State of Alabama
Emergency Operations Plan

April 20, 2006

Prepared by the
Alabama Emergency Management Agency
Preparedness Division
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STATE OF ALABAMA
EMERGENCY MANAGEMENT AGENCY

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TO: HEADS OF ALL STATE DEPARTMENTS, BOARDS
COMMISSIONS AND AGENCIES
EXECUTIVE HEADS OF COUNTY AND CITY GOVERNMENTS
DIRECTORS OF LOCAL EMERGENCY MANAGEMENT AGENCIES
CITIZENS OF THE STATE OF ALABAMA

Under the authority vested in me as Governor of the State of Alabama by the Constitution of Alabama and the Alabama Code of Laws, the Alabama Emergency Operations Plan (EOP) is hereby revised and supersedes the previous edition dated October 2000. This plan reflects and establishes policy of the State as to the planning, concept of operations, emergency response and recovery.

This plan is designed to clearly and succinctly define the roles, responsibilities, resources and procedures necessary to ensure that emergency assistance becomes available as soon as possible following a disaster, Incident of National Significance or major incident that exceeds local capabilities.

It incorporates the format of the National Response Plan and FEMA Region IV Regional Response Plan to allow rapid integration of federal and state agencies' planning and response efforts.

It also incorporates procedures and doctrine contained in the National Incident Management System to insure efficient and effective coordination between local, state and federal agencies utilizing common terminology, operational procedures and organizational structure.

Bob Riley
Governor

FOREWORD

This is the State of Alabama Emergency Operations Plan (EOP).

The EOP, using the National Response Plan (NRP) and the National Incident Management System (NIMS), establishes the mechanisms to:

- Maximize the integration of incident-related prevention, preparedness, response, and recovery activities;
- Improve coordination and integration of State, County, local, Tribal, private-sector, and nongovernmental organization partners;
- Maximize efficient utilization of resources needed for effective incident management;
- Improve communications and increase situational awareness;
- Facilitate mutual aid and State support to County, local, and Tribal governments;
- Facilitate State-to-State support;
- Provide proactive and integrated State response to catastrophic events; and
- Determine priorities and coordinate protection, response, and recovery of critical infrastructure.

This EOP is based upon guidelines contained in the National Response Plan (NRP). The NRP, as a core plan for national incident management, is linked to an array of incident or hazard-specific Federal contingency plans that are designed to implement the specific statutory authorities and responsibilities of various departments and agencies. Therefore, State agencies that partner with Federal agencies should be operating under the same guidelines to ensure complete and comprehensive coordination.

Emergency Support Functions (ESFs) to the EOP are functional and expand upon the concept of operations contained in the Basic plan. Annexes provide specific responses for agencies of government and define their responsibilities.

The Standard Operating Guidelines (SOGs) required for the implementation of the State EOP are not included because of their voluminous nature. SOGs are the general operating guidelines for departments and agencies and are maintained by those departments and agencies.

An annual review of the EOP will be undertaken by the AEMA Director and those agencies and departments of State government having emergency assignments. The Director will insure that a list of all plan holders is maintained at the AEMA Office and that updates are sent to each one of these individuals.

This plan requires fair and equal treatment to all regardless of race, creed, color, national origin, sex, age, or handicap.

First priority will always be to save lives, second is protection of the environment, and third is mitigation of damage to property.

The State will conduct all response and recovery operations using the Incident Command System. The Integrated Emergency Management System is the cornerstone of the State's emergency and disaster preparedness, response, recovery, and mitigation program. This includes both governmental and non-governmental organizations that have a role in saving lives, caring for the injured, recovering the dead, mitigating property loss, and restoring services and facilities.

This plan, including updates, remains in effect from the time of adoption until modified by changes in policy, planning guidance, or executive order.

Letter of Agreement

The State of Alabama Emergency Operations Plan (EOP) is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. It provides the structure and mechanisms for the coordination of State support to State, local, and tribal incident managers and for exercising direct State authorities and responsibilities. The EOP assists in the important missions of preventing terrorist attacks within the United States; reducing the vulnerability to all natural and manmade hazards; minimizing the damage and suffering caused by any disaster; and assisting in the recovery from any type of incident that occurs.

By signing this letter of agreement, State departments and agencies and other organizations commit to:

- Supporting EOP concepts, processes, and structures and carrying out their assigned functional responsibilities to ensure effective and efficient incident management, including designating representatives to staff interagency coordinating structures, as required;
- Providing cooperation, resources, and support in the implementation of the EOP, as appropriate and consistent with their own authorities and responsibilities;
- Cooperating with appropriate State incident management leadership including the State Coordinating Officer (SCO), Governor's Authorized Representative (GAR) and other resource coordinators, as appropriate and consistent with their own authorities and responsibilities, in order to enable effective and efficient incident management;
- Modifying existing interagency and agency incident management and emergency response plans to facilitate compliance with the EOP;
- Forming and maintaining incident management partnerships with State, local, tribal, and regional entities, the private sector, and nongovernmental organizations;
- Utilizing department- and agency-specific authorities, resources, and programs to facilitate incident management activities in accordance with the EOP; and
- Developing, exercising, and refining State and regional capabilities to ensure sustained operational readiness in support of the EOP.

Signatory departments and agencies follow.

Signatories

Ron Sparks, Commissioner, Alabama Department of Agriculture and Industries

Bruce Baughman, Director, Alabama Emergency Management Agency

Dr. Page Walley, Commissioner, Alabama Department of Human Resources

Dr. Donald E. Williamson, Director, Alabama Department of Public Health

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Jeff Emerson, Communications Director, Governor's Office

Bill Johnson, Director, Alabama Department of Economic and Community Affairs

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Barrett Lawley, Commissioner, Alabama Department of Conservation and Natural Resources

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Jim Main, Director, Alabama Department of Finance

Jim Walter, Director, Department of Homeland Security

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ALABAMA
EMERGENCY OPERATIONS PLAN

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DISTRIBUTION

Governmental Entity (Agency, Dept., etc.)	Number of Copies
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Alabama Department of Environmental Management	
Alabama Emergency Management Agency	
Alabama Department of Agriculture and Industries	
Alabama Power Company	
Alabama Sheriff's Association	
American Red Cross	
Alabama Board of Funeral Services	
Alabama Board of Pardons and Paroles	
Civil Air Patrol	
Alabama Department of Conservation	
Alabama Department of Corrections	
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Alabama Department of Forensic Sciences	
Alabama Department of Homeland Security	

Alabama Department of Human Resources	
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RECORD OF CHANGES

CHANGE NUMBER	DATE OF CHANGE	DATE ENTERED	CHANGE MADE BY (SIGNATURE)

EOP CHANGE REQUEST

TO: Director
State of Alabama Emergency Management Agency
5898 County Road 41
Clanton, Alabama 35046

Recommended Changes, Corrections, Additions, and Deletions to the Emergency Operations Plan

Any user of this plan is encouraged to recommend changes to this plan that the user feels might enhance or clarify a particular portion of the area being addressed. Suggested changes should be submitted to the State Emergency Management Director, at the above address, for coordination, comment, concurrence, and approval. The format of suggested changes should be by Basic Plan or Annex, Section, Paragraph/Subparagraph and page number.

CHANGE:

SHOULD READ:

Submitted by: _____

Date: _____

Phone Number: _____

ACRONYMNS AND ABBREVIATIONS

ABC	Alabama Alcoholic Beverage Control Board
AC	Area Command
ADECA	Alabama Department of Economic and Community Affairs
ADEM	Alabama Department of Environmental Management
AEMA	Alabama Emergency Management Agency
SEOC	Alabama Emergency Operations Center
AERC	Alabama Emergency Response Commission
AFC	Alabama Forestry Commission
ALDHS	Alabama Department of Homeland Security
ALNG	Alabama National Guard
ALVOAD	Alabama Volunteer Agencies Active in Disasters
ARES	Amateur Radio Emergency Services
ARC	American Red Cross
BSI	Base Support Installation
CAP	Civil Air Patrol
CHEMTREC	Chemical Transportation Emergency Center
CBRNE	Chemical, Biological, Radiological, Nuclear, or High-Yield Explosive
CDC	Centers for Disease Control and Prevention
CDRG	Catastrophic Disaster Response Group
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CIA	Central Intelligence Agency
COG	Continuity of Government
CONOPS	Concept of Operations
CONPLAN	U.S. Government Interagency Domestic Terrorism Concept of Operations Plan
COP	Common Operating Picture
COTS	Commercial-off-the-Shelf
CP	Command Post
CT	Counterterrorism
DALO	(NCS) Disaster Area Liaison Officer
DCE	Defense Coordinating Element
DCO	Defense Coordinating Officer
DEST	Domestic Emergency Support Team
DFO	Disaster Field Office
DHR	Department of Human Resources
DHS	Department of Homeland Security
DIA	Defense Intelligence Agency
DISC	Disaster Information Systems Clearinghouse
DMAT	Disaster Medical Assistance Team
DMORT	Disaster Mortuary Operational Response Team
DOC	Department of Commerce
DOD	Department of Defense
DOE	Department of Energy
DOI	Department of Interior
DOJ	Department of Justice

DOL	Department of Labor
DOS	Department of State
DOT	Department of Transportation
DPA	Defense Production Act
DPS	Department of Public Safety
DRC	Disaster Recovery Center
DRM	Disaster Recovery Manager
DSCA	Defense Support of Civil Authorities
DTRIM	Domestic Threat Reduction and Incident Management
DWI	Disaster Welfare Information
EAS	Emergency Alert System
ECC	Emergency Communications Coordinator
ED	Department of Education
EDA	Economic Development Administration
EEI	Essential Element of Information
EMAC	Emergency Management Assistance Compact
EMCs	Emergency Management Coordinators
EMS	Emergency Medical Services
EMTS	Emergency Management of the Transportation System
EOC	Emergency Operations Center
EOD	Explosive Ordnance Disposal
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
EPLO	Emergency Preparedness Liaison Officer
ERL	Environmental Research Laboratories
ERT	Emergency Response Team
ERT-A	Emergency Response Team – Advanced Element
ERT-N	National Emergency Response Team
ESF	Emergency Support Function
ESFLG	Emergency Support Functions Leaders Group
EST	Emergency Support Team
ELT	Evacuation Liaison Team
ETIS	Evacuation Traffic Information System
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FCP	Forward Command Post
FCT	Forward Coordinating Team
FDA	Food and Drug Administration
FECC	Federal Emergency Communications Coordinator
FEMA	Federal Emergency Management Agency
FHwA	Federal Highway Administration
FICO	Flood Insurance Claims Officer
FIRST	Federal Incident Response Support Team
FMC	Federal Mobilization Center
FNVARS	Federal Emergency Management Radio System

FOC	FEMA Operations Center
FOG	Field Operations Guide
FOSC	Federal On-Scene Commander or Federal On-Scene Coordinator
FRC	Federal Resource Coordinator
FRERP	Federal Radiological Emergency Response Plan
FRMAC	Federal Radiological Monitoring and Assessment Center
FRP	Federal Response Plan
FRPCC	Federal Radiological Preparedness Coordination Committee
GAR	Governor's Authorized Representative
GCO	Grant Coordinating Officer
GIS	Geographical Information System
GOTS	Government-off-the-Shelf
GSA	General Service Administration
HASP	Health and Safety Plan
HAZMAT	Hazardous Material
HAZWOPER	Hazardous Waste Operations and Emergency Response Standard
HLT	Hurricane Liaison Team
HMGP	Hazard Mitigation Grant Program
HHS	Department of Health and Human Services
HQ	Headquarters
HSAS	Homeland Security Advisory System
HSC	Homeland Security Council
HSOC	Homeland Security Operations Center
HSPD	Homeland Security Presidential Directive
HUD	Department of Housing and Urban Development
IAIP	Information Analysis and Infrastructure Protection
IAP	Incident Action Plan
IC	Incident Command
ICC	Increased Cost of Compliance
ICD	Infrastructure Coordination Division
ICP	Incident Command Post
ICS	Incident Command System
IIMG	Interagency Incident Management Group
IMCS	Incident Management Communications Systems
IMT	Incident Management Team
INRP	Initial National Response Plan
IOF	Interim Operating Facility
IRR	Initial Response Resources
ISAC	Information Sharing and Analysis Center
IST	Incident Support Team
JDCC	Joint Data Coordination Center
JDOMS	Joint Director of Military Support
JFO	Joint Field Office
JFOCG	Joint Field Office Coordination Group
JIC	Joint Information Center
JIS	Joint Information System

JOC	Joint Operations Center
JTF	Joint Task Force
JTTF	Joint Terrorism Task Force
LE	Law Enforcement
LEOC	Local Emergency Operations Center
LEPC	Local Emergency Planning Committee
MAC	Mapping and Analysis Center
MAC Group	Multi-agency Coordinating Group
MACS	Multi-agency Coordination Systems
MCP	Mobile Command Post
MERS	Mobile Emergency Response Support
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NASA	National Aeronautics and Space Administration
NAWAS	National Warning System
NBC	Nuclear, Biological, and Chemical
NCC	National Coordinating Center (for Telecommunications)
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NCS	National Communications System
NDMS	National Disaster Medical System
NDTA	National Defense Transportation Association
NEOC	National Emergency Operations Center
NFIP	National Flood Insurance Program
NGO	Nongovernmental Organization
NICC	National Infrastructure Coordinating Center
NIEOC	National Interagency Emergency Operations Center
NIFC	National Interagency Fire Center
NIH	National Institutes of Health
NIJ	National Institute of Justice
NIMS	National Incident Management System
NIST	National Institute of Standards and Technology
NJTTF	National Joint Terrorism Task Force
NOAA	National Oceanic and Atmospheric Administration
NOS	National Ocean Service
NPP	National Protection Plan
NRC	Nuclear Regulatory Commission
NRCC	National Resource Coordination Center
NRCS	Natural Resources Conservation Service
NRP	National Response Plan
NRS	National Response System
NRT	National Response Team
NSA	National Security Agency
NSSE	National Special Security Event
NTSP	National Telecommunications Support Plan
NVOAD	National Voluntary Organizations Active in Disaster
NWS	National Weather Service

OET	Office of Emergency Transportation
OMB	Office of Management and Budget
OPM	Office of Personnel Management
OPSEC	Operational Security
OSC	On-Scene Coordinator
OSHA	Occupational Safety and Health Administration
PA	Primary Agency, Public Assistance
PAC	Public Access Center
PAO	Public Affairs Officer
PCC	Policy Coordinating Committee
PDA	Preliminary Damage Assessment
PEP	Propositioned Equipment Program
PFO	Principal Federal Official
PHS	Public Health Service
POC	Point of Contact
PPE	Personal Protective Equipment
PVO	Private Volunteer Organization
RACES	Radio Amateur Civil Emergency Service
RCP	Regional Contingency Plan
RCRA	Resource Conservation and Recovery Act
REPLO	Regional Emergency Preparedness Liaison Officer
RETCO	Regional Emergency Transportation Coordinator
RFA	Request for Federal Assistance
RISC	Regional Interagency Steering Committee
RRCC	Regional Resource Coordination Center
RRT	Regional Response Team
ROC	Regional Operations Center
ROSS	Resource Ordering and Status System
RST	Regional Support Team
S&T	Science and Technology Directorate
SA	Support Agency
SAC	FBI Special Agent-in-Charge
SBA	Small Business Administration
SCC	Secretary's Command Center (HHS)
SCO	State Coordinating Officer
SDC	State Donations Coordinator
SDO	Standards Development Organizations
SEOC	State Emergency Operations Center
SERT	State Emergency Response Team (AL)
SFLEO	Senior Federal Law Enforcement Official
SFO	Senior Federal Official
SIOC	Strategic Information and Operations Center
SITREP	Situational Report
SLGCP	DHS Office of State and Local Government Coordination and Preparedness
SME	Subject Matter Expert
SNS	Strategic National Stockpile

SOGs	Standard Operating Guidelines
SOPs	Standard Operating Procedures
SOSC	State On-Scene Coordinator
START	Scientific and Technical Analysis and Response Team
STED	Science, Technology, and Energy Division
STOLS	Structures Specialists and System to Locate Survivors
TREAS	Department of Treasury
TSA	Transportation Security Administration
TSC	Terrorist Screening Center
TTIC	Terrorism Threat Integration Center
TVA	Tennessee Valley Authority
UAC	Unified Area Command
UC	Unified Command
UC/IC	Unified Command/Incident Command
UOC	U.S. Army Corps of Engineers Operations Center
US&R	Urban Search and Rescue
USACE	United States Army Corps of Engineers
USCG	United States Coast Guard
USDA	United States Department of Agriculture
USFS	United States Forest Service
USGS	United States Geological Service
USPS	United States Postal Service
USSS	United States Secret Service
USTRANSCOM	United States Transportation Command
VA	Veterans Administration
VAL	Voluntary Agency Liaison
WETP	Worker Education and Training Program
WMD	Weapons of Mass Destruction
WMD-CST	Weapons of Mass Destruction Civil Support Team

ALABAMA EMERGENCY OPERATIONS PLAN

BASIC PLAN

I. Introduction and Purpose

A. Introduction

1. The Alabama Emergency Management Agency (AEMA) was established pursuant to Section 4 of the Alabama Emergency Management Act of 1955 (Public Law 31-9), Act 47, June 1955.

2. The AEMA is the focal point within the State government for emergency planning, preparedness, mitigation, response, and recovery. The mission of the agency is to meet the needs of people facing emergencies and disasters by playing a leading role in (a) State efforts to aid victims, (b) coordinating Federal effort to aid victims, (c) building the emergency management capacity of State and local governments, and (d) the general enhancement of emergency management by integration of its four functions - mitigation, preparedness, response, and recovery.

B. Purpose

This plan is an all-hazards incident prevention, preparedness, response, and recovery plan that provides:

1. Policy and guidance for State and local disaster mitigation, preparedness, response, and recovery operations. This plan details capabilities, concept of operations, incident management actions, authorities and responsibilities, and establishes mutual understanding among Federal, State, local, and other public and qualifying private nonprofit organizations.

2. Effective utilization of government (Federal, State, and local) and private sector resources in mitigating, preparing for, responding to, and recovering from the effects of disasters.

3. Coordination, administration, and integration of the emergency management plans and programs of the Federal government and State and local governments.

4. An outline of State and local government responsibilities in relation to Federal disaster assistance programs under Public Law 93-288 (The Stafford Act), other applicable laws, the National Response Plan and other applicable Federal response plans.

C. Scope and Applicability

This EOP establishes the guidance for State Government involvement in coordination of domestic incident management and consequence management. This plan follows guidelines established in the National Response Plan (NRP) and incorporates the Emergency Support Functions (ESFs), Support Annexes, and Incident Annexes contained in the NRP, as they pertain to State and local incident management.

II. Planning Assumptions and Considerations

A. Situation

Alabama is subject to many natural, technological, or national security hazards that could result in an emergency or disaster. The following hazards, which are a composite for the State, are listed in descending order and subjectively ranked on the basis or probability of occurrence (frequency) and impact if it occurs (vulnerability).

B. Hazards Analysis Discussion. The hazard analysis for the State of Alabama was based on the following premises:

1. **Hazards** are defined as a source of potential danger or adverse conditions. Each hazard has an expected frequency, or probability, which is simply a calculation of how likely it is to occur in a given time period, such as a year. Statistical studies were reviewed to determine the types of hazards Alabama has been subjected to in the past and the possible or probable frequency of reoccurrence of these events. These studies were drawn from several agencies that maintain records of events of natural and technological events that have created hazardous incidents in Alabama and the natural hazards are contained in the State of Alabama Enhanced Hazard Mitigation Plan.

2. **Risk Assessments** consider not only the probability and expected severity of hazards, but also their effects on physical elements in the community (people, infrastructure, and the operation of government and businesses). Each of these assets has some vulnerability to hazards. For example, buildings are vulnerable to damage from high winds and flood damage. Vulnerabilities can be quantified, and combined with the value of the assets or services to determine risk. These figures were used to determine the amount of vulnerability of Alabama to certain hazards.

3. There are several hazards that threaten Alabama, but could not be accurately projected as to frequency or vulnerability. These hazards either have never occurred or had very limited consequences when they did occur. However, due to the growing population and

urbanization of Alabama, the influx of business that utilizes more and more hazardous materials, and the rapid expansion of cities, the likelihood of these hazards creating incidents grows every day. Therefore, we have made an estimate based on the worst case scenario for these hazards and their effects.

4. Table 1 – Hazard Analysis

HAZARD RANKING		RISK			IMPACT		
		HIGH	MED	LOW	HIGH	MED	LOW
NATURAL HAZARDS							
1	Flooding	H			H		
2	Tornados/Wind Storms	H			H		
3	Hurricanes	H			H		
4	Winter/Ice Storms	H				M	
5	Lightning	H					L
6	Drought		M				L
7	Hail		M				L
8	Extreme Temperatures		M				L
9	Wildfire			L			L
10	Urban Fire			L			L
11	Earthquakes			L			L
12	Landslides/Subsidence			L			L
TECHNOLOGICAL HAZARDS							
1	Energy Crisis		M			M	
2	Transportation (Air/Sea/Rail)		M			M	
3	Terrorism			L	H		
4	Chemical Stockpile (CSEPP)			L	H		
5	Radiological (Attack)			L	H		
5	Radiological (Fixed Facility)			L		M	
6	Dam Failure			L		M	
7	Hazmat (Fixed Facility)			L		M	
8	Cyber-Terrorism			L		M	
9	Hazmat (Transportation)			L			L
10	Civil Disturbance			L			L
11	Radiological (Transportation)			L			L

C. Assumptions

1. Incident management activities will be initiated and conducted using the National Incident Management system (NIMS).

2. Government is responsible for the safety and welfare of the citizens in time of a disaster or a threat of a disaster. Incidents are managed at the lowest possible geographic, organizational, and jurisdictional level.

3. Disasters may occur in the State at any time and may cause varying degrees of damage, human suffering, injury, death, property damage, and economic hardship to individuals and private businesses, local government, and State government.

4. This plan assumes three organization levels of emergency preparedness and response; namely, the local, State, and Federal levels of government. Preparedness, warning protection, and relief are general responsibilities of all levels of government working together. Emergency operations are initiated at the level most appropriate for a rapid response to the situation.

5. Local governments, to varying degrees, have capabilities, plans, and procedures to provide for the safety and welfare of citizens' during times of emergency and will deploy resources in a timely fashion to the extent of their capabilities.

6. The State agencies have emergency resources and expertise available, which can be utilized to relieve emergency or disaster related problems that are beyond the capabilities of local government.

7. Federal agency resources and expertise can be mobilized to augment local and State efforts in relieving emergency or disaster related problems beyond the capabilities of both State and local governments.

8. Private and volunteer organizations can provide immediate life sustaining relief to individuals and families when such relief is not normally available from government resources. The private and volunteer organizations can directly support recovery efforts. These private organizations coordinate activities among themselves to prevent duplication of efforts or omission of needed assistance. Government agencies provide information, guidance, and coordination for use by these organizations. Private and volunteer organizations cooperate with Federal and State coordinating officers following a declaration of emergency or major disaster.

III. Incident Management Activities – Mitigation/Prevention, Preparedness, Response, and Recovery

A. Response includes:

1. Emergency

When advised that a natural disaster, technological disaster, or a national security emergency is imminent or has occurred, the AEMA will notify the appropriate local emergency management offices, State and Federal agencies, and volunteer organizations.

The Alabama Emergency Operations Center (SEOC) may be activated as a central coordinating and direction and control facility.

2. Levels of Response

When notified that a natural or man-made disaster is impending or the threat of an international crisis or hostile action increases, the AEMA will issue warnings and advisories to appropriate local emergency management offices and State and Federal agencies. The SEOC operational activities, staffing, and notifications will be based on the principles of the NIMS and ICS and the following five levels of response:

LEVEL V – Involves daily operations at the normal staffing level. EOC personnel monitor communications for events or possible events and advise other AEMA staff as required.

LEVEL IV – Involves an event likely to be within the capabilities of local government and results in only limited (does not require involvement beyond the Regional Coordinator and several assistants) need for State assistance. Typical daily activities continue while the event is monitored. Notification is limited to those State agencies that have normal day-to-day emergency responsibilities or regulatory requirements. If the event occurs during non-duty hours, the operations officer may be required to report to the SEOC to monitor the situation and respond to requests for State assistance.

LEVEL III – Involves any event that has the potential to develop into an emergency or disaster and will likely require the assistance of at least two or three State agencies. A limited staff will be in place in the SEOC staffed with AEMA personnel and those agencies essential to the response. Twenty-four hour staffing may be required. Daily activities are altered to accommodate the situation. All applicable State agencies are alerted.

LEVEL II – Involves an event that has become, or is becoming, an emergency or disaster and requires significant State response and possible Federal response and recovery assistance (local government capabilities are clearly exceeded). The Command Section, Operations Section, Planning Section, Logistics Section, and Finance/Administration Section are at least partially staffed on a 24-hour basis in the SEOC. Support agencies are alerted and most AEMA personnel are assigned to emergency/disaster functions. The Governor may declare a State of Emergency. The

Alabama EOP is implemented. DHS-EPR (aka FEMA) Federal Emergency Response Team (ERT-A) and State Liaison may be requested.

LEVEL I - Involves a declared disaster, which requires an extensive State response, where the State and local governments are clearly overwhelmed. The SEOC is fully staffed for 24-hour operations by the Command Section, Operations Section, Planning Section, Logistics Section, and the Finance/Administration Section. The State requests implementation of the National Response Plan and the presence of the FEMA Region State Liaison and the ERT-A, if not previously requested.

B. Recovery includes: Short term and long term actions taken to return the individuals and their communities to a state of normalcy in the same or better condition than before the incident.

(1) After the immediate threat to life and property has passed, or if a Presidential declaration is received, State and Federal recovery operations will be coordinated and programs will be administered from the Joint Field Office (JFO). Long-term recovery efforts will be coordinated directly with the individual agencies after the JFO closes.

(2) Typical recovery actions may include:

- Repair and replacement of damaged public facilities;
- Cleanup and removal of debris;
- Temporary housing and other assistance for disaster victims and their families;
- Low-interest loans to help individuals and businesses with long-term rebuilding and hazard mitigation measures;
- Decontamination and re-opening of facilities;
- Restoration of public services (power, water, sewer, telecommunications);
- Crisis counseling and mental health services;
- Unemployment and displacement services; and
- Planning and programs for long-term economic stabilization, community recovery, and hazard mitigation.

C. Mitigation and Preparedness Includes:

Mitigate the effects of a disaster to facilitate recovery efforts. State and local governments shall conduct hazards analysis surveys, develop projects to address the hazard, promote land use planning, and institute training and public information programs to provide for the effective use of all available resources and to avoid potential hazards. In the

preparedness phase, resource lists must be updated, the emergency management system must be tested and evaluated through emergency preparedness exercises, personnel must be trained, and plans revised.

State agencies and local governments shall develop Standard Operating Guides (SOGs) to support and implement policy addressed in the Alabama Emergency Operations Plan (Governor's Executive Order #15, dated February 15, 1994).

IV. EOP Organization

A. Interface with the National Response Plan (NRP)

1. The NRP is an all-hazard disaster response plan that establishes the protocols for Federal Government involvement in, and DHS coordination of, domestic incident management. The plan distinguishes between incidents that require DHS coordination, termed “Incidents of National Significance”, and the majority of incidents that occur each year at local, State, and Federal levels and are handled through other established authorities and existing plans. The NRP identifies fifteen (15) emergency support function (ESF) annexes. Each annex provides detailed descriptions of the mission, policies, structure, and responsibilities of Federal agencies for coordinating resource support to a State during Incidents of National Significance. This plan incorporates these ESF Annexes and assigns corresponding State agencies to provide interface with required functions.

2. The plan also provides for the insertion of a Federal Emergency Response Team (ERT-A) into a State before or immediately following the onset of a potentially catastrophic event. The ERT-A initially operates from the SEOC and from the disaster area. When the Joint Field Office (JFO) is operational, the ERT-A transitions to the JFO. The State SERT interfaces with the Federal ERT.

3. State and local interface with the ERT-A and ESFs is essential. Each State ESF is implemented by a designated State agency working with its Federal counterpart to identify and fulfill needs in a coordinated, cohesive, and rapid manner. Accordingly, a summary of the ESFs and their assigned Primary State agencies along with matrices assigning support duties to other agencies are included in TAB A. Local jurisdictions should use this information as a guide to interface local functions with the ERT-A, the SERT, and with the State Coordinating Officer (SCO).

B. National Incident Management System/Incident Command System (NIMS/ICS)

NIMS/ICS will be the operative management and command system for the Alabama Emergency Management Agency (AEMA).

V. Roles and Responsibilities

Roles:

A. Federal

The Department of Homeland Security, EPR Director also known as the Federal Emergency Management Agency (FEMA) coordinates Federal activities for all disaster situations and provides Federal planning, training, and funding to support State and local efforts.

B. State

1. The Governor shall direct and control all State activities in response to the effects of disasters (State Code 31-9-6).

2. AEMA was created by ACT 47 of the Emergency Management Act of 1955, Chapter 9, Title 31, Code of Alabama 1975, which mandates that a Governor-appointed State Emergency Management Agency Director carry out the program for emergency management within the State. In the event of emergency, AEMA coordinates State resources to support local governments when the incident response is beyond their capability. If the response is beyond both State and local capability, AEMA can seek Federal disaster assistance through the Governor's Office. The AEMA Director is also designated as the Deputy Director of ADHS.

3. The Alabama Department of Homeland Security (ADHS) was created by legislative action on June 18, 2003. The ADHS was designed to ensure adequate preparations are in place to deal with terrorist events, to generally provide for the common defense, and to protect and preserve the life, health, welfare, and property of the people of Alabama. The ADHS is charged with the development, coordination, and implementation of a State policy to secure the State from terrorist threat or attack.

4. At the direction of the Governor, all State agencies are responsible for providing personnel and equipment to support disaster mitigation, preparedness, response, and recovery upon request of the Alabama Emergency Management Agency (AEMA).

5. The head of each State agency with disaster responsibilities or capabilities shall appoint an Emergency Management Coordinator (EMC) and

alternates to coordinate with the AEMA in the development of agency disaster-related Standard Operating Guidelines and annexes or appendices to this plan to most effectively utilize agency resources. Liaison coordinators and alternates with response capabilities will be available on a 24-hour basis to commit agency resources as required.

C. Local

1. State Code 31-9-10 directs the establishment of local organizations for emergency management in accordance with the State emergency management plan and programs. The local organizations have the responsibility of coordinating the disaster preparedness, mitigation, response, and recovery efforts of local governments.

2. Local agencies are assigned disaster responsibilities based upon existing capabilities as provided in local emergency operations plans and programs.

D. Private or Volunteer Organizations

Many private relief organizations are involved in a disaster situation. If the objective of disaster response in general is to bring the maximum amount of resources necessary to bear on a problem while avoiding duplication of effort to the detriment of other areas and people, then it follows that private relief organizations have a two-fold responsibility. The first responsibility is to cooperate and coordinate with government agencies to help ensure broad and thorough coverage of relief. The second, and more important responsibility, is to provide relief not provided by government on a complementary and supplementary basis to that relief which is provided by government.

<u>Responsibilities:</u>

A. Federal

1. The U.S. Department of Homeland Security (DHS) coordinates and implements the comprehensive national anti-terrorism strategy as well as the National Response Plan in context of terrorist attacks, major disasters, and other emergencies.

Pursuant to the Homeland Security Act of 2002, the Secretary of DHS is responsible for coordinating Federal operations within the United States *to prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, or other emergencies.* The secretary shall coordinate the Federal Government's resources utilized in response to these events if and when any one of the four conditions apply: (1) a Federal department or agency has requested the assistance of the Secretary; (2) the resources of State and local authorities are

overwhelmed and Federal assistance has been requested by those authorities; (3) more than one Federal department or agency has become substantially involved in responding to the incident; or (4) the Secretary has been directed to assume responsibility for managing the domestic incident by the President. The Secretary of Homeland Security is the Principal Federal Officer (PFO) for domestic incident management. For an incident in Alabama, the Secretary will either designate an interim PFO or designate a PFO to handle the specific incident. That can be a DHS official from Washington, D.C or a local DHS agency Head from the USSS, TSA, ICE, Coast Guard, FEMA, etc. The strategic intent is to unify domestic incident management under the Secretary of Homeland Security. The National Homeland Security Operations Center (HSOC) is the primary national-level hub for operational communications and information pertaining to domestic incident management.

2. The DHS-EPR (aka FEMA) is responsible for the following areas of planning and operations:

a. Supporting State and local governments in planning, preparedness, mitigation, response, and recovery operations.

b. Coordinating Federal aid for presidential declared disasters and emergencies by implementing the National Response Plan.

c. Coordinating civil emergency preparedness for the possibility of nuclear power plant accidents, radiation accidents, and attack.

d. Ensuring continuity of government and coordinating mobilization of resources during national security emergencies.

e. Determining which materials are critical and strategic; and setting goals for the national defense stockpile.

f. Providing training and education.

g. Administering the National Flood Insurance Program.

h. Developing public information programs.

i. Conducting research to address disaster and emergency operations issues and problems.

3. When the President declares a major disaster or emergency under the Stafford Act, the Governor and the DHS-EPR Region implement a Federal/State Agreement. In the agreement, the Governor designates the State Coordinating Officer who works with the Federal Coordinating Officer in the coordination of

relief operations for State and local government agencies and affected individuals in support of Stafford Act disasters and emergencies.

4. The Federal Coordinating Officer is responsible for organizing and coordinating the administration of Federal assistance, including those quasi-public organizations agreeing to operate under the FCO's direction.

5. The United States Secret Service (USSS).

As an agency under the Department of Homeland Security, the USSS provides security for designated government officials and national events, and preserves the integrity of the nation's financial and critical infrastructures through criminal investigations as well as preventative measures. In the event of an incident in Alabama, the USSS would intensify the protection of any of its protected persons in and around Alabama. The USSS would share any intelligence with affected agencies and offer whatever support available in response to the incident. If the USSS Special Agent in Charge is designated the PFO, then his/her response would be governed by the role outlined under the DHS section of this document.

B. State

Governor

1. The Governor's general powers and duties with respect to emergency management are specified in the State Code 31-0-6 and emergency powers are specified in State Code 31-9-8.

2. The Governor should also ensure command and control procedures are in place, conduct command and control readiness actions, alert government personnel and population, and provide for an EOC staff.

3. The Governor has overall responsibility for economic stabilization, if so required. Economic stabilization is to provide, in concurrence with Federal and State policy, interim economic stability controls and emergency measures for the rationing of food, petroleum products, and other essential items to consumers and the stabilization of prices, wages, salaries, and rents.

4. The Governor is Commander in Chief of the State's military forces. To become operational, the Governor or a legally designated alternate must place the Alabama National Guard in State Active Duty Status. The request for activation may originate at the local level by the county chief executive officer or mayor and be forwarded to the AEMA. The Governor can activate State military forces without any local request.

Director of the Alabama Emergency Management Agency

The Alabama Emergency Management Agency is the lead State agency for coordinating disaster/emergency planning, response, and relief efforts. AEMA, in coordination with ALDHS, is responsible for advising the Governor, State and local officials, and others to the nature, magnitude, and possible effects of a natural, technological, or national security emergency. The AEMA also:

1. Coordinates the efforts of all State, county, and municipal agencies and departments in developing a statewide emergency management system.

2. Conducts a Statewide preparedness program to assure the capability of local governments to execute local emergency plans.

3. Coordinates the activities of the various State agencies, counties and municipalities in preparing for and operating in disasters.

4. Establishes, organizes, and operates the SEOC.

5. Supports warning operations.

6. Establishes an effective system for reporting, analyzing, displaying, and disseminating emergency information in the SEOC.

7. Receives, reviews, and critiques local emergency operations plans.

8. Establishes and directs operation of the State emergency communication system.

9. Provides timely and accurate information to the media and public through a Public Information Office.

10. Coordinates evacuation of areas affected or threatened by a disaster.

11. Coordinates search and rescue operations.

12. Assists in coordinating debris removal operations.

13. Coordinates the damage assessment and needs assessment process with local and Federal assessment teams.

14. Receives, processes, and recommends appropriate response to requests for assistance.

15. Augments Federal Disaster Recovery Centers' (DRCs) operations.

16. Prepares, reports, and records (Information and Planning).

17. Co-chairs the Alabama Emergency Response Commission to ensure the requirements of the Emergency Planning and Community Right to Know Act of 1986, also known as SARA Title III (PL 99-499), are properly implemented in Alabama.

18. Primary agency for ESFs #1, #2, #5, #7, #9, and # 12 and supports all other ESFs.

Directors of State agencies, departments, and commissions are responsible for the emergency functions of their agencies as follows:

1. General

a. Technical/operational response to certain disasters or their effects (such as radiological incidents or forest fires) is the responsibility of the State agency normally concerned with these matters. As in other disasters, supporting services are provided through procedures contained in the Alabama Emergency Operations Plan. Any agency may be asked to participate in the damage assessment process.

b. Develop and maintain current plans and SOGs for effective performance of the organization's assigned disaster functions, including contingency plans for disaster situations within the purview and areas of cognizance of the individual organization.

c. Maintaining liaison with Federal counterparts in disaster functions and ensuring current agency knowledge of counterpart's resources and their means of utilization.

d. Develop cooperative agreements and maintain liaison with all private groups and associations which possess significant quantities of resources related to the respective organization's primary functions.

e. Within existing capabilities, provide assistance and guidance to local emergency counterparts.

f. Provide SEOC representation as indicated in the AEOP or as requested by the AEMA Director.

g. Each State agency with a primary or support role in disasters must designate an Emergency Management Coordinator (EMC) to represent the agency in conducting emergency planning and operations functions. The EMC facilitates an agency's integration into the operations of the State's EOC and State Emergency Support Teams (SERT).

h. Each State agency assigned primary support responsibilities will be responsible for implementing and maintaining the Emergency Support Annex.

2. Emergency Support Functions (ESFs) – The scope of each of the ESFs and their Primary Agencies are shown in Figure 1. Additional assignments of Support Agencies are contained in Tab A.

FIGURE 1.—*Emergency Support Functions*

ESF	SCOPE
ESF #1 – Transportation **Primary Agency: Alabama Department of Transportation**	• State and civil transportation support • Transportation safety • Restoration/recovery of transportation infrastructure • Movement restrictions
ESF #2 – Telecommunications and Information Technology **Primary Agency: Alabama Emergency Management Agency**	• Coordinate with Telecommunication Industry • Restoration/repair of telecommunication network • Cyber and Information Technology
ESF #3 – Public Works and Engineering **Primary Agency: Alabama Department of Transportation**	• Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services, Construction Management • Critical Infrastructure Liaison
ESF #4 – Firefighting **Primary Agency: Forestry Commission**	• Firefighting activities on State lands • Resource support to rural and urban firefighting operations
ESF #5 - Emergency Management Information/Plans **Primary Agency: Alabama Emergency Management Agency**	• Information collection, analysis and dissemination • Reports, bulletins, advisories and assessments • Action planning and tracking • Resource tracking • Science and Technology support (modeling, information provision and interpretation)
ESF #6 - Mass Care, Housing & Human Services **Primary Agency: Department of Human Resources**	• Mass care • Disaster housing • Human Services
ESF #7 – Resource Support and Logistics Management **Primary Agency: Alabama Department of Finance**	• Resource Support • Logistics
ESF #8 - Public Health and Medical Services **Primary Agency: Department of Public Health**	• Public Health • Medical • Mental Health services • Assays, disease models • Mortuary Services
ESF #9 – Urban Search and Rescue **Primary Agency: Alabama Emergency Management Agency**	• Life saving assistance • Urban search and rescue
ESF #10 - Oil and Hazardous Materials Response **Primary Agency: Department of Environmental Management**	• Hazardous materials (hazardous substances, oil, etc.) response • Environmental safety and short & long-term cleanup
ESF #11 – Agriculture and Natural Resources **Primary Agency: Department of Agriculture and Industries**	• Nutritional services • Food Safety and Security • Animal and plant disease/pest response • Natural and Cultural resources and historic properties

	protection and restoration
ESF #12 – Energy **Primary Agency: ADECA**	• Energy infrastructure assessment, repair/restoration • Energy industry utilities coordination • Energy forecast
ESF #13 – Public Safety and Security **Primary Agency: Department of Public Safety**	• Facility and resource security • Security planning and technical resource assistance • Public safety/security support • Support to access, traffic, and crowd control
ESF #14 – Long-Term Community Recovery and Mitigation **Primary Agency: Governor's Office of Faith Based Initiatives**	• Social and economic community impact assessment • Long-term community recovery assistance • Mitigation analysis and program implementation
ESF #15 - External Affairs **Primary Agency: Governor's Office**	• Emergency public information and protective action guidance • Media and Community Relations • Legislative Affairs • Tribal Affairs

3. Support Annexes and Incident Annexes. Support Annexes provide functional descriptions and specific administrative requirements for operational elements common to most incidents that are not addressed in the body of the EOP. Incident Annexes describe the mission, policies, concept of operations, and responsibilities in specific Incidents of National Significance.

a. Support Annexes:

(A) Financial Management
(B) Logistics Management
(C) Private Sector Coordination
(D) Public Affairs
(E) Science and Technology
(F) Tribal Relations
(G) Volunteer and Donations Management
(H) Worker Safety and Health

b. Incident Annexes:

(A) **Biological Incident**. Describes the response to a biological terrorism event, pandemic influenza, emerging infectious disease, or novel pathogen outbreak.
(B) **Catastrophic Incident**. Establishes the strategy for implementing and coordinating an accelerated response to a catastrophic incident.
(C) **Cyber Incident**. Establishes procedures for a broad based approach to the preparation for, remediation of, and recovery from catastrophic events impacting critical state processes and the state economy.

(D) **Food and Agricultural Incident**. Describes the actions during a terrorist attack, major disaster, or other emergencies involving agriculture, livestock and the food system.
(E) **Nuclear/Radiological Incident.** Provides an organized and integrated capability for timely, coordinated response by State agencies to nuclear/radiological incidents.
(F) **Oil and Hazardous Substances Incident**. Describes the mission, policies, concept of operations, and responsibilities in response to State hazardous substances pollution incidents.
(G) **Terrorism Incident Law Enforcement and Investigation**. Describes the law enforcement and criminal investigation activities in response to a terrorism event.
(H) **CSEPP Incident.** Describes the procedures to be followed for incidents involving the Chemical Stockpile Emergency Preparedness Program facilities at Anniston Army Chemical Facility in Anniston, Alabama.

C. Local

a. Local government has the responsibility for initial response and relief to the extent of their capabilities and should request State assistance only after their resources or mutual aid have been expended or are clearly inadequate to cope with disaster.

b. Planning should occur before a disaster to provide such functions as warning, public information, search and rescue, public safety, emergency medical care, emergency shelter, evacuation, mass feeding, and damage assessment.

c. Mutual aid agreements should be promulgated and coordination should be established with locally sited State and Federal agencies, local chapters of quasi-governmental organizations, and the local private sector. These agreements should outline any provisions for reimbursement of expenses (material and personnel) that are incurred during non-declared emergencies.

d. Emergency operations plans and standard operating procedures must be kept current and individuals must be trained in disaster operations.

e. The local emergency management agency should maintain close liaison with the SEOC and keep State government informed from the onset of a disaster as to situation, availability of resources, and needs to enhance effectiveness of support.

f. The local emergency management agency should also be instrumental in participating in Local Emergency Planning Committee (LEPC) activities, which are required by PL 99-499.

D. Private

An essential element of almost any disaster relief effort is the assistance provided by private relief organizations in the distribution of food, medicine, and supplies, in the provision of emergency shelter, and in the restoration of community services. The American Red Cross, which operates under a Federal Charter (Public Law 58-4, January 5, 1905, 33 Stat. 599), provides grants and other types of assistance to individuals and families in disaster emergencies. The Salvation Army, Mennonite Disaster Service, food banks, other charitable organizations, and church groups also provide valuable assistance.

VI. Concept of Operations

A. General

1. When a disaster is imminent or has occurred, local governments have the primary responsibility and will respond to preserve life and property. Local officials may implement emergency statutes and ordinances and may declare a local State of emergency that will permit them to mobilize and commit their emergency resources.

2. Local government will inform the AEMA using the reporting procedures in the local EOP, utilizing EM2000. When local resources cannot meet the needs created by a disaster, a local government that is signatory to mutual aid compacts will call for the aid of any and all other signatories.

3. When disaster conditions appear likely to exceed the combined capabilities of a local jurisdiction and mutual aid compact signatories, local governments will request the support of the State through the State Emergency Operations Center (SEOC); State resources will be supplemental to local resources.

4. AEMA will evaluate local requests for assistance based upon the level of local resource commitment and upon the availability of State resources. If the Governor determines local assets and resources have been fully utilized and State resources are available, he/she will authorize their commitment to the emergency.

5. The Governor may then proclaim a “State of Emergency” and the provisions of the Alabama EOP will be invoked.

6. At this time, the SEOC may be fully activated or partially activated and necessary State agency Emergency Management Coordinators (EMCs) will be called to their EOC positions. All State resources will be committed through the SEOC. Local damage and needs assessment teams (augmented by State personnel) will be formed and dispatched to the impacted area(s). State Emergency Response Teams (SERT) may also be formed and sent to the impacted area(s) to support the National Response Plan emergency support functions. The Governor will usually provide direction and control from the SEOC but may also locate a forward joint operations center (JOC) whenever the situation so requires.

7. In case of hostile actions or international hostilities, a warning will be disseminated to local governments and State agencies. The Governor or his legal successor and the heads of selected State agencies will carry out their emergency responsibilities from the SEOC or from an alternate site designated by the Governor. The State Director of Emergency Management will directly supervise the State warning communications, dissemination of public information, search and rescue functions, and coordinate the emergency functions of other State agencies.

8. State disaster relief can be provided to local governments without a Declaration of a "State of Emergency" when such resources are needed for life saving missions or to relieve suffering and hardship. If State capabilities are exceeded, the State can request assistance from other States under provisions of the Emergency Management Assistance Compact (EMAC) or any existing Mutual Aid Compacts. Requests for EMAC assistance will be submitted as outlined in the EMAC SOG.

9. If capabilities (financial or operational) of State government are exceeded, the Governor can request Federal disaster emergency assistance. The Governor makes requests for assistance from Federal agencies administering disaster assistance programs under separate statutes to the head-administering agency. In the case of a disaster in which additional disaster assistance is required beyond that generally administered by individual Federal agencies, the Governor may make a request for Federal emergency, major disaster, or fire suppression assistance under the authority of PL 93-288, as amended by the Stafford Act, to the President through the Regional Director of the DHS-EPR (aka Federal Emergency Management Agency (FEMA)).

10. Once the President approves the request for assistance, Federal disaster assistance to the State, authorized by the Stafford Act, is coordinated by the Primary Federal Official (PFO). A State Coordinating Officer (SCO) is appointed by the Governor for the purpose of coordinating State and local disaster assistance efforts with those of the Federal government.

Federal disaster assistance authorized under separate statute is coordinated and provided by the administering agency.

B. Direction and Control

1. The Governor is the chief executive and has broad powers under the State Code. These powers include the authority to declare a State of emergency, direct and allocate resources in the State, and to request Federal assistance.

2. In the absence of the Governor, the following line of succession will be followed: (1) Lieutenant Governor, (2) President Pro Tempore of the State Senate, (3) then Speaker of the State House of Representatives, followed – if ever necessary – by (4) Statewide Elected Executive Officers (Article V, Section 127, Constitution of Alabama of 1901).

3. Emergency/disaster operational decisions are normally implemented through the Director of the Emergency Management Agency who in times of disaster is designated the State Coordinating Officer. In his absence, the Assistant Director or designated successor will direct actions authorized by statute, regulation, and provisions of this plan.

4. Each Agency/Department head appoints a coordinator and alternate with authority to commit resources during an emergency. These persons may operate from the SEOC or other locations, depending upon the severity of the emergency and the directions of the AEMA Director.

5. The SEOC is located at 5898 County Road 41 in Clanton, AL. Responsibilities of the AEMA staff and various agency coordinators are summarized in Paragraph IV.

C. Continuity of Government (COG)

COG, an essential function of emergency management, is vital during a national security emergency. While this paragraph explains the COG concept, the complete COG program in Alabama is in a separate document.

1. Definition

State and local Continuity of Government (COG) is defined as preservation, maintenance, or reconstitution of the civil government's ability to carry out the executive, legislative, and judicial processes under the threat or occurrence of any emergency condition that could disrupt such processes and services.

2. Applicability

a) The COG concept is of critical importance to all three levels of government (local, State, and Federal). All three levels of government share the constitutional responsibility for preservation of the life and property of the citizenry.

b) Our nation is composed of three interdependent levels of government, which are established by law. This interdependence between levels of government dictates that the viability of the United States cannot be ensured through the stability and maintenance of only one level of government. During a national security emergency, Federal, State, and local governments must work together to both ensure survival and provide mutual support to each other during the emergency. The vast bulk of national resources – human and material – are at State and local government levels. National viability in such a crisis is directly dependent upon the ability of State and local governments and institutions to survive and operate. Thus, COG has applicability for the three branches of government (executive, legislative, and judicial).

3. Background

Continuity of Government is directly concerned with the provisions of essential support services to the civilian population while assuring the survivability of the American constitutional and democratic form of government. During a national emergency, the continuation of Federal government operations is not practical or possible unless resources and information from State and local governments directly support such operations. Accordingly, national viability is dependent on the stability and survivability of State and local government institutions, which, with the Federal institutions, share the constitutional responsibility to preserve the lives and property of the people. Although most emergencies do not threaten the institutional integrity of State or local governments, the consequence of some major emergencies such as nuclear attack, catastrophic earthquake, hurricane, or terrorist attack could disrupt State and local governments' ability to function. Consequently, if a government is not prepared, most of its critical executive, legislative, and judicial functions could be severely degraded. This situation could create a climate that could make the jurisdiction vulnerable to anarchy, lawlessness, and chaos.

4. Purpose

a) To preserve lawful leadership and authority.

b) To prevent the unlawful assumption of authority.

c) To preserve vital government documents.

d) To assure mechanisms and systems necessary for continued government direction and control are in place prior to the crisis (e.g., the ability to communicate between levels of government and, most importantly, with the public).

e) To assure government services essential to the continued welfare of the public will be maintained during an emergency.

5. Elements of COG

The foundation for the COG program rests on the achievement of the Seven-point Course of Preparedness and Planning Actions. These seven actions which have since been adapted for programs of State and local COG include:

a) Succession

1) <u>Definition:</u>

The process established to list the order of those entitled to succeed one another under emergency conditions.

2) <u>Objective:</u>

To assure civil political leadership will continue to function effectively under emergency conditions.

3) <u>Line of Succession:</u>

Executive Branch: Governor, Lieutenant Governor [under State's 5th Constitution: elected separately from Governor]; next in line of succession: President pro Tempore of the State Senate, then Speaker of the State House of Representatives, followed- if ever necessary- by Statewide Elected Executive Officers (Article V, Section 127, Constitution of Alabama of 1901).

<u>Legislative Branch:</u> "Each legislator shall designate emergency interim successors to his powers and duties and specify their order of succession. Each legislator shall review and, as necessary, promptly revise the designations of emergency interim successors to his powers and duties to insure that at all times there are at least three such qualified emergency interim successors." (Code of Alabama Section 29-3-11 and the Emergency Interim Succession Act).

<u>Judicial Branch:</u> The process ensuring a judicial line of succession in the State of Alabama is by gubernatorial appointment.

b) Pre-delegation of Emergency Authorities

1) <u>Definition:</u>

The process established to allow specific emergency-related legal authorities to be exercised by elected or appointed leadership or their designated successors.

2) <u>Objective:</u>

To assure sufficient enabling measures are in effect to continue government operations under emergency conditions.

3) <u>Delegation of Authority:</u>

Section 31-9-8 of The Code of Alabama and the Alabama Emergency Management Act of 1955 authorizes the Governor to delegate emergency responsibilities to the officers, agencies of the State, and political subdivisions. The Governor may also appoint a State Coordinating Officer to act in his/her behalf as necessary during an emergency or disaster situation. Additionally Alabama statutes authorize each State agency head to delegate powers, duties, and functions within their department.

c) Emergency Actions

1) <u>Definition:</u>

Those actions that facilitate the ability of government personnel to respond quickly and efficiently to emergencies.

NOTE: These actions are not unique to COG but commonly associated with **all emergency operations activities.**

2) <u>Objective:</u>

To establish procedures that identify the specific actions senior officials in leadership positions of the executive, legislative, and judicial branches of government must be prepared to take in response to emergency conditions.

3) <u>Emergency Actions:</u>

The State of Alabama EOP assigns lead and support responsibilities to State agencies and personnel for emergency support functions and other support activities. Specific emergency delegations are contained in this plan. The head of each executive

department and other State commissions and departments has designated a person as Emergency Management Coordinator for that department.

d) Emergency Operations Centers

1) <u>Definition:</u>

This is the central facility from which all emergency efforts can be coordinated and directed.

2) <u>Objective:</u>

To provide a centralized facility where the leadership can direct and control operations in an emergency/disaster.

3) <u>Emergency Operations Centers:</u>

The State of Alabama currently operates the Alabama Emergency Management Agency Operations Center. Local emergency management agencies in each of Alabama's 67 counties operate their own Operations Centers. The operation of these facilities is mandated by Code of Alabama Section 31-9-2 and the Alabama Emergency Management Act of 1955.

e) Alternate Emergency Operating Centers

1) <u>Definition:</u>

This is a facility which can be used to coordinate and direct all government emergency response efforts if the primary EOC facility is not available during emergencies. The facility also houses key government officials that are forced to evacuate from the primary EOC.

2) <u>Objective</u>:

To assure alternate headquarters are available for relocating government officials under emergency situations.

3) Alternate Emergency Operating Centers:

The AEMA has developed a MOU with Maxwell Air Force Base to use designated facilities as an alternate EOC for the AEMA.

f) Safeguarding Essential Records

1) <u>Definition:</u>

The measures taken by government to protect those documents the government must have to continue functioning during emergency conditions and to protect the rights and interests of citizens after the emergency**.**

2) <u>Objective</u>:

To assure the <u>selection, preservation, and availability</u> of those records that would be essential to the effective functioning of government and to the protection or rights and interests of persons under emergency conditions.

3) <u>Safeguarding Essential Records:</u>

All AEMA data is protected on the "Network Common Drive" enabling the performance of IT duties off-base. Daily backups of data files are maintained at an off-site location and can be used to operate if the main drives are not available.

g) Protection of Government Personnel, Resources and Facilities

1) <u>Definition:</u> The measures taken to disperse resources, facilities, and personnel in a manner that will facilitate sufficient redundancy to ensure government can continue to function during emergency conditions.

2) <u>Objective:</u> To assure the protection of key personnel, facilities, and resources so governments may operate effectively to allocate needed resources and restore government functions after the emergency conditions.

3) Protection of Government Personnel, Resources and Facilities

Government personnel, resources and facilities are located throughout the State to provide redundancy in the event primary State resources are rendered unavailable.

D. Continuity of Operations (COOP)

1. Line of Succession

A. Agency. The line of succession for the Alabama Emergency Management Agency is as follows: Director, Assistant Director, Executive Operations Officer, Director of Operations, Preparedness Division Chief, and Administrative Resources and Support Division Chief.

Additionally, each State agency is tasked with developing their own line of succession to ensure each agency has the ability to perform its public duties.

B. Administration and Resources Support Division

The line of succession for Administration is as follows: Administration and Resources Support Division Chief, Financial Services Branch Chief, and Information Services Branch Chief.

C. General Services Branch

The line of succession for General Services is as follows: General Services Branch Chief and Building Custodian. All AEMA data is protected on the "Network Common Drive" enabling the performance of IT duties off-base.

D. Information Services Branch

The line of succession for Information Services is as follows: Information Services Branch Chief, Network Administrator, and Database Administrator. All AEMA data is protected on the "Network Common Drive" enabling the performance of IT duties off-base.

E. Operations Division

The line of succession for Operations is as follows: Operations Division Chief then, depending upon seniority, Response Branch Chief, Recovery Branch Chief, and Mutual Aid Branch Chief. All AEMA data is protected on the "Network Common Drive" enabling the performance of Operations duties off-base.

F. Personnel Branch

The line of succession for Personnel is as follows: Personnel Manager then replacement personnel individuals from the Alabama Department of

Personnel. All AEMA data is protected on the "Network Common Drive" enabling the performance of Personnel duties off-base.

G. Preparedness Division

The line of succession for Preparedness Division is as follows: Preparedness Division Chief, Planning Branch Chief, Technological Hazards Senior Planner, and CSEPP Senior Planner.

2. Delegation of Authorities

Section 31-9-8 of The Code of Alabama and the Alabama Emergency Management Act of 1955 authorizes the Governor to delegate emergency responsibilities to the officers, agencies of the State, and political subdivisions. The Governor may also appoint a State Coordinating Officer to act in his/her behalf as necessary during an emergency or disaster situation. Additionally, each, State agency head is authorized by Alabama statutes to delegate powers, duties, and functions within the department they head

3. Alternate Facilities

The AEMA has developed a MOU with Maxwell Air Force Base to use part of the base as an alternate facility for the AEMA.

4. Safekeeping Vital Records

In accordance with Article 5 of the Alabama Computer Crime Act of 1985, and Section 41-4-220 of the Code of Alabama all State records will be maintained on the Alabama Emergency Management Agency's "Network Common Drive". This ensures the safekeeping of vital State records at an off-site location in the event that circumstances lead to the destruction of said records at the Alabama Emergency Management facility. Daily backups of data files are maintained at an off-site location for use if main files are contaminated, destroyed or not available.

5. Security

Security for the facility is provided by Clanton Police. In the event Clanton Police is unable to provide security for the AEMA, security will be provided from State Troopers, State Conservation Officers, Alabama Beverage Control, or State Homeland Defense Force.

6. Communications

The State of Alabama Department of Information Services Communications Division will ensure the continued operations of the AEMA Communications Division.

E. Resources

The State of Alabama has resources strategically located throughout the State which may be utilized upon activation of corresponding ESFs.

F. Administration and Logistics

1. Appointment of Officials

P.L. 93-288 as amended by P.L. 100-107 (Stafford Act) and Title 44, part 200 et seq. Code of Federal Regulations, requires appointment of the following officials:

a) <u>State Coordinating Officer (SCO)</u>

The State Director of Emergency Management, as appointed by the Governor, shall serve to coordinate all activities of State and local governments conducting emergency operations and cooperating with the Federal Coordinating Officer (FCO) appointed by the associate director of FEMA or by the President (Section 302, P. L. 93-233).

b) <u>Grant Coordinating Officer (GCO)</u>

Upon implementation of the IFGP, the Director of the Alabama Emergency Management Agency will supervise and administer grants made available by the Federal government. GCOs shall also be appointed as appropriate to administer grants to any State agency made available through amendment or modification of programs under PL 93-288 or subsequent legislation [Individual and Family Grant Program (IFGP), (Section 411, PL 93-288 and Title 44, part et seq, Code of Federal Regulations)].

c) <u>Governor's Authorized Representative (GAR)</u> The State Director of Emergency Management will execute, on behalf of the State, all necessary documents for Federal assistance following a President's declaration of an emergency or major disaster (Title 44, Part 200 et seq, Code of Federal Regulations).

2. Funding and Accounting

a) Local

1) Each political subdivision may allocate and expend funds as appropriate for local emergency operations. State agency local emergency operations are funded by the budgeted allocations of each agency performing emergency operations.

2) Funds may be available from the Federal government, through the State, for approved project applications resulting from declared emergencies or major disasters.

3) Accounting

a) Complete and accurate accounts of emergency expenditures and obligations, including personnel and equipment costs, must be maintained.

Despite the difficulty in maintaining such records in the stress of an emergency, accounts are required to identify and document (a) funds for which no Federal reimbursement will be requested should a declaration be made and (b) those funds eligible for reimbursement under emergency or major disaster project applications. See the FEMA Handbooks on Public Assistance, for guidance on eligible expenditures for reimbursement.

b) When Federal public assistance is provided under the Disaster Relief Act, local projects approved by FEMA are subject to both State and Federal audit.

b) State

1) State agencies will use their current appropriations to fund emergency operations.

2) Expenditures of State monies for emergency operations will be conducted in accordance with Alabama laws and appropriations bills. Under emergency powers, vested by the State, the Governor may use all available resources of the State government as reasonably necessary to cope with the emergency or disaster. State agency resources that are used will be reported to the appropriate State agency and forwarded to the State EOC. Counties must request approval for use of State resources prior to deployment of said resources. When the available funds are not sufficient for the purpose of paying expenses incurred by the State incident to the emergency or disaster, the Governor may transfer from any available fund in the State treasury such sum as may be necessary to meet such emergency or disaster needs. Accounting for expenditure of State funds will be conducted under State laws and regulations and is subject to audit by the State Auditor and the Examiner of Public Accounts. State agencies and local governments are responsible for the collecting, reporting, and maintenance of records of obligated expenditures incurred during an emergency or disaster situation. These records shall serve as a

database determining the need and preparation of requests for Federal assistance.

3) Federal monies made available to the State pursuant to any emergency or disaster program will, to the extent provided by law, be channeled through the Governor or designated representative. Use of Federal funds is subject to audit and verification by State and Federal audit. Local governments and heads of State department/agencies will establish systems to report on and account for any public funds used for emergency or disaster purposes.

3. Records

a) Records will be kept in such a manner to separately identify disaster-related expenditures and obligations from general programs and activities of State agencies and local political subdivisions.

b) Complete and accurate records are necessary.

1) To document requests for assistance.
2) For reimbursement under approved applications pertaining to declared emergencies or major disasters.
3) For audit reports. Detailed records will be kept from the onset of the disaster, which include, but are not limited to:
    a) Work which is performed by force account:
        - Appropriated extracts from payrolls, with cross-references needed to locate original documents.
        - A schedule of equipment used on the job.
        - Invoices, warrants, and checks issued and paid for materials and supplies used on the job.

    b) For work which is contracted out:
        - Copies of requests for bids.
        - The contract which is let.
        - Invoices submitted by the contractor.
        - Warrants authorizing check issuance.
        - Checks issued in payment.

c) Disaster related expenditures and obligations of State agencies and local political subdivisions may be reimbursed under a number of Federal programs. Reimbursement of approved costs for the Federal government may authorize work performed in the restoration of certain public facilities after a major disaster declaration by the President or under the statutory authority of certain Federal agencies.

E. Agreements and Understandings

1. General

a. Emergency use of resources and capabilities of organizations not part of a government structure should be pre-arranged through agreements to the maximum extent feasible. Agreements will be entered into by duly authorized officials and will be formalized in writing whenever possible. This is extremely important at the local government level when the use of State agency resources is anticipated without an emergency declaration being issued.

b. Agreements between elements of the same government will be included within the plans of those elements. Details of such agreements, which are inappropriate for inclusion in these plans, will be set forth in supporting operations procedures, instructions, or other directives of the units of government concerned.

c. Unless otherwise provided, agreements remain in effect until rescinded or modified. Annual or other periodic updates will prevent them from becoming outdated.

d. A clear Statement of agreement regarding payment reimbursement for personal services rendered, equipment costs, and expenditures of material is mandatory.

2. Agreements

a. Agreements with private relief organizations provide immediate aid to disaster victims, and provide some types of aid that government is unable to render.

b. The Fire Suppression Agreements used by the Alabama Forestry Commission provide for appropriate assistance between States in wildfire fighting situations. The State of Alabama is a signatory of the Southeastern Forest Fire Compact and may give/receive resources to/from other regional compacts, especially the South-central Forest Fire Compact.

c. A signed continuous Federal and State Agreement for emergency situations is maintained between the Governor of Alabama and the FEMA Regional Director acting for the President. This agreement is amended for each specific occurrence. In addition, FEMA Region IV and the AEMA periodically renew a Memorandum of Understanding (MOU) which outlines Federal and State

responsibilities in a major or catastrophic disaster. This MOU is maintained in the office of the Director, AEMA.

3. Emergency Management Assistance Compact (EMAC)

The Emergency Management Assistance Compact recognizes that certain situations require effective coordination and cooperation between States to achieve effective response and provide for the general safety and health of citizens. These documents provide guidance on requesting, or providing, aid between the State of Alabama and other EMAC States. Each EMAC member State must stand prepared to coordinate a request for, or the provision of, interstate mutual aid between member States when needed, usually in response to an actual or threatening major disaster. Alabama is currently a member state in the EMAC.

4. AMAS (Alabama Mutual Aid System)

The Statewide Aid program was developed to assist cities and counties to more effectively and efficiently exchange services and resources, especially in response to a major disaster wherein assistance needs to be provided from one area or region of the State to another. AMAS resolves inconsistencies and uncertainties concerning the insurance and liability coverage of emergency workers when deployed from one locality to another and take full advantage of opportunities for Federal/State reimbursement of deployment related costs.

The AMAS is supplemental to, and does not affect, existing day-to-day mutual aid agreements between adjacent or nearby localities.

The program is in two parts. Under the Authorizing Resolution, cities and counties will sign on to the concept of statewide mutual aid thereby agreeing to provide assistance when asked and if able to do so. Then in time of emergency, an Event Agreement can be quickly developed and consummated whereby the specific manpower and equipment resources to be provided and the terms and conditions of the assistance will be identified and officially agreed to by both Requesting Party and Assisting Party.

5. State Regional Mutual Aid Organizations

a. North Alabama Thirteen-County Emergency Management/Civil Defense Mutual Assistance Association

The purpose of the North Alabama Thirteen-County Emergency Management/Civil Defense Mutual Assistance Association is to provide an understanding between and among counties and

municipalities of the North Alabama Thirteen-County Emergency Management/Civil Defense Mutual Assistance Association in providing and receiving mutual aid as a result of an act of war, natural or man-made disaster; and to provide the authority for utilization and implementation of the Emergency Operations Plan for Mutual Assistance Deployment developed by the North Alabama Thirteen-County Emergency Management/Civil Defense Mutual Assistance Association.

This agreement and plan encompasses the area represented by the North Alabama Thirteen-County Emergency Management/ Civil Defense Mutual Assistance Association whose membership consists of the Emergency Management/Civil Defense Director/Coordinator of the counties of Colbert, Cullman, DeKalb, Franklin, Jackson, Lauderdale, Lawrence, Limestone, Madison, Marion, Marshall, Morgan, and Winston.

b. East Alabama Mutual-Aid Organization

The purpose of the East Alabama Mutual-Aid Organization is to provide comprehensive emergency planning, mitigation, response, and recovery activities between the counties and cities of the East Alabama Mutual-Aid Organization for reciprocal emergency assistance for emergencies that exceed the capabilities of the local jurisdiction(s).

The East Alabama Mutual-Aid Organization consists of the political jurisdictions in the counties of Chambers, Elmore, Lee, Macon, Russell, and Tallapoosa.

c. South Alabama Mutual-Aid Organization

The purpose of the South Alabama Mutual Aid Compact is to provide an understanding between and among counties and municipalities of the South Alabama Mutual Aid Compact in providing and receiving mutual aid as a result of an act of war, natural or man-made disaster, or emergencies that exceed the capabilities of the local jurisdiction(s).

The South Alabama Mutual-Aid Organization consists of the political jurisdictions in the counties of Baldwin, Barbour, Butler, Choctaw, Clarke, Coffee, Conecuh, Covington, Crenshaw, Dale, Dallas, Geneva, Henry, Houston, Lowndes, Marengo, Monroe, Montgomery, Pickens, Pike, Sumter, Tallapoosa, Washington and Wilcox.

F. Assistance Stipulations

1. Insurance

a. The commercial insurance companies and their adjustment agencies are the primary point of contact for insurance claims. Complaints should be referred to the State Insurance Commissioner. A representative of the Alabama Insurance Underwriting Association is usually dispatched to a disaster area to assist with claim problems.

b. The National Flood Insurance Program (NFIP) makes available from commercial companies flood insurance to communities, families, and individuals. The community having flood prone areas, as identified by the Federal Insurance Administration, must enter the NFIP and adopt and enforce land use and control measures before private citizens may become eligible for flood insurance.

Failure to participate in the NFIP can preclude these communities and residents from receiving Federal financial assistance to repair, restore, or replace any structures or property damaged or destroyed within the designated hazard areas. However, Federal assistance may become available if the community concerned can qualify for and enter the NFIP within six months after the date of the Federal Damage Survey Report and shall obtain and maintain the necessary flood insurance policy. Eligibility for applicants for public assistance shall be contingent upon compliance with these requirements within a six-month period.

c. Maintenance of hazard insurance (flood, wind, fire, etc.) is a conditional requirement for receipt of Federal assistance provided under the Stafford Act for the permanent repair and restoration of public and private nonprofit facilities. The Alabama Commissioner of Insurance will determine the types and extent of insurance, which are reasonably available, adequate, and necessary to communities and residents to meet the above conditions. The commissioner will thereby serve as the State's certifying authority for these Federal requirements. The State shall maintain a policy of flood plain management in addition to the State self-insurance program to comply with the Federal Insurance Administration's requirement for assistance to State facilities in designated flood prone areas.

6. Consumer Protection

The Attorney General's Office of Consumer Protection monitors emergency or disaster activities to provide consumer protection. Complaints can be initiated by calling the Consumer Protection Office.

7. Environment

All actions taken following repair and restoration by a government agency, individual, or private entity will comply with State and Federal laws, rules, and regulations regarding the environment. Additional information on requirements can be obtained from the Alabama Department of Environmental Management.

8. Minimum Standards for Public and Private Structures

A recipient of any disaster loan or grant under the Stafford Act agrees that any repair or construction shall be in accordance with applicable standards of safety and sanitation. Additionally, the State or local government agrees that the natural hazards in the disaster area shall be evaluated and appropriate action shall be taken to mitigate such hazards, including safe land use and construction practices in accordance with standards prescribed or approved by the President. The State shall furnish such evidence of compliance as may be required (see Stafford Act Section 409).

9. Availability of Materials

The President is authorized, at the request of the Governor of an affected State, to provide for the survey of construction materials needed in the area affected by a major disaster. Based on this survey, appropriate action may be taken to assure the availability and fair distribution of needed materials for a period of not more than 180 days after the disaster. Any allocation program shall be implemented by the President to the extent possible by working with and through the companies which traditionally supply construction materials in the affected area (Stafford Act, Section 315). The authority granted the President has been delegated to the Regional Director of FEMA.

VII. Incident Management Actions

A. Actions.

This section describes incident management actions ranging from the initial notification to early coordination efforts to assess and deter, to activation of the EOP and deployment of State resources. In situations where it is apparent that an Incident of National Significance has occurred, the early actions of assessment and pre-incident interagency coordination

are compressed and AEMA moves quickly to request the deployment of Federal resources and other assistance.

1. Notification and Assessment.

Counties, cities, towns, unincorporated municipalities, and nongovernmental organizations report incidents and potential incidents using established communications and reporting channels. The AEMA gathers and disseminates information about incidents or potential incidents to evaluate threats and determine the need for coordination of State incident management actions.

a) **Reporting Requirements**. State, County, Municipal, private-sector, and non-governmental organizations are required or encouraged to report incident information through their local EMA office to the SEOC.

1. The AEMA is required to report information relating to actual or potential Incidents of National Significance to the HSOC. This information may include:

   a) Implementation of an incident management or emergency response plan to prevent, respond to, or recover from an incident;

   b) Announcement of emergency declarations made under State or local authority;

   c) Activation of State or National mutual-aid agreements or compacts in response to incidents resulting in emergency declarations or requiring Federal assistance.

2. Local Governments use established reporting mechanisms with State departments and agencies.

b) **Threat Monitoring and Initial Incident Assessment**. The AEMA maintains daily situation awareness to identify threats and hazards inside of or approaching the borders of the State of Alabama and passes that information to State and local emergency management agencies, as appropriate. This includes monitoring the following networks/agencies for continuous updates.

   1) National Weather Service (NWAS) Hotline

2) Regional Warning Area Network (NWAS Region)
3) Chemical Stockpile Emergency Preparedness Plan (CSEPP) Hotline
4) CSEPP 800Mhz Radio System
5) Federal Emergency Management Information System (FEMIS)
6) Tennessee Valley Authority (TVA) Hotline
7) Farley Nuclear 800Mhz Radio System
8) Department of Public Safety (DPS) 800Mhz Radio System
9) AEMA/County 800Mhz Radio System
10) National Response Center (NRC) Facsimile Transmissions
11) State Warning Point 1-800 Number
12) Alabama National Guard Emergency Network
13) Criminal Justice Information Center Network for AMBER Alerts

c) **Dissemination of Warnings and Bulletins**.

1) Watches, warnings and bulletins are issued by various agencies based on their missions and authorities. For example, the National Weather Service issues weather-related notices to warn the public of storms and severe weather.
2) The AEMA monitors these warnings and bulletins and disseminates them to the appropriate local governments and/or agencies to inform them of possible or probable incidents that will require action.

2. Activation. The Alabama Emergency Management Agency Emergency Operations Center (SEOC) will activate personnel based on the level of emergency as outlined in the State of Alabama Concept of Operations (CONOP) Standard Operating Guide (SOG).

3. Requests for Assistance.

a) State Support to Counties. AEMA processes requests for assistance from local governments once local resources are clearly insufficient to respond to the local incident/emergency.

b) State Support to States. Once it is apparent that local and State resources are not adequate to respond to the incident/emergency, the Governor can request assistance from States that are members of the Emergency Management Assistance Compact (EMAC).

c) Federal Support to States. If the emergency/disaster is large enough to warrant a request for EMAC support, it usually is large enough to justify a request for Federal assistance. The Governor can request, through FEMA, Presidential disaster or emergency declarations under the Stafford Act. These requests indicate the extent of the damage and the types of Federal assistance required. FEMA forwards the request to the White House, simultaneously notifying the Secretary of Homeland Security. If a declaration is issued, FEMA designates the types of assistance to be made, and the counties eligible to receive assistance. In some cases of large-scale catastrophic events, the Stafford Act authorizes declarations without a Governor's request.

4. Preparedness Actions.

Preparedness, in the context of an incident, involves actions to enhance readiness to respond to a potential incident and minimize its impact. The majority of initial preparedness and incident mitigation actions are performed by local government, and include efforts to protect the public and minimize damage to property and the environment.

a) Public Health and Safety. These actions focus on the detection, prevention, or reduction of impact to public health and safety. These actions can include environmental analysis, plume modeling, evacuation planning, emergency shelter planning, air monitoring, emergency broadcasts, etc. They may also include site and public health surveillance and testing, immunizations, and isolation or quarantine for biological and agricultural incidents.

b) Responder Health and Safety. The safety and health of responders is also a priority. These actions could include training of responders for certain known or suspected hazards, purchase of special equipment, analysis of previous incidents and integration of lessons learned during those incidents, and assembly of lists and characteristics of hazardous materials stored or used in the jurisdiction.

c) Property and the Environment. This could include such actions as sandbagging in anticipation of a flood, or booming of environmentally sensitive areas in response to a potential oil spill.

