Coordination Complexity, Event Horizons & Mass Care Metrics

Michael Whitehead
State of Florida
March 28, 2013
Purpose of the Brief

• Increase the body of Mass Care/Emergency Assistance (MC/EA) doctrine

• Answer the following questions about a state MC/EA task force (TF):
  – What will the TF do?
  – How many people must the TF have?
  – How will the work be divided between the MC/EA EOC staff and the MC/EA TF?
  – How will the work be divided among the staff assigned to the TF?
Assumption

• A state MC/EA TF is established because the complexity of the event requires coordination and planning beyond the immediate capabilities of the State Mass Care Coordinator and MC/EA staff operating in the EOC.
What will a Task Force Do?

• A Task Force operates as a part of a Multiagency Coordination System (MACS).

• TF would perform some functions of a MACS, to include coordination for:
  – Priority Determination
  – Critical Resource Allocation
  – Decision Support
Decision Support Activities

• Assist with development of a MC/EA Common Operating Picture
• Situation Assessment
• Resource Status
How Big Must the TF Be?

• In other words: What Capabilities must the TF have?

• Elements of Capability for a MACS:
  – Personnel
  – Procedures
  – Equipment
  – Facility
3 Propositions

- The size and structure of the MC/EA TF is determined by the Coordination Complexity of the Event.
- MC/EA staff are assigned tasks according to Event Horizons.
- MC/EA TFs are assigned Operating Priorities, which have Outcomes and Metrics.
Building State MC/EA Capability

Coordination Complexity Determines MC/EA Staff Size & Capabilities
Coordination Complexity

• Coordination complexity has yet to be defined by NIMS.

• The equivalent term in the Incident Command System is Incident Complexity, wherein incident and/or event “complexity determines emergency and incident response personnel requirements.”
# Coordination Complexity Parameters

## Media Attention

<table>
<thead>
<tr>
<th>Stakeholder Composition</th>
<th>Types (varying expertise of stakeholders)</th>
</tr>
</thead>
<tbody>
<tr>
<td># of federal &amp; state agencies involved</td>
<td>Internal (within EOC) Stakeholder Composition</td>
</tr>
<tr>
<td># of counties &amp; jurisdictional levels involved</td>
<td>External (outside EOC) Stakeholder Composition</td>
</tr>
</tbody>
</table>

## Task & Staff Composition

<table>
<thead>
<tr>
<th>Measured level of competencies of all assigned staff</th>
<th># of staff required to be involved in follow-up actions</th>
</tr>
</thead>
<tbody>
<tr>
<td># of new requests/offers of assistance/data points to be processed</td>
<td># of nonlinear follow-up actions required</td>
</tr>
<tr>
<td>Urgency &amp; expediency required to process tasks</td>
<td></td>
</tr>
</tbody>
</table>

Coordination Complexity Defined

• Proposed working definition:
  – Coordination complexity is the degree to which the size and nature of an event increases the volume of required agency interactions and degrades the ability of an Emergency Operations Center to function without additional procedures and staff.
Coordination Complexity Levels

• A State Mass Care Coordinator must assess the level of coordination complexity in order to determine staff requirements for the event.

• Using indicators for the coordination complexity parameters mentioned previously, coordination complexity levels can be estimated.
# Proposed Coordination Complexity Levels for Florida Mass Care

<table>
<thead>
<tr>
<th>Coordination Complexity Indicators</th>
<th>Complexity Levels</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
</tr>
<tr>
<td># of simultaneous events affecting the state</td>
<td>3</td>
</tr>
<tr>
<td># of counties federally declared or expected to be federally declared</td>
<td>25</td>
</tr>
<tr>
<td>Population of counties federally declared or expected to be federally declared</td>
<td>1,000,000</td>
</tr>
<tr>
<td>Anticipated post-event short term shelter population</td>
<td>15,000</td>
</tr>
<tr>
<td>Scale of projected or actual damage to residential structures</td>
<td>High</td>
</tr>
<tr>
<td>Scale of projected or actual damage to infrastructure</td>
<td>High</td>
</tr>
<tr>
<td>Need for federal resources</td>
<td>High</td>
</tr>
<tr>
<td>Media attention</td>
<td>High</td>
</tr>
<tr>
<td>Capabilities of voluntary agencies</td>
<td>Voluntary agencies capability exceeded</td>
</tr>
</tbody>
</table>

A Level 1 on the scale is more complex than a Level 3. The first four indicators have numbers that are illustrative and Florida specific. To use the Table assign a complexity level to each indicator in the first column. If the indicators selected were predominantly Level 2, for example, then the Event is likely a Level 2 Complexity Event.
Example of use of the Table for an Event

