forward* and work with the CREPC core leadership to produce an implementation plan for CREPC by September 2010. This report documents that plan.

This report was developed by Daniel R. Scace and Carmine J. Centrella, contractors with CRCOG’s Public Safety and Homeland Security Division. The report attempts to summarize and document in a single report the issues raised by regional stakeholders. The authors want to be clear that they do not establish policy or make decisions for CREPC or CRCOG, but provide recommendations for adoption by the CREPC body, CRCOG, the UAWG and each body’s respective leaders.

Failure to act will sustain the confusion about regional roles and responsibilities. It is critical that these enhancements are made now. Ongoing confusion and/or debate about the region’s role could weaken support for regional capability building initiatives and associated regional organizations such as CREPC, and could result in a breakdown of the current response coordination process and systems now in place or planned. It was this capability building process, via CREPC, that provided the basis for robust Homeland Security funding since CREPC’s inception in 2001. Without this strong basis for regional funding the worst case scenario is the

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loss of funds and the end of the regional synergy that is currently focused on protecting citizens. While these discussions have been healthy, CREPC must act decisively to restore focus and maximize its success.

This report provides a summary of various meetings related to CREPC's future, along with analysis and recommendations for the CREPC - The Road Ahead Implementation Plan. It starts with discussion about the fact that CREPC is at a crossroad and must make a decision before the remainder of the report can be meaningful.

The core of the report is organized into *Section VII CREPC Planning and Coordination Efforts*, and *Section VIII CREPC Training and Exercise Efforts*. Each section provides situation, analysis and action items.

In producing this report the authors reviewed the following (See Section XI for details);

- CREPC Going Forward Meeting Notes, March 12, 2010
- RESF-8 Expectations of CREPC
- CT-Region 3 IMT AAR KLEEN Energy Explosion - Middletown, CT, March 8, 2010
- Regional Capability Assessment Summary Report, December 24, 2009
- Region 3 Urban Area Security Strategy
- CAPITOL REGION EMERGENCY PLANNING COMMITTEE BY-LAWS, September 2007
- THE BYLAWS OF THE DEPARTMENT OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY REGION 3 REGIONAL EMERGENCY PLANNING TEAM, October 2007

As well as using the following federal documents for guidance:

- The National Response Framework
- The National Preparedness Goals
- Comprehensive Planning Guidance 101 - Producing Plans for State, Territorial, Tribal, and Local Governments (draft version 2.0)

In addition to these documents we have tried to capture the major debates about CREPC, UASI and other aspects of Region 3 growth that may impact the future. The intent is not to relive the past entirely, but to ensure that the issues are truly resolved and consensus is reached about how CREPC will move forward.

### **II. CREPC at a Crossroads**

The direction of CREPC since its inception has been to build regional capabilities across the spectrum of mission areas with an initial focus on response. Funding for CREPC efforts was initially established by the 2004 decision to pool community Homeland Security Grant Program (HSGP) funds for the benefit of the Region. This was *a major change* and the fact that this was endorsed by a majority of the municipalities in the Region was a good indication of the strong support for regionalization. In addition, the Metropolitan Medical Response System (MMRS) delivered over \$3,000,000.00 to enhance the Region's public health and medical response capabilities. The primary focus has been on CREPC as a planning organization with a robust training component. Equipment identified by RESFs was purchased primarily for response. "Operations" was typically a coordination function performed by the CREPC Duty Officer under

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the RED Plan or the RESP. Current emphasis is on building out the RCC and the regional coordination process to include systems that help in this resource management and coordination. Prioritization of spending/capabilities building has always been done by CREPC leadership and adopted by the body of CREPC as spending plans were briefed and approved at CREPC meetings. Note that all Homeland Security Grant Program spending plans and associated reports are presented to and approved by the CRCOG Policy Board, thereby providing Chief Elected Official awareness and buy in.

With the arrival of the Urban Area Security Initiative (UASI) grant, a more formal mechanism was put in place via the Urban Area Working Group (UAWG) which is made up of the REPT Steering Committee with representation from the CRCOG Policy Board and DEMHS. Investment Justifications were developed by CRCOG staff with subject matter expert (SME) input and approved by the UAWG. Budgets were developed similarly. All investments and spending under the UASI process had to be linked to the State's Homeland Security Strategy as well as the Region's Urban Area Security Strategy (UASS), another UASI grant requirement.

The UASI process provides a useful focus for CREPC, but questions arise as to whether the UASS can serve as a single strategy for CREPC. Also questioned is whether the CREPC RCC operations concept creates an unnecessary "layer" between the local government and the state. Others view strategic priorities such as the long term sustainability of CREPC and buy in by Chief Elected Officials as being essential to the future, and the UASS does not and perhaps cannot, do that. Should the DEMHS regional coordinators provide that regional "layer" supported/funded by the State? And what services are enhanced or lost with such a model?

Recent response operations raise the question as to CREPC's ability to build and sustain an effective network via the traditional volunteerism mechanism that has sustained CREPC to date. This becomes particularly important when we recognize that as the RCC and IMT are developed as CREPC resources, CREPC is entering into the "operational" realm. This brings the region beyond the planning and training functions that have been the core of regional development efforts to date, hence, CREPC is at a crossroads and it is decision time.

### **II.a. STOP! Decision Required!**

Some of the more critical actions contained in this report are based on the belief that CREPC will continue to build out the regional coordination process and all of those associated activities as deemed appropriate. Since there is discussion about this, it is important to gain consensus before considering the recommendations for moving forward. The fundamental question to be answered:

#### ***Is CREPC committed to building a robust regional coordination capability?***

If yes, continue to operationalize the RCC and the regional coordination process; CREPC "owns" the RESP and continues to work with DEMHS to refine roles and responsibilities; CREPC develops regional situational awareness tools, a regional resource management process, a common operating picture, and information sharing strategies.

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If the answer is yes, CREPC continues to implement the associated actions. If the answer is no, CREPC must determine the next steps because this report focuses on the outlined actions in support of a robust regional coordination process.

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### **III. Executive Summary**

By far the greatest challenge faced by regional emergency planning efforts in Connecticut is the lack of authority and the subsequent confusion generated when any hint of command or control is introduced in the discussion of any regional emergency response. This authority issue must be addressed and consensus developed as the process goes on. CREPC exists because communities have empowered CREPC to perform planning, training and response coordination activities. Only by clarifying what that means is the long term viability of our regional efforts assured. Consensus would mean that the authority of CREPC's coordination efforts is not questioned, the implementation of the RESP is understood and well defined when the RCC is in operation via our regional CONOPS, there is no hesitation to make notifications or activations under the plan, information sharing concepts are understood across the region, tools are available that make information sharing a routine and easy task, and all regional players effectively utilize a regionally developed common operating picture. We can continue to purchase equipment and conduct regional exercises, but until regional concepts are accepted and used routinely our citizens will not benefit from the potential of pooling our resources in the building out of regional capabilities.

The analysis contained in this report leads to the following priorities for *CREPC - The Road Ahead*:

- Revamp the CREPC structure to eliminate confusion, enhance effectiveness, and establish a CREPC coordinator position to sustain the “operations” aspects of CREPC.
- Clarify roles and responsibilities of CREPC and the DEMHS Regional Coordinator as they relate to regional resource coordination, the core operational aspect of CREPC.
- Build out systems and processes necessary to support the operational aspects of the enhanced CREPC structure. These systems must be used locally for day to day business, but also available for regional resource coordination when deemed appropriate by an incident or disaster. This creates an opportunity to enhance regionalization efforts to fund local resource management tools to support local, regional and state preparedness efforts

**These priorities are further broken down to the following primary actions:**

1. *CREPC commits to building a robust regional coordination capability, i.e., CRCOG through CREPC maintains regional homeland security planning initiatives and efforts.*
2. *Refine CRCOG contract support needs.*
  - a. *CRCOG contract for a full time CREPC /Homeland Security Coordinator (this position would also serve as the RESF-5 Chair and CREPC Operations Manager)*
  - b. *Combine Homeland Security Regional Planner responsibilities with a RESF-7 Operations Manager*

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3. *CREPC continues to build a strong collaborative relationship with DEMHS. Goals of this effort include:*
  - a. *Common understanding of challenges and growth opportunities*
  - b. *Continue to seek co-location of coordination activities with DEMHS where appropriate*
  - c. *Limiting factors for each and how they impact participation during routine and emergency operations*
  - d. *Clear understanding of roles and responsibilities during routine and emergency operations*
    - i. *What is the role of the R-3 RCC and what are our coordination responsibilities*
    - ii. *What is the R-3 Coordinator role within the Region given we have a "separate" RCC*
    - iii. *Why is there this separation?*
  - e. *Resolve issues related to "owning" the RESP. It should be an R-3 responsibility to maintain.*
  - f. *Review the TCL with DEMHS to establish responsibilities for capabilities across the state, region and local jurisdictions*
4. *CREPC develops and maintains accurate database for LEPC and REPT membership and voting rights.*
5. *CREPC develops a regional Common Operating Picture and Information Sharing tool.*
  - a. *Includes deployment of human resources as Liaison Officers upon request*
  - b. *Identify expanding opportunities for effective regional coordination efforts*
6. *CREPC re-aligns RESFs to match NRF*
  - a. *The RESF Chairs of the restructured RESFs become section Chiefs within the appropriate RESF*
  - b. *Assess the needs of each RESF as it pertains to mission and leadership capacity, assign support staff as appropriate*

**Finally, the priorities and primary actions are further supported by the following actions:**

### Action 7. December 2010 – June 2011

*CREPC develops and adopts a single regional strategy*

- *The UASS component provides the strategy for capability building*
- *CREPC components include strategies to address LEPC and REPT concerns, and sustainment plans*

8. *CREPC revises and adheres to governance documents.*

9. *CREPC strictly adheres to all components of the annual planning cycle as outlined in the*

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### *Capabilities Assessment.*

10. *CRCOG Policy Board assigns and maintains required membership on the UAWG and R-3 REPT per approved governance documents.*
11. *CREPC conduct outreach and training so all regional stakeholders understand the RESP, regional operational responsibilities and how DEMHS coordination is completed.*
  - a. *Develop an updated Regional Emergency Support Plan training video and make it available on line or in a classroom*
  - b. *Develop training standards for CREPC RESF chairpersons that support understanding of regional roles and responsibilities and RCC operations*
12. *CREPC maintains LEPC record keeping responsibility.*
13. *CRCOG develops and maintain LEPC specific website content.*
14. *CRCOG implements a matching program to include matching funds for time and other resources that sustain regional programs.*
15. *CREPC develops a policy for use of regional equipment. This includes regionally funded Mobile Command Posts and regional teams with significant equipment funded by the Region such as the Medical Reserve Corps, Incident Management Team and RID Team. The policy should include reimbursement criteria for use and the methods of reimbursement for both equipment and personnel.*
16. *Continue to provide robust funding for Overtime, Backfill and Volunteer Stipend to support NIMS compliance and other regional priorities.*
17. *Review the reimbursement policy with the goals of:*
  - 1) *working with DEMHS to update the limits to comply with current grant guidance,*
  - 2) *removing ambiguity of who is eligible,*
  - 3) *more clearly identifying what training and exercises are eligible for reimbursement*
18. *Work with DEMHS to better define HSEEP requirements for local exercise reimbursement based on current information from HSEEP.*
  - a. *Continue to reinforce HSEEP as the standard and support local exercise planning.*
19. *Sustain the Region 3 Training and Exercise Planning Workgroup and the annual Workshop.*
20. *Establish CREPC Executive Council to oversee and manage CREPC operations. (See proposed CREPC Executive Council diagram)*
  - *Executive Council meets monthly*
  - *CREPC meets quarterly*

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### **IV. Building a Shared Regional Vision**

The meetings and discussions related to CREPC Going Forward indicate that we lack a common understanding of regional systems and their potential. All emergency response personnel live in a world we basically understand. Many of us grew up in a world that has changed little since we learned how to do our business. We have updated radios and computers that required training and getting used to, but the processes that structure our response “business” have changed little. It is difficult to understand the pros and cons of an enhanced regional system without a basic understanding of what it consists of, how it affects your daily activities and what it takes to get there. For that reason, we present for consideration two versions of CREPC’s future. Future 1 depicts a future arrived at by building robust regional systems and Future 2 depicts sustaining the “status quo” and simply supporting local jurisdiction capabilities.