5. Response Actions.

Once an incident occurs, the priorities shift from prevention, preparedness, and mitigation to immediate and short-term response activities to preserve life,

property, the environment, and the social, economic, and political structure of the community. Response actions include, but are not limited to:

a) Elevating the level of activation of local and State EOC, as required.
b) Request for and deployment of a SERT to the effected area
c) Urban Search and Rescue operations;
d) Establishment of mass care facilities
e) Provision of public health and medical services
f) Firefighting
g) Furnishing food, water, ice, and emergency essentials
h) Emergency debris removal
i) Emergency restoration of critical infrastructure
j) Public Emergency Information
k) During terrorist incidents, collection of evidence and intelligence to aid in apprehension of perpetrators.

6. Recovery Actions.

Recovery actions are keyed to help individuals and communities return to a normal or better condition than before the incident. In Presidential declared emergencies, these actions are usually accomplished through the Disaster Recovery Center (DRC). The need for and location(s) of DRCs are coordinated with the local government. The DRCs are staffed with knowledgeable personnel to provide recovery program information, advice, counseling, and related technical assistance.

7. Mitigation Actions.

Hazard mitigation involves the reduction or elimination of long-term risk to people and property from hazards and their side effects. These actions could include, but not be limited to flood plain mapping, initiation of improved building codes, enforcement of National Flood Insurance Program requirements, improving flood control physical measures, and installing systems to assist in warning the public of possible or impending incidents.

8. Demobilization.

When a centralized County or State coordination presence is no longer required in the effected area, the State implements the demobilization plan to transfer responsibilities and close out the DRC. After the closing of the DRC, long-term recovery program management and monitoring transitions to individual agencies, as appropriate.

9. After-Action Report.

Following the incident, local leadership submits an after-action report to AEMA detailing operational successes, problems, and key issues effecting incident management. The report includes feedback from all local agencies participating in the incident. This report is utilized by AEMA to identify strong areas, weak areas, and areas needing improvement for emphasis in future training and planning.

VIII. Training and Exercises.

A. Training. Training for emergency management personnel in the State will be identified during an annual training needs assessment conducted by AEMA. Training will be tailored to the needs of the emergency managers throughout the state.

1. Formal training sessions will be conducted in accordance with emergency management doctrine and procedures approved by accredited emergency management organizations.

2. All emergency management personnel will be encouraged to utilize distance learning courses available through several emergency management organizations. These organizations include, but are not limited to the Emergency Management Institute (EMI), the National Fire Academy (NFA), the Homeland Security Office (HSO) and the Office of Domestic Preparedness (ODP). There are also several courses offered by universities throughout the United States. These include courses offered by the University of Michigan, Louisiana State University and the University of Texas.

3. All training conducted by this agency will be documented by the Training Office. The training office will maintain student rosters and lesson critiques on completed training. In addition, the training office will evaluate and document training instructor qualification. The training officer will maintain a list of qualified instructors and the individual courses they are qualified to teach.

B. Exercises. Exercises are the most efficient method of evaluating the current status of personnel and agency proficiency without actual participation in an active emergency or disaster.

1. Several exercises are scheduled to be conducted on an annual basis. These include the Radiological Emergency Preparedness (REP) exercises for Farley and Brown's Ferry nuclear facilities and the Chemical Stockpile Emergency Preparedness Program (CSEPP) exercises for the Anniston Army Depot communities.

2. Other exercises are conducted as required and as funds to support them are available. These include the all hazard emergency tabletop exercise for the

Governor and his staff and hurricane exercises. Agency personnel also participate in WMD exercises when available.

3. Some agency personnel also participate in scheduled community exercises in a support role (i.e. Chemical Accident/Incident Response Assistance (CAIRA) exercises conducted in the CSEPP counties).

4. Conduct and participation in exercises is documented by the agency exercise director and results are utilized to identify deficiencies in training or procedures and establish best practices for inclusion in future operations plans. Any problems or deficiencies are also reported to program managers and the training office for utilization in scheduling additional or remedial training to increase agency personnel proficiency.

IX. Preparedness and Plan Maintenance.

A. The State of Alabama uses the "preparedness organization" concept described in NIMS for preparedness and maintenance of the EOP. These organizations typically include all agencies with a role in incident management and provide a forum for coordination of planning, training, equipping, and other preparedness requirements.

B. Plan Maintenance. AEMA maintains the plan in coordination with the Governor of Alabama, State and local governmental agencies, private volunteer agencies, and other private entities involved in response activities. The EOP is updated periodically as required to incorporate new directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events.

1. Types of changes. Changes include additions of new or supplementary material and deletions of material that is no longer applicable. No proposed change should contradict or override authorities or other plans now contained in statute or regulation.

2. Coordination and Approval. Any department or agency may propose and develop a change to the EOP. The department or agency proposing the change is responsible for coordinating the change among primary and support agencies of each effected ESF and any associated agency program areas as required. The proposing agency must then:

- Obtain the official written approval for the change from the appropriate senior officials of the effected agency; and
- Provide the final change to the Alabama Emergency Management Agency for tracking, review, and official issuance.

3. Notice of Change. After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, AEMA will issue an official notice of change.

4. AEMA will distribute each notice of change to all participating agencies, the Office of the Governor of Alabama, and FEMA.

5. Reissuance of the EOP. AEMA is responsible for coordinating full reviews and updates of the EOP every four (4) years, or more frequently if required.

D. The NIMS Integration Center. This EOP uses the NIMS. In accordance with the NIMS, the NIMS Integration Center is responsible for facilitating the development and adoption of national level standards, guidelines, and protocols related to NIMS. AEMA researches current doctrine issued by the NIMS Integration Center in the maintenance of the EOP as appropriate.

X. EOP Implementation Guidance

This EOP becomes effective upon issuance and will remain in effect until superseded or replaced by a revised EOP. Changes to the EOP will be posted as they occur, but do not change the basic functionality of the EOP. The Preparedness Division will be the lead office for implementing suggested changes or revisions to this document, and will undertake a complete review and revision every four years, beginning on the date of publication.

XI. Authorities and Reference

This plan is developed, promulgated, and maintained under State and Federal statutes and regulations.

A. Code of Alabama, Title 31, Chapter 9, Section 6 (31-9-6) known as "Alabama Emergency Management Act of 1955; Act 47".

B. Code of Alabama, Title 29, Chapter 3, known as the "Interim Succession Act, Act 875".

C. Alabama Constitution.

D. Governor's Executive Order #15, February 15, 1994. (Governor Folsom)
Authorities of AEMA Director and authority for Emergency Management Coordinators

E. Public Law 93-288 as amended by Public Law 100-107, Robert T. Stafford Disaster Relief and Emergency Assistance Act and in this plan as "the Stafford Act".

F. Public Law 81-920, Federal Civil Defense Act of 1950, as amended.

G. National Response Plan dated November 2004

H. National Incident Management System dated March 1, 2004

TAB A.
State of Alabama
Functional Assignments

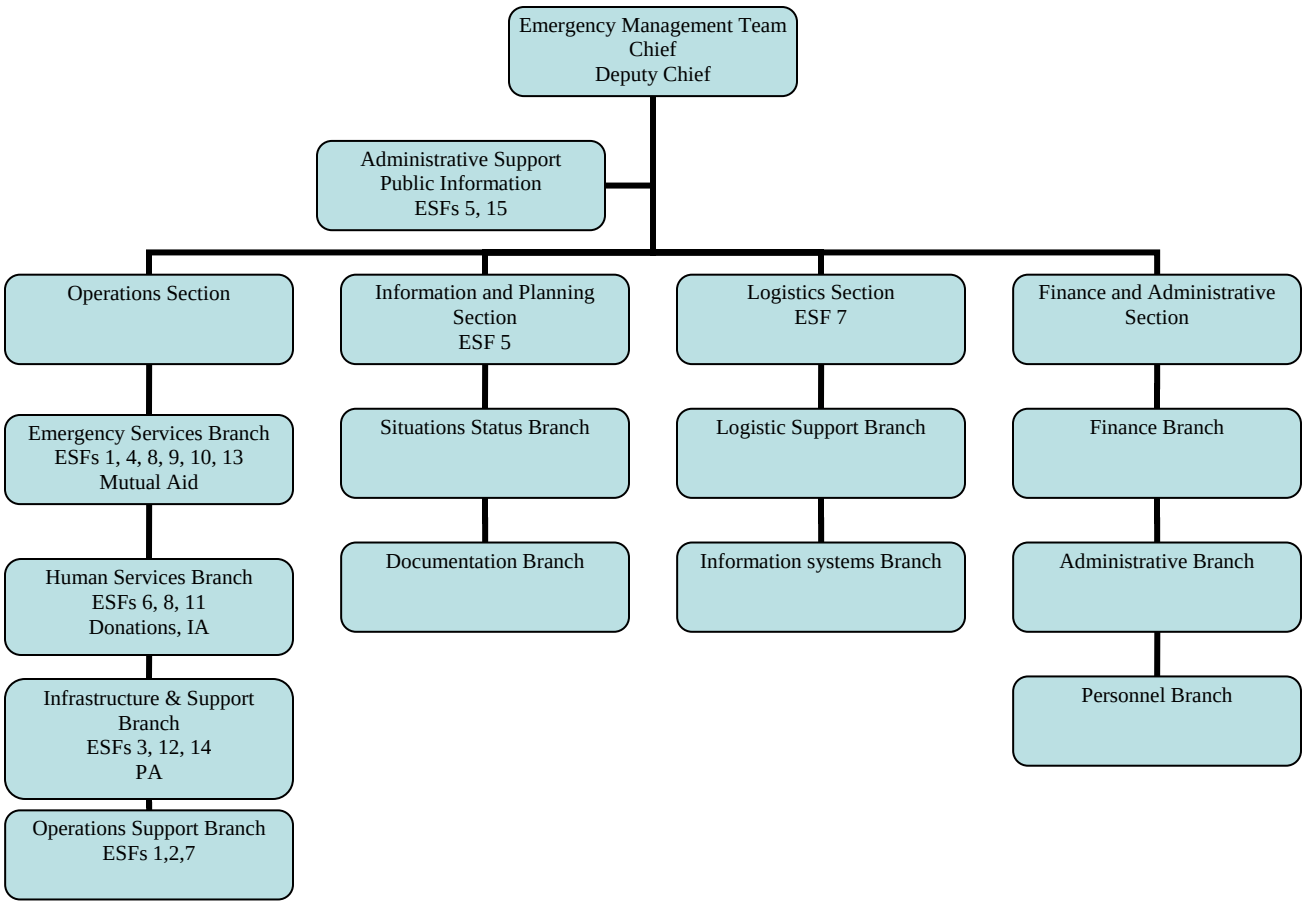
P = Primary

S = Support

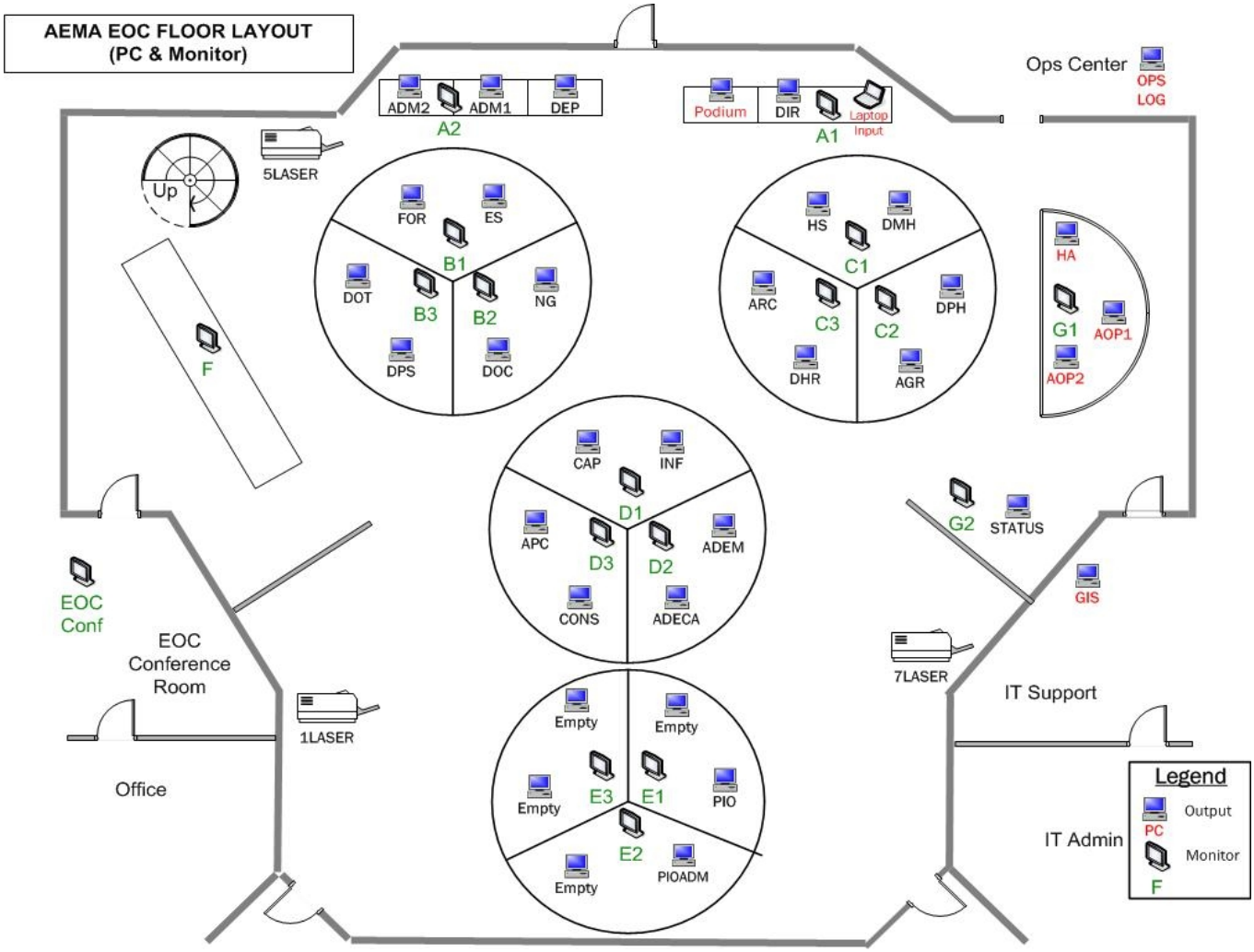
C = Coordinating

State Agency / Emergency Support Function	1. Transportation	2. Telecommunications/Information Technology	3. Public Works & Engineering	4. Fire Fighting	5. Emergency Management	6. Mass Care, Housing, and Human Services	7. Resource Support and Logistics Management	8. Public Health and Medical Services	9. Urban Search and Rescue	10. Oil and Hazardous Materials Response	11. Agriculture	12. Energy	13. Public Safety and Security	14. Economic Stabilization, Community Recovery and Mitigation	15. External Affairs
ABC					S		S						S		
ACJIC					S		S						S		
ADECA					S		S					P		S	
ADEM	S		S		S		S			P	S				
AEMA	S	P		S	P	S	S	S	P	S	S	S		S	S
Agriculture and Industries	S			S	S		S			S	P	S		S	S
Alabama Power Company					S		S					S			S
Alabama Sheriff's Association					S		S		S				S		
American Red Cross					S	S	S								S
Board of Funeral Services					S		S	S	S						
Board of Pardons and Paroles					S		S						S		
Civil Air Patrol	S	S			S		S		S						
Dept. of Conservation	S	S	S	S	S		S		S	S			S		
Dept. of Corrections	S	S	S	S	S		S		S				S		
Dept. of Education	S				S	S	S				S				
Dept. of Forensic Sciences					S		S	S	S						
Alabama Department of Homeland Security		S			S		S						S		S
Dept. of Human Resources					S	P	S	S			S	S		S	
Dept. of Mental Health					S	S	S	S							
Dept. of Public Health			S	S	S	S	S	P		S	S				S
Dept. of Public Safety	S	S		S	S		S	S	S	S		S	P	S	S
Dept. of Senior Services					S	S	S								
Dept. of Transportation	P	S	P	S	S	S	S		S						
Emergency Alert System		S			S		S								S
Finance Dept.	S	S			S		P					S		S	
Forestry Commission	S	S	S	P	S		S		S				S		
Governor's Office					S		S					S		P	P
Insurance Dept.				S	S		S			S					
LPG Board					S		S			S		S			
Military Department	S	S	S	S	S	S	S	S	S		S	S	S	S	S
Public Service Commission	S				S		S					S	S	S	
RACES/ARES		S			S		S								
Rural Electric Co-ops					S		S					S			
Tennessee Valley Authority					S		S					S			

TAB B EOC Layout and Organization



TAB B EOC Layout and Organization



EMERGENCY SUPPORT FUNCTION ANNEXES:

INTRODUCTION

Purpose

This section provides an overview of the Emergency Support Function (ESF) structure, common elements of each of the ESFs, and the basic content contained in each of the ESF Annexes.

Background

The ESFs provide the structure for coordinating Federal interagency support for Incidents of National Significance or catastrophic events. The ESF structure includes mechanisms used to provide State support to Counties and County-to-County support, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents. The following section includes a series of annexes describing the roles and responsibilities of State departments and agencies and the American Red Cross as ESF coordinators or as primary or support agencies.
The ESF structure provides mechanisms for interagency coordination during all phases of incident management. Some departments and agencies provide resources for response, support, and program implementation during the early stage of an event, while others are more prominent in the recovery phase.

ESF NOTIFICATION AND ACTIVATION

The State Emergency Operations Center (SEOC), a component of the Alabama Emergency Management Agency (AEMA), develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the threat or incident. ESF primary agencies are notified of the operations orders and time to report to the SEOC by the Alabama Emergency Management Agency Operations Center. ESF primary agencies notify and activate support agencies as required for the threat or incident, to include support to specialized teams. Each ESF is required to develop standard operating guidelines (SOGs) and notification protocols and to maintain current rosters and contact information.

ESF ROLES AND RESPONSIBILITIES

Each ESF Annex identifies the ESF coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, prevention, response, recovery, and mitigation activities. ESFs with multiple primary agencies designate an ESF coordinator for the purposes of pre-incident planning and coordination. Following is a discussion of the roles and responsibilities of the ESF coordinator and the primary and support agencies.

ESF Coordinator

The ESF coordinator has ongoing responsibilities throughout the prevention, preparedness, response, recovery, and mitigation phases of incident management. The role of the ESF coordinator is carried out through a "unified command" approach as agreed upon collectively by the designated primary agencies. Responsibilities of the ESF coordinator include:

Pre-incident planning and coordination;

Maintaining ongoing contact with ESF primary and support agencies;

Conducting periodic ESF meetings and conference calls;

Coordinating efforts with corresponding private-sector organizations; and

Coordinating ESF activities as appropriate relating to catastrophic incident planning and critical infrastructure preparedness.

Primary Agencies

A State agency designated as an ESF primary agency serves as a State executive agent under the State of Alabama Codes and Statutes to accomplish the ESF mission. When an ESF is activated in response to an Incident of National Significance, the primary agency is responsible for:

Orchestrating State support within the functional ICS structure (e.g., Command, Operations, Planning, Logistics, Finance and Administration) for an affected area;

Providing staff for the operations functions at fixed and field facilities;

Notifying and requesting assistance from support agencies;

Managing mission assignments and coordinating with support agencies, as well as other appropriate State agencies;

Working with appropriate private-sector organizations to maximize use of all available resources;

Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities;

Executing contracts and procuring goods and services as needed;

Ensuring financial and property accountability for ESF activities;

ESF ROLES AND RESPONSIBILITIES (Continued)

Planning for short-term and long-term incident management and recovery operations; and

Maintaining trained personnel to support interagency emergency response and support teams.

Support Agencies

When an ESF is activated in response to an Incident of National Significance or catastrophic event, support agencies are responsible for:

Conducting operations, when requested by AEMA or the designated ESF primary agency, using their own authorities, subject-matter experts, capabilities, or resources;

Participating in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, SOGs, checklists, or other job aids, in concert with existing first-responder standards;

Assisting in the conduct of situational assessments;

Furnishing available personnel, equipment, or other resource support as requested by AEMA or the ESF primary agency;

Providing input to periodic readiness assessments;

Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities;

Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats;

Nominating new technologies to AEMA for review and evaluation that have the potential to improve performance within or across functional areas; and

Providing information or intelligence regarding their agency's area of expertise.

When requested, and upon approval of the Governor, the Alabama National Guard (ALNG) provides Defense Support of Civil Authorities (DSCA) during domestic incidents. Accordingly, ALNG is considered a support agency to all ESFs. For additional information on DSCA, refer to the EOP Base Plan and MSCD OPLAN.

ESF COORDINATING, PRIMARY, AND SUPPORT DESIGNATIONS

Tab A to the EOP Basic Plan shows the relationship of Primary and Support Agencies for each ESF.

Emergency Support Function Annex for ESF # 1 to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #1 — Transportation (Infrastructure Support)

Primary Agency:	Alabama Department of Transportation
Support Agencies:	Alabama Department of Environmental Management Alabama Department of Agriculture and Industries Civil Air Patrol Alabama Department of Conservation Alabama Department of Corrections Alabama Department of Education Alabama Department of Public Safety Alabama Finance Department Alabama Forestry Commission Alabama Military Department Alabama Public Service Commission Alabama Emergency Management Agency

Primary Points of Coordination and Associated Actions:

- ESF #3 (Public Works and Engineering): coordinate personnel and equipment to clear roads and transportation access routes into the disaster area.
- ESF #5 (Emergency Management): send Situation Reports (SITREPS), coordinate electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF #13 (Public Safety and Security): provide personnel to support the escort of critical lifesaving supplies.

I. Introduction

A. Purpose

The purpose of this ESF is for the member agencies, both individually and jointly, in cooperation with AEMA, to coordinate the availability of transportation infrastructure to support the needs of local governments, voluntary organizations and other emergency support groups requiring transportation to perform their emergency response, recovery, and assistance missions.

B. Scope

This annex addresses critical transportation infrastructure considerations resulting from a national security issue or a major catastrophe involving mass casualties, mass evacuation, food and fuel redistribution, and other resource movements/relocation greatly straining transportation capacities. This annex covers coordination, control, and allocations of land transportation infrastructure supporting emergency response

and assistance/restoration activities before, during, and after a disaster in order to protect life, minimize damage, and provide essential supplies.

State transportation infrastructure support includes the following elements:

- Continuous coordination with Federal and adjacent State organizations through the Evacuation Traffic Information System (ETIS), the Evacuation Liaison Team (ELT) and the Hurricane Liaison Team (HLT) teleconferences, as appropriate.
- Perform necessary actions to assist with ensuring availability of routes for transporting supplies and equipment to support emergency operations and support implementation of protective actions such as evacuation, search and rescue, emergency medical care, and re-entry of threatened areas.
- Allocate and/or prioritize public routes for the transportation of personnel, materials, goods, and services to impacted areas.
- Establish emergency regulations to restrict roadway and rail access as appropriate.
- Perform necessary actions to assist with response/recovery operations, such as evacuation and emergency debris removal.

II. Policies

The assets available to ESF #1 will be used to assist county emergency operations agencies and other ESFs with their emergency efforts to move people, materials, equipment, and other resources as necessary. The priorities for allocation of these assets are as follows:

- Support the transport of supplies for implementation of protective action strategies to affected areas. This includes supporting transportation of resources for evacuation of citizens from peril; of medical supplies to support mass casualty situations; and of equipment and supplies to support emergency operations that affect health and safety.
- Maintain traffic movement for self-evacuation and re-entry transport of emergency resources.
- Support for transport of materials, personnel, and supplies to support emergency activities conducted by local EOCs or ESFs as requested through the SEOC.
- Support for transport of relief supplies necessary for recovery from the emergency.

Each ESF #1 member agency will coordinate their respective activities and, with assistance from AEMA and the other ESF #1 agencies, prioritize the allocation of available assets to support movement of resources.

III. Situation Analysis

This section discusses the process of evaluating the severity and consequences of an incident and communicating the results.

A. Disaster Condition

A minor, major, or catastrophic disaster may severely damage the transportation infrastructure. Local transportation activities may be hampered by insufficient transportation resources, damaged transportation infrastructure, and disrupted communications. Prior to impact, evacuation from the potentially threatened area may be ordered. This will require that transportation-related decisions be made to facilitate the evacuation.

In the wake of the disaster, many local resources will be unavailable due to damage or inaccessibility, or the local resources will not be sufficient to handle the demand for assistance. This will require that significant amounts of resources will have to be transported into the area.

A natural or technological disaster may require the evacuation of special facilities (nursing homes, hospitals, jails, prisons, etc.). Evacuation of special facilities will require coordination of transportation resources.

B. Planning Assumptions

The following planning assumptions have been made:

- All available local transportation infrastructure support resources will be committed and additional help will be needed from the State.
- Federal and State transportation routes will be the primary routes utilized.
- Coordination with local and other ESF efforts will be required.
- Multi-state coordination of transportation infrastructure issues is essential.
- Damaged areas will be restricted and not readily accessible, except in some cases by air or water. The damage, dependent upon the peculiarities of the civil transportation infrastructure, will influence the means and accessibility level for relief services and supplies.
- The U.S. Department of Transportation, through the Regional Emergency Coordinator (RETCO), will provide direction to all modes of civil transportation during national security emergencies, including air, surface, water, pipelines, and public storage and warehousing.
- The National Defense Transportation Association (NDTA), in coordination with FEMA, will promote transportation support of State and local planning efforts and will exhaust private sector support initiatives. The NDTA will support programs involving special security problems associated with key transportation infrastructures: railroads, highways, bridges, tunnels, lock/dams, sea terminals, and traffic control facilities.
- Gradual clearing of access routes will permit a sustained flow of emergency relief, although localized distribution patterns will be disrupted for a significant period.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a State transportation infrastructure support response that provides for the command, control, and coordination of planning, operations, and mutual aid for transportation resources.
- To coordinate the availability of the transportation infrastructure for the use by State transportation resources in support of local government and other ESFs.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to emergency response activities along transportation networks.
- To collect and disseminate information and intelligence relating to the transportation infrastructure for disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall transportation infrastructure support mission.

B. General

The primary agency for ESF #1 is the one whose resources, experience and assets best fit the ESF #1 responsibilities. When support is needed from ESF #1, AEMA will usually contact the Primary Agency first. Depending on the specific support needed AEMA may instead directly contact any of the ESF #1 Support Agencies.

Upon request, a representative of each ESF #1 Agency will be available to respond to transportation infrastructure related requests submitted through Alabama Emergency Management Agency (AEMA). When partial activation of the SEOC is implemented, and at AEMA request, these representatives will staff their assigned ESF #1 work station, assist AEMA with identifying other ESF #1 agencies that may be needed, and take steps to assure that the identified agencies are activated or on alert as appropriate.

ESF #1 will respond to requests for local transportation infrastructure support assistance. It is anticipated that after evacuation efforts are completed, the majority of requests for transportation infrastructure support resources will be initiated by other ESFs to assist in providing aid to those in need.

The following list details actions to be performed by the ESF #1 agencies at the SEOC:

- Assist AEMA in preparing a general description of the situation as it pertains to ESF #1 and in analyzing the ESF's operational support requirements.
- Assist AEMA in preparing a prioritized listing of significant actions that the ESF #1 will initiate to provide operational support.
- Assist AEMA in determining the level of response required by ESF #1 agencies responding to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the situation analysis, assist AEMA in preparing a list of objective-based priority actions to perform lifesaving and short-term recovery operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response for approved mission assignments.
- Assist AEMA in preparing electronic briefings on status of ESF# 1 response operations.
- Each agency will keep track of all expenditures concerning operations and submit these to the Administration and Logistics Section after terminating operations.
- Assist AEMA in preparing ESF #1 After-Action Report to identify lessons learned and improvements.

C. Organization

The Primary Agency and Support Agencies for transportation infrastructure support are identified at the beginning of this document. The Director of each agency will designate an Emergency Management Coordinator to direct that agency's emergency transportation infrastructure support services.

D. Response Actions

This section lists actions to be performed by ESF #1 in response to a disaster.

1. Initial Actions

ESF #1 will perform the following initial actions if activated for a disaster:

- Verify inventories of available transportation infrastructure support resources and provide them to ESF #5 (Emergency Management), when requested.
- Each ESF #1 agency will establish communications with its appropriate field personnel and ensure readiness for timely response.
- Coordinate with support agencies to prioritize and develop strategies for the initial response.
- Establish communications with Federal and adjacent State agencies through ETIS, ELT or HLT teleconferences.

- The DOT will assess the condition of highways, bridges, tunnels, and other components of the State's transportation infrastructure and coordinate:
  a. Closing those determined to be unsafe.
  b. Posting signing and barricades.
  c. Notification of law enforcement and emergency management personnel.
  d. Protection, maintenance, and restoration of critical transportation routes and facilities.
- Pre-positioning of resources when it becomes apparent that State transportation infrastructure support resources will be required.
- Removing any transportation infrastructure support resources needed in a recovery from the potential disaster area to the nearest staging area.
- Committing equipment accessible to ESF #1 agencies to the county requesting the resource when evacuation or re-entry of a designated area is authorized and local transportation infrastructure support resources are not sufficient.

In addition, ESF #6 (Mass Care, Housing and Human Services) will coordinate with ESF # 1 concerning ground transportation routes to evacuation shelters and ESF #10 (Hazardous Materials Response) will identify any known hazardous materials transport routes that could be affected by the imminent disaster.

2. Response Actions

ESF #1 will respond with the following actions if activated for a disaster:

- Participate in ETIS and Federal/Adjacent State teleconferences
- Coordinate transportation infrastructure support resource requests to support transportation of personnel, goods, and services.
- Continue reassessment of priorities to address the most critical transportation infrastructure needs and develop strategies.
- Track resources committed to specific missions for redeployment if necessary. ESF #1 will provide updated information to ESF #5 (Emergency Management).
- Re-stage resources as appropriate.

3. Recovery Actions

This section lists recovery actions to be performed by ESF #1 after an incident.

a. Initial Actions

ESF #1 will perform the following initial actions after a disaster:

- Provide transportation infrastructure support resources to assist recovery activities for personnel and equipment upon request.

- Develop recovery actions and strategies.

b. Continuing Actions

ESF #1 will continue to provide transportation infrastructure support for related activities.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The primary agency for ESF #1 is the Alabama Department of Transportation and its responsibilities are as follows:

- Assist AEMA in coordinating with all support agencies in directing transportation infrastructure support resources and prioritizing transportation infrastructure support needs.
- If evacuation is possible before the arrival of the hazard (hurricane, flood, hazardous materials incident, etc.), the ESF #1 will plan and deploy transportation infrastructure support resources required for evacuation of special facilities. This task is time-sensitive and is dependent upon the arrival time of the hazard. A high priority will be given to this task and coordination with local government is essential to identify resource requirements.
- Initially, ESF #1 resources, in coordination with equipment and manpower in ESF #3 (Public Works and Engineering), may be more effectively used performing tasks to clear roads rather than supporting transportation of other resources.
- ESF #7 (Resource Support and Logistics Management) and Volunteers and Donations personnel will supply information to the DOT pertaining to potential volunteer groups, contract vendors, and other entities that may be able to supplement local and State resources.

B. Additional Resources

ESF #1 will use personnel and resources from its primary and support agencies to respond to mission assignments related to emergencies. Additional resources available at other ESFs may be coordinated and mobilized to support ESF #1 missions. When requests begin to exceed the State ESF's capability to respond, additional resources (i.e. county strike teams, Federal agencies, contractual agreements, and mutual aid agreements) will be mobilized.

C. Support Agencies and Responsibilities for ESF #1.

Agency	Responsibilities
Finance Department	• Agency director will make all State motor pool resources available.
Department of Education	• Make all education system transportation resources [outside of the affected area(s)] available to ESF #1 during a catastrophic disaster.
Department of Public Safety	• Control traffic and support local law enforcement activities. • Enforce highway traffic regulations. • Report movement control information to EOC direction and control elements.
Military Department	• Provide resources when tasked. • Assist with emergency debris removal.
Department of Corrections	• Provide manpower for emergency debris removal.
Department of Agriculture and Industries	• Coordinate agricultural and animal issues.
Department of Environmental Management	• Provide information on emergency debris removal, burial, and burning of debris. • Assistance with hazardous materials transportation issues.
Forestry Commission	• Provide heavy equipment and air support.
Public Service Commission	• Assist with transportation network issues.
Civil Air Patrol	• Provide air support (Fixed Wing). • Provide aerial photo damage assessment.
Alabama Emergency Management Agency	• Coordinate support from local, State and Federal agencies to support ESF # 1

Emergency Support Function Annex for ESF # 2 (Telecommunications and Information Technology to Alabama Emergency Operations Plan

Emergency Support Function (ESF) #2 — Telecommunications and Information Technology

Primary Agency:	Alabama Emergency Management Agency
Support Agencies:	Department of Conservation and Natural Resources Department of Corrections Forestry Commission Department of Homeland Security Military Department Department of Public Safety Department of Transportation Civil Air Patrol Finance Department Radio Amateur Civil Emergency Service (RACES)/ Amateur Radio Emergency Service (ARES) Alabama State Emergency Communications Committee (EAS)

Primary Points of Coordination and Associated Actions:

- ESF #1 (Transportation): transport communications personnel and equipment to areas, designated by Donations Management personnel, to provide communications support to food and water distribution points.
- ESF #5 (Emergency Management): send Situation Reports (SITREPS), provide electronic briefings, request mission assignments, and receive consolidated SITREPS.
- Radio Amateur Civil Emergency Service (RACES): provide personnel and equipment to augment and provide backup communications systems. RACES could also provide additional radio operators, if needed.

I. Introduction

A. Purpose

The purpose of this ESF is to assure provisions for communications to support State, county and local response efforts before, during, and immediately following the Governor's emergency declaration.

B. Scope

1. ESF #2 plans, coordinates, and assists in telecommunications support to State, county and local disaster response elements. This ESF will coordinate telecommunications assets (both equipment and services) available from State agencies, volunteer groups, county agencies, the telecommunications industry, Federal government agencies, and the U.S.

Military. ESF #2 will be the focal point of all communications activity at the State level before, during, and after activation of the Alabama Emergency Operations Center (SEOC).

2. Information Technology.

a. Information technology (IT) is concerned with all aspects of managing and processing information. It includes all forms of technology used to create, store, exchange, and use information in its various forms. In the new threat environment, the interdependence of telecommunications and information technology justify the protection of each as a critical asset. The telecommunications infrastructure provides the transport medium and connectivity that enable the transmission of information.

b. Additionally, with the State's increasing dependency on interconnected information systems, it is anticipated that this emergency support function will be initiated to ensure that telecommunications and information technology remain available and reliable. ESF # 2 is the point of contact for County and local agencies for the procurement and coordination of information technology services from the IT industry during a disaster response.

II. Policy

ESF #2 provides assets to assist county emergency operations agencies and other ESFs with their emergency efforts to communicate. The priorities for allocation of these assets are as follows:

- Identifies operational communications assets available for use within the affected area
- Identify communications facilities, equipment, and personnel located in and outside the affected area(s) that could be made available to support recovery efforts.
- Identify actual and planned actions of commercial telecommunications companies to restore services.
- Brief operational personnel on the status of communications.
- Coordinate the acquisition and deployment of communications equipment, personnel, and resources to establish temporary communications capabilities within the affected area(s).
- Coordinates information technology support to responding State, County and local agencies as directed by the SCO.

III. Situation

A. Disaster Condition

A disaster condition may result from a significant natural, technological, or man-made disaster. Disasters such as hurricanes can cause widespread damage to commercial telecommunications and electrical transmission facilities. All surviving communications assets of the various State and local government agencies, as well as the industry, will be needed to ensure an immediate and effective response.

B. Planning Assumptions

The following planning assumptions have been made:

- Initially, local emergency service organizations will focus on lifesaving activities. Local government officials will work toward reestablishing control in the disaster area. A county emergency management agency will become the central point of coordination and control for local relief activities.
- Initial reports of damage may be fragmented and provide an incomplete picture of damage to communications facilities.
- Weather and other environmental factors may restrict mobile or transportable communications equipment movement into the affected area.
- The affected area's ability to communicate may be impaired.
- The SEOC will be operational or else an alternate site will be designated prior to the disaster.
- During emergencies, telephone companies may impose line-load limit controls capable of creating use-overload conditions that would result in jammed circuits.
- Priority of service restoration agreements will be implemented.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a State communications support response that provides for the command, control, and coordination of communications planning, operations, and mutual aid.

- To coordinate the dispatch and use of communications resources and provide the means of coordination with local government.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to emergency response activities among organizations providing communications resources.
- To prescribe a procedure for the inventory of communications personnel, facilities, and equipment in the State.
- To collect and disseminate information and intelligence relating to communications for disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall communications mission.
- To provide information to the public and media on disaster activities.

B. General

Under the leadership of the Alabama Emergency Management Agency (AEMA), representatives from each of the support and voluntary agencies will staff the SEOC. The role of the AEMA is to identify communication requirements, prioritize these requirements, and develop a plan to acquire and deploy communications equipment to meet the needs of the affected areas. Individual agencies will retain operational control of their communications systems and equipment during emergency operations. The State emergency communications system is a redundant system employing:

- HF, UHF, and VHF radio in fixed and mobile configurations.
- 800 MHz Southern Linc Radio in fixed, mobile, and portable configurations
- 800 MHz CSEPP Radio in fixed and portable configurations
- Radio Amateur Civil Emergency Service/ Amateur Radio Emergency Service.
- Civil Air Patrol.
- Computer technology and dedicated/common user wire, cellular, and satellite telephone systems.

C. Notification

AEMA, as primary agency for ESF #2, will notify each agency and/or volunteer agency (as required).

D. Response Actions

This section lists actions to be performed by ESF #2 in response to a disaster. These actions occur in the order listed.

Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phases and should include the following:

- A general description of the situation as it pertains to ESF #2 and an analysis of the ESF's operational support requirements.
- A prioritized listing of significant actions that ESF #2 will initiate to provide operational support.
- Determine the level of response required by ESF #2 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, prepare a list of objective-based priority actions to support lifesaving and short-term recovery operations. The action list should be revised as the situation changes.
- Request mission assignments from ESF #5 (Emergency Management) to accomplish objectives.
- Mobilize resources and coordinate response for approved mission assignments.
- Prepare electronic briefings on status of ESF #2 response operations and the status of communications systems.
- Keep track of all expenditures concerning operations and submit these to Administration and Logistics Section after terminating operations.
- Prepare an ESF #2 After-Action Report to identify lessons learned and improvements.

E. Planning

ESF #2 will begin planning the recovery process based on the following information:

- Accumulative communications damage information obtained from Field Teams, the telecommunications industry, the local county emergency operations center, and other city, county, or State agencies.
- Listing of all State communications assets available to support a recovery mission. Other volunteer and local agencies with communications assets may be requested to contribute assets to the response effort. Industrial resources may also be considered for availability and effectiveness. Furthermore, availability, operational condition, and duration of need must be considered. The logistical requirements necessary to obtain critically needed equipment will also be evaluated.

F. Operations

Upon activation of ESF #2, the ESF should report to the State EOC and accomplish the following tasks:

- Develop a situation analysis establishing communications capabilities and limitations.
- Assess the need for and obtain telecommunications industry support as required.
- Prioritize deployment of services based on available resources and critical needs.
- Coordinate communications support to all government, quasi-government, and volunteer agencies as required.
- Provide timely reports on the status of communications systems.
- Prepare and process reports using established procedures, focusing specific attention to the production of after-action reports.

V. Responsibilities

This section lists the primary agency and the support agency for this ESF and their associated responsibilities.

A. Primary Agency

The primary agency for ESF #2 is the Alabama Emergency Management Agency and its responsibilities are as follows:

- Determine overall communications requirements to support response and short-term recovery operations.
- Coordinate unmet communications and equipment requirements with Federal and State agencies providing communications response support.
- Activate and operate the communications center at the SEOC.
- Activate RACES/ARES if needed.
- Deploy the Mobile Command Post if needed.
- Provide information technology support as required and as directed by the SCO.

B. Support Agencies

Six State agencies maintain communications networks that can be used to extend and augment SEOC in-place emergency communications resources. These agencies are the Forestry Commission and the Departments of Public Safety, Transportation, Corrections, Alabama National Guard, and Conservation and Natural Resources.

As advanced readiness during a pending disaster situation increases and emergency conditions are implemented, each of these six agencies will consider deploying an Emergency Communications Coordinator (ECC). Depending on the nature of the disaster, these six coordinators may have multiple roles in supporting ESF #2 and other ESFs their agencies are tasked to support.

In addition to the responsibilities noted above, the Finance Department will operate the State Telephone Network and key automation systems.

During Federally declared disasters, FEMA may deploy communications vans commonly known as the Mobile Emergency Response Support (MERS).

VI. Resource Requirements

A. Initial Response Assets

The following assets are of critical importance to providing communications to an affected area during the initial 12-hour response:

- Mobile or transportable communications equipment.
- Multi-channel radio systems.
- Base station and hand-held portables.
- Mobile or transportable microwave systems.
- Mobile or transportable switchboards and station equipment.
- Aircraft suitable as a platform for airborne radio repeaters.
- Trained installation and operations personnel available for field deployment.

B. Support for Field Activities

Mobile amateur radio operators or Civil Air Patrol (CAP) volunteers can be dispatched to American Red Cross (ARC) shelters to provide communications links. CAP aircraft can provide logistics as well as communications support. These voluntary organizations have a significant capability to provide assistance with emergency public communications during major disasters.

VII. Terms and Definitions

A. Commercial Service Provider: Any person or firm engaged as a carrier for hire, in interstate, intrastate, or foreign communications by wire or radio.

B. Communications Emergency: A condition that results or threatens to result in extensive damage to, or degradation of, vital telecommunications services, systems, and/or facilities in a disaster or extraordinary situation area; and/or one that creates an unusual State or local demand for

telecommunications services that cannot be satisfied without extraordinary management action. This condition includes those situations where telecommunications service requirements exceed the capabilities existing prior to an emergency as well as the capabilities remaining after the emergency occurs.

C. Communications Resource Manager: That person appointed by the ESF # 2 Coordinator to assist in resolving claims for telecommunications resources where telecommunications service providers are unable to satisfy all telecommunications service requirements, when there are conflicts among multiple State Emergency Communications Coordinators, or when the allocation of available resources cannot be fully accomplished at the field level.

D. Critical Infrastructures: Systems and assets, whether physical or virtual, so vital to the State that the incapacity or destruction of such systems and assets would have a debilitating impact on State security, economic security, public health or safety, or any combination of those matters.

E. Federal Emergency Communications Coordinator (FECC): That person, assigned by GSA, who functions as the principal Federal manager for emergency telecommunications requirements in major disasters, emergencies, and extraordinary situations, when requested by the Federal Coordinating Officer or Senior DHS/FEMA Official.

F. FEMA Regional Communications Manager: That person assigned by DHS-FEMA to manage FEMA's telecommunications assets and to serve as a member of the Emergency Communications Staff.

G. Government Emergency Telecommunications Service (GETS): GETS provides authorized Government users with a nationwide NS/EP switched voice and voice band data communications priority service by using the existing public switched network resources during periods of congestion.

H. Information Technology (IT): Any equipment or interconnected system or subsystem of equipment that is used in the automatic acquisition, storage, manipulation, management, movement, control, display, switching, interchange transmission, or reception of data or information. The term information technology includes computers, ancillary equipment, software, firmware and similar procedures, services (including support services), and related sources.

I. National Security and Emergency Preparedness Telecommunications (NS/EP): NS/EP telecommunications services are those used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international), that causes or could cause injury or harm to the population, or damage to or loss of property, or could degrade or threaten the NS/EP posture of the United States.

J. Public Switched Telecommunications Network: A domestic telecommunications network usually accessed by telephones, key telephone systems, private branch exchange trunks, and data arrangements. Completion of the circuit between the call originator and the call receiver requires network signaling in the form of dial pulses or multi-frequency tones.

K. Shared Resources (SHARES) High Frequency Radio Program: SHARES provides a single, interagency emergency message handling system by bringing together existing HF radio resources of Federal, State, and industry organizations when normal communications are destroyed or unavailable for the transmission of NS/EP information.

L. Telecommunications: The transmission, emission, or reception of voice and/or data through any medium by wire, radio, other electrical electromagnetic or optical means. Telecommunications includes all aspects of transmitting information.

M. Telecommunications Service Priority (TSP) Program: The NS/EP TSP is the regulatory, administrative, and operational program authorizing and providing for priority treatment (i.e., provisioning and restoration) of NS/EP telecommunications services. As such, it establishes the framework for NS/EP telecommunications service vendors to provide, restore, or otherwise act on a priority basis to ensure effective NS/EP telecommunications services.

S. Wireless Priority Service (WPS): WPS allows authorized NS/EP personnel to gain priority access to the next available wireless radio channel to initiate calls during an emergency when carrier channels may be congested.

VII. References

- Presidential Executive Order 12472 (April 3, 1984).
- *Federal Response Plan* for Public Law 93-288, as amended (April 1999).
- NCS Manual 3-1-1 (July 9, 1990), *Telecommunications Service Priority (TSP), System for National Security Emergency Preparedness (NSEP), Service User Manual.*
- Telecommunications Electric Service Priority Restoration Initiative, US Department of Energy, (February 1993).
- CAP Plan 1000, *CAP Support of the DOD and Civil Authorities During a National Emergency or Major Disaster Operation.*
- Training Circular 24-24, Headquarters, Department of Army, *Signal Data References: Communications Electronics Equipment.*
- NCS 1532/8 NCS Manual 3-1-1 (1989), *Telecommunications Service Priority (TSP) System for National Security Emergency Preparedness (NSEP), Service User Manual.*

Emergency Support Function Annex for ESF # 3 (Public Works and Engineering) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #3 — Public Works and Engineering

Primary Agency:	Department of Transportation
Support Agencies:	Department of Conservation and Natural Resources Department of Environmental Management Department of Public Health Department of Corrections Forestry Commission Military Department

Primary Points of Coordination and Associated Actions:

- ESF #5 (Emergency Management): send Situation Reports (SITREPS), conduct electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF #1 (Transportation) and ESF #11 (Agriculture): assist in debris clearance and transportation of potable water and food to areas that do not have operating water supply systems or are without food. Provide signs and barricades for closed roads.
- ESF #13 (Public Safety and Security): coordinate access and traffic control.

I. Introduction

A. Purpose

The purpose of this ESF is for the member agencies, both individually and jointly, in cooperation with AEMA, to provide public works and engineering support to assist local governments in needs related to lifesaving or life protecting support prior to, during, and immediately following a major or catastrophic disaster.

B. Scope

ESF #3 addresses the provision of technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, and emergency repair of wastewater and solid waste facilities. It is not expected that any one ESF #3 agency would perform all, or even a majority, of the support activities identified below.

ESF #3 support activities include the following:

- Emergency flood fighting operations.
- Identification of emergency landfill areas for debris removal.

- Temporary construction of emergency access routes which include damaged streets, roads, bridges, airfields, and any other facilities necessary for passage of rescue personnel.
- Perform temporary protective measures to abate immediate hazards to the public for health and safety reasons until demolition is complete.
- Provide emergency clearance of debris for reconnaissance of damage areas and passage of emergency personnel, supplies, and equipment for lifesaving, life protecting, health, and safety purposes during the immediate response phase.
- Perform clearing, repair, or construction of damaged emergency access routes (including streets, roads, bridges, ports, waterways, airfields, and any other transportation facilities) necessary for the transportation of rescue personnel and supplies.
- Provide emergency restoration of critical public services and facilities, temporary restoration of water supply systems, and providing water for fire fighting. Coordinate with ESF #11 (Agriculture) the requirement to transport potable water to areas that do not have operating water supply systems.
- Provide emergency demolition or stabilization of damaged structures and facilities designated by State or local government as immediate hazards to public health and safety or as necessary to facilitate the accomplishment of life-saving operations.
- Provide technical assistance and damage assessment.

II. Policies

The ESF #3 member agencies perform their duties under the following authorities: the Alabama Emergency Management Act (Code of Alabama 1975, Section 31-9-1, et seq.), Alabama Executive Order No. 15, the Alabama Administrative Code for Public Assistance, and agency procedures and policies as applicable.

Each ESF #3 member agency will coordinate their respective activities and, with assistance from AEMA and the other ESF #3 agencies, respond to missions received under the Alabama Response EOP.

The ability of ESF #3 agencies to accept assignments may depend on whether an emergency declaration exists at that time.

III. Situation

A. Disaster Conditions

A minor, major or catastrophic disaster can cause unprecedented property damage. Structures like homes, public buildings, bridges and other facilities

may be destroyed or damaged and may require reinforcement, demolition or isolation to ensure safety. Streets, highways, and other forms of transportation infrastructure may be damaged or unusable. Public utilities may be damaged and become partially or fully inoperable.

In the event of a disaster, many State and local response personnel will be unable to perform their prescribed emergency duties. Equipment in the immediate disaster area may be damaged or inaccessible. Resources may be limited in the immediate disaster area. State agencies may have to deploy resources from outside the affected area to ensure timely, efficient, and effective response. Existing landfills may be overwhelmed by debris and need to be augmented by areas pre-designated for clean debris disposal. Disaster assistance almost certainly will need to begin immediately.

B. Planning Assumptions

The following planning assumptions have been made:

- State and local governments in the immediate disaster area will need assistance in clearing debris, performing damage assessments, performing structural evaluations, performing emergency repairs to public facilities, reducing hazards by stabilizing or demolishing structures, providing water for firefighting, and meeting basic human health needs.
- Routes must be provided to allow access to disaster areas. Emergency road debris clearance and repairs will have top priority to support immediate lifesaving emergency response activities.
- Rapid damage assessment of the disaster area will be necessary to determine potential workload.
- Emergency environmental waivers and legal clearances will be needed for disposal of materials from debris clearance and demolition activities.
- Legal requirements that delay the securing of contractors or purchasing of materials may be waived.
- Large numbers of skilled personnel (engineers, construction workers, equipment operators, etc.) with construction equipment and materials may be needed from outside the disaster area.
- Support services for all personnel and equipment may have to be provided from outside the disaster area.
- Reevaluation of previously assessed structures and damages may be required.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a State public works response that provides for the command, control, and coordination of public works planning, operations, and mutual aid.
- To coordinate the dispatch and use of State public works resources and provide the means of coordination with local government.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to emergency response activities among public works organizations.
- To assist AEMA in prescribing a procedure for the inventory of public works personnel, facilities, and equipment in the State.
- To assist AEMA in collecting and disseminating information and intelligence relating to public works and engineering for disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall public works mission.

B. General

The primary agency for ESF #3 is the one whose resources, experience and assets best fit the ESF #3 responsibilities. When support is needed from ESF #1, AEMA will usually contact the Primary Agency first. Depending on the specific support needed AEMA may instead directly contact any of the ESF #1 support agencies.

Upon request, a representative of each ESF #1 agency will be available to respond to public works and engineering related requests. When partial or full activation of the Alabama Emergency Operations Center (SEOC) is implemented and at AEMA's request, these representatives will staff their assigned ESF #3 workstation, assist AEMA with identifying other ESF #3 agencies that may be needed and take steps to assure that the identified agencies are activated or on alert as appropriate.

ESF #3 member agencies will perform the following duties:

- Provide information needed by AEMA to prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short term recovery phase. This Situation Analysis should include the following:

  a. A general description of the situation as it pertains to ESF #3 and an analysis of the ESF's operational support requirements.

b. A prioritized listing of significant actions that ESF #3 will initiate to provide operational support.

- Assist AEMA in determining the level of response required by ESF #3 to effectively respond to the event.
- Assist AEMA in notifying the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, assist AEMA in preparing a list of objective-based priority actions to perform lifesaving and short-term recovery operations. The action list should be revised as the situation changes.
- Receive and process mission assignments from ESF #5 (Emergency Management) to accomplish objectives.
- Mobilize resources and coordinate response for approved mission assignments.
- Assist AEMA in preparing electronic briefings on status of ESF# 3 response operations.
- Each ESF #3 agency will keep track of all expenditures concerning operations and submit these to Administration and Logistics Section after terminating operations.
- Assist AEMA in preparing an Action Plan to terminate operations.
- Assist AEMA in preparing ESF #3 After-Action Reports to identify lessons learned and improvements.

C. Organization

When requested through the AEMA SEOC, ESF #3 agencies will provide, as able, skilled personnel (engineers, construction workers, equipment operators, etc.), construction equipment and materials. Upon activation, ESF #3 representatives will provide emergency support services.

D. Notification

In the event of a potential threat, ESF #3 agencies will be notified by AEMA. Mobilization preparation will be made to ensure rapid deployment of resources.

E. Response Actions

1. Initial Actions

ESF #3 will perform the following initial actions if activated for a disaster:

- Verify and provide to ESF #5 (Emergency Management) an inventory of available vehicles, personnel, and materials to support the ESF #3 action plan.
- Establish communications with appropriate field personnel, brief these personnel on the situation and action plan, and ensure that they are ready for timely response.
- Coordinate with support agencies to establish priorities and develop strategies for the initial response.
- Establish pre-positioning of resources when apparent that engineers, skilled construction workers, vehicles, and construction materials will be necessary.
- Move equipment resources to safe locations. Stage equipment resources as needed to support the recovery phase.
- Coordinate with AEMA to identify available resources. Make personnel and equipment available based upon established priorities. Define plans for mobilization.
- Establish priorities for roadway corridors with regard to debris removal and repair to allow access into damaged areas.

2. Continuing Actions

ESF #3 agencies will perform the following actions throughout the emergency incident:

- Provide personnel, as able, for damage assessment.
- Coordinate available personnel, equipment, and construction materials and resources with requests from the SEOC.
- Begin debris removal and repairs to allow access into the disaster area. This will involve coordinating the cooperative efforts of ESF #3 agencies, local government, and public works companies.
- Reassess priorities to address the most critical infrastructure needs and develop strategies.
- Track resources committed to specific missions, for redevelopment if necessary. Updated information will be provided to ESF #5 (Emergency Management).
- Provide signs and barricades for traffic and access control when requested by ESF #13 (Public Safety and Security).
- Re-stage resources as appropriate.

3. Recovery Actions

This section lists recovery actions to be performed by ESF #3 after an incident.

a. Initial Actions

ESF #3 will perform the following initial actions after a disaster in the order listed below:

- Review recovery actions and develop new strategies and revise existing strategies as needed.
- Provide engineers, skilled personnel, construction workers, etc., with construction equipment and materials to assist in recovery activities, upon request and as able.

b. Continuing Actions

ESF #3 will perform the following actions during the recovery period after an emergency incident in the order listed below:

- Continue support services for personnel and equipment in the disaster area.
- Continue damage assessments with priorities shifting accordingly.
- Coordinate with AEMA to establish ESF #3 priorities and support the missions with personnel and equipment.
- Assist AEMA in coordinating with local governments on off-system work and damage assessments.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The primary agency for ESF #3 is the Alabama Department of Transportation. Its responsibilities are as follows:

1. Assist AEMA in coordinating with support agencies in directing resources and prioritizing needs regarding debris removal, restoring access, damage assessments, and other areas related to infrastructure.
2. Deploy and use department resources in coordination with support agencies and local governments.
3. Support other ESF tasks as needed in accordance with established priorities.

B. Support Agencies

Table 1 below lists support agencies for ESF #3 and their responsibilities.

Table 1. Support Agencies and Responsibilities for ESF #3.

Agency	Responsibilities
Department of Environmental Management	• Provide personnel for the damage assessment for restoration of the water supply. • Provide personnel for damage assessment for restoration of the sewage treatment. • Provide damage assessment for beaches, shores, parks, and recreation areas. • Provide personnel for the review of pollutant discharge prevention.
Department of Public Health	• Coordinate location, restoration, or provision of potable water.
Forestry Commission	• Provide manpower and equipment to support public works and infrastructure needs.
Department of Conservation and Natural Resources	• Identify ecologically sensitive areas. • Provide watercraft support.
Department of Corrections	• Provide manpower.
Military Department	• Provide manpower and equipment to support public works and infrastructure needs.

I. Additional Resources

The ESF #3 agencies will, as able, provide additional personnel and vehicles. Also, various facilities essential to their operation may be made available for emergency use.

Emergency Support Function Annex for ESF # 4 (Fire Fighting) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #4 — Fire Fighting

Primary Agency: Forestry Commission

Support Agencies: Alabama Emergency Management Agency
Department of Agriculture and Industries
Department of Conservation and Natural Resources
Department of Insurance
Military Department
Department of Public Safety
Department of Transportation
Department of Corrections
Department of Public Health

Primary Points of Coordination and Associated Actions:

- ESF #5 (Emergency Management): request Federal resources through ESF #5, send Situation Reports (SITREPS), conduct electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF #15 (Emergency Public Information and External Communications): provide information to the media and public on actions being taken and State resources committed.

I. Introduction

A. Purpose

The purpose of this ESF is to detect and suppress wild fires, specifically rural and urban fires resulting from or occurring coincidentally with a disaster or other event requiring State response assistance. This involves managing and coordinating fire fighting activities, including detection and suppression of fire on state and private lands, and providing personnel, equipment, and supplies in support of local agencies involved in rural and urban fire fighting operations. This ESF provides a coordinated application of all fire suppression assistance made available through intrastate and interstate agreements and by the Federal government to facilitate operations at the scene.

B. Scope

ESF #4 supports the *National Response Plan* Emergency Support Function #4 (Fire Fighting). State program assistance under this function includes actions taken through the application of equipment, manpower, and technical expertise to control and suppress fires that have or threaten to become disasters. Provision of such services will be in accordance with mutual aid compact agreements with local governments, private industry, other States, and established recognized standards of fire fighting methods. The Alabama

Forestry Commission (AFC) is responsible for development, implementation, and administration of all State programs, mutual aid agreements, and participation in this function as related to emergency or disaster assistance.

II. Situation

A disaster condition may result from a significant natural, technological, or man-made disaster. Disasters such as drought can cause widespread wild fires. Significant fire fighting resources will need to be deployed to fight the wild fires.

A. Disaster Conditions

Fires can strike any part of the State and may result from man-made, technological, natural, or national security threat causes. Fire emergencies may reach such a magnitude as to require resources from adjacent jurisdictions, State or Federal government, or the private sector.

Forest or grass fires on publicly or privately owned land might develop into a major emergency, especially during periods of drought and drying winds. Such fires may require the cooperation of local, State, and Federal fire suppression forces before they can be properly contained.

B. Coordination

The State Forester coordinates a continuing Federal/State Agreement for Fire Suppression and the Southeastern States Forest Fire Compact, and maintains the ***State Fire Readiness Plan***.

The Alabama Forestry Commission and all supporting agencies take action on all wildfires that jeopardize Commission-protected lands, regardless of land ownership.

Each jurisdiction assumes the full cost of protection of the lands within its respective protection boundaries unless other financial arrangements are made. Protection agencies should not incur costs, without reimbursement, in lands outside of their respective protection boundaries. It is essential that the problem of financial limitations be clarified through proper official channels prior to execution.

C. Planning Assumptions

The following planning assumptions have been made:

- Fire services and operations in both urban and rural disasters are basically the same as if performed in normal operations except the problems are more complex and more people are involved. As a result, operations must be coordinated from emergency operations centers and from on-scene incident command posts.

- When the State Forester determines forest fire fighting resources are inadequate and the situation constitutes or threatens to result in a major disaster, a request for Federal assistance can be made.
- The State Forester will keep the AEMA Director (State Coordinating Officer) informed of the fire disaster situation.

III. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a State fire fighting response which provides for the command, control, and coordination of fire fighting emergency operations and mutual aid.
- To coordinate the dispatch and use of State fire fighting resources and means of coordination with Federal and local government.
- To provide a system for receipt and dissemination of emergency information, data, and directives pertaining to activities among fire fighting organizations.
- To prescribe procedures for the inventory of fire fighting facilities and equipment in the State.
- To collect and disseminate information and intelligence related to fire fighting for disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall fire fighting mission.

B. Scope

ESF #4 plans, coordinates, and conducts operations in response to suppression of wild fires. These operational actions include the following:

- Actions taken through the application of equipment, manpower, and technical expertise to control and suppress fires that have or threaten to become disasters. Provision of such services will be in accordance with mutual aid compact agreements with local governments, private industry, other States, and established recognized standards of fire fighting methods.

- Provision of fire suppression assistance under the Stafford Act will be made in accordance with the Federal/State Agreement for Fire Suppression.

C. Operational Concepts

The following operational concepts are specific to ESF #4:

- The State Forester coordinates all wildfire suppression efforts during both normal situations and disaster periods. Response coordination is conducted from Forestry Commission headquarters in Montgomery through the four regions and the State Emergency Operations Center (SEOC).
- The Governor may declare a wildfire emergency if a large number of wildfires are occurring and spreading fire from forests to homes and towns and threatening property and human life. As a result, the State Forester may implement the Fire Readiness Plan (a plan relating to the Commission's ability to respond to wildfire control functions).
- When the State Forester determines adequate resources are not available, he has the authority to involve the Southeastern States Forest Fire Compact.
- Requests for out-of-State non-fire assistance will be coordinated through the SEOC and referred to the AFC EOC for resolution.
- The Director of the Forestry Commission's Forest Resource Protection Division has been designated as the Emergency Coordinating Officer in case of wildfire and other disasters.

D. State Fire Readiness Plan (Wildfire)

The ***State Fire Readiness Plan*** sets forth systems and procedures for timely evaluation of wildfire hazards and available response and to enhance prudent activation and employment of additional resources. Operational procedures for county- region - and State-level wildfire control functions of the Commission and assistance agreements with specified agencies and organizations are contained in the Plan. Authority for implementation of the Plan and required supporting actions has been delegated to the appropriate supervisor and/or staff member of the Commission.

The ***State Fire Readiness Plan*** identifies necessary actions associated with five levels of fire readiness. Fire readiness levels are based on a combination of wildfire hazard and suppression capability. Primary responsibility for recognition of and reaction to these readiness levels rests with each unit supervisor. However, control of wildfire operations is established at the district level. The Regional Forester will use all available region resources as necessary. Routine status reports and requests for additional assistance from supporting agencies are made directly to the Commission. County, Region, and State plans identify the appropriate action to be taken on each of the five

levels of readiness and contain other pertinent information. Support resource agencies would be used primarily for actual line assistance in fire fighting, law enforcement, and investigation of man-caused fires.

E. Response Actions

The agencies in this section will perform the detailed operations in response to a fire emergency.

1. Alabama Emergency Management Agency

The Alabama Emergency Management Agency is responsible for activating the SEOC and issuing warnings. It also notifies other State agencies, coordinates allocation and dispatch of available fire resources with local, State, and Federal agencies, and coordinates Emergency Public Information concerning fire prevention and suppression measures with the State Emergency Public Information Officer.

2. Forestry Commission

The Forestry Commission has a representative in the SEOC and staffs the Forestry EOC to coordinate fire resources (forest and/or urban) that perform the following if activated for a disaster:

- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phase and includes the following:
  a. A general description of the situation as it pertains to ESF #4 and an analysis of the ESF #4 operational support requirements.
  b. A prioritized listing of significant actions that ESF #4 will initiate to provide operational support.
- Determine the level of response required by ESF #4 to respond to the event, including identification of support agencies required to support emergency operations.
- Initiate notification of required personnel and support organizations to achieve the required level of response.
- Prepare a list of objective-based priority actions to provide support for lifesaving and short-term recovery operations, based upon the Situation Analysis. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response.
- Track financial expenditures and keep financial records and submit these to ESF #5 as a part of the process to terminate operations.

IV. Organization and Responsibilities

A. Organization

The organizational plan that follows specifies the government agencies with roles essential for fire suppression activities.

The AFC has the overall coordinating responsibility among various levels of government agencies as well as the planning responsibility for providing fire suppression during emergencies/disasters. The State Forester will coordinate and direct fire operations from the AFC Headquarters or the SEOC, as appropriate.

The Assistant State Forester will be second in succession and will report, when directed, to the alternate SEOC if activated. He will establish the alternate site using minimum personnel and records to provide for the continued function of the Forestry Commission. A representative from the Fire Division will be the Forestry Commission's Emergency Management Coordinator and will coordinate all fire suppression operations from the SEOC.

B. State Agency Responsibilities

1. Primary Agency

The primary agency for this ESF is the Alabama Forestry Commission. Duties of individual members of the Forestry Commission are listed below in Table 1.

Table 1. Forestry Commission Officials and Responsibilities for ESF #4.

Alabama Forestry Commission Official	Responsibilities
State Forester	• Coordinates fire fighting efforts involving wildfire. • Assists in preventing structural fires from spreading into wildfire. • Officially declares the need for disaster assistance by the Forestry Commission. • Coordinates disaster operations with other State and Federal agencies at agency level. • Ensures maximum effective and prudent use of commission resources consistent with applicable and appropriate needs.
Fire Protection Division	• Assumes line responsibility for disaster operations on commitment of the Forestry Commission by the State Forester. • Advises on State-level coordination. • Provides Intra-Commission coordination. • Issues advisories to the State Forester's Office. • Initiates aerial photo coverage when applicable.

Alabama Forestry Commission Official	Responsibilities
	• Determines emergency communication needs and response. • Uses regional resources without regard to district lines upon coordination with appropriate supervisors. • Consolidates all reports into a final summary to include estimates of timber damage. • Coordinates deployment of personnel to support RIATs.
Regional Forester	• Initiates disaster relief work as appropriate. • Notifies the State Forester and/or the Protection Division of details as soon as possible. • Coordinates use of district resources with the commission. • Coordinates commission efforts with local representatives of other agencies. • Establishes an information and coordination center for commission operations in the district. • As soon as safe conditions exist, uses district aircraft or request other aircraft as needed for aerial surveys and other emergency requirements. • Ensures commission representation is consolidated at interagency disaster centers. • Ensures regional resources are fully used without regard to county line. • Informs the public through the news media of available assistance in securing timber advice, etc. • Receives and coordinates requests for assistance. • Requests additional assistance from the commission when district resources are fully committed. • Renders progress reports to the Protection Division Coordinating Officer periodically on status or as conditions change. • Renders a brief final report containing the following minimal final details. a. Nature and extent of the disaster. b. Type of assistance rendered. c. Number of man and equipment-hours involved. d. Outside regional resources used. e. Coordination with other agencies. f. Number of requests for assistance received, acted upon, and pending. g. Special problems encountered. h. Extent, acreage, and volume of timber damage. i. Recommendations.

Alabama Forestry Commission Official	Responsibilities
County Supervisor	• Notifies the Regional Forester when a disaster occurs in the ranger's area of responsibility. • Initiates immediate emergency assistance until further instructions and guidance are received. • Coordinates use of resources with other local agencies in the absence of specific directives.

2. Other State Agencies

Table 2 below lists State support agencies for ESF #4 and their responsibilities.

Table 2. Support Agencies and Responsibilities for ESF #4.

Agency	Responsibilities
Alabama Emergency Management Agency	• Receives request for assistance and evaluates the situation. • Notifies and coordinates among State agencies describing the type of assistance needed. • Requests assistance from Federal agencies. • Advises and informs the Governor of actions. • Informs FEMA of actions involving Federal agencies.
Department of Conservation and Natural Resources	• Provides manpower, equipment, and advice for fire control and law enforcement. • Staffs lookout points.
Department of Transportation	• Provides manpower and equipment for fire suppression assistance.
Department of Insurance (State Fire Marshal)	• Provides information and advice on insurance needs, conducts investigations, and coordinates with law enforcement.
Department of Health	• Provides information on toxicity of fires and provides information on health protection.
Department of Public Safety	• Provides law enforcement.
Military Department	• At the direction of the Governor, assists civil authorities in protecting life and property from fires and conducts support operations designed to minimize devastation by fire (i.e., communications, transportation, evacuation and engineering assistance, aerial fire detection), and provides personnel and equipment for rescue operations.
Department of Agriculture and Industries	• Provide information and assistance in relocating livestock and/or exotic animals.

V. Direction and Control

The State Forester, as Director of the AFC, is responsible for the development, implementation, and administration of all State programs, mutual aid agreements, and participation in this function as related to emergency or natural disaster assistance. Execution of the Federal/State Agreement for Fire Suppression is shared with the State Coordinating Officer (SCO) (State Director of Emergency Management).

The AFC Emergency Coordinator designated by the State Forester will serve as liaison coordinator for all emergency fire services to the SEOC and other State agencies.

The SDC is responsible for coordinating the Federal fire service resources with overall State response efforts in a declared Federal emergency/disaster situation.

Local governments are responsible for, and assumed to be providing, fire prevention, control, and suppression activities within their designated jurisdictions through their own resources or by a mutual assistance compact with the AFC neighboring governmental organizations. Local governments are also responsible for requesting State support when a fire situation exceeds their control/suppression capabilities.

Local fire fighting organizations remain under operational control of the parent government unless directed otherwise by the chief executive officer of that government. State agencies also remain under operational control of their respective department heads. However, after an emergency has been declared, all fire fighting operations must be coordinated by the AFC and through the SEOC.

VI. Continuity of Government

The Assistant State Forester shall be second in succession to the State Forester followed by one of the AFC Division Directors.

Each Regional Forester should develop a SOP that contains succession policies.

VII. Administration and Logistics

A. General

Local fire-fighting organizations from outside mutual agreement areas, including volunteer organizations, should be primarily self-sufficient. Support required should be requested through AEMA and will be provided by State agencies and private relief organizations.

State agencies are to support their own personnel and equipment. Additional requirements should be requested through AEMA.

Local fire-fighting organizations will use local communications equipment or establish communication with the Emergency Management Coordinator.

State agencies will use their own communications equipment or operate through AEMA.

It is the responsibility of the fire-fighting organization to establish communication.

B. Administration

The Fire Service Chief of each fire service agency and/or organization has direct responsibility for providing all maps, charts, records, and forms necessary for operations and for forwarding priorities and routine reports to the next higher echelon of the fire and rescue services. Under this concept, assistance is non-reimbursable with each department or agency bearing its own costs of operation except for necessary on-the-scene logistic support (oil, gasoline, food, etc.). Records and documentation of these expenses should be retained for future reimbursement.

C. Supply

Procurement of the specialized apparatus and equipment required by the Fire and Rescue Services should be coordinated during the Preparatory Period. Procurement during the emergency, however, may be necessary and consequently all transactions should be documented.

D. Transportation

Transportation of equipment, apparatus, and personnel is an integral function of the day-to-day operation of the Fire and Rescue Service of all jurisdictions. Therefore, the Fire and Rescue Service shall provide its own transportation to the maximum extent possible. Coordination with the Transportation Service at each organization level (EOC) will be required for transportation not available within the Fire and Rescue Service or required to augment existing transport equipment.

VIII. Federal Assistance

Federal assistance for fire suppression in support of State fire services is authorized by Section 420 of the Stafford Act and will be provided in accordance with the current Federal/State Agreement for Fire Suppression. This agreement contains the necessary terms and conditions with the provisions of applicable laws, executive orders, and regulations as the Director of CHS-EPR (FEMA) deems necessary at time of execution.

The Alabama State Forester will coordinate all matters relating to fire suppression in the State. The State Forester makes the determination when danger from fire is sufficient to threaten a major disaster. He will then, in coordination with AEMA, draw up for the Governor a request for Federal assistance using the following procedures. The State Forester may make a request for assistance to the FEMA Region.

The State Forester will prepare the Governor's written request for Federal assistance and submit it through the State Director of Emergency Management to the FEMA Regional Director, using FEMA Form 90-58 (Request for Fire Suppression Assistance) found in the FEMA Fire Suppression Assistance Handbook, DAP–4. The essential elements of information needed are:

- The location of the fire by geographic location, name, or tract designation.
- A Statement of the situation that poses an imminent threat of major disaster proportions and will exceed the State fire-fighting resources.
- The nature of assistance desired and the total amount of funds.
- A Statement that the Southeastern Area director of the U.S. Forestry Service is aware of the situation and concurs in the request for assistance.
- Name, location, and telephone numbers of persons designated to coordinate total operational control of fire-fighting and emergency forces.

After receipt of the Governor's request, the FEMA Regional Director consults with the US Forestry Service's Southeastern Area Director in Atlanta by telephone, followed by submission of FEMA Form 90-32 (Principal Advisor's Report) to determine what Federal assistance should be provided. The FEMA Regional Director transmits the request to the FEMA Administrator.

The FEMA Administrator informs the Regional Director of his decision directly by telephone and with concurrent TWX (teletypewriter exchange service) confirmation. The FEMA Regional Director notifies the Governor promptly by telephone with confirming TWX or other written means of the decision.

The FEMA Regional Director notifies the US Forestry Service's Southeastern Area Director of FEMA's decision by telephone and requests assistance in coordination of Federal support. The FEMA Regional Director makes a concurrent telephone request, confirmed by message, to the Second US Army Commander for manpower and equipment, if required.

All eligible costs are on a reimbursement basis under the Federal/State Agreement prepared and issued by the FEMA Regional Director in accordance with procedures outlined in FEMA handbook.

Emergency Support Function Annex for ESF # 5 (Emergency Management) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #5 — Emergency Management

Primary Agency: Alabama Emergency Management Agency

Support Agencies: Alabama agencies and departments assigned as primary or support agencies for an ESF.

Primary Points of Coordination and Associated Actions:

ESF #5 coordinates with all other ESFs. The activities listed below support all ESFs.

- Alert and notify primary ESF team leaders required for operations.
- Develop initial analysis of situation and disseminate the analysis to local jurisdictions and ESF team leaders.
- Prepare consolidated Situation Report (SITREP) and disseminate to all ESFs, counties, legislative representatives, and Federal Emergency Management Agency (FEMA).

I. Introduction

A. Purpose

The purpose of this ESF is to address procedures and activities assigned in support of the Concept of Operations in an Incident of National Significance, a major disaster or anticipated disaster. This ESF collects, processes, and disseminates essential information about a potential disaster or emergency to facilitate the overall activities of the State and Federal governments in providing response assistance to the affected area.

B. Function

The primary functions of ESF #5 are: to determine the immediate human needs of disaster victims and the extent of infrastructure damage (telecommunications, roads, hospitals, water systems, etc.); determine initial resource requirements; and coordinate the response effort.

To accomplish this, ESF #5 must collect, process, and disseminate information about the disaster situation. Specifically, this ESF will facilitate the management of key information needed by the State EOC staff (including the ESFs), advance elements in the State EOC, the Regional Operations Center (ROC) in Atlanta, and the ERT/ESF elements established in the Joint Field Office (JFO).

C. Scope

This ESF coordinates overall information and planning activities in the State Emergency Operations Center (SEOC) in support of Federal, State, and local response operations. The Information and Planning Activities are grouped among the following functions:

- *Information Processing*: collect and process essential information from local jurisdictions, ESFs, and other sources, and disseminate it for use by response operations and provide it as input for reports, briefings, displays, and plans.
- *Information Tracking:* track and maintain a historical record of responses and resources used in the responses utilizing EM2000.
- *Reports*: consolidate key information into reports and other materials to describe and document overall response and recovery activities and to keep local, State, regional, and national level authorities informed of the status of the overall response and recovery operations.
- *Displays*: maintain displays of key information and facilitate briefings using maps, charts, and status boards in a situation room and through other measures such as computer bulletin boards and electronic mail.
- *Planning Support*: consolidate key information to support the action planning process.
- *Technical Services*: provide advice on topics such as meteorology, structural engineering, seismology, flooding, dam safety, legal and law enforcement issues, national security issues, and other areas requiring specific information to support response and recovery efforts.

