California Catastrophic Incident Base Plan:

Concept of Operations

September 23, 2008

U.S. Department of Homeland Security
Federal Emergency Management Agency Region IX
Governor's Office of Emergency Services

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Acronyms and Abbreviations	
AG	Adjutant General (California National Guard)
CALWAS	California Warning Alert System
CLERS	California Law Enforcement Radio System
CLETS	California Law Enforcement Telecommunications System
CANG	California National Guard
CONOP	Concept of Operations (for the Catastrophic Incident Base Plan)
CONPLAN	Concept Plan (for incident-specific annexes)
DCE	Defense Coordinating Element
DCO	Defense Coordinating Officer
DHS	U.S. Department of Homeland Security
DoD	U.S. Department of Defense
DWR	California Department of Water Resources
EEI	Essential Elements of Information
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FCO	Federal Coordinating Officer
GIS	Geographic Information System
HAZUS	U.S.-Hazards (FEMA risk-assessment program)
HSIN	Homeland Security Information Network
IAP	Incident Action Plan
ICS	Incident Command System
IMAT	Incident Management Assistance Team
JIC	Joint Information Center
JFO	Joint Field Office
NAWAS	National Warning System
NIMS	National Incident Management System
NOC	National Operations Center
NRCC	National Response Coordination Center
NRF	National Response Framework
OASIS	Operational Area Satellite Information System
OES	Governor's Office of Emergency Services
PIO	Public Information Officer
REOC	Regional Emergency Operations Center (State)
RIMS	Response Information Management System
RRCC	Regional Response Coordination Center (Federal)
SCO	State Coordinating Officer
SEMS	Standardized Emergency Management System
SFO	Senior Federal Official
SOC	State Operations Center

1 Introduction

This document, the Catastrophic Incident Base Plan, establishes the Concept of Operations (CONOP) for the joint Federal and State response to, and recovery from, a catastrophic incident in the State of California. The CONOP defines the joint State/Federal organization and operations that support the affected local governments and other entities in the incident area.

The document was prepared in accordance with the National Planning and Execution System and through a collaborative effort by the Federal Emergency Management Agency (FEMA) and the Governor's Office of Emergency Services (OES).

1.1 Overview

The need for State/Federal integration and full synchronization of resources is driven by the following factors:

- The magnitude of a catastrophic incident
- The degradation of essential government services, including the potential temporary interruption of incident command, control, and coordination capabilities at the local level
- The size and complexity of the incident, the number of resources needed, and the diverse authorities and missions of the responding agencies and organizations
- The requirement to prioritize resources, given shortfalls associated with a catastrophic incident and the sheer magnitude of resources, including unrequested resources that will flow into the affected area
- The need for a coordinated local, State, and Federal public information strategy

Given these factors, unity of effort, unity of command, and the effective utilization and integration of resources are critical. Consequently, State and Federal response and recovery efforts must be integrated to provide a basis from which multiple agencies can work together to manage the incident effectively and ensure that all decisions are based on mutually agreed-upon objectives, regardless of the number of agencies or jurisdictions that are involved.

The purpose of this document is to describe the integration of Federal resources into the State-led response to a catastrophic incident to achieve unity of effort. The State/Federal integration described herein will be undertaken in accordance with the principles of the National Incident Management System (NIMS) and the National Response Framework (NRF) and in concert with State systems under the State of California Emergency Plan and the Standardized Emergency Management System (SEMS). Existing State systems will be maintained. In particular, the CONOP does not change the fact that all requests for Federal assistance are made through the State, consistent with protocols and procedures established under SEMS.

The CONOP applies to the response and recovery phases of an incident. It does not address preparedness, prevention, mitigation, or the establishment of joint State/Federal transitional or long-term recovery operations.

While broadly applicable to all types of incidents, the CONOP is not a plan for a response to a specific incident. As appropriate, FEMA and OES will develop incident-, hazard- , and function-specific annexes to provide additional operational details. Additionally, the CONOP addresses only joint State/Federal operations within California; it addresses national-level actions by

FEMA and the U.S. Department of Homeland Security (DHS) only as they impact operations in California.

The audience for the CONOP includes State, Federal, local, regional, and tribal officials, as well as representatives of nongovernmental and private-sector organizations with responsibility for response to, and recovery from, potentially catastrophic incidents in California. Such organizations may be expected to participate in the joint State/Federal organization.

1.2 Acknowledgments

In addition to FEMA and OES, the following organizations participated in the Steering Committee overseeing the development of the CONOP:

- American Red Cross
- Bay Area Super Urban Area Security Initiative
- California Business, Transportation, and Housing Agency
- California Health and Human Services Agency
- California Highway Patrol
- California National Guard (CANG)
- California Utilities Emergency Association
- Governor's Office of Homeland Security
- U.S. Department of Defense (DoD)

1.3 Authorities, References, and Guidance

The documents listed below provide the legal and regulatory framework for this CONOP.

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act), 42 U.S.C. §5121-5206
- Homeland Security Presidential Directive 5, Domestic Incident Management, February 28, 2005
- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
- NIMS (FEMA 501), draft dated August 2007
- The NRF, dated March 22, 2008, including the Catastrophic Incident Annex and the Catastrophic Incident Supplement
- DHS National Planning and Execution System, draft dated March 27, 2007
- California Emergency Services Act
- California Disaster Assistance Act
- SEMS, Government Code §8607
- SEMS Guidelines, dated September 2006
- California Disaster and Civil Defense Master Mutual Aid Agreement
- State of California Emergency Plan, dated September 2005

2 Situation

This section provides a general description of the risk of a damaging incident in California and describes the effects that define whether an incident should be considered catastrophic. Additionally, the section describes the assumptions on which the CONOP is based.

2.1 Description of California

California has a population of about 38 million,[1] making it the most populous U.S. State. Eight cities in California are among the 50 largest cities in the United States (Los Angeles, San Diego, San Jose, San Francisco, Long Beach, Fresno, Sacramento, and Oakland). Los Angeles is the largest city in California, with more than 4 million residents; Los Angeles County is the most populous county in the United States with more than 10 million residents. The San Francisco Bay Area, which includes the cities of Oakland, San Francisco, and San Jose, has approximately 7 million residents.

California adjoins the Pacific Ocean, Oregon, Nevada, Arizona, and the Mexican state of Baja California. California's 160,000 square miles make it the country's third largest State in area, after Alaska and Texas. In the middle of the State lies the California Central Valley, formed by the watersheds of the Sacramento and San Joaquin Rivers. The Central Valley is bounded by the coastal mountain ranges in the west, the Sierra Nevada to the east, the Cascade Range in the north, and the Tehachapi Mountains in the south. Approximately 25 percent of California is covered by deserts, which lie east of the Sierra Nevada and in the southeastern part of the State.

California's gross State product in 2006 was approximately $1.7 trillion, the largest of any State.[2] California is responsible for approximately 13 percent of the U.S. gross domestic product. Major economic centers include the Central Valley (agriculture), the Los Angeles area (manufacturing and media/entertainment), the Bay Area (technology), and the San Diego area (technology). Oil production and refining are prominent in Los Angeles, the Bay Area, and the southern San Joaquin Valley; California has approximately one-tenth of U.S. crude oil refining capacity.[3]

California's seaports and airports are critical components of U.S. international commerce. The Port of Los Angeles is the busiest container port in the United States, and with the neighboring port of Long Beach, is responsible for handling approximately one-fourth of all container cargo traffic. The Port of Oakland is the fourth busiest in the country. Los Angeles International Airport and San Francisco International Airport are major hubs for trans-Pacific and transcontinental traffic.

Due to a relative lack of rainfall, particularly in the south, California is highly dependent on a complex system of reservoirs, aqueducts, pipelines, and pumps to provide water supplies for population centers and agriculture. Major systems include the U.S. Bureau of Reclamation's Central Valley Project, the State Water Project operated by the California Department of Water Resources (DWR), the Hetch Hetchy system operated by the San Francisco Public Utilities Commission, the Owens Valley aqueduct operated by the Los Angeles Department of Water and

[1] California Department of Finance, Population Estimates for Cities, Counties, and the State, 2001–2008.

[2] California Department of Finance, Financial and Economic Data, March 2008.

[3] U.S. Energy Information Administration, State, and U.S. Historical Data, March 2008.

Power, and the Colorado River aqueduct operated by the Metropolitan Water District. The State Water Project transports drinking water from the Sacramento–San Joaquin Delta to southern California and provides drinking water for approximately 23 million people.[1]

2.2 Threats and Hazards

California is vulnerable to the threats and hazards described below.[2] The threats and hazards that historically have had the greatest impact to life and property (earthquakes, floods, and wildfires) are described first.

2.2.1 Earthquake

Due to the proximity of densely populated urban areas to the active fault systems in California, the State has the greatest risk of earthquake damage of any State in the country. The San Andreas Fault system, which passes through both the Los Angeles area and the Bay Area, has generated the deadliest earthquakes in U.S. history, including the 1906 San Francisco earthquake (which resulted in more than 3,000 deaths), the 1933 Long Beach earthquake, the 1971 Sylmar earthquake, the 1989 Loma Prieta earthquake, and the 1994 Northridge earthquake. Although earthquakes do not occur frequently, they account for the greatest combined losses (deaths, injuries, and damage costs) of any type of incident. In addition to causing damage from shaking, earthquakes may result in liquefaction, settlement, landslides, and fires. According to the 2007 Working Group on California Earthquake Probabilities, California has a 99.7 percent chance of having a magnitude 6.7 or larger earthquake during the next 30 years. The probability of an earthquake of this magnitude on the southern segment of the San Andreas Fault in the next 30 years is 59 percent; the probability of an earthquake of this magnitude in the Bay Area is 63 percent.[3]

2.2.2 Flooding

Floods are the second most frequent cause of disaster declarations in California (after wildfires) and account for the second highest combined losses (after earthquakes). Major river systems include the Sacramento–San Joaquin system in the Central Valley, the Santa Ana River in southern California, the Salinas River along the Central Coast, and the Eel River along the North Coast. Many urban areas at risk of flooding lie within small, steep watersheds in or near hills and mountain ranges where heavy rains due to winter coastal storms cause flash flooding and debris flows. Areas most at risk include the Central Valley, where major cities such as Sacramento and Stockton have been constructed behind extensive levee systems; population centers in Los Angeles and neighboring counties; and coastal regions such as Sonoma County, which has the highest number of repetitively flooded properties in California. Approximately 2 million people live in areas currently identified by FEMA as having a 1 percent chance of flooding in any given year.

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[1] DWR, State Water Project Overview, March 2008.

[2] Some of the information is adapted from the *State of California Multi-Hazard Mitigation Plan*, prepared by OES, September 2007.

[3] California Geological Survey, U.S. Geological Survey, and Southern California Earthquake Center, *Uniform California Earthquake Rupture Forecast*, 2008.

2.2.3 Wildfire

Wildfires are the most frequent source of declared disasters in California and account for the third-highest combined losses (after earthquakes and floods). Since 1950, 56 percent of federally declared disasters in California have resulted from fires. Wildfires burn half a million acres every year. The interface between urban and wild land is particularly dangerous, as demonstrated by the Oakland Hills fire in 1991 and the fires of 2003 and 2007 in Southern California.

2.2.4 Chemical, Biological, Radiological, Nuclear, and Explosive Incidents

Chemical, biological, radiological, nuclear, and explosive incidents may be accidental or the result of a terrorist attack. California's population, economic importance, international reputation, media industry, and numerous iconic features combine to make the State a potential target for international terrorism. Major manufacturing facilities, such as oil refineries and biotechnology facilities, along with the large volume of hazardous materials that are transported on the State's highways and railroads, provide targets for terrorist attacks and create the potential for accidental releases of hazardous materials.

California has two active nuclear power plants: Diablo Canyon in San Luis Obispo County and San Onofre Nuclear Generating Station in San Diego County. Spent nuclear rods are stored at two decommissioned nuclear plants: Humboldt Bay in Humboldt County and Rancho Seco in Sacramento County. The most recent nuclear accident was in 1999 when one alert was issued due to a suspected degradation of plant safety. Only the onsite population was threatened.