### **V. CREPC Future 1: What Regional Planners Thought, Building Robust Regional Capabilities**

Imagine you are a responsible emergency management/response official sitting at your desk, or anywhere for that matter, circa 2015. The location is irrelevant since you are able to look at everything essential to understanding the regional status on your personal communication device, e.g., Blackberry/iPhone. You have a single login for all the regional response information you need. Upon login, you are only allowed access to information you are authorized to view or manage, so system data is protected from unauthorized access. Via your login to this web based system, you can see the response status and location of your own resources and every coded regional resource. Not only do you know where all of the critical regional response resources are but you know when and why they were dispatched, if any are currently dispatched. If you want to review the events of any time period in the past you know you can do a “look back” and in a matter of seconds recreate what happened.

You are curious about who’s on duty that day, so you login and check the dashboard. As you review the dashboard, you quickly find the answer to your initial question and notice that your login welcomed you with a data update alert needing your attention related to yesterday’s automated call out drill. You take a quick look and notice you need to update your work extension because the “system” uncovered a problem during the drill. It is the same information you received yesterday via a text message after the drill. You didn’t get around to it yet but you know from past experience the “system” will continue to alert you to ensure the alert system information is valid. “This is great!” you think as you recall the “old days” when it was all manual and lots of information never got fixed. You click on the alert and 20 seconds later the data update is complete.

Next you note that you also have a few other individuals in your department who have alerts and you quickly review them to note any potential impact on your local response operations. As you are looking at the system, the department alerts change to “green” and you note that the shift change review has fixed all of the outstanding member data alerts.

You review the “What’s Ahead” section of the dashboard and note the scheduled regional drill is coming up in 9 days so you decide to go to “Resources” to check if any routine maintenance is due on the equipment you had planned to use during the drill. A quick review of “Equipment”

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indicates all necessary routine maintenance is scheduled and there should be no equipment issues for this drill. While in “Equipment” you make a note to review “Equipment Cost” for your next budget planning meeting in a few days. Making that alert took 15 seconds and you know the system won’t let you forget it.

Satisfied with equipment you now click on “Personnel”. Manning looks adequate, but you note that one shift still needs to complete a planned training evolution prior to the drill. It is coded “Amber” on log in for the shift leaders, so you don’t have a great concern. You continue in “Personnel” and update the shift leadership meeting time you had planned with one of your shifts because you were alerted to a conflict in the department schedule.

As you go to the coffee pot to refill your cup, you notice that it took only half a cup of coffee to review what’s happening, update your own contact information, take a look at the status of all of your personnel and equipment and make some important updates to your own schedule and your shifts. You don’t have time to dwell on the beauty of it all because your phone starts to buzz, indicating a regional notification message. You acknowledge message receipt and return to your computer for a better GIS view of what is happening.

A regional automated alert scrolling along the bottom of the dashboard quickly outlines the type of incident, location and initial response resources. As an “automatic alert” you know this could be an incident requiring regional resources. Incidents that could reach the level of requiring a regional response were identified as “alert threshold incidents” by regional subject matter experts for situational awareness when the system was rolled out. This type of incident response automatically alerts regional officials when needed, typically a few times a month, but all incidents to date were handled via local mutual aid resources managed via the same system.

It is now 3 minutes since the regional alert and 3 minutes and 30 seconds since the first 911 call. The incident commander arrives and quickly updates the situation and you note that the initial assessment includes a multi-vehicle accident with injuries, a motor vehicle fire and potential hazardous material spill related to one of the involved vehicles, a tanker truck. Resources requested at this time include two ambulances dispatched, one on standby, HAZMAT Team on standby. Further updates automatically appear as the assessment continues - all done at the scene by the IC with a touch on a computer screen. No other communications from the scene occurred or were necessary, but everyone with a need to know has the information readily available within seconds via computer screen, handheld device or a short time later, via text message update. Preferences for situational awareness are left to the individual and easily changed as an individual goes through their day.

This is the system that provides for monitoring and supporting regional responses. It contains important data on all regional resources for regional responses, and as a jurisdictional user you can maintain your local jurisdiction’s critical resource data with confidence it is secure. The resources of concern can be personnel, equipment/supplies and facilities. Data related to personnel resources includes position(s) held/qualified for, training status, certifications held, medical status (if applicable), personal calendars and current status (on shift, off, deployed, etc). The system automatically alerts individuals and supervisors when training due dates

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approach or certification renewals are due. It helps each individual, and every department, to meet all of their schedule requirements with ease.

Equipment/Supplies data provides similar visibility at the regional and local level. Initial and sustainment costs are maintained and projected budgets are predicted based on up to date variables affecting unit cost. Reports and roll ups of data are easily generated to allow department heads to easily prepare for planning meetings. Data is secure and auditable, and maintained in a standardized, accepted format. Facility information includes availability (for training and meetings) and cost/maintenance information. Meeting attendance conducted in each facility is readily captured via bar codes on regional ID badges and data supports local and regional cost sharing initiatives.

This common operating picture system is routinely used for day to day business across the region and provides for valuable situational awareness during local and regional incidents. Information available via this system is not limited to regional information. State/National Info sharing links are easily accessed via the dashboard for situational awareness on a grander scale. The system is fully NIMS compliant and interoperable.

### **VI. CREPC Future 2: Status Quo - Regional Support for Local Capabilities**

Imagine you are a responsible emergency management/response official sitting at your desk circa 2015. The location is important since you need your computer to access essential information on your resources. You are pleased with the regional funding program because it has provided for updated equipment and training. The status of other regional resources is available by asking jurisdictions that own the resources about their status or referencing data maintained at the regional level on typed resources. Information related to when and why resources were dispatched is not readily available. Historical response information can be obtained from dispatch logs maintained in each jurisdiction, if it is reproducible.

You are curious about who's on duty that day, so you try to find the schedule among the piles of paper on your desk. You can't find that piece of paper so search your e-mails for the information. Several minutes later you locate the information and call the Duty Officer to try to determine why you weren't called during yesterday's scheduled monthly call out drill. He advises you that you did not respond to the call out drill and you remember that your phone number was not updated after your office relocation 2 months ago. You make a few calls and update your information. You wonder how many other bits of data are out of date and go to get your next cup of coffee before meeting with your current shift leaders. As you head to the meeting room you are advised that the meeting conflicted with priority shift training and was rescheduled so you go back to your office. You make a note to ask the shift leaders if they have any data needing to be updated.

Another agenda item for your shift meeting includes asking shift leaders if they are prepared for the drill coming up in 9 days. That will cover the shift manning and training status, but you also need to check if any routine maintenance is due on the equipment you plan to utilize during the drill. You make a note to yourself to check with your maintenance planner to ensure your equipment is ready to go.

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As you go to the coffee pot for your lunch cup of coffee, you notice that it took most of the morning to update your own contact information, request the status of all of your personnel and equipment (to be delivered when the individuals with the responsibility can get to it) and you went to a meeting that had to be rescheduled. You haven't heard of anything happening across the region.

Your phone rings and you receive a regional notification message. Approximately 30 minutes ago (28 minutes since the first 911 call) an accident occurred. The incident commander arrived, assessed the situation and determined there was a potential need for regional support. The incident was a multi-vehicle accident with injuries, a motor vehicle fire and potential hazardous material spill related to one of the involved vehicles, a tanker truck. The IC called RICS, was contacted by the Duty Officer, and after some discussion resources were requested including two ambulances dispatched, one on standby, and the Regional HAZMAT Team on standby. You don't expect further updates unless the IC and Duty Officer decide to expand the incident, send out an information update, or need your specific resources. All communications were done via radio (on state of the art equipment and interoperable channels) or cell phone and passed via RICS or other dispatchers. No other information is readily available so you call RICS to see if you can get an update.

Monitoring and supporting regional responses is done via phone and little information sharing is accomplished. Important data on all regional resources for regional responses is pooled in a regional data base that doesn't link automatically to your local jurisdiction's critical resource data and is not readily updated due to the redundant nature of the data. Regional updates do little for you at the local level. Each jurisdiction, and each department, maintains their own data on personnel and equipment.

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### **VII. CREPC Planning and Coordination Efforts**

*Objective: Review inputs and information from multiple meetings, discussions, and other regional assessment opportunities. Apply collective information to best practices and National preparedness doctrine. Develop recommendations for the road ahead.*

### **PLANNING - FIRST AND FOREMOST!**

#### **Regional Homeland Security Planning - Overview**

CREPC was based on emergency planning initiatives born from the events of September 11, 2001. 9-11 stimulated great enthusiasm for preparedness, brought the Region together, and generated the RED Plan in a matter of months. CREPC was also formed as a Regional Emergency Planning Committee in accordance with CT Department of Environmental Protection and the State Emergency Response Commission rules and regulations and continues to fulfill the LEPC (Local Emergency Planning Committee) functions for twenty nine (29) member municipalities. (CT General Statutes Section 22a-601(b))

One of the very first tasks for CREPC was producing the regional emergency response plan titled the Regional Emergency Deployment, or “RED” Plan. The RED Plan focused on coordination and resource management at a sub-state regional level with its planning and operational functions matched via discipline oriented workgroups to that of the National Response Plan, now the National Response Framework (NRF). Those discipline oriented workgroups are more commonly known as Emergency Support Functions or ESFs. In the Capitol Region the terms ESF and Regional ESF (RESF) are used interchangeably. As their title denotes, RESFs support emergency operations across the region through a singular discipline point of contact vs. individual departments or jurisdictions attempting to manage resources with no coordination or prioritization identified beyond what a single community may need. As an example ESF-4 Fire Fighting is the single entity serving as the resource allocator and coordinator for local fire departments when local mutual aid plans have been exhausted or possibly for prolonged operations requiring multiple days and numerous resource coordination efforts. RESFs do not “manage” incidents; they serve as a network of Subject Matter Experts used to aid and support the management of the incident by the Incident Commander/s through advice, resource support and logistics management.