II. Policies

The Alabama Emergency Management Agency, utilizing NIMS and the ICS management system, will accomplish the following:

1. Determine the level of response required for support in a potential or actual disaster.
2. Initiate alert and notification of the primary ESFs to be activated to support response operations.
3. Collect and process essential information and disseminate it to ESFs and local governments.
4. Provide input for reports, briefings, displays, and plans.
5. Consolidate key information into reports and other materials; describe and document overall response activities.
6. Inform appropriate authorities of the status of the overall response operations.
7. Maintain a current visual display of key information (maps, charts, status boards, etc.) in the SEOC, and provide distribution of key information through the use of computer bulletin boards or electronic mail, as available.
8. Establish a pattern of information flow in support of the action planning process initiated by the SERT leadership.
9. Prepare a consolidated Statewide SITREP every four hours or as directed by the AEMA Director.

III. Situation

A. Disaster Condition

A significant natural, technological or man-made disaster or other significant event will be of such severity and magnitude as to require State response assistance to supplement the efforts of local government(s) to save lives and protect property.

B. Planning Assumptions

The following planning assumptions have been made:

- The local response elements will be the best available source of vital information regarding damage and initial unmet needs assessments.
- There will be an immediate and continuous demand for information on which decisions will be made to conduct response and recovery actions.
- There will be delays in establishing full information processing capabilities.
- Deployed ESF #5 staff may be required to be self-sufficient in terms of supplies, equipment, food, and lodging, for up to 72 hours.
- During a disaster, extremely intense levels of activity may cause message flow to bottleneck in the EOC.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To identify emergency response operations requirements to provide for the immediate protection and needs of the affected population.
- To provide a system for the receipt and dissemination of emergency information, data, and directives pertaining to activities among response agencies.
- To collect and disseminate information and intelligence relating to either actual or pending disasters, emergencies or Incidents of National Significance.
- To pre-plan distribution and allocation of State resources in support of the overall State mission.

B. General

During an emergency or disaster, personnel of the Alabama Emergency Management Agency will act as the staff for ESF #5. The operations officer on duty will initially act as the overall coordinator for ESF #5. In the immediate hours following the impact of a disaster, the ESF will sort and process information received from the AEMA field staff and the impacted counties. This information will be sent to the appropriate agencies. ESF #5 is responsible for directing message flow within the SEOC, displaying information data, tracking mission assignments, and providing technical data in support of disaster operations.

C. State Level Support Structure

Staffing of ESF #5 will depend upon the informational demands of the particular disaster. Staff assignments will be made in accordance with the six information functions assigned to ESF #5. Depending on the nature of the disaster it may be necessary to draw personnel from other ESFs to provide support to the technical information function.

D. Information Processing

Information will be acquired from four primary sources:

- Local EMAs are required to submit SITREPs that contain essential elements of information. (See Tab 1 to this Annex)
- AEMA field staff will provide situation reports.
- ESFs are required to perform a situation analysis that describes a general description of the situation, an analysis of the ESFs operational support requirements and a prioritized list of significant actions the ESF will initiate to provide operational support.
- ESFs are required to develop an electronic briefing and push this information to ESF #5.

ESF #5 will analyze these SITREPs and briefings, consolidate information, and produce a Statewide SITREP.

E. Consolidation of Information

ESF #5 must prepare and update statewide information into a consolidated SITREP covering the duration of each operational period.

F. Notification

Rapid notification of key response elements is critical to successful operations. Notification for activation of the SEOC will be accomplished by completing the following activities:

1. For an after-hours emergency or disaster, the State Emergency Operations Center (SEOC) will notify the AEMA Director of Operations and he/she will determine the operational level required. The AEMA Director of Operations will notify the Executive Operations Officer, ensure primary

ESF team leaders required to support operations are notified, and establish a duty roster as needed.

2. The AEMA Director of Operations will notify ESF #5 support staff as needed.

G. Response Actions

This section lists actions to be performed by ESF #5 in response to a disaster.

1. Initial Actions

ESF #5 will perform the following initial actions if activated for a disaster in the order listed below:

- Determine the level of response required by ESF #5 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Establish a duty roster and phone lists, set up status boards, establish message flow and tracking, and staff data processing computers.
- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short term recovery phase and should include the following:
  a. A general description of the situation and an analysis of ESF# 5 operational support requirements.
  b. A prioritized listing of significant actions that ESF #5 will initiate to provide operational support.
- Based upon the situation analysis, prepare a list of objective-based priority actions to support life saving and short term recovery operations. The action list should be revised as the situation changes.
- Establish initial contact with local governments and AEMA field staff.
- Prepare, process, and disseminate information.
- Call support agencies as needed.
- Establish contact with Federal liaison.
- Establish procedures for joint State and Federal mission assignments and establish joint State and Federal information processing capabilities.
- Anticipate and request the types of response information that agencies will require and furnish to applicable agencies as it is received.

2. Continuing Actions

ESF #5 will continue to perform the following actions during an emergency or event:

- Coordinate with key personnel in the field.
- Staff the SEOC on a 24-hour a day basis.
- Manage message flow in the SEOC, including recording all protective actions taken.
- Provide information in support of State agencies.
- Establish and track joint State and Federal mission assignments.
- Share information-processing capabilities with the Federal government.

H. Recovery Actions

This section lists recovery actions to be performed by ESF #5 after a disaster.

1. Initial Actions

ESF #5 will perform the following initial actions after a disaster:

- Collect and process information concerning recovery activities during the response phase of the disaster.
- Prepare a detailed JFO staffing plan.
- Identify resource requirements.
- Establish an ESF #5 presence at the JFO.
- Establish a duty roster, phone lists, message flow, and tracking.
- Anticipate and request the types of recovery information the State agencies will require and furnish to the applicable agency when received.

2. Continuing Actions

ESF #5 will continue to perform the following actions after a disaster:

- Coordinate with program managers, Disaster Recovery Centers (DRC) managers, and key staff as needed.
- Provide staffing support for the JFO.
- Manage message flow in the JFO and DRCs by logging all actions taken in EM2000.
- Provide information support of recovery activities.
- Establish and track joint State and Federal mission requests.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The Alabama Emergency Management Agency (AEMA) is the primary agency for ESF #5. Its responsibilities are as follows:

- Coordinate message flow within the SEOC.
- Coordinate the overall efforts to collect, process, report, and display essential elements of information.
- Facilitate support for planning efforts in response operations.
- Distribute reports to locals, other ESFs, and State field elements.
- Provide staffing support for ESF activities at the SEOC and the JFO.

B. Support Agencies

All agencies designated as primary agencies for other ESFs provide support to ESF #5. These agencies will identify and provide staff representatives to support the ESF #5 functions related to individual ESF activities as needed.

VI. Resource Requirements

The following resource requirements are based on the overall needs of ESF #5 to carry out its missions in a variety of field locations:

- Office space at the JFO
- General office furniture and supplies
- Portable, battery-powered AM/FM radios
- Flashlights and batteries
- Wall charts/display boards with marking supplies
- National, regional, and State maps/overlays
- Calculators
- Laptop computers with portable printers and supplies
- Wall clocks
- Portable televisions
- Copy machines
- Fax machines
- General administrative supplies
- Telephones and cellular phones

- First-aid kits
- Personal comfort items (to be furnished by individuals as required)
- Sleeping accommodations (dependent on situation)
- Food to accommodate individuals for 72 hours
- Portable toilet facilities (if required)

Emergency Support Function Annex for ESF # 6 (Mass Care, Housing and Human Services to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function #6 Mass Care, Housing, and Human Services

Primary Agencies: Alabama Department of Human Resources

Support Agencies: Alabama Emergency Management Agency
American Red Cross
Military Department
Department of Public Health
Department of Education
Department of Mental Health and Mental Retardation
Department of Senior Services
Department of Transportation

I. Introduction

A. Purpose

1. Emergency Support Function (ESF) #6 –Mass Care, Housing, and Human Services supports State, local, and Tribal governments, and voluntary agency efforts to address the mass care, housing, and human services needs of individuals and/or households impacted by Incidents of National Significance, disasters, and emergencies.

2. This ESF has three primary functions: mass care, housing, and human services. The primary functions of ESF #6 include:

a. **Mass Care:** This function includes coordinating the delivery of mass care services to disaster victims including:

(1) Providing emergency sheltering, feeding, and emergency first aid,

(2) Establishing systems to provide bulk distribution of emergency relief supplies, and

(3) Collecting information to operate a Disaster Welfare Information (DWI) system to report victim status and assist in family reunification.

b. **Housing:** This function provides short-term and long-term housing assistance to disaster victims by:

(1) Assisting in the identification of disaster victims,

(2) Identification of housing resources in the impacted area,

(3) Coordinating situation assessments to project short or long-term housing needs, and

(4) Coordinating and assisting in the identification of resources victims may need to begin their recovery efforts.

c. **Human Services:** This function supports assistance for the immediate personal needs of the disaster victims such as supporting the following:

(1) Crisis counseling and mental health services,

(2) Mail services,

(3) Disaster unemployment assistance,

(4) Social Security and Veteran Affairs benefits,

(5) Voluntary agencies coordination.
This function provides guidance on the coordination of voluntary organizations, private not-for-profit organizations, Citizen Councils, Community Organizations Active in Disaster (COADs), national, regional, State, local, and Tribal Voluntary Organizations Active in Disaster (VOADs), community-based organizations (CBOs), faith-based organizations (FBOs), and other collaborative associations.

B. Scope

1. The policies and concepts of this annex apply to State departments and agencies and the American Red Cross (ARC) following an Incident of National Significance or other emergencies or disasters.

2. The type and focus of ESF #6 support may vary depending on the magnitude and type of event, and the stage of the response and recovery efforts.

3. This annex promotes individual and household response and recovery efforts based on the disaster or incident priorities to include economic assistance and other services for people who were impacted by the disaster.

a. **Mass Care Function**

(1) Coordinates State and Federal resources that support mass care services to disaster victims as part of a broad program of relief. Also coordinates and gathers information related to sheltering and feeding operations in the disaster-impacted area.

(2) Provides emergency shelter for disaster victims including the use of pre-identified shelter sites in existing structures; creation of temporary facilities or shelters; and use of similar facilities outside the affected area, should evacuation be necessary.

(3) Provides feeding to victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Such operations are based on sound nutritional standards and include the consideration of victims with special dietary needs.

(4) Provides emergency first aid to victims and workers at mass care facilities and at designated sites within the impacted area. This service is supplemental to emergency health and medical services.

(5) Collects and provides information regarding individuals residing within the affected area to immediate family members outside the affected area through a Disaster Welfare Information (DWI) system. Also provides DWI to aid in reunification of family members within the affected area who were separated at the time of the disaster.

(6) Establishes sites within the affected area for bulk distribution of emergency relief items.

b. **Housing Function**

(1) Identifies the various factors that could impact the housing mission and develops a plan of action to provide housing assistance in the most effective, expedited, and efficient manner available.

(2) Identifies housing needs and works to develop and implement short- and long-term housing solutions for victims.

(3) Provides information on housing assistance available in the form of grants, rental assistance, temporary housing, and/or loans for the restoration of primary residences.

c. **Human Services Function**

(1) Supports a coordinated system to address victims' disaster-related recovery efforts through crisis counseling, mental health and substance abuse services.

(2) Coordinates with the local jurisdictions to assess the situation and determine the appropriate use of available resources.

(3) Coordinates and identifies special needs populations within the impacted area to include people who are elderly, non-English speaking people, and people with disabilities.

(4) Coordinates efforts to support voluntary organizations responding to incidents.

(5) Works with the local, State and Tribal governments, and others to coordinate collecting, processing, and distributing donations; manage spontaneous volunteer issues, and supervise volunteer workers.

(6) Assists communities with immediate, short- and/or long-term counseling for individuals, households, and groups dealing with the anxieties, stress, and trauma associated with an Incident of National Significance or other emergencies.

II. Policies: The underlying principles for the role of the State Government and the ARC operating at the State, Local, Tribal, or field level include:

A. Activating, as needed, in anticipation of, or immediately following, a disaster emergency, or widespread incident.

B. Implementing mass care, housing activities and human services programs without regard to economic status, racial, religious, political, ethnic, or other affiliation.

C. Supporting all ESF #6 activities and services in accordance with existing State and Federal statutes, rules, and regulations.

D. Supporting State and Federal agencies providing response and recovery assistance under independent authorities to the State, local, and Tribal governments, individuals, and the private sector.

E. Coordinating activities and assessments to determine need for additional assistance through the ESF.

F. Assigning staff support to ESF #6 to work in accordance with parent agency policies and procedures.

G. Coordinating recovery and mitigation assistance to provide efficient and effective response and recovery benefits, ensure that duplicate benefits are not awarded and to support State, local, and Tribal planning efforts.

III. Concept of Operations

A. General/Overview

1. An Incident of National Significance or other significant event may severely damage or disrupt access to homes, businesses, transportation systems, communication systems, etc., throughout the impacted area. Initial response activities focus on meeting urgent needs of disaster victims on a mass care basis.

2. During response and recovery activities, ESF #6 provides support based on incident-related needs and priorities.

3. Requests for assistance are channeled from local jurisdictions through a designated State liaison to ESF #6 for action.

4. Recovery efforts are initiated concurrently with response activities.

5. Emergency management agencies and volunteer organizations coordinate response and recovery efforts.

B. Organization

1. State

a. Response operations for an Incident of National Significance or other significant event normally begin when the Emergency Operations Plan (EOP) is implemented.

b. AEMA selectively activates ESFs based on the nature and scope of the incident and the State resources required to support County, local, and Tribal responses.

c. ESF #6 Primary and Support Agencies are available on a 24-hour basis for the duration of the emergency response period.

d. ESF response includes deployment of staff with State Emergency Response Team (SERT) to the State Emergency Operations Center (SEOC) at the AEMA building in Clanton, Alabama.

2. Local

a. The local-level response structure comprises representatives on the Regional Support Team (RST) and representatives on the SERT-A, when deployed. When fully operational, the regional-level response structure includes the ESF #6 section in the JFO, and Disaster Recovery Centers (DRCs).

b. Activities in the region commence with the activation of an RST by the AEMA Director. When it is determined that Federal response and recovery assistance is required, a request for deployment of Federal assistance to the incident response location is initiated.

c. Liaisons to other ESFs and/or related functions are identified and deployed by their respective agencies or departments.

d. As the JFO becomes operational, regional ESF #6 activities transition from the SERT-A and RST to the JFO, as necessary.

e. Liaisons from Federal support agencies are available to the ESF #6 section at the RRCC and JFO as necessary, on a 24-hour basis for the duration of the emergency response period.

C. Actions

1. Prevention

a. Hazard Mitigation is incorporated into recovery actions.

b. Primary and support agencies adhere to EOP reporting requirements.

2. Preparedness. The ESF #6 primary and support agencies ensure qualified members are recruited and trained prior to deployment. ESF #6 members participate in State and local response and recovery exercises.

3. Response

a. State ESF #6 response structure:

(1) Assesses the situation and forecasts response needs,

(2) Provides technical assistance to the local ESF #6 section and SEOC,

(3) Coordinates resource requests with State support agencies and SEOC, and

(4) Validates resource requests from the local ESF #6 section.

b. Local ESF #6 section:

(1) Establishes communications with the AEMA ESF #6 response structure,

(2) Assesses the situation and determines the adequacy of response activities,

(3) Provides technical assistance to support incident priorities,

(4) Validates requests for resources.

(5) Manages the State assistance request process.

(6) Provides reports to the State ESF #6 response structure and JFO, and

(7) Anticipates future requirements.

4. Recovery. State ESF#6 staff will continue to coordinate furnishing shelter and support to persons displaced during the event until such time that they are able to return to the affected area(s).

IV. Responsibilities

A. Primary Agency: Department of Human Resources

1. Provide leadership in directing, coordinating, and integrating overall State efforts in responding to mass care, housing, and human services needs.

2. Agency:

Alabama Department of Human Resources (DHR). The Alabama Department of Human Resources is the lead for response and recovery activities, including housing and human services. DHR provides ESF #6 staff at recovery locations to manage the housing and human service programs.

2. Transition.

As incident priorities transition from response to recovery the AEMA ESF #6 Recovery personnel augment the ESF #6 response personnel and accomplish a coordinated transfer of operation support/mission execution. American Red Cross personnel that have been supporting the DHR ESF # 6 unit will provide information on any missions which they have been supporting.

3. Deactivation.

As the ESF #6 Recovery staff begins to address recovery-related issues, the ARC ESF #6 staff is deactivated.

C. Support Agencies

1. American Red Cross. The ARC is a principle support agency for ESF #6 mass care activities. When the SEOC is activated, the ARC will provide staff to ESF #6 assignment locations at the SEOC.

2. Department of Public Health.

a. Assist, through ESF #8, in locating health and welfare workers to augment personnel assigned to shelters. ESF #8 will have primary responsibility for providing medical staff to special needs units, when the local resources have reached their maximum capacity (including special needs shelters).

b. Provide technical assistance for shelter, feeding, and warehouse operations related to food, vector control, water supply, and waste disposal.

c. Assist in the provision of medical and first aid supplies for shelters and first aid stations.

3. Department of Education.

a. Provide for the use of facilities and staff to assist emergency services operations.

b. Provide for use of commodity foods through Child Nutrition Program.

c. Assists with rehabilitation of disaster victims.

- Provide continued evaluation to current rehabilitation services clients who become disaster victims.

4. Department of Mental Health. Provides mental health, substance abuse and crisis counseling services for victims, on a short-term basis.

Provides crisis counseling to victims on a long-term basis through a Regular Services Program; and mental health, mental retardation and substance abuse services to eligible victims on a long-term basis.

5. Alabama Emergency Management Agency. Provides planning and coordination assistance

6. Military Department: When directed by the Governor provides building space, supplies for emergency shelters, equipment and personnel for mass feeding, and potable water and ice. These resources (personnel, equipment, and supplies) are furnished in the absence of other national disaster system resource capabilities.

V. Authorities and References

A. American Red Cross Legal Authorities

- Title 36, Section 2 of the United States Code (January 5, 1905).
- Title 36, Section 1 of the United States Code Annotated (May 8, 1947).
- Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act (1974).
- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act as amended (November 23, 1988).
- American Red Cross Charter enacted by the U.S. Congress, act of 1905.

B. Independent Authorities

ESF #6 does not supplant existing plans or existing authorities that have been developed for response incidents under American Red Cross statutory authorities other than the Robert T. Stafford Act.

Support agencies which have their own authorities and funding to respond to disaster situations will respond initially under those statutory authorities, which will take precedence over the authorities provided under the Robert T. Stafford Act.

C. State Authorities.

- Alabama Emergency Management Act, Code of Alabama Sec, 31-9-1
- Governor’s Executive Order # 15, Gov Folsom, dated Feb 15, 1994

Emergency Support Function Annex for ESF # 7 (Resource Support Management) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #7 — Resource Support Management

Primary Agencies: Alabama Emergency Management Agency

Support Agencies: All agencies required.

Primary Points of Coordination and Associated Actions:

- ESF #13 (Public Safety and Security): provide personnel for security at warehouses and staging areas.
- ESF #5 (Emergency Management): send Situation Reports (SITREPS), conduct electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF #1 (Transportation): coordinate with ESF # 7 the requirements to transport supplies.
- ESF #3 (Public Works and Engineering): provide personnel and equipment to clear roads and transportation access routes into the disaster area.

I. Introduction

A. Purpose

The purpose of this ESF is to provide logistical and resource support to State and local agencies involved in emergency response and recovery efforts for natural disasters and other catastrophic events. This includes emergency relief supplies, space, office equipment, office supplies, telecommunications, contracting services, transportation services (in coordination with ESF #1), and personnel required for immediate response activities. It also provides for logistical support for requirements not specifically identified in other ESFs.

B. Scope

ESF #7 is responsible for providing direct and active support to emergency response and recovery efforts during the initial response phase and initial recovery phase following a disaster. This support includes locating, procuring, and issuing resources, such as supplies, office space, office equipment, fuel, contracting services, personnel, heavy equipment, and transportation of such in coordination with ESF #1.

II. Policies

ESF #7 provides supplies, office space, office equipment, fuel, contracting services, personnel, and heavy equipment assets to assist county emergency operations agencies and other ESFs with their emergency efforts to conduct response and recovery operations. The priorities for allocation of these assets are as follows:

- The Alabama Emergency Management Agency is responsible for planning, coordinating, and managing the resource support needed in ESF #7 (beyond what is available to State agencies).
- Supplies and equipment will be provided from current State stocks or surplus and, if necessary, from commercial sources. Each State agency is responsible for their resource requirements.
- Designated support agencies will furnish resources as required to support these ESF requirements. Support by these agencies will be terminated at the earliest practical time.
- Procurement will be made in accordance with current State and Federal laws and regulations, which include emergency procedures under Alabama statute.

III. Situation

A. Disaster Condition

A major disaster will have an immediate impact on local and State resources and the shortages of vitally needed supplies must be procured and provided to the affected areas.

B. Planning Assumptions

The following planning assumptions have been made:

- Resources outside the affected area will be directed to fulfill the unmet needs of the State or local government.
- Transportation of resources will require staging areas which can be managed by ESF #1 (Transportation) after an executive order and by assigned secondary support agencies in that area prior to National Guard activation.
- Some resources of the State and local governments may not be available in the impacted area due to debris and destroyed buildings.
- Logistical support to save lives will receive a first priority.
- Massive demand for resources may be done in accordance with an executive order, which would exempt normal procedures for purchasing.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish Stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOG's):

- To procure and allocate essential resources (personnel and material) to support emergency operations.
- To oversee distribution of food and other essential supplies.
- To procure and allocate transportation resources.
- To maintain water, electrical, sanitation, and other utility systems and services.
- To provide supplies for mass care facilities and medical facilities.

B. Operational Concepts

The following concepts are key for ESF #7 to accomplish its mission:

- The free market economy and existing systems will be maintained to the maximum extent possible.
- Voluntary controls will be encouraged. Mandatory controls will be removed as soon as possible.
- The public will be encouraged to cooperate with any emergency measures through a public information program.

C. General

The Alabama Emergency Management Agency is the primary agency responsible for ESF #7. When partial or full activation of the Alabama Emergency Operations Center (SEOC) is implemented the Alabama Emergency Management Agency (AEMA) will perform the following in the order listed:

- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phase and should include the following:
  a. A general description of the situation as it pertains to ESF #7 and an analysis of the ESF's operational support requirements.
  b. A prioritized listing of significant actions that the ESF #7 will initiate to provide operational support.

- Determine the level of response required by ESF#7 to respond to the event.
- Initiate notification of the required personnel support organizations to achieve the required level of response.
- Based upon the situation analysis, prepare a list of objective-based priority actions to perform lifesaving and short-term recovery operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response for approved mission assignments.
- Prepare electronic briefings on status of ESF # 7 response operations.
- Keep track of all expenditures concerning operations and submit these to ESF #5 after terminating operations.
- Prepare an ESF #7 After-Action Report to identify lessons learned and improvements.

Statewide capabilities and resources committed to ESF #7 will be allocated and coordinated by AEMA. The primary source of equipment, supplies, and personnel shall be made from existing support agencies' resources and local sources outside the impacted area. Support, which cannot be provided from these sources, will be provided through commercial sources.

D. Organization

ESF #7 will operate under the direction of the Alabama Emergency Management Agency and will continue to operate throughout the emergency situation.

The ESF #7 Emergency Coordinator will maintain liaisons with other ESFs and interested parties. This individual will coordinate with at least two members of the Federal Advance Team (Federal ESF #7, General Services Administration procurement officials) at the SEOC.

E. Notification

The State Warning Point or AEMA will notify the Resource Coordinator, who will determine what agencies need representation at the SEOC to support ESF #7 operations. Inventories of resources (including pre-arranged staging areas, government buildings, public facilities and agency contacts) will be reviewed.

F. Response Actions

This section lists actions to be performed by ESF #7 in response to a disaster.

1. Initial Actions

ESF #7 will perform the following initial actions if activated for a disaster:

- If the situation permits, Finance Department personnel will be placed on standby or directed to staging areas with some facilities being manned for immediate response.
- If possible, some resources will be staged near the pending emergency areas.
- Support agencies may be alerted.
- Some support agencies may be directed to deploy personnel and other resources.
- Identification and assessment of resources available for designation as emergency support (including facilities).

2. Continuous Actions

ESF #7 will perform the following actions throughout the emergency incident:

- Buildings will be leased for staging warehouses or to replace damaged or destroyed facilities.
- Communication resources will be provided in coordination with ESF #2 (Telecommunications and Information Technology).
- Transportation needs will be provided in coordination with ESF #1 (Transportation).
- Office furniture, equipment, and supplies will be provided from existing inventories or will be procured.
- Food and fuel will be provided with cooperation of ESF #11 (Agriculture)
- Security for staging areas and facilities will be provided by ESF #13 (Public Safety and Security).
- The Alabama Emergency Management Agency will maintain records for all properties loaned to ESF #7 for support of the SEOC by the Federal government.
- The Alabama Emergency Management Agency will coordinate contractual services between State and commercial sources.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The primary agency for ESF #7 is the Alabama Emergency Agency, which is vested with the overall responsibility for allocating and coordinating resources

and support activities incident to ESF #7. ESF #7 will provide support staff for procurement of commodities and services, leasing of buildings and facilities, and facilities management. In addition, ESF #7 will coordinate and allocate food and equipment made available through the Federal Surplus Property Program.

B. Support Agencies

Table 1 below lists support agencies for ESF #7 and their responsibilities.

Table 1. Support Agencies and Responsibilities for ESF #7.

Agency	Responsibilities
Department of Agriculture and Industries	• food
Department of Economic and Community Affairs	• fuel, surplus property
Department of Industrial Relations	• personnel
Public Service Commission	• transportation and utilities

VI. Resource Requirements

The Director of the Alabama Emergency Management Agency is responsible for the implementation and administration of procurement activities necessary to support emergency operations of State agencies.

Emergency Support Function Annex for ESF # 8 (Public Health and Medical Services) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #8 —Public Health and Medical Services

Primary Agency: Department of Public Health

Support Agencies: Department of Forensic Sciences
Military Department
Department of Public Safety
Department of Human Resources
Alabama Emergency Management Agency
Department of Mental Health
Board of Funeral Services

Primary Points of Coordination and Associated Actions:

- ESF #1 (Transportation) provide transportation resources.
- ESF #5 (Emergency Management): send Situation Reports (SITREPS), conduct electronic briefings, provide mission assignments, and receive consolidated SITREPS.
- ESF #6 (Mass Care, Housing, and Human Services): provide crisis counseling and emergency first-aid.
- ESF #10 (Hazardous Materials Response): identify areas where there are hazardous materials. ESF #8 determines impact on health and safety of responders and citizens.
- ESF #11 (Agriculture): coordinate to ensure the safety of water supply.

I. Introduction

A. Purpose

The purpose of this ESF is to coordinate Alabama health and medical resources needed to supplement county and regional resources in response to public health and medical care needs following a significant natural disaster or manmade event. The State Health Officer (SHO), as the Director of Alabama's Department of Public Health (DPH), is responsible for the management and direction of ESF #8.

B. Scope

ESF #8 involves supplemental assistance to county and regional entities in identifying and meeting the health and medical needs of victims of a major emergency or disaster. This support is categorized as follows:

- Assessment of health/medical needs.
- Disease control/epidemiology.
- Health/medical care personnel.

- Health/medical equipment and supplies.
- Patient evacuation.
- Coordination of hospital care.
- Food/drug safety.
- Emergency responder health and safety.
- Radiological/chemical/biological hazards.
- Critical incident stress debriefing.
- Vector control/monitoring.
- Potability of water, wastewater, and solid waste disposal.
- Victim identification/mortuary services are handled by Department of Forensic Sciences. However, coordination needs to take place with respect to verification procedures.
- Medical Command and Control (MCU).
- Emergency medical services.

II. Policies

The SHO, in his/her primary agency role for ESF #8, directs the provision of Alabama State health and medical assistance to fulfill the requirements identified by the affected county authorities having jurisdiction. Included in ESF #8 are overall public health response (triage, treatment, and transportation of disaster victims) and working with local systems to assist in the evacuation of patients out of the disaster area, as needed. Assistance in pre-event evacuation may also come under the purview of ESF #8 whenever such patients or clients of the State are involved. The intent of ESF #8 is to supplement county governments affected by the disaster by using resources primarily available from the following sources:

- Resources available within DPH from the SHO.
- Supporting departments and agencies to ESF #8.
- Resources available from the in State National Disaster Medical System (NDMS), Disaster Medical Assistance Teams, Emergency Medical Services (EMS) providers, and commercial and private donations of goods and services.
- ESF #8 will be implemented upon the AEMA request for assistance following (or prior to expectation of) the occurrence of a significant natural disaster or manmade event.
- ESF #8 shall have a field deployment capability in the form of nurses, health workers, and environment analyst.
- In accordance with assignment of responsibilities in ESF #8 and further tasking by the primary agency, each support organization participating under

ESF #8 will contribute to the overall response but will retain full control over its own resources and personnel.

- ESF #8 is the primary source of public health and medical response/information for all State officials involved with response operations.
- Any national assets or Federal ESF #8 response to an event will be coordinated by the State ESF #8 Coordination Officer. All Federal health and medical response to an event must be requested by and is subordinate to the State ESF #8 operations.
- It is understood that the next level of response assistance available to the State is a Federal regional response and clear lines of communication and integration of expectations will be established on a routine basis with the regional headquarters.
- ESF #8 will not release medical information on individual patients to the general public to ensure patient confidentiality protection.
- Statewide information for missing or dead persons as a result of a major disaster is coordinated by the AEMA in conjunction with the DHR and the American Red Cross. Local sheriff's departments will compile information regarding missing persons. Local coroners will identify deceased persons.

III. Situation

A. Disaster Condition

The number of casualties and fatalities resulting from a major epidemic or natural, technological, or national security related incident might overwhelm medical and mortuary services. Hospitals, nursing homes, pharmacies, and other medical/health facilities may be severely damaged or destroyed. Those facilities, which survive with little or no structural damage, may be rendered unusable or only partially usable because of a lack of utilities (power, water, and sewer) and/or the inability of staff to report for duty. Medical facilities remaining in operation may be overwhelmed with minor injuries and seriously injured victims transported there or who self-present in the immediate aftermath of the occurrence. In the face of massive increases in demand and the damage sustained, medical supplies (including pharmaceuticals), and equipment will probably be in short supply. Disruption in local communications and transport systems could prevent timely replacement of supplies.

Local jurisdictions have the primary responsibility for delivering health, medical, and mortuary services during a disaster. However, due to the increased demand on normally adequate quantities of health resources with affected jurisdictions, the Alabama DPH (acting in a supporting role) will coordinate the use of statewide health resources.

B. Planning Assumptions

The following planning assumptions have been made:

- Resources within the affected disaster area will be inadequate to clear casualties from the scene or treat them in local hospitals. Additional mobilized State capabilities will urgently be needed to supplement and assist county governments to triage and treat casualties in the disaster area and then transport them to the closest appropriate hospital or other health care facility. Additionally, re-stocking of medical supplies will be needed throughout the disaster area. In a major disaster, patient transport will be necessary. Transportation could be by ground or air to the nearest metropolitan area where patients' needs are matched with the necessary definitive medical care. The transportation and coordination with receiving hospital will require significant coordination.
- Damage to chemical and industrial plants, sewer lines, water distribution systems, and secondary hazards such as fires will result in toxic environmental and public health hazards to the surviving population and response personnel (including exposure to hazardous materials, and contaminated water supplies, crops, livestock, and food products).
- Assistance in maintaining the continuity of health and medical services will be required with specific concern for implementation of communicable disease services (prevention, surveillance, etc.).
- Fatalities and casualties may be so contaminated by a technological incident as to pose a health hazard to responders.
- Disaster fatalities can be so mutilated that extensive forensic science techniques must be used for identification.
- A mass casualty event may require implementation of regional emergency medical services control plans and the Alabama DPH ***Health Manual for Management of Emergency Health Services***.
- A Regional ESF #8 representative will maintain coordination with the State ESF #8 Coordinator, appropriate State medical and public health officials, and organizations to obtain current medical and public health assistance requests. It is anticipated that most requests will be made by telephone, radio, or face-to-face conversations rather than by formally written requests.
- ESF #8 will utilize locally available health and medical resources to the extent possible to respond to the disaster.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a State health and medical support response providing for command, control, and coordination of health and medical planning, operations, and mutual aid.
- To coordinate the dispatch and use of health and medical resources and provide the means of coordination with local government.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to emergency response activities among organizations providing health and medical resources.
- To prescribe a procedure for the inventory of health and medical personnel, facilities, and equipment in the State.
- To collect and disseminate information and intelligence relating to health and medical for disasters or emergencies, either existing or pending.

B. General

Throughout the response period, ESF #8 will evaluate and analyze medical and public health assistance requests and responses and develop and update assessments of medical and public health status. All requests from appropriate county authorities for medical and public health assistance will be assumed to be valid. Upon receiving conflicting or questionable requests, ESF #8 will attempt to confirm the actual needs. ESF #8 will maintain accurate and extensive logs to support after-action reports and other documentation of the disaster conditions

C. Notification

Upon the occurrence of a potential or actual major natural disaster or manmade event, the AEMA will notify the ESF #8 Coordinator or alternates. This notification would probably be made via telephone or digital pager. Such notification could be to advise of the potential for disaster and to report to the State Emergency Operations Center (SEOC).

D. State-Level Response Support

The ESF #8 has the capability to obtain significant health and medical support through the National Guard and to gain support through the National Disaster Medical System (NDMS), a federally coordinated system that augments the nation's emergency medical response capability. The overall purpose of the NDMS is to establish a single, integrated, national, medical, response, capability for assisting State and local authorities in dealing with the medical and health effects of major peacetime disasters.

E. Response Actions

This section lists actions to be performed by ESF #8 in response to a disaster.

1. Initial Actions

ESF #8 will perform the following initial actions if activated for a disaster in the order listed below:

- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phase and should include the following:
  a. A general description of the situation as it pertains to ESF #8 and an analysis of the ESFs operational support requirements.
  b. A prioritized listing of significant actions that the ESF #8 will initiate to provide operational support.
- Determine the level of response required by ESF #8 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, prepare a list of objective-based priority actions to support life saving and short term recovery operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response for approved mission assignments.
- Prepare electronic briefings on status of ESF #8 response operations and the status of communications systems.
- Conduct initial assessment of health and medical need.
- Ascertain need for health surveillance.
- Determine need for additional personnel to include mass casualty incidents.

- Generalize field response teams.
- Examine need for medical equipment and supplies.
- Ascertain need for patient evacuation.
- Identify in-hospital care/in-State resources.
- Determine the medical and health issues related to hazardous materials, food and drug safety, radiological hazards, victims and/or workers, public health information, vector control, potable water, waste water, and solid waste.
- Coordinate with Forensic Sciences the location of victims for identification/mortuary services.

2. Continuing Actions

ESF #8 will perform the following actions throughout the emergency incident:

- Update assessments.
- Mobilize resources.
- Coordinate with regional health and medical staff.
- Coordinate medical/patient transport requests.
- Movement of supplies equipment and support personnel to staging areas or direct target sites.
- Coordinate request from hospitals/medical facilities.
- Coordinate requests for medical evacuation.
- Establish communications.
- Initiate public information program.
- Maintain activities log.
- Keep track of all expenditures concerning operations.
- Prepare an ESF #8 After-Action Report to identify lessons learned and improvements.

Because of the potential complexity of health and medical response issues and situations, conditions may require special advisory groups, comprised of subject matter experts, to review health and medical information and to advise on specific strategies to employ and to most appropriately manage and respond to a specific situation.

When National Disaster Medical System (NDMS) assets outside the State are requested, the ESF #8 Coordinator will coordinate directly with NDMS representatives for the deployment of those assets.

Certain National Guard assets may be needed to support ESF #8 requirements. Missions will be assigned to the National Guard through coordination with the AEOC Military Department representative who will coordinate with the guard to activate and deploy the necessary military units.

Arrangements for medical transportation should be made at the lowest levels possible. Normally, local transportation requirements are to be handled by local authorities. If it is determined by State ESF #8 that county or regional resources are inadequate to meet the requirements, a request for Federal medical transportation assistance will be worked at the regional ESF #8 level.

Arrangements with medical facilities are primarily a local function. Requests for additional assistance should first be referred to the county EOC and if not filled, then forwarded to the State authorities at AEOC, ESF #8. If additional assistance is unable to be filled at the State level, requests by State officials for Federal aid for NDMS hospital support will be initiated

The ESF #8 staff at the AEOC will continuously acquire and assess information about the disaster situation. Staff will continue to identify the nature and extent of health and medical problems and establish appropriate monitoring and surveillance of the situation to obtain valid ongoing information. Staff will primarily rely on information from the disaster area that is furnished by the county ESF #8 EOC representative. Other resources of information may include ESF #8.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The Department of Public Health is the primary agency in this ESF. The department has the following responsibilities:

- Provide leadership in directing, coordinating, and integrating the overall State efforts to provide medical and public health assistance to the affected area.
- Coordinate and direct activation and deployment of voluntary State resources of health/medical personnel, supplies, and equipment.
- Coordinate the evacuation of patients from the disaster area when evacuation is deemed appropriate by State authorities.
- Establish, as needed, active and passive surveillance systems for the protection of public health.

- Provide the following resources:
  a. Advance life support/basic life support vehicles
  b. Emergency medical technicians
  c. Paramedics
  d. Medical equipment and supplies
  e. Nurses/RNs/LPNs
  f. Health administrators
  g. Pharmacy services
  h. Physicians
  i. Environmental health specialists
  j. Laboratories and laboratory personnel
  k. Nutritional services
  l. Epidemiology experts
  m. Social workers
  n. Radiation monitoring
  o. Disaster response expertise
  p. Dental care
  q. Dietitians
  r. Immunizations
  s. Case management
  t. Outreach capability
  u. Aircraft (fixed wing/rotary wing/medical evacuation)
  v. Public information and education

B. Support Agencies

Table 1 below lists support agencies for ESF #8 and their responsibilities.

Table 1. Support Agencies and Responsibilities for ESF #8.

Agency	Responsibilities
Alabama Emergency Management Agency	• Coordinate public affairs.
Military Department	• Coordinate medical units/deployment. • Coordinate transportation logistics (ground and air). • Provide food service/response personnel. • Provide patient evacuation support (ground and air).

Agency	Responsibilities
	• Provide security.
Department of Mental Health	• Provide stress counseling.
Department of Human Resources	• Provide mass care support.
Department of Public Safety	• Provide emergency transportation of medical supplies.
Board of Funeral Services	• Provide mortuary resource support.
Department of Forensic Sciences	• Provide support to local coroners in identifying the deceased and taking care of them.

VI. Resource Requirements

The most critical requirements during the initial 12 hours of a major disaster will be medical response personnel, necessary medical supplies and equipment, transportation, logistical and administrative support, and communications systems support. The principal requirements will be as follows:

- Alert and deploy emergency response coordinators, emergency response structure, and other necessary ESF #8 personnel.
- Alert and deploy Federal resources (Disaster Medical Assistance Teams), coordinate with Forensic Sciences to deploy Disaster Mortuary Response Teams (DMORTs), specialized medical personnel, equipment, and supplies. Patient care will probably be rendered under austere field conditions for casualty clearing, casualty staging, and during transportation.
- Replace medical supplies (including pharmaceutical and biological products) and equipment as necessary when such supplies have been damaged or destroyed.
- Transportation support (including the following):
    a. Ground vehicles for transport of incoming medical response personnel, supplies, and equipment to operational sites or staging areas.
    b. Ground transportation for deployment of personnel and resources within the disaster area.
    c. Ground transportation for movement of casualties within the affected area.
    d. Coordinate with the Alabama National Guard for the use of rotary–wing, fixed-wing, short-range, medium-range, and long-range aircraft for patient evacuation from disaster area.
    e. Aircraft or ground vehicles for retrograde transport of medical response personnel and equipment following deactivation.

- Logistic and administrative support, including staffing of the AEOC and field response personnel as needed.

Emergency Support Function Annex for ESF # 9 (Urban Search and Rescue) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #9 — Urban Search and Rescue (USAR)

Primary Agency: Alabama Emergency Management Agency

Support Agencies: Department of Conservation and Natural Resources
Department of Corrections
Forestry Commission
Department of Forensic Sciences
Military Department
Department of Public Safety
Department of Transportation
Alabama Sheriff's Association
Civil Air Patrol
Board of Funeral Service

Primary Points of Coordination and Associated Actions:

- ESF #5 (Emergency Management): prepare action plans, Situation Reports (SITREPs), and electronic briefings and forward them to ESF #5.
- ESF #8 (Public Health and Medical Services): provide mortuary services and crisis counseling.
- ESF #13 (Public Safety and Security): coordinate on-scene crime scene investigation and SAR operations.

I. Introduction

A. Purpose

This ESF provides State support to local governments to locate lost and missing people; locate, extricate and administer immediate medical treatment to victims trapped in collapsed structures.

B. Scope

ESF #9 includes the following resources:

- *SAR Member*: An agency affiliated (sworn, non-sworn, or reserve) or civilian member of an organized, trained, and equipped Search and Rescue Unit or Team.
- *SAR Heavy Rescue Unit*: A SAR unit organized, equipped, and trained to locate persons trapped in the rubble of structures of any size or construction. In addition to the equipment and skills necessary for light rescue, they must have the ability to determine heavy equipment requirements of a rescue situation and supervise the operation of such equipment. The unit must have a sound working knowledge of structural

engineering or immediate access to a technical specialist with such knowledge.

- *SAR Light Rescue Team*: A SAR unit specially trained and equipped to locate and rescue persons trapped in the rubble of collapsed residential and light commercial structures. The unit uses special equipment such as optical fiber television, infrared detection devices, light hydraulic powered rescue tools, chain saws, metal saws, and tracking dogs. It may also be qualified in heavy rescue techniques.
- *SAR Unit/Team*: A public agency or non-agency affiliated civilian group organized, trained, and equipped to carry out search and rescue/ recovery missions.

II. Policies

The Alabama Emergency Management Agency (AEMA) will ensure that SAR resources are available to perform mission assignments. All US&R operations will be conducted using the principles of the NIMS and ICS. If local and State resources are exhausted, AEMA may request Federal Urban Search and Rescue assistance.

The ESF #9 will work with ESF #8 (Public Health and Medical Services) to assist with medical needs and transportation of victims beyond initial collection points.

III. Situation

A. Disaster Condition

A number of people annually have gotten lost in rural areas or have been declared missing. The county sheriff's department has the primary responsibility to search for these people. It is a common practice for the sheriff to ask for State assistance.

A substantial number of persons involved in a major disaster may result in life-threatening situations requiring prompt rescue and medical care. Since the first 72 hours are crucial to lessening the mortality rate, SAR must begin immediately. In the event of an act of terrorism, SAR operations may need to be conducted in close coordination with law enforcement crime scene investigation procedures.

Depending upon a disaster's type and magnitude, urban and/or non-urban rapid deployment of SAR resources may be required to conduct life savings operations. SAR personnel will potentially have to deal with extensive damage to buildings, roadways, public works, communications, and utilities. Fires, explosions, flooding, and hazardous material releases may compound problems and may threaten survivors as well as rescue personnel.

B. Planning Assumptions

The following planning assumptions have been made:

- All available local SAR resources will be committed, and additional help will be needed from the State.
- Coordination and direction of local efforts, including volunteers, will be required.
- Secondary events or disasters may threaten survivors as well as SAR personnel.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a search and rescue response which provides for the command, control, and coordination of SAR emergency operations and mutual aid.
- To provide a system for receipt and dissemination of information, data, and directives pertaining to search and rescue operations.
- To prescribe a procedure for the inventory of search and rescue personnel, facilities, and equipment in the State.
- To collect and disseminate information and intelligence related to search and rescue operation for disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall law enforcement mission.

B. General

The AEMA will provide SAR support to local operations through coordination of State personnel and equipment from support organizations and volunteer agencies.

C. Organization

The AEMA, as the primary agency for this ESF, will determine the support agencies required for the specific disaster. This determination will result in an organization designed to meet the demands of the event.

D. Notification

Upon notification of a potential or actual event requiring response, the emergency contact person for the AEMA will notify other ESF #9 members by telephone or through the communications facilities at the State Emergency Operations Center (SEOC). Determining who is to be notified will be based on the demands or potential demands of the event.

All support agencies notified will be instructed to alert their contacts throughout the State to ensure required available resources are on standby or mobilized and given instructions to report to the affected area.

E. Response Actions

This section lists actions to be performed by ESF #9 in response to a disaster.

1. Initial Actions

If activated for a disaster, ESF #9 will prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phases and should include the following:

- A general description of the situation as it pertains to ESF #9 and an analysis of the ESF #9 operational support requirements.
- Determine the level of response required by ESF #9 to respond to the event. This determination includes identification of the support agencies required to support emergency operations.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, determine priority actions to provide support to perform lifesaving and short-term recovery operations.
- Mobilize resources and coordinate response for approved mission assignments.
- Transportation may be provided, if available, or may be the responsibility of the support agency. This may require coordination with ESF #1 (Transportation).

2. Continuous Actions

ESF #9 will perform the following actions continuously through a disaster situation in the order listed below:

- Track the status of State and other resources committed to support emergency operations.
- Track financial expenditures and keep financial records.
- Reassign SAR resources as needed and as requested.
- Order SAR resources withdrawn.

V. Responsibilities

The Alabama Emergency Management Agency will maintain a database of SAR resources, coordinate training of SAR personnel, and provide staff for ESF #9 at the SEOC.

VI. References

- *National Response Plan* ESF# 4 (USAR).

VII. Support Agencies

Table 8 below lists support agencies for ESF #9 and their responsibilities.

Table 8. Support Agencies and Responsibilities for ESF #9.

Agency	Responsibilities
Conservation and Natural Resources	• Provide watercraft and personnel.
Department of Correction	• Provide personnel.
Forestry Commission	• Provide equipment and personnel.
Forensic Sciences	• Provide mortuary support.
Military Department	• Provide equipment and personnel.
Department of Public Safety	• Provide law enforcement.
Department of Transportation	• Provide equipment and personnel.
Alabama Sheriff's Association	• Provide mutual aid.
Board of Funeral Services	• Provide mortuary resource support.
Civil Air Patrol	• Provide air and ground search teams and fixed wing air transportation.

Emergency Support Function Annex for ESF # 10 (Oil and Hazardous Materials Response) to the State of Alabama Emergency Management Plan (EOP)

Emergency Support Function (ESF) #10 — Oil and Hazardous Materials Response

Primary Agency: Department of Environmental Management

Support Agencies: Department of Conservation and Natural Resources

Alabama Emergency Management Agency

Department of Agriculture and Industries
Department of Public Safety
Liquid Petroleum Gas Board
Department of Public Health
Department of Insurance (State Fire Marshall)

Primary Points of Coordination and Associated Actions:

- ESF #5 (Emergency Management): send Situation Reports (SITREPS), electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF #13 (Public Safety and Security): evacuation requirements for developing access and traffic control plans.
- Public Health and Medical Services (Radiological Control): if the incident involves radioactive material.
- Department of Agriculture and Industries: if the incident involves pesticides or herbicides.

I. Introduction

A. Purpose

The purpose of this ESF is to provide State support to local governments in response to an actual or potential discharge and/or release of hazardous materials resulting from a natural, manmade, or technological disaster. As an element of the State Emergency Operations Plan (SEOP), ESF #10 may be activated under one of the following conditions:

- In response to those natural or other catastrophic disasters for which the ADEM determines that State assistance is required to supplement the response efforts of the affected local governments.
- In anticipation of a natural or other disaster that is expected to result in a declaration from the Governor and subsequent Federal declaration under the Stafford Act.

B. Scope

ESF #10 provides for a coordinated, effective, and efficient response to discharges and releases of hazardous materials by placing human, financial, and material resources into action in the impacted area. This ESF establishes lead coordination roles and division and specification of responsibilities among State agencies that may be brought to bear in response actions. This ESF is applicable to all State departments and agencies with responsibilities and assets to support the local response to actual and potential discharges and releases of hazardous materials.

C. Interface with Regional Response Team

This ESF does not impede or negate the use of or request for the activation of the Federal Regional Response Team (RRT).

The RRT is made up of regional representatives of the Federal and State agencies within the region and is co-chaired by the Environmental Protection Agency (EPA) and the US Coast Guard (USCG). The RRT serves as a planning and preparedness body before a response, marshaling these agencies' response resources and providing coordination and advice to the Federal On-Scene Coordinator (OSC) during response actions. The RRT participates in preparedness activities under this ESF and is expected to be closely involved in response activities if this ESF is activated.

At the State level, activities under ESF #10 provide a bridge between the on-site State On-Scene Coordinators (SOSCs), directed response with RRT support and the overall disaster response activities. The OSCs will carry out their responsibilities under the National Contingency Plan (NCP) to coordinate, integrate, and manage the State effort to direct, identify, contain, cleanup, dispose of, or minimize releases of oil or hazardous substances or prevent, mitigate, or minimize the threat of potential releases. Their efforts will be coordinated under the direction of the ESF # 10 State Chair.

II. Policies

The NCP serves as the basis for planning and use of Federal resources for responding to releases or threats of releases of oil or hazardous substances. Response actions under ESF #10 will follow policies, procedures, directives, and guidance developed to carry out the provisions contained in the NCP.

The Alabama Department of Environmental Management (ADEM) will chair ESF #10.

In accordance with the assignment of responsibilities in this annex, support agencies will provide resources and support in response to a release or threat of release of oil or hazardous substances. To the extent possible, the State level support agency representatives to this ESF should be those personnel also assigned to the RRT. Where such dual assignments are not possible, each ESF representative is to maintain close coordination with their agency's RRT representative.

When, due to multiple response actions, more than one State OSC is involved in implementing response the ESF will be the mechanism through which close coordination will be maintained among all agencies and OSCs. The State chair of this ESF will assure that response actions are properly coordinated and carried out.

III. Situation

A. Disaster Condition

A natural or other catastrophic disaster could result in numerous situations in which hazardous materials are released into the environment. Fixed facilities (chemical plants, tank farms, laboratories, operating hazardous waste sites, etc.) which produce, generate, use, store, or dispose of hazardous materials could be damaged so severely that existing spill control apparatus and containment measures are not effective. Hazardous materials that are transported may be involved in rail accidents, highway collisions, or waterway mishaps. Abandoned hazardous waste sites could be damaged, causing further degradation of holding ponds, tanks, and drums. The damage to or rupture of pipelines transporting materials that are hazardous if improperly released will present serious problems.

B. Planning Assumptions

The following planning assumptions have been made:

- Local response agencies will be overwhelmed by the extent of the response effort required to assess, mitigate, monitor, cleanup, and dispose of hazardous materials releases into the environment.
- There will be numerous incidents occurring simultaneously in separate locations both inland and along coastal waters.
- Response personnel, cleanup crews, and response equipment will have difficulty reaching the site of a hazardous materials release because of the damage sustained by the transportation infrastructure.
- Additional response and cleanup personnel and equipment will be needed to supplement existing capabilities and to provide backup or relief resources.
- Even if the natural or other catastrophic disaster does not cause situations where there are actual releases, there will be considerable concern about facilities located in or near the affected area. These facilities will need to be monitored by ESF #10.
- Laboratories responsible for analyzing hazardous materials samples may be damaged or destroyed.

- Emergency exemptions will be needed for disposal of contaminated material.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guide (SOGs):

- To create a State response that provides for the command, control, and coordination of hazardous material response operations and mutual aid.
- To coordinate the dispatch and use of State hazardous material resources and provide the means of coordination with Federal and local government.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to response activities among organizations responsible for hazardous materials incident response.
- To collect and disseminate information and intelligence relating to hazardous materials incidents.

B. General

ESF #10 will direct the efforts to supplement the local emergency response actions, immediately following a disaster involving hazardous materials. Federal, State, and local officials must maintain close coordination. ESF #10 operations will secure, remove, and dispose of hazardous materials from the disaster area. Local government is responsible for making and implementing protective action decisions related to a hazardous materials incident.

For the purpose of standardization of emergency communications and response operations, the following response conditions, taken form the National Response Team ***Hazardous Materials Emergency Planning Guide***, will be used by all State and local responders to hazardous materials incidents in Alabama.

1. Response Level I, Potential Emergency Condition

Response Level I (Potential Emergency Condition) is defined as an incident or threat of a release which can be controlled by first response agencies and does not require evacuation of other than the involved

structure or the immediate outdoor area. The incident is confined to a small area and does not pose an immediate threat to life or property.

The following agencies should normally be notified in a Level I response:

- Fire department
- Emergency medical services
- Police department
- Alabama Department of Environmental Management
- Alabama Emergency Management Agency
- Chemical Transportation Emergency Center (CHEMTREC) at (800) 424-9300

2. Response Level II, Limited Emergency Condition

Response Level II (Limited Emergency Condition) is defined as an incident involving a greater hazard or larger area which poses a potential threat to life or property and which may require a limited evacuation of the surrounding area The EOC may be activated.

The following agencies should normally be notified in a Level II response:

- All agencies in Level I
- HAZMAT teams
- Department of Public Health
- EOC Staff
- Department of Human Resources
- American Red Cross (ARC)
- County Emergency Management Agency (EMA)
- Department of Public Safety
- Public utilities

3. Response Level III, Full Emergency Condition

Response Level III (Full Emergency Condition) is defined as an incident involving a severe hazard or a large area which poses an extreme threat to life and property and will probably require a large scale evacuation or an

incident requiring the expertise or resources of State, Federal, or private agencies. The SEOC will be activated.

The following agencies should normally be notified in a Level III response:

- All agencies in Level I and Level II
- EPA
- USCG
- OSC/RRT

When partial or full activation of the AEOC is implemented and at AEMA's request, ESF #10 will perform the following:

- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phase and should include the following:
  a. A general description of the situation as it pertains to ESF #10 and an analysis of the ESFs operational support requirements.
  b. A prioritized listing of significant actions that the ESF #10 will initiate to provide operational support.
- Determine the level of response required by ESF #10 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, prepare a list of objective-based priority actions to perform lifesaving and short-term recovery operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response for approved mission assignments.
- Prepare electronic briefings on status of ESF #10 response operations.
- Keep track of all expenditures concerning operations.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The Department of Environmental Management is the primary agency responsible for ESF #10. Its responsibilities are as follows:

- Carry out the prescribed duties of the State Emergency Response Commission (SERC) in concert with AEMA.
- Maintain jurisdiction over chemical releases as outlined by law.
- Serve as the repository for the lists of chemicals and the hazardous inventory forms.
- Provide public access to the chemical lists, forms, or other information as prescribed in SARA Title III.
- Serve as the State On-Scene Coordinator (SOSC) for facility related hazardous material incidents.
- Act as the technical advisory agency in identifying and directing the containment, treatment, and removal of hazardous material threatening or affecting water or air quality as authorized by Alabama's environmental laws and regulations.
- Act as the primary operational State agency in the containment and cleanup of hazardous materials spills in State waters.
- Recommend the type of treatment, storage, or disposal facilities for hazardous materials and advise the responsible party on proper disposal methods for hazardous material spills.
- Act, in coordination with other response elements, as the authority on the use of chemical dispersants in combating a hazardous material incident.
- Coordinate HAZMAT-related matters between the State and the EPA or the USCG.
- Act as the primary operational State agency responding to a discharge of oil into waters of the State and coordinate with the EPA and the USCG on all reported discharges.
- Review and or formulate protective action decisions to protect the public, responders, the environment, and property.
- Provide representatives on a 24-hour basis to the SEOC to ensure the full deployment and utilization of ADEM resources.
- Commit resources to the disaster area.
- Assess and prioritize response actions necessary to mitigate hazardous materials releases, which includes these major actions:
    - Review and/or develop protective actions for the public, responders, environment, and property.
    - Stabilize the hazardous material site and stage resources.

- Categorize and dispose of hazardous material.

B. Support Agencies

Table 1 below lists support agencies for ESF #10 and their responsibilities.

Table 1. Support Agencies and Responsibilities for ESF #10.

Agency	Responsibilities
Department of Conservation and Natural Resources	• Provide traffic supervision and control for water transportation routes adversely affected by a hazardous materials incident. • Provide manpower and logistical support from any State park or recreational area directly affected by a hazardous materials incident. • Access damage to wildlife populations and habitat resulting from a hazardous materials incident. • Coordinate with other appropriate Federal and State authorities any action deemed necessary or required for the protection of endangered or threatened species. • Provide support for law enforcement and search and rescue operations.
Department of Public Safety	• Provide evacuation assistance in coordination with local law enforcement and the EMA. • Provide on-scene uniform public information function and spokesperson to address media needs at the incident scene in coordination with local government/emergency response organizations. • Provide or assist in traffic and access control, in coordination with other law enforcement agencies, pertaining to surface transportation, security, warning, and evacuation routes affected by a hazardous materials accident. • Provide communication support.
Department of Public Health	• Provide response to all emergencies associated with radioactive materials or ionizing radiation. • Provide response to all emergencies associated with Biohazard materials • Act as the primary occupational agency in the containment and cleanup of radioactive materials spills. • Maintain regulatory authority and control over the possession, use, and transfer of radioactive materials in accordance with Rule 420-3-26, Radiation Control, Alabama Administrative Code. • Coordinate with the U.S. Nuclear Regulatory Commission, the U.S. Department of Energy, and other Federal agencies concerning any

Agency	Responsibilities
	Federal radiological resources to be used to supplement State radiological resources. • Issue public health orders and provide technical assistance, as appropriate.
Department of Agriculture and Industries	• Assist in identification, containment, and disposal of pesticides, insecticides, and herbicides. • Assist in the identification of possible health hazards related to a hazardous materials incident that may affect a food commodity or the production of that food commodity. • Render assistance in responding to accidental spills of pesticides and herbicides.
Liquefied Petroleum Gas Board	• Provide a Coordinator/Representative when requested by the AEMA or the on-scene coordinator. • Provide on-scene technical advice on regarding the State LP Gas Code requirements relative to the transportation, storage, and handling of LP Gas. • Provide code enforcement for the storage, handling, and transportation of LP Gas.
Department of Insurance(State Fire Marshall)	• Provide a coordinator/representative when incidents involve fire or where State fire codes have been violated. • Serve as the State agency to coordinate augmentation and mutual aid for fire suppression activities at the site of incidents in coordination with the On-Scene Coordinator (except as identified under Liquefied Petroleum Gas Board above). • Provide on-scene and follow up information regarding fire code requirements relative to hazardous materials (except as identified under Liquefied Petroleum Gas Board above). • Provide codes enforcement for storage and handling of hazardous materials.

C. Notification

In the event of a spill or release involving hazardous materials, the State Warning Point, upon notification, will notify the ESF #10 coordinator or his/her alternate by telephone or digital pager. ESF #10 representatives may also be requested to report to the AEOC.

The ESF #10 Coordinator will determine the support agencies to be notified and complete notification of these agencies.

Emergency Support Function Annex for ESF # 11 (Agriculture and Natural Resources) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #11 — Agriculture and Natural Resources

Primary Agency: Department of Agriculture and Industries

Support Agencies: Department of Public Health
Military Department
Department of Education
Department of Human Resources
Alabama Emergency Management Agency
Alabama Department of Environmental Management

Primary Points of Coordination and Associated Actions:

- ESF #1 (Transportation): coordinate transportation of food supplies.
- ESF #5 (Emergency Management): obtain mission assignments for distribution of food, preparation of action plans, Situation Reports (SITREPs), and electronic briefings and forwarding to ESF #5.
- ESF #6 (Mass Care, Housing, and Human Services): coordinate food requirements at shelters.
- ESF #8 (Public Health and Medical Services): coordinate water initiatives to ensure the safety of the water supply.
- ESF # 10 (Hazardous Materials Response): coordinate monitoring of food and water supplies for contamination in Incidents of National Significance, WMD incidents, or catastrophic events.
- Volunteers and Donations Coordinator: coordinate volunteers and donations for assistance at shelters.

I. Introduction

A. Purpose

The primary purpose of this ESF is to identify food needs in the aftermath of a disaster or emergency following the exhaustion of other ESPs, coordinate filling and transporting such needs to the disaster area. Food supplies obtained and distributed by ESF #11 will be dispensed to the disaster victims by ESF #6 (Mass Care, Housing, and Human Services). Secondary purposes include the coordination of monitoring of food and water supplies for contamination after catastrophic events, Incidents of National Significance (i.e. terrorist attacks, etc.), or Weapons of Mass Destruction (WMD) Incidents.

B. Scope

Nutrition Assistance: One scope of ESF #11 is to obtain needed food supplies to provide to ESF #6 (Mass Care, Housing and Human Services) for

feeding disaster victims. To accomplish this function, the following activities will be undertaken:

- Identify the number of people without food.
- Inventory warehouse food products/quantities and identify sources to obtain additional supplies.
- Coordinate sufficient warehouse space to store food supplies.
- Coordinate the transportation of food shipments to warehouses, feeding sites, and pantry locations.
- Coordinate purchasing or solicitation of food supplies to sustain the disaster victims until local officials/agencies can manage the operation.
- Coordinate authorization of emergency food stamp assistance if needed.

Animal Health. Another area of concern for ESF # 11 is providing resources for the response to an outbreak of a highly contagious animal disease, such as foot-and-mouth disease (FMD). The efforts to control such outbreaks are covered more fully in Tab B, Animal Diseases, to the Incident Annex D, Food Safety and Agriculture to this EOP.

Food Safety and Security. The Department of Agriculture and Industries, in coordination with the Department of Public Health and the Department of Environmental Management, will ensure that all food and water resources are monitored for contamination following an Incident of National Significance, a WMD incident, or a catastrophic event.

C. Planning Assumptions

The following planning assumptions have been made:

- Following a major or catastrophic disaster, there may be widespread damage and destruction to the infrastructure and homes/buildings, resulting in transportation routes being impassable, widespread and prolonged power outages, and contaminated food and drinking water.
- Thousands of evacuees may be lodged in shelters both within the disaster area and other shelters around the State.
- Normal food processing and distribution capabilities will be disrupted.
- As a result of power outages, many commercial cold storage and freezer facilities within the impacted area will be inoperable.
- Shelters should have food and water supplies to manage for 72 hours after the disaster.
- In disasters with warning (floods, hurricanes, etc.), damage projection models will be used to forecast damage and disaster consequences. Included in this information will be calculations to identify the number of people to be impacted. This ESF will use these calculations and

projections to estimate food needs, quantities, and to project the duration of mass feeding activities.

- Large bulk shipments of purchased, solicited, or donated food supplies will be coordinated through this ESF. Donations of non-perishable food items will be sorted and placed on pallets for coordination and distribution with this ESF.
- Assistance from the Alabama National Guard will be requested after all other resources have been used to assist with the distribution of food supplies and/or warehouse operation.

II. Policies

ESF #11 sets policies to obtain needed food supplies to provide to ESF #6 (Mass Care, Housing, and Human Services) for disaster victims. To accomplish this mission the following policies are set:

1. This ESF will be implemented upon notification of a potential or actual major disaster or emergency.
2. Actions undertaken by this ESF will be guided by and coordinated with the SEOC and local disaster officials.
3. This ESF will provide provisions for securing and delivering food supplies suitable for household distribution or congregate meal service, as appropriate.
4. ESF #11 will arrange for the transportation and distribution of food supplies within the affected area.
5. This ESF will coordinate with and support, as appropriate, ESF #6 (Mass Care, Housing and Human Services) involved in mass feeding.
6. This ESF will encourage the use of congregate feeding arrangements as the primary outlet for disaster food supplies.
7. Priority will be given to move critical supplies of food into areas of acute need and then to areas of moderate need.
8. This ESF, upon notification that electric power has been restored and roadways are open to commercial vehicles, may coordinate authorization of emergency Food Stamp Program procedures.

III. Situation

Disaster Conditions

A significant disaster will deprive a substantial number of people access to and/or the means to prepare food and obtain water. In addition to substantial disruption to commercial food and water supplies and the distribution network, a catastrophic event may partially or totally destroy food products stored in the affected area(s). There may be a near total disruption of energy

sources (electricity, gas, etc). Most commercial cold storage and freezer facilities will be inoperable. In the fringes of the affected geographic areas, there will be schools and small institutions with large inventories sufficient to feed several thousand people.

Activities to improve this situation include obtaining appropriate food supplies, arranging for transportation of food supplies to designated staging areas within the disaster area, monitoring existing food supplies for contamination, and coordinate authorizing disaster food stamp assistance. Food supplies secured and delivered will be made suitable for either house distribution or congregate meal service as appropriate.

Transportation of food supplies within the affected area will be arranged by State, local, and volunteer agencies. Priority will be given to move critical supplies of food into areas of acute need upon notification that commercial channels of trade have been restored. Emergency Food Stamp Program procedures may be authorized as required.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create an emergency response that provides for the emergency coordination of food operations and support.
- To coordinate the emergency distribution of food in coordination with Federal and local government operations.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to activities related to emergency distribution of food.
- To prescribe a procedure for the identification of food resources in the State.
- To collect and disseminate information regarding food for disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall food emergency distribution operations.
- To coordinate monitoring of existing food and water supplies for contamination.

B. General

This ESF will operate under existing U.S. Department of Agriculture (USDA) authorities and regulations as well as Public Law 93-288 (as amended) and the Alabama Emergency Operations Plan. This ESF will coordinate the provision of disaster food supplies to designated disaster staging areas and mass feeding sites and coordinate authorizing the issuance of disaster food stamps.

Following a notification of a major disaster or emergency, this ESF will be staffed at the State Emergency Operations Center (SEOC) on a 24-hour basis. At that time, requests for additional food will be processed through this ESF.

If possible, this ESF will use damage projection models to calculate the number of affected people to assess the amount of food needed to meet the anticipated demand. Warehouse inventories will be tabulated and if additional food supplies are needed, this ESF will coordinate obtaining and transporting such supplies to the disaster or staging areas. Additional information on the number of people in need of food will be obtained from the Assessment Teams.

Staff from this ESF's support agencies will be sent into the disaster area to assess the effectiveness of the food distribution network and to address problems. Staff will coordinate with county officials and ESF #6 (Mass Care, Housing and Human Services) field staff, which is responsible for sheltering and mass feeding, to ensure ample and timely deliveries of food supplies.

C. Organization

The Department of Agriculture and Industries has primary responsibility for coordination of all ESF #11 activities.

Upon activation of this ESF, a Food Distribution Officer will be designated. The Food Distribution Officer or his/her designee will be responsible for ensuring all food concerns are addressed. Additional support agencies and organizations may be used and will either be tasked to provide a representative to the SEOC or to provide a representative who will be immediately available via telecommunications means (telephone, fax, conference call, etc.).

D. Notification

When a potential major natural disaster or an event caused by humans occurs, the State Emergency Operations Center will notify the primary contact person for this ESF. This notification will be made via telephone or digital pager. Such notification could be to advise of the potential for a disaster, report to the SEOC, or to update information. The Operations Officer for the SEOC and/or the Food Distribution Officer will notify all support agencies and may request that they report to the SEOC.

E. Response Actions

This section lists actions to be performed by ESF #11 in response to a disaster.

1. Initial Actions

ESF #11 will perform the following initial actions if activated for a disaster in the order listed below:

- Coordinate inventory of food supplies.
- Coordinate with ESF #6 (Mass Care, Housing, and Human Services) to identify the number of people in shelters and others in need of food.
- Monitor food and water contamination in the disaster area.
- Immediately after activation ESF #11 will develop a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short term recovery phases and should include the following:
  a. A general description of the situation and an analysis of the ESF's operational support requirements.
  b. A prioritized listing of significant actions that ESF #11 will initiate to provide operational support.
- Determine the level of response required by ESF #11 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Mobilize resources and coordinate response for approved mission assignments.
- Identify the locations of all mass feeding and food distribution sites.
- Coordinate assessment of warehouse space and needs for staging areas.
- Coordinate food donations and incorporate into food supply.
- Monitor and coordinate the flow of food supplies into the disaster area.
- Assess the need and feasibility of issuing emergency food stamps.

2. Continuing Actions

ESF #11 will continue to perform the following actions once activated for a disaster:

- Continue to monitor food needs.

- Assess special food concerns of the impacted residents.
- Monitor nutritional concerns.
- Establish logistical links with local organizations involved in long-term congregate meal services.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The Department of Agriculture and Industries is the primary agency for this ESF. Its responsibilities are as follows:

- Determine the availability of USDA foods that are safe for human consumption within the disaster area.
- Coordinate with the Alabama Emergency Management Agency, ESF #6 (Mass Care, Housing, and Human Services), and local officials to determine food needs for the population in the affected areas.
- Coordinate requests for the approval of emergency food stamps for qualifying households within the affected area.
- Make emergency food supplies available to households for take-home consumption in lieu of food stamps for qualifying households.
- Provide appropriate information to ESF #5 (Emergency Management) on a regular basis.
- Develop a plan of operation that will ensure timely distribution of food supplies to mass care locations.
- Provide daily information to ESF #15 (Emergency Public Information and External Communications) on the amount of food used and types of food needed (donations).
- Maintain records of the cost of supplies, resources, and man-hours needed to respond to the disaster.
- Monitor the number of mass feeding sites, soup kitchens, and pantries providing food to disaster victims.

B. Support Agencies

Table 1 below lists support agencies for ESF #11 and their responsibilities.

Table 1. Support Agencies and Responsibilities for ESF #11.

Agency	Responsibilities
Department of Human Resources	• Identify and assess the requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over. • Assist with the distribution of bulk and household food supplies. • Authorize Emergency Food Stamps, as required.
Military Department	• Assist in transporting food supplies into the disaster area.
Department of Public Health	• Ensure the safety of the food and water supply.
Department of Education	• Coordinate issue of food supplies available from stock supplies.
Department of Environmental Management	• Monitor food and water supplies for contamination.
Alabama Emergency Management Agency	• Coordinate with Federal Agencies for additional food and water supplies.

VI. Resource Requirements

This ESF will coordinate with ESF #6 (Mass Care, Housing and Human Services) to identify the locations of mass feeding sites and the number of people provided food. ESF #7 (Resource Support and Logistics Management) will develop a database of vendors for purchasing food, condiments (salt, pepper, sugar, etc.) and eating accessories (paper plates, cups, utensils, etc.); renting trailers, warehouse space and other resources necessary to address this ESF's needs. ESF #1 (Transportation) will transport food supplies if needed. ESF #13 (Public Safety and Security) may be called upon to provide security for warehouses and to escort food shipments.

Emergency Support Function Annex for ESF # 12 (Energy) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #12 — Energy

Primary Agency: Alabama Department of Economic and Community Affairs/ Energy, Weatherization and Technology Division (ADECA/EWT)

Support Agencies: Alabama Emergency Management Agency (AEMA)
Department of Finance
Agriculture and Industries
Governor's Office
Military Department
Department of Human Resources
Department of Public Safety
Public Service Commission
Alabama Power Company
Alabama Rural Electric Cooperatives
Alabama Electric Cities
Alabama Petroleum Council
Tennessee Valley Authority
Liquid Petroleum Gas Board

Primary Points of Coordination and Associated Actions:

- ESF #5 (Emergency Management): send Situation Reports (SITREPS), conduct electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF # 7 (Resource Support and Logistics Management): coordinate resource requirements.
- ESF #15 (Emergency Public Information and External Communications): coordinate release of public information pertaining to energy shortages and actions to restore the energy supply to affected areas.

I. Introduction

A. Purpose

The purpose of this ESF is to facilitate restoration of the State's energy systems following a major disaster or other significant event requiring State response assistance. Power and fuel are critical to save lives and protect health, safety, and property, as well as for carrying out other emergency response functions. This ESF coordinates providing emergency power and

fuel to support immediate response operations as well as providing power and fuel to stabilize community functioning.

B. Scope

ESF #12 will work closely with local, state, and federal agencies, energy offices, energy suppliers, and distributors. The scope of this ESF includes the following:

- Assess energy system damage, energy supply, demand, and requirements to restore such systems.
- Assist local and State departments and agencies in obtaining fuel for transportation and emergency operations.
- Administer statutory authorities for energy priorities and allocations as needed.
- Coordinate with ESF support agencies for assistance in helping energy suppliers obtain information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.
- Recommend local and state actions to save fuel.
- Coordinate with local, state, and federal agencies to provide energy emergency information, education, and conservation guidance to the public.
- Coordinate information with local, state, and federal officials and energy suppliers about available energy supply recovery assistance.
- Provide technical assistance involving energy systems.
- Recommend to the State Coordinating Officer (SCO) and the Primary Federal Official (PFO) priorities to aid restoration of damaged energy systems.
- Process all fuel and power assistance requests from local Emergency Operation Centers (EOCs) and State ESFs received through the State Emergency Operations Center (SEOC).
- Support Federal Response Plan ESF #12 (Energy), which includes producing, refining, transporting, generating, transmitting, conserving, and maintaining energy systems.
- Coordinate by providing emergency power and fuel to support immediate response operations as well as providing power and fuel to normalize community living conditions.
- Operate under the statutory authority for preparing energy plans: Code of Alabama 41-6A-1 and 41-23-1, and the Federal Public Law 94-163, Section 362.

- Complement and support the ***State of Alabama Energy Emergency and Assurance Plan*,** which contains a detailed description of contingency measures, procedures, and responsibilities.

II. Policies

In the wake of a disaster, many local resources will be unavailable due to damage, inaccessibility, or insufficient supply. When the SEOC is activated, and if an energy emergency exists, ADECA will staff the ESF #12 workstation in the SEOC. The agency will also identify those support agencies needed for ESF #12 and take necessary steps to ensure that these agencies are activated or placed on alert status as appropriate. The assets available to ESF #12 will be used to assist county emergency management agencies and other ESF's with their emergency efforts to provide fuel and power and other resources as necessary. The priorities for allocation of these assets will be as follows:

1. Coordinate with ESF support agencies in providing sufficient fuel supplies to state agencies, emergency response organizations, and areas along evacuation routes.
2. Coordinate providing materials, supplies, and personnel for the support of emergency activities being conducted by local EOCs or state ESFs as requested through the SEOC.
3. Maintain communication with utility representatives to determine emergency response and recovery needs.

This ESF will be implemented upon notification of a potential for or occurrence of major disaster or emergency.

III. Situation

This section discusses the process of evaluating the severity and consequences of an incident and communicating the results.

A. Disaster Condition

A minor, major, or catastrophic disaster may severely damage the energy infrastructure. This will require that energy-related decisions be made to facilitate supply of energy to areas without energy supplies.

- Severe weather conditions such as heavy snow, ice storms, heat waves, hurricanes or tornadoes may cause shortages in energy supplies by disrupting transportation and interfering with delivery of electrical power via transmission lines or by forcing higher than normal usage of energy for heating or cooling.
- Various technological, man-made, or natural incidents, including terrorism, employee strikes, or international conflicts, could cause curtailment of energy supplies.