2.2.5 Civil Unrest

All metropolitan areas have the potential for significant civil unrest, usually triggered by a dramatic political or social event. The most recent significant event in the country was the Rodney King Riot in Los Angeles in 1992, in which 53 people were killed and 2,300 were injured. Between 1964 and 1969, civil disturbances occurred in Los Angeles, Berkeley, San Francisco, and Santa Barbara. The 1965 Watts riots in Los Angeles resulted in 34 deaths and more than 1,000 injuries.

2.2.6 Dam and Levee Failures

California has 1,483 dams. Since 1950, only nine have failed. Individual levees in the Sacramento–San Joaquin Delta region have failed 140 times in the past 10 years, usually during the winter flood season.

DWR estimates that a magnitude 6.5 earthquake in the Delta region could topple levees and damage other flood-control structures, inundating dozens of islands. By allowing salt water from the San Francisco and San Pablo Bays to stream into the Delta, an earthquake could threaten the statewide water supply. In addition to agriculture and a growing population, the Delta region hosts major fuel storage facilities and the oil and natural gas pipelines to move the fuel throughout the State. A seismic event could cause fuel spills that would affect both water exports and the environment.

2.2.7 Drought

Drought is a gradual phenomenon that takes place over a number of years. Droughts lasting longer than 3 years are rare in northern California because of a regular supply of water from the nearby Sierra Nevada mountain range. The areas most vulnerable to drought are those dependent

on rainfall, such as agricultural areas in coastal counties. The last statewide drought lasted 6 years, from 1987 to 1992. In 1988, 45 counties (30 percent of the population) experienced water shortages.

2.2.8 Extreme Heat

An average of 20 people die each year in California due to extreme heat. A heat spell in 2006 caused 136 deaths over 13 days. The same heat event had a severe impact on agriculture, killing approximately 25,000 cattle and 700,000 fowl.

2.2.9 Hazardous Material Release

Approximately 140,000 businesses in California are regulated for handling hazardous materials, including retail gas stations and large chemical facilities. Each year the OES Warning Center receives 10,000 reports of hazardous material spills. Most are minor incidents, but some require local area evacuation or shelter-in-place orders.

2.2.10 Landslide

California is prone to landslides due to its steep topography, weak rocks, vegetation stripped by wildfires, and heavy rains, particularly in coastal mountain ranges. Average annual losses due to landslides total $100 million. In 2005, the La Conchita landslide in Ventura County killed 10 people and destroyed 30 homes. The 1971 San Fernando earthquake liquefied soil under an earth-fill dam, resulting in $500 million in damages and the temporary evacuation of 80,000 people living below the dam.

2.2.11 Severe Weather

Severe weather includes thunderstorms, hail, lightning, windstorms, ice storms, and blizzards. Freeze is the most costly severe weather event. Since 1950, freeze in 31 counties has caused $13 billion in crop damage. The highest concentration of gubernatorial-declared disasters due to freeze have occurred in six agricultural counties: San Joaquin, Merced, Madera, Fresno, Tulare, and Kern.

The risk of tornadoes and cyclonic storms such as hurricanes is low in California, but periodic windstorms have disrupted power supplies and caused property damage to property throughout the State. Winter storms have required the closure of main transportation routes due to blizzard conditions in mountainous areas and due to flooding or debris flows in other areas.

2.2.12 Tsunami

Tsunamis that threaten the California coast can be generated by earthquakes across the Pacific Ocean or in Alaska. The 1964 earthquake in Alaska generated a tsunami that devastated Crescent City in Del Norte County. These tsunamis may take 6 to 12 hours to reach the shore.

Tsunamis can also be generated by local undersea seismic events. The Cascadia Subduction Zone, an active network of deep earthquake faults off the coast of northern California, Oregon, and Washington, is capable of generating a catastrophic tsunami that could hit California coastal counties within 30 minutes. Failure of an undersea slope off the coast of Los Angeles or Ventura County could generate a tsunami that reaches the shore in 10 minutes.

2.2.13 Pandemic and Epidemic

Influenza is the most likely cause of a pandemic that would affect California. Three major influenza pandemics occurred during the twentieth century; the 1918–1919 pandemic killed more than 50 million people worldwide.

West Nile virus, carried by mosquitoes, is a growing epidemic threat in California. In 2006, 278 cases scattered throughout 36 counties resulted in 7 deaths. In 2007, 380 cases resulted in 21 deaths. Epidemics also affect livestock and crops with potentially devastating effects to production and the economy. In 2002–2003, more than 3 million domestic birds were culled due to an outbreak of Exotic Newcastle Disease in Southern California.

2.2.14 Volcanic Eruption

The threat of a volcanic eruption in California is considered low. Nonetheless, California has several areas of potential volcanic activity, including Medicine Lake in Modoc and Siskiyou Counties; Mount Shasta in Siskiyou, Shasta, and Trinity counties; Lassen Peak in Lassen County; and the Long Valley Caldera in Inyo County. These areas are far removed from urban centers. The most recent volcanic eruptions occurred at Lassen Peak in 1914–1917.

2.3 Definition of Catastrophic Incident

The NRF defines a catastrophic incident as "any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions." A catastrophic incident may be a single incident, or a series of incidents that result in:

- Thousands of casualties and tens of thousands of displaced persons
- Isolation of the affected area from normal supply channels and chains, leading to difficulty in getting resources to the area
- Massive disruption of the area's critical infrastructure (such as energy, transportation, telecommunications, medical response, and health care systems)
- Overwhelmed response capabilities and State and local resources
- Overwhelmed existing response strategies
- Requirements for immediate lifesaving support from outside the affected area
- Long-term economic impacts in the incident area, State, and Nation

2.4 Assumptions

The CONOP is based on the following assumptions:

- A potentially catastrophic incident has occurred or is anticipated. The type of incident is one of those listed in **Section 2.2.**
- As a result of, or in anticipation of, the incident, significant direct Federal assistance is required.
- The incident is of such magnitude that the Governor proclaims a State of Emergency.

- The incident triggers a Presidential declaration of emergency or disaster, making Federal assistance available under the Stafford Act.
- A significant shortage of response and casualty/evacuee reception capabilities, equipment, and medical care will occur.
- Resources under the direct control of the State of California will be used to the maximum extent and augmented by Federal resources, as required to meet the needs of the affected area effectively.
- The OES Regional Emergency Operations Center (REOC) in the affected region may be overwhelmed or inoperable.
- Upon receipt of the Presidential declaration or Presidential order to commit Federal resources, the Federal and State governments establish joint operations to provide assistance to local jurisdictions.
- The incident escalates to the point at which the Federal Government implements the Catastrophic Incident Annex and Catastrophic Incident Supplement to the NRF.

3 Mission

The joint State/Federal organization will provide lifesaving, life-sustaining, and other resources necessary to supplement local, regional, tribal, and private-sector efforts immediately following, or in anticipation of, a catastrophic incident in California to alleviate the consequences of the incident and encourage the recovery of the affected areas.

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4 Execution

This section describes the manner in which the joint State/Federal organization will carry out the mission, as stated in **Section 3.**

4.1 Senior Leaders' Intent

For the purposes of this CONOP, the senior leaders are the OES Director and the Regional Administrator of FEMA Region IX. The intent of the senior leaders is to establish a Unified Coordination Group, using Incident Command System (ICS) concepts and principles to:

- Save and sustain life
- Ensure responder health and safety
- Protect public health and safety
- Minimize damage to and protect property
- Provide for basic human needs to include:
  - Food
  - Water
  - Emergency medical care and services
  - Shelter
- Stabilize critical infrastructure and key resources essential to the operation of the economy and the government
- Create conditions in the affected area that allow reentry, repopulation, long-term recovery, and future hazard mitigation

4.2 Concept of Operations

In a catastrophic incident, requests for interdisciplinary resources accumulate so quickly that no single agency or organization can meet all resource requirements.

In accordance with SEMS, the State of California provides for the orderly submittal of resource requests from the Emergency Operations Centers (EOCs) of county Operational Areas to one of three REOCs and potentially to the State Operation Center (SOC) in Rancho Cordova in the Sacramento area; or through discipline-specific mutual aid system channels, including the Fire and Rescue, Law Enforcement, Coroner, and Medical Mutual Aid Systems. (See **Section 4.3** for more information on SEMS and the mutual aid system.) Similarly, FEMA coordinates the provision of supplemental Federal assistance in accordance with the NRF at the request of the State, initially through an Incident Management Assistance Team (IMAT) deployed to the SOC and subsequently through a Joint Field Office (JFO) established near the incident.

To meet the response needs of a catastrophic incident as effectively as possible, the State and Federal governments form a Unified Coordination Group to consolidate incident-related operational elements of the REOC, SOC, and IMAT at the JFO. Forming the United Coordination Group is a decisive CONOP task that is aimed at achieving effective incident management. The Unified Coordination Group does not assume responsibility for field-level Incident Command activities but provides a structure for the command, control, and coordination of State and Federal resources not yet delivered to the Operational Areas, field-level Incident Command, or end users. The Unified Coordination Group directs coordinated, combined State and Federal operations in accordance with Unified Command principles.

The elements of the CONOP are described in greater detail below. The joint State/Federal incident task organization formed under the CONOP is described in **Annex A.**

4.2.1 Objectives and Structure of the Unified Coordination Group

For purposes of this CONOP, the principal objectives of the Unified Coordination Group are:

- To provide the leadership for multiple agencies to work together with common objectives to ensure that the management of the incident response is effective
- Ensure that all decisions are based on mutually agreed-upon objectives, regardless of the number of agencies or jurisdictions involved

The Unified Coordination Group is typically formed at the SOC upon arrival of the IMAT and then migrates to the JFO as soon as the JFO is able to provide adequate support for the response and recovery operations. In rare instances, the Unified Coordination Group may proceed directly to the incident site.

The Unified Coordination Group:

- Operates using Unified Command principles, integrating the efforts of senior State and Federal leaders engaged in response and recovery operations
- Is responsible for operational direction of coordinated State and Federal response and recovery activities
- Responds to priorities set by the Governor and the President
- Implements policy decisions made by appropriate State and Federal policymaking entities
- Ensures unity of effort throughout response and recovery operations
- Ensures development of common objectives through a joint Incident Action Plan (IAP) process and assignment of resources where appropriate in accordance with those objectives
- Approve taskings of State and Federal agencies and coordination among governmental and private sector organizations to support response and recovery operations
- Is positioned as close as possible to the incident

The basic structure of the Unified Coordination Group is shown in **Figure 1.** The figure also shows the Unified Coordination Group's relationship to other State and Federal elements.

State and Federal representatives participate jointly in all major elements of the response and recovery operation. For example, State and Federal Operations Section chiefs jointly lead the Operations Section, and key elements within the Operations Section may be jointly staffed by State and Federal representatives. The exception is the Finance/Administration Section, where State and Federal elements remain separate due to the separation requirements of State and Federal systems.

Agencies, stakeholders, and interested parties that are outside the Unified Coordination Group are assigned as agency representatives to the Unified Coordination Group liaison officer. These groups may be assigned anywhere within the IMAT field organization as individual resources, teams, or task forces.

The Unified Coordination Group adheres to the following principles:

- **Unity of Effort.** Using Unified Command principles, the Unified Coordination Group ensures that State and Federal objectives, priorities, and operations are aligned and that direction from the decisionmaking of senior officials results in effective allocation, integration, and utilization of resources at the field level.
- **Maintenance of Existing Authorities and Responsibilities.** The organizations that participate in or support the Unified Coordination Group do not give up the authorities and responsibilities they have under State and Federal laws and regulations.

