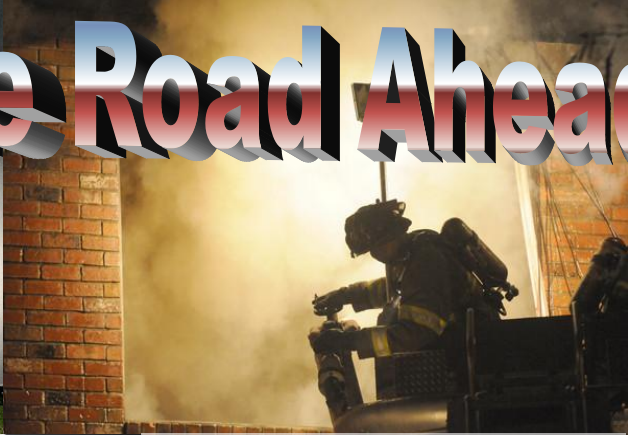


CREPC - The Road Ahead



Report Executive Summary

Including Identified Actions

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

CREPC - The Road Ahead

TABLE OF CONTENTS

- I. Executive Summary
- II. CREPC at a Crossroads
 - a) *STOP! Decision Required!*
- III. Priority Actions
 - a) Supporting Actions
- IV. Implementation of Actions

CREPC - The Road Ahead

CREPC - The Road Ahead

I. Executive Summary

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.” Today CREPC’s efforts are sustained through the pooling of grant funds via the good will and collaboration of member jurisdictions and the regional planning efforts of the Capitol Region Council of Governments (CRCOG). The CREPC organization has significantly enhanced the Region’s readiness because of the efforts of dedicated public safety professionals, but recent events indicate a clear vision of CREPC future operations is lacking. *CREPC - The Road Ahead* 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 a Region wide dialogue regarding the role of CREPC during such emergencies and disasters.

These are the primary actions needed for The Road Ahead;

1. Revamp the CREPC structure to eliminate confusion, enhance effectiveness, and establish a CREPC coordinator position to sustain the “operations” aspects of CREPC.
2. Clarify roles and responsibilities of CREPC and the DEMHS Regional Coordinator as they relate to regional resource coordination, the core operational aspect of CREPC.
3. 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.

Section III outlines the actions to be taken and additional details that support these core actions. It is critical that these enhancements are made now. Failure to act will sustain the confusion about regional roles and responsibilities. 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 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 now to restore focus and maximize our success.

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 major issues raised by regional stakeholders. The authors do not establish policy or make decisions for CREPC or CRCOG, but provide actions for adoption by the CREPC body, CRCOG, the UAWG and each body’s respective leaders.

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 the response mission area. Funding for CREPC efforts was initially established by the 2006 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 most in the Region was a good indication of the strong support for this new regional concept at that time. In addition, the Metropolitan Medical Response System (MMRS) has delivered over \$3M specifically to enhance the Region's public health and medical response capabilities. The primary focus has been on CREPC as a planning organization with a training component. Equipment identified by RESFs was purchased, primarily for response. "Operations" was typically a coordination function performed by the CREPC Duty Officer under 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 was done by CREPC leadership and adopted by the body of CREPC as spending plans were briefed and approved at CREPC meetings. It should also be noted that all Homeland Security Grant Program spending plans and associated reports must be presented to and approved by the CRCOG Policy Board 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 some members of the UAWG question if the UASS can serve as a single strategy for CREPC, and don't see the need for another "layer" of control/coordination between the local government and the state. They view other 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. They see building the regional "layer" as complicating the issue of getting support when needed. Their view is if the state desires this level, DEMHS regional coordinators should provide the regional "layer" and be supported by the State rather than CREPC building the layer with regional funds. They question 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 their belief 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 about going forward. Here is the fundamental question to be answered;

Is CREPC committed to building a robust regional coordination capability?

This would entail continuing to operationalize the RCC and the regional coordination process, CREPC “owning” the RESP and continuing to work with DEMHS to refine roles and responsibilities, and developing regional situational awareness tools, a regional resource management process, common operating picture, and information sharing strategies, to name a few.

If the answer is yes, then continue to implement the associated actions. If the answer is no, determine the steps you wish to take because this report focuses on the outlined actions in support of a robust regional coordination process.

CREPC - The Road Ahead

III. Priority Actions

The analysis contained in the full report¹ has lead to the recommended following actions for CREPC-The Road Ahead:

Action 1. –September-October 2010

CREPC commit to building a robust regional coordination capability, i.e., CRCOG through CREPC maintain regional homeland security planning initiatives and efforts.

Implementation

- 1.1 Adoption of report and associated actions

Action 2.- September – November 2010

Refine CRCOG contract support needs.