- A degradation of international relations, especially in the Middle East, could cause an interruption of petroleum resources, forcing rationing or voluntary curtailment of their use.
- Alabama produces 100 percent of its coal and electricity needs. The state produces only approximately three-fourths of its natural gas needs and one-fourth of its oil needs. Therefore, the transportation sector will be greatly affected by an oil shortage and have a negative effect on all facets of the state's economy.
- Electrical energy shortage conditions are those in which the supply of electric power to customers could be in jeopardy due to either generation capacity shortages and/or transmission limitations. It is expected that generation capacity shortfalls would be due to extreme weather conditions. However, they could also be the result of a higher than projected demands for energy during periods when generating units are normally unavailable due to scheduled maintenance or unplanned outages.
- Other energy shortages, such as interruptions in the supply of natural gas or other petroleum fuels for automotive transportation and other industrial uses, may result from extreme weather conditions, strikes, or international embargoes.

B. Planning Assumptions

The following planning assumptions have been made:

- ADECA-EWT Division will respond to energy emergencies by implementing the ***State of Alabama Energy Emergency and Assurance Plan*** when so directed by executive order of the Governor.
- If there is a petroleum disruption or shortage in Alabama, there will be lines at many service stations; demand reduction measures will be implemented in accordance with the ***State of Alabama Energy Emergency and Assurance Plan*.**
- If there is a severe petroleum disruption in the United States, the U.S. Department of Energy (DOE) will activate the Strategic Petroleum Reserve (SPR), a reserve supply of petroleum to be distributed across the country during a severe petroleum shortage.
- During a natural gas and/or electricity emergency, natural gas and electricity companies in Alabama would implement their own emergency/curtailment plans. Each utility company has its emergency/curtailment plan on file with the Alabama Public Service Commission.
- The ADECA-EWT Division emergency management coordinator will be the energy/utilities coordinator for ESF #12.

- The ADECA-EWT Division, in coordination with utilities under the jurisdiction of the PSC, will control, direct, and coordinate all energy needs and establish orderly procedures for furnishing emergency preparedness requirements to energy representatives.
- The energy industry will form a composite organization of adequate size, with a qualified and competent staff, to direct emergency preparedness operations of their respective industries.
- During periods of abnormal weather or in the event of multiple unanticipated generating unit outages, there may be times when generating capacity is limited or falls below customer demand.
- There may be widespread and prolonged electrical power failure. With no electric power, communications will be affected and traffic signals will not operate, causing surface movement gridlock. Such outages will impact other public health and safety services, including the movement of petroleum products for transportation and emergency power generation.
- The lead agency of this ESF, upon notification of an actual or potential electrical generating capacity shortage or actual or potential fuel shortages, will communicate and coordinate with state and local support agencies when prioritizing emergency support and energy restoration.
- There may be hoarding of fuel in some areas. If the public perceives prolonged fuel scarcities, the hoarding of fuel may increase greatly.
- Water pressure systems may be low or there may be no water pressure at all. This will affect facilities essential to public health and safety, hamper fire-fighting capabilities, and disrupt sewer system functions.
- Coordination and direction of local efforts including volunteers will be required.
- Damaged areas will have restricted access and not readily accessible, except in some cases by air.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a state emergency energy support response that provides for the command, control, and coordination of energy planning and operations.

- To coordinate the dispatch and use of state energy resources and provide the means of coordination with local government.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to activities among energy suppliers.
- To prescribe a procedure for the assessment of energy personnel, facilities, and equipment in the state.
- To collect and disseminate information and intelligence relating to energy supply to the general public.
- To pre-plan distribution and allocation of state resources in support of the overall ESF #12 mission.

B. General

When electric utility operating reserves are nearly exhausted and a possibility of curtailment or loss of firm load exists, or when other energy supplies (such as natural gas or automotive transportation fuels) are disrupted, an appraisal of the situation is made by designated authorities and personnel and action is taken in accordance with this ESF. Emergency organization personnel are notified and mobilized to direct and coordinate relief efforts, to communicate with the public and appropriate governmental agencies, and to restore normal service when the emergency is over. These response actions are carried out to maintain energy system integrity and to minimize the impact on Alabama citizens and visitors to the degree possible.

The ADECA-EWT Division, by executive order of the Governor and in accordance with the provisions of the ***State of Alabama Energy Emergency and Assurance Plan*****,** will assist federal, state, and local authorities in providing energy emergency assistance throughout the state. The following steps will be followed during an energy emergency in the order listed below:

1. Activate necessary staff to analyze situation.
2. Identify type of energy emergency (i.e. type of energy resources) affected, magnitude of emergency, and geographic location.
3. Identify business, industry, institutions, and/or government operations and the general public affected.
4. Develop a prioritized list of response activities.
5. Develop an objective-based action plan to respond and recover from the energy emergency.
6. Communicate/coordinate with applicable response agencies, provide assistance, implement response plans, conduct recovery operations, and evaluate.

C. Organization

1. Alabama Emergency Management Agency

The Alabama EMA activates the State EOC, issues bulletins and warnings as necessary, and activates the Emergency Alert System (EAS). It also notifies the EWT Division of the need for energy emergency support.

2. Department of Economic and Community Affairs (Energy, Weatherization and Technology Division)

The EWT Division assists the State EOC in coordinating State and Federal energy emergency support as requested by AEMA. It also does the following:

- Implements the ***Energy Emergency and Assurance Plan*** as necessary to reduce demand for energy (primarily motor fuels) and to help provide order at service stations.
- Provides assistance to natural gas and/or electrical utility companies as requested.
- Works closely with other state energy offices to ensure capability of actions taken, information disseminated, and emergency measures implemented.
- If a severe petroleum shortage is present or imminent, then the state will request the DOE to activate the Strategic Petroleum Reserve (SPR).
- Activates the "Emergency Energy and Assurance Task Force" as necessary to provide guidance and technical assistance.
- Provides department resources, the toll-free hotline, the DOE – Infrastructure Security and Energy Restoration (ISERnet) electronic communication system, personnel support, and state and federal surplus property.

D. Response Actions

This section lists actions to be performed by ESF #12 in response to a disaster.

1. Initial Actions

ESF #12 will perform the following initial actions if activated for a disaster in the order listed below:

- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This situation analysis continues throughout the response and short-term recovery phase and should include the following:

a. A general description of the situation as it pertains to ESF #12 and an analysis of the ESF's operational support requirements.

b. A prioritized listing of significant actions that ESF #12 will initiate to provide operational support.

- Determine the level of response required by ESF #12 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, prepare a list of objective-based priority actions to perform lifesaving and short-term recovery operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response for approved mission assignments.
- Prepare electronic briefings on status of ESF# 12 response operations.
- Keep track of all expenditures concerning operations.
- Prepare an action plan to terminate operations.
- Contact the petroleum industry and the electric, gas, and other utilities serving the emergency area to obtain information about damage and/or assistance needed in their areas of operation.
- Coordinate with ESF #12 support agencies to establish priorities and develop strategies for the initial response.
- Monitor the procedures followed by individual utilities during energy generating capacity shortages to ensure statewide action and communication.
- Assign state and local emergency response and damage assessment teams to disaster areas to determine possible affected areas, industries, and resources needed for energy restoration.
- Determine Alabama's generating capacity, expected peak loads, expected duration of emergency event, explanation of utilities and actions, and recommendations of state and local agency actions in support of the utilities.
- Inform appropriate state and local news organization about generating capacity shortfalls.

2. Continuing Actions

ESF #12 will perform the following actions continuously through a disaster situation:

- Communicate with and monitor state, local and utility response actions.
- Receive and assess requests for aid from local, state, and federal agencies, energy offices, energy suppliers, and distributors.
- Acquire needed resources to repair damaged energy systems. Such resources could include transportation to speed system repair.
- Work with the SCO and other state and local emergency organizations to establish priorities to repair damage to such systems.
- Update state and local news organizations with accurate assessments of energy supply, demand, and requirements to repair or restore energy systems.
- Keep accurate logs and other records of emergency responses.
- Draft recommendations for after-action reports and other reports as appropriate.

E. Recovery Actions

This section lists recovery actions to be performed by ESF #12 after an incident.

- Upon request, coordinate the provision for resources to assist local, state, and federal agencies in restoring emergency power and fuel needs.
- Review recovery actions and develop strategies for meeting local and state energy needs.
- Continue to monitor local, state, and utility actions.
- Prepare an ESF #12 After-Action Report to identify lessons learned and improvements.

V. Resource Requirements

Assets critical for ESF #12 response are as follows:

- Communications equipment: land line and cellular phones, National Warning System (NAWAS), local government radio-frequency modulation, agency radios, facsimile machines, portable facsimile units, Federal Emergency Management Radio System (FNVARS), Radio Amateur Civil Emergency Services (RACES), and portable computer terminals with modems, battery and power-pack stocks.

Emergency Support Function Annex for ESF # 13 (Public Safety and Security) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #13 — Public Safety and Security

Primary Agency: Department of Public Safety

Support Agencies:
Alcohol Beverage Control Board
Alabama Sheriff's Association
Alabama Department of Homeland Security
Department of Conservation and Natural Resources
Department of Corrections
Forestry Commission
Military Department
Public Service Commission
Criminal Justice Information Center
Board of Pardons and Paroles

Primary Points of Coordination and Associated Actions:

- ESF # 1 (Transportation): coordinate perimeter security for damaged infrastructure and support evacuation efforts.
- ESF # 2 (Telecommunications and Information Technology): furnish limited communications support, as required.
- ESF #5 (Emergency Management): provide all evacuation plans. (This action is accomplished in the preparedness phase), send Situation Reports (SITREPs), conduct electronic briefings, request mission assignments, and receive consolidated SITREPs.
- ESF # 6 (Mass Care, Housing, and Human Services): coordinate security for mass housing and mass care facilities.
- Provide State trooper liaison personnel to emergency management organizations in the impacted counties.

I. Introduction

A. Purpose

The purpose of this ESF is to outline organization and assign responsibilities for law and security functions during major emergencies. Law and security functions include traffic and crowd control, guarding essential facilities, utilities and supplies, and protecting life and property throughout the State. This annex provides for the effective coordination of State law enforcement agencies and the use of State law enforcement communications to support statewide major emergency situations.

B. Scope

ESF #13 applies to natural or manmade disasters or emergencies whenever a local law enforcement agency requires law enforcement assistance from the State or any other jurisdiction in either declared or undeclared emergencies.

II. Policies

The Department of Public Safety will provide primary guidance to ESF #13. The department will provide a State liaison representative at the State Emergency Operations Center (SEOC) and at the affected counties' Emergency Operations Center (EOC), if requested through SEOC.

III. Situation

This section discusses this ESF's process of evaluating the severity and consequences of an incident and communicating the results.

A. Disaster Conditions

Major and catastrophic disasters will result in widespread damage to or total loss of extant civil infrastructure capabilities. Along with a significant loss of dwellings and other structures and widespread displacement of people, State and local authorities will require law enforcement assistance to provide traffic control access control and security at mass care facilities. In order to fully determine the magnitude of a disaster on population and provide an immediate and effective response, an impact/needs assessment will be conducted at the earliest possible time, following a major or catastrophic disaster. Law enforcement personnel need to be a part of the needs assessment process. The needs assessment will consist of the following:

- Some evacuations involve large numbers of people, some of whom will travel in private vehicles to reception centers while others will travel in public vehicles. Additional traffic control will be necessary to ensure orderly flow of traffic, coordination of parking at reception and registration centers, and direction to congregate care/shelter facilities.
- The concentration of large numbers of people in congregate care facilities will necessitate additional police patrols to preserve law and order.
- Additional law enforcement surveillance may be needed in the evacuated area to prevent looting.
- Law enforcement may be needed for access control of large areas that have been evacuated and still pose a threat to the public.
- Some evacuations may require relocation of prisoners. This will require coordination with prison officials and the need for augmentation of regular law enforcement personnel during such a movement and possibly the creation of a temporary detention center.

- Bombings, bomb threats, arson, terrorist activities, and civil disturbance incidents may require State and Federal law enforcement resources to counter these activities and to help restore normal activities at a particular location within the State. This will require coordination at the State level and a determination of needed law enforcement resources by type, quantity, location, and availability. Use of available State law enforcement resources will be allocated and the sate will coordinate allocation of non-State law enforcement resources to meet requirements.
- When confronted with emergency law enforcement activities involving terrorism, civil disturbance, illegal narcotics trafficking, or widespread armed violence critical law enforcement requirements must be identified. Requirements exceeding State/local government capabilities must be prioritized and reported to the Federal government.
- A need exists to maintain readiness or respond to and manage any event or crisis (local, national, or international) that causes or could cause injury or harm to people, damage or loss of property, or degrades or threatens the National Security Emergency Preparedness (NSEP) posture of the United States. To meet this need, the following should be addressed:
    - County emergency operations plans should include policy and guidance for local law enforcement agencies to follow during national security emergencies. Copies of all local evacuation plans will be forwarded to the area's State Trooper Post.
    - Local Chief Executives will ensure that local law enforcement resources are used prior to requesting assistance from the Law/Security Coordinator at the SEOC.
    - During the preparatory period, the DPS and local law enforcement agencies will coordinate their planning efforts.
    - Non-essential functions of the DPS, such as issuing drivers licenses, will cease during a national security emergency. Public safety personnel will be used to support essential functions associated with evacuation from hazard areas.
    - The Director of Public Safety will determine what essential records and personnel are to be relocated if the Governor directs a relocation of State government.
    - Appropriate authorities should identify key facilities that could be possible targets. Drinking water sources, power facilities, communication facilities, and government direction and control facilities must be protected from terrorist activities during the crisis period.

B. Planning Assumptions

The following planning assumptions have been made:

- A disaster or emergency incident will require an immediate and continuous demand for law enforcement and security. The demand will eventually exceed the capabilities of the effected local law enforcement agencies.
- Major emergency operations will require law enforcement activities on a scale exceeding local law enforcement agency resources. Therefore, local government should consider how to augment local forces during large-scale disasters.
- Neighboring communities will assist under mutual aid agreements.
- State law enforcement and Alabama National Guard resources also may be sought by the affected local law enforcement agencies in addition to other requested assistance. Alabama National Guard resources and State law enforcement may be requested by local law enforcement through ESF #13 on a mission basis.
- Law enforcement crime scene investigation may be conducted in coordination with emergency medical and search and rescue operations in the event of a terrorism incident.
- If sufficiently trained law enforcement resources are not available from local government sources, public or private sources within the community will be approached, including reserve elements, industrial security personnel, and volunteer groups. Normally these groups will not be armed nor will they be vested with arrest powers.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Guides (SOGs):

- To create a State law enforcement emergency response that provides for the command, control and coordination of law enforcement planning, operations, and mutual aid.
- To coordinate dispatch and use of State law enforcement and means of coordination with local government.
- To provide a system for the receipt and dissemination of information, data, and directives pertaining to response activities among law enforcement agencies.

- To collect and disseminate information and intelligence relating to disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall law enforcement mission.

B. General

When an emergency situation is anticipated or erupts, the Alabama Department of Public Safety (DPS) will dispatch a trooper from the nearest Alabama State Troopers Post to the affected areas to establish State mutual aid liaison and monitor the situation. Should the situation escalate or require the DPS liaison to coordinate additional State law enforcement resources from outside the affected area, requests should be made through the DPS representative in the SEOC.

C. Organization

The Department of Public Safety, as the primary agency for ESF #13, will determine the support agencies required for the specific disaster. This determination will result in an organization designed to meet the demands of the event. When partial or full activation of the SEOC is implemented and at AEMA's request, this person will perform the following:

- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This situation analysis continues throughout the response and short term recovery phase and should include the following:
  a. A general description of the situation as it pertains to ESF #13 and an analysis of the ESFs operational support requirements.
  b. A prioritized listing of significant actions that the ESF #13 will initiate to provide operational support.
- Determine the level of response required by ESF #13 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, prepare a list of objective based priority actions to perform life-saving and short-term recovery operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response for approved mission assignments.
- Prepare electronic briefings on status of ESF #13 response operations.
- Keep track of all expenditures concerning operations.
- Prepare an Action Plan to terminate operations.

- Prepare an ESF #13 After-Action Report to identify lessons learned and improvements.

D. Notification

In the event of a potential threat, primary agencies will be notified by AEMA. The DPS will notify ESF #13 support agencies on an as needed basis. Mobilization preparation will be made to ensure rapid deployment of resources.

E. Response Actions

ESF #13 will respond with the following actions if activated for a disaster in the order listed below:

- Dispatch a sworn representative from the nearest area State Troopers Post to the affected areas to establish a liaison, monitor the situation, and coordinate the use of State law enforcement resources.
- Dispatch a representative to the SEOC.
- Place State law enforcement on alert.
- Provide State law enforcement resources if requested by the affected local law enforcement agencies.
- Establish communications with appropriate field personnel, brief these personnel on the situation and action plan, and ensure that they are ready for timely response.
- Coordinate with support agencies to establish priorities and develop strategies for the initial response.
- Pre-position resources when it becomes apparent that law enforcement resources will be necessary.

In addition, ESF #13 will perform these actions:

- Maintain law and order.
- Provide mobile units to conduct warning functions as requested by the SEOC.
- Report damage to SEOC.
- Determine traffic and access control requirements and coordinate law enforcement resources to support traffic and access control.
- Patrol evacuated areas.
- Provide security for key facilities.
- Perform crime scene investigation.
- Provide crowd and traffic control in specified areas.

- Provide security for evacuating prisoners.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The primary agency for ESF #13 is the Department of Public Safety. The Highway Patrol Division of the department is the primary organization for law enforcement response to disaster situations.

The following is a list of the responsibilities of the Department of Public Safety:

- Protect life and property.
- Maintain law and order.
- Facilitate orderly traffic flow.
- Assist in locating casualties.
- Investigate crime scenes.
- Provide emergency transportation (this responsibility is limited to transporting medical supplies).
- Coordinate and direct all emergency police services.
- Operate the State National Warning System (NAWAS).

In addition, the Highway Patrol Division of the Department of Public Safety has the following responsibilities:

- Coordinate statewide emergency traffic control with other State agencies.
- Coordinate and maintain liaisons with the Alabama Emergency Operations Center (SEOC), Forestry Commission, Military Department, Public Service Commission, Department of Conservation and Natural Resources, Criminal Justice Information Center, and the Alcohol Beverage Control Board for use of available personnel and equipment for reinforcing and augmenting emergency assignments.
- Coordinate law enforcement operations during EOC operations.
- Provide warning and communications support.
- Assist the local county sheriff and police in law enforcement operations during major emergencies.
- Maintain special operations forces.

B. Support Agencies

Table 1 below lists support agencies for ESF #13 and their responsibilities.

Table 1. Support Agencies and Responsibilities for ESF #13.

Agency	Responsibilities
Military Department	• Assist local governments, when authorized or directed by the Governor and law provisions of the State Code. • Provide additional communications equipment when needed. • Provide assistance to civilian forces in patrolling, establishing roadblocks, directing traffic, protecting key facilities, and other responsibilities when effects of a disaster exceed law enforcement capabilities of local government and State civilian agencies and when ordered by the Governor, as specified in *Headquarters, Alabama National Guard Oplan 1-AL*. This includes the following: 1. Assist guards and law enforcement officials at correctional institutions in restoring order, as required. 2. Provide security of vital installations. This may mean posting guards at stations considered essential in providing services to a town or community, including drinking water sources, gas stations, electrical stations, communications facilities, and government direction and control facilities. 3. Provide crowd and traffic control, including directing traffic and providing roving patrols to prevent looting. 4. Provide transportation support, including providing drivers and assistants in situations of dire need, such as during evacuation of families, personal belongings, etc.
Public Service Commission	• Allocate and/or prioritize public and private transportation resources for the transportation of personnel, materials, goods, and services to impacted areas by highway, rail, air, and water. • Establish emergency highway traffic regulations to restrict access to roadway use as appropriate. • Perform necessary actions to assist with recovery operations.
Alcohol Beverage Control Board **Conservation and Natural**	• Provide law enforcement personnel.

Agency	Responsibilities
Resources	
Criminal Justice Information Center	• Provide information support.

VI. Resource Requirements

This section details those resources and assets essential for implementation of ESF #13.

A. Access and Traffic Control

The following assets will be needed for traffic and access control during the first 12 hours following the onset of an incident:

- Patrol cars
- Flares and traffic signaling equipment
- Barriers and road block
- Administrative supplies
- First aid supplies

B. Personnel

The law enforcement personnel will be needed during the first 12 hours after an incident to perform the following activities:

- Traffic control
- Access control
- Evacuation of prisoners
- Provide security for evacuated areas

VII. Authorities

- Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act (1974).
- Public Law 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act as amended (November 23, 1988).

Emergency Support Function Annex for ESF # 14 (Long-Term Community Recovery and Mitigation) to the State of Alabama Emergency Operations Plan

Emergency Support Function (ESF) #14 – Long-Term Community Recovery and Mitigation

Primary Agencies:	Alabama Governor's Office
Support Agencies:	ADECA Alabama Emergency Management Agency Department of Agriculture and Industries Alabama Department of Human Resources Alabama Department of public Safety Alabama Finance Department Alabama Military Department Public Service Commission
Federal Coordinating Agencies:	Department of Commerce Department of Defense, U.S. Army Corps of Engineers Tennessee Valley Authority Small Business Administration

I. Introduction

A. Purpose

ESF #14 –Community Recovery, Mitigation, and Economic Stabilization Annex provides a framework for State Government support to local and tribal governments, non-governmental organizations (NGOs), and the private sector to recover from the long-term consequences of an Incident of National Significance or other catastrophic disasters. This support includes stabilization of regional and local economies, using available programs and resources of State and Federal departments and agencies to aid community recovery, especially long-term recovery, and to reduce or eliminate risk from future incidents, where feasible.

B. Scope

The policies and concepts in this annex apply to State departments and agencies following an Incident of National Significance or other catastrophic disaster that affects the long-term socioeconomic recovery of the affected area. Based on an assessment of incident impacts, the type and focus of ESF #14 support varies depending on the magnitude and type of incident and the potential for long-term and severe consequences.

II. Policies

A. ESF #14 recognizes the primacy of affected local and tribal governments and the private sector in defining and addressing risk reduction and long-term recovery priorities;

B. State and Federal agencies continue to provide recovery assistance under independent authorities to local, and tribal governments; the private sector; and individuals, while coordinating activities and assessments of need for additional assistance through the ESF;

C. State and Federal support is tailored based on the type, extent, and duration of the event and long-term recovery period, and on the availability of State and Federal resources;

D. Long-term community recovery, mitigation, and economic stabilization efforts are forward-looking, focusing on permanent restoration of infrastructure, housing, and the economy, with attention to mitigation of future impacts of a similar nature on either the geographic area or market segment, when feasible;

E. The State Government uses the post-incident environment as an opportunity to measure the effectiveness of community recovery and mitigation efforts; and

F. ESF #14 facilitates the application of loss-reduction building science expertise in the rebuilding of critical infrastructure (e.g., in repairing hospitals or Emergency Operation Centers and mitigating for future seismic or tornado risk, etc.).

III. Concept of Operations

A. General: ESF #14 provides the coordination mechanisms for the State Government to:

1. Assess the socio-economic consequences at the local and tribal level and determine when the impacts of an Incident of National Significance or other catastrophic disaster require State and/or Federal involvement in long-term economic recovery efforts;

2. Work with local and tribal governments; non-governmental organizations; and private- sector organizations to conduct comprehensive market disruption and loss analysis and develop a market-based comprehensive long-term socioeconomic recovery plan;

3. Identify appropriate State and Federal programs and agencies to support implementation of the long-term recovery plan, assure its coordination, and identify gaps in State and Federal support programs;

4. Avoid duplication of assistance, identify and address policy and program issues; and

5. Determine/identify responsibilities for recovery activities, and provide a vehicle for maintaining coordination among State departments and agencies, and with local and tribal governments and other involved parties to assure follow through of recovery and hazard mitigation efforts.

B. Organization

1. SEOC: ESF #14 representatives participate in pre-incident meetings and pre- and post-incident coordinating activities. The Governor's Office of Alabama serves as the ESF Primary Agency. Each support agency serves on committees formed under ESF #14 and provides representatives to the SEOC as requested.

2. Field Operations: The ESF #14 primary and support agencies meet to determine the need to activate ESF #14 elements when the nature of the Incident of National Significance is likely to require State long-term recovery assistance. ESF #14 organizes within the Operations Section of the Joint Field Office (JFO). Agency representation depends on the nature and severity of the Incident.

C. Actions

1. Long-Term Pre-Incident Planning and Operations: ESF #14:

a. Meets regularly at the State level to ensure procedures and program/contact information are up to date, discuss lessons learned from incidents and exercises, and explore ways to leverage available resources by creatively packaging State and Federal assistance.

b. Develops coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.

c. Coordinates development of State strategies and plans in coordination with ESFs # 1, #3, #6, #10, #11 and #12 to address key issues for catastrophic incidents such as incident housing and permanent housing, debris removal, decontamination and environmental restoration, restoration of public facilities and infrastructure, restoration of agricultural sector, and short- and long-term economic recovery.

d. Involves, as appropriate, local and tribal government representatives, local planning and building science organizations, nongovernmental organizations, and private-sector organizations in the pre-event planning activities.

e. Establishes procedures for integration of pre-incident planning and risk assessment with the post-incident recovery and mitigation efforts.

f. Takes into account the differing technical needs for risk assessment and statutory responsibilities by hazards and develops template action plans delineating appropriate agency participation and resources available. Plans include scaling to appropriate levels of staffing and coordination based on the nature and size of event.

2. Immediately Prior to Incident (where notice is available, e.g., hurricane, flood):

ESF #14:

a. In coordination with other ESFs as appropriate, uses predictive modeling, such as the HAZUS loss estimation methodology, to ascertain vulnerable critical facilities as a basis for identifying recovery priorities

b. Provides early identification of projects to be quickly implemented, especially those relating to critical facilities based on existing local and state plans.

c. In collaboration with other State agencies, assigns County and State staff for Preliminary Damage Assessment (PDA) teams, if feasible, to identify and document economic impact and losses avoided due to previous mitigation and new priorities for mitigation in the incident-affected area.

3. Post-Event Planning and Operations:

ESF #14:

a. Gathers reports from State departments and agencies, and impacted County, local, and tribal governments, assessing the scope and magnitude of the socioeconomic impacts on the affected area(s). Convenes interagency meetings to:

(1) Develop an incident-specific action plan to delineate specific agency participation and specific community recovery and mitigation activities, using pre-incident State, local, and tribal plans, to the extent appropriate; and take actions to avoid duplication of benefits to assistance recipients; and

(2) Facilitate sharing of information and identification of issues among agencies and ESFs, and coordinate early resolution of issues and the delivery of State and/or Federal assistance to minimize delays for assistance recipients.

b. Coordinates identification of appropriate State and/or Federal programs to support implementation of long-term recovery plans and gaps under current authorities and funding. This process identifies appropriate programs, waivers, funding levels, requests for additional authorities, and possible new legislation needed to address identified program gaps.

c. Coordinates implementation of the recommendations for long-term recovery with the appropriate State and Federal departments and agencies if

the recommendations include program waivers, supplemental funding requests, and/or legislative initiatives,

d. Within the affected area, coordinates assessment and recalibration of existing risk analysis, evacuation plans, and modeling for use by all ESFs.

e. Facilitates recovery decision-making across ESFs. Also facilitates cognizance of post-incident digital mapping and pre-incident State, local and tribal hazard mitigation and recovery planning across ESFs.

IV. Responsibilities

A. ESF Primary Agency: Governor's Office

1. Convenes meetings pre- and post-incident to implement ESF #14.

2. Coordinates drafting and publication of ESF #14 operational plans and procedures.

3. Represents ESF #14 at interagency planning meetings.

4. Serves as primary representative of ESF #14 at the JFO and ensures appropriate participation from support agencies after incidents

B. Support Agencies:

1. Lead planning efforts for areas of agency expertise.

2. Lead post-incident assistance efforts for areas of department/agency expertise.

3. Identify areas of collaboration with other support agencies and facilitate the interagency integrated assistance delivery, issue resolution, and planning efforts.

4. General areas of department/agency-specific responsibility:

a. Department of Agriculture and Industries: Coordinates emergency loans for agricultural sector; technical assistance for agricultural market recovery; rural housing; technical assistance for resource conservation; and technical and financial assistance for emergency watershed protection.

b. Alabama Department of Community Affairs: economic recovery and growth assistance; technical assistance in community planning; and economic assessment expertise; assistance for housing; community redevelopment; public services, infrastructure; mortgage financing; and public housing repair and reconstruction; and building technology technical assistance.

c. AEMA: technical assistance in community and state planning; recovery and mitigation grant and insurance programs; outreach and public education; building science expertise; and natural hazard vulnerability/risk assessment expertise.

c. Alabama Department of Human Resources: incident health and mental health services; outreach and public education; and client casework and referral support for recovery.

d. State Finance Department: assistance with economic stabilization.

e. Alabama Department of Public Safety: security and access control of damaged and/or evacuated areas to prevent loss of property that would further affect economic recovery.

f. Alabama Military Department: provide assistance and support in areas of security, engineering, damage assessment and human services.

g. Alabama Public Service Commission: provide assistance in price controls of agencies under its regulatory control and provide assistance in waiver of transportation regulation requirements.

D. Federal Coordinating Agencies:

1. Participate in planning efforts for areas of agency expertise

2. Provide program assistance and expertise as appropriate and in coordination with other ESF departments and agencies.

3. General areas of department/agency-specific responsibility:

a. Department of Commerce, National Institute of Standards and Technology: building science expertise.

b. Department of Commerce, National Oceanic and Atmospheric Administration: natural hazard vulnerability analysis expertise; and coastal zone management.

c. Department of Defense, U.S. Army Corps of Engineers: technical assistance in community planning and civil engineering, and natural hazard risk assessment expertise.

d. Environmental Protection Agency: technical assistance for contaminated debris management and environmental remediation.

e. Tennessee Valley Authority: community liaison for Federally owned lands and facilities.

f. Small Business Administration: long-term loan assistance to homeowners, renters, businesses of all sizes, and nonprofit organizations for repair, replacement, mitigation, relocation, or code-required upgrades of incident-damaged property.

Emergency Support Function Annex for ESF # 15 (External Affairs) to the State of Alabama Emergency Operations Plan (EOP)

Emergency Support Function (ESF) #15 — External Affairs

Primary Agency: Governor's Office

Support Agencies: Alabama Emergency Management Agency
Alabama Department of Agriculture and Industries
Alabama Power Company
American Red Cross
Alabama Department of Homeland Security
Alabama Department of Public Health
Alabama Department of Public Safety
Emergency Alert system
Alabama Military Department

Primary Points of Coordination and Associated Actions:

- News media: provide disaster-related information to the news media.
- ESFs with public relations staff: develop assignments for public information officers.
- ESF#5 (Emergency Management): send Situation Reports (SITREPs), electronic briefings, request mission assignments, and receive consolidated SITREPs.
- Volunteer and Donations Group: coordinate information concerning types and quantities of donated goods and volunteer services required.

I. Introduction

A. Purpose

The purpose of this ESF is to establish a mechanism that efficiently provides and disseminates information to the general public in the event of a disaster.

B. Scope

ESF #15 applies to natural or manmade disasters, Incidents of National Significance and catastrophic events when it is necessary to augment the disaster response capability of local government by State resources.

II. Policies

A. The Governor's Public Information Officer is responsible for the following policies:

- Disseminating information concerning specific disasters, associated threats, and protective actions to the news media and general public.

- Providing a central point for the news media and the general public to access information concerning protective actions taken by the State.
- Establishing a format for managing and staffing of public information telephone lines before, during, and after a disaster.
- Releasing public information concerning needed volunteer goods and services.

B. The Office of Legislative Affairs is responsible for the following actions:

- Establishing contact with legislative offices representing affected areas to provide information on the incident.
- Responding to legislative inquiries.
- Coordinating with the local liaison officers (LNOs) on all Civil Affairs issues to insure coordinated efforts.

C. The Alabama Indian Affairs Commission (AIAC) is responsible for:

- Providing a Tribal Relations Officer to coordinate with any tribal governments affected on all aspects of incident management operations.
- Organizing and managing a Tribal Relations Field Component to facilitate State Government relations with tribal governments and their incident management organizations, communities, victims, and tribal advocacy groups.

III. Situation

A. Disaster Condition

A significant natural disaster, emergency condition, Incident of National Significance, or other incident will be of such a magnitude that the means of dispersing public information in the disaster area may be severely affected or cease to function. Outside the disaster area, the demand for information concerning the disaster will be overwhelming.

B. Planning Assumptions

The following planning assumptions have been made:

- Extensive destruction of media communications facilities and loss of electrical power may severely disrupt the normal flow and dispersal of information in the disaster area.
- The demand for public information outside the disaster area may exceed the capabilities of the Governor’s Office and AEMA’s public affairs staff.
- The demand for public information in the disaster area may exceed the capability of the local government to provide service. Additional support

may be requested from the State or the nature of the disaster causes inquiries to State offices.

- In the aftermath of disaster, information is usually erroneous, vague, difficult to confirm, and contradictory.
- In the aftermath of a disaster, there will be significant demand to know what volunteer resources are needed.
- Public information staff deployed to a disaster area needs to be virtually self-sufficient.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Procedures (SOPs):

- To create a State public information response that provides for the coordination of public information among all ESFs and affected counties.
- To coordinate the use of State public information resources.
- To provide a system for the receipt and dissemination of public information, data, and directives pertaining to activities among ESFs and affected counties.

B. General

The Governor's Office will act as the lead agency for ESF #15. Depending on the severity of the situation, the Governor's Press Office and staff will assist with the media advisories and releases and will be in demand from reporters and news organizations. Lead or support agency staff will locate to the State Emergency Operations Center (SEOC) on a 24-hour schedule to facilitate the flow of public information.

The Alabama Department of Public Safety will also provide assistance to ESF #15 since much of the protective actions taken during disasters involve the use of law enforcement resources. When the SEOC is activated, the Governor's Public Information Officer (PIO) or designee will notify public information officers for each State agency and alert them of impending operations. In the aftermath of a federally declared disaster, the AEMA PIO will designate a person to travel to the affected area. That individual will coordinate with local public information officers and will be located at a Federal/State joint information center.

Depending on the severity of the disaster, Department staff may operate a 24-hour public information line handling citizens' inquiries. Department staffing will supplement existing Governor's Office capability to handle additional citizens' calls. In addition, ESF #15 may provide personnel for running joint information centers in the event a Federal disaster is declared.

In the event of a catastrophic disaster, ESF #15 and the State Volunteer Coordinator will work together to release information concerning what volunteer goods and services are needed in the disaster area, and where volunteers and donors may go to deliver such goods or potential services. All ESFs should regularly provide information to ESF #15 to keep government officials and citizens aware of current events.

C. Organization

During disasters, the SEOC will act as the central coordinating facility for receiving and dissemination of public information. Information flow to the SEOC will occur directly from news media reports and citizen public information phone calls. Information will also flow from county liaisons in local EOCs, local officials, and joint information centers to the SEOC. Information will flow from SEOC in the form of media briefings, press releases, and situation reports. Information will also flow from ESF #15 to public information personnel in local EOCs as well as FEMA/State joint information centers. The Governor's Office, as the primary agency, will determine the support agencies required for the specific disaster. This determination will result in an organization designed to meet the demands of the event.

D. Notification

Pre-incident and ongoing activities will be monitored by the State Emergency Operations Center and reported to AEMA staff. AEMA will notify the Governor's Public Information Officer, and the ESF support agencies as needed.

E. Response Actions

This section lists actions to be performed by ESF #15 in response to a disaster.

1. Initial Actions

ESF #15 will perform the following initial actions if activated for a disaster in the order listed below:

- Staff ESF #15 as needed in the SEOC.
- Brief the media spokesperson for the Initial Assessment Team.
- Establish an initial press briefing.

- Establish a public information line in order to handle phone calls from individuals attempting to contact the Governor's Office or AEMA for information.
- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phase and should include the following:
  a. A general description of the situation as it pertains to ESF #15 and an analysis of the ESF #15 operational support requirements.
  b. A prioritized listing of significant actions that ESF #15 will initiate to provide operational support.
- Determine the level of response required by ESF #15 to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Prepare a list of objective based priority actions based upon the Situation Analysis. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response.
- Prepare briefings on status of response operations.
- Prepare an After-Action Report to identify lessons learned and improvements.

2. Continuing Actions

ESF #15 will continue to perform the following actions if activated for a disaster:

- Provide updates to the news media concerning disaster conditions and State actions taken pursuant to those conditions.
- Regularly disseminate information from summary reports to the news media.
- Provide trained public information staff in support roles to assist local response and recovery efforts.
- Staff citizen public information lines.
- Coordinate with State Volunteer Coordinator to provide public information concerning what types of volunteer services are required.

F. Recovery Actions

Recovery actions for ESF #15 include the same actions as listed in 1 and 2 above.

1. Initial Actions

ESF #15 will perform the following initial actions after a disaster:

- Staff the public information function of the Disaster Field Office (DFO).
- Brief and instruct media spokesperson for damage assessment teams.
- Coordinate with State Volunteer Coordinator to determine what volunteer goods and services are most needed in the disaster area.

2. Continuing Actions

- Continuing actions for ESF #15 are the same as the response actions listed in sections in 1 and 2 above as appropriate.

V. Responsibilities

This section lists the primary agency and the support agencies for this ESF and their associated responsibilities.

A. Primary Agency

The Governor's Office (GO) is the primary agency responsible for ESF #15. The GO is responsible for the dissemination of emergency information to the general public during disasters, particularly during non-catastrophic disasters. The GO PIO will provide updated information to the news media in the form of press briefings, situation reports, news releases, or emergency broadcast announcements.

B. Support Agencies

Table 1 below lists support agencies for ESF #15 and their responsibilities.

Table 1. Support Agencies and Responsibilities for ESF #15.

Agency	Responsibilities
AEMA	• May act as the lead agency during catastrophic disasters.
Other Support Agencies	• Perform Public Information Services for their respective agencies in coordination with AEMA and the Governor's Office.

SUPPORT ANNEXES: INTRODUCTION

Purpose
This section provides an overview of the Support Annexes to the Emergency Operations Plan (EOP)

Background

The Support Annexes describe the framework through which State departments and agencies; county, local, and tribal entities; the private sector; volunteer organizations; and nongovernmental organizations (NGOs) such as the American Red Cross coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management. During an incident, numerous procedures and administrative functions are required to support incident management. The actions described in the Support Annexes are not limited to particular types of events but are overarching in nature and applicable to nearly every type of incident. In addition, they may support several Emergency Support Functions (ESFs). Examples include public affairs, Tribal affairs, and worker safety and health.

The following section includes a series of annexes describing the roles and responsibilities, when appropriate, of State departments and agencies, the American Red Cross, NGOs, and the private sector for those common activities that support the majority of incidents. The annexes address the following areas:

Financial Management
Logistics Management
Private-Sector Coordination
Public Affairs
Science and Technology
Tribal Relations
Volunteer and Donations Management
Worker Safety and Health

SUPPORT ANNEX ROLES AND RESPONSIBILITIES

Each Support Annex identifies a coordinating agency and cooperating agencies. In some instances, the responsibility of coordinating agency is a joint endeavor between two departments.
The overarching nature of functions described in these annexes frequently involves either support to or cooperation of all the departments and agencies involved in incident management efforts. In some cases, actions detailed in the annex also incorporate various components of the Department of Homeland Security (DHS) and other departments and agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities.
The responsibilities of the coordinating agency and cooperating agencies are identified below.

Coordinating Agency

Coordinating agencies described in the EOP annexes support the incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response. In accordance with Homeland Security Presidential Directive-5, DHS/AEMA retains responsibility for overall domestic incident management. State agencies designated as coordinating agencies are responsible for implementation of processes detailed in the annexes.
When the functions of a particular Support Annex are required to assist in the management of an Incident of National Significance or catastrophic event, the agency serving as the coordinator is responsible for:

- Orchestrating a coordinated delivery of those functions and procedures identified in the annex;
- Providing staff for the operations functions at fixed and field facilities;
- Notifying and sub-tasking cooperating agencies;
- Managing any tasks with cooperating agencies, as well as appropriate State agencies;
- Working with appropriate private-sector organizations to maximize use of all available resources;
- Supporting and keeping ESFs and other organizational elements informed of ongoing annex activities;
- Planning for short-term and long-term support to incident management and recovery operations; and
- Maintaining trained personnel to execute their appropriate support responsibilities.

Cooperating Agencies

When the procedures within a Support Annex are needed to support elements of an incident, the coordinating agency will notify cooperating agencies of the circumstances. Cooperating agencies are responsible for:

- Conducting operations, when requested by DHS/AEMA or the coordinating agency, using their own authorities, subject-matter experts, capabilities, or resources;
- Participating in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, standard operating procedures, checklists, or other job aids, in concert with existing first-responder standards;

Furnishing available personnel, equipment, or other resource support as requested by DHS/AEMA or the Support Annex Coordinator;

Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and

Nominating new technologies or procedures that have the potential to improve performance within or across functional areas to DHS/AEMA for review and evaluation.

When requested, and upon approval of the Governor, the Alabama National Guard (ALNG) provides Defense Support of Civil Authorities (DSCA) during domestic incidents. Accordingly, ALNG is considered a cooperating agency for the majority of Support Annexes. For more information on DSCA, refer to the EOP Base Plan and MSCD OPLAN.

To Be Published

Support Annex B – Logistics Management

Coordinating Agency: Alabama Emergency Management Agency

Cooperating Agencies: Department of Agriculture and Industries
Military Department
Alabama Department of Homeland Security
Department of Conservation and Natural Resources
Department of Transportation
Finance Department

I. Introduction

The Logistics Management Support Annex describes the framework within which the overall logistics management function operates for Incidents of National Significance and catastrophic events and describes how State disaster resources fit into this framework. It also describes how the EOP Emergency Support Functions (ESFs) interact to provide support to the affected population as well as support to the incident management effort. For more information see the Logistics Suggested Operating Guide (SOG)

A. Purpose. This annex:

1. Describes the EOP logistics management and delivery organizations;

2. Provides an overview of operations for executing logistics management in support; and

3. Outlines logistics management responsibilities and integrates State, local and Tribal logistics providers during major events which require EOP implementation. This document does not describe the mechanisms through which AEMA and its partner agencies execute various logistics functions. These mechanisms are the subjects of other publications in the logistics series of disaster operations documentation.

B. Scope. This annex:

1. Identifies the components of the State logistics delivery structure;

2. Provides a concept of operations for logistics management in support of the EOP; and

3. Outlines Alabama Emergency Management Agency (AEMA) logistics management responsibilities and explains how they change as various State logistics providers become active during an Incident of Significance.

C. Definition

1. Logistics management is the process of planning, preparing, implementing, and evaluating all logistics functions that support an operation or activity.

2. Effective logistics management contributes to mission success while ensuring all functions are executed in a unified manner to reduce costs, ensure appropriate support actions, and increase response capability. Individual logistics functions and associated sub-functions include:

a. Materiel Management: Requisitioning and requirements processing; acquisition, asset visibility (resource tracking), receipt, storage, and handling; security and accountability; inventory, deployment, issue, and distribution; recovery, reuse, and disposition.

b. Property Management (Personal Property): Accountability, inventory, disposal, and record processing.

c. Facility Management: Facility selection and acquisition, building services, information systems, communications, safety and health, and physical security.

d. Transportation Management: Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.

3. Logistics management during operations is primarily conducted in the Logistics Sections of various National Incident Management System (NIMS) structured organizations. Although the organizational structure for logistics management is NIMS based, it is modified as follows to better support the complex logistical management requirements of an Incident of Significance or catastrophic event:

a. Preparedness and Support Bureau is responsible for interfacing with the operations sections to help determine requirements and resource fulfillment options.

b. Administration and Resources Support Division is responsible for all resource procurement activities within the organization to include: processes for categorizing, ordering, dispatching, tracking, and recovering resources and processes for reimbursement for resources, as appropriate.

c. Supply Branch is responsible for providing the support required to receive, process, store, and distribute all supply orders. The unit also handles tool operations, which include storing, disbursing, and servicing of all tools and portable, nonexpendable equipment.

d. Information Services Branch is responsible for all voice and data information systems within the organization. This includes planning, installation, maintenance, and recovery of all equipment and teams required.

4. When AEMA requires logistics support from partner State agencies, any or all of the following ESFs may be activated:

ESF #1 Transportation - Department of Transportation
ESF #3 Public Works and Engineering – Department of Transportation
ESF # 4 Firefighting – Forestry Commission
ESF #7 Resource Support – Alabama Emergency Management Agency
ESF #8 Public Health & Medical Services - Department of Public Health
ESF # 10 Hazardous Materials Response- Department of Environmental Management
ESF # 11 Agriculture – Department of Agriculture and Industries
ESF # 12 Energy – ADECA/STED
ESF # 13 Public Safety and Security – Department of Public Safety
ESF # 14 Economic Stabilization, Community Recovery, and Mitigation - ADECA

II. Policies

A. Materiel Management

1. Logistics personnel find appropriate, time-sensitive, and cost-effective ways to fill the material requirements developed by operations personnel. Equipment and supplies are provided from current local, State or Federal stocks or, if necessary, from commercial sources.

2. Resources previously purchased through the Disaster Relief Fund (DRF) are the primary source for fulfilling validated requests for Federal assistance (time and cost permitting).

3. GSA is the central procurement authority for the Federal Government. All procurement actions are made in accordance with current Federal laws and regulations.

4. When activated, ESF #7 serves as the point of contact for requesting materials in support of the EOP. ESF #7 is responsible for coordinating

with internal and external sources to obtain the resources required in the most cost-efficient and expeditious fashion.

5. ESF #7 operates under the direction of the Director, Alabama Emergency Management Agency (AEMA). The AEMA represents Alabama in its dealings with the Federal ESF # 7 General Services Administration (GSA). Contracting support operations will be coordinated through the GSA Office of Emergency Management (OEM) in the GSA Central Office, Washington, DC. Upon notification of the activation of ESF #7, the GSA Emergency Coordinator (EC) makes an initial determination of which support agencies are required to make contracting personnel available. Support agencies notify their applicable personnel and await instructions from the GSA EC before proceeding.

B. Personal Property Management

1. All State departments and agencies acting within the scope of the Robert T. Stafford Disaster Relief and Emergency Assistance Act account for personal property in accordance with the State statutes, Federal Property Management Regulations (41 CFR 44) and existing agency property management policies. This occurs whether property is acquired from an agency's own stock or from available Federal excess.

2. If other State agency property is used for incident management operations and this property is lost, damaged, stolen, or consumed, the agency will be reimbursed for the cost of such property if the required documentation is provided to AEMA. The process for requesting reimbursement is detailed in the Financial Management Support Annex.

3. When agencies' property costs are reimbursed from the DRF, ownership of the property acquired during the execution of a mission assignment (MA) passes to AEMA if the procurement cost exceeds $500.00.

4. AEMA directs the disposition of all property owned by AEMA, including items held by organizations that intend to request reimbursement for the item. Disposition could include transfer to AEMA, retention by the agency, donation to State/local government, or excess, disposal, and reutilization action through the Finance Department.

a. Information systems and communications devices purchased through the DRF are retrieved and returned following each operation to DHS-AEMA. The AEMA rehabilitates and repackages items for reuse in other disaster operations.

b. Other equipment and supplies purchased with DRF money and issued to support responders and field facilities is retrieved and returned following each operation to one of the DHS-FEMA Logistics Centers (LCs). Returned items will be coordinated with DHS-FEMA Headquarters Logistics. The LCs rehabilitate and repackage equipment and supplies for reuse in other disasters as coordinated with DHS-FEMA Headquarters Logistics. The exceptions (which must be coordinated with DHS/FEMA Headquarters Logistics) are:

(1) Equipment and supplies used by the Advance element of the State Emergency Response Team (SERT-A) that may be retrieved and stored in the AEMA Offices.

(2) Nonstandard or non-mission-capable items that will be excessed or disposed of at the incident site.

C. Facility Management

1. ESF #7 (when activated and requested to do so) supports the requirements for obtaining facilities, facility setup, space management, building services, and general facility operations.

2. ESF #3 (when activated and requested to do so) provides operational support at the mobilization centers, staging areas, and distribution sites for all infrastructure and engineering service commodities (supplies and equipment) required to support assigned State and direct support missions.

D. Transportation Management

1. Emergency transportation provides a method of managing the acquisition of transportation services and movement of resources and supplies into and out of an incident area. The concept is developed around three major systems: (1) movement of cargo and passengers that make up the Initial Response Resources (IRR) listed on a prioritized list managed by AEMA (a push system); (2) regional response operations in accordance with State requirements (a pull system); and (3) tracking the movement of resources into the disaster area (a coordination system).

2. ESF #1 serves as the point of contact for requesting transportation assistance in support of agencies under the EOP, including requests for military transportation. ESF #1, in coordination with AEMA Logistics, determines the mode and carrier for all transportation requests. Other ESF representatives

coordinate transportation requirements with ESF #1 representatives.

3. Transportation services, to the extent possible, are acquired from State resources, commercial and private resources, and the Military Department respectively. For Military Department, planning and execution are subject to priorities established by the Governor or the Secretary of Defense. All resources are potentially available for Defense Support to Civil Authorities (DSCA), subject to approval by the Governor and/or the Secretary of Defense.

4. The ESF #1 Emergency Transportation Coordinator (ETC), in coordination with AEMA, determines the best mode and source of transportation. The ESF #1 ETC coordinates commercially contracted transportation. The ETC coordinates military movement through the Military Department representative at the SEOC.

5. The ESF #1 ETC serves as the single point of contact for State transportation support. ESF #1 functions include, but are not limited to: coordination of nonmilitary movement of the IRR; acquisition of transportation resources in support of the State Emergency Operations Center (SEOC), and JFOs; consolidation and distribution of movement information; and coordination of waivers of maritime, railroad, highway, and airspace regulations. ESF #1 remains operational until the coordination for the movement of resources can be transitioned to DHS-FEMA Logistics. The decision to transition is made in agreement with the DHS-FEMA operations section, DHS-FEMA Logistics, and the Federal Coordinating Officer (FCO)/Principal Federal Officer (PFO). ESF #1 ETC continues to arrange transportation in support of Logistics or other State agency retrograde operations until deactivated.

6. Movement status and tracking information is consolidated by the ETC through a designated resource management program (EM2000) available to ESF #1 at the SEOC, ESF #1 at the forward site, and ESF #1 at the JFO. ESF #1 at the SEOC/JFO distributes tracking information to ESF #5 and the Logistics and Operations Section Chiefs. ESF #1 provides tracking information to other ESFs or agencies upon request.

8. Evacuation coordination is a State function. If requested, DOT assists in the coordination. PHD handles transportation requirements/requests concerning mass casualties/patient movement.

9. The Mobilization Center is the focal point for pre-positioning, receipt, and distribution of supplies. Forward movement of teams, supplies, and equipment is dependent upon requests from the State and is managed by the Mobilization Center Manager and coordinated with the JFO Logistics and Operations Sections. Forward-deployed resources are further directed by the JFO Logistics Section to one of three locations: the incident logistics base, an Operations Section staging area or a State/Federal-controlled distribution point. Once at these locations, they become the responsibility of the SCO/FCO.

III. Situation

To accomplish a smooth transition to disaster operations, AEMA ensures a coordinated framework for State logistics management activities that includes logistics planning, preparedness, implementation, and evaluation in support of disaster operations.

A. Disaster Condition

1. The unpredictable nature of some incidents requires that State agencies be prepared, at a moment's notice, to provide needed equipment, supplies, and services. AEMA maintains a base logistics capability that enables a rapid response to any declared disaster or emergency and is able to provide full logistics services to limited events without requesting activation of Federal logistics partners; it can also provide immediate supplemental State support, as appropriate, in any Incident of National Significance. The threshold for activation of one or more of the ESFs for logistics support is dependent on the scope and magnitude of the incident and AEMA's current level of commitment. Either the SEOC or SERT Leader is responsible for the decision to activate ESFs for logistical support.

2. AEMA:

a. Ensures agency readiness to deliver critical IRR and responder support goods.

b. Participates in early planning and execution of incident management operations before the activation of other State agencies.

c. Assumes open actions and closeout responsibilities from demobilizing State logistics partners.

B. Planning Assumptions

1. State logistics support is provided in support of State operations initiated through proper requests by the affected County. However, State logistics support and assets may be requested by the County in the form of State technical assistance if the logistics assets and capabilities of the affected local communities and County are overwhelmed.

2. During disaster operations, AEMA retains overall responsibility for logistics and is assisted by Federal logistics partners.

3. Policies and procedures for the Logistics Section of the JFO, and SEOC will be standardized in accordance with the EOP, NRP and NIMS.

4. The operations elements of the JFO or SEOC rapidly make initial decisions on mobilization center support requirements and the IRR required. They also activate personnel and request resources in a timely manner.

5. AEMA Logistics coordinates movement of State assets closer to an incident area when the situation warrants, prior to validated requests for State assistance. Assets are stored in a forward-deployed Logistics Center (mobilization center) under the control and oversight of the F-SERT.

6. State resources are released to the control of the JFO Logistics Section after requests for State assistance are validated and appropriate mission assignments/tasking orders are prepared.

IV. Overview of the Logistics Operations Cycle

The State disaster logistics community is brought together when an event or the threat of an event causes response personnel to organize. However, prior to any incident, AEMA logistics management personnel engage in preparedness activities such as: planning, managing resources, repackaging and refurbishing materiel, and interagency coordination aimed at increasing efficiency and effectiveness in the delivery of goods and services.

A. Preparedness/Readiness Phase

1. AEMA Logistics conducts preparedness activities to ensure rapid response. This level of preparedness allows AEMA to manage small events without activating its State partners and to provide immediate supplemental State support as appropriate to any Incident of National Significance or disaster event.

2. During this initial operational phase, AEMA Logistics focuses on preparing commodities for deployment and transitions into State Emergency Response Team (SERT) and SEOC roles. The AEMA Regional staffs transition into JFO and F-SERT operations. The logistics

elements may also perform activities typically covered by ESFs #1 or #7 since ESFs may not be authorized to act until they receive an activation notice and startup funding.

B. EOP Activation/Delivery Phase

1. Once the EOP processes are implemented, logistics activities transition from AEMA Logistics to the appropriate EOP organizations. These include:

a. The SERT, which includes the SERT-F, and the SERT-A; and

b. The Logistics Section of the SEOC;

2. If activated, AEMA Logistics may assist in the acquisition, transportation, storage, distribution, inventory, accountability, and maintenance of supplies, equipment, and facilities as they receive specific mission assignments. During the delivery phase, logistics personnel in the SERT or SEOC coordinate delivery of resources, supplies, and equipment to sustain operations. Facilities at Maxwell Air Force Base (MAFB)will be utilized as a logistics base.

C. Stand-Down Phase

1. As response operations diminish, the PFO/FCO, the AEMA Director, and the SEOC demobilize the other State departments and agencies from their respective operations. The JFO and SERT Logistics Sections assume responsibility for and close out any logistics activities left unaccomplished by the other State agencies.

2. Elements of the SERT Logistics Section remain active following demobilization of the State partners or the SEOC. The SERT Logistics Section then transitions personnel and functions to AEMA Logistics Branch to close out remaining incident activities.

D. Return to Preparedness Phase

This phase marks the end of logistics operational activities and the return to day-to-day logistics preparedness activities. A state of preparedness is achieved when AEMA has sufficient deployable assets available to support the next operation. Preparedness is therefore a continuous activity wherein assets are prepared, deployed, recovered, and maintained in a cyclical manner.

V. Concept of Operations

A. Concept of Logistical Response Operations. The State logistics community is brought together when an actual or potential Incident of National Significance or

catastrophic event triggers the activation of response personnel. Logistics management is executed continuously. During the disaster operation, logistics managers should be the first involved and the last to leave the operational area.

1. Operational Readiness Phase: Transition into Active Disaster Logistics Management

a. Logistics personnel focus primarily on preparing resources for deployment.

b. Logistics personnel begin to transition from day-to-day operations into active disaster logistics management activities, such as tracking deployments and processing requests for assets. Logistics staff from AEMA and logistics staff from cooperating State agencies begin to:

(1) Anticipate initial requirements;

(2) Participate in coordination and planning and decision-making meetings;

(3) Develop strategic logistics plans for consideration by the Operations Section Chief and other leadership;

(4) Establish communications and coordination among State logistics partners to begin initial planning to transport goods and to locate mobilization centers.

(5) Establish MAFB as a logistics base of operations;

(6) Identify County staging areas and distribution sites based on serviced population.

c. The AEMA Logistics Branch generally performs readiness activities and prepares to transition into JFO, SERT, and SEOC roles. AEMA Logistics elements also execute ESF #1, #3, and #7 activities until mission assignments are in place. AEMA Logistics coordinates these activities with the responsible State logistics partners. This normally occurs in the EOP activation phase.

2. EOP Activation Phase: State Logistics Partners Transition to ESF Operations

a. Logistics providers are formally activated. Operations personnel form requirements, and logistics staffs deploy teams as well as IRR and responder specific support supplies, equipment, and teams.

Logistics reservists are alerted and deployed as required. The field infrastructure for receiving personnel and goods is being developed, with mobilization centers being established and property management personnel arriving.

b. An interagency logistics team (currently the Logistics Section of the SERT) forms to ensure the rapid location, acquisition, and setup of key field facilities (including the JFO and mobilization centers); operation of the field MCC; and initiation of resource acquisition operations.

c. Logistics personnel at the SERT and SEOC perform the following functions:

(1) Track the movement of assets;

(2) Support the deployment and receipt of response assets, including IRR items;

(3) Coordinate deployments through the MCC to the mobilization centers;

(4) Translate operations-generated requirements into specifications; and

(5) Analyze requests for State resources to determine cost effective and timely means to meet requirements.

3. Operations Phase: Delivery of Assistance

a. Activated State logistics providers have the ability, authority, and funding to execute the logistics functions as follows:

(1) The materiel management function provides supplies and equipment to the incident(s). Although some supplies are stockpiled by State agencies, the majority of supplies are procured after the response begins. Even though some specialized emergency supplies and equipment are supplied by other agencies, the Finance Department is the State Government's primary supply and contracting agency. After coordinating with internal State sources, the Finance Department procures supplies and services needed by the Incident Commander(s) for the relief efforts. This logistical function works with ESFs #6 and #8 to provide non-specialized mass care and medical supplies, as well as with other ESFs to provide commercially available supplies and

equipment. The goal is to provide supplies and equipment at the location and in the quantities required by the Incident Commander(s) in the most timely and cost-effective manner.

(2) Property Management accounts for personal property at all operational levels. The State Government retains title to accountable property unless it is transferred to County or local governments. Equipment purchased with Disaster Relief Funds becomes the property of AEMA and will be retained for use in support of other disaster operations unless other specific arrangements are made for that property. Several agencies have the capability to establish receiving and distribution operations at the mobilization centers and support property management teams by maintaining property accountability on items stored at or issued from these locations.

(3) Infrastructure and facility support are provided through a number of ESFs, but primarily by ESF #3. Infrastructure support includes technical assistance, and evaluation of structures, engineering services, and emergency repair of water, wastewater, and electrical utilities. AL DOT is the primary provider of infrastructure support. Depending upon the situation, this logistical function may also provide water to sheltered populations in support of ESF #6, assess real estate needed for response operations in support of ESF #7, evaluate structures before responder entry in support of ESF #9, and assist in restoring electrical utilities in support of ESF #12. Infrastructure evaluation may also be provided to support ESF #1.

(4) The State transportation system responds to incidents in two ways: by moving responders and emergency supplies to locations where specified by the Incident Commander and by responding to the transportation requirements of the Incident Commander that cannot be fulfilled by the County and local structures. Major patient evacuations, though handled via ESF #8, will be coordinated with ESF #1. The ESF #1 structure is the point of contact for all transportation requirements, including the special capabilities of the Military Department.

b. The JFO, SERT, and SEOC logistics roles and responsibilities focus on providing and coordinating delivery of required resources to sustain operations. Materiel management, property management,

facility management, and transportation management constitute the majority of all logistics operations. AEMA's role in hands-on execution diminishes during this phase.

4. Stand-Down Phase: Transfer of Responsibilities to AEMA

a. As response operations begin to diminish, the FCO, SERT Director, and SEOC Director demobilize the other State agencies from their respective operations.

b. The JFO, SERT, and SEOC Logistics Sections assume responsibility for and close out any logistics activities left unaccomplished by other State agencies. These include recovery of remaining State assets, refurbishment activities, and release of leased or donated facilities.

c. The SERT Logistics Section remains active for several days following demobilization of the other State partners from the SEOC. It eventually transitions personnel and work to AEMA Logistics Branch. Once this is accomplished, AEMA closes out disaster activities by:

(1) Coordinating and conducting all activities associated with retrieving (or disposing of locally if no longer serviceable), refurbishing and restocking all State assets used during the disaster operation;

(2) Ensuring that all equipment and supplies are accounted for in accordance with appropriates regulations; and

(3) Participating in internal and external after-action reviews, developing and implementing changes to capture best practices, etc.

d. During this phase, all State logistics partners begin activities for the next event. In the case of identified shortfalls in supporting the operation, the AEMA Logistics Branch may meet with other State logistics providers to develop a corrective action plan to improve the State logistics support structure and implementation.

B. DHS-FEMA Logistics Available Supplies, Equipment, and Services

1. IRR items (food, water, power generation equipment, temporary emergency shelters, comfort items, etc.) are located at Logistics Centers and in Pre- Positioned Disaster Supply (PPDS) caches located nationwide.

2. Temporary housing located nationwide at Logistics Centers.

3. Equipment caches for the following located at Logistics Centers and other locations nationwide:

a. Urban Search and Rescue Incident Management Teams

b. Mobilization Centers

c. National Disaster Medical System Response Teams

d. Emergency Support Teams

e. Federal Incident Response Support Teams

f. Domestic Emergency Support Teams

g. Mobile Emergency Response System Teams consisting of personnel, life support, team and personal communications equipment, etc.

h. Disaster medical supplies and equipment located at Logistics Centers and various locations nationwide

i. MCC located at DHS-FEMA Headquarters

j. Mobilization Center Management Teams

k. Property Management Teams

l. Logistics Resource Center Located at FEMA Headquarters

m. Logistics Closeout Assistance Teams (LCATs)

C. Federal Logistics Resource Capabilities

1. GSA Resources. GSA is able to contract telecommunications support, arrange for the facilities needed by the Federal response teams, and requisition or contract for supplies and equipment as part of their ESF #7 responsibilities. GSA can provide a contract officer with unlimited warrant. GSA may also provide staff for the mobilization centers when mission assigned by DHS-FEMA.

2. USACE Resources. USACE is able to provide logistics resources to support the preparation and execution of ESF #3 Public Works and

Infrastructure activities. Logistics support for infrastructure and engineering services cover all phases of the incident management activities. Typical infrastructure and engineering services that require logistics support include ice, water, temporary roofing supplies, generator/electrical power supplies and equipment, and general construction materials/equipment. USACE may also provide staff for the mobilization centers when mission assigned by DHS-FEMA.

3. U.S. DOT Resources. U.S. DOT provides the resources for operating the MCC. They arrange for transportation services under a national emergency transportation contract.

4. U.S. Forest Service Resources. The U.S. Forest Service provides staff for the mobilization centers when tasked by DHS-FEMA or when activated under mission assignment by ESF #7.

5. DOD Resources. When requested, DOD provides additional transportation and logistical support to the impacted areas. DOD may also provide staff for the mobilization centers when mission assigned by DHS-FEMA.

D. Resources Fulfillment Cycle Overview

The ordering, sourcing, transportation, issuing, and movement of State resources generally follow the steps outlined below. This section of the Annex addresses the overall methodology used to anticipate and subsequently fulfill requirements of victims during State-level incident management operations. For the purpose of this overview, the term “victim” includes: individuals, local jurisdictions, and Counties.

1. Assumptions

a. The Emergency Operations Plan has been initiated to some level.

b. There is a State logistics presence in the affected area.

c. There has already been or there is an anticipated disaster declaration.

d. State resources are required to some degree in the impacted area.

e. A “push” system is defined as a delivery of State resources to a predetermined location in advance of validated requests for State assistance.

f. A “pull” system is defined as a delivery of State resources to the impacted area in fulfillment of a validated request for State assistance.

g. Resource fulfillment operations begin with a “push” system and subsequently convert to a “pull” system of delivery.

h. Both systems may operate at the same time.

2. Discussion

a. After the IC/UC accomplishes an initial situational assessment, the SEOC decides whether to “push” response supplies, equipment, and teams to a location closer to the impacted area. The purpose of this is to decrease the time it takes to fulfill a validated request for State assistance. Once this decision is made, a mobilization center(s) is/are activated near but not necessarily within the impacted area. This mobilization center(s) then serves as a forward Logistics Center to house and maintain State resources in anticipation of a validated request for State assistance. All State assets at the mobilization center(s) remain under the oversight of the Logistics Section of the SEOC when it is activated and actively involved in brokering resources for the impacted area. When the SEOC is not activated, the mobilization center(s) is/are under the oversight of the AEMA Logistics Branch.

b. The mobilization center manager(s) is/are responsible for all life support functions of the members of his/her team, as well as the life support for all responders who are awaiting entry to the impacted area. The mobilization center manager(s) is/are also responsible for the safeguarding of all nonhuman resources that arrive at the center(s). All “pushed” State resources initially are directed to the mobilization center(s). The purpose of this is to prevent unneeded resources from creating a demand on the support structure in the impacted area. By marshalling all anticipated State resources outside of the impacted area, the response time for fulfilling validated requests for State resources is decreased while the draw on already stretched capabilities is minimized.

c. The SEOC Director establishes an MCC when required. The MCC obtains transportation services and provides visibility of transportation assets into and out of the incident area. All EOP agencies notify the MCC when transportation arrangements are made, so that resources can be tracked and reception plans executed. The MCC may be staffed solely by AEMA Logistics

personnel or may be augmented by one or more of the State partners (i.e., DOT, AFC, PHD, etc.).

d. Once the JFO is operational, JFO staff receives and processes requests for State assistance. Those requests are validated when the resource fulfillment cycle begins. (This is the beginning of the "pull" system of resource fulfillment) The process of fulfilling requirements from the identification of the need to the delivery of the State resource is explained below. For the purposes of this overview, the discussion begins the cycle at the individual victim level. In State response operations, the actual cycle starts when the county submits a request for State assistance and ends when the State resource is delivered to an official representative of the County.

3. Steps in the Resource Fulfillment Cycle

a. A victim identifies a need for a resource. This can be a type of supply, equipment, or a service. The victim goes to his/her local jurisdiction to have the need met.

b. The local jurisdiction tries to fill the need from existing resources. If they do not have the resource, they pass the requirement on to their county or state jurisdiction.

c. When the State receives the requirement, the State attempts to fulfill the need. This may be done from existing resources, through commercial sources, or through Emergency Management Assistance Compacts (EMACs). If the State cannot fulfill the need, the State submits a request for Federal assistance to the JFO Operations Section.

d. The Operations Section looks to staging areas to determine if the resource is available to fulfill the requirement. If they do not have the resource available, they will pass the requirement through Coordination and Planning to the Logistics Section at the JFO.

e. The Logistics Section Chief has several options available to fill the requirements:

(1) Fill the requirement from the resources located at the JFO logistics base.

(2) Fill the requirement by direct mission assignment.

(3) Procure the goods or services through commercial sources.

(4) If the resource is still not readily available, the Logistics Section Chief passes the requirement through the RRCC to the NRCC.

4. Once the NRCC receives the validated request for Federal assistance, the NRCC determines how and if the requirement can be fulfilled.

5. Once the source is identified, the resource is delivered to the location specified by the JFO Logistics Section Chief. The Logistics Section Chief is responsible for all transfer of Federal assets to State control. This may occur at the following locations:

a. The JFO logistics base.

b. The JFO Operations Section staging area.

c. A State staging area or distribution point.

d. Directly where the resource is needed.

6. This completes the cycle. If the resource was filled from existing State resources, replenishment activities begin to replace the resource.

VI. Responsibilities

Refer to DHS publication 9380.1-PR, Logistics Management Operations Manual (Draft, June 2002), for a detailed list of responsibilities.

VII. References

Additional information on the DHS-FEMA logistics management system may be found in a number of publications. The following are the most relevant:

A. Logistics Management Overview, FEMA Manual 9380.1-VW, December 1997 (draft).

B. Logistics Management Operations Manual, FEMA Manual 9380.1-PR, June 2002 (draft).

C. Personal Property Management Program, FEMA Manual 6150.1, July 1996.

D. DISC Operating Procedures, February 1996.

E. NRCC Logistics Section Operations and SOP Manual (unnumbered), July 1995 (under revision).

F. ERT Logistics Section Operations and SOP Manual (unnumbered), May 1994.

G. Motor Vehicle Management and Operations Manual, FEMA Manual 6250.2.

To Be Published

Support Annex D – Public Affairs

Coordinating Agency: Alabama Emergency Management Agency

Cooperating Agencies: All

I. Introduction

A. Background. Homeland Security Presidential Directive 5 (HSPD-5) directs the Secretary of Homeland Security to inform America's citizens about incidents and preparedness measures. This task specifies the Federal communications leadership role within the Federal Government and the implied requirement that the American public receive accurate, consistent, and timely information throughout incidents. The Joint Information System (JIS), described in the National Interagency Management System (NIMS), provides the overarching framework for integrating public information activities among Joint Information Centers (JICs), across jurisdictions, and with private-sector and nongovernmental organizations. In view of the unique challenges of informing the public during incidents, the concept of incident communications is now employed as an element of the JIS. Incident communications outlines specific public information management processes for use during Incidents of National Significance and domestic incidents. Alabama utilizes this approach to inform the citizens of Alabama during incidents within the State or affecting the State.

B. Purpose. The Public Affairs Support Annex describes interagency incident communications procedures to rapidly mobilize State authorities to prepare and deliver a coordinated and sustained message in response to Incidents of National Significance in Alabama.

C. Objectives. During an Incident of National Significance, Federal, State, local, and Tribal authorities are responsible for communicating information to the public. Incident communications is a critical component and must be fully integrated with all operational actions to ensure that the incident communication efforts support and achieve the following objectives:

1. Delivery of incident preparedness, health, response, and recovery instructions; and

2. Dissemination of incident public information.

D. Scope. This Annex supplements Emergency Support Function (ESF) #15, and provides guidance to State incident communicators on activities to be initiated in conjunction with Incidents of National Significance in Alabama and domestic incident response. Incident communications process actions contained are executed to support and flow through the frameworks established under NIMS, the JIS, and the Incident Command System (ICS). Domestic incidents and the

effects they create are limitless, and no single plan can anticipate the many variables. However, timely execution of the coordinated incident communications actions by interagency partners, in accordance with JIS procedures, will help ensure that the people of Alabama remain fully prepared and informed.

II. Policy. Incident communications is adopted by the Alabama Emergency Management Agency (AEMA) as a concept of operations to manage communications activities for Incidents of National Significance and lesser incidents with state impact. Incident communications incorporates the following processes:

A. Control. This identifies the incident communications lead, lead departments and agency roles, and authority and authorities for release of information.

B. Coordination. This addresses interagency coordination and plans, notification, activation, and supporting protocols.

C. Communication. This addresses known incident facts, health risk concerns, pre-incident and post-incident preparedness recommendations, warning issues, incident information, messages, audiences, and who, when, where, and how will the messages be delivered.

D. Incident Communications Planning Assumptions. AEMA incident communications planning assumptions are detailed below:

1. An act of domestic terrorism may employ a previously unknown threat, or multiple and simultaneous attacks in different locations;

2. An act of domestic terrorism may not be immediately known to authorities (e. g., bioterrorism);

3. An act of domestic terrorism or a man-made or natural disaster requires close and constant coordination between State, local, and Tribal authorities in proximity to or association with the incident;

4. The media and public want to know as soon as possible if an incident is terrorist related;

5. Terrorists may exploit media coverage of attacks, response actions, and communications to the public;

6. The public will look to AEMA and other State and local incident communications leadership for immediate factual information, preparedness advice, and updates;

7. Existing communications resources such as telephones, cellular phones, the Internet, and even media outlets may be destroyed or degraded; and

8. Teamwork and use of standardized incident communications processes facilitates rapid development, deployment, and sustainment of a coordinated messaging effort.

III. Concept of Operations

A. This Annex details incident communications processes necessary to support management of Incidents of National Significance and domestic incidents. The annex provides the overarching description for all incident communications and public affairs guidance in support of the EOP. It incorporates the following.

1. ESF #15. This Emergency Support Function details State incident communications authorities, resources, and capabilities and is incorporated within the EOP.

2. EOP Catastrophic Incident Annex. This special purpose EOP component contains incident communications resource information to support catastrophic incidents. This Annex is contained within the EOP.

B. Responsibilities: HSPD-5 details responsibilities and requirements in order to inform the public. Departmental responsibilities are assigned as follows:

1. The Alabama Emergency Management Agency, through the Public Affairs Officer will:

a. Plan, prepare, and execute State incident communications leadership processes during Incidents of National Significance and other domestic incidents;

b. Coordinate incident communications plans and processes using resources and field operations established through ESF #15;

c. Coordinate incident communications plans and processes with the Governor's Office and the Alabama Homeland Security Council (AHSC);

d. Coordinate interagency incident communications plans and processes;

e. Coordinate State incident communications plans and processes with State, Tribal, and local authorities as necessary;

f. Designate a Public Affairs Officer (PAO) to support the incident State Coordinating Official (SCO);

g. Coordinate incident communications plans and processes with nongovernmental organizations; and

h. Disseminate public information.

2. State departments and independent agencies will:

a. Plan, prepare, and execute respective incident communications processes during Incidents of National Significance and other domestic incidents, and in conjunction with strategic communications direction by ALDHS;

b. Assume certain lead agency incident communications responsibilities when assigned or consistent with specific departmental and agency authorities;

c. Disseminate public information within their areas of responsibility; and

d. Ensure that departmental and agency plans incorporate incident communications provisions contained in the EOP.

III. Incident Phases

A. Purpose. The State EOP establishes mechanisms to rapidly lead and State authorities to prepare and deliver a coordinated and sustained message regarding Incidents of National Significance or catastrophic events. Subject to available facts, scientific analysis, and national security, the EOP provides prompt State acknowledgement of an incident and communicates emergency information to the public during response and recovery operations. The EOP is structured to facilitate the Director of Homeland Security, a senior official designated by the Director, or other senior State official(s) to speak to the State soon after an incident is known. This first statement will be made after coordination with State and local on-scene incident authorities, as the circumstances of the incident and communications permit. Sustaining incident communications activities will follow to support communications objectives.

PROTECTING THE PUBLIC

Ensuring the safety of the public is an essential task. Initial State incident confirmation And announcement of an Incident of National Significance or domestic incident may be Preceded by the release of preparedness, health safety, or emergency evacuation Instructions. These instructions will be coordinated, if feasible, with other State, Local, and Tribal authorities.

B. Incident Phases. The EOP-ICES specifies incident communications activities corresponding to and in support of operational measures relating to preparedness, prevention, response, and recovery.

