

WRHSAC County-Based Multi-Agency Coordination Center Concept of Operations

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**WRHSAC County-Based MACC
Concept of Operations**

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EXECUTIVE SUMMARY

Over the last several years, significant emergencies that have affected Western Massachusetts communities have continued to demonstrate the need for increased coordination, the sharing of scarce resources, and a regional approach to emergency management. Events such as Tropical Storm Irene and the 2011 October Snowstorm brought witness to the number of challenges which arise when large-scale disasters very often overwhelm the ability to rapidly establish common operating picture and fully consume local resources and staff. As a result of these events, a variety of After-Action Reports produced afterwards sought for the need to improve upon and establish regional planning and response capabilities within the region.

In order to further explore a regional approach to managing emergency situations, the Western Regional Homeland Security Advisory Council (WRHSAC) has researched and produced a feasibility study concerning the operation of Multi-Agency Coordination Centers (MACCs). This feasibility study determined that County-Based MACCs operating within the WRSHAC region would significantly improve upon the region's ability to establish situational awareness, coordinate personnel and resources, and interface with state partners.

The WRHSAC County-Based MACC Concept of Operations establishes the foundation for the WRHSAC County-Based MACC program. The operation of County-Based MACCs will provide an additional means to support the 101 local communities that are located within the WRHSAC region during small to large-scale emergency situations. MACCs will provide local communities with a regional emergency management support mechanism that will integrate with the existing local and state emergency management response and recovery structure. MACCs will be primarily responsible for coordinating the flow of information, however, this Concept of Operations also explores the role that MACCs will play in:

- Establishing situational awareness across impacted and non-impacted areas,
- Managing and tracking resources on a regional basis,
- Supporting regional shelter and evacuation strategies, and
- Coordinating with State level partners at the MEMA REOC.

While the County-Based MACC project will continue to be a work in progress into the foreseeable future, this Concept of Operations establishes where MACCs will be located, how MACCs will be organized, the services that are to delivered in support of local communities, and how the program is to be managed on a regular basis.

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**WESTERN HOMELAND SECURITY REGION
COUNTY-BASED MULTI-AGENCY COORDINATION CENTER
CONCEPT OF OPERATIONS**

1.0 INTRODUCTION

The Western Regional Homeland Security Advisory Council (WRHSAC) provides planning, financial, and technical resources to the four western counties of the Commonwealth of Massachusetts: Berkshire, Franklin, Hampshire, and Hampden. Recent regional disasters, such as the June 1, 2011 Tornado, Tropical Storm Irene, and the 2011 October Snowstorm severely impacted and challenged the local municipalities contained within the four counties that comprise WRHSAC to effectively respond to emergency impacts. After action reports developed as a result of these events, have revealed some cases of inadequate staffing at local EOCs and the need for a regional coordinative capability focused on municipal operations to support emergency response and recovery operations. These factors led to delays in providing critical emergency support within a variety of areas including the sharing of information, sheltering, and resource management. As a result of the capability gaps revealed post disaster the WRHSAC Region has endeavored to enhance the Region’s ability to coordinate regional response through the development of this WRHSAC County-Based Multi-Agency Coordination Center (MACC) Concept of Operations.

1.1 PURPOSE

The purpose of this document is to establish a Concept of Operations for the utilization and operation of County-Based Multi- Agency Coordination Centers (MACCs). The County-based MACCs are intended to provide support and coordinative assistance to the 101 jurisdictions located within each of the four Western Homeland Security Region’s counties. The operation of County-Based MACC’s within the WRHSAC Region, combined with the implementation of the concepts contained within this WRHSAC County-Based MACC Concept of Operations, will serve as an extension of the existing emergency management structure and response and recovery system presently in place within the Commonwealth. Furthermore, County-Based MACCs will enhance response and recovery efforts between and amongst local, regional, and state emergency management entities.

1.2 BACKGROUND

Resilient communities always begin with communities which are comprehensively prepared to respond and recover from emergency events that significantly threaten or impact the well-being of populations and local infrastructure. Local police, fire, emergency medical services, public health and medical providers, emergency management, public works, environmental response professionals, and others in

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the community are often the first to detect a threat or hazard, or respond to an incident. These agencies and entities are very often the last to leave an incident site or otherwise to cope with the effects of an incident. The modern day emergency manager and/or emergency management agency is responsible for ensuring for the public safety and welfare of residents. Through the organization and integration of resources and capabilities within a jurisdiction, across jurisdictional lines through mutual aid, regionally, from the state, and inclusive of the private sector, emergency managers operating within the WRHSAC region are continuously building the foundation for effective response.

As situations escalate and as witnessed with previous disasters affecting Western Massachusetts, local resources may become exhausted and additional support may be required. The National Response Framework (NRF) is enacted during disasters and emergency support is often obtained through local mutual aid agreements, regional response structures, provision of State support, inter-state mutual compact, and assistance from the Federal government and/or the private sector. During significant emergency events and disasters such as the 2011 June Tornados, 2011 October Snowstorm, and Hurricane Irene, Western Massachusetts communities located within the WRHSAC Region receive a considerable amount of support from the Massachusetts Emergency Management Agency (MEMA). Coordinative support is often provided through MEMA's Regional (III/IV) Office and Regional Emergency Operations Center (REOC), located in Agawam, Massachusetts. While the MEMA Region III/IV EOC will continue to provide support to WRHSAC communities during future disasters, WRHSAC believes that an additional level of coordination is required between the MEMA REOC and the communities located within the four counties located within WRHSAC in order to increase the efficiency of resource management coordination, information sharing, and regional sheltering efforts.

In order to improve span of control and coordination between local communities and jurisdictions, WRHSAC will support the preparedness and operation of four County-Based Multi-Agency Coordination Centers (MACCs) that are to be hosted by agencies at the regional level. MACCs may be located within a specific county and/or at the MEMA REOC. When activated, these MACCs will assist in facilitating and supporting regional operations by providing a linkage and single coordination point between local communities located within each county and the MEMA REOC. The WRHSAC County-Based Multi-Agency Coordination Center Concept of Operations builds upon the previously developed WRSHAC Local Concept of Operations, which provides foundational and operational guidance pertaining to the standardized activation and operation of local emergency operations centers and shelter facilities. This WRHSAC County-Based Multi-Agency Coordination Center Concept of Operation further builds upon the concepts outlined in the Local Concept of Operations (under separate cover), by demonstrating how regional support will be facilitated by County-Based MACCs for communities deciding to 'opt in' to the regional MACC emergency management strategy.

1.3 SCOPE

The WRHSAC Multi-Agency Coordination Center Concept of Operations applies to the planning and operational conduct related to the four MACCs representing each of the four counties located within the

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WRHSAC region. Emergency preparedness efforts will continue to remain within the domain and responsibility of individual jurisdictions and communities operating within the WRHSAC region. These responsibilities include coordinating preparedness and response activities among all appropriate agencies within a jurisdiction, as well as across jurisdictions through mutual aid efforts and with private organizations. The WRHSAC MACC Concept of Operations will further support localized emergency preparedness and response efforts, as multi-agency coordination systems are needed to respond to incidents that affect multiple jurisdictions and which require a more intensive coordinative response across jurisdictional and political territorial lines.

Multi-agency coordination will not supersede the municipal or state emergency plans, policies, command and control structures, or operations, nor will it govern direct local governmental or local agency efforts. Rather, utilization of this Plan will enable a regional approach that enhances localized response and recovery efforts through coordination between locally affected and non-affected jurisdictions within a defined area of operation (within and across each of the four WRHSAC counties). Jurisdictional resources including staff, vehicles, equipment, and/or other assets will remain under the direction of the jurisdiction (city or town) to which they belong.

The WRHSAC MACC Concept of Operations will be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to an incident. Selective implementation allows for a scaled response, delivery of the resources or services required, and an appropriate level of coordination.

1.4 AUTHORITY

As a result of the Homeland Security Act of 2002, mandates surrounding domestic incident management have been issued through the issuance of multiple Homeland Security Presidential Directives (HSPDs). The implementation and operation of Multi-Agency Coordination Systems and Centers within established local and regional emergency management response and recovery structures is consistent with National level policy as they allow for increased coordination and integration of capabilities.

The major HSPDs that have an impact on local emergency management systems and the operation of Multi-Agency Coordination Centers include:

- Homeland Security Presidential Directive-5 (HSPD-5) presented the introduction of the National Incident Management System (NIMS) as a means to manage all domestic incidents.
- Homeland Security Presidential Directive-7 (HSPD-7) established national level policy for the identification, prioritization, and protection of critical infrastructure.
- Homeland Security Presidential Directive-8 (HSPD-8) describes the manner in which the United States will prepare for an incident. It established the need to enhance preparedness efforts through the application of an all-hazard approach, as well as the utilization of the newly developed National Preparedness Goal (NPG) and the National Response Framework (NRF).

