**State of Alabama**
**EMERGENCY OPERATIONS PLAN**




# As of May 21, 2025

**Prepared by the**
**Alabama Emergency Management Agency**
**Response Division**
**Clanton, Alabama 35046**

OFFICE OF THE GOVERNOR

STATE CAPITOL
MONTGOMERY, ALABAMA 36130

**KAY IVEY**
GOVERNOR

(334) 242-7100
FAX: (334) 242-0937

# STATE OF ALABAMA

## MEMORANDUM

**TO:** All State Department Heads
Boards, Agencies and Commissions
Executive Heads of County and City Governments
Directors of Local Emergency Agencies
Citizens of the State of Alabama

**FROM:** Governor Kay Ivey

**DATE:** May 21, 2025

**SUBJECT:** Alabama Emergency Operations Plan

Under the authority vested in me as the 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 version dated March 17, 2022. This plan reflects and establishes the policy of the State as to the planning, concept of operations, response and recovery for emergencies.

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 or major incident that exceeds local capabilities.

It incorporates the format of the National Response Framework (NRF) fourth addition and the Federal Emergency Management Agency's (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 (NIMS) to ensure efficient and effective coordination between local, state, and federal agencies utilizing common terminology, operational procedures, and organizational structure.

# Table Of Contents

**FOREWORD** ..... 6

**AUTHORITIES** ..... 8

**SIGNATURE PAGES** ..... 12

**DISTRIBUTION** ..... 14

**RECORD OF CHANGES** ..... 16

**EOP CHANGE REQUEST** ..... 19

**ACRONYMS AND ABBREVIATIONS** ..... 20

**BASE PLAN** ..... 28

- **Introduction and Purpose** ..... 28
- **Planning Assumptions and Considerations** ..... 29
- **EOP Organization** ..... 35
- **Roles and Responsibilities** ..... 36
- **Concept of Operations** ..... 45
- **Incident Management Actions** ..... 56
- **Training and Exercises** ..... 59
- **EOP Implementation Guidance:** ..... 61

**EMERGENCY SUPPORT FUNCTION ANNEXES: INTRODUCTION PURPOSE** ..... 64

- **Emergency Support Function (ESF) #1: Transportation** ..... 92
- **Emergency Support Function (ESF) #2: Communications** ..... 100
- **Emergency Support Function (ESF) #3: Public Works and Engineering** ..... 116
- **Emergency Support Function (ESF) #4: Fire Fighting** ..... 123
- **Emergency Support Function (ESF) #5: Emergency Management (Planning Section)** ..... 101

**Emergency Support Function (ESF) #6: Mass Care, Emergency Assistance, Housing, and Human Services 119**

**Emergency Support Function (ESF) #7: Logistics Management and Resource Support ..... 130**

**Emergency Support Function (ESF) #8: Public Health and Medical Services ..... 127**

**Emergency Support Function (ESF) #9: Search and Rescue ..... 141**

**Emergency Support Function (ESF) #10: Oil and Hazardous Materials Response ..... 147**

**Emergency Support Function (ESF) #11: Agriculture and Natural Resources ..... 155**

**Emergency Support Function (ESF) #12: Energy ..... 161**

**Emergency Support Function (ESF) #13: Public Safety and Security ..... 169**

**Emergency Support Function (ESF) #14: Cross-Sector Business and Infrastructure ..... 172**

**Emergency Support Function (ESF) #15: External Affairs ..... 174**

**INCIDENT ANNEXES: INTRODUCTION ..... 183**

**Incident Annex A: Biological Incident ..... 177**

**Tab A: (Pandemic Influenza) to Incident Annex A (Biological Incident Annex) to the State of Alabama Emergency Operations Plan (EOP)** ..... 181

**Tab B: (Fish and Wildlife) to Incident Annex A (Biological Incident Annex) to the State of Alabama Emergency Operations Plan (EOP)** ..... 182

**Incident Annex B: Catastrophic Incident ..... 190**

**Tab A: (Earthquake)** to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP) ..... 199

**Tab B: (Flooding) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)** ..... 234

**Tab C: (Hurricane) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)** ..... 240

**Tab D: (Severe Weather) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)** ..... 253

**Tab E: (Severe Winter Weather) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)** ..... 264

**Incident Annex C: Cyber Incident Annex ..... 273**

**Annex D (Food and Agriculture) to State of Alabama Emergency Operations Plan (EOP) ..... 271**

**Tab A: (Animal Care) to Incident** ..... 271

**Tab B: (Animal Diseases) to Incident Annex D (Food and Agriculture) to the State of Alabama Emergency Management Agency Operations Plan (EOP)** ..... 275

**Incident Annex E - Radiological Emergency Preparedness ..... 357**

***Incident Annex F: Terrorism Incident Law Enforcement and Investigation* ..... 442**

**SUPPORT ANNEXES: INTRODUCTION ..... 452**

***Support Annex A: Continuity of Operations (COOP)*** ..... **369**

***Support Annex B: Critical Infrastructure*** ..... **379**

***Support Annex C: External Affairs*** ..... **387**

***Support Annex D: Financial Management*** ..... **410**

***Support Annex E: Mass Evacuations*** ..... **413**

***Support Annex F: Private Sector Coordination*** ..... **427**

***Support Annex G: Strategic National Stockpile*** ..... **435**

***Support Annex H: Tribal Relations*** ..... **437**

***Support Annex I: Volunteer and Donations Management*** ..... **440**

***Support Annex J: Worker Safety and Health*** ..... **451**

***Support Annex K: State Emergency Management Divisions*** ..... **456**

INTENTIONALLY LEFT BLANK

## Foreword

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

The EOP, using the National Response Framework (NRF) 4th Edition and the National Incident Management System (NIMS) 3rd Edition, 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
- Determine priorities and coordinate protection, response, and recovery of critical infrastructure.

This EOP is based on guidelines in the NRF and the Comprehensive Preparedness Guide (CPG) 101, version 3.0, dated September 2021. The NRF, as a core guide for national incident management, is linked to an array of incident or hazard-specific Federal contingency plans designed to implement the specific statutory authorities and responsibilities of various departments and agencies. Therefore, state agencies that partner with federal agencies should operate 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 Base Plan. Annexes provide specific responses for government agencies and define their responsibilities.

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

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

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

The priorities will be Life Safety, Incident Stabilization, Protection of Property, the Environment, and Needs and Damage Assessment.

The State will conduct all response and recovery operations using the Incident Command System (ICS). The Integrated Emergency Management System (IEMS) refers to an all-hazard approach to the coordination, direction, and control of disasters independent of their type, origin, size, and complexity, and is the cornerstone of the State's Emergency and Disaster Preparedness, Response, Recovery, and Mitigation program. This includes governmental and non-governmental organizations that have a role in saving lives, caring for the sick/injured, recovering casualties, mitigating property loss, and restoring services and infrastructure.

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

INTENTIONALLY LEFT BLANK

## Authorities

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

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

**Title: Executive Order Number 24 by Governor Bob Riley.**
**Creator:** Riley, Bob, 1944-
**Date:** 2005 February 10
**Repository:** Alabama Department of Archives and History, 624 Washington Avenue, Montgomery, Alabama 36130
**Language:** English
**Sort Date:** 2005-02-10

**Executive Order 24 Synopsis***:* *Adoption of a standardized Incident Command System. Executive Order 24 of 2/10/2005 implements the National Incident Management System (NIMS) in the State of Alabama, to institutionalize the use of the National Incident Command System (ICS).*

**Title: Executive Order Number 15 by Governor Jim Folsom.**
**Creator:** Folsom, James Elisha, 1949-
**Date:** 1994 February 15
**Repository:** Alabama Department of Archives and History, 624 Washington Avenue, Montgomery, Alabama 36130
**Language:** English
**Sort Date:** 1994-02-15

**Executive Order 15 Synopsis***:*

- *AEMA Director Shall maintain emergency management facilities and personnel at appropriate, necessary levels of emergency response capability.*
- *AEMA Director shall conduct overall supervision and coordination of emergency and disaster operations.*
- *The Emergency Operations Plan (EOP) as last promulgated, is the primary guide for emergency management activities. Shall be adhered to by all political sub-divisions, state departments, and agencies authorized or directed to conduct emergency management activities.*
- *Each Department appoints an agency Emergency Management Coordinator and alternate.*
- *Each State Department or Agency assigned primary responsibility shall prepare and maintain detailed operating procedures (SOP). Copies of SOPs shall be furnished, which implement the functional annex, to the AEMA Director.*

**Title: Executive Order Number 40 by Governor George C. Wallace**
**Creator:** Wallace, George C. (George Corley), 1919-1998
**Date:** 1985 July 23
**Repository:** Alabama Department of Archives and History, 624 Washington Avenue, Montgomery, Alabama 36130
**Language:** English
**Sort Date:** 1985-07-23

**Executive Order 40 Synopsis*:*** *Regarding hazardous materials of all types of chemical, biological, and radiological for storage, use, and/or transport; The AEMA will serve as the coordinating agency, along with the Department of Public Safety and the Department of Environmental Management.*

**Title: Executive Order Number 4 by Governor George C. Wallace.**
**Creator:** Wallace, George C. (George Corley), 1919-1998
**Date:** 1983 March 17
**Repository:** Alabama Department of Archives and History, 624 Washington Avenue, Montgomery, Alabama 36130
**Language:** English
**Sort Date:** 1983-03-17

**Executive Order 4 Synopsis*:*** *RE: Storage and transport of hazardous materials. AEMA shall be coordinating agencies for the state. Planning, training, and operations coordinated through AEMA.*

**Title: Executive Order Number 27 by Governor George C. Wallace.**
**Creator:** Wallace, George C. (George Corley), 1919-1998
**Date:** 1966 March 3
**Repository:** Alabama Department of Archives and History, 624 Washington Avenue, Montgomery, Alabama 36130
**Language:** English
**Sort Date:** 1966-03-03

**Executive Order 27 Synopsis*:*** *1966 establishment of the Office of Emergency Planning with responsibility for planning and preparedness during peacetime in preparation for the state of emergency. Early establishment of supporting committees and, specifically, the aggregation of resource agencies is integral during emergency times.*

INTENTIONALLY LEFT BLANK

## 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 incident management. It provides the structure and mechanisms for coordinating State support to State, Local, and Tribal incident managers and exercising direct State authorities and responsibilities. The EOP assists in reducing the vulnerability to all natural and man-made hazards, minimizing the damage and suffering caused by any disaster, and assisting in responding to and recovering from all-hazard incidents.

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

- Supporting EOP concepts, processes, and structures while executing 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 implementing the EOP as appropriate and consistent with their 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 authorities and responsibilities, enables effective and efficient incident management.

- Modifying existing interagency and agency incident management and emergency response plans to facilitate compliance with the EOP.

- Developing and maintaining incident management partnerships with State, Local, Tribal, Regional Entities, the Private Sector, and Nongovernmental Organizations (NGOs).

- Utilizing department- and agency-specific authorities, resources, and programs to facilitate incident management activities by the EOP

- Developing, exercising, and refining state and regional capabilities to ensure sustained operational readiness and support for the EOP.

DocuSign Envelope ID: E7CDF0E7-689C-4ADA-BA13-6F37BDC9D9EA



## Signature Pages

Docusign Envelope ID: 4521762E-62D3-4A62-854D-0DCA77148A83

**Alabama Emergency Management Agency (AEMA) Emergency Operations Plan (EOP)**

**Signature Page**

"An electronic signature will be deemed to have the same legal standing as a handwritten signature"

Commissioner Kimberly Boswell
Commissioner, Alabama Department of Mental Health

Chancellor Jimmy H. Baker
Chancellor, Alabama Community College System

Director Scott Harris
Director, Alabama Department of Public Health

Jean W. Brown
Commissioner, Alabama Department of Senior Services

Director, Alabama Department of Transportation

Director, Alabama Emergency Management Agency

Rick Oates
State Forester, Alabama Forestry Commission

David E Pritchett
Adjutant General, Alabama National Guard

Regional Disaster Program Officer, ARMS Coordinator Rick Schofield
Disaster Services Coordinator, American Red Cross

Gina Maiola
Communications Director, Governor's Office

Melinda Stallworth
Director, Governor's Office of Volunteer Services

CharlesB Mask
Executive Director, Alabama Indian Affairs Commission

Daniel Urquhart
Secretary, Office of Information Technology

DocuSign Envelope ID: E7CDF0E7-689C-4ADA-BA13-6F37BDC9D9EA



Docusign Envelope ID: 4521762E-62D3-4A62-854D-0DCA77148A83

**Alabama Emergency Management Agency (AEMA) Emergency Operations Plan (EOP)**

**Signatory departments and agencies follow:**

"An electronic signature will be deemed to have the same legal standing as a handwritten signature"

**Signature Page**

Administrator Curtis Stewart
Administrator, Alabama Alcohol Beverage Control Board

Executive Director Cam Ward
Executive Director, Alabama Board of Pardons and Parole

Commissioner Rick Pate
Commissioner, Alabama Department of Agriculture and Industries

Commissioner Chris Blankenship
Commissioner, Alabama Department of Conservation and Natural Resources

Commissioner John Hamm
Commissioner, Alabama Department of Corrections

Director, Alabama Department of Economic and Community Affairs

Superintendent, Alabama State Department of Education

Acting Director Jeffery W. Kitchens
Director, Alabama Department of Environmental Management

Director Bill Poole
Director, Alabama Department of Finance

Secretary Hal Taylor
Secretary, Alabama Law Enforcement Agency

Commissioner Nancy Buckner
Commissioner, Alabama Department of Human Resources

Secretary Greg Reed
Secretary, Alabama Department of Labor

Commissioner Mark Fowler
Commissioner, Alabama Department of Insurance

**Distribution**

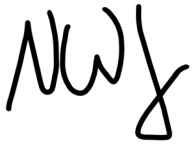
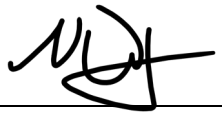
| Governmental Entity (Agency, Dept., etc.) | Number of Copies |
|---|---|
| Alabama Alcohol Beverage Control Board | |
| Alabama Board of Funeral Services | |
| Alabama Board of Pardons and Paroles | |
| Alabama Department of Agriculture and Industries | |
| Alabama Department of Conservation and Natural Resources | |
| Alabama Department of Corrections | |
| Alabama Department of Economic and Community Affairs | |
| Alabama State Department of Education | |
| Alabama Department of Environmental Management | |
| Alabama Department of Finance | |
| Office of Information Technology | |
| Alabama Department of Human Resources | |
| Alabama Department of Labor | |
| Alabama Department of Insurance | |
| Alabama Department of Mental Health | |
| Alabama Community College System | |
| Alabama Department of Public Health | |

| Governmental Entity (Agency, Dept., etc.) | Number of Copies |
|---|---|
| Alabama Department of Senior Services | |
| Alabama Department of Transportation | |
| Alabama Emergency Management Agency | |
| Alabama Forestry Commission | |
| Alabama Governor's Office | |
| Alabama Governor's Office of Volunteer Services | |
| Alabama Indian Affairs Commission | |
| Alabama Law Enforcement Agency | |
| Alabama National Guard | |
| Alabama Power Company | |
| American Red Cross | |
| Alabama Sheriff's Association | |
| Civil Air Patrol | |
| TOTAL COPIES | |

## Record of Changes

| CHANGE NUMBER | DATE OF CHANGE | DATE ENTERED | CHANGE TITLE | CHANGE MADE BY (SIGNATURE) |
|---|---|---|---|---|
| 001 | 06/28/2024 | 07/09/2024 | Verbiage "six regions" changed to "four regions", **pg 127**. Verbiage added "the Interagency Resource Ordering Capability system", **pg 127** | OB |
| 002 | 06/14/2024 | 07/09/2024 | Verbiage change "assure" to "ensure", **pg 97** | OB |
| 003 | 07/9/2024 | 07/23/2024 | Added DCNR logo to title page, **pg 1** | OB |
| 004 | 06/09/2024 | 07/09/2024 | Verbiage change "assure" to "ensure", **pg 120** | OB |
| 005 | 06/18/2024 | 07/22/2024 | Removed "Alabama Petroleum Council" **pg 161** | OB |
| 006 | 06/18/2024 | 07/22/2024 | Change from "Alabama State Energy Assurance Plan" to "Alabama State Energy Security Plan" **pg 165** | OB |
| 007 | 09/17/2024 | 09/17/2024 | Added "ADEM or designee" and "ADECA or designee" to list of primary agencies in the SCG **pg 31** | OB |
| 008 | 10/08/2024 | 10/17/2024 | **ESF 13 Annex**: Added Alabama Emergency Management Agency to list of support agencies; Correction Officials to Alabama Department of Corrections; Updated primary agency responsibilities; Added AEMA to Support Agency Figure 11 | OB |
| 009 | 10/08/2024 | 10/17/2024 | **ESF 1 Annex:** Added responsibilities to the primary agency from the table of support agencies (Primary was wrongly listed as support); Added AEMA to list of support agencies as well as the responsibilities | OB |

| | | | | |
|---|---|---|---|---|
| 010 | 10/15/2024 | 10/17/2024 | **ESF 2 Annex:** Added support agencies section; additional information on Primary Points of Coordination and Associated Actions Section; Additional information added to Purpose, Scope, Information Technology, General, Resource Requirements, and Federal/State Support Agencies | OB |
| 011 | 07/22/2024 | 10/17/2024 | **ESF 9 Annex:** Under the Purpose section, added updated information on search and rescue operations | OB |
| 012 | 10/17/2024 | 10/17/2024 | **ESF 11 Annex:** Removed DCNR from table of supporting agencies since it is listed as a primary and added verbiage from table to primary responsibilities section | OB |
| 013 | 07/11/2024 | 10/17/2024 | **ESF 6 Annex:** deleted misspelling of "impact"; Added "American" to Red Cross; In "Household Pets and Service Animals" section, household pets will be allowed if the host shelter permits it; under "General Specialized Medical and Nonconventional Shelters", corrected capitalization to "Medical Needs Shelters"; Under "Human Services Function" corrected "short" to "short-term"; under "general/Overview", Addition of "mass care" and verbiage change of "victims on a mass care basis" to "disaster survivors"; Under "State" in Organization Section, added "State", "SEOC", and "COOP Site"; Under "Alabama Community College System", added "ESF 6 activities" | OB |
| 014 | 07/11/2024 | 10/17/2024 | **ESF 3 Annex:** "Reevaluation" to "Re-evaluation"; Added Alabama Rural Water Association to Support Agency table | OB |
| 015 | 10/15/2024 | 10/17/2024 | **ESF 7 Annex:** Information added throughout the section, expanding on responsibilities and requirements | OB |
| 016 . | 03/28/2025 | 03/31/2025 | **ESF 11 Annex:** remove the words "and resources", remove period and add: , and coordination with USDA, APHIS, VS, for resources, remove "and veterinary care", add "coordinate veterinary care with Vet Schools and ALVMA, add "requirements related to", add related to animals, animal | NWJ |

| | | | | |
|---|---|---|---|---|
| | | | products, and food, add "coordination of," replace with "planning" , add "and coordination with USDA, APHIS, VS for resources |  |
| 017 | 04/22/25 | 05/08/2025 | **Pg. 43:** Primary agency changed to AEMA from ADECA (now supporting agency).<br>**ESF 12:** deleted repetitive wording (power outage areas) and added ADECA as a supporting agency.<br>**Pg. 135:** deleted "and food."<br>**Pg. 161:** Corrected formatting issues under "Supporting Agencies".<br>**Pg. 63:** Added ADECA as a supporting agency for ESF 6 |  |
| 018 | 05/01/2025 | 05/08/2025 | **Pg. 43:** Change ESF 14 to "Cross-Sector Business Sector" and adding scope bullets<br>**Pg. 48:** Added Planning Section Chief to Response Division line of succession. Added Line of Succession for Mission Support and Information Technology Divisions.<br>**Pg. 171** Changed ESF 14 to "Cross-Sector Business Sector" and provided a paragraph explaining it is being revised. |  |
| 019 | 05/20/2025 | 05/21/2025 | **Pg. 126:** added specific responsibilities for ADECA – assist in researching grant/funding opportunities. |  |
| 020 | 05/21/2025 | 05/21/2025 | **Pg. 62:** Added sentence about SEOC floor plan being revised due to renovations**.**<br>**Pg. 63:** Removed Long-Term Recovery Annex and added Cross-Sector Business and Infrastructure |  |

## EOP Change Request

TO: Director
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 Director of Alabama Emergency Management Agency (AEMA), at the above address for coordination, comment, concurrence, and approval. The format of suggested changes should be based on the Base Plan or Annex, Section, Paragraph/Subparagraph, and page number.

CHANGE:

SHOULD READ:

Submitted by: _____

Date: _____

Phone Number: _____

## Acronyms and Abbreviations

| | |
|---|---|
| ***AC*** | Area Command |
| ***ADECA*** | Alabama Department of Economic and Community Affairs |
| ***ADEM*** | Alabama Department of Environmental Management |
| ***ADPH*** | Alabama Department of Public Health |
| ***AEMA*** | Alabama Emergency Management Agency |
| ***ADOL*** | Alabama Department of Labor |
| ***SEOC*** | State Emergency Operations Center |
| ***AERC*** | Alabama Emergency Response Commission |
| ***AFC*** | Alabama Forestry Commission |
| ***AHP*** | All Hazards Plan |
| ***ALEA*** | Alabama Law Enforcement Agency |
| ***ALNG*** | Alabama National Guard |
| ***ALVOAD*** | Alabama Volunteer Agencies Active in Disasters |
| ***APG*** | Alabama Preparedness Guide |
| ***ARC*** | American Red Cross |
| ***ARM*** | Aerial Radiological Monitoring |
| ***ARES*** | Amateur Radio Emergency Services |
| ***BFNPP*** | Browns Ferry Nuclear Power Plant |
| ***BSI*** | Base/Basic Support Installation |

| | |
|---|---|
| ***CAP*** | Civil Air Patrol |
| ***CHEMTREC*** | Chemical Transportation Emergency Center |
| ***CBRNE*** | Chemical, Biological, Radiological, Nuclear, and 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 |
| ***CISA*** | Cybersecurity and Infrastructure Security Agency |
| ***COG*** | Continuity of Government |
| ***CONOPS*** | Concept of Operations |
| ***CONPLAN*** | Concept of Operations Plan |
| ***COP*** | Common Operating/Operational Picture |
| ***COTS*** | Commercial-off-the-Shelf |
| ***CP*** | Command Post |
| ***CPG*** | Comprehensive Preparedness Guide |
| ***CSG*** | Counterterrorism Security Group |
| ***CST*** | Civil Support Team |
| ***CT*** | Counterterrorism |
| ***DALO*** | Disaster Area Liaison Officer |
| ***DCE*** | Defense Coordinating Element |
| ***DCO*** | Defense Coordinating Officer |
| ***DEST*** | Domestic Emergency Support Team |
| ***DFO*** | Designated Federal Official |
| ***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 |
| ***DNDO*** | Domestic Nuclear Detection Office |
| ***DOC*** | Department of Commerce |
| ***DOD*** | Department of Defense |
| ***DOE*** | Department of Energy |
| ***DOI*** | Department of the Interior |
| ***DOJ*** | Department of Justice |
| ***DOS*** | Department of State |
| ***DOT*** | Department of Transportation |
| ***DPA*** | Defense Production Act |
| ***DPE*** | Department of Postsecondary Education |
| ***DRC*** | Disaster Recovery Center |
| ***DRM*** | Disaster Recovery Manager |
| ***DSCA*** | Defense Support of Civil Authorities |
| ***DST*** | Division Support Team |
| ***DTRIM*** | Domestic Threat Reduction and Incident Management |
| ***DWI*** | Disaster Welfare Information (or Inquiry) |
| ***EAL*** | Emergency Action Levels |

| | |
|---|---|
| ***EAS*** | Emergency Alert System |
| ***ECC*** | Emergency Communications Coordinator |
| ***ECLs*** | Emergency Classification Levels |
| ***ED*** | Department of Education |
| ***EDA*** | Economic Development Administration |
| ***EEI*** | Essential Element of Information |
| ***ELT*** | Evacuation Liaison Team |
| ***EMAC*** | Emergency Management Assistance Compact |
| ***EMAP*** | Emergency Management Accreditation Program |
| ***EMCs*** | Emergency Management Coordinators |
| ***EMPG*** | Emergency Management Performance Grant |
| ***EMS*** | Emergency Medical Services |
| ***EOC*** | Emergency Operations Center |
| ***EOD*** | Explosive Ordnance Disposal |
| ***EOP*** | Emergency Operations Plan |
| ***EPA*** | Environmental Protection Agency |
| ***EPLO*** | Emergency Preparedness Liaison Officer |
| ***EPZ*** | Emergency Planning Zone |
| ***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 |
| ***ETIS*** | Evacuation Traffic Information System |
| ***EW*** | Emergency Worker |
| ***FBI*** | Federal Bureau of Investigation |
| ***FCC*** | Federal Communications Commission |
| ***FCO*** | Federal Coordinating Officer |
| ***FCP*** | Field/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 |
| ***FMC*** | Federal Mobilization Center |
| ***FNARS*** | Federal Emergency Management Radio System |
| ***FNPP*** | Farley Nuclear Power Plant |
| ***FOC*** | FEMA Operations Center |
| ***FOG*** | Field Operation 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 |

| | |
|---|---|
| ***FRMAP*** | Federal Radiological Monitoring and Assessment Plan |
| ***FRP*** | Facility Response Plan |
| ***FRPCC*** | Federal Radiological Preparedness Coordinating Committee |
| ***GAR*** | Governor's Authorized Representative |
| ***GCO*** | Grant Coordinating Officer |
| ***GIS*** | Geographic Information System |
| ***GOTS*** | Government-off-the-Shelf |
| ***GPS*** | Global Positioning System |
| ***GSA*** | General Services Administration |
| ***HASP*** | Health and Safety Plan |
| ***HAZMAT*** | Hazardous Material |
| ***HAZWOPER*** | Hazardous Waste Operations and Emergency Response Standard |
| ***HHS*** | United States Department of Health and Human Services |
| ***HLT*** | Hurricane Liaison Team |
| ***HMGP*** | Hazard Mitigation Grants Program |
| ***HQ*** | Headquarters |
| ***HSAS*** | Homeland Security Advisory System |
| ***HSAC*** | Homeland Security Advisory Council |
| ***HSEEP*** | Homeland Security Exercise and Evaluation Program |
| ***HSIN*** | Homeland Security Information Network |
| ***HSPD*** | Homeland Security Presidential Directive |
| ***HUD*** | United States Department of Housing and Urban Development |
| ***IAC*** | Incident Advisory Council |
| ***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 |
| ***IEMS*** | Integrated Emergency Management Systems |
| ***IMAT*** | Incident Management Assistance Team |
| ***IMCS*** | Incident Management Communications Systems |
| ***IMT*** | Incident Management Team |
| ***IOF*** | Interim Operating Facility |
| ***IPZ*** | Ingestion Exposure Pathway |
| ***IRR*** | Initial Response Resource |
| ***ISAC*** | Information Sharing and Analysis Center |
| ***IST*** | Incident Support Team |
| ***JAC*** | Joint Analysis Center |
| ***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 |
| ***LEOC*** | Local Emergency Operations Center |
| ***LEPC*** | Local Emergency Planning Committee |
| ***MAC*** | Mapping and Analysis Center |
| ***MAC GP*** | Multi-agency Coordinating Group |
| ***MACS*** | Multi-agency Coordination Systems |
| ***MERS*** | Mobile Emergency Response Systems/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 |
| ***NOUE*** | Notice of Unusual Event |
| ***NOC*** | National Operations Center |
| ***NOS*** | National Ocean Survey |
| ***NPP*** | Nuclear Power Plant |
| ***NRC*** | United States Nuclear Regulatory Commission |
| ***NRCC*** | National Response Coordination Center |
| ***NRCS*** | Natural Resources Conservation Service |
| ***NRF*** | National Response Framework |
| ***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 |
| ***NUREG*** | Nuclear Regulation |

| | |
|---|---|
| ***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*** | Operations/Operational Security |
| ***ORC*** | Office of Radiation Control |
| ***OSC*** | On-Scene Coordinator |
| ***OSHA*** | Occupational Safety and Health Administration |
| ***PA*** | Public Assistance |
| ***PAC*** | Public Assistance Coordinator |
| ***PAO*** | Public Affairs Office/Official/Officer |
| ***PARs*** | Protective Action Recommendations |
| ***PCC*** | Policy Coordination Committee |
| ***PDA*** | Preliminary Damage Assessment |
| ***PEP*** | Propositioned Equipment Program |
| ***PHS*** | Public Health Service |
| ***PI*** | Public Information |
| ***PIO*** | Public Information Officer |
| ***PNS*** | Prompt Notification System |
| ***POC*** | Point of Contact |
| ***PPE*** | Personal Protective Equipment |
| ***PRND*** | Preventive Radiological/Nuclear Detection |
| ***PVO*** | Private Volunteer Organization |
| ***RACES*** | Radio Amateur Civil Emergency Service |
| ***RAP*** | Radiological Assistance Program |
| ***RCA*** | Radiological Control Agency |
| ***RCP*** | Regional Contingency Plan |
| ***RCRA*** | Resource Conservation and Recovery Act |
| ***REP*** | Radiological Emergency Preparedness |
| ***REPLO*** | Regional Emergency Preparedness Liaison Officer |
| ***RETCO*** | Regional Emergency Transportation Coordinator |
| ***RFA*** | Request for Federal Assistance |
| ***RFMT*** | Radiological Field Monitoring Team |
| ***RISC*** | Regional Interagency/Interoffice Steering Committee |
| ***ROSS*** | Resource Ordering and Status System |
| ***RRCC*** | Regional Resource Coordination Center |
| ***RRT*** | Regional Response Team |
| ***RSF*** | Recovery Support Function |
| ***RST*** | Regional Support Team |
| ***S&T*** | Science and Technology Directorate |
| ***SA*** | Support Agency |
| ***SAC*** | Special Agent-in-Charge |
| ***SAE*** | Site Area Emergency |
| ***SBA*** | Small Business Administration |
| ***SCC*** | Secretary's Command Center |

| | |
|---|---|
| ***SCG*** | State Coordinating Group Call |
| ***SCO*** | State Coordinating Officer |
| ***SDC*** | State Donations Coordinator |
| ***SDO*** | Standards Development Organization |
| ***SEOC*** | State Emergency Operations Center |
| ***SEOP*** | State Emergency Operations Plan |
| ***SERC*** | State Emergency Response Commission |
| ***SERT*** | State Emergency Response Team |
| ***SFLEO*** | Senior Federal Law Enforcement Official |
| ***SFO*** | Senior Federal Official |
| ***SIOC*** | Strategic Information and Operations Center |
| ***SITREP*** | Situational Report |
| ***SLGCP*** | Office of State and Local Government Coordination and Preparedness |
| ***SLOSH*** | Sea, Land and Overland Surges from Hurricanes |
| ***SME*** | Subject Matter Expert |
| ***SMRAP*** | Southern Mutual Radiation Assistance Plan |
| ***SNC*** | Southern Nuclear Company |
| ***SNOC*** | Southern Nuclear Operation Center |
| ***SNPP*** | Sequoyah Nuclear Power Plant |
| ***SNS*** | Strategic National Stockpile |
| ***SOGs*** | Standard Operating Guidelines |
| ***SOPs*** | Standard Operating Procedures |
| ***SOSC*** | State On-Scene Coordinator |
| ***SRMAC*** | State Radiological Monitoring Assessment Center |
| ***SSEB*** | Southern State Energy Board |
| ***START*** | Scientific and Technical Analysis and Response Team |
| ***STOLS*** | System to Locate Survivors |
| ***THIHA*** | Threat and Hazard Identification and Risk Assessment |
| ***TLD*** | Thermoluminescent Dosimeter |
| ***TREAS*** | Department of Treasury |
| ***TSA*** | Transportation Security Administration |
| ***TSC*** | Terrorist Screening Center |
| ***TTIC*** | Terrorism/Terrorist 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 Survey |
| ***USPS*** | United States Postal Service |
| ***USSS*** | United States Secret Service |

| | |
|---|---|
| ***USTRANSCOM*** | United States Transportation Command |
| ***VA*** | United States Department of Veteran's Affairs |
| ***VAL*** | Voluntary Agency Liaison |
| ***VOAD*** | Voluntary Organizations Active in Disasters |
| ***VOLAG*** | Voluntary Agency |
| ***WebEOC*** | Web-Based Emergency Operations Center |
| ***WMD*** | Weapon of Mass Destruction |

## Base Plan

### Introduction and Purpose

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

- **AEMA Mission Statement**: To lead coordination, guide, and assist our emergency management partners to plan, respond, and recover from critical incidents and disasters, in order to promote community safety and to build a more resilient Alabama.

- **AEMA Strategic Priorities**: To invest in people, message the mission, fund our vision, foster and maintain collaborative relationships, streamline processes, and leverage advances in technology.

- **AEMA Core Values:** Alabama's emergency management enterprise is built on a foundation of strong relationships driven by our values of integrity, compassion, responsiveness, and commitment to others.

- **AEMA responsibilities:**
  - Provide timely and accurate information for senior elected officials and the general public.
  - Manage the state/federal/private resources, services, and personnel flow to the incident.
  - Establish and provide a Unity of response, recovery, coordination, and control.

- **AEMA Standing Priorities:**
  - Lifesaving.
  - Incident Stabilization.
  - Protection of Property.
  - Needs / Damage Assessment.

- **AEMA Goal:** To successfully respond to and recover from any incident that impacts the lives of Alabamians.

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

- Policy and guidance for state and local disaster preparedness, response, recovery, and mitigation operations. This plan outlines capabilities, the concept of operations, incident management actions, authorities, and responsibilities. It establishes mutual understanding among federal, state, local, and other public and private non-profit organizations and NGOs.
- Effective utilization of government (Federal, State, and Local) and private sector resources in preparing for, responding to, recovering, and mitigating the effects of disasters.
- Coordination, administration, and integration of the emergency management plans and programs of the Federal, State, and Local governments.
- An outline of State and Local government responsibilities regarding Federal disaster assistance programs under Public Law 93-288 (The Stafford Act), other applicable laws, the National Response Framework 2nd Edition, and other applicable Federal response plans.

**Scope and Applicability:** This EOP establishes guidance for State Government involvement in incident and consequence management coordination. This plan follows guidelines established in the National Response Framework (NRF) 2nd Edition and incorporates the Emergency Support Functions (ESFs), Support Annexes, and Incident Annexes contained in the NRF as they pertain to State and Local incident management.

**Planning Assumptions and Considerations**

**Situation:** Alabama is subject to many natural, technological, and/or terrorism hazards that could result in an emergency or disaster.

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

- **Hazards** are defined as a source of potential danger or adverse conditions. Each hazard has an expected frequency, or probability, simply a calculation of how likely it is to occur in a given time, 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 recurrence of these events. These studies were drawn from several agencies that maintain records of natural and technological events that have created hazardous incidents in Alabama. The natural hazards are contained in the State of Alabama Hazard Mitigation Plan.

- **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 Alabama's vulnerability to specific hazards.

- **Technological Hazards** threaten Alabama, but cannot be accurately projected as to frequency or vulnerability. These hazards either never occurred or had very limited consequences when they did occur. However, because of Alabama's growing population and urbanization, the influx of businesses that utilize more hazardous materials, and the rapid expansion of cities, the likelihood of these hazards creating incidents increases daily. The following hazards, a composite for the State, are listed in descending order and subjectively ranked based on probability of occurrence (frequency) and impact if it occurs (vulnerability).

- **Hazard Ranking:** Refer to the AEMA State Hazard Mitigation Plan (SHMP) for detailed hazard information. Specifically, consult Section 3.1.1 on Natural Hazards (Page 55) and Appendix F on Technological Hazards (Page 475). For a comprehensive consequence analysis of the identified hazards, refer to the stand-alone appendices: Appendix J (Technological Hazards) and Appendix K (Natural Hazards

## Assumptions

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

- The whole community is responsible for the safety and welfare of the citizens in times of disaster or a threat of a disaster. Incidents are managed at the lowest possible geographic, organizational, and jurisdictional levels. However, citizens are responsible for being prepared for their area's different types of disasters.

- Disasters may occur in the State at any time. They 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.

- This plan assumes three organizational 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.

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

- The State agencies have available emergency resources and expertise, which can be utilized to relieve emergency or disaster-related problems beyond the Local government's capabilities.

- Federal agency resources and expertise can be mobilized to augment local and state efforts to relieve emergency or disaster-related shortfalls beyond the capabilities of both state and local governments.

- Private and volunteer organizations may provide immediate life-sustaining relief to individuals and families when such relief is not normally available from government resources. Private and volunteer organizations can directly support recovery efforts. These private organizations coordinate activities to prevent duplication of efforts or omission of needed assistance. Government agencies provide information, guidance, and coordination for these organizations. Private and volunteer organizations cooperate with Federal and State Coordinating Officers following a Presidential Declaration of emergency or major disaster.

**Incident Management Mission Areas**: Prevention, Protection, Mitigation, Response, and Recovery

**Prevention** consists of actions that reduce risk from human-caused incidents, primarily terrorism. Prevention planning can also help mitigate secondary or opportunistic incidents that could occur after the primary incident.

**State Coordinating Group (SCG):** The SCG aims to establish coordination among state agencies for special, notice, and no-notice incidents. The SCG will be utilized for all hazards. AEMA will establish the call, but any member can request a call of the group to discuss the potential impacts from an incident. The call can be utilized by agencies that may require coordination or support from external agencies. The AEMA planning section will send out the call number and a timeframe for the call. Preparation time will be given when the situation allows; however, the call may be established quickly during a no-notice event. The call will consist of current event projections, discussion of any known limiting factors, establishing and reviewing response strategies and objectives, and coordinating recommendations to the Governor. The typical agenda includes opening remarks, NWS forecasts if required, AEMA draft recommendations, and State partner roundtable/recommendation concurrence. After each call, the agreed-upon recommendations will be sent to the Governor for concurrence. The State Coordinating Group will be comprised of the following primary agencies:

- AEMA Director or designee
- Governor Chief of Staff
- ALDOT Director or designee
- ALEA Secretary or designee
- ALDHR Commissioner or designee
- ALNG TAG or designee
- ALSDE designee
- ADEM or designee
- ADECA or designee
- ALDPH State Health Officer or designee
- ALDOC Commissioner or designee
- State Forester or designee
- Power Providers (as needed)

The State Coordinating Group Objectives:

- Formulate a coordinated activation recommendation to the Governor and other Senior State Official
- Quickly discuss and establish response strategies/objectives with key agencies

- Conduct briefings as requested/scheduled.
- Establish initial limiting factors for response operations
- Meet initial logistical requirements.

**Protection** reduces or eliminates a threat to people, property, and the environment. Primarily focused on incidents, protecting critical infrastructure and key resources is vital to local jurisdictions, national security, public health and safety, and economic vitality.

**Mitigation,** focusing on the impact of a hazard, encompasses the structural and non-structural approaches taken to eliminate or limit a hazard's presence, people's exposure, or interactions with people, property, and the environment.

**Response** embodies the actions taken in the immediate aftermath of an incident to save and sustain lives, meet basic human needs, and reduce property loss. These actions can include:

- **Emergency:** When advised that a natural, technological, or terrorist event is imminent or has occurred, the AEMA notifies the appropriate local emergency management offices, State and Federal agencies, and volunteer organizations. The State Emergency Operations Center (SEOC) may be activated as a central coordinating and control facility.
- **Levels of Response:** When notified that a natural disaster or man-made threat is impending, AEMA will issue warnings and advisories to appropriate Local emergency management offices and State and Federal agencies. The SEOC and the Division EOCs' operational activities, staffing, and notifications will be based on the principles of the NIMS / ICS with one of the following five levels of response:
    - **Level V – Routine Operations –** This level represents routine, day-to-day operations (steady-state) with the State Watch Warning Point manned on a 24/7/365 basis for state warning point and situational awareness activities. Incidents and events requiring AEMA engagement or support from state agencies and partners are managed through Division Coordinators and Branch Directors, with support from the assigned AEMA staff Duty Officer as may be required. The State Watch Warning Point prepares and disseminates routine situational awareness products. The State Watch Warning Point and assigned Duty Officer routinely monitor various information sources for identified trigger points and initiate actions to increase operational readiness posture whenever such action is identified in plans and procedures or as may be prudent for the circumstances.
    - **Level IV – Enhanced Watch Operations** – This level is generally used for incidents likely to be within the capabilities of local governments and state agencies (at the field level) across the state and typically require only limited additional state-coordinated support. These events are typically handled through the AEMA Field Operations Division Coordinators. SEOC Enhanced Watch Operations aims to provide additional reach-back support from the SEOC level.

- **Level III – Partial Activation** – This level is utilized for events that have the potential to develop into large emergencies or potential disasters that may overwhelm local (field-level) response capabilities and which will require the engagement of multiple state agencies. These events may require a State of Emergency declaration to provide emergency authorities, depending on the nature of the event at hand.

- **Level II – Enhanced Activation** – This level is utilized for an event that has become or is likely to become an emergency or major disaster requiring a significant state-level response to augment local (field-level) capabilities; such will likely require federal disaster recovery assistance if the maximum potential event impacts are realized. Support agencies are alerted, and most AEMA personnel are assigned to emergency/disaster functions. The Governor will typically declare a State of Emergency (SOE) if not already in place.

- **Level I – Full Activation –** This is the most intensive activation level, which would be utilized for a high-impact declared emergency or major disaster. These events overwhelm local and state resources and require an extensive state response, frequently with augmentation by EMAC (another state) and federal agency resources. At Level 1, the SEOC is fully staffed for 24-hour operations and affected Division Operations Centers are activated as needed.

.




**Recovery** includes short-term and long-term actions taken to return the individuals and their communities to normalcy, to the same condition as before the incident.

- 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) and Joint Division Offices. Long-term recovery efforts will be coordinated directly with the individual agencies after the JFO closes.

- Typical recovery actions may include, but are not limited to:

  - 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)
- Disaster mental health services
- Unemployment and displacement services
- Planning and programs for long-term economic stabilization, community recovery, and hazard mitigation.

- 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).

## EOP Organization

Interface with the National Response Framework (NRF) 4th Edition (29 October 2019)

- The NRF is a guide to how the Nation conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation, linking all levels of government, non-governmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from serious but purely local to large-scale terrorist events or catastrophic natural disasters. It builds upon the National Incident Management System (NIMS), which provides a consistent template for managing incidents. The Framework establishes that an effective response to an incident is a shared responsibility of governments at all levels, the private sector, non-government organizations (NGOs), and individual citizens. It comprises the core document, the Emergency Support Functions (ESF), Support and Incident Annexes, and the Partner Guides. Each annex provides detailed descriptions of Federal agencies' missions, policies, structure, and responsibilities for coordinating resource support to a State during an incident. This plan incorporates these ESF Annexes and assigns corresponding State agencies to provide an interface with required functions supporting the NRF.

- The plan also provides for inserting a Federal Incident Management Assistance Team (IMAT) into a State before or immediately following the onset of a potentially catastrophic event. The IMAT initially operates from the SEOC and the disaster area. When the Joint Field Office (JFO) is operational, the IMAT transitions to the JFO.

- Interacting with the IMAT and ESFs is essential at the state and local levels. Emergency Support Functions (ESFs) are the grouping of governmental and certain private-sector capabilities into an organizational structure to provide support, resources, program implementation,

and services most likely needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following domestic incidents. 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, is included in TAB A. Local jurisdictions should use this information to guide Local functions with the IMAT and the State Coordinating Officer (SCO).

National Incident Management System (NIMS) / Incident Command System (ICS) 4th edition, October 2019: NIMS/ICS will be the operative management and command system for the State of Alabama Emergency Management Program.

## Roles and Responsibilities

**Roles**

- **Federal:** The Department of Homeland Security (DHS), the Federal Emergency Management Agency's Administrator, is the principal advisor to the President, the Secretary of DHS, and the Homeland Security Council on all matters regarding emergency management. DHS/FEMA coordinates Federal activities for all disaster situations and provides Federal planning, training, and funding to support State and Local efforts.

- **State**

  - The Governor shall direct and control all State activities in response to the effects of disasters and State of Emergencies as specified in Alabama State Code 31-9-6.

  - AEMA was established by ACT 47 of the Emergency Management Act of 1955, Chapter 9, Title 31, Code of Alabama 1975; this code mandates that a Governor-appointed State Emergency Management Agency Director implements the program for emergency management across the State. AEMA coordinates State resources to assist Local governments when an event or incident exceeds their capabilities. AEMA may request Federal disaster assistance through the Governor's Office if the event or incident surpasses State and Local capabilities. The AEMA Director is also designated as the Governor's Authorized Representative (GAR), Alabama Law Enforcement Agency Director of Emergency Preparedness and Response under the Alabama Law Enforcement Agency (ALEA).

  - The Alabama Law Enforcement Agency (ALEA) was created by Act 2013-67 and represents the consolidation and realignment of twelve state law enforcement agencies and functions. ALEA develops, coordinates, and implements a state policy to secure Alabama from terrorist threats or attacks. The ALEA mission is to efficiently provide quality service, protection, and safety for the State of Alabama by utilizing consolidated law enforcement, investigative, and support services.

  - At the direction of the Governor, all state agencies are responsible for providing personnel and equipment to support the State of Alabama Emergency Management

Program upon the request of the AEMA.

- The state agencies with disaster responsibilities or capabilities shall appoint an Emergency Management Coordinator (EMC) and an alternate to coordinate with AEMA to develop disaster-related Standard Operating Guidelines and annexes or appendices to this plan to utilize agency resources most effectively. EMCs with response capabilities will be available 24 hours a day to commit agency resources as required. Each designated EMC shall have the appropriate authority to commit resources, including personnel, equipment, and funds, on behalf of their respective agencies or departments.

- AEMA established Divisions to support disasters and emergencies in regional areas of the state. The primary role of the Division is to ensure that efficient communication and coordination bridges are built between local government and the SEOC to ensure lifesaving, life-sustaining, and disaster assistance efforts are as effective and efficient as possible. The Divisions provide a point of contact for local officials, as well as manage, direct, and coordinate resources in the division to meet the requests and needs of the local entities and foster cooperation with and among local entities.

- **Local**

  - Alabama State Code Section 31-9-10 directs the establishment of local organizations for emergency management through the state emergency management plan and programs. The local emergency management offices are responsible for coordinating local governments' prevention, protection, mitigation, response, and recovery.

  - Local agencies are assigned disaster responsibilities based on their existing capabilities as outlined in local emergency operations plans and programs.

- **Private and Volunteer Organizations**

  - Many private and non-governmental organizations are involved in disaster situations. If the objective of disaster response, in general, is to bring the maximum number 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 and non-governmental organizations have a two-fold responsibility. The first responsibility is cooperating and coordinating with government agencies to help ensure broad and thorough relief coverage. The second and more important responsibility is to provide relief not provided by the government on a complementary and supplementary basis to the relief the government provides.

**Responsibilities**

- **Federal**

  - The U.S. Department of Homeland Security (DHS) coordinates and implements the comprehensive national strategy and the National Response Framework in the context of terrorist attacks, major disasters, and other emergencies. Under the Homeland Security Act of 2002, the Secretary of DHS is responsible for coordinating Federal operations and resource deployment 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 applies: (1) a Federal department or agency has requested the assistance of the Secretary; (2) the resources of State and Local authorities are overwhelmed and those authorities have requested Federal assistance; (3) more than one Federal department or agency has become substantially involved in responding to the incident; or (4) the President has directed the Secretary to assume incident management responsibilities. The Secretary of Homeland Security is the Federal Coordinating Official (FCO) for domestic incident management. For an incident in Alabama, the Secretary will either designate an interim FCO or designate an FCO 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 Operations Center (NOC) is the primary national-level hub for operational communications and information about domestic incident management.

  - The DHS/FEMA is responsible for the following areas of planning and operations:

    - Supporting State and Local governments in Prevention, Protection, Mitigation, Response, and Recovery operations.

    - Coordinating Federal aid for presidentially declared disasters and emergencies by implementing the National Response Framework.

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

    - Ensuring continuity operations of government and coordinating the mobilization of resources during national security emergencies.

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

    - Providing training and education.

    - Administering the National Flood Insurance Program (NFIP).

- Developing public information programs.
- Researching to address disaster and emergency operations issues and problems.

- When the President declares a major disaster or emergency under the Stafford Act, the Governor and DHS/FEMA Region implement a Federal/State Agreement. In the agreement, the Governor designates the State Coordinating Officer, who collaborates with the Federal Coordinating Officer to coordinate relief operations for State and local government agencies and affected individuals supporting Stafford Act disasters and emergencies.

- 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.

- **State: Governor**

  - The Governor's general powers and duties concerning emergency management are specified in State Code 31-9-6, and emergency powers are specified in State Code 31-9-8.

  - The Governor should also ensure that command and control procedures are in place, conduct readiness actions for command and control, alert government personnel and the public, and provide staff for a SEOC and Division EOC activation.

  - The Governor has overall responsibility for economic stabilization if necessary. Economic stabilization is meant to provide, in accordance with Federal and State policy, interim economic stability controls and emergency measures for rationing food, petroleum products, and other essential items to consumers, while stabilizing prices, wages, salaries, and rents.

  - The Governor serves as Commander in Chief of the State's National Guard. To become operational, the Governor or a legally designated alternate must place the Alabama National Guard in "State Active Duty" Status. The activation request may originate at the local level from 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 primary state agency responsible for coordinating events and managing all-hazard planning, response, and relief efforts. AEMA, in partnership with the State Coordinating Group, advises the Governor, state and local officials, and others on the nature, magnitude, and potential effects of natural, technological, or national security emergencies. The AEMA also:

- Coordinates the efforts of all state, county, and municipal agencies and departments to develop a statewide emergency management system.
- Conducts a Statewide preparedness program to ensure the capability of local governments to execute Local emergency plans.
- Coordinates the activities of the various State agencies, counties, and municipalities in preparing for and operating in disasters.
- Establishes, organizes, and operates the SEOC, its Divisions, and the Division Support Teams.
- Establishes a system that effectively reports, analyzes, displays, and disseminates emergency information in the SEOC and the seven Division EOCs.
- Receives and reviews Local Emergency Operations Plans.
- Establishes and directs the operation of the AEMA emergency communication systems.
- Provides timely and accurate information to the media and public through the External Affairs Section.
- Coordinates the evacuation of areas affected or threatened by a disaster.
- Coordinates search and rescue operations.
- Assists with coordinating debris removal operations.
- Coordinates the damage and needs assessment process with local and federal assessment teams.
- Receives, processes, and recommends appropriate responses to requests for assistance.
- Augments Federal Disaster Recovery Center (DRC) operations.
- Prepares reports and records (Information and Planning).
- Co-chairs the Alabama State Emergency Response Commission to ensure proper implementation of the Emergency Planning and Community Right to Know Act of 1986 requirements, also known as SARA Title III (PL 99-499), in Alabama.
- The primary agency for ESFs #2, #5, #7, #14, and #15 supports all other ESFs.