C. Prevention. Consistent with the provisions of HSPD-5 for law enforcement, the Department of Justice (DOJ) and Federal Bureau of Investigation (FBI) coordinate closely with DHS during this phase to ensure that a unified incident communications message is delivered to reassure and alert the public, and deter or defeat threats to the homeland. Incident communications prevention includes dissemination of:

1. Public information detailing changes in the Homeland Security Threat Advisory System (HSAS) status level;

2. Public information describing protective measures;

3. Requests by law enforcement authorities for public assistance, information, and cooperation; and

4. Public information describing homeland security threats.

D. Preparedness. Preparedness, in the context of an actual or potential Incident of National Significance or catastrophic event, involves actions to enhance readiness and minimize the effects of an incident. Preparedness related public information includes:

1. Evacuation, warning, or precautionary information to ensure public safety and health;

2. Public education and supporting documentation;

3. State, local and Tribal incident communications;

4. Media education, including weapons of mass destruction (WMD) information;

5. Exercises and training with risk communications;

6. Identifying subject-matter experts for availability during an incident;

7. Preparation and readiness to develop and deploy public service announcements and health advisory information; and

8. Testing and coordination of emergency broadcast and alerting systems.

E. Response. Execution checklists, teamwork, and incident communications processes will mitigate unknown elements and facilitate orderly management of the incident. Sustaining actions are developed and implemented. Response incident communications activities include:

1. Activation of ESF #15 and the processes in support of the EOP, NRP and other plans. AEMA PIO coordinates the State incident communications response, while DHS Public Affairs coordinates the Federal incident communications response;

2. Immediate and continuing dissemination of health or safety instructions, if necessary. This may also include evacuation or decontamination instructions;

3. Coordination of initial State announcements about an incident with local, Tribal and Federal authorities to ensure that the public is receiving a consistent message;

4. Coordination at the State interagency level;

5. Designation of a PAO to support the PFO;

6. Designation of a lead public information officer (PIO) to coordinate field-level State public information and assist with management of the JIC;

7. Establishment of a JIC to support the Joint Field Office (JFO) and ICS;

8. Reassurance that authorities are implementing response and recovery actions to ensure the safety and security of the public;

9. Communications to other, non-affected States about incident details, preparedness measures, and reassurance;

10. Deployment of public affairs resources from other State departments and agencies as required by the scope of the incident;

11. Deployment to the incident site of State Emergency Response Team (SERT), incorporating public affairs personnel with that element.

12. Development and implementation of a joint sustaining communications plan and effort by State, local and Federal authorities.

F. Recovery. The incident communications and public affairs efforts must be sustained as long as necessary to continually reassure, inform, and respond to public information needs. This effort must be closely coordinated with other State

agencies and local authorities. Recovery programs include mitigation components designed to avoid damage from future incidents. Typical incident communications recovery actions may include:

1. Providing public information on incident response and progress in restoring normalcy. Emphasis is placed on mitigating or reducing anxiety and concern;

2. Providing public information on disaster assistance and support resources; and

3. Recognition of the efforts of responders and citizens.

IV. CONTROL

A. Control Processes. When an Incident of National Significance or domestic incident occurs, it is imperative that State participants immediately work together to manage incident communications. This section describes incident communications control processes. Control, within this context, addresses processes that delineate incident communications lead roles, lead agency functional areas, and notional authority for release of information.

B. Lead Department and Agency Assignments. Upon activation of the EOP, AEMA Public Affairs will lead the State incident communications effort. Departments, agencies, and other authorities may retain the incident communications lead for specific tasks. Lead assignments are assessed and confirmed during initial discussions and conference calls. Notional lead task assignments for incident communications may include the following:

1. Incident management;

2. Law enforcement;

3. Medical or health;

4. Family assistance and victim issues;

5. Technical or forensic matters;

6. Environmental;

7. Protective measures;

8. Search and rescue;

9. Preparedness;

10. Recovery assistance; and

11. Personnel management.

C. Lead Authority to Release Information. Timely release of public information during an Incident of National Significance or domestic incident is critical to maintaining public confidence, preventing the spread of inaccurate information, and refuting rumors. The interagency incident communications group must work closely in the first minutes of an incident to ensure that all necessary information is available. General guidance on authority to release information is in accordance with existing plans, operational security, law enforcement protocols, designated lead agency assignments, and procedures detailed below.

1. Domestic Terrorism. Communications dealing with acts of domestic terrorism must be managed with extreme care, as they present significant ramifications for citizen morale, the national economy, domestic security measures, and potential legal and prosecution matters. The initial facts must be confirmed and rapidly appraised by the interagency incident communications group.

a. Federal Announcement and Confirmation of Domestic Terrorism. In accordance with HSPD-5, DOJ and the FBI have the lead for Federal law enforcement incident communications. The initial Federal announcement of domestic terrorism is coordinated with DHS Public Affairs, DOJ, and the FBI. Federal departments and agencies participating in the response should not make public announcements without authorization from their respective chains of command. Comments should focus on response efforts and not attribute or speculate on the cause of the incident.

b. Departments and Agencies. After the initial announcements, departments and agencies may release information appropriate to their specific jurisdiction or functional tasks using approved interagency guidance. Statements are coordinated or reviewed by the core group in advance and shared promptly with all participants when released. Departments and agencies should remain within their respective areas and refer outside questions to DHS Public Affairs or the designated functional lead.

c. State and Local Authorities. Nothing in this Plan limits the authority of State or local officials from releasing information about an incident under their jurisdiction, particularly if it involves immediate health and safety issues. State and local authorities retain the lead in communicating health and safety instructions for their citizens. Integration and teamwork between Federal, State, and local participants is essential. State and local authorities are

encouraged to contact DHS Public Affairs as they release initial or follow-on information. DHS Public Affairs engages with State and local authorities as soon as possible for synchronization of the overall incident communications effort. DHS Public Affairs can provide support and assistance when requested or when State and local capabilities have been destroyed or severely degraded. Close coordination between the JIC and State and local authorities is necessary.

d. Joint Information Center. Major announcements, daily briefings, and incident updates are coordinated through AEMA Public Affairs and the interagency core group prior to release. Routine information, such as statistical updates, may be released by the JIC.

e. Principal Federal Official Public Affairs Officer. The PFO PAO coordinates with DHS Public Affairs and the JIC prior to making public statements.

D. Summary. Incidents of National Significance involving WMD may require special arrangements to identify and execute lead agency incident communications responsibilities. WMD effects, especially nuclear detonations and radioactive fallout, can cause massive damage, degradation of the communications infrastructure, and impact normal civil authority. For notional planning purposes, State, local, and Tribal authorities retain the statutory authority for health and safety incident communications and are much better positioned to make initial comments after a WMD occurs in their respective venues.

1. Control. State, local, and Tribal authorities lead incident communications efforts within the incident area and proximity. Federal authorities, led by DHS Public Affairs, lead communications messaging to the Nation, with emphasis on non-affected States. Other attacks could take place around the country, and emphasis on preparedness instructions in non-affected areas is of great importance. These advance incident communications coordination measures are planning objectives, and real-world circumstances, destruction, or damage to infrastructure may significantly alter these assumptions. Subject to these limitations, DHS Public Affairs supports State, local, and Tribal messaging and public health information efforts.

2. Natural and Man-Made Incidents. The authority for release of information about these incidents is dependent on the specific nature, location, and special plan applicability (e.g., pollution response). The preparation phase and response announcements will likely focus on health, safety, evacuation, response, and recovery efforts. AEMA Public Affairs coordinates with the interagency incident communications group and

makes announcements as necessary to support the incident. Close coordination with State and local authorities is necessary.

V. Coordination

A. Content. The State Government must operate as a team to ensure success with incident communications. From initial notifications to final recovery actions, the team must operate and speak with a unified voice and consistent message. NIMS, the JIS, JICs, and incident communications processes reinforce this and provide frameworks to make it possible. This section describes connectivity options, notification and activation, sustaining communications, interagency coordination, and JIC establishment.

B. Coordinating Systems. Coordination depends on effective communications systems and connectivity between incident management authorities. State departments and agencies must have the capability and redundancy to participate in the development and delivery of incident management messages. Available systems for notification, activation, and coordination include the following (which do not include specialized
State operational warning and control systems):

1. Phone (Secure and Non-secure). Non-secure phone communications are used when permitted by the nature of the incident and security. Discussions of a classified nature must be conducted on secure systems.

2. Conference Calls and the “Virtual JIC.” Conference calls rapidly link all parties, permit the sharing of key facts and incident information, and facilitate execution of incident communications processes. In addition, conference calls support and help facilitate a “virtual” Joint Information Center, linking all key participants.

4. E-Mail. E-mail management with unclassified web systems.

5. Homeland Security Information Network (HSIN). HSIN provides the incident communications team with an encrypted on-line Web system for record communications, chat room capability, and a real-time capability to post and review documents. The HSIN also is used by the DHS HSOC to coordinate homeland security operations with interagency participants. DHS Public Affairs retains a public affairs “site” on HSIN for use by the Federal interagency during Incidents of National Significance or domestic incidents. DHS Public Affairs coordinates access, account support, and administrative issues relating to the HSIN.

6. Command and Operations Center Support. In the event that normal communications are lost or degraded, the core group communicates with AEMA Public Affairs through respective State, local and Tribal

emergency operations and command centers. The AEMA SEOC provides support for this task. Department and agency incident communications continuity of operations (COOP) plans should incorporate relocation and alternate operating location provisions.

C. Notification and Plan Activation

1. Incident Leadership. When the Director of Homeland Security or designated representative determines that a condition described in HSPD-5 exists that requires the State Government's coordination of resources to respond to or recover from such a condition, the Director or his/her designated representative will request activation of the SEOC. The 24/7 SEOC personnel will notify the AEMA Director of Operations who will direct activation of the EOP and immediate public affairs staffing support to the SEOC.

2. Domestic Incident Notification and Activation. The EOP processes can be activated by the Director AEMA for domestic incidents where the Secretary of Homeland Security has not been required to assume leadership in accordance with HSPD-5 and the NRP, but where enhanced incident control, coordination, and communications among participating State departments and agencies is necessary. Coordination and control is determined subject to the scope of the incident. The Director AEMA advises the HSOC of activation of the Plan for major incident situations.

INCIDENT NOTIFICATION
Under ideal circumstances, interagency public affairs leadership is notified soon after an incident occurs. However, certain threats, such as a biological or chemical release, may not be fully known or localized for hours, or even days. Flexibility in activating and using the EOP is necessary.

D. Initial Coordination. Establishing communications paths with incident participants is a primary objective during the first minutes of Plan activation. These paths provide a streamlined process to ensure that appropriate participants and decision makers are linked together (by virtual or other means) to manage incident communications. AEMA Public Affairs establishes paths with the following entities:

1. Executive. Consult with Governor's Office press representative.

2. DHS Headquarters. Consult with DHS senior leadership.

3. Incident Site. Consult with the incident site public affairs leadership. When an incident occurs, it is presumed that State and local authorities initially take the lead for communicating what has happened and initial response actions. AEMA Public Affairs makes every attempt to establish

contact with key incident site and participating State and local communicators to learn details about the incident, operational response, media coverage, and messages under consideration or already delivered.

4. Interagency. Consult with the State interagency incident communications group. State, local, and nongovernmental organizations may be included in the SIICG as required. Interagency core group participants are designated and a virtual JIC assesses control, coordination, and communications issues. The conference assesses and assigns lead agency roles and reaches agreement on the content of the first release, talking points, and details on announcement of the information.

5. News Media. Contact key news media to inform them about the incident and its status, provide initial information to counter speculation and rumors, and make available, where necessary or known, immediate health and safety guidance. Departments and agencies should closely coordinate media queries during this critical phase to ensure that the approved interagency plan is being executed.

E. Sustaining Coordination. The JIS, through employment of incident communications processes, provides an organized, integrated, and coordinated mechanism to ensure the delivery of understandable, timely, accurate and consistent information to the public during an Incident of National Significance. This incorporates the plans, protocols, and structures used to provide information to the public. It is inclusive of Federal, State, local, Tribal, and nongovernmental organization incident communications efforts and professionals. Sustaining coordination must continue as a team effort, at all levels.

1. Federal Interagency. DHS Public Affairs continues to coordinate department and independent agency headquarters-level incident communications as necessary throughout the incident, focusing on both the incident locale and non-affected areas. This ensures continuity and synchronization between the Federal, State, and local incident communications teams (see Section V).

2. Joint Information Centers. Following an Incident of National Significance or domestic incident, JICs are established to coordinate the Federal, State, local and Tribal incident communications effort. A JIC is a central point for coordination of disaster information, public affairs activities, and media access to information about the latest developments.

a. National JIC. Initially, and at the national level, a virtual JIC led by DHS Public Affairs coordinates information among Federal departments and agencies. If necessary, a National JIC may be established at DHS/FEMA Headquarters in Washington DC, or another designated location. If established, Federal departments

and agencies may be requested to provide representatives to the National JIC. A National JIC may be used when an Incident of National Significance is anticipated to have an extended duration (i.e., weeks or months).

b. Incident JIC. The JIC is a physical location where incident communications professionals from organizations involved in the response work together to provide critical emergency information, media response, and public affairs functions. The JIC serves as a focal point for the coordination and dissemination of information to the public and media concerning incident prevention, preparedness, response, recovery, and mitigation. The JIC may be established at an on-scene location in coordination with State, local, and Tribal agencies depending on the requirements of the incident. In most cases, the JIC is established at, or is virtually connected to, the JFO, under the coordination of AEMA Public Affairs. (Information detailing the organization and structure of a JIC is contained in NIMS, Chapter II and ESF #15 Annex.)

(1) JIC Staffing Components. Subject to the nature of the incident, the following should be represented in the JIC:

(a) DPS public information officer and staff (when activated in support of a terrorist incident);

(b) Department of Public Health and public information officer for health support issues and coordination;

(c) AEMA public information officer and staff;

(d) Other State agency public information officers, as required; and

(e) County and local public information officers.

(2) JIC Information Management. The JIC develops, coordinates, and disseminates unified information. News releases are cleared internally through the JFO Coordination Group to ensure consistent messages, avoid release of conflicting information, and prevent negative impact on operations. This formal approval process ensures protection of law enforcement-sensitive information. The JIC closely coordinates release of information with the State interagency incident communications group through AEMA Public Affairs.

(3) Multiple JICs. The JIS and incident communications concepts should be employed when multiple JICs are operating in support of the same or related incidents. This ensures mutual awareness and consistency in messaging and public instructions between all participants. This could be particularly important during a WMD incident involving health safety or evacuation issues over a broad multi-jurisdictional area.

(4) DHS Principal Federal Official PAO. During an Incident of National Significance, the PFO is supported by a dedicated DHS public affairs officer who functions as the press secretary for the PFO, coordinates media activities for the PFO, provides strategic communications guidance to the JIC, and serves as a designated spokesperson when directed by the PFO.

VI. Communications

A. Content. This section describes incident communications planning factors, resources, warning and alert systems, health safety and preparedness, release and flow of information, spokespersons, the sustaining communications plan, and messaging. A notional planning guide provides general interagency guidance on incident communications steps during an incident.

B. Discussion. Timely and accurate public instructions can protect national security, save lives and property, ensure orderly evacuation, alert the population to potential threats, and maintain or restore public confidence in authorities and ongoing response and recovery efforts. Awareness of the magnitude and impact of potential domestic incidents is especially important in preparing plans. To this end, frameworks established in the NIMS are used to ensure standardization and compatibility among participants.

C. Planning Factors. Systems, capabilities, and resources taken for granted during normal activity may not be available, and their loss could severely disrupt or inhibit a well organized State, local and Tribal incident communications response. It is important to understand, discuss, and explore alternate solutions.

D. Developing the Message. The process of interagency message development must be inclusive, rapid, and comprehensive. However, the nature of an incident may inhibit prompt accomplishment of this team effort. This will be worsened if relocation by AEMA Public Affairs or other State departments and agencies is required.

E. Delivering the Message. Loss of normal power, the nature and threat of the incident, degradation of media broadcast capabilities in and around the affected area, and other limitations will inhibit and restrict delivery of the message. This will be more apparent where infrastructure destruction or damage is widespread. Message delivery during a biological or chemical incident may be less directly affected, but the nature of the incident may impose or create transportation restrictions, evacuation, and quarantine issues which all factor into the challenge of disseminating public information in a timely manner.

F. Receiving the Message. The public, especially those who require evacuation or other guidance, must have the capability to receive the message. The ability of the public to receive messages and instructions must be considered throughout an incident, and be made known to incident management leadership on a recurrent basis.

G. Risk Communications. Professionals who support this Annex should be trained and conversant in risk communications and are expected to employ these provisions during actual incident management. (HHS and the CDC publish excellent reference guidance on risk communications.)

H. Information Security. An Incident of National Significance may involve classified or sensitive information. Public information and public education efforts in support of Incidents of National Significance must be conducted using proper protocol and procedures for the handling of classified or sensitive information. Operational leadership and the communication team must balance the security of classified and sensitive information with the responsibility to provide the public with critical emergency information and protective action guidance.

I. Rumor. As described in doctrinal guidance, panic occurs not necessarily because of an incident, but when conflicting instructions are provided to the public. This presumption, and the potential effects of rumor and panic, must continually be in the forefront of incident communications product development, review, and delivery. The Incident Communication Team uses media monitoring, Community Relations reports, and other techniques to identify rumors, misinformation, inaccurate reports, or other potential issues. The communication team and the JIC use a rapid response strategy to research problems, develop an aggressive communications strategy, and ensure dissemination of accurate information.

J. Scientific Support and Messaging. Immediate and follow-on scientific support for incident communications and the messaging effort is critical to saving lives, mass movement of people, and the mental health in affected and non-affected areas. Public information must be correct and consistent with scientific recommendations. Incident communications teams must rapidly translate complex

scientific processes into public information, statements for senior officials, and instructions that can be readily absorbed by the media or acted on by citizens.

K. Non-affected Areas. Controlling rumors and panic, and providing accurate and timely instructions to non-affected areas are high priorities. Other new threats may cause incidents in these areas and preparedness by the public and awareness of the incident and response are important. Lastly, the original incident may cause an impact on expected goods, services, and way of life. Communications messaging throughout the State must acknowledge this and plan accordingly.

L. Homeland Security Threat Advisory System (HSAS). The HSAS is our Nation's primary means to alert responders and authorities about escalating or reduced homeland security threats. The HSAS system is also used during Incidents of National Significance or domestic incidents. Incident communicators and leadership should be encouraged to incorporate threat status information within messaging. To that end, if a level is increased, it is appropriate to cite protective measures being put in place to better protect the State and its people. Throughout the incident, the impact of HSAS changes must be thoroughly assessed in advance of the formal announcement.

M. Mass Communications Resources. Television is the primary means the public uses to get information during an emergency. The information below is based on the results of multiple mass communications polls and assessments and should be considered when timely preparedness or health communications instructions are being developed and deployed.

MEDIA	**KEY ATTRIBUTES**
Television	• Live information and updates • 2/3 of public will turn to TV for news
Radio	• Live information • Portable, ideal for citizens in affected areas
Internet	• Live information • Provides detailed instructions or facts
Print	• Photographs, graphics • Provides detailed facts and information

N. Public Alerting Systems. These systems provide near-immediate capability to warn or instruct the public on natural, man-made, or terrorist incidents and their aftermath. Subject to the availability of power and normal utilities, they provide a key mass communications resource for national leadership to employ during an incident.

1. Emergency Alert System (EAS). The Federal Communications Commission (FCC) designed the Emergency Alert System (EAS) as a tool for authorities to quickly send important emergency information to a specific area. The EAS is designed to account for multiple sources of activation (not just broadcast media but also cable television, satellite, pagers, and such new forms of digital technology as Direct Broadcast Satellite, High Definition Television, and Video Dial Tone) to deliver EAS messages and to account for the needs of such special populations as the deaf and those with differing language requirements. (EAS replaced the Emergency Broadcast System (EBS)).

a. Activation and Operation. When the activation order is given by national authorities to DHS-FEMA, the agency can access broadcast stations around the nation within several minutes. Authorities can deliver emergency messages and instructions in audio format.

b. State Use. The EAS is available for State use. States are required to maintain a supporting plan to cover EAS operations. DHS-FEMA coordinates EAS management issues with State authorities.

2. NOAA Weather Radio. NOAA Weather Radio (NWR) is a nationwide network of radio stations broadcasting continuous weather information direct from a nearby National Weather Service office. NWR broadcasts National Weather Service warnings, watches, forecasts and other hazard information 24 hours a day. In conjunction with the EAS, NWR provides an "all-hazards" radio network, making it a single source for comprehensive weather and emergency information. NWR also broadcasts warning and post-event information for all types of hazards: natural (e.g., earthquakes and volcano activity), man-made (such as chemical or environmental disasters), and terrorist attacks.

3. DHS-FEMA Mobile Emergency Radio System (MERS). FEMA’s MERS provides mobile telecommunications, operational support, life support, and power generation assets for the on-site management of disaster and all-hazard activities. MERS provides a deployable broadcast radio capability for multimedia communications, information processing, logistics, and operational support to Federal, State, and local authorities during Incidents of National Significance and domestic incidents. MERS

is a valuable recovery resource to update the public and affected population.

4. Other. AEMA and support agencies will utilize any and all other available means to provide critical information to the public when traditional modes of communication are not available.

O. Preparedness. Incident communication preparedness efforts provide the public and the news media information and instructions needed to immediately comprehend and act following an Incident of National Significance. Preparedness measures are summarized below:

1. Public Preparedness. Preparedness guidance is provided through a number of sources, including:

a. Websites. The DHS Website, Ready.gov, and the Websites from the Department of Energy, Department of Health and Human Services, Centers for Disease Control, and Nuclear Regulatory Commission, which provide authoritative and scientifically based information, and information on threats, health preparedness, or post-incident actions.

b. News Releases and Interviews. This guidance includes interviews with subject-matter experts, technical experts, and nongovernmental authorities who can summarize incident issues in layman's terms. These experts refute or correct inaccuracies, rationally explain the nature of a threat, and provide a measure of public reassurance. Subject-matter experts also may be made available to the news media to provide fact based information and objective analysis of an incident and related issues. AEMA Public Affairs also develops and airs state wide public service announcements to educate and reassure the public on the specific incident and related medical or mental health concerns following Incidents of National Significance.

2. Media Education. Ensuring that the news media understand the effects of homeland security threats and planned incident management actions by authorities enhances the communications effort.

3. Exercises. Frequent exercises, both at the command and field levels, enhance readiness. They also serve to educate operational managers in the complexity and challenges of incident communications.

EMERGENCY HEALTH, SAFETY, AND PREPAREDNESS MESSAGES
While an objective of the Public Affairs Support Annex is to prepare the Director of AEMA and other senior officials to provide the public with incident facts, the Director's announcement may be preceded by urgent health, safety, or preparedness instructions delivered by State, local, or Federal incident management authorities. Officials making these announcements should share this information in advance or as soon as possible with all Federal, State, and local incident communicators to assure mutual awareness and reduce the likelihood of conflicting messages.

P. Response. General incident communications planning guidance is contained in Table 5 at the end of this Annex. This matrix reflects incident actions and commensurate incident communications response activities for a nonspecific Incident of National Significance or catastrophic event.

1. Initial Actions. The objective in the first news release is to inform and reassure the public. The Director of AEMA or senior department official generally makes this first statement following interagency and State and local coordination. The Director may be supported by other cabinet officials or subject-matter experts (e.g., health experts). Follow-on announcements and principals will be coordinated through the Plan. Technical or complex medical issues require a subject-matter expert to support the principals. The first release may include the following information.

2. Messaging and Threats

a. Contingency Planning. Response actions and projected incident communications contingencies contain sensitive information that must be handled using required protocols for classified and law enforcement sensitive information.

b. Message Guidance. Notional message guidance has been developed by AEMA Public Affairs for contingency use. This guidance is incorporated as necessary during actual Incidents of National Significance.

c. Spokespersons. Spokespersons are identified as early in the incident management process as possible. Designated spokespersons may include incident management leadership and public affairs professionals. The State, local, Federal and Tribal incident communications effort must ensure that spokespersons are fully prepared with current information, agreed upon incident messages, and guidance regarding incident management roles and responsibilities. Scientific, technical, and medical experts should be identified and available for briefings and interviews throughout

the incident. These experts are critical to ensuring that the message is clearly translated into common terms.

3. Web Actions. DHS Public Affairs frequently updates the DHS Website during a domestic incident. Splash pages covering a range of potential incidents have been developed for prompt Web posting to expedite deployment of time-critical information.

INCIDENT COMMUNICATIONS WEBSITE COORDINATION
It is essential that Federal, State, local and Tribal incident communications staffs frequently review Website material to ensure consistency and accuracy in the unified message. Federal departments and agencies will ensure that pages documenting their response actions are appropriately linked to the DHS Website and talking points or comments are consistent with the approved interagency guidance.

4. Subsequent Releases and Coordination.

a. AEMA Public Affairs and State Interagency. AEMA Public Affairs continues to manage the incident communications effort and to coordinate incident related news releases, and media appearances.

b. State, Local, and Tribal Authorities. State, local, and Tribal authorities continue to lead incident communications within their jurisdiction and provide health and safety instructions to their citizens. AEMA Public Affairs supports this effort through coordination with the JIC, information updates that reflect deploying resources, and other State assistance activities. Close coordination is maintained through the PFO PAO and JIC PIO.

5. Recovery. Recovery incident communications efforts are directed to assist victims and their families, communicate restoration of institutions to sustain economic growth, and instill confidence in the reconstitution of government operations and services. Other considerations include:

a. Decontamination. Long-term decontamination or property cleanup efforts may be required and must be communicated and managed by State, local, Federal and Tribal authorities. This could involve significant numbers of people who have lost homes, businesses, places of work, and schools.

b. Medical and Mental Health Support. State and local authorities, Federal resources, the American Red Cross, and others continue to provide assistance to the public. Mitigating concern, anxiety, and

fear from new attacks or incidents and instilling public confidence in the capabilities of responders and authorities are potential requirements for the incident communications effort.

c. Recovery. DHS-FEMA coordinates Federal recovery and assistance efforts for affected citizens and communities. AEMA coordinates State recovery and assistance efforts for affected citizens and communities. Resources such as newsletters, newspapers, Websites, and radio and television broadcasts provide updates, support, and assistance information.

d. Recognition. The recovery communications effort should identify accomplishments by first responders, citizens, and others that contributed to the effectiveness of the overall incident management.

TABLE 5.*Interagency Incident Communications Planning Guide*

INTERAGENCY INCIDENT COMMUNICATIONS PLANNING GUIDE INCIDENT OF NATIONAL SIGNIFICANCE		
Incident Time	**Incident Activity**	**Actions**
First Hour	• Incident • First official reports • Unconfirmed facts and rumors • First media reports • Potential live TV reports • Public has immediate need for information and possible health and safety instructions • Witness media reports • Potential incident video • Potential voluntary or directed evacuations	• DHS notified • EOP activated • AEMA Public Affairs initiates communications path contacts, including contact with incident site • State and local authorities may make first releases about the incident • Initial health and safety release (TBD) • EAS may be activated • NOAA Weather Radio system provides initial warning information • Interagency assesses: o Control (leads) o Coordination o Communications, and first release announcement • Initial incident communications strategy agreed upon with interagency • Director AEMA, or other senior officials make first public announcement • AEMA Public Affairs initiates outreach and liaison with non-affected jurisdictions • Splash Web page updates DHS and links to other interagency Websites • Overall, State Government focuses on incident support and state wide messages

TABLE 5. ***Interagency Incident Communications Planning Guide*** *(Continued)*

INTERAGENCY INCIDENT COMMUNICATIONS PLANNING GUIDE INCIDENT OF NATIONAL SIGNIFICANCE		
Incident Time	**Incident Activity**	**Actions**
First Day	• Potential for rumor continues • Continuing heavy media coverage • Continuing victim and family coverage in media • Search and rescue operations • Possible decontamination issues • Delivery of medicines, as appropriate • Arrival of supporting Federal resources, including medical, incident response, law enforcement, and incident communications • Questions from media: What happened, numbers of victims, impact, Federal response and resources • Media requests for live interviews	• State interagency effort continues to focus on support to incident site, reassurance, and preparedness in non-affected jurisdictions. • HSAS level changed if necessary and protective measures incorporated in interagency incident communications plan • JIC established to support JFO and incorporate State, local and Federal authorities; JIC performs standard functions • Daily briefing routine established in coordination with all State, local and Federal authorities. • PFO PAO designated and deployed • State supporting departments and agencies publish supporting releases in accordance with interagency plan • Messaging addresses potential medical or health safety instructions • AEMA deploys SERT • AEMA Public Affairs coordinates preparation and distribution of state wide televised public service announcements and health advisories • Subject-matter experts made available

		• Information to support disaster impact and assistance resources incorporated in daily messaging • Web pages continue to be updated, coordinated, and linked • JIC distributes statistical information, program availability fact sheet information, information on field-level activities, graphics, video, and photos as appropriate

TABLE 5. ***Interagency Incident Communications Planning Guide*** *(Continued)*

INTERAGENCY INCIDENT COMMUNICATIONS PLANNING GUIDE INCIDENT OF NATIONAL SIGNIFICANCE		
Incident Time	**Incident Activity**	**Actions**
First Week	• Response and recovery continues • National media coverage wanes • Local media coverage continues • Continuing victim and family coverage • Search and rescue operations • Possible decontamination issues • Media questions regarding assistance support and effectiveness of government efforts • Delivery of medicines, as appropriate	• State interagency effort continues to focus on support to incident site and reassurance and preparedness for non-affected jurisdictions • JIC supports JFO, performing standard functions • Daily briefing routine continues in coordination with all State, local and Federal authorities • PFO PAO provides strategic guidance to JIC, and serves as spokesperson • State supporting departments and agencies continue to release supporting updates in accordance with interagency plan • Messaging addresses potential medical or health safety instructions • AEMA Public Affairs coordinates preparation and distribution of state wide televised public service and health advisories • Subject-matter experts support continues • Information to support incident impact and assistance resources is incorporated in daily messaging • Web pages continue to be updated, coordinated, and linked • JIC distributes statistical

		information, program facts, graphics, video, and photos as appropriate • Potential VIP visits to incident site

To Be Published

Support Annex F – Tribal Relations

Coordinating Agencies: **Alabama Emergency Management Agency**
Department of Homeland Security

Primary Agency: **Alabama Indian Affairs Commission**

Cooperating Agencies: TBD

Federal Cooperating Agencies: Federal Bureau of Indian Affairs

I. Introduction

A. Purpose

This annex provides guidance on Tribal Relations (TR) to expedite Federal, State, and local governments' abilities to help Tribal communities and individual Indians recover from the effects of an Incident of National Significance or catastrophic event. The Assistant Secretary – Indian Affairs (ASIA), Department of the Interior, is the primary official responsible to facilitate incident liaison, response, and recovery for all federally recognized affected tribal communities after a federally declared disaster. The Bureau of Indian Affairs (BIA) deploys field officers and uses all available field personnel to assist in incident management activities. All Federal agencies are required by various authorities, to include Executive Order 13175, Consultation and Coordination with Indian Tribal Governments, dated November 6, 2000, to work with tribes and Tribal members. Tribal Relations serves as a direct link to these communities and works in close coordination with other program elements to ensure the availability of Federal disaster assistance.

B. Scope

This annex discusses the policies, responsibilities, and concept of operations for effective tribal relations in a potential or imminent Incident of National Significance or catastrophic event, and applies to all State departments.

C. Tribal Communities and Individual Indians

As of March 2004, more than 44,449 Indians, associated with nine tribes were living in the State of Alabama.

II. Policies

A. Purpose

The purpose of Tribal Relations is to ensure affected Native Americans and their communities are aware of available State and Federal disaster assistance programs and how to access them.

B. Responsibilities
Tribal Relations officials are responsible for assessing and documenting the social, political, and cultural aspects of an incident area that might affect response and recovery effort. Tribal Relations officials document their efforts to provide lessons for improvement.

C. Planning Assumptions

1. Deployment
Federal Tribal Relations managers and field officers deploy in accordance with the National Response Plan and simultaneously with other initial response elements as determined necessary by responsible officials.

2. Data Sharing
Up-to-date resource databases are made available by those State agencies maintaining them to provide established contacts, relationships, and rosters of Tribal government officials and appropriate community groups and organizations to properly identified Tribal Relations officials. Current, accurate, and accessible geographic and demographic databases are made available by those Federal agencies maintaining them to properly identified Tribal Relations officials. The Department of Homeland Security (DHS) Office of State and Local Government Coordination coordinates data sharing.

D. Coordination: Tribal Relations officials coordinate with all elements of the Emergency Response Team (ERT) to ensure information disseminated in the community is timely and consistent.

III. Concept of Operations

A. General

1. Preparation
a. Preparation by applicable State staff for an anticipated or actual event includes coordinating with the affected Tribe(s), collecting relevant information on the situation, alerting required staff, and deploying TR personnel to, or near, the affected area.

b. The Alabama Indian Affairs Commission (AIAC) and/or BIA assists the Federal Coordinating Officer (FCO) to provide information, coordinate, and monitor efforts as needed.

2. Tribal Coordination
a. The BIA provides a Tribal Relations Coordinator for each Federally declared disaster.

b. An initial Tribal Relations Plan, with disaster-specific guidance and objectives, is prepared by the TR Coordinator, appropriate Tribal official, FCO, and ERT leader, or representatives, at the beginning of each operation.

c. The Tribal Relations elements coordinate closely with the affected Tribe(s) to identify community leaders (e.g., cultural, political, religious, and educational leaders) and community advocacy groups to assist in the rapid dissemination of information, identify unmet needs, and facilitate collaborative Federal, State, and local planning and mutual support for disaster recovery.

3. Objectives and Cultural Considerations

a. State Tribal Relations officials work with Federal and Tribal officials, when available, to achieve the objectives specified in the Tribal Relations Plan.

b. Field teams are organized and dispersed throughout the affected area. They include trained State, Federal, Tribal, and, if necessary, locally hired persons who know the community.

B. Organization: The following organization applies nationally and regionally.

1. Command: The Tribal Relations Coordinator reports directly to the External Affairs or ESF #15 lead.

2. Operations

a. The Tribal Relations Operations element is responsible for organizing and managing the Tribal Relations field component to interface with the Tribal government(s), community organizations, and disaster victims.

b. The field component may be divided into geographic areas and sectors, depending on the size and nature of the incident. BIA area managers are assigned to incidents that affect a large geographic area and/or have a large number of sector teams.

(1) Area managers assist in the supervision of sector teams to maintain an appropriate span of control, unity of command, and enhance day-to-day response and recovery activities.
(2) Each Tribal Relations sector will have an assigned Tribal Relations Sector Manager who reports to the appropriate BIA field operations chief or area manager.
(3) An appropriate number of field officers are assigned to

each sector.

c. Tribal Relations functions can be expanded or streamlined to meet the needs of the disaster.

3. Support: Depending on the size and nature of the incident, the Tribal Relations function may include an Information element, an Administrative/Logistics Liaison, and/or a Training Liaison, generally following the NIMS template.

a. The Information element manages the timely flow of Tribal Relations information to and from the FCO, Joint Field Office (JFO), the TR field component, and others as needed.

b. The Administrative/Logistics Liaison provides short-term support to field officers and coordinates the long-term administrative and personnel activities of the Tribal Relations function.

c. The Training Liaison identifies training needs and provides disaster-specific orientation and training, supported by the Joint Field Training Office.

C. Notification Procedure: In response to an anticipated or actual event, Indian Affairs Tribal Relations staff will be notified, activated, and deployed through the Tribal Relations Coordinator. BIA regional directors may request additional staff through ASIA Headquarters at any time. Staff from other BIA regions may be used to augment regional tribal relations operations in large disasters as needed

D. Actions: All actions are taken in a manner that supports government-to-government relations with tribes to the extent possible

1. Prevention: State agencies provide all possible support to State recognized tribes in preventing all-hazard disasters. This support includes cooperating with County, local, and private entities in identifying critical infrastructure and key resources located on or interdependent with Tribal lands.

2. Preparedness: State agencies cooperate with State recognized tribes to the extent possible to promote Tribal all-hazards preparedness.

3. Response: The number of State TR field officers and extent of involvement throughout response and recovery operations is governed by the Tribal Relations Plan and any subsequent amendments. Specific activities and responsibilities of Tribal Relations field officers will be in accordance with procedures and guidance contained in the Tribal Relations Operations Manual and Tribal Relations Field Operations Guide, as promulgated by the Tribal Relations team.

4. Recovery: The Tribal Relations team will ensure recovery operations follow guidance from the FCO or designee.

IV. Responsibilities

A. Primary Agency: Alabama Indian Affairs Commission

1. In conjunction with the disaster-affected reservation(s), ensures an efficient and reliable flow of disaster-related information between victims and State and Federal departments and agencies that provide assistance.

2. Supplies the Tribal Relations Coordinator with a staff of trained personnel.

3. Establishes and adheres to standardized procedures that provide for a consistent level of Tribal Relations services to disaster victims.

B. Support Agencies

1. Provide services as stated in National Response Plan, Executive Orders, and other applicable authorities.

2. Conform to appropriate Tribal Relations guidelines.

Support Annex G – Volunteer and Donations Management

Primary Agency: Governor's Office/Faith Based Initiatives

Support Agencies: Alabama Department of Human Resources
Public Service Commission
Department of Public Safety
Military Department
Alabama Volunteer Agencies Active in Disasters
Alabama Department of Agriculture and Industries
Alabama Department of Transportation
Alabama Emergency Management Agency

Primary Points of Coordination and Associated Actions:

Donation Coordinators at FEMA Headquarters to ensure that they have information concerning type and nature of the volunteer goods and services required to support response and recovery operations.
The Donations Coordinator will coordinate with all ESFs to ensure they have information concerning availability of volunteer goods and services.

- ESF #1 (Transportation): transport donated goods from reception warehouses to areas of need.
- ESF #5 (Emergency Management): send Situation Reports (SITREPs), electronic briefings, request mission assignments, and receive consolidated SITREPs.
- ESF #6 (Mass Care, Housing and Human Services): coordinate resource requirements at shelters.
- ESF #11 (Agriculture): identify food and water shortfalls and determine the need for bottled drinking water.
- ESF #15 (Emergency Public Information and External Communications): coordinate types of goods and services required to support the response and recovery operations.
- ESF #13 (Public Safety and Security): provide security of donated goods.

I. Introduction

A. Purpose

The purpose of this Annex is to expedite the delivery of needed volunteer goods and services to support the relief effort in a disaster area.

B. Scope

Experience in past catastrophic disasters has shown that donated goods and volunteer services meet critical needs. They can become a tremendous burden,

however, if not properly managed. Volunteer groups will appear within the community affected to provide assistance. In addition, volunteers of services and goods will be provided from a national response far outside the affected area. Management initiatives need to be implemented to effectively use both these sources of volunteer goods and services.

The scope of Donations Management is twofold: to coordinate response/recovery efforts as related to volunteers (pre-assigned and convergent) and to assure the expeditions response/recovery delivery of donated goods to the affected area.

The scope of activities of Donations Management includes the following:

- Maintaining an 800 (toll-free) number.
- Maintaining contact with the county volunteer liaisons.
- Assessing and prioritize affected area needs.
- Deploying resources to meet specified needs.
- Communicating to the public outside the disaster area victims' needs with respect to volunteer goods and services.

II. Policies

The resources available to Donations Management will be used to assist organizations and individuals with unmet needs. Basic policies determining operational procedures are as follows:

- Determine area with greatest need.
- Prioritize delivery of goods for basic needs (food, water. etc.).
- Distribute public information regarding resources needed/not needed.
- Maintain a complete database to assure prompt allocation of available resources.

The Alabama Emergency Management Agency will coordinate activities of Donations Management, with assistance from the support agencies. AEMA will appoint an individual as the State Donations Coordinator (SDC).

The State provides policy for donations as follows:

> "The State Government encourages the giving of cash to private non-profit voluntary organizations involved in disaster relief, rather than the specific donation of clothing food, and other goods. Should goods and services be offered, the SDC will coordinate the transportation and distribution of only those donations it accepts for use. To facilitate this policy the State Government will issue appropriate press releases in conjunction with Federal and voluntary organizations, establish a central phone number for handling donations inquires and set up a database for recording offers of goods and volunteer services."

The State Donations Coordinator will be designated at the State Emergency Operations Center initially, and at the Disaster Field Office (DFO), to work with the ESFs in managing donations. AEMA will ensure that a database is made available to the volunteer agencies to identify needed goods and services or to respond to offers of goods and services. Should a volunteer agency wish to take advantage of the offer on a donated good or service, that volunteer agency is responsible for contacting the potential donor and arranging for the receipt, transport, and distribution, or acquisition of the donated good or service.

III. Situation

A. Disaster Condition

A significant natural or human event may be beyond the capability of local jurisdictions to respond. Impact on local manpower and resources, as well as the overwhelming response from the public outside the disaster area with items meant to assist victims, necessitate organized use of volunteers and donations.

B. Planning Assumptions

The following planning assumptions have been made:

- Once emergency conditions subside, individuals and relief organizations from outside the disaster area will begin to collect materials and supplies to assist the devastated region.
- Individuals and organizations will feel compelled to go to the area to offer assistance.
- When these situations occur, a need for an organized response is imperative.
- Local volunteer groups will experience a deficit in some, if not all, areas. This will necessitate State and possibly Federal assistance.
- Resources may be needed during a major catastrophic event for at least six months.

IV. Concept of Operations

This section details facilities, equipment, personnel, procedures, and communications necessary to effectively accomplish stated goals in response to an incident.

A. Goals

The following goals have related objectives, tasks, and procedures specified in this Annex:

- To provide a method to manage donations in a major or catastrophic disaster and a means to discourage the shipment of unsolicited goods directly to the disaster area(s).
- To provide a source of resources to the private voluntary organizations involved in the disaster response and recovery operations.
- To provide a mechanism for maintaining an official record of the community response to a disaster.
- To provide a means to publicize items that may be needed during disaster response and recovery and a system for receiving and recording offers of assistance in response to the needs.

B. Assessment

The AEMA will assess the need for implementing this annex and for requesting Federal assistance (through the Advance Element of the Emergency Response Team) in conducting donations management operations.

C. Hotline

A 24-hour toll-free donations hotline will be established initially by AEMA at the SEOC. When the DFO is activated, FEMA may establish a 24-hour donation hotline and database system to handle donation calls in conjunction with its disaster assistance tele-registration operation. FEMA may also establish a National Donation Hotline Tape or operator.

The hotline number will be established prior to the emergency (if possible) and will be announced to the media upon activation by a pre-planned press release. Press releases establishing the hotline will emphasize the negative impact resulting from shipment of unsolicited goods to a disaster area as a way of discouraging such activities.

The Public Service Commission and State Troopers will maintain positive control of inbound donations. Trucks inbound to the State with cargo earmarked for a disaster will be screened for donated materials at designated rest areas and other required points. Those containing donated materials which were not authorized by the SEOC/DFO Donations Coordinator will not be permitted to proceed to the distribution centers or disaster area, but will be re-routed to a receiving point and asked to return to their departure point. Similar controls will be applied to rail, air, and water routes if necessary.

Communications between the positive control points and the DFO/SEOC Donations Coordinator is essential.

The Donations Coordinator will initially operate from the SEOC and will coordinate closely with the region ERT-A (ESF #5) and the Alabama Volunteer Agencies Active in Disasters to determine the State's needs for a donation management system.

The DFO, when it is activated, will be used as the key coordination point of donations management. However, logistics operations may be more appropriately conducted in the central receiving facilities. Operators of the receiving facilities, distribution facilities, warehouses, staging areas, etc. are responsible for operating their own facilities and for managing their own resources. Facility operators should maintain contact with the central receiving point and the central receiving point must stay in contact with the State Donations Coordinator in the DFO to effect proper operation of the donations management system.

D. Organization

This Annex's organization is divided into county, regional, State, and private volunteer organizations.

1. County

The county will identify a volunteer coordinator to interface with local volunteer organizations. This individual could be located at the County Emergency Operations Center, County Staging Area, or State Recovery Center. When local resources are inadequate, the county coordinator will contact the SEOC for additional assistance.

2. State

The State volunteer coordinator will act as liaison between the SDC, local coordinators, and the Federal donations coordinator. The SDC will coordinate with ESFs and serve as an informational source as to availability and coordination of resources.

3. Private Volunteer Organizations

There can be as many as 300 or more Private Volunteer Organizations (PVOs) active in a single disaster. Each PVO has its own method of operations in disaster response and means of receiving donations. While these methods vary, PVOs generally work well together and are self-sufficient and reliable. Donations are vital to each PVO and all of them should be 501 (c) 3 registered agencies.

Each PVO must account for receipt, use, and disposition of funds and gifts-in-kind or donations of goods and services it directly receives. Resources include funds and volunteers to be provided before and during a disaster and during the recovery period. Individual national organizations will generally supply responding units in the disaster area with specific goods and services as required. If such goods and services are available, they will use them as well. Many of the PVOs are members of the Alabama or National Voluntary Organizations Active in Disaster

(ALVOAD) (NVOAD). VOAD representation in the DFO can assist in the identification of and coordination with the PVOs active in the disaster.

4. Notification

In the event of a potential threat, the State Emergency Operations Center will notify primary agencies. AEMA will notify agencies on an as-needed basis.

E. Response Actions

This section lists actions to be performed by Donations Management in response to a disaster.

1. Initial Actions

The SDC will perform the following initial actions if activated for a disaster in the order listed below:

- Representatives from the ALVOAD will be available to staff the Donations Management station at the SEOC.
- Prepare a Situation Analysis by reviewing reports, video, message traffic, status boards, and logs. This Situation Analysis continues throughout the response and short-term recovery phase and should include the following:
  a. A general description of the situation as it pertains to Donations Management and an analysis of the operational support requirements.
  b. A prioritized listing of significant actions that Donations Management will initiate to provide operational support.
- Determine the level of response required by Donations Management to respond to the event.
- Initiate notification of the required personnel and support organizations to achieve the required level of response.
- Based upon the Situation Analysis, prepare a list of objective based priority actions to perform lifesaving and short-term recovery operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response.
- Prepare electronic briefings on status of Donations Management response operations.
- Keep track of all unsolicited donations and volunteer resources in a database.

2. Response Actions

An organized response effort is vital to the successful delivery of goods and services. Donations Coordinators will respond with the following actions if activated for a disaster, in the order listed below:

- A toll-free 800 number will be published immediately after the event to accept incoming calls of donations and volunteers.
- A cadre of volunteers will be maintained on database by relief agencies and organizations. This service will screen and provide information to volunteers as to requirements necessary to participate in the voluntary effort.
- County EOCs will have a volunteer liaison responsible for the coordination of the voluntary effort in the local area. This liaison will assess county needs and relay this information to the State Donations Coordinator.
- Information centers may be established throughout Alabama to provide directions and materials to those volunteering goods and services. These centers could be located at welcome stations.
- All PVOs will be responsible for contacting the person or organization offering the item and coordinating packaging, transportation, sorting, and distribution of the material.
- The State Donations Coordinator will process offers of assistance from local and other State governments directly. If a PVO accepts such an offer, the PVO will be responsible for coordinating all logistic requirements.
- International offers of assistance will be referred to FEMA and then to the appropriate United States Embassy in the originating country.
- Regional collection, sorting, packaging, and distribution centers will be pre-identified. These centers will service the flow of goods and donations and are located strategically, as to proximity, to likely disaster sites and transportation assets. Each center must have sufficient staging area and warehouse space to accommodate anticipated demands. Except on a special basis, relief supplies should be staged at these centers for further distribution in the disaster area. Receiving/collection facilities must be accessible to all means of common carriers.
- AEMA may decide to establish forward warehouses, located in or very close to the impacted areas, to serve as a forward staging area to make distribution of the goods in the local community.
- Prepare an Action Plan to terminate operations.

V. Responsibilities

This section lists the primary agency and the support agencies for this Annex and their associated responsibilities.

A. Primary Agency

The Alabama Emergency Management Agency acts as the State's coordinator of unsolicited donated aid and will provide a State Donations Coordinator to the SEOC and DFO.

B. Support Agencies

Table 1 below lists support agencies for Donations Management and their responsibilities.

Table 1. Support Agencies and Responsibilities for Donations Management.

Agency	Responsibilities
Alabama Emergency Management Agency	• Maintain and update appendix and a SOG in coordination with FEMA and appropriate volunteer organizations. • Provide 800 number and master database. • Coordinate with ESF #6 (Mass Care, Housing and Human Services) and ESF #11 (Agriculture) to determine needs which could be filled by Donations Management. • Identify appropriate regional staging centers. • Coordinate with local offices and identify unmet needs. • Develop press releases, outreach, and other material to accomplish public information related to donated goods and services.
Public Service Commission **Department of Public Safety** **Department of Transportation**	• Make appropriate arrangements to support the provisions of this Annex.
Military Department	• Provide implementation support to this Annex.
Department of Agriculture & Industry **Department of Human Resources**	• Provide coordination to determine needs which could be filled by donations management.
Alabama Volunteer Organizations Active in Disasters	• Provide a liaison to the SEOC and Disaster Field Office and coordinate with member agencies throughout Alabama to determine disaster-related needs and resources.

VI. Administrative

A. Licenses

The State Donations Coordinator should re-identify the requirements for licensing, or waive of license, for the following:

- Medical personnel and contractors whose services might be used during a disaster.
- Food service and health regulations as required in the handling, distributing, and serving of food, ice, and water during a disaster.
- Interstate transportation of foods and goods that might be required for donated goods and supplies.

Most PVOs are registered 501(c) 3 agencies for receiving donations of funds, goods, and services and applying them as their resources. They are knowledgeable of required record-keeping and management standards. Federal, State, and county municipalities, as well as churches, can also accept donations and apply them as their resources. The State of Alabama's policy is to direct cash donations to the registered 501(c) 3 agencies. Certain ad hoc or expedient organization or groups that are established during the disaster may need to be aligned with those organizations listed above, to be accredited or identified during active period. This latter group should be considered as facilitator in the distribution of goods and services. The alignment and identification then is more for coordination of their activity, but can become a means to regulate their activity as well.

B. Accounting/Record Keeping

All organizations receiving and applying donated items as their resources need to record the following four things: the donor’s name and address, what was donated, how it was it used or for what purpose was it applied, and the disposition of the donation.

The State Donations Coordinator should, whenever feasible, direct all donated durable/non-expendable items to the PVOs and church groups. They then become the recipients rather than accepting it for State government. The record keeping and final dispositions shift to that organization.

VII. Authority

Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (42 U.S.C. 5121 et seq.).

Support Annex H - Worker Safety and Health

Coordinating Agency: Department of Industrial Relations

Cooperating Agencies: Department of Public Health
Department of Environmental Management
Department of Homeland Security
Alabama Emergency Management Agency

I. Introduction

A. Background

During an Incident of National Significance or catastrophic event, operations likely will encompass complex and varied hazards that must be characterized, evaluated, and controlled to protect responders. These hazards could include falls from heights, hazards associated with heavy equipment use, confined space entry, compressed gas use, electrical shock, and the toxic and hazardous substance exposures. The need for a rapid response to an incident increases the risk that responders will be deployed without complete information about the safety and health hazards present.

To ensure that responders are properly protected, the State Emergency Operations Plan (EOP) Worker Safety and Health Support Annex must be in place to facilitate proactive consideration of all potential hazards and to ensure the availability and coordination of necessary personal protective equipment and other resources used in responding to the incident. A collaborative effort involving the expertise of all likely response organizations is necessary to plan for and implement responder safety and health procedures during the incident.

This annex provides a structure for guidance, collaboration, and planning among the State safety and health assets that support the Incident Command System (ICS), as established by the National Incident Management System (NIMS).

The annex provides operational structure for ensuring implementation of coordinated, effective worker safety and health. It addresses pre-incident response; guidance, asset coordination, and reach-back capabilities during the response; and after-action activities.

This annex does not supersede, but rather coordinates the efforts of multiple response organizations. Its objective is to ensure that the Incident Command/Unified Command (IC/UC), the Safety Officer in the Joint Field Operations (JFO) Coordination Staff, responding organizations, and responders involved receive coordinated, consistent, accurate, and timely safety and health information and technical assistance.

B. Purpose

The purpose of this annex is to detail how response and recovery worker safety and health will be coordinated in support of the Safety Officer and integrated into the IC/UC at a significant or major incident. The goal of this support is to ensure that responder safety and occupational health injuries and illnesses are anticipated, recognized, evaluated, and controlled consistently so that responders are properly protected during all phases of an incident.

C. Scope

1. This annex applies to all responders and response organizations.

2. When implemented, this annex provides mechanisms to coordinate exposure controls and personal protective equipment (PPE) selection and use within the EOP structure. This coordination is done in support of the response organizations and their role in the incident.

3. This annex will be implemented during all activations of the State of Alabama EOP and may be activated in response to a request from another agency (e.g. ESF support annex primary agency) through the Alabama Emergency Management Agency (AEMA). The level of support is determined jointly by the IC/UC, the Department of Industrial Relations and the primary agency.

4. This annex does not address public safety and health.

5. This annex supports the following responder safety and health functional areas:

a. Proactive collaboration among response organizations for responder health- and safety-related planning and preparedness.

b. Coordination of incident activities including;

(1) Incident hazard identification and characterization

(2) Guidance for the development, implementation, and monitoring of PPE selection, use, and decontamination;

(3) The distribution of PPE to response and recovery personnel;

(4) The implementation of a respirator fit-test program;

(5) Responder exposure sampling and analysis;

(6) Responder and site safety and health risk assessment;

(7) Responder exposure and safety data sharing;

(8) Development and implementation of the site-specific safety and health plan;

(9) Coordinating, 24/7 responder safety and health monitoring;

(10) Provision of technical guidance and risk management to ensure appropriate hazard correction methods; and

(11) Ongoing evaluation of the site-specific safety and health plan's effectiveness and updating the plan as appropriate.

c. Responder safety and health post-incident and post-exercise evaluation and continuous improvement.

II. Policies

A. Private-sector and State employers are responsible for the safety and health of their own employees. Local governments are similarly responsible pursuant to State and local statutes. This responsibility includes allocating sufficient resources for safety and health programs, training staff, purchasing protective clothing and equipment as needed, and correcting unsafe or unsanitary conditions. The EOP does not replace these primary responsibilities; rather, it ensures that in fulfilling these responsibilities response organizations plan and prepare in a consistent manner and that interoperability is considered.

B. Several Federal and State agencies, including DOL-OSHA, EPA, DPH, ADEM, and DIR, have oversight authority for responder safety during response operations.

C. AL-DIR and cooperating agencies will support the incident as advisors to the Safety Officer (SO). AL-DIR and the annex cooperating agencies serve as technical specialists, preferably within the Planning Section. The technical specialist coordinates safety and health information and resource needs in support of the Safety Officer.

D. Responders are notified of personal sampling results and suggested courses of action as promptly as possible. To protect responder confidentiality, medical information on responders is never released to the public.

E. The Joint Information Center (JIC) may be authorized to release general occupational safety and health information only after it has been reviewed by the response organizations impacted and any confidential information noted in the preceding paragraph has been removed.

F. Throughout response and recovery operations, the Department of Public Health (DPH) evaluates the need for longer term epidemiological medical monitoring and surveillance of responders.

G. This annex will be modified or revised as necessary and in accordance with the established schedule for EOP maintenance.

III. Concept of Operations

A. Preparedness

1. Coordination of responder safety and health issues through existing organizations and committees:

a. DOL-OSHA supports and is a member of the National Response Team (NRT).

b. Several existing interagency committees focus attention on responder health and safety. These committees include the EPA-led Office of Solid Waste and Emergency Response (OSWER)/Labor Union Task Force for Hazardous Material, the Emergency Support Function #10 Interagency Health and Safety Task Force, and the DHS-FEMA Interagency Safety and Health Coordinating Committee that focuses on federal responders and their deployed assets.

2. Creation of an EOP Worker Safety and Health Support Coordination Committee. The objective of this committee will be the proactive integration of worker safety and health assets for full preparedness at all levels of government.

a. AL-DIR coordinates the safety and health assets through regular meetings and interagency exercises

b. AL-DIR and the cooperating agencies report out to the Emergency Support Function Leaders Group (ESFLG) on a regular basis and not less than twice a year, on the status of worker safety and health asset readiness.

c. During meetings, discuss updates to the Worker Safety and Health Annex based on lessons learned and “best practices”.

3. Preparedness guidance development and distribution:

a. DOL-OSHA works with organizations such as the National Institute for Environmental Health Science (NIEHS) Worker Education and Training Program (WETP), National Clearinghouse for Worker Safety and Health Training to consolidate responder safety- and health-related guidance documents and resources in one location and provide this information to other agencies, responders, and response organizations, including State and local public health departments and emergency management agencies.

b. DOL-OSHA's Hazardous Waste Operations and Emergency Response Standard (HAZWOPER, 29 CFR 1910.120) requires training for responders based on the anticipated roles they play during response to a hazardous substance release (see 29 CFR 1910.120(q)). DOL-OSHA continues working with the other organizations that develop and fund responder training to ensure that individual training curricula are consistent in content and message for each level of responder (skilled support, operations level, etc.) and that they support the preparedness objectives listed in the NIMS. These organizations include the DHS-Office of Domestic Preparedness, the EPA (HAZWOPER/ER Training Program), NIEHS, organizations that develop related consensus standards, and other State and local government programs.

4. Proactive coordination of technical assets and reach-back capabilities: DOL-OSHA and cooperating agencies inventory expertise and resources available for response to Incidents of National Significance, then share and discuss a strategy for coordinated deployment.

B. Prevention: DOL-OSHA coordinates with cooperating agencies to develop and disseminate information about the likely hazards associated with the potential incident and the preventative actions that can be taken to reduce or eliminate illnesses and injuries that may result from exposure to the likely hazards during the incident.

C. Response and Recovery

1. The worker safety and health assets support the following functions within the Incident Command System:

a. Provide occupational safety and health technical advice and assistance to the IC/UC.

b. Develop, implement, and monitor a site-specific occupational safety and health plan.

c. Coordinate hazard identification and incident characterization.

d. Conduct incident safety monitoring, 24/7.

e. Conduct responder personal exposure monitoring 24/7.

f. Coordinate responder safety and health risk assessment.

g. Assess and identify responder safety and health resource needs and coordinate these at the incident within the IC/UC structure.

h. Develop, implement, and monitor PPE selection, use, and decontamination guidance.

i. Provide for PPE distribution.

j. Provide for respirator fit testing.

k. Coordinate task-specific responder exposure monitoring for:

(1) Chemical and biological contaminants.

(2) Physical stressors (e.g., noise, heat/cold, ionizing radiation).

l. Ensure that data (exposure data, accident/injury documentation, etc.) is managed in a consistent format and can be shared among response organizations.

m. At the incident, provide liaison to labor unions, contractors, and other organizations concerned about responder safety and health issues.

n. Coordinate and provide incident-specific responder training.

2. Representatives from the private sector; State, local, and Tribal governments; and the Federal agencies involved in incident characterization, stabilization, and cleanup will meet as often as necessary, but at least daily, to identify and resolve conflicts, share information, and ensure that the IC/UC is provided with the information and consensus expert opinion necessary to manage responder safety and health risks.

3. In the case of a dispute that cannot be resolved, DOL-OSHA will summarize the disputed areas for presentation to the SO and, if necessary, the IC/UC for resolution.

D. After Action

1. At the conclusion of response and recovery operations, DOL-OSHA facilitates a critique of operations to gather “lessons learned” related to responder safety and health issues. Results of this critique will be shared with DHS.

2. This annex will be reviewed and revised, as necessary, in light of the “lessons learned” identified.

IV. Responsibilities

A. Department of Labor-Occupational Safety and Health Administration

1. During activation, DOL-OSHA acts as the primary agency for the coordination of technical assistance for responder safety and health to the IC/UC.

2. DOL-OSHA resolves technical, procedural, and risk assessment conflicts before they adversely affect the consistency and accuracy of the advice and information provided to responders and to the IC/UC.

3. DOL-OSHA is responsible for ensuring that the policies identified in this annex are carried out.

C. Other Responding Organizations [these agencies need to be determined]

1. Organizations with responders at the incident provide technical support and expertise in accordance with their agency's mission and expertise for the incident.

2. Organizations lacking safety and occupational health technical expertise are expected to provide liaisons to the IC/UC safety staff, attend appropriate safety briefings, identify issues about potential hazards, and communicate those issues back both to their responders and to the SO.

V. Terms and Definitions

A. Responders: All individuals engaged in response and recovery activities that address the effects of an emergency or disaster, including personnel from State, local, and Federal governments; skilled support personnel (such as equipment operators); and workers from the private sector and nongovernmental organizations.

B. Response Organizations: All organizations with responders engaged in response and recovery activities.

VI. Authorities and References

A. Executive Order 12196, Federal Civilian Personnel.

B. 29 CFR 1960, Basic Program Elements for Federal Employee Occupational Safety and Health Programs and Related Matters.

C. The Occupational Safety and Health Act of 1970 Public Law 91-596.

D. The Hazardous Waste Operations and Emergency Response Standard, codified at 29 CFR 1910.120 and 29 CFR 1926.62.

E. The Worker Protection Standard, codified at 40 CFR 311.

F. The National Oil and Hazardous Substances Pollution Contingency Plan (NCP).

G. The National Incident Management System (NIMS).

Support Annex I (State of Alabama Evacuation Plan) to the State of Alabama Emergency Operations Plan (EOP)

State of Alabama
Regional Evacuation Procedure

I. Introduction

This operational procedure will be used by state and county government organizations in the State of Alabama to manage and coordinate multi-county, regional evacuations in response to any hazard which would necessitate such actions. This document defines the scope of procedure, details the concept of operations and assigns responsibility for implementation. Attachments to the document include hazard-specific annexes which incorporate operational checklists, forms and other aids needed for implementation of this procedure.

II. Purpose

This procedure establishes a consistent operational methodology for the State of Alabama and all political subdivisions therein to plan for and implement regional, multi-jurisdictional evacuations, regardless of the geographic area in which they occur. The availability of consistent state-wide procedures facilitates an adequate understanding on the part of all organizations and levels of government regarding their responsibilities during a regional evacuation, and establishes uniform operational techniques through which those responsibilities can be fulfilled.

III. Authority

This procedure is adopted as an operational element of the Alabama Emergency Operations Plan, developed in accord with, Alabama Statutes, and is incorporated by reference thereto. As such, it is intended to be consistent with and supportive of the Emergency Operations Plan, and to be implemented, when needed, with the same authorities under law as provided therein.

IV. Scope

This procedure applies to all state emergency response personnel and local emergency management and response agencies tasked with planning for and implementing regional evacuations. Implementation of this procedure is under the direction of the Governor, through the State Emergency Operations Center. This procedure defines the circumstances under which regional evacuations in Alabama may be necessary. It also defines the roles and responsibilities of state and local response agencies. This procedure does not replace the authorities or responsibilities of county and municipal governments in Alabama to develop, test, and implement evacuation plans within their own jurisdiction.

Support Annex I (State of Alabama Evacuation Plan) to the State of Alabama Emergency Operations Plan (EOP)
V. Concept of Operations

A. Overview

This section describes the concepts and provisions through which the State Emergency Operations Center and county emergency operations centers within the effected region(s) will determine the need for, and implement, a regional evacuation. The concept of operations for this procedure provides guidance and structure for both the planning and implementation of regional evacuations. The procedure relies on effective preplanning for regional evacuations as well as the implementation of established plans accordingly.

B. Planning Assumptions

The principal assumptions underlying the concept of operations for a regional evacuation are as follows:

- Activation of this procedure will occur for all hazards which could necessitate evacuation and sheltering operations involving multiple counties. However, the need to implement certain aspects of the procedure, such as opening shelters in non-threatened areas or terminating evacuations and opening refuges-of-last-resort, may vary based on the specific hazard, degree of vulnerability, and projected area of impact.

- The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of roadways available for this purpose, potentially requiring substantial additional time to complete an evacuation. Consequently, a regional evacuation must be initiated as soon as feasible upon recognition of the threat, and must continue to function efficiently until completion.

- Regional evacuations will require a substantial level of personnel and equipment resources for traffic control, which could stress and/or exceed the capabilities of the individual threatened jurisdictions. Specific procedures may be developed regarding the pre-deployment of State, federal and mutual aid personnel and equipment resources to multiple jurisdictions.

- Coordination between state and local agencies involved in the implementation of a regional evacuation will occur through exchanges of information regarding decision-making, protective actions, and resource coordination and deployment.

- The capacity of available public evacuation shelter facilities in and adjacent to the impacted region may be limited, potentially requiring the full use of all shelters within the evacuation region. A high level of coordination will be necessary to effectively communicate protective action and shelter information to evacuees.

- For certain hazards, large vulnerable populations and limited evacuation road networks may necessitate termination of regional evacuations prior to full completion and evacuees still at risk would need to be directed to refuges-of-last-resort as quickly as possible.

- A regional evacuation will require expedited coordination of numerous jurisdictions to maintain an efficient and safe movement of evacuation traffic out of the impacted areas and to adequate shelter locations.

C. Operations

The staff of the State and county emergency operations centers will monitor hazardous situations as they develop. Regular conference calls will be held between the State Emergency Operations Center, potentially affected county emergency operations centers (risk and host) and appropriate state and federal agencies as to the degree of threat to Alabama and the potential for escalation. In addition, the State Emergency Operations Center will coordinate with local emergency management agencies as to whether the hazard will require coordination and implementation of protective actions including evacuations across multiple jurisdictions. If so, the State Emergency Operations Center and potentially affected county emergency operations centers will begin implementation of the regional evacuation process.

The State and county emergency operations centers will coordinate and reach consensus on the region(s) most likely to be impacted. The State Emergency Operations Center will then notify all counties potentially involved in the response, and request that the Governor proclaim a State of Emergency. Working together, the State and affected county emergency operations centers will then initiate the regional evacuation in accord with the provisions of this procedure, including the pre-deployment of personnel and equipment resources, if applicable.

Under circumstances involving evacuations of multiple regions, the State Coordinating Officer may recommend to the Governor that a State directed evacuation is necessary. At the Governor's direction, language will be included in the Governor's Proclamation Order identifying mandatory evacuations and directing a coordinated, regional response from the State Emergency Operations Center among all State and local response agencies. State direction of the evacuation may also occur when some or all of the following conditions are present:

- In support of regional evacuations, response operations including sheltering, traffic management, and emergency public information may be required in areas not threatened by the hazard;
- Multiple jurisdictions will utilize a limited number of regional evacuation routes necessitating central coordination and direction;
- The threat will necessitate evacuation of large numbers of people, requiring the coordination of emergency operations among two or more counties;
- The Governor has issued a Proclamation declaring a State of Emergency; and
- The Alabama Emergency Operations Plan has been duly activated.

Support Annex I (State of Alabama Evacuation Plan) to the State of Alabama Emergency Operations Plan (EOP)

[Note: this list is not exclusive; rather it is intended to provide guidance as to when State-directed evacuations may be necessary.]

The State and county emergency operations centers will monitor the progress of the regional evacuation and exchange information on an established time schedule to promote effective coordination by all involved jurisdictions. Through this procedure, the State and county emergency operations centers will coordinate the efficient deployment of resources when needed, utilization of available evacuee shelter capacity, and effectively address modifications to evacuation routes, if necessary.

D. Activities Necessary to Support the Concept of Operations

In order to effectively implement a regional evacuation, this procedure requires pre-hazard planning by all parties, pre-event coordination, consistent implementation strategies, and post impact assessments. A general description of these activities is provided in Exhibit One.

EXHIBIT ONE Operational Phases				
Preparedness Phase	Stand-By Phase	Decision Phase	Evacuation Phase	Re-entry Phase
* Regional procedure update * Hazard-specific procedure update * Pre-hazard public information program * Training and exercising	* Monitor progress of hazard * Conference calls * Assess vulnerability and decision times	* Resource Pre-positioning * Regional evacuation decision * Pre-event public information	* Enhanced coordination * Monitoring of evacuation * Assess need to terminate * Emergency Public Information	* Develop regional reentry plan * Post-event public information

Immediately preceding an event that may necessitate a regional evacuation, and under a State of Emergency proclaimed by the Governor, the State will assist county response efforts through the pre-positioning of resources as stipulated in the hazard-specific annexes of this procedure. The counties of the affected region(s) will coordinate with the State Emergency Operations Center regarding the dissemination of appropriate public information.

During implementation, state and local response agencies will monitor the progress of the evacuation and exchange current information on the level of traffic on regional routes and the utilization of public shelter space. Ongoing public information will be provided through the broadcast media to inform the evacuees of any change in regional evacuation routes, the availability of hotel and public shelter space in host counties, and similar information.

After the threat has passed, the State Emergency Operations Center will coordinate with Emergency Operations Centers of the impacted counties to develop a regional re-entry traffic management plan. Post-event activities will also include a review and critique of the regional evacuation and associated procedures to determine the need for any modifications. The post-event critique should consider the need for more training or exercises to improve the capabilities of response personnel to implement this procedure.

E. Pre-positioning of Necessary Resources

Implementation of a regional evacuation will require substantial personnel, equipment and supplies at various locations along the evacuation routes and at facilities designated as risk and host shelters. Further, state and mutual aid resources necessary for initiating and sustaining the evacuation process may need to be pre-positioned prior to or concurrently with the Governor's emergency proclamation. The pre-positioning of all state law enforcement personnel in support of local traffic management plans will occur consistent with the State of Alabama Regional Evacuation Law Enforcement Staffing Plan. Upon implementation of this procedure, the State Emergency Operations Center will instruct the responsible state agencies to pre-position resources as identified in the hazard-specific annexes or as agreed to during state-local coordination conference calls. Exhibit Two lists the types of pre-positioned resources that state and local agencies should consider in the development of evacuation procedures.

Exhibit Two
Pre-Positioned Resources

DOT/DPS personnel and equipment

Electronic programmable message boards

Portable AM / FM radio transmitters

Tow trucks

Gasoline tankers at stations along regional routes

Ambulances and medical personnel

Shelter management personnel

Buses for transport of evacuees without other means

Sampling / testing equipment and personnel

F. Information Exchange

In order to effectively manage a regional evacuation, it is essential that every involved organization have timely and accurate information regarding the current characteristics of the evacuation, support operations, resource availability, and the hazard itself. To that end, a process for routine communications and coordination will be initiated by the State Emergency Operations Center and all involved county emergency operations centers upon determining that a regional evacuation must be implemented.

The State Emergency Operations Center will ensure that each county in the state has available copies of the Disaster Snapshot forms provided in each hazard-specific annex. Immediately

upon the decision to implement a regional evacuation, all affected counties will utilize the appropriate the Disaster Snapshot form to communicate information to the State Emergency Operations Center at regular intervals. Examples of such information regarding evacuations could include:

- The characteristics of the hazard and associated events
- The designated evacuation area, initiation times and resource mobilization status
- The progress of resource pre-deployment
- The current status of regional evacuation routes
- The status of available public shelter and hotel/motel space by location
- Assessment of the need to terminate the evacuation prior to full completion
- Estimated time of evacuation completion

G. Managing Adjustments to the Regional Evacuation

During a regional evacuation, for a wide variety of unanticipated reasons, it may become necessary to adjust or modify procedures stipulated in the hazard-specific annexes. The most readily apparent reasons for such modifications could include, but not necessarily be limited to, the following:

- Changes in the direction or intensity of the hazard;
- Blockage or excessive vehicle congestion on a regional evacuation route;
- Filling of available capacity at public shelters and hotels/motels in host counties;
- Anticipated failure to complete the evacuation prior to hazardous conditions impacting evacuees.

If alternative routes, actions or resource deployment can be pre-planned to address these possibilities, appropriate procedures will be included in the hazard-specific annexes. For other situations that cannot be anticipated during the planning of a regional evacuation, the State Emergency Operations Center will work with the affected county emergency operations centers and all relevant agencies at the time to make adjustments in the regional evacuation in accordance with the guidance provided in this section. In the event of a physical blockage of a regional evacuation route, the county emergency operations center with jurisdiction will coordinate with the State and other counties, as necessary, to remove the blockage. If removal is not feasible, the State Emergency Operations Center will coordinate with all affected county emergency operations centers to plan and implement alternative routing.

H. Host Response Operations

A regional evacuation will generate impacts outside areas immediately at risk and may necessitate the use of local resources in non-threatened counties to support the response. The State Emergency Operations Center will determine whether activation of response operations in designated host regions outside the immediate area of impact is necessary. If so, the State

Emergency Operations Center, in conjunction with the Governor's Proclamation Order, will direct the assistance of any or all local governments within Alabama, and request as needed adjacent state emergency management agencies, to support the regional evacuation as follows:

1. The State Emergency Operations Center will designate, through a state mission, host regions to implement protective actions in support of evacuations in risk counties. All county emergency operations centers within designated host regions will activate and prepare to initiate host response plans.

2. All counties within designated host regions will be included in the Governor's Proclamation Order and all requests by the Governor for emergency disasters and major disaster declarations.

3. State Emergency Support Function 13 will coordinate traffic management issues with State Emergency Support Function 1, local law enforcement from all counties within host and risk regions and with law enforcement agencies and Departments of Transportation from Alabama, Florida, Mississippi and Georgia, when necessary.

4. In support of regional host response operations the State Emergency Operations Center shall, at a minimum, make the following information available to host regions, including those in other states, on a continuous basis or when warranted by the situation:

   a. Department of Transportation real-time traffic counter data for roads within the host region or on all roads leading into the region;
   b.Traffic Reports from State Emergency Support Function 1 & 13.
   c. Any significant changes to the situation in adjoining counties that may have an impact on host sheltering operations;
   d.The content of any public information released by state agencies.

5. Upon receipt of a state mission, each county within designated host regions will:

   a. Coordinate host response activities including traffic management, host sheltering and public information with all counties within their designated region. Host response procedures will address:

      1) **Traffic Management Plans**
         Identify specific actions to maintain a smooth flow from evacuation routes into the region to host shelters including:
         a) Traffic control points and the responsible agency for providing staffing and operational control;
         b) Barricade plans including location and staffing; and
         c) Potential one way / reverse lane operations.

2) **Shelter Operations Plans**

Identify specific actions to address staffing and other host shelter operational requirements including:

a) The possibility of refuge operations;
b) Shelter manager / staff deficiencies;
c) Any phased opening of host shelters within the region as a whole or within counties;
d) Any resource or other operational shortfalls that will require state support.

3) **Public Information Plans**

Identify specific actions for communicating emergency information to evacuees en route including:

a) Host shelter locations, shelter openings and closings; and directions to the shelters from major evacuation routes;
b) Ensuring hotel / motel capacity and status information is incorporated into emergency public information procedures;
c) Pre-developed messages for release to the media;
d) The placement of variable message signs and procedures for updating their messages;
e) The placement of portable radio transmitters and procedures for updating their messages;
f) Providing maps, fliers or other shelter information to local and state law enforcement / traffic control personnel, rest areas, and other key locations along major evacuation routes (restaurants, gas stations) both prior to and during the event;
g) The location and operation of host shelter information centers; and
h) Integrating county public information operations with Alabama Department of Public Safety and Department of Transportation District public information officers

b. Coordinate refuge-of-last-resort procedures to address the possibility that evacuees may be stranded on evacuation routes within the host region;

c. Participate on all state-initiated evacuation coordination conference calls;

d. Exchange critical information to all counties within the region via regional conference calls. Relay host region information to the State Emergency Operations Center.