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WRHSAC County-Based MACCs will operate under the authority of established Commonwealth of Massachusetts, local (town to town), and regional (WRHSAC) mutual aid. The following mutual aid compacts include:

- Statewide Mutual Aid Compact, Massachusetts General Law (MGL) Chapter 40 Section 4J
- WRHSAC Community Mutual Aid

Massachusetts has a Statewide Mutual Aid Agreement and has adopted an opt-in format for its statewide mutual aid law. Once a community has opted in they can send and/or request assets from any other community within the Commonwealth that has also opted into the agreement. This agreement answers questions surrounding liability, workers compensation, payment of resources, etc. This agreement can be activated for any public safety incident/event. Further work has been completed within the WRSHAC region, where communities have participated, authorized, and utilized a region-specific mutual aid agreement regarding the provision of resources and/or assistance during emergency situations.

2.0 PLANNING ASSUMPTIONS AND CONSIDERATIONS

The following section outlines the various planning assumptions surrounding the design and development of the WRHSAC MACC Concept of Operations:

- Multi-agency coordination provides regional coordination, which is consistent with NIMS and the Incident Command System concept of “manageable span of control.”
- Regional coordination is necessary to alleviate overburdening the Commonwealth’s (MEMA) response in supporting multiple local governments that are in need. WRHSAC County-Based MACCs will provide span of control by gathering information and coordinating regional or state resource needs and deployments across counties, jurisdictions, agencies and facilities affected by an emergency situation and requiring assistance. Each county contained within the WRHSAC Region will operate a County-Based MACC responsible for fulfilling a coordinative role that will aid in enhancing and streamlining emergency response and recovery efforts.
- Multi-agency coordination will occur within and across the four individual counties (Berkshire, Franklin, Hampshire and Hampden) contained within the WRHSAC Region.
- The jurisdiction serving as the MACC host may require additional personnel from around the county in order to supplement current staffing as a means to complete required MACC tasks.
- It is up to each individual jurisdiction to participate in the utilization of a WRHSAC County-Based Multi-Agency Coordination Center. All local and regional entities/disciplines/agencies which choose to participate in this Plan will act in accordance with this Plan within their jurisdiction’s purview.
- Fiscal policy and costs incurred during response and recovery efforts are the responsibility of each individual local jurisdiction. Local government expenses may be eligible for reimbursement under Public Assistance pursuant to the Robert T. Stafford Act.

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3.0 ROLES AND RESPONSIBILITIES

3.1 GENERAL

Multi-Agency Coordination Systems (MACS) are combinations of facilities, equipment, personnel, procedures, and communications which are integrated into a common system with the responsibility for coordinating and supporting domestic incident management activities. A Multi-Agency Coordination Center (MACC) is the physical location and facility in which integrative and coordinative activities will occur. A MACC is a critical element of a regional incident management strategy that provides support to local Emergency Operations Centers (EOC) in the form of resources and information. Members operating a MACC can be defined as the MACC Group. The role of the MACC and MACC group is to coordinate and support ongoing response and recovery operations that are underway at the local level. A MACC coordinates regional resources and other services in order to aid jurisdictions before, during, and after a large scale regional incident.

The four WRSHAC MACCs that are to be located within Berkshire, Franklin, Hampshire, and Hampden counties will serve local communities by providing a number of different types of services. These services include the following:

- Providing Situation Assessment and enhancement of Common Operating Picture through information sharing.
- Supporting Incident Management Policies and Interagency Activities.
- Coordinating with Other Ops Centers (MEMA REOC, Communication Centers, Local EOCs).
- Coordinating Critical Resource Acquisition, Allocation, and Resource Management.
- Coordinating with Elected and Appointed Officials as needed/required.
- Coordinating with Joint Information Centers (JICs) and Public Information Officers (PIOs).
- Coordinating resolution of conflicts.
- Providing Regional Sheltering support.
- Providing Regional Evacuation support.

The overall objective of WRHSAC MACC operations is to provide emergency coordination and support in order to save lives and to protect property and the environment. The WRHSAC MACC Concept of Operations will follow three key principles in order to ensure that the MACCs continuously support WRHSAC communities. These three principles are:

- Engaged partnership
- Unity of effort amongst participating jurisdictions
- Readiness to act

Engaged Partnership

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WRHSAC MACCs will engage the partnership of local communities, Local Emergency Planning Committees (LEPCs), Regional Emergency Planning Committees (REPCs), and MEMA in advance of an incident. Preparedness involves a combination of planning, resources, training, exercising, and organizing to build, sustain, and improve operational capabilities. In this manner, WRHSAC MACCs will identify personnel, training, and equipment needed in order to provide services that are to support local operational efforts. This process will also include partnering with required local, regional, and state agencies in order to test, validate, and continuously improve upon the WRHSAC MACC Concept of Operations and/or supporting regional operational plans, policies, or tactics.

Unity of Effort

WRHSAC MACCs will be managed by members of local communities and host agencies such as the County Sherriff's Departments which seek to provide regional assistance and support to local emergency operations centers through cooperative and unified effort. Management and operation of MACCs will be supported by the host agency such as the County Sherriff's Department and local agencies and/or entities which possess the authority and capability to provide regional support to affected communities and to operate the facility. Assistance in staffing may also be provided by members of LEPCs, REPCs, Incident Management Teams, and affected or non-affected communities that wish to provide regional assistance in facilitating and supporting regional emergency operations.

Readiness to Act

WRHSAC MACCs will be maintained in order to be able to provide support to affected communities within their defined regions quickly and effectively. Acting effectively and with open communication will ensure that processes required to support local operations at the regional level will occur despite any challenges presented by the size, scope, or complexity of no-notice incidents and emergency situations.

3.2 SCALABILITY

WRHSAC County-based MACC organizations will utilize a scalable, modular organizational structure. Incidents, emergencies, and disasters that occur within the WRHSAC Region and/or within the four Western Massachusetts counties will continue to be managed at the lowest possible jurisdictional level and supported by additional coordinative capabilities that exist at the regional level within each WRHSAC MACC. Since all incidents begin and end locally, the WRHSAC MACC Concept of Operations will be implemented in a manner that adheres to local control and authority while providing regional support. MACC operations will be scalable in a manner that reflects the magnitude, type and complexity of an event occurring on a local or regional basis. This also means that MACCs will only be activated for notice/no-notice emergency or special events which require regional level coordination. MACC operations will be supported by a small staff and will expand in order to accommodate the needs dictated by emergency events or to manage span of control and organizational structures as additional local communities require additional support.

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The following section provides a demonstration of the scalable nature of WRSHAC MACCs.

3.2.1 LOCALIZED EMERGENCY EVENT REQUIRING LIMITED MACC SUPPORT

A localized emergency event within a county (i.e. significant local facility fire) requires mutual aid from abutting jurisdictions. If required to activate, the MACC would provide situational awareness while standing by for the possibility of providing additional support to affected communities. Operations will likely last for 1-2 operational periods.

3.2.2 LOCALIZED EMERGENCY EVENT REQUIRING REGIONAL MACC SUPPORT

A localized emergency event within a county (i.e. flooding along the CT River) requires intra-county coordination assistance. Several affected jurisdictions are requesting sandbags, vehicles, and/or other flood prevention equipment to assist in embankment operations. Additional communities are requesting assistance in providing transportation or sheltering assistance to affected populations. Several communities are requesting support from MEMA. There is also a need to coordinate messaging to the public about closed streets. The MACC would be activated in order to provide situational awareness and to facilitate intra-county mutual aid, resource management, and information sharing. The MACC would also coordinate local requests for state assistance through the MEMA REOC in Agawam, MA when regional resources have been exhausted. Operations will likely last for several days during the duration of response and recovery operations.

3.2.3 EMERGENCY EVENT REQUIRING AREA WIDE COORDINATION (I.E. COUNTY-WIDE, ACROSS COUNTY LINES, OR ENCOMPASSING SIGNIFICANT PORTIONS OF THE WRSHAC REGION).

A regional emergency event within and across county lines, possibly affecting a large portion of the WRHSAC region (i.e. significant winter storm or hurricane) requires intra-county, inter-county, and region-wide coordination assistance. A significant number of communities have reported power outages, shelter activations, blocked roads, and damage to infrastructure. The affected MACC or MACCs would be activated in order to provide situational awareness and joint information and to facilitate intra-county, inter-county, and assistance from the MEMA REOC in Agawam. Operations will likely last for several weeks, depending upon the level of severity, displaced populations, and/or damage to local infrastructure.

3.3 WRHSAC MACC MODELS, COMPOSITION AND ROLES

Two types of MACC models will be utilized within the WRHSAC region. Counties contained within the WRHSAC region will determine the MACC solution that best fits the existing capabilities, available facilities to serve within a regional capacity and/or general preference.

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Option A includes the utilization of a County-Based MACC that is to be housed within an existing facility and primarily operated by a staff which maintain the authority and capability of coordinating regional support. Upon completing an analysis of available organizations and facilities across the WRHSAC region, several County Sheriff's Departments have met the capability criteria of operating an MACC facility. County Sheriff's organizations maintain the authority, facility, staff, operations, and overall capability required to provide the regional MACC functions. Personnel from the County Sheriff's Department will provide technical, analytical and administrative support to each County MACC. MACC operations will be further supported by the participation of various Regional Emergency Planning Committees (REPCs), Local Emergency Planning Committees (LEPCs), the Northwest Incident Management Team, and local cities and towns that wish to send representatives to MACC facilities.