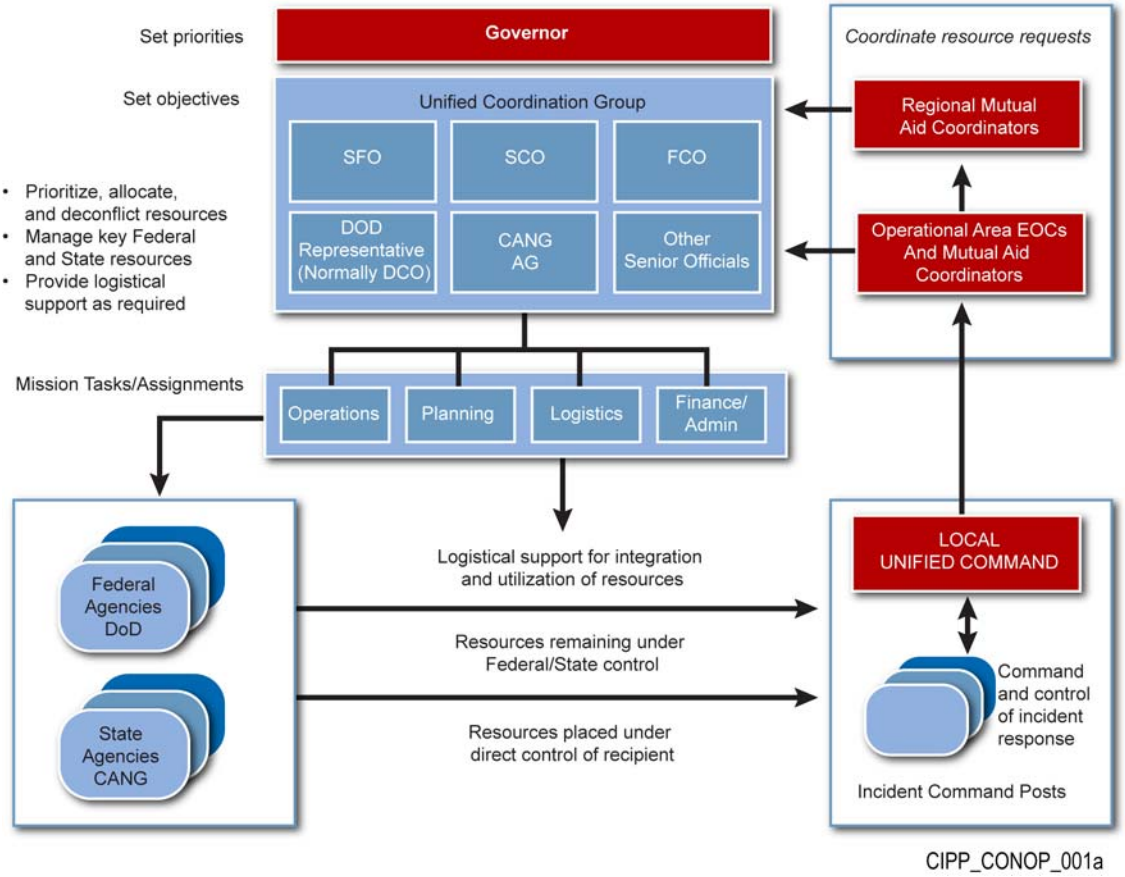

Figure 1. Basic structure and responsibilities of the joint State/Federal organization

- **Consistency with the Principles of NIMS and ICS.** The Unified Coordination Group directs the efforts of the joint State/Federal organization initially at the SOC and subsequently at the JFO. These efforts are organized according to NIMS and ICS principles. The structure is scalable and flexible so that it can be adapted to the specific circumstances of the incident in question.
- **Command and Control Does Not Extend to the Field Level.** As stated above, the Unified Coordination Group does not exercise command and control down to the field level except when resources must remain under State or Federal control (e.g., use of DoD resources). In these situations, integration and utilization of resources is achieved through unity of effort with the field-level Incident Command.

- **Consistency with SEMS.** The basic premise of SEMS is that an emergency is handled at the field level by local authorities who request additional resources and support as their capabilities to respond are exceeded. As the requirements of the incident response increase beyond local capabilities, information-gathering and resource requests are transmitted from local authorities to the EOCs at the Operational Area, regional, and State levels until resources can be identified, with the State pursuing requests for Federal or out-of-State resources if necessary. (SEMS levels and the flow of information and resource requests under the system are described further in **Section 4.3.**) The joint State/Federal operation maintains the integrity of SEMS by ensuring that the regional- and State-level functions are integrated into the JFO in a manner that is transparent to local- and Operational Area-level authorities.

4.2.2 Composition of the Unified Coordination Group

The core of the Unified Coordination Group may consist of the following individuals, who may be joined by others, based on the situation:

- Senior Federal Official (SFO)
- State Coordinating Officer (SCO)
- Federal Coordinating Officer (FCO)
- Defense Coordinating Officer (DCO)
- CANG Adjutant General (AG)
- Representative of the Governor's office
- Senior Federal law enforcement official and senior State law enforcement official, when the incident is the result of a terrorist attack or there is a significant public safety component to the response
- Representatives of other State, Federal, nongovernmental, and private-sector organizations that have a significant role in providing resources or support in the operation

The membership of the Unified Coordination Group may change as the response and recovery operation proceeds, depending on the level of involvement of key agencies. For example, as response requirements for DoD resources diminish, the DCO may determine that his or her participation in the Unified Coordination Group is no longer required. At that point, the DCO would request to withdraw as an active member of the Unified Coordination Group. Similarly, if the Governor designates a commission to guide State recovery efforts, it may be appropriate for the leader of that commission to join the Unified Coordination Group.

4.2.3 Sequence for Establishing the Unified Coordination Group and Joint Field Office (JFO)

A catastrophic incident in California is likely to be a no-notice incident. When such an incident occurs, OES immediately activates the SOC in Rancho Cordova. If the magnitude of the incident warrants it, OES also activates its three REOCs, located in Rancho Cordova, Oakland, and Los Alamitos, assuming that the incident does not preclude operation or staffing of any of these facilities. Similarly, FEMA activates its Regional Response Coordination Center (RRCC) in Oakland if the incident does not preclude its operation and the National Response Coordination

Center (NRCC) in Washington, DC. Other State and Federal agencies initiate operations from their respective EOCs and begin preparations for deploying forward elements to the JFO.

Subsequent joint State/Federal efforts to establish the Unified Coordination Group and the JFO proceed according to the timeline described below. The timeline is summarized in **Figure 2.**

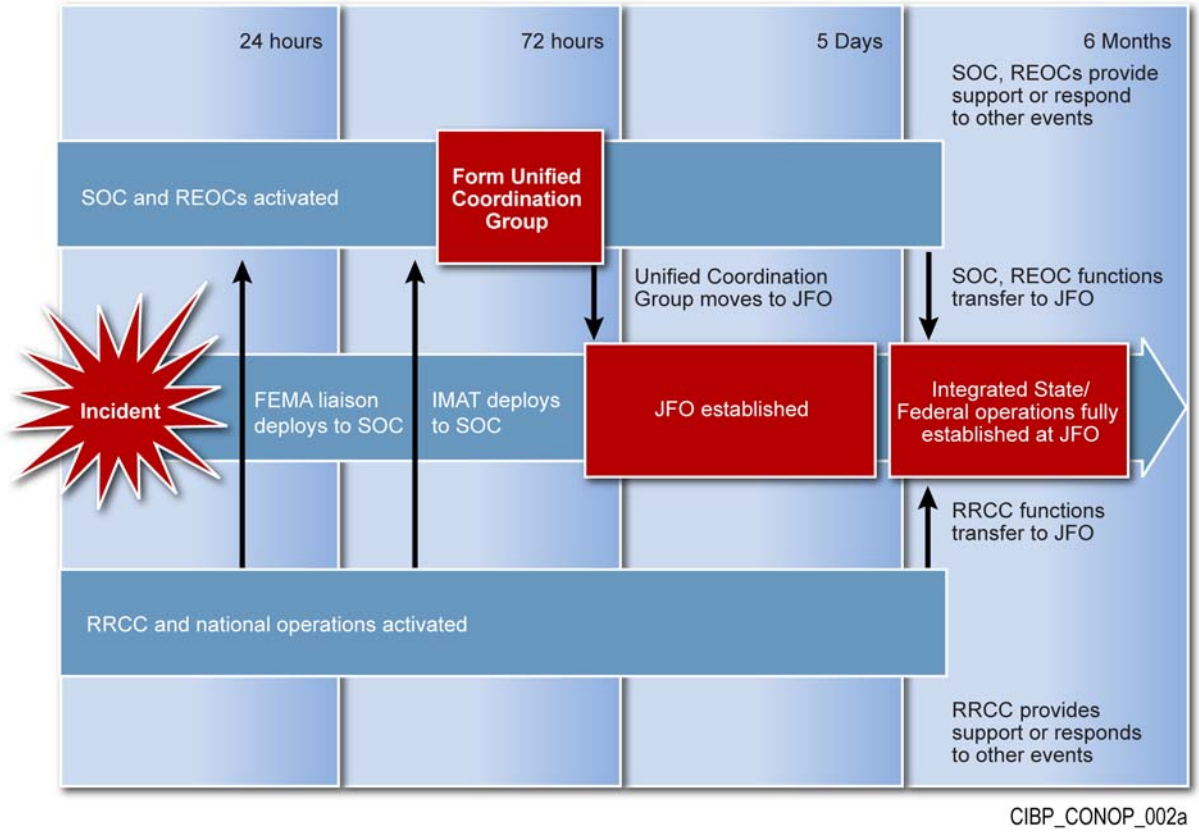

Figure 2. Timeline for establishing the Unified Coordination Group and Joint Field Office

- **Deployment of FEMA Liaison.** Immediately following the incident, or based on credible intelligence of a developing incident, FEMA dispatches liaison personnel to the SOC.
- **Initial Operating Facility (First 72 Hours).** Immediately following the incident, the focus of joint State/Federal operations is the SOC. FEMA deploys an IMAT to the SOC to initiate coordination with the State. Upon the appointment of the FCO and SCO, they meet at the SOC and establish the Unified Coordination Group. Other predefined members (such as the AG and DCO) and additional Unified Coordination Group members also deploy to the SOC after they have been identified. If the SOC is compromised by the incident, OES will inform FEMA of its alternate operating location.
- **JFO (From 72 Hours Forward).** The State and FEMA establish a JFO in a forward location—as close to the area of impact as practical, given logistical and safety constraints imposed by the incident–within 72 hours. The forward elements of the Unified Coordination Group, IMAT, and OES move to the JFO at this point
- **Establishment of All Components of the Unified Coordination Group at the JFO Within a Maximum of 5 Days.** At this point, the JFO is the focus of joint State/Federal

operations. Functions of the SOC and REOC for the area affected by the incident are transferred to the JFO. The REOCs in unaffected regions play supporting roles. The SOC and RRCC also prepare to respond to other incidents if necessary.

Additional facilities are established as needed to provide bases for operation for branches and divisions. These subordinate elements fall within the joint State/Federal Operations Section at the JFO.

- **Transition to Recovery.** The JFO remains the focus of joint State/Federal operations as response and recovery operations proceed. At the appropriate time, FEMA and OES establish a joint recovery operation to facilitate the transition from response and initial recovery activities to long-term recovery programs.

For an incident that can be predicted or that develops over time, FEMA and OES proceed according to the steps outlined above, but the timeframe may be adjusted. For example, during a statewide flooding incident that develops over a 5-day period, the SOC is established as the Initial Operating Facility for joint State/Federal operations as soon as widespread flooding is predicted. The JFO location is established and activated as soon as it is possible to identify the most severely affected area.

4.3 Interagency Response, Actions, and Activities

A key component of the joint State/Federal organization is the coordination and sequencing of operations at otherwise distinct State and Federal operations centers. This section summarizes the State and Federal systems and the integration of State and Federal operations in response to a catastrophic incident. State and Federal systems are described in more detail in the State Emergency Plan and NRF, respectively.

4.3.1 State and Federal Response Infrastructure

Existing State and Federal systems for incident management are described below. Relevant operations centers within these systems are described in **Table 1.**

Table 1. Operations Centers for incident management and their locations and functions

Facility name	Operating organization	Location	Function
Operational Area EOCs	County emergency management agencies	Each county	Coordinates support and resources among cities, county agencies, and special districts within a county's geographic area
REOCs	OES	Southern: Los Alamitos Coastal: Oakland Inland: Rancho Cordova	Provides coordination with Operational Areas at the regional level; coordinates resource requests at this level, including taskings of State agencies; and refers requests for scarce resources to the SOC. Regional coordination of fire, law, coroner/medical examiner, and medical/health resources occurs through mutual aid coordinators at this level.