- Serves as the State Liaison Officer (SLO) for REP. The SLO is the key person in the State who keeps the Governor informed about issues under the NRC's jurisdiction (specifically matters relating to nuclear regulation, nuclear security, and radiological public health and safety) and provides the NRC with information from the State regarding these issues. The SLO is the primary individual responsible for handling sensitive information from the NRC, including Safeguards Information (SGI). The State Liaison Officer is responsible for ensuring that recipients of such information have a "need-to-know" and for implementing appropriate measures for storing and protecting the information from unauthorized disclosure under Title 10 of the Code of Federal Regulations Part 73.21.

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

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

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

  - Maintain a liaison with Federal counterparts in disaster functions and ensure current agency knowledge of counterparts' resources and their means of utilization.

  - Develop cooperative agreements and maintain liaison with all private groups and associations that possess resources related to the respective organization's primary functions.

  - Within existing capabilities, help and guidance to local emergency counterparts.

  - Provide SEOC and Division office representation as specified in the State EOP or upon request by the AEMA Director. The agency representative shall possess the appropriate level of authority to allocate resources, including personnel, equipment, and funds, on behalf of their respective agencies.

  - 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 EOC. ESF Coordinators are assigned to the Division EOCs.

  - Each State agency assigned primary support responsibilities will implement and maintain respective Emergency Support Annexes.

- Provide representation to the State Coordinating Group as requested by the AEMA Director.

- Provide notifications and warnings regarding emergencies through the State Watch and Warning Point, while relaying official requests for outside assistance to County warning points and dispatch centers, the State Emergency Operations Center, nuclear power plants, and federal and state agencies. Collect, validate, and analyze information. Integrate geospatial and technical data, develop and transmit decision-support products, and facilitate synchronization of AEMA staff and emergency management stakeholders through multiple means.

- Coordinate State mutual aid and Emergency Management Assistance Compact (EMAC) requirements through the Field Operations Division.

- **Emergency Support Functions (ESFs):** The scope of each ESFs and their Primary Agencies are shown in Figure 1. Additional assignments for Support Agencies are contained in Tab A.

**Figure 1: Emergency Support Functions**

| ESF | SCOPE |
|---|---|
| **ESF #1 – Transportation**<br><br>**Primary Agency: Alabama Department of Transportation** | • State and civil transportation support<br>• Transportation safety<br>• Restoration/recovery of transportation infrastructure<br>• Movement restrictions<br>• Damage and impact assessment |
| **ESF #2 – Communications**<br><br>**Primary Agency: Alabama Emergency Management Agency** | • Coordinate with Telecommunication and IT Industry<br>• Restoration/repair of telecommunication infrastructure<br>• Cyber and Information Technology<br>• Oversight of communications within the State incident management and response structure |
| **ESF #3 – Public Works and Engineering**<br><br>**Primary Agency: Alabama Department of Transportation** | • infrastructure protection and emergency repair<br>• Infrastructure restoration<br>• Engineering services, Construction Management<br>• Critical Infrastructure Liaison |
| **ESF #4 – Firefighting**<br><br>**Primary Agency: Alabama Forestry Commission** | • Firefighting activities on State lands<br>• Resource support to wildland, rural, and urban firefighting operations |
| **ESF #5 - Emergency Management**<br><br>**Primary Agency: Alabama Emergency Management Agency** | • Information collection, analysis, and dissemination<br>• Reports, bulletins, advisories, and assessments<br>• Action planning and tracking<br>• Resource tracking<br>• Science and Technology support (modeling, information provision, and interpretation) |
| **ESF #6 - Mass Care, Emergency Assistance, Housing & Human Services**<br><br>**Primary Agency: Alabama Department of Human Resources** | • Mass care<br>• Emergency assistance<br>• Disaster housing<br>• Human Services |
| **ESF #7 – Logistics Management and Resource Support**<br><br>**Primary Agency: Alabama Emergency Management Agency** | • Resource Support<br>• Logistics planning, management, and sustainment capability |
| **ESF #8 - Public Health and Medical Services**<br><br>**Primary Agency: Alabama Department of Public Health** | • Public Health<br>• Medical<br>• Disaster Mental Health services<br>• Assays, disease models<br>• Mortuary Services<br>• Radiological Incidents |

| | |
|---|---|
| **ESF #9 –Search and Rescue**<br><br>**Primary Agency: Alabama Emergency Management Agency** | • Lifesaving assistance<br>• Search and rescue operations |
| **ESF #10 - Oil and Hazardous Materials Response**<br><br>**Primary Agency: Alabama Department of Environmental Management** | • Oil and hazardous materials (chemical, biological, etc.) response<br>• Environmental safety and short & long-term cleanup |
| **ESF #11 – Agriculture and Natural Resources**<br><br>**Primary Agencies: Alabama Department of Agriculture and Industries, Department of Conservation and Natural Resources (Fish and Wildlife)** | • Nutritional services<br>• Food Safety and Security<br>• Animal and plant disease/pest response<br>• Natural and Cultural Resources and historic properties protection and restoration<br>• Safety and well-being of household pets |
| **ESF #12 – Energy**<br><br>**Primary Agency: Alabama Department of Economic and Community Affairs** | • Energy infrastructure assessment, repair/restoration<br>• Energy industry utility coordination<br>• Energy forecast |
| **ESF #13 – Public Safety and Security**<br><br>**Primary Agency: Alabama Law Enforcement Agency** | • Facility and resource security<br>• Security planning and technical resource assistance<br>• Public safety/security support<br>• Support for access, traffic, and crowd control |
| **ESF #14 – Cross-Sector Business and Infrastructure**<br><br>**Primary Agency: Alabama Emergency Management Agency** | • Coordination of cross-sector operations<br>• Support efforts to enable assistance between critical infrastructure sectors<br>• Integrates Sector-Specific Agency incident response operations with ESFs and other public-private sector coordinating entities. |
| **ESF #15 - External Affairs**<br><br>**Primary Agencies: Governor's Office of Communications and Alabama Emergency Management Agency** | • Emergency public information and protective action guidance<br>• Media and Community Relations<br>• Legislative Affairs<br>• Tribal Affairs |

- **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.

  - Continuity of Operations
  - Critical Infrastructure and Key Resources
  - External Affairs
  - Financial Management
  - Mass Evacuations
  - Private Sector Coordination
  - Strategic National Stockpile
  - Tribal Relations
  - Volunteer and Donations Management
  - Worker Safety and Health
  - State Emergency Management Divisions

- **Incident Annexes:** Incident Annexes describe the mission, policies, concept of operations, and responsibilities in specific disaster responses.

  - **Annex A:** Biological Incident. Describes the response to a biological terrorism event, pandemic influenza, an emerging infectious disease, or a novel pathogen outbreak.

- **Annex B:** Catastrophic Incident. Establishes the strategy for implementing and coordinating an expedited response to a catastrophic incident.

- **Annex 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.

- **Annex D: Food and Agricultural Incident.** Outline the actions taken during a terrorist attack, major disaster, or other emergencies involving agriculture, livestock, and the food system.

- **Annex E:** Nuclear/Radiological Incident. Provides an organized and integrated capability for a timely, coordinated response by State agencies to nuclear/radiological incidents at fixed facilities and transportation incidents.

- **Annex F:** Terrorism Incident Law Enforcement and Investigation. Describes the law enforcement and criminal investigation activities in response to a terrorist event.

- **Local**

  - Local government is responsible for initial response and relief to the extent of its capabilities and should request state assistance only after its resources and mutual aid have been expended or are inadequate to cope with disasters.

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

  - Mutual aid agreements should be established, and coordination should be developed with local 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) incurred during both non-declared and declared emergencies.

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

  - The Local Emergency Management Agency should maintain close communication with the SEOC and its Division Coordinator to keep the State government informed from the onset of a disaster regarding the situation, resource availability, and response and recovery efforts in order to enhance the effectiveness of support.

  - The Local Emergency Management Agency should also be instrumental in participating in Local Emergency Planning Committee (LEPC) activities. The LEPCs will be grouped by AEMA Divisions starting in 2016 and will be Regional Emergency Planning Committees. (SARA Title III, PL 99-499).

- **Private Sector and Non-Governmental Organizations (NGOs)**

  - An essential element of almost any disaster relief effort is the assistance provided by private relief organizations in distributing food, medicine, and supplies, providing emergency shelter, and restoring community services.

  - **Private Sector.** Private sector organizations play a key role before, during, and after an incident. First, they must ensure the welfare and protection of their employees in the workplace. In addition, emergency managers must collaborate seamlessly with businesses that provide numerous other services upon which both response and recovery are particularly dependent.

  - **Non-Governmental Organizations (NGOs).** NGOs provide shelter, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims through coordination with Serve Alabama, the Governor's Office of Volunteer Services, as well as the Local and State VOAD (Volunteer Organizations Assisting in Disasters) organizations. These groups often provide specialized services that help individuals with special needs, including those with disabilities. The American Red Cross, which operates under a Federal Charter (Public Law 58-4, January 5, 1905, 33 Stat. 599), is separate and distinct from its role in the National Response Framework. In its role as a service provider, the American Red Cross works closely with local, state, tribal, territorial, and insular area governments, NGOs, and private sector entities to provide life-sustaining services to survivors of every disaster – large and small – to include sheltering, feeding, distribution of emergency supplies, and disaster health/mental health, reunification, and casework services.

## Concept of Operations

### General

- 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 declare a local state of emergency permitting them to mobilize and commit their emergency resources.

- The local government will inform AEMA using the reporting procedures outlined in the Local EOP and by utilizing WebEOC. When local resources cannot meet the needs arising from a disaster, a local government that is a signatory to mutual aid compacts will call upon the aid of all other signatories.

- 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 respective AEMA Divisions to the State Emergency Operations Center (SEOC); State resources will be assigned to supplement Local resources.

- AEMA will evaluate local requests for assistance based on established state priorities and the availability of state resources. If the Director determines that local assets and resources have been fully utilized and state resources are available, he/she will recommend that the Governor authorize the state's commitment to the emergency.

- The Governor may then proclaim a "State of Emergency," and the provisions of the Alabama EOP will be enacted.

- The SEOC and Division EOCs may be fully or partially activated, and necessary State agency Emergency Management Coordinators (EMCs) will be called to their EOC positions. All state resources will be committed to through the SEOC. Local damage and needs assessment teams (augmented by State personnel) will be formed and dispatched to the impacted area(s). The Governor will usually provide direction and control from the SEOC but may also locate a forward operations center whenever the situation so requires.

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

- 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 alleviate 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.

- If the State government's capabilities (financial or operational) are exceeded, the Governor can request Federal disaster emergency assistance. The governor requests assistance from federal agencies that administer disaster assistance programs under separate statutes, which are addressed to the head-administering agency. In the event of a disaster that requires additional assistance beyond the usual support provided by individual Federal agencies, the Governor may request 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 Administrator of DHS/FEMA.

- Once the President approves the request for assistance, Federal disaster assistance to the State, authorized by the Stafford Act, is coordinated by the Federal Coordinating Officer (FCO). The Governor appoints a State Coordinating Officer (SCO) to align state and local disaster assistance efforts with those of the Federal government. Federal disaster assistance authorized under separate statutes is coordinated and provided by the administering agency.

## Direction and Control

- The Governor is the Chief Executive/Incident Commander, holding extensive powers under the State Code. These powers encompass the authority to declare a State of Emergency, manage and allocate resources within the State, and request Federal assistance.

- 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) Speaker of the State House of Representatives, followed – if ever necessary – (4) Attorney General, State Auditor, Secretary of State, or State Treasurer in the order herein named (Article I, Section 127, Constitution of Alabama of 1901).

- Emergency/disaster operational decisions are typically implemented through the Director of the Emergency Management Agency, who is designated as the State Coordinating Officer during times of disaster. In their absence, the Deputy State Coordinating Officer (DSCO) or designated successor will direct actions authorized by statute, regulation, and provisions of this plan.

- Each agency or department head appoints an Emergency Management Coordinator (EMC) and alternates with the authority to commit resources during an emergency. These individuals may operate from the State Emergency Operations Center (SEOC) or other locations, depending on the severity of the emergency and the directives of the AEMA Director.

- The SEOC is located at 5898 County Road 41 in Clanton, AL 35046.

## Continuity of Operations

### Line of Succession

- **Agency**

  - The line of succession for the Alabama Emergency Management Agency is as follows: Director, Assistant Director, Executive Operations Officer, Director of Response Operations, Director of Field Operations, Director of Recovery Operations, and Director of Mission Support

  - Additionally, each State agency is tasked with developing its line of succession to ensure each agency can perform its public duties.

- **Recovery Division**

  - The line of succession for Recovery is as follows: Director of Recovery Operations, Public Assistance Section Chief, Mitigation Section Chief, Recovery Plans Section Ch

- **Response Division**
    - The line of succession for the Response Division is as follows: Director of Response Operations, Operations Section Chief, Planning Section Chief, Logistics Section Chief, Planning Section Chief and Warning Point and Watch Center Chief.
- **Field Operations Division**
    - The line of succession for the Field Operation Division is as follows: Director of Field Operations, Field Operations Branch Director, Division Coordinator.
- **Mission Support Division**
    - The line of succession for the Mission Support Division is as follows: Director of Mission Support, Chief Financial Officer, and Inventory Control Manager.
- **Information Technology Division**
    - Chief Information Officer, System/End-user Section Chief, Network and Security, Project and Asset Management Section Chief, and Communications and Infrastructure Section Chief

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

**Alternate Facilities:** Reference Support Annex A

**Safekeeping Vital Records:** All State records will be maintained in accordance with Article 5 of the Alabama Computer Crime Act of 1985 and Section 41-4-220 of the Code of Alabama. All AEMA data is protected on a "Network Common Drive" and/or a cloud storage 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.

**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 by the Alabama Law Enforcement Agency (ALEA) or the Alabama National Guard (ALNG).

**Communications:** The State of Alabama Office of Information Technology Communications Division and the Alabama Supercomputer Authority will ensure the continued operations of the AEMA Data Communications. AEMA maintains its own communications equipment and systems.

**Resources:** The State of Alabama has strategically located resources throughout the State that

may be utilized upon activation of corresponding ESFs.

**Administration and Logistics**

**Appointment of Officials:** 44 CFR § 206.41 Code of Federal Regulations requires the appointment of the following officials:

- **State Coordinating Officer (SCO):** The State Director of Emergency Management, or their designee as appointed by the Governor, shall coordinate all activities of State and Local governments conducting emergency operations and cooperating with the Federal Coordinating Officer (FCO) appointed by the Administrator of FEMA or by the President (44 CFR § 206.41 Code of Federal Regulations).

- **Governor's Authorized Representative (GAR):** The State Director of Emergency Management or designee will execute, on behalf of the State, all necessary documents for Federal assistance following a Presidential Declaration of an emergency or major disaster (44 CFR § 206.41 Code of Federal Regulations).

**Funding and Accounting**

**Local**

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

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

- Accounting

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

    - Despite the difficulty in maintaining such records during the stress of an emergency, accountants 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.

    - When Federal public assistance is provided under the Disaster Relief Act, Local projects approved by FEMA are subject to both State and Federal audits.

**State**

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

- Expenditures of State funds for emergency operations will be conducted according to Alabama laws and appropriations bills. Under the emergency powers vested by the State, the Governor may utilize all available resources of the State government as reasonably necessary to address the emergency or disaster. Resources from State agencies will be reported to the appropriate State agency and forwarded to the State EOC. Counties must seek approval for the use of State resources.

- When the available funds are insufficient for 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 the 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 to determine the need for and prepare requests for federal assistance.

- Federal funds made available to the State under any emergency or disaster program will be channeled through the governor or designated representative to the extent provided by law. Use of Federal funds is subject to audit and verification by State and Federal audits. Local governments and Heads of State departments/Agencies will establish systems to report on and account for any public funds used for emergency or disaster purposes.

**Records:** Information will be maintained in a way that distinctly separates disaster-related expenditures and obligations from the general programs and activities of State agencies and local political subdivisions. Complete and accurate records are essential for the following reasons:

- To document requests for assistance.

- For reimbursement under approved applications on declared emergencies or major disasters.

- For audit reports. Detailed records will be kept from the onset of the disaster, which includes, but are not limited to:

    - Work that 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 were issued and paid for materials and supplies used on the job.

- For work which is contracted out:
  - Copies of requests for bids and/or proposals.
  - The legal contract.
  - Invoices submitted by the contractor.
  - Warrants authorizing check issuance.
  - Checks issued in payment.
- Disaster-related expenditures and obligations of state agencies and local political subdivisions may be reimbursed through several federal programs. Reimbursement of approved costs for the Federal government may authorize work performed to restore certain public facilities after a major disaster declaration by the President or under the statutory authority of certain Federal agencies.

## Agreements and Understandings

**General:** 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.
Duly authorized officials will enter into agreements and will have them 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.

## Mutual Aid Agreements

- The statewide Mutual Aid Agreement has been accepted and signed by all 67 counties and the Federally Recognized Poarch Band of Creek Indians. The agreement facilitates the sharing of resources between State, County, and Tribal governments; establishes a mechanism for recognizing licenses and certifications; provides tort protection as permitted by state law; and includes a reimbursement process for allowable expenses incurred while providing support.

- Two additional Compacts facilitate resource sharing between city and county governments within the state. These agreements are the North Alabama Mutual Assistance Agreement and the South Alabama Mutual Aid Assistance Compact. Like the statewide agreement, these documents allow for resource sharing from the state to county governments; provide a mechanism for recognizing licenses and certifications; afford tort protection as permitted by state law; and establish a reimbursement mechanism for allowable expenses incurred during support provision.

- Agreements among elements of the same government will be incorporated into the plans of those elements. The details of such inappropriate agreements for inclusion in these plans will be outlined in supporting operational procedures, instructions, or other directives of the concerned government units.

- Unless otherwise provided, agreements remain in effect until rescinded or modified. Annual or other periodic updates will ensure they do not become outdated.

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

## Agreements

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

- The Fire Suppression Agreements used by the Alabama Forestry Commission provide 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.

- A signed continuous Federal and State Agreement for emergencies is maintained between the Governor of Alabama and the FEMA Regional Administrator acting for the President. This agreement is amended for each specific occurrence. In addition, FEMA Region 4 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 of AEMA.

**Emergency Management Assistance Compact (EMAC):** The Emergency Management Assistance Compact, as codified by state law, recognizes that certain situations require effective coordination and cooperation between States to achieve an effective response and provide for citizens' general safety and health. These documents guide the request for or provision of aid between the State of Alabama and the 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.

## AMAS (Alabama Mutual Aid System)

- The Statewide Aid program was developed to assist cities and counties in exchanging services and resources more effectively and efficiently, 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 emergency workers' insurance and liability coverage when deployed from one locality to another and takes 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 statewide mutual aid, agreeing to assist when asked and if able to do so. Then, in times 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 the Requesting Party and the Assisting Party.

## State Regional Mutual Aid Organizations

- **North Alabama Mutual Assistance Association (NAMAA)**

  - The purpose of the North Alabama Mutual Assistance Association is to provide an understanding between and among counties and municipalities of the North Alabama 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 Mutual Assistance Association.

  - This agreement and plan encompass the area represented by the North Alabama Mutual Aid Assistance Association whose membership consists of the Emergency Management Director/Coordinator of the twenty-three (23) counties of Blount, Calhoun, Cherokee, Cleburne, Colbert, Cullman, DeKalb, Etowah, Fayette, Franklin, Jackson, Jefferson, Lamar, Lauderdale, Lawrence, Limestone, Madison, Marion, Marshall, Morgan, St. Clair, Walker, and Winston.

- **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 currently consists of the political jurisdictions in the thirty-two (32) counties of Autauga, Baldwin, Barbour, Bibb, Butler, Choctaw, Clarke, Coffee, Conecuh, Covington, Crenshaw, Dale, Dallas, Elmore, Escambia, Geneva, Henry, Houston, Lee, Macon, Marengo, Mobile, Monroe, Montgomery, Perry, Pike, Randolph, Russell, Tallapoosa, Sumter, Washington, and Wilcox.

## Assistance Stipulations

## Insurance

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

- The National Flood Insurance Program (NFIP) makes flood insurance available to communities, families, and individuals through commercial companies. 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 Federal Damage Survey Report date 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 six months.

- 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 non-profit facilities. The Alabama Commissioner of Insurance will determine the types and extent of reasonably available, adequate, and necessary insurance to communities and residents to meet the above conditions. The commissioner will serve as the State's certifying authority for these Federal requirements. The State shall maintain a floodplain management policy 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.

**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.

**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 environmental regulations. Additional information on requirements can be obtained from the Alabama Department of Environmental Management.

**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 by applicable safety and sanitation standards. 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 by standards prescribed or approved by the President. The State shall furnish such evidence of compliance as required (see Stafford Act Section 409).

**Availability of Materials:** At the request of the Governor of an affected State, the President is authorized 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 ensure the availability and fair distribution of materials needed for not more than 180 days after the disaster. Any allocation program shall be implemented by the President to the greatest extent possible by working with and through the companies that traditionally supply construction materials in the affected area (Stafford Act, Section 315). The authority granted to the President has been delegated to the Regional Administrator of FEMA.

## Incident Management Actions

- This section describes incident/event 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.

- **Notification and Assessment:** Counties, cities, towns, tribes, unincorporated areas, 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.

- **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.

    - AEMA is required to report information relating to actual or potential emergency or disaster situations under established reporting protocols. This information may include:

    - Implementation of incident management or emergency response plan to prevent, respond to, or recover from an incident.

    - Announcement of emergency declarations made under State or Local authority.

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

    - Local Governments and response partners use established reporting mechanisms with State departments and agencies.

- **Threat Monitoring and Initial Incident Assessment.** The AEMA maintains daily situation awareness to identify threats and hazards inside 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:

    - Web-Based Emergency Operations Center (WebEOC)
    - National Weather Service Broadcasts
    - AEMA Southern LINC and UHF radio systems
    - Toll-free HAZMAT and reporting telephone line
    - National Warning System (NAWAS) Hotline (State and Regional circuits)
    - Tennessee Valley Authority (TVA) Hotline
    - Tennessee Valley Authority (TVA) Vapor Stream
    - Farley Nuclear Hotline and 800 MHz Radio System
    - Satellite telephone
    - Commercial and Satellite broadcast Networks

- National Response Center (NRC)
- Alabama National Guard Radio Network
- The Emergency Alert System (EAS)
- Disaster Crowd Sourcing Pages
- Social Media
- Alabama Fusion Center
- National Weather Service pages
- National Weather Service Chat
- National Weather Service Storm Prediction Center
- National Hurricane Center
- River Forecast Center
- Alabama Department of Transportation App (ALGO)
- Pathfinder

**Dissemination of Warnings and Bulletins**

- Various agencies issue watches, warnings, and bulletins 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.

- 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 requiring action.

**Activation:** The SEOC and the appropriate AEMA Division EOCs will activate personnel based on the level of emergency as outlined in the State EOP

**Requests for Assistance**

- **State Support to Counties.** AEMA processes requests for assistance from local governments once local resources are insufficient to respond to local incidents/emergencies.

- **State Support to other states**. Once it is apparent that local and state resources are inadequate to respond to incidents/emergencies, the governor can request assistance from states that are members of the Emergency Management Assistance Compact (EMAC).

- **Federal Support to States.** The Governor can request, through FEMA, a Presidential disaster or emergency declaration 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 for assistance.

**Preparedness Actions:** In the context of an incident, preparedness 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 carried out by local government, which include efforts to protect the public and minimize damage to property and the environment.

- **Public Health and Safety.** These actions focus on detecting, preventing, or reducing the impact on public health and safety. These actions include environmental analysis, plume modeling, evacuation planning, emergency shelter planning, air monitoring, and emergency broadcasts. They may include site and public health surveillance and testing, immunizations, and isolation or quarantine for biological and agricultural incidents.

- **Responder Health and Safety.** The safety and health of responders are 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.

- **Property and the Environment.** This could include sandbagging, anticipating a flood, or the booming of environmentally sensitive areas in response to a potential oil spill.

**Response Actions.** Once an incident occurs, the priorities shift from prevention, preparedness, and mitigation to immediate and short-term response activities to the Standing Priorities:

- Lifesaving
- Incident Stabilization
- Protection of property
- Needs/Damage Assessment.
- Response actions include, but are not limited to:
    - Activate Local, Division, and State EOC, as required.
    - Search and Rescue operations
    - Establishment of mass care facilities
    - Provision of public health and medical services
    - Firefighting
    - Furnishing food, water, ice, and emergency essentials
    - Emergency debris removal
    - Emergency restoration of critical infrastructure
    - Public Emergency Information

**Recovery Actions:** Recovery actions are key to helping individuals and communities return to normalcy. In Presidential Declared Emergencies, these actions are initiated 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, including representatives from tasked State agencies.

**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 are not limited to, flood plain mapping, initiation of improved building codes and enforcement of National Flood Insurance Program requirements, improving flood control physical measures, and installing systems to warn the public of possible or impending incidents.

**Demobilization:** When a centralized County or State coordination presence is no longer required in the affected 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 transition to individual agencies, as appropriate.

**After-Action Report:** Following the incident, an after-action report detailing operational successes, problems, and key issues affecting incident management. The report includes feedback from all agencies participating in the incident. This report is utilized to identify strong areas, weak areas, and areas needing improvement for emphasis in future training and planning.

**Training and Exercises**

- **Integrated Preparedness Plan (IPP):** Alabama leverages the IPP to develop and execute the agencies' training and exercise programs. The purpose of the IPP is to document overall preparedness priorities and activities for the State of Alabama. Incorporating all elements of the IPP cycle allows for maximum efficiency of resources, time, and funding targeted against capability gaps developed during the Threat and Hazard Identification and Risk Assessment (THIRA) / Stakeholders Preparedness Review (SPR) process.

- **Training:** Training for emergency management personnel in the State will be identified annually during the Integrated Preparedness Planning Workshop (IPPW). Training will be tailored to the needs of the emergency managers throughout the State.

    - Formal training sessions will be conducted by emergency management doctrine and procedures approved by appropriate accredited organizations.

    - The State Training Office will document all training conducted by this agency. The training office will maintain student rosters and critique lesson assignments based on completed training. In addition, the training office will evaluate and document training instructor qualifications.

The training officer will maintain a list of qualified instructors and the individual courses they are qualified to teach.

- **Exercises:** Exercises will be identified annually during the Integrated Preparedness Planning Workshop (IPPW). 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. They provide a snapshot of the capabilities that were exercised. Exercises are designed, conducted, evaluated, and reported utilizing the Homeland Security Exercise Evaluation Program (HSEEP).

  - 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 Power Plants, and state-level exercises for the State Emergency Operations Center and AEMA Division Emergency Operation Centers.

  - Other exercises are conducted as required and as funds are available. These include all hazards workshops and exercises for the other State agencies, the Counties, and Mutual Aid Teams.

  - Exercise participation is documented by the agency Exercise Officer, and the results are utilized to identify issues requiring training, revision of plans, procedures, and procurement of equipment, and to establish best practices for inclusion in future operations plans. Any issues are reported to program managers and the training officer for utilization in scheduling additional or remedial training to increase agency personnel proficiency.

**Preparedness and Plan Maintenance:** The State of Alabama uses the "whole community" concept described for preparedness and maintenance of the EOP. These organizations typically include all agencies with a role in incident and response management and provide a forum for coordination of planning, training, equipping, and other preparedness requirements.

**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 to incorporate new directives, legislative, and procedural changes based on lessons learned from exercises and actual events.

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

**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 affected 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 affected agency; and

- Provide the final change to the Alabama Emergency Management Agency for tracking, review, and official issuance.

**Notice of Change**: After coordination, including receipt of the necessary signed approval supporting the final change language, AEMA will issue an official notice.

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

**Reissuance of the EOP**: AEMA is responsible for coordinating full reviews and updates of the EOP as required.

**The NIMS Integration Center:** This EOP uses NIMS. By NIMS, the NIMS Integration Center is responsible for facilitating the development and adoption of national-level standards, guidelines, and protocols related to NIMS. AEMA will research current doctrine issued by the NIMS Integration Center in the maintenance of the EOP as appropriate.

**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 Response/Preparedness Division will lead the implementation of suggested changes or revisions to this document.

**Tab A (SEOC Floor Layout)** to Alabama EOP Base Plan to State of Alabama Emergency Operations Plan (EOP)

The State Emergency Operations Center Floor Layout is under revision due to renovations.

# Tab B (Functional Assignments) to Alabama EOP Base Plan to State of Alabama Emergency Operations Plan (EOP)

| TAB B. State of Alabama Functional Assignments<br>P = Primary<br>S = Support<br>State Agency | Emergency Support Functions | 1. Transportation | 2. Communications | 3. Public Works & Engineering | 4. Fire Fighting | 5. Emergency Management | 6. Mass Care, Emergency Assistance, Housing, and Human Services | 7. Resource Support and Logistics Management | 8. Public Health and Medical Services | 9. Search and Rescue | 10. Oil and Hazardous Materials Response | 11. Agriculture and Natural Resources | 12. Energy | 13. Public Safety and Security | 14. Cross-Sector Business and Infrastructure | 15. External Affairs |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ABC | | | | | | S | | S | | | | | | S | | |
| ADECA | | | S | S | | S | S | S | | | | | P | | | |
| ADEM | | S | | S | | S | | S | S | | P | S | | | | |
| AEMA | | P | P | P | S | P | S | P | S | P | S | S | S | | P | P |
| Agriculture and Industries | | S | | | S | S | S | S | | | S | P | S | | | S |
| Alabama Broadcasters Association | | | S | | | S | | S | | | | | | | | S |
| Alabama Community College System | | S | | | | S | S | | | | | | | | | |
| Alabama Law Enforcement Agency | | S | S | S | S | S | S | S | S | S | S | | S | P | | S |
| Alabama Power Company | | | | | | S | | S | | | | | S | | | S |
| Alabama Sheriff's Association | | | | | | S | | S | | S | | | | S | | |
| American Red Cross | | | | | | S | S | S | | | | | | | | S |
| Alabama Rural Water Association | | | | 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 | | | | | | |
| Conservation and Natural Resources, Dept. of | | S | S | S | S | S | | S | | S | S | S | | S | | |
| Corrections, Dept. of | | S | S | S | S | S | S | S | | S | | | | S | | |
| Education, State Dept. of | | S | | | | S | S | S | | | | S | | | | |
| Electric Cities of Alabama | | | | | | | | | | | | | S | | | |
| Finance, Dept. of | | S | S | | | S | | S | | | | | S | | | |
| Forensic Sciences, Dept. of | | | | | | S | | S | S | S | | | | | | |
| Forestry Commission | | S | S | S | P | S | | S | | S | | | | S | | |
| Governor's Office | | | | | | S | S | S | | | | | S | | | P |
| Human Resources, Dept. of | | | | | | S | P | S | S | | | S | S | | | |
| Insurance, Dept. of | | | | | S | S | | S | | | S | | | | | |
| Liquid Propane Gas Board | | | | | | S | | S | | | S | | S | | | |
| Mental Health, Dept. of | | | | | | S | S | S | S | | | | | | | |
| National Guard (Alabama) | | S | S | S | S | S | S | S | S | S | S | S | S | S | | S |
| Office of Information Technology | | | S | | | | | | | | | | | | | |
| Public Health, Dept. of | | | | S | S | S | S | S | P | | S | S | | | | S |
| Public Service Commission | | S | | | | S | | S | | | | | S | S | | |
| RACES/ARES | | | S | | | S | | S | | | | | | | | |
| Rural Electric Co-ops | | | | | | S | | S | | | | | S | | | |
| Salvation Army | | | | | | S | S | | | | | | | | | |
| Senior Services, Dept. of | | | | | | S | S | S | | | | | | | | |
| Tennessee Valley Authority | | | | | | S | | S | | | | | S | | | |
| Transportation, Dept. of | | P | S | P | S | S | S | S | | S | | | | | | |
| Veteran Affairs (AL), Dept. of | | | | | | | S | | | | | | | | | |

## 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 State/Federal interagency support for catastrophic events and non-catastrophic disasters or emergencies. The ESF structure includes mechanisms to provide state support to counties and county-to-county support for declared disasters and emergencies under the Stafford Act and 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), an Alabama Emergency Management Agency (AEMA) component, 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 the 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, including support for specialized teams. Each ESF must develop standard operating guidelines (SOGs) and notification protocols and 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 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
- 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, 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 the 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
- 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 a catastrophic event, support agencies are responsible for:

- Conducting operations, when requested by AEMA or the designated ESF primary agency, using their 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 conducting 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
- 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 for all ESFs. For additional information on DSCA, refer to the EOP Basic Plan and the Alabama National Guard All Hazards Plan.

**ESF COORDINATING, PRIMARY, AND SUPPORT DESIGNATIONS**
Reference Tab A to the EOP Basic Plan for the relationship of Primary and Support Agencies for each ESF

**INTENTIONALLY LEFT BLANK**

## Emergency Support Function (ESF) #1: Transportation

**Primary Agency:** Alabama Department of Transportation

**Support Agencies:**
Alabama Emergency Management
Alabama Law Enforcement Agency
Alabama Department of Corrections
Alabama Department of Environmental Management
Alabama Department of Agriculture and Industries
Civil Air Patrol
Alabama Department of Conservation and Natural Resources
Alabama State Department of Education
Alabama Finance Department
Alabama Forestry Commission
Alabama National Guard
Alabama Public Service Commission

**Primary Points of Coordination and Associated Actions:**

- ESF #3 (Public Works and Engineering): coordinate with support agencies for the use of equipment and personnel to clear State and Federal roads for access into the disaster area.
- ESF #5 (Emergency Management): Report State and Federal Road closures to the Planning Section for Situation Reports (SITREPS). Coordinate briefings, task mission assignments, and receive support agency consolidated SITREPS.
- ESF #7 (Resource Management): Plan and coordinate required transportation resources.
- ESF #13 (Public Safety and Security): Provide personnel and equipment to support the escort of critical lifesaving supplies. Assist the Alabama Department of Transportation (ALDOT) with evacuation if applicable.

### Purpose

The purpose of this ESF is for the support agencies, in cooperation with AEMA, to coordinate available transportation assets 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.

### Scope

This annex addresses critical transportation infrastructure considerations resulting from a national security issue or a major catastrophe involving mass casualties, mass evacuation, food, fuel redistribution, and other resource movements/relocation, greatly straining transportation capacities.

This annex covers the coordination and potential assistance of all ESF 1 support agencies before, during, and after a disaster to protect life, minimize damage, and provide essential supplies. State transportation infrastructure support includes the following elements:

- Continuous coordination and communication with the Alabama Department of Transportation (ALDOT), the Alabama Law Enforcement Agency (ALEA), and, if applicable, the FEMA Region 4 Evacuation Liaison Team (ELT) and the Hurricane Liaison Team (HLT).
- Coordinate with and task ALDOT, ALEA, and other support agencies to ensure the availability of routes for transporting supplies and equipment to support emergency operations.
- Support and coordinate implementation of protective actions such as evacuation, search and rescue, emergency medical care, and re-entry of threatened areas.
- Coordinate with and task ALDOT and ALEA to prioritize and identify public routes for transporting personnel, equipment, materials, goods, and services to impacted areas.
- Communicate with and support ALDOT emergency regulations to restrict roadways as appropriate.
- Task support agencies to assist with response/recovery operations, such as evacuation and emergency debris removal, and coordinate those efforts.
- Coordinate with ESF 7 and support transportation plans for moving people or resources throughout the state.

**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 to affected areas for the implementation of protective action strategies. This includes supporting ESF 7, and other agencies charged with evacuating citizens from peril; medical supplies to support mass casualty situations, and equipment and supplies to support emergency operations that affect health and safety.
- Coordinate with and support ALDOT, ALEA, and other support agencies with traffic movement for self-evacuation and re-entry transport of emergency resources.
- Coordinate and support transporting materials, equipment, personnel, and relief supplies to assist emergency activities conducted by local EOCs or ESFs as requested through the SEOC.
- Each support member agency will coordinate its respective activities with assistance from AEMA.
- Each support member agency will prioritize allocating its respective available assets to support the movement of resources, personnel, equipment, and supplies.

**Situation Analysis:** This section discusses the process of evaluating the severity and consequences of an incident and communicating the results.

### Disaster Condition

A minor, major, or catastrophic disaster may severely damage the transportation infrastructure. Insufficient transportation resources, damaged transportation infrastructure, and disrupted

communications may hamper local transportation activities. Before 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 significant amounts of resources 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.

**Planning Assumptions:** The following planning assumptions have been made:

- All available local transportation support resources will be committed and overwhelmed. Additional assistance from the ESF 1 support agencies or ESF 7 coordinated through AEMA will be needed.
- 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 city's transportation infrastructure, will influence the means and accessibility level for relief services and supplies.
- Gradual clearing of access routes will permit sustained flow of emergency relief, although localized distribution patterns will be disrupted for a significant period.

**Concept of Operations**

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

**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 disseminating information, data, and directives about emergency response activities and transportation networks.
- To collect and disseminate information and intelligence relating to the transportation infrastructure for disasters or emergencies, either existing or pending.

**General**

ALDOT has the necessary equipment, personnel, and expertise to fulfill transportation infrastructure missions; however, AEMA is the primary agency that coordinates transportation assets to move people or resources physically. When support is needed from ESF 1, AEMA will task

ALDOT, and depending on the specific support, may contact any of the ESF 1 support agencies or ESF 7.

Upon request, a representative from each ESF 1 support agency should be available to respond to transportation infrastructure-related requests submitted through AEMA. When the SEOC is activated and the EOP is implemented, AEMA may request these representatives to staff their assigned ESF 1 workstation, assist AEMA in identifying other ESF 1 agencies that may be needed, and take steps to ensure that the identified agencies are activated or on alert as appropriate.

ESF1 will respond to requests for assistance with the local transportation infrastructure support. It is anticipated that once evacuation efforts are completed, the majority of requests for transportation infrastructure support resources will be initiated by other ESFs to aid those in need.

ESF1 will verify routes and infrastructure and utilize ESF 1 state agency resources to support WebEOC tasking. ESF 1 will coordinate with ESF 7 for appropriate transportation resources when agency assets are unavailable or not in the correct mode.

The following list details actions to be performed by ESF1 support agencies at the SEOC:

- Assist AEMA in preparing a general description of the situation concerning ESF1 and analyzing ESF's operational support requirements.
- Assist AEMA in preparing a prioritized list of significant actions that 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.
- Identify required resources for the mission and request from ESF 7 if beyond ESF 1 capabilities.
- Assist AEMA in preparing electronic briefings on the 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.

**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 a state agency Emergency Management Coordinator to direct that agency's emergency transportation infrastructure support services.

**Response Actions:** This section lists actions to be performed by ESF 1 in response to a disaster.

**Initial Actions:** ESF 1 will perform the following initial actions if activated for a disaster:

- Verify available transportation support resources inventories and provide them to ESF 5 (Emergency Management), when requested.
- Each ESF 1 support agency will establish communications with its appropriate field personnel and ensure readiness for a timely response.
- Coordinate with support agencies to prioritize and develop strategies for the initial response.
- Establish communications with federal and adjacent state agencies through ELT, HLT, video-teleconferences, conference calls, or any means possible.
- ALDOT will assess the condition of highways, bridges, tunnels, and other components of the state's transportation infrastructure and work to accomplish the following:
    - Closing those determined to be unsafe.
    - Posting signs and barricades.
    - Notification of law enforcement and emergency management personnel.
    - 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 recovery from the potential disaster area to the nearest staging area.
- Committing equipment accessible to ESF 1 support 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 insufficient.
- In addition, ESF 6 (Mass Care, Housing and Human Services) will coordinate with ESF 1 concerning ground transportation routes to evacuation shelters, ESF 7 for transportation resources, and ESF 10 (Hazardous Materials Response) will identify any known hazardous materials transport routes that could be affected by the imminent disaster.

**Response Actions:** ESF 1 will respond with the following actions if activated for a disaster:

- ALDOT will participate in federal/adjacent state transportation teleconferences.
- All support agencies will coordinate transportation infrastructure support resource requests to support the transportation of personnel, goods, and services.
- ALDOT and ALEA will lead the continuing reassessment of road and bridge conditions, route availability, and priorities to address the most critical transportation infrastructure needs and develop strategies. Still, all support agencies and AEMA will provide any needed support or coordination.
- All ESF 1 support agencies will track resources committed to specific missions for redeployment if necessary. ESF 1 will provide updated information to ESF 5.
- ESF 1 will coordinate with ESF 7 for all transportation requirements beyond ESF 1's capabilities.

- All support agencies will re-stage resources as appropriate.

**Recovery Actions:** This section lists recovery actions to be performed by ESF 1 after an incident.

- Initial Actions - All support agencies of 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.
- Continuing Actions - ESF 1 will continue to provide transportation infrastructure support for related activities. Capture resource costs, manpower, and equipment utilization during the disaster.

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

**Primary Agency:** The primary agency for ESF 1 is the Alabama Emergency Management Agency and its responsibilities are as follows:

- Coordinate 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.), ESF 1 with ESF 7 will plan and deploy transportation infrastructure support resources required for evacuation. This task is time-sensitive and depends on the hazard's arrival time. A high priority will be given to this task, and coordination with the 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 the transportation of other resources.
- ESF 7 (Logistics Management and Resource Support) and Volunteers and Donations personnel will supply information to AEMA about potential volunteer groups, contract vendors, and other entities that may be able to supplement local and state transportation resources
- Assess the conditions of state/federal roads, bridges, tunnels, and close those determined to be unsafe.
- Implement the State Contraflow Plan if directed by the Governor for a coastal mandatory evacuation.
- Assist AEMA in prioritizing transportation infrastructure for local, state, and federal agencies to support ESF 1 tasks.
- Provide road closure information to the public

**Additional Resources** ESF 1 will use personnel and resources from 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 exceed the ESF 1 capability to respond, additional resources will be mobilized through Mutual Aid, EMAC, or ESF 7.

## Figure 2: Support Agencies and Responsibilities for ESF #1

| Agency | Responsibilities |
|---|---|
| **Alabama Emergency Management Agency** | • Will provide an emergency operations center<br>• coordination and emergency response support as necessary<br>• Receives requests for assistance and evaluates the situation.<br>• Coordinate state and federal resources<br>• Notifies and coordinates among State agencies, describing the type of assistance needed.<br>• Requests assistance from Federal agencies.<br>• Advises and informs the Governor of actions.<br>• Informs FEMA of actions involving Federal agencies. |
| **Finance Department** | • Use of state motor pool resources will be available. |
| **Department of Conservation and Natural Resources** | • Provide manpower and equipment for emergency route clearance. |
| **State Department of Education** | • Make all education system transportation resources [outside of the affected area(s)] available to ESF 1 during a catastrophic disaster. |
| **Alabama Law Enforcement Agency** | • Control traffic and support law enforcement activities.<br>• Enforce highway traffic regulations.<br>• Report movement control information to SEOC direction and control elements.<br>• Support ALDOT with the State Contraflow Plan if directed by the Governor for a coastal mandatory evacuation.<br>• Provide manpower for emergency route clearance. |
| **Alabama National Guard** | • Provide resources when tasked.<br>• Assist with emergency route clearance.<br>• Support ALDOT & ALEA with the State Contraflow Plan if directed by the Governor for a mandatory coastal evacuation. |
| **Department of Agriculture & Industries** | • Coordinate agricultural and animal issues. |
| **Department of Environmental Management** | • Provide information on emergency route clearance, burial, and burning of debris<br>• Assistance with hazardous materials transportation issues. |
| **Alabama Forestry Commission** | • Provide manpower, heavy equipment, and air support. |
| **Public Service Commission** | • Assist with transportation network issues. |
| **Civil Air Patrol** | • Provide air support (Fixed Wing).<br>• Provide aerial photodamage assessment. |

INTENTIONALLY LEFT BLANK

**Emergency Support Function (ESF) #2: Communications**

**Primary Agency:** Alabama Emergency Management Agency

**Support Agencies:**

Alabama Department of Conservation and Natural Resources (ADCNR)

Alabama Department of Corrections (ALDOC)

Alabama Forestry Commission (AFC)

Alabama Department of Transportation (ALDOT)

Alabama Office of Information Technology (OIT)

Alabama National Guard (ALNG)

Alabama Law Enforcement Agency (ALEA)

Amateur Radio Emergency Service (ARES)

American Radio Relay League (ARRL)

Alabama Broadcasters Association (ABA)

American Telephone and Telegraph (AT&T)

Civil Air Patrol (CAP)

Military Auxiliary Radio System (MARS)

Mobile Emergency Response Support (MERS)

National Communications System (NCS)

National Radio Service (NCS)

Radio Amateur Civil Emergency Service (RACES)

Southern Linc (LINC)

Verizon Wireless

Century Link

T-Mobile

First Net Authority

Primary Points of Coordination and Associated Actions:

- ESF #1 (Transportation): The purpose of ESF-1 is to coordinate cooperation across state agencies regarding transportation needs, issues, and activities before, during, and after a disaster, emergency, or planned event in the State. Verification of open and passable roads for communications personnel, communications volunteers, fuel, and equipment to provide communications support.
- ESF #5 (Emergency Management): The purpose of ESF-5 is to manage and facilitate a coordinated emergency operation through collecting, processing, and disseminating emergency information and disaster intelligence, developing Incident Action Plans (IAP), and coordinating resource support to the local governments. ESF-5 provides the core management and administrative functions supporting the State Emergency Operations Center (SEOC) and the overall implementation of the State Emergency Operations Plan (SEOP). Send situation reports (SITREPS), provide input for electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF #12 (Energy) The purpose of ESF-12 is to provide a coordinated response in the restoration of energy services, support emergency response and recovery efforts, and normalize community functions in a disaster area. Support includes, but is not limited to, assessing energy and non-energy utility system damages as well as supplies and requirements to restore such systems, obtaining information on deliverable fuels, supplies and infrastructure, assisting local governments and the State in assessing emergency power needs and priorities and providing emergency information, education and conservation guidance to the general public concerning energy and utility services. Verifying power outage areas to prioritize restorations.
- ESF #13 (Law Enforcement): The purpose of ESF-13 is to provide coordination and use of law enforcement personnel and equipment in an emergency or disaster for general law enforcement. Permits, escorts, and authorization to disaster areas for communications restoration purposes.
- National Communications System (NCS): Communications restoration coordination and priority service for wireline and cellular telephone service.
- Radio Amateur Civil Emergency Services (RACES) and Amateur Radio Emergency Service (ARES): Provide personnel and equipment to augment and provide backup communications systems. RACES could also provide additional radio operators and dispatchers if needed.
- Representatives from telecommunications and data providers (wireline and wireless) such as Southern Linc, AT&T, Verizon, Sprint, and T-Mobile.

**Purpose**

The purpose of the Emergency Support Function (ESF) #2 Communications and Alerting is to provide the resources and personnel to implement solutions for establishing, restoring, and maintaining reliable alert warning and notification systems and interoperability and continuity of communications before, during, and immediately following an emergency or disaster. The success of this effort requires planning and coordination among Federal, State, tribal, local entities (e.g., police, firefighters, first responders, etc.), voluntary organizations (e.g., HAM radio operators), and commercial communications service providers.

**Scope**

ESF-2 Communications and Alerting provides an extensive array of responsibilities, which include coordinating State actions to assist commercial service providers in establishing, restoring, and maintaining the alert and warning systems and communications infrastructure. The activities within the scope of ESF-2 include the following, but are not limited to:

- Coordinates the restoration of public safety communications, to include Public Safety Answering Points (PSAPs), Emergency Alert System (EAS), warning systems, and first-responder networks.
- Coordinates with state and local partners to ensure the capacity to communicate with the emergency response community and the affected population.
- Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities; provide basic human needs, including the needs of individuals with disabilities and others with access and functional needs; and transition to recovery.
- Provides disaster emergency communications, which consists of the technical means and modes required to provide and maintain operable and interoperable voice and data communications in an incident area.
- Coordinates state actions to assist industry in restoring the public communications infrastructure, assisting local, state, and tribal governments with emergency communications, and restoring public safety communications systems and first responder networks.
- Coordinates the provisioning of priority and other telecommunications services at incident support facilities, provides capabilities and services to aid response and short-term recovery operations, and ensures a smooth transition to long-term recovery efforts.
- Facilitates the delivery of mission-critical information to maintain situational awareness for emergency management decision makers and support elements.
- Coordinates and deconflicts incident radio frequencies in disaster event areas of operation.

ESF-2 acts to meet the communications and essential elements of information needs of local, state, tribal, territorial, insular area, and federal government agencies, nongovernmental organizations, industry essential service providers, other private sector partners, and individuals, families, and households, including individuals with disabilities and others with access and functional needs.

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).

**Information Technology**

Information Technology (IT) is concerned with managing and processing information. It includes all forms of technology used to create, store, exchange, display, and use information in its various forms. In the new threat environment, the interdependence of telecommunications and information technology justifies the protection

of each as a critical asset. The telecommunications infrastructure provides the transport medium and connectivity that enables the transmission of information.

Incident personnel rely on flexible communications and information systems to obtain and provide accurate, timely, and relevant information. Establishing and maintaining situational awareness and ensuring accessibility and voice and data interoperability are the principal goals of the Communications and Information Management component. Properly planned, established, and applied communications facilitate information dissemination among command and support elements and cooperating jurisdictions and organizations.

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 procuring and coordinating information technology services from the IT industry during a disaster response.

**Cybersecurity**

Cybersecurity protects internet-connected systems such as hardware, software, and data from cyberthreats. Individuals and enterprises use the practice to protect against unauthorized access to data centers and other computerized systems.

A strong cybersecurity strategy can provide a good security posture against malicious attacks designed to access, alter, delete, destroy, or extort an organization's or user's systems and sensitive data. Cybersecurity is also instrumental in preventing attacks that disable or disrupt a system's or device's operations.

In general, a cybersecurity incident violates computer security policies, acceptable use policies, or standard computer security practices. Cybersecurity incidents may include, but are not limited to, the following events:

**Malware** is a form of malicious software in which any file or program can be used to harm a computer user. Different types of malware include worms, viruses, Trojans, and spyware.

**Ransomware** is another type of malware that involves an attacker locking the victim's computer system files -- typically through encryption -- and demanding a payment to decrypt and unlock them.

**Social engineering** is an attack that relies on human interaction. It tricks users into breaking security procedures to gain sensitive information that is typically protected.

**Phishing** is a form of social engineering where fraudulent email or text messages that resemble those from reputable or known sources are sent. Often, random attacks, these messages intend to steal sensitive data, such as credit card or login information.

**Spear phishing** is a type of phishing that has an intended target user, organization or business.

**Insider threats** are security breaches or losses caused by humans -- for example, employees, contractors or customers. Insider threats can be malicious or negligent.

**Distributed denial-of-service (DDoS)** attacks are those in which multiple systems disrupt the traffic of a targeted system, such as a server, website, or other network resource. By flooding the target with messages, connection requests, or packets, the attackers can slow or crash the system, preventing legitimate traffic from using it.

**Advanced persistent threats (APTs)** are prolonged targeted attacks in which an attacker infiltrates a network and remains undetected for long periods of time, intending to steal data.

**Man-in-the-middle (MitM)** attacks are eavesdropping attacks involving an attacker intercepting and relaying messages between two parties who believe they are communicating.

**Automated Teller Machine (ATM) Cash Out** is a type of large-dollar value ATM fraud. Cash-outs involve simultaneous large cash withdrawals from several ATMs in many regions. It may also include large withdrawals at one ATM.

**Corporate Account Takeover (CATO)** is a business entity theft where cyber thieves impersonate the business and send unauthorized wire and ACH transactions. The unauthorized funds are sent to accounts controlled by the cybercriminal.