Option B includes the utilization of a MEMA-Based County MACC that is to be housed within a section of the existing MEMA Region III/IV Office/Regional Operations Center (REOC) located in Agawam, MA. This option holds greater plausibility within the counties which currently do not have an existing facility that is capable of hosting and supporting the operation of regional MACC activities. A MEMA-Based County MACC will be operated by County staff from a variety of organizations, including REPCs, LEPCs, IMATs, and local cities and towns that wish to send representatives to the MEMA-based County MACC. This option will also allow for increased face to face coordination and communication with MEMA REOC staff.

Examples of Members at County-Based MACCs

Members of the Berkshire County MACC:

- Model: Berkshire County-Based MACC
- Possible/Suggested Owner: Berkshire County Sheriff's Department (Facility Operator, Primary MACC staff)
- Support to be provided by:
 - Berkshire Regional Planning Commissions (Support)
 - Northern Berkshire REPC (Support)
 - Central Berkshire REPC (Support)
 - Southern Berkshire REPC and Fairview Hospital (Support)
 - Local cities and towns (Support)

Members of the Franklin County MACC:

- Mode: Franklin County-Based MACC
- Possible/Suggested Owner: Franklin County Sheriff's Department (Facility Operator, Primary MACC staff)
- Support to be provided by:
 - Northwest Massachusetts Incident Management Team
 - Local cities and towns (Support)

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Members of the Hampshire County MACC:

- Model: MEMA Based Hampshire County MACC
- Possible/Suggested Owner: MEMA Region III/IV (Facility) and operated by staff from Hampshire County
- Support to be provided by:
 - Hampshire County REPC (Support)
 - Hampshire Regional Council of Governments (Support)
 - Local cities and towns (Support)

Members of the Hampden County MACC

- Model: MEMA Based Hampden County MACC
- Possible/Suggested Owner: MEMA Region III/IV (Facility) and operated by staff from Hampden County
- Support to be provided by:
 - Pioneer Valley Planning Commission
 - Hill Town REPC
 - Various LEPCs
 - Local cities and towns

The combination of staffing support for each individual MACC will be comprise of the MAC Group, responsible for operating each County-Based MACC and providing regional emergency support to communities. All County-Based MACCs will also utilize support from regional Incident Management Assistance Teams (IMATs), Citizen Emergency Response Teams (CERTs), Disaster Animal Response Teams (DARTs), and Medical Reserve Corps (MRCs) as a means to aid or support the delivery of MACC coordinative services.

3.4 MACC OVERSIGHT AND RELATIONSHIPS

Strategic, operational, and programmatic oversight of WRHSAC MACCs will be maintained by a County-Based MACC Oversight and Operations Group(s). MACC Oversight and Operations Groups will be comprised of leadership from the facility owner (i.e. Sheriff's Department or MEMA Region III/IV), WRSHAC, and other regional representatives responsible for supporting MACC missions and activities. The MACC Oversight and Operations Groups will meet on a bimonthly basis and/or as needed in order to review MACC projects, coordinative processes, operations, review past operational activations and/or determine corrective actions. The MACC Oversight and Operations Group will also participate in appropriate regional exercises. This process will ensure that MACC programs remain relevant, modern, and prepared to respond if and/or when they are activated to support local communities and emergency operations centers.

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WRHSAC County MACCs will maintain relationships with a variety of local, regional, state, federal entities. The following is a list of entities that are encouraged to work with WRHSAC County-Based MACCs:

- Local City and Town Emergency Operations Centers
- Local and Regional Communication Centers and/or Public Safety Answering Points (PSAPS)
- Local and Regional Medical Facilities
- Local and Regional Facilities designated for Shelter Operations
- Local and Regional Transportation Departments and/or Transportation Authorities (RTAs)
- Utility Companies
- Community Organizations Active in Disasters (COADs)
- State and Federal Emergency Management Agencies (MEMA, FEMA)
- Private Organizations and Facilities

Regular and cooperative partnerships between County-Based MACCs will serve to integrate regional emergency management and coordinative functions into the presently existing response and recovery structure utilized to support local jurisdictions and their emergency operations centers.

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4.0 CONCEPT OF OPERATIONS

4.1 GENERAL

Multi-agency coordination is a system that can be utilized as a conduit for information flow and coordinative services between several areas or jurisdictions affected by an incident. A multi-agency coordination center denotes a place or physical location where representatives from multiple agencies and facilities gather to coordinate information, regional resource needs, and response efforts on a regional level. WRHSAC MACCs are responsible for supporting situation awareness and the establishment of common operating picture, resource management, providing regional sheltering support, regional evacuation coordination, regional joint information system coordination, and support for incident management policies and activities through communication within each county. WRHSAC MACCs will also facilitate the request and receipt of support provided by MEMA's REOC in Agawam, MA.

For the purposes of this WRHSAC County-Based MACC Concept of Operations, the primary disciplines/agencies represented in the WRHSAC MACCs will depend upon the nature of the type of incident that requires support, however, all major response and recovery disciplines are invited to cooperatively assist in MACC operations. These disciplines include:

- Emergency Management
- Law Enforcement
- Fire Services
- Emergency Medical Services
- Healthcare
- Public Health
- Public Works and Utilities
- NGOs (American Red Cross, Salvation Army)

Additional membership will also include preparedness or advocacy groups that specialize in providing assistance to individuals and populations requiring access and functional needs.

WRSHAC MACCs will operate out of either County Sheriff's Departments or the MEMA Region III/IV Office/REOC. County Sheriff's Departments already operate on a 24/7/365 operational basis, and include administrative, operational capability, and facilities required to host MACC operations on behalf of County (regional) needs. County Sheriff's Departments are also authorized to operate on a regional basis within county-line jurisdictions, and provide an umbrella for which an MACC is able to coordinate and support local operations through the management of regional and local resources. Since not all counties located within the WRHSAC region will be utilizing County Sheriff's Departments as a base of operations for the County MACC, the MEMA REOC may also be utilized as an alternative. Alternatively, the MEMA-Based County MACC model will be operated and staffed by participants from various emergency planning and response groups within a County.

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This WRHSAC County-Based MACC Concept of Operations provides guidance that is intended to facilitate consistent actions required of MACCs in conducting coordinative and supportive operations to local communities and local EOCs during emergency events which require regional intra-county, regional inter-county, and/or WRHSAC-wide assistance. The following pages present standardized initiation/activation and organizational structure that is to be employed within the four County-Based MACCs. Required partnerships sought to enhance preparedness and operational efficiency, as well as the coordinative services and baseline logistical facility requirements for MACCs are also presented.

4.2 INITIATION/ACTIVATION

WRHSAC County-Based MACCs may be activated in two types of scenarios. These circumstances include:

- (1) a ground-level approach where notification from a single or several local communities which require MACC assistance is received by the MACC, and/or
- (2) a top-down approach where the MACC facility owner (Sheriff's Department) or the County-Based MACC Oversight and Operations Group determines the need to activate the MACC in anticipation or in response to an anticipated or actually occurring emergency event.

MACC activations will be coordinated with EOC activations at the local level, as well as activations occurring with the MEMA regional and state emergency operations centers (REOC and SEOC). WRHSAC County-Based MACCs will follow a three-level activation protocol that operates in parallel with state and federal emergency operations center activation levels.

STANDBY/ALERT

The Sheriff's Department within each County and/or MEMA will continue to operate on a 24/7/365 basis. Staff administering and operating the Sheriff's Department, will maintain situational awareness and communication throughout the County. For Counties which do not employ a facility staff to monitor situational awareness (i.e. County Sheriff's Dept), the existing MACC Oversight and Operations Group must determine a process pertaining to how the County will maintain situational awareness and conduct notifications in the event of an emergency situation. Most emergency events occurring throughout the County can be managed by local communities by themselves or with the help of basic mutual aid with abutting or neighboring communities. For many of these types of incidents, the MACC will not be activated, however, MACC personnel will be informed and placed on alert for events that potentially could require regional support and/or lead to the activation of the MACC.

PARTIAL ACTIVATION

During a Partial MACC Activation, an emergency event cannot be managed with a typical normal or mutual-aid assisted response within a local community. An emergency event may also be impacting several communities or a considerable portion of the County, as opposed to a single community. The

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MACC will be activated in order to coordinate and support the response to the emergency event. The MACC will be led and managed by an MACC Manager. MACC staffing decisions will be made by the person fulfilling the role of MACC Manager and staffing positions, staffing units, supporting regional (county) ESF positions, and overall depth will be dependent upon the circumstances and complexity surrounding the emergency event. These types of events may include the need for enhanced operations and/or planning. The MACC will anticipate requests from local communities that will predominantly be filled with regional assets available within the County, or with a neighboring County. Some requests for State level assistance from the REOC or SEOC may be expected and the MACC will track and manage all incoming requests for State resources on behalf of impacted communities and in support of local EOCs.