Table 1. Operations Centers for incident management and their locations and functions			
Facility name	**Operating organization**	**Location**	**Function**
SOC	OES	Rancho Cordova	Coordinates the overall State response to the incident; provides State-level coordination of mutual aid systems; coordinates scarce State resources; and makes requests to the Federal Government and to other States for assistance
RRCC	FEMA	Oakland	Serves as FEMA's immediate operations center; coordinates Federal field response efforts until an FCO assumes operational control; and supports the deployment of an IMAT
NRCC	FEMA	Washington, DC	Multiagency coordination center for national response and recovery operations; coordinates assignment of national-level resources and teams; and provides resources through mission assignments and other arrangements with Federal Agencies
National Operations Center	DHS	Washington, DC	Facilitates information sharing; coordinates with other Federal Agencies; and provides situational awareness to senior DHS and White House leadership

State Systems

As described in the State Emergency Plan, California responds to emergencies and disasters through an existing statewide emergency management infrastructure that operates according to SEMS. The process for requesting resources under SEMS is summarized in **Figure 3.**

To support the implementation of SEMS, OES has established REOCs in each of three administrative regions (see **Table 1** and **Figure 4**). The REOC in the region affected by the incident coordinates with the Operational Area EOCs to obtain situation status, coordinate requests for resources, and communicate resource requests to the SOC when the requests cannot be met at the regional level.

SEMS also incorporates California's system of mutual aid. OES has established six[1] mutual aid regions to support the coordination of mutual aid systems (see **Figure 4**). Each region has a mutual aid coordinator for the Fire and Rescue, Law Enforcement, and Coroner Mutual Aid systems; and a regional disaster medical health coordinator to facilitate mutual aid for medical and public health resources. Mutual aid coordinators within each region respond to resource requests within their specific disciplines by identifying available resources in unaffected Operational Areas or by passing requests that cannot be met at the regional level to the SOC.

The Governor may direct State agencies, including the CANG, to provide resources in support of field-level Incident Command. Lead and support State agencies for specific functions are identified in the State Emergency Plan. OES issues mission tasks to direct State agencies to undertake response operations.

[1] For law enforcement, there are seven mutual aid regions, as noted in Figure 4.

California may obtain out-of-State resources through State-to-State arrangements or through the Emergency Management Assistance Compact (EMAC), to which California is a signatory.

Federal Systems

The Federal Government's response to an incident is outlined in the NRF. Federal operations centers are described in **Table 1** and include the FEMA Region IX RRCC in Oakland. If this facility is not operational due to the incident, FEMA activates a back-up RRCC in another region according to its Continuity of Operations Plan.

FEMA deploys an IMAT immediately after the incident occurs, or in anticipation of the incident, to initiate coordination with the State, assess the capabilities of the State and local governments to respond, and initiate coordination of Federal assistance. In coordination with the RRCC and the IMAT, the NRCC coordinates the activation and deployment of Federal teams and commodities, as outlined in the NRF and the Catastrophic Incident Supplement to the NRF, and the activation of the Emergency Support Functions (ESFs) to provide coordination and resources for Federal response activities.

Other Federal Agencies may provide resources to support State, local, regional, and tribal government entities. These agencies may respond in one of the following two ways:

- **Through Mission Assignments from FEMA Under the Authority of the Stafford Act.** Similarly, FEMA may mission assign the DoD to provide support for response and recovery operations.
- **Under Their Own Authorities.** This may include agencies with resources in the affected region. For example, the U.S. Coast Guard may respond immediately to an oil spill under its own authorities.

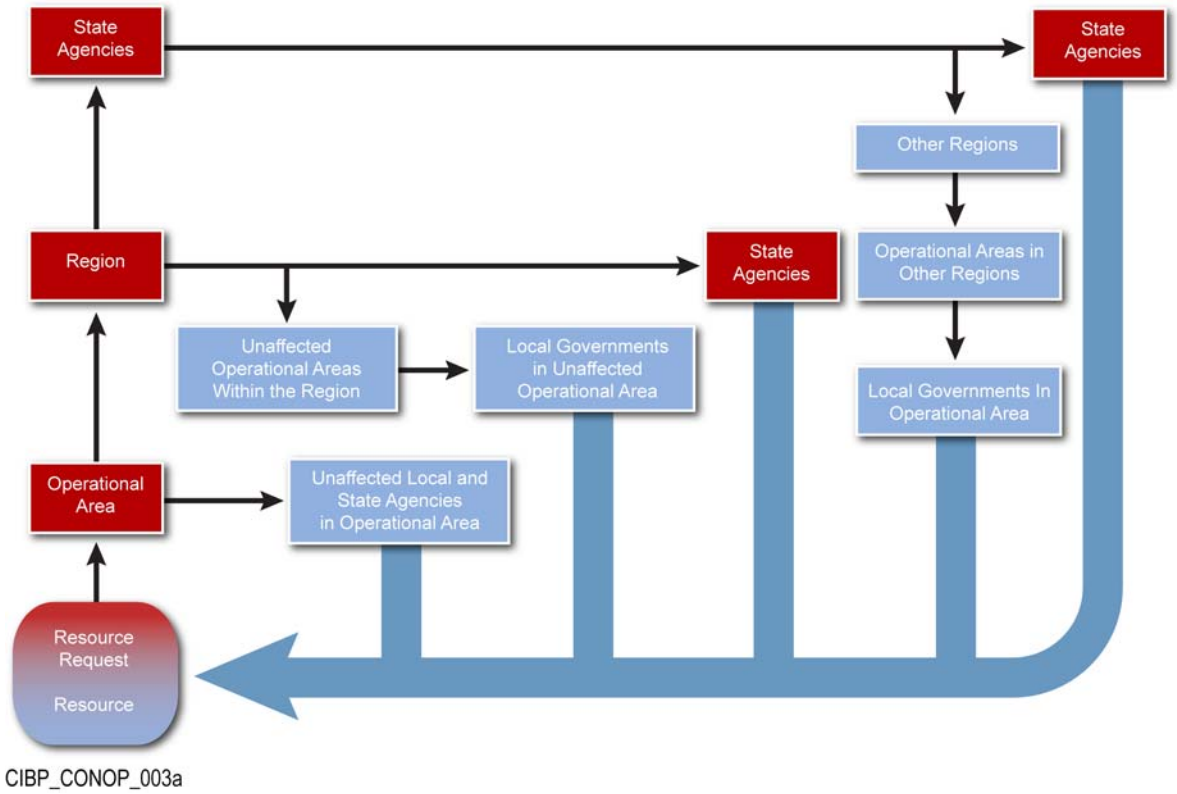

Figure 3. Process for requesting resources under the Standardized Emergency Management System
(adapted from the State Emergency Plan, September 2005)

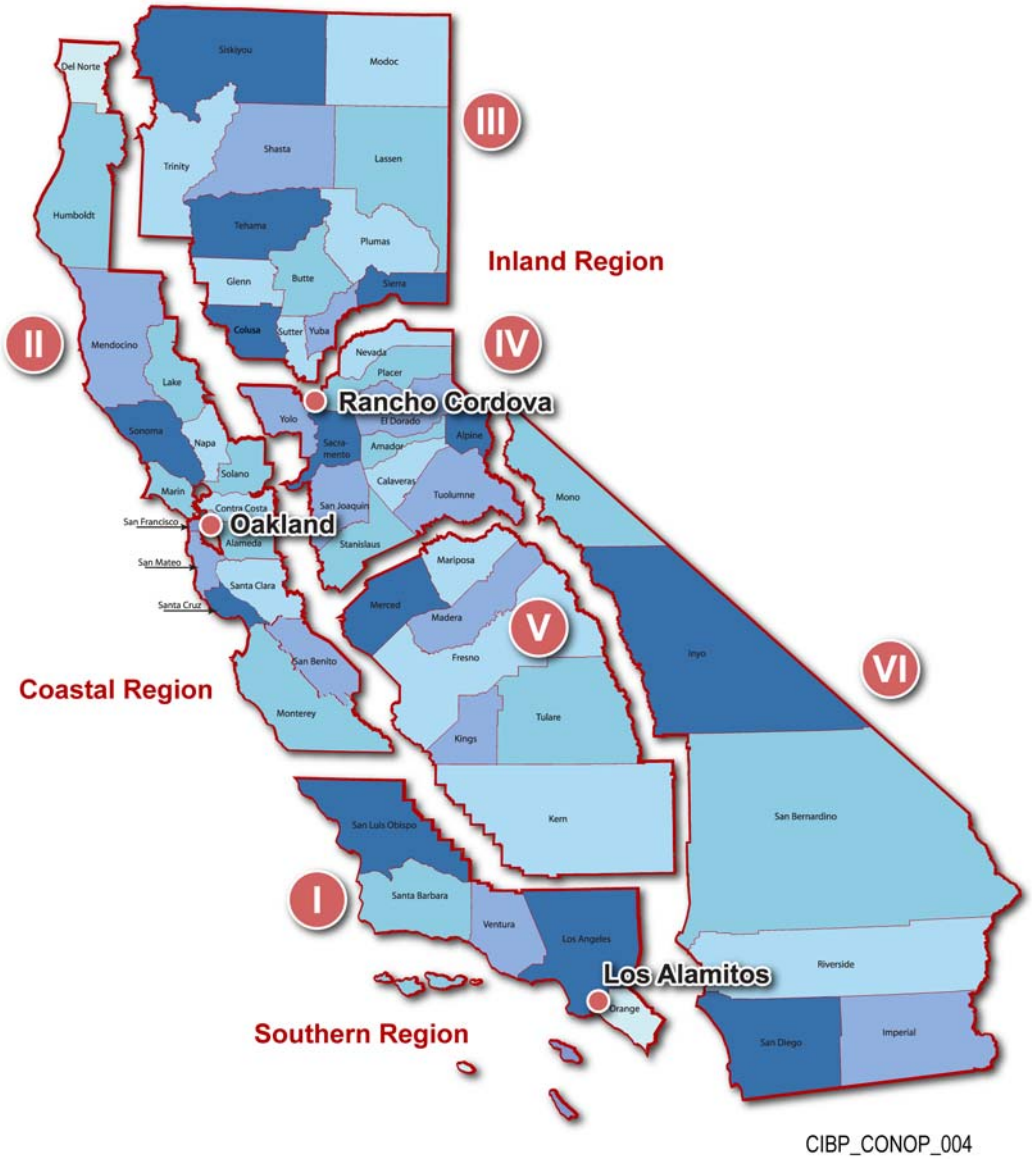

Figure 4. Governor's Office of Emergency Services administrative and mutual aid regions (adapted from the State Emergency Plan, September 2005)

The six mutual aid regions are denoted by Roman numerals. For law enforcement mutual aid, Region I is subdivided into two subregions.

4.3.2 Integration of State and Federal Operations

Once OES and FEMA agree to the formation of the Unified Coordination Group, the separate functions of the SOC, REOC(s), and RRCC are incorporated into the Unified Coordination Group structure. To ensure unity of effort while maintaining consistency with SEMS, the JFO ultimately becomes the focal point of operations for the State, including functions that would otherwise be performed at the SOC and/or REOC for the affected region. These functions are

- Maintaining coordination with the Operational Areas and receiving information and requests for resources from the Operational Areas
- Coordinating mutual aid requests and the flow of resources through the mutual aid system
- Brokering resource requests among Operational Areas within the region or among regions
- Tasking State agencies to provide resources in response to local government requests
- Obtaining resources from other States through State-to-State mutual aid and EMAC

As stated in **Section 4.2,** the integration of these functions must be transparent to the Operational Areas and regional mutual aid coordinators. Functional points of contact and connections with these elements are maintained as the focus of operations shifts from the SOC/REOC to the JFO.

4.3.3 Integration of Resources

A key element of the response to a catastrophic incident is the effective integration and utilization of resources down to the field level. In general, State, out-of-State/EMAC, and Federal resources are integrated into the Incident Command at the field level. Federal and State division supervisors (see Annex A) may ensure that the local EOC directors and/or incident commanders are aware that resources are being deployed and provide support to coordinate logistics necessary for deployment. Additionally, the State division supervisors may monitor the deployment of resources to account for their arrival or to follow up when they do not arrive as scheduled.

Certain Federal resources are deployed under the control of the Unified Coordination Group, which is responsible for the integration and utilization of these resources down to the field level. Examples are housing inspectors assessing damages under the Individual and Household Program.