Other common attacks include botnets, drive-by-download attacks, exploit kits, malvertising, vishing, credential stuffing attacks, cross-site scripting (XSS) attacks, SQL injection attacks, business email compromise (BEC), and zero-day exploits.

**Priorities:** 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:

- Identify operational communications assets available for use within the affected area
- Identify communications facilities, equipment, and personnel located inside 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 acquiring and deploying communications equipment, personnel, and resources to establish temporary communications capabilities within the affected area(s).

Coordinates information technology support for responding state, county, and local agencies as directed by the SCO.

**Situation**

**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 and the industry will be needed to ensure an immediate and effective response.

**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 the damage to communications facilities.
- Weather and other environmental factors may restrict the movement of mobile or transportable communications equipment within the affected area.
- The SEOC will be operational, and an alternate Continuity of Operations (COOP) site will be designated before the disaster.
- Surviving communications systems may not be operational due to widespread power outages or a lack of fuel for emergency generators. Telecommunication Service Priority (TSP) has been implemented for the critical circuits at the SEOC.
- The Web-Based Emergency Operations Center (WebEOC) will be operational.

**Concept of Operations**

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

**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 receiving and disseminating information, data, and directives about 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 about communications for disasters or emergencies, either existing or pending.

- To pre-plan the distribution and allocation of State resources to support the overall communications mission.
- To provide information to the AEMA Public Information Office (PIO) to be distributed to the general public and media on disaster activities.

**General**

Under the Alabama Emergency Management Agency (AEMA) leadership, representatives from each support and voluntary agency will staff the SEOC as needed.

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. During emergency operations, individual agencies will retain operational control of their communications systems and equipment.

The AEMA Strategic Technology Reserve (STR) emergency communications system is a redundant system employing:

- Incident Support Units (ISU Trailers).
- Cache Radio Trailers consist of VHF/UHF radio caches pre-programmed for the national interoperable frequencies.
- Satellite, Southern Linc, and Cellular telephones.
- Transportable towers with programmable VHF/UHF and 800 MHz repeaters.
- Southern Linc PTT radios and cellular phones can be used as a primary system for AEMA and for administrative purposes by other state agencies.
- UHF and VHF radio frequencies and radio repeater systems include base, mobile, and portable radios. These mobile and portable radios are also programmed with the national interoperable frequencies.
- HF radio systems including the FEMA National Radio System (FNARS), Shared Resources (SHARES), Operation State Emergency Communications Using Radio Effectively (OPSECURE), Military Auxiliary Radio System (MARS), Radio Amateur Civil Emergency Services (RACES), and Amateur Radio Emergency Services (ARES).
- Cellular telephone and cellular data capabilities for reporting and situational awareness.
- Multiple private wireline-based communications systems, including the National Warning System (NAWAS) for statewide and regional coverage.
- Civil Air Patrol (CAP) utilizing airborne repeaters.
- Government Emergency Telecommunications Service (GETS) access cards have been obtained and distributed.
- Wireless Priority Service (WPS) can be requested from our cellular providers as needed.
- Telecommunications Service Priority (TSP) has been obtained for critical circuits at the SEOC.

**Notification**

AEMA, as the primary agency for ESF-2, will contact the appropriate communications-related agencies and/or volunteer entities as required.

**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 concerning 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.
    - Contribute information for briefings on the status of ESF-2 response operations and the status of communications systems to ESF-5.
    - Track expenditures concerning operations and submit these to the Finance Section after terminating operations.
    - Prepare an After-Action Report to identify lessons learned and improvements.

**Planning:** ESF-2 will begin planning the recovery process based on the following information.

- Accumulate communications damage information obtained from Field Teams, the telecommunications industry, the local county emergency operations center, and other city, county, or State agencies and relay to ESF-5.
- List 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 conditions, and duration of need must be considered. The logistical requirements necessary to obtain critically needed equipment will also be evaluated.

**Operations:** Upon activation of ESF-2, ESF-2 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 inputs on the status of communications systems to ESF-5.
- Prepare and process reports using established procedures, focusing specific attention on producing after-action reports.
- Coordinate staffing for 24-hour operations.

**Responsibilities:** This section lists this ESF's primary and support agencies and their associated responsibilities.

**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 support for communications response.
- Maintain communications, data, video, and other related equipment at the SEOC.
- Activate RACES/ARES, MARS, and/or OPSECURE as required.
- Deploy mobile, transportable, and portable communications equipment, trailers, and vehicles as needed.
- Provide information technology support as required, as necessary, and as directed by the State Coordinating Officer (SCO).

**State and Federal Support Agencies**

Six State agencies maintain communications networks that can extend and augment SEOC in-place emergency communications resources. These agencies are the Alabama Forestry Commission, the Alabama Law Enforcement Agency, the Alabama Department of Transportation, the Alabama Department of Corrections, the Alabama National Guard, and the Alabama Department of Conservation and Natural Resources.

As advanced readiness during a pending disaster increases and emergency conditions are implemented, 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 that their agencies are tasked to support.

AT&T, Uniti, and the Alabama Supercomputer Authority provide data services and internet capabilities. The Alabama National Guard may provide additional communications assets and personnel.

The 46th Civil Support Team (CST) may provide additional communications assets and personnel.

The National Communications System (NCS) can provide services such as GETS, WPS, and TSP during federally declared disasters.

FEMA may deploy communications resources from the Mobile Emergency Response Support (MERS) teams. The Alabama Communications Unit (COMU) will provide support as needed. The COMU comprises resources (equipment and personnel) throughout the state.

**Request for On-Scene Communications**

The Incident Commander or designee will initially request on-scene interoperable equipment and support. Each individual support/resource request should be routed through the nearest jurisdictional Emergency Management Agency. All requests beyond the local and county capabilities are routed through ESF-2 (via WebEOC) at the SEOC. The order of support will be:

- Local
    - The incident commander or designee shall first attempt to find needed resources within the local resources.
    - This includes city and municipality resources.
- County
    - This option is to be used if the local resources are exhausted or not available.
    - This includes all resources available within the affected county.
- Division
    - This option is to be used if the county resources are exhausted or not available
    - Resources available through Mutual Aid Agreements that involve multiple counties will be considered divisional without regard to the established AEMA Divisions as shown in the preceding page and also in the following link https://afrwc.alabama.gov/map. This includes any STR equipment that is normally assigned to that division.
    - This includes any AEMA equipment that may be pre-staged in that particular division.
- State
    - This option is to be used if the Divisional resources are exhausted or not available.
    - This includes State STR resources, and available assets from other state agencies and other Divisions.

- Federal
    - AEMA will be responsible for requests or procurements from FEMA or any other federal agency.

**Resource Requirements**

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

- Incident Support Units (ISU Trailers).
- Cache Radio Trailers VHF/UHF radio caches that are pre-programmed for the national interoperable frequencies.
- Satellite telephones.
- Transportable towers with programmable VHF/UHF and 800 MHz repeaters.
- Additional Southern Linc MCPTT radios and cellular telephones.
- High-Frequency radios (commercial and amateur) and VHF Low Band radios.
- In place agreements for use of other agencies' radio systems.
- Commercially available base stations and hand-held portables.
- Mobile or transportable switchboards and station equipment.
- Aircraft is suitable as a platform for airborne radio repeaters.
- Trained installation and operations personnel available for field deployment.

**Support for Field Activities**

A Communications Unit Leader (COML) will be designated for each major operational area. The COML will be responsible for the overall management of on and off-scene communications, frequency and channel assignments, resolution of frequency interference issues, scheduling of field personnel, and documentation.

A Communications Technician (COMT) may be designated for the operational areas as needed. The COMT will be responsible for the operation of the communications equipment including programming, routine maintenance/repairs, and assist with interference resolution.

The Technical Specialist (TSP) will be responsible for the on-scene issue/ inventory/retrieval of equipment and charging of portable batteries. Responsibilities also include IT and network support to the Communications Unit.

Amateur radio operators and/or Civil Air Patrol (CAP) volunteers can be dispatched to American Red Cross (ARC) shelters, reception centers, staging areas, county EOCs, division offices, national weather service offices, or distribution centers to provide communications links. These voluntary organizations have a significant capability to assist with emergency public communications during major disasters within the state auxiliary communications (AUXCOMM) program.

**Supporting Plans, Standard Operating Guides (SOG), and Procedures (SOP)**

- State of Alabama Statewide Communications Interoperability Plan (SCIP).
- Local Tactical Interoperable Communications Plans (TICP)
- Alabama Tactical Interoperable Communications Field Operations Guide (ALA-FOG)
- State of Alabama Strategic Technology Reserve (STR) SOG
- State of Alabama Interoperability Network (ALIN) SOG
- Alabama Emergency Communications Annex to the FEMA Region 4 Emergency Communications Plan
- Alabama Emergency Alert System Plan (EAS)

**Terms and Definitions**

- Amateur Radio Emergency Service (ARES): A service, affiliated with the American Radio Relay League (ARRL), run by volunteer Amateur Radio Operators to provide an alternate and support radio system for use during disasters.
- American Radio Relay League (ARRL): A nationally recognized organization of Amateur Radio Operators that provide operational, technical, and legislative support for the Amateur Radio community.
- Commercial Service Provider: Any person or firm engaged as a carrier for hire, in interstate, intrastate, or foreign communications by wire or radio.
- 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 before an emergency as well as the remaining capabilities after the emergency occurs.
- 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.

- 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.
- Web-Based Emergency Operations Center (WebEOC): This is a messaging system available to the SEOC, County EMA offices, and other selected coordinating agencies that document all resource requests, requests for information, or general information. This system also provides an archive of all actions taken related to this request or message.
- 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.
- 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.
- FEMA National Radio System (FNARS): This is a High-Frequency Radio System, administered by FEMA, which provides state EOC to state EOC as well as state EOC to FEMA coverage.
- Government Emergency Telecommunications Service (GETS): GETS provides authorized Government users with a nationwide NS/EP switched voice and voice and data communications priority service by using the existing public switched network resources during periods of congestion.
- 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.
- Mobile Emergency Response Support (MERS) - A service available from FEMA providing emergency radio equipment and systems (HF, VHF, UHF 700 MHz, and 800 MHz), microwave equipment, satellite equipment, and power generation for use during and after disasters.
- Military Affiliated Radio System (MARS): This is a volunteer service that can provide voice and data services for statewide, region-wide, or nationwide disasters.
- National Communications System (NCS): This service provides telecommunications support programs such as TSP, GETS, and WPS. They also have an in-place communications system and the ability to use other federal communications systems during times of disaster.
- 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.

- National Warning System (NAWAS): A dedicated wireline-based voice communications system that connects AEMA with major counties' EMA offices, DPS posts, the National Weather Service, and other governmental agencies.
- Operation State Emergency Communications Using Radio Effectively (OPSECURE): This is a High-Frequency Radio System for intra- and interstate coordination.
- 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.
- Radio Amateur Civil Emergency Service (RACES): This government-sanctioned radio service uses Amateur Radio Operators to provide an alternate and support radio system for use during disasters.
- Southern LINC: A commercial push-to-talk system owned by the Southern Company (Alabama Power Company) that provides virtually statewide and some limited nationwide coverage. All County EMA offices, as well as most other state agencies, have access to this system. Short messaging and mobile data services are also available at an additional charge.
- 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.
- Telecommunications: The transmission, emission, or reception of voice and/or data through any medium by wire, radio, other electrical, electromagnetic, or optical means. Telecommunications include all aspects of transmitting information.
- 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.
- 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.

## VIII References


- Presidential Executive Order 12472 (April 3, 1984).
- NCS Manual 3-1-1 (May 5, 2000), 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 (2000), Telecommunications Service Priority (TSP) System for National Security Emergency Preparedness (NSEP), Service User Manual.
- National Response Framework/ESF#2 (Communications)
- Homeland Security Presidential Directive/HSPD#5 (Management of Domestic Incidents)
- Homeland Security Presidential Directive/HSPD#8 (National Preparedness)

INTENTIONALLY LEFT BLANK

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

**Primary Agency:** Alabama Department of Transportation

**Support Agencies:**
Alabama Department of Conservation and Natural Resources
Alabama Department of Environmental Management
Alabama Department of Public Health
Alabama Department of Corrections
Alabama Forestry Commission
Alabama National Guard
Alabama Rural Water Association

**Primary Points of Coordination and Associated Actions:**

- ESF #5 (Emergency Management): report the status of state and federal roads, wastewater treatment plants, and water purification plants, and provide the number of personnel working to assist with ESF 3 missions. Send Situation Reports (SITREPS), conduct electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF #1 (Transportation): Provide equipment and personnel to assist with debris clearance and support the transport of supplies to affected areas. Provide signs and barricades for closed roads.
- ESF #13 (Public Safety and Security): Provide personnel and equipment to support the escort of critical resources. Provide law enforcement security access and traffic control.

### Purpose

The purpose of this ESF is for the member support agencies, in coordination with AEMA, to provide public works and engineering support to assist local governments in need related to lifesaving or life-protecting support before, during, and immediately following a major or catastrophic disaster.

### Scope

This annex addresses the provision of technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, and emergency repair of wastewater, solid waste, and water treatment 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:

- Temporary construction of emergency access routes, including damaged streets, roads, bridges, airfields, and any other facilities necessary to pass rescue personnel.
- Perform temporary protective measures to abate immediate hazards to the public for health and safety reasons.
- Provide an emergency clearance of debris for passage of emergency personnel, supplies, and equipment for lifesaving, life protecting, health, and safety purposes during the immediate response phase.
- Coordinate to transport potable water to areas that do not have operating water supply

systems.
- Provide technical assistance and damage assessment.

**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 its respective activities with assistance from AEMA and the other ESF #3 agencies.
- Each ESF #3 member agency will respond to missions received under the Emergency Services Branch.
- The ability of ESF #3 agencies to accept assignments may depend on whether an emergency declaration exists at that time.

**Situation**

**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 require reinforcement, demolition, or isolation to ensure safety. Streets, highways, and other 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 a timely, efficient, and effective response.

Existing landfills may be overwhelmed by debris and must be augmented by areas pre-designated for clean debris disposal. Disaster assistance almost certainly will need to begin immediately.

**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 be a top priority to support immediate lifesaving emergency response activities.
- Rapid damage assessment of the disaster area will be necessary to determine the potential workload.
- Emergency environmental waivers and legal clearances will be needed to dispose of materials from debris clearance and demolition activities.
- Legal requirements that delay the securing of contractors or the 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.
- Re-evaluation of previously assessed structures and damages may be required.

**Concept of Operations**

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

**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 receiving and disseminating information, data, and directives about emergency response activities among public works organizations.
- To assist AEMA in prescribing a procedure for inventorying 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 the distribution and allocation of State resources to support the overall public works mission.

**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 ensure 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 general description of the situation pertains to ESF #3 and an analysis of the ESF's

operational support requirements.
    - 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 respond to the event effectively.
- Assist AEMA in notifying the required personnel and supporting 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 the status of ESF# 3 response operations.
- Each agency will keep track of all expenditures concerning operations.
- Assist AEMA in preparing ESF #3 After-Action Reports to identify lessons learned and improvements.

**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.

**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.

**Response Actions**

**Initial Actions:** ESF #3 will perform the following initial actions if activated for a disaster:
- Establish communications with appropriate field personnel, brief them on the situation and action plan, and ensure they are ready for a timely response.
- Coordinate with support agencies to establish priorities and develop strategies for the initial response.
- Establish pre-positioning of resources when it is 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 regarding debris removal and repair to allow access into damaged areas.

**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.

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

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

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

**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.

**Responsibilities**

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

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

- 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.
- Deploy and coordinate department resources with support agencies and local governments.
- Support other ESF tasks as needed by established priorities.

**Support Agencies:** Below is a list of the support agencies for ESF # 3 and their responsibilities.

**Figure 3: Support Agencies and Responsibilities for ESF #3**

| Agency | Responsibilities |
|---|---|
| **Department of Environmental Management** | • Provide personnel for the damage assessment to restore the water supply.<br>• Provide personnel for damage assessment for the restoration of the sewage treatment.<br>• Provide damage assessment for beaches, shores, parks, and recreation areas.<br>• 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.<br>• Provide watercraft support. |
| **Department of Corrections** | • Provide manpower. |
| **Alabama National Guard** | • Provide manpower and equipment to support public works and infrastructure needs. |

**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.

INTENTIONALLY LEFT BLANK

## 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
Alabama National Guard
Alabama Law Enforcement Agency
Department of Corrections
Department of Transportation
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 (External Affairs): provide information to the media and public on actions being taken and State resources committed.

### Purpose

This ESF aims to detect and suppress wildfires, 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 firefighting activities, including detecting and suppressing fire on state and private lands, and providing personnel, equipment, and supplies supporting local agencies involved in rural and urban firefighting 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.

### Scope

ESF #4 supports the *National Response Framework* Emergency Support Function #4 (Fire Fighting). State program assistance under this function includes applying equipment, manpower, and technical expertise to control and suppress fires that have or threaten to become disasters. The provision of such services will be through mutual aid compact agreements with local governments, private industry, and other states, as well as established recognized standards of firefighting methods. The Alabama Forestry Commission (AFC) is responsible for developing, implementing, and administering all state programs and mutual aid agreements and participating in functions related to emergency or disaster assistance.

### Situation

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

**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 that they require resources from adjacent jurisdictions, the 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.

**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 act on all wildfires that jeopardize Commission-protected lands, regardless of land ownership.

Each jurisdiction assumes the full cost of protecting the lands within its respective protection boundaries unless other financial arrangements are made. Protection agencies should not incur costs without reimbursement in lands outside their respective protection boundaries. The problem of financial limitations must be clarified through proper official channels before execution.

**Planning Assumptions:** The following planning assumptions have been made:

- Fire services and operations in urban and rural disasters are the same as 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 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 inform the AEMA Director (State Coordinating Officer) of the fire disaster situation.

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

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

- To create a state firefighting response that provides for the command, control, and coordination of firefighting emergency operations and mutual aid.
- To coordinate the dispatch and use of state firefighting resources and means of coordination with the Federal and local governments.
- To utilize the WebEOC for receipt and dissemination of emergency information, data, and directives about activities among firefighting organizations.

- To prescribe procedures for the inventory of firefighting facilities and equipment in the State.
- To collect and disseminate information and intelligence related to firefighting for disasters or emergencies, either existing or pending.
- To pre-plan the distribution and allocation of State resources to support the overall firefighting mission.

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

- Actions taken by applying equipment, manpower, and technical expertise to control and suppress fires that threaten to become disasters. Mutual aid compact agreements will provide such services with local governments, private industry, and other states, as well as established recognized standards of firefighting methods.
- The Federal/State Agreement will make provision of fire suppression assistance under the Stafford Act for Fire Suppression.

**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 unavailable, s/he has the authority to involve the Southeastern States Forest Fire Compact or the Interagency Resource Ordering Capability system.
- 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 Protection Division has been designated as the Emergency Coordinating Officer in case of wildfire and other disasters.

**State Fire Readiness Plan (Wildfire)**

The ***State Fire Readiness Plan*** sets forth systems and procedures for the timely evaluation of wildfire hazards and available response, and to enhance prudent activation and employment of additional resources. Operational procedures for the county, regional, 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 regional level.

The Regional Forester will use all available regional resources as necessary. Routine status reports and requests for additional assistance from supporting agencies are made directly to the Commission. County, Region, and State preplan identify the appropriate action for each of the five readiness levels and contain other pertinent information. Support resource agencies would be used primarily for line assistance in firefighting, law enforcement, and investigating man-caused fires.

**Response Actions:** The agencies in this section will perform detailed operations in response to a fire emergency.

- 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.

- 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 general description of the situation pertains to ESF #4 and an analysis of the ESF #4 operational support requirements.
    - 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 support 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, keep financial records, and submit these to ESF #5 as part of the process to terminate operations.

## Organization and Responsibilities

### Organization

The following organizational plan 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.

If activated, the Assistant State Forester will be second in succession and will report when directed to the alternate SEOC. S/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 Forest Protection Division will be the Forestry Commission's Emergency Management Coordinator and will coordinate all fire suppression operations from the SEOC.

**State Agency Responsibilities**

**Primary Agency:** The primary agency for this ESF is the Alabama Forestry Commission. The duties of individual members of the Forestry Commission are listed below:

**Figure 4: Forestry Commission Officials and Responsibilities for ESF #4**

| Alabama Forestry Commission Official | Responsibilities |
|---|---|
| **State Forester** | • Coordinates firefighting efforts involving wildfire.<br>• Assists in preventing structural fires from spreading into a wildfire.<br>• Officially declares the need for disaster assistance by the Forestry Commission.<br>• Coordinates disaster operations with other State and Federal agencies at the agency level.<br>• Ensures maximum effective and prudent use of commission resources consistent with applicable and appropriate needs. |
| **Forest Protection Division** | • Assumes line responsibility for disaster operations on the commitment of the Forestry Commission by the State Forester.<br>• Advises on State-level coordination.<br>• Provides intra-Commission coordination.<br>• Issues advisories to the State Forester's Office.<br>• Initiates aerial photo coverage when applicable.<br>• Determines emergency communication needs and response.<br>• Uses divisional resources without regard to divisional lines upon coordination with appropriate supervisors.<br>• Consolidates all reports into a final summary to include estimates of timber damage.<br>• Coordinates deployment of personnel to support Divisional Incident Management Teams. |
| **Regional Forester** | • Initiates disaster relief work as appropriate.<br>• Notifies the State Forester and/or the Forest Protection Division of details as soon as possible.<br>• Coordinates the use of regional resources with the commission.<br>• Coordinates commission efforts with local representatives of other agencies. |

| Alabama Forestry Commission Official | Responsibilities |
|---|---|
| | • Establishes an information and coordination center for commission operations in the region.<br>• As soon as safe conditions exist, use agency aircraft or request other aircraft for aerial surveys and other emergency requirements.<br>• Ensures commission representation is consolidated at interagency disaster centers.<br>• Ensures regional resources are fully used without regard to the county line.<br>• Informs the public through the news media of available assistance in securing timber advice, etc.<br>• Receives and coordinates requests for assistance.<br>• Requests additional assistance from the commission when regional resources are fully committed.<br>• Renders progress reports to the Forest Protection Division Coordinating Officer periodically on status or as conditions change.<br>• Renders a brief final report containing the following minimal final details.<br>o Nature and extent of the disaster.<br>o Type of assistance rendered.<br>o Several men and equipment hours were involved.<br>o Outside regional resources used.<br>o Coordination with other agencies.<br>o Several requests for assistance received acted upon and pending.<br>o Special problems encountered.<br>o Extent, acreage, and volume of timber damage.<br>o Recommendations. |
| **Work Unit Manager or County Forester** | • Notifies the Regional Forester when a disaster occurs in the WUM's area of responsibility.<br>• Initiates immediate emergency assistance until further instructions and guidance are received.<br>• Coordinates the use of resources with other local agencies in the absence of specific directives. |

**Other State Agencies:**

**Figure 5: Support Agencies and Responsibilities for ESF #4**

| Agency | Responsibilities |
|---|---|
| **Alabama Emergency Management Agency** | • Receives requests for assistance and evaluates the situation.<br>• Notifies and coordinates among State agencies, describing the type of assistance needed.<br>• Requests assistance from Federal agencies.<br>• Advises and informs the Governor of actions.<br>• Informs FEMA of actions involving Federal agencies. |
| **Department of Conservation and Natural Resources** | • Provides manpower, equipment, and advice for fire control, and law enforcement.<br>• Staff's lookout points. |
| **Department of Transportation** | • Provides manpower and equipment for fire suppression assistance. |
| **Department of Insurance (State Fire Marshall)** | • Provides information and advice on insurance needs, conducts investigations, and coordinates with law enforcement. |
| **Department of Public Health** | • Provides information on the toxicity of fires and health protection. |
| **Alabama Law Enforcement Agency** | • Provides law enforcement. |
| **Alabama National Guard** | • 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 suppression, and 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. |

**Direction and Control**

As Director of the AFC, the State Forester is responsible for the development, implementation, and administration of all State programs, mutual aid agreements, and participation in this function 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 for all emergency fire services to the SEOC and other State agencies.

The SCO coordinates 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 resources or by a mutual assistance compact with neighboring AFC governmental organizations. Local governments are also responsible for requesting State support when a fire situation exceeds their control/suppression capabilities.
Local firefighting organizations remain under the operational control of the parent government unless directed otherwise by the chief executive officer of that government. State agencies also remain under the operational control of their respective department heads. However, after an emergency has been declared, all firefighting operations must be coordinated by the AFC and through the SEOC.

**Continuity of Government**
The Assistant State Forester shall be second in succession to the State Forester, followed by the Forest Protection Division Director.

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

**Administration and Logistics**

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

State agencies are to support their 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 firefighting organization to establish communication.

**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 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 operation costs, except for necessary on-the-scene logistic support (oil, gasoline, food, etc.). Records and documentation of these expenses should be retained for future reimbursement.

**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.

**Transportation**
Transportation of equipment, apparatus, and personnel is an integral function of all jurisdictions' day-to-day operation of the Fire and Rescue Service. Therefore, the Fire and Rescue Service shall provide its transportation to the maximum extent possible. Coordination with the Transportation Service at each organization level (EOC) will be required for transportation unavailable within the Fire and Rescue Service or required to augment existing transport equipment.

**Federal Assistance**
Federal assistance for fire suppression in support of State fire services is authorized by Section 420 of the Stafford Act. The current Federal/State Agreement will provide it 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 FEMA deems necessary at the 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. S/He will then, in coordination with AEMA, draw up a request for Federal assistance using the following procedures for the Governor. The State Forester may request 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 track 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. Forest Service is aware of the situation and concurs with the request for assistance.
- Name, location, and telephone numbers of persons designated to coordinate total operational control of firefighting and emergency forces.

After receipt of the Governor's request, the FEMA Regional Director consults with the U. S. Forest 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

The Director notifies the Governor promptly by telephone, 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 coordinating 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 per procedures outlined in the FEMA handbook.

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #5: Emergency Management (Planning Section)

**Primary Agency:** Alabama Emergency Management Agency (AEMA)

**Support Agencies:** Alabama agencies and departments are 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.

- Provide timely and accurate information for senior elected officials and the public.
- Manage the state/federal/private resources, services, and personnel flow to the incident.
- Establish and provide unity of response, recovery, coordination, and control.

### Purpose

This ESF aims to address procedures and activities assigned to support the Concept of Operations in a major or anticipated disaster. As the primary ESF 5 Agency, AEMA coordinates all State departments and support agencies to develop the state EOP. AEMA is responsible for collecting and disseminating timely and accurate information about a potential disaster or incident, facilitating the overall flow of state resources, and coordinating with Local and Federal governments for the unity of response and recovery assistance to the affected area.

### Function

The primary functions of ESF #5 are to support and facilitate multiagency planning and coordination for operations involving incidents requiring state agency coordination; assist leadership with determining 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 and recovery efforts.

To accomplish this, ESF #5 is responsible for coordinating emergency response plans, collecting, and disseminating information about the disaster situation. Specifically, this ESF will facilitate the management of key information needed by the State Emergency Operations Center (SEOC) staff (including the EMCs and ESF Coordinators), advance or forward elements of the SEOC, the Regional Response Coordination Center (RRCC) in Atlanta, and the IMAT/ESF elements established in the Joint Field Office (JFO).

## Scope

This ESF coordinates overall information and planning activities in the SEOC and the JFO to support Federal, State, and local response operations. In the SEOC, the Planning Section takes the lead for the information and planning activities that support overall information collection and sharing responsibilities shared by the SEOC. As the operation progresses from the pre-incident phase through response and recovery, the Planning Section continues to provide incident action, current, and future planning functions in coordination with the other ESFs engaged in the operation and those operating under agency statutory authorities. Information and Planning Activities are grouped among the following functions:

- *Information Processing*: collect and process essential information from local jurisdictions, ESFs, WebEOC, and other sources to inform Agency Lifelines and disseminate it for use by the response and recovery operations, and provide it as input for reports, briefings, displays, and plans.
- *Information Tracking:* utilize WebEOC and Graphical Information Systems (GIS) to track and maintain a historical record of response and recovery activities and resources expended.
- *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*: through close coordination with GIS, maintain displays of key information and facilitate briefings using maps, charts, and status boards in a situation room and/or through other measures such as computer displays, non-public intranet websites, and electronic mail.
- *Planning Support*: consolidate key information to support the incident action, strategic, transition, and demobilization planning processes.
- *Technical Services*: provide advice on meteorology, structural engineering, seismology, flooding, dam safety, national security issues, and other areas requiring specific information to support response and recovery efforts.

**Policies:** AEMA, utilizing NIMS and the ICS management system, will accomplish the following:

- Determine the level of response required for supporting a potential or actual disaster.
- Initiate alerts and notifications of the primary ESFs that need to be activated to support response operations.
- Collect and process essential information and disseminate it to ESFs and local governments.
- Provide input for reports, briefings, displays, and plans.
- Consolidate key information into reports and other materials; describe and document overall response and recovery activities.
- Inform appropriate authorities of the overall response and recovery operations status.
- Maintain a current visual display of key information (maps, charts, status boards, etc.) in the SEOC and/or JFO, and distribute key information using computer displays, intranets, and/or electronic mail, as available.

- Establish a pattern of information flow in support of the action planning process initiated by the SERT leadership.
- Prepare a consolidated Statewide (and/or Joint) SITREP(s) every operational period or as directed by the AEMA Director.

**Situation**

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

**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 supplies, equipment, food, and lodging for up to 72 hours.
- During a disaster, extremely intense levels of activity may cause a bottleneck in the message flow of the SEOC.

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

**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 receiving and disseminating emergency information, data, and directives about activities among response and recovery agencies.
- To collect and disseminate information and intelligence about actual or pending disasters and emergencies.
- To pre-plan the distribution and allocation of State resources to support the overall State mission.

**General**
During an emergency or disaster, core preparedness personnel and augmentation from AEMA staff will act as the staff for ESF #5. The operations officer on duty (Duty Officer) will initially act as the overall coordinator for ESF #5 until the Planning Section Chief (or, if designated, the Deputy Planning Section Chief) arrives on the scene. In the immediate hours following the impact of a disaster, this 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 and JFO, displaying information data, tracking mission assignments, and providing technical data supporting disaster operations.

**State-Level Support Structure**

Staffing of ESF #5 will depend upon the informational demands of the disaster. Staff assignments will be made using the information functions assigned to ESF #5. Depending on the nature of the disaster, it may be necessary to draw personnel from other ESFs/agencies to provide staff and planning support (e.g., TVA, NOAA, AFC, etc.).

**Information Processing:** Information will be acquired from the following sources:

- Local EMAs are required to submit SITREPs that contain essential elements of information.
- AEMA field staff (Divisions) will provide field reports.
- ESFs are required to perform a situation analysis that describes a general description of the situation, an analysis of the ESF's 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 and/or Joint SITREP. Informational products per daily and operational requirements.

**Consolidation of Information**

ESF #5 must prepare and update statewide information into a consolidated SITREP covering the duration of each operational period, along with the Incident Update Report (IUR) and Common Operational Picture (COP).

**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:

- 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.

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

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

**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 section duty roster (ICS-203) and contact lists (ICS-205A), set up status boards, establish message flow and tracking, staff workstations, and adhere to the rhythm of the approved operation.

- Prepare Situation Analysis by reviewing reports, video, message traffic, status boards, logs, and other pertinent information. This Situation Analysis continues throughout the response and short-term recovery phase and should include the following:
    - A general description of the situation and an analysis of ESF# 5 operational support requirements.
    - 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 lifesaving and short-term recovery operations. The action list (ICS-202) should be revised as the situation changes.
- Establish initial contact with AEMA field staff.
- Prepare, process, and disseminate information.
- Collect preliminary damage assessment data.
- Call support agencies as needed.
    - Establish contact with Federal liaison element(s).
- 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.

**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 in WebEOC.
- Provide information in support of State agencies.
- Establish and track joint State and Federal mission assignments.
- Share information-processing capabilities with the Federal government.
- Facilitate IC/UC Objectives, Command and General staff, and planning meetings

**Recovery Actions:** This section lists recovery actions to be performed by ESF #5 after a disaster. 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 (ICS-203), contact lists (ICS-205A), message flow, and tracking.
    - Anticipate and request the types of recovery information the State and Federal agencies will require and furnish to the applicable agency when received.

**Continuing Actions**

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

**Responsibilities:** This section lists this ESF's primary and support agencies and associated responsibilities.

**Primary Agency:** AEMA is the primary agency for ESF #5. Its responsibilities are as follows:

- Coordinate message flow within the SEOC and JFO.
- Coordinate the overall efforts to collect, process, report, and display essential elements of information (EEIs).
- Facilitate support for planning efforts in response and recovery operations.
- Distribute reports to local jurisdictions, other ESFs, and federal and state field elements.
- Provide staffing support for ESF #5 activities at the SEOC and the JFO.

**Support Agencies**

All agencies designated as primary agencies for other ESFs may provide information and technical support (about their ESF(s)) to ESF #5.

These agencies may also identify and provide staff to support ESF #5 functions as needed. Examples of such agencies providing planning augmentation may include, but are not limited to, the Alabama Forestry Commission, the Alabama Department of Economic and Community Affairs, the Geological Survey of Alabama, etc.

**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 and sub-facilities (if needed)
- Deployable plotter
- General office furniture and supplies
- Portable, battery-powered AM/FM radios (optional)
- Flashlights and batteries
- Wallcharts/display boards with marking supplies
- Digital copy of AEMA's GIS database(s) that can include national, regional, and State maps/overlays
- Calculators
- Laptop computers with portable printers, plotters, peripherals, cables, and related supplies
- Software applications, such as but not limited to Microsoft Office (including Word, Excel, Outlook, Visio, and Project (optional)); Internet Explorer or similar web

browser; Adobe Pro, WebEOC; HURREVAC; etc. The appropriate GIS software will need to be installed for computers utilized for GIS.

- Network access with reach-back capabilities to the SEOC, WebEOC, and AEMA OneDrive
- Wireless network access devices, if no hardwire network capabilities exist
- Wall clocks
- Portable televisions (if needed)
- Copy machines (may be included as part of a multi-function copier/fax/scanner/printer)
- Fax machines (may be included as part of a multi-function copier/fax/scanner/printer)
- 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)

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #6: Mass Care, Emergency Assistance, Housing, and Human Services

**Primary Agency:** Alabama Department of Human Resources

**Support Agencies:**
Alabama Emergency Management Agency
American Red Cross
Alabama Department of Agriculture and Industries
Alabama Department of Corrections
Alabama Department of Economic and Community Affairs
Alabama State Department of Education
Alabama Law Enforcement Agency
Alabama Department of Mental Health
Alabama Community College System
Alabama Department of Public Health
Alabama Department of Senior Services
Alabama Department of Transportation
Alabama Department of Veterans Affairs
Alabama National Guard
Alabama Voluntary Organizations Active in Disasters
Governor's Office on Disability
Governor's Office of Volunteer Services
The Salvation Army
211 Connects Alabama

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

### Scope
The policies and concepts of this annex apply to State departments and agencies, the American Red Cross, The Salvation Army, and the Alabama Voluntary Organizations Active in Disasters (VOAD) following emergencies or disasters that exceed the local response and recovery capabilities.

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.

This annex promotes individual and household response and recovery efforts based on the disaster or incident priorities, including economic assistance and other services for people impacted by the disaster.

### Mass Care Function
This function includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on disaster survivors to family members.

The Alabama Department of Human Resources (ADHR), in its role as ESF #6 lead, coordinates closely with the Alabama Emergency Management Agency and other State, local, and voluntary agencies to provide mass care resources to support and augment mass care capabilities.

- **Shelter:** Sheltering includes using designated shelter sites in existing structures within the affected area(s) and additional sites designated by the State and local governments. Shelter sites (including American Red Cross shelters) will be selected to maximize accessibility for individuals with functional and access needs. The Governor's Office on Disability will be consulted on accessibility requirements. The Governor's Office on Disability will serve as a liaison between the Alabama Functional and Access Needs During Disasters State Task Force (FAND) and Mass Care Sheltering efforts. Sheltering may also include the use and/or creation of temporary facilities or shelters and the use of similar facilities outside of the affected area(s) in the disaster impact area, should evacuation be necessary.

- **Feeding:** Feeding includes the combination of fixed sites, mobile feeding units, and bulk distribution sites to provide standard feeding to disaster survivors and emergency workers.

- **Emergency First Aid:** Emergency first aid includes providing basic first aid to disaster survivors and workers at mass care shelters and other designated sites and referral to appropriate medical personnel and facilities within the impacted area. This service is supplemental to emergency health and medical services.

- **Reunification:** As a co-lead with the Federal Emergency Management Agency (FEMA) for the Mass Care component of the Emergency Support Function 6 (ESF-6) in the National Response Framework, the American Red Cross has a commitment to provide Reunification services. Reunification (REU) provides human and technological resources to reconnect individuals quickly following a disaster. The American Red Cross will coordinate with local and state emergency management on Reunification services.

- **Bulk Distribution:** The responsibilities and requirements for the bulk distribution of emergency relief items will be identified and addressed in ESF #7 – Logistics Management and Resources Support Annex.

**Emergency Assistance Function**

This function includes coordinating and providing aid required by individuals, families, and communities to ensure that immediate needs beyond the scope of "traditional" mass care are augmented and fulfilled.

- **Mass Evacuation:** Members of the ESF #6 and supporting organizations/departments may provide staff to support local and tribal authorities during a mass evacuation. The Governor's Office on Disability will be consulted on transportation accessibility requirements. ESF #6 mass evacuation activities and requirements are identified and addressed in the Mass Evacuation Incident Annex to the NRF and Mandatory Evacuation Procedure, Support Annex E to the State of Alabama EOP.

- **Facilitated Reunification:** Provides American Red Cross information to aid in the reunification of family members within the affected area(s) who were separated at the

time of the disaster. Tracking, locating, registering, and reuniting evacuees and survivors are activities performed at the local, State, and Federal levels.

- **Household Pets and Service Animals:** When requested, ESF #6 will collaborate with ESF #11 for support to household pets and service animals. The American Red Cross supports the delivery of services for household pets of shelter residents by co-locating household pets at its shelters whenever feasible. In American Red Cross-managed shelters, household pets will be allowed if the host shelter permits, food preparation/serving/eating areas, Disaster Health Service areas, designated child recreation areas, or other areas of the shelter where their presence would present health hazards or disrupt service delivery. The emergency response community recognizes the varying and special requirements of individuals that require and utilize service animals and is committed to ensuring that the physical and mental health needs of these individuals are appropriately addressed and that the individuals and service animals remain together to the maximum extent possible during the evacuation, transport, sheltering, or the delivery of other services and by the requirements of the Americans with Disabilities Act.

- **General, Specialized, Medical, and Nonconventional Shelters:** ESF #6 will provide assistance, resources, and technical assistance in support of local and tribal governments and Alabama VOAD when conventional and nonconventional congregate care systems and shelter-in-place activities need additional resources, as determined by the State. Congregate care facilities are accessible to individuals with disabilities, whenever possible. The Governor's Office on Disability will be consulted on accessibility requirements for all shelter types.

    - Nonconventional sheltering may include:
        - Hotels, motels, and other single-room facilities.
        - Temporary facilities include tents, prefab module facilities, trains, and ships.
        - Specialized shelters and functional and Medical Needs Shelters (through coordination with ESF #8).
        - Support for other specialized congregate care areas that may include respite centers, rescue areas, and decontamination processing centers.

- **Support to Unaffiliated Volunteers and Unsolicited Donations**: Support to National, State, and Local VOADs, Governor's Office of Volunteer Services, and international relief organizations to support the efforts of local voluntary agencies and faith-based organizations to manage donations, which includes the following:
    - A system to manage and record offers of donated goods and services.
    - Warehouse support for housing unsolicited donated goods, including an inventory list maintained by the appropriate agencies.
    - Coordination of unsolicited private and international donations.

- **Voluntary Agency Coordination:** ESF #6 works with local and tribal governments, Alabama VOAD, faith-based organizations, and the private sector to facilitate an inclusive, multiagency, communitywide, and coordinated response and recovery effort.

ESF #6 works with local officials, private nonprofit organizations, and others to establish a long-term recovery strategy to address the unmet needs of individuals and families, including those with functional and access needs. ESF #6 may also coordinate with the National, State, and Local VOADs, the Governor's Office of Volunteer Services, and international relief organizations to support the efforts of local voluntary agencies and faith-based organizations.

ESF #6 coordinates with the Governor's Office of Volunteer Services, voluntary agencies, existing social service agencies, and other government agencies with formal coalitions such as VOADs and Long-Term Recovery Committees. Nontraditional voluntary agencies include disaster response or recovery service providers not involved in planning and coordination efforts before a particular event. New voluntary agencies include groups that form in response to a particular event.

**Housing Function**
This function provides for short-term and long-term housing assistance to disaster victims as further defined and discussed in the National Disaster Housing Strategy, including (but not limited to):

- The identification of various factors that could impact the housing mission and the development of a plan of action to provide housing assistance in the most effective, expedited, and efficient manner available.

- The identification of housing needs and the development and implementation of short-term and long-term housing solutions for victims.

- The provision of information on housing assistance available in the form of grants, rental assistance, temporary housing, and/or loans for the restoration of primary residences. Local governments are responsible for forming an LTRC if their jurisdiction has been included in the Presidential Disaster Declaration.

**Human Services Function:** This function supports assistance for the immediate personal life support needs of disaster victims, such as (but not limited to) the following:

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

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

- Coordinates and identifies special needs populations within the impacted area, including people who are elderly, non-English speaking, and people with functional and access needs.

- Coordinates efforts to support voluntary organizations responding to incidents.

- Works with the local, State, and Tribal governments, and others to coordinate collecting, processing, and distributing donations; manages spontaneous volunteer issues, and supervises volunteer workers.

- Assists communities with immediate, short-term, 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.

**Policies:** The underlying principles for the role of the State Government and supporting nongovernmental and voluntary organizations operating at the State, Local, Tribal, or field level include:

- Activating, as needed, in anticipation of, or immediately following, a disaster emergency, or widespread incident.
- Implementing mass care, housing activities, and human services programs without regard to economic status, racial, religious, political, ethnic, or other affiliation.
- Supporting all ESF #6 activities and services by existing State and Federal statutes, rules, and regulations.
- 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.
- Coordinating activities and assessments to determine the need for additional assistance through the ESF.
- Assigning staff support to ESF #6 to work by the lead agency's policies and procedures.
- Coordinating recovery and mitigation assistance to provide an efficient and effective response and recovery benefits, ensure that duplicate benefits are not awarded, and support State, local, and Tribal planning efforts.

**Concept of Operations**

**General/Overview**

- An emergency or disaster incident may severely damage or disrupt access to homes, businesses, transportation systems, communication systems, etc., throughout the impacted area. Initial response activities focus on meeting disaster survivors' urgent mass care needs.
- During response and recovery activities, ESF #6 provides support based on incident-related needs and priorities.
- Requests for assistance are channeled from local jurisdictions (via WebEOC) through a designated State liaison to ESF #6 for action.
- Recovery efforts are initiated concurrently with response activities.
- Emergency management agencies and volunteer organizations coordinate response and recovery efforts.

**Organization**

**State**

- Response operations for an emergency or disaster incident or another significant event normally begin when the State Emergency Operations Plan (SEOP) is implemented.

- 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.

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

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

**Local**

- 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).

- 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 are required, a request for federal assistance to be deployed to the incident response location is initiated.
    - Liaisons to other ESFs and/or related functions are identified and deployed by their respective agencies or departments.
    - As the JFO becomes operational, regional ESF #6 activities transition from the SERT-A and RST to the JFO, as necessary.
    - 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.

**Actions Prevention**

- Hazard Mitigation is incorporated into recovery actions.
- Primary and support agencies adhere to EOP reporting requirements.

**Preparedness**

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

**Response:**

- State ESF #6 response structure:
    - Assesses the situation and forecasts response needs
    - Provides technical assistance to the local ESF #6 section and SEOC
    - Coordinates resource requests with State support agencies and SEOC
    - Validates resource requests from the local ESF #6 section.

- Local ESF #6 section:
    - Establishes communications with the AEMA ESF #6 response structure,
    - Assesses the situation and determines the adequacy of response activities,
    - Provides technical assistance to support incident priorities,

- Validates requests for resources.
- Manages the State assistance request process.
- Provides reports to the State ESF #6 response structure and JFO
- Anticipates future requirements.

**Recovery**

State ESF #6 staff will continue to coordinate furnishing shelter and support to persons displaced during the event until they can return to the affected area(s) or are transitioned into a long-term or permanent housing alternative.

**Responsibilities**

**Primary Agency:** Provide leadership in directing, coordinating, and integrating overall State efforts in responding to mass care, housing, and human service needs.

The Alabama Department of Human Resources leads ESF #6 response and recovery activities. ADHR, with the support of the American Red Cross, may provide the ESF #6 workforce at recovery locations, depending on resources at the time of the event.

- 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 operational support/mission execution. The American Red Cross workforce supporting the DHR ESF # 6 unit will provide information on any missions they have been supporting.

- Deactivation: As the ESF #6 Recovery staff begins to address recovery-related issues, the American Red Cross ESF #6 may still be engaged in the recovery efforts and may still be supporting human disaster-caused needs in coordination with ESF #6.

**Support Agencies**

- **Alabama Emergency Management Agency:** The Alabama Emergency Management Agency will support ADHR and the other partnering agencies with Mass Care functions by providing planning and coordination assistance.

- **American Red Cross:** The American Red Cross is a principal support agency for ESF #6 mass care activities. When the SEOC is activated, the American Red Cross will provide a liaison to ESF # 6 assignment locations at the SEOC. The American Red Cross will request USDA food supplies through the State Department of Education via mission tasking request through WebEOC, in coordination with ESF #6, to support feeding and sheltering needs.

- **Alabama Department of Agriculture and Industries:** The Agriculture Emergency Programs Section, through ESF #11, ensures that Alabama agriculture is as secure as possible. This section also manages the Alabama State Agriculture Response Team (SART), which collectively coordinates and manages agriculture emergencies for the department through State employees, private sector employees, and volunteers throughout the State. SART works closely with other agencies to develop plans and

protocols that allow for agricultural emergency response to occur, such as developing State disaster animal shelters, coordinating with ESF #6, ensuring coordination of mass care services to provide for the safety and well-being of household pets and service animals during evacuations and sheltering. ESF #8 and ESF 11 will ensure support to ESF #6 through an integrated response. ESF #11, under ESF #6, coordinates support services for household pets and service animals during disasters. When requested, ESF #6 will collaborate with ESF #8 and ESF #11 to ensure coordination of support to household pets and service animals. The emergency response community recognizes the varying and special requirements of individuals that require and utilize service animals and is committed to ensuring that the physical and mental health needs of these individuals are appropriately addressed and that the individuals and service animals remain together to the maximum extent possible during the evacuation, transport, sheltering, or the delivery of other services and per the requirements of the ADA.

- **Alabama Department of Corrections:** The Alabama Department of Corrections is essentially self-supporting in that it self-evacuates and shelters the inmates. Corrections can also provide inmates as a labor force to clear roadways and debris after storms.

- **Alabama Department of Economic and Community Affairs (ADECA):** ADECA will support ADHR and other partnering agencies with Sheltering and Mass Care Disaster Assistance by assisting in researching grant/funding opportunities.

- **Alabama State Department of Education:** The Alabama State Department of Education will provide facilities and staff to assist emergency services/operations and use commodity foods through the USDA Child Nutrition Program.

- **Alabama Department of Mental Health:** Coordinate mental health, substance abuse, and intellectual disabilities treatment through a network of contracted service providers, upon request through SEOC to the extent that resources allow. Coordinate disaster response crisis counseling services, upon request and to the extent that resources allow, in partnership with service providers, ADPH, and other appropriate organizations. Coordinate the provision of technical assistance and or staff debriefings through a network of contracted providers.

- **Alabama Community College System:** Upon the direction of the Governor, activates, provides, and supports host facilities at select community colleges for use as emergency shelters in support of mandatory emergency evacuations and ESF6 activities (including ADPH Medical Needs Shelters and American Red Cross mass care shelters) and host state hurricane evacuation reception operations.

- **Alabama Department of Public Health:** Assist, through ESF #8, in locating health and welfare workers to augment personnel assigned to shelters. ESF #8 will be primarily responsible for opening Medical Needs Shelters and providing medical staff to medical needs shelters when the State Public Health Officer directs, when there is an identified need. Provide technical assistance for shelter, feeding, and warehouse operations related to food safety, vector control, water supply, and waste disposal. Assist in providing medical personnel to conduct rounds and wellness checks in mass care shelters if needed.

To assist with medical and first aid supplies for shelters and first aid stations.

- **Alabama Law Enforcement Agency (ALEA):** Manage and coordinate the law enforcement aspects of the contra-flow operations, as well as provide law enforcement support during events/incidents.

- **Alabama Department of Senior Services:** The role of the Alabama Department of Senior Services is advisory on the issues as they pertain to the elderly and persons with functional and access needs. Provide support on various topics regarding most at-risk consumers. Ensure that adequate demographics are collected for reporting purposes (i.e., seniors and persons with functional and access needs as a percentage of the general population).

- **Alabama Department of Transportation:** The Alabama Department of Transportation is responsible for the highway infrastructure and supports all agencies involved in Sheltering and Mass Care.

- **Alabama Department of Veterans Affairs:** The Alabama Department of Veterans Affairs does not provide shelter services but consults and supports ADHR other partnering agencies.

- **Alabama National Guard:** When directed by the Governor provides equipment and personnel in support of mass care activities.

- **Alabama Voluntary Organizations Active in Disaster:** The Alabama VOAD is a group of voluntary agencies or organizations, including faith-based and community groups, which assist with volunteer efforts in disaster response and recovery. Alabama VOAD operates in coordination with the Governor's Office of Volunteer Services who serves as the lead for Support Annex I, Volunteer and Donations Management.

- **Governor's Office on Disability:** The Governor's Office on Disability provides technical assistance on Americans with Disabilities Act requirements, facilitates Americans with Disabilities Act compliance, and provides information on resources for people with functional and access needs and their families.

- **Governor's Office of Volunteer Services:** The Governor's Office of Volunteer Services serves as the State Volunteer and Donations Coordinator and State Voluntary Agency Liaison (VAL). It provides a central point for the coordination of information and activities of voluntary agencies and spontaneous unaffiliated volunteers responding in times of disaster, and a central point for the coordination and effective utilization of unsolicited donations.

- **211 Connects Alabama:** 211 Connects Alabama is an information and referral service for State/Local agencies, private industry, and citizens.

## Authorities and References

### 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, the Act of 1905.

### Independent Authorities

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

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

### State Authorities

- Alabama Emergency Management Act, Code of Alabama, 1975, §31-9-1
- Governor's Executive Order # 15, Gov. Folsom, dated February 15, 1994
- Governor's Executive Order # 41, Gov. Riley, dated May 20, 2008.
- Governor's Executive Order # 33, Gov. Bentley, dated July 31, 2012.