The development and sustainment of the RESF structure under CREPC is but one example of the power of regional efforts to enhance preparedness. Consider the results - coordinated interoperable communications, coordinated emergency management efforts, better mass care structures, very organized public health and medical capability, robust hazardous material response resources, work to build strong private/public partnerships, robust CERT capabilities, enhanced special needs programs, organized faith based resources and an organized support network for colleges. These diverse arms of CREPC bring resources together for a unified,

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focused effort to make the Region more resilient. Ponder for a moment how we could compare this success to a state driven effort towards the same end. State resources to support local (all emergencies are local) public safety efforts are not readily available, nor is the State structured or funded for such efforts. There is state wide recognition of the goodness of this regional planning and organizing structure, modeled after the Federal model, and the strength it builds into local resiliency. This CREPC built structure is considered a model that is effective and efficient, but difficult to emulate.

The RED Plan had one primary author (William Austin, then Chair of CREPC) with input and vetting through the respective RESFs as appropriate, and was then approved by the CRCOG Policy Board and CREPC. The basic format of the RED Plan follows FEMA's - State and Local Guidance 101 (SLG 101) - *Guide for All Hazards Emergency Operations Planning*.<sup>1</sup> SLG 101 describes the step by step process for developing an EOP, determining roles and responsibilities, planning team make up, core EOP doctrine, "Functional Annex Content" (Direction and Control, Communications, Mass Care, etc), and Hazard Specific Appendices (Earthquake, Hazard Materials, Hurricane, etc). Even though there is no "regional authority" the authority to provide for the RED Plan and fulfilling its operational obligations is through CT General Statute- 7-148cc, which allows for the joint performance of municipal functions among more than one town by agreement. The RED Plan constitutes that formal agreement.

Once the RED Plan was completed other multi-jurisdictional planning initiatives surfaced, the primary being the Metropolitan Medical Response System (MMRS). The City of Hartford applied for and was granted MMRS status in 2002<sup>2</sup>. The City, through its department of Health and Human Services, managed the MMRS program until 2004 when it was adopted as a program within the Capitol Region Council of Governments and CREPC. The Capitol Region MMRS and all associated deliverables have been incorporated into regional planning documents as appropriate.

In 2004 CRCOG retained the services of a contractor to serve as the Program Director<sup>3</sup> in support of MMRS planning activities, complete the MMRS deliverables, and also serve as the RESF-8 Public Health and Medical Services Chair responsible for regional medical response coordination. All MMRS deliverables (planning documents) speak to that multi-jurisdictional planning and coordination effort needed to address Mass Casualty Incidents (MCI). MMRS is the singular planning vehicle that brings all public health and medical services together to meet the demands of not only an MCI, but regional preparedness and response to pandemics, medical surge, and critical care provision with limited resources.

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<sup>1</sup> SLG 101 is being revised to the Comprehensive Planning Guide 101 – Producing Plans for State, Territorial, Tribal, and Local Governments. County and Regional jurisdictions are included in the Local Government matrix.

<sup>2</sup> A more detailed description of the MMRS can be found on the CRCOG website - [http://crcog.org/homeland\\_sec/cr\\_mmrs.html](http://crcog.org/homeland_sec/cr_mmrs.html)

<sup>3</sup> Funded through MMRS

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In 2006 CRCOG retained the services of a contractor as a regional Homeland Security Planner<sup>4</sup> to develop the regional Functional and Hazard Specific Annexes (as described in SLG 101) for the RED Plan. To date that work has included two revisions to the RED Plan (including revision to the Region 3 RESP), the Regional Evacuation and Shelter Guidance, and the Terrorism Annex. Other specialized regional plans developed through, or with contribution from, this planning position include the Mass Decontamination Guide and Mobilization Plan, the Universal Access Shelter Guidance, the SNS Regional Distribution Center Guide, and the Regional Point of Dispensing template. Work continues on the Regional Hazardous Material Plan and the Supportive Care Shelter Guidance<sup>5</sup>

In 2007 CT-DEMHS decided to alter the way it distributes State Homeland Security Grant Program (SHSGP) funds. Previously the funds has been passed directly to local municipalities, but in order to strengthen regional coordination and collaboration efforts across the state DEMHS moved to a regional funding methodology.

One of the primary focuses of the 2007 SHSGP was the development of standardized regional emergency operations plans. After initial consultation and dialogue CT-DEMHS settled on the title “Regional Emergency Support Plan” (RESP) as the foundation document for what essentially is regional operations guidance in support of local jurisdictions.

The RESP was based from the CREPC RED Plan core document. From there regional idiosyncrasies, or unique regional features and information were incorporated into each region’s RESP making it their own. Once the R-3 RESP was reviewed and approved at DEMHS, CREPC passed adoption of the R-3 RESP as the regional emergency plan in December 2009. Work continues on the collection of items and issues for any R-3 RESP revisions anticipated for the fall of 2010.

Both Connecticut and the US DHS have acknowledged the power of regional planning initiatives as a critical tenet in their emergency planning and preparedness doctrine. To that end one of the funding and investment priorities for the Homeland Security Grant Program has been enhanced regional coordination and collaboration, and measuring the progress in meeting the National Preparedness Goals<sup>6</sup> through the US DHS Target Capabilities list<sup>7</sup>. In the Capitol Region a conscious decision has been made to build capabilities on a regional basis through enhancing shared local resources and specifically targeted regional resources such as the MMRS equipment cache, the Medical Reserve Corps Mobile Ambulatory Care Unit, and

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<sup>4</sup> Funded through a special SHSGP set aside from DEMHS – DEMHS ceased this arrangement with the 2008 SHSGP grant cycle.

<sup>5</sup> The document has been completed but has not been approved for implementation at any level.

<sup>6</sup> The National Preparedness Guidelines identify Expand Regional Collaboration as a Priority – This is listed as the collaboration of Federal, Local and State governments. Federal guidance further lists county and regional jurisdictions as “local” within the context above.

<sup>7</sup> Ref – 2007 HSGP Program Guidance – Section I sub B – Funding Priorities

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specialized equipment and vehicles “hosted” by local municipalities. In the Capitol Region this process started prior to the 2007 DEMHS Enhanced Regional Collaboration initiative with the voluntary pooling of local HSGP funds and coordination of projects through CRCOG in 2004.

However, since the adoption of the R-3 RESP (replacing the RED Plan) CREPC individuals perceive a difference in regional planning not easily articulated but based on who controls the plan. In the other four (4) DEMHS Regions the respective RESPs are managed through the DEMHS Regional Coordinator offices and DEMHS employed Regional Planners. In Region 3 those efforts had been managed through CREPC. The feeling is this is more of a state plan than a regional plan. In preparation for presentations to the National UASI body CRCOG representatives met with representatives from DEMHS Strategic Planning and Grant Administration to review presentation content. DEMHS was asked about this “change” or perception where it is felt we moved from a regional plan, to a regionalized state plan. DEMHS representatives present stated that the R-3 RESP should be owned by the Region and their respective Regional Emergency Planning Teams.<sup>8</sup> The DEMHS planning representatives also confirmed the value of our regional planning efforts to date.

It is through these regional planning efforts that the Capitol Region has achieved successes on a National level with being one of only seven (7) regions at the time recognized as “Public Health Ready”<sup>9</sup>. This model only works with full coordination of local resources at the Regional level. It is success and collaboration such as this that should be expanded where appropriate.

### **Planning - Discussion**

Planning is the core task in emergency preparedness and response. It can take the shape of national plans such as the NRF, state plans such as the CT Consequence Management Plan for Deliberately Caused Incidents Involving Chemical Agents, the R-3 RESP, local EOPs, and individual department Standard Operating Policies / Guidelines (SOPs / SOGs). These all represent varying forms of planning from the strategic and policy level down to tactical operations at the scene of an incident that have been developed ahead of time, and then trained to and exercised. Planning touches on all four phases of emergency management, i.e. Mitigation, Preparedness, Response, and Recovery, and is the first “Critical Task” listed for all of the Target Capabilities. It is essential to CREPC that planning and associated planning cycles continue; the only question left is *what is the focus of that planning?*

To date our regional planning has included linkage to regional operations in the form of resource management and logistic support / coordination. Over the past year concerns have surfaced about what, when, how, and by whom these coordination efforts are conducted, and

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<sup>8</sup> As part of the 2007 SHSGP deliverable each region had to form REPTs. In Region 3 CREPC maintains membership as the REPT.

<sup>9</sup> Project Public Health Ready (multi-volume application process) was submitted by CREPC ESF-8 as CT-Region 3 representing all local public health departments and districts.- ref.

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under what authority. But it cannot be ignored that a direct nexus exists between planning and coordination operations activities in the Capitol Region. Those coordination operations provide the life to the plans themselves. If not managed centrally<sup>10</sup> then any plan is just words on paper, and in the event of an emergency or disaster locals will resort to competing for any and all resources that are felt necessary and coordination beyond one or two communities all but disappears. This linkage between planning and resource allocation is also noted within the National Preparedness System (NPS) as follows:

- **Planning and Resource Allocation** involves application of common planning processes and tools by government officials, working with the private sector, nongovernmental organizations, and individual citizens to identify requirements, allocate resources, and build and maintain coordinated capabilities that are prioritized based upon risk.

We suggest that regional stakeholders focus on the following from the NPS; “*allocate resources, and build and maintain coordinated capabilities that are prioritized based upon risk*”. This statement lays the foundation for contemplating how CREPC deals with “operations” in the future and will be examined in the Coordination / Operations section of this document.

Looking further into the National Preparedness Guidelines the listed roles and responsibilities associated with the NPG are as follows:

### **State, Local, Tribal, and Territorial Governments and Nongovernmental Organizations**

State, local, tribal, and territorial governments and nongovernmental organizations are encouraged to do the following:

- Participate in the development and implementation of the management and maintenance structure and process for the *Guidelines*, including the Capabilities-Based Preparedness tools and the assessment system;
- Participate in *Guidelines* implementation by ascertaining their capability levels and their respective requirements, and by consulting in the development of program plans and guidance documents;
- Adopt a step-by-step capability preparedness process similar to that described in Appendix B to ensure that their respective homeland security programs are administered in a manner that is consistent with the *Guidelines* and enhance the National Priorities;
- Participate in regional initiatives to identify and synchronize the availability of existing and future capabilities that may be accessible through mutual aid agreements;
- Define appropriate support roles for employees to perform as emergency staff to fulfill capabilities, and support the development and maintenance of an inventory of capabilities; and
- Address other HSPD-8 requirements as appropriate.