FULL ACTIVATION

During a Full MACC Activation, an emergency event has largely affected a county and is likely the result of a geographic event that continues to consume local resources in order to maintain typical response operations, such as a large blizzard, hurricane or wild fire event. The MACC Manager will activate all MACC staff and all regional (County) ESFs have been activated in order to support local EOCs and operations. The MACC anticipates numerous requests for support from local communities and EOCs. Requests will be filled within the county, and with neighboring County-Based MACCs. Resource requests may exceed county capabilities and numerous calls for assistance from the State are anticipated. As a result of the scope and complexity of this type of emergency event, the MACC will increase coordination and communication with the MEMA REOC.

The following are examples of emergency conditions and their respective MACC activation levels:

Event/Situation Examples	Activation Level
<ul style="list-style-type: none"> • Severe Weather Advisory • Moderate incidents involving 2 or less organizations • Localized utilities failures • Hazardous Material spill/release (Minor) • Transportation accident involving HAZMAT 	StandBy/Alert
<ul style="list-style-type: none"> • Hazardous Material spill/release • Large incidents involving 2 or more Communities • Extended localized Utility Outages • Wildfire threatening segment of County 	Partial Activation

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Event/Situation Examples	Activation Level
<ul style="list-style-type: none"> Major or regional emergency with multiple or all communities requiring heavy resource need Large-scale Hazardous Material spill/release Hurricane, Ice Storm, or Blizzard affecting Entire County Major wildfire affecting County Pandemic/Epidemic Disease Outbreak 	<p>Full Activation</p>

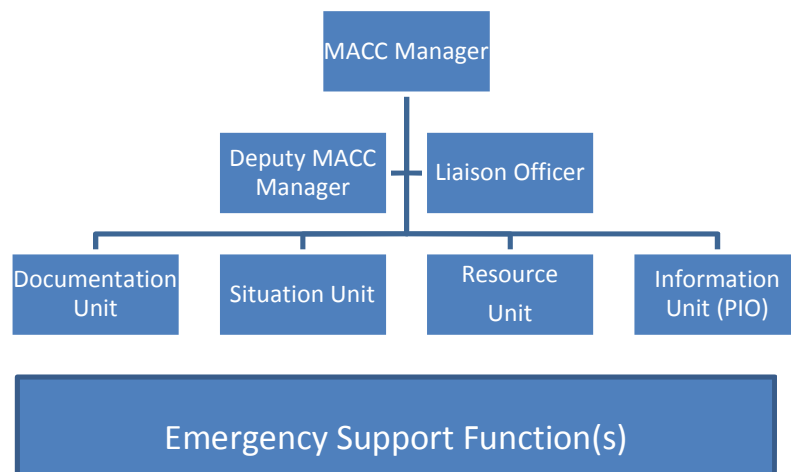
The MACC Manager will continuously assess/re-asses the emergency conditions in order to determine any changes that may warrant escalation to a higher MACC activation level. MACC staff will provide initial and real-time information related to the emergency event, as well as any recommendations regarding the appropriate level of support that is required to aid locally affected communities. If and/or when the conditions of the emergency event have stabilized or diminished, the MACC will be downgraded to a lower classification level. Declared emergency activation levels will remain in effect until an emergency is fully terminated.

4.3 MACC ORGANIZATIONAL STRUCTURE

WRHSAC County-Based MACCs will be organized around five functional areas. These areas include:

- MACC Management
- Situation Assessment
- Resource Coordination and Support
- Documentation
- Emergency Support Function(s)

These five functional areas will work and coordinate with one another in order to provide the necessary support to locally affected communities and jurisdictions.



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Each MACC Unit (Documentation, Situation, Resource, and Information) will be managed by a Unit Leader and supported by a staffing structure that is dependent upon the complexity or scope of an incident.

Emergency Support Functions (ESFs) will be comprised of members from local and regional entities that are called upon to assist in regional MACC operations as a means to provide support to affected communities. Regional ESF representatives will assist all Units of the MACC, however, their primary role will involve supporting the Resource Unit as requests for resources are received by the MACC from local communities.

4.3.1 ROLES AND RESPONSIBILITIES

All MACC representatives and staff will be responsible the following general duties.

- Operating within a collaborative effort among the representing agencies in the MACC.
- Ensuring that other MACC representatives are provided with situation and resource status information.
- Establishing priorities across jurisdictions in a concerted effort with the county's various local Emergency Operations Centers (EOCs).
- Coordinating and identifying future resource requirements while providing strategic coordination of resources.
- Coordinating and resolving differing policy issues that may exist between agencies or facilities within or between counties.
- Maintaining an event log and timeline to assist in the development of situational awareness reports, decision making, and communication during and throughout an emergency event.
- Providing back-up coordination resources to communities who are unable to stand up an EOC due to staffing shortages or the lack of resources such as communication capabilities.

MACC MANAGEMENT

MACC Management staff is responsible for providing overall direction and management of the MACC. MACC Management Staff consists of the MACC Manager, Deputy MACC Manager, and Liaison Officer.

MACC MANAGER

The MACC Manager is the overall manager of the MACC. The MACC Manager establishes county-wide priorities, exercises overall direction and control of MACC operations, and provides policy, guidance, and direction to MACC emergency operations. All decision-making and coordinative strategies will be based upon information received from local area jurisdictions and emergency operations centers. During the Recovery phase, the MACC Manager will serve as the MACC Regional Recovery Manager, and will assist communities in managing the recovery process in coordination with MEMA and FEMA.

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DEPUTY MACC MANAGER

The Deputy MACC Manager is responsible for assisting the MACC Manager in carrying out the full scope of emergency management, coordinative, and supportive activities associated with the MACC's role within the County.

LIAISON OFFICER

The Liaison Officer is responsible for coordinating with external agencies at the local, regional, state, or federal level throughout the duration of response and recovery operations. This position will act as the primary point of contact and information conduit for non-affected community points of contact looking to provide support to the County.

SITUATION UNIT

The Situation Unit is managed by a Situation Unit Leader and supported by Situation Unit staff. The Situation Unit staff is responsible for assisting the MACC Manager in establishing situational awareness, developing situational awareness products and/or incident action plans, performing forward planning and providing technical expertise. Duties of the Situation Unit include but are not limited to the following:

- Providing situational awareness to the MACC.
- Maintaining and displaying an events log via Web EOC.
- Gathering, maintaining, and updating hazard/threat information including meteorological information and/or hazard related impacts, issues or complexities.
- Monitoring the status of impacted and affected populations.
- Monitoring ongoing operational activity.
- Developing projections for future incident activity, estimating gaps, or predicting operational needs.
- Receive, analyze, and summarize data and information received from local communities and provide display.
- Requesting and obtaining situation updates from local EOCs and the MEMA REOC.
- Utilizing ICS forms as appropriate to provide situational awareness products, incident action plans, and/or various other incident related documentation.

RESOURCE UNIT

The Resource Unit is managed by a Resource Unit Leader and supported by Resource Unit staff. The Resource Unit staff is responsible for interfacing with local emergency operations centers in order to intake, fulfill, and track the management of resources. When possible, resources will be fulfilled with within-County resources and assets. If and/or when asset allocation is not available within the County

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and/or when emergency events overwhelm the County, the MACC will coordinate with the MEMA REOC in order to facilitate further resource assistance. Duties of the Resource Unit include but are not limited to the following:

- Maintaining up-to-date lists of regional specialty teams and current inventories of all regional response assets available for assistance and deployment.
- Identifying essential/critical resources vs. excess resources.
- Tracking of resource requests and deployment status through the utilization of WebEOC and/or the Resource Management Database, ensuring messages are complete and clearly stated.
- Providing regular resource updates and summaries to the Situation Unit as requested.
- Coordinating with ESF and/or community/agency representatives regarding the utilization of available resources and assets.
- Coordinating with neighboring MACCs regarding resource needs and/or equipment that is unavailable within the existing County.
- Coordinating with the MEMA REOC regarding resource requests that cannot be filled within the County and tracking all MEMA REOC requests on behalf of the local communities.
- Utilizing ICS forms as appropriate to document resource needs, missions, deployments, and/or demobilization.

PUBLIC INFORMATION OFFICER

The Public Information Officer is responsible for collecting, analyzing, and disseminating key information related to operational conduct that is consistent with an incident's overall public message. Duties of the PIO include but are not limited to the following:

- Collect, analyze and disseminate internal and external information pertaining to the hazard status, hazard impact, and ongoing response activities.
- Advise the MACC manager on all public information matters.
- Manage media and public inquiries, emergency public information. Continue to monitor the media and manage rumors as they arise.
- Prepare and release summary information regarding regional MACC activity related to agencies involved in the response (i.e. the MACC, MEMA, local EOCs, etc.).
- Coordinate with other PIOs and/or Joint Information Center (JIC) efforts as required.
- Support a Joint Information Center/System and ESF15 as required.
- Utilize ICS forms as appropriate in order to document PIO activities and messaging.