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #7: Logistics Management and Resource Support

**Primary Agencies:** Alabama Emergency Management Agency

**Support Agencies:** All State agencies as required.

**Primary Points of Coordination and Associated Actions:**

- ESF #1 (Transportation): coordinate with ESF #7 the requirements to transport supplies.
- ESF #5 (Emergency Management): send Situation Reports (SITREPS), conduct electronic briefings, request mission assignments, and receive consolidated SITREPS.
- ESF # 8 (Public Health and Medical Services) identifies support requirements
- ESF #12 (Energy) provides fuel and warehouse support
- ESF #13 (Public Safety and Security) provides personnel for security
- Field Operations Divisions identify support requirements
- FEMA Logistics provides resource coordination
- The Emergency Management Assistance Compact (EMAC) can provide personnel and equipment for multiple disciplines.

**Purpose**
This ESF provides the overarching framework through which coordinated and expedient logistics operations will be conducted for all-hazard events beyond the capabilities of the affected local jurisdiction or other State agencies. It also provides logistical support for requirements not specifically identified in other ESFs.

This document does not describe the specific mechanisms, facilities, or locations through which AEMA and its partner agencies will execute various logistics functions in response to a particular emergency. Such details will be included in the Logistics Section Standard Operating Guidelines (SOGs).

**Scope**
ESF #7 is responsible for coordinating the provision of and direct and active support to emergency response and recovery efforts during the initial response phase and initial recovery phase following a disaster.

**Policies**
ESF #7 coordinates the provision of supplies, equipment, fuel, contracting services, personnel, and heavy equipment assets to assist the Field Operations Division in support of Counties' emergency management 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/Counties' 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 its resource requirements.
- Designated support agencies will furnish resources to support these ESF requirements. Support by these agencies will be terminated at the earliest practical time.
- EMAC assistance can be available from other States.
- Procurement will be made per current State and Federal laws and regulations, which include emergency procedures under Alabama statute.

**Situation**

**Disaster Condition**
A major disaster will immediately and overwhelmingly impact local and state resources. The shortages of vitally needed supplies must be procured and provided to the affected areas.

**Planning Assumptions:** The following planning assumptions have been made:

- The Governor of Alabama will declare a State of Emergency before or shortly following a disaster event.
- Massive procurement of resources may be done by an executive order, which would supersede normal procedures for purchasing.
- At the request of the Governor, a Presidential Emergency and/or Major Disaster Declaration will be issued if conditions warrant.
- An event with notice and planning time projected to be catastrophic will trigger the issuance of a pre-disaster Presidential Disaster Declaration, allowing Federal assistance to be integrated into the preparedness phase of operations.
- Logistical support to save lives will receive priority.
- Multiple events may occur simultaneously or following the initial incident that would adversely affect the availability of resources, personnel, and commodities for a response effort.
- Local and State-level resources will be overwhelmed, necessitating the use of Emergency Management Assistance Compact (EMAC) and Federal resources.
- Response time will be affected by the availability of air and ground transportation assets and the post-event condition of the transportation infrastructure.
- Some resources of the State and Local governments may not be available in the impacted area due to debris and destroyed buildings.
- Transportation of resources will require State staging areas, which will be managed after an executive order by the Alabama Forestry Commission and supported by the Alabama National Guard.

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

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

- To procure and allocate essential resources (personnel and material) to support emergency operations.
- To oversee the distribution of emergency essential supplies.
- Coordinate the provision of supplies for mass care and medical facilities as required.
- To coordinate procurement and allocation of supply and commodity transportation resources.
- Coordinate the provision of emergency power support for critical infrastructure.

**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.
- Commodities/Resources Provision by AEMA: (See below examples)

**Resource Exhaustion Requirement**

- AEMA (Alabama Emergency Management Agency) provides resources only after local resources, including Mutual Aid, are exhausted.
- If unable to supply the needed resources, AEMA may purchase, lease, or contract for the needed resources for no longer than 15 days.

**Prioritization (ESF #7)**

- Identifies and prioritizes unmet requests that cannot be fulfilled through County/Division/Mutual Aid resource support.

**Categories of Resources/Commodities:**

**Life Sustaining/Safety Commodities/Certain Comfort Items**

- Water, Pre-prepared Meals, and Ice (for life-sustaining purposes).
- **Comfort Items:** Cots, blankets, pillows, hygiene kits (based on needs established by WebEOC Mission Taskings).
- **Baby Supplies:** Ordered only during major catastrophic events.

**Protection of Property/Critical Infrastructure**

- **Tarps and Sandbags:** AEMA distributes sandbag machines as equitably as possible.
- **Generators:**
    - State-owned 55kW generators are recalled and dispatched as needed.

  - National Guard generators are used to fulfill other requests.

- **Fuel:** Provided to first responders based on situational needs.

**Citizen Care/Responder Resources**

- **Showers, Laundry Facilities, Portable Toilets, and Feeding Facilities:** Local governments contract these services. Reimbursement is processed by local entities, with exceptions approved by the AEMA Director.

**Miscellaneous Items**

- **Storage Facilities, Temporary Offices, Material Handling Equipment, Reefers/Trailers:** Local governments contract these services. Reimbursement processed by local entities, with exceptions approved by AEMA.
- **Miscellaneous Tools and Supplies:** Should be purchased locally, when possible, with assistance from ESF #7.

This section summarizes the key points on how AEMA manages and prioritizes resources and commodities during emergencies, focusing on coordination between local and state levels.

**General**

- The Alabama Emergency Management Agency is the primary agency responsible for ESF #7. When partial or full activation of the State 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 general description of the situation pertains to ESF #7 and an analysis of the ESF's operational support requirements.
  - 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 incident stabilization operations. The action list should be revised as the situation changes.
- Mobilize resources and coordinate response for approved mission assignments.
- Coordinate with the EMAC A-Team and ensure deployed teams are supported and released as required.
- Coordinate purchases, contract costs, leases, and rentals with the Finance and Administrative Section.
- Prepare electronic briefings on the status of ESF #7 response operations.
- Keep track of all expenditures concerning logistical 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 from existing support agencies' resources and Local sources outside the impacted area.
- Support that cannot be provided from these sources will be provided through Federal and/or commercial sources.

**Organization**
ESF #7 will operate under the Alabama Emergency Management Agency's direction and continue to operate throughout the emergency.

The ESF #7 Logistics Section Chief will maintain liaisons with other ESFs and interested parties. This individual will coordinate with at least two members of the Incident Management Team (Federal ESF #7, General Services Administration procurement officials) at the SEOC. The Logistics Section is comprised of the Logistics Section Chief and:

- The Staging Area Branch Chief reports to the Logistics Section Chief and is staffed by.
    - AEMA
    - The Alabama Forestry Commission
    - Alabama National Guard
- The Alabama National Guard staffs the Support Branch and reports to the Logistics Section Chief.
- The State Warehouse Operations Supply Task Force reports to the Support Branch Task Force Leader and is staffed by the Alabama National Guard.

**Notification:** AEMA Response Division will notify the Logistics Section Chief, who will determine which agencies need representation at the SEOC to support ESF #7 operations. Inventories of resources and agency contracts will be reviewed.

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

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

- If the situation permits, State Finance Department personnel will be placed on standby or directed to the SEOC.
- If possible, some teams/resources will be staged near the Field Operations Division's Headquarters.
- Support agencies may be alerted.
- Some support agencies may be directed to deploy personnel and other resources, which will be tracked.
- Identification and assessment of resources available for designation as emergency support.
- As required, activate the SOSA and warehouses.
- When required, activate disaster contracts.

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

- Lease buildings and warehouses or replace damaged or destroyed facilities.

- Find sources for needed items for other ESFs as needed.
- Coordinate ESF #6 (Mass Care) requirements.
- Coordinate with ESF #12 (Energy) for fuel
- Maintain records for all properties loaned to ESF #7 for support of the SEOC by the Federal Government.
- Coordinate commodities required by the Counties.
- Maintain close coordination with the Field Operations Division.
- Maintain close liaison with FEMA Logistics.
- Coordinate contractual services between commercial sources.
- Coordinate EMAC assistance requests (*Field Operation Division)*
- Track resources from the time of the delivery request and return/demobilization.
- Track incoming and demobilizing teams and support as needed.
- Track associated costs.

**Recovery**

- Continue to support closeout Response activities with contracts and leases.
- Continue providing support to the Field Operations Divisions' Headquarters.
- Coordinate State logistical support for the Joint Field Office (JFO) and Disaster Recovery Centers (DRCs).

**Demobilization and Return to Preparedness Phase**

- Based on the directives of the Director of Response and the nature of the incident, the Logistics Section will begin termination of required contracts upon completion, demobilizing personnel, and equipment.
- Counties' representatives will assist vendors to ensure a leased property that was delivered is retrieved and returned as appropriate.
- Complete logistics operational activities and return to day-to-day logistics preparedness activities.

**Responsibilities:** This section lists this ESF's primary and support agencies and associated responsibilities.

**Primary Agency**
The primary agency for ESF #7 is the Alabama Emergency Management Agency, which is vested with the overall responsibility for allocating and coordinating resources and support activities. ESF #7 will coordinate support staff for procurement of commodities and services, contracting, and leasing. In addition, ESF #7 will coordinate commodities and equipment made available through the Federal systems.

**Division and Section Operations under ESF #7 (Alabama Emergency Management Agency) Primary Agency:**

**Response & Preparedness Division:**

Logistics Section

- The Alabama Emergency Management Agency (AEMA) Logistics Division will make every effort to procure the necessary resources and supplies to support response and recovery operations during an emergency. This includes coordinating with local, state, and federal partners and private sector vendors to ensure that essential materials, equipment, and personnel are sourced and delivered promptly and efficiently. The goal is to meet the immediate needs of affected communities and response teams while maintaining continuity of operations and mitigating potential delays or resource shortfalls.

Human Services Branch

- Manages and coordinates Mass Care requirements and operations during emergencies, ensuring the timely and efficient provision of essential services for the affected populations. This role involves collaborating with local, state, and federal agencies and non-governmental organizations to assess and address displaced individuals' immediate and ongoing needs. Responsibilities also include overseeing resource allocation, maintaining situational awareness, and adjusting care strategies as conditions evolve to ensure the well-being and safety of all impacted individuals.

Emergency Services Branch

- The Emergency Services Branch coordinates emergency fuel supplies and manages responder personnel during critical incidents. This role ensures that essential fuel resources, such as gasoline, diesel, and propane, are made available to support emergency response operations, including fueling vehicles, generators, and other critical equipment used by first responders and key infrastructure systems.

- The branch also maintains situational awareness to adjust resources and personnel deployment as the incident evolves, ensuring that response efforts remain sustained and effective throughout the emergency.

**Field Operations Division:**

AMAS & EMAC Coordination

- The Field Operations Division coordinates Alabama Mutual Aid System (AMAS) and Emergency Management Assistance Compact (EMAC) operations during emergencies, ensuring that critical resources and personnel are deployed swiftly and efficiently. In times of crisis, this division acts as a central hub for organizing mutual aid responses within Alabama and across state lines, facilitating the mobilization of emergency services, such as personnel, equipment, and other essential assets.

- The division's role includes managing the requests for aid from impacted areas, coordinating with local, state, and federal partners, and ensuring that all deployments adhere to established protocols

under AMAS and EMAC agreements. This involves overseeing the logistical movement of resources, tracking availability, and ensuring that Alabama-based and out-of-state resources are integrated seamlessly into ongoing operations.

- Additionally, the Field Operations Division ensures that communication between assisting and requesting entities remains clear and consistent, providing real-time updates and situational awareness to support decision-making. By working closely with partner agencies and emergency management officials, the division ensures that mutual aid and assistance resources are strategically deployed to address the evolving needs of the incident, enhancing the overall response and recovery efforts.

**Mission Support Division:**

Finance Section

Contract Services

- The Finance Contract Unit is responsible for reviewing contract requests in WebEOC to identify whether a pre-existing contract is available. For existing contracts, the unit obtains a proposal from the contractor and collaborates with the Finance and Administration Section Chief to finalize the procurement of the required services or commodities. In cases where new contracts are necessary, the unit coordinates to identify a suitable vendor from the state's bid list, secures a proposal, and works with the Finance and Administration Section Chief to facilitate the acquisition. All contract requests are documented and tracked in WebEOC, with regular status updates provided to the Logistics Section Chief.

Procurement

- The Finance Procurement Unit is responsible for reviewing procurement requests in WebEOC. The unit collaborates with the Finance/Procurement Emergency Management Coordinator (EMC) to identify appropriate vendors from the state’s bid list, obtain proposals, and secure the necessary services or commodities. All procurement requests are documented and tracked in WebEOC, with regular status updates provided to the Logistics Section Chief to ensure transparency and efficient resource management.

Facilities Management

- The facility staff coordinates meal services for emergency management teams and state and federal partners during emergency operations at the State Emergency Operations Center (SEOC). This involves planning and managing the distribution of food and beverages to ensure that all personnel involved in the response efforts are adequately nourished and supported.

- In addition to overseeing feeding operations, the staff is also responsible for maintaining cleanliness and orderliness within the facility. This includes managing routine and post-event clean-up efforts to ensure the SEOC remains a safe and functional environment throughout and after the emergency. This responsibility encompasses promptly and efficiently removing waste, sanitizing common areas, and ensuring the facility is restored to its normal state following the event's conclusion.

Fleet Management

- Fleet Management oversees the organization's comprehensive coordination of vehicle operations and tracking. This includes managing the entire fleet lifecycle, from acquisition and registration to maintenance and decommissioning. The team ensures all vehicles are in optimal working condition, schedules regular inspections and repairs, and manages any necessary servicing or part replacements.

- In addition to maintenance, Fleet Management monitors vehicle usage, tracking mileage, fuel consumption, and overall performance. They also handle administrative tasks such as managing vehicle records, coordinating with insurance providers, and ensuring compliance with regulatory requirements. By maintaining a well-organized and efficient fleet, Fleet Management supports operational effectiveness and ensures that vehicles are readily available for routine and emergency needs.

- (how to coordinate additional vehicles if none are available)

**Information Technology (IT):**

Communications Section

- The Communications Section is tasked with managing the issuance and tracking of critical communication equipment during emergencies. This responsibility includes deploying and overseeing radios, Alabama Emergency Management Agency (AEMA) Communications Trailers, communication towers, and Mobile Command Units (MEOCs).

    - **Issuance and Deployment**: Coordinating the distribution and setup of radios and communication equipment to ensure that all response teams and agencies have the necessary tools for effective communication. This involves tracking equipment from deployment to return, ensuring that all items are functional and accounted for.

    - **Management of Communication Trailers**: Overseeing the use and operational status of AEMA Communications Trailers, which serve as mobile command centers equipped with advanced communication systems. This includes coordinating their deployment to strategic locations, ensuring they are fully operational, and providing technical support.

    - **Maintenance of Communication Towers**: Managing the setup and maintenance of communication towers is crucial for maintaining network connectivity and supporting communication infrastructure during emergencies. This includes ensuring that towers are erected correctly, function correctly, and are maintained throughout the incident.

    - **Operation of Mobile Command Units (MEOCs)**: Coordinating the use and deployment of Mobile Command Units, which serve as mobile operations centers for emergency management. This involves managing their logistics, ensuring they are equipped with necessary communication technology, and supporting their operation during the incident.

    - **Tracking and Reporting**: Maintaining detailed records of all communication equipment,

including its deployment status, usage, and return. This involves tracking equipment through inventory systems and providing regular updates to ensure accountability and readiness.

The Communications Section ensures that all communication assets are effectively managed, operational, and available to support seamless coordination and response during emergencies.

**State Agencies, Departments, Commissions:** All agencies, departments, and commissions:

- Assist AEMA with developing logistical annexes to the ESF #7 and specific contingency plans.

- Provide typical/non-typical NIMS resources (i.e., box trucks, equipment, teams) into the Resource Management database that is available for disaster response. These resources are outside the equipment and teams that the agencies, departments, and commissions use to support their designated disaster response.

**Support Agencies**

**Figure 6: Support Agencies and Responsibilities for ESF #7**

| Agency | Responsibilities |
|---|---|
| **Alabama National Guard** | • SEOC, SOSA, warehousing, and transportation support.<br>• To provide manpower and equipment to assist affected Counties with Staging/ POD operations.<br>• Be prepared to provide ground and air transport of supplies, equipment, and personnel. |
| **Alabama Forestry Commission** | • Provide experienced personnel to manage and operate the State Operational Staging Area (SOSA).<br>• Provide equipment and supplies as required to support and operate the State Operational Staging Area and transportation support.<br>• Be prepared to provide manpower and equipment to assist affected Counties with Staging/ POD operations. |
| **Alabama Department of Finance** | • Provide contracting and procurement specialists as necessary to serve as members of the SEOC Logistics Section for each operational period when the SEOC is activated. |
| **Alabama Department of Economic and Community Affairs** | • Provide warehouse support, surplus property. |

| | |
|---|---|
| **Alabama Law Enforcement Agency** | • Be prepared to provide security. |

**Counties**

- Plan for Points of Distribution (POD) operations in advance of a disaster. The Emergency Management Information and Tracking System (WebEOC) has County Staging and POD locations and is available to Counties for updating, opening, and closing before and during an event. The County will identify safety equipment barricades, dumpsters, restroom facilities, security, and communications. The County will coordinate forklifts and pallet jacks from local businesses as appropriate to support POD operations. If these are not available, the County can contract/lease resources before a request is submitted into WebEOC for required equipment. Ensure Staging Areas and POD sites expedite the offloading of commodities from transportation assets.

- Identify critical facilities which will need emergency electrical power as a result of disaster events and provide this information in WebEOC. If there is more than one facility, list facilities in priority order. Information required is in WebEOC. To decrease the response time, a generator's assessment is done by electricians to identify the proper generator requirements. The Counties can provide the above information in WebEOC before the event for an estimate of needs to FEMA and vendors. Use WebEOC to request a generator that cannot be leased/rented by the County.

- Prepare to be as self-sufficient as possible during the first 72-96 hours following a disaster event. This includes having on-hand stocks or proximate and readily available sources of water, food, and portable electrical generators.

- Identify any critical resource shortfalls of supplies, equipment, manpower, or services to the Division Coordinator in advance of a disaster event to facilitate planning at the State level.

- Appoint personnel before an event to support County operations as the County Resource Coordinator or Logistics Officer, County Staging Manager, POD Site Coordinator/Managers, and others as required. Ensure this information is entered into WebEOC.

**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 when their initial resources are exhausted.

**Resource Management**

- Commodities received from FEMA via Incident Support Base (ISB) on Federal leased or procured trucks will be received at the SOSA and released to the Counties' Staging Areas (CSA) for unloading and distribution. Identified Counties will move commodities to POD sites to stage and unload commodities then release trucks for further mission requirements (Counties will not hold ice trucks for storage reasons).

- Transportation of commodities from the vendor will be directed deliver goods to the State Operational Staging Area (SOSA), a specified county staging area, or specified point of delivery designated by AEMA in WEBEOC."

- Transportation for the donation management warehouse to move donated goods into the incident area will be coordinated as required through voluntary organizations then Local vendors.

**Resource Management System**

- The Alabama Emergency Management Program utilizes a Resource Management System to manage, coordinate, and maintain current information on its resources. This system ensures resources are available to support the Emergency Management Program in its overall mission to the Citizens of Alabama.

- Resources within the Alabama Emergency Management Program are allocated by the Governor of Alabama Priorities: Lifesaving; Incident Stabilization; Protection of Property; and Needs / Damage Assessment.

- Resources directly owned by AEMA include 100KW and 55KW generators.

- State Agencies, and members of the State Coordinating Group, inventory and manage their resources to provide support through SEOC to counties in need by fulfilling WebEOC Resource Request messages. These resources are managed at the Division level through coordination with the Field Operations Branch of the Field Division. When resources are not available within a division, fulfillment becomes the responsibility of the SEOC and is fulfilled statewide.

- Counties within the Alabama Emergency Management Program can provide resources to one another utilizing County-to-County Mutual Aid. These resource requests are also entered into WebEOC for tracking and management purposes. Counties manage their resources locally and seek assistance from their division or the SEOC when disasters exceed local response capabilities.

INTENTIONALLY LEFT BLANK

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

**Primary Agency:** Alabama Department of Public Health

**Support Agencies:**
Alabama Department of Forensic Sciences
Alabama National Guard
Alabama Law Enforcement Agency
Alabama Department of Human Resources
Alabama Emergency Management Agency
Alabama Department of Mental Health
Alabama Board of Funeral Service
Alabama Department of Agriculture and Industries
American Red Cross
Other support Agencies

**Primary Points of Coordination and Associated Actions:**

- ESF #1 (Transportation) provides transportation resources.
- ESF #5 (Emergency Management): send Situation Reports (SITREPS), conduct electronic briefings, provide mission assignments, and receive consolidated SITREPS.
- ESF #6 (Mass Care, Emergency Assistance, Housing, and Human Services): provide crisis counseling and emergency first-aid.
- ESF #10 (Oil and Hazardous Materials Response): identify areas where there are hazardous materials. ESF #8 determines the impact on the health and safety of responders and citizens.
- ESF #11 (Agriculture and Natural Resources): coordinate to ensure the safety of water (should be food, not water) supply.

**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.

**Scope**
ESF #8 involves supplemental assistance to county and regional entities in identifying and meeting the public 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 personnel.
- Health/medical equipment and supplies.
- Patient evacuation.
- Coordination of hospital care.
- Food/drug safety.

- Radiological/chemical/biological hazards.
- Psychological First Aid
- Vector control/monitoring.
- Potability of water, wastewater, and solid waste disposal.
- Coordinate resources in mass fatality events. Victim identification/mortuary services are handled by the Alabama Department of Forensic Sciences. However, coordination needs to take place concerning verification procedures.
- Medical Command and Control (MCU).
- Emergency medical services.

**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 before the 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 environmentalists.
- Per the 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 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.
- In events of significant magnitude, ADPH may request, receive, and manage the Strategic National Stockpile (SNS) per the written plan maintained by ADPH. The

SNS is a cache of medical supplies and drugs which can be deployed from the CDC to supplement state/local assets during a disaster.

- 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.

**Situation**

**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, maybe 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 the 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.

**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 the 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 the implementation of regional emergency medical services control plans and the Alabama DPH Emergency Operating Procedures.
- 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; upon exhaustion, additional assistance will be requested through EMAC and/or ordering the SNS.

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

**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 about 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 medicine for disasters or emergencies, either existing or pending.

**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

**Notification**
Upon the occurrence of a potential or actual major natural disaster or manmade event, the AEMA will notify the ADPH Duty Officer or Alternate Duty Officer. This notification would probably be made via telephone to the duty officer which is covered by an answering service after hours. Such notification could be to advise of the potential for disaster and to report to the State Emergency Operations Center (SEOC).

**State-Level Response Support**
The ESF #8 can obtain significant health and medical support through the National Guard and 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.

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

**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 general description of the situation as it pertains to ESF #8 and an analysis of the ESFs operational support requirements.
    - 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 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. (Including calling for federal resources such as the Strategic National Stockpile as needed)
- Prepare electronic briefings on the status of ESF #8 response operations and the status of communications systems.
- Conduct an initial assessment of health and medical need.
- Ascertain need for, conduct, and disseminate results of disease surveillance.
- Determine the need for additional personnel to include mass casualty incidents.
- Generalize field response teams.

- Examine the 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 such as chemicals and biological agents, food and drug safety, radiological hazards, victims and/or workers, public health information, vector control, potable water, wastewater, and solid waste.
- Coordinate with Forensic Sciences regarding the location of victims for identification/mortuary services.

**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. (Including supplies from the Strategic National Stockpile when received in Alabama)
- Coordinate requests 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 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 manage and respond to a specific situation most appropriately.

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 SEOC Alabama National Guard 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.

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

**Primary Agency:** The Alabama 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 public health and medical care assistance to the affected area.
- Coordinate and direct activation and deployment of voluntary State resources of health/medical personnel, supplies, pharmaceuticals, 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:
    - Advance life support/basic life support vehicles
    - Emergency medical technicians
    - Paramedics
    - Medical equipment and supplies
    - Nurses/RNs/LPNs
    - Health administrators
    - Pharmacy services
    - Physicians
    - Environmental health specialists
    - Laboratories and laboratory personnel
    - Nutritional services
    - Epidemiology experts
    - Social workers
    - Radiation monitoring
    - Disaster response expertise
    - Dental care
    - Dietitians
    - Immunizations
    - Case management
    - Outreach capability
    - Aircraft (fixed-wing/rotary wing/medical evacuation)
    - Public information and education

**Support Agencies**

**Figure 7: Support Agencies and Responsibilities for ESF #8**

| Agency | Responsibilities |
|---|---|
| **Alabama Emergency Management Agency** | • Coordinate public affairs. |
| **Alabama National Guard** | • Coordinate medical units/deployment.<br>• Coordinate transportation logistics (ground and air).<br>• Provide food service/response personnel.<br>• Provide patient evacuation support (ground and air).<br>• Provide security. |
| **Alabama Department of Mental Health** | • Coordinates mental health services. |
| **Alabama Department of Human Resources** | • Provide mass care support. |
| **Alabama Law Enforcement Agency** | • Provide emergency transportation of medical supplies. |
| **Alabama Board of Funeral Services** | • Provide mortuary resource support. |
| **Alabama Department of Forensic Sciences** | • Provide support to local coroners in identifying the deceased and taking care of them. |
| **Alabama Department of Agriculture and Industries** | • Provide support as related to zoonotic disease and food supply. |
| **American Red Cross** | • Provide support with blood products |
| **Governor's Office on Disability** | • Provide technical assistance concerning the needs of people with disabilities. |

**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):
    - Ground vehicles for the transport of incoming medical response personnel, supplies, and equipment to operational sites or staging areas.
    - Ground transportation for the deployment of personnel and resources within the disaster area.
    - Ground transportation for movement of casualties within the affected area.

  - 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 the disaster areas.
  - 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.

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #9: Search and Rescue

**Primary Agency:** Alabama Emergency Management Agency

**Support Agencies:**
Alabama Law Enforcement Agency (ALEA)
Alabama Department of Conservation and Natural Resources
Alabama Department of Corrections
Alabama Forestry Commission
Alabama Department of Forensic Sciences
Alabama National Guard
Alabama Department of Transportation
Alabama Sheriff's Association
Civil Air Patrol
Alabama 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.

**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. ESF #9 also includes the following specialized SAR operations:

- Waterborne Search and Rescue
  - Includes search and rescue (SAR) operations conducted on water, particularly in response to hurricanes, dam or levee failures, and other disasters that primarily necessitate the use of ships or boats.
- Inland/Wilderness Search and Rescue
  - Includes search and rescue (SAR) operations conducted in backcountry, remote, undeveloped, rural, or roadless areas. These operations primarily require specialized equipment and may involve responders traveling overland by alternative methods or using aircraft to access these areas.
- Aeronautical Search and Rescue
  - Includes SAR operations conducted in aviation-related incidents and aeronautical search and rescue. These may require specialized SAR operations in both open and wilderness areas and the vicinity of airports requiring the coordinated deployment of personnel and equipment.
  - Search and Rescue (SAR) services encompass distress monitoring, communication, locating distressed individuals, coordinating, and executing rescue operations. These operations include extraction or evacuation, providing medical assistance, and delivering civilian services. SAR services utilize both

public and private resources to aid people and property in potential or actual distress.

**Scope:** ESF #9 includes the following resources for Search and Rescue:

- **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.

**Policies**

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

**Situation**

**Disaster Condition**

Several 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.

**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.

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

**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 that 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 about 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 operations 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.

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

**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.

**Notification**

Upon notification of a potential or actual event requiring a 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.

**Response Actions**

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

**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 the 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 maybe the responsibility of the support agency. This may require coordination with ESF #1 (Transportation).

**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 supporting emergency operations.
- Track financial expenditures and keep financial records.
- Reassign SAR resources as needed and as requested.
- Order SAR resources withdrawn.

**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.

**References**

- National Response Framework ESF# 9 (SAR).

**Support Agencies**

**Figure 8: Support Agencies and Responsibilities for ESF #9**

| Agency | Responsibilities |
|---|---|
| **Alabama Emergency Management Agency** | • Receives requests for assistance and evaluates the situation.<br>• Notifies and coordinates among State agencies describing the type of assistance needed.<br>• Requests assistance from Federal agencies.<br>• Advises and informs the Governor of actions.<br>• Informs FEMA of actions involving Federal agencies. |
| **Conservation and Natural Resources** | • Provide watercraft and personnel. |
| **Department of Correction** | • Provide personnel. |
| **Forestry Commission** | • Provide equipment and personnel. |
| **Forensic Sciences** | • Provide mortuary support. |

| | |
|---|---|
| **Alabama National Guard** | • Provide equipment and personnel. |
| **Alabama Law Enforcement Agency** | • Provide law enforcement, aerial search and rescue, and aerial observation. |
| **Department of Transportation** | • Provide equipment and personnel. |
| **Alabama Sheriff's Association** | • Provide mutual aid, law enforcement, aerial search and rescue, and aerial observation. |
| **Board of Funeral Services** | • Provide mortuary resource support. |
| **Civil Air Patrol** | • Provide air and ground search teams and fixed-wing air transportation. |

INTENTIONALLY LEFT BLANK

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

**Primary Agency:** Alabama Department of Environmental Management

**Support Agencies:**
Alabama Department of Conservation and Natural Resources
Alabama Emergency Management Agency
Alabama Department of Agriculture and Industries
Alabama Law Enforcement Agency
Liquid Petroleum Gas Board
Alabama Department of Public Health
Alabama Department of Insurance (State Fire Marshall)
Alabama Rural Water Association

**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.
- Alabama Department of Agriculture and Industries: if the incident involves pesticides or herbicides.

**Purpose**
The purpose of this ESF is to provide State support to local governments once it is determined local government capabilities are overwhelmed or exhausted in response to an actual or potential discharge. 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 ADEM determines that State assistance is required to supplement the response efforts of the affected local governments.
- In anticipation of natural or other disasters that are expected to result in a declaration from the Governor and subsequent Federal declaration under the Stafford Act.

**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 applies 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.

**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, clean up, 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.

**Policies**
The NCP is an operational supplement to the National Response Framework. It provides more detailed information regarding the roles and responsibilities, organizational structures, and procedures described in ESF #10. Response actions under ESF #10 will follow policies, procedures, directives, and guidance developed to carry out the provisions contained in the NCP in support of the NRF.

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

**Situation**

**Disaster Condition**
A natural or another 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.) that 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.

**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, clean up, and dispose of hazardous materials released 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 may be needed for the disposal of contaminated material.

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

**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 ADEM 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 about response activities among organizations responsible for hazardous materials incident response.
- To collect and disseminate information and intelligence relating to hazardous materials incidents.

**General**

ESF #10 will direct the efforts to supplement the local emergency response actions, once it is determined local government capabilities are overwhelmed or exhausted 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. The local government is responsible for making and implementing protective action decisions related to a hazardous materials incident.

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

**Response Level I, Potential Emergency Condition**
Response Level I (Potential Emergency Condition) is defined as an incident or threat of a release that can be controlled by first response agencies and does not require the 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

**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
- Alabama Department of Public Health
- EOC Staff
- Alabama Department of Human Resources
- American Red Cross (ARC)
- County Emergency Management Agency (EMA)
- Alabama Law Enforcement Agency
- Public Utilities

**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 that 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 SEOC 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 general description of the situation as it pertains to ESF #10 and an analysis of the ESFs operational support requirements.
        - A prioritized listing of significant actions that the ESF #10 will initiate to provide operational support.

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

**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 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 once it is determined local government capabilities are overwhelmed or exhausted.
- Prioritize response actions necessary to mitigate hazardous materials releases.

- Ensure stabilization of the hazardous material site and staging of resources.
- Ensure the categorization and proper disposal of hazardous material.

**Support Agencies**

**Figure 9: Support Agencies and Responsibilities for ESF #10**

| Agency | Responsibilities |
|---|---|
| **Alabama Department of Conservation and Natural Resources** | • Provide traffic supervision and control for water transportation routes adversely affected by a hazardous materials incident.<br>• Provide manpower and logistical support from any State Park or recreational area directly affected by a hazardous materials incident.<br>• Assess damage to wildlife populations and habitats resulting from a hazardous materials incident.<br>• Coordinate with other appropriate Federal and State authorities any action deemed necessary or required for the protection of endangered or threatened species.<br>• Provide support for law enforcement and search and rescue operations. |
| **Alabama Law Enforcement Agency** | • Provide evacuation assistance in coordination with local law enforcement and the EMA.<br>• 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.<br>• Provide or assist in traffic and access control, in coordination with other law enforcement agencies, about surface transportation, security, warning, and evacuation routes affected by a hazardous materials accident.<br>• Provide communication support. |
| **Alabama Department of Public Health** | • Respond to all emergencies associated with radioactive materials or ionizing radiation.<br>• Respond to all emergencies associated with Biohazard materials<br>• Act as the primary occupational agency in the containment and cleanup of radioactive materials spills.<br>• Maintain regulatory authority and control over the possession, use, and transfer of radioactive materials per Rule 420-3-26, Radiation Control, and Alabama Administrative Code.<br>• Coordinate with the U.S. Nuclear Regulatory Commission, the U.S. Department of Energy, and other Federal agencies concerning any Federal |

| Agency | Responsibilities |
|---|---|
| | radiological resources to be used to supplement State radiological resources.<br>• Issue public health orders and provide technical assistance, as appropriate. |
| **Alabama Department of Agriculture and Industries** | • Assist in the identification, containment, and disposal of pesticides, insecticides, and herbicides.<br>• 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.<br>• 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.<br>• Provide on-scene technical advice regarding the State LP Gas Code requirements relative to the transportation, storage, and handling of LP Gas.<br>• Provide code enforcement for the storage, handling, and transportation of LP Gas. |
| **Alabama Department of Insurance (State Fire Marshal)** | • Provide a coordinator/representative when incidents involve fire or where State fire codes have been violated.<br>• 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).<br>• Provide on-scene and follow-up information regarding fire code requirements relative to hazardous materials (except as identified under Liquefied Petroleum Gas Board above).<br>• Provide codes enforcement for storage and handling of hazardous materials. |
| **Alabama Rural Water Association** | • Coordinate with the ADEM Water Division status of Water Systems with the members of the Association. |

**Notification**

In the event of a spill or release involving hazardous materials, the SEOC, upon notification, will notify the ESF #10 coordinator or his/her alternate by telephone, or Southern LINC. ESF #10 representatives may also be requested to report to the SEOC.

The ESF #10 Coordinator will determine the support agencies to be notified and complete notification.

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #11: Agriculture and Natural Resources

**Primary Agencies:** Department of Agriculture and Industries
Department of Conservation and Natural Resources (Fish and Wildlife)

**Support Agencies:**
Alabama Department of Public Health
Alabama National Guard
Alabama State Department of Education
Alabama Department of Human Resources
Alabama Emergency Management Agency
Alabama Department of Environmental Management
Governor's Office Volunteer Service

**Primary Points of Coordination and Associated Actions:**

- ESF #6 (Mass Care, Emergency Assistance, 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 (Oil and Hazardous Materials Response): coordinate monitoring of food and water supplies for contamination in WMD incidents and catastrophic events.
- Volunteers and Donations Coordinator: coordinate volunteers and donations for assistance at shelters.

**Purpose**
The primary purpose of this ESF is to identify animal and agriculture needs in the aftermath of a disaster or emergency. This includes coordinating industry responses to emergencies and providing subject matter experts in all areas of agriculture. Providing necessary leadership for sheltering animals during times of disasters is another primary responsibility of this ESF, including coordination with industry stakeholders and organizations that can provide support.

Secondary purposes include the coordination of monitoring of food and water supplies for contamination after catastrophic events, terrorist attacks, or Weapons of Mass Destruction (WMD) Incidents.

**Scope**

- **nimal Health.** A primary area of concern for ESF # 11 is providing planning for the response to an outbreak of highly contagious animal diseases, such as foot-and-mouth disease (FMD) and other zoonotic diseases, and coordination with USDA, APHIS, VS, for resources.

- **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 a WMD incident or a catastrophic event.

    - **Evacuation, Transport, and Sheltering of Pets.** ESF #11 will coordinate and support an integrated Federal, State, Tribal, and Local response to ensure the safety and wellbeing of livestock and companion animals. Supported activities include the evacuation, transportation, sheltering, husbandry of affected animals mandated in the Pets Evacuation and Transportation Standard Act of 2006. Coordinate veterinary care with Vet Schools and ALVMA.

**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 warnings (floods, hurricanes, etc.), damage projection models will be used to forecast damage and disastrous consequences. Included in this information will be calculations to identify the number of people to be impacted.

**Policies**

- This ESF will coordinate the opening of Disaster Animal Shelters in Alabama in response to Alabama needs or the needs of surrounding states.
- The Alabama Department of Agriculture & Industries has the regulatory authority over requirements related to livestock and livestock movement in Alabama.

**Situation**

**Disaster Conditions**

- A significant disaster will impact a large number of people not only in Alabama but in the surrounding states. Disruption of the agriculture sector will have dramatic and potentially long-lasting effects on the recovery efforts and the economy. Disaster conditions will also potentially compromise the food supply of our nation and create

conditions that allow diseases to be introduced or propagated among the animal and plant populations in Alabama.

- Any significant disaster will require the evacuation of affected populations, which will always include animals. Disaster Animal Sheltering will be necessary to affect an efficient response and coordination with stakeholder groups is vital.

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

**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 disaster animal operations and support.
- To coordinate the emergency transportation and care of animals in coordination with Federal and local government operations.
- To provide a system for the receipt and dissemination of information, data, and directives about activities related to emergency agriculture responses.
- To prescribe a procedure for the identification of agriculture emergency resources in the State.
- To collect and disseminate information regarding disaster animal shelters, and evacuation routes for disasters or emergencies, either existing or pending.
- To pre-plan distribution and allocation of State resources in support of the overall agriculture emergency operations.
- To coordinate monitoring of existing food stores for contamination.

**General:** Following notification of a major disaster or emergency, this ESF will be staffed at the State Emergency Operations Center (SEOC) on a 24-hour basis.

**Organization**

The Department of Agriculture and Industries has primary responsibility for the coordination of all ESF #11 activities related to animals, animal products and food. The Department of Conservation and Natural Resources has the primary responsibility for ESF #11's fish and wildlife activities.

The Department of Agriculture & Industries is directed by the Commissioner of Agriculture. All emergency operations for this agency are coordinated by the ALEA & Emergency Preparedness Section, which reports directly to the executive division.

The Department of Conservation and Natural Resources is directed by the agency's Commissioner. All emergency operations for this agency are coordinated by the Emergency Management Coordinator assigned to the SEOC.

**Notification**

When a potential major natural disaster or a man-made disaster occurs, the State Emergency Operations Center will notify the primary contact person(s) for this ESF. This notification will be made via telephone, Southern Linc, or digital pager. Such notification could be to advise of the potential for a disaster, report to the SEOC, or update information.

The Operations Officer for the SEOC will notify all support agencies and may request that they report to the SEOC.

**Response Actions:** This section lists actions to be performed by ESF #11 in response to a disaster.

**Initial Actions:** ESF #11 will perform the following initial actions if activated for a disaster in the order listed below:

- Coordinate inventory of emergency response supplies.
- Coordinate with ESF #6 (Mass Care, Emergency Assistance, Housing, and Human Services) to identify the number of people in shelters that need animals to be sheltered.
- Monitor for potential food 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 general description of the situation and an analysis of the ESF's operational support requirements.
    - 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.

**Continuing Actions:** ESF #11 will continue to perform the following actions once activated for a disaster:

- Continue to monitor agriculture emergency needs
- Assess special animal and agriculture concerns of the impacted residents.
- Monitor animal and plant health concerns.
- Establish logistical links with local organizations involved in long-term disaster animal sheltering efforts.

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

**Primary Agencies**

The Department of Agriculture and Industries is the primary agency for this ESF. The Department of Conservation and Natural Resources (Fish and Wildlife) is the primary support agency for this ESF.

The primary purpose of this ESF is to identify animal and agriculture needs in the aftermath of a disaster or emergency. This includes coordinating industry responses to emergencies and providing subject matter experts in all areas of agriculture and wildlife. Providing necessary leadership and coordination of resources for sheltering animals during times of disasters is another primary responsibility of this ESF, including coordination with industry stakeholders and organizations that can provide support.

- To serve as the primary support agency for this ESF. They will coordinate with the Department of Agriculture and Industries in matters that affect wildlife animal health. Will

assist in the monitoring of animal and plant health during a disaster, a highly contagious foreign animal disease outbreak, and/or

- plant disease outbreaks.

Secondary purposes include the coordination of monitoring of food and water supplies for contamination after catastrophic events, terrorist attacks, or Weapons of Mass Destruction (WMD) Incidents. Their responsibilities are as follows:

- **Animal Health.** A primary area of concern for ESF # 11 is providing planning for the response to an outbreak of highly contagious animal disease, such as foot-and-mouth disease (FMD) and coordination with UDA, APHIS, and VS for resources. 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 and, 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 a WMD incident or a catastrophic event.
- **Fish and Wildlife.** The Department of Conservation and Natural Resources, Division of Wildlife and Freshwater Fisheries will lead the preparation and response to a zoonotic outbreak or other catastrophic biological impacts to fish and wildlife resources. The activities to control these outbreaks are explained in detail in Tab B, Fish, and Wildlife, to the Incident Annex A, Biological to this EOP.

**Support Agencies**

**Figure 10: Support Agencies and Responsibilities for ESF # 11**

| Agency | Responsibilities |
|---|---|
| **Department of Human Resources** | • Will monitor mass care shelters to assist with the identification of domestic animals, service animals, and household pets that will need assistance with emergency care and disaster shelters. |
| **Alabama National Guard** | • Will assist with manpower and equipment if needed during an ESF 11 response. |
| **Department of Public Health** | • Will work with AGI to coordinate response to diseases that may have a public health impact. |
| **Department of Environmental Management** | • Will assist with identifying any environmental impacts or provide technical expertise in response to any agricultural response or cleanup activities. |
| **Alabama Emergency Management Agency** | • Will provide emergency operations center coordination and emergency response support. |

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #12: Energy

**Primary Agency:** Alabama Department of Economic and Community Affairs/ Energy Division

**Support Agencies:**
Alabama Emergency Management Agency
Alabama State Department of Finance
Governor's Office
Alabama National Guard
Alabama Law Enforcement Agency
Public Service Commission
Alabama Power Company
Alabama Rural Electric Association of Cooperatives
Electric Cities of Alabama
Alabama Municipal Electric Authority
Tennessee Valley Authority
Alabama Liquefied Petroleum Gas Board
Alabama Propane Gas Association
Alabama Natural Gas Association
Petroleum & Convenience Marketers of Alabama

**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 (Logistics Management and Resource Support): coordinate resource requirements.
- ESF #15 (External Affairs): coordinate release of public information about energy shortages and actions to restore the energy supply to affected areas.

**Purpose**
The purpose of this ESF is to facilitate the restoration of the State's energy systems following a major disaster or other emergencies 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.

**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 Federal Coordinating Officer (FCO) 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 Security Plan**, which contains a detailed description of contingency measures, procedures, and responsibilities.

**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:

- Coordinate with ESF support agencies in providing sufficient fuel supplies to state agencies, emergency response organizations, and areas along evacuation routes.
- 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.
- Maintain communication with utility representatives to determine emergency response and recovery needs.

This ESF will be implemented upon notification of the potential for or occurrence of a major disaster or emergency.

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

**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 the 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 the 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 the 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 a fraction of its oil and natural gas needs. Therefore, the transportation sector will be greatly affected by an oil shortage and hurt 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 higher than projected demand 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, pipeline disruptions, strikes, or international embargoes.

**Planning Assumptions:** The following planning assumptions have been made:

- ADECA-Energy Division will respond to energy emergencies by implementing the **State of Alabama Energy Security Plan** when so directed by the 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 by the State of Alabama Energy Security 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-Energy Division emergency management coordinator will be the energy/utilities coordinator for ESF #12.
- The ADECA-Energy 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 a 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 are not readily accessible, except in some cases by air.

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

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

- 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 about 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.

**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 are taken by 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-Energy Division, by executive order of the Governor and by the provisions of the ***State of Alabama Energy Security 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:

- Activate necessary staff to analyze the situation.
- Identify the type of energy emergency (i.e., type of energy resources) affected, the magnitude of emergency, and geographic location.
- Identify business, industry, institutions, and/or government operations and the general public affected.
- Develop a prioritized list of response activities.
- Develop an objective-based action plan to respond and recover from the energy emergency.
- Communicate/coordinate with applicable response agencies, provide assistance, implement response plans, conduct recovery operations, and evaluate.

**Organization**

- **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 Energy Division of the need for energy emergency support.

- **Department of Economic and Community Affairs (Energy Division):** The Energy Division assists the State EOC in coordinating State and Federal energy emergency support as requested by AEMA. It also does the following:
    - Implements the State of Alabama Energy Security Plan as necessary to reduce demand for energy (primarily motor fuels) and to help provide orders at service stations.
    - Assists with natural gas and/or electrical utility companies as requested.
    - Works closely with other state energy offices to ensure the 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 Department of Energy (DOE) to activate the Strategic Petroleum Reserve (SPR).
    - Provides Department of Energy's resources, electronic communication system, personnel support, and state and federal surplus property.

**Response Actions:** This section lists actions to be performed by ESF #12 in response to a disaster.

**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 general description of the situation as it pertains to ESF #12 and an analysis of the ESF's operational support requirements.
    - 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 the 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 the 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 an 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 organizations about generating capacity shortfalls.

**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.

**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 ESF #12 After-Action Report to identify lessons learned and improvements.

**Resource Requirements:** Assets critical for ESF #12 responses are as follows:
- Communications equipment: landline and/or cellular phones
- National Warning System (NAWAS)
- Local government radio-frequency modulation
- Agency radios
- Facsimile machines, portable facsimile units
- Federal Emergency Management National Radio System (FNARS)
- Radio Amateur Civil Emergency Services (RACES)
- Portable computer with internet access and charging capabilities.

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #13: Public Safety and Security

**Primary Agency:** Alabama Law Enforcement Agency

**Support Agencies:**
Alabama Emergency Management Agency
Alabama Forestry Commission
Alabama National Guard
Public Service Commission
Alabama Board of Pardons and Paroles
Alabama Department of Transportation

**Primary Points of Coordination and Associated Actions:**

- ESF #1 (Transportation): coordinate perimeter security for damaged infrastructure and support evacuation efforts.
- ESF #2 (Communication): 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, Emergency Assistance, and Human Services): coordinate security for mass housing and mass care facilities.
- Provide Law Enforcement liaison (ESF #13) personnel to emergency management Divisions in the impacted counties.

**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 emergencies.

**Scope**
ESF #13 applies to natural disasters, manmade disasters, or emergencies that require law enforcement assistance from the State or any other jurisdiction in either declared or undeclared emergencies.

**Policies**
The Alabama Law Enforcement Agency (ALEA) will provide primary guidance to ESF #13. The department will provide a state liaison representative at the State Emergency Operations Center (SEOC) and the affected counties' Emergency Operations Center (EOC) if requested through the SEOC.

**Situation:** This section discusses this ESF's process of evaluating the severity and consequences of an incident and communicating the results.

**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. 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 the 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 the relocation of prisoners. This will require coordination with Alabama Department of Corrections 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, and terrorist activities 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 state will coordinate the allocation of non-State law enforcement resources to meet requirements. Alabama Law Enforcement Agency shall coordinate additional law enforcement needs with supporting State/Law Enforcement agencies on such events.
- When confronted with emergency law enforcement activities involving terrorism 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. Alabama Law Enforcement Agency shall coordinate within the agency and with external Federal agencies as determined by the Secretary.
- 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 available evacuation plans will be forwarded to the area's State Trooper Post.
- Local Chief Executives will ensure that local law enforcement resources are used before requesting assistance from the Law/Security Coordinator at the SEOC.
- During the preparatory period, ALEA, and appropriate State and local law enforcement agencies will coordinate their planning efforts.
- Non-essential functions of the DPS, such as issuing driver's licenses, will cease during a national security emergency. ALEA personnel will be used to support essential functions associated with evacuation from hazard areas.

**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 affected local law enforcement agencies.
- Major emergency operations will require law enforcement activities on a scale exceeding local law enforcement agency resources. Therefore, local governments 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.

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

**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 about response activities among law enforcement agencies.

- To collect and disseminate information and intelligence relating to disasters or emergencies, either existing or pending.
- To plan distribution and allocation of State resources in support of the overall law enforcement mission.

**General**
When an emergency is anticipated or erupts, the Alabama Law Enforcement Agency (ALEA), dispatches a trooper or special agent from the nearest Alabama State Troopers Post or SBI Office to the affected areas to establish State mutual aid liaison and monitor the situation. Should the situation escalate or require ALEA to coordinate additional State law enforcement resources from outside the affected area, requests should be made through the ALEA representative in the SEOC.

If the situation requires law enforcement assets beyond the capabilities of state law enforcement resources, then the Secretary of the Alabama Law Enforcement Agency may also request the Alabama Mutual Aid Divisional Law Enforcement Teams.

**Organization:** The Alabama Law Enforcement Agency, 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 general description of the situation as it pertains to ESF #13 and an analysis of the ESFs operational support requirements.
  - 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 the status of ESF #13 response operations.
- Keep track of all expenditures concerning operations.
- Document the demobilization of personnel and equipment in the Web-Based Emergency Operations Center (WebEOC).
- Prepare ESF #13 After-Action Report to identify lessons learned and improvements.

**Notification**
In the event of a potential threat, primary agencies will be notified by AEMA. ALEA will notify ESF #13 support agencies on an as-needed basis. Mobilization preparation will be made to ensure rapid deployment of resources.

**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 ALEA Office / Post to the affected areas to establish a liaison, monitor the situation, and coordinate the use of State law enforcement resources.
- Dispatch an EMC to the SEOC.
- Dispatch a liaison to the Division Office if activated.
- Alert support agencies for possible mission support.
- Provide State law enforcement resources if requested by the affected local law enforcement agencies.
- Establish communications with appropriate field personnel, brief this personnel on the situation and action plan, and ensure that they are ready for a 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 any verified damage(s) to SEOC/DIV.
- 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.

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

**Primary Agency:** The primary agency for ESF #13 is the Alabama Law Enforcement Agency. They are the primary organization for law enforcement response to disaster situations.

The following is a list of the responsibilities of the Alabama Law Enforcement Agency:

- Maintain the Alabama Fusion Center.
- Gather and disseminate intelligence as deemed appropriate by the Secretary.
- Coordinate the Alabama Regional Law Enforcement Teams.
- Provide Law Enforcement Personnel.
- The Secretary will determine what essential records are to be relocated if the Governor directs a relocation of State Government by accepted State and Federal Continuance of Government (COG) and Continuance of Operations Procedure (COOP).
- Identify Critical Infrastructure that could be possible targets of terrorist activity.
- Protect life and property.
- Maintain law and order.