Similarly, DoD and CANG elements carrying out missions remain under the control of the Secretary of Defense and the Governor, respectively; and DoD and CANG field operations are directed by one or more task forces or joint task forces operating under proper State and Federal authority. (See **Section 5.2** for additional information regarding coordination of military resources.)

4.3.4 Incident Action Plan (IAP)

ICS emphasizes orderly and systemic planning. The IAP is the central tool for planning during the response to and initial recovery from an incident. The process used to prepare the IAP is a key component for ensuring effective integration of State and Federal resources and unity of effort. Through this process, a set of incident objectives is developed and resources ordered to effectively meet those objectives. The process is summarized in **Figure 5**.[1]

[1] For more detailed procedures on the planning process and the development of the IAP, refer to the *National Incident Management System* (FEMA 501), with draft date August 2007, and the FEMA *Incident Management Handbook* (2007).

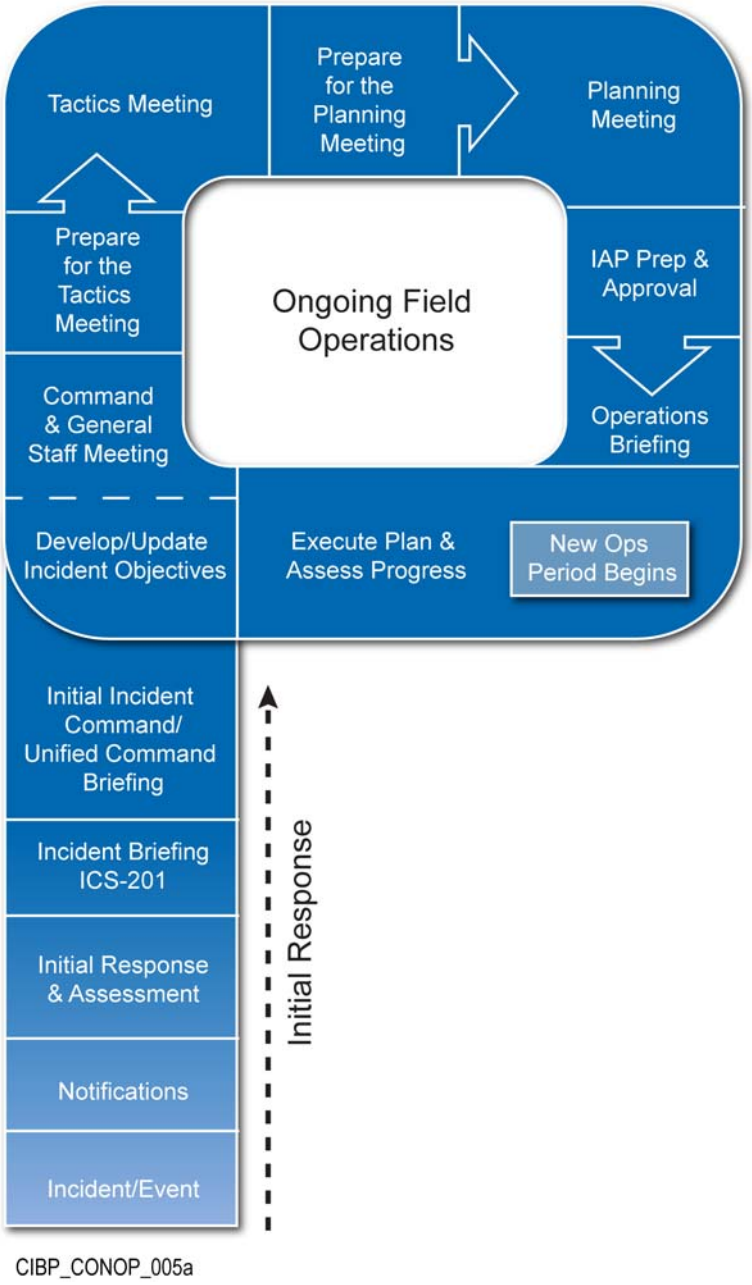

Figure 5. Incident Action Plan development process (FEMA Incident Management Handbook, 2007)

Cross-functional collaboration is critical to the process. The planning meeting and the resulting joint IAP ensure that:

- Objectives across functional areas do not conflict
- Resources are not double-committed or duplicated
- Transportation and logistics elements are not double-committed or duplicated

The joint IAP identifies the incident objectives established for the integrated State/Federal operation and addresses specific tactical actions and supporting information for each operational period, generally 12 to 24 hours. The Unified Coordination Group must ensure that all

appropriate objectives and requirements are reflected in the joint IAP. To the degree possible, the joint IAP is developed based on resources needed to meet the requirements identified by the field-level Incident Command. In developing overall objectives, the Unified Coordination Group must consider the priorities set by the Governor and the objectives of the Operational Areas and other jurisdictions. Ideally, these objectives would feed into the joint IAP. In a catastrophic incident, however, there may be circumstances in which local jurisdictions do not have the capacity to articulate objectives and requirements. Consequently, objectives may by necessity be established by State and Federal senior leaders.

The primary focus of the IAP is the Operations Section, which manages, coordinates, and delivers State and Federal assistance and support. However, it is essential that the entire command and general staff and selected specialty disciplines participate and provide input.

4.4 Coordinating Instructions

The Regional Administrator for FEMA Region IX and the OES Director direct the activation of the CONOP, depending on the circumstances of the incident.

The CONOP does not impede Federal, State, local, and tribal entities from carrying out their specific authorities in accordance with applicable laws, regulations, executive orders, and directives.

The CONOP is not a plan for a response to a specific incident. FEMA and OES will continue to develop incident-, hazard-, and function-specific annexes (referred to as CONPLANs) that define objectives and courses of action for the integrated State/Federal response for each circumstance. A list of proposed CONPLANs is included in the Table of Contents.

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5 Administration and Resources

5.1 Administration

Once established, the JFO is responsible for management and oversight of all administrative and logistical requirements supporting the joint State/Federal response to the incident.

5.2 Resources

The State and Federal governments implement established systems for providing resources in support of State, local, tribal, and private sector response to the incident. These systems and potential resources are outlined in **Section 4.3.**

In response to an incident, FEMA activates logistics and mobilization centers around the country, identifies Federal staging areas in the vicinity of the affected area, and begins deploying appropriate commodities and teams identified in the Catastrophic Incident Supplement to the NRF. These resources remain under Federal control until requested by the State. Once activated, the Unified Coordination Group takes responsibility for identifying required resources, managing staging areas in or near the affected area, and coordinating logistical support for resources deployed to the affected area.

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6 Incident Communication

6.1 Communication

In responding to a catastrophic incident, the joint State/Federal organization uses the established communications functions that support State and Federal responses to other incidents. The incorporation of these functions into the joint State/Federal organization is described below.

6.1.1 Systems

Communications between State and Federal agencies and with other organizations engaged in the response follow protocols and procedures established for existing State and Federal systems, with modifications necessary to account for disruptions caused by the incident. California has established essential communications support procedures between the Operational Area EOCs, the REOCs, the SOC, and other State agencies to provide the information links for elements of the California emergency organization. The communications infrastructure includes the use of the Response Information Management System (RIMS), the Operational Area Satellite Information System, and the California portion of the National Warning System.

The existing systems are supplemented through the establishment of systems necessary to support incident-specific facilities, such as the JFO and Federal staging areas. Through agreement with OES, FEMA defines requirements for the systems required at these sites and provides resources to establish them. Once the Unified Coordination Group transfers operations to the JFO, communications links are established to allow implementation of State functions, such as communications with the Operational Areas, at that facility. State and Federal warning systems are described in more detail in **Annex B.**

6.1.2 Intelligence and Information Sharing Protocols

The Unified Coordination Group develops appropriate joint objectives based in part on a common operating picture. The common operating picture is developed through standard reporting processes established by the State under SEMS, including information reported through RIMS, reports obtained from incident commanders, information gathered by State and Federal assessment teams, fusion centers such as the State Terrorism Threat Assessment Center, and the four Regional Terrorism Threat Assessment Centers. Within the Unified Coordination Group, the joint Planning Section is responsible for collection and analysis of this information. Essential Elements of Information (EEI) and the Information Collection Plan that are used to provide the basis for gathering and analyzing information are described in **Annex B.**

6.1.3 External Affairs and Public Information

At the State level, OES is responsible for developing and releasing public information regarding response operations. The OES public information officer (PIO) at the SOC initially activates and directs public information procedures. Additional support may be drawn from other State agencies, volunteers, or participants in the PIO Mutual Aid Program.

Immediately following the incident, the IMAT deploys to the SOC with an external affairs officer. The IMAT external affairs officer provides support to the IMAT leader and to the Unified Coordination Group for public information and community, media, and congressional relations. The IMAT external affairs officer collocates with the State PIO at the SOC to provide

for rapid development and review of emergency public information messages and announcements.

The external affairs functions include the establishment of a Joint Information Center (JIC) and a Planning and Products Unit staffed by State, Federal, and local communications specialists. Other functions separate from the JIC include intergovernmental affairs (including relationships with State, local, and tribal entities), and private sector, community, and congressional relations.

6.2 Coordination

Interagency coordination among Federal, State, local, tribal, and other organizations is described below.

6.2.1 Local Governments

As described in **Section 4.3,** California's system for incident management and for providing support and resources to local governments is governed by SEMS. The Unified Coordination Group's coordination with local governments must remain consistent with SEMS. Accordingly, within the Unified Coordination Group, OES maintains responsibility for:

- Direct coordination with the Operational Areas and mutual aid coordinators
- Receiving situation status and other information from the Operational Areas
- Receiving resource requests from the Operational Areas

6.2.2 Tribal Governments

Within SEMS, tribal governments may coordinate their efforts and requests for resources through Operational Area EOCs in their respective counties. Consequently, coordination with these tribes follows that of coordination with other local governments, as described in the preceding section.

6.2.3 Other State and Federal Agencies

The California Emergency Services Act requires State agencies to carry out activities assigned by the Governor. During a declared State of Emergency or local emergency, the OES Director coordinates the emergency activities of all State agencies. As noted in **Section 4.3,** the State Emergency Plan identifies lead and support agencies for specific functions. State agencies with responsibility for emergency response maintain their own emergency plans and procedures, in accordance with SEMS, to accomplish assigned emergency management tasks.

The Federal Government coordinates much of its resources and capabilities—as well as those of certain private-sector and nongovernmental organizations—through ESFs. The ESFs align categories of resources and provide strategic objectives for their use. ESF coordinating and primary agencies are identified on the basis of their authorities and resources. Support agencies are assigned based on the availability of resources in a given functional area. The organization of Federal Agencies according to ESFs is described further in the NRF.

State and Federal agencies, nongovernmental organizations, private-sector organizations, and volunteers may be directly integrated into the joint State/Federal organization. State and Federal agencies may be tasked with missions as appropriate to coordinate their activities in support of the incident. The mission tasking (for State agencies) or mission assignments (for Federal Agencies) establish specific scope and coordination instructions.

State and Federal agencies may also respond to the incident under their own authorities. As the Unified Coordination Group is established, these activities must be coordinated with the joint State/Federal organization so that they can be accounted for in the IAP process. To the extent possible, sustained operations of State/Federal agencies responding under their own authority should be folded into the joint State/Federal response through the use of the mission tasking/mission assignment processes.

6.2.4 Military Resources

The Governor, either directly or through mission taskings assigned by OES, may deploy CANG assets to support incident response and recovery. Similarly, DoD resources may be activated through mission assignments from FEMA to the DCO and Defense Coordinating Element (DCE), which are activated to support the DCO. As described above, the DCO and the AG may represent the DoD and CANG, respectively, in the Unified Coordination Group to ensure effective coordination of, and use of, Federal and State military resources. DoD and CANG operations in the field are directed by one or more task forces or joint task forces operating under proper State and Federal authority. Although military resources operate under the authority of a task force or joint task force commander, the commander works with and supports the Unified Coordination Group to achieve unity of effort.

In general, the resources of the CANG should be used before DoD resources are deployed. If CANG resources are fully deployed or unavailable, the State requests direct Federal assistance through the Unified Coordination Group. If a Federal Agency can meet the need, FEMA may execute a mission assignment to do so. Otherwise, FEMA may mission assign DoD through the DCO/DCE to respond.