DOCUMENTATION UNIT

The Documentation Unit is managed by a Documentation Unit Leader and is supported by Document Unit staff. The Documentation Unit is responsible for documenting and memorializing all incident-

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related information and documentation. Duties of the Documentation Unit include but are not limited to the following:

- Maintain documentation on all information, reports, and/or items received or disseminated by the MACC, including Situation Reports, Incident Action Plans, and/or Public Releases.
- Maintain a file for all resource requests received, resource missions and deployments, including MACC staffing and resources.
- Ensure that all documentation is organized in a manner that will support reimbursement if a Presidential Disaster Declaration is granted.
- Assist in the preparation of agendas, reports, briefings, and/or planning meetings.
- Utilize IC forms as appropriate in order to document all activities.

4.3.2 EMERGENCY SUPPORT FUNCTIONS AND/OR LOCAL/REGIONAL AGENCY REPRESENTATIVES

The MACC will include assistance from Emergency Support Functions (ESFs) and/or local/regional agency representatives willing to support the operation of regional emergency functions within the affected County. MACC ESF representatives participating in this capacity will be knowledgeable of their agencies and/or functional assets and capabilities available on a regional basis. MACC representatives will be responsible for providing assistance and support to local jurisdictions requesting assets and resources from a specific MACC ESF. MACC ESF representatives will also coordinate with parallel ESF representatives that will be present at the MEMA REOC and/or State SEOC depending upon whether or not state ESF assets have been requested and deployed into the County for support to local jurisdictions.

WRHSAC County-Based MACCs will utilize a modified ESF structure in order to support local municipalities. The following emergency functions represent the majority of resource requests that are received for a large proportion of small to large-scale emergency situations that have and continue to occur within Western Massachusetts.

- ESF 2 – Communications, which includes the coordination and support of communications systems (primarily radio).
- ESF 3 – Public Works and Engineering, which includes the coordination and support of personnel, assets, and equipment supplied by local public works and/or transportation departments.
- ESF 6 – Mass Care and Human Services, which includes the coordination of assets and personnel required to support the operation of shelter facilities at both the local and regional level.
- ESF 8 – Health and Medical Services, which includes the coordination of medical staff or medical facility support required at the local or regional level.
- ESF 13 – Public Safety and Security, which involves the coordination of general law enforcement, fire service, or emergency medical services support to local communities. Generally, most of these types of requests will be handled by local and/or existing mutual aid compacts that operate on a regular basis.

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- ESF 15 – External Affairs, which involves the coordination of regional emergency public information, protective action guidance and media and community relations as part of a regional joint information system; ensuring that local community/EOC PIOs have the resources to provide timely, coordinated, effective and accurate information to the first responders and the public.

The following ESFs will be supported by the MEMA REOC and MEMA SEOC. If and/or when local communities within a County require assets, teams, equipment, or other capabilities that fall within the following ESF categories, the MACC will receive the local community request from the local emergency operations center and then submit the request to the MEMA REOC. The County-Based REOC will then track the life of the resource request from submission, through deployment, and until the deactivation and demobilization of the ESF asset(s) on behalf of the local community.

- ESF 1 - Transportation
- ESF 4 – Fire Fighting
- ESF 5 – Business and Industry
- ESF 7 – Volunteers and Donations
- ESF 9 – Search and Rescue
- ESF 10 – Hazardous Materials and Environmental Protection
- ESF 11 – Agriculture, Animals, Natural Resources
- ESF 12 – Energy
- ESF 14 – Recovery
- ESF 16 – Military Support

4.4 LOCAL, REGIONAL, AND STATE OPERATION CENTER RELATIONSHIP AND COORDINATION

WRHSAC MACCs will support the existing emergency response and recovery process and structure presently operating within the Commonwealth. Traditionally, the MEMA SEOC and REOC have provided direct support to local emergency operations centers. The utilization of MACCs will improve the span of control and introduce an additional regional layer of emergency management response that will coordinate in-between the local and the State level. The existence of an additional regional layer within the emergency management response and recovery structure between the local and state level will relieve a significant coordinative burden typically placed upon the MEMA REOC during major emergency situations. The MACC will also utilize staff that is more closely aligned and knowledgeable of operations in assisting local and impacted communities. This in turn will allow for the provision of more rapid support that is to be coordinated amongst neighboring and regional jurisdictions.

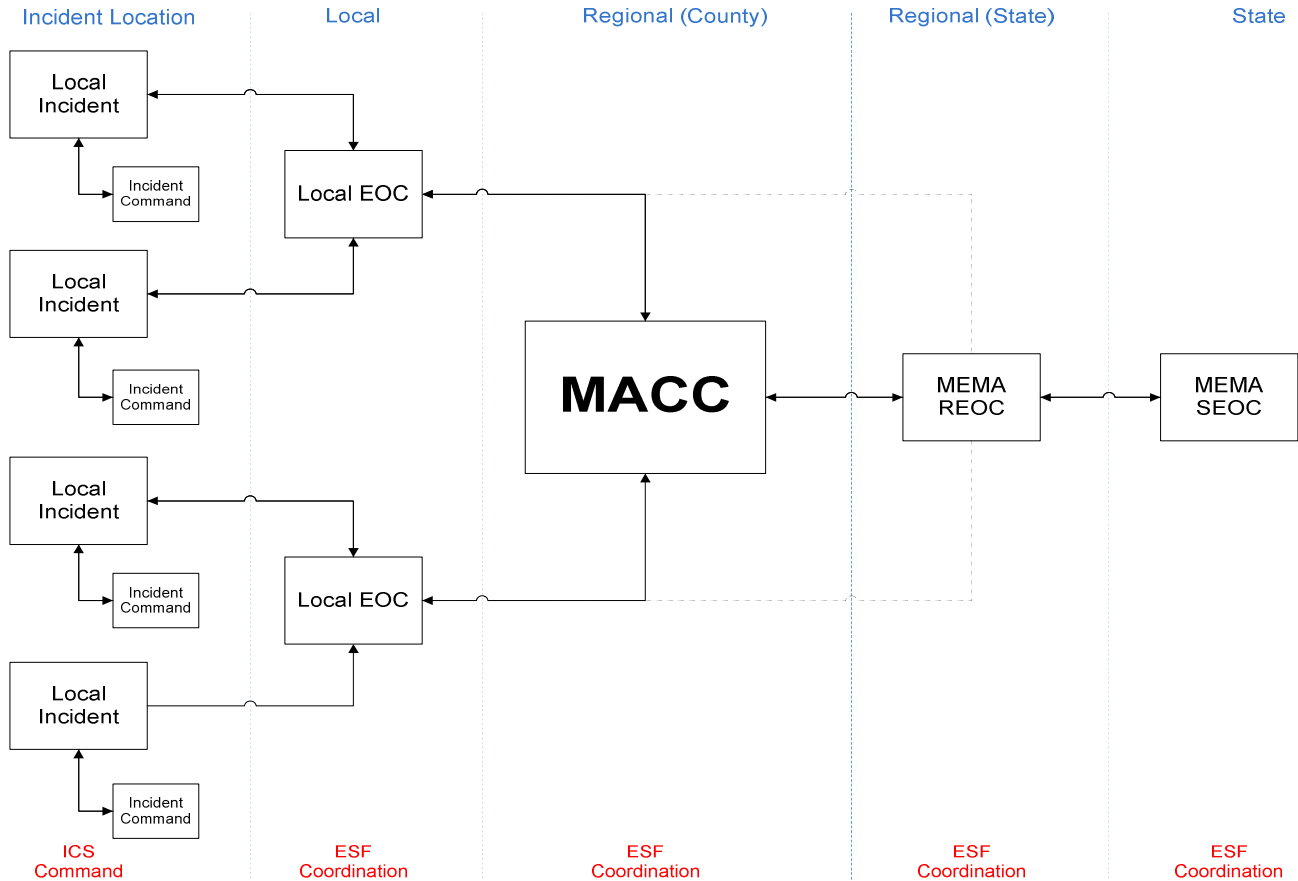
The following diagram demonstrates the existing coordinative relationships between existing multi-agency and emergency operations centers within the Commonwealth. It also demonstrates incident

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command roles versus emergency support function and coordinative roles required of emergency operations centers and multi-agency coordination centers.

Local, Regional, and State Operation Center Relationships



Incident Management and Incident Command teams operating at the local level and/or at an incident scene will employ incident command in order to manage ongoing incidents and emergency events. Local incident command and response teams will be supported by the activation and operation of local emergency operations centers. Local EOCs will provide support to incident command by coordinating incident response requirements (staff, equipment, resources, information, etc.) across other departments, organizations, or available mutual aid assistance at the local level. When local resources are fully occupied and/or consumed by an ongoing emergency event, the local EOC will coordinate with the County-Based MACC in order to obtain and facilitate further emergency support requirements needed to address incident response requirements. The MACC will coordinate with non-affected local jurisdictions and/or with regional teams/assets in order to provide support request by a local EOC. When resources are unavailable within a specific County, the MACC will coordinate with a sister MACC

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located within a neighboring County, as well as the MEMA REOC located at Agawam, MA. Large scale events which often significantly stress existing resources that are regularly available at the local and regional level will require increased coordination with the MEMA REOC and SEOC. Throughout the activation of local EOCs, MACCs, and the MEMA REOC and SEOC, communication will be through the sharing of information across various available channels. This includes direct point to point communication via cellular phone, landline, radio, or face to face contact, as well as coordination across operations centers through the support and operation of communication centers (local dispatch or PSAPs, regional dispatch centers, and/or state control).