- a. *CRCOG contract for / hire a full time CREPC/RESF-5 Coordinator as Operations Manager*
- b. *Establish / combine Regional Planner responsibilities with a RESF-7 Operations Manager*

Implementation - Establish CREPC/CRCOG sub-committee to:

- 2.1 Develop job descriptions and candidate requirements
 - 2.1.1 Publish Request for Contractor, Review and evaluate candidates
 - 2.1.2 Enter into contractor agreement after approval by appropriate CRCOG Boards
- 2.2 Assess current projects and contractor assignments
 - 2.2.1 Review / assess CRCOG recommendations for contracted support
 - 2.2.2 Acquire support as necessary to include a network of Contract Labor On Call if appropriate

Action 3. October 2010 – Ongoing

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*

¹ http://www.crcog.org/homeland_sec/info.html

CREPC - The Road Ahead

- iii. *Why is there this separation?*
- e. *Resolve issues related to “owning” the RESP. It should be a Region 3 responsibility to maintain.*
- f. *Review the TCL with DEMHS to establish responsibilities for capabilities across the state, region and local jurisdictions*

Implementation – CRCOG and CREPC representatives – DEMHS representatives

- 3.1 Confirm, or revise issues/goals 3.a through 3.f above
- 3.1.2 Develop position “points” or paper on issues involving DEMHS
- 3.1.3 Continue dialogue with DEMHS and appropriate stakeholders

Action 4. October – December 2010

CREPC develops and maintains accurate database for LEPC and REPT membership and voting rights.

Implementation – CRCOG contracted support staff

- 4.1 Solicit municipal and organization representatives from Chief Executive Officers
- 4.1.1 Develop membership database and use that as meeting attendance sheets

Action 5. Fall 2010 – December 2011

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*

Implementation – CRCOG contracted support staff – CREPC representatives

- 5.1 Continue to develop Regional Information Management and Sharing (RIMS) requirements
- 5.1.1 Develop technical specifications based on Regional needs, and integration with systems currently utilized by stakeholders
- 5.1.2 Acquire and implement RIMS solution
- 5.2 Develop network of Regional Liaison Officers for deployment upon request to incident, or Emergency Operations Centers
- 5.3 Examine opportunities for enhancing regional coordination
- 5.3.1 Collaborate with local Emergency Management Directors and Municipalities regarding opportunities for consolidation of efforts and Regional initiatives such as sheltering, and EOC operations

Action 6. October 2010– June 2011

CREPC re-align 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*

CREPC - The Road Ahead

Implementation – CREPC Leadership – RESF Chairs

- 6.1 Restructure CREPC Emergency Support Functions to the fifteen (15) National Response Framework ESFs
 - 6.1.1 RESFs reflect overall core missions
 - 6.1.1. a Human Services Support, Infrastructure Support, Emergency Services Support, Resource Support
 - 6.1.2 RESF -16 Volunteer Management becomes the Volunteer Management Section within RESF-7 Logistics Management and Resource Support
 - 6.1.3 RESF-18 Donations Management becomes the Donations Management Section within RESF-6 Mass Care, Emergency Assistance, Housing, and Human Services
 - 6.1.4 RESF-19 Functional Needs Management becomes the Functional needs Management Section within RESF-6 Mass Care, Emergency Assistance, Housing, and Human Services
 - 6.1.5 Faith Based Organizations becomes the Faith Based Organizations within RESF-6 Mass Care, Emergency Assistance, Housing, and Human Services
 - 6.1.6 RESF-21 Collegiate Services becomes the Collegiate Services Section within RESF-5 Emergency Management, or RESF-6 Mass Care, Emergency Assistance, Housing, and Human Services
- 6.2 Evaluate needs of each RESF
 - 6.2.1 Develop RESF deliverables to enhance value and CREPC effectiveness
 - 6.2.2 Assess leadership needs of each RESF and basic requirements for individuals in leadership roles
 - 6.2.3 Assign support staff to aid in mission success of each RESF

III a. Supporting Actions

The following actions support the overall vision of how and where CREPC should focus its efforts.

Action 7. December 2010 – June 2011

CREPC develop and adopt 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*

Implementation – CREPC / R-3 REPT – UAWG

- 7.1 Align CREPC and UASS strategies into one overall regional strategy

CREPC - The Road Ahead

Action 8. December 2010 – June 2011

CREPC revise and adhere to governance documents.

Implementation – CRCOG/CREPC sub-committee

- 8.1 Based on dialogue with DEMHS regarding CREPC/R-3 REPT responsibilities develop governance document and processes for CREPC / R-3 REPT

Action 9. October 2010 - Ongoing

CREPC strictly adheres to all components of the annual planning cycle as outlined in the Capabilities Assessment.

Implementation – Contracted Staff Support

- 9.1 Assure CREPC Leadership / RESF-Chairs understand planning cycles requirements
- 9.2 Develop and publish timelines as appropriate

Action 10. October 2010 – March 2011

CRCOG Policy Board assigns and maintains required membership on the UAWG and R-3 REPT per approved governance documents.