- Facilitate orderly traffic flow.
- Assist in locating casualties.
- Investigate crime. (SBI)
- 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).
- Coordinate statewide emergency traffic control with other State agencies.
- Coordinate and maintain liaisons with the Alabama State Emergency Operations Center (SEOC), assign personnel to the appropriate Division Office, Department of Corrections, Alabama National Guard, Department of Conservation and Natural Resources, Board of Pardons and Paroles, Alabama Sheriff's Association, and the use of available personnel and equipment for reinforcing and augmenting emergency assignments.
- Law Enforcement Special Response Coordinator will coordinate law enforcement operations during EOC operations.
- Provide warning and/or emergency notifications when requested.
- Information Bureau will provide interoperable communications support to ESF #13 support agencies.
- Assist the local county sheriff and police in law enforcement operations during major emergencies.
- Maintain special operation forces

**Support Agencies**

**Figure 11: Support Agencies and Responsibilities for ESF #13**

| | |
|---|---|
| **Alabama Emergency Management Agency** | • Will provide an emergency operations center<br>• coordination and emergency response support as necessary<br>• Receives requests for assistance and evaluates the situation.<br>• Coordinate state and federal resources<br>• Notifies and coordinates among State agencies describing the type of assistance needed.<br>• Requests assistance from Federal agencies.<br>• Advises and informs the Governor of actions.<br>• Informs FEMA of actions involving Federal agencies. |

| | |
|---|---|
| **Alabama National Guard** | • Assist local governments, when authorized or directed by the Governor and law provisions of the State Code.<br>• Provide additional communications equipment when needed.<br>• Assist 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. This includes the following:<br>• Assist guards and law enforcement officials at correctional institutions in restoring order, as required.<br>• Provide security of vital installations. This may mean<br>• posting guards at facilities considered essential in providing services to a town or community, including drinking water sources, electrical stations, communications facilities, and government direction and control facilities.<br>• Provide crowd and traffic control, including directing traffic and providing roving patrols to prevent looting.<br>• Provide transportation support, including providing drivers and assistants in situations of dire need, such as during the evacuation of families. |
| **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.<br>• Establish emergency highway traffic regulations to restrict access to roadway use as appropriate.<br>• Perform necessary actions to assist with recovery operations. |
| **Department of Corrections** | • Provide law enforcement personnel. |
| **Board of Pardons and Paroles** | • Provide law enforcement personnel. |
| **Forestry Commission** | • Provide manpower personnel. |
| **Alabama Sheriff's Association** | • Provide law enforcement personnel through mutual aid. |
| **Department of Transportation** | • Provide traffic signaling equipment, barriers, and road-blocking resources. |

**Resource Requirements:** This section details those resources and assets essential for the implementation of ESF #13.

- **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 roadblock
  - Administrative supplies
  - First-aid supplies

- **Personnel:** The law enforcement personnel will be needed during the first 12 hours after an incident to performing the following activities:
  - Traffic control
  - Access control
  - Evacuation of prisoners
  - Provide security for evacuated areas

**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).

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #14: Cross-Sector Business and Infrastructure

**Primary Agency:** Alabama Emergency Management Agency

### Purpose

ESF #14 –Long–Term Community Recovery Annex supports the coordination of cross-sector operations, including stabilization of key supply chains and community lifelines, among infrastructure owners and operators, businesses, and their government partners.

### B. Development

The Long-Term Recovery Community Recovery Annex has recently changed to Cross-Sector Business and Infrastructure by FEMA; consequently, this section is being revised. All long-term recovery is being documented in the Recovery Framework.

INTENTIONALLY LEFT BLANK

## Emergency Support Function (ESF) #15: External Affairs

**Primary Agency:** Alabama Emergency Management Agency

**Support Agencies:**
Governor's Office
Alabama Department of Agriculture and Industries
Alabama Power Company
American Red Cross
Alabama Department of Public Health
Alabama Law Enforcement Agency
Alabama National Guard
Alabama Department of Rehabilitation Services
Alabama Department of Transportation
Alabama Forestry Commission
Alabama Department of Tourism
Governor's Office on Disability
Governor's Office of Volunteer Services
211 Connects Alabama

**Primary Points of Coordination and Associated Actions:**

- News/social media: provide disaster-related information to traditional news media outlets and provide the same information to social media channels
- ESFs with public relations staff: develop assignments for public information officers from support agencies
- ESF #5 (Emergency Management): send Situation Reports (SITREPs), electronic briefings, request mission assignments, receive consolidated SITREPs, and issue executive summaries. Sitreps are to be posted to the ema.alabama.gov site by one of the AEMA PIOs or designees.
- Volunteer and Donations Group: coordinate information concerning types and quantities of donated goods and volunteer services needed and the location of these services.

**Purpose:** The purpose of this ESF is to establish a mechanism that efficiently provides and disseminates information to the public, media, legislative and congressional officials, and ensures effective communication with people with disabilities (i.e., cognitive disabilities) in the event of a disaster.

**Scope:** ESF #15 applies to natural or manmade disasters and catastrophic events when it is necessary to augment the disaster response capability of local government by State and/or federal resources.

**Policies:**

- The Alabama Emergency Management Agency External Affairs staff is responsible for the following policies:

  - Disseminating information through all pertinent methods concerning specific disasters, associated threats, and protective actions to the news media, general public, and elected officials
  - 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 public information telephone lines before, during, and after a disaster.
- The Governor's 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 Public Affairs issues to ensure coordinated efforts.
- 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.

**Situation**

**Disaster Condition**
A significant natural disaster or man-made disaster has the potential to hinder traditional means of communication to those living within and near the impacted areas. For those outside the impacted cities or counties, the demand for information will be overwhelming for several days depending on the extent of the emergency event.

**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 Alabama Emergency Management Agency external affairs staff.
- The demand for public information in the disaster area may exceed the capability of the local government to provide service. The county EMA director will need to request PIO assistance through the Web-Based Emergency Operations Center (WebEOC) System. AEMA will then send a member of their staff, or task a supporting agency. If the state External Affairs staff gets overwhelmed, they can receive support from the Emergency Management Assistance Compact (EMAC)
- In the aftermath of a disaster, information is usually more difficult to verify because of the nature of the disaster. External Affairs staff deployed to a disaster area needs to be virtually self-sufficient.

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

**Goals:** The following goals have related objectives, tasks, and procedures specified in this ESF's Standard Operating Procedures (SOPs):

- To create a State external affairs 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 about activities among ESFs and affected counties.
- To facilitate effective communication with people who have disabilities that impact communication.

**General**

The Alabama Emergency Management Agency will act as the primary coordinating agency for ESF #15. Depending on the subject matter expert and severity of the situation, the Governor's Communication Director 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 the State Emergency Operations Center (SEOC) on a 24-hour schedule to facilitate the flow of public information.

The Alabama Law Enforcement Agency (ALEA) will also assist in ESF #15 because they have several PIOs throughout the state.

When the SEOC is activated Alabama EMA's Public Information Manager (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 or designee will 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, a 24-hour public information line handling citizens' inquiries may be established. This line will be staffed with PIOs and other staff members from supporting agencies in addition; ESF #15 may provide personnel for running joint information centers for federally declared events.

In the event of a catastrophic disaster, ESF #15 and Serve Alabama, Governor's Office of Volunteer Services (Serve Alabama) 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.

**Organization**

During disasters, the SEOC will act as the central coordinating facility for receiving and disseminating public information. Information flow to the SEOC will occur directly from news and social 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 advisories, news

releases, social media, 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 Alabama Emergency Management Agency, 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.

**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 Communication Director, and the ESF support agencies as needed.

**Response Actions:** This section lists actions to be performed by ESF #15 in response to a disaster.

**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.
    - Check equipment in the Joint Information Center and the Media Room to ensure everything is functioning properly.
    - Assign someone personnel from the Fusion Center to social media monitoring
    - Brief the media spokesperson for the Initial Assessment Team.
    - Establish an initial news briefing time and location
    - Establish a public information line to handle phone calls from individuals attempting to contact the Governor's Office or AEMA for information.
    - Prepare a Situation Analysis by reading and watching the latest media reports, checking social media feeds for trending topics, and looking for trends in calls coming in from the media and public. This Situation Analysis continues throughout the response and short-term recovery phase and should include the following:
        - A general description of the situation as it pertains to ESF #15 and an analysis of the ESF #15 operational support requirements.
        - 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 public information resources and coordinate response.
    - Prepare briefings on the status of response operations.
    - Prepare an After-Action Report to identify lessons learned and improvements.

**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 under 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 and Donations Coordinator (Serve Alabama) to provide public information concerning what types of volunteer services and donated goods are required needed.
- Coordinate with the Governor's Office on Disability to facilitate effective communication with people who have disabilities that impact communication.

**Recovery Actions:** Recovery actions for ESF #15 include the same actions as listed in 1 and 2 above.

**Initial Actions:** ESF #15 will perform the following initial actions after a disaster:

- Staff the public information function of the Joint Field Office (JFO).
- Brief and instruct media spokesperson(s) for damage assessment teams.
- Coordinate with State Volunteer and Donations Coordinator (Serve Alabama) to determine what volunteer goods and services are most needed in the disaster area.
- Ensure all state PIOs and the Governor's Office on Disability are on the news release distribution list.

**Continuing Actions:** Continuing actions for ESF #15 is the same as the response actions listed in sections 1 and 2 above as appropriate.

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

**Primary Agency**

The Alabama Emergency Management Agency is the primary agency responsible for ESF #15. The Alabama EMA is responsible for the dissemination of emergency information to the general public during disasters, particularly during non-catastrophic disasters.

The AEMA will provide updated information to the news media in the form of press briefings, situation reports, news releases, or emergency broadcast announcements.

**Support Agencies**

**Figure 12: Support Agencies and Responsibilities for EFS #15**

| Agency | Responsibilities |
|---|---|
| **Alabama Emergency Management Agency** | • Will act as the primary coordinating agency during catastrophic disasters. |
| **Other Support Agencies** | • Perform Public Information Services for their respective agencies in coordination with AEMA Subject Matter Expert and the Governor's Office. |

**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
- Nuclear/Radiological 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.

**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 ALEA 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 NRF annexes support the DHS incident management mission by providing the leadership, expertise, and authority to implement critical and specific aspects of the response. Per 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 the implementation of processes detailed in the annexes that follow. Some of the Incident Annexes, such as Cyber and Nuclear/ Radiological, list multiple coordinating agencies. In these annexes, the responsibilities of the coordinating agency may be shared or delegated based on the nature of 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 the 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
- Maintaining trained personnel to provide appropriate support

**Cooperating Agencies:** The coordinating agency will notify cooperating agencies when their assistance is needed. Cooperating agencies are responsible for:

- Conducting operations, when requested by AEMA or the coordinating agency, using their 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 AEMA or the Incident Annex coordinator

- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities
- 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 Basic Plan and the Alabama National Guard All Hazards Plan

INTENTIONALLY LEFT BLANK

## 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
- Nuclear/Radiological 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.

**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 ALEA 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 NRF annexes support the DHS incident management mission by providing the leadership, expertise, and authority to implement critical and specific aspects of the response. Per 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 the implementation of processes detailed in the annexes that follow. Some of the Incident Annexes, such as Cyber and Nuclear/ Radiological, list multiple coordinating agencies. In these annexes, the responsibilities of the coordinating agency may be shared or delegated based on the nature of 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 the 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
- Maintaining trained personnel to provide appropriate support

**Cooperating Agencies:** The coordinating agency will notify cooperating agencies when their assistance is needed. Cooperating agencies are responsible for:

- Conducting operations, when requested by AEMA or the coordinating agency, using their 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 AEMA or the Incident Annex coordinator

- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities
- 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 Basic Plan and the Alabama National Guard All Hazards Plan.

INTENTIONALLY LEFT BLANK

## Incident Annex A: Biological Incident

**Coordinating Agency:** Alabama Department of Public Health

**Cooperating Agencies:**
Alabama Emergency Management Agency
Alabama Department of Agriculture and Industries
Alabama Law Enforcement Agency
Department of Conservation and Natural Resources
Alabama Department of Economic Development
Alabama Department of Environmental Management

### Purpose

The Biological Incident Annex is to outline the actions, roles, and responsibilities associated with response to a human disease outbreak of known or unknown origin requiring State and/or Federal assistance. In this document, a biological incident includes naturally occurring biological diseases (communicable and non-communicable) in humans as well as diseases occurring as the result of intentional transmission or release of disease-causing biological agents in terrorist events.

This definition also includes those biological agents found in the environment or diagnosed in animals, that have the potential for transmission to humans (Zoonotic). Incidents that are restricted to animal, plant, or food health or safety are reviewed in other annexes.

Actions described in this annex take place with or without the Governor declaring a State of Emergency or a public health emergency declaration by the State Health Officer. This annex outlines biological incidents such as Pandemic Influenza and or a terrorist attack involving a biological agent.

**Scope:** The objectives of the State of Alabama's response to a biological terrorism event or a naturally occurring disease outbreak with a known or novel pathogen are to:

- Detect the event through disease surveillance and environmental monitoring.
- Identify and protect the population(s) at risk.
- Determine the source of the disease.
- Assess the public health, law enforcement, and international implications.
- Control and contain any possible epidemic (including guiding State, tribal, territorial, and local public health authorities).
- Augment and surge public health and medical services.
- Identify the cause and work towards preventing the occurrence of any potential resurgence, additional outbreaks, or further spread of disease.
- Assess the extent of residual biological contamination and conduct response, restoration, and recovery actions as necessary.
- The unique attributes of this response require separate planning considerations that are tailored to specific health concerns and effects of the disease (e.g., terrorism versus

natural outbreaks, communicable versus non-communicable, short-term versus long- term, etc.).

- Specific operational guidelines, developed by respective organizations to address the unique aspects of a particular biological agent or planning consideration, will supplement this annex and are intended as guidance to assist Federal, State, tribal, territorial, and local public health and medical planners.

**Situation**

**Special Considerations:** Detection of a bioterrorism act against the civilian population may occur in several different ways and involve several different modalities:

- An attack may be surreptitious, in which case the first evidence of dissemination of an agent may be the presentation of disease in humans or animals. This could manifest either in clinical case reports to domestic or international public health authorities or in unusual patterns of symptoms or encounters within domestic or international health surveillance systems.
- A terrorist-induced infectious disease outbreak initially may be indistinguishable from a naturally occurring outbreak; moreover, depending upon the particular agent and associated symptoms, several days could pass before public health and medical authorities even suspect that terrorism may be the cause. In such a case, criminal intent may not be apparent until sometime after illnesses are recognized.
- Surveillance systems, such as the National Electronic Disease Surveillance System (NEDSS), are used by Public Health to help detect the presence of a biological agent in the environment and may trigger the utilization of public health, medical, and law enforcement response in advance of the appearance of the first clinical cases or a rapid response after the first clinical cases are identified.
- Other cooperating departments and agencies listed in this annex may detect acts of bioterrorism or biological incidents through their normal operations and surveillance efforts. Should this occur, notifications should be made according to approved interagency response protocols, consistent with the health and law enforcement assessment process described in this annex?

**Planning Assumptions**

- In a biological incident, Federal, State, tribal, territorial, and local officials require a highly coordinated response to public health and medical emergencies.
- The biological incident also may affect other states, or be of national concern, and therefore involve extensive coordination with other states and the Department of Health and Human Services.
- Disease transmission may occur from direct contact with an infected individual or animal, an environmental reservoir (includes a contaminated surface or atmospheric dispersion), an insect vector, or contaminated food and water.
- Indirect contact transmission may also occur where contaminated inanimate objects (fomites) serve as the vehicle for transmission of the agent. Hands may also play a role in indirect transmission.

- A biological incident may be distributed across multiple jurisdictions simultaneously. This could require the simultaneous management of multiple "incident sites" from national and regional headquarters locations in coordination with multiple State, tribal, territorial, and local jurisdictions.
- A response to contagious and non-contagious public health emergencies may require different planning assumptions or factors.
- Early detection of biological agents offers an opportunity to take proactive measures to mitigate the consequences of a disease outbreak.
- No single entity possesses the authority, expertise, and resources to act unilaterally on the many complex issues that may arise in response to a non-routine disease outbreak and loss of containment affecting a multi-jurisdictional area. The state response requires close coordination between numerous agencies at all levels of government and with the private sector.
- The Federal Government supports affected State, tribal, territorial, and local health jurisdictions as requested or required. The response by HHS and other Federal agencies is flexible and adapts as necessary as the outbreak evolves.

## Concept of Operations Biological

### Agent Response

The key elements of an effective biological response include (in non-sequential order):

- Rapid detection of the outbreak or introduction of a biological agent into the environment.
- Rapid dissemination of key safety information, appropriate personal protective equipment, and necessary medical precautions.
- Swift agent identification and confirmation.
- Identification of the population at risk (to include animals, marine life, and plants).
- Determination of how the agent is transmitted, including an assessment of the efficiency of transmission.
- Determination of susceptibility to prophylaxis and treatment.
- Definition of the public health and medical services, human services, and mental health implications.
- Control and containment of the epidemic when possible and use of mitigation strategies when containment is not possible (e.g., in the event of an influenza pandemic).
- Identification of the law enforcement implications/assessment of the threat.
- Augmentation and surging of local health and medical resources.
- Protection of the population through appropriate public health and medical actions.
- Dissemination of information to enlist public support and provide risk communication assistance to responsible authorities.
- Assessment of environmental contamination and cleanup/decontamination/proper disposal of bio-agents that persist in the environment, and provision of consultation on the safety of drinking water and food products that may be derived from directly or environmentally exposed animals, crops, plants, and trees, or marine life.

- Tracking and preventing secondary or additional disease outbreaks.

**Plans**

Due to its complex nature, the Department of Public Health has developed different operational plans to deal with the mass distribution of countermeasures and pandemic influenza. The two plans are the Strategic National Stockpile Plan (SNS Plan) and the Pandemic Influenza Operational Plan (PI Plan). These plans can be utilized together or separately. They complement each other and serve as the operational response to a biological incident in the State of Alabama.

In the event of a biological incident, the Alabama Emergency Management Agency will activate the State Emergency Operations Center for biological incidents as required by the event and will follow the same process and operational protocols as for any other disaster impacting the state. A unified command will be established between agencies such as the Alabama Emergency Management Agency, Alabama Department of Public Health, ALEA, Alabama Department of Public Safety, Alabama Department of Agriculture, and Industries and/or other agencies as the situation requires.

Due to the "For Official Use Only" designation and sensitive nature of the materials contained in these plans; they are not contained in this annex but are readily available from the Alabama Department of Public Health

INTENTIONALLY LEFT BLANK

## Tab A: (Pandemic Influenza) to Incident Annex A (Biological Incident Annex) to the State of Alabama Emergency Operations Plan (EOP)

### Pandemic Influenza

### Primary Agency: Alabama Department of Public Health

Due to its complex nature, the Department of Public Health has developed different operational plans to deal with the mass distribution of countermeasures and pandemic influenza. The two plans are the Strategic National Stockpile Plan (SNS Plan) and the Pandemic Influenza Operational Plan (PI Plan).

These plans can be utilized together or separately. They complement each other and serve as the operational response to a biological incident in the State of Alabama. The Alabama Emergency Management Agency will activate the State Emergency Operations Center for biological incidents as required by following the same process and protocol as for any other disaster impacting the state.

A unified command will be established between agencies such as the Alabama Emergency Management Agency, Alabama Department of Public Health, Alabama Law enforcement Agency, Alabama Department of Public Safety, Alabama Department of Agriculture, and Industries and/or other agencies as the situation requires. Due to the "For Official Use Only" designation and sensitive nature of the materials contained in these plans; they are not contained in this plan but are readily available from the Alabama Department of Public Health.

INTENTIONALLY LEFT BLANK

## Tab B: (Fish and Wildlife) to Incident Annex A (Biological Incident Annex) to the State of Alabama Emergency Operations Plan (EOP)

**Primary Agency*:*** Alabama Department of Conservation and Natural Resources/Division of Wildlife and Freshwater Fisheries

**Support Agencies*:***
Alabama Emergency Management Agency
Governor's Office
Alabama National Guard
Alabama law Enforcement Agency
Alabama Department of Transportation
Alabama Department of Corrections
Alabama Department of Environmental Management
Alabama Department of Agriculture and Industries
Alabama Forestry Commission
Alabama Department of Public Health
Alabama Department of Human Resources
Alabama Department of Mental Health
Alabama Alcoholic Beverage Control Board
Alabama Department of Insurance
Alabama Department of Economic and Community Affairs
Southeastern Cooperative Wildlife Disease Study

There are large numbers of diseases, natural disasters, chemical spills, pollutants, and other actions that could affect Alabama's fish and wildlife resources at any given time. Most of these occur naturally, are localized, and have very little consequences to humans or fish and wildlife.

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.

Natural and man-made disasters may have negative impacts on fish and wildlife populations. Diseases that affect animals and may also threaten public health are called zoonotic.

This plan was developed to prepare for a zoonotic outbreak or other catastrophic biological impacts on fish and wildlife resources. This plan is designed to be used in concert with the Alabama Emergency Operations Plan (EOP) and does not supersede it. This plan may also be used in concert with bioterrorism plans developed by individual agencies.

**Scope**
This Fish and Wildlife Emergency Response Plan will be implemented when and if circumstances dictate the need for such action. Upon the advice of the Alabama Department of Conservation and Natural Resources, Division of Wildlife and Freshwater Fisheries, or Division of Marine

Resources (DCNR), the Alabama Emergency Management Agency (AEMA) will determine the level of the state's EOC activation necessary to respond to the event.

**Concept of Operations**

**Levels of Activation**

- **Level IV:** An outbreak or action has occurred in the Northern Hemisphere that could eventually affect Alabama's fish and wildlife resources but does not immediately endanger it. The State Emergency Operations Center (SEOC) would not need to be activated. DCNR would monitor the situation and advise AEMA of any changes.

- **Level III:** An outbreak or action has occurred in the United States but does not immediately endanger Alabama's fish and wildlife resources. The SEOC would not need to be activated. DCNR would monitor the situation and advise AEMA of any changes.

- **Level II:** An outbreak or action has occurred in Alabama or an adjoining State, which threatens Alabama's fish and wildlife resources. DCNR would monitor the situation and advise AEMA of any needed actions. If needed, AEMA would activate the SEOC with sufficient staffing to support DCNR needs.

- **Level I:** Confirmed cases of a contagious disease or an action negatively affecting fish and wildlife resources have occurred within the State or an adjoining State boundary where the potential for rapid dissemination or negative impacts 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.

**Organizational Responsibilities:**

- **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 the need for additional emergency funding.

- **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.
  - Coordinate with volunteer agencies.
  - Deploy liaisons to affected counties.
  - Coordinate public information.
  - Coordinate the State of Emergency Declaration.

- Coordinate with the DHS/FEMA (Federal Emergency Management Agency).

- **Alabama Department of Conservation and Natural Resources:**
  - Act as the lead agency for issues under the jurisdiction of the DCNR.
  - Inform AEMA of any suspected or confirmed outbreaks or impacts.
  - Inform AEMA of necessary resources to contain the outbreak or minimize impacts.
  - Coordinate with veterinary, livestock, aquaculture, and poultry groups if needed.
  - Assist with public information.
  - Declare an area as a quarantine zone.
  - Assist with law enforcement activities
  - Assists with activation and distribution of Strategic National Stockpile (SNS) materials.
  - Coordinate and assist with the enforcement of quarantine activities on both land and public water within the State.

- **Alabama Department of Agriculture and Industries**
  - Provide veterinary assistance in the depopulation and disposal of contaminated fish and wildlife.
  - Provide requirements for personal protection.
  - Provide requirements for decontamination of personnel, equipment, and vehicles.
  - Provide requirements 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) and other stakeholders.
  - Coordinate and assist with stopping animal shipments into and out of the State.

- **Alabama National Guard (ALNG):**
  - Provide manpower and equipment for:
  - Assistance with security.
  - Emergency air transportation.
  - Decontamination of personnel, vehicles, and equipment.
  - Provide emergency communications if needed.
  - Assist with public information.
  - Coordinate with the Department of Defense (DOD).

- **Alabama Law Enforcement Agency (ALEA)**
  - Coordinate with other law enforcement agencies to stop fish and wildlife shipments from leaving or entering the State on the advice of DCNR.
  - 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) and Department of Homeland Security (DHS).

- **Alabama Department of Transportation (ALDOT):**
  - Provide advice on quarantine of highways, roads, etc.
  - Provide manpower and equipment for the 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).

- **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).

- **Alabama Department of Environmental Management (ADEM):**
  - Provide advice on disposal of affected fish and wildlife.
  - 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).

- **Alabama Office of the Attorney General (AG):**
  - Provide legal advice and assistance.

- **Alabama Forestry Commission (AFC):**
  - Provide manpower and equipment for carcass disposal.
  - Provide law enforcement assistance.

- **Alabama Department of Public Health (ADPH):**
  - Provide advice on PPE and decontamination methods.
  - Assist with public information.
  - Coordinate with public health veterinarians concerning human risks.
  - Coordinate with the Center for Disease Control (CDC) and the National Disaster Medical System (NDMS).
  - May activate and assist with the distribution of SNS materials.

- **Alabama Department of Human Resources (DHR):**
  - Overall responsibility for public shelters.
  - Assist with public information.
  - Coordinate with Alabama Red Cross.

- **Alabama Department of Mental Health (ADMH):**
  - Coordinates counseling to quarantine zone(s) in a manner that does not have the potential for the spread of disease and/or toxic agents. This may include telephone counseling, and other forms of electronic communication as conditions permit.

  - Coordinates counseling to emergency workers in a manner that does not have the potential for the spread of disease and/or toxic agents. This may include telephone counseling, and other forms of electronic communication as conditions permit.
  - Assists with public information as needed/requested.
  - Coordinates with Federal and local mental health agencies.

- **Alabama American 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 the National American Red Cross.

- **Alabama Beverage Control Board (ABC):**
  - Provide law enforcement assistance.

- **Alabama Public Service Commission (PSC):**
  - Coordinate stopping animal shipments into and out of the State.
  - Provide law enforcement assistance.

- **Alabama Insurance Commission (AIC):**
  - Provide law enforcement assistance.
  - Provide advice on insurance issues.

- **Department of Economic and Community Affairs (ADECA)**
  - Assist local communities and citizens
  - Provide advice on obtaining loans and Federal assistance

- **Alabama Law enforcement Agency (ALEA)**
  - Coordinate with agencies involved in Terrorist Incidents.

- **Southeastern Cooperative Fish and Wildlife Disease Study Groups**
  - Provide technical assistance to professional staff regarding fish and wildlife disease implications and control techniques

**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 forwarding support to quarantine zone(s). 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 Basic Plan to the Alabama Emergency Operations Plan.

**Quarantine Zones**

The DCNR has overall responsibility for managing a foreign animal disease incident of native fish and wildlife resources. DCNR, by order of the Commissioner, will issue any actual quarantine and will be involved with establishing zone boundaries and providing liaison support.

**Decontamination**

- Personal decontamination will be addressed by key agencies, dependent on the disease or action, 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.

- Vehicle and equipment decontamination areas will be established within the quarantine zones. Additional consideration will be given to controlling runoff and disposal of items that cannot be decontaminated.

- Areas of land may be decontaminated or neutralized, each case will be analyzed to determine if and how this could be accomplished.

**Animal Depopulation and Carcass Disposal**

- Native wildlife is owned by the State of Alabama and managed by the Division of Wildlife and Freshwater Fisheries and the Division of Marine Resources on behalf of the state's citizens. All possible efforts will be made to humanely depopulate contaminated fish and wildlife populations. There may come a time when either human health or additional large numbers of fish or wildlife may be at risk if infected populations are not immediately destroyed. In such cases, all efforts will be made to dispatch the fish and wildlife respectfully and quickly, considering ownership.

Veterinary teams will supervise other agencies tasked to assist with the depopulation efforts.

- 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. DCNR along with AGI, ADEM, ADPH, and AEMA will jointly decide on disposal methods. Animals that cannot be disposed of quickly may be covered with large sheets of plastic or maintained in some other recommended manner to contain diseases. Disposal methods will be as follows:

    - Burial is the primary/preferred method for many incidents involving catastrophic wildlife loss due to disease. Burial on-site provides the most efficient, bio secure method of carcass disposal. Decomposition may take a long period, carcasses may become exposed, and groundwater may become contaminated. Additionally, areas of the State may have bedrock or water tables that preclude this method, so coordination with responsible agencies is critical.

    - Burning is another method of carcass disposal. This system does not immediately destroy carcasses, and it may also spread noxious smoke and fumes creating an unpleasant public perception.

    - Rendering of dead fish and wildlife, when possible, can be an acceptable means of disposal. In some cases, the type of disease or action, the large numbers of animals involved, or the location of rendering plants may eliminate this method.

    - Incineration is yet another mode of carcass disposal and decontamination. This is the recommended method of carcass disposal for victims of Chronic Wasting Disease and other prion-related diseases. This method, while assuring the 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 the disposal of bird carcasses.

**Recovery:** The type of disease or action 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, over years. Recovery is dependent on the following issues:

- Type of disease or action
- Type of fish or wildlife affected
- Economic impact
- Restocking populations
- Decontamination capability

To ensure that there is not a reoccurrence of a disease; DCNR will conduct assessments in the affected area, which may include placing sentinel animals in the affected area. These animals will

be monitored for an adequate amount of time, contingent on the type of disease, before declaring an area clean for restocking.

**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.

**Plan Maintenance:** This plan will be maintained by the AEMA. Each 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.

**Authorities and References:** Code of Alabama, Acts 9-2-1 through 9-2-130

INTENTIONALLY LEFT BLANK

## Incident Annex B: Catastrophic Incident

**Coordinating Agency:** Alabama Emergency Management Agency

**Cooperating Agencies:**
Alabama Community College System
Alabama Forestry Commission
Alabama National Guard
American Red Cross
Alabama Department of Agriculture and Industries
Alabama Department of Conservation and Natural Resources
Alabama Department of Corrections
Alabama Department of Economic and Community Affairs
Alabama State Department of Education
Alabama Department of Environmental Management
Alabama Department of Human Resources
Alabama Department of Public Health
Alabama Department of Transportation
Geological Survey of Alabama
Alabama Law Enforcement Agency
National Weather Service
Utility Companies

### Purpose
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 NRF, is any natural or the manmade incident, including terrorism that results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or 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.

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.

### Scope
A catastrophic incident may include sustained statewide impacts over a prolonged period and an interruption to government operations and emergency services to such a significant extent that national security is threatened.

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 are deployed by a phased, prioritized schedule, and coordination with the affected Local jurisdiction and incident command structure.

**Policies**

- The EOP-CIA strategy is consistent with National Response Framework (NRF) and the National Incident Management System (NIMS) protocols and Incident Command System conventions.

- All deploying resources remain under State oversight during mobilization and deployment to include pre-deployment staging at a State Mobilization Center or another State facility.

- State resources arriving are subsequently integrated into the incident response effort and are assigned and reported to an organizational component of the incident command structure.

- 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.

**Situation**

Incident Condition: Normal procedures for ESF #1, 6, 8, 9, and 15 and others will be expedited or streamlined to address the magnitude of events. All ESFs must maximize the utilization and efficiency of scarce resources. In catastrophic events, it is expected that the State Government and Federal or national entities will help outside the normal request process in one or more of the following areas:

- **Mass Care, Emergency Assistance, 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.

- **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 search and rescue operations are required in areas of contamination, the availability of properly equipped resources is extremely limited.

- **Oil and Hazardous Materials Response (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.

- **Public Health and Medical Services (ESF #8)**. There will be a significant need for environmental and public health support, including disaster mental health services. Medical support will be required not only at medical facilities, but in large numbers at casualty evacuation points, an evacuee and refugee points and shelters, and to support field operations. In addition, any contamination dimension will increase the requirement for technical assistance.

- **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.

- **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.

- **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.

**Planning Assumptions**

- A catastrophic event will result in large quantities of casualties and/or displaced persons, possibly in the thousands.

- A catastrophic mass casualty/mass evacuation incident will trigger a Governor's disaster declaration and probably a Presidential disaster declaration, immediately or otherwise.

- 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

- Multiple events may occur simultaneously or sequentially in contiguous and/or noncontiguous areas.

- 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.

- The event will cause significant disruption of the area's critical infrastructure and power, transportation, utilities, and communications systems.

- 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.

- 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.

- State support must be provided promptly to save lives, prevent human suffering, and mitigate severe damage. This may require deploying assets before they are requested via normal EOP protocol.

- 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.

- Large numbers of people may be left temporarily or permanently homeless and may require prolonged temporary housing.

- 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.

- A catastrophic incident will have unique dimensions/characteristics requiring that response plans/strategies be flexible enough to effectively address emerging needs and requirements.

- A catastrophic incident may have national dimensions. These include potential impacts on interstate trade, transit, law enforcement coordination, and other areas.

- If the incident is the result of terrorism, the National Terrorism Advisory System (NTAS) will be activated and the Secretary of Homeland Security will decide, in coordination with other Federal entities, whether an alert should be issued. This system recognizes that Americans all share responsibility for the Nation's security and should always be aware of the heightened risk of terrorist attacks in the United States and what they should do. NTAS replaces the old Homeland Security Advisory System (HSAS).

**Concept of Operations:** County and Local jurisdiction responsibilities are covered in their EOPs. This annex addresses the proactive State response to be taken in a catastrophic event.

**State Response**

By 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.

- Guiding principles for proactive State response include the following:
  - The primary mission for AEMA is to be the coordinating agency for disaster preparedness, response, and recovery.
  - The standing priorities are lifesaving, incident stabilization, protecting property/critical infrastructure, and needs/damage assessments.
  - Standard procedures regarding requests for assistance may be expedited, or under extreme circumstances, suspended in the immediate aftermath of an event of this magnitude.
  - Pre-identified State response resources deploy and begin necessary operations as required to commence life-safety activities; and
  - 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.

- Upon recognition that a catastrophic incident condition exists, the Alabama Law Enforcement Agency Director of Emergency Preparedness and Response- Alabama Emergency Management Agency Director-immediately implements response actions in advance of a formal Governor's disaster declaration. Upon notification from the State Emergency Operations Center that an incident has occurred or is imminent, State departments and agencies will:

  - Take immediate actions to activate, mobilize, and deploy EOP designated resources.
  - Take immediate actions to protect life and property under their jurisdiction and help within the affected area.
  - Immediately commence those hazard-specific activities established under the appropriate and applicable EOP Incident Annex (es), including the EOP-CIA.
  - Immediately commence functional activities and responsibilities established under the EOP Emergency Support Function Annexes.

- EOP-CIA actions that the State Government takes in response to a catastrophic incident include:

  - All-State departments and designated agencies (including the American Red Cross) are tasked to initiate actions implement/initiate those assigned actions within the directed timeframe(s).

  - 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.

- 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, per 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.

- 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.

- Supplementary support agreements with the private sector are activated.

- 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 experience. Under no circumstances will employee health and safety be compromised.

**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.

**Primary Agency:** Alabama Law Enforcement Agency and the Alabama Emergency Management Agency

- Establish that a catastrophic incident has occurred and implement the EOP.
  - Notify all State departments and agencies to implement the EOP.
  - Upon implementation of the EOP:
  - Activate and deploy (or prepare to deploy) Alabama Emergency Management Agency-managed teams, equipment caches, and other resources per the EOP.
  - Identify, prepare, and make operational, facilities critical to support the movement and reception of deploying State resources.
  - Activate State-level facilities and capabilities per the CIA and standard EOP protocols.

- 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, advises the state agencies to reprioritize and adjust the resource flow accordingly.

**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 the implementation of the EOP.

- **Department of Agriculture and Industries**
  - Activate and deploy Incident Management Teams to help establish, and make operational, installations designated to serve as State mobilization centers.
  - Coordinate agricultural and animal issues.

- **Alabama National Guard**
  - Deploy personnel to help determine and address critical catastrophic incident support requirements.
  - Provide resources when tasked
  - Provide resources for emergency route clearance.

- **Department of Conservation and Natural Resources**
  - Provide traffic supervision and control for waterways adversely affected by catastrophic incidents.
  - Coordinate with appropriate Local, State, and Federal agencies any action deemed necessary to protect endangered or threatened species.
  - Provide support for law enforcement and USAR operations.

- **Department of Corrections**
  - Provide support for law enforcement activities and provide manpower to assist in debris clearance operations.

- **Department of Economic and Community Affairs**
  - 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.
  - Activates the Emergency Energy Task Force as necessary to provide guidance and technical assistance.

- **State Department of Education**
  - Provide for use of facilities and staff to assist emergency services operations.
  - Assist with rehabilitation of disaster victims.

- **Department of Postsecondary Education/ACCS**
  - Upon the direction of the Governor, activates and manages the facilities at select community colleges for use as emergency shelters in support of mandatory hurricane evacuations and host state hurricane evacuation reception operations.

- **Department of Public Health**
  - 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.
  - When applicable, activate and deploy Radiological Monitoring and Assessment Teams.

- **Department of Human Resources**
  - Immediately implement responsibilities as the primary agency for ESF #6 (Mass Care, Emergency Assistance, Housing, and Human Services), and lead the coordination of all state mass care response activities and actions.

- **Department of Mental Health**
  - Coordinates mental health services to include immediate and long-term disaster counseling services when available.

- **Alabama Law Enforcement Agency (ALEA)**
  - Provide state law enforcement resources, if requested, to Local areas to supplement Local resources.
  - Maintain law and order
  - Coordinate law enforcement resources to support traffic control and access control functions.

- **Department of Transportation**
  - 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.
  - Assist Local jurisdictions in reestablishing the Local transportation infrastructure.

- **Department of Environmental Management**
  - Immediately implement agency responsibilities as lead for ESF #10 (Oil and Hazardous Materials Response).
  - Quickly assess environmental health consequences of the catastrophic incident and, in conjunction with DPH, ALEA, and State and Local public health authorities, develop and implement a sustainable short- and long-term strategy for effectively addressing those consequences.

- **Alabama Forestry Commission**
  - Coordinates disaster operations with state and federal agencies at the agency level.

- **American Red Cross**
  - Immediately implement available services include, but are not limited to,
    - Provide food, and shelter
    - Provide distribution of emergency supplies
    - May provide client casework, recovery planning and assistance
    - Provide disaster health, disaster mental health and disaster spiritual care services
    - Support Reunification services
    - Assess the Mass Care needs of the catastrophic incident in conjunction and coordination with State and Local Mass Care partners
  - Develop and implement a sustainable short- and long-term strategy for effectively addressing those mass care disaster-caused needs in conjunction and coordination with ESF #6.
  - When notified by the SEOC that an incident is imminent or occurring:
    - Inventory available shelter space within a 500-mile radius of the catastrophic incident site in conjunction and coordination with ESF #6.
    - Activate ARC disaster response activities

**Tabs:**

**A:** Earthquake
**B:** Flood
**C:** Hurricane
**D:** Severe Weather
**E:** Severe Winter Weather

**Tab A: (Earthquake)** to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)

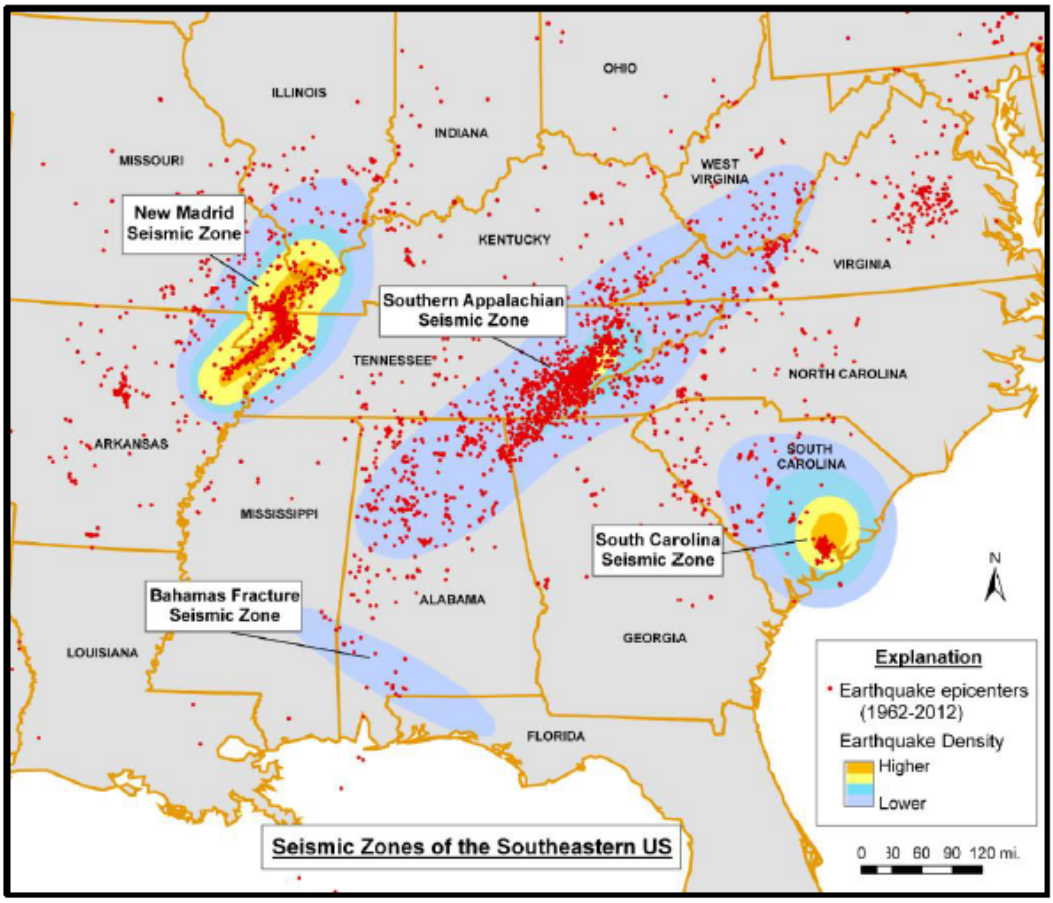
**Overview**

As Alabama is affected by three seismic zones (Figure 13): the New Madrid Seismic Zone (NMSZ), the East Tennessee Seismic Zone (ETSZ), and Bahamas Fracture Seismic Zone (BFSZ) – it is critical that the State is prepared for response and recovery associated with catastrophic damage of a major earthquake. The hazards U.S. loss estimation software HAZUS loss estimates can be used in structuring an appropriate response and properly facilitating good decision making at the Local, State, Regional and National levels of government. Examples of planning, decision making, and programs HAZUS output can contribute to include:

- Land-use planning and facility site decisions (e.g., a map-based analysis of the potential intensity of ground shaking from a postulated earthquake that identifies those parts of the community that will experience the most violent shaking and the buildings at greatest risk of damage)
- Prioritization of retrofit or abatement programs (e.g., an estimate of building damage that provides the basis for establishing programs to mitigate or strengthen buildings that may collapse in earthquakes by providing estimates of damages and casualties)
- Local, State, and Divisional emergency response and contingency planning (e.g., estimates of casualties and damage to buildings and utilities)
- Medical and relief agency preparedness and response (e.g., estimates of casualties and homelessness)
- Assistance planning (e.g., an estimate of dollar losses that will help the State and Federal Government plan for assistance to jurisdictions and disaster victims)

INTENTIONALLY LEFT BLANK

**Figure 13: Seismic Zones of the Southeastern U.S.**




## Purpose

This annex guides earthquake response for an earthquake in 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 the development of Standard Operating Procedures (SOPs).

## Scope

The annex was further refined by using the Scenario-Driven Planning Process. This process uses a detailed and realistic scenario to help achieve planning objectives. It is based on a worst-case NMSZ seismic event for Alabama as determined by the Geological Survey of Alabama, Mid-American Earthquake (MAE) Center, and Institute for Crisis, Disaster and Risk Management (ICDRM). It provides the operational framework for implementing the response strategies contained within the Alabama Emergency Operations Plan (EOP). This version of the annex now reflects the information extrapolated from the catastrophic planning workshop and lessons learned from past disasters within and outside the State of Alabama.

This annex intends to reduce the loss of life, property damage, and impact on the environment while supporting a jurisdictional response to a catastrophic incident. Therefore, this annex defines

the State's response to an earthquake and applies to all State departments and agencies identified within the EOP.

**Plan Implementation**

The Alabama Earthquake Plan shall be implemented by AEMA upon a finding by the Executive Director that the threat to life and/or property damage is beyond the capability of the affected Alabama counties, and that emergency assistance is necessary to save lives, reduce suffering and protect property.

**Background Information**

**Earthquakes**

An earthquake is a phenomenon that results from the sudden release of stored energy in the earth's crust that creates seismic waves.[1] At the earth's surface, earthquakes may manifest themselves by a shaking or displacement of the ground, which may lead to loss of life and destruction of property. Earthquakes may occur naturally or because of human activities. In its most generic sense, the word earthquake is used to describe any seismic event, whether a natural phenomenon or an event caused by humans, that generates seismic waves. The sudden release of stored energy results in ground shaking, surface faulting, and/or ground failures.

**Geology in Alabama**

Earthquakes are not uncommon in the State of Alabama. According to the Geological Survey of Alabama, most Alabama earthquakes originate along faults deep within basement rocks.

Alabama is also susceptible to damage from liquefaction and amplification. Liquefaction is a phenomenon that can occur during an earthquake when seismic waves pass through saturated, unconsolidated material causing sediment particles to move with each other. This can be particularly damaging to buildings and structures built on thick sediments, especially in areas where the sediments are saturated with water. Shaking levels at a site may be increased, or amplified, by the focusing of seismic energy caused by the geometry of the sediment velocity structure, such as basin subsurface topography, or by surface topography.

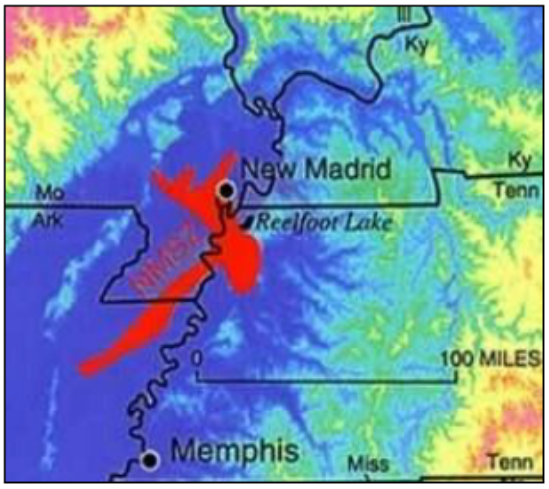
**Historical Overview**

**New Madrid Seismic Zone**

**A.** The NMSZ is a 150-mile-long fault zone spanning four states in the Midwestern United States. Historic earthquakes in the region, such as the 1811–1812 earthquakes, are estimated to have had magnitudes between ~7.0 and ~8.0. Since the central United States geology is susceptible to soil liquefaction, earthquake damage is magnified over a potentially wider area. The NMSZ is the most seismically active area east of the Rocky Mountains.

[1] http://en.wikipedia.org/wiki/Quake_ (natural phenomenon).

**Figure 14: The New Madrid Seismic Zone (Red)**




In the winter of 1811-1812, the NMSZ saw some of the largest North American earthquakes in recorded history, including three earthquakes with magnitudes estimated to have been between 7.0 and ~8.0. These earthquakes occurred over three months. Many of the published accounts describe the cumulative effects of the earthquakes, known as the New Madrid Sequence; thus, finding the individual effects of each earthquake can be difficult.

The first earthquake occurred on December 16, 1811, at 2:15 a.m., and had a magnitude estimated between 7.5 and 8.0 with shaking intensities close to X on the Modified Mercalli Intensity Scale (fig. 2). Landslides and geological changes occurred along the Mississippi River, and large localized waves occurred due to fissures opening and closing below the earth's surface. In 1811, the population near the epicenter was small, and thus few buildings were damaged or destroyed., Larger populations such as Nashville, Tennessee, and Louisville, Kentucky, however, did feel strong shaking, and shaking was felt as far away as New York City, Washington, D.C., and Charleston, South Carolina (fig. 3).

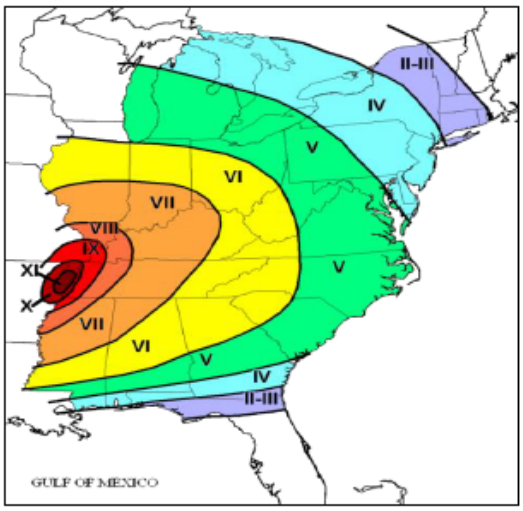
The second earthquake occurred at 9:15 a.m. on January 23, 1812, and had an estimated magnitude above 7.0. Although the intensity was slightly less, the second and third earthquakes were just as violent as the earlier earthquake.

The third earthquake occurred on February 7, 1812, at 3:45 a.m., with an estimated magnitude near 7.5. As the epicenter for this quake was near New Madrid, Missouri, the town was destroyed. At St. Louis, many houses were severely damaged, and their chimneys were toppled. The meizoseismal area[2] was characterized by general ground warping, ejections, fissuring, severe landslides, and caving of stream banks.

According to the USGS, over 200 moderates to large magnitude aftershocks associated with these NMSZ earthquakes were recorded. These aftershocks occurred between December 16, 1811, and March 15, 1812, and included ten large magnitude shocks estimated to be greater than 6.0.

[2] The *meizoseismal area* in an earthquake is the area of maximum damage.

**Figure 15:Isomeismic Map (Modified Mercalli shaking intensities for the 1811 New Madrid Seismic Zone event.[3])**




This period of earthquakes caused permanent changes during the Mississippi River, which flowed backward in a short segment in Tennessee. Large areas sank into the earth, fissures opened, lakes permanently drained, new lakes were formed, and over 150,000 acres of forests were destroyed. Hundreds of aftershocks followed over several years.

In terms of response, it has been reported that the probability of a repeat of the 1811–1812 earthquakes (magnitude 7.5–8.0) is from 7–10% and the probability of a magnitude 6.0 or larger is from 25–40%.[4] However, it is understood that a large magnitude event grows more probable with each passing day. A catastrophic seismic event on the NMSZ could trigger a national response on a larger scale than any recorded earthquake event in modern United States history.
A 2009 Mid-America Earthquake Center Report updated the 2008 report and states that Alabama counties do not meet the planning criteria for damaged infrastructure that is required for an "at-risk" classification and as such only residential damages were noted. Because of this, a classification of "Socially Impacted" counties is used for Alabama to describe earthquake damages.

Within this area, 1,384,703 people are living in the 21 socially impacted counties. These counties are:

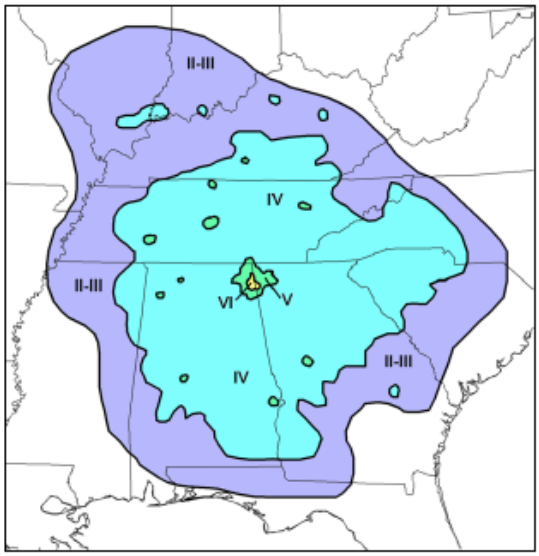
| | | |
|---|---|---|
| Autauga | Elmore | Lowndes |
| Baldwin | Escambia | Macon |
| Bibb | Etowah | Marengo |
| Bullock | Fayette | Mobile |
| Choctaw | Geneva | Pickens |
| Clarke | Hale | Russell |
| Dallas | Lamar | Tuscaloosa |

[3] Geological Survey of Alabama, 2007.
[4] United States Geological Survey Fact Sheet. http://pubs.usgs.gov/fs/fs-131-02/fs-131-02.pdf.