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<sup>10</sup> In this instance centrally managed signifies unity of effort through a single coordination function/location such as a Regional Coordination Center, or Area Command under NIMS and ICS where resources are managed and coordinated more locally, but still among multiple jurisdictions.

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Up to this point in the Capitol Region CREPC has been the entity chosen to coordinate these and other associated activities. If CREPC chooses to cease activities associated with resource management and coordination it must be done with the full understanding among municipal and state parties who then need to assure that specific roles and responsibilities are fulfilled at their respective levels and all regional emergency plans and planning initiatives need to be revised to reflect that change.

### **Planning**

#### **The Road Ahead - Analysis**

As mentioned prior, decisions must be made as to how CREPC wishes to focus regional planning efforts. With planning and coordination so closely linked it is imperative that decision makers understand the full scope of how regional planning initiatives have created, and can continue to create, common solutions for local municipalities in the event of a disaster or catastrophic event. Regarding RCC operations, if CREPC decides to cut back or curtail these operations then the focus of regional planning quite possibly becomes solely providing EOP templates for local municipality use and the resource coordination function is left to others. For successful resource coordination and deployment across the region planning will need to identify jurisdiction and first responder roles and responsibilities. As an example the Capitol Region Chiefs of Police Association will be responsible for coordinating law enforcement resources across the region, the Capitol Region Fire Chiefs Association will be responsible for fire resources, etc. We believe changing from structured CREPC ESFs working together and moving back to a more “stove-piped” methodology represents a worst case scenario for the region. This represents a step backwards, is not a true regional “all hazards” approach to public preparedness and it does not need CRCOG to administer such a program. There are no positives to exercising options such as this and the final decision should come with the full knowledge and understanding of municipal CEOs, and not left to service chiefs alone.

If CREPC chooses to continue regional planning initiatives, a revitalized approach to R3-RESP training at all levels needs to take place. Part of the concern is that regional planning and the coordination efforts the plans represent are not well understood. Even though training, exercises and a RED Plan specific video have been in place for years, it is safe to say that the region as a whole still does not understand what the plans represent to the respective municipalities. Some see the plans as nothing more than another book on a shelf and others confess confusion as to the responsibilities described previously in this document. Still others feel all they have to do is make that one phone call and then “go home” because the region will deal with the incident. It cannot be emphasized enough that RESP training and exercises need to be continued, and to the extent that they are “required” (withholding of direct state funds to each municipality) the region would be better served.

Further, it is anticipated that the Federal government will continue to expand regional planning and coordination activities with required development of catastrophic plans which can only be “operationalized” effectively on the county or regional level. In the context of catastrophic planning, home rule principles and practices represent one of the largest obstacles to building community resiliency, and planning is the link to effective resource allocation.

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### The following recommendations are made:

- CRCOG through CREPC maintain regional homeland security planning initiatives and efforts. (See Action 1)
  - These efforts should not be considered stand alone projects, but instead integrated into training, exercising and coordination operations
- Using HSGP funds, CRCOG contract for an individual to assist the current CRCOG Public Safety and Homeland Security Director as the CRCOG Homeland Security / CREPC RESF-5 Coordinator (See Action 2 )
  - Homeland Security Grant Programs coordination at CRCOG is critical and represents the bulk of projects managed through the CRCOG Public Safety Department. The breadth of projects requires full time stewardship and an overall coordinator operating under the CRCOG Public Safety Director allows for said Director to remain at the higher strategic policy level, while day to day project management is dealt with through a Homeland Security / CREPC Coordinator.
  - This position would also allow for full time management of RESF-5 Emergency Management activities. As with the Regional Medical Response Coordinator (RESF-8 Public Health and Medical Services Chair) it makes sense for CRCOG and CREPC to have direct supervision over the regional emergency management activities instead of reliance on any singular municipal employee unless said employee is “detailed” to CREPC.
  - This initiative attempts to address the widely discussed limiting factor of “too many hats” worn by those engaged in regional coordination efforts and availability in the event of a regional incident.
- Conduct dialogue with CT-DEMHS regarding status of R-3 RESP and the relationship of CRCOG contractors and completion of RESP response and hazard specific annexes per CPG 101 (See Action 3)
  - Questions to be answered include
    - Who is responsible for the R-3 RESP
    - Should the RESP be formatted to match CPG 101
    - Is DEMHS or CREPC charged with the completion of the RESP
- Develop one overall regional strategy that incorporates the needs of the Urban Area Security Strategy (UASS) and CREPC unique strategies (See Action 7)
- Conduct CRCOG and CREPC assessment of regional planning needs to include how current contracted support is being utilized and revise contracts as appropriate to meet those needs (See Action 2)
  - Assign RESF 7 – Logistics Support and Resource Management activities to CRCOG contracted position
  - Depending on the outcome of this assessment; establishment of network of individuals as “Contract Labor on Call” (CLOCs) for the time to time needs of

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projects with specific tasks; e.g. LEPC data entry, resource typing database management, and training and exercise planning support, etc.

- Restructuring of Regional ESFs to better align with National Response Framework as follows: (See Action 6)
  - Develop no more than the fifteen original NRF (15) ESFs
  - Incorporate RESF-16 Volunteer Management within RESF-7 Resource Management and Logistics Support, or RESF-6 Mass Care, Emergency Assistance, Housing and Human Services
  - Incorporate RESF-19 Special Needs within RESF-6
  - Incorporate RESF-20 Faith Based Organizations within RESF-6
  - Incorporate RESF-21 Collegiate Services within RESF-5 Emergency Management
  - Any other CREPC enumerated RESF above RESF-15 not currently in use be officially disbanded
- The RESF Chairs of the restructured RESFs become section Chiefs within the appropriate RESF (See Action 6)
- Assess the needs of each RESF as it pertains to mission and leadership capacity, assign support staff as appropriate (See Action 6)
  - This is done in light of recent Capabilities Assessment and SWOT and becomes part of the regional strategy where appropriate
- Develop a process for tracking in kind services for work done by RESF Chairs, Section Heads and individuals (See Action 14)
  - This includes all work done to support regional programs by individuals who are not funded through Homeland Security Grant Programs dollars.
- Assure RESF outreach to all like services represented by that discipline to increase planning and coordination efforts, (See Action 11) e.g.
  - RESF-3 – local Public Works
  - RESF-5- local Emergency Management Officials
  - RESF-9 – Search and Rescue, any association, organizations in R-3 that specialize in search and/or rescue activities, such as canine teams, CERT search teams, bike teams, etc, etc.
  - RESF-14 – Private Sector planning

These outreach efforts need to be supported by CRCOG and CREPC.

We realize the recommendations regarding the restructuring of the RESFs is potentially a large undertaking and may result in a sense of personal loss for some of the Region's most staunch supporters; however the authors firmly believe this will strengthen the Region as follows:

- RESFs seeking leadership within their current respective personnel structure now are part of a larger RESF and can immediately have multiple layers of responsible leaders and leadership.

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- This restructuring makes it easier for the assimilation of regional planning and coordination activities by more closely following the NRF and potential Connecticut and Regional Catastrophic planning documents
- Capitalizes on planning successes and incorporates those activities into a broader based RESF thereby promoting and enhancing regional collaboration

### **COORDINATION - THE NEXT CHALLENGE**

#### **CREPC Coordination-Discussion**

The federal emergency preparedness “solution areas” of POETE – Planning, Organization, Equipment, Training and Exercise - provide the foundation of our grant investment process and drive the interconnection between CRCOG, the grant administrator, and CREPC, the planning/operations arm of the regional infrastructure. POETE does not address operations specifically, but addresses supplying the tools and resources to accomplish operational tasks. Making POETE work effectively is the task of regional leaders. Establishing effective processes is an art form with good and bad examples across the country, and the State.

Regional organizations such as CREPC serve their regions by building effective ways to coordinate shared local resources and delivering resources from outside the region when needed. Approaching the ten (10) year mark this region-wide coordination of mutual aid still provides one of the best options for successful response and recovery operations. The burden of coordination is removed from the State and local governments and is managed by an organized, structured process specifically designed to achieve success in this realm.

We have been little “exercised” in real world events - partly due to the limited scale and nature of incidents in the region. However there have been instances where some regional coordination efforts would have benefited local communities. These incidents have been sufficiently discussed, examined and assessed.

#### **Analysis**

The question is as simple as “If not CREPC than whom”?

It is often stated that “we are asked to do more with less” and “we must return to our core mission” when faced with large events and emergency operations. It is precisely the specter of large scale events which should dictate the region acting as one instead of forty one. Mutual aid is just that, but successful region-wide coordination efforts can only be achieved from a more centralized approach. *“Well isn’t that what DEMHS and the Regional Coordinator are supposed to do”?* Yes, but not in all instances and with what internal resources? Our experience is that State priorities may not be matched with our local needs. It is safe to say that CREPC has a more robust operational infrastructure for sub-state regional events than DEMHS through our Regional ESFs. Recent storm events in Connecticut bear this out when requests for assistance either went unanswered or were delayed. Would this coordination effort be better if there were a dozen local subject matter experts coordinating resources rather than a DEMHS Regional Office and small staff?

For years local municipalities have survived by working mutual aid agreements, so some will logically ask, “Why change?” Regional operations will likely expand in many areas as

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organizations such as the American Red Cross continue to explore Regional Shelters and the Centers for Disease Control continues to promote regional public health preparedness efforts and operations. CREPC should be ready to lead the region as it has in the past. The fact is that CREPC has been the organization responsible for the regional application of these core emergency management principles:

- Interoperability
- Structured Mutual Aid
- Unity of Effort

How do you maintain “Unity of Effort” during larger local and regional incidents without some type of centralized base for coordination? The answer is difficult and will require work regardless of which solution is chosen. Some communities have effectively coordinated efforts when faced with an incident that reaches across community boundaries, but in our home rule environment, the dominant sentiment is “Me first”.

As CREPC’s role has grown, confusion has developed over how and when CREPC should operate. To reduce this confusion we need to start with CT-DEMHS. There needs to be a full examination of operational roles and responsibilities of the DEMHS Regional Coordinator related to any RCC operations. From the CREPC perspective, RCC operations occur only when an incident has regional implications and it is logical that the DEMHS Regional Coordinator is essential and engaged. We have spent years planning but have yet to answer the who, when, what and how of coordination in regards to our operational relationship with DEMHS. Plans outline a two pronged application including the CREPC RCC and the DEMHS Region 3 Office and how we work in collaboration and conjunction, but this has not been applied in a real incident or exercised to any degree of success. Until the specific roles are completely worked out with DEMHS the confusion will linger. Worst case, CREPC may wither on the vine and cease to exist as originally envisioned.