6. The designation of a Host Region Information Coordinator, preferably a representative with no direct operational responsibilities within the Emergency Operations Center in which they are located, is strongly encouraged.

7. All counties within host regions will provide the following information to the State

Emergency Operations Center every three hours or upon significant changes to host region operations:

a. The designated host region information coordinator (if applicable);
b. The need for County Liaison or additional staff personnel for the collection and dissemination of information;
c. Location, capacity and status of host shelters;
d. The location of all variable message signs, host shelter information or staging areas;
e. Any reports from local law enforcement of road conditions or status that may impact host sheltering; and
f. The resources needed from state agencies to support host response plans.

I. Completion of the Regional Evacuation

Using the Disaster Snapshot forms and coordination conference calls, all risk and host county emergency operations centers will notify the State Emergency Operations Center of the estimated time of completion of the regional evacuation within the local jurisdiction, and subsequently, when the evacuation has been completed. Upon receipt of such information, the State Emergency Operations Center will notify all county emergency operations centers within the impacted region accordingly.

J. Re-entry into the Evacuated Areas

Following a regional evacuation, the process for re-entry into the evacuated areas must be coordinated to ensure the safety of the public, protection of property, and effective response of the numerous organizations and jurisdictions involved. This procedure anticipates that the re-entry decision and traffic management will be a carefully managed process coordinated by the State Emergency Operations Center. Throughout the re-entry process, State Emergency Support Function 13, *Law Enforcement and Security*, will facilitate coordination conference calls with state and local law enforcement and transportation agencies to include all risk and host counties. These calls will serve as a mechanism to coordinate the timing of re-entry into impacted jurisdictions and the resources necessary to support local efforts. In addition, State Emergency Support Function 15, *External Affairs*, will facilitate similar calls with state agency and county public information officers to coordinate the dissemination of consistent information to risk and host areas. Additional re-entry procedures are included in each hazard-specific annex.
Each county emergency operations center will be responsible for making a determination that re-entry has been completed for its jurisdiction, and promptly informing the State Emergency Operations Center. Following receipt of information from all affected counties that the re-entry process is complete, the State Emergency Operations Center will notify every county emergency operations center in the affected region of the date and time of completion.

VI. Responsibilities

A. Overview

The section describes the general responsibilities of the principal organizations and agencies expected to participate in the implementation of a regional evacuation pursuant to this procedure. The intent of this section is to explain only the general framework for accomplishing the tasks necessary to implement this procedure. Additional duties and responsibilities of individual agencies and organizations are defined in the hazard-specific annexes.

B. The Alabama Emergency Management Agency

Each year, the AEMA will coordinate with all counties to ensure that state and local agencies and organizations are adequately prepared to implement a regional evacuation. To assure this preparedness, the AEMA will undertake the following duties:

- Support state and local agency planning efforts through necessary meetings and training sessions, and ensure that each hazard-specific annex is current and valid;

- Solicit the involvement of other state agency representatives in the planning process where necessary;

- Fulfill the State's role in developing and presenting the necessary public information programs to support implementation of this procedure, promoting and assisting as needed the local public information programs;

- Review this procedure and provide training to appropriate State Emergency Operations Center staff;

- When appropriate, utilize the procedure during the annual state-wide hurricane exercise, nuclear power plant exercises, and other training opportunities to promote improved understanding of its operational concepts at the local level; and

- Ensure that all county emergency operations centers and other agencies and organizations have an up-to-date copy of this procedure.

During the implementation period of a regional evacuation, the SEOC shall have the following responsibilities:

- Coordinate with county emergency operations centers to ensure that all toll booths, draw bridges, and other known impediments to facilitated traffic flow along regional evacuation routes have been removed, closed or otherwise addressed;

- Provide liaison and staff support to county EOCs

- Continually monitor the direction, intensity, and potential for escalation of the hazard;

- Continually compile information from each county emergency operations center using the Disaster Snapshot forms;

- Provide State resources to assist in the implementation of the evacuation as requested or pre-designated in this procedure;

- Prepare and release appropriate public information in concert with county emergency operations centers; staff the Alabama Emergency Information Line and respond to inquiries from the affected population;

- Continually monitor the progress of the evacuation; determine if the regional evacuation will be completed prior to impact of hazardous conditions on evacuees or if changes to currently implemented procedures are indicated;

- Upon notification from one or more counties that a regional evacuation route has been blocked, develop corrective response(s) in cooperation with the county emergency operations center(s) with responsibility for the affected portion of the route;

- Upon notification from one or more counties of intentions to implement an alternative traffic management strategy such as contra-flow, blockading and diverting or otherwise modifying the roadway operation from normal condition, adjudicate and notify the local government of approval or disapproval;

- If the evacuation is to be terminated prior to completion, secure the Governor's concurrence and instruct county emergency operations centers to implement actions for termination; coordinate media releases and public information broadcasts with county emergency operations centers to instruct evacuees to seek refuges-of-last-resort;

- Mobilize state response personnel to provide medical, search and rescue, transportation and shelter services, and other needed resources to impacted evacuees promptly after the hazard has passed;

- Assist counties where refuges-of-last-resort have been utilized in securing the necessary resources and personnel; and

- Take other such actions during regional evacuation implementation as may be indicated by the circumstances or on request of the county emergency operations centers.

In order to determine the point of completion of a regional evacuation, the county liaison will undertake the following duties:

- Using the Disaster Snapshot forms and coordination conference calls, identify the point when each involved risk and host county emergency operations center has judged the evacuation within their jurisdiction to be complete

- Notify all county emergency operations centers of the time of completion of the evacuation process, to initiate demobilization of appropriate personnel;

- Issue appropriate public information regarding the completion of the regional evacuation, the shelters opened, etc.

Following utilization of this procedure for each regional evacuation, the AEMA, working with the affected risk and host counties, will lead an after-action assessment of the event and regional evacuation operations to address the following:

- The effectiveness of this procedure and any indicated changes needed;

- The timeliness and technical validity of the decision to implement a regional evacuation;

- The adequacy of the personnel, equipment and supply resources available and the timeliness of their mobilization, as well as the responsibility for taking any corrective action;

- Any additional training and/or exercise needs in regional evacuation planning as indicated;

- The effectiveness of the public information utilized and the appropriateness of public behavior; and

- Any other circumstance or condition that indicates a need for modification of plans and procedures or the provision of additional resources.

Following such an assessment, the AEMA will provide leadership and coordination to assure any corrective actions indicated are implemented in a timely manner.

C. County Agencies and Organizations, Other State Agencies

In order to maintain the capability of effectively implementing a regional evacuation, all State and local agencies and organizations that support emergency operations, working under the coordination of the State Emergency Operations Center and each county emergency management agency, will accomplish the following:

- Participate in and support, as appropriate, regional evacuation planning efforts;

- Provide information regarding the organization's available personnel, equipment, facilities

and supplies to facilitate the implementation of regional evacuations;

- Review appropriate state and local procedures to ensure adequate understanding of the organization' responsibilities and commitment pursuant to each potential hazard;

- Integrate the responsibilities and operational concepts defined in the hazard-specific annexes into the organization's other emergency plans and procedures;

- Provide and/or participate in training regarding the implementation of regional evacuation procedures;

- Maintain preparedness to implement the organization's responsibilities when events necessitate or the Governor directs a regional evacuation to occur;

- Upon the Governor's decision to implement a regional evacuation, conduct local operations to support the evacuation in accord with this procedure and other plans and procedures utilized by the county emergency operations center; and

- Participate in after-action evaluations and assessments of this and other state and local procedures.

D. Maintenance of this Procedure

Annually, the AEMA, working through the designated Area Coordinator as needed, will take the following steps to ensure that this procedure is maintained:

- Ensure that regional evacuation planning meetings are convened and that, at a minimum, participants complete the following activities:
    - ÷ *Review the existing regional evacuation procedures for all hazards to ensure continued accuracy and validity, and make any necessary modifications;*
    - ÷ *Review the availability of regional evacuation routes, public shelters and hotel/motel capacities for all hazards, and modify as needed;*
    - ÷ *Determine the need to develop additional procedures*;
    - ÷ *Ensure that training in this procedure has been made available locally to all relevant agencies.*

- Consider simulated implementation of this procedure as a part of the annual state-wide hurricane exercise, nuclear power plant exercises, and other training opportunities;

- Modify this procedure and/or the hazard-specific annexes accordingly;

- Review all state level public information materials to ensure their adequacy to support and

facilitate a regional evacuation anywhere in the state;

- Identify any state or federally sponsored construction projects that may significantly decrease the capacity of any designated regional evacuation route; coordinate with the involved agencies to evaluate and define feasible alternative actions in the event of an evacuation along that route; and

- Provide training for the State Emergency Operations Center staff in the use and implementation of this procedure.

INCIDENT ANNEXES: INTRODUCTION

Purpose

This section provides an overview of the annexes applicable to situations requiring specialized, incident-specific implementation of the Emergency Operations Plan (EOP).

Background

The Incident Annexes address contingency or hazard situations requiring specialized application of the EOP. The annexes in the sections that follow address the following situations:

Biological Incident
Catastrophic Incident
Cyber Incident
Food and Agriculture Incident (to be published in a subsequent version of this plan)
Nuclear/Radiological Incident
Oil and Hazardous Materials Incident
Terrorism Incident Law Enforcement and Investigation

Incident Annexes are organized alphabetically. Policies and procedures in the Catastrophic Incident Annex are overarching and applicable for all hazards. Similarly, the mechanisms in the Terrorism Incident Law Enforcement and Investigation Annex apply when terrorism is associated with any incident.

INCIDENT ANNEX CONTENTS

The annexes describe the policies, situation, concept of operations, and responsibilities pertinent to the type of incident in question.

Policies: Each annex explains unique authorities pertinent to that incident, the special actions or declarations that may result, and any special policies that may apply.

Situation: Each annex describes the incident situation as well as the planning assumptions, and outlines the approach that will be used if key assumptions do not hold (for example, how authorities will operate if they lose communication with senior decision makers).

Concept of Operations: Each annex describes the concept of operations appropriate to the incident, integration of operations with EOP elements, unique aspects of the organizational approach, notification and activation processes, and specialized incident-related actions. Each annex also details the coordination structures and positions of authority that are unique to the type of incident, the specialized response teams or unique resources needed, and other special considerations.

INCIDENT ANNEX CONTENTS (Continued)

Responsibilities: Each Incident Annex identifies the coordinating and cooperating agencies involved in an incident-specific response; in some cases this responsibility is held jointly by two or more departments. The overarching nature of functions described in these annexes frequently involves either the support to, or the cooperation of, all departments and agencies involved in incident management efforts. In some cases, actions detailed in the annex also incorporate various components of the Department of Homeland Security (DHS) and other departments and agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities. The responsibilities of the coordinating agency and cooperating agencies are identified below.

Coordinating Agency

Coordinating agencies described in the NRP annexes support the DHS incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response. In accordance with Homeland Security Presidential Directive-5, DHS retains responsibility for overall domestic incident management. Federal agencies designated as coordinating agencies, in close coordination with DHS, are responsible for implementation of processes detailed in the annexes that follow. Some of the Incident Annexes, such as Cyber, Nuclear/Radiological, and Oil and Hazardous Materials, list multiple coordinating agencies. In these annexes, the responsibilities of the coordinating agency may be shared or delegated based on the nature or the location of the incident. The coordinating agency is responsible for:

Orchestrating a coordinated delivery of those functions and procedures identified in the annex;

Providing staff for operations functions at fixed and field facilities;

Notifying and sub-tasking cooperating agencies;

Managing tasks with cooperating agencies, as well as appropriate State agencies;

Working with appropriate private-sector organizations to maximize use of available resources;

Supporting and keeping ESFs and other organizational elements informed of annex activities;

Planning for short-term and long-term support to incident management and recovery operations; and

Maintaining trained personnel to provide appropriate support.

INCIDENT ANNEX CONTENTS (Continued)

Cooperating Agencies

The coordinating agency will notify cooperating agencies when their assistance is needed. Cooperating agencies are responsible for:

Conducting operations, when requested by DHS or the coordinating agency, using their own authorities, subject-matter experts, capabilities, or resources;

Participating in planning for incident management and recovery operations and development of supporting operational plans, standard operating procedures, checklists, or other tools;

Furnishing available personnel, equipment, or other resource support as requested by DHS or the Incident Annex coordinator;

Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and

Nominating new technologies or procedures to improve performance.

When requested, and upon approval of the Governor, the Alabama National Guard (ALNG) provides Defense Support of Civil Authorities (DSCA) during domestic incidents. Accordingly, ALNG is considered a cooperating agency to the majority of Incident Annexes. For additional information on DSCA, refer to the EOP Base Plan and the MSCD OPLAN.

Incident Annex A (Biological Incident) to State of Alabama Emergency Operations Plan (EOP)

To Be Published

Incident Annex B – Catastrophic Incident

Coordinating Agency: Department of Homeland Security/Alabama Emergency Management Agency

Cooperating Agencies:
Alabama National Guard
Department of Agriculture and Industries
Department of Conservation and Natural Resources
Department of Corrections
Department of Economic and Community Affairs/STED
Department of Education
Department of Environmental Management
Department of Human Resources
Department of Mental Health
Department of Public Health
Department of Public Safety
Department of Transportation
Forestry Commission
Alabama Power Company
American Red Cross

I. Introduction

A. Purpose

1. The Catastrophic Incident Annex to the State of Alabama Emergency Operations Plan (EOP) establishes the strategy for implementing and coordinating an accelerated, proactive state response to a catastrophic incident. A catastrophic incident, as defined in the NRP, is any natural or manmade incident, including terrorism that produces extraordinary levels of mass casualties, damage, and disruption severely affecting the population, infrastructure, environment, economy, and government functions. Such an event would immediately exceed resources normally available in the Tribal, local, State, Federal, and private sectors and therefore would require State/Federal/national assistance in a timelier manner than the EOP typically could provide.

2. Recognizing that State and/or Federal resources will be required to augment profoundly overwhelmed local and Tribal response efforts, the EOP-CIA establishes protocols to pre-designate and rapidly deploy key resources (e.g., medical teams, urban search and rescue teams, transportable shelters, medical and equipment caches, etc.) that are expected to be urgently needed or required to save lives and contain incidents.

B. Scope

1. A catastrophic incident may include sustained statewide impacts over a prolonged period of time, and an interruption to government operations and emergency services to such a significant extent that national security is threatened.

2. Upon the direction of the Governor of Alabama, State resources—organized into incident-specific "packages"—deploy as quickly as possible following a catastrophic incident to one or more State facilities near the incident area. The resources deploy in accordance with a phased, prioritized schedule, and in coordination with the affected local jurisdiction and incident command structure.

II. Policies

A. The EOP-CIA strategy is consistent with NRP and the National Incident Management System (NIMS) protocols and Incident Command System conventions.

B. All deploying resources remain under State oversight during mobilization and deployment to include pre-deployment staging at a State Mobilization Center or other State facility.

C. State resources arriving are subsequently integrated into the incident response effort and are assigned and report to an organizational component of the incident command structure.

D. The occurrence or threat of multiple catastrophic incidents may significantly reduce the size, speed, and depth of the State response. If deemed necessary or prudent, the State Government may reduce the availability or allocation of resources when multiple areas are competing for the same resources, or hold certain resources in reserve as a hedge against additional incidents.

III. Situation

A. Incident Condition: Normal procedures for ESF #1, 6, 8, 9, and 15 and others will be expedited or streamlined to address magnitude of events. All ESFs must maximize utilization and efficiency of scarce resources. In catastrophic events, it is expected that the State Government and Federal or national entities will provide assistance outside the normal request process in one or more of the following areas:

1. Mass Care, Housing, and Human Services (ESF #6). The ability to provide functions such as temporary shelter, food, medical care, clothing,

and other essential life support needs to people may be complicated by contaminated resources or facilities.

2. Urban Search and Rescue (ESF #9). Resources and personnel to perform operational activities that include locating, extricating, and providing onsite medical treatment to victims trapped in collapsed structures are limited. If the search and rescue operations are required in areas of contamination, the availability of properly equipped resources is extremely limited.

3. Decontamination (ESF #10). Incidents involving a weapon of mass destruction (WMD) may require decontamination of casualties, evacuees, animals, and equipment. Given the potentially large numbers of casualties and evacuees, resulting decontamination requirements will quickly outstrip local and State capabilities.

4. Public Health and Support (ESF #8). There will be a significant need for environmental and public health support, including mental health services. Medical support will be required not only at medical facilities, but in large numbers at casualty evacuation points, and evacuee and refugee points and shelters, and to support field operations. In addition, any contamination dimension will increase the requirement for technical assistance.

5. Medical Equipment and Supplies (ESF #8). Shortages of available supplies of preventive and therapeutic pharmaceuticals and qualified medical personnel to administer available prophylaxis are likely. Timely distribution of prophylaxis may forestall additional illnesses, and reduce the impact of disease among those already exposed.

6. Casualty and Fatality Management and Transportation (ESF #8). State resources may be required to manage the transportation and storage of dead, injured, and exposed victims if their numbers are extremely high. In addition, the immense numbers of casualties are likely to overwhelm the bed capacities of local medical facilities.

7. External Affairs (ESF #15). On a statewide scale, the State Government must be prepared to immediately provide clear and coherent guidance and direction in case the local public communications channels are overwhelmed.

B. Planning Assumptions

1. A catastrophic event will result in large quantities of casualties and/or displaced persons, possibly in the thousands.

2. A catastrophic mass casualty/mass evacuation incident will trigger a Governor's disaster declaration and probably a Presidential disaster declaration, immediately or otherwise.

3. The nature and scope of such an event may include chemical, biological, radiological, or nuclear (CBRN) attacks, disease epidemics, major earthquakes/major hurricanes in densely populated areas, and/or other natural or manmade hazards

4. Multiple events may occur simultaneously or sequentially in contiguous and/or noncontiguous areas.

5. A catastrophic incident may occur with little or no warning. Some incidents, such as rapidly spreading disease outbreaks, may be well underway before being detected.

6. The event will cause significant disruption of the area's critical infrastructure and power, transportation, utilities, and communications systems.

7. The response capabilities and resources of the local jurisdiction (to include mutual aid from surrounding jurisdictions and response support from the State) may be insufficient and quickly overwhelmed. Many local emergency personnel who normally respond to disasters will be among those affected and unable to perform their duties.

8. A detailed and credible common operating picture may not be achievable for 24- to 48 hours (or longer) after the incident. As a result, response activities must begin without the benefit of a detailed or complete situation and critical needs assessment.

9. State support must be provided in a timely manner to save lives, prevent human suffering, and mitigate severe damage. This may require deploying assets before they are requested via normal EOP protocol.

10. Large-scale evacuations, organized or self-directed, may occur. More people initially will flee and seek shelter for attacks involving CBRN agents than for natural events. The health-related implications of an incident will aggravate attempts to implement a coordinated evacuation management strategy.

11. Large numbers of people may be left temporarily or permanently homeless and may require prolonged temporary housing.

12. A catastrophic incident may produce environmental impacts (e.g., persistent chemical, biological, or radiological contamination) that

severely challenge the ability and capacity of governments and communities to achieve a timely recovery.

13. A catastrophic incident will have unique dimensions/characteristics requiring that response plans/strategies be flexible enough to effectively address emerging needs and requirements.

14. A catastrophic incident may have national dimensions. These include potential impacts on interstate trade, transit, law enforcement coordination and other areas.

15. If the incident is the result of terrorism, the Homeland Security Advisory System (HSAS) level will likely be raised regionally, and perhaps nationally. Elevation of the HSAS level carries additional local, State, and Federal security enhancements that may affect the availability of certain response resources.

IV. Concept of Operations

A. County and local jurisdiction responsibilities are covered in their EOPs. This annex addresses the proactive State response to be taken in a catastrophic event.

B. State Response

1. In accordance with provisions for proactive State support to catastrophic incidents, the EOP employs a more aggressive approach to the provision of State resources to save lives and contain the incident.

2. Guiding principles for proactive State response include the following:

a. The primary mission is to save lives, protect property and critical infrastructure, contain the event, and protect the national security;

b. Standard procedures regarding requests for assistance may be expedited, or under extreme circumstances, suspended in the immediate aftermath of an event of this magnitude;

c. Pre-identified State response resources deploy and begin necessary operations as required to commence life-safety activities; and

d. Notification and full coordination with Counties will occur, but the coordination process will not delay or impede the rapid deployment and use of critical resources. Counties are urged to notify and coordinate.

3. Upon recognition that a catastrophic incident condition exists, the Assistant Director of Homeland Security- Alabama Emergency Management Agency Director immediately designates the event an Incident of National Significance and directs, in advance of a formal Governor's disaster declaration, implementation of the EOP. Upon notification from the State Emergency Operations Center that the EOP has been implemented, State departments and agencies will:

a. Take immediate actions to activate, mobilize, and deploy EOP designated resources.

b. Take immediate actions to protect life and property under their jurisdiction, and provide assistance within the affected area.

c. Immediately commence those hazard-specific activities established under the appropriate and applicable EOP Incident Annex (es), including the EOP-CIA.

d. Immediately commence functional activities and responsibilities established under the EOP Emergency Support Function Annexes.

4. EOP-CIA actions that the State Government takes in response to a catastrophic incident include:

a. All State departments and designated agencies (including the American Red Cross) tasked to initiate actions implement/initiate those assigned actions within the directed timeframe(s).

b. All State departments and designated agencies (including the American Red Cross) assigned primary or supporting Emergency Support Function (ESF) responsibilities immediately implement those responsibilities, as appropriate or directed.

c. Immediately incident-specific resources and capabilities (e.g., medical teams, search and rescue teams, equipment, transportable shelters, preventive and therapeutic pharmaceutical caches, etc.) are activated and mobilized for deployment to the incident site, in accordance with the EOP. The development of site-specific catastrophic incident response plans that include the pre-identification of incident-specific critical resource requirements and corresponding deployment/employment strategies accelerates the timely provision of critically skilled resources and capabilities.

d. Regional State facilities (e.g., hospitals) are activated and prepared to receive and treat casualties from the incident area. State facilities will be directed to reprioritize services (in some

cases reducing or postponing certain customary services) until lifesaving activities are concluded. The development of site-specific catastrophic incident response plans that include the pre-identification of projected casualty and mass care support requirements and potentially available facilities expands the response architecture and accelerates the availability of such resources.

e. Supplementary support agreements with the private sector are activated.

5. Given the projected high demand for augmentation support, as well as the potential national security implications of a catastrophic incident, State employees may be redirected from their day-to-day assignments to support the response effort. Catastrophic incident response assignments will be commensurate with the employee's knowledge, skills, and abilities. Under no circumstances will employee health and safety be compromised.

V. Responsibilities: This section summarizes State department and agency responsibilities under the EOP-CIA. For a complete listing of State department and agency responsibilities under the EOP-CIA, refer to the individual Emergency Support Function Annexes and hazard-specific Incident Annexes in the EOP.

A. Primary Agency: Department of Homeland Security—Alabama Emergency Management Agency

1. Establish that a catastrophic incident has occurred and implement the EOP.

2. Notify all State departments and agencies to implement the EOP.

3. Upon implementation of the EOP:

a. Activate and deploy (or prepare to deploy) Alabama Emergency Management Agency-managed teams, equipment caches, and other resources in accordance with the EOP or SERT SOG.

b. Identify, prepare, and make operational, facilities critical to support the movement and reception of deploying State resources.

c. Activate state-level facilities and capabilities in accordance with the CIA and standard EOP protocols.

d. Establish and maintain communications with incident command authorities to ensure a common and current operating picture regarding critical resource requirements. As specific resource

requirements are identified, advise the Department of Transportation to reprioritize and adjust the resource flow accordingly.

B. Support Agencies

All State departments and agencies with ESF primary agency responsibilities immediately commence activation of assets/resources, and assessments of probable consequences of the incident, project resources required, and develop shorter- and longer-term implementation strategies. When notified by the SEOC of a catastrophic incident, State departments and agencies immediately implement actions required to support implementation of the EOP.

1. Department of Agriculture and Industries

a. Activate and deploy Incident Management Teams to help establish, and make operational, installations designated to serve as State mobilization centers.

b. Coordinate agricultural and animal issues.

2. Alabama National Guard: Deploy functional Planning Response Teams to help determine and address critical catastrophic incident support requirements.

a. Provide resources when tasked

b. Provide resources for emergency debris removal.

3. Department of Conservation and Natural Resources

a. Provide traffic supervision and control for waterways adversely affected by catastrophic incidents.

b. Coordinate with appropriate State, local, and Federal agencies any action deemed necessary to protect endangered or threatened species.

c. Provide support for law enforcement and US& R operations.

4. Department of Corrections will provide support for law enforcement activities and provide manpower to assist in debris clearance operations.

5. Department of Economic and Community Affairs/STED

a. Activate and deploy (or ready for deployment) ADECA managed teams and resources to assess energy related issues and

coordinate state and federal emergency support to minimize or correct energy deficiencies caused by catastrophic incidents.

b. Activates the Emergency Energy Task Force as necessary to provide guidance and technical assistance.

6. Department of Education

a. Provide for use of facilities and staff to assist emergency services operations.

b. Assist with rehabilitation of disaster victims.

7. Department of Public Health

a. Quickly assess the medical and public health consequences of the catastrophic incident and, in conjunction with State and local public health authorities, develop and implement a sustainable short and long-term strategy for effectively addressing those consequences.

b. When applicable, activate and deploy Radiological Monitoring and Assessment Teams.

8. Department of Human Resources: Quickly identify housing facilities in proximity to the affected area and, in conjunction with the AEMA and State and local mass care authorities, develop and implement a sustainable short-and long-term temporary housing strategy.

9. Department of Mental Health provides mental health services including crisis counseling for victims on an immediate and continuing basis.

10. Department of Public Safety.

a. Provide state law enforcement resources, if requested, to local areas to supplement local resources.

b. Maintain law and order

c. Coordinate law enforcement resources to support traffic control and access control functions.

11. Department of Transportation

a. Quickly assess the transportation consequences of the catastrophic incident and develop and implement a sustainable

short-and long-term strategy for effectively addressing those consequences.

b. Assist local jurisdictions in reestablishing the local transportation infrastructure.

12. Department of Environmental Management

a. Immediately implement agency responsibilities as lead for ESF #10 (Hazardous Materials).

b. Quickly assess environmental health consequences of the catastrophic incident and, in conjunction with DPH, DHS and State and local public health authorities, develop and implement a sustainable short-and long-term strategy for effectively addressing those consequences.

13. Forestry Commission. Coordinates disaster operations with state and federal agencies at the agency level.

14. American Red Cross

a. Immediately implement American Red Cross (ARC) responsibilities as a support agency for ESF #6 (Mass Care, Housing, and Human Services), and lead the coordination of all national mass care response activities and actions.

b. Quickly assess the mass care consequences of the catastrophic incident and, in conjunction with State and local (including private sector) mass care authorities, develop and implement a sustainable short-and long-term strategy for effectively addressing those consequences.

c. When notified by the SEOC that the EOP is implemented:

(1) Inventory available shelter space within a 500-mile radius of the catastrophic incident site.

(2) Activate all ARC disaster response functions.

Tabs:

A – Earthquake
B – Hurricane
C – Flood
D – Severe Weather

Earthquake

I. Situation and Assumptions

Situation

1. An earthquake is a shaking or trembling of the earth's crust, caused by the breaking and shifting of rock beneath the surface or underground volcanic forces. While scientists are able to measure the amount of energy that is building beneath the earth's surface, they are not able to predict exactly when an earthquake will occur. Therefore, earthquakes are unpredictable and can strike without warning. They may range in intensity from slight tremors to great shocks and may last from a few seconds to as long as five minutes. Earthquakes can either occur by themselves or in a series over a period of several days, or even months. However, they are almost always accompanied by aftershocks, which can be equally as damaging as the quakes that they follow.

2. Damage to buildings, dams, highways, power lines, and similar structures only partly depend on the amount of energy released during an earthquake. Certain kinds of earth materials enhance the effects of earthquake vibrations. In Alabama, structures built on thick, loose sediments of river floodplains and filled areas are more likely to be damaged than structures built on bedrock. In fact, seismic intensity may increase as much as one full unit on the Modified Mercalli Intensity Scale if loose sediments are present. Also, loose sediments with high moisture content can turn to liquid when shaken.

3. The actual movement of the ground in an earthquake is seldom the direct cause of casualties. Most casualties are from falling objects and debris as a result of shocks that shake, damage, or demolish buildings and other structures. Disruption of communications, power, gas, sewer and water systems can be expected. Earthquakes may also trigger landslides that can cause extensive damage.

4. Earthquakes can be experienced throughout the State of Alabama and the majority of the population is at risk. The State is vulnerable to a significant threat of damage from earthquakes from both identified and unidentified faults. This threat includes deaths and injuries to residents, as well as widespread property damage.

   a. Fault lines can be located throughout the State. These faults are overwhelmingly inactive and have been for thousands of years.

   b. Some fault zones are considered active by the Alabama Geologic Survey. Large-magnitude earthquakes in these two seismic zones have the potential for affecting the northern half of Alabama. Earthquakes with

epicenters in Alabama have been recorded throughout all parts of the State.

- New Madrid Fault Zone: The fault zone extends from Northeastern Arkansas, Northwestern Tennessee, Southwestern tip of Kentucky, to Southeastern Missouri. It is the most active fault in the Central and Eastern United States and includes northwest Alabama.

- Southern Appalachian Seismic Zone (SASZ): The SASZ extends from near Roanoke in southwestern Virginia southwestward to central Alabama. Considered a zone of moderate risk, the SASZ includes the Appalachian Mountains. The hypocenters of earthquakes in this zone are probably on deeply buried faults. The greatest earthquake in the zone occurred in 1897 near Pearisburg, Virginia, with an estimated magnitude of 5.8.

c. There is thus an urgent need to increase public awareness of all Alabama citizens and for planners to prepare for the contingency of such an event in all areas of the State in order to mitigate the inherent dangers.

5. The infrastructure of this part of the country has not experienced a major earthquake since 1812.

a. Effects of an earthquake would include:

- Collapsed Buildings.
- Ruptured natural gas and petroleum pipelines.
- Ruptured water and sewer lines.
- Downed electrical lines.
- Release of hazardous materials.
- Fires resulting from broken gas lines or from other ignition sources.
- Collapsed bridges and overpasses.
- Downed telecommunications lines.
- Damaged or destroyed critical facilities.

b. The greatest hazard potential is in highly populated areas, although the epicenter may be in a more sparsely populated area.

- Highly populated areas tend to have a greater number of old buildings, especially un-reinforced masonry buildings that are more vulnerable to ground shaking.

- Buildings constructed between the 1920's and the 1960's are generally more susceptible to seismic movement.

- The same is true of the infrastructure (roads, bridges, etc.).

6. From December 1811 through February 1812, the New Madrid Fault experienced three earthquakes, each of which was over a magnitude 8 on the Richter scale. These quakes were accompanied by a series of aftershocks, at least 15 of which were felt as far away as Washington D.C.

7. Although this series of earthquakes represents the largest ever recorded in the Continental United States, the New Madrid Fault has not received the same notoriety as the San Andreas Fault in California. There are several reasons:

   a. First, because of the primitive communications system of the early 19th Century, it took days for the Atlantic States to learn that the shocks felt on the East Coast had originated in the Mississippi Valley.

   b. Also, the newsworthiness of this information was diminished both by slow communication and by events that were leading up to the War of 1812.

   c. Another significant factor is the Mississippi Valley was sparsely populated at the time the 1811 – 1812 earthquakes occurred.

8. Today the potential for major disaster is much greater.

   a. Higher population densities translate into greater potential hazards. Today over 12.5 million people live in the region affected by the 1811 – 1812 events. Similar relative population increases have occurred throughout the State.

   b. Earth scientists estimate that enough energy has built up in the New Madrid Zone to produce an earthquake of 7.5 on the Richter scale. This is a comparable magnitude to the 1999 Izmit, Turkey earthquake and the 2001 Bhuj, Turkey earthquake. Such a quake could be felt by half of the population of the United States and by everyone in Alabama.

B. Assumptions

1. Primary Assumptions

a. The State of Alabama is vulnerable to a significant threat of damage from earthquakes in the New Madrid Fault Region that could affect the entire State.

b. Earthquakes may occur in areas where faults have not yet been identified and could result in damage to property and injuries to people. Typical damage could be buildings destroyed, infrastructure disrupted, and landslides on steep slopes.

2. Specific Assumptions

a. Medical

- A major earthquake would create extraordinary requirements for emergency medical services.
- Injuries serious enough to require hospitalization are estimated to be about four times greater than fatalities.
- Health care may be seriously impaired by damage, limiting the number of hospital beds and medical supplies that are available immediately following an earthquake.
- The number of health care professionals available may also be limited in the event of an earthquake because some professionals may be isolated from their work places, as well as among the dead and injured.
- Existing emergency medical services may be unable to respond in a meaningful manner. In this event, the National Disaster Medical System (NDMS) may be called upon to assist in relief efforts.
- The number of fatalities may overwhelm the local mortuary services and the county coroner. Federal assistance, provided by the Disaster Mortuary Operational Response Team, may be needed.

b. Economic

- Business and industry may not be prepared for adequate response to an earthquake. Businesses that rely on computer-based systems are particularly vulnerable.

- Failure of banking systems, which use electronic fund transfers, could result in widespread economic problems.

- A damaging earthquake may cause a serious loss of employment, which could impact economic factors at the local, State, and national levels.

c. Relief Efforts

- Following an earthquake, the affected area may be isolated from surrounding areas. Therefore, planning and coordination among communities in the affected area is essential for effective emergency response.

- In the event rubble and debris resulting from an earthquake prevent access to the affected area for a prolonged time, helicopters may be necessary to bring rescue teams in and remove casualties from the area.

- Food supply lines could break down.

- The first few hours following an earthquake are critical in saving the lives of people trapped in collapsed buildings. Therefore, the use of local resources during the initial response period will be essential until State and Federal support is available.

- It may be several hours before personnel and equipment can be mobilized and initial teams deployed to affected areas. Therefore, State and local resources will be relied upon heavily in the period immediately following the earthquake.

d. Secondary Effects

- The earthquakes and aftershocks may trigger one or more secondary events such as landslides, release of hazardous materials, dam failure, or flooding.

- Fires, burning out of control, involving major portions of a city are possible in the business sections because of the nature and density of construction in the affected areas. Large, uncontrolled fires are less likely in residential areas because the housing density is less than in the business sections. However, there may be some individual or small group fires that occur as the result of miscellaneous damage related factors or weather conditions.

- If high water conditions exist during the time an earthquake occurs, levees may be sufficiently damaged to allow flooding to occur behind them, especially in low lying areas.

- Earthen dams are not expected to be damaged to the extent they will lose their reservoirs.

- Hazardous material releases ranging from minor environmental impact to major environmental impact may occur.

e. Structural Damage

- One or more dams may fail. An inventory of Alabama dams maintained by the U.S. Army Corps of Engineers and the Alabama Department of Economic & Community Affairs, Office of Water Resources listed 171 dams as "high hazard", 427 as "significant hazard", and 1506 as "low hazard". Counties should contact the U.S. Army Corps of Engineers and the Alabama Department of Economic & Community Affairs, Office of Water Resources to determine status of dams.

- Deaths and injuries are expected to be principally the result of the failure of man made structures, particularly older, multi-story, and un-reinforced brick masonry buildings built before the adoption of earthquake resistant building codes.

f. Utilities

- In the civil sector there may be minimal communications for a considerable length of time.

- Many natural gas lines are buried in Alabama. These are vulnerable to rupture which may result in an explosion and fire.

- A number of crude oil pipelines are in operation in Alabama. A break in one of these lines could cause significant environmental damage and could have an impact on potable water service.

- Commercial telephone service is vulnerable, particularly due to the possible rupture of underground cables that cross faults. Should the commercial telephone system fail, the Amateur Radio Emergency System (ARES) and/or Radio Amateur Civil Emergency Service (RACES) may be implemented to support relief efforts.

- Also affected will be cellular telephone service. The towers that relay signals to and from satellites may be jarred out of adjustment.

- Electrical power systems are among the most fragile in the event of an earthquake. Because they are also among the most essential of the utilities, even a short-term loss can be a major setback to a community. The loss of electric power during an earthquake may mean no water to fight fires or for drinking water, no light or heat, no communications, no sewage pumps, etc.

- Water and sewage systems are vulnerable to ground movement. Disruption of the water system can lead to loss of potable water and a loss of water for firefighting. Disruption of the sewage system can result in environmental damage and increased health risks.

g. Transportation

- Damage to transportation systems may severely hamper recovery efforts following an earthquake. The loss or impairment of major rail and highway links serving the city may significantly increases the difficulty of rescue and relief efforts, and may also have long term disrupting effect upon regional and national commerce.

- River port cities built on alluvial soil may sustain substantial damage to their infrastructure that limits the usefulness of the facilities in relief efforts.

- Partial or limited availability of airport facilities is expected following an earthquake. Facilities that rely on electrical power, i.e. navigation aids and runway lighting, may be out of commission for some period of time, even if emergency power is available. Runways may be available at least for limited use, even in severely affected areas.

- Debris removal may be a major problem.

II. Mission

To establish basic policies for direction and control of emergency operations in response to an earthquake.

III. Direction and Control

Direction and Control for earthquake operations are exercised by the Governor, through his designated representative. Federal resources, which supplement State efforts, will be directed by the State in coordination with the Federal government

agency that supplies them.

IV. Concept of Operations

A. Emergency responsibilities assigned to State agencies for earthquake response parallel those for other disaster operations.

B. When an earthquake occurs, local authorities within damaged areas will use available resources to protect life and property and reduce, to the extent possible, the suffering and hardships on individual. If local resources prove to be inadequate or are exhausted, assistance will be requested from other jurisdictions through mutual aid procedures.

1. These procedures need to be in place before the incident to insure legal and financial conditions are delineated. Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.

2. When requirements are beyond the capability of local government, requests for assistance will be forwarded to AEMA in accordance with this plan.

3. When resource requirements cannot be met with State resources, AEMA will request Federal assistance in accordance with applicable Federal laws, policies, procedures, and plans.

C. Emergency operations will begin with the occurrence of a damaging earthquake and continue until emergency operations are no longer required.

D. Operations and missions required as a result of an earthquake will be carried out during the response and recovery phases.

1. The Response Phase

The Response Phase occurs from the onset of the earthquake and lasts until lifeline systems are at least partially restored. It includes the period of aftershocks. During this phase, functions which are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

2. The Recovery Phase

There are usually no clear distinctions between when the Response Phase ends and the Recovery Phase begins. There is typically a time period after the earthquake in which both phases are in effect simultaneously. The Recovery Phase begins a few days after the earthquake and can last as long as two years. During this phase, the Federal government provides

disaster relief upon Presidential Disaster Declaration. Functions during this phase include Federal relief under PL 93-288 for public and individual assistance, establishment of Disaster Assistance Centers, establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or to an improved State.

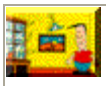
V. Administrative Support

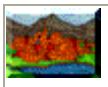
A. Each State agency will have to develop internal staffs and procedures for administrative support.

B. The attachments to this appendix explain how State resources will be used for operational and administrative support.

Figure 1

Modified Mercalli Intensity Scale

MMI Value		Description of Shaking Severity	Summary Damage Description Used on 1995 Maps	Full Description
	I.			Not felt. Marginal and long period effects of large earthquakes.
	II.			Felt by persons at rest, on upper floors, or favorably placed.
	III.			Felt indoors. Hanging objects swing. Vibration like passing of light trucks. Duration estimated. May not be recognized as an earthquake.
	**IV.**			Hanging objects swing. Vibration like passing of heavy trucks; or sensation of a jolt like a heavy ball striking the walls. Standing motor cars rock.. Windows, dishes, and doors rattle. Glasses clink. Crockery clashes. In the upper range of IV, wooden walls and frames creak.
	V.	**Light**	**Pictures Move**	Felt outdoors; direction estimated. Sleepers wakened. Liquids disturbed, some spilled. Small unstable objects displaced or upset. Doors swing, close, and/or open. Shutters and/or pictures move. Pendulum clocks stop, start, and/or change rate.
	VI.	**Moderate**	**Objects Fall**	Felt by all. Many frightened and run outdoors. Persons walk unsteadily. Windows, dishes, and/or glassware broken. Curios, books, etc., off shelves. Pictures off walls. Furniture moved or overturned. Weak plaster and masonry D cracked. Small bells ring (church, school). Trees, and bushes shaken (visibly, or heard to rustle).

	VII.	**Strong**	**Nonstructural Damage**	Difficult to stand. Noticed by drivers of motor cars. Hanging objects quiver. Furniture broken. Damage to masonry D, including cracks. Weak chimneys broken at roof line. Fall of plaster, loose bricks, stones, tiles, cornices, and un-braced parapets and architectural ornaments. Some cracks in masonry C. Waves on ponds; water turbid with mud. Small slides and caving in along sand or gravel banks. Large bells ring. Concrete irrigation ditches damaged.
	**VIII.**	**Very Strong**	**Moderate Damage**	Steering of motor cars affected. Damage to masonry C; partial collapse. Some damage to masonry B; none to masonry A. Fall of stucco and some masonry walls. Twisting, fall of chimneys, factory stacks, monuments, towers, and/or elevated tanks. Frame houses moved on foundations if not bolted down; loose panel walls thrown out. Decayed piling broken off. Branches broken from trees. Changes in flow or temperature of springs and wells. Cracks in wet ground and on steep slopes.
	IX.	**Violent**	**Heavy Damage**	General panic. Masonry D destroyed; masonry C heavily damaged, sometimes with complete collapse; masonry B seriously damaged. (General damage to foundations.) Frame structures, if not bolted, shifted off foundations. Frames racked. Serious damage to reservoirs. Underground pipes broken. Conspicuous cracks in ground. In alluvial areas, sand and mud ejected, earthquake fountains, and/or sand craters.
	X.	**Very Violent**	**Extreme Damage**	Most masonry and frame structures destroyed with their foundations. Some well-built wooden structures and bridges destroyed. Serious damage to dams, dikes, and/or embankments.

				Large landslides. Water thrown on banks of canals, rivers, lakes, etc. Sand and mud shifted horizontally on beaches and flat land. Rails bent slightly.
	XI.			Rails bent greatly. Underground pipelines completely out of service.
	XII.			Damage nearly total. Large rock masses displaced. Lines of sight and level distorted. Objects thrown into the air.

Source: Association of Bay Area Governments and Campagna Mulitmediale di Informazione of the Osservatorio Geofisico Sperimentale

Masonry A: Good workmanship, mortar, and design; reinforced, especially laterally, and bound together by using steel, concrete, etc.; designed to resist lateral forces.

Masonry B: Good workmanship and mortar; reinforced, but not designed in detail to resist lateral forces.

Masonry C: Ordinary workmanship and mortar; no extreme weaknesses like failing to tie in at corners, but neither reinforced nor designed against horizontal forces.

Masonry D: Weak materials, such as adobe; poor mortar; low standards of workmanship; weak horizontally.

Figure 2

RICHTER SCALE

Earthquake Magnitude Scale

Magnitude	Earthquake Effects	Estimated Number Each Year
2.5 or less	Usually not felt, but can be recorded by seismograph.	900,000
2.5 to 5.4	Often felt, but only causes minor damage.	30,000
5.5 to 6.0	Slight damage to buildings and other structures.	500
6.1 to 6.9	May cause a lot of damage in very populated areas.	100
7.0 to 7.9	Major earthquake. Serious damage.	20
8.0 or greater	Great earthquake. Can totally destroy communities near the epicenter.	One every 5 to 10 years

Source: UPEeis

Earthquake Magnitude Classes

Earthquakes are also classified in categories ranging from minor to great, depending on their magnitude.

Class	Magnitude
Great	8 or more
Major	7 - 7.9
Strong	6 - 6.9
Moderate	5 - 5.9
Light	4 - 4.9
Minor	3 -3.9

Source: UPEeis

Figure 3

Earthquake Magnitude and Energy

Richter Magnitude	TNT for Seismic Energy Yield	Example (approximate)
-1.5	6 ounces	Breaking a rock on a lab table
1.0	30 pounds	Large Blast at a Construction Site
1.5	320 pounds	
2.0	1 ton	Large Quarry or Mine Blast
2.5	4.6 tons	
3.0	29 tons	
3.5	73 tons	
4.0	1,000 tons	Small Nuclear Weapon
4.5	5,100 tons	Average Tornado (total energy)
5.0	32,000 tons	
5.5	80,000 tons	Little Skull Mountain., NV Quake, 1992
6.0	1 million tons	Double Spring Flat, NV Quake, 1994
6.5	5 million tons	Northridge, CA Quake, 1994
7.0	32 million tons	Hyogo-Ken Nanbu, Japan Quake, 1995; Largest Thermonuclear Weapon
7.5	160 million tons	Landers, CA Quake, 1992
8.0	1 billion tons	San Francisco, CA Quake, 1906
8.5	5 billion tons	Anchorage, AK Quake, 1964
9.0	32 billion tons	Chilean Quake, 1960
10.0	1 trillion tons	(San-Andreas type fault circling Earth)
12.0	160 trillion tons	(Fault Earth in half through center, OR Earth's daily receipt of solar energy)

Source: John N. Louie Ph.D., University of Nevada at Reno

Attachment 1

Glossary

Active Fault:
A fault is active if, because of its present tectonic setting, it can undergo movement from time to time in the immediate geologic future. This active State exists independently of the geologists' ability to recognize it. Geologists have used a number of characteristics to identify faults, such as historic seismicity or surface faulting, geological recent displacement inferred from topography, or physical connection with an active fault. However, not enough is known about the behavior of faults to assure identification of all active faults by such characteristics. Selection of the criteria to identify active faults for a particular purpose must be influenced by the consequences of fault movement on the engineering structures involved.

Aftershock:

An earthquake which follows a larger earthquake or the main shock and is in the same general region. A large shock normally has many aftershocks, generally decreasing in frequency and size with time.

Fault:

A fracture or fracture zone in the Earth along which displacement of the two sides relative to one another has occurred parallel to the fracture.

Magnitude:

A quantity characteristic of the total energy released by an earthquake, as contrasted to intensity that describes its effects at a particular place. Magnitude is expressed in terms of the motion that would be measured by a standard type of seismograph located 100 km from the epicenter of an earthquake. Several other magnitude scales in addition to local magnitude (ML) are in use; for example, body wave magnitude (mb) and surface-wave magnitude (MSO, which utilize body waves and surface waves, and(ML). The scale is theoretically open ended. But the largest known earthquakes have had MS magnitudes near 8.9.

Modified Mercalli Intensity Scale:

In seismology a scale of seismic intensity is a way of measuring or rating the *effects* of an earthquake at different sites. The Modified Mercalli Intensity Scale is commonly used in the United States by seismologists seeking information on the severity of earthquake effects. Intensity ratings are expressed as Roman numerals between I at the low end and XII at the high end. The Intensity Scale differs from the Richter Magnitude Scale in that

the effects of any one earthquake vary greatly from place to place, so there may be many Intensity values (e.g.: IV, VII) measured from one earthquake. Each earthquake, on the other hand, should have just one Magnitude, although the several methods of estimating it will yield slightly different values. **Source:** John N. Louie, Ph.D. University of Nevada at Reno.

National Disaster Medical System:

A cooperative asset-sharing program among Federal government agencies, State and local governments, and the private businesses and civilian volunteers to ensure resources are available to provide medical services following a disaster that overwhelms the local health care resources. The National Disaster Medical System (NDMS) is a Federally coordinated system that augments the Nation's emergency medical response capability. The overall purpose of the NDMS is to establish a single, integrated national medical response capability for assisting State and local authorities in dealing with the medical and health effects of major peacetime disasters and providing support to the military and Veterans Health Administration medical systems in caring for casualties evacuated back to the U.S. from overseas armed conflicts. **Source:** Office of Emergency Preparedness.

Richter Scale:

The Richter Scale measures the energy of an earthquake by determining the size of the greatest vibrations recorded on a seismogram. On this scale, one step up in magnitude (from 5.0 to 6.0, for example) increases the energy more than 30 times. **Source:** The Regents of the University of California.

Seismic Zone:
A generally large area within which seismic design requirements for structures are uniform.

Hurricane

I. Introduction

A. Overview.

The State of Alabama's coastal area has suffered from the direct landfall of many storms including some major (Category 3, 4, or 5) hurricanes. More importantly, the entire State has been impacted several times from the water and wind hazards of numerous tropical storms and hurricanes, from the Gulf of Mexico, in the distant and recent past. Some tropical systems have caused major flooding and inland winds throughout the State. Much of the State, including the coast, continues to grow in population with tourism on the rise. Emergency response agencies are challenged to educate and motivate people to be prepared for the threat of hurricanes. Initially, not all Emergency Support Functions (ESFs) may be activated for the early (threat) stages. In the event of a hurricane landfall, emergency management would implement most, if not all, ESFs.

B. Purpose

This document provides guidance about hurricane preparedness and response for the threat or landfall of a hurricane to the State of Alabama. The plan is designed for use at the State level and for organizations that support the Emergency Support Functions (ESFs). Primary and support ESF organizations can use the plan for development of Standard Operating Procedures (SOPs). The plan also addresses the unique needs of hurricane preparedness and response, especially the actions required for evacuation and sheltering.

C. Scope

Alabama has two coastal counties, Mobile and Baldwin, which will feel the effects of storm surge from a hurricane. Alabama's Inland High Risk counties, Clarke, Coffee, Conecuh, Covington, Dale, Escambia, Geneva, Henry, Houston, Monroe, and Washington, are relatively close to the coastline and could be affected by the initial impact of inland winds from a Gulf of Mexico storm.

II. Situations and Assumptions

A. Situations

1. Hurricanes pose the greatest threat to Alabama in terms of scope and magnitude.

2. The State of Alabama has a history of hurricanes and is vulnerable to storms from the Gulf of Mexico.

3. The entire State is at some risk from water and wind hazards of tropical systems.

4. Alabama is susceptible to all levels of tropical cyclones, from tropical depressions to severe category 5 hurricanes. These tropical cyclones produce three major hazards: the storm surge, high winds, and rainfall-induced flooding.

a. Storm Surge

The storm surge is a large dome of water often 50 - 100 miles wide that sweeps across the coastline near where a hurricane makes landfall. The surge of high water topped by waves is devastating. The stronger the hurricane, the higher the surge will be. Along the immediate coast, storm surge is the greatest threat to life and property.

b. Winds

Hurricane winds can destroy buildings, mobile homes, and other property. Debris, such as signs, roofing material, siding, and other items become missiles in a hurricane. The winds are the greatest cause of property damage inland of the coast. In addition, hurricanes often produce numerous tornadoes, which add to the storm's destructive power. These tornadoes most often occur in rain bands well away from the center of the storm.

c. Rainfall-induced Flooding

Widespread torrential rains, often in excess of 6 inches, can produce deadly and destructive floods. Long after the winds have subsided, hurricanes can generate immense amounts of rain. In 1994, Hurricane Alberto produced high rainfall totals that resulted in devastating floods in Alabama.

5. Alabama's two High Risk Coastal Hurricane Impact Zones are Zone 1 – Coastal High Risk and Zone 2 - Inland High Risk.

a. Zone 1 is comprised of Baldwin and Mobile Counties and is the highest risk area because of storm surge and the initial impact of hurricane force winds.

b. Zone 2 is comprised of Clarke, Coffee, Conecuh, Covington, Dale, Escambia, Geneva, Henry, Houston, Monroe, and Washington Counties. These inland counties are extremely susceptible to the damage inflicted by hurricane produced winds, precipitation, and tornadoes.

6. The threat of a hurricane could cause an event with mass evacuation and shelters but no landfall or substantial damage.

7. In-place ("safe room") sheltering is a protective action option for some residents.

B. Assumptions

There are several assumptions that must be made concerning all hurricanes that make landfall within the State. While the following list is relatively comprehensive, it should not be considered to be all inclusive.

1. Evacuations in neighboring States, particularly in Florida, Georgia, and Mississippi, could impact traffic flow and public shelter populations in Alabama.

2. Population growth and tourism are expected to continue on Alabama's coast.

3. Mass evacuation for a hurricane threat is more likely for the coastal counties.

4. People living in storm surge zones and manufactured housing are the most vulnerable populations for a hurricane.

5. In all coastal States, public response to evacuate for a hurricane will vary greatly from less than 5% compliance to over 80% compliance, depending on how they perceive each threat.

6. Most evacuees will travel along the major evacuation routes and gravitate to the largest communities that offer the most accommodations and services.

7. Evacuations of military installations in the coastal area will impact civilian evacuation and sheltering.

8. Evacuation is the preferred protective action for a hurricane.

9. Ten percent or less of evacuees will go to public shelters, but Out-of-State evacuees could create higher demand in terms of percentages and numbers.

C. Tropical Cyclone Hazard Analysis

1. Storm Surge

Storm surge is water that is pushed toward the shore by the force of the winds swirling around the storm. This advancing surge combines with the normal tides to create the hurricane storm tide, which can increase the mean water level 15 feet or more. In addition, wind driven waves are superimposed on the storm tide. This rise in water level can cause severe

flooding in coastal areas, particularly when the storm tide coincides with the normal high tides. Because much of the Alabama densely populated Gulf Coast coastline lie less than 10 feet above mean sea level, the danger from storm tides is tremendous.

The level of surge in a particular area is also determined by the slope of the continental shelf. A shallow slope off the coast will allow a greater surge to inundate coastal communities. Communities with a steeper continental shelf will not see as much surge inundation, although large breaking waves can still present major problems. Storm tides, waves, and currents in confined harbors severely damage ships, marinas, and pleasure boats.

One tool used to evaluate the threat from storm surge is the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) model. Emergency managers use this data from SLOSH to determine which areas must be evacuated for storm surge.

SLOSH MODEL

SLOSH is a computerized model run by the National Hurricane Center (NHC) to estimate storm surge heights and winds resulting from historical, hypothetical, or predicted hurricanes by taking into account the following:

- Pressure
- Size
- Forward speed
- Track
- Winds

The calculations are applied to a specific locale's shoreline, incorporating the unique bay and river configurations, water depths, bridges, roads and other physical features. If the model is being used to estimate storm surge from a predicted hurricane (as opposed to a hypothetical one), forecast data must be put in the model every 6 hours over a 72-hour period and updated as new forecasts become available.

The SLOSH model is generally accurate within plus or minus 20 percent. For example, if the model calculates a peak 10 foot storm surge for the event, you can expect the observed peak to range from 8 to 12 feet. The model accounts for astronomical tides (which can add significantly to the

water height) by specifying an initial tide level, but does not include rainfall amounts, river flow, or wind-driven waves. However, this information is combined with the model results in the final analysis of at-risk-areas.

The point of a hurricane's landfall is crucial to determining which areas will be inundated by the storm surge. Where the hurricane forecast track is inaccurate, SLOSH model results will be inaccurate. The SLOSH model, therefore, is best used for defining the potential maximum surge for a location.

If you have a Hurricane Evacuation Study (which combines SLOSH model results with traffic flow information), you do not need information about storm surge heights in a real hurricane situation. You will only need to know the forecast of the storm's intensity at landfall and the tide at that time to be able to make an appropriate evacuation decision

2. Inland vs. Coastal High Winds

The intensity of a land-falling hurricane is expressed in terms of categories that relate wind speeds and potential damage. According to the Saffir-Simpson Hurricane Scale, a Category 1 hurricane has lighter winds compared to storms in higher categories. A Category 4 hurricane would have winds between 131 and 155 mph and, on the average, would usually be expected to cause 100 times the damage of the Category 1 storm. Depending on circumstances, less intense storms may still be strong enough to produce damage, particularly in areas that have not prepared in advance.

Tropical storm-force winds are strong enough to be dangerous to those caught in them. For this reason, emergency managers plan on having their evacuations complete and their personnel sheltered before the onset of tropical storm-force winds, not hurricane-force winds. Hurricane-force winds can easily destroy poorly constructed buildings and mobile homes. Debris such as signs, roofing material, and small items left outside become flying projectiles in hurricanes. Extensive damage to trees, towers, water and underground utility lines (from uprooted trees), and fallen poles cause considerable disruption.

High-rise buildings are also vulnerable to hurricane-force winds, particularly at the higher levels since wind speed tends to increase with height. Recent research suggests you should stay below the tenth floor, but still above any floors at risk for flooding. It is not uncommon for high-rise buildings to suffer a great deal of damage due to windows being blown out. Consequently, the areas around these buildings can be very dangerous.

The strongest winds usually occur in the eastern side of the eye wall of the hurricane. Wind speed usually decreases significantly within 12 hours after landfall. Nonetheless, winds can stay above hurricane strength well inland. Hurricane Hugo (1989), for example, battered Charlotte, North Carolina (which is 175 miles inland) with gusts to nearly 100 mph.

The Inland High Wind Model can be used by emergency managers to estimate how far inland strong winds extend. The inland wind estimates can only be made shortly before landfall when the wind field forecast errors are relatively small. This information is most useful in the decision-making process to decide which people might be most vulnerable to high winds at inland locations.

3. Coastal and Inland Freshwater Flooding

While storm surge is always a potential threat, more people have died from inland flooding in the last 30 years. Intense rainfall is not directly related to the wind speed of tropical cyclones. In fact, some of the greatest rainfall amounts occur from weaker storms that drift slowly or stall over an area. Inland flooding can be a major threat to communities hundreds of miles from the coast as intense rain falls from these huge tropical air masses. Some of the greatest rainfall amounts associated with tropical systems occurs from weaker Tropical Storms that have a slow forward speed (1 to 10mph) or stall over an area. Due to the amount of rainfall a Tropical Storm can produce, they are capable of causing as much damage as a category 2 hurricane.

4. Hurricanes and Tornadoes

Hurricanes also produce tornadoes, which add to the hurricane's destructive power. Typically, the more intense a hurricane is, the greater the tornado threat. When a hurricane brings its winds inland the fast-moving air hits terrain and structures causing a frictional convergence which enhances lifting. Frictional convergence may be at least a contributing factor to tornado formation in hurricanes. The greatest concentration of tornadoes occurs in the right front quadrant of the hurricane. A number of theories exist about their origin, but in the case of Hurricane Andrew, severe damage was inflicted by small spin-up vortices that developed in regions of strong wind-shear found in the hurricane's eye wall. The strong damaging winds of the hurricane frequently cover the smaller tornado paths, making the separation of their damaging effects very difficult.

Some hurricanes seem to produce no tornadoes, while others develop multiple ones. Studies have shown that more than half of the land falling

hurricanes produce at least one tornado; Hurricane Buelah (1967) spawned 141 according to one study. In general, tornadoes associated with hurricanes are less intense than those that occur in the Great Plains. Nonetheless, the effects of tornadoes, added to the larger area of hurricane-force winds, can produce substantial damage.

We have no way at present to predict exactly which storms will spawn tornadoes or where they will touch down. The new Doppler radar systems have greatly improved the forecaster's warning capability, but the technology usually provides lead times from only a few minutes up to about 30 minutes. Consequently, preparedness is critical.

III. Operational Strategies and Response Protocols

A. Hurricane Status Conditions

1. Normal Conditions – Level IV

Under normal conditions the preparedness phase involves activities carried out in advance of a hurricane. These activities develop operational capabilities and improve effective response to tropical events. Hurricane plans should be developed and revised to guide disaster response and increase available resources. Planning activities should include training response personnel, improving public information and communications systems, establishing evacuation routes, and writing mutual aid agreements.

2. Potential Threat Sighted – Level III

When a tropical threat has been sighted, local officials must take action to increase readiness. Increased readiness actions include briefing government officials, reviewing plans, monitoring the progress of the threat, and conducting a vulnerability assessment.

3. Take Action to Save Life and Property – Level II

During the Watch & Warning phase, emphasis is placed on saving lives, protecting property, and minimizing the effects of the hurricane. At this stage, local emergency operation centers may be opened to coordinate the resources of public and private organizations. Actions are accomplished within the affected area by local and State agencies coming to agreement concerning evacuation timing and routing, the positioning of resources, and the issuance of emergency instructions to the public.

4. Initiate Evacuation of Affected Region – Level I

When the decision has been made by local and State authorities to evacuate, the Evacuation phase goes into effect. During this phase, warning systems are activated, resources are mobilized, and the media are providing the public with evacuation route information. The evacuation phase must conclude before the arrival of tropical storm force winds.

5. Confer with AEMA and County Representatives to Develop a Re-entry Plan

The Re-Entry phase begins immediately following the termination of a regional evacuation. Public information concerning re-entry should be disseminated immediately. Re-entry should begin in accordance with the Alabama Re-entry Protocols.

B. Evacuation Protocol

Evacuation involves direction, coordination, operations, and follow-through for the threat of a hurricane to the State of Alabama. State and local emergency management agencies (EMAs) and ESF support agencies will assist with evacuation of people in storm surge zones in the coastal counties and other vulnerable populations of the State during the threat of a hurricane.

1. Mitigation/Preparedness

a. Authorities

The Alabama Emergency Management Act provides the authority to the county commission or elected authority to order evacuation when deemed necessary to protect lives.

Elected officials base their decisions on a variety of factors with particular reliance upon recommendations from the local EMA director.

Each local government is responsible for evacuating areas within its jurisdiction and shall establish priorities and regulations regarding evacuation of residents and visitors.

During the threat of tropical systems, Alabama's two coastal counties are at the most risk and will implement evacuation plans derived from hazard analyses, such as storm surge zone maps and floodplain maps. Local agencies in the coastal area will open approved shelters for the threat of a Category 1 or 2 hurricane, but will direct evacuees out of the county for the threat of a major hurricane (a Category 3, 4, or 5).

Prior to public announcement, coastal counties should notify AEMA and neighboring/border counties of any decision to evacuate. Such action will enable agencies to prepare for traffic control and shelters.

Inland counties should consider recommendation of "in-county" evacuation to local shelters for residents who are vulnerable to floods and high winds such as people living along rivers or in manufactured housing. In most cases, it is not necessary for any inland county to issue an out-of county evacuation order.

In the event evacuation requirements are beyond the capabilities of the local government(s) affected, the Governor, through the Director of AEMA, has the authority to assume direction and control of the situation.

In most situations, however, State agencies, as coordinated by AEMA, will provide guidance and assist local governments with traffic control, public information and movement of special populations (e.g., elderly, hospital patients, and prisoners).

State agencies will be authorized to assist when a State of Emergency is declared by the Governor, usually at the Watch and Warning Phase.

b. Research

With the Federal Emergency Management Agency (FEMA) and the United States Army Corps of Engineers, AEMA periodically conducts a State Hurricane Evacuation Study (HES). The HES includes the National Hurricane Center SLOSH (Sea, Lake, and Overland Surge from Hurricanes) models for coastal Alabama, a vulnerability analysis, a human behavior analysis and a transportation analysis.

Research indicates that a significant percentage of the population in the coastal counties resides in some level of a storm surge zone. (Note: Most storm surge maps are overlays of several tracks, thus depicting worst case scenarios for each category of storm threat. Various model runs can be made to evaluate the potential storm surge for a more specific family of tracks).

Research also indicates that most people make the choice (evacuate or stay) as a personal decision based on their perceptions of an actual threat. Alabama has had few direct landfalls of a major hurricane. Therefore, high evacuation compliance is not expected for each threat. Based on evacuation history, public evacuation compliance could vary from less than 5% to over 80%.

The emergency management community emphasizes evacuation for the most vulnerable areas such as a Category 1 or 2 surge zone that includes the barrier islands. Most evacuation zones are designed by analysis of road networks and their relationship to the surge zones.

The studies and plans also take into account the increasing coastal area population and tourist estimates for evacuation zones and traffic control.

c. Clearance Times

"Clearance Time" is defined as the time necessary to clear evacuees from the evacuation zones (i.e., the time required to clear the roadways of all evacuating vehicles). Local evacuation zones are designed from SLOSH storm surge maps, the number of dwellings (permanent and manufactured homes) and their relation to road networks.

Clearance Time begins when the first vehicle enters the evacuation route network and ends when the last vehicle reaches the county line. Clearance Time is not how long it takes for a vehicle to travel out of a county that is being evacuated.

Clearance Times vary from one coastal county to another based on population and road networks. The number of hours required for clearance will also vary from threat to threat because most Clearance Times are calculated for an unlikely scenario of 100% participation rate.

Factors that could impact Clearance Times, besides time of day, are:

- Maximize (require maximum time)
- Inclement weather prior to onset of gale force winds
- Road construction
- High tourist occupancy (90% +)
- Special events (e.g., conventions, college football game)
- Military installation evacuations
- Evacuations in neighboring States Minimize (require less than listed times)
- Perception of threat by public based on media broadcasts
- Low tourist occupancy (50% or less)

- Phased evacuation plan execution
- Elected officials' decision making

Each coastal county has a copy of the HES with its recommended Clearance Times. Clearance Times are also in the HURREVAC program.

Emergency managers need to make the distinction between Clearance Times and Travel Times. Travel Times are estimates of the time it would take for one vehicle to travel from departure (after an evacuation order has been given) to destination. Travel Times will vary greatly from one evacuation event to another, depending on public response and other noted variables.

2. Response/Recovery

a. Decision Making

Elected officials weigh a number of factors in considering whether evacuation is necessary for their jurisdictions. They also consider directives about protective actions as recommended by emergency management agencies (EMAs).

To support such decisions, AEMA and the local EMA directors employ the latest technology while also discussing the situation with various Federal, State, and local agencies. Officials make recommendations and decisions as a joint process with consensus as a goal.

Governmental and commercial programs exist on web sites. Some programs track the storm while others are being developed to address potential storm damage of designated geographic areas.

HURREVAC is a computer program that graphically monitors the track of the storm based upon input of the official forecast advisories from the National Hurricane Center (NHC). Unlike public web sites, HURREVAC is available only to government officials. This Windows program also includes strike probabilities, inland wind potential effects, past hurricane tracks and an evacuation decision making feature that incorporates results of a coastal county’s Clearance Times with the 72-hour forecast. The Decision Arc feature of HURREVAC indicates the onset of gale force winds (when evacuation should end) with the county’s Clearance Times and stands as one critical factor to consider for evacuation.

While HURREVAC is the most comprehensive tool available for an evacuation recommendation, authorities should consider all available

information including special comments in the NHC "tropical discussion" and forecasts from local National Weather Service (NWS) meteorologists. The NHC, for example, employs the aid of several computer models before issuing each official forecast.

b. Strike Probabilities

Probabilities are expressed as percentages around the official forecast track of a storm up to three days into the future. It is the probability that a storm will make landfall or that the eye will come within 65 miles of a certain location. The NHC issues strike probabilities every six hours.

The NHC cautions that their forecasts and strike probabilities have error rates and therefore recommends that authorities take actions prior to the onset of the gale force winds (as opposed to the landfall or eye of the storm passing).

Maximum Probability	Hours before landfall (i.e., eye of the hurricane)
10%	72
13-18%	48
20-25%	36
35-45%	24
60-70%	12

Decision makers must consider a coastal county's Clearance Time with the strike probabilities. The NHC generally issues Hurricane Warnings approximately 24 hours prior to possible landfall. Gale force winds could arrive several hours prior to landfall. Thus, decisions could be made with only 25% strike probability in some cases.

c. Phased Evacuation

Most coastal EMAs recommend some form of phased evacuation so residents and visitors can depart in a timely and orderly manner. Local officials begin the consideration of their options during the Monitoring phase or when the NHC issues a Hurricane Watch. During the Watch and Warning phase, or during a Hurricane Warning, officials need to decide what phase, if any, to implement for asking people to relocate based on the county's designated evacuation zones.

AEMA, Alabama Department of Transportation (DOT) and Alabama Department of Public Safety (DPS) should coordinate closely with each coastal county for staged evacuation because evacuations by neighboring

States and counties could cause convergence if the timing is not calculated properly.

Each staged evacuation order should note the kinds of future evacuation orders that could follow at a later time, based on forecasts from the NHC.

The basic phases are:

Voluntary-Partial: (barrier islands, beaches, residents in Category 1or 2 storm surge areas or evacuation zones, people with severe special needs and people living in manufactured housing).

Voluntary-Full: (entire County encouraged to leave with continued emphasis on people remaining in Category 1 and 2 storm surge areas, 100-year flood plains and manufactured housing).

Mandatory-Partial: (authorities request compliance for people to leave islands, beaches and other storm surge areas).

Mandatory-Full: (authorities request compliance for all people living in Category 1-5 storm surge areas to depart before onset of gale force winds).

Authorities can accelerate, interchange, skip or rescind phased evacuation procedures depending upon the latest NHC forecast or other factors.

d. Traffic Control

The Department of Transportation (DOT) and Department of Public Safety (DPS), with AEMA, will coordinate with local governments including law enforcement, for monitoring and assisting the orderly flow of traffic.

Local law enforcement should coordinate any road closures, exit closures and evacuation route changes with the AEOC.

A number of variables that could impact traffic control:

- Number of vehicles
- Number of travel lanes available
- Maintained vehicle speed
- Daylight or night travel
- Number of points of entry and exit from evacuation arteries

- Control of traffic and clarity of directional signs
- Frequency and severity of transportation breakdowns
- Location of roadway accidents
- Percentage of trucks and buses
- Weather conditions

Local authorities will monitor traffic control at designated critical intersections and coordinate information about bridges, boaters and train crossings.

DOT and DPS will communicate with local EOCs and local law enforcement agencies regarding traffic flow. After reviewing the web-based travel demand forecast models and traffic count reports, DOT and DPS could make adjustments with local law enforcement with officers on site and/or variable message boards and mobile traffic signals.

e. I-65 Lane Reversal Contingency Plan

DOT, in coordination with DPS, AEMA, and Public Information agencies in the local EOCs, has the option to turn all lanes northbound on I-65. They would consider the lane reversal beginning in Baldwin County at exit 31just north of Bay Minette and terminating in Montgomery County at exit 168 just south of Montgomery.

DOT would make the decision on an event-by-event basis; depending on the public response for mandatory evacuations along the Alabama coast as well as evacuation flow from Florida, Georgia, and Mississippi.

AEMA, DOT, and local EMAs will publicize all available evacuation routes to avoid a convergence on I-65. They will provide information on when the plan is in effect and other procedures for travelers to follow, including what exits are open and closed and where motels, hotels, and public shelters are located.

f. Out-of-State Coordination

For the threat of some major hurricanes, AEMA, DOT and DPS will activate an evacuation liaison cadre in the AEOC to coordinate with local EOCs, State EOCs in Florida, Georgia, and Mississippi and the FEMA evacuation liaison team at the FEMA ROC in Atlanta.

The liaison teams will employ the use of the web-based travel demand forecast computer models and HURREVAC as resources to determine the impact of interstate travel and make recommendations about traffic management. The teams will also recommend specific evacuation stages for the two coastal counties if necessary.

Public Information agencies in the AEOC will exchange information with State agencies such as the Department of Agriculture and Industry (AGI) and Alabama Department of Economic and Community Affairs (ADECA) about lodging availability and recommended evacuation routes.

3. Re-entry Protocol

These policies have been established to aide conjoined communities which may be adversely affected by an uncoordinated re-entry process. They are not intended to dilute the power of local officials or restructure the routine reentry policies of local communities. It remains AEMA's mission to facilitate a cohesive, well-coordinated approach to evacuation and re-entry procedures, Statewide.

4. Direction and Control

Operations and missions required as a result of a hurricane will be carried out during the response and recovery phases.

A. The Response Phase

The Response Phase occurs prior to landfall and lasts until lifeline systems are at least partially restored. During this phase, functions which are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

B. The Recovery Phase

There are usually no clear distinctions between when the Response Phase ends and the Recovery Phase begins. There is typically a time period after the hurricane in which both phases are in effect simultaneously. The Recovery Phase begins a few days after the hurricane and can last as long as two years. During this phase, the Federal government provides disaster relief upon Presidential Disaster Declaration. Functions during this phase include Federal relief under PL 93-288 for public and individual assistance, establishment of Disaster Response Centers, establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or to an improved state.

The AEMA Planning Division Director will serve as the Re-entry Coordinator in the AEOC to handle all related re-entry issues. A re-entry team consisting of representatives from DPS, DOT, the Association of County Commissioners of Alabama, and the Re-entry Coordinator will be assembled in the AEOC. They have been tasked with the responsibility of coordinating all reentry decisions as needed from the AEOC to the JOCs.

C. Re-entry Requirements

All re-entry requires that everyone has some form of picture identification, classifying them clearly as an employee with critical response functions. In addition, some communities may issue re-entry placards or stickers. However, these items do not substitute for picture identification. Families may not return with individuals in possession of re-entry cards.

Phase 1 – State & Local Authorized Re-entry

a. Response Level 1 (State Response)

This stage requires a response from the DOT, DPS, and the AEMA, unless the agencies listed on the next page are requested. During this phase only critical work force personnel will be allowed back into the impacted communities to assess damages and begin repairs. Critical workforce personnel and agencies may include:

(1) Utilities including – Power and Gas

(2) Emergency Medical Services

(3) Alabama Forestry Commission

(4) Law Enforcement and Fire Services

(5) Media remain at check points

b. Response Level 2 (Local Response)

This stage will be restricted to local government staff, law enforcement, utility workers, and emergency personnel. County work crews will be allowed to return and begin the repair process. As roads, highways, and bridges are cleared and declared safe for use, additional agencies and personnel will be allowed to return. Depending on the extent of damages, members of the working media may be allowed escorted entry into the evacuated zone.

Objectives

The safety of the public will be taken into consideration at all times during the re-entry process. No citizens or property owners will be readmitted until the following objectives have been met:

- Utility items have been surveyed and deemed to be safe, passable, or operational.

- Natural gas lines (water/sewer, electric,) must be surveyed for damage and checked for possible breaks

- Water/sewer lines must have adequate water pressure and present no health risks from raw sewage contamination.

- Downed power lines, which might pose safety or health problems to residents or property owners, must be removed.

- A 12 foot roadway through major intersections must be cleared.

- The structural integrity of bridges and overpasses to provide routes for county public works and transportation crews must be determined to be sound.

- All streets/roads must be cleared of as much debris as possible or deemed to be safe for vehicular traffic in damaged areas.

Phase II – Public Re-entry

After the impacted areas have been secured by local officials and deemed safe for access, anyone with evidence of business ownership or residency in the evacuated area, will be allowed entry. Re-entry access may be terminated at any time to ensure restoration of services.

During evacuations where major destruction to private or public property has occurred, local officials are responsible for providing escorted transportation to residents and business owners. The objective is to allow residents and business owners the opportunity to return to their properties as quickly as possible under safe conditions so they can assess the extent of damage.

Note: Officials and residents should be reminded that the time between Phase I and Phase II could be several days. The decision to re-open or begin the phased re-entry process is contingent upon the following criteria:

• The extent of damage to impacted areas. The State of Alabama will conduct Public Damage Assessments (PDAs).

• Following a joint conference call between AEMA, DOT, and the DPS.

• All municipalities and local jurisdictions have agreed to follow the guidelines established in the Post Evacuation Agreement.

Phase III - Normal Operations

Restoration to normal operations.

Re-entry Planning Assumptions

(1). Re-entry procedures following hurricanes are exacerbated due to:

• Potential magnitude and scope

• Mass evacuations

(2). Officials should prepare for solutions to allow limited access after 72 hours, recognizing that health and safety conditions could still be severely compromised.