4.4.1 COORDINATION WITH LOCAL EOCs

MACCs will provide coordinative support to local EOCs upon request from a local jurisdiction. The provision of MACC support will be provided with personnel, equipment, assets, or other resources located within the county for which the MACC is operating within. The MACC will receive requests from impacted communities and coordinate with non-affected communities and/or regional resource owners within the County in order to fulfill resource missions.

4.4.2 COORDINATION WITH OTHER MACCS

MACCs will coordinate with neighboring WRHSAC County-Based MACCs if resources are unavailable within an affected county. This will ensure that resources that may be unavailable within an affected County can still be obtained from a neighboring County. This process will increase the efficiency, speed, and manner in which other local assets are utilized to support locally impacted communities.

4.4.3 COORDINATION WITH MEMA REOC

MACCs will coordinate with the MEMA REOC when resources within the counties and/or the entire WRHSAC region are already significantly committed, exhausted, or unavailable. This task will occur in situations where hazards have significantly impacted the WRHSAC region and a substantial amount of state and/or federal assets is required in order to provide support to locally affected communities. The four MACCs located within the WRSHAC region will coordinate between the locally affected communities within each county and the MEMA REOC in order to request, receive, track, and clear State (MEMA) approved resource missions.

4.5 MACC COORDINATIVE SERVICES

WRHSAC County-Based MACCs will provide a variety of services to cities and towns that are geographically located within the County for which the MACC is operating. The types of coordinative services offered by MACCs will vary depending upon the type, size, scope, and level of complexity characterizing an emergency event. The types of coordinative services that WRHSAC County-Based

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MACCs will provide include situational awareness, resource management, sheltering support, evacuation support, and public information.

4.5.1 SITUATIONAL AWARENESS

MACCs will provide a centralized location and source of ongoing situational awareness of emergency event hazard conditions, impacts, or anticipated future states. MACCs will collect and process emergency event information that is received from partners within local, state, federal, or private organizations, as well as other operations centers. This information will be displayed within the MACC, analyzed upon receipt, and consolidated into situation reports, maps, and/or status boards. The MACC will compile all relevant information in order to produce reports that can then be disseminated to the local level. These capabilities will allow local communities and EOCs to place a single phone call or email to the MACC in order to obtain key incident or emergency event information relevant to ongoing or future emergency operations as they seek current information in order to inform decisions that drive local level operations. Additionally, MACCs will coordinate with the MEMA REOC in order to maintain situational awareness, common operating picture, and communication with state partners. An open communication link with the State will ensure that the MACC is regularly informed of ongoing and anticipated activities that are occurring at MEMA. While local communities and EOCs are occupied with local level response, the MACC will also be able to provide informative updates to the MEMA REOC concerning local activity. This process will occur through communication via phone, conference call, radio (if applicable), email, and web tools (i.e. WebEOC and/or RMS).

4.5.2 RESOURCE MANAGEMENT

MACCs will perform critical resource acquisition and allocation, as well as resource management and tracking of all resource needs on behalf of local communities and EOCs requiring emergency support. This service includes processing initial requests received from local communities (intake), assessing resource needs and requirements, fulfilling resource missions, continuing to track resource deployments and ultimately demobilization assets to their original resource owners upon the occurrence of incident stabilization. In order to support affected communities and/or EOCs requesting support, County-Based MACCs will coordinate with non-affected communities, regional entities or resource owners, WRSHAC resource owners, or adjacent and neighboring counties within the WRSHAC region. When resources within a County or multiple Counties are fully committed to existing resource missions or are simply unavailable, County-Based MACCs will coordinate with the MEMA REOC and SEOC in order to request, manage and track state-supported resource missions. This process will significantly increase the speed and efficiency by which local and regional assets can aid locally-affected communities during emergency events. This process will also lessen the burden typically placed upon local communities to track the myriad types and number of resource missions that occur during large-scale emergencies in which state-support assets are deployed throughout the area. Lastly, MACC support will allow for an improved span of control amongst the many communities (101 in total) which typically request support of the MEMA REOC during large-scale emergency events.

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4.5.3 SHELTERING

WRHSAC County-Based MACCs will actively support the operation of local shelter facilities upon their activation during emergency events which necessitate sheltering of the public. MACCs will be able to monitor ongoing shelter operations, the number of shelter activations, locations of activate facilities, the number of displaced citizens, and the types of services being offered at shelters within the County through situational awareness, communication, and coordination with affected localities. This in turn will allow MACCs to anticipate shelter resource needs and to request shelter resource staff and assets from non-affected communities located within the County and/or neighboring County within the WRHSAC region. Regional sheltering plans have also been developed for all four counties. MACCs will also play a critical role in determining when the activation of regional sheltering facilities is required, based upon information that is collected from activated local shelters and EOCs. Since communications capabilities exist at MACCs, the MACC will also be able to support the notification and mobilization of regional shelter teams, team leaders and/or volunteers which support WRSHAC's regional sheltering response program. In order to support regional sheltering tasks, activations and operations, MACC personnel will utilize and reference previously developed WRHSAC materials, including the WRHSAC Regional Sheltering Toolkit, Sheltering Concept of Operations, Standard Operating Guidelines, and Job Action Sheets.

*Note – In the event of a large scale emergency requiring a Regional sheltering response, there are two approaches to regional sheltering that may be undertaken.

Approach #1 – The implementation of a WRHSAC Regional Shelter may be undertaken, in which the MACC would play the roles previously indicated such as providing the coordination, communication, and resourcing require to support the implementation of the WHRSAC Regional Shelter.

Approach#2 – The implementation of a State Initiated Regional Shelter (SIRS) in accordance with the recently developed State Shelter Strategy employed by MEMA. In the event that the Massachusetts Emergency Management Agency has activated a SIRS, MEMA and the American Red Cross (ARC) will assume the responsibility of management and providing support to the regional facility. Although the WRHSAC County-Based MACCs may not play a primary role in the operation or provision of support to State Initiated Regional Shelter(s), MACCs may provide support by coordinating local and/or volunteer personnel assistance if required.

In coordination between WRHSAC and MEMA, either the WRHSAC Regional Shelter –or– the MEMA State Initiated Regional Shelter (SIRS) facilities will be activated, but not both.

4.5.4 EVACUATION

WRHSAC has developed a Regional Evacuation Plan in order to facilitate the need to evacuate local cities/towns and/or entire aspects of the WRHSAC region as a result of a considerable hazard such as a hurricane. Regional County-Based MACCs will facilitate situational awareness and evacuation support

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needs, thus strengthening the implementation of the WRHSAC Evacuation Plan. MACCs serve as a resource for local cities and towns as means to track ongoing traffic, traffic bottlenecks, provide transportation resources in coordination with RTAs, commercial busing companies, and passenger rail assets. MACCs will also assist in the coordination of communicative or notification requirements, facilitating and monitoring traffic control points, deployment of law enforcement officers, and/or other evacuation related personnel or assets required to support the ongoing movement of large volumes of people and personal vehicles. In order to support this process, MACC staff will utilize previously developed WRHSAC Regional Evacuation Maps, which account for evacuation conditions, routes, and transportation flow throughout the four Counties.

4.5.5 PUBLIC INFORMATION

In a similar fashion to providing support for establishing situational awareness and a common operating picture, the MACC will facilitate public information on behalf of a County. MACCs will coordinate with incident-PIOs and/or established Joint Information Centers in affected local cities and towns, as well as with the MEMA PIO in order to standardize messaging and to assist in dissemination of standardized messaging to the public and press throughout the County. This process will ensure that information supporting new releases, public briefings, or conversations with the press are uniform in nature, as well as informative and reflective of the current operational environment as well as provide the media with a common point of contact for information.

4.5.6 DE-ACTIVATION

MACC de-activations will be coordinated with EOC de-activations at the local level, as well as de-activations occurring with the MEMA regional and state emergency operations centers (REOC and SEOC). WRHSAC County-Based MACCs will follow a de-activation protocol that operates in parallel with state and federal emergency operations center activation levels.

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5.0 LOGISTICS AND FACILITY REQUIREMENTS

In order for County-Based MACCs to support entire counties and regions, facilities must be adequately outfitted to support operations for the staff engaged in conducting regional coordinative activities at MACC facilities. MACC facilities must be equipped with administrative and technologic capabilities that can be sustained by emergency generators in order to provide comprehensive support to locally affected communities, even in the midst of electric power loss for a short or extended period of time. The following section establishes a number of baseline requirements that all WRHSAC MACCs will build upon. Baseline facility requirements will ensure that all four MACC facilities standardized with minimum facility requirements and by which further progress and additional capabilities can be expanded upon as the program continues to evolve over time.