Implementation – CRCOG Leadership

- 10.1 Solicit CRCOG Policy Board to determine planning team working group membership

Action 11. December 2010 – Ongoing

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*

Implementation – CREPC, Regional Stakeholders

- 11.1 Revise R-3 RESP to reflect prior actions detailed in the CREPC – The Road Ahead report
 - 11.1.2 Develop training program
 - 11.1.3 Develop R-3 RESP training video

Action 12. December 2010

CREPC maintain LEPC record keeping responsibility.

Implementation – CRCOG contracted support staff

- 12.1 Acquire all pertinent LEPC records from DEMHS
- 12.2 Using CLOCs, maintain records and electronic reporting capacity

Action 13. December 2010 – March 2011

CRCOG develop and maintain LEPC specific website content.

Implementation – CRCOG staff / Contracted support – LEPC representatives

- 13.1 Develop page needs and contents

CREPC - The Road Ahead

13.2 Publish page

Action 14. January 2011 Ongoing

CRCOG implements a matching program to document costs of time and other resources that sustain regional programs.

Implementation – CRCOG / Contracted support staff – CREPC Leadership

14.1 Develop program needs

14.2 Acquire IT solution for tracking in-kind services and associated funds

Action 15. January 2011 – Ongoing

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.

Implementation – CRCOG/Contracted support staff – CREPC representatives

15.1 Assess needs and requirements of sharing regional resources

15.2 Develop policy and guidance for regional resource deployment

15.3 Develop sustainment / funding stream to maintain identified resources

Action 16. Ongoing

Continue to provide robust funding for Overtime, Backfill and Volunteer Stipend to support NIMS compliance and other regional priorities.

Implementation – Continue program

Action 17. January 2011 – Ongoing

Review the training and exercise 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.*

Implementation – CRCOG /Contracted support staff- DEMHS representatives

17.1 Develop issue positions

17.2 Work with DEMHS and DEMHS Advisory Council to bring current reimbursement policy in line with revised US DHS guidance from 2008

Action 18. December 2010 – Ongoing

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.*

Implementation – CRCOG / Contracted support staff – local stakeholders – DEMHS representatives

18.1 Review US DHS HSEEP guidance and recommendations

18.2 Implement plan in accordance with US DHS guidance and recommendations

CREPC - The Road Ahead

Action 19. Ongoing

Sustain the Region 3 Training and Exercise Planning Workgroup and the annual Workshop.

Implementation – Continue program

Action 20. October 2010 – Ongoing

Establish CREPC Executive Council to oversee and CREPC operations. (See proposed CREPC Executive Council diagram)

- *Executive Council meets monthly*
- *CREPC meets quarterly*

IV. Implementation of Actions

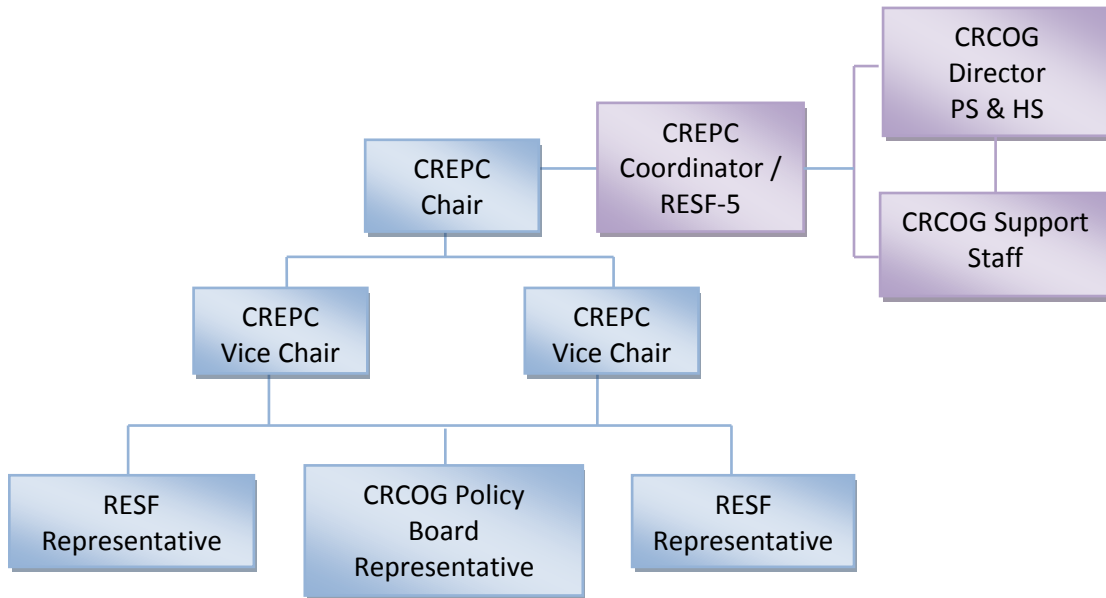
A plan for implementation is not fully detailed within this report given the fact that the plan is dependent on final disposition on actions for moving forward. However, as part of the decision process certain implementation steps can be reviewed such as:

- 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