Commanders of DoD installations may act for a limited time under their own authorities to assist local governments in saving lives, protecting public health and safety, and protecting property in the immediate response to the incident for a limited period of time. An individual commander is required by DoD policy to exercise his/her authorities under “imminent serious” conditions and deploy available resources to save and sustain lives in the immediate vicinity of the installation. However, as with other State and Federal agencies, once the Unified Coordination Group is established, response activity directed under a local commander’s authority should be replaced by the mission assignment process and folded into the overall Federal response.

6.2.5 Other States

OES is responsible for procuring out-of-State resources, either through State-to-State mutual aid or through EMAC. Initially, this process occurs at the SOC where decisions to request resources from other States or through EMAC are made based on whether local, mutual aid, or State agency resources are otherwise available. As the joint State/Federal organization shifts to the JFO, the decision to request resources from other States or through EMAC is made by OES in concert with the joint Operations Section as part of the process for evaluating the availability of resources to carry out operational objectives.

6.3 Oversight

As stated above, the Unified Coordination Group, using Unified Command principles, is responsible for overall direction and control of the selected joint State/Federal operations in support of field-level operations, subject to the oversight of the leaders identified below.

6.3.1 State Leadership

State leadership is described in the State Emergency Plan. Roles for State leaders, in addition to State senior officials who participate in the Unified Coordination Group, are summarized below.

- **Governor.** The Governor leads the State response to the incident. The Governor sets priorities for response and recovery in the State and provides direction to the Unified Coordination Group with regard to those priorities.
- **Cabinet Officials.** The Governor's cabinet includes secretaries representing California State agencies. The undersecretaries for these agencies provide a link from the Governor's cabinet to the Unified Coordination Group and oversee operations of their respective agencies and departments. These agencies and departments, although operating under their respective authorities, take action in accordance with the objectives identified in the IAP approved by the Unified Coordination Group. They may participate as members of the Unified Coordination Group, depending on their respective roles in responding to the incident.
- **State Advisory Bodies.** The California Emergency Council is the official advisory body to the Governor on all matters pertaining to statewide emergency preparedness. The Governor's Emergency Operations Executive Council, which is composed of agency secretaries and department directors, is charged with facilitating improved coordination among State agencies and departments. These entities provide advice and support to the Governor and assist with policy development where appropriate. They do not have an operational role.

6.3.2 Federal Leadership

Federal leadership is described in the NRF. Roles for Federal leaders, in addition to Federal senior officials who participate in the Unified Coordination Group, are summarized below.

- **The President.** The President leads the Federal response effort and ensures that the necessary coordinating structures, leadership, and resources are applied quickly and efficiently. The President's Homeland Security Council, which brings together Cabinet officers and other department or agency heads as necessary, provide national strategic and policy advice to the President.
- **Secretary of Homeland Security.** The Secretary of Homeland Security is the principal Federal official for domestic incident management. The Secretary is responsible for providing the President with an overall architecture for domestic incident management and for coordinating the Federal response, when required, while relying upon the support of other Federal partners.
- **FEMA Administrator.** The FEMA Administrator is the principal advisor to the President, the Secretary of Homeland Security, and the Homeland Security Council regarding emergency management. The FEMA Administrator's duties include operation of the NRCC, effective support of all ESFs, and leadership of FEMA for the response to, and recovery from, all-hazards incidents.
- **Regional Administrator.** The Regional Administrator provides oversight for response and recovery within Region IX, which includes California. The Regional Administrator oversees the initial response within the region, including direction of the RRCC when it

is activated and coordination of the initial deployment of the liaisons and the IMAT to the SOC. If appointed as the FCO or designated as the SFO, the Regional Administrator may be a part of the Unified Coordination Group.

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7 Plan Maintenance

FEMA Region IX, Response Operations Branch, is responsible for the maintenance, update, and dissemination of the CONOP. Working with OES, FEMA will evaluate the CONOP on a biannual basis and modify the plan on the basis of changes in laws, regulations, and policies; changes in Federal or State systems or procedures; and after action reports and lessons learned from major activations or exercises. Upon preparation of the revised CONOP, FEMA and OES will distribute the document to appropriate Federal and State partners. In addition, as stated in **Section 4.4,** FEMA and OES will develop incident-specific CONPLANs as annexes to the CONOP as requirements are identified and funding permits.

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ANNEX A INCIDENT TASK ORGANIZATION

This annex provides additional information regarding the joint State/Federal organization, led by the Unified Coordination Group, which manages State and Federal operations in response to a catastrophic incident.

A.1 Scope

This annex describes the joint State/Federal organization, led by the Unified Coordination Group, which is formed initially at the State Operations Center (SOC) and transitions to the Joint Field Office (JFO) when the JFO is operational. It does not describe Federal or State response organizations or systems beyond the Unified Coordination Group-led organization. For additional information on these organizations and systems, refer to **Section 4.3** of the Concept of Operations (CONOP) and to the following source documents, which are referenced in **Section 1.3** of the CONOP:

- State of California Emergency Plan
- Standardized Emergency Management System (SEMS) Guidelines
- National Incident Management System (NIMS)
- National Response Framework (NRF)

A.2 General Organization

The development of the joint State/Federal organization is coordinated by the OES and FEMA. The joint State/Federal organization is organized according to the principles of the Incident Command System (ICS). Major components of the organization are shown in Figure A-1.

A.2.1 Unified Coordination Group

The joint State/Federal organization is led by the Unified Coordination Group, composed of senior State and Federal officials, as well as representatives of other organizations as appropriate, with significant responsibility for resources engaged the operation. As described in **Section 4.2** of the CONOP, the Unified Coordination Group:

- Directs coordinated, combined State and Federal operations in accordance with Unified Command principles
- Develops a joint Incident Action Plan (IAP) articulating a common set of incident objectives and ensures that resources are ordered to effectively meet those objectives
- Does not assume responsibility for field-level Incident Command activities; instead, the Unified Coordination Group provides a structure for the command, control, and coordination of State and Federal resources not yet delivered to the local organizations or end users.

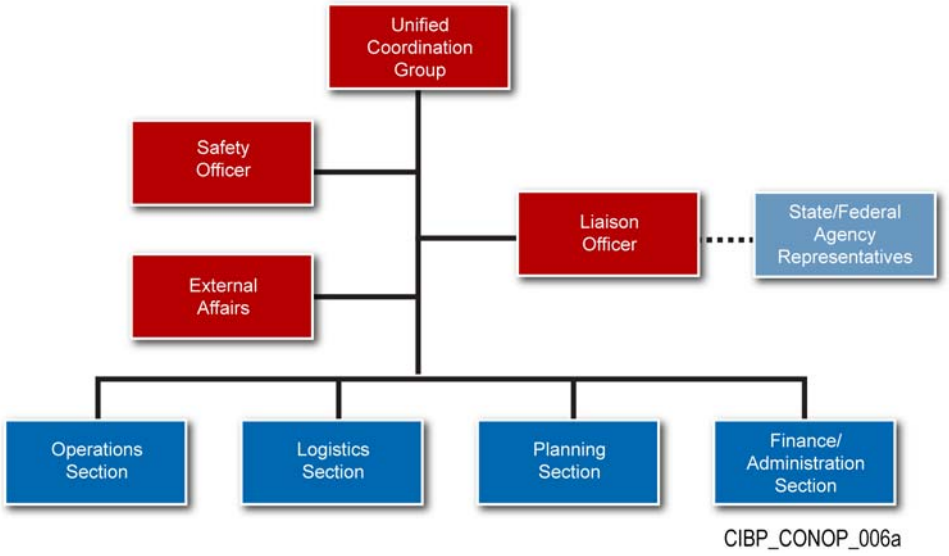

Figure A-1. Major components of the joint State/Federal organization

Refer to **Section 4.2** for descriptions of the formation, composition, and functions of the Unified Coordination Group.

A.2.2 Joint Operations

The joint State/Federal organization incorporates joint Planning, Operations, and Logistics Sections with the Finance/Administration Section maintaining separate elements due to differing systems. Each section is led by joint State and Federal section chiefs. Joint staffing may also occur or OES and FEMA may agree on maintaining separate elements. For example, if a fire branch is created to coordinate mutual aid requests, that branch may be staffed only by State representatives with a liaison for agencies providing Federal resources in support. Although State and Federal elements operate jointly, they do not give up their respective authorities.

The JFO becomes the focal point for State operations, including functions that would otherwise be performed at the SOC and/or the Regional Emergency Operations Center for the affected region. To maintain SEMS and ensure transparency to the Operational Areas and regional mutual aid coordinators, the State continues to perform the following functions:

- Maintaining coordination with the Operational Areas and receiving information and requests for resources from the Operational Areas
- Coordinating mutual aid requests and the flow of resources through the mutual aid system
- Brokering resource requests among Operational Areas within the region or among regions
- Tasking State agencies to provide resources in response to local government requests
- Obtaining resources from other States through State-to-State mutual aid and the Emergency Management Assistance Compact (EMAC)

A.3 Operations Section

This section provides an overview of the general organization and function of the joint Operations Section. FEMA and OES develop the actual organization and function depending on the specific conditions of the incident.

A.3.1 Organization

The organization of the Operations Section is dependent on the type and geographic impact of the incident and the incident-specific requirements for response and recovery. In accordance with NIMS, branches within the Operations Section may be functional, geographic, or both, depending on the circumstances of the incident. In general:

- Branches are established when the number of divisions or groups exceed the manageable span of control.
- Divisions and/or groups are established when the number of resources exceed manageable span of control.
- Divisions are established to divide the incident into physical and/or geographical areas of operation.
- Groups are established to divide the incident into functional areas of operation.

A sample organization for a catastrophic incident is shown in **Figure A-2.** In this example, the incident has affected a wide geographic area affecting 10 counties. To manage resource requirements across the region, four branches are established, with a division for each county. Branch directors and division supervisors are responsible for ensuring effective utilization and integration of State and Federal resources down to the field level.

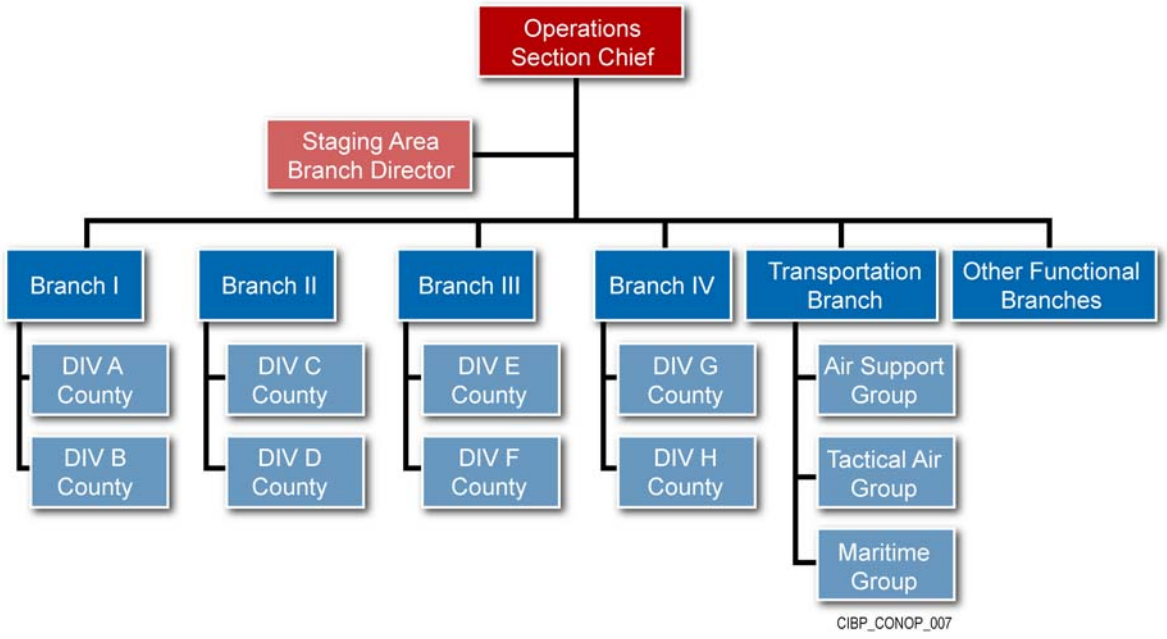

Figure A-2. Example of the structure of an Operations Section

In addition, the severe impact of the incident on transportation systems, combined with significant requirements for movement of resources into the affected area, necessitates the

implementation of a transportation branch to ensure that transportation resources are organized to meet priorities identified in the IAP and deployed with the appropriate support.