(3). Authorities will be able to control re-entry for coastal zones (e.g., barrier islands and beaches) more than for mainland areas.

(4). State and Federal agencies will immediately make a presence, but re-entry will be initiated at the local level.

(5). Conditions inland will have a direct effect on re-entry to the coast.

(6). Public Information under ESF 15 (External Affairs) will be vital to effective re-entry.

(7). Staff reinforcement at all levels will be required because many of the staff in re-entry will be the same workers who were on duty in the pre-landfall phases.

(a). Initial ESFs in Re-entry

Some of the initial ESFs in re-entry are:

• Transportation (ESF 1)

- Communications (ESF 2)
- Public Works (ESF 3)
- Fire Fighting (ESF 4)
- Information and Planning (ESF 5)
- Health and Medical Services (ESF 8)
- Law Enforcement and Security (ESF 13)
- External Affairs (ESF 15)

C. AEMA Actions for Tropical Storms/Hurricanes

1. Hurricane Staging Areas

Staging areas are strategically located sites around the State for use in times of disasters. These assembly points can be activated either before the landfall of a hurricane, usually during the Watch and Warning Phase -when a State of Emergency is declared by the Governor, or immediately after the storm passes. State agencies and other organizations can bring personnel and equipment to the sites. The groups can more easily coordinate and begin reentry to assist communities affected by the storm.

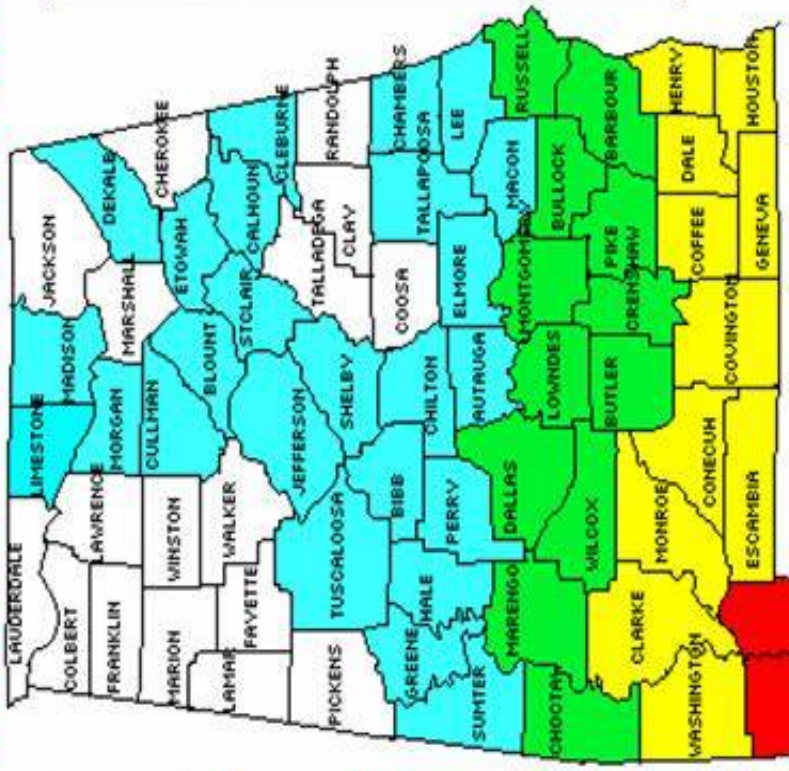
AEMA will coordinate the activation of the sites with the local emergency management agency director, the Alabama Department of Defense/National Guard and the Alabama Department of Transportation. In preparedness, local and State officials should notify AEMA of any changes affecting the site. For activation, the three organizations would consider an advance team to review and secure the site before staff and supplies are mobilized. Staging areas and personnel lodging facilities will be separate from public shelters.

IV. Administrative Support

Each State agency will have to develop internal staffs and procedures for administrative support.

ALABAMA HURRICANE IMPACT ZONES

Note:
All of Alabama Has the Potential For Inland Wind Damage and Flooding from Rains Associated with Tropical Storms And Hurricanes



ZONE 5

ZONE 4

ZONE 3

ZONE 2

ZONE 1

Zones explained on page 2

ALABAMA HURRICANE IMPACT ZONES

ZONE 5

Possible HIGH wind damage, tornadoes, and associated flooding. Response and recovery functions may be required.

ZONE 4

Expect evacuees from South Alabama, Florida, Mississippi, and Louisiana. Reception and sheltering will be anticipated. Possible response and recovery support. Probability of inland wind damages, associated tornadoes and possible flooding. Major Hotel/Motel usage by evacuees.

ZONE 3

Expect evacuees from South Alabama, Florida, Mississippi, and Louisiana. Reception and sheltering will be anticipated. High probability of damaging winds including associated tornadoes. Flooding likely in low-lying areas. Probable response and recovery support. Major Hotel/Motel usage by evacuees.

ZONE 2

Major probability of damaging inland winds including resultant tornadoes and straight line winds. Flooding in low areas is highly possible. Critical impact from evacuees from the Panhandle of Florida. Some evacuees from Mississippi and Louisiana and other locations. Reception and sheltering will be anticipated.

ZONE 1

Highest potential impact from any landfalling hurricane. Surge possibility on coastal areas and in Mobile Bay upward into the Mobile Basin. Greatest risk of wind damage and flooding in low lying areas. Shelters to be operated in certain areas dependent on the strength of the hurricane. Greatest need to evacuate population from designated areas and specific structures.

Saffir/Simpson Hurricane Scale

Courtesy of National Hurricane Center

This can be used to give an estimate of the potential property damage and flooding expected along the coast with a hurricane.

Category	Definition	Effects
One	Winds 74-95 mph	No real damage to building structures. Damage primarily to unanchored mobile homes, shrubbery, and trees. Also, some coastal road flooding and minor pier damage
Two	Winds 96-110 mph	Some roofing material, door, and window damage to buildings. Considerable damage to vegetation, mobile homes, and piers. Coastal and low-lying escape routes flood 2-4 hours before arrival of center. Small craft in unprotected anchorages break moorings.
Three	Winds 111-130 mph	Some structural damage to small residences and utility buildings with a minor amount of curtain wall failures. Mobile homes are destroyed. Flooding near the coast destroys smaller structures with larger structures damaged by floating debris. Terrain continuously lower than 5 feet ASL may be flooded inland 8 miles or more.
Four	Winds 131-155 mph	More extensive curtain wall failures with some complete roof structure failure on small residences. Major erosion of beach. Major damage to lower floors of structures near the shore. Terrain continuously lower than 10 feet ASL may be flooded requiring massive evacuation of residential areas inland as far as 6 miles.
Five	Winds greater than 155 mph	Complete roof failure on many residences and industrial buildings. Some complete building failures with small utility buildings blown over or away. Major damage to lower floors of all structures located less than 15 feet ASL and within 500 yards of the shoreline. Massive evacuation of residential areas on low ground within 5 to 10 miles of the shoreline may be required.

Hurricane/Tropical Storm EOC activation Levels

EOC Activation Level	Sequence of Events	Actions
IV	More than 120 hours (before landfall)	
III	T-120 hours to T-72 hours	
III	T-72 hours to T-48 hours	
II	T-48 hours to T-24 hours (Watch)	
I	T-24 hours to T+72 hours (Warning & Recovery)	

A.

Flooding

I. Introduction

A. Purpose

The purpose of this appendix is to describe the policies and procedures that will be implemented when responding to disasters with flooding damage.

B. Scope

This appendix covers all areas within the State of Alabama. The types of flooding in Alabama are: Riverine Flooding, Flash Flooding, Coastal Inundation Flooding and Dam Failure Flooding.

II. Situation and Assumptions

A. Situation

1. All counties in Alabama can be affected by flooding.

2. There may be little or no advanced warning that flooding is eminent.

3. Flooding is the disaster that occurs most frequently and causes the greatest amount in aggregate dollar losses in Alabama.

4. Increasing development in flood hazard areas will expose greater numbers of individuals and property to flood related damages.

5. Past structural mitigation projects may well exacerbate flood damages wrought by a major flooding event.

B. Assumptions

1. Local resources may be rendered useless or severely degraded as the result of a flood.

2. Large numbers of flood evacuees requiring mass care are possible.

3. Local infrastructure may be compromised as a result of flooding.

3. Flood related hazmat spills are common and pose an eminent threat to public safety.

4. Widespread contamination of potable water supplies may occur as a result of flooding.

5. Waste water and/or sewer system breaches by flood waters will create toxic environmental and public health hazards.

6. Recovery of pets and livestock may be required. Additionally, retrieval and disposal of animal carcasses may be required to ensure both public and animal health.

7. Debris removal will be required to facilitate response and recovery efforts.

8. Mortuary services may be required in a mass casualty event. Federal assistance may be needed.

9. Flooding can create increased demands for emergency medical services.

10. Health care facilities may be impacted by damage, potentially limiting the number of hospital beds and supplies that are available immediately following a severe flood.

11. The number of health care professionals available may also be limited in the aftermath of a flood because some professionals may be isolated from their work places, as well as among the dead and injured.

12. A damaging flood may cause a serious loss of employment, which could impact economic factors at the local level.

13. Following a flood, the affected area may be isolated from surrounding areas. Therefore, planning and coordination among communities in the affected area is essential for effective emergency response.

14. In the event rubble and debris resulting from a flood prevent access to the affected area for a prolonged time, helicopters may be used to bring rescue teams in and remove casualties from the area.

15. Food supply lines could break down.

16. The first few hours following a flood are critical in saving the lives of people trapped in vehicles, trees, atop structures, etc. Therefore, the use of local resources during the initial response

period will be essential until State and Federal support is available.

18. It may be several hours before personnel and equipment can be mobilized and initial teams deployed to affected areas. Therefore, State and local resources will be relied upon heavily in the period immediately following the flood.

III. Mission

To establish basic policies for direction and control of emergency operations in response to a flood.

I. Direction and Control

Any required State Direction and Control for flood operations is exercised by the Governor, through his designated representative. Federal resources, which supplement State efforts, will be directed by the State in coordination with the Federal government agency that supplies them.

II. Concept of Operations

A. Emergency responsibilities assigned to State agencies for flood response parallel those for other disaster operations. All agencies will utilize the Incident Command System and National Incident Management System structure to exercise command and control during incident operations.

B. When a flood occurs, local authorities within damaged areas will use available resources to protect life and property and reduce, to the extent possible, the suffering and hardships on individuals. If local resources prove to be inadequate or are exhausted, assistance will be requested from other jurisdictions through mutual aid procedures.

1. These procedures need to be in place before the incident to insure legal and financial conditions are delineated. Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.

2. When requirements are beyond the capability of local government, requests for assistance will be forwarded to AEMA in accordance with this plan.

3. When resource requirements cannot be met with State resources, AEMA will request Federal assistance in accordance with applicable Federal laws, policies, procedures, and plans.

C. Emergency operations will begin with the occurrence of a damaging flood and continue until emergency operations are no longer required.

D. Operations and missions required as a result of a flood will be carried out during the response and recovery phases.

1. The Response Phase

The Response Phase occurs prior to, or in the event of a dam failure immediately after, from the onset of the flood and lasts until lifeline systems are at least partially restored During this phase, functions which are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

2. The Recovery Phase

There are usually no clear distinctions between when the Response Phase ends and the Recovery Phase begins. There is typically a time period after the flood in which both phases are in effect simultaneously. The Recovery Phase begins a few days after the flood and can last as long as two years. During this phase, the Federal government provides disaster relief upon Presidential Disaster Declaration. Functions during this phase include Federal relief under PL 93-288 for public and individual assistance, establishment of Disaster Assistance Centers, establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or to an improved State.

III. Administrative Support

A. Each State agency will have to develop internal staffs and procedures for administrative support.

Severe Weather

I. Introduction

A. Purpose

The purpose of this appendix is to describe the policies and procedures that will be implemented when responding to disasters with severe weather damage.

B. Scope

This appendix covers all areas within the State of Alabama.

II. Situation and Assumptions

A. Situation

1. Severe weather includes severe thunderstorms, ice storms, and tornados.

2. Damage to the natural and built environment can occur when severe weather strikes an area. Downed trees can damage power lines, structures, and make roads impassable.

3. Severe weather can disrupt communications and transportation infrastructure, damage structures, and cause injuries.

4. Severe weather can be experienced throughout the State of Alabama and the entire population is at risk. This threat includes deaths and injuries to residents, as well as widespread property damage.

    - There is a continuous need to increase severe weather awareness among all Alabama citizens.

5. Severe weather occurs often.

    a. Effects of severe weather include:

        - Structural damage.

- Power interruption.
- Fires resulting from lightning or downed power lines
- Downed trees resulting in impassable roads.
- Downed telecommunications lines.
- Damaged or destroyed critical facilities.

b. The greatest hazard potential is in vehicles, portable buildings, and buildings with large roof spans. Strong winds associated with a tornado or straight line winds can overturn vehicles or portable buildings. Buildings with large roof spans are particularly at risk of structural damage.

B. ASSUMPTIONS

1. General Assumptions

a. The State of Alabama is vulnerable to a significant threat of damage from severe weather throughout the State.

b. Typical damage could be buildings damaged or destroyed and infrastructure disrupted.

c. Additional damage can be caused by hail, lightning, and rising water due to heavy rains.

2. Specific Assumptions

a. Medical

- Severe weather can create increased demands for emergency medical services.
- Health care may be impacted by damage, potentially limiting the number of hospital beds and medical supplies that are available immediately following a severe weather event.
- The number of health care professionals available may also be limited in the aftermath of a severe weather event because some professionals may be isolated from their work places, as well as among the dead and

injured.

- Existing emergency medical services may be unable to respond in a meaningful manner. In this event, the National Disaster Medical System (NDMS) may be called upon to assist in relief efforts.

- The number of fatalities may overwhelm the local mortuary services and the county coroner. Federal assistance may be needed.

b. Economic

- Business and industry may not be prepared for adequate response to severe weather. Businesses that rely on networked, computer-based systems are particularly vulnerable.

- Impairment of banking systems, which use electronic fund transfers, could result in widespread economic problems.

- A damaging severe weather event may cause a serious loss of employment, which could impact economic factors at the local level.

c. Relief Efforts

- Following a severe weather event, the affected area may be isolated from surrounding areas. Therefore, planning and coordination among communities in the affected area is essential for effective emergency response.

- In the event debris resulting from a severe weather event prevent access to the affected area for a prolonged time, helicopters may be necessary to bring rescue teams in and remove casualties from the area.

- Food supply lines could break down.

- The first few hours following a severe weather event are critical in saving the lives of people trapped in collapsed buildings. Therefore, the use of local resources during the initial response period will be

essential until State and Federal support is available.

- It may be several hours before personnel and equipment can be mobilized and initial teams deployed to affected areas. Therefore, State and local resources will be relied upon heavily in the period immediately following the severe weather event.

d. Secondary Effects

- The severe weather event may trigger one or more secondary events such as the release of hazardous materials, or fires.

- Fires, burning out of control, involving major portions of a city are possible in the business sections because of the nature and density of construction in the affected areas. Large, uncontrolled fires are less likely in residential areas because the housing density is less than in the business sections. However, there may be some individual or small group fires that occur as the result of miscellaneous damage related factors or weather conditions.

- Hazardous material releases ranging from minor environmental impact to major environmental impact may occur.

e. Structural Damage

- Deaths and injuries are expected to be principally the result of the failure of man made structures, particularly portable buildings and commercial buildings with large roof spans.

f. Utilities

- In the civil sector there may be minimal communications for a considerable length of time.

- Commercial telephone service is vulnerable, particularly due to the existence of above-ground telephone lines. Should the Public Switched Telephone Network fail, the Amateur Radio Emergency System (ARES) and/or Radio Amateur Civil Emergency Service (RACES) may be implemented to support relief

efforts.

- Also affected will be cellular telephone service. Towers could potentially be overloaded by a large number of calls placed from the area of the severe weather incident.

- Electrical power systems are among the most fragile in the event of severe weather. Because they are also among the most essential of the utilities, even a short-term loss can be a major setback to a community. The loss of electric power during or after a severe weather event may mean no water to fight fires or for drinking water, no light or heat, no communications, no sewage pumps, etc.

g. Transportation

- Damage to transportation systems may complicate recovery efforts following a severe weather event. The loss or impairment of major rail and highway links serving the area may significantly increase the difficulty of rescue and relief efforts, and could potentially have a long term disrupting effect upon regional and national commerce.

- Partial or limited availability of airport facilities is expected following a severe weather event. Facilities that rely on electrical power, i.e. navigation aids and runway lighting, may be out of commission for some period of time, even if emergency power is available. Runways may be available at least for limited use, even in severely affected areas.

- Debris removal may be a major problem.

III. Mission

To establish basic policies for direction and control of emergency operations in response to a severe weather event.

IV. Direction and Control

Any required State Direction and Control for severe weather event operations is exercised by the Governor, through his designated representative. Federal resources, which supplement State efforts, will be directed by the State in coordination with the Federal

government agency that supplies them.

V. Concept of Operations

A. Emergency responsibilities assigned to State agencies for severe weather response operations parallel those for other disaster operations. All agencies will utilize the Incident Command System and National Incident Management System structure to exercise command and control during incident operations.

B. When severe weather occurs, local authorities within damaged areas will use available resources to protect life and property and reduce, to the extent possible, the suffering and hardships on individual. If local resources prove to be inadequate or are exhausted, assistance will be requested from other jurisdictions through mutual aid procedures.

1. These procedures need to be in place before the incident to insure legal and financial conditions are delineated. Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.

2. When requirements are beyond the capability of local government, requests for assistance will be forwarded to AEMA in accordance with this plan.

3. When resource requirements cannot be met with State resources, AEMA will request Federal assistance in accordance with applicable Federal laws, policies, procedures, and plans.

C. Emergency operations will begin with the occurrence of severe weather and continue until emergency operations are no longer required.

D. Operations and missions required as a result of severe weather will be carried out during the response and recovery phases.

1. The Response Phase

The Response Phase occurs from the onset of severe weather and lasts until lifeline systems are at least partially restored. During this phase, functions which are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

2. The Recovery Phase

There are usually no clear distinctions between when the Response Phase ends and the Recovery Phase begins. There is typically a time period after the severe weather in which both phases are in effect simultaneously. The Recovery Phase begins a few days after the severe weather event and can

last as long as two years. During this phase, the Federal government provides disaster relief upon Presidential Disaster Declaration. Functions during this phase include Federal relief under PL 93-288 for public and individual assistance, establishment of Disaster Assistance Centers, establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or to an improved State.

VI. Administrative Support

Each State agency will have to develop internal staffs and procedures for administrative support.

The Fujita Scale for Rating Tornados

F-Scale Number	Intensity Phase	Wind Speed	Type of Damage Done
F0	Gale tornado	40-72 mph	Some damage to chimneys; breaks branches off trees; pushes over shallow-rooted trees; damages sign boards.
F1	Moderate tornado	73-112 mph	The lower limit is the beginning of hurricane wind speed; peels surface off roofs; mobile homes pushed off foundations or overturned; moving autos pushed off the roads; attached garages may be destroyed.
F2	Significant tornado	113-157 mph	Considerable damage. Roofs torn off frame houses; mobile homes demolished; boxcars pushed over; large trees snapped or uprooted; light object missiles generated.
F3	Severe tornado	158-206 mph	Roof and some walls torn off well constructed houses; trains overturned; most trees in forest uprooted.
F4	Devastating tornado	207-260 mph	Well-constructed houses leveled; structures with weak foundations blown off some distance; cars thrown and large missiles generated.
F5	Incredible tornado	261-318 mph	Strong frame houses lifted off foundations and carried considerable distances to disintegrate; automobile sized missiles fly through the air in excess of 100 meters; trees debarked; steel reinforced concrete structures badly damaged.

To Be Published

Incident Annex D: Food and Agriculture Safety Incident

Coordinating Agency:	Alabama Department of Agriculture and Industries
Cooperating Agencies:	Alabama Emergency Management Agency Department of Public Health Department of Environmental Management Department of Public Safety Department of Conservation Military Department Alabama Department of Homeland Security

I. Purpose

This Annex establishes a State policy to defend the agriculture and food system against terrorist attacks, major disasters, and other emergencies.

II. Background

The State of Alabama agriculture and food systems are vulnerable to disease, pest, or poisonous agents that occur naturally, are unintentionally introduced, or are intentionally delivered by acts of terrorism. Alabama's agriculture and food system is an extensive, open, interconnected, diverse, and complex structure providing potential targets for terrorist attacks. We should provide the best protection possible against a successful attack on the Alabama agriculture and food system, which could have catastrophic health and economic effects.

III. Definitions.

In this annex:

(a) The term critical infrastructure has the meaning given to that term in section 1016(e) of the USA PATRIOT Act of 2001 (42 U.S.C. 5195c (e)).

(b) The term key resources has the meaning given that term in section 2(9) of the Homeland Security Act of 2002 (6 U.S.C. 101(9)).

(c) The term Federal departments and agencies means those executive departments enumerated in 5 U.S.C. 101, and the Department of Homeland Security; independent establishments as defined by 5 U.S.C. 104(1); Government corporations as defined by 5 U.S.C. 103(1); and the United States Postal Service.

(d) The terms State, and local government, when used in a geographical sense, have the same meanings given to those terms in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101).

(e) The term Sector-Specific Agency means a State or Federal department or agency responsible for infrastructure protection activities in a designated critical infrastructure sector or key resources category.

IV. Policy

It is the policy of the State of Alabama to protect the agriculture and food system from terrorist attacks, major disasters, and other emergencies by:

(a) Identifying and prioritizing sector-critical infrastructure and key resources for establishing protection requirements;

(b) Developing awareness and early warning capabilities to recognize threats;

(c) Mitigating vulnerabilities at critical production and processing nodes;

(d) Enhancing screening procedures for domestic and imported products; and

(e) Enhancing response and recovery procedures.

In implementing this directive, State departments and agencies will ensure that homeland security programs do not diminish the overall economic security of the State of Alabama.

V. Roles and Responsibilities

- As established in Homeland Security Presidential Directive-7 (HSPD-7), the Secretary of Homeland Security is responsible for coordinating the overall national effort to enhance the protection of the critical infrastructure and key resources of the United States. The Director of the Alabama Department of Homeland Security shall serve as the principal State official to lead, integrate, and coordinate implementation of efforts among State and local governments, Federal departments and agencies, and the private sector to protect critical infrastructure and key resources. This annex shall be implemented in a manner consistent with HSPD-7.

- The Directors of Agriculture and Industries, Public Health Department, Department of Public Safety and the Director of the Department of Environmental Management will perform the responsibilities of Sector-Specific Agencies as delineated in HSPD-7.

A. Awareness and Warning

The Directors of Agriculture and Industries, Public Health Department, Department of Environmental Management, and the heads of other appropriate State departments and agencies shall build upon and expand current monitoring and surveillance programs to:

1. Develop robust, comprehensive, and fully coordinated surveillance and monitoring systems for animal disease, plant disease, wildlife disease, food, public health, and water quality that provides early detection and awareness of disease, pest, or poisonous agents;

2. Develop systems that, as appropriate, track specific animals and plants, as well as specific commodities and food; and

3. Develop statewide laboratory networks for food, veterinary, plant health, and water quality that integrate existing State and Federal laboratory resources, are interconnected, and utilize standardized diagnostic protocols and procedures.

B. The Director of Agriculture and Industries and the Director of the Department of Public Safety, in coordination with the Directors of Homeland Security, Public Health Department, and the Department of Environmental Management, shall develop and enhance intelligence operations and analysis capabilities focusing on the agriculture, food, and water sectors. These intelligence capabilities will include collection and analysis of information concerning threats, delivery systems, and methods that could be directed against these sectors.

C. The Director of Agriculture and Industries shall coordinate with the Directors of Homeland Security, Public Health Department, and the Department of Environmental Management, and the heads of other appropriate State departments and agencies to create a new biological threat awareness capacity that will enhance detection and characterization of an attack. This new capacity will build upon the improved and upgraded surveillance systems and integrate and analyze domestic surveillance and monitoring data collected from human health, animal health, plant health, food, and water quality systems.

D. Vulnerability Assessments. The Directors of Agriculture and Industries, Department of Public, and Homeland Security shall expand and continue vulnerability assessments of the agriculture and food sectors. These vulnerability assessments should identify requirements of the State Infrastructure Protection Plan developed by the Director of Homeland Security, as appropriate, and shall be updated every 2 years.

VI. Mitigation Strategies

A. The Director of Agriculture and Industries, working with the Directors of Homeland Security, Department of Public Health, Department of Environmental Management, Department of Public Safety, and the heads of other appropriate State departments and agencies shall prioritize, develop, and implement, as

appropriate, mitigation strategies to protect vulnerable critical nodes of production or processing from the introduction of diseases, pests, or poisonous agents.

B. The Directors of Agriculture and Industries, Department of Public Health and Homeland Security shall build on existing efforts to expand development of common screening and inspection procedures for agriculture and food items entering the State of Alabama and to maximize effective domestic inspection activities for food items within the State.

VII. Response Planning and Recovery

A. The Director of Agriculture and Industries, in coordination with the Directors of Homeland Security, Department of Public Health, Department of Environmental Management, and Department of Public Safety will ensure that the combined State and local response capabilities are adequate to respond quickly and effectively to a terrorist attack, major disease outbreak, or other disaster affecting the state agriculture or food infrastructure. These activities will be integrated with national homeland security preparedness activities developed under HSPD-8 on National Preparedness.

B. The Director of Agriculture and Industries, in coordination with the Directors of Homeland Security, Department of Public Health, Department of Public Safety, and Department of Environmental Management, shall develop a coordinated agriculture and food-specific standardized response plan that will be integrated into the State Emergency Operations Plan. This plan will ensure a coordinated response to an agriculture or food incident and will delineate the appropriate roles of State, local, Federal and private sector partners, and will address risk communication for the general public.

C. The Directors of Agriculture and Industries and Department of Public Health, in coordination with the Directors of Homeland Security and the Department of Environmental Management, shall enhance recovery systems that are able to stabilize agriculture production, the food supply, and the economy, rapidly remove and effectively dispose of contaminated agriculture and food products or infected plants and animals, and decontaminate premises.

D. The Director of Agriculture and Industries shall study and make recommendations to the Homeland Security Office for the use of existing, and the creation of new, financial risk management tools encouraging self-protection for agriculture and food enterprises vulnerable to losses due to terrorism.

E. The Director of Agriculture and Industries, in coordination with the Director of Homeland Security, and in consultation with the Directors of the Department of Public Health and Department of Environmental Management, shall work with local governments and the private sector to develop:

1. A process to access the National Veterinary Stockpile (NVS) containing sufficient amounts of animal vaccine, antiviral, or therapeutic products to appropriately respond to the most damaging animal diseases affecting human health and the economy and that will be capable of deployment within 24 hours of an outbreak. The NVS shall leverage where appropriate the mechanisms and infrastructure that have been developed for the management, storage, and distribution of the Strategic National Stockpile.

2. A process to access the National Plant Disease Recovery System (NPDRS) capable of responding to a high-consequence plant disease with pest control measures and the use of resistant seed varieties within a single growing season to sustain a reasonable level of production for economically important crops. The NPDRS will utilize the genetic resources contained in the U.S. National Plant Germplasm System, as well as the scientific capabilities of the Federal-State-industry agricultural research and extension system. The NPDRS shall include emergency planning for the use of resistant seed varieties and pesticide control measures to prevent, slow, or stop the spread of a high-consequence plant disease, such as wheat smut or soybean rust.

VIII. Outreach and Professional Development

A. The Director of Agriculture and Industries, in coordination with the Directors of Homeland Security, Department of Public Health, and the heads of other appropriate State departments and agencies, shall work with appropriate private sector entities to establish an effective information sharing and analysis mechanism for agriculture and food.

B. The Directors of Agriculture and Industries and Department of Public Health Services, in consultation with the Directors of Homeland Security and Department of Education, shall support the development of and promote higher education programs for the protection of animal, plant, and public health. To the extent permitted by law and subject to availability of funds, the program will provide procedures for accessing capacity building grants to colleges and schools of veterinary medicine, public health, and agriculture that design higher education training programs for veterinarians in exotic animal diseases, epidemiology, and public health as well as new programs in plant diagnosis and treatment.

C. The Directors of Agriculture and Industries and Department of Public Health, in consultation with the Directors of Homeland Security and Department of Education, shall support the development of and promote a higher education program to address protection of the food supply. To the extent permitted by law and subject to the availability of funds, the program will provide procedures for accessing capacity-building grants to universities for interdisciplinary degree programs that combine training in food sciences, agriculture sciences, medicine, veterinary medicine,

epidemiology, microbiology, chemistry, engineering, and mathematics (statistical modeling) to prepare food defense professionals.

D. The Directors of Agriculture and Industries, Department of Public Health and Homeland Security shall establish opportunities for professional development and specialized training in agriculture and food protection, such as internships, fellowships, and other post-graduate opportunities that provide for homeland security professional workforce needs.

IX. Research and Development

A. The Directors of Agriculture and Industries, Homeland Security, Department of Public Health, Department of Environmental Management and the heads of other appropriate State departments and agencies will accelerate and expand development of current and new countermeasures against the intentional introduction or natural occurrence of catastrophic animal, plant, and zoonotic diseases. The Director of Agriculture and Industries will coordinate these activities. This effort will include countermeasure research and development of new methods for detection, prevention technologies, agent characterization, and dose response relationships for high-consequence agents in the food and the water supply.

B. The Directors of Agriculture and Industries and Homeland Security will develop a plan to provide access to safe, secure, and state-of-the-art agriculture biocontainment laboratories that research and develop diagnostic capabilities for foreign animal and zoonotic diseases.

C. Nothing in this annex alters, or impedes the ability to carry out, the authorities of the State departments and agencies to perform their responsibilities under law and consistent with applicable legal authorities.

D. This annex is intended only to improve the internal management of the executive branch of the State Government, and it is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity, against the State of Alabama, its departments, agencies, or other entities, its officers or employees, or any other person.

TAB A – Veterinary Services and Animal Care
TAB B – Animal Diseases

Tab A (Animal Care) to Incident Annex D (Food and Agriculture Safety) to State of Alabama Emergency Operations Plan (EOP)

Primary Agency: Department of Agriculture and Industry

Support Agencies: Department of Transportation
Alabama Emergency Management Agency
Department of Conservation and Natural Resources
Alabama Department of Environmental Management
Department of Public Health
Military Department
Department of Corrections

Primary Points of Coordination and Associated Actions:

- ESF #1 (Transportation): transportation assets
- ESF # 5 (Emergency Management): coordinates mission assignments and consolidates SITREPS.
- ESF #8 (Public Health & Medical Services): coordinates public health issues.

I. Introduction

A. Purpose

This tab provides guidelines for rapid response to disasters affecting the health, safety, and welfare of human beings and animals. Veterinary medicine and animal care resources in emergency preparedness, response, and recovery include, but are not limited to, small and large animal care, facility usage, displaced pet/livestock assistance, and mass animal fatalities.

B. Scope

The Department of Agriculture and Industries (AGI) plans and coordinates actions to prevent the loss of animals due to a disaster, and if necessary, disposal of animal carcasses.

II. Policies

The assets available to AGI will be used to assist county emergency operations with their effort to move animals, recover from disaster, prevent the spread of disease and provide emergency veterinarian support. The priorities for allocation of these assets are as follows:

Local jurisdictions involved in disaster activities will commit all available resources in ensuring public health and safety. They will have limited capabilities to care, feed, shelter, and dispose of animal carcasses and little or no capability for dealing with exotic animals, animal diseases, and mass care, feeding, and

sheltering of animals, or the disposal of animal carcasses. When the situation exhausts local resources, they will request State assistance. Upon notification of such a request, the State Veterinarian will:

1. On behalf of the Governor of the State of Alabama, issue policies and guidance covering provisions and distributions of veterinary resources within the State.

2. Arrange with animal feed, veterinary medicine and other animal materials suppliers to meet shortages in supplies as reported by local governments.

3. Arrange for transfer of Department of Agriculture personnel in the State to meet the needs of the affected area.

III. Situation Analysis

This section discusses the process of evaluating the severity and consequences of an incident.

A. People evacuating from natural and man-made disasters will need assistance in finding shelter for pets.

B. Animals will be lost/injured/escape during natural and man-made disasters.

C. Disease or natural/man-made disasters could cause mass fatalities in domestic and exotic animals as well as wildlife and fisheries.

D. Under certain conditions, animals may need to be evacuated from an affected area.

IV. Direction and Control

A. General

1. The State Veterinarian as the Director of the Department of Agriculture and Industry will direct the performance of veterinary and animal care functions in conjunction with the conduct of State emergency operations and protective actions. The primary focus of this effort will be to provide those emergency services needed to address animal welfare and public health and safety concerns. This can include but not be limited to; emergency medical care, temporary confinement and animal shelter, food and water, identification, and tracking for return to the owner for animals affected by the disaster and disposal of dead animals.

2. In a disaster situation, personnel of the Department of Agriculture will be deployed to assist local veterinarians and volunteers. Disaster tasks will take priority over normal operations.

3. The Emergency Management Coordinator (EMC) from the Department of Agriculture and Industry will be responsible for coordinating the department's services internally and with other agencies.

4. The local emergency management agency should request assistance for veterinary and animal care from AEMA. The AEMA will coordinate with the Department of Agriculture and Industry to provide supplemental assistance. The Department of Agriculture may request assistance from adjoining States or Federal agencies. The AEMA will coordinate information concerning requests for assistance with FEMA.

5. During a declared disaster, when the State Donations Coordinating Team has been activated, information concerning veterinary services, animal care, sheltering, and animal food will be coordinated with the Department of Agriculture and Industry's EMC.

B. Organization

1. The Department of Agriculture and Industry will provide sufficient personnel to staff the State EOC while operational or as requested by AEMA. The personnel will be skilled professionals with subject knowledge to expedite decisions for the agency.

2. The EMC for the department will coordinate public information with the AEMA Public Information Officer and when necessary coordinate soliciting needed resources with volunteer agencies.

3. The Department of Agriculture and Industry will maintain the following lists:
   - Resource providers available in disaster situations.
   - Key sites that may be impacted by disease or disasters.
   - Exotic animal shelters and confinement areas in Alabama and adjoining States.
   - Available animal shelters and confinement areas including personnel contacts.
   - Organizations and agencies that provide non-medical volunteers for animal care.

4. The Department of Agriculture will coordinate providing food and

water to animals in shelters and confinement areas that cannot obtain or transport food and water.

V. Responsibilities

Primary Agency

The primary agency for this Annex is the Department of Agriculture and Industry and its responsibilities are as follows:

1. Assure availability of resources for the disaster area.

2. Record incoming requests for assistance and the action taken.

3. Establish a protocol for prioritizing response activities.

4. Develop a department standard operations guideline for responding to disaster situations.

5. Declare an agricultural emergency. When such exists, make, adopt and promulgate rules and issues orders during the term of the disaster.

B. Supporting Agencies:

1. The Department of Transportation:

a. Assist in providing vehicles for transportation when available.

b. Assist in providing front-end loaders and dump trucks for disposal of animal carcasses.

2. The Alabama Emergency Management Agency:

a. Provide request assistance from county EMA's.
b. Provide assistance in dissemination of public information.

3. The Alabama Department of Conservation and Natural Resources:

a. Assist in providing information for feeding and sheltering requirements of certain species of animals.

b. Coordinate with State and local animal control personnel in the capture of escaped or released exotic species or

wildlife.

4. The Alabama Department of Environmental Management:

a. Develop procedures on the acceptable disposal of animal carcasses in cooperation with the Department of Agriculture and Industry.

b. Upon request, provide a list of incinerators, landfills, approved burial sites, or rendering plants for an affected area.

5. The Alabama Department of Public Health:

a. Assist in providing quarantine status of the affected area.

b. Coordinate public health issues in the event of a potential contagious disease.

6. The Alabama National Guard:

a. Provide heavy equipment for the disposal of animal carcasses.

b. When appropriate, coordinate military veterinary assistance.

7. The Alabama Department of Corrections will provide inmates to assist in the collection and disposal of animal carcasses.

8. Other Agencies: Auburn University and the Center for Disease Control

VI. Additional Resources

- As soon as essential immediate needs are taken care of the State Veterinarian will:

1. Consult with AEMA and appropriate State agencies to coordinate additional resources that may be needed.

2. If anticipated supplies or services are inadequate, refer to the State Disaster Coordinator (AEMA) for recommendations to the Governor for additional adjoining States or Federal assistance.

VII. Authorities and References

American Veterinarian Medical Association Emergency Preparedness and Response Guide

Tab B (Animal Diseases) to Incident Annex D (Food and Agriculture Safety) to State of Alabama Emergency Management Agency Operations Plan (EOP)

Primary Agency*:* **Department of Agriculture and Industries**

Support Agencies*:* **Alabama Emergency Management Agency**
Governor's Office
Alabama National Guard
Department of Public Safety
Department of Transportation
Department of Corrections
Department of Environmental Management
Department of Conservation and Natural Resources
Forestry Commission
Department of Public Health
Department of Human Resources
Department of Mental Health
Alcoholic Beverage Control Board
Insurance Commission
Department of Economic and Community Affairs

Primary Points of Coordination and Associated Actions:

ESF # 1 (Transportation): coordinate quarantine zone emergency rerouting
ESF # 2 (Telecommunications and External Communications): coordinate supplying additional communications equipment, as required.
ESF # 3 (Public Works and Engineering): coordinate preparation of disposal sites for depopulation operations.
ESF # 5 (Emergency Management): preparation of SITREPS and quarantine reports; coordinate obtaining additional resources from Federal sources.
ESF # 6 (Mass Care, Housing and Human Services): coordinate any required mass care facilities due to evacuation/relocation.
ESF # 8 (Public Health and Medical Services): coordinate medical services, to include: surveillance, immunizations and crisis counseling.
ESF # 10 (Hazardous Materials Response): coordinate decontamination requirements
ESF # 11 (Agriculture): coordinate locating contaminated animals and/or crops.
ESF # 13 (Public Safety and Security): coordinate security of impacted area(s) to include quarantine zones and evacuated areas. Coordinate rerouting of traffic, if required.
ESF # 14 (Economic Stabilization, Community Recovery and Mitigation: coordinate recovery efforts of affected area(s) through available assistance channels.
ESF # 15 (Emergency Public Information and External Communications): coordinate public service announcements concerning quarantine zones and conditions, and news releases for general public.

Tab B (Animal Diseases) to Incident Annex D (Food and Agriculture Safety) to State of Alabama Emergency Management Agency Operations Plan (EOP)

I. Introduction

A. There are large numbers of diseases that could affect both domestic and wild animals, including birds and fish in Alabama. Most of these occur naturally, are localized, and have very little consequences to humans or animals of other species.

B. Recent events in Asia and Europe involving avian and herbivore type diseases, that are highly contagious and easily spread, forecast the possibility that such diseases may have severe economic impacts should they arrive in this State.

C. Natural and man-made disasters may have negative impacts on domestic and wild animal populations. Diseases that affect animals and may also threaten public health are called zoonotic.

D. In order to prepare for a zoonotic outbreak, this plan was developed. This plan is designed to be used in concert with the Alabama Emergency Operations Plan (AEOP) and does not supersede it. This plan may also be used in concert with bio-terrorism plans developed by individual agencies.

II. Scope

This Emergency Disease Eradication Plan will be implemented in the event of an animal disease outbreak that could affect the State. Upon advice of the Alabama Department of Agriculture and Industry (AGI), the Alabama Emergency Management Agency (AEMA) will determine the level of activation necessary to respond to the event.

III. Concept of Operations

A. Levels of Activation

- **Level IV:** An outbreak has occurred in the Northern Hemisphere that could eventually affect the State, but does not immediately endanger it. The State Emergency Operations Center (SEOC) would not need to be activated. AGI would monitor the situation and advise AEMA of any changes.

- **Level III:** An outbreak has occurred in the United States, but does not immediately endanger Alabama. The SEOC would not need to be activated. AGI would monitor the situation and advise AEMA of any changes.

- **Level II:** An outbreak has occurred in an adjoining State, which threatens Alabama. AEMA would activate the SEOC with sufficient staffing to support AGI's needs.

- **Level I:** Suspected or confirmed cases of a contagious disease have occurred within the State or an adjoining State boundary where the potential for rapid dissemination within the State is imminent. Full staffing of the SEOC to include Federal resources necessary to quarantine areas of the State for prolonged periods would occur. AEMA would coordinate a State of emergency declaration.

B. Organizational Responsibilities:

1. Office of the Governor:

- Issue a State of emergency declaration to utilize State resources and request Federal assistance.
- Issue press releases in coordination with State agencies.
- Determine need for additional emergency funding.

2. Alabama Emergency Management Agency (AEMA):

- Implement and maintain this plan.
- Keep the Governor's Office informed of all activities.
- Activate the SEOC and determine staffing requirements.
- Coordinate State and Federal resources.
- Provide advice on quarantine zone(s).
- Coordinate with volunteer agencies.
- Deploy liaisons to affected counties.
- Coordinate public information.
- Coordinate the State of emergency declaration.
- Coordinate with the DHS/EPR (Federal Emergency Management Agency (FEMA)).

3. Alabama Department of Agriculture and Industry (AGI):

- Act as lead agency for Foreign Animal Diseases.
- Inform AEMA of any suspected or confirmed outbreaks.
- Inform AEMA of necessary resources to contain the outbreak.
- Coordinate with veterinary, livestock, and poultry groups.
- Assist with public information.
- Declare an area as a quarantine zone.

- Provide veterinary assistance in the destruction and disposal of contaminated animals.
- Provide advice on personal protection.
- Provide advice for decontamination of personnel, equipment, and vehicles.
- Provide advice in restocking areas.
- Determine the need for the Veterinary Medical Assistance Teams (VMATS).
- Coordinate with the U.S. Department of Agriculture (USDA)/Animal and Plant Health Inspection Service (APHIS).

4. Alabama National Guard (ALNG):

- Provide manpower and equipment for :
  - Law enforcement assistance.
  - Emergency air transportation.
  - Depopulation and disposal of contaminated animals.
  - Decontamination of personnel, vehicles, and equipment.
  - Provide emergency communications.
  - Assist with public information.
  - Coordinate with the Department of Defense (DOD).

5. Alabama Department of Public Safety (DPS):

- Coordinate with other law enforcement agencies to stop animal shipments from leaving or entering the State on the advice of AGI.
- Provide primary law enforcement of quarantine zone(s).
- Coordinate with other law enforcement agencies.
- Assist with public information.
- Coordinate potential acts of terrorism with the Federal Bureau of Investigation (FBI).

6. Alabama Department of Transportation (ALDOT):

- Provide advice on quarantine of highways, roads, etc.
- Provide manpower and equipment for disposal of contaminated animals.
- Provide barricades for the quarantine zone(s).
- Assist with public information.
- Coordinate with the U.S. Department of Transportation (U.S. DOT).

7. Alabama Department of Corrections (DOC):

- Provide manpower for the disposal of contaminated animals.
- Provide law enforcement assistance.
- Coordinate with Federal and local correctional facilities in the quarantine zone(s).

8. Alabama Department of Environmental Management (ADEM):

- Provide advice on disposal of contaminated animals.
- Provide permission to burn.
- Provide advice on Personal Protection Equipment (PPE) and decontamination methods.
- Assist with public information.
- Coordinate with the Environmental Protection Agency (EPA).

10. Alabama Department of Conservation and Natural Resources (DCNR):

- Provide advice and assistance on wildlife issues.
- Provide law enforcement assistance.
- Provide water transportation.
- Assist with public information.
- Coordinate with the National Fish and Wildlife Service (NFWS).

11. Alabama Office of the Attorney General (AG):

- Provide legal advice and assistance.

12. Alabama Forestry Commission (AFC):

- Provide manpower and equipment for carcass disposal.

13. Alabama Department of Public Health (ADPH):

- Provide advice on PPE and decontamination methods.
- Assist with public information.
- Provide assistance at public shelters.
- Coordinate with public health veterinarians concerning human risks.
- Coordinate with the Center for Disease Control (CDC) and the National Disaster Medical System (NDMS).

14. Alabama Department of Human Resources (DHR):

- Overall responsibility for public shelters.
- Assist with public information.
- Coordinate with Alabama Red Cross.

15. Alabama Department of Mental Health:

- Provide counseling to quarantine zone(s).
- Provide counseling to emergency workers.
- Assist with public information.
- Coordinate with Federal and local mental health agencies.

16. Alabama Red Cross:

- Provide public shelter management.
- Provide Emergency Response Vehicles (ERVs).
- Provide mass feeding.
- Assist with emergency relocation information.
- Assist with public information.
- Coordinate with American Red Cross.

17. Alabama Beverage Control Board (ABC):

- Provide law enforcement assistance.

18. Alabama Public Service Commission (PSC):

- Coordinate stopping animal shipments into and out of the State.
- Provide law enforcement assistance.

19. Alabama Insurance Commission (AIC):

- Provide law enforcement assistance.
- Provide advice on insurance issues.

20. Department of Economic and Community Affairs (ADECA)

- Provide assistance to local communities and citizens
- Provide advice on obtaining loans and Federal assistance

21. Department of Homeland Security (DHS)

- Coordinate with agencies involved in Incidents of National Significance

C. Direction and Control

- Direction and Control will be initiated at any level of activation of the SEOC. It will remain at the SEOC for the duration of the event. Field offices may be necessary for forward support of quarantine zone(s). Each field office will be managed by an AEMA liaison. All requests for information and resources will be forwarded to the SEOC for action**.**

- Detailed information on SEOC Direction and Control is stated in the Alabama Emergency Operations Plan.

IV. Quarantine Zones

The U.S. Department of Agriculture/Animal and Plant Health Investigative Service (APHIS) has overall responsibility for declaring a State as a quarantine zone. AGI, by order of the Commissioner, will be issuing the actual quarantine and will be involved with establishing zone boundaries and providing liaison support.

V. Decontamination

A. Personal decontamination will be addressed by key agencies, dependent on the disease, and will be of primary concern. Methods used by hazardous materials response teams, military units, and health facilities may be used to ensure public and emergency worker safety. Contaminated clothing and personal possessions, if possible, will be decontaminated and returned to the original owner. A separate decontamination guide will be developed for field use.

B. Vehicle and equipment decontamination areas will be established within the quarantine zones. Additional consideration will be given to controlling run off and disposal of items that can not be decontaminated.

C. Areas of land may be decontaminated or neutralized, each case will be analyzed to determine if and how this could be accomplished.

VI. Animal Depopulation and Carcass Disposal

A. All possible efforts will be made to humanely depopulate contaminated animal populations. There may come a time when either human health or additional large numbers of animals may be at risk if infected herds or flocks are not immediately destroyed. In such cases, all efforts will be made to

respectfully and quickly dispatch the animals, taking the owners into consideration. Veterinary teams will supervise other agencies tasked to assist with the depopulation efforts.

B. Serious consideration will be given to carcass disposal. Public opinion, geographical limitations, resource availability, and financial considerations are a few of the factors that will be involved. AGI, ADEM, ADPH, and AEMA will jointly decide on disposal methods. Animals, that can not be disposed of quickly, may be covered with large sheets of plastic to contain diseases. Disposal methods will be as follows:

- Rendering of animals, when possible, will be the primary means of disposal. In some cases, the type of disease, the large numbers of animals involved, or the location of rendering plants may eliminate this method.

- Incineration is the second preferred means. This method while assuring total destruction of carcasses requires huge amounts of fuel to achieve the high temperatures necessary for large animals. Poultry farms may have on-site incinerators that could be used for disposal of bird carcasses.

- Burning and Burial is the third preferred means. This system does not immediately and totally destroy carcasses. It may also spread noxious smoke and fumes creating an unpleasant public perception.

- Burial is the fourth method. Decomposition takes a long period of time, carcasses may become exposed, and ground water may become contaminated. Additionally, areas of the State may have bedrock or water tables that preclude this method.

VII. Recovery

A. The type of disease involved determines recovery from this sort of disaster. A quick recovery may be made in a matter of a few days, medium recovery in a matter of months, and long term over a period of years.

B. Recovery is dependent on the following issues:

- Type of disease
- Type of animals affected
- Economic impact
- Restocking populations
- Decontamination capability

C. In order to ensure that there is not a reoccurrence of a disease, AGI will

place sentinel animals in the affected area. These animals will be monitored for an adequate amount of time, contingent on the type of diseases, before declaring an area clean for restocking.

D. Under certain circumstances, determined by USDA and AGI, reimbursement may be made for the depopulation of animals. Each outbreak of a specific disease will be considered separately. Other businesses that lose income from an outbreak may be eligible for assistance. These may include, but not be limited to, feed and seed, veterinary supplies, slaughterhouses, meat processing plants, transportation industry, restaurants, and grocery stores.

VIII. Logistics

Each agency will be responsible for providing logistical support for its personnel. Individual agencies may be required to purchase PPE, decontamination, and other equipment or supplies. Financial records will be kept of all disaster activities for possible reimbursement.

IX. Plan Maintenance

This plan will be maintained by the AEMA. Each individual agency named within this plan is solely responsible to notify AEMA of any recommendations, changes, or deletions for its agency's tasking. An annual review of all agencies' tasking will be accomplished.

X. Authorities and References

Public Law 107-9: Animal Disease Risk Assessment, Prevention and Control Act of 2001, May 24, 2001

U.S.D.A. National Emergency Response to a Highly Contagious Animal Disease (Executive Summary) March 30, 2001

Incident Annex E - Nuclear/Radiological Response Incident

Primary Agencies:	Alabama Emergency Management Agency Alabama Department of Public Health, Office of Radiation Control Houston County Emergency Management Agency Lauderdale County Emergency Management Agency Lawrence County Emergency Management Agency Limestone County Emergency Management Agency Madison County Emergency Management Agency Morgan County Emergency Management Agency
Support Agencies:	Alabama Department of Agriculture & Industry Alabama Department of Conservation/Marine Police Alabama Department of Education Alabama Department of Human Resources Alabama Military Department Alabama Department of Public Safety Alabama Department of Transportation Red Cross
Federal Agencies:	U. S. Department of Defense U. S. Department of Energy U. S. Department of Homeland Security Environmental Protection Agency National Aeronautics and Space Administration Nuclear Regulatory Commission

I. Introduction

A. Authority

The Alabama Emergency Management Agency (AEMA) was established pursuant to section 4 of the Alabama Emergency Management Act of 1955 (Public Law 31-9), Act 47, June 1955.

The Alabama Emergency Management Agency is the focal point within State Government for emergency planning, preparedness, mitigation, response, and recovery. The mission of the agency is to meet the needs of the people facing emergencies and disasters by playing a leading role in (a) State efforts to aid victims, (b) coordinating Federal effort to aid victims, (c) building the emergency management capacity of State and Local governments, and (d) the general enhancement of the emergency management by the integration of its four functions – mitigation, preparedness, response, and recovery.

Alabama Department of Public Health, Office of Radiation Control has the mission to protect the public health and safety from excessive exposure to ionizing radiation resulting from an incident at a nuclear power plant (NPP) and to control all off-site sources of ionizing radiation.

B. Purpose

The Nuclear/Radiological annex provides for the coordinated response by State, County, and Federal agencies to a Nuclear/Radiological incident in the State of Alabama or incidents from surrounding States that affect the health and safety to the citizens of Alabama:

1. Outlines the concept of operations for responding to nuclear/radiological incidents.
2. List plans for specific types of nuclear/radiological incidents.

C. Scope

The annex applies to all nuclear/radiological incident at fixed nuclear power plants, transportation of radiological materials, satellites/aircraft containing radioactive materials, and unknown sources of materials. This annex does not apply to war or terrorist events that involve nuclear/radiological release.

D. Relationship to Existing Plans

This annex does not alter existing State plans for nuclear/radiological incidents, County plans, or Federal response plans.

II. Assumptions

A. Fixed Nuclear Power Plants:

1. Nuclear power plants will occasionally experience incidents involving the possibility of releases of radioactive materials. These incidents may occur at any time and with varying degrees of seriousness; they could result in implementing actions necessary to protect the health and safety of the populace.

2. The release of radioactive material from a NPP could affect the populace within a 10-mile radius and food ingestion within a 50-mile radius of a NPP.

3. The operators of the Nuclear Power Plants will notify state and local governments of an incident in ample time to implement for warning and protective actions for the public.

4. Each level of government, local, state and federal is responsible for the safety and welfare of the populace to the extent of its capabilities. Each level possesses a certain degree of expertise and resources which will be utilized as necessary in relieving emergency conditions.

5. Sufficient monies will be made available to state and local governments to fund the equipment, training, exercise and public information requirements imposed by the NRC/FEMA Radiological Emergency Program (REP) planning criteria.

B. Transportation of radioactive materials:

1. The U. S. Department of Energy transports radioactive shipments in the State of Alabama that may experience incidents which may cause a release of radioactive materials. This could happen at any time and could require state agencies to implement actions to protect health and safety of the populace.

2. Radiological incidents may not be recognized initially as having radiological materials or that there is a possible risk of exposure to responders or the general population.

3. Responses to incidents involving radiological materials require special detection equipment and trained personnel to contain and limit the continued spread of contamination materials.

4. Radioactive materials shipped/transported by private carrier may have limited markings and could pose a hazard.

5. Transportation of U. S. Military radioactive materials are not announced and have armed escorts that are authorized to use deadly force.

C. Satellites/Aircraft containing Radioactive Materials:

1. The National Aeronautics and Space Administration (NASA) and Department of Defense (DOD) have satellites and/or aircraft that have radioactive materials that could pose a hazard to the health of the general populaces in the State of Alabama.

2. Significant involvement of Federal Agencies will be required to identify and control radioactive materials in this type of incident.

D. Foreign, Unknown, or Unlicensed radioactive materials.

1. Radioactive materials may come from several other sources, imported materials with radioactive contamination, foreign spacecraft, aircraft, or ships, shipments of foreign-owned radioactive materials, and unknown sources (referred to as orphan sources) that include abandoned radioactive materials.

E. Primary Federal Responding Agency:

1. Fixed nuclear facilities:

a. Owned or operated by DOD or DOE	DOD or DOE
b. Licensed by NRC	NRC
c. Not licensed by a Federal agency	EPA

2. Transportation of radioactive materials:

a. Shipped by DOD or DOE	DOD or DOE
b. NRC licensed materials	NRC
c. Non-licensed materials	EPA

3. Satellites/Aircraft containing radioactive materials:

a. Owned by DOD	DOD
b. Owned by DOE	DOE
c. Owned by NASA (inland)	EPA
d. Owned by NASA (coastal)	USCG

4. Foreign or unknown sources of radioactive materials:

a. Foreign sources	EPA
b. Unknown sources	EPA

5. Other radioactive material events:

a. Non-specific events	DHS

III. Concept of Operations:

A. Assumptions:

1. The possibility of a nuclear/Radiological incident occurring in the State of Alabama is very remote.

2. If a nuclear/radiological incident occurred the local response could be quickly overwhelmed requiring support and specialized equipment from State and Federal agencies.

3. Radiological incident responders at fixed Nuclear Power Plants (NPP) have detection equipment and plans to quickly notify the public.

4. Other types of radiological incidents may not be immediately recognized until responders and/or the general public has received exposure.

5. Terrorist events involving nuclear/radiological release may occur as multiple events and may not be recognized or responded to as first priority resulting in a large contaminated/exposure area.

6. Incidents involving the release or potential release of radiological material could require implementation of the population's protective measures/plans.

7. Support from the State and Federal agencies to the affected Counties to mitigate the contamination must be rapid.

8. First response will be from the affected County. Fixed NPP plans require response from the State Emergency Management Agency and the Department of Public Health, Office of Radiation Control.

B. General:

1. Fixed Nuclear Power Plants (NPP)

a. Browns Ferry NPP (Tennessee Valley Authority)

(1) On-site, TVA is responsible for personnel protection and evacuation.
(2) There are four (4) counties in the ten (10) mile Emergency Planning Zone (EPZ), Lauderdale, Lawrence, Limestone and Morgan, Madison County is a host county for evacuees from the EPZ.
(3) The State of Alabama Radiological Emergency Response Plan is the Nuclear Regulatory Commission (NRC) approved plan that includes the listed counties for radiological incidents at Browns Ferry NNP. (tab A)

b. Farley NPP (Southern Nuclear Company)

(1) On-site, SNC is responsible for personnel protection and evacuation.
(2) There are three (3) counties in the ten (10) mile EPZ. Houston and Henry counties in Alabama and Early County in the State of Georgia. Each State is responsible for protection and evacuation of the citizens within their borders, both coordinate to prevent conflicting information.
(3) The State of Alabama Radiological Emergency Response Plan is the Nuclear Regulatory Commission (NRC) approved plan that includes the listed counties for radiological incidents at Farley NPP.

C. Responsibilities:

Government officials at all levels share responsibility for the planning necessary to protect the health and safety of the populace in case of a nuclear incident at a NPP. This planning should provide for immediate response and recovery capability to alleviate problems associated with an incident. Responsibilities for emergency actions and the direction and control of emergency operations rest with the executive heads of government. Departments and agencies at all levels of government are required to develop and maintain an effective response capability to support emergency operations.

The Governor of the State of Alabama has overall responsibility for emergency preparedness and response concerning an incident at a NPP. Alabama law designates the Office of Radiation Control as the agency responsible for issuing any order requiring actions to be taken necessary to meet the emergency. In day- to- day operations this function is fulfilled by the Office of Radiation Control of the Department of Public Health. The Governor has charged the Alabama Emergency Management Agency Director with the responsibility of coordinating the activities of all departments, agencies and organizations of state government and local emergency management agencies to carry out emergency functions relating to a NPP incident. These assigned responsibilities merge in the joint development and co-issuance of this plan by Radiation Control and Emergency Management.

Utilities establish and maintain an onsite emergency organization that performs the function required by NUREG 0654. For the purpose of this plan the focus of the utilities' efforts will be on clear, accurate and rapid reporting of conditions to the Radiation Control Agency. The utilities will establish and maintain communications with the various headquarters activated by the county and state agencies.

1. Department of Public Health (Office of Radiation Control)

   a. Maintain liaison with NPP operators, other states and federal agencies for radiological operational purposes.

   b. Determine the protective actions needed to protect the public from excessive exposure to radiation and issue public health orders requiring such actions to be taken.

   c. Conduct off-site radiation monitoring and control activities and coordinate radiation data with the licensee, federal agencies, and Alabama Emergency Management Agency.

   d. Provide prompt, regular notification to the Governor and the legislature concerning the status of the radiation hazard.

   e. Provide technical information to the state staff on all aspects of radiation, i.e., determine level of radiation, health hazards, food contamination, evacuee decontamination procedures, and re-entry guidelines.

   f. Provide medical and technical support to local governments.

   g. Request federal assistance when state resources are exhausted or otherwise not available.

2. Alabama Emergency Management Agency

   a. Coordinate REP Plans and off-site operations of affected state agencies and local governments.

   b. Notify state agencies and local governments of a nuclear incident at a NPP.

   c. Coordinate non-radiological operations with NPP operators, federal agencies and other states.

   d. Establish and direct the staff activities of the State EOC and SLO.

   e. Notify the Governor of potential and actual requests for the use of State military forces.

f. Coordinate and disseminate all news releases. (NUREG REF: J.10.a)

g. Establish and operate a communications network to support this Plan.

3. Department of Agriculture and Industries

a. Condemn and seize foods which are unwholesome for human consumption.

b. Restrict the feeding of certain feeds to farm animals to prevent the cross contamination of food products.

c. Coordinate activities with local USDA personnel.

d. Coordinate with the State Health Officer to determine the degree of contamination of food products.

4. Military Department

a. Support the local governments on a mission-type basis as required.
These include:
(1) Transportation of populace out of evacuation zones.
(2) Provide security and control of the evacuation zones.
(3) Provide armories for use of evacuees.
(4) Perform decontamination of personnel and equipment.
(5) Assist with personnel and equipment monitoring when requested.

5. Department of Public Safety

a. Provide law enforcement, traffic control, fire and rescue support as requested by the AEOC.

b. Assist in communications as may be required.

c. Support local officials in the evacuation of designated areas.

6. Department of Human Resources

a. Assure emergency provision of regular, ongoing services of DHR to meet the needs in the affected areas.

b. Ensure the location and coordination of local reception mass care (shelter and feeding) and care centers.

c. Provide planning and technical assistance to the local government through the REP and liaison with state agencies.

7. Department of Transportation

a. Provide technical and material assistance to the AEOC. This assistance will include but is not limited to barricade materials, signs and communications support.

8. Department of Conservation/Marine Police

a. Provide support to local governments for evacuation of citizens from waterways.

b. Coordinate patrol activities with the Department of Public Safety for security purposes.

c. Coordinate evacuation and water safety practices with the U.S. Coast Guard and local rescue teams.

9. Department of Education

a. Provide training, sheltering and evacuation of school children in the 10-mile Emergency Planning Zone around Nuclear Power Plants.

b. Provide transportation as requested by Emergency Management Agencies.

10. Other Departments and Agencies

All other State departments and agencies assist and make resources available as required by the AEOC.

D. Emergency Classification Levels

1. Actions executed under this plan will be defined in one of four emergency periods: Levels I, II, III, and IV. Level I include readiness in normal day-to-day operations and also encompass an **"Unusual Event**" at a NPP. Level II begins upon notification of an **"Alert**". Level III begins at "**Site Area Emergency**," which could include precautionary relocation and/or sheltering. Level IV starts at

"**General Emergency**," which includes Protective Action Recommendations (PARs) to either evacuate and/or shelter. Reduction of levels, or the recovery period, begins upon termination of the incident or when the evacuated areas are determined to be safe to re-enter.

2. Actions taken during these four levels may vary and will depend upon the analysis of the State Office of Radiation Control (ORC), the Alabama Emergency Management Agency (AEMA) and the NPP operator. Actions planned during these periods are outlined in the Master Checklist Guide. Actions directed by this plan are designed to integrate the efforts of the various civil and volunteer agencies. When the NPPs, state and counties are in normal operations, organizations will perform their primary missions and will continue to plan, train, and exercise.

3. Levels II-IV are the primary focus. The following is the overall concept of operations which covers these periods.

    a. The state and counties emergency management agencies will maintain a 24-hour communications system and the State Office of Radiation Control will maintain a 24-hour alert system with the NPPs. When the operator of an NPP has determined that an incident involving a potential release of radioactive materials has occurred (**Alert**, Level II), they will classify the incident and provide appropriate details to the Office of Radiation Control. ORC, using plant and off-site monitoring data will determine the necessary action and will notify the Alabama Emergency Management Agency. AEMA, in turn will notify FEMA Region IV, the emergency management agencies of the affected counties and adjoining states. At this point AEMA will partially activate the Alabama Emergency Operating Center (AEOC) and will remain activated to the degree necessary until the incident is terminated. The Director of AEMA is responsible for establishing the AEOC and coordinating its activities. AEMA will request any required federal assistance for non-radiological support of this plan, and ORC will request required federal radiological support.

    b. An incident at a NPP may necessitate activating the Forward Emergency Operation Center (FEOC) which comprises the State Radiological Monitoring Assessment Center (SRMAC), AEMA State Emergency Response Team (SERT) and the Joint Information Center (JIC). The FEOC provides support between ORC, AEOC, and the affected counties. The Joint

Information Center provides a consolidated location for the utility, federal, state and county agencies to issue news releases, hold press conferences and provide information to the public.

c. If conditions deteriorate, the operator of an NPP will declare a "**Site Area Emergency**" (Level III). Full AEOC activitation will normally occur at this level. The same procedures used in Level II will be used to notify ORC, AEMA, FEMA, affected counties and adjoining states. The AEOC will ensure that the counties have activated the Prompt Notification System (PNS) and issued an Emergency Alert System (EAS) message. ORC will issue Health Orders minimizing access to the 2-mile area around the plant. The affected counties, could as a precaution, relocate schools and day-care centers. Waterways will be evacuated and special needs populations will be considered for relocation within the 10-mile EPZ.

d. Should conditions at the plant indicate eminent or actual release of radiological material to the atmosphere, the operator of the NPP will declare a "**General Emergency**" (Level IV). The same procedures will be used for notification. ORC will determine appropriate protective actions for residents in the 10-mile EPZ and will dispatch monitoring teams to identify the quantity and location of the radiological contamination. The AEOC will ensure that the counties have activated the PNS and issued EAS messages. ORC will continue to analyze the situation and will prepare health orders for residents in the plume pathway to take shelter, evacuate or other appropriate action. When the NPP terminates the incident, phase down will be at the discretion of the AEOC and county EOCs.

e. Should a situation of such magnitude occur that the NPP operator declares a "**General Emergency**" without the phased-in build up described above, the operator will immediately notify the affected county EMAs and ORC. The county EMAs will, as soon as possible, activate the PNS and issue an EAS message outlining protective action recommended by the NPP operator, and activate their EOCs. ORC will notify AEMA and the Director of AEMA will take the necessary action to generate a response capability.

f. The very nature of a radiological incident requires the utmost technical knowledge and civil action judgment. Therefore,

the concept of a normal sequence of events outlined above must be considered a guide only. The actual situation at the time of an incident will dictate actions which may vary from the normal procedure. Actions taken in any given situation will be based on information received from the operator of the NPP and the good judgment of the Office of Radiation Control as supported by the Alabama Emergency Management Agency.

g. Specific procedures, points of contact, phone numbers, and checklist are in the NPP Standard Operation Guides, and in counties response plans. Department of Public Health, Office of Radiation Control develops procedures for protection of the public and health orders for food quarantines.

h. Department of Homeland Security, Federal Emergency Management Agency (DHS/FEMA) in a significant event will establish a Joint Operation Center (JOC) and will become the focal point for federal immediate response operations that included the Federal Radiological Monitoring & Assessment Center (FRMAC) and other federal agencies.

E. Transportation of Radiological materials

1. Waste Isolation Pilot Program (WIPP) shipments are operated by the Department of Energy (DOE).

    a. First response will be by local agencies. Training programs are established along the identified routes for first responders. The Alabama EMA operations center and the Office of Radiation Control will be notified.

    b. DOE will be contacted and will be responsible for emergency operations and recovery.

2. Shipments by the Department of Defense (DOD).

    a. Shipments of nuclear materials are classified and will be responded to and managed by DOD or DOE.

    b. Alabama Emergency Management Agency will be notified by DOD or DOE that a shipment has had an incident so that AEMA can notify local agencies and responders to stay clear.

3. Commercial Shipments.

a. An incident involving commercial transportation will notify either the ORC or AEMA.

b. Normally the carrier's insurer will perform the operations of recovery. The local EMA or AEMA will coordinate performance of the operations if the carrier insurer does not.

4. Foreign, unknown, or unlicensed shipments.

a. The Environmental Protection Agency is the primary agency for an incident involving foreign, unknown, or not licensed shipments.

F. Satellites/ Aircraft containing Radiological Materials

a. National Aeronautic and Space Administration (NASA) is the primary agency for spacecraft/aircraft involving NASA missions.

b. DOD is the primary agency for spacecraft/aircraft involving DOD missions.

c. EPA is the primary agency for foreign or unknown spacecraft/aircraft containing radiological materials.

G. Foreign, unknown, or unlicensed radiological materials.

a. EPA is the primary agency for foreign, unknown, or unlicensed radiological materials.

H. Other Events involving radiological materials.

a. For events that involve terrorist or unforeseen events the primary agency is the Department of Homeland Security (DHS).

Incident Annex F -Oil and Hazardous Materials Incident

Coordinating Agency: Alabama Department of Environmental Management

Cooperating Agencies: Department of Agriculture and Industries
Military Department
Department of Public Health/Radiological Health
Department of Homeland Security
Alabama Emergency Management Agency
Department of the Conservation and Natural Resources
Department of Public Safety
Department of Industrial Relations
Governor's Office
Department of Transportation
Department Finance

I. Introduction

A. Purpose

This annex describes roles and coordinating mechanisms for managing certain oil and hazardous materials pollution incidents that are determined to be Incidents of National Significance or catastrophic events. This annex addresses those oil and hazardous materials pollution Incidents of National Significance that are conducted through concurrent implementation of the EOP, NRP and the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), but are not Stafford Act or other ESF #10 support situations. Stafford Act and State-to-Local support oil and hazardous material Incidents of National Significance are addressed in the ESF #10 (Oil and Hazardous Materials) Annex. Biohazard and Radiological Hazards are not included in this Annex and are addressed in separate Incident Annexes to this EOP.

B. Scope

The NCP provides the organizational structure and procedures for responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants in the United States and its territories. The NCP describes the basic mechanisms and structures by which the Federal Government plans and prepares for, as well as acts to prevent and respond to, releases of hazardous substances, pollutants, and contaminants, from minor incidents to spills of national significance. This includes substances considered Weapons of Mass Destruction (WMD) (i.e., chemical agents, and certain biological agents and radiological/nuclear material). The NCP establishes structures at the national, regional, and local levels that are needed to respond to thousands of incidents annually that never rise to the level of an Incident of National Significance. These structures remain in place during Incidents of National Significance to provide hazard-specific expertise and support. This annex describes how the NCP

structures work with EOP and NRP coordinating structures during Incidents of National Significance.

1. For the purposes of the EOP, “hazardous materials” is a general term intended to include hazardous substances, pollutants and contaminants as defined by the NCP.

2. The establishment of the NCP is required by section 105 of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), as amended, and by section 311(d) of the Clean Water Act, as amended by the Oil Pollution Act of 1990.

II. Policies

The NCP establishes the National Response Team (NRT) to plan and coordinate responses to major discharges of oil and releases of hazardous substances, pollutants or contaminants; coordinate a national program of preparedness, planning, and response at the local, regional, and national levels; and facilitate research to improve response activities. The NRT is composed of 16 Federal agencies with responsibilities for national planning and coordination of oil and hazardous substance emergency preparedness and response. The Environmental Protection Agency (EPA) is the chair of the NRT, and the Department of Homeland Security, U.S. Coast Guard (DHS-USCG) serves as the vice chair.

The NCP also establishes 13 Regional Response Teams (RRTs) to coordinate preparedness, planning, and response at the regional level, and requires Area Committees composed of local, State, Federal, and private-sector responders to coordinate preparedness and planning at the local level. The NCP cross-references provisions of the Emergency Planning and Community Right-to-Know Act (EPCRA) that require establishment of State Emergency Response Commissions (SERCs) and Local Emergency Planning Committees (LEPCs). Through regulation, EPA has designated federally recognized tribes as Tribal Emergency Response Commissions (TERCs) with the same responsibilities as States in implementing EPCRA. LEPCs prepare local hazardous materials emergency plans, coordinating their local area planning activities with SERCs and TERCs. RRTs, SERCs, TERCs, and LEPCs should keep each other apprised of, and coordinate their activities. Each Area Committee, in consultation with the SERCs, TERCs, and LEPCs, develops an area contingency plan for its designated area. The NCP also outlines the responsibility of the pre-designated Federal On-Scene Coordinators (OSCs) to direct all Federal, State, local, and private response activities at the site of an oil discharge or a hazardous substance release. For oil discharges, depending on the location, the agency providing the Federal OSC will be either EPA or USCG. The State agency will be the Alabama Department of Environmental Management (ADEM). For hazardous substance releases, the agency providing the Federal OSC may be EPA, USCG, DOE, or DOD, depending on the ownership of the material and/or where the release originates. ADEM will be the State agency responding to hazardous materials releases other than radiological. Other Federal agencies provide Federal OSCs for removal actions that are not emergencies. In addition, the NCP defines the objectives, authority, and scope of other contingency plans including regional and

area contingency plans. The NCP requires that discharges of oil and releases of hazardous substances, pollutants, or contaminants be reported to the National Response Center, the central clearinghouse for all pollution incident reporting. Nothing in the NRP alters or impedes the ability or authorities of designated Federal officials to carry out their duties under the law or to coordinate directly with their agency in execution of these duties. The Alabama Emergency Management Agency (AEMA) maintains a 24-hour hotline for reporting of oil and hazardous materials releases and is responsible for notifying ADEM of any releases during non-duty hours.

III. Concept of Operations

A. Coordination Structures: Figure 1 lists the coordinating mechanisms in the NRP along with parallel, but not necessarily equivalent, structures in the NCP. The following section summarizes the coordination between these structures during Incidents of National Significance.

Figure 1. —NRP Coordinating Mechanisms and hazard-specific NCP Structures

	NATIONAL		**REGIONAL**	**FIELD**			**ON-SCENE**	
NRP	Interagency Incident Mgmt Group (IIMG)	Homeland Security Ops Center (HSOC)	Regional Coordination Center (RRCC)	Principal Federal Official (PFO)	Joint Field Office (JFO)	JFO Coordination Group	N/A	Incident Command Post
NCP	National Response Team (NRT)	EPA or DHSUSCG HQ Emergency Operations Center	Regional EPA or DHS-USCG Emergency Operations Center	EPA or DHS-USCG Senior Federal Official	N/A	Regional Response Team (RRT)*	Federal On-Scene Coordinator or Remedial Project Manager	Incident Command Post
SEOP	N/A	N/A	N/A	SEOC or Regional EOC	ADEM Regional Field Agent	County EMA Director	County HAZMAT (if applicable)	Incident Command Post

B. Response Actions

1. Notification and Assessment: The National Response Center is the single point of contact for reporting all spills of oil and hazardous substances, pollutants, or contaminants. To support national awareness and the role of the Secretary of Homeland Security with respect to domestic incident management, the National Response Center provides incident reports to the HSOC, who will initially assess each report to determine if the incident may be an Incident of National Significance. The National Response Center also immediately relays the report to the appropriate pre-designated Federal OSC, to the appropriate State, and to other Federal entities (as prearranged). The Federal OSC assesses the incident to determine the need for Federal involvement. If the OSC determines that the incident is of a magnitude or complexity, or involves national interests that may warrant declaration of an Incident of National Significance, the OSC will report the situation and recommendations through his/her regional or district management to the appropriate headquarters emergency response program managers, who will notify the HSOC and provide a recommendation to DHS.

2. Coordination: Upon declaration of an Incident of National Significance involving oil or hazardous materials (for which ESF #10 is not activated) and/or notification of DHS's activation of any of the following mechanisms, the NCP coordinating structures will coordinate with NRP components as follows:

a. National-Level Coordination

(1) Interagency Incident Management Group (IIMG)

The National Response Team is responsible for national-level planning and preparedness activities for oil and hazardous materials incidents, and, during an actual incident, may be activated to:

a. Monitor and evaluate reports from the Federal OSC and recommend actions, through the RRT, to address the spill;

b. Request other Federal, State, and local governments or private agencies to provide resources; and

c. Coordinate the supply of equipment, personnel, or technical advice to the affected region from other regions or districts.

On a day-to-day basis, EPA serves as the chair of the NRT, and DHS-USCG serves as the vice chair. When activated in support of an incident, the NRT chair transitions to the member agency that provides the Federal OSC for that incident.

Under the NRP, the NRT will continue to function as provided under the NCP, but will coordinate its activities with the IIMG when one is activated by DHS. The NRT will work with DHS to establish procedures for coordinating with the IIMG during an incident. For an incident involving oil, hazardous substances, pollutants, or contaminants, the key NRT agencies involved in the incident are likely to have representatives on the IIMG, enhancing coordination between the two groups. In addition, the NRT sends a liaison to the IIMG to facilitate IIMG/NRT interactions in order to synchronize efforts and avoid redundant or conflicting activities.