5.1 LOCATION AND SIZE

MACCs must be located in facilities that will minimize the effects of any local hazards. The MACC must also be located within the proximity to major transportation routes so that it remains easy to access by MACC staff, local agency and regional representatives. All MACC facilities must comply with existing Massachusetts Building Codes and must be secure from intruders or non-credentialed personnel. In addition, MACCs must be large enough to handle the maximum anticipated staff that will be called upon to support a large-scale emergency event or disaster. A minimum of 50 square feet per person is required (80 square feet is preferred). The WRHSAC selected MACC locations are as follows:

Berkshire County MACC - Located at the Berkshire County Sheriff's Department, 467 Cheshire Road, Pittsfield, MA 01201

Franklin County MACC - Located at the Franklin County Sheriff's Department, 160 Elm Street, Greenfield, MA 01301

Hampshire County MACC - Located at MEMA Region III/IV REOC, 1002 Suffield Street, Agawam, MA 01001

Hampden County MACC - Located at MEMA Region III/IV REOC, 1002 Suffield Street, Agawam, MA 01001

5.2 ROOM/SPACE

In order to serve their coordinative functions, MACCs must contain the following spaces/rooms to provide adequate working room:

- Day to day office space for MACC Manager and/or staff
- Meeting and/or executive room
- Communications room for radio/telephone and support equipment

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- Operations room for emergency coordination
- Restrooms
- Mechanical/electrical switch room
- Kitchen/break area
- Storage area for maps, procedures, publications, supplies, etc.
- Sleeping facilities (if possible)

5.3 OPERATIONS ROOM AND RECOMMENDED EQUIPMENT

The Operations Rooms is where MACC staff and regional or local representatives will assemble. This is the most important room within the MACC and it must provide essential elements that will be needed in order to coordinate and support ongoing operations occurring at the local level. The Operations Room must be large enough to provide sufficient space for all staff and MACC representatives. This room must include telephone lines and logs, status display capabilities such as maps, charts, and logs, computer and internet/network capability, tables, and chairs. At minimum, the MACC facility should contain the following baseline level of equipment:

- One designated incoming fax line
- One designated outgoing fax line
- One incoming phone line for general use
- One outgoing phone line for each representative in the MACC
- A computer and internet access (Local Area Network or Wide Area Network) for each MACC representative
- A photocopier
- A printer and plotter
- A map of the county and WRHSAC region
- Dry erase situation status board with markers and erasers
- Display capabilities (projector, screen, smart TV or smart board, etc.)
- Other common office supplies such as informational contact lists, paper, writing utensils, staplers, tape, information technology staff and/or administrative support staff should be supporting the MACC when activated.

5.4 COMMUNICATIONS

Communications is an integral piece of MACC operations and supports coordinative and communicative requirements needed to interface with affected or non-affected local communities. The following is a list of baseline communications capabilities that should be considered in the outfitting of MACCs:

- Communications Room adjacent to the Operations Room sized to accommodate the maximum staff expected, including amateur radio operators
- Capability to activate local and/or regional warning systems

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- Radios with frequencies to communicate with field personnel (police, fire, parks, highways, health, school transportation systems, hospitals, public works, utilities, Red Cross, State personnel, adjacent counties, etc.)
- Radio tower to support radio equipment (on site or remotely located)

Additional capabilities that will enhance situational awareness include:

- Additional phone lines
- Satellite phone capabilities
- Radio communication capabilities (800mhz, UHF, VHF)
- Amateur radio links, antennae and stations

5.5 EMERGENCY POWER

In order to maintain operations during limited or extended power outages, the MACC must be supported by an emergency electrical power generator that is large enough to supply power to all MACC facilities and key support systems (i.e. HVAC, radios, computer systems, etc). The generator must be permanently wired and equipped to provide an automatic start and transfer of power upon the loss of primary electricity. Additionally, generator units should be located within areas that do not interfere with MACC personnel or communications (due to fumes and/or noise). Staff maintaining generator systems must continuously ensure that the generator(s) have a minimum 5-7 day fuel supply in reserve.

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6.0 MACC PROGRAM MANAGEMENT AND MAINTENANCE

Program Managements for each individual County-Based MACC will be the responsibility of each MACC Oversight and Operations Group. The Oversight and Operations Group is responsible for managing, improving, and sustaining the MACC program within each County. This process will occur on a regular basis as the Oversight and Operations Group participates in preparedness activities or performs debriefings after recent MACC activations in order to enhance operations and capabilities required to provide support to each County.

From a programmatic perspective, the Oversight and Operations Group will lead the development of MACC Standard Operating Procedures, a training program for all MACC staff and ESF representatives, and a Drill and Exercise program sought to validate staff knowledge and training.

6.1 CONOPS AND STANDARD OPERATING PROCEDURES

Each MACC Oversight and Operations Group will be responsible for maintaining an original copy of the WRHSAC MACC Concept of Operations. The WRHSAC MACC ConOps will serve as the primary document that drives the MACC program within the WRHSAC region and across the four counties. Utilization of this ConOps will ensure that all four WRHSAC County-Based MACCs have based their operations upon the same principles and foundations that have been outlined within this document. In addition, each MACC should also maintain a copy of the following WRHSAC documents:

- WRHSAC Regional Shelter Toolkit, including the WRHSAC Regional Shelter Plan Concept of Operations, Regional Shelter Plan Standard Operating Guidelines, Regional Shelter Plan Job Action Sheets and Regional Shelter Plan Forms
- WRHSAC Regional Shelter Plans for each County
- WRHSAC Regional Evacuation Maps
- WRHSAC Resource Guide
- Western Massachusetts Tactical Interoperable Communications Plan (TICP)

The MACC Oversight and Operations Group should also maintain a variety of standard operating procedures and guidelines (SOPs/SOGs) for all MACC staff and ESF representatives. Standard Operating Procedures will assist staff in conducting their activities while operating within the MACC. All MACC SOP/SOGs will be formatted, structured, and organized in a consistent format. Additionally, all MACC SOP/SOGs will be synchronized on a vertical and horizontal basis in order to warrant the existence of staff accountability, redundancy, and chain of command requirements. Developed in this manner, MACC SOP/SOGs will remain as comprehensive tools that will support and improve staff knowledge pertaining to their operational and support duties upon activating an MACC.

The following is a list of SOP/SOGs that is to be developed and continuously maintained by the MACC Oversight and Operations Group within each County.

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- MACC Manager SOP/SOG
- MACC Deputy Manager SOP/SOG
- MACC Liaison Officer SOP/SOG
- MACC Situation Unit Leader SOP/SOG
- MACC Situation Unit Staff SOP/SOG
- MACC Resource Unit Leader SOP/SOG
- MACC Resource Unit Staff SOP/SOG
- MACC Information Unit Leader SOP/SOG
- MACC Information Unit Staff SOP/SOG
- MACC Documentation Unit Leader SOP/SOG
- MACC Documentation Unit Staff SOP/SOG
- MACC ESF Representative SOP/SOG
- MACC Local Town/City/Agency Representative SOP/SOG
- MACC Activation and Demobilization SOP/SOG

6.2 TRAINING

The MACC Oversight and Operations Group should also develop and offer a training program for all ESF staff. Training will improve and enhance staff knowledge and overall capabilities. Training requirements will vary based upon the specific duties of an MACC staffer, however, additional and more comprehensive training is required for senior-level, managerial, and/or unit leader positions. The following is a list of suggested basic training for MACC personnel.

6.2.1 BASIC MACC TRAINING

- IS-700 Introduction to NIMS and Multi Coordination Systems
- IS-800 National Response Framework
- ICS 100 Introduction to the Incident Command System
- ICS 200 Basic Incident Command System
- IS-230 Principles of Emergency Management
- IS701A NIMS Multi-Agency Coordination System (MACs)

6.2.2 INTERMEDIATE MACC TRAINING

- Include of all Basic MACC Training Requirements
- ICS 300 Intermediate Incident Command System
- G-191 FEMA EOC/ICS Interface
- IS-775 EOC Management and Operations
- Discipline-specific knowledge of roles and resources

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6.2.3 ADVANCED MACC TRAINING

- Include all Basic and Intermediate MACC Training Requirements
- ICS 400 Advanced Incident Command System
- Command Staff Position Specific Training
- General Staff Position Specific Training
- Position Specific Training Command and General Staff Training

6.2.4 MACC POSITION SPECIFIC TRAINING

- MACC Manager
- MACC Deputy Manager
- Liaison Officer
- Situation Unit Leader
- Resource Unit Leader
- Documentation Unit Leader
- Information Unit Leader

6.3 DRILLS AND EXERCISE

The MACC Oversight and Operations Group should also manage an MACC drill and exercise program. The MACC drill and exercise program will be based upon the Homeland Security Exercise and Evaluation Program methodology of designing, developing, conducting, and tracking the delivery of MACC drills and exercises which validate training, simulate real-life MACC operational experiences, and improve MACC staff knowledge and abilities.

Each MACC should facilitate at least one drill or exercise per year. This requirement will ensure that staff remain prepared throughout the calendar year, and allows for the opportunity to validate or test new staff, tools, technology, or other capabilities which support MACC operations. During scheduled drills and exercises, members of the MACC Oversight and Operations Group will validate various capabilities of the MACC staff as determined within the design of each type of drill or exercise. It will remain important to regularly rotate the types of capabilities that each MACC seeks to test, validate, and improve upon so that overall MACC operations remains capable of supporting many types of incidents and response needs that arise at the local level.