Other functional branches, such as a care and shelter branch, may be established depending on the requirements of the incident.

A.3.2 Other Entities

Other State, Federal, nongovernmental, and private sector entities may participate in the response, as outlined in the State Emergency Plan and the NRF. These agencies may be tasked to provide management and staff within the joint State/Federal organization. Federal Agencies operating under Emergency Support Functions (ESFs) will provide support within the JFO. State agencies implementing their respective emergency response plans may manage their operations from their respective Department Operations Centers in coordination with OES at the JFO. Specific roles and responsibilities of other entities within the joint State/Federal organization will be determined based on the requirements of the incident.

A.3.3 Division Supervisors

State and/or Federal division supervisors are deployed to the Operational Areas to support integration and utilization of resources at the field level. In general, the division supervisor deploys to the Emergency Operations Center (EOC) of an affected Operational Area and coordinates with the EOC director. A Federal division Supervisor and/or State division supervisor or liaison may jointly deploy to the Operational Area EOC.

The division supervisors are State and/or Federal emergency managers with the appropriate training for the assignment. Because they have existing relationships with the Operational Area lead agencies in their respective region, staff from the applicable REOC may be initially deployed as State division supervisors. OES may then deploy Incident Management Teams or emergency managers from elsewhere in the State by mission tasking State agencies for personnel or by using the Emergency Managers Mutual Aid system to obtain qualified representatives from unaffected local governments. Similarly, FEMA may deploy Federal personnel in the first hours after the incident occurs, integrating them with staff from Incident Management Assistance Teams (IMATs) as soon as those teams can be deployed. FEMA may also mission assign other Federal Agencies to obtain qualified personnel.

The division supervisors provide a mechanism to support local officials by:

- Assisting in assessing the severity of the incident
- Providing clarification with regard to resource requests, where necessary
- Providing a point of coordination for logistics associated with deployed State and Federal resources, including monitoring of the deployment of State and Federal resources to the jurisdictions in question
- Assisting with the integration and utilization of State and Federal resources into the field-level Incident Command
- Providing a consistent point of contact for other State and Federal liaisons and representatives

- Ensuring that deployed resources operate in accordance with operational objectives, as articulated through the IAP, including providing supervision of the resources allotted to that Division

A.4 Strategic Planning For Recovery

A catastrophic incident has significant, long-term effects on the population, infrastructure, and economy of the affected region and potentially the Nation. Consequently, it is necessary for the joint State/Federal organization to begin assessing requirements for recovery immediately and developing a long-term plan for effective implementation of State and Federal resources for recovery in concert with the priorities and initiatives of the affected region.

The joint State/Federal organization includes a Strategic Planning Unit that is devoted to long-term planning. This unit:

- Engages recovery program areas, including the Individual and Household Program and Public Assistance Program
- Engages other Federal Agencies that have the authority to implement recovery programs
- Coordinates recovery activities with ESF #14, Long-Term Community Recovery, to ensure that joint recovery operations are consistent with community input
- Provides dedicated input to the IAP related to recovery planning
- Develops and maintains a strategic plan for recovery to guide operations over the long term
- Conducts planning to guide the transition from a response-oriented operation to one that is focused on long-term recovery

The Strategic Planning Unit assesses the impacts of the incident on jurisdictions and the resiliency of those jurisdictions and establishes priorities for recovery operations. The strategic plan includes goals for recovery, milestones, obstacles and inhibitors, lines of operation, and measures of effectiveness.

The Federal and State coordinating officers use the options in the strategic plan to make decisions regarding priorities and resources for recovery operations and to coordinate with other State and Federal agencies to leverage available resources and funding.

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ANNEX B INTELLIGENCE

B.1 Introduction

"Intelligence" can be defined as information with value. To be useful to decisionmakers, information must be tailored to meet articulated requirements. To become intelligence, information must be collected, analyzed, vetted, and disseminated in a timely fashion. It should be provided to decisionmakers in a simple, understandable, and focused manner. Intelligence collection and analysis are among the most critical components of formulating an effective response to a catastrophic incident.

All appropriate collectors of information must be included in the planning that is designed to provide intelligence to decisionmakers. This may mean that public health officials, public works managers, educational leaders, agricultural specialists, and other nontraditional sources are included in information-gathering efforts. However, there is also a need to assess the source and credibility of information and to identify the proponent agency for the management of information and collection—and who will compile and produce the assessment of the information that is collected. For the type of incident and its consequences, there may be multiple proponent agencies for portions of the overall assessment, dependent on specific agency competencies (e.g., the California Department of Public Health for public health issues, the California Environmental Protection Agency for issues related to hazardous materials, the Governor's Office of Homeland Security for issues related to terrorist threats).

It is also critical for key decisionmakers to maintain a situational awareness (i.e., to be knowledgeable of potential and current conditions, possible impacts on populations and infrastructure, and other key indicators of the situation). This requirement establishes the need for collecting, monitoring, and analyzing information. The scope and type of monitoring varies based on the type of incidents being evaluated and needed reporting thresholds.

In any major incident, the degree to which key decisionmakers at all levels of government and within interagency structures are able to gain and maintain a situational awareness on the scene determines, to a great degree, their ability to anticipate requirements and provide appropriate resources. Real-time situational awareness also facilitates timely and knowledgeable information-sharing with elected and appointed officials, the public, and the media. Confusing initial reports, a breakdown in communications systems, and, conversely, an overwhelming amount of data must be processed and refined into useable, actionable information and intelligence. It is also imperative that leaders at all levels of government and within the interagency structures not only have the same information, but also focus on obtaining and maintaining situational awareness based on established priorities. All appropriate sources of information must be included in a comprehensive collection plan by the joint Planning Section of the Joint Field Office (JFO). Sources of information may include:

- Information from local governments, through Response Information Management System (RIMS) and other means of communication
- Federal, State and local Fusion Centers, such as the National Counterterrorism Center, the State Terrorism Threat Assessment Center, and the four Regional Terrorism Threat Assessment Centers located in San Diego, Los Angeles, San Francisco, and Sacramento
- Joint terrorism task forces

- National technical sources
- Media monitoring
- Federal, State, local, nongovernmental, and private-sector representatives on the scene of the incident

B.2 Essential Elements of Information (EEI)

The Department of Defense (DoD) defines Essential Elements of Information (EEI) as the critical items of information needed by the commander by a particular time to relate with other available information and intelligence to assist in reaching a logical decision. This disciplined methodology for focusing information efforts during preparations for potential disaster operations or during actual incidents is no less critical within the context of emergency management operations.

Generally, EEI revolve around critical data, focused on the operational objectives established by the Unified Coordination Group. For example, EEI necessary during immediate response efforts may relate to the status of medical facilities, number of patients by categories, status of transportation systems, and status of utility infrastructure. To assist the Unified Coordination Group formulate appropriate joint objectives based on a common operating picture, a formal reporting methodology must be provided to all levels, including Operational Areas, branches, divisions, and any State or Federal organizations, to focus collection efforts on EEI. It is also necessary to prioritize the kinds of information that are required.

Appendix 1 of this annex contains a list of general EEI for use by the Unified Coordination Group and the joint Planning Section chiefs in developing EEI for a specific incident. These suggested EEI will be expanded and modified as required to meet the needs of decisionmakers for information of value. **Appendix 1** contains an example based on the occurrence of an earthquake.

Sources of information may include the following:

- **On-scene Information.** Generally, the most accurate information is obtained from those on the ground, closest to the potential or actual incident site. Incident commanders and the Planning Sections within their incident management teams are often the most reliable source of information. Planning Sections at various levels analyze information and turn the information into useful intelligence for managers and senior leaders. This step is vital in terms of providing data that decisionmakers need to be able to prioritize activities and to deploy and use critical, but often limited, resources.
- **Predictive Modeling.** Technological advances in predicting the number and type of casualties and the damage to infrastructure (e.g., bridges, roads, hospitals, public buildings) and housing stocks must be fully embraced by members of the emergency management community, specifically the Planning Section chiefs. The speed of advances in this area make it imperative that responsible individuals and teams make every effort to fully understand all available systems and develop plans and programs to integrate these capabilities into analytical efforts.
- **Imagery.** Both the number of overhead imagery products and their quality have increased almost exponentially. Responsible individuals must be fully cognizant of all available systems, as well as how to access them. Collection of imagery should include

both pre- and postincident products. The analysis of the impact of incidents against preincident products can be very useful in both response and recovery efforts. For example, the acuity and detail of present-day imagery may facilitate analysis that will enable managers of Stafford Act programs to more effectively determine both individual and public facility losses.

B.3 Alerts and Warnings

Alert and warning systems that pertain to the Catastrophic Incident Base Plan Concept of Operations are described below. For additional information on warning systems in California, see Attachments H–J of the State Emergency Plan, dated September 2005.

B.3.1 Federal Warning Systems

The Region IX Regional Watch Center operates as the region's surveillance monitoring center, coordination office, and intelligence monitoring center. The Watch Center is staffed by a watch officer who monitors current situations within the States and Territories in Region IX. The Watch Center conducts the monitoring, reporting, and communications functions of the RRCC prior to the RRCC's activation.

The Watch Center is responsible for the following:

- Monitoring intelligence and situation reports of State, territorial, and Federal partners
- Issuing situation reports as warranted
- Establishing reporting and communication protocols with the activated agencies
- Establishing communications with State, Territorial, and Federal partners
- Alerting and deploying initial response personnel and resources

As defined in the National Response Framework (NRF), the U.S. Department of Homeland Security (DHS) National Operations Center (NOC) is responsible for facilitating homeland security coordination across the Federal mission areas of prevention, protection, response, and recovery. The NOC serves as the national Fusion Center, collecting and synthesizing all-source information to determine whether there is a terrorist nexus. The NOC also shares all-threats and all-hazards information across the spectrum of homeland security partners. Federal Departments and Agencies should report information regarding actual or potential incidents requiring a coordinated Federal response to the NOC. Such information may include:

- Implementation of a Federal Department or Agency emergency response plan
- Actions to prevent or respond to an incident requiring a coordinated Federal response for which a Federal Department or Agency has responsibility under law or directive
- Submission of requests for coordinated Federal assistance to, or receipt of a request from, another Federal Department or Agency
- Requests for coordinated Federal assistance from State, tribal, or local governments or private-sector businesses and nongovernmental organizations
- Suspicious activities or threats that are closely coordinated among the NOC, the Department of Justice/Federal Bureau of Investigation Strategic Information and Operations Center, and the National Counterterrorism Center

- The primary reporting method for information flow is the Homeland Security Information Network (HSIN). Each Federal Department and Agency must ensure that its incident-response personnel are trained to use the HSIN common operating picture for incident reporting.

When notified of a threat or an incident that potentially requires a coordinated Federal response, the NOC assesses the situation and notifies the Secretary of Homeland Security and the primary Federal operations coordination centers: the National Response Coordination Center (NRCC), the Strategic Information and Operations Center, the National Counterterrorism Center, and the National Military Command Center. The NOC serves as the primary coordinating center for these and other operations centers.

The NOC alerts department and agency leadership, using decision-quality information. Based on the information, the Secretary of Homeland Security determines the need for activation of Federal elements. Officials should be prepared to participate, either in person or by secure video teleconference, with departments or agencies involved in responding to the incident.

The NOC maintains the common operating picture that provides overall situational awareness for incident information. Each Federal Department and Agency must ensure that its incident-response personnel are trained to use these tools.