The next step is working with municipal stakeholders to make the RESP and regional coordination efforts work. It is a fruitful area with the potential for enhanced efficiency, effectiveness and cost savings. With no county government some locals view CREPC activities as an unnecessary layer of bureaucracy, and when regional coordination activities are improperly applied, this view may have some validity. Further education and discussion is needed at the local level so that municipal CEO stakeholders will gain confidence and feel comfortable with RCC operations and move away from the traditional silo approach to individual Emergency Operations Centers. It is important that local municipalities understand the alternatives and review them with the intent of committing to what they see as an effective solution.

In the other Regions RCC operations are managed through the DEMHS Regional Coordinator. That is certainly an option here in Region 3, but the question still remains as to the best use of personnel and resources. Imagine a large enough RCC where local stakeholders involved with an incident gather and coordinate and local EOCs become Area Commands. This concept was successfully used in Massachusetts with the ice storms 2-3 years ago.

Other operational options have been discussed such as use of the Region 3 Incident Management Team. CT-IMT 3 was not developed to staff the CREPC RCC but can certainly add depth and value to a more efficient RCC operation especially in areas requiring specific

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expertise in planning, documentation and finance, to name a few. However, the RCC model should be one where it is the well developed RESF network, through an ESF-5 managed process, which is charged with providing the resource management and logistic support for local operations. This is the federal vision; through this Multi Agency Coordination Center requests are prioritized, processed, and met.

### **The Road Ahead**

Recommendations for CREPC operations include:

- Using HSGP funds, CRCOG should contract for an “Operations Chief” / RESF-5 Manager (See Action 2)
  - This position can be one in the same with that of the Homeland Security Coordinator mentioned prior or a separate focus area, and follows the model currently utilized through RESF-8 and the Regional Medical Response Coordinator
- Resolve all operational questions with CT-DEMHS as to integration of activities of DEMHS Regional Office and the CREPC RCC (See Action 3)
- Continue to seek co-location of coordination activities with DEMHS where appropriate (See Action 3)
  - This may require seeking larger facility space for an RCC especially if CREPC continues to consider “finding a home” for CREPC.
  - Even though funds have been expended and facility space is currently adequate at the primary RCC; expanded services of a “Regional Center” may provide that home and unity of effort with the locals and the state
    - In order to be effective this Regional Center should not be in “competition” with a municipality for EOC use
- When events are limited in scope assign an RCC liaison to those affected municipalities (See Action 5)
- Investigate feasibility of expanded regional operations and coordination capabilities (See Action 11)
- Seek out best practice applications such as that used in western MA and the Mid American Regional Council in Kansas/Missouri (See Actions 5, 6, and 15,)
- Work with interested municipalities in examination of combining emergency management operations using public health Mass Dispensing Areas as a model (See Actions 5, 6, and 15,)
  - There are currently fourteen (14) MDAs in Region 3 for smaller communities; there may be some economy of scale and operational efficiencies to combined departments where appropriate for certain local events, e.g. sharing of shelter facilities, local EOCs, volunteer pools, etc.
- Continue to seek the best solution for information sharing, development of a Common Operating Picture, with daily use operational value and capabilities (See Action 5)

### **VIII. Regional Governance**

*Objective: Provide overview of current governance documents and structures for regional emergency preparedness efforts. Develop recommendations based on intent of current governance requirements.*

### **Overview and Discussion**

Emergency preparedness efforts in Region 3 have given way to multiple committees, organizations, and “teams”; each it seems, has their own respective set of governance documents which. These governance documents take the form of By-Laws, and or Charters, and may be founded on requirements or direction from National or State planning doctrine. That some individuals provide representation to multiple planning elements is not a “bad thing” providing for transparency across potential “silos”. But, to the extent the region as a whole remains confused about “who are we today”, and which business is conducted when larger groups meet should be addressed to provide proper guidance in order for the region to sufficiently and efficiently conduct business and meet any legal requirements as appropriate.

#### *CREPC - 2001*

Throughout this document the groundwork regarding the genesis of CREPC has been laid. One of the first CREPC documents published was the CREPC By-Laws to address governance related to the Emergency Planning and Community Right-to-Know Act, or EPCRA as part of Title III of the Superfund Amendments and Reauthorization Act (SARA-Title III) 42 U.S.C. §11001 et seq. (1986).<sup>11/12</sup> The CREPC By-Laws addresses LEPC membership as well as All Hazards non-LEPC membership.

#### *CR-MMRS-2002*

Shortly after the City of Hartford was designated as an MMRS jurisdiction, an MMRS Steering Committee was developed (2002). This committee is made up of the Region 3 ESF leadership but there is no specific governance document in place.

#### *R-3 REPT-2007*

As part of the 2007 State Homeland Security Grant Program in Connecticut, DEMHS required that each DEMHS Region establish a Regional Emergency Planning Team (REPT). In Region 3 the REPT was established and by-laws developed as the Department of Emergency Management and Homeland Security Region 3 Regional Emergency Planning Team (R-3 REPT)<sup>13/14</sup>. It should be noted for future reference in this report the linkage to CGS 22a 601 (b).

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<sup>11</sup> <http://www.epa.gov/lawsregs/laws/epcra.html> - Summary of the Emergency Planning and Community Right-to-Know Act

<sup>12</sup> <http://www.ct.gov/serc/cwp/view.asp?a=2591&Q=315312&sercNav=|>

<sup>13</sup> **Name, Authority and Purpose.** The name of this organization shall be the Department of Emergency Management and Homeland Security Region 3 Regional Emergency Planning Team (REPT). The REPT’s authority derives from Connecticut General Statutes Title 28, including Conn. Gen. Stat. §§28-1b (a) (4) and (5) and other provisions dealing with the Department of Emergency Management and Homeland Security (DEMHS.) Its mission is to protect the people and property in Region 3 from all types of natural and man-made disasters, fostering regional collaboration and mutual aid through research, collaborative plan development, resource sharing and coordination. The Region 3 REPT also serves as the Regional Emergency Planning Committee under Connecticut General Statutes §22a-601(b).

<sup>14</sup> Both the CREPC and R-3 REPT By-Laws were approved by the CROG Policy Board and CREPC

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*The responsibilities of the R-3 REPT are added directly to this report as a foundation for some of the recommendations made by the authors.*

Responsibilities of the R-3 REPT are quoted as:

### **2.1 Responsibilities.** The responsibilities of the REPT are to:

- Foster regional collaboration through regional resource coordination.
- Assist DEMHS with the development of a regional all-hazards emergency plan, and assist with the update of Region 3 municipal government emergency plans if requested.
- Coordinate regional resources to increase the operational readiness of the Region 3 municipal governments in handling all types of emergency incidents, including hazardous material incidents.
- Increase mitigation efforts in dealing with all types of hazards in the region.
- Reduce the number of all-hazard accidents through educational programs and community hazards analyses, especially for facilities with extremely hazardous substances (EHS).
- Identify and reduce vulnerability zones and accident potential in the region.
- Provide public access to chemical hazards information in the region.
- Increase the awareness and involvement of the Region 3 municipal governments in the recognition of hazard threats in the region.
- Receive notification of all regional emergencies, including emergency chemical releases, occurring within Region 3.
- Provide Regional Emergency Support Function (RESF) subcommittee liaison to the DEMHS Region 3 Office in order to coordinate regional resources in major emergencies or serious disasters.
- Evaluate and make recommendations to DEMHS and/or member municipalities at least annually with regard to resources for plan development, maintenance, and implementation for all types of emergencies.

Individuals which make up the primary CREPC and R-3 REPT leaders and members are one in the same with the CREPC leadership “termed” as the R-3 REPT Steering Committee although no direct reference to reflect this is present in any of the governance documents.

### *Hartford Area UASI-2008*

As part of the FY 2007 – 2008 Federal budget the Hartford Metropolitan Statistical Area became eligible for grant funds under the Urban Area Security Initiative. CROG was approached by DEMHS to provide the same fiduciary and planning leadership for the new UASI area as it does for CREPC and the R-3 REPT.

In accordance with US Department of Homeland Security requirements the Hartford Area UASI established the Region 3 Urban Area Working Group (R-3 UAWG). The working group was formed through CREPC / R-3 REPT leadership, but must also include MMRS and Citizen Corps Program representation. However, the R-3 UAWG has its own defined leadership selection

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process separate from CREPC/R-3 REPT. The R-3 UAWG developed its governance through the “CT Region 3 Urban Area Working Group Standard Operating Procedures”<sup>15</sup>.

### **Governance Analysis**

Reviewing the governance documents and the practical applications of how the various groups conduct the “business” of meetings some gaps are apparent. There is no defined membership list of individuals for CREPC or the R-3 REPT, and although there have been no identified issues with municipal representation and planning team voting, (most decisions are accomplished through consensus) the potential for challenges for how decisions are made is quite possible in the future. Each municipality is required to identify their planning team representative, but there is no definitive record available, or used at each meeting.

Some of the confusion surrounding “who” CREPC is and when we are the R-3 REPT is a direct result of having two sets of by-laws governing the same group of people essentially charged with the same planning tasks. This is best exemplified in both documents with references to being the Regional Emergency Planning Committee under CT General Statute 22a – 601(b). In the R-3 REPT By-Laws the Commissioner of DEMHS has certain authorities that are not carried within the CREPC By-Laws, and quorum requirements are also different. The question can be as simple as “Is CREPC the R-3 REPT”; are functions of both documents different and is so why and when? An assessment of the application of the By-Laws is necessary in conjunction with the overall decisions on recommendations resultant from this report. Meaning, once certain planning and operational decisions are made then Region 3 needs to assess the value and necessity of two sets of By-Laws for the same functions.

State and Federal doctrine / regulations should be examined to assure any required compliance, and revisions made as appropriate in overall governance documents.