At the conclusion of each drill/exercise and/or actual real event requiring an MACC activation, the MACC Oversight and Operations Group will schedule after action conferences which seek to capture strengths and areas of improvement. This process will allow for the occurrence of a corrective action methodology that will steadily improve weaknesses or gaps that have been observed during drills/exercises or actual activations of the MACC.

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6.4 MACC FISCAL RESPONSIBILITY AND SUSTAINABILITY GUIDANCE

The following section applies to MACC facilities that fall within Option A of the MACC models as outlined within this Concept of Operations (County-Based MACC facility). This section serves as general guidelines regarding the fiscal responsibility and sustainability to facilitate the mutual partnership between the WRHSAC, the County Sheriff's Departments, the REPCs, LEPCs and municipalities, in relation to their sharing of the County-based MACC facilities. These entities will continue to remain autonomous in regards to operations and authorities, however, because of the sharing of like duties, responsibilities and geographical factors, the cooperation and mutual support between these offices will be at a high level. The sharing of available resources, information, documentation and professional efforts will significantly enhance the operations of both offices, and additionally serve to help facilitate a regional approach for the coordination of emergency incidents throughout our region. The WRHSAC, the County Sheriff's Departments, the REPCs, LEPCs and municipalities in the interest of supporting and strengthening our mutually beneficial partnership for the provision of public safety-related services within our jurisdictions and the surrounding area, are taking collaborative steps to share the County-Based Multi-Agency Coordination Center facilities located at the following locations:

- Berkshire County MACC - Located at the Berkshire County Sheriff's Department, 467 Cheshire Road, Pittsfield, MA 01201
- Franklin County MACC - Located at the Franklin County Sheriff's Department, 160 Elm Street, Greenfield, MA 01301

WRHSAC County-Based MACCs will be managed by the Sheriff's Departments which administer, operate, and staff the facilities that house the MACCs. Additional strategic, operational, and programmatic oversight will be maintained by a County-Based MACC Oversight and Operations Group(s). MACC Oversight and Operations Groups will be comprised of leadership from the County Sheriff's Department, WRSHAC, and other regional representatives. The MACC Oversight and Operations Groups will meet on a bimonthly basis and/or as needed in order to review MACC projects, coordinative processes, operations, review past operational activations and/or determine corrective actions. This process will ensure that MACC programs remain relevant, modern, and prepared to respond if and/or when they are activated to support local communities and emergency operations centers.

MACC Staff Salaries and Wages

Personnel participating in the utilization of the MACC shall at all times remain employees of their respective employing entity. Nothing in this section shall be construed as incurring any liability for either party to this agreement for salary, overtime, Workers Compensation, FICA, withholding tax, unemployment compensation, or any other payment related to services of another entity's employees.

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General Funding and Cost-Sharing

Initial funding for the County-based Multi-Agency Coordination Center, in addition to the actual facility and associated site, has been provided by the County Sheriff's Department with supplemental funding to be provided by WRHSAC through the availability of DHS/FEMA grants. Other MACC costs will be borne as follows:

MACC Facility Maintenance and Upkeep

Facility/building maintenance issues as well as on-going operational expenses for the site will remain the responsibility of the County Sheriff's Department. In addition, the County Sheriff's Department will also retain the following costs: MACCC telephones, network connectivity, cell phone service, and other "routine" expenses such as the utility and operational costs for the facility that are currently the responsibility of the County Sheriff's Department, will remain as such. The County Sheriff's Department will provide dedicated phone lines within the MACC that may be utilized by any municipality or agency during activation, as necessary.

Equipment Procurement, Technological Upgrades and Maintenance

MACC equipment procurement, technological upgrades and equipment maintenance issues will remain the responsibility of the County Sheriff's Department. The County Sheriff's Department will provide use of radio systems within the MACC that may be utilized by any municipality or agency during activation, as necessary.

Plans and Standard Operating Procedures/Guidelines (SOP/SOGs)

The MACC Oversight and Operations Group will be responsible for the development and maintenance of MACC Plans, Concept of Operations and Standard Operating Procedures, in conjunction with the County REPCs and LEPCs as part of the shared cost and integrated approach to MACC utilization. In addition, future initiatives undertaken to support regionalization such as the previously developed WRHSAC programs for Regional Sheltering and Evacuation Study will need to be integrated into the MACC Plans and SOP/SOGs.

Training

The MACC Oversight and Operations Group will develop, maintain, schedule and coordinate training for MACC positions, in conjunction with the County REPCs and LEPCs as part of the shared cost and integrated approach to MACC utilization. Training sessions and other educational opportunities for the MACC staff will include local, state and federal training programs.

Drill and Exercises

The MACC Oversight and Operations Group will develop, maintain, schedule and coordinate drills and exercises for the MACC, in conjunction with the County REPCs and LEPCs as part of the shared cost and integrated approach to MACC utilization.

Reimbursements From Disaster Declarations

Should reimbursement result from a formalized Disaster Declaration, the MACC Oversight and Operations Group will facilitate the documentation and capture of the "facility portion" of the reimbursement directly related to the MACC, and provide it to the County Sheriff's Department.

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MEMA-Based County MACC Facilities

Counties which elect to pursue MACC model Option B as outlined within this Concept of Operations (MEMA-Based County MACC facilities) will not be responsible for facility-specific upgrades, since MACC operations will occur within another agency (MEMA) and jurisdiction's (state) facility. Staff operating this type of MACC will be paid (salary/wages) by their employing city/town and/or organization in support of conducting regional activity at the MEMA-Based County MACC. The MACC Operations and Oversight Group, in addition to staff assigned to play a role within the MEMA-Based County MACC will still remain responsible for sustaining the MACC programs (inclusive of plans, SOP/SOGs, training and drills and exercises, etc.). During MACC activations, staff must also be prepared to equip the space within the MEMA REOC with plug and play technology, capable of conducting regional coordinative operations on behalf of the County.

6.5 MACC GOVERNANCE/LEGAL AUTHORITY GUIDANCE

This section serves as general guidelines regarding the governance and legal authority to facilitate the mutual partnership between the WRHSAC, the County Sheriff's Departments and/or facility owner (i.e. MEMA), the REPCs, LEPCs and municipalities, in relation to their sharing of the County-based MACC facilities. WRHSAC County-Based MACCs will operate under the authority of established Commonwealth of Massachusetts, local (town to town), and regional (WRHSAC) mutual aid. The following mutual aid compacts include:

- Statewide Mutual Aid Compact, Massachusetts General Law (MGL) Chapter 40 Section 4J
- WRHSAC Community Mutual Aid Compact

As previously cited in this Concept of Operations, Massachusetts has a Statewide Mutual Aid Agreement and has adopted an opt-in format for its statewide mutual aid law. Once a community has opted in they can send and/or request assets from any other community within the Commonwealth that has also opted into the agreement. This agreement answers questions surrounding liability, workers compensation, payment of resources, etc. This agreement can be activated for any public safety incident/event. Further work has been completed within the WRSHAC region, where communities have participated, authorize, and utilize a region-specific mutual aid agreement regarding the provision of resources and/or assistance during emergency situations. In the case of the County-Based MACCs, a separate Memorandum of Understanding (MOU) should be drafted to outline the salient elements delineated in this Concept of Operations. This MOU will provide a similar foundation for sharing the MACC resources that has been established in Barnstable County and should contain the following elements at a minimum:

Introduction

Purpose and Scope

Terms of the Memorandum

MACC Functions

General Funding and Cost-Sharing

MACC Facility Maintenance and Upkeep

Equipment Procurement, Technological Upgrades and Maintenance

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Plans and Standard Operating Procedures (SOP/SOGs)

Training

Drill and Exercises

No Separate Legal Entity

Documentation and Reimbursements From Disaster Declarations

Liability

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7.0 APPENDIXES AND ANNEXES

To Be Developed

- 7.1 MACC Activation Procedure
- 7.2 MACC ICS Forms
- 7.3 MACC Incident Action Plan
- 7.4 MACC Emergency Contact Information / Notification Roster
- MACC Oversight and Operations Group Agreement

WRHSAC County-Based MACC Concept of Operations

8.0 LIST OF ACRONYMS

ConOps – Concept of Operations

COP – Common Operating Picture

EOC – Emergency Operations Center

ESF – Emergency Support Function

FEMA – Federal Emergency Management Agency

Hazmat – Hazardous Materials

HSPD – Homeland Security Presidential Directive

IAP – Incident Action Plan

ICS – Incident Command System

JIC – Joint Information Center

MAC – Multi- Agency Coordination

MACC – Multi-Agency Coordination Center

MEMA – Massachusetts Emergency Management Team

NIMS – National Incident Management System

NPG – National Preparedness Goal

NRF – National Response Framework

PIO – Public Information Officer

PSAP – Public Safety Answering Point

REOC – Regional Emergency Operations Center

SEOC – State Emergency Operations Center

UHF – Ultra High Frequency

VHF – Very High Frequency

WebEOC – Web Emergency Operations Center

**WRHSAC County-Based MACC
Concept of Operations**

WRHSAC – Western Region Homeland Security Advisory Council

HSEEP – Homeland Security Exercise and Evaluation Program