## East Tennessee Seismic Zone

The ETSZ, part of the Southern Appalachian Seismic Zone (SASZ), extends from near Roanoke in southwestern Virginia southwestward toward Birmingham in central Alabama (figs. 1 and 4). Considered a zone of moderate risk, the ETSZ lies within the Appalachian Mountains. The hypocenters of earthquakes in this zone are on deeply buried faults. The greatest earthquake in the zone occurred in 1897 near Pearisburg, Virginia, with an estimated magnitude of 5.8. In Alabama, on April 29, 2003, a 4.9 magnitude earthquake occurred in DeKalb County (fig. 4). The quake was felt in 13 states. The earthquake damaged weaker chimneys and formed cracks in some structures.

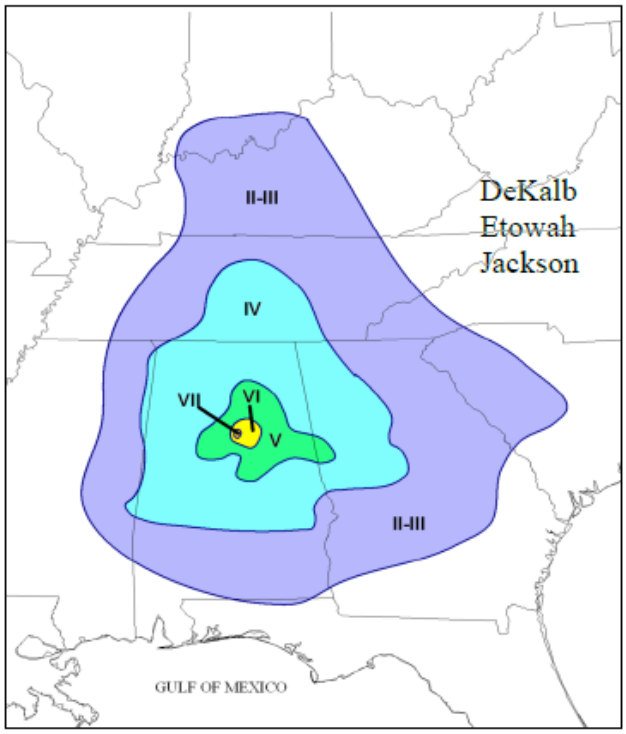
**Figure 16:Isoseismic Map shows shaking intensities from the 4.9 magnitude earthquake in Fort Payne, Alabama, in, 2003.[5]**




The largest known earthquake in Alabama occurred in the ETSZ, near Birmingham, in 1916 (figs. 1 and 5). Although no seismographs existed in the state at the time, the magnitude of the earthquake was calculated from written reports describing the shaking and estimated to be approximately 5.1 in magnitude and with an epicenter near the Irondale.

[5] Geological Survey of Alabama, 2007.

**Figure 17:Isoseismic Map shows shaking intensities associated with the 5.1 magnitude Irondale earthquake in 1916.[6]**




Within Alabama according to the U.S. Census 2014 estimate, 2,117,729 people live in the 14 critical counties of an ETSZ event. Those counties are:

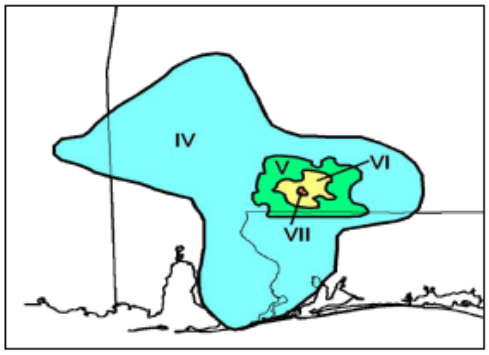
| | |
|---|---|
| Jefferson | Morgan |
| Limestone | Shelby |
| Madison | St. Clair |
| Marshall | Talladega |

**Bahamas Fracture Seismic Zone**

The BFSZ extends from the panhandle of Florida through Alabama and into Mississippi. It is responsible for the 4.9 magnitude earthquake that occurred on October 24, 1997, in Escambia County, Alabama (figs. 1 and 6). In recent years, there has been an increase in earthquakes from the BFSZ. Historically, the southwestern part of Alabama has had minimal seismic activity, but this quake indicates activity on the BFSZ, an ancient basement fault zone that underlies the area. It is not expected that an event on this fault line would create a catastrophic event.

The ~4.9 magnitude earthquake was the largest quake at that time recorded by seismographs in Alabama and the largest in the Southeast in the last 30 years.

**Figure 18: Isoseismic Map showing shaking intensities associated with the 4.9 magnitude Escambia County earthquake[7]**




Within Alabama according to the U.S. Census estimate, 780,600 people live in the nine counties of the BFSZ. These counties are:

| | | |
|---|---|---|
| Baldwin | Conecuh | Mobile |
| Choctaw | Covington | Monroe |
| Clarke | Escambia | Washington |

[6] Geological Survey of Alabama, 2007.
[7] Geological Survey of Alabama, 2007.

## Assumptions

**Plan Development Assumptions:** The following general assumptions pertain to the overall development of this annex. They are global and are further supported by functional-specific assumptions for each ESF.

- This annex is based on a catastrophic earthquake.
- The Director of AEMA will direct implementation of the Catastrophic Annex and will provide plan information to the various State departments and agencies.
- AEMA is the State agency responsible for coordinating with Local, State, and Federal agencies in the mitigation of, preparedness for, response to, and recovery from a catastrophic earthquake event that may occur.
- There will be earthquakes and/or aftershocks potentially as large as or larger than the initial earthquake and they may occur for many months. Multiple incidents may occur simultaneously or sequentially in contiguous and/or noncontiguous areas.
- Response operations must be automatic and begin without the benefit of a detailed assessment of the situation, as full reconnaissance and situational assessments may not be immediately completed or available.
- If air assets are available, reconnaissance via fixed-wing and rotary aircraft must be considered early on. These early reconnaissance missions will be vital in developing full situational awareness. Satellites, drones, and unmanned aerial devices may also be used.
- As this event is anticipated to be catastrophic, it brings unique management issues and response operations that will require plans to be flexible, be easily adaptable to the situation, and effectively address emerging and unanticipated needs and requirements.
- Alabama recognizes that a catastrophic earthquake in the southeast United States will have the potential to affect other adjoining states and that an immediate Presidential Disaster Declaration will be required along with the establishment of a Joint Field Office (JFO).
- Other ongoing disasters/emergencies, combined with maintaining a reserve capability for potential subsequent events (e.g., aftershocks, weather-related events, terrorist events, or other types of man-made disasters), must be factored into State planning capabilities.

## Planning/Operational Assumptions by ESF

### ESF 1: Transportation

- Damage to transportation systems may severely hamper recovery efforts following an earthquake. The loss or impairment of major rail, highway, and bridge links serving the city may significantly increase the difficulty of rescue and relief efforts and may also have a long-term disrupting effect upon regional and national commerce.
- Riverport 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 time, even if emergency power is available. Runways may be available at least for limited use, even in severely affected areas.
- Ingress and egress routes may not be usable.
- Debris removal may be a major problem.
- In the event rubble and debris resulting from an earthquake prevent access to the affected area for a prolonged time, helicopters and alternate forms of transportation may be necessary to bring search and rescue teams to the area.
- Transportation routes, such as highways and bridges, maybe destroyed or damaged. This may include road buckling or shifting out of alignment and areas reduced to rubble. Bridges that appear to be structurally sound may need structural reinforcement before the resumption of use. Additional modes of transportation—including rail, navigable waterways and ports, and airport runways—may sustain damage that will render them unusable.

**ESF 2: Communications**

- Commercial telephone service is vulnerable, particularly due to the possible rupture of underground cables that cross faults. Should the public switched telephone network (PSTN) fail, satellite phones and the Amateur Radio Emergency System (ARES) and/or Radio Amateur Civil Emergency Service (RACES) be implemented to support relief efforts. Southern LINC, cellular telephone, two-way radio towers, and associated circuits may be inoperable. The State Emergency Operations Center (SEOC) has installed amateur radio equipment and approximately half of the county Emergency Management Agency (EMA) offices in the listed critical counties.
- AEMA Regional Communications vehicles may be deployed. Regional communication vehicles are in the following critical counties: Lauderdale, Calhoun, and Mobile. There are other vehicles located throughout the state that can be brought in as needed.
- In the case where communications infrastructure is not damaged, there will be an overload of the communication systems after an earthquake.
- AEMA will have the following equipment pre-staged in Northern Alabama:
    - One 100’ tower trailer with repeaters
    - One radio cache with 50 VHF, 50 UHF, 25 800 MHz, and 6 multiband portable radios
    - Other state-owned tower trailers and radio caches located throughout the state may be deployed as needed
    - AEMA has satellite telephone units assigned to all area coordinators and additional units are located at the SEOC.

**ESF 3: Public Works and Engineering**

- In the non-governmental 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.
- Several 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.

- 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.
- 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 and Community Affairs, Office of Water Resources listed 171 dams as "high hazard," 427 as "significant hazard," and 1,506 as "low hazard." Counties should contact the U.S. Army Corps of Engineers and the Alabama Department of Economic and Community Affairs, Office of Water Resources to determine the status of dams.
- 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.

**ESF 4: Firefighting**

- 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.
- The total number of ignitions/responses in a jurisdiction may increase immediately after an earthquake due to ruptured utility lines and injuries sustained during the event.
- Prioritization of calls and responses will be required. Matching resource type to incidents where they can provide the most benefit may be used, with lower priority calls not being immediately addressed. Additionally, the type of incident and security considerations will also influence decision-making when triaging a particular emergency response.
- Personnel will be deployed for longer durations, increasing the fatigue factor.
- Response time will be increased due to debris and road damage. Downed power lines may make roads difficult to navigate.

**ESF 5: Emergency Management**

- It may be several hours before personnel and equipment can be mobilized, and initial teams deployed to affected areas. Therefore, Regional and Local resources will be relied upon heavily in the period immediately following the earthquake.
- During a major earthquake, there is an increased need for the coordination of all activities relevant to the emergency response and recovery efforts. This increased coordination will take place at the SEOC and Division EOCs.
- GSA will provide staffing for the positions of Hazard Analyst on the ICS-203.

**ESF 6: Mass Care, Emergency Assistance, Housing, and Human Services**

- Food supply lines could break down.
- Emotional, spiritual, and mental health needs will be great.

- Shelter workers in affected areas may not be able to report for assignments. This will require an immediate request for outside assistance.

**ESF 7: Logistics Management and Resource Support**

- Affected counties will need to pre-identify base locations for replenishing depleted resources to further manage the incident. The methods for replenishment (air or ground) will need to be communicated to the SEOC.
- Assistance from private contractors and voluntary agencies will be forthcoming to help during the incident. Pre-contracted services may be necessary and are encouraged through public- and private-sector organizations and partnerships.
- Supply chain coordination and planning must occur at all levels (Local, State, and Federal) within the logistics management process.
- Interstate and intrastate mutual aid agreements will be used.
- The Emergency Management Assistance Compact (EMAC) will be implemented based on State and Federal declarations.

**ESF 8: Public Health and Medical Services**

- A major earthquake would create extraordinary requirements for emergency medical services.
- 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 workplaces or injured.
- Depending on the nature of the incident, supplies of preventive and therapeutic pharmaceuticals and treatments will be insufficient or unavailable to meet the demand, both real and perceived. Additionally, there will be insufficient numbers of qualified medical personnel to administer available treatment to both the affected and adjacent populations. Timely provision of treatment may be able to forestall additional people becoming ill and reduce the impact of disease among those already exposed.
- The number of fatalities may overwhelm the Local Mortuary Services and the County Coroner. Federal assistance, provided by a Disaster Mortuary Operational Response Team, may be needed.
- 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.

**ESF 9: Search and Rescue**

- 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 are available.
- In situations that entail structural collapse, people may require rescue and medical care, which will need to be coordinated with ESF 8: Public Health and Medical Services.
- During a catastrophic earthquake, rescue personnel may encounter extensive damage to the Local infrastructure, such as buildings, roadways, public works, communications, and utilities. Such damage can create environmental safety and health

hazards, such as downed power lines, unsafe drinking water, and un-refrigerated food. This could slow the rescue response.
- Following an earthquake, the aftershocks, secondary events, and/or other hazards (e.g., fires, landslides, flooding, and HazMat releases) may compound problems and threaten both disaster victims and rescue personnel.
- Weather conditions such as temperature extremes, snow, rain, and high winds may pose additional hazards for disaster victims and rescue personnel.
- In some circumstances, rescue personnel may be at risk from terrorism, civil disorder, or crime.
- Residents, workers, and/or converging volunteers may initiate Search and Rescue efforts but will usually lack specialized equipment and training. Spontaneous volunteers will require coordination and direction within the Local incident command structure.
- Community Emergency Response Team (CERT) volunteers may be used to assist with Search and Rescue.
- Access to damaged areas will be limited. Some sites may be initially accessible only by air or water.
- Following a catastrophic earthquake, both disaster victims and rescue personnel may be threatened by aftershocks, secondary events, and/or other environmental disturbances.

**ESF 10: Oil and Hazardous Materials Response**
- Hazardous material releases ranging from minor environmental impact to major environmental impact may occur.
- HazMat decontamination priorities and cleanup will be established using the following priorities, in order of importance: life safety, incident stabilization, and property conservation.
- Damaged underground storage tanks and natural gas wells may further impede first responder response efforts.

**ESF 11: Agriculture and Natural Resources**
- Pets may be displaced with their owners, potentially requiring evacuation, or sheltering. A significant number of pets will likely be housed with their caretakers.
- 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.
- 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.

**ESF 12: Energy**
- 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.

- Petroleum shortages should be anticipated.

**ESF 13: ALEA - Public Safety and Security**

- First responder staffing may be reduced due to the nature of the earthquake and how it has adversely affected them on a personal level.
- Accountability for personnel must be considered for response and recovery operations including a check-in process/system for off-duty staff.
- Communication systems may be affected and Amateur Radio Emergency System (ARES) and/or Radio Amateur Civil Emergency Service (RACES) may need to be used.
- Disasters naturally bring out the curiosity of people in areas both affected and non-affected. The uncontrolled inward flow of unauthorized personnel is detrimental to the efficient handling of traffic flow in affected areas.
- In some situations, especially during civil disturbances, firefighters and EMS personnel are expected or required to work in areas that are subject to hostile action (e.g., sniper fire, throwing of bricks, and other objects). Security must be provided for this personnel.
- Following a disaster, criminals often move into an area to take advantage of the situation for their benefit.

**ESF 14: Long-Term Community Recovery (***See the ESF #14 Annex to the AL EOP.)*

- ESF #14 provides a framework for State Government support to other state governments as well as local and tribal governments, non-governmental organizations (NGOs), small non-profit organizations, and the private sector to recover from the long-term consequences of disasters and emergencies. 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, mitigate, or eliminate risk from future incidents, where feasible.
- Business and industry may not be prepared for an 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.
- Interagency recovery expertise will be needed to provide strategic guidance across all facets of recovery operations. This would include areas of recovery in individual assistance, public and privately owned public infrastructure, and business redevelopment and organization.

**ESF 15: External Affairs**

- The public (e.g., citizens, students, business owners, faith-based and civic groups, and home health/hospice groups) will need to be educated on how to help each other and their communities.

- A catastrophic earthquake may terrify the population, both in the incident area and nationally. Therefore, any catastrophic event, regardless of cause, will result in intense and immediate media attention.
- The public may accept hearsay, rumors, and half-truths as fact during periods in which no credible source of emergency public information is available.
- Emergency public information is essential to guiding the actions of disaster victims to ensure that they can effectively understand what is going on and develop appropriate responses to the threats and circumstances imposed upon them by the disaster.
- A joint information system (JIS) will be established with the Governor's Communication Director, other state agency Public Information Officers (PIOs) (who will have a role in releasing information), and State PIOs in the Central United States Earthquake Consortium states. After the JIS is established, the Joint Information Center (JIC) will be established in a safe place, using all the PIOs in the system.

**Concept of Operations**

- Emergency responsibilities assigned to State agencies for earthquake response parallel those for other disaster operations.

- 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 individuals. If Local resources prove to be inadequate or are exhausted, assistance will be requested from other jurisdictions through mutual aid procedures.
- These procedures need to be in place before the incident to ensure legal and financial conditions are delineated. Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.

- When requirements are beyond the capability of the Local government, requests for assistance will be forwarded to AEMA by this plan.

- When resource requirements cannot be met with State resources, AEMA will request Federal assistance per applicable Federal laws, policies, procedures, and plans.

- Emergency operations will begin with the occurrence of a damaging earthquake and continue until emergency operations are no longer required.

**Phases of the Operation**

Earthquake response and recovery operations will be conducted in three major phases. Some phases are continuous, and all have a predictable amount of overlap. The response operation may generally flow in this order:

- Catastrophic Situation Awareness
- Catastrophic Activation and Response
- Recovery (Short & Long-Term)

**Phase 1: Catastrophic Situation Awareness**

Situational awareness refers to the continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate response requirements and to react effectively to those requirements. It involves an interactive process of sharing and evaluating information from multiple sources to include the fusion of domestic and international intelligence and operational reports into a coherent picture. It includes communications and reporting activities and tasks to forecast or predict incidents and to detect and monitor threats and hazards.

Situational awareness can also cover public education. Awareness activities are the basis for advice, alert and warning, intelligence and information sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as within the private sector and the public.

Given that an earthquake is a no-notice event, it is critical to quickly obtain situational awareness of the event so that the appropriate resources can be deployed quickly and efficiently into the affected areas.

**Catastrophic Earthquake Initial Assessment (0–24 hours)**

While the ability to quickly perform reconnaissance and to gather, verify, consolidate, and distribute confirmed situation information is vital to the response, it is equally important that initial response strategies are developed with an accurate picture of the potential scope of the disaster. Resource requests must quickly be made from the Local Level to the State, and then on to the Federal level without delay. Quickly identifying the potential scope of damage following a major earthquake is critical to mounting an effective response; however, this may be extremely difficult initially due to limited communications capability, information overload, limited staff, and fragmented or conflicting damage reports.

Immediately following the earthquake, it may be possible to establish an initial assessment of the impact using available analytical tools. This assessment can be used to direct initial response activities toward those areas that are most likely to be seriously affected, given the location and magnitude of the earthquake, and shaking potential. Key information about the earthquake should be provided by the Geological Survey of Alabama (GSA) and include the following:

- Source fault (e.g., New Madrid (fig. 2))
- Location of the epicenter
- Magnitude
- Shaking intensities (figs. 3, 4, 5, and 6)
- Duration of shaking

If Internet access is available through existing networks or satellite backup systems, information about the earthquake can be found at the following Web sites:

- http://earthquake.usgs.gov/
- https://sslearthquake.USGS.gov
- http://www.eas.slu.edu/Earthquake_Center/NM/

If the magnitude, source fault, or epicenter location varies significantly from the potential earthquake scenarios, initial damage assessment assumptions may be based on the perceived shaking and damage potentials identified on the Isoseismic map showing Modified Mercalli shaking intensities for the State of Alabama in the Historical Overview section on page 5 of this Annex.

The Geological Survey of Alabama (GSA) will be contacted during this phase as subject matter experts to assist in hazard analysis and any interpretation of scientific data related to the seismic event. GSA will provide staffing at the SEOC for ESF-5 Planning Section as the Hazard Analyst.

**SEOC Operations Information List for Initial Situation Assessment**
The SEOC Operations Information List (see **Error! Reference source not found.**) is a tool d esigned to serve as a reference document for the SEOC and it can easily be adapted for Local use. It provides a starting point for assisting with information collection and can be used when an earthquake is felt or reported.

**Phase 2: Catastrophic Activation and Response**
Direction and Control of disasters that impact the citizens of Alabama will be exercised by the Governor through the Director of AEMA. The activation and deployment of State assets for a catastrophic earthquake will be formally initiated by the Operations Section at the SEOC.

The SEOC is responsible for forwarding all requests that the State is unable to fulfill to the State Coordinating Officer (SCO), who will eventually be located at the JFO. Until the JFO is established, the SEOC will forward these requests directly to FEMA Region 4.

The SCO passes the State's needs to the Federal Coordinating Officer (FCO), who is also located at the JFO. The FCO is responsible for integrating and coordinating the resources of the entire Federal Government and serving as the Federal single point of contact to the SCO and SEOC.

As outlined in the NRF, the Governor will still maintain overall responsibility for requesting Federal assistance for a catastrophic earthquake event within the state. Even though the Federal response may be automatic using a "pushed" Logistics System, the State will formally document all requests for Federal assistance.

**Phase 3: Recovery**
There are usually no clear distinctions between when the Response Phase ends, and the Recovery Phase begins. There is typically a time 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 ten years for a catastrophic disaster. 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, the establishment of Disaster Recovery Centers (DRC), the establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or an improved state.

**Support to the Neighboring States**

Support to Mississippi and/or Tennessee will depend on the severity of damages incurred by the State of Alabama from a catastrophic earthquake event. Alabama will strive to support the needs of its neighboring states to the best of their availability and resources.

Reported potential resource (equipment, personnel, supply) shortfalls from neighboring states requiring support include, but are not limited to the following:

- Operational control at local EOCs
- Building Code inspectors
- SAR Teams
- Law Enforcement officers and vehicles
- DOT bridge and roadway Survey Teams
- Shelter facilities and staff

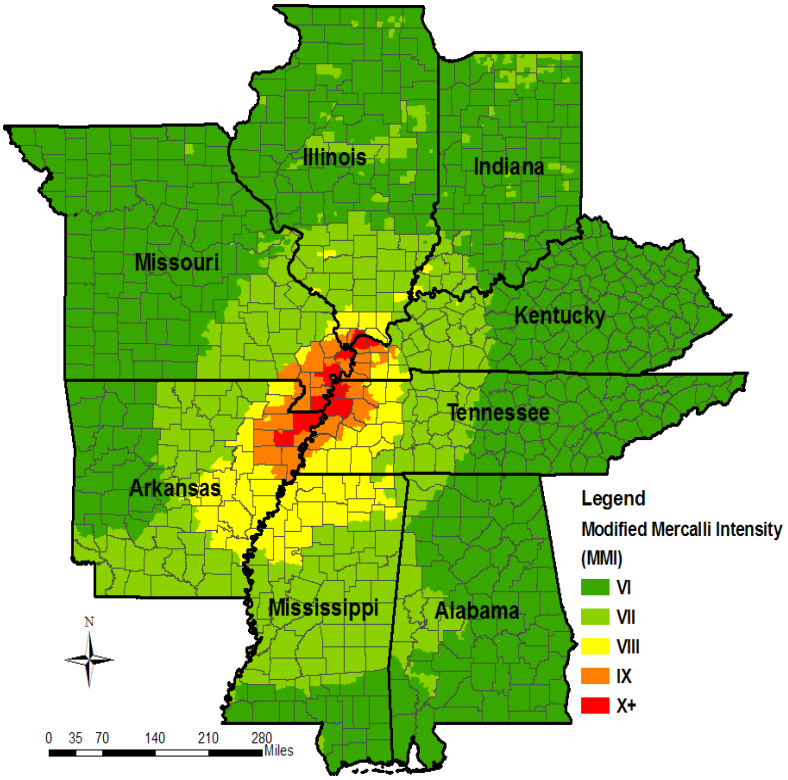
**Review and Maintenance**

Maintenance and update of this appendix will be consistent with the overall Alabama Emergency Operations Plan (EOP) maintenance and update policies. As a minimum, the state agency contact will coordinate and conduct an annual review of this tab with all support agencies. Additional reviews may be conducted if the experience with an incident or regulatory changes indicates a need.

Recommendations for change will be submitted to AEMA for approval, publication, and distribution. Exercise of the provisions of this tab should occur periodically. The inclusion of FEMA and other federal partners is strongly encouraged in the functional exercises. Each state agency will develop internal procedures for administrative support.

INTENTIONALLY LEFT BLANK

## Appendix A: New Madrid Seismic Zone Area Map




INTENTIONALLY LEFT BLANK

## Appendix B: 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 several 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 ensure the 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 that follows a larger earthquake or the mainshock and is in the same general region. A large shock normally has many aftershocks, generally decreasing in frequency and size with time.

- **Amplification:** Shaking levels at a site may be increased, or amplified, by focusing on seismic energy caused by the geometry of the sediment velocity structure, such as basin subsurface topography, or by surface topography.8

- **Basement Fault:** Harder and usually older igneous and metamorphic rocks that underlie the main sedimentary rock sequences (softer and usually younger) of a region and extend downward to the base of the crust.9

- **Fault:** The area of contact between two blocks of rock that have moved relative to each other is called a fault. The direction of relative motion of the blocks may be horizontal, vertical, or a combination of these motions. The force that causes the stress within the rock that makes it break along a fault is a result of the movement of or within giant sections (or plates) of the earth's outer layer.10

- **Liquefaction:** Liquefaction is a phenomenon in which the strength and stiffness of soil are reduced by earthquake shaking or another rapid loading. Liquefaction occurs in saturated soils, that is, soils in which the space between individual particles is filled with water.11

- **Magnitude:** A quantity characteristic of the total energy released by an earthquake, as contrasted to an 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 (MS), which utilize body waves

[8] United States Geological Survey
[9] United States Geological Survey
[10] Geological Survey of Alabama
[11] University of Washington

and surface waves, and ML. The scale is theoretically open-ended. 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 me at the low end and XII at the high end. The Intensity Scale differs from the Richter Magnitude Scale in that the effects of anyone 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.12

- **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.13

- **Seismic Waves:** Seismic waves are waves that travel through the Earth, most often as the result of a tectonic earthquake, sometimes from an explosion.

- **Seismic Zone:** A generally large area within which seismic design requirements for structures are uniform.

INTENTIONALLY LEFT BLANK

[12] John N. Louie, Ph.D. University of Nevada at Reno.
[13] The Regents of the University of California.

## Appendix C: General Earthquake Information

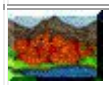
| Intensity | Shaking | Description/Damage | Richter Scale (Approximate) |
|---|---|---|---|
| I | Not felt | Not felt except by a very few under especially favorable conditions. | 1-2 |
| II | Weak | Felt only by a few persons at rest, especially on upper floors of buildings. | 3 |
| III | Weak | Felt quite noticeably by persons indoors, especially on upper floors of buildings. Many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibrations are similar to the passing of a truck. Duration estimated. | 3.5 |
| IV | Light | Felt indoors by many, outdoors by few during the day. At night, some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rocked noticeably. | 4 |
| V | Moderate | Felt by nearly everyone; many awakened. Some dishes, windows were broken. Unstable objects overturned. Pendulum clocks may stop. | 4.5 |
| VI | Strong | Felt by all, many frightened. Some heavy furniture moved; a few instances of fallen plaster. Damage slight. | 5 |
| VII | Very strong | Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable damage in poorly built or badly designed structures; some chimneys were broken. | 5.5 |
| VIII | Severe | Damage slight in specially designed structures; considerable damage in ordinary substantial buildings with partial collapse. Damage great in poorly built structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned. | 6 |
| IX | Violent | Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb. Damage is great in substantial buildings, with partial collapse. Buildings shifted off foundations. | 6.5 |

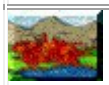
| | | | |
|---|---|---|---|
| X | Extreme | Some well-built wooden structures were destroyed; most masonry and frame structures were destroyed with foundations. Rails bent. | 7 |
| XI | Very Disastrous | Few buildings survive; bridges damaged or destroyed; all services interrupted; electrical, water, sewage, railroads; severe landslides. | 7.5 |
| XII | Catastrophic | Destruction; objects thrown airborne; river courses and topography altered. | 8+ |

**Modified Mercalli Intensity Scale**[14]

| 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 is like the passing of light trucks. Duration estimated. May not be recognized as an earthquake. |
|  | **IV.** | . | . | Hanging objects swing. Vibration like the passing of heavy trucks, or the 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, |

[14] Association of Bay Area Governments and Campagna Mulitmediale di Informazione of the Osservatorio Geofisico Sperimentale

| | | | | |
|---|---|---|---|---|
| | | | | and/or open. Shutters and/or pictures move. Pendulum clocks stop, start, and/or change the 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 are 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 were broken at the roofline. 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 threw out. Decayed piling broke off. Branches are 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 broke. Conspicuous cracks in the ground. In alluvial areas, sand and mud ejected, earthquake fountains, and/or sand craters. |
|  | **X.** | **Very Violent** | **Extreme Damage** | Most masonry and frame structures were destroyed with their foundations. Some well-built wooden structures and bridges were destroyed. Serious damage to dams, dikes, and/or embankments. Large landslides. Water is 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 are completely out of service. |
|  | **XII.** | . | . | Damage nearly total. Large rock masses displaced. Lines of sight and level distorted. Objects are thrown into the air. |

***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.

**Richter Magnitude Scale**[15]

| Magnitude | Earthquake Effects at or near the Epicenter | Estimated Number Each Year |
|---|---|---|
| 2.5 or less | Usually not felt but can be recorded by a 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 destroy communities near the epicenter. | One every 5 to 10 years |

**Geological Survey Support Potential to ESFs for Earthquake Response and Planning**

| Topic (and ESFs affected) | Description of Potential Damage | GSA Action and Products |
|---|---|---|
| Shaking intensity (All ESFs) | Damage is more likely in areas of stronger shaking intensity.<br><br>Dependent on: Distance from the epicenter; Bedrock and surface Geology | Products GSA can interpret:<br>• ShakeMap (computer estimated intensity)<br>• Did-You-Feel-It (citizen report intensity)<br>• PAGER (computer estimated economic and social impact)<br>• GIS data for the above |
| Aftershocks (All ESFs) | Aftershocks (large, moderate, and small magnitude) follow large magnitude earthquakes.<br><br>Can impact previously compromised: Response efforts; Resources; Infrastructure; Surface | Continual monitoring and data collection of seismic activity following an earthquake.<br><br>Information is shared in tables, maps, and map data (for interactive map capabilities).<br><br>Interpretation of seismic activity and patterns of aftershocks. |
| Landslides (ESFs 1, 3, 5, 7, 9) | During strong shaking portions of hillsides may separate and slide downslope. | Field geologists will report location and descriptions and photos of landslides. |

[15] UPEeis

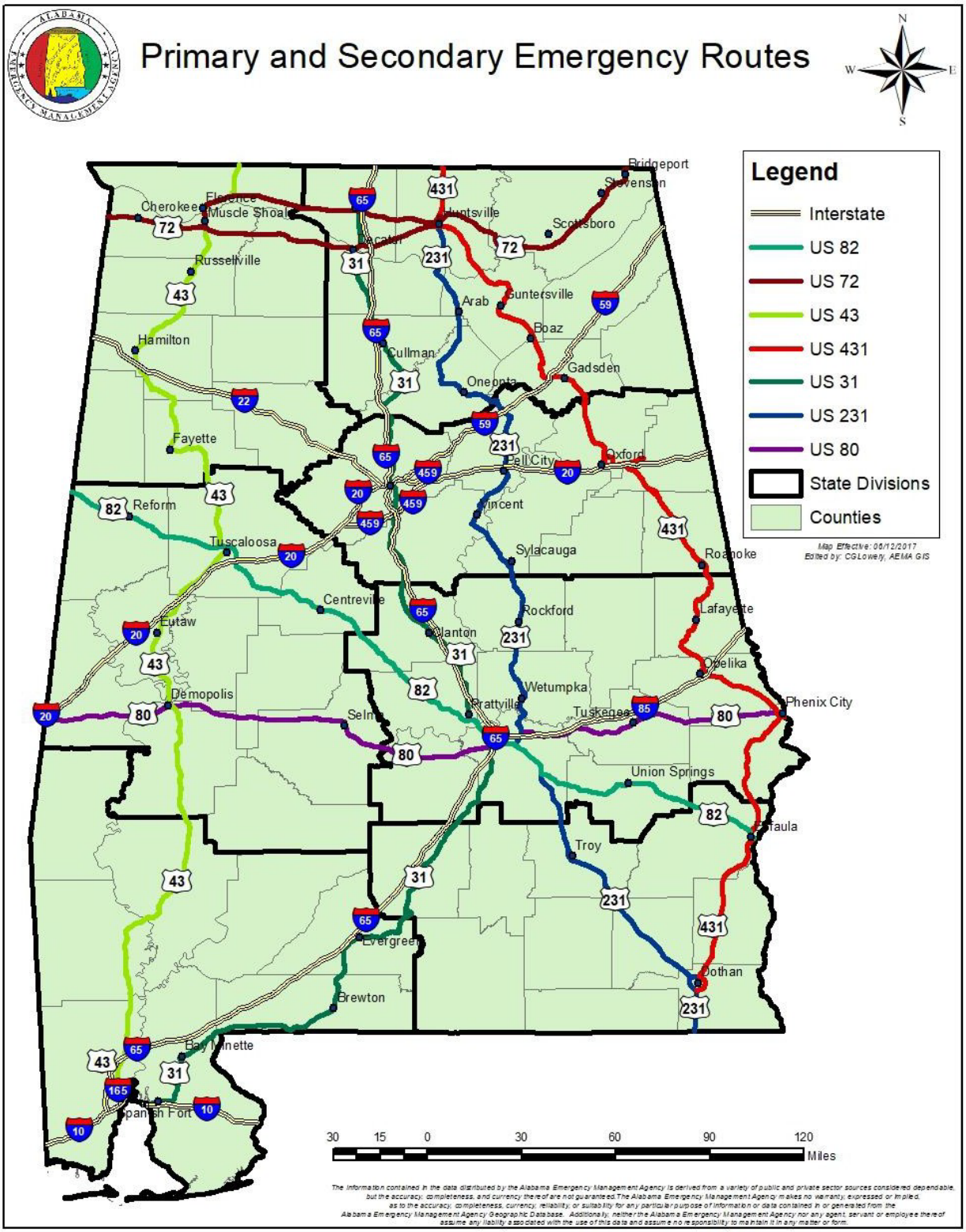
| | | |
|---|---|---|
| | Can impact: Structures; Roads and bridges; Travel/Transportation | Landslide susceptibility maps can be used to identify areas with a higher likelihood of triggered landslides. |
| Liquefaction (ESFs 1, 3, 5, 11, 14) | During strong shaking sediment can be displaced, losing vertical cohesion and ability to support structures.<br><br>Areas most prone to liquefaction: unconsolidated water-saturated sediments such as built-up soils, floodplains, marshes, drained marsh/swamp, and agricultural areas.<br><br>Can impact: Structures; Roads and bridges; Pipelines; Agriculture | Field geologists will report location and descriptions and photos of liquefaction.<br><br>Liquefaction/soil amplification susceptibility maps:<br>• Can be used to help identify areas with a higher likelihood of liquefaction.<br>• Can be referred to after large earthquakes as a planning tool before aftershocks. |
| Lateral Spreading (ESFs 1, 3, 5, 11, 14) | Strong shaking sediment can be displaced, losing horizontal cohesion and the ability to support structures.<br><br>Areas most prone to lateral spreading: Levees/earthen dams/berms and structures on or near these.<br><br>Can impact: Roads and bridges; Structures; Agriculture | Field geologists will report location and descriptions and photos of lateral spreading.<br><br>Remote sensing/GIS analyses |
| Karst/ Sinkholes (ESFs 5, 8, 10, 11, 14) | Strong shaking can dislodge soil and underground rock in areas with limestone.<br><br>Areas most prone to earthquake-triggered sinkholes are areas already having sinkholes, caves, and caverns.<br><br>Can impact: Roads and bridges; Structures; Water supplies; Pipelines | Field geologists will report location and descriptions and photos of sinkholes.<br><br>Karst maps are available from GSA that identify the location of karst geology and larger sinkholes.<br>• May help plan purposes for ground failure<br>• May be helpful from an environmental contamination and groundwater resource perspective. |
| Groundwater Supply/Water Wells (ESFs 3, 11) | Shaking can increase siltation in water supplies, including aquifers, reservoirs, and other water bodies. Groundwater levels can rise or | Hydrologists can help assess groundwater effects, data, and alternative water well supplies. |

| | | |
|---|---|---|
| | fall, and increased siltation can clog and shut down pumps.<br><br>Can impact: Water supply; Water quality; Agriculture | |
| Environmental/ Toxic Pollutants (ESFs 5, 8, 10, 11, 14) | Strong shaking can impact structures their contents, including the storage integrity of retaining ponds, treatment facilities, and industrial processes. Some toxic contents may pose an envi.<br><br>Can impact: Water supply; Water quality; Human health/safety; Environmental health/safety; Agriculture | GSA karst maps can be consulted for identifying connections between surface water (and contaminants) and groundwater.<br><br>GSA groundwater flows paths/directions can be analyzed for plume analysis. |
| Oil/Gas Pipeline and Well Damage (ESFs 4, 5, 8, 10, 11, 14) | During episodes of strong shaking, pipelines and wells can be damaged.<br><br>Potential release/spill of toxic contaminants, petroleum- or gas-related products is possible.<br><br>Can impact: Pipelines; Fire; Water supply; Water quality; Human health/safety; Environmental health/safety; Agriculture | Information and maps of locations of pipelines and operations for reference.<br><br>Interpretation of possible risk from petroleum products. |
| Changes in landcover/land use (ESFs 4, 5, 6, 7, 9, 13, 14) | Strong shaking can damage or destroy surface structures. | Geologists and GIS specialists can help locate and acquire imagery and Lidar.<br><br>Geologists can help analyze and model change detection in populated areas, structures, and ground surfaces (such as landslides). |
| Long Term Impacts (ESFs 5, 15, and more) | Large earthquakes can significantly impact communities, infrastructure, the land, and much more.<br><br>As with any major disaster, long-term relief can include many aspects. | GSA may be able to provide support in continued research following a major earthquake to study impacts to the land and communities. This information can be shared with EMAs for support in planning and recovery efforts. Information, maps, and analyses that show the location of damage or changes<br>to the ground (landslides, liquefaction, etc.) and natural resources (groundwater, |

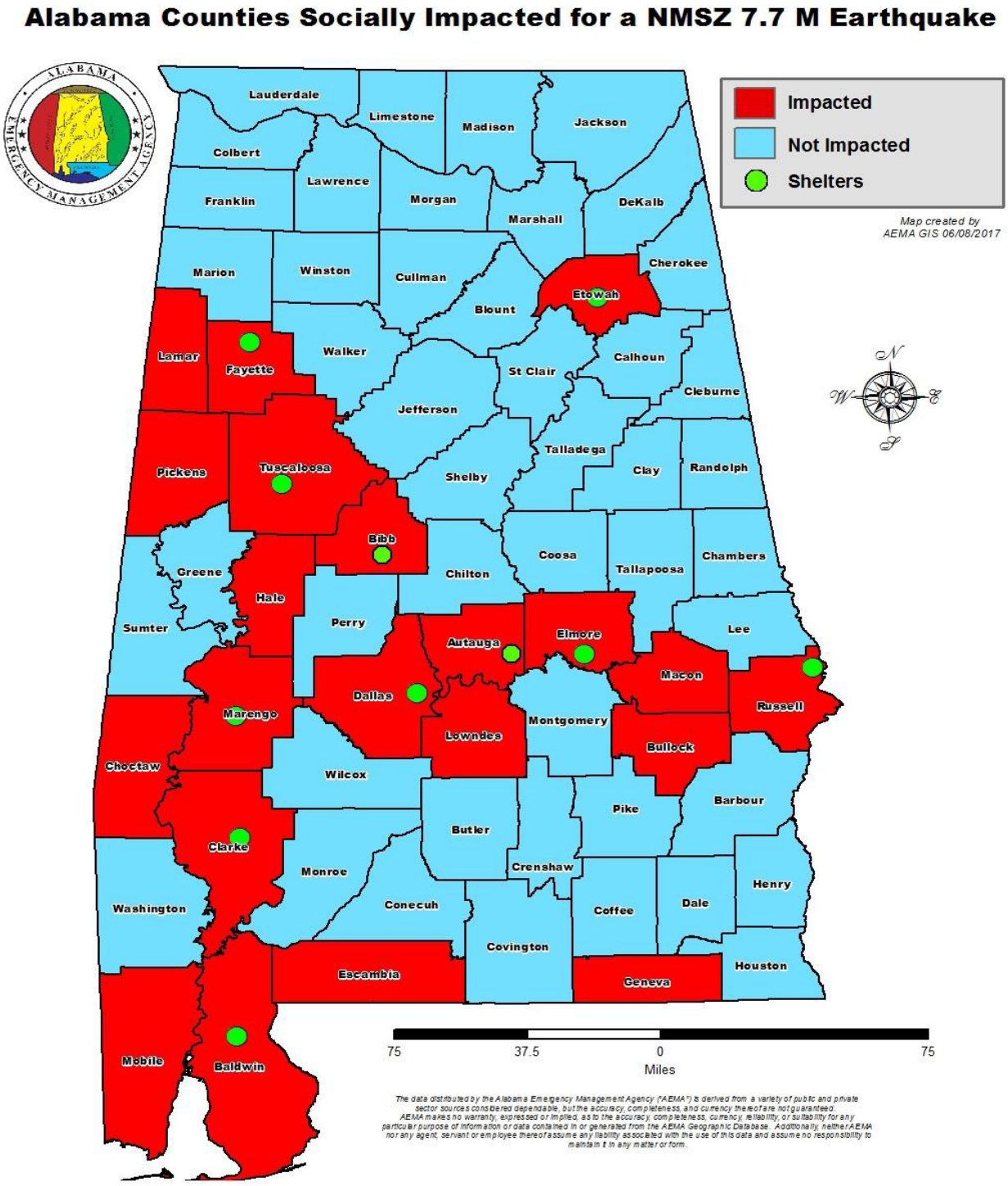
| | | |
|---|---|---|
| | | surface water, and others) can be made available as research and mapping efforts are conducted. |
| Debris (ESFs 5, 10, 14) | Large quantities of debris can be generated during large earthquakes.<br><br>Can impact: Infrastructure; Recovery; Health/safety; Environment | Groundwater hydrologists and mapping staff can contribute to landfill site identification by providing feedback on permeability and groundwater maps. |

INTENTIONALLY LEFT BLANK

## Appendix D: Alabama Primary/Secondary Emergency Routes



## Appendix E: Alabama NMSZ Socially Impacted Counties



## Appendix F: Alabama NMSZ Planning Factors

*(Data is from 2017 FEMA HAZUS Run, WITH Adjusted State Figures)*

ALABAMA COUNTIES SOCIALLY IMPACTED (21 counties):
***Autauga, Baldwin, Bibb***, Bullock, Choctaw***, Clarke, Dallas, Elmore***, Escambia, ***Etowah***, ***Fayette***, Geneva, Hale, Lamar, Lowndes, Macon, ***Marengo***, Mobile, Pickens, ***Russell***, ***Tuscaloosa***
*The state of Alabama has no "at riskronmentat-risk" counties. All Alabama counties failed to meet the criteria for damaged infrastructure required to be rated at risk, although social impacts were prominent in several counties. (Socially Impacted counties include counties with residential building impacts only, no infrastructure impacts. The term also includes commodities and search and rescue requirements plus mass care needs for displaced, shelter, and special needs populations. Alabama is the only state with this designation.)*

**GENERAL INFORMATION:**

- 21 Socially Impacted counties in Alabama total 17,485 square miles (Total Alabama land area is 51,613 square miles)
- 4,779,736 Alabama state population (2010 Census)
  - 1,384,703 people in the 21 Socially Impacted Counties
  - 543,020 households in 21 Socially Impacted Counties (based on 2.55/household)

**POPULATION IMPACTS:**

- 10 deaths
- 615 injuries
  - 542 requiring medical aid
  - 67 requiring hospital care
  - 6 received life-threatening injuries requiring urgent critical care

**ESSENTIAL FACILITY IMPACTS:**

- 1,979 schools – none damaged
- 805 fire stations – none damaged
- 470 police stations – none damaged
- 21 EOCs
- 43 hospitals (within 21 impacted counties) – none damaged
  - 6,709 total hospital beds
  - 6,169 available hospital beds

**UTILITY IMPACTS: NONE SECURITY**

**IMPACTS:**

- Jails and prisons in the 21-county area are not affected

**BUILDING IMPACTS:**

Approximately 2.0 million buildings in the state of Alabama, 1.9 million are residences. (1,492,881wood frame structures with 17,544 damaged and 115,831 unreinforced masonry buildings with 7,247 damaged)

- 12,331 buildings damaged
- 65 buildings complete damage (uninhabitable)
  - 22 single family residences
  - 19 multi-family residences
  - 16 commercial
  - 8 other
- 65 collapsed buildings (separated into the ensuing categories)
  - 0 Type I
  - 3 Type II
  - 21 Type III
  - 41 Type IV
- 11 Search & Rescue Teams comprised of 268 personnel
  - 3 Type II team with 32 members
  - 1 Type III team with 66 members
  - 1 Type IV team with 30 members

**TRANSPORTATION IMPACTS:**

- 0 airports damaged
- 0 bridges damaged
- 0 ports damaged
- 0 railroad bridges damaged
- 0 impacted highway miles of state primary/secondary routes

**OTHER CRITICAL IMPACTS:**

- 0 dams damaged
- 0 levees damaged
- 0 HazMat facility damage

**DEBRIS IMPACTS:**

- 270,000 tons of debris
- 10,960 truckloads (@ 25 tons per truck) to remove debris

**DIRECT ECONOMIC LOSSES:**

- $731.28 million in total direct economic losses
  - $718.66 million in building losses
  - $0 in transportation losses
  - $0 in utility losses

**SHELTER REQUIREMENTS:**

- 387 households displaced due to earthquake (2.55/hh=986ppl)
- 265 people will seek temporary shelter

- 34 people with diabetes and 8 with mental disorders will need shelter
- 152 dogs & 16 cats need sheltering

**COMMODITY REQUIREMENTS:**

"At-Risk" population MAE-C 2017 (387 Households displaced) (986 people)

- 8,874 liters (3liters/person/day) x 72 hours
- 5,916 MREs (2qty/person/day) x 72hours

"This event" shelter seeking population of 265

- 2,385 liters (3liters/person/day)
- 1,590 MREs

INTENTIONALLY LEFT BLANK

## Appendix G: Earthquake Safety Instructions

Federal, State, and local emergency management experts and other official preparedness organizations all agree that "**Drop, Cover,** and **Hold On**" is the appropriate action to reduce injury and death during earthquakes.

You cannot tell from the initial shaking if an earthquake will suddenly become intense…so always Drop, Cover, and Hold On immediately!

In MOST situations, you will reduce your chance of injury if you:

**DROP** where you are, onto your hands and knees. This position protects you from being knocked down and also allows you to stay low and crawl to shelter if nearby.

**COVER** your head and neck with one arm and hand

- If a sturdy table or desk is nearby, crawl underneath it for shelter
- If no shelter is nearby, crawl next to an interior wall (away from windows)
- Stay on your knees; bend over to protect vital organs

**HOLD ON** until the shaking stops.

- Under shelter: hold on to it with one hand; be ready to move with your shelter if it shifts
- No shelter: hold on to your head and neck with both arms and hands.

If there is no table or desk near you, drop to the ground and then, if possible, move to an inside corner of the room. Be in a crawling position to protect your vital organs and be ready to move if necessary and cover your head and neck with your hands and arms.

Do not move to another location or outside. Earthquakes occur without any warning and may be so violent that you cannot run or crawl. You are more likely to be injured if you try to move around during strong shaking. Also, you will never know if the initial jolt will turn out to be the start of the big one…and that's why you should always Drop, Cover, and Hold On immediately!

The following are guidelines for most situations:

**Indoors:** Drop, Cover, and Hold On. Avoid exterior walls, windows, hanging objects, mirrors, tall furniture, large appliances, and kitchen cabinets with heavy objects or glass. However, do not try to move more than 5-7 feet before getting on the ground. Do not go outside during shaking! The area near the exterior walls of a building is the most dangerous place to be. Windows, facades, and architectural details are often the first parts of the building to break away. If seated and unable to drop to the floor: bend forward, cover your head with your arms, and Hold On to your neck with both hands.

***In a wheelchair:*** Lock your wheels and remain seated until the shaking stops. Always protect your head and neck with your arms, a pillow, a book, or whatever is available. See EarthquakeCountry.org/disability for recommendations for people who use wheelchairs, walkers, or are unable to drop to the ground and get up again without assistance.

***In bed:*** Do not get out of bed. Lie face down to protect vital organs, and cover your head and neck with a pillow, keeping your arms as close to your head as possible, while you Hold On to your head and neck with both hands until shaking stops. You are less likely to be injured by fallen and broken objects by staying where you are.

***In a high-rise:*** Drop, Cover, and Hold On. Avoid windows and other hazards. Do not use elevators. Do not be surprised if sprinkler systems or fire alarms activate.

**In a classroom**: Drop, Cover, and Hold On. Laboratories or other settings may require special considerations to ensure safety. Students should also be taught what to do at home or other locations.

***In a stadium or theater:*** Drop to the ground in front of your seat or lean over as much as possible, then cover your head with your arms (as best as possible) and Hold On to your neck with both hands until shaking stops. Then walk out slowly, watching for anything that could fall during aftershocks.

**In a store:** Drop, Cover, and Hold On. Getting next to a shopping cart, beneath clothing racks, or within the first level of the warehouse, racks may provide extra protection.

***Outdoors****:* Move to a clear area if you can safely do so; avoid power lines, trees, signs, buildings, vehicles, and other hazards. Then Drop, Cover, and Hold On. This protects you from any objects that may be thrown from the side, even if nothing is directly above you.

***Driving:*** Pull over to the side of the road, stop, and set the parking brake. Avoid overpasses, bridges, power lines, signs, and other hazards. Stay inside the vehicle until the shaking stops, then proceed carefully by avoiding fallen debris, cracked, or shifted payment, and emergency vehicles. If a power line falls on the car, stay inside until a trained person removes the wire.

***Near the shore:*** Follow the instructions above for your particular location. Then as soon as shaking reduces such that you can stand, walk quickly to high ground or inland as a tsunami may arrive soon. Don't wait for officials to issue a warning. Walk, rather than drive, to avoid traffic, debris, and other hazards.

***Below a dam:*** Follow the instructions above for your particular location. Dams can fail during a major earthquake. Catastrophic failure is unlikely, but if you live downstream from a dam, you should know flood-zone information and have prepared an evacuation plan for getting to high ground.

## Tab B: (Flooding) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)

### Flooding

**Purpose:** The purpose of this appendix is to describe the policies and procedures that will be implemented when responding to disasters with flooding.

**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.

### Situation and

### Assumptions

### Situation

- All counties in Alabama can be affected by flooding.
- There may be little or no advanced warning that flooding is imminent.
- Flooding is the disaster that occurs most frequently in Alabama.
    - Increasing development in flood hazard areas will expose greater
- Numbers of individuals and property to flood-related damages.
- Past structural mitigation projects may well exacerbate flood damages wrought by a major flooding event.