<table>
<thead>
<tr>
<th>Coordination Complexity Indicators</th>
<th>Complexity Levels</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
</tr>
<tr>
<td># of simultaneous events affecting the state</td>
<td>3</td>
</tr>
<tr>
<td># of counties federally declared or expected to be federally declared</td>
<td>25</td>
</tr>
<tr>
<td>Population of counties federally declared or expected to be federally declared</td>
<td>1,000,000</td>
</tr>
<tr>
<td>Anticipated post-event short term shelter population</td>
<td>15,000</td>
</tr>
<tr>
<td>Scale of projected or actual damage to residential structures</td>
<td>High</td>
</tr>
<tr>
<td>Scale of projected or actual damage to infrastructure</td>
<td>High</td>
</tr>
<tr>
<td>Need for federal resources</td>
<td>High</td>
</tr>
<tr>
<td>Media attention</td>
<td>High</td>
</tr>
<tr>
<td>Capabilities of voluntary agencies</td>
<td>Voluntary agencies capability exceeded</td>
</tr>
<tr>
<td>Totals</td>
<td>1</td>
</tr>
</tbody>
</table>

A Level 1 on the scale is more complex than a Level 3. The first four indicators have numbers that are illustrative and Florida specific. To use the Table assign a complexity level to each indicator in the first column. If the indicators selected were predominantly Level 2, for example, then the Event is likely a Level 2 Complexity Event.
Resource Typing MC/EA Task Forces

• A Type 1, 2 or 3 MC/EA Task Force can be developed to meet the capability requirements of each coordination complexity level.
A State Mass Care Task Force assists the State Emergency Response Team in planning and coordinating assigned goals and objectives of the state Mass Care Plan.

This Task Force operates under the direction of a Task Force Leader to ensure coordinated support of mass care operations in the affected area and in host communities.

The Type of Task Force selected depends on the Coordination Complexity of the event. A Type 1 or 2 Mass Care Task Force Leader may also need to be requested.

<table>
<thead>
<tr>
<th>RESOURCE TYPES</th>
<th>TYPE I (COORDINATION COMPLEXITY LEVEL 1)</th>
<th>TYPE II (COORDINATION COMPLEXITY LEVEL 2)</th>
<th>TYPE III (COORDINATION COMPLEXITY LEVEL 3)</th>
<th>NO TYPE IV</th>
</tr>
</thead>
<tbody>
<tr>
<td>COMPONENT</td>
<td>Management &amp; Oversight</td>
<td>One Type 1 Mass Care Task Force Leader</td>
<td>One Type 2 Mass Care Task Force Leader</td>
<td>Same as Type II</td>
</tr>
<tr>
<td></td>
<td>Resource Acquisition &amp; Allocation</td>
<td>Mass Care Planner</td>
<td>Mass Care Planner</td>
<td>Not Applicable</td>
</tr>
<tr>
<td></td>
<td>Coordination of Summary Information</td>
<td>Display Processor</td>
<td>Not Applicable</td>
<td>Not Applicable</td>
</tr>
<tr>
<td></td>
<td>Situation Assessment</td>
<td>Technical Specialists</td>
<td>Same as Type I</td>
<td>Same as Type I</td>
</tr>
<tr>
<td></td>
<td>Coordination with other MACS Elements</td>
<td>Agency liaisons assigned to task force</td>
<td>Agency liaisons available for meetings &amp; conference calls</td>
<td>Not Applicable</td>
</tr>
<tr>
<td></td>
<td>Coordination with other MACS Elements</td>
<td>Task Force Conference Call Agenda Template</td>
<td>Same as Type I</td>
<td>Not Applicable</td>
</tr>
<tr>
<td></td>
<td>Coordination with other MACS Elements</td>
<td>Task Force Meeting Agenda Template</td>
<td>Same as Type I</td>
<td>Not Applicable</td>
</tr>
<tr>
<td></td>
<td>Coordination of Summary Information</td>
<td>Task Force Situation Report Template</td>
<td>Same as Type I</td>
<td>Not Applicable</td>
</tr>
<tr>
<td>Procedure</td>
<td>Coordination of Summary Information</td>
<td>Task Force Situation</td>
<td>Same as Type I</td>
<td>Not Applicable</td>
</tr>
</tbody>
</table>
Building State MC/EA Capability

- Coordination Complexity
  - Determines
  - Event Horizons
  - Specify

- MC/EA Staff Size & Capabilities
  - MC/EA Staff Roles

17
MC/EA Sequence of Support

- MC/EA staff perform a sequence of tasks during an Event.
  - Monitor,
  - Analyze & Validate, and
  - Support

- Staff may cycle through the process multiple times to resolve a single request.

Adapted from FEMA E411 MC/EA Course
And (Draft) State Mass Care Coordinator’s Course
Event Horizon defined

- Every **Sequence of Support** process has an Event Horizon.
- An Event Horizon is the timeframe in the future in which the current **Sequence of Support** result occurs.
An EVENT is the RESULT in the future of the Sequence of Support.

Sequence of Support Result

Request for Information

Support → Monitor → Analyze & Validate → Support

Coordination

Request for Resources

Support → Monitor → Analyze & Validate → Support

Coordination
Event Horizon Time Frames

An Event is a point in time in the future

- Immediate
  - Next 48 hours
- Short-term
  - 48 - 96 hours
- Long-term
  - > 96 hours

Resource is on-hand: How much is needed?