Under the NCP, interagency issues are generally referred first to the appropriate RRT agency representatives for resolution; and, if not resolved at the regional level, they are elevated to the NRT for consideration. NRT representatives may elevate the issues to higher level agency representatives for resolution as needed. For NCP incidents for which DHS activates the IIMG, the NRT liaison should make arrangements for the NRT chair for the incident to coordinate national-level issues with the IIMG and provide NRT input to the IIMG as necessary. The NRT may also be called upon to provide input to the Deputies and/or Principals Committees.

(2) Homeland Security Operations Center (HSOC)

The NRT will, depending upon which agency is the lead for the incident, use the EPA or DHS-USCG headquarters Emergency Operations Center (EOC) to coordinate and manage the national-level support. The EPA/DHS-USCG EOC will keep the HSOC regularly apprised of incident

management efforts. If needed, the EPA or DHS-USCG will provide representatives to the HSOC to support the coordination of information regarding NCP activities.

b. Regional-Level Coordination: Regional Response Coordination Center (RRCC): If ESF support is requested and the RRCC is activated, the EPA or DHS-USCG, as appropriate, will provide a representative to aid in coordination of regional support efforts. Once established, the JFO is the focal point multi-agency coordination and the RRCC plays a support role.

c. Field-Level Coordination

(1) Principal Federal Official (PFO)
When a PFO is designated for an oil or hazardous materials incident, the agency providing the Federal OSC designates a Senior Federal Official (SFO) to work in coordination with the PFO at the JFO (or alternative location if a JFO is not established). The SFO and other responding agency representatives will provide their full and prompt cooperation, resources, and support, as appropriate and consistent with applicable authorities. The SFO coordinates with the PFO – providing incident information to the PFO as requested, coordinating the public communications strategy with the PFO, and clearing Federal interagency communications to the public through the PFO. It is recognized, however, that in some cases, it may be necessary for responding Federal agency OSCs to communicate with the media/public on tactical operations and matters affecting public health and safety from the scene, particularly during the early stages of the emergency response, in accordance with their responsibilities under the NCP. If a Joint Information Center and Information Officer are established for the response, these entities will also assist in coordinating public communications among the agencies and between the Incident Command Post and JFO.

(2) Joint Field Office (JFO)
During Incidents of National Significance, a JFO may be established as a multi-agency coordination center to provide support to the on-scene incident command structures. For oil and hazardous materials Incidents of National Significance that do not involve Stafford Act declarations or terrorist incidents, a JFO may not be necessary. The decision to establish the JFO must be made on a case-by-case basis. The SFO will confer with the PFO

and other agency representatives regarding the establishment of the JFO. If an Area Command has been established, the JFO may be co-located with the Area Command. If neither a JFO nor Area Command is warranted, the PFO may be located at the Incident Command Post.

When a JFO is established, the JFO Coordination Group includes the PFO; the EPA or DHS-USCG SFO; State, local, and Tribal officials; and, when applicable, a representative from the owners or operators responsible for the release. If the ESFs are activated to provide resources, a Federal Resource Coordinator will also be part of the JFO Coordination Group.

(3) Under the NCP, the DHS-USCG may determine that an incident in the coastal zone is a Spill of National Significance (SONS). DHS-USCG will coordinate with DHS in the determination of whether the incident is an Incident of National Significance. During a SONS, the DHS-USCG may establish an Area Command structure, known as a Regional Incident Command (RIC) or National Incident Command (NIC) depending on the level of coordination needed. The RIC/NIC organization is responsible for coordinating strategic direction and allocation of resources to support the Federal OSC with senior government officials. Under the NRP, the RIC/NIC will coordinate its activities with the JFO, and the JFO would likely co-locate with the RIC/NIC. When activated for an incident, the RRTs coordinate with the NRT and provide support to the JFO Coordination Group and the Federal OSC. RRTs:

a. Monitor and evaluate reports from the Federal OSC and make recommendations to address the spill;

b. Request other Federal, State, and local governments or private agencies to provide resources (in coordination with the FRC if assigned);

c. Help prepare information releases for the public and for communication with the NRT; and

d. Make recommendations, if needed, to the regional or district head of the agency providing the Federal OSC to designate a different Federal OSC.

On a day-to-day basis, EPA and DHS-USCG co-chair the RRT. When activated in support of an incident, the RRT chair transitions to the member agency that provides the Federal OSC for that incident.

d. On-Scene-Level Coordination

Under the NCP, Federal OSCs determine the need for Federal response, direct response efforts, and coordinate all other efforts at the scene of a discharge or release in accordance with existing delegations of authority. For oil discharges, depending on their location, either EPA or DHS-USCG provides the Federal OSC. For hazardous substance releases, the Federal agency providing the OSC may be EPA, DHS-USCG, Department of Energy, or Department of Defense, depending on the ownership of the material and/or where the spill originates. Other Federal agencies provide OSCs only for removal actions that are not emergencies. This arrangement is summarized in the charts below. Under CERCLA section 106 and Clean Water Act section 311, EPA/DHS-USCG may also issue administrative orders to compel responsible parties to respond.

The Federal OSC will generally designate an Incident Command Post at the site in accordance with the local Area Contingency Plan (or join an ICP already established by local authorities) and conduct activities from that Command Post under a Unified Command. The Federal OSC will carry out his/her responsibilities outlined in the NCP and coordinate activities with the PFO/JFO. Typically, the Federal OSC communicates directly with the SFO at the JFO, and the Unified Command communicates with the JFO Coordination Group. Existing NRT agency delegated decision-making and contracting authorities will remain in place, and the Federal OSC and other NCP agency representatives should continue to report through chains of command established by their respective agencies.

e. Continuing Actions

Operational response phases are described in detail in the family of plans that include the NCP, Regional Contingency Plans (RCPs) and in the Area Contingency Plans (ACPs). In general response actions include:

- Discovery and notification
- Preliminary assessment and initiation of action
- Containment, countermeasures, cleanup, and disposal
- Documentation and cost recovery

These plans also describe the national response priorities, general pattern of response, response to substantial threats to public health and welfare, spills of national significance, response to worst-case discharges, funding and the roles and responsibilities of natural resources trustees.

IV. Hazard-Specific Planning and Preparedness: Planning and preparedness for oil and hazardous materials incidents under the NCP is an ongoing process involving Federal, State, and local governments; industry; the private sector; and bordering countries. It is performed at the national, regional, and local levels, and evolves around stakeholder outreach and engagement at each level. The responsibilities for planning at each level are described in the NCP as follows:

A. National planning and coordination for oil and hazardous materials incidents is accomplished through the NRT as described in 40 CFR 300.110 – National Response Team. The NRT coordinates with the ESFLG for concurrent implementation of the NRP and NCP.

B. Regional planning and coordination of preparedness and response actions is accomplished through the RRTs as described in 40 CFR 300.115 – Regional Response Team. The RRTs coordinate with the RISCs for concurrent implementation of the NRP and NCP.

C. Local planning. As required by section 311(j) of the Clean Water Act, under direction of the Federal OSC for its area, Area Committees comprising qualified personnel of Federal, State, and local agencies are responsible for preparing Contingency Plans as described in 40 CFR Subpart C – Planning and Preparedness. Also, as provided by sections 301 and 303 of title III of the Emergency Planning and Community Right to Know Act of 1986, the State Emergency Response Commission (SERC), appointed by the Governor, is to designate emergency planning districts, appoint LEPCs, supervise and coordinate their activities, and review local emergency response plans, which are described in the Emergency Planning and Community Right-To-Know Act of 1986 and 40 CFR 300.215 – Title III local comprehensive emergency plans.

Figure 5 shows the relationship of the plans under the National Response System (NRS) and their supporting relationship with the National Response Plan.

V. Responsibilities

A. Senior Federal Official (SFO): The agency serving as the Federal OSC will provide the SFO to coordinate with the PFO, participate in the JFO Coordination Group and also serve as a member of the IIMG.

B. Environmental Protection Agency and Department of Homeland Security, U.S. Coast Guard

1. The chair of the NRT is a representative of the EPA and the vice chair is a representative of the DHS-USCG, with the exception of periods of activation to support specific response actions. During such activations, the chair shall be the member agency providing the Federal OSC or Remedial Project Manager (RPM).

2. The EPA and the DHS-USCG co-chair the Regional Response Teams.

3. The OSCs direct response efforts and coordinate all other efforts at the scene of a discharge or release.

C. Supporting Agencies: Federal agencies are to make available those facilities or resources that may be useful in a response situation, consistent with agency authorities and capabilities. During preparedness planning or in an actual response, various Federal agencies may be called upon to provide assistance in their respective areas of expertise, as indicated in 40 CFR 300.170 – Federal agency participation and 40 CFR 300.175 – Federal Agencies: Additional responsibilities and assistance.

D. State Agencies: The Alabama Department of Environmental Management, in cooperation with the Alabama Emergency Management Agency is the agency with the primary responsibility for coordination and response during Incidents of National Significance in Alabama.

VI. Terms and Definitions: Abbreviations and definitions for the NCP may be found in 40 CFR 300.4 and 300.5 respectively.

Incident Annex G – Terrorism Incident

Coordinating Agency: Alabama Department of Homeland Security

Primary Agency: Department of Public Safety (Crisis Management)
Alabama Emergency Management Agency (Consequence Management)

Support Agencies: All State and Local Agencies

Secondary Agencies: Federal Bureau of Investigation
Federal Emergency Management Agency
United States Secret Service (USSS)
U.S. Attorney General's Office
Department of Justice
Office of Domestic Preparedness

Primary Points of Coordination and Associated Actions:

• ESF #2 (Telecommunications and Information Technology): provide communications and information technology support.
• ESF # 5 (Emergency Management): coordinate SITREPS, provide mission assignments.
• ESF #6 (Mass Care, Housing and Human Services): provide housing and mass care evacuation support.
• ESF # 8 (Public Health and Medical Services): provide mental and public health support.
• ESF #10 (Hazardous Materials Response): provide contaminated materials disposal assistance.
• ESF #13 (Public Safety and Security): provide coordination and support
• ESF #15 (Emergency Public Information and External Communications): provide public information support.

I. Introduction.

A. Purpose.

This annex describes the Alabama concept of operations for preventing a terrorist act, international incident, and/or domestic militant act of violence, and for using specialized services to respond to such an event. This annex describes crisis management; as well as, the policies and relationships used to coordinate both crisis and consequence management. It describes consequence management using the relationships established in the NRP, NIMS and the AEOP, supplemented, as necessary, by organizations and relationships normally activated through other federal and state plans. The annex addresses unique policies, assumptions,

relational structures, responsibilities, and actions applied in consequence management.

B. Scope

This annex supports the Terrorism Incident Annex of the National Response Plan (NRP). It addresses direction, coordination, operations, and follow-through during response to an act or the threat of an act of terrorism. The annex addresses both crisis management and consequence management.

Crisis Management includes measures to identify, acquire, and plan the use of resources to protect, prevent, and/or deter the threat of an act of terrorism. Crisis management is predominantly a law enforcement effort. In accordance with *Ala.Code,* §31-9A-1 et. seq., primary authority to prevent and direct the response to acts of terrorism occurring in Alabama lies within the Alabama Department of Homeland Security (ALDHS) supported by other state agencies. Federal and state consequence management resources may be called upon to support the State's crisis management response efforts.

Consequence Management, which includes measures to protect public health and safety, restore essential services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism, belongs to state and local governments. The State may seek assistance from the Federal government as needed.

II. Situation Analysis.

A. Disaster Conditions:

An act of terrorism may produce consequences that would quickly overwhelm local and state government capabilities. Those same consequences may also overwhelm existing immediate federal response capabilities.

Local, state, and federal responders are likely to have overlapping responsibilities such as controlling access to the incident area, targeting public information messages, assigning operational sectors for responding agencies, and assessing potential effects on the population and the environment. Different areas of the incident perimeter and different layers of the area may have different agencies controlling access. This layering and sector responsibility may impede overall response if not adequately coordinated.

First-responders cannot be required to put their own lives at risk in a chemical, biological, or a radiological contaminated environment if protective capabilities are not available. The perimeter may be closed until the level of contamination has degraded to a level considered safe for first responders.

This appendix may be used to address the consequences of a multi-state incident.

B. Planning Assumptions:

In planning for and responding to a terrorist incident, managers and responders will find several considerations unique to the emergency. Those providing leadership for the responders must give additional consideration to the safety of those responding to the emergency. The quickly escalating and multi-agency nature of the response requires additional coordination. All responders must be aware of the need for evidence preservation and conservation, to include responder interaction with the media. Special considerations should be given to victims' needs and rights, including confidentiality.

No single government or private agency at local, sate, or federal level possesses the authority and expertise to act unilaterally on the many difficult issues that are the consequences of threats or acts of terrorism, especially those involving chemical, biological, or radiological contaminants or Weapons of Mass Destruction (WMD).

III. Organization.

A. Crisis Management:

The lead Federal agency for counter-terrorism is the Department of Justice, which has in turn delegated those responsibilities to the FBI for threats or acts of terrorism within the United States. The ALDHS, in conjunction with DPS, is the primary agency for state coordination of crisis management pertaining to a terrorist incident. While the federal government has primary authority, it is expected that they will require support from local and state law enforcement. The DPS Director has authority to make decisions regarding employment of state and local law enforcement personnel at all times relative to terrorism incident management.

B. Consequence Management:

The DHS-EPR (FEMA) is the Federal lead agency for coordination of federal support to the State for consequence management, and retains that responsibility throughout the federal response as it acts in support of the FBI. Through coordination with ALDHS, AEMA shall be responsible for state coordination of consequence management for a terrorist incident. AEMA will utilize the emergency management organizational relationships of the AEOP to coordinate state assistance to local governments for consequence management. The AEMA will coordinate state and local operations with the Federal Coordinating Officer. The AEMA will assist in determining priorities for the use of state assets, and coordinate all state emergency operations with adjoining States.

IV. Concept of Operations.

A. Crisis Management:

The FBI provides a graduated response to a range of incidents, including:

1. A credible threat, whether verbal, written, intelligence-based, or other form.

2. An act of terrorism that exceeds the local FBI field division's capability to resolve.

3. The presence of an explosive device or WMD capable of causing a significant destructive event confirmed prior to actual loss of life or property. (Significant Threat)

4. The detonation of a device or other destructive event, with or without warning, that results in limited injury or death. (Limited consequences require local and State consequence management response.)

5. The detonation of a device or other destructive event, with or without warning, that results in substantial injury or death. (Major consequences require Federal consequence management response.)

During crisis management, the Alabama Department of Public Safety (DPS) will coordinate closely with the FBI and the local law enforcement in resolution of the incident. The DPS will determine what assistance local and federal authorities may need from state law enforcement agencies to support crisis management. The DPS will coordinate requirements with the ALDHS and AEMA. Per the Terrorism Incident Annex to the National Response Plan, the FBI Field Office responsible for the incident site will modify its Command Post (CP) to serve as a Joint Operations Center (JOC). The JOC will include the following standard groups: Command, Operations, Operations Support, and Consequence Management. Representation within these groups includes some federal, state, and local agencies with roles in consequence management ~~agencies~~ to serve in certain groups.

B. Consequence Management:

1. Pre-Incident-

Federal officials should notify the coordinating and primary state agencies, including ALDHS, DPS and AEMA, of a significant threat of an act of terrorism. The FBI may decide to establish a Forward Command Post (FCP) at the scene for coordination with the local incident commander and a state representative from DPS. If a JOC is established, an AEMA representative will work with a FEMA representative in the Consequence

Management Group monitoring crisis response and providing advice on decisions that may have implications for consequence management and providing continuity should consequence management response become necessary. Operational reports will be shared between the crisis management and consequence management lead agencies. Although operational decisions will be made cooperatively to the greatest extent possible, the FBI On-Scene Commander retains authority to make federal crisis management decisions at all times. As the situation progresses, upon recommendation by the ALDHS Director, the AEMA Director may activate the SEOC. Consequences may become imminent and federal assets may be deployed to avert or lessen the threat of a catastrophe. The FEMA Region Director may activate the Regional Operations Center, which may also request a liaison from AEMA. The FBI may decide to co-locate the JOC with the FEMA Region ROC.

2. Trans-Incident (situation involves transition from threat to act)

If consequences become imminent, the consequence management agencies will begin to disengage from the JOC. FEMA will establish a joint information center (JIC) in the field to respond to the media, to members of Congress, and to foreign governments. AEMA will respond to queries from state and local government agencies.

3. Post-Incident (Incident without warning)

If what appears to be an act of terrorism occurs without warning and produces major consequences, ALDHS will coordinate with DPS and AEMA to initiate crisis management actions. The Governor will be immediately notified of the initial situation report and an estimate of the federal assistance required, if any. During consequence management response, ALDHS, DPS and AEMA, along with other relevant state and local agencies, will make cooperative decisions to the greatest extent possible. The AEMA Director, in coordination with the ALDHS Director, shall be responsible for making the decisions relative to state consequence management actions.

4. Disengagement

If there is no act of terrorism, the consequence management response disengages when the AEMA Director, in consultation with FEMA, FBI, ALDHS and DPS, issues a cancellation notification through standard procedures. State agencies will disengage per standard procedures. If there is an act of terrorism, then each agency responding will disengage at the appropriate time per standard procedure. Even after the NRP disengagement, federal agencies, under other plans, may continue to assist

state and local agencies monitoring decontamination and in site restoration.

V. Responsibilities

A. Coordinating Agencies-

(1) Federal Department of Homeland Security

For an incident in Alabama, the Secretary will either designate an interim PFO or designate a PFO to handle the specific incident. That can be a DHS official from Washington D.C. or a local federal DHS agency head from USSS, TSA, ICE, Coast Guard, FEMA, etc. The strategic intent is to unify domestic incident management under the Secretary, Department of Homeland Security.

(2) Alabama Department of Homeland Security

The Director of ALDHS is the principle point of contact for and to the Governor with respect to Homeland Security issues. The Director will receive intelligence information from federal authorities relating to any terrorist threats/incidents and ensure that all appropriate and necessary intelligence/law enforcement information is disseminated to appropriate executive departments responsible for homeland security. Based on the nature of the threat and the time factors involved, the Director may directly coordinate threat information with other state, county, and local government agencies in addition to the private sector or, as the situation warrants, convene the Alabama Homeland Security Advisory Council Threat Advisory Group (ATAG). The Director will also coordinate the strategy of the Executive for communicating with the public in the event of a terrorist attack within Alabama.

B. Primary Agency-

DHS:

1. Coordinate state agency response to threat or act of terrorism by directing implementation of state resources.

2. Maintain communication with the Governor and advise him as to measures being employed.

3. Direct activities of the joint information center (JIC).

4. Perform those duties necessary to promote the security and safety of all citizens.

5. Exercise other responsibilities and authority as prescribed by law.

DPS:

1. Appoint an ADPS on-site commander to provide leadership and direction for the State crisis management response.

2. Maintain coordination with the FBI.

3. Issue and track the status of crisis management actions assigned to State agencies.

4. Designate and assign the appropriate liaison and advisory personnel to support AEMA.

5. Determine when a threat of an act of terrorism warrants consultation with the Governor's Office.

6. Coordinate the State crisis management response with the lead Federal and local crisis management agencies.

AEMA:

1. Formulate incident action plans, define priorities, review status, resolve conflicts, identify issues that require decisions from higher authorities, and evaluate the need for additional resources.

2. Issue and track the status of consequence management actions assigned to state agencies. A common system should be used by ADPS and AEMA to provide a capability to control, prioritize, de-conflict, and as appropriate, to audit tasks given to State agencies.

3. Track the status of Federal assistance requests.

4. Establish/activate the SEOC.

5. Establish Mobile Command Post (MCP).

6. Coordinate local support requests with State and Federal agencies.

7. In the event of a terrorist incident, an AEMA representative will report to the Incident Command Post to coordinate State support as requested by the local EMA. This same representative will assist in assessing needs beyond the State's capabilities and begin coordinating requests for Federal assistance.

C. Support Agencies-

Alabama Department of Mental Health:

1. Provide intervention/treatment for people who were not exposed, but believe that they been exposed to the agent used in WMD.

2. Provide intervention/treatment for people who suffer severe emotional distress as a result of the incident.

Alabama Department of Public Health:

1. Send an assessment team to aid in contaminant identification.

2. Serve as the chief medical authority for the State.

3. Coordinates and manages public health services and resources if the Governor activates the State Emergency Operations Center and declares a State of emergency.

4. Assesses potential volume of patients, the capabilities and capacity of local hospitals to receive patients, and identifies back-up hospitals for overflow.

5. Determines the number of health personnel needed to treat victims and the availability and methods of procuring additional personnel.

6. Assists overall operation in dispatching volunteer health department workers to needed areas.

7. Assists local health departments in detecting potential disease outbreaks and implementing control measures.

8. Assists in the dissemination of information to the public and health services.

9. Provides information to the Department of Human Resources on urgent needs that voluntary relief agencies can meet.

10. Advise responders on evacuation or sheltering in place.

11. Advise responders on provisions for quarantine of people exposed to an agent.

12. Advise responders on prophylaxis issues.

13. Advise medical facilities on provisions to administer vaccines.

14. Advise responders on triage of people that were exposed to an agent.

15. Advise responders on personnel decontamination issues.

16. Advise medical facilities on provisions for expedient decontamination.

17. Assist in determining suitable disposal of remains.

Alabama Department of Environmental Management:

1. Advise responders on property and equipment decontamination issues.

2. Advise responders in determining suitable disposal of contaminated equipment.

3. Monitor water quality and sanitary conditions in the area affected.

4. Determine stay-time limits for those who must wear protective gear.

5. Assist with decontamination of emergency workers.

Alabama National Guard:

1. Assist in securing impacted area.

2. Provide detection and decontamination teams.

3. Assist mortuary teams.

4. Assist with communications and logistics.

5. Assist in damage assessment.

Board of Funeral Services:

1. Assist in the recovery of contaminated remains.

2. Assist in suitable disposal of contaminated remains.

VI. Additional Resources.

The DHS will use personnel and resources from its primary and support agencies to respond to terrorism incidents. Additional resources available at other ESFs may be coordinated and mobilized to support this annex's mission. When requests begin to exceed the State's capability, AEMA will coordinate with FEMA for Federal resources.

VII. Authorities and References.

National Response Plan
Presidential Decision Directive #39, U.S. Policy on Terrorism, June 21, 1995
Presidential Decision Directive #62, Combating Terrorism, May 22, 1998
Preparing for Terrorism, An Emergency Services Guide, George Buck, 1998.

Incident Annex H -CSEPP Incident

Coordinating Agency: Alabama Emergency Management Agency

Cooperating Agencies: Department Of Transportation
Department of Public Safety
Department of Corrections
Alabama National Guard
State Forestry
Conservation and Natural Resources
American Red Cross
Department of Human Resources
Department of Education
Department of Mental Health
Department of Public Health
Department of Environmental Management
Department of Agriculture and Industries

Coordinating ESFs

ESF 1 (Transportation)	Assists in major evacuation efforts by staffing traffic control points and providing evacuee support. ESF 1 will also assist in resource transportation missions and Coordinate the transport of food and water with ESF 11.
ESF 2 (Telecommunications and Information Technology)	Provides resources to augment areas with deficient communication and information systems
ESF 3 (Public Works and Engineering)	Provides technical assistance in reestablishing interrupted services in public works facilities and reestablishing critical infrastructure.
ESF 5 (Emergency Management)	Provides situation reports to the EOC staff and governors office, periodic briefings to EOC staff and other necessary personnel, and coordinates resource deployments with local EMAs
ESF 6 (Mass Care, Housing, and Human Services)	Supports immediate and long term sheltering efforts as needed
ESF 7 (Resource Support)	Provides personnel and other types of support to primary and secondary staging areas
ESF 8 (Public Health and Medical Services)	Provides necessary medical personnel and resource support to the activated Medical Emergency Operations centers and mass care facilities

ESF 10 (Oil and Hazardous Materials)	Provides technical support and coordination with EPA and DOD monitoring teams to determine areas and levels of chemical contamination.
ESF 11 (Agriculture)	Provides necessary support to activated mass care facilities and coordinates the transport of food and water resources with ESF 1. Provides support in determining crop and livestock contamination and disposition. Coordinates with ADEM and ADPH to determine quarantine zones, if required.
ESF 13 (Public Safety and Security)	Provides resources to assist in securing the perimeters of evacuated/restricted areas and assists in re-entry of approved areas
ESF 14 (Economic Stabilization, Community Recovery, and Mitigation)	Assists in economic recovery efforts (short and long term) in order to enable local government functionality.
ESF 15 (Emergency Public Information and External Communications)	Provides consistent and coordinated public information campaign with relevant, updated information concerning location, arrival time, expected dosage/symptoms, and suggested protective actions.

I. Introduction

A. Purpose

The CSEPP Incident Annex provides an organized and integrated capability for timely, coordinated response by State Agencies to CSEPP accidents/incidents. This Annex:

1. Defines the five CSEPP levels and the staff needed to respond to each level

2. Outlines the State's concept of operations for responding to CSEPP accidents/incidents;

3. Describes planning considerations and response plans on which this Annex is based;

4. Specifies the responsibilities of State agencies that may have a significant role in responding to CSEPP accidents/incidents and

5. Includes guidelines for accident/incident notification, coordination, and leadership of State activities, and coordination of public information.

B. Scope

This Annex applies to any CSEPP accident/incident that has or is predicted to impact the surrounding community as a result of a release of chemical agent from the Anniston Army Depot. This includes any accident/incident resulting from natural or technological hazards, and/or terrorist incidents. The level of State response to a specific event will be based on numerous factors, including the ability of local officials to respond to the event and the impact or potential impact to the surrounding community, the public, and environment.

C. Relation to existing plans

1. This annex does not create any new authorities nor change any existing ones
2. This annex does not alter or impede the ability of State Agencies/Departments to carry out their specific authorities and perform their responsibilities under law.
3. This annex does not supplant or modify any pre-existing plans.

II. Concept of Operations

A. Assumptions

1. The threat of a chemical event at ANAD is extremely remote

2. If a chemical emergency occurs, it is unlikely that the off-post community would experience aerosolized chemical agent deposition.

3. The U.S. Army has the primary responsibility for on-post chemical emergencies and for containment of any spill or release of chemical agent in the Chemical Limited Area (CLA) or Demilitarization Facility.

4. AEMA, other state response agencies, and the CSEPP community have response plans for and are prepared to respond to a chemical emergency that extends beyond the military installation

5. The primary response by the State of Alabama will be to provide support to the counties in accordance with this plan and other CSEPP response plans

6. First response by state personnel, with the exception of the Department of Public Safety, is not anticipated.

7. ANAD will give timely incident notification and calculate a Protective Action Recommendation (PAR) via a county approved protective action recommendation matrix.

B. General

1. In the event of a chemical accident/incident at the ANAD that effects or has the potential to effect the off-post community, ANAD will make immediate notification to AEMA, Calhoun County EMA, Talladega County EMA, Clay County EMA, Cleburne County EMA, Etowah County EMA, St. Clair County EMA, and Jacksonville Trooper Post Warning Points (During non-duty hours the Talladega County non-duty hours warning point, the Talladega County Sheriff's office, will be notified by AEMA).

2. The State EOC will begin internal notifications upon receipt of the notification from the Depot as required by event level.

3. Depot personnel will provide initial protective action recommendations (PARs) as well as exit shelter recommendations to the off-post community. These recommendations are determined by referencing the county approved PAR matrix.

C. Levels of Activation

The five CSEPP activation levels increase from least to greatest dependent on the severity/impact of the incident or potential incident. The five activation levels are:

CSEPP Level 0 - **Non - Surety Emergency -** Events are likely to occur or have occurred that are perceived as a chemical surety emergency or may be of general interest but which do not involve chemical surety material. The depot notifies the Immediate Response Zone (IRZ) and Protective Action Zone (PAZ) designated points of contact either directly or through the State EOC.

Example: Power Transformer Explodes or EMS responds to ANAD for a non-chemical related emergency.

CSEPP Level I – **Routine Chemical Event** - Events are likely to occur or have occurred that may be perceived as a chemical surety emergency involving chemical surety material or the potential involvement of chemical surety material but which pose no chemical hazard outside of engineering controls or an approved storage structure.

The depot notifies Immediate Response Zone (IRZ) and Protective Action Zone (PAZ) designated points of contact either directly or through the State EOC.

Example: Chemical agent detection within engineering controls (no release into environment)

CSEPP Level II- **Limited-Area Emergency** - Events are likely to occur or have occurred that involve agent release outside engineering controls or approved chemical storage facilities with chemical effects expected to be confined to the chemical limited area. **This level will be declared when the predicted chemical agent dosage of AEGL I <u>does not extend</u> beyond the chemical limited area where the event occurred**. The depot notifies IRZ counties, PAZ counties and State designated points of contact. IRZ emergency response officials may go to a level of increased readiness in case an off-post response is required.

Example: An accident when loading the Enhanced On Site Container (EONC), which produces a small leak outside of engineering controls. Detection of chemical agent within the CLA produced from a leaking munition

CSEPP Level III - **Post-only Emergency** - Events are likely to occur or have occurred that involve agent release with chemical effects beyond the chemical limited area. Releases are not expected to present a danger to the off-post public. **This level will be declared when the predicted chemical agent dosage of AEGL I <u>extends beyond the chemical limited area but does not extend beyond the installation boundary</u>**. The depot notifies IRZ counties, PAZ counties and State designated points of contact. IRZ response organizations are mobilized to be capable of immediate reaction in potentially affected areas near the installation boundary. This level should not require activation of the Interstate Traffic Management Plan.

Example: Quantitative Risk Assessment (QRA) storage accident that does not extend beyond the installation boundary.

CSEPP Level IV- **Community Emergency** - Events are likely to occur or have occurred that involve agent release with chemical effects beyond the installation boundary. **This level will be declared when the predicted chemical agent dosage of AEGL I <u>extends beyond the installation boundary</u>**. The depot notifies the IRZ counties,

PAZ counties and State designated points of contact. All emergency response organizations are mobilized, and the IRZ and affected PAZ areas implement protective action decisions.

Example: Quantitative Risk Assessment (QRA) accident that extends past the installation boundary

III. EOC Operations

A. The SEOC provides multi-jurisdictional coordination between Emergency Support Functions as necessary.

AEMA is the central coordination agency for all state resources. Resources requested from state agencies will be assigned responsibilities upon request from the local EMAs. The local EMAs should request supplementary resources from the State only when local resources are exhausted. All resource requests should be requested through EM 2000 and include the following information:

- Duration of need
- Detailed description and quantity of resources needed
- Specific location (address if possible) to send resources

All federal and interstate resources will also be coordinated through AEMA.

B. SEOC staffing requirements.

The following list includes AEMA notifications/staffing requirements for a CSEPP accident/incident.

*indicates primary personnel

1. Level 0 (Notification only-no activation)
   a. *CSEPP Program Manager
   b. *Lead CSEPP Planner
   c. *AEMA Director of Operations
   d. *CSEPP Regional Coordinator

2. Level I
   a. *AEMA Director of Operations
   b. *AEMA Executive Officer

c. *AEMA Executive Director of Operations
d. *CSEPP Program Manager
e. Director of Admin. And Resource Support
f. *Media PIO
g. FEMA Region IV MERS

3. Level II
   a. *AEMA Director of Operations
   b. *AEMA Executive Officer
   c. *AEMA Executive Director of Operations
   d. Governor's Chief of Staff
   e. *CSEPP Program Manager
   f. Director of Admin. And Resource Support
   g. *Media PIO
   h. *CSEPP Lead Planner
   i. FEMA Region IV MERS

4. Level III
   a. *AEMA Director of Operations
   b. *AEMA Executive Officer
   c. *AEMA Executive Director of Operations
   d. Governor's Chief of Staff
   e. *CSEPP Program Manager
   f. Director of Admin. And Resource Support
   g. *Media PIO
   h. *CSEPP Lead Planner
   i. FEMA Region IV MERS
   j. Direct and Control Admin.
   k. CSEPP EOC PIO Admin.
   l. *Comm. Officer
   m. Comm Room Admin
   n. Comm Room Fax Runner
   o. Family Reunification
   p. Family Reunification Assistant
   q. TDD Reunification

5. Level IV
   a. *AEMA Director
   b. *AEMA Executive Officer

c. *AEMA Executive Director of Operations
d. Governor's Chief of Staff
e. *AEMA Director of Operations (Will notify regional coordinators to determine deployment)
f. *EM Team Chief's Admin
g. *Deputy EM Team Chief's Admin
h. *CSEPP Program Manager
i. Director of Admin. And Resource Support
j. *CSEPP Lead Planner
k. *Media PIO
l. FEMA Region IV MERS
m. *Assistant Direct and Control Admin.
n. Logistics Manager
o. CSEPP JIC PIO Admin
p. CSEPP EOC PIO Admin.
q. *Comm. Officer
r. Comm Room Fax Runner
s. *Pod Facilitator
t. Pod Facilitator
u. Family Reunification
v. JIC IT Support/Automation
w Family Reunification
x. TDD Reunification
y. Comm. Room Admin
z. RACES Operator

IV. Response

A. For a level IV CSEPP incident, AEMA will coordinate the overall response as provided in the EOP and other response plans utilizing the ESF structure. The primary agency is part of the Unified Command as defined by the National Incident Management System and coordinates state resources to assist in response

B. Incident Response Plans

The CSEPP incident response plans include the ITMP, National Guard Staging Plan (NGSP), Evacuee Support Plans, Coosa River Access and Control Plans, 24 Operational Scenario Plans, and Special Facility Plans. These are included as Tabs A, B, C, D, E and F to this Annex. The ITMP, NGSP, and the Evacuee Support Plan have four sub-plans that, when activated, provide a coordinated response to chemical releases from ANAD. The sub-plans are based on initial risk direction and will be activated by

Jacksonville Trooper Post upon notification of a Level IV community emergency. The designated plan will be corroborated with AEMA personnel upon activation of the SEOC. The four sub-plan designations are as follows:

Initial Risk Direction	Plan ID#
250° - 359°	A
0° - 89°	B
90° - 119°	C
120° - 249°	D

V. Reentry and Recovery

Immediate reentry and restoration mean those actions taken after the accident is mitigated and contained to assess the off-post impact and determine when it is safe for the general public to return to their homes and businesses. A Reentry and Recovery plan is being developed to discuss this issue. Please reference the draft Anniston CSEPP Reentry and Restoration Planning Guide for more information concerning this topic.

VI. Alert and Notification

a. Initial Notification

During normal duty hours, AEMA and the 6 IRZ/PAZ Counties (Calhoun, Clay, Cleburne, Etowah, St. Clair, and Talladega) receive notification from ANAD via the CSEPP Hotline. The form 18 for the incident is read over the hotline and faxed to the 6 counties and AEMA. If requested by ANAD, AEMA will attempt to notify any county EMAs or warning points if initial notification is unsuccessful. During non-duty hours, each county has designated an after duty hours warning point to receive this notification. AEMA has a MOA with Talladega County to act as their after duty hours warning point. After the Hotline notification is completed, AEMA notifies the host counties (Jefferson, Madison, and Lee counties) of the severity of the event. The host counties are notified via phone call and a faxed copy of the host county notification form.

b. Staff Notification

After the county notification is completed, AEMA 24/7 personnel will notify the pre-identified staff members and, if needed, necessary Emergency Management Coordinators (EMCs) depending on the event level and potential impact to the surrounding community. Notification is

achieved by an automated call-down system which will be activated by the 24/7 personnel.

VII. Public Information

a. EOC Public Information

All Public Information pertaining to the chemical event and/or response is coordinated through the SEOC. The SEOC PIO generates press releases and broadcasts those releases to the proper media outlets. Emergency Public Information can be circulated via television, radio, print, etc.

b. Joint Information Center

During a CSEPP event which requires a response from local, state, and federal agencies, a Joint information Center (JIC) will be activated on Ft. McClellan. The JIC serves as an outlet for the dissemination of emergency public information. All emergency public information provided to the JIC for broadcast is generated from the SEOC.

VIII. Primary Agency

The primary agency for a State CSEPP response is the Alabama Emergency Management Agency (AEMA). AEMA is responsible for planning and plan maintenance, direction and control, plume prediction, and emergency public information during a CSEPP event affecting the off-post community.

A. Planning and Plan Maintenance

AEMA is responsible for the creation and maintenance of State CSEPP emergency response plans. Response plans that are maintained by AEMA include:

- Interstate Traffic Management Plan
- National Guard Staging Plan
- 24 Operational Scenarios
- Evacuee Support Plan
- Coosa River Evacuation Plan

B. Direction and Control

AEMA will coordinate the use of state resources in response to a CSEPP incident. Resource allocations will be dependent on the following issues:

- If resources are needed for an immediate lifesaving mission

- Availability of local resources
- Availability of state resources

C. Plume Prediction

AEMA will use the D2Puff chemical dispersion model to identify various characteristics of the chemical event. Through the use of this model, AEMA can determine the zones affected by the plume, hazard arrival time and departure time for EPZs, RADS grids, dosage contours within the plume, and impacted facilities.

D. Emergency Public Information

AEMA generates and distributes all emergency public information. Public information is generated by the SEOC PIO and disseminated to pertinent media outlets and the JIC.

IX. Support Agencies

The following agencies are listed as support agencies with the duties as outlined:

Department Of Transportation	1. Assist in implementation of the designated Interstate Traffic Management sub-plan 2. Assist in the long term stop/reroute of designated interstates and traffic control points.
Department of Public Safety	1. Designate the ITMP sub-plan as determined from the form 18 (Jacksonville Trooper Post) 2. Assist in the implementation of the designated Interstate Traffic Management sub-plan 3. Assist in perimeter security of evacuated/contaminated areas 4. Assist in evacuee support
Department of Corrections	1. If needed, assist in the evacuation or shelter in place of affected correctional facilities 2. Assist in evacuee support
Alabama National Guard	1. Activate staging areas as determined by the National Guard Staging Plan 2. Assist in the implementation of the designated ITMP sub-plan
State Forestry	1. Assist in evacuee support
Conservation and Natural Resources	1. Assist in evacuee support 2. Implement the Coosa River Evacuation Plan

American Red Cross	1. Assist in the activation and support of mass care shelters
Department of Human Resources	1. Assist in the activation and support of mass care shelters
Department of Education	1. Assist effected schools to evacuate if evacuation is the suggested protective action 2. Assist in the activation and support of mass care shelters
Department of Mental Health	1. Provide critical incident stress de-briefing to responders and evacuees
Department of Public Health	1. Provide medical support to activated mass care shelters 2. Assist Medical Emergency Operations Centers in providing medical care to effected residents 3. Determine if questionable food and water supplies are acceptable for human consumption
Environmental Management	1. Assist in the determination of the presence of chemical agent in effected areas as determined by D2Puff 2. Assist in determining if previously contaminated areas are acceptable for re-entry
Agriculture and Industries	1. Assist in determining if livestock, food, and potable water are acceptable for human consumption.

Tab A – Interstate Traffic Management Plan (ITMP)
Tab B – National Guard Staging Plan (NGSP)
Tab C – Evacuee Support Plan
Tab D – Coosa River Access and Control Plan
Tab E – 24 Operational Scenario Plans
Tab F – Special Facility Plans

Tab A (Interstate Traffic Management Plan (ITMP)) to Annex H (CSEPP Incident Annex) to State of Alabama Emergency Operations Plan (EOP)

Interstate Traffic Management Plan

The Interstate Traffic Management Plan (ITMP) was designed to facilitate the stopping/rerouting of Interstates 20, 59, and 459 in the event of a chemical release at ANAD. The ITMP achieves this goal by enacting one of four sub-plans (A, B, C, or D) depending on the wind direction at the time of the event. The following traffic control points on Interstates 20, 59, and 459 could be staffed depending on the plan designation.

Please reference the ITMP for specific response activities.

Interstate 20 Action/Responsibility Table

Exit/Plan Numbers	County/Local Responder(s)	Resources Required	DPS Responder	Resources Required	DOT Responder (Div. – Dist.)	Resources Required	Extended DOT Rerouting	Resources Required
Plans: A, B, C, and D Exit 135	Jefferson Co. EMA Responders	As needed to safely control the interchange	Birmingham	As needed to safely control the interchange	DOT District 3-1	Based on DOT standards and to safely control the interchange	DOT	Based on DOT standards and to safely control the interchange for 8hr/shifts
Plans: A and D Exit 162	St. Clair Co. EMA Responder	As per county requirements and to safely control the interchange	**N/A**	**N/A**	**N/A**	**N/A**	**N/A**	**N/A**
Plans: A, B, C, and D Exit 210	Cleburne Co. EMA Responder	As needed to safely control the interchange	Jacksonville	As needed to safely control the interchange	DOT District 4-4	Based on DOT standards ands to safely control the interchange	DOT	Based on DOT standards to safely control the interchange for 8hr/shifts

Interstate 59
Action/Responsibility Table

Exit/Plan Numbers	County/Local Responder(s)	Resources Required	DPS Responder	Resources Required	DOT Responder (Div. – Dist.)	Resources Required	Extended DOT Rerouting	Resources Required
Plans: C and D Exit 134	Jefferson Co. EMA Responders	As needed to safely control the interchange	Birmingham	As needed to safely control the interchange	DOT District 3-1	Based on DOT standards and to safely control the interchange	DOT	Based on DOT standards and to safely control the interchange for 8hr/shifts
Plans: C Exit 174	St. Clair Co. EMA Responder	As per county requirements and to safely control the interchange	**N/A**	**N/A**	**N/A**	**N/A**	**N/A**	**N/A**
Plans: C and D Exit 188	Etowah Co. EMA Responder	As needed to safely control the interchange	Jacksonville	As needed to safely control the interchange	DOT District 4-4	Based on DOT standards ands to safely control the interchange	DOT	Based on DOT standards to safely control the interchange for 8hr/shifts

Interstate 459

Jefferson County EMA will dispatch personnel to interchange exit 136 on I-20. Local responders will direct evacuees northbound on I-459 to the Host County Reception Center (Birmingham Race Track). Additional rerouting at exit 29, for northbound I-459 traffic, onto I-20 westbound will be required.
Note: Jefferson County will use this exit as a TCP. Extended response resource requirements may be generated as the emergency situation develops.

Please reference the ITMP for specific response activities.

Tab B (National Guard Staging Plan (NGSP)) to Annex H (CSEPP Incident Annex) to State of Alabama Emergency Operations Plan (EOP)

National Guard Staging Plan

The National Guard Staging Plan (NGSP) was designed to provide staging locations to all state agencies in order to accomplish tasks approved by AEMA (ESF 7), provide tasks, procedures, and linked resources for selected Army & Air National Guard off-post actions during response and recovery from a chemical event and provide the capability for supporting other agencies/personnel that may be employed off-post because of a chemical event at ANAD. The NGSP has designated the use of four armories in the CSEPP footprint to act as Primary and Secondary Staging areas (PAS, SAS). These armories will be used in pairs, depending on the wind direction at the time of the chemical event. The following chart illustrates the manner in which the armories are used and the plan designations that would activate each set of PAS/SAS.

Please reference the National Guard Staging Plan for specific response activities.

Primary Armory Staging (PAS) & Secondary Armory Staging (SAS)					
Plan in Effect	**Wind From**	**PAS**	**POC**	**SAS**	**POC**
A	250°-359°	Fort John Fortney **Jacksonville**	SFC Michael Seaman (256) 435-6376	Fort Clarence F. Rhea **Gadsden**	Sgt Marion Farley (256) 442-8899
B	0°-89°	Fort John Fortney **Jacksonville**	SFC Michael Seaman (256) 435-6376	Fort Clarence F. Rhea **Gadsden**	Sgt Marion Farley (256) 442-8899
C	90°-119°	Fort Clarence F. Rhea **Gadsden**	Sgt Marion Farley (256) 442-8899	Fort Lauris D. Graves **Talladega**	Maj Bryan Parris (256) 362-9040/4191
D	120°-249°	Fort Lauris D. Graves **Talladega**	Maj Bryan Parris (256) 362-9040/4191	Fort Robert D. Greene **Vincent**	SSG James Willingham (205) 672-2461
The PAS location is primarily for mission dispatch and the SAS is for feeding/lodging/logistical support. Upon PAS activation the Guard POC should ensure that SAS logistics are adequate for the number of units and other state agencies staged at that location.					

Tab C (Evacuee Support Plan) to Annex H (CSEPP Incident Annex) to State of Alabama Emergency Operations Plan (EOP)

Evacuee Support Plan

The Evacuee Support Plan was designed to assist evacuees in leaving the area affected by the chemical agent plume. Some of the tasks delineated from this plan include:

1) Providing traffic control along a specific evacuation route.
2) Assisting evacuees that have run out of gasoline or need other roadside services.
3) Removing any vehicle from the roadway that is inoperable and is hindering the traffic flow.
4) Providing emergency first aid for evacuees.
5) Providing updates to AEMA on the status of the evacuation route sections/duty locations.

This plan was developed with four sub-plans (A, B, C, and D) that are activated by Jacksonville Trooper Post depending on the wind direction at the time of the event. The segments patrolled and the impacted counties for each plan are listed below.

SELECTED AGENCIES ASSIGNMENT FOR PLAN A

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
1	US 431 SOUTH	CLEBURNE	I-20 TO CLEBURNE COUNTY LINE (13 MILES)	
2	US 431 SOUTH & AL 9	CLEBURNE	HOLLIS CROSSROADS	
3	US 431 SOUTH	RANDOLPH	FROM CLEBURNE COUNTY LINE TO WEDOWEE (13 MILES)	
4	US 431 SOUTH	RANDOLPH	FROM WEDOWEE TO ROANOKE (13 MILES)	AFC

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
5	US 431 SOUTH	RANDOLPH	FROM ROANOKE TO CHAMBERS COUNTY LINE (3 MILES)	AFC
6	US 431 SOUTH	CHAMBERS	FROM THE RANDOLPH COUNTY LINE TO LAFAYETTE (18 MILES)	AFC
7	US 431 SOUTH	CHAMBERS	FROM LAYFAYETTE TO LEE COUNTY LINE (5 MILES)	AFC
8	AL 9 NORTH	CHEROKEE	FROM CALHOUN COUNTY LINE TO CENTRE (15 MILES)	
9	AL 68 NORTH	CHEROKEE	FROM CENTRE TO DEKALB COUNTY LINE (11 MILES)	
10	AL 68 NORTH	DEKALB	FROM CHEROKEE COUNTY LINE TO COLLINSVILLE (5 MILES)	
11	AL 68 NORTH	DEKALB	FROM COLLINSVILLE TO CROSSVILLE (10 MILES)	AFC
12	AL 68 NORTH	DEKALB	FROM CROSSVILLE TO MARSHALL COUNTY LINE (7 MILES)	AFC
13	AL 68 NORTH	MARSHALL	FROM DEKALB COUNTY LINE TO AL 75 (5 MILES)	

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
14	AL 75 WEST	MARSHALL	FROM AL 68 TO ALBERTVILLE (4 MILES)	
15	US 431 NORTH	MARSHALL	FROM ETOWAH COUNTY LINE TO BOAZ (2 MILES)	
16	US 431 NORTH	MARSHALL	FROM BOAZ TO ALBERTVILLE (7 MILES)	N/A
17	US 431 NORTH	MARSHALL	FROM ALBERTVILLE TO GUNTERSVILLE (8 MILES)	N/A
18	US 431 NORTH	MARSHALL	FROM GUNTERSVILLE TO MADISON COUNTY LINE (15 MILES)	

SELECTED AGENCIES ASSIGNMENT FOR PLAN B

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
1	US 431 SOUTH	CLEBURNE	I-20 TO CLEBURNE COUNTY LINE (13 MILES)	
2	US 431 SOUTH & AL 9	CLEBURNE	HOLLIS CROSSROADS	
3	US 431 SOUTH	RANDOLPH	FROM CLEBURNE COUNTY LINE TO WEDOWEE (13 MILES)	
4	US 431 SOUTH	RANDOLPH	FROM WEDOWEE TO ROANOKE (13 MILES)	AFC
5	US 431 SOUTH	RANDOLPH	FROM ROANOKE TO CHAMBERS COUNTY LINE (3 MILES)	AFC
6	US 431 SOUTH	CHAMBERS	FROM THE RANDOLPH COUNTY LINE TO LAFAYETTE (18 MILES)	AFC
7	US 431 SOUTH	CHAMBERS	FROM LAYFAYETTE TO LEE COUNTY LINE (5 MILES)	AFC
8	AL 9 NORTH	CHEROKEE	FROM CALHOUN COUNTY LINE TO CENTRE (15 MILES)	N/A
9	AL 68 NORTH	CHEROKEE	FROM CENTRE TO DEKALB COUNTY LINE (11 MILES)	N/A

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
10	AL 68 NORTH	DEKALB	FROM CHEROKEE COUNTY LINE TO COLLINSVILLE (5 MILES)	N/A
11	AL 68 NORTH	DEKALB	FROM COLLINSVILLE TO CROSSVILLE (10 MILES)	N/A
12	AL 68 NORTH	DEKALB	FROM CROSSVILLE TO MARSHALL COUNTY LINE (7 MILES)	N/A
13	AL 68 NORTH	MARSHALL	FROM DEKALB COUNTY LINE TO AL 75 (5 MILES)	N/A
14	AL 75 WEST	MARSHALL	FROM AL 68 TO ALBERTVILLE (4 MILES)	N/A
15	US 431 NORTH	MARSHALL	FROM ETOWAH COUNTY LINE TO BOAZ (2 MILES)	N/A
16	US 431 NORTH	MARSHALL	FROM BOAZ TO ALBERTVILLE (7 MILES)	N/A
17	US 431 NORTH	MARSHALL	FROM ALBERTVILLE TO GUNTERSVILLE (8 MILES)	N/A
18	US 431 NORTH	MARSHALL	FROM GUNTERSVILLE TO MADISON COUNTY LINE (15 MILES)	N/A

SELECTED AGENCIES ASSIGNMENT FOR PLAN C

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
1	US 431 SOUTH	CLEBURNE	I-20 TO CLEBURNE COUNTY LINE (13 MILES)	N/A
2	US 431 SOUTH & AL 9	CLEBURNE	HOLLIS CROSSROADS	N/A
3	US 431 SOUTH	RANDOLPH	FROM CLEBURNE COUNTY LINE TO WEDOWEE (13 MILES)	N/A
4	US 431 SOUTH	RANDOLPH	FROM WEDOWEE TO ROANOKE (13 MILES)	N/A
5	US 431 SOUTH	RANDOLPH	FROM ROANOKE TO CHAMBERS COUNTY LINE (3 MILES)	N/A
6	US 431 SOUTH	CHAMBERS	FROM THE RANDOLPH COUNTY LINE TO LAFAYETTE (18 MILES)	N/A
7	US 431 SOUTH	CHAMBERS	FROM LAYFAYETTE TO LEE COUNTY LINE (5 MILES)	N/A
8	AL 9 NORTH	CHEROKEE	FROM CALHOUN COUNTY LINE TO CENTRE (15 MILES)	N/A
9	AL 68 NORTH	CHEROKEE	FROM CENTRE TO DEKALB COUNTY LINE (11 MILES)	N/A

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
10	AL 68 NORTH	DEKALB	FROM CHEROKEE COUNTY LINE TO COLLINSVILLE (5 MILES)	N/A
11	AL 68 NORTH	DEKALB	FROM COLLINSVILLE TO CROSSVILLE (10 MILES)	N/A
12	AL 68 NORTH	DEKALB	FROM CROSSVILLE TO MARSHALL COUNTY LINE (7 MILES)	N/A
13	AL 68 NORTH	MARSHALL	FROM DEKALB COUNTY LINE TO AL 75 (5 MILES)	N/A
14	AL 75 WEST	MARSHALL	FROM AL 68 TO ALBERTVILLE (4 MILES)	N/A
15	US 431 NORTH	MARSHALL	FROM ETOWAH COUNTY LINE TO BOAZ (2 MILES)	N/A
16	US 431 NORTH	MARSHALL	FROM BOAZ TO ALBERTVILLE (7 MILES)	N/A
17	US 431 NORTH	MARSHALL	FROM ALBERTVILLE TO GUNTERSVILLE (8 MILES)	N/A
18	US 431 NORTH	MARSHALL	FROM GUNTERSVILLE TO MADISON COUNTY LINE (15 MILES)	N/A

SELECTED AGENCIES ASSIGNMENT FOR PLAN D

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
1	US 431 SOUTH	CLEBURNE	I-20 TO CLEBURNE COUNTY LINE (13 MILES)	
2	US 431 SOUTH & AL 9	CLEBURNE	HOLLIS CROSSROADS	
3	US 431 SOUTH	RANDOLPH	FROM CLEBURNE COUNTY LINE TO WEDOWEE (13 MILES)	
4	US 431 SOUTH	RANDOLPH	FROM WEDOWEE TO ROANOKE (13 MILES)	AFC
5	US 431 SOUTH	RANDOLPH	FROM ROANOKE TO CHAMBERS COUNTY LINE (3 MILES)	AFC
6	US 431 SOUTH	CHAMBERS	FROM THE RANDOLPH COUNTY LINE TO LAFAYETTE (18 MILES)	AFC
7	US 431 SOUTH	CHAMBERS	FROM LAYFAYETTE TO LEE COUNTY LINE (5 MILES)	AFC
8	AL 9 NORTH	CHEROKEE	FROM CALHOUN COUNTY LINE TO CENTRE (15 MILES)	
9	AL 68 NORTH	CHEROKEE	FROM CENTRE TO DEKALB COUNTY LINE	

ROUTE SEGMENTS/ ASSIGNMENT	ROUTES	COUNTIES IMPACTED	REFERENCE POINTS AND MILEAGE (FROM/TO MILES)	RESPONSIBLE AGENCY
			(11 MILES)	
10	AL 68 NORTH	DEKALB	FROM CHEROKEE COUNTY LINE TO COLLINSVILLE (5 MILES)	
11	AL 68 NORTH	DEKALB	FROM COLLINSVILLE TO CROSSVILLE (10 MILES)	AFC
12	AL 68 NORTH	DEKALB	FROM CROSSVILLE TO MARSHALL COUNTY LINE (7 MILES)	AFC
13	AL 68 NORTH	MARSHALL	FROM DEKALB COUNTY LINE TO AL 75 (5 MILES)	
14	AL 75 WEST	MARSHALL	FROM AL 68 TO ALBERTVILLE (4 MILES)	
15	US 431 NORTH	MARSHALL	FROM ETOWAH COUNTY LINE TO BOAZ (2 MILES)	
16	US 431 NORTH	MARSHALL	FROM BOAZ TO ALBERTVILLE (7 MILES)	
17	US 431 NORTH	MARSHALL	FROM ALBERTVILLE TO GUNTERSVILLE (8 MILES)	
18	US 431 NORTH	MARSHALL	FROM GUNTERSVILLE TO MADISON COUNTY LINE (15 MILES)	AFC

Please reference the Evacuee Support Plan for specific response activities.

Coosa River Access and Control Plan

During a CSEPP accident/incident, people located in the risk area designated as having the potential for becoming contaminated will be required to evacuate and stay outside of the hazard area. The Coosa River Access and Control Plan achieves this goal by enacting one of seven sub-plans (A, B1, B2, C, D1, D2, or D4) depending on the wind direction at the time of the event This potential hazard area may include portions of the Coosa river basin. River Support tasks include:

- Alerting all boaters and fisherman of the potential hazard in the main river channel
- Stopping all river traffic at the access control point.
- Removing from the river any watercraft that has broken down and is unable to leave the potential danger area.
- Providing emergency first aid if needed.
- Providing updates to AEMA on the status of the Coosa River route sections/duty locations.

Wind From	CSEPP Plan Designator	Marine Police Designator	Remarks
250° - 359°	A	A	No Action Required
0° - 31°	B	B1	No Action Required
32° - 89°	B	B2	S. ACP = Curtis Fishing Camp north of Bridge on US231/us 280 ; N. ACP = Riverside Marine near I-20
90° - 119°	C	C	S. ACP = Joe's Camping & Fishing near Bridge on AL34 ; N. ACP = Calhoun County Free launch off AL77 near Ohatchee

Wind From	**CSEPP Plan Designator**	**Marine Police Designator**	**Remarks**
120° - 145°	D	D1	S. ACP = H. Neely Henry Dam ; N. ACP = Tommy's Marina north of AL77 near Rainbow City
146º - 218º	D	D2	To be determine
219° - 249°	D	D4	No Action Required

Please access the Coosa River Access and Control plan for specific response activities.

24 Operational Scenarios

This plan, which is divided into 24 sub-plans, encompasses roles and responsibilities of all state agencies responding to a chemical accident/incident at ANAD. Each sub-plan is tailored to a specific scenario by using plume distances and wind direction to determine the specific plan to use. The list below provides a guide to the situations that this plan encompasses:

IRZ Wedge Number	Scenario Description	"Initial Risk" Direction	IRZ/PAZ	Scenario Type
1	Blue Mountain	230-289	IRZ	120-Degree IRZ only
2	Oxford	290-349	IRZ	
3	Alexandria	170-229	IRZ	
4	Eastaboga	350-49	IRZ	
5	North Lincoln	50-109	IRZ	
6	Boiling Springs	110-169	IRZ	
7	Glencoe	170-229	PAZ	120 Degree PAZ
8	White Plains	230-289	PAZ	
9	Pell City	50-109	PAZ	
10	Talladega City	350-49	PAZ	
11	Ashville	110-169	PAZ	
12	Delta	290-349	PAZ	
13	Hokes Bluff	17	PAZ	60 Degree Most Likely and High Consequence Scenarios
14	Ragland	291	PAZ	
15	Bynum	227	IRZ	
16	Talladega Raceway	222	Limited PAZ (15.87 km)	
17	Talladega-Munford	221	PAZ	
18	Anniston-Ft. McClellan	78	IRZ/Limited PAZ	
19	Riverside	239	PAZ (intersection Closure)	
20	Piedmont	47	PAZ	
21	Gadsden	351	PAZ	
22	Heflin	99	PAZ	
23	Hollis Crossroads	108	PAZ	
24	Cheaha	149	PAZ	

Special Facility Plans

The special facility plans include checklists that should be implemented in response to a CSEPP incident. The checklists include step by step instructions to assist in evacuation efforts and procedures designed to assist personnel to perform shelter in place. The state special facility plans maintained by AEMA include:

- St. Clair Correctional Facility
- Childersburg Correctional Facility
- Eastaboga Fish Hatchery
- Cheaha State Park

Copies of each plan are maintained in the Preparedness Division library and at each facility.

APPENDIX 1
GLOSSARY OF KEY TERMS

For the purposes of the *EOP*, the following terms and definitions apply.

Agency. A division of government with a specific function, that offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility for incident mitigation) or assisting and/or cooperating (providing resources and/or assistance).

Agency Representative. A person assigned by a primary, assisting, or cooperating Federal, State, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Area Command (Unified Area Command). An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an Emergency Operations Center facility or at some location other than an Incident Command Post.

Available Resources. Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

Awareness. The continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively.

Casualty. Any person who is declared dead or is missing, ill, or injured.

Catastrophic Incident. Any natural or manmade incident, including terrorism, which leaves extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, and government functions. A catastrophic event results in sustained State or national impacts over a prolonged period of time; exceeds resources normally available to State, local, tribal, and private sector entities and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened.

Chain of Command. A series of command, control, executive, or management positions in hierarchical order of authority.

Civil Transportation Capacity. The total quantity of privately owned transportation services, equipment, facilities, and systems from all transportation modes nationally or in a prescribed area or region.

Command Staff. In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Coastal Zone. As defined by the *NCP*, means all U.S. waters subject to tide, U.S. waters of the Great Lakes, specified ports and harbors on inland rivers, waters of the contiguous zone, other water of the high seas subject to the *NCP*, and the land surface or land substrata, ground waters, and ambient air proximal to those waters. The term coastal zone delineates an area of Federal responsibility for response action. Precise boundaries are determined by EPA/USCG agreements and identified in Regional Contingency Plans.

Common Operating Picture (COP). A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Community Recovery. In the context of the *EOP* and its annexes, the process of assessing the effects of an Incident of National Significance or catastrophic disaster, defining resources, and developing and implementing a course of action to restore and revitalize the socioeconomic and physical structure of a community.

Consequence Management. Predominantly an emergency management function and includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The requirements of consequence management and crisis management are combined in the EOP.

Credible Threat. A potential terrorist threat that, based on a threat assessment, is credible and likely to involve weapons of mass destruction.

Crisis Management. Predominantly a law enforcement function and includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the EO*P*.

Critical Infrastructure Coordinator. Assigned by DHS/IAIP, the Critical Infrastructure Coordinator serves as the principal advisor to the JFO Coordination Group regarding all State and Regional Critical Infrastructure Sectors/Key Resources incident-related issues.

Cultural Resources. Cultural items, as defined in section 2(3) of *the Native American Graves Protection and Repatriation Act* [25 U.S.C. § 3001(3)]; archeological resources, as that term is defined in section 3(1) of the *Archaeological Resources Protection Act of*

1979 [16 U.S.C. § 470bb (1)]; or archeological artifacts and collections and associated records covered by section 79 of Title 36 of *the Code of Federal Regulations*.

Cyber. Pertaining to computers and their support systems, such as servers, routers, and switches that support critical infrastructure.

Defense Support to Civil Authorities (DSCA). Refers to DOD support, including Federal military forces, DOD civilians and DOD contractor personnel, and DOD agencies and components, for domestic emergencies and for designated law enforcement and other activities.

Deputy. A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy could act as relief for a superior and therefore must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

Disaster. See *Major Disaster*.

District Response Group. Established in each DHS-USCG District, the District Response Group is primarily responsible for providing the On-Scene Commander technical assistance, personnel, and equipment during responses typically involving marine zones.

Emergency. Absent a Presidentially declared emergency, any incident, human-caused or natural, that requires responsive action to protect life or property. Under the *Robert T. Stafford Disaster Relief and Emergency Assistance Act*, an emergency is any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Operations Center (EOC). The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribe), or some combination thereof.

Emergency Operations Plan (EOP). The “steady-state” plan maintained by various jurisdictional levels for managing a wide variety of potential hazards.

Emergency Public Information. Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Emergency Response Provider. Includes Federal, State, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. (See section 2(6), *Homeland Security Act of 2002*, *Public Law 107-296*, 116 Stat. 2135 (2002).) Also known as emergency responder.

Emergency Support Function (ESF). A grouping of government and certain private sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. The ESFs serve as the primary operational-level mechanism to provide assistance to State, local, and tribal governments or to Federal departments and agencies conducting missions of primary Federal responsibility.

Emergency Transportation Center. A regionally operated center with transportation acquisition expertise and experience that is capable of supporting multiple regional disasters and Joint Field Offices and is in direct support of the ESF #1 regional team.

Environment. Natural and cultural resources and historic properties as those terms are defined in this glossary and in relevant laws.

Environmental Response Team. Established by EPA, the Environmental Response Team includes expertise in biology, chemistry, hydrology, geology, and engineering. The Environmental Response Team provides technical advice and assistance to the On-Scene Coordinator for both planning and response to discharges and releases of oil and hazardous substances into or threatening the environment.

Evacuation. Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Event. A significant event or designated special event requiring security, such as inaugurals, State of the Union addresses, the Olympics, and international summit conferences.

Facility Management. Facility selection and acquisition, building services, information systems, communications, safety and health, and physical security.

Federal. Of or pertaining to the Federal Government of the United States of America.

Federal Coordinating Officer (FCO). The Federal officer who is appointed to manage Federal resource support activities related to *Stafford Act* disasters and emergencies. The FCO is responsible for directing and coordinating the timely delivery of Federal disaster

assistance resources and programs to the affected State and local governments, individual victims, and the private sector.

Federal On-Scene Coordinator (FOSC or OSC). The Federal official pre-designated by the EPA or the USCG to coordinate and direct responses to oil and hazardous substances under the National Oil and Hazardous Substances Pollution Contingency Plan.

Federal Response Coordinator (FRC). The Federal official appointed to manage Federal resource support activities related to non-*Stafford Act* incidents. The FRC is responsible for coordinating support from other Federal departments and agencies using interagency agreements and memoranda of understanding.

Federally Arranged Transportation Support. The identification of available civil transportation capacity, and assistance in procuring such capacity, in support of Federal agencies, State, local and Tribal governmental entities, and voluntary organizations unable to obtain required services through normal procurement channels.

First Responder. Local police, fire, and emergency medical personnel who first arrive on the scene of an incident and take action to save lives, protect property, and meet basic human needs. First responders may include Federal, State, local, or tribal responders.

Food and Nutrition Service (FNS) Disaster Task Force. The *Food Security Act of 1985 (Public Law 99-198)* requires the Secretary of Agriculture to establish a Disaster Task Force to assist States in implementing and operating various disaster food programs. The FNS Disaster Task Force coordinates the FNS overall response to disasters and emergencies. It operates under the general direction of the Administrator of FNS. The FNS Disaster Task Force consists of the Administrator, Associate Administrators, Disaster Coordinator, Deputy Administrator for Management, Deputy Administrator for Consumer and Governmental Affairs, representatives from the food stamp and special nutrition programs, and representatives from regional office(s) affected by the disaster. The FNS Disaster Task Force expedites approval of disaster designation requests and policy clarifications. It also maintains liaison with DHS Headquarters.

Hazard. Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Hazard Mitigation. Any action taken to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities.

Hazardous Material. A substance or material, including a hazardous substance, which has been determined by the Secretary of Transportation to be capable of posing an unreasonable risk to health, safety, and property when transported in commerce, and which has been so designated (see 49 CFR 23 171.8). For the purpose of the *EOP*, the

term is intended to include hazardous substances, pollutants, and contaminants as defined by the *NCP*.

Hazardous Substance. As defined by the *NCP*, any substance designated pursuant to section 311(b)(2)(A) of the *Clean Water Act*; any element, compound, mixture, solution, or substance designated pursuant to section 102 of the *Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)*; any hazardous waste having the characteristics identified under or listed pursuant to section 3001 of the *Solid Waste Disposal Act* (but not including any waste the regulation of which under the *Solid Waste Disposal Act (42 U.S.C. § 6901 et seq.)* has been suspended by Act of Congress); any toxic pollutant listed under section 307(a) of the *Clean Water Act*; any hazardous air pollutant listed under section 112 of the *Clean Air Act (42 U.S.C. § 7521 et seq.)*; and any imminently hazardous chemical substance or mixture with respect to which the EPA Administrator has taken action pursuant to section 7 of the *Toxic Substances Control Act (15 U.S.C. § 2601 et seq.).*

Historic Property. Any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the *National Register of Historic Places*, including artifacts, records, and remains which are related to such district, site, building, structure, or object [16 U.S.C. § 470(w)(5)].

Incident. An occurrence or event, natural or human-caused, which requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, Wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Action Plan. An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP). The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities.

Incident Command System (ICS). A standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. The national standard for ICS is provided by the *NIMS*.

Incident Commander (IC). The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The

IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Management Team (IMT). The Incident Commander and appropriate Command and General Staff personnel assigned to an incident.

Incident Mitigation. Actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.

Incident of National Significance. An incident with high impact that requires a coordinated and effective response by Federal, State, local, tribal, and nongovernmental entities in order to save lives and minimize damage.

Information Officer. See *Public Information Officer*.

Initial Actions. The actions taken by those responders first to arrive at an incident site.

Initial Response. Resources initially committed to an incident.

Inland Zone. As defined in the *NCP*, the environment inland of the coastal zone excluding the Great Lakes and specified ports and harbors on the inland rivers. The term a "coastal zone" delineates an area of Federal responsibility for response action. Precise boundaries are determined by EPA/USCG agreements and identified in Regional Contingency Plans.

Joint Field Office (JFO). A temporary Federal facility established to provide a central point for Federal, State, local, and Tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the FBI JOC, the FEMA DFO, and the JIC within a single Federal facility.

Joint Information Center (JIC). A facility established to coordinate all incident-related public information activities on-scene. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating State, local, tribal and Federal agencies and nongovernmental entities should collocate at the JIC.

Joint Operations Center (JOC). The JOC is the focal point for all investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is managed by the FBI. The JOC integrates into the JFO when the NRP is activated.

Jurisdiction. The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

Liaison Officer. An agency official sent to another agency to facilitate interagency communications and coordination.

Local Government. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization or, in Alaska, a Native Village or Alaska Regional Native Corporation; or a rural community, unincorporated town or village, or other public entity. (As defined in section 2(10) of the *Homeland Security Act of 2002, Public Law 107-296,116 Stat. 2135, et seq. (2002).)*

Major Disaster. As defined under the *Robert T. Stafford Disaster Relief and Emergency Assistance Act* (42 U.S.C. § 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Materiel Management. Requisitioning and sourcing (requirements processing); acquisition, asset visibility (resource tracking), receipt, storage, and handling; security and accountability; inventory, deployment, issue, and distribution; and recovery, reuse, and disposition.

Mitigation. The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often predicated on lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization. The process and procedures used by all organizations—Federal, State, local, and tribal—for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Multi-Jurisdictional Incident. An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS these incidents will be managed under Unified Command.

Mutual Aid Agreement. Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

National. Of a nationwide character, including the Federal, State, local, and tribal aspects of governance and polity.

National Disaster Medical System (NDMS). A cooperative, asset-sharing partnership between HHS, the Department of Veterans Affairs, DHS, and DOD. NDMS provides resources for meeting the continuity of care and mental health services requirements of ESF #8.

National Incident Management System (NIMS). A system mandated by *HSPD-5* that provides a consistent, nationwide approach for Federal, State, local, and tribal governments; the private sector; and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. *HSPD-5* identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Interagency Coordination Center (NICC). The organization responsible for coordinating allocation of resources to one or more coordination centers or major fires within the Nation. Located in Boise, ID.

National Interagency Fire Center (NIFC). A facility located in Boise, ID, that is jointly operated by several Federal agencies and is dedicated to coordination, logistical support, and improved weather services in support of fire management operations throughout the United States.

Natural Resources. Land, fish, wildlife, biota, and water. Water means salt and fresh water, surface and ground water, including water used for drinking, irrigation, and aquaculture.

National Response Center. A national communications center for activities related to oil and hazardous substance response actions. The National Response Center, located at DHS-USCG Headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate Federal On-Scene Coordinator.

National Response System. Pursuant to the *NCP*, it is the mechanism for coordinating response actions by all levels of government (40 CFR § 300.21).

National Response Team (NRT). The NRT, comprised of the 16 Federal agencies with major environmental and public health responsibilities, is the primary vehicle for

coordinating Federal agency activities under the *NCP*. The NRT carries out national planning and response coordination and is the head of a highly organized Federal oil hazardous substance emergency response network. EPA serves as the NRT Chair, and the DHS-USCG serves as Vice Chair.

National Strike Force. The National Strike Force consists of three strike teams established by the DHS/USCG on the Pacific, Atlantic, and Gulf coasts. The strike teams can provide advice and technical assistance for oil and hazardous substances removal, communications support, special equipment, and services.

On-Scene Coordinator (OSC). See *Federal On-Scene Coordinator*.

Nongovernmental Organization (NGO). An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Pollutant or Contaminant: As defined in the *NCP*, includes, but is not limited to, any element, substance, compound, or mixture, including disease-causing agents, which after release into the environment and upon exposure, ingestion, inhalation, or assimilation into any organism, either directly from the environment or indirectly by ingestion through food chains, will or may reasonably be anticipated to cause death, disease, behavioral abnormalities, cancer, genetic mutation, physiological malfunctions or physical deformations, in such organisms or their offspring.

Preparedness. The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the *NRP*, preparedness is operationally focused on those preparedness actions taken during an incident.

Prevention. Actions to avoid an incident or to intervene to stop an incident from occurring. This involves actions to protect lives and property. It includes applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators.

Principal Federal Official (PFO). The Federal official designated by the Secretary of Homeland Security to act as his/her representative locally to oversee, coordinate, and execute the Secretary's incident management responsibilities under *HSPD-5* for Incidents of National Significance.

Private Sector. Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVOs).

Public Information Officer (PIO). A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Radiological Emergency Response Teams (RERTs). Teams provided by EPA's Office of Indoor Air and Radiation to support and respond to incidents or sites containing radiological hazards. These teams provide expertise in radiation monitoring, radionuclide analyses, radiation health physics, and risk assessment. RERTs can provide both mobile and fixed laboratory support during a response.

Recovery. The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Regional Emergency Transportation Coordinator. A senior-level executive from a DOT operating administration who is pre-designated by DOT order to serve as the regional representative of the Secretary of Transportation for emergency transportation preparedness and response, including leadership of ESF #1. Depending upon the nature and extent of the disaster or major incident, the Secretary may designate another official in this capacity.

Regional Response Teams (RRTs). Regional counterparts to the National Response Team, the RRTs comprise regional representatives of the Federal agencies on the NRT and representatives of each State within the region. The RRTs serve as planning and preparedness bodies before a response, and provide coordination and advice to the Federal On-Scene Coordinator during response actions.

Resources. Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Response. Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying

intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Scientific Support Coordinator (SSC). Individual who, under the direction of the Federal On-Scene Coordinator, leads a team of scientists that provide scientific support for response operational decisions and for coordinating on-scene scientific activity. Generally, an SSC is provided by NOAA in coastal zones and by EPA in the inland zone.

Senior Federal Official (SFO). An individual representing a Federal department or agency with primary statutory responsibility for incident management. SFOs utilize existing authorities, expertise, and capabilities to aid in management of the incident working in coordination with other members of the JFO Coordination Group.

State. Any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, the Freely Associated States (namely the Republic of Palau, the Federated States of Micronesia, and the Republic of the Marshall Islands), and any possession of the United States. (As defined in section 2(14) of the *Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).)*

Strategic. Strategic elements of incident management are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Supervisor of Salvage and Diving (SUPSALV). A salvage, search, and recovery operation established by the Department of Navy. SUPSALV has extensive experience to support response activities, including specialized salvage, firefighting, and petroleum, oil, and lubricants offloading. SUPSALV, when available, will provide equipment for training exercises to support national and regional contingency planning.

Terrorism. Under 28 CFR § 0.85, terrorism includes the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

Threat. An indication of possible violence, harm, or danger.

Transportation Management. Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.

Tribe. Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the *Alaskan Native Claims Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.]*, that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Unified Command. An application of Incident Command System (ICS) used when there is more than one agency with incident jurisdiction. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP and to establish a common set of objectives and strategies and a single Incident Action Plan.

United States. When used in relation to section 311(a)(5) of the *Clean Water Act*, means the States, the District of Columbia, the Commonwealth of Puerto Rico, the Northern Mariana Islands, Guam, American Samoa, the U.S. Virgin Islands, and the Pacific Island Governments.

Urban Search and Rescue. Operational activities that include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

Volunteer. Any individual accepted to perform services by the lead agency, which has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed. (See, e.g., 16 U.S.C. § 742f(c) and 29 CFR § 553.101.)

Weapon of Mass Destruction (WMD). As defined in Title 18, U.S.C. § 2332a: (A) any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device; (B) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (C) any weapon involving a disease organism; or (D) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.