### Assumptions

- Local resources may be rendered useless or severely degraded as the result of a flood.
- Large numbers of flood evacuees requiring mass care are possible.
- Local infrastructure may be compromised as a result of flooding.
- Flood related hazmat spills are common and pose an imminent threat to public safety.
- Widespread contamination of potable water supplies may occur as a result of flooding.
- Wastewater and/or sewer system breaches by floodwaters will create toxic environmental and public health hazards.
- Recovery of pets and livestock may be required. Additionally, the retrieval and disposal of animal carcasses may be required to ensure both public and animal health.
- Debris removal will be required to facilitate response and recovery

efforts.

- Mortuary services (DMORT Teams) may be required in a mass casualty event. Federal assistance may be needed.
- Flooding can create increased demands for emergency medical services.
- 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.
- 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 workplaces, as well as among the dead and injured.

- A damaging flood may cause a serious loss of employment, which could impact economic factors at the local level.
- Following a flood, the affected area may be isolated from surrounding areas. Therefore, planning and coordination among communities in the affected area are essential for effective emergency response.
- In the event debris resulting from a flood prevents access to the affected area for a prolonged period, helicopters may be used to bring rescue teams in and remove casualties from the area.
- Food supply lines could break down
- 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 are available.
- It may be several hours before personnel and equipment can be mobilized, and initial teams deployed to affected areas. Therefore, Local and State resources will be relied upon heavily in the period immediately following the flood.
- There is no State legislation regulating dams across the State. The Alabama Department of Economic and Community Affairs (ADECA)'s Office of Water Resources compiled an inventory of dams to identify the potential consequences of dam failure.
- Each dam is managed with its operations plan with ADECA and AEMA maintaining a copy of each plan.
- As a result of a dam failure or breach, this annex addresses the all-hazard response to support a catastrophic flooding incident.

**Mission:** To establish basic policies for the direction and control of emergency operations in response to a flood.

**Direction and Control**

Any required State Direction and Control for flood operations is exercised by Governor, through his/her designated representative. Federal resources, which supplement State efforts, will be directed by the State in coordination with the Federal government agency that supplies them.

**Concept of Operations**

- Emergency responsibilities assigned to State agencies for flood response parallel those for other disaster operations. All agencies will utilize the Incident Command System (ICS) and National Incident Management System (NIMS) structure to exercise command and control during incident operations.

- 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 become exhausted, the Local government will request assistance through mutual aid procedures from other jurisdictions.

- These procedures need to be in place before the incident to ensure legal and financial conditions are delineated. Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.

- When requirements are beyond the capability of the Local government, requests for assistance will be forwarded to AEMA by this plan.

- When resource requirements cannot be met with State resources, AEMA will request Federal assistance per applicable Federal laws, policies, procedures, and plans.

- Emergency operations will begin with the occurrence of a damaging flood and continue until emergency operations are no longer required.

- Operations and missions required as a result of a flood will be carried out during the response and recovery phases.

**The Response Phase:** The Response Phase occurs before, 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 that are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

**The Recovery Phase**: There are usually no clear distinctions between when the Response Phase ends, and the Recovery Phase begins. There is typically a 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 for 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, the establishment of Disaster Recovery Centers, the establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or an improved State.

**Administrative Support:** Each State agency will have to develop internal staff and procedures for administrative support.

INTENTIONALLY LEFT BLANK

## Tab C: (Hurricane) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)

### Hurricane Overview

The State of Alabama's coastal area has suffered from the direct landfall of many storms including several major hurricanes. More importantly, the entire State has been impacted several times by the water and wind hazards of numerous tropical storms and hurricanes from the Gulf of Mexico. Many tropical systems have caused major flooding and inland winds throughout the State. Much of the State, especially the coast, continues to grow in population and tourism is increasing yearly. 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 hurricane landfall, emergency management would implement most, if not all, ESFs.

### Purpose

This document guides 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 the 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.

### Scope

Alabama has two coastal counties, Mobile and Baldwin, which will feel the effects of storm surge and the effects of winds 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, rainfall- induced flooding, and severe storms from a Gulf of Mexico storm.

### Situations and Assumptions Situations

- Hurricanes pose a great threat to Alabama in terms of scope and magnitude.
- The State of Alabama has a history of hurricanes and is vulnerable to storms from the Gulf of Mexico.
- The entire State is at some risk from water and wind hazards of tropical systems.

- Alabama is susceptible to all levels of tropical cyclones, from tropical depressions to severe category 5 hurricanes. These tropical cyclones produce three major hazards: storm surge, high winds, and rainfall-induced flooding.

    - **Storm Surge:** Storm surge is an abnormal rise in sea level accompanying a hurricane or other intense storm, and whose height is the difference between the observed level of the sea surface and the level that would have occurred in the absence of the cyclone. Storm surge is usually estimated by subtracting the normal or astronomic high tide from the observed storm tide. Storm surge is potentially the deadliest hazard associated with tropical cyclones. Hurricane Katrina did not make landfall in Alabama but produced 10 to 15 feet of historical storm surge in Mobile Bay. Many factors influence the amount of surge a storm produces at a given location, including the hurricane's landfall location; storm intensity, size, forward speed, and angle of approach to the coast; the shape of the coastline; the slope of the ocean bottom; and Local features such as barrier islands, bays, and rivers.

    - **Winds:** Hurricane winds can destroy buildings, mobile homes, and other property. Debris, such as signs, roofing material, siding, and other items become projectiles 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 outer rain bands in the right front quadrant of the storm well away from the center/eye.

    - **Rainfall-induced Flooding:** Widespread torrential rains, often over 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.

Alabama's two High-Risk Coastal Hurricane Impact Zones include Zone 1 Coastal High Risk and Zone 2 - Inland High Risk.

- **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.

- **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. (See Alabama Hurricane Impact Zone Map for more details.)

The threat of a hurricane could cause an event with mass evacuation and shelters but no landfall or substantial damage.

Shelter-in-place ("safe room") is a protective action option for some residents not located where storm surge could occur.

**Assumptions**
Several assumptions 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.

- Evacuations in neighboring States, particularly in Florida, Georgia, Louisiana, and Mississippi, could impact traffic flow, public shelter populations, and overall response operations in Alabama.
- Population growth and tourism are expected to continue on Alabama's coast.
- Mass evacuation for a hurricane threat is more likely for the coastal counties.
- People living in storm surge zones, Special Floodplain Hazard Areas (SFHA), and manufactured housing are the most vulnerable populations for a hurricane.
- 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.
- Most evacuees will travel along the major evacuation routes and gravitate to the largest communities that offer the most accommodations and services.
- Evacuations of military installations in the coastal area will impact civilian evacuation and sheltering.
- Evacuation is the preferred protective action for a hurricane.
- 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.

**Tropical Cyclone Hazard Analysis 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 by 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 lies less than 10 feet above mean sea level, the danger from storm tides is tremendous.

The level of a 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 surges.

**Inland vs. Coastal High Winds**

The intensity of a land-falling hurricane is expressed in terms of categories that relate to 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 average, would usually be expected to cause 100 times the damage of the Category 1 storm.

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 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 eyewall of the hurricane. Wind speed usually decreases significantly within 12 hours after landfall. Nonetheless, winds can stay above hurricane strength well inland.

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.

**Coastal and Inland Flooding**

Coastal and inland flooding is as much of a potential threat as storm surge some of the greatest rainfall amounts occur from weaker storms that 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 occur 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.

**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. Several 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 eyewall. The strong damaging winds of the hurricane frequently cover the smaller tornado paths, making the separation of their damaging effects very difficult.

**Mission:** Establish basic policies for the direction and control of emergency operations in response to a hurricane.

**Concept of Operations**

- Emergency responsibilities assigned to State agencies for hurricane response parallel those for other disaster operations. All agencies will utilize the Incident Command System (ICS) and National Incident Management System (NIMS) structure to exercise command and control during the incident

- When a hurricane is imminent, Local authorities will use available resources to protect life and property and to 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.

- These procedures need to be in place before the incident to ensure legal and financial conditions are delineated. Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.

- When requirements are beyond the capability of the Local government, requests for assistance will be forwarded to AEMA by this plan.

- When resource requirements cannot be met with State resources, AEMA will request Federal assistance per applicable Federal laws, policies, procedures, and plans.

- Emergency operations will begin with the occurrence of a hurricane and continue until emergency operations are no longer required.

- Operations and missions required as a result of a hurricane will be carried out during the response and recovery phases.

**Direction and Control**
Any required State Direction and Control for hurricane response 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.

Operations and missions required as a result of a hurricane will be carried out during the response and recovery phases.

**The Response Phase**
The Response Phase occurs before landfall and lasts until lifeline systems are at least partially restored. During this phase, functions that are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

**The Recovery Phase**
There are usually no clear distinctions between when the Response Phase ends, and the Recovery Phase begins. There is typically a 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 for 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, the establishment of Disaster Response Centers, the establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or an improved state.

**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 the evacuation of people in storm surge zones in the coastal counties and other vulnerable populations of the State during the threat of a hurricane.

**Traffic Control**

The Alabama Department of Transportation (ALDOT) and the Alabama Law Enforcement Agency (ALEA), with AEMA, will coordinate with Local governments including law enforcement, for monitoring and assisting the orderly flow of traffic.

Local authorities should coordinate any road closures, exit closures, and evacuation route changes with the SEOC.

Several variables that could impact traffic control include:

- 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.

ALDOT and ALEA 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, ALDOT and ALEA could adjust with Local law enforcement with officers on-site and/or variable message boards and mobile traffic signals.

## I-65 Lane Reversal Contingency Plan:

ALDOT, ALEA, ALNG, AEMA, and Public information agencies in the Local EOCs, during a mandatory evacuation which can only be ordered by the Governor, will turn all lanes northbound on I-65. The lane reversal will begin in Baldwin County at exit 31 just north of Bay Minette and will be terminated in Montgomery County exit 168 just south of Montgomery.

AEMA, ALDOT, 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.

**Out-of-State Coordination:** For the threat of some major hurricanes, FEMA, AEMA, ALDOT and ALEA will activate the evacuation liaison team in the AEOC to coordinate with Local and State EOCs, FEMA, and the Federal Highway Administration at the FEMA RRCC in Atlanta.

The liaison teams 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 representatives in the SEOC will exchange information with State agencies such as the Department of Agriculture and Industry (AGI), the Department of Human Resources, and the Alabama Department of Economic and Community Affairs (ADECA) about lodging availability and recommended evacuation routes.

**Administrative Support**
Each State agency will have to develop internal staff and procedures for administrative support.

INTENTIONALLY LEFT BLANK

# ALABAMA HURRICANE IMPACT ZONES

ZONE 5

ZONE 4

ZONE 3

ZONE 2

ZONE 1




**Note:**
**All of Alabama Has the Potential For Inland Wind Damage and Flooding from Rains Associated with Tropical Storms And Hurricanes**

**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 the arrival of the center. Small craft in unprotected anchorages breaks moorings. |
| Three | Winds 111-130 mph | Some structural damage to small residences and utility buildings with a minor amount of curtainwall 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 curtainwall failures with some complete roof structure failure on small residences. Major erosion of the beach. Major damage to lower floors of structures near the shore. Terrains 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** |
| **V** | **D-7** | Monitoring NWS/NHC Forecasts<br>Initiate operational reporting when named storm 3- day error cone crosses Named Area of Interest (NAI) 1<br>Develop and Transmit SCG Agenda<br>Validate ICS 203 |
| **IV** | **D-6** | Activate SEOC to a Level IV<br>Continue Monitoring NWS/NHC Forecasts<br>Initiate SCG Call<br>Participate in FEMA Regional Coordination Calls<br>Produce Tropical Weather Focused Enhanced COP Products<br>Alert ESF Unit Leaders<br>Increased Reporting Requirements<br>- Incident Update Report (IUR) |
| **III** | **T-120 hours to T-72 hours** | SEOC Activated to a level III<br>All AEMA Sections, Branches, and select ESF's activate on the floor<br>Governor proclaims SOE for next period/day Continue State Coordinating Group (SCG) call with State and Local EMA<br>Facilitate State Evac Call<br>Produce Tropical Weather Focused Enhanced COP Products<br>Produce SITREP / Incident Update Report / ICS 209<br>Participate in liaison calls<br>Request FCO/FEMA IMAT deployment. Alert Division A and B<br>Alert State Operational Staging Area (SOSA) and Vendors<br>Alert Alabama Mutual Aid System and County Liaisons<br>Activate Resource Contracts for Security, Food, Ice & Water<br>Participate in FEMA and Hurricane Liaison Team Conference Calls<br>Voluntary Evacuation Planning Initiated<br>Begin Public Information Briefings Begin<br>Opening Shelters / Shelter Support |
| **II** | **T-72 hours to T-48 hours** | SEOC Activated to a level II<br>Governor implements a State of Emergency (SOE). |

| | | |
|---|---|---|
| | | Voluntary Evacuation for the next day if ordered<br>Request Emergency Declaration (Pre-Landfall) from President if warranted<br>All Sections, Branches, and ESF's<br>Activate Logistics Staging at Maxwell AFB<br>Continue SCG calls- add coastal officials<br>Provide Sitreps, Situational Awareness<br>Participate in Liaison Calls<br>Coordinating FCO/FEMA IMAT deployment and integration.<br>Activate Divisions A and B |
| **I** | **T-48 hours to T-24 hours (Watch)** | SEOC Activated to a Level I<br>Integrate FCO/FEMA IMAT.<br>Deploy DIV LNO to Baldwin/Mobile EOC<br>Establish County Liaisons<br>Voluntary Evacuation if ordered<br>Mandatory Evacuation Plan Preparation/Deployment of resources to stage if ordered<br>Pre-Position Resources (Agency, Mutual Aid, Emergency<br>Management Assistance Compact (EMAC))<br>Position Logistics Commodities |
| **I** | **T-24 hours to T+72 hours (Warning & Recovery)** | Mandatory Evacuation Plan Execution if ordered<br>Evacuations Completed<br>Establish Recovery Branch<br>EOC Operational<br>Statewide Damage Assessment Continue<br>FEMA Conference Calls<br>Execute Receiving and Distribution Logistics System<br>Deploy Resources<br>Identify Electrical Generator Requirements |

## Tab D: (Severe Weather) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)

### Severe Weather

**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.

**Scope:** This appendix covers all areas within the State of Alabama.

### Situation and

### Assumptions

### Situation

Severe weather includes severe thunderstorms and tornados. One of the worst tornado events recorded is the outbreak on April 27, 2011. The onslaught of tornadoes continued for 18
hours and leaving 248 dead and 2,219 injured. A total of 62 confirmed tornadoes were reported across the state ranging from EF-0 to EF-5.

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.

Severe weather can disrupt communications and transportation infrastructure, damage structures, and cause injuries.

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. Severe weather occurs often. Effects of severe weather include:

- Structural damage.
- Power Interruption
- Fires resulting from lightning or downed power lines
- Downes trees resulting in impassable roads
- Downed telecommunications lines.
- Damaged or destroyed critical facilities

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.

Alabama is a significant location for spawning severe weather. Warm air usually originates from the Gulf of Mexico where warm air rises and migrates into the state. Northern Jet stream and cold

fronts migrate into the state. Clashing warm and cold fronts can form severe storms. If strong enough fronts with rising and falling creates a convection cell thunderstorm that can create into a single cell thunderstorm, multi-cell thunderstorm, or Supercell thunderstorm.

## ASSUMPTIONS

### General Assumptions

- The State of Alabama is vulnerable to a significant threat of damage from severe weather throughout the state.
- Typical damage could be buildings damaged or destroyed and infrastructure disrupted.
- Additional damage can be caused by hail, lightning, and rising water due to heavy rains.

### Specific Assumptions

- **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 workplaces, 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.

- **Economic**
  - Businesses and industries may not be prepared for an adequate response to severe weather. Businesses that rely on networked, computer-based systems are particularly vulnerable.
  - Business and industry facilities may be structurally

damaged or destroyed which could create a major impact on the Local and State economies

- The 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.

- **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 are 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 in rescue teams.
  - 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 are available.
  - It may be several hours before personnel and equipment can be mobilized, and initial teams deployed to affected areas. Therefore, Local and State resources will be relied upon heavily in the period immediately following the severe weather event.

- **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.

- **Structural Damage**
  - Deaths and injuries are expected to be principally the result of the failure of manmade structures,

particularly portable buildings, and commercial buildings with large roof spans.

- **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.

- **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 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.

**Mission:** This annex has been written to establish basic policies for the direction and control of emergency operations in response to a severe weather event.

**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. The Governor can authorize the use of the Natural Guard to be deployed to the affected

area.

## Concept of Operations

- 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.

- 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 the individuals. If Local resources prove to be inadequate or are exhausted, assistance will be requested from other jurisdictions through mutual aid procedures.
- These procedures need to be in place before the incident to ensure legal and financial conditions are delineated.
- Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.
- When requirements are beyond the capability of local
    - Government, requests for assistance will be forwarded to
    - AEMA is per this plan.
- When resource requirements cannot be met with State
    - Resources, AEMA will request Federal assistance in
    - Accordance with applicable Federal laws, policies, procedures, and plans.
- Emergency operations will begin with the occurrence of severe weather and continue until emergency operations are no longer required.
- Operations and missions required because of severe weather will be carried out during the response and recovery phases.
- Local and State Emergency Operations Centers will push and complete state resource requests through Web Emergency Operations Center (WebEOC) during activations.
- Alabama State will have a list of Emergency Managers able to respond to the severe event on the SEOC floor before the storm.
- Work with EMCs on the SEOC floor

**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 that are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

**The Recovery Phase**

There are usually no clear distinctions between when the Response Phase ends, and the Recovery Phase begins. There is typically a 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 for 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, the establishment of Disaster Recovery Centers, the establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or an improved State.

**Administrative Support**
Each State agency will have to develop internal staff and procedures for administrative support.

INTENTIONALLY LEFT BLANK

## Tab E: (Severe Winter Weather) to Incident Annex B (Catastrophic Incident) to State of Alabama Emergency Operations Plan (EOP)

### Severe Winter Weather

**Purpose:** The purpose of this appendix is to describe the policies and procedures that will be implemented when responding to disasters with severe winter weather threats, effects, or damage. Alabama is likely to receive winter weather located in the northern half of Alabama. However, winter weather can threaten central Alabama with waves of ice storms. Winter weather can be caused by warm and cold air masses forming together then freezing temperatures adding to the mix, freezing water vapors near falling to the ground and rising in a pattern forming ice or storm.

**Scope:** This appendix covers all areas within the State of Alabama.

### Situation and Assumptions

**Situation:** Severe winter weather includes severe cold temperatures, snowstorms, freezing rain, and ice storms. Severe winter weather can cause road closures, down trees, damaged power lines, structures, and make roads impassable. Severe winter weather can disrupt communications, power, and transportation infrastructure. Winter storms may damage structures, and cause numerous area and statewide roadway accidents, injuries, and deaths. Severe winter weather can be experienced throughout the State of Alabama and the entire population is at risk. The effects of severe winter weather can cause numerous roadway accidents, stranded motorists, impede the ability to staff critical facilities, disruption of lifesaving products to reach people and facilities, shortages of food and emergency supplies, fuel shortages, structural damages, and power outages.

**Assumptions:** The State of Alabama is vulnerable to a significant threat of damage from severe winter weather throughout the State. Typical damage could be buildings damaged or destroyed and transportation infrastructure disrupted. Additional damage can be caused by wind, ice, snow, hail, lightning, and rising water due to heavy rains or melting.

- **Medical:** Severe winter weather can create increased demands for 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 winter weather event. The number of health care professionals available may also be limited in the aftermath of a severe winter weather event because some professionals may be isolated from their

workplaces, as well as among the dead and injured due to vehicle accidents. Existing emergency medical services may be unable to respond in a meaningful manner due to hazardous road conditions. The number of fatalities may overwhelm the Local mortuary services and the County coroner.

- **Economic:** Business and industry may not be prepared for an adequate response to severe winter weather. Businesses that rely on transportation infrastructure are

particularly vulnerable. Impairment of banking systems and transportation infrastructure could result in widespread economic problems. A damaging severe winter weather event may cause a serious loss of employment, which could impact economic factors at the local level.

- **Relief Efforts:** Following a severe winter weather event, the affected area may be isolated from surrounding areas. Therefore, planning and coordination among communities in the affected area are essential for effective emergency response. If transportation infrastructure is degraded resulting from severe winter weather that prevents access to the affected area for a prolonged period, four-wheel-drive vehicles and helicopters may be necessary to bring rescue teams into the area. Food and medical supply lines could break down. The first few hours following a severe winter weather event are critical in saving the lives of people trapped on roadways and in collapsed buildings. Therefore, the use of Local resources during the initial response period will be essential until State and Federal support are 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 winter weather event.

- **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.

- **Utilities:** In the civilian sector there may be severely impacted and reduced 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 winter weather incident. Electrical power systems are among the most fragile in the event of severe winter 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 winter weather event may mean no water to fight fires or for drinking water, no light or heat, no communications, no sewage pumps, etc.

- **Transportation:** Damage to transportation systems may complicate recovery efforts following a severe winter 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 winter weather event. Facilities that rely on electrical power, i.e., navigation aids and runway lighting, may be out of commission for some time, even if

emergency power is available. Runways may be available at least for limited use, even in severely affected areas. Stranded travelers may need shelter for an extended period. Debris removal may be a major problem.

**Mission:** To establish basic policies for direction and control of emergency operations in response to a severe winter weather event.

**Direction and Control**
Any required State Direction and Control for severe winter weather event operations is exercised by the Governor, through his designated representative.

The Command Group, consisting of AEMA, National Weather Service, and the majority of the State Agencies Leads who provide Emergency Management Coordinators (EMCs) to staff the SEOC during activations, will participate in coordination conference calls to collaborate for a unified State response and recommendations to the Governor on State resource positioning and State and Divisional activations decisions.

The State Emergency Operations Center (SEOC) and the appropriate AEMA Division EOCs will activate to the appropriate level of activation before the onslaught of severe winter weather. Federal resources, which supplement State efforts, will be directed by the
State in coordination with the Federal government agency that supplies them.

**Concept of Operations**
Emergency responsibilities assigned to State agencies for severe winter weather response operations parallel those for other disaster operations. All state agencies will utilize the National Incident Management System structure to exercise command and control during incident operations.

When severe winter 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 individuals. If Local resources prove to be inadequate or are exhausted, assistance will be requested from other jurisdictions through mutual aid procedures.

These procedures need to be in place before the incident to ensure legal and financial conditions are delineated. Jurisdictions in the areas sustaining little or no damage will be called upon to support the affected areas.

When requirements are beyond the capability of the Local government, requests for assistance will be forwarded to AEMA per this plan.

When resource requirements cannot be met with State resources, AEMA will request Federal assistance per applicable Federal laws, policies, procedures, and

plans.

Emergency operations may begin with the threat or occurrence of severe winter weather and continue until emergency operations are no longer required.

Operations and missions required as a result of severe winter weather will be carried out during the response and recovery phases.

**Response Phase:** The Response Phase occurs from the onset of severe winter weather threats and lasts until lifeline systems are at least partially restored. During this phase, functions that are critical to lifesaving, protection of the populace, meeting basic human needs, securing critical infrastructure, and safeguarding State records are performed.

**Recovery Phase:** There are usually no clear distinctions between when the Response Phase ends, and the Recovery Phase begins. There is typically a period after the severe winter weather in which both phases are in effect simultaneously. The Recovery Phase begins a few days after the severe winter weather event and can last for years depending on the severity of the damages. 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, the establishment of Disaster Recovery Centers, the establishment of temporary housing facilities, and Federal disaster loans and grants. Long-term recovery includes restoration of affected areas to their normal or an improved State.

**Alabama National Guard ESF 13**

**Missions tasking Preplanned Mission**

In the event of a projected Severe Winter Storm, The Alabama National Guard will deploy scalable Mobility Support Teams (MSTs) with support personnel to each Trooper Post in the projected area, to assist ALEA with stranded motorists, medical personnel transport and other life safety missions.

Upon activation, be prepared to provide MSTs and adequate personnel to conduct support missions as required to all ESF's and affected counties. Other potential resources include helicopters, engineer assets for road clearance, and EOC support personnel. The Alabama National Guard may be requested to support county operations by providing Liaison Officers (LNO) to requested county emergency operations centers.

The Alabama National Guard may be requested to support county operations by providing Liaison Officers (LNO) to requested county emergency operations centers.

**Forestry and Conservation**
Be prepared to provide four-wheel-drive vehicles to support cities and counties with critical transportation requirements. Provide additional support to ESF-13 based on the ESF-13 annex within the State Emergency Operations Plan (EOP).

**Administrative Support**
Each State agency will have to develop internal staffing and procedures for administrative support.

INTENTIONALLY LEFT BLANK

## Alabama Emergency Management Agency (AEMA) Emergency Operations Plan

## Incident Annex C: Cyber Incident Annex

**Primary Agency:** Alabama Office of Information Technology (OIT)

**Support Agencies:** Alabama Emergency Management Agency
Alabama Law Enforcement Agency (ALEA)
Alabama Fusion Center
Alabama National Guard (ALNG)

### Purpose

Establishes a standardized, flexible, and scalable foundation for state agency preparation for, and response to a threat or attack involving state networks.

Guides state agencies regarding mitigation, prevention, protection, response, and recovery to actual or potential cyber-related threats and attacks.

**Scope:** This annex describes the framework within which state agencies will:

- Collaborate proactively to protect and defend state-owned data systems, networks, and critical infrastructure
- Coordinate response and recovery actions to cyber-related incidents

As cybersecurity threats are constantly evolving, this annex shall not be considered to cover all potential cybersecurity threats or incidents. In the event of a cybersecurity incident, relevant response and recover best practices shall be followed.

### Incident Identification

A cybersecurity incident is an assessed occurrence having actual or potential adverse effects on an information system. It is important to distinguish between problems that stem from mistakes or miscommunications and true cybersecurity incidents that involve either malicious intent or intent to circumvent security measures including policies, standards, and procedures.

The first step in incident reporting is determining if the event is a cybersecurity incident. In general, an incident is a violation of computer security policies, acceptable use policies, or standard computer security practices. Cybersecurity incidents may include, but are not limited to, the following events (regardless of platform or computing environment):

An event is a situation/failure that is limited in scope and can be addressed and resolved by a specific team or individual as part of their normal daily operations and procedures.

An incident is any non-routine event which is determined to have potential impacts on the business continuity and ongoing operations of the agency with expected extended downtime.

Figure 19: Cyber Incident Severity Schema lays out the combined cybersecurity severity levels and AEMA disaster levels.

**Figure 19: Cyber Incident Severity Schema**

| DESCRIPTION | DISASTER LEVEL | CYBER SEVERITY | DESCRIPTION |
|---|---|---|---|
| Due to its severity, size, location, actual or potential impact on public health, welfare, and infrastructure it requires an extreme amount of federal assistance for response and recovery efforts for which the capabilities to support do not exist at any level of government. | Level 1 (Severe) | Level 5 ***Emergency*** (Black) | ***Poses an imminent threat*** to the provision of wide-scale critical infrastructure services, national government stability, or to the lives of U.S. persons. |
| Requires elevated coordination among federal and SLTT governments due to moderate level and breadth of damage. Significant involvement of FEMA and other federal agencies. | Level 2 (Substantial) | Level 4 ***Severe*** (Red) | ***Likely to result in significant impact*** to public health or safety, national security, economic security, foreign relations, or civil liberties. |
| | | Level 3 ***High*** (Orange) | ***Likely to result in demonstrable impact*** to public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence. |
| Requires coordination among federal and SLTT governments due to minor to average level and breadth of damage. Typically, this is primarily a recovery effort with minimal response requirements. | Level 3 (Elevated) | Level 2 ***Medium*** (Yellow) | ***May impact*** public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence. |
| | | Level 1 ***Low*** (Green) | ***Unlikely to impact*** public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence. |
| No event or incident anticipated. Includes routine watch and warning activities. | Level 4 (Guarded) | Level 0 ***Baseline*** (Blue) | ***Highly unlikely to impact*** public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence, but warrants additional scrutiny. |
| | | Level 0 ***Baseline*** (White) | ***Highly unlikely to impact*** public health or safety, national security, economic security, foreign relations, civil liberties, or public confidence. |

Common types of cyberattacks are described in Figure 20: Common Types of Attack

**Figure 20: Common Types of Attack**

| Type of Attack | Description |
|---|---|
| **Denial of Service (DOS)** | A method of attack from a single source that denies system access to legitimate users by overwhelming the target computer with messages and blocking legitimate traffic. It can prevent a system from being able to exchange data with other systems or use the internet. |
| **Distributed Denial of Service (DDOS)** | A variant of the denial-of-service attack that uses a coordinated attack from a distributed system of computers rather than from a single source. It often makes use of worms to spread to multiple computers that can then attack the target. |
| **Man-in-the-Middle (MITM)** | Attackers position themselves between two parties trying to communicate, then spy (eavesdrop) on the interaction. |
| **Phishing** | The creation and use of e-mails and Web sites—designed to look like those of well-known legitimate businesses, financial institutions, and government agencies—in order to deceive Internet users into disclosing their personal data, such as bank and financial account information and passwords. The phishers then take that information and use it for criminal purposes, such as identity theft and fraud. |
| **Spear-Phishing** | A targeted phishing attack where the attacker takes the time to research their intended target then write messages the target is likely to find personally relevant. |
| **Whaling (or Whale Phishing)** | A type of phishing attack, highly targeted, aimed at senior executives in an organization. |
| **Ransomware** | A form of malware that encrypts the target system or data file(s) and demands a ransom be paid to the attacker before the victim can regain control. Ransomware is written to exploit vulnerabilities that have not been patched and can often evade traditional anti-virus software. |

| Type of Attack | Description |
|---|---|
| **Password Attack** | Any of a variety of methods an attacker may use to figure out a target's password: brute-force, dictionary, educated guess, or looking under a keyboard for a sticky note. |
| **SQL Injection Attack** | Structured Query Language (SQL) injection attack uses an SQL query and injects a command in the place of something else in order to gain control of the database or server. If successful, data could be copied, modified, or deleted. |
| **URL Poisoning/Interpretation** | Attackers alter or fabricate URL addresses to gain access to a target system, to a system user's account, or to gain administrative privileges. |
| **DNS Spoofing** | With Domain Name System (DNS) spoofing, an attacker alters DNS records to send the victim to a fake website giving the attacker the ability to collect data from the victim or commit other fraud. |
| **Session Hijacking** | A type of MITM attack where the attacker takes over a trusted connection between a client and a server by substituting its IP address for that of the client. |
| **Brute Force Attack** | A type of password attack where the attacker simply tries to guess the login credentials to the target system or account. Attackers will often use bots to execute a brute force attack. |
| **Web Attack** | Refers to threats that target vulnerabilities in web-based applications. Common attacks of this type include SQL injection and cross-site scripting (XSS), which are included in this list. Parameter tampering and cross-site request forgery (CSRF) are also common. |
| **Insider Threat** | People within the organization have access to systems and data, possibly even privileged access. They may also have an in-depth understanding of cybersecurity controls and how the organization responds to cyber threat. With this knowledge, they can plan, gain access, and execute an attack while avoiding detection. |

| Type of Attack | Description |
|---|---|
| **Trojan horse** | A computer program that conceals harmful code. A Trojan horse usually masquerades as a useful program that a user would wish to execute. |
| **Drive-by Attack** | An attacker embeds malicious code into an insecure website. When a victim visits the site, the code is automatically executed – the victim does not have to click on anything. |
| **XSS Attack** | With cross-site scripting (XSS), the attacker transmits malicious scripts using clickable content that gets sent to the victim's browser. When the victim clicks the content, the script is executed. |
| **Eavesdropping** | A type MITM attack where the attacker intercepts traffic as it passes through the network collecting information that might be useful such as usernames and passwords or credit card or bank account numbers. |
| **Birthday Attack** | The attacker abuses the hash algorithms by attempting to create a hash identical to what the sender has appended to their message. If successful, the attacker can replace the sender's message with their own. The name "Birthday Attack" refers to the birthday paradox. |
| **Malware Attack** | Malicious software is installed on the target device. Many of the attack types described above can involve forms of malware. Malware can spread to other devices (a Worm) or may remain in place. |

Common attack methods and tools are listed in Figure 21: Attack Methods and Tools

**Figure 21: Attack Methods and Tools**

| Attack Methods / Tools | Description |
|---|---|
| **Botnet** | A collection of compromised machines (bots) under (unified) control of an attacker (botmaster). |
| **Exploit tools** | Publicly available and sophisticated tools that intruders of various skill levels can use to determine vulnerabilities and gain entry into targeted systems. |
| **Logic bombs** | Programmer-inserted code that causes the program to perform a destructive action when some triggering event occurs (such as terminating the programmer's employment). |
| **Phishing** | The creation and use of e-mails and Web sites—designed to look like those of well-known legitimate businesses, financial institutions, and government agencies—in order to deceive Internet users into disclosing their personal data, such as bank and financial account information and passwords. The phishers then take that information and use it for criminal purposes, such as identity theft and fraud. |
| **Sniffer** | Synonymous with packet sniffer. A program that intercepts routed data and examines each packet in search of specified information, such as passwords transmitted in clear text. |
| **Virus** | A program that infects computer files, usually executable programs, by inserting a copy of itself into the file. These copies are usually executed when the infected file is loaded into memory, allowing the virus to infect other files. Unlike the computer worm, a virus requires human involvement (usually unwitting) to propagate. |
| **Worm** | An independent computer program that reproduces by copying itself from one system to another across a network. Unlike computer viruses, worms do not require human involvement to propagate. |

**Attacker Profile:** One of the difficulties of malicious cyber activity is that its origin could be virtually anyone, virtually anywhere. Figure 22, Common Sources of Cybersecurity Threats, summarizes common sources of cybersecurity threats.

**Figure 22: Common Sources of Cybersecurity Threats**

| Threat Source | Description |
|---|---|
| **Bot-network operators** | Bot-network operators are hackers; however, instead of breaking into systems for the challenge or bragging rights, they take over multiple systems in order to coordinate attacks and to distribute phishing schemes, spam, and malware attacks. The services of these networks are sometimes made available on underground markets (e.g., purchasing a denial-of-service attack, servers to relay spam or phishing attacks, etc.). |
| **Criminal groups** | Criminal groups seek to attack systems for monetary gain. Specifically, organized crime groups are using spam, phishing, and spyware/malware to commit identity theft and online fraud. International corporate spies and organized crime organizations also pose a threat to the United States through their ability to conduct industrial espionage and large-scale monetary theft and to hire or develop hacker talent. |
| **Foreign intelligence services** | Foreign intelligence services use cyber tools as part of their information-gathering and espionage activities. In addition, several nations are aggressively working to develop information warfare doctrine, programs, and capabilities. Such capabilities enable a single entity to have a significant and serious impact by disrupting the supply, communications, and economic infrastructures that support military power—impacts that could affect the daily lives of U.S. citizens. |

| Threat Source | Description |
|---|---|
| **Advanced persistent threat** | An adversary with sophisticated levels of expertise and significant resources, allowing it through the use of multiple different attack vectors (e.g., cyber, physical, and deception) to generate opportunities to achieve its objectives, which are typically to establish and extend footholds within the information technology infrastructure of organizations for purposes of continually exfiltrating information and/or to undermine or impede critical aspects of a mission, program, or organization, or place itself in a position to do so in the future. |
| **Hackers** | Hackers break into networks for the thrill of the challenge or for bragging rights in the hacker community. While remote cracking once required a fair amount of skill or computer knowledge, hackers can now download attack scripts and protocols from the Internet and launch them against victim sites. Thus, while attack tools have become more sophisticated, they have also become easier to use. According to the Central Intelligence Agency, the large majority of hackers do not have the requisite expertise to threaten difficult targets such as critical U.S. networks.<br>Nevertheless, the worldwide population of hackers poses a relatively high threat of an isolated or brief disruption causing serious damage. |
| **Insiders** | The disgruntled organization insider is a principal source of computer crime. Insiders may not need a great deal of knowledge about computer intrusions because their knowledge of a target system often allows them to gain unrestricted access to cause damage to the system or to steal system data. The insider threat also includes outsourcing vendors as well as employees who accidentally introduce malware into systems. |

| Threat | Description |
|---|---|
| **Phishers** | Individuals, or small groups, that execute phishing schemes in an attempt to steal identities or information for monetary gain. Phishers may also use spam and spyware/malware to accomplish their objectives. |
| **Spammers** | Individuals or organizations that distribute unsolicited e- mail with hidden or false information in order to sell products, conduct phishing schemes, distribute spyware/malware, or attack organizations (i.e., denial of service). |
| **Spyware / Malware Authors** | Individuals or organizations with malicious intent carry out attacks against users by producing and distributing spyware and malware. Several destructive computer viruses and worms have harmed files and hard drives, including the Melissa Macro Virus, the Explore.Zip worm, the CIH (Chernobyl) Virus, Nimda, Code Red, Slammer, and Blaster. |
| **Cyber Terrorists** | Cyber-Terrorists seek to destroy, incapacitate, or exploit critical infrastructures in order to threaten national security, cause mass casualties, weaken economies or target businesses, and damage public morale and confidence. Cyber-Terrorists may use phishing schemes or spyware/malware in order to generate funds or gather sensitive information. |

**Attack Duration:**

The duration of a cyberattack is dependent on the complexity of the attack, how widespread it is, how quickly the attack is detected, and the resources available to aid in restoring the system.

**Dynamic/Static Characteristics:**

A cyberattack could be geared toward one organization, one type of infrastructure and/or a specific geographical area. The affected area could range from small to large scale.

Attacks geared toward critical IT infrastructure can result in the loss of operational capacity and disrupt delivery of government services to the public.

**Mitigating Conditions:**

State of Alabama employs layered security to protect against cyberattack:

1. Endpoint anti-virus protects desktops and laptops,
2. Email gateway protects against email-borne malware and phishing, and
3. Firewalls guard the network perimeter from the Internet-based threats.

In addition, OIT employs a program of continuous vulnerability scanning to protect Internet-facing systems against new and emerging threats.

Physical access controls, such as identification badges, cardkeys, and security checkpoints and guards are used to regulate the people who have access to an agency's cyber infrastructure by preventing unauthorized access to controlled areas.

Authorized access to most sensitive systems or areas is logged and monitored.

**Exacerbating Conditions:**

Humans are the weakest link in a chain of cybersecurity. It remains difficult to continuously monitor and manage human/operator vulnerability; however, to address this weakness OIT has deployed an online security training program which all employees are required to complete annually.

**Alert Levels:** The state, to communicate potential or actual threats, will adopt the National Cyber Risk Alert Levels based on the US-DHS National Cyber-Incident Response Plan

**Figure 23: Cyber risk alert levels**

| Level | Label | Description of Risk | Level of Response |
|---|---|---|---|
| **1** | Severe | Highly disruptive levels of consequences are occurring or imminent | Response functions are overwhelmed, and top-level engagements are essential. Federal assistance is essential |
| **2** | Substantial | Observed or imminent degradation of critical functions with a moderate to a significant level of consequences, possibly coupled with indicators of higher levels of consequences impending | The Department of Homeland Security (Federal) is engaged, and the AL CSIRT is activated. AEMA, ALEA, ALNG, AFC are activated as support agencies for disaster response. |
| **3** | Elevated | Early indications of, or the potential for but no indicators of, moderate to severe levels of consequences | The upward shift in precautionary measures occurs, responding entities are capable of managing incidents/events within the parameters of normal or slightly enhanced, operational posture |
| **4** | Guarded | The baseline of risk acceptance | Baseline operations, regular information sharing, the exercise of processes and procedures, reporting and mitigation strategy continue without undue disruption or resource allocation. |

**State Response:** Upon notification, AEMA, acting as the lead agency for the coordination of the state's emergency response efforts, will:

- With OIT input, determine the severity level of the incident in collaboration with other affected agencies.
- Make the recommendation to the Governor or the Governor's Authorized Representative for the activation of this Annex and begin coordination of immediate response.
- Coordinate with the state Chief Information Security Officer (CISO) to activate the relevant incident response personnel
- Implement the relevant Emergency Support Functions (ESF)
- Manage all communications with guidance from Alabama Office of Information Technology and the CISO or his/her designee

## Alabama Emergency Management Agency (AEMA) Emergency Operations Plan

### Emergency Support Functions (ESF)

**Purpose:** The primary purpose of state Emergency Support Functions (ESF) is to provide structure for coordinating State and Federal interagency support for significant events. The ESF annexes are located in their entirety in the State EMA Master EOP. The following ESFs are the most likely to be implemented by AEMA during a cybersecurity incident.

- ESF #2: Communications. Primary agency: AEMA
- ESF #3: Public Works and Engineering. Primary agency: ALDOT
- ESF #5: Emergency Management (Planning Section). Primary agency: AEMA
- ESF #7: Logistics Management and Resource Support. Primary agency: AEMA
- ESF #13: Public Safety and Security. Primary agency: ALEA
- ESF #14: Long-Term Community Recovery. Primary agency: AEMA
- ESF #15: External Affairs. Primary agency: AEMA

### Concept of Operations

AEMA is the coordination hub for all State of Alabama emergency response operations. Unless otherwise excepted by legislation, the Alabama Chief Information Officer or his/her designee will have the final authority to declare a cybersecurity incident. All communications from the State of Alabama to media and other outside organizations will initiate with AEMA. Agencies will refer all requests for information to AEMA.

Agencies experiencing cybersecurity incidents will notify AEMA immediately upon discovery of the threat. AEMA will collect the following information from the reporting agency or data owner:

- Personnel reporting incident
- Date, time, and method of incident discovery
- Incident description
- Number of systems or sites involved in incident
- Category of potentially compromised systems / data (public, internal, sensitive, confidential)
- Incident response actions taken to secure or possibly restore systems or data

AEMA will notify OIT and Alabama Fusion Center for coordination, deployment of the relevant incident response personnel, and implementation of relevant Emergency Support Functions.

When applicable, Alabama Fusion Center will notify the appropriate federal resources (DHS, CISA, FBI, etc.) in accordance with Fusion Center reporting protocols.

While OIT will act as the subject matter experts providing technical expertise in the event of a cybersecurity incident, AEMA will maintain its role as the lead agency facilitating response and recovery.

### Alabama Emergency Management Agency (AEMA) Emergency Operations Plan

The following information will be collected by OIT or its designee to prepare information for AEMA dissemination to the Governor's office, Alabama Fusion Center, and relevant organizations:

- Can the incident be isolated?
    - If the incident can be isolated, what steps will be taken to isolate?
    - If not, explain why the system(s) can't be isolated and what further actions are required to enable isolation.
- Are the affected systems isolated from non-affected systems?
- Have backups been created to protect critical data?
- Have copies of infected machines been made for forensic analysis?
- Have all malware and other threats been removed from the infected systems?

The following recovery checklist contains items to be addressed once the cybersecurity event is contained:

- Where will responders pull recovery and backups from?
- How will infected systems be deployed back into production?
- When will infected systems be deployed back into production?
- What operations will be restored during the recovery phase?
- What testing and verification should be done on infected systems?
- Have responders included documentation on how the recovery was completed?

**State Agency Cybersecurity Incident Response Plans (IRP)**

**Purpose:** AEMA shall act as the lead coordinating agency for cybersecurity incidents that affect individual state agencies. State agencies are required to develop their own Incident Response Plans (IRP) that cover potential threats to their networks, systems, data, etc. Agency IRPs will cover the following:

- Preparation
- Identification
- Containment
- Eradication
- Recovery
- Review

Upon request, Alabama Office of Information Technology (OIT) and AEMA will provide a template derived from the standard IRP developed by the federal Cybersecurity and Infrastructure Security Agency (CISA) for agency customization.

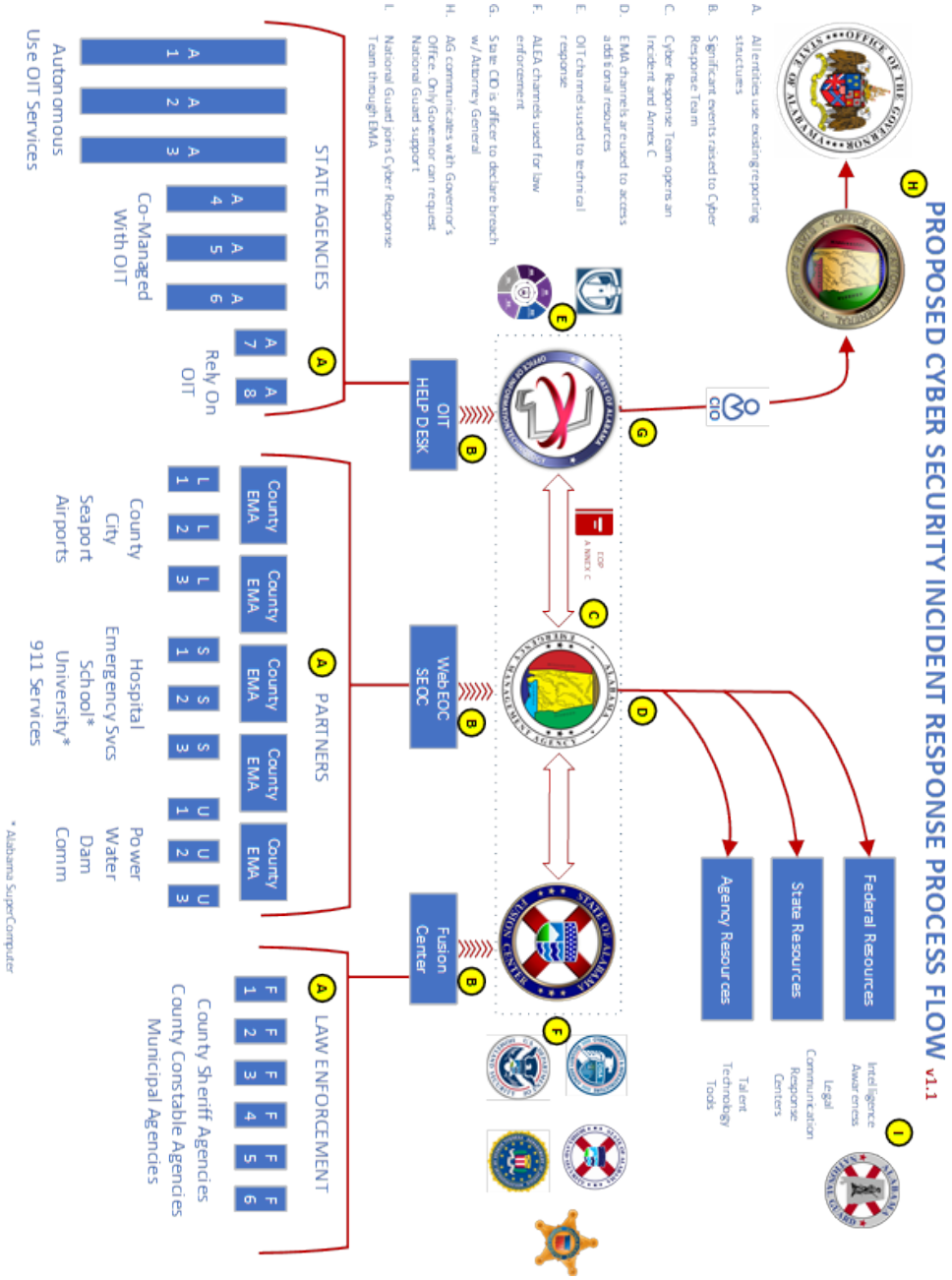
## Communication

Communications from state agencies will be routed to OIT.

Communications from local jurisdictions and other partners will be routed through AEMA.

Figure 24: Cybersecurity Call Flow shows the typical flow of information during a cybersecurity incident.

***F*igure 24: Cybersecurity Call Flow**



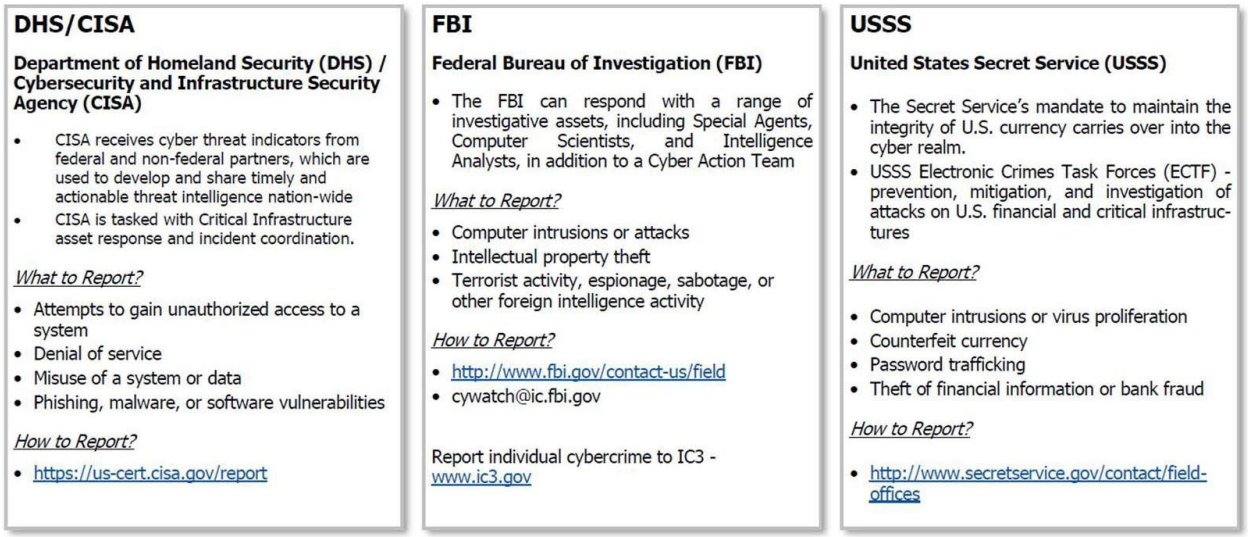
### Alabama Emergency Management Agency (AEMA) Emergency Operations Plan

OIT will confer with AEMA, ALEA, Fusion Center, legal counsel, affected agencies and partners, and other investigative entities to determine and characterize the nature of the threat and its impact upon the state. Once the threat has been categorized, the State CIO or his/her designee will notify the Alabama Attorney General within 72 hours.

Only the State CIO, Attorney General's Office (AGO), or the Governor's Office will address the media unless approved by one of these authorities. AEMA will not make statements to the media.

Alabama Fusion Center will notify federal regulatory and investigative agencies in accordance with existing Fusion Center policies.

**Figure 25 Alabama Fusion Center Federal Notification Protocol**




[1] https://www.dhs.gov/publication/cyber-incident-reporting-unified-message-reporting-federal-government, Last Published 4 April 2019.

### Supporting Plans, Standard Operating Guides (SOG), Policies, and Procedures (SOP)

- Alabama Office of Information Technology (OIT) Incident Response Policy and Procedures (http://oit.alabama.gov/governance-library/)
- National Cyber-Incident Response Plan (IRP) (https://www.dhs.gov/cisa/cyberincident- response)

INTENTIONALLY LEFT BLANK

## Annex D (Food and Agriculture) to State of Alabama Emergency Operations Plan (EOP)

## Tab A: (Animal Care) to Incident

**Primary Agency:** Department of Agriculture and Industry

**Support Agencies:**
Alabama Department of Transportation
Alabama Emergency Management Agency
Alabama Department of Conservation and Natural Resources
Alabama Department of Environmental Management
Alabama Department of Public Health
Alabama National Guard
Alabama 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.