What kind of resources not on-hand will be needed and must be ordered now?

What’s next? What resources will be needed in the next Phase of the Operation?
Event Horizons

Specify

MC/EA Staff Roles

Task Assignments

Event Horizon

Immediate Next 48 hours
Short-term 48 - 96 hours
Long-term > 96 hours

How much?

MC/EA Desk in the EOC

What kind?

Mass Care Task Force

What’s next?
Building State MC/EA Capability

- Coordination Complexity
- Event Horizons
- Mass Care Metrics

Determines
Specify
Measures

MC/EA Staff Size & Capabilities
MC/EA Staff Roles
MC/EA Effectiveness
Capability Requires Metrics

• Our principal objective in preparedness is to build mass care capability.
• Capability is defined as “the means to accomplish a mission, function or objective based on the performance of related tasks, under specified conditions to target levels of performance.” (National Preparedness System, November 2011).
Determine Operational Priorities

• “Operational priorities specify what the responding organizations are to accomplish to achieve a desired end-state for the operation.” CPG 101, Developing and Maintaining Emergency Operations Plans

• Operational priorities are identified in the planning process and are inserted in the operational plan

• Goals & objectives are assigned for each operational priority
<table>
<thead>
<tr>
<th>Operational priority</th>
<th>Goals</th>
<th>Objectives</th>
<th>Responsible Agencies</th>
</tr>
</thead>
</table>
| Support transition of shelter residents | Support transition of general population shelter residents to temporary or permanent housing as specified in the shelter support plan | • Estimate resources required to support transition of shelter residents  
• Procure resources required to support transition of shelter residents  
• Coordinate with the State Housing Task Force, if established. | Primary:  
• DBPR  
• ARC  
Supporting:  
• DOEA  
• APD  
• DCF  
• VA |
| Support Discharge Planning of Special Needs shelter residents to temporary or permanent housing as specified in F.S. | Estimate resources required to support Discharge Planning of Special Needs shelter residents  
Procure and deploy resources required to support Discharge Planning of Special Needs shelter residents according to established operational procedures | Primary:  
• DOH  
• DOEA  
Supporting:  
• ARC  
• APD  
• VA |
Operational Priorities by phase

• Operational Priorities would vary according to the phase of the operation.
Operating Priorities Can overlap

Phase 1a: Normal Operations
Phase 1b: No-Notice Incident
Phase 1c: Elevated Threat
Phase 2a: Immediate Response
Phase 2b: Deployment
Phase 2c: Sustained Response
Phase 3: Recovery

Prior to Incident
1 - Incident

Support Shelter Operations
Support Transition of Shelter Residents

MC/EA
No IAP required

• In this context, MC/EA operations at the EOC does not operate according to Incident Command.
• There is no Incident Commander, or Incident Action Plan, or Operating Period.
• MC/EA activities are determined by Operational Phase, Operational Priority and associated Goals & Objectives.
Defining Metrics

• Each operational priority has an outcome defined in the plan

• Each operational priority has one or more metrics

• The metrics are a measure of the extent MC/EA has achieved the defined outcome for the operating priority
Shelter Transition Operational Priority (Example)

• Support Transition of Shelter Residents
  • **Outcome**: Shelter residents have been placed in appropriate housing solutions.
    – **Metric**: % of shelter residents that have been placed in appropriate housing solutions.
    – **Example report**: “40% of shelter residents have been placed in appropriate housing.”
Feeding Operational Priority (Example)

• Support Feeding Operations
  – **Outcome**: Mass Care infrastructure with targeted production and distribution capability established in the impact area.
  – **Metric**: % of targeted feeding and production capability operational in the impact area.
  – **Example report**: “75% of targeted feeding and production capability has been established in the impact area.”
Mass Care Assessments

• The assessment is a brief, written analysis of the progress made toward achieving the outcome (s) of the operating priority (ies) assigned to the TF.

• In large events, when state MC/EA TFs are established, the TFs must produce and distribute periodic assessments.
Intent of the Assessments

• Validate the assumptions in the plan and the pre-landfall resource requirement estimates
• Evaluate the effectiveness of the efforts to achieve the existing Operational Priorities
• Estimate resource and informational requirements for the next Operational Phase.
Event Horizons

Specify

MC/EA Staff Roles

Task Assignments

Event Horizon

Immediate Next 48 hours

Short-term 48 - 96 hours

Long-term > 96 hours

METRICS

How much?

What kind?

MC/EA Desk in the EOC

Mass Care Task Force

Assessment

What’s next?
Building State MC/EA Capability

- Coordination Complexity
  - Determines
- Event Horizons
  - Specify
- Mass Care Metrics
  - Measures

MC/EA Staff Size & Capabilities
MC/EA Staff Roles
MC/EA Effectiveness