### **Recommendations for CREPC Governance:**

- Establish CREPC governance workgroup to assess By-Law documents (See Actions 1, 3, and 15) – tasks include
  - Dialogue with DEMHS
  - Revise documents as necessary
  - CRCOG/DEMHS legal review
- Establish a more streamlined model for the management of CREPC operations to include: (see Action 20)
  - A CREPC Executive Council to meet monthly in the place of the larger CREPC general meetings
    - Council consists of CREPC Chairs, CREPC Coordinator, CRCOG Policy Board representative, and two RESF representatives selected by CREPC RESF

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<sup>15</sup> <http://crcog.org/publications/HomeSecDocs/UASI/UAWG-SOP-Rev3.pdf>

## *CREPC - The Road Ahead*

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- Chairs. Council is supported by CRCOG Public Safety Director and support staff as assigned. (proposed restructure diagram – page 33)
- Formally adopting the RESF-Chairs as the CREPC/R-3 REPT Steering Committee to meet at least quarterly in conjunction with quarterly meetings of CREPC general membership. (CREPC general membership as defined by CREPC By-Laws).
    - CREPC Steering Committee consists of CREPC Chairs, CREPC Coordinator, CRCOG Policy Board representative, and RESF Chairs. The steering committee is supported by CRCOG Public Safety Director and support staff as assigned. (proposed restructure diagram – page 33)
  - Canvass the Region 3 municipalities for planning team designees as required in governance documents (See Actions 8, 10)
  - Develop a list of members, with associated contact information, and use it at each meeting as the attendance sheet requiring member verification and initials (See Action 4, and 8)
  - CRCOG maintain LEPC record keeping responsibilities for SARA Title III facility reporting requirements currently maintained at DEMHS (See Action 12)
    - Use CLOC network to review facility records and assure each record is entered in the SERC Tier II Submit database
  - Develop a dedicated LEPC page on CRCOG website (See Action 13)

### **IX. CREPC Training and Exercise Efforts**

*Objective - Provide an overview of regional training and exercise activities and efforts. Develop recommendations for future efforts.*

CREPC values effective training and has invested in training since regional funding became available. The primary training focus for CREPC was initially on the courses needed for NIMS compliance. Regional leaders understood the intent of the federal government was to help with funding for the training of responders, that the continued receipt of funds was dependent on NIMS compliance, and that the concept of one nation-wide system for incident management could be very powerful. During the 2004 and 2005 grant years a policy was developed by the State of Connecticut to provide funds for overtime, backfill of paid first responders and stipend payments for volunteers to allow first responders to attend “ODP approved training and exercises”. CREPC, with CRCOG managing the program, devoted considerable funds to this initiative. The concept was intended to ensure that the cost of compliance did not bankrupt departments and local jurisdictions with the added training burden of the NIMS required courses. The initial limits of \$25/hour up to \$200/day were adequate to cover the majority of costs in some jurisdictions, but did not cover the costs for many of the full time first responders. As we approach 2011 the same reimbursement limitations exist and the incentive to comply is lessened as costs have increased since the program’s inception. Compliance places an additional training cost burden on some departments (compared with not having to do any training for ICS and NIMS) even though the training does not typically cost anything other than

## *CREPC - The Road Ahead*

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employees' time and reimbursement at the current limits is provided. In addition, there is no visible NIMS compliance enforcement by the federal or state governments. Some departments perceived little benefit of costly training and since no one was tracking compliance, an easy path for them was noncompliance and not self reporting on their NIMS compliance status. Gradual acceptance of NIMS/ICS as the way all departments had to do business changed attitudes about NIMS and ICS training and virtually all departments in the region are now familiar with NIMS training requirements and are programmatically completing all training requirements and seeking appropriate reimbursement.

CREPC's desire to support regional training efforts was strengthened with the hiring of a full time training coordinator in April 2006. A regional survey of training needs was quickly done, a regional training schedule was developed to deliver the NIMS required training programs, and outreach meetings to educate all local jurisdictions and departments on NIMS training requirements were scheduled. Many took advantage of these efforts and soon learned the benefits of the training and the associated reimbursement. CREPC built a program of metrics to show the progress of this training effort, but many considered the program as inappropriate and only facilitated "airing of dirty laundry" so the efforts to measure and track NIMS compliance across the region were abandoned. However, the efforts to educate regional stakeholders on NIMS compliance requirements were continued and many jurisdictions took advantage of the support available. The region made NIMS compliance information readily available on the CRCOG web site and the same information was delivered at outreach meetings and briefed at CREPC meetings. CREPC also worked hard to educate jurisdictions that NIMS compliance was their responsibility and failure to comply could potentially result in loss of Homeland Security funds.

CREPC training also supported regional efforts to operationalize Regional Coordination Centers (RCC) and the Regional Emergency Deployment (RED) Plan. RED Plan training efforts were well received and it was generally understood who needed the training. Like NIMS and ICS training, the primary focus was first responders, but other emergency management personnel have also gotten familiar with the RED Plan and the regional response concepts via this training. RCC training has been designed to orient those individuals who would likely be manning the RCC with the specific concepts of coordination, rather than control, that the RCC uses. This is a challenge due to the regional lack of authority and the differences between typical RCC functions and the functions of a local or state EOC which the audience is more familiar with. In addition, the structure is not exactly aligned with ICS due to the lack of operational control at the regional level. These issues are being overcome via exercises and constant discussion about the Multi-Agency Coordination Center, rather than EOC functions that are the responsibility of the RCC.

RCC manning is envisioned to be primarily by RESF members supported by local EM and CERT personnel. Members of CT IMT-3 have had specific training in some of the desired skill areas

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and may also support RCC operations even if they don't normally support a specific RESF. This demonstrates the fact that some individuals wear more than one "hat" or have more than one area of responsibility. For example, a Fire Chief may be a RESF chair and a member of the IMT. In the event of an incident in the Chief's community it is anticipated that the Chief's primary responsibility will be local and he/she will not be available in the event the incident develops into a regional incident. There seems to be no conflict in the local/regional response at this level, but there is friction between IMT and RCC manning. IMT leadership demands IMT members respond as an IMT if called with a higher priority than RCC manning.

RESF chairs that are first responders have all of the necessary training for their level of responsibility as a first responder. Since they are primarily at the Chief or Deputy Chief level, they are trained to the ICS 300-400 level, or higher, a similar level of training that is needed to understand the operations of the RCC. These individuals readily adapt to RCC operations using their experience and training as first responder Chiefs. Not all RESFs are chaired by first responder leaders and their level of understanding and competence of ICS and NIMS principles, hence EOC/RCC operations, is at a lower level than others. Many have taken on the additional training burden because they recognize readily the potential operational nature of their role in a regional emergency, but it is not intuitive and should have programmatic solutions for non-first responder RESF chairs.

### **Beyond Basic NIMS and ICS Training**

Regional training efforts expanded beyond the basics in a few areas.

- A regional Emergency Medical Service Hazardous Material Response course was developed as a RESF-8 initiative. The development process drew wide participation and the initial response to the program was positive. The first portion, consisting of WMD Awareness, Regional Emergency Deployment Plan training, MCI/Triage, Medical Monitoring/Rehab and PPE/DECON was piloted and delivered twice. The second portion consisting basically of Advance HAZMAT Life Support with local application procedures was developed but never delivered. With no true perceived need for the training, the program has been packaged and set aside until the EMS community in the region is ready for this advanced level of training.
- Regional Incident Management Team training was conducted and an IMT was formed.
- Training on the Regional Emergency Deployment (RED) Plan was developed and well received across the region. Both on-line and in person deliveries were offered, a concept that worked well, but needs refinement for record keeping.
- Exercise support and reimbursement for all ODP approved training and exercise was made available. The Homeland Security Exercise and Evaluation Program (HSEEP) was adopted as the standard and jurisdictions seeking reimbursement must comply with HSEEP.

## *CREPC - The Road Ahead*

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- Training and development of the Capitol Region Medical Reserve Corps was built into the training coordinator's job. A training manual and concept of operations plan was developed that helped to operationalize the MRC.
- Development of a concept of operations plan for the Region Coordination Center with an associated training plan helped to operationalize the RCC.

### **The UASI Boost**

The Hartford Urban Area was identified as eligible for the Urban Area Security Initiative grant for the 2008 grant year, bringing with it a tremendous advantage for CREPC to build out its vision of regional preparedness and response. In addition to providing funding beyond the HSGP, new structural and administrative processes were required under this grant program that honed CREPC's strategic planning process and grant management. In the training realm, the grant funded training programs needed to properly utilize new equipment, implement new regional processes, build capabilities and conduct robust regional exercises to test those capabilities. The best training example of the benefit of UASI is the IMT which is able to conduct all of the newly developed training and attend national and regional conferences and training funded via the UASI grant.

UASI also forced the issue of adhering to the annual planning cycle. We formalized and conducted an annual Training and Exercise Planning Workshop to address training and exercise issues. This put us in compliance with grant requirements and established a sound governance structure for regional training and exercise planning. Our success in building the necessary capabilities will most definitely be enhanced in the future as a result of UASI.

### **Bumps in the Training Road**

"ODP Approved" - The reimbursement program allows for funding for ODP Approved training and exercises. This term is not always clearly defined. In cases where there are questions about eligibility, the State Training Officer (STO) makes the determination, usually in concert with his federal program cohort. This takes time, and in some cases no determination is made and the requestors suspend their efforts.

Classroom or On-Line - Many of the NIMS compliance courses are available on line. The on-line process is efficient, and our desired approach now is to take all available courses on-line and focus our class room training resources on the more advanced training classes. However, should on-line training be eligible for reimbursement? Regionally we have determined we would provide for reimbursement and have established guidelines for hours eligible for reimbursement for on-line training, but only for the NIMS compliance required courses. This reinforces the regional commitment to being fully NIMS compliant and provides for good use of regional training funds.

## *CREPC - The Road Ahead*

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HSEEP Compliant Exercises - HSEEP provides guidelines for exercise planning. These are guidelines and not meant to be “mandates” especially as it pertains to suggested timelines for reaching certain planning milestones. CREPC has focused on being consistent with HSEEP guidelines as it pertains to reaching those exercise planning and conduct milestones vs. when we need to reach them. For exercises to be eligible for reimbursement, the STO must approve the exercise after reviewing the planning leading up to the exercise and other supporting material and information. In some cases, not adhering strictly to the HSEEP suggested time guidelines has resulted in the STO determining jurisdictions are not eligible, despite the fact that all planning processes are satisfactorily completed and there are no flaws in the exercise plan. This fails to credit jurisdictions and the region with the ongoing planning and coordination processes occurring and places an unnecessary stringent requirement to obtain funds that may be the deciding factor for a department to not participate in an essential and or meaningful exercise.

NIMS Compliance Monitoring - There is no formal process for enforcing NIMS compliance. The requirement to be compliant to receive grants still exists but no reporting requirement exists. NIMSCAST can be used, but it is not required at the local jurisdiction or department level. This is more of a distraction, in terms of wondering/guessing how to document/report, etc, than a problem. From a regional perspective, compliance verification would eliminate NIMS/ICS training as a problem with performance related to use of ICS during exercises and/or real incidents.