B.3.2 State Warning Systems

The State Warning Center for California is located at the Headquarters of the Governor's Office of Emergency Services (OES) in the Sacramento area. The State Warning Center may receive warnings from the following:

- The Federal Government, via the National Warning System (NAWAS). NAWAS is a landline network for transmitting and receiving emergency information to Federal, State, and local agencies.
- Local, regional, or State agencies, via the Operational Area Satellite Information System (OASIS), California Law Enforcement Telecommunications System (CLETS), or the California Law Enforcement Radio System (CLERS)
- National Weather Service
- Federal/State Joint Flood Forecast Center, located in Sacramento
- National Earthquake Information Center and the seismological laboratories at the University of California in Berkeley and California Institute of Technology in Pasadena
- The Pacific Tsunami Warning Center in Honolulu, Hawaii, and the Alaska Tsunami Warning Center
- A nuclear power plant, via NAWAS, CLETS, or OASIS
- Reports from emergency responders at the scene of the incident
- Reports from fire/public safety agencies receiving 911 calls

The State Warning Center may transmit warnings to the Operational Area Emergency Operations Centers (EOCs), the OES Regional EOCs, and the State Operations Center at OES Headquarters via the following:

- OASIS
- CLETS and CLERS
- The California Warning Alert System (CALWAS). CALWAS is a party-line telephone system that disseminates warning information from Federal and State warning points to county warning points. CALWAS a component of NAWAS.
- Telephone

Terrorism threat information is conveyed to Federal, State, and local law enforcement officials and emergency managers through the following:

- HSIN, which is managed by DHS
- State Terrorism Threat Assessment Center
- Four Regional Terrorism Threat Assessment Centers located in San Diego, Los Angeles, San Francisco, and Sacramento
- Regional terrorism early warning groups

Law enforcement sensitive information regarding terrorist threats is shared only within the intelligence network. Nonsensitive information that would affect a public safety response is transmitted from law enforcement agencies to the appropriate response agency or to an EOC.

OES and local emergency management agencies convey emergency warning to the public using the following:

- The Emergency Digital Information System, which allows agencies to deliver emergency public information and advisories directly to the news media via the OASIS communications system
- The Emergency Alert System, a network of public broadcast stations and interconnecting facilities that can be operated in a controlled manner during a national emergency when immediate action is required

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
1. Boundaries of disaster area (shaking/ liquefaction, landslides, plume, fires, flooding, tsunami)	• Geographic limits of damage • Description of the severity of damage • Estimated percentage of population evacuated or in need of evacuation	• Predictive modeling • Remote/overhead sensing • Aerial reconnaissance • Media • Assessment teams • On-scene reports • SOC/REOC/Coordination Center reports	• Operations	• Geographic Information System (GIS) impact maps • Situation report • Status briefing	• Initial estimate within 6 hours and updated every operational period
2. Access points to disaster area	• Location of access points located • Credentials needed to enter • Best routes to approach the disaster area		• ESF #1	• GIS maps • Displays • Briefings	• Initial estimate within 6 hours and updated every 12 hours
3. Jurisdictional boundaries	• Cities • Counties • Tribal nations • Congressional districts • Special districts	• Existing maps • GIS database	• ESF #5	• GIS maps • Jurisdictional profiles	• Initial estimate within 6 hours and updated every operational period
4. Population/ community support impacts	• Estimated population affected • Number of shelters open/population • Potential unmet shelter requirements • Number of homes affected (destroyed, damaged) • Percentage of banks functioning • Percentage of grocery stores open and able to meet the needs of the public • Percentage of pharmacies open and able to meet the needs of the public	• Predictive modeling • GIS • Assessment teams • Reports from SOC, REOC, other EOCs • News media and other open sources • Voluntary agency reports • ESF #6 reports	• Operations	• FEMA disaster information database individual assistance module • Reporting • Situation briefing • Situation reports • Displays • GIS products	• Initial estimate within 12 hours and updated every operational period

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
5. Hazard-specific information Hazardous, toxic, and radiological issues Safety hazards	• Extent of fires • Potential for (or extent of) flooding • Number/estimate of collapsed structures potentially requiring urban search and rescue • Actual or potential for release of hazardous materials • Actual or potential radiological incidents • Affected locations and what they contain • Actions being taken under the National Contingency Plan, if any • Personal safety issues • Public health concerns	• Assessment Team reports • SOC/REOC/Coordination Center Reports • Predictive modeling • Centers for Disease Control • Occupational Safety and Health Administration • Nuclear Regulatory Commission • U.S. Environmental Protection Agency • Coast Guard	• ESF #5 • Operations • Safety officer	• GIS product depicting actual or potential threats • Situation report • Status briefing • Daily intelligence summary • Safety briefings/ messages	• Initial estimate within 6 hours and updated every 12 hours
6. Seismic and/or other geophysical information	• Location of epicenter • Location of mud flows and land slides • Potential magnitude of aftershocks • Location of ground liquefaction sites • Potential for tsunamis	• Remote sensing • Management agency • U.S. Geological Survey reports • State liaisons • Tsunami Warning Center • SOC/REOC/Coordination Center reports	• Operations	• GIS maps of affected areas • Situation briefings • Situation reports	• Initial estimate within 6 hours and updated every 6 hours
7. Weather	• Forecast postincident and implications • for impeding operations	• National Weather Service	• Operations	• Status briefings • Situation reports • Daily intelligence summaries	• As soon as possible postincident and ongoing as required

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
8. Demographics	• Population of impacted areas • Demographic breakdown of population, including income levels, information on elderly and children • Number/type of housing units in impacted areas • Level of insurance coverage • Tribal nations impacted • Unemployment levels • Foreign languages spoken in greater than 1 percent of the population	• GIS • Predictive modeling • Commercial products • Census data	• Planning	• Jurisdiction profiles • GIS analysis • Regional analysis and summary	• Initial information no later than 12 hours following incident
9. Predictive modeling	• What U.S.-Hazards (HAZUS) models show for damage impacts and casualties	• HAZUS outputs	• ESF #5 • FEMA Mapping and Analysis Center	• GIS products	• No later than 2 hours following incident
10. Initial needs and damage assessments	• Reports of rapid needs assessment and preliminary damage assessment teams • Damages reported by local, State, and other Federal agency EOCs • Requests for Federal support from the State	• Rapid needs assessment and preliminary damage assessment team reports • HAZUS outputs • Open sources • Other Federal Agency situation reports • SOC/REOC/Coordination Center Reports	• Operations	• Situation briefings • Situation reports • GIS products	• Initial estimate w/in 6 hours and updated every 12 hours

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
11. Status of communications	• Status of telecommunications service (including Internet and infrastructure, including towers) • Reliability of cellular service in affected areas • Potential requirement for radio/satellite communications capability • Status of emergency broadcast (TV, radio, cable) system and ability to disseminate information	• SOC/REOC/Coordination Center reports • ESF #2 • News media/open sources • Internet service provider/telephone companies • National Communication System member agencies	• ESF #2	• Situation briefings • Situation reports	• Initial estimate within 6 hours and updated every 12 hours
12. Status of transportation	• Status of area airports • Status of major/primary roads • Status of critical bridges • Status of railways • Status of ports • Status of evacuation routes • Status of public transit systems • Status of pipelines • Accessibility to most severely impacted areas • Debris on major roadways and bridges	• SOC/REOC/Coordination Center reports • California Department of Transportation • ESF #1/U.S. Department of Transportation • Assessment team reports • Community relations • U.S. Army Corps of Engineers • Remote sensing/aerial reconnaissance • Predictive modeling	• ESF #1	• Situation briefings • Situation reports	• Initial estimate within 6 hours and updated every 12 hours
13. Status of Emergency Operations Centers	• Status of local EOCs • Status of State SOC/REOC • Status of agency EOCs • Status of RRCC • Status of IMAT • Status of back-up region RRCC	• SOC/REOC/Coordination Center Reports • ESFs/other Federal Agencies • Regional offices • RRCCs	• Operations • ESF #5	• Situation briefings • Situation reports • GIS products	• No later than 1 hour following incident

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
14. Status of critical infrastructure and facilities	• Status of potable and nonpotable water and sewage treatment plants/distribution systems • Status of medical facilities (hospitals and nursing homes) • Status of schools and other public buildings • Status of fire and police facilities • Status of levees and dams—U.S. Army Corps of Engineers, U.S. Bureau of Reclamation, DWR	• Predictive models • Remote sensing/aerial reconnaissance • SOC/REOC/Coordination Center reports • RRCC • ESF #3/U.S. Army Corps of Engineers • ESF #8/Public Health Service • ESF #12/Department of Energy • GIS	• Operations	• Situation briefings • Situation reports • GIS products	• Initial estimate within 6 hours and updated every 12 hours
15. Status of energy system	• Status of electrical generating facilities and distribution grid • Households/people without electric power • Status of natural gas transmission facilities and distribution pipelines • Households/people without natural gas • Status of refineries and gasoline and oil distribution systems	• ESF #12/Department of Energy reports • California Emergency Utilities Association • Nuclear Regulatory Commission reports • Investor-owned utilities (e.g., PG&E) and municipal utility districts • Remote sensing	• ESF #12	• Situation briefings • Situation reports • GIS products	• Initial estimate within 6 hours and updated every 12 hours
16. Status of State and local operations	• State and local priorities • Major State operations in support of the local jurisdictions • Status of support received under EMAC	• SOC/REOC/Coordination Center reports	• Operations	• Situation briefings • Situation reports	• Initial determination within 6 hours following incident and updated every operational period

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
17. Status of ESF activations	• EFS that have been activated • Major mission assignments that have been authorized	• Operations section • RRCC • Mission assignment lists	• Operations	• Situation briefing • Situation report	• Initial determination within 3 hours following incident and updated every operational period
18. Status of remote sensing operations	• Remote sensing missions that have been requested • Target areas • Data availability • Whether a rapid assessment is being conducted • Areas that are being assessed • Report availability and format • Whether the Civilian Air Patrol has been activated • Where over-flights are being conducted • Other aerial reconnaissance missions in progress • Commercial remote sensing sources availability	• U.S. Coast Guard • U.S. Geological Survey • DoD • National Aeronautics and Space Administration • Private-sector entities	• ESF #5	• Remote sensing imagery derived products	• Ongoing
19. Status of donations/ voluntary agency activities	• Whether a donations hotline has been established or whether there is a need for the hotline • Voluntary agencies that are actively involved in operations	• Voluntary agencies • Agency/ESF reports	• Operations	• Situation briefing • Situation report	• Within 12 hours following disaster declaration; updated every operational period

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
20. Status of key personnel/ personnel issues	• Location of IMAT team leader • Designation and location of FCO • Designation of Governor's authorized representative and State coordinating officer and location • Locations of Joint Task Force and National Guard Commanders • FEMA personnel killed or injured • FEMA personnel impacted by the incident • Staffing needs for response operations	• EOC/Coordination Center reports • FEMA declarations • Media reports	• Operations	• Special reports to FCO and senior management	• Within 2 hours following disaster declaration; updated every operational period
21. Status of declarations	• Status of local emergency declarations • Status of State emergency declaration • Status of Presidential declaration • Jurisdictions are included • Types of assistance authorized • Special cost-share provisions regarding direct Federal assistance	• EOC/Coordination Center Reports • FEMA declarations • The White House	• Operations	• Situation briefing • Situation report • FEMA disaster information database reporting	• As soon as information becomes available; updated every operational period

Table B-1. Essential Elements of Information, methodology/source, responsible entity, products, and timeline					
Essential Element of Information	**Specific information**	**Methodology/source**	**Responsible entity**	**Product**	**Timeline**
22. Priorities for mitigation	• Approved mitigation projects in the declared disaster area • Change to cost/benefit of the • preapproved project • Likely repair costs that will be substantial, exceeding 50 percent of structure value)	• FEMA disaster information database • Community information • System and model projections • Remote sensing • Preliminary damage assessments and/or inspection teams	• Mitigation	• Situation briefing • Situation report	• Within 48 hours of incident
23. Priorities for response/upcoming activities	• Federal operational priorities • Priorities: water, food, power, medical, search and rescue, communications	• EOC/Coordination Center reports • Rapid needs assessment ream reports • Community relations field reports • ESF reports • Elected officials	• Operations	• Situation briefings • Situation reports • GIS products	• Initial determination w/in 6 hours following incident and updated every operational period
24. Major issues/ shortfalls	• Actual or potential resource shortfalls of the affected counties • Anticipated requirements for Federal resources • Potential or actual Federal shortfalls • Potential sources for resource shortfalls • Resources available and where located	• SOC/REOC/Coordination Center reports • Rapid needs assessment team reports • Community relations field reports • ESF reports	• Logistics	• Situation briefings • Situation reports • GIS products	• Initial assessment w/in 6 hours following incident and updated every operational period

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