**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.

**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.

**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 to ensure 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 Commissioner of Agriculture will:

- On behalf of the Governor of the State of Alabama, issue policies and guidance covering provisions and distributions of veterinary resources within the State.
- Arrange with animal feed, veterinary medicine, and other animal materials suppliers to meet shortages in supplies as reported by local governments.
- Arrange for transfer of Department of Agriculture personnel in the State to meet the needs of the affected area.

**Situation Analysis:** This section discusses the process of evaluating the severity and consequences of an incident.

- People evacuating from natural and man-made disasters will need assistance in finding shelter for pets.
- Animals will be lost/injured/escape during natural and man-made disasters.
- Disease or natural/man-made disasters could cause mass fatalities in domestic and exotic animals as well as wildlife and fisheries.
- Under certain conditions, animals may need to be evacuated from an affected area.

**Direction and Control**

**General**

The Commissioner of Agriculture in conjunction with the State Veterinarian and Emergency Programs Director 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.

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.

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.

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 Industries 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.

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.

**Organization**

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.

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.

The Department of Agriculture and Industry will maintain the following lists:

- Resource providers are 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.

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.

**Responsibilities**

**Primary Agency:** The primary agency for this Annex is the Department of Agriculture and Industry and its responsibilities are as follows:

- Assure availability of resources for the disaster area.
- Record incoming requests for assistance and the action taken.
- Establish a protocol for prioritizing response activities.
- Develop a department standard operations guideline for responding to disaster situations.
- Declare an agricultural emergency. When such exists, make, adopt, and promulgate rules and issues orders during the term of the disaster.

**Supporting Agencies**

- **The Alabama Department of Transportation**
  - Assist in providing vehicles for transportation when available.
  - Assist in providing front-end loaders and dump trucks for the disposal of animal carcasses.
- **The Alabama Emergency Management Agency**
  - Provide request assistance from county EMA's.
  - Help in the dissemination of public information.
- **The Alabama Department of Conservation and Natural Resources**
  - Assist in providing information for feeding and sheltering requirements of certain species of animals.
  - Coordinate with State and local animal control personnel in the capture of escaped or released exotic species or wildlife.
- **The Alabama Department of Environmental Management**
  - Develop procedures on the acceptable disposal of animal carcasses in cooperation with the Department of Agriculture and Industry.
  - Upon request, provide a list of incinerators, landfills, approved burial sites, or rendering plants for an affected area.
- **The Alabama Department of Public Health**
  - Assist in providing quarantine status of the affected area.
  - Coordinate public health issues in the event of a potentially contagious disease.
- **The Alabama National Guard**
  - Provide heavy equipment for the disposal of animal carcasses.
  - When appropriate, coordinate military veterinary assistance.
- **The Alabama Department of Corrections**
  - Provide inmates to assist in the collection and disposal of animal carcasses.
- **Other Agencies**
  - Auburn University and the Center for Disease Control
- **Additional Resources:** As soon as essential immediate needs are taken care of the State Veterinarian will:
  - Consult with AEMA and appropriate State agencies to coordinate additional resources that may be needed.
  - If anticipated supplies or services are inadequate, refer to the State Emergency Management Director (AEMA) for recommendations to the Governor for additional adjoining States or Federal assistance.

**Authorities and References:** American Veterinarian Medical Association Emergency Preparedness and Response Guide

## Tab B: (Animal Diseases) to Incident Annex D (Food and Agriculture) to the 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
Alabama Department of Transportation
Alabama Department of Corrections
Alabama Department of Environmental Management
Alabama Department of Conservation and Natural Resources
Alabama Forestry Commission
Alabama Department of Public Health
Alabama Department of Human Resources
Alabama Department of Mental Health
Alabama Alcoholic Beverage Control Board
Alabama Insurance Commission
Alabama Department of Economic and Community Affairs

**Primary Points of Coordination and Associated Actions:**

- ESF #1 (Transportation): coordinate quarantine zone emergency rerouting
- ESF #2 (Communications): coordinate 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, Emergency Assistance, Housing, and Human Services): coordinate any required mass care facilities due to evacuation / relocation.
- ESF #8 (Public Health and Medical Services): coordinate medical services, including surveillance, immunizations, and crisis counseling.
- ESF #10 (Oil and Hazardous Materials Response): coordinate decon 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 (Long-Term Community Recovery): coordinate recovery efforts of the affected area(s) through available assistance channels.
- ESF #15 (External Affairs): coordinate public service announcements concerning quarantine zones and conditions, and news releases for the public.

## Introduction

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.

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.

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.

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 bioterrorism plans developed by individual agencies.

## Scope

This Emergency Disease Eradication Plan will be implemented in the event of an animal disease outbreak that could affect the State. Upon the advice from 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.

## Concept of Operations

### 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.

**Organizational Responsibilities:**

- **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 the need for additional emergency funding.

- **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/FEMA (Federal Emergency Management Agency).

- **Alabama Department of Agriculture and Industry (AGI):**
  - Act as the 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 depopulation and disposal of contaminated animals.
  - Provide requirements for personal protection.
  - Provide requirements for decontamination of personnel, equipment, and vehicles.
  - Provide requirements 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) and other stakeholders.

- **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).

- **Alabama Law Enforcement Agency (ALEA)**
  - 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).

- **Alabama Department of Transportation (ALDOT):**
  - Provide advice on quarantine of highways, roads, etc.
  - Provide manpower and equipment for the 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).

- **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).

- **Alabama Department of Environmental Management (ADEM):**
  - Provide advice on the disposal of affected 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).

- **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).

- **Alabama Office of the Attorney General (AG):**
  - Provide legal advice and assistance.

- **Alabama Forestry Commission (AFC):**
  - Provide manpower and equipment for carcass disposal.

- **Alabama Department of Public Health (ADPH):**
  - Provide advice on PPE and decontamination methods.
  - Assist with public information.
  - Help 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).

- **Alabama Department of Human Resources (DHR):**
  - Overall responsibility for public shelters.
  - Assist with public information.
  - Coordinate with Alabama Red Cross.

- **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.

- **American Red Cross:**
  - Available services include, but are not limited to,
    - Provide food and shelter
    - Provide distribution of emergency supplies
    - May provide client casework, recovery planning and assistance
    - Provide disaster health, disaster mental health and disaster spiritual care services
    - Support Reunification services

- **Alabama Beverage Control Board (ABC)**
  - Provide law enforcement assistance.

- **Alabama Public Service Commission (PSC):**
  - Coordinate stopping animal shipments into and out of the State.
  - Provide law enforcement assistance.
- **Alabama Insurance Commission (AIC):**

  - Provide law enforcement assistance.
  - Provide advice on insurance issues.

- **Department of Economic and Community Affairs (ADECA)**
  - Help local communities and citizens
  - Provide advice on obtaining loans and Federal assistance

- **Department of Homeland Security (DHS)**
  - Coordinate with agencies involved in Terrorist Incidents.

**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.

**Quarantine Zones**
The Alabama Department of Agriculture & Industries, in conjunction with the U.S. Department of Agriculture/Animal and Plant Health Investigative Service (APHIS), has overall responsibility for managing a foreign animal disease incident. AGI, by order of the Commissioner, will be issuing any actual quarantine and will be involved with establishing zone boundaries and providing liaison support.

**Decontamination**
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.

Vehicle and equipment decontamination areas will be established within the quarantine zones. Additional consideration will be given to controlling runoff and disposal of items that cannot be decontaminated.

Areas of land may be decontaminated or neutralized, each case will be analyzed to determine if and how this could be accomplished.

**Animal Depopulation and Carcass Disposal**

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 dispatch the animals respectfully and quickly, considering the owners. Veterinary teams will supervise other agencies tasked to assist with the depopulation efforts.

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 cannot be disposed of quickly, may be covered with large sheets of plastic to contain diseases. Disposal methods will be as follows:

- Burial is the primary/preferred method. Burial on-site provides the most efficient, biosecure method of carcass disposal. Decomposition may take a long period, carcasses may become exposed, and groundwater may become contaminated. Additionally, areas of the State may have bedrock or water tables that preclude this method, so coordination with responsible agencies is critical.

- Burning is another method of carcass disposal. This system does not immediately and destroys carcasses, and it may also spread noxious smoke and fumes creating an unpleasant public perception.

- Rendering of animals, when possible, can be an acceptable 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 yet another mode of carcass disposal and decontamination. This method, while assuring the 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 the disposal of bird carcasses.

**Recovery**

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 years.

Recovery is dependent on the following issues:

- Type of disease
- Type of animals affected
- Economic impact
- Restocking populations
- Decontamination capability

To ensure that there is not a reoccurrence of a disease, AGI will conduct assessments in the affected area, which may include placing sentinel animals in the affected area. These animals will be monitored for an adequate amount of time, contingent on the type of disease, before declaring an area clean for restocking.

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.

**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.

**Plan Maintenance**

This plan will be maintained by the AEMA. Each 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.

**Authorities and References**

- Public Law 107-9: Animal Disease Risk Assessment, Prevention, and Control Act of 2001, May 24, 2001

- USDA National Emergency Response to a Highly Contagious Animal Disease (Executive Summary) March 30, 2001

INTENTIONALLY LEFT BLANK

# Incident Annex E - Radiological Emergency Preparedness

**Primary Agencies:** Alabama Emergency Management Agency
Alabama Department of Public Health, Office of Radiation Control

**Support Agencies:** Alabama Department of Agriculture & Industry
Alabama Department of Conservation
Alabama Department of Education
Alabama Department of Environmental Management
Alabama Department of Human Resources
Alabama Law Enforcement Agency
Alabama National Guard
Alabama Department of Transportation
American Red Cross

**Federal Agencies:** U. S. Department of Defense
U. S. Department of Energy
U. S. Department of Homeland Security
U. S. Environmental Protection Agency
U. S. Nuclear Regulatory Commission

## I. Introduction

### A. Authority (NUREG REF: A.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.

AEMA is the lead coordinating agency within State government for emergency prevention, protection, mitigation, response, and recovery. The mission is to provide an organized and integrated capability for timely, coordinated response by State agencies to nuclear/radiological incidents at fixed facilities and along transportation corridors.

Alabama Department of Public Health (ADPH) has the mission to protect the public health and safety from excessive exposure to ionizing radiation. The Code of Alabama 1975, Title 22, Sec. 22-14-4, et seq. provides for a Radiation Control Agency (RCA) within the state health department with the State Health Officer (SHO) as the director and designates that agency to determine if a radiological emergency exists and makes it responsible for issuing any order requiring action to be taken as is necessary to meet such radiological emergencies. **(NUREG REF: J.12; K.2)**

The development and implementation of Alabama's Radiological Emergency Preparedness annex is consistent with and pursuant to the applicable state, county and federal authorities.

Authority for this annex is contained in the Alabama Emergency Management Act No. 47, 1955, as amended; Alabama Executive Order 15, February 15, 1994; Alabama Act No. 582, September 16, 1963; Code of Alabama 1975, Section 2-13-81; Appendix E of 10 CFR 50, Code of Federal Regulations; Lauderdale County Commission Resolution, September 24, 1962 and April 10, 1984, as amended; Lawrence County Commission Resolution, August 28, 1961 and February 13, 1984, as amended; Limestone County Resolutions, March 28, 1963 and February 21, 1984, as amended; City of Athens Ordinance, June 24, 1963; Morgan County Commission Resolution, March 23, 1971 and Commission Resolution, April 04, 1984 as amended; City of Decatur, Ordinance No. 1208, 1961; Madison County Commission Resolution 12987, October 23, 1961 and Resolution adopted November 9, 1962, as amended and Commission Resolution, March 05, 1984 as amended; City of Huntsville, Ordinance No. 62-212, October 25, 1962, as amended; Houston County Resolution, February 14, 1972 and February 27, 1984, as amended; City of Dothan, Ordinance No. 4853, September 27, 1974. Henry County Resolution, Book "N", Page 161, February 1962 and Commission Resolution, February 12, 1980 as amended.

When implemented, this annex has the same force as an order from the Governor of Alabama.

## B. Purpose

The purpose of this annex is to provide coordinated responses by State, County, and Federal agencies for emergency actions to protect the health and safety of the general public in Alabama and surrounding states in regards to an incident at a Nuclear Power Plant (NPP), transportation of radiological materials, and foreign, unknown, or unlicensed sources of radioactive materials.

## C. Situation and Assumptions

### 1. Fixed Facility

There are two fixed nuclear power plants located in Alabama and one in Tennessee that could affect the public in Alabama:

- The Browns Ferry Nuclear Plant (BFNP) in Limestone County could affect the local population in Lauderdale, Lawrence, Limestone, and Morgan Counties. Additionally, crops, livestock, poultry, and dairy products could be affected in other Alabama counties and the state of Tennessee.

- The Joseph M. Farley Nuclear Plant (FNP) in Houston

County could affect the local population in Henry and Houston Counties in Alabama and Early County in Georgia. Additionally, crops, livestock, poultry, and dairy products could be affected in other Alabama counties and the states of Georgia and Florida.

- The Sequoyah Nuclear Plant (SNP) in Tennessee could affect crops, livestock, poultry, and dairy products in multiple counties in the State of Alabama.

- Designation of State Radiological Monitoring and Assessment Center (SRMACs):

  SRMACs
  - Alabama Department of Public Health, Training Center & Administrative Annex
    208 Legends Ct., Suite C, Prattville, AL

  - Browns Ferry Nuclear Plant – Morgan County Courthouse
    302 Lee St. NE, Decatur, AL

  - Farley Nuclear Plant – Dothan/Houston County EMA
    405 East Adam St., Dothan, AL

Assumptions

- The possibility exists that an incident could occur at a nuclear power plant (NPP) which may constitute a health hazard to the population through the release of radioactive materials into the environment.

- The Federal Emergency Management Agency (FEMA) is responsible for reviewing and assessing state and local emergency plans and for off-site radiological emergency planning and response for adequacy.

- The operators of the NPP will notify state and local governments of an incident in ample time for implementing warning and protective actions for the public.

- Each level of government (local, state, and federal) is responsible for the safety and welfare of the public to the extent of its capabilities. Each level possesses a certain degree of expertise and resources which will be utilized as necessary in supporting emergency response actions.

- The Nuclear Regulatory Commission (NRC) is responsible for on-site radiological emergency planning and for licensing the operation of a NPP. The NRC will review the FEMA findings and determinations on adequacy of

implementation of state and local plans and will make the final determination with regard to the overall (on-site and off-site) state of emergency preparedness prior to licensing a NPP.

- There are too many possible contingencies associated with an incident at a NPP to provide detailed comprehensive coverage. Therefore, the purpose of this REP annex is to establish the framework and general guidelines for an effective initial response within the "Notice of an Unusual Event" to the "General Emergency" classifications of a nuclear incident. It also provides guidance for recovery after an incident has been stabilized. The State Emergency Operations Plan (SEOP) is the State of Alabama's All-Hazard Plan which contains an outline of the response actions from the State to recovery operations for incidents which may be common to any emergency.

- Two major exposure areas have been established to provide general boundaries within which emergency preparedness should be planned. The Plume Exposure Pathway encompasses an area most likely to require protective actions for the general public. This area is referred to as the Emergency Planning Zone (EPZ) which effects the population within a 10-mile radius of the NPP. The Ingestion Exposure Pathway is more far-reaching, encompassing a much larger area and is concerned with contamination of food and water. This area is referred to as the Ingestion Pathway Zone (IPZ) which effects the population with a 50-mile radius of the NPP.

- The most severe circumstances at a NPP could possibly require selective or general evacuation, including onsite individuals out of the EPZ. Provisions are established for conveying warning and appropriate instructions for contamination monitoring and sheltering. A comprehensive, well-coordinated public information program is a necessity for the successful execution of the REP annex.

- Madison County is located ***outside*** of the Browns Ferry Nuclear Plant 10-mile EPZ and is ***not*** a risk county. It is included in this annex as a ***host*** county for evacuees from Limestone and Morgan Counties who have already registered at the "risk county" Reception Centers and, if applicable, successful monitoring and decontamination has been completed.

**2. Transportation of Radioactive Materials**

- The U. S. Department of Energy (DOE) transports shipments of radioactive waste material through 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 the health and safety of the population.

- Radiological incidents may not be immediately recognized as such until the radioactive material is detected, or the effects of radiation exposure are manifested in the population.
- Response to motor vehicle accidents involving radiological materials requires detection equipment and trained personnel to detect, contain, and limit the continued spread of contaminated materials.
- Radioactive materials shipped/transported by private carrier have markings but still can pose a hazard.
- Transportation of U. S. Department of Defense radioactive materials are not announced and may have armed escorts that are authorized to use deadly force.

Assumptions

**Waste Isolation Pilot Program (WIPP) shipments are operated by the Department of Energy (DOE).**

- First response to an incident will be by local agencies. Training programs are established along the identified routes for first responders. The SEOC and ADPH will be notified.

- DOE will be contacted and will be responsible for emergency operations and recovery.

**Shipments by the Department of Defense (DOD)**

- Shipments of nuclear materials are classified and will be responded to and managed by DOD.

- DOD will make notifications when a shipment has been involved in an incident. AEMA will notify ALEA, ADPH and county EMAs.

**Commercial Radiological Shipments**

- For commercial transportation incidents involving radioactive material, the SEOC and ADPH will be notified.

- The owner of the radioactive material is responsible for the clean-up which will be overseen by ADPH/ORC to ensure that the clean-up meets established standards. Cooperation and coordination of these actions will also take place between the local EMA and AEMA.

### 3. Foreign, Unknown, or Unlicensed radioactive materials

- Alabama Law Enforcement Agency (ALEA) is the primary agency for an incident involving foreign, unknown, or non-licensed radiological shipments.
- ADPH will provide personnel to support the incident if requested.
- Radioactive materials may come from several other sources; imported materials with radioactive contamination, foreign spacecraft, aircraft, ships, shipments of foreign-owned radioactive materials, and unknown sources (referred to as orphan sources) that include abandoned radioactive materials.
- Unknown types of radiological incidents may not be immediately recognized until responders and/or the general public received exposure.

## II. Concept of Operations (NUREG REF: A.1.b; D.1.b)

A. Emergency Classification Levels (ECLs) for a NPP

Notification of Unusual Event (NOUE): NOUE is the least serious of the four classifications. This classification provides early and prompt notification that events are in progress or have occurred which indicate a potential degradation of the level of safety of the plant or indicate that a security threat to facility protection has been initiated. No releases of radioactive material requiring offsite response or monitoring are expected unless further degradation of safety systems occurs.

Alert: An Alert classification is indicated when events are in progress or have occurred which involve an actual or potential substantial degradation of the level of safety of the plant or a security event that involves probable life threatening risk to site personnel or damage to site equipment because of HOSTILE ACTION. Any releases are expected to be limited to small fractions of EPA Protective Action Guideline exposure levels.

Site Area Emergency (SAE): A Site Area Emergency is declared when events are in progress or have occurred which involve an actual or likely major failures of plant functions needed for protection of the public or HOSTILE ACTION that results in intentional damage or malicious acts; (1) toward site personnel or equipment that could lead to the likely failure of plant functions; or (2) that prevent effective access to equipment needed for the protection of the public. Any releases are not expected to result in exposure levels which exceed EPA Protective Action Guideline exposure levels beyond the site boundary.

General Emergency (GE): A General Emergency is declared when events are in progress or have occurred which involve actual or imminent substantial core degradation or melting with potential for loss of containment integrity or HOSTILE ACTION that results in an actual loss of physical control of the facility. Releases can

be reasonably expected to exceed EPA Protective Action Guideline exposure levels offsite for more that the immediate site area.

B. State Actions

State actions taken during these phases are based solely on a Radiological Incident and may vary depending upon the analysis of ADPH/ORC, SEOC, the NPP operator, and local response request for support of resources. Actions directed by this annex are designed to integrate the efforts of the various state 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. The operations involved are divided into phases:

**Phase 1** – Emergency Response: This phase includes the immediate actions taken by the emergency response organizations to mitigate the consequences of the incident, to implement the EOP with all of its support functions and annexes, while the utility works to restore the plant to a safe, stable condition. Actions executed under this phase will be defined in one of four State Emergency Operation Center levels: **(NUREG REF: D.4)**

- **Level IV** includes readiness in normal day-to-day operations and may also encompass a **"Notice of an Unusual Event"** at a NPP. The SEOC, ADPH, and County Emergency Management Agencies will maintain a 24-hour communication system with the NPPs. When the operator of a NPP has determined that an incident has occurred and classified the incident, they will provide appropriate details to the SEOC and ADPH. The Director of Response Operations will activate the SEOC to an appropriate Level as he/she determines fit, and it will remain activated to the degree necessary until the incident is terminated.

- **Level III** may normally begin upon notification of an **"Alert"** at a NPP. An incident at a NPP may necessitate activating the State Radiological Monitoring Assessment Center (SRMAC), AEMA Field Divisions/Division Coordinators, and staffing the Joint Information Center (JIC). The Division liaison to SRMAC provides support between the ADPH/ORC, SEOC, and the affected counties. The JIC 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 if determined necessary at this classification.

- **Level II** may normally begin at **"Site Area Emergency"**, which could include Protective Action Decisions (PADs). ADPH/ORC, using plant and off-site monitoring data, will advise the State Health Officer (SHO) or designee if necessary PAD/Health Orders need to be implemented. ADPH/ORC will notify the SEOC to initiate a State Coordinating Group Call (SCG) with ADPH/ORC, SEOC, utility, state response partners, FEMA Region 4, NRC, and the emergency management agencies of the affected counties and adjoining states to

discuss implementation of the PAD/Health Orders. The SEOC will request federal assistance for non-radiological support of this annex, and ADPH/ORC will request federal radiological support.

- **Level I** typically starts at **"General Emergency"**, which includes Protective Action Recommendations (PARs) issued from the utility followed by Protective Action Decisions (PADs) from the SHO. Should conditions at the plant indicate eminent or actual release of radiological material into the atmosphere, the operator of the NPP will declare a "General Emergency". The same procedures will be used for notification. The ADPH/ORC will determine appropriate protective actions for residents in the 10-mile EPZ and if not already accomplished will dispatch monitoring teams to identify the quantity and location of the radiological contamination. The SEOC will ensure that the counties have activated PNS and have issued EAS messages. ADPH/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 actions. State and County EOCs may stay at different levels of activation based on the situation. If a situation of such magnitude occurs that the NPP operator declares a
"General Emergency-Fast Breaker" without the phased-in buildup described above, the operator will immediately notify the affected county EMAs and then will complete a follow-up notification to the SEOC and ADPH/ORC. The county EMAs will, as soon as possible, activate the PNS and issue an EAS message outlining PARs by the NPP operator, and activate their EOCs. The ADPH/ORC and Director of Response Operations at the SEOC will take the necessary actions to generate a response capability.

REP OPERATIONAL MATRIX

The REP Operational Periods have been established primarily for checklist guidance and to create a relationship between the NRC emergency levels and terminology in use in the State. Intelligent assessment of the degree of severity and the accident potential associated with a particular nuclear incident will determine specific status and action level to be taken.

| NRC ECLs | Level IV | Level III | Level II | Level I |
|---|---|---|---|---|
| Notice of an Unusual Event | X | | | |
| Alert | | X | | |
| Site Area Emergency | | | X | |

| | | | | |
|---|---|---|---|---|
| General Emergency | | | | X |

**Phase 2** – Ingestion Phase
The areas deemed to be affected by the radioactive plume after the emergency phase will be outlined on the Ingestion Exposure Pathway 50-mile map for the facility in question. The ADPH/ORC will determine the ingestion exposure pathway based on all data available including aircraft survey data and Radiological Field Monitoring Team (RFMT) survey data.

**Phase 3** – Re-Entry/Relocation/Recovery
Actions during this phase may entail developing detailed surveys and mapping of contaminated areas, developing decontamination procedures and, in general, preparing the area for a deliberate return of evacuated personnel. This phase may include the following activities: Re-entering evacuated areas to determine the extent of damage, to measure radiation and contamination levels, and to determine access routes to and from the affected area.

**Phase 4** - Long Term Recovery and Return
This phase commences when the plant is in a safe, stable condition and no further radioactive releases to the environment are expected. This phase also consists of developing and implementing a long term monitoring plan to include activities such as environmental monitoring, recommendations regarding acceptable levels of radioactivity and radiation in the environment, preparation of health and safety advice and information for the public, and estimated effects of radioactive release on human health. Inhabitants may be allowed to return to their areas previously evacuated from with provisions and restrictions as issued by ADPH/ORC.

The very nature of a radiological incident requires the utmost in technical knowledge and civil action judgment. Therefore, the concept of a normal sequence of events outlined above must be considered as a guide only. The actual situation at the time of an incident will dictate actions which may vary from the normal procedure. Actions required in any given situation will be based on information received from the NPP operator and the good judgment of ADPH/ORC and supported by SEOC.

All federal and state non-radiological agencies responding to an emergency shall assign a representative who has decision making authority to the SEOC. All federal radiological requests for support will go through the SRMAC. **(NUREG REF: II, C.2.c; N.1.d)**

## III. Emergency Organizations

Primary state organizations supporting the counties during a radiological incident at a nuclear power plant are listed below. Additional state agencies will be added, as deemed necessary. **(NUREG REF: II, A.1; A.3; C.2.b; C.2.d; C.3;O.1; P.3)**

**A.** Tasked Organizations

| Organizations | Principal in Charge of Emergency Response |
|---|---|
| Governor, State of Alabama | Governor's Liaison |
| ESF-1, Alabama Dept. of Transportation | Director |
| ESF-5, Alabama Emergency Management Agency | Director |
| ESF-6, American Red Cross | Disaster Services Coordinator |
| ESF-6, Alabama Dept. of Education | Superintendent of Schools |
| ESF-6, Alabama Dept. of Human Resources | Commissioner |
| ESF-8, Alabama Dept. of Public Health (ADPH) | State Health Officer (SHO) |
| ESF-10, Alabama Dept. of Environmental Management | Director |
| ESF-11, Alabama Dept. of Agriculture & Industry | Commissioner |
| ESF-11, Alabama Dept. of Conservation | Director |
| ESF-13, Alabama National Guard | State Adjutant General |
| ESF-13, Alabama Law Enforcement Agency | Secretary |

- Due to specialized training requirements for responders from these State agencies, a representative may be assigned to AEMA Division Offices to coordinate with the SEOC.
- It is the responsibility of each organization that supports this annex to perform prudent staff actions to prepare for the full implementation of the annex.
- County organizations responding to a radiological incident at a NPP are listed in the County specific plans and are tailored for minor differences between counties. **(NUREG REF: II, A.1.a)**

**B.** Responsibilities **(NUREG REF: II, A.3; A.4; C.4; D.4)**

- The Federal Emergency Management Agency (FEMA) is responsible for reviewing and assessing state and local emergency plans and for off-site radiological emergency planning and response for adequacy. The Nuclear Regulatory Commission (NRC) is responsible for on-site radiological emergency planning and for licensing the operation of a NPP. The NRC will review the FEMA findings and determinations on adequacy of implementation of state and local plans and will make the final determination with regard to the overall (on-site and off-site) state of emergency preparedness prior to licensing a NPP.

- Government officials at all levels share responsibility for the planning necessary to protect the health and safety of the public during 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 Alabama Radiation Control Agency (RCA) as the agency responsible for issuing any protective action decision or order requiring actions to be taken necessary to protect the health and safety of the public. In day- to- day operations this function is fulfilled by the Alabama Department of Public Health, Office of Radiation Control under the direction of the State Health Officer or designee. 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 annex by ADPH and AEMA. **(NUREG REF: A.2.)**

- Utilities **(NUREG REF: II, B)**
  Establish and maintain an onsite emergency organization that performs the functions required by NUREG 0654. For the purpose of this annex the focus of the utility's efforts will be on clear, accurate, and rapid reporting of conditions to ADPH. The utilities will establish and maintain communications with the various headquarters activated by the county and state agencies.

**C.** Departmental/Agency Responsibilities
**(NUREG REF: II, A.1.a; A.2.a; 1.11; J.2)**

**ESF-1, Alabama Department of Transportation**

- Provide technical assistance to the SEOC and Divisions to include barricade materials, signs and communications support.

- Support county highway/road departments in securing and installing barricades, signs, and other necessary equipment needed for traffic control.

- Coordinate data collection and assessment activities regarding road and bridge closures and re-openings.

- Coordinate and assist with evacuation and re-entry planning.

**ESF-5, Alabama Emergency Management Agency (AEMA)**
**(NUREG REF: II, A.1.e; P.5)**

- The State Liaison Officer (SLO) as appointed by the Governor is currently the AEMA Director. It is the responsibility of the SLO to notify all state and county agencies of unusual events, incidents, or emergencies which may be of public interest.

- Coordinate with all state agencies for emergency planning activities and ensure the development of an up-to-date coordinated state radiological annex.

- Publish and distribute the radiological annex based on updated information from ADPH and other state and local agencies that support the annex in their area of expertise. AEMA, in cooperation with ADPH, will identify authorship responsibility and revision schedules for this annex.

- Coordinate with licensees, other states and federal agencies on all non-radiological matters concerning the development and implementation of the radiological annex.

- Provide communication capabilities by use of existing public and private systems to assure continuous exchange of information between SEOC, County EOCs, and the NPP on a 24-hour a day basis.

- Establish policy, plans, and methods of communicating Public Health Orders and for disseminating Emergency Public Information.

- Plan, develop, and conduct training for the non-radiological aspects of the REP annex.

- Establish and direct staff activities of the SEOC and Field Operations at the SRMAC and AEMA Division office locations.

- Notify the Governor of potential and actual requests for the use of state military forces or request for federal resources.

- Coordinate and disseminate news releases. **(NUREG REF: II, J.10.a)**

**ESF-6, Alabama Department of Human Resources (ADHR)**

- Assure emergency provision of regular ongoing services of ADHR to meet the needs in the affected areas.

- Work with AEMA Divisions to ensure the location and coordination of local reception/mass care (shelter and feeding) centers.

- Provide planning and technical assistance to the local government through the REP annex and liaison with state agencies.

**ESF-6, Department of Education**

- Provide training, sheltering, and evacuation of school children in the 10-mile Emergency Planning Zone around NPPs.

- Provide transportation as requested by SEOC.

**ESF-8, Alabama Department of Public Health (ADPH)**
**(NUREG REF: H.11.a; M.1.b)**

- Maintain liaison with NPP operators, other states, and federal agencies for radiological operational purposes.

- Determine the protective actions needed to protect the public from excessive exposure to radiation and issue Public Health Orders requiring such actions are taken.

- Conduct off-site radiation monitoring and control activities, and coordinate radiation data with the licensee, federal agencies, and SEOC.

- Provide prompt, regular notification to the Governor and the legislature concerning the status of the radiation hazard.

- Provide technical information to the state staff on all aspects of radiation (i.e., determine the level of radiation, health hazards, food contamination, evacuee decontamination procedures, and re-entry guidelines).

- Provide medical and technical support to local governments, ADPH districts and District Offices.

- Request federal radiological assistance when state resources are exhausted or otherwise not available. **(NUREG REF: J.14.f)**

- Tests and maintains all emergency equipment related to a radiological incident. **(NUREG REF: H.11.a.i.)**

**ESF-11, Alabama Department of Agriculture and Industries (AGI)**

- Condemn and seize foods which are unwholesome for human consumption.

- Restrict the feeding of certain feeds to farm animals to prevent the contamination of food products.

- Coordinate activities with local USDA personnel.

- Coordinate with the State Health Officer to determine the degree of contamination of food products.

**ESF-13, Alabama National Guard**

The Alabama National Guard (ALNG) will provide perimeter security and be prepared to conduct other support operations at each plant as necessary. The ALNG will respond with the requested capabilities from the local area units and build capacity as required to meet the needs of AEMA or other requesting agencies.

Support the local governments on a mission-type basis as required, including:

- Facilitation of all possible support to civil authorities.
- Protection of life and property of the people of Alabama.
- Safeguard National Guard personnel and facilities.
- Provide security and control of the evacuation zone.
- Assist with personnel and equipment monitoring when requested.
- Being able to deploy and sustain Task Forces at both nuclear power plants while retaining adequate forces to respond to any additional Defense Support Civil Authorities (DSCA) missions.

**ESF-13, Alabama Law Enforcement Agency (ALEA)**

*A. Alabama Department of Public Safety*

- Provide law enforcement, traffic control, and fire and rescue support, as requested by the SEOC or Division.
- Assist in communications, as may be required.
- Support local officials in the evacuation of designated areas.

*B. Alabama Marine Police*

- Provide support to local governments for evacuation of citizens from water.
- Coordinate patrol activities with the Department of Public Safety for security purposes.

- Coordinate evacuation and water safety practices with the U.S. Coast Guard and local rescue teams.

*C.* *Alabama Fusion Center*

- Provide intelligence to support incident response.

- Distribute intelligence directly to partner agencies on a need-to-know basis.

**Other Departments and Agencies (NUREG REF: II, D.4; P.10)**

- All additional State departments and agencies will assist and make resources available as required by the SEOC.

**D**. Administrative Responsibility **(NUREG REF: II, P.1; P.3; P.4)**

The Alabama Emergency Management Agency (AEMA) and the Alabama Department of Public Health (ADPH) are jointly responsible for the overall administration of this annex. The Directors, ADPH and AEMA are jointly responsible for developing, reviewing, updating, coordinating, and exercising this annex. These individuals will be trained, as appropriate, in the technical and planning aspects of nuclear incidents necessary to fulfill their joint responsibilities. AEMA and ADPH will jointly develop and issue this annex, and both will annually certify its validity. **(NUREG REF: II, P.2; P.3; P.4; P.5; P.10)**

- AEMA will publish and distribute all revisions to this annex and ensure that proper accountability procedures are established.

- Each State Department and Agency is responsible for its internal administration and logistical operations to support the requirements of this annex.

- Emergency Operations are funded through the budget of each agency at all levels of government. Complete and accurate accounts of emergency expenditures in support of a NPP incident must be maintained by each state agency for compilation by AEMA.

- Departments supporting this annex will update rosters of key personnel and telephone numbers on a quarterly basis. These updates will be provided to AEMA. **(NUREG REF: II, P.10)**

- Each Department and Agency of State and Local Government which has personnel tasked to participate in emergency response shall make provisions to ensure that each individual receives radiological emergency response training. All radiological training will be developed and conducted by ADPH/ORC, AEMA, and coordinated with the appropriate departments, agencies, Division, and utility.

## IV. Direction and Control (NUREG REF: II, A.5; P.2)

**Mission:**

The mission is to provide direction and control of emergency operations at the State level to manage an incident at a Nuclear Power Plant (NPP) and support local response actions.

### A. Situation

The population in the vicinity of a NPP will likely experience a high degree of concern and unrest in association with a nuclear incident. They will require ample notification, information and positive assurance that the responsible authorities are capable of and are taking appropriate action to protect their health and safety.

- An incident at a NPP will require strong and positive direction and control exemplified by coordinated operations and effective decision making under pressure.

- An incident could develop into a situation requiring evacuation, resulting in the mass movement of all or part of the population surrounding the facility or the evacuation of facility employees. This would require the utmost in coordinated effort between State and Local governments. Local governments are the lead first responders with state assets available to assist in any situation.

- Direction and control are most efficient and effective for any given operation when they operate from one location. Overall State EMA control for support of a NPP incident will be exercised from the SEOC, located in Clanton, AL. Radiological control of a NPP will be exercised from the State Radiological Monitoring and Assessment Center (SRMAC), located in Prattville and/or Morgan or Houston County. The SRMAC is comprised of ADPH and/or AEMA representatives and will be staffed at the "Alert" emergency classification level depending on the severity and potential of the incident.

- NPP incidents may last for an extended period of time. Therefore, the SEOC and local EOCs in REP counties must be capable of operating 24-hours a day for

extended periods. In case an EOC is rendered inoperable or uninhabitable, an alternate capability and location is needed in order to continue operations throughout the period of the incident.

## B. Concept of Operations (NUREG REF: II, A.1.b; A.2.a)

- The Governor of the State of Alabama will assume overall authority and responsibility for emergency operations and actions concerning a nuclear incident at an NPP. The State of Alabama Health Officer and/or designee will issue an order requiring actions to be taken necessary to meet the emergency. The ADPH/ORC will provide analysis and recommendations to the State Health Officer. The AEMA Director will coordinate the activities of all state agencies for carrying out emergency functions relating to a NPP incident.

- ADPH/ORC will maintain a liaison with each utility operating an NPP within the State and those operating in adjacent states which could affect the health and safety of Alabama residents. Each utility will notify the SEOC and ADPH/ORC of any incident involving nuclear materials at a plant.

- The ADPH/ORC will verify the details of a radiological emergency, issue necessary Public Health Orders, and provide advisories and situation reports to the SEOC throughout the time period of an incident. The SEOC will disseminate information and coordinate with affected departments and agencies.

- AEMA will take actions as outlined in the SOG Master Checklist Guide to coincide with the class of the incident and the current situation. In all cases, the EMA Director in each affected county will be notified of an incident. If primary notification contact at any level of an incident cannot be made within five minutes, alternate notification procedures will be initiated.

- The SEOC may be activated for an “Alert” or higher emergency classification level. The staffing level for the SEOC will be based on an evaluation of the situation by ADPH/ORC and AEMA.

- Communications in the SEOC will be used to receive and evaluate information, disseminate instructions, coordinate operations, and advise local, state, and federal agencies.

## C. Responsibilities

<u>Direction and Control</u>

Control of emergency operations will be vested in the Governor. He and/or she will be advised by SEOC staff and may delegate specific responsibilities as he/she desires, pursuant to state law.

Radiation Control Agency (RCA)

RCA will be responsible for evaluating radiation hazards, ordering protective actions as necessary, advising state and local agencies, coordinating radiological technical assistance, and disseminating information to ensure the health and safety of the population.

State Emergency Operations Center (SEOC)

**(NUREG REF: II, A.1.e; A.4; A.5; C.2.a)**

The AEMA Director will be responsible for maintaining and operating a SEOC capable of continuous (24-hour) operations for an extended period. Operating procedures, displays, communication equipment, physical arrangements, etc., will be adequate to accommodate the situation. This also includes the requirements for the AEMA liaison's portion within the SRMAC.

Emergency Direction and Control Staff

Coordination of emergency staffing will be the responsibility of the State and Local Emergency Management Directors. This includes maintaining liaisons with agencies at local, state, private, and federal levels.

Resources

Each agency will be responsible for maintaining overall control of its resources during an incident at a NPP, and also providing normal support of its resources as required.

Communications

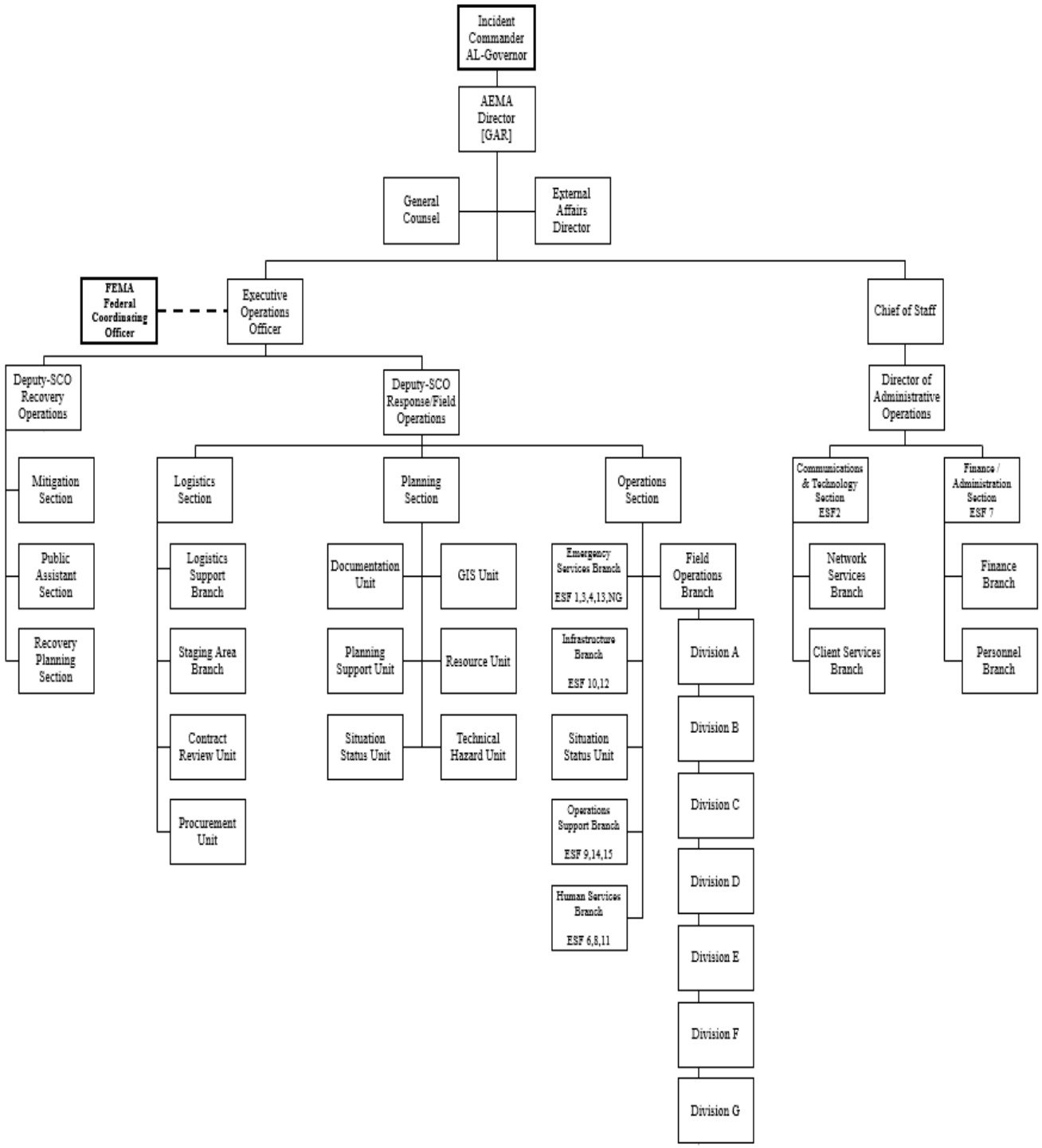
The primary means of initial communications for notification and warning by the utilities to the State Warning Point will be the following: Emergency Communication Notification System (ECNS) telephone for TVA's BFNPP (Browns Ferry Nuclear Plant) with commercial telephone as backup; Emergency Notification Network (ENN) for the Southern Nuclear Operating Company's NPP (Farley Nuclear Plant/FNP), with commercial telephone as backup. Notification to State and local agencies will be by commercial telephone. A dedicated direction and control circuit between the State and affected counties within the 10-mile EPZ of BFNP will be activated when the SEOC is activated. A dual-use direction and control and radiological information circuit used for initial notification will be similarly used for FNP. The in-state National Warning Systems (NAWAS) and the Radio Amateur Civil Emergency Services (RACES) may be used for emergency backup with Southern Linc and email as supporting, if required.

## D. Organizational Structures for All Organizations (NUREG REF: II, H.6; O.4.a)

Alabama Emergency Management Agency (AEMA) Organizational structure is located in this section. The counties will have organizational structures included in each of the individual county plans.

# SEOC Organizational Structure

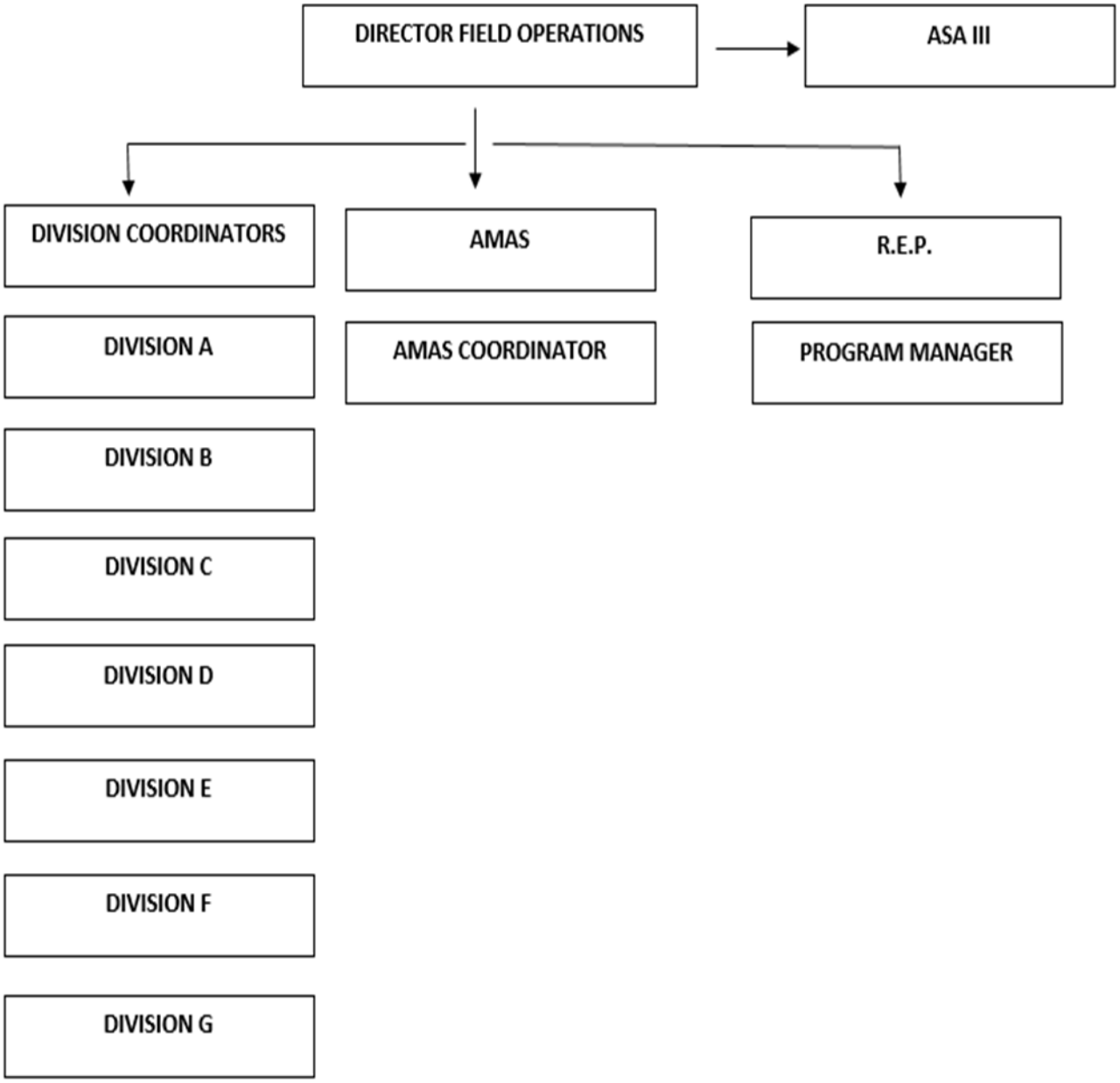
**(NUREG REF: A.1.a; A.1.c; A.3;)**



# AEMA Division Organizational Chart

**(NUREG REF: A.1.c)**

## FIELD OPERATIONS BRANCH



## V. Communication and Notification (NUREG REF: II, A.4; E.1; E.1.a; E.2; F.1.a; F.1.c; G.1; N.4.f)

**Mission:**

The mission is to provide a communication and notification capability for coordinating operational and radiological matters and to provide prompt notification of the general public in the 10-mile EPZ in case of a nuclear incident at either of the NPPs.

### A. Situation

- An incident at a NPP will generate a requirement for an immediate and uninterrupted communications link between State and local governments, the utility, and within the local governments. This capability is necessary to provide notification, and the direction and control needed to protect the health and safety of the population.

- A communication system capable of immediate and sustained support of operational functions during an incident at a NPP must be operational at all times. Periodic tests of the system must be conducted to verify and ensure its serviceability. Situations can change rapidly, and conditions can vary greatly between incidents; this precludes establishing a communications network after an incident has occurred.

- Houston County's prompt notification of the public within the 10-mile EPZ of FNP will be provided by fixed sirens with Code Red as a backup. The Emergency Management Director of Houston County will be responsible for activating the Prompt Notification System.

- Browns Ferry Counties' prompt notification of the public within the 10-mile EPZ of BFNP will be provided by fixed sirens and tone alert radios. The Emergency Management Directors of Lauderdale, Lawrence, Limestone, and Morgan Counties will activate the portion of the system that is physically located within their respective county.

### B. Concept of Operations (NUREG REF: F.1.; F.1.a; F.1.b)

- The Emergency Communication Notification System (ECNS) will be the primary means through which TVA notifies the State of an incident. Southern Nuclear Operating Company will use the Emergency Notification Network (ENN) and Web EOC for initial notification.

- The initial call will be made to the 24-hour SEOC Communication Center in Clanton and will be relayed onto ADPH/ORC and the effected counties.

ADPH/ORC will collect additional details from the utility and forward the information onto the SEOC and effected counties.

- Duty officers are scheduled by their respective organizations to provide a 24-hours per day, 7 days per week coverage capability. **(NUREG REF: II, A.1.e)**

- After the SEOC is activated, the dedicated circuit will become the primary means of communications and warning between the utility, state, and applicable local governments. The statewide radio network will be primarily for general intrastate communications. Commercial telephones will be used as backup. The in-state National Warning System (NAWAS) and the Radio Amateur Civil Emergency Services (RACES) may be used for emergency backup. **(NUREG REF: II, A.1.e; E.2)**

- Each state agency with communications gear will operate and maintain its own equipment. Communications requirements in the SEOC and for the Divisions during an incident should be coordinated with the Emergency Management Communications Officer, ESF-2.

- Communications with federal agencies and other states will be conducted primarily via commercial telephone with a hard copy follow-up. A dedicated FEMA circuit will be used for backup.

## C. Responsibilities (NUREG REF: II, A.2.a; A.4; F.1.c; F.2; O.4.j)

Alabama Emergency Management Agency

- Provide for emergency communications for state agencies in the SEOC and for the Divisions during an incident at a NPP.

- Coordinate emergency communications requirements with local Emergency Management organizations and with the utilities.

- Coordinate with ADPH/ORC to establish communications and notification procedures between utilities, state agencies, and local government.

- Advise adjacent states and FEMA of the incident and actions being taken.

- Ensure quarterly check of communications systems supporting this plan with FEMA Region 4 and adjacent states.

Alabama Department of Public Health, Office of Radiation Control (ADPH/ORC)

- Coordinate with AEMA to establish communications and notification procedures between utilities, state agencies, and local government.

- Coordinate radiological actions with adjacent states and federal authorities.

Other State Agencies Involved in an Incident

- Establish a communication system adequate to support responsibilities outlined in this plan.

All State Agencies Tasked in this Plan

- Operationally check communication systems used in support of this plan on a monthly basis.

Fixed and Mobile Communication

- All provider service ground ambulances shall have two forms of communication capabilities that provide vehicle-to hospital communications and for entry of patients. Additionally, all ground ambulances shall have radio communication capabilities with the following Very High Frequencies (VHF) to be used for mutual aid and disaster responses. Over staff responsibility for this requirement rests with the Department of Public Health, EMS Division.

Notification and Communications Charts