### **Training Recommendations**

1. Continue to provide robust funding for Overtime, Backfill and Volunteer Stipend to support NIMS compliance and other regional priorities. (See Action 16)
2. Review the reimbursement policy with the goals of 1) working with DEMHS to update the limits to comply with current grant guidance, 2) removing ambiguity of who is eligible and 3) more clearly identifying what training and exercises are eligible for reimbursement. (See Action 17)
3. Work with DEMHS to better define HSEEP requirements for local exercise reimbursement. (See Action 18)
4. Sustain the Region 3 Training and Exercise Planning Workgroup and the annual Workshop. Via this process we need to continue to reinforce HSEEP as the standard and support local exercise planning. (See Action 19)
5. Develop an updated Regional Emergency Support Plan training video and make it available on line or in a classroom. (See Action 11)

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6. Develop training standards for CREPC RESF chairpersons that support understanding of regional roles and responsibilities and RCC operations. (See Action 11)

### **X. Implementation of Actions**

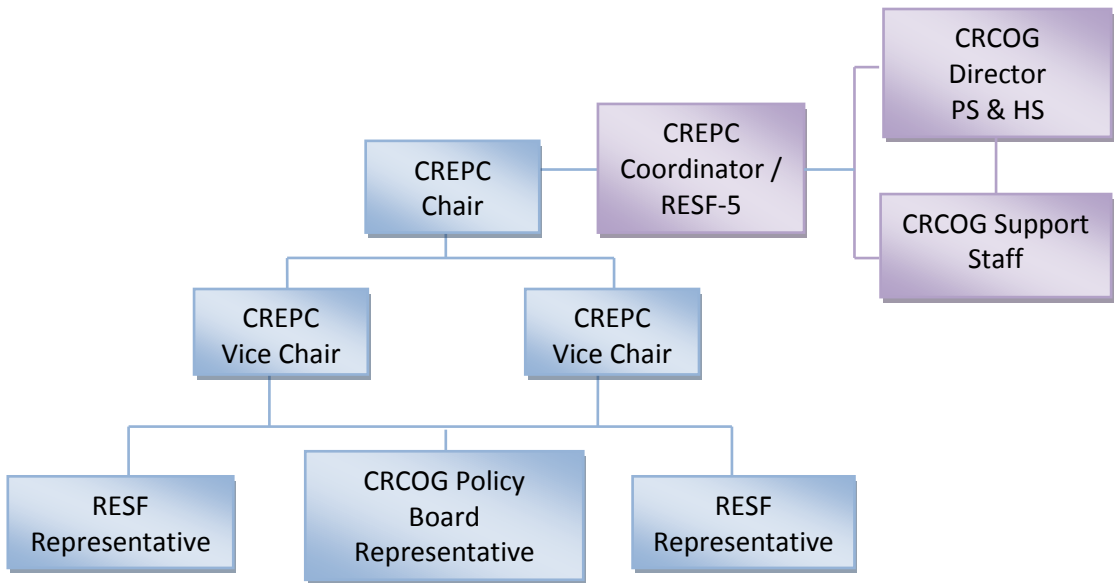
A plan for implementation is not fully detailed within this report given the fact that the plan is dependent on final disposition on actions for moving forward. However, primary implementation steps have been included in the corresponding CREPC – The Road Ahead Executive Summary document. It is anticipated as part of the decision process certain implementation steps can be reviewed such as:

- The need for CREPC workgroups
- Required tasking of CRCOG support staff
- Identification of required stakeholders
- Plan development
  - This plan can be integrated with Regional strategies as appropriate

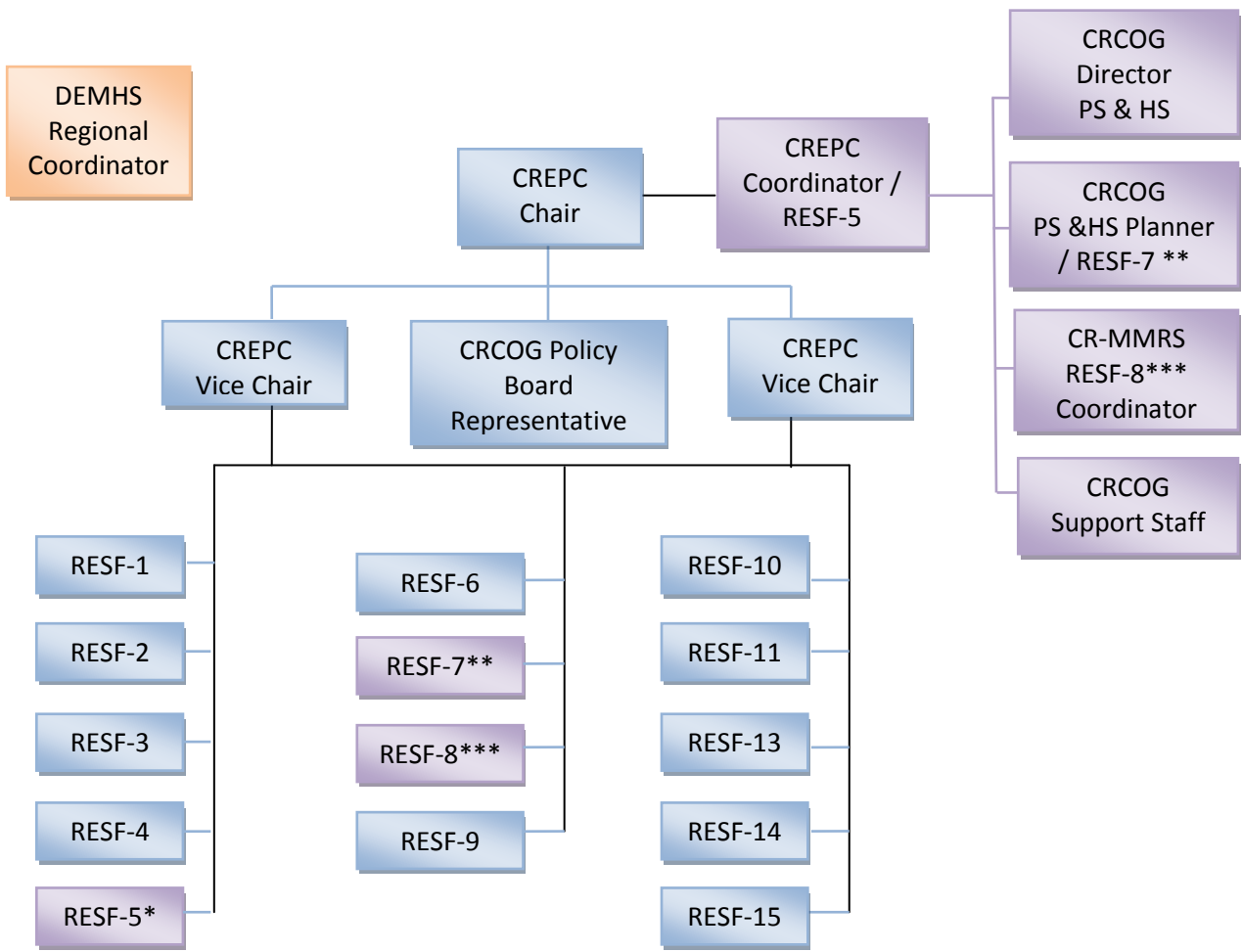
As actions are reviewed the intent would be to also review those steps necessary for “making it happen” thereby producing a draft implementation plan as part of any overall final report. This process would also identify implementation milestones for managing risks and measuring overall progress.

# CREPC - The Road Ahead

## Proposed CREPC Executive Council



## Proposed CREPC Steering Committee



### **XI. Review Document Summaries**

Documents reviewed include the following;

1. CREPC Going Forward Meeting Notes, March 12, 2010 [CGF]
2. RESF-8 Expectations of CREPC [ESF-8]
3. CT-Region 3 IMT AAR KLEEN Energy Explosion - Middletown, CT, March 8, 2010 [KLEEN]
4. Regional Capability Assessment Summary Report, December 24, 2009 [CAP]
5. Region 3 Urban Area Security Strategy [UASS]
6. CAPITOL REGION EMERGENCY PLANNING COMMITTEE BY-LAWS, September 2007 [CBL]
7. THE BYLAWS OF THE DEPARTMENT OF EMERGENCY MANAGEMENT AND HOMELAND SECURITY REGION 3 REGIONAL EMERGENCY PLANNING TEAM, October 2007 [REPT]
8. The DEMHS Region 3 Regional Emergency Support Plan [RESP]

Each of these documents helps to paint the picture of where we are in the Region and, in some cases, where people think we should go. This section provides the actual document or a brief description of the document and where the document may be found.

#### **1. CREPC Going Forward Meeting Notes, March 12, 2010**

This document is included in its entirety for reference.

##### **Meeting Notes, March 12, 2010**

##### ***CREPC Going Forward***

A planning workshop to define our future

- Warm Up Exercise
  - This group exercise focused the group on a single, simple group task, passing a ball around till everyone had touched the ball. After completing the first time, the concept of using time as a metric was introduced and group performance (critiquing) was reviewed by examining group GOALS, ROLES, PROCESSES AND INTERPERSONAL (skills) (GRPI model for critiquing performance). Having established a metric and noting it was a performance measure, a second round was completed with improved time. Group performance was again reviewed using GRPI and the group was asked to establish a specific performance (time) goal. They discussed what was possible, held a planning session and arrived at the optimal solution, completing the task in less than 1 sec. The group excelled going beyond the typical exercise play of introducing the COMPETITIVE STANDARD OF LESS THAN 1 SECOND for a last round since they arrived there early. Lessons learned included
    - Importance of setting goals
    - Benefit of critiquing performance in the interest of improving, becoming more effective and efficient.
    - Knowing what is important to measure your success by.
    - Knowing what is possible, making a commitment to strive for IT, whatever IT is in being all that YOU can be!

## *CREPC - The Road Ahead*

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- Purpose of this meeting/why are we here today
  - Dan Vindigni reviewed the reasons for the meeting.
- A time for expression... (40 minutes)
  - Each individual was provided time to vent or make a personal statement regarding the KLEEN energy incident. Those present at the KLEEN Energy site, got a minute and others got 30 seconds max. Note that the following statements do not represent what is actually written in regional planning documents, but rather are opinions or areas of confusion expressed during this session.
  - A broad spectrum of thoughts was expressed, including; the need for information, waiting for information flow, confusion was up, information was down, questions regarding roles, trusting the judgment of individuals, integration of the IMT, roles of RESF chairs, teams worked well with the state EOC, no regional procedures were used so it must have been a non-event, need for regional training on regional plans/resources, IMT can't be duplicated, need to support IMT and have PR, Middletown event was resource rich, many folks wear too many hats, confusion about lines of authority re: county fire planning/regional planning, IMT and CERTS did a superb job, what is the industry standard for things such as information sharing, one of a kind incident for us, professional atmosphere created by the IMT, RESF-5 attempted to get IC to activate the RESP, concept of being tied to what the IC wanted, we followed everything in the RESP, need to integrate all of the regional planning efforts, roles/responsibilities of state and region, RCC as a MACC versus an operations center, focus on coordination of efforts, need for dialogue with DEMHS, (a task for CREPC leadership?), improvement process is everyone's responsibility, concept of having resource triggers for activation, information clearing house role, need to revisit regional information sharing, notification, activation, and there is no authority to activate beyond local consent.
- Each individual was then given a green vest with a title "CREPC LEADER". CROCOG staff had white vests labeled "STAFF".
- Group Exercise - CREPC Roles, Responsibilities and Expectations. The group was divided into 4 sub-groups given the task to develop bulleted lists of CREPC's roles, CREPC's responsibilities, and others expectations of CREPC (What CREPC delivers). Ten minutes was given for each task then the group reviewed each category.
  - ROLES - The following items were identified by groups as CREPC Roles
    - Resource Management
    - Communication/Sharing Information
    - Support towns
    - Bringing communities together/leveraging best practices
    - Provide RESF leadership
    - Info sharing leading to situational awareness (regional significance added during discussion)
    - Coordination
    - Provide requested support
    - Grants manager (funding support)
    - Training and exercises
    - A resource management group

## *CREPC - The Road Ahead*

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- A toolbox
- Support the towns/region (when requested added during discussion)
- Support the State/Nation (nation looked at as a state role during discussion and again added when requested)
- Resource Management (ESF related added during discussion)
- RESPONSIBILITIES - The following items were identified by groups as CREPC Responsibilities.
  - Provide leadership
  - To be self disciplined (re: self-deployment)
  - Prioritize investments
  - Be responsive to requesting agency
  - Be responsive to regional needs
  - Follow NIMS/ICS
  - Oversight in funding
  - Functional training (drills, exercises)
  - ESF role/who is in charge
  - Leadership
  - Availability (changed to CREPC makes regional resources available when called)
  - Commitment (to making regional resources available when called)
  - LEPC
  - Planning
  - Training
  - Funding
  - AAR/IP (added support for regional events/incidents)
  - Collect information and have available
  - Maintain resource directory
  - Prioritizing funding streams and needs
  - Disseminating information thru meetings, (added)exercises and training
- EXPECTATIONS - The following items were identified by groups as expectations of CREPC by others
  - Municipalities = Solve Problems for disasters, planning, LEPC, “county” government, exercises and drills, equipment funding
  - Partner Regions = Model
  - State = Support for regional support, collaboration/sharing
  - Provide what they don’t have (we have an internal expectation that we will be used-doesn’t always happen.)
  - Calvary! (rather than as needed)
  - RED Plan/RESP brings everyone and everything and all control is lost.
  - Manage grants
  - Professionalism
  - Knowledgeable
  - Collaborative
  - They don’t know (public education/structural)

## *CREPC - The Road Ahead*

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- RESP - A planner's perspective. Carmine Centrella, regional planner, briefed the group on the following items. Emphasis was placed on the plan's focus being affirmative action, and the terms "no" or "can't" do not exist in the plan.
  - Plan purpose
  - State relationship
  - Notification/Activation
  - Information Sharing
  - Prudent preparedness measures
  - Gaps
- RESP - Other perspectives - a short discussion was held.
- Relationship with our Regional Strategy (UASS) - Dan Scace briefed the group that our regional strategy outlines in detail the role of CREPC in providing information via Common Operating Picture and other regional initiatives.
- The group recognized that there was not enough time to complete the agenda item below and deferred the discussion until next week's UAWG meeting.
- CREPC Decisions (1-2 hours)
  - What processes do we want to institutionalize? (Notification, Activation, Information Sharing, Regional Coordination, Incident Management, etc)
  - What capabilities are needed to support CREPC processes?
  - Who/how will we manage operations?
  - Who will do the work?

Respectfully submitted,  
Daniel R. Scace  
CRCOG Training Coordinator  
Camber Corporation

## **2. RESF-8 Expectations of CREPC**

This document is included in its entirety for reference.

### **RESF-8 Expectations of CREPC**

**April 7, 2010**

- Pass on information in a timely manner
- Support local towns and agencies
- Grant guidance and Procurement
- Timely (Information) Updates (from a central source)
- Updates to include valid information/directions. WebEOC?
- Part of the plan is activated - All are informed
- Regional assets should be deployed thru RICS ->RESP
- Description of how to notify the region when “some” assets are needed but not the “cavalry” (Specific requirements)
- We want CREPC to follow the RESP
- CREPC should do situational awareness
- CREPC needs to perform all of the following Roles & Functions
  - Planning - Capabilities
  - Training - Competencies
  - Resource Coordination
    - Response
    - Grants
    - Technical Assistance
  - Standardization - SOP, Skills
  - Facilitator
    - All CREPC
    - Capacity building
  - Communicator
    - Providing Information
    - Receive Information
  - Evaluator (Critiquing performance like at this meeting)
- Notification
  - If a local Incident Commander notifies RICS, Duty Officer decides to activate RCC
  - If RCC is not activated, Duty Officer communicates only to RICS and RICS to Duty Officer
- Activation
  - If RCC is activated, communications between IC and RCC
  - Coordination of resources by RCC when requested by IC
  - RCC needs to obtain info from scene and periodically notify (communicate) with ESF-8 resources
    - Hospitals
    - Mental Health
    - Local Public Health

## *CREPC - The Road Ahead*

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“You can only control (coordinate) what is in front of you!”

“Shared expectation lead to predictability!”

### **3. CT-Region 3 IMT AAR KLEEN Energy Explosion - Middletown, CT, March 8, 2010 (DRAFT - Final document not yet available)**

This document is not available on line. Those with a genuine need to know can contact Dan Scace at [daniel.scace@sbcglobal.net](mailto:daniel.scace@sbcglobal.net) for a copy.

The draft AAR outlines IMT member comments related to the activation, deployment, operations and demobilization from the KLEEN Energy Incident in the interest of improving IMT performance. The Team discussed personnel, policies, processes, authorities, mission, roles and responsibilities of the IMT. Areas identified in this AAR related to CREPC Going Forward include;

- What is the proper process for calling out regional resources? Is RESP notification/activation required, or just a call to the applicable Duty Officer? IMT members stated “we did not go through the process as we have planned” because of uncertainty about tasking regional resources, and if the regional activation process is necessary vs. “mutual aid only” requests. Not using a RICS activation process left no place to go to follow up for information because RICS had no information regarding incident or any activation of any resources.
- The Region must follow up on full use of activation technology availability. Everbridge or other mechanisms may be able to provide the teams with response indication.
- Logistics effectiveness is essential to IMT success. Properly equipping the IMT with equipment necessary to operate, and vehicles to properly transport and store it should be a regional priority.
- Some IMT members wear other hats (besides being IMT members) and can create confusion if you have IMT/ESF blending/blurring of roles. This can occur in other responses and other organizations. Roles should be clearly defined for any regional response and clearly identified so all have awareness.
- The Incident Commander specifically requested the IMT and specifically also indicated to the RESF-5 Duty Officer, that RESP activation for additional resources was not necessary. Regional leaders/Duty Officers must recognize their authority to activate the RESP for incidents of significance to the Region.
- The IC indicated upon first discussion with the Team Commander that the IMT had no authority to order resources but had to go through him. Formal processes to sort out these issues should be pre-identified for any regional response.
- RID Team Activation: After receiving the request for STOCs boxes, the IMT Commander noticed a RID team member setting up and inquired about their deployment. The RID team activation process was not adhered to apparently (RID Team member came with Colchester FD which had not been requested), and the IMT Commander advised they needed to make the deployment “legal” by going through the process. This resulted in RID team making their own deployment decision and resources being deployed in probably much greater numbers than needed at a large overtime expense. The process for deploying regional assets must be reviewed.
- Resource Requests: There were multiple requests for same resource – light boxes as example – DEMHS to IMT to logistics – apparently request also made to VMI vendors. By the end of the day the IMT request to logistics had to be turned back after they had expended OT hours to bring in regional resources. Better coordination of regional resource requests must be implemented.

## *CREPC - The Road Ahead*

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- Regional Plan and ICS Knowledge/Usage: There is a lack of understanding at all levels regarding “plan” activations, proper use of NIMS and ICS. The Region must continue outreach efforts to ensure better understanding and compliance across the region.
- There were several items identified related to IMT operations, scene management, mission creep and team policies and practices that do not impact the CREPC Going Forward discussion.
- Below is the “Lessons Learned” section of the report for reference.

### **KLEEN Energy CT-3 IMT AAR LESSONS LEARNED**

#### **IMT ACTIVATION AND SET UP LESSONS LEARNED:**

1. The activation process for regional resources needs clarification.
2. IMT Duty Officer roster needs to be maintained.
3. Self deployment continues to be a problem.
4. Better identification of roles and responsibilities on scene is needed.
5. Identification and management of ICP can help response management.
6. IMT resource requests must all be documented on Fm 213 and due diligence must be done on available vs. requested resources.
7. Relationship between RID Team and IMT Communications Unit needs clarification.
8. On-going education and outreach is needed to ensure consistent ICS application, IMT and other regional resource knowledge.
9. IMT members must be trained on regional resources available and how to request them for a regional incident.
10. IMT knowledge, skills and abilities may be better used to assist ICs in managing incidents by making recommendations regarding “standards” to drive consistency, efficiency and effectiveness in responses.

#### **IMT OPERATIONS LESSONS LEARNED**

1. IMT needs to establish parameters/goals for operation, including who can use IMT equipment.
2. IMT resource requests must all be documented on Fm 213 and due diligence must be done on available vs. requested resources.
3. IT support or trained members are necessary to establish IMT administrative capability.
4. IMT staffing does not normally include site security.
5. IMT staff and CERT should not be responsible for security, but accountability is a valid mission.
6. Hot Zone management should be a high priority for the IC. The IMT can assist in setting up requirements, recommending signage and control mechanisms but should identify other resources to manage Hot Zone operational access.
7. Give careful consideration to the area for IMT operations, including restricted/controlled access, control/monitoring of IMT equipment and supplies and access.
8. Clearly establish IMT roles and responsibilities with the IC and his/her staff.
9. Manage IMT tasking and staff requirements.
10. Establish an effective and manageable schedule (24 hour clock) for IMT operations that supports the IC and provides for beginning of shift IMT briefings and end of day hotwashes.
11. Develop a checklist for daily form completion that includes an end of day hotwash.

## *CREPC - The Road Ahead*

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12. Do NOT violate team policies!
13. Explore developing operational Salamander capability for site accountability.
14. More TEAM focused training and exercising is needed to meld the team.
15. The IMT can still have a goal of supporting the IC, but must strive to do so in accordance with standard practices as outlined in our manuals, policies and procedures. Keep in mind there may come a time when we have to say “No”.
16. Finance Section needs to be activated to address finances and time.

**4. Regional Capability Assessment Summary Report, December 24, 2009  
Region 3 Urban Area Security Strategy**

This document is not available on line. Those with a genuine need to know can contact Dan Scace at [daniel.scace@sbcglobal.net](mailto:daniel.scace@sbcglobal.net) for a copy.

This document provides the current ranking of all assessed capabilities from the DHS Target Capabilities List and a prioritized list of capabilities for funding for future investment justifications.

**5. CAPITOL REGION EMERGENCY PLANNING COMMITTEE BY-LAWS, September 2007**

Available at [http://www.crcog.org/publications/HomeSecDocs/CREPC\\_by-laws.pdf](http://www.crcog.org/publications/HomeSecDocs/CREPC_by-laws.pdf).

**6. THE BYLAWS OF THE DEPARTMENT OF EMERGENCY MANAGEMENT AND  
HOMELAND SECURITY REGION 3 REGIONAL EMERGENCY PLANNING TEAM,  
October 2007**

Available at [http://www.crcog.org/publications/HomeSecDocs/REPT\\_by-laws\\_Region\\_3\\_10-07.pdf](http://www.crcog.org/publications/HomeSecDocs/REPT_by-laws_Region_3_10-07.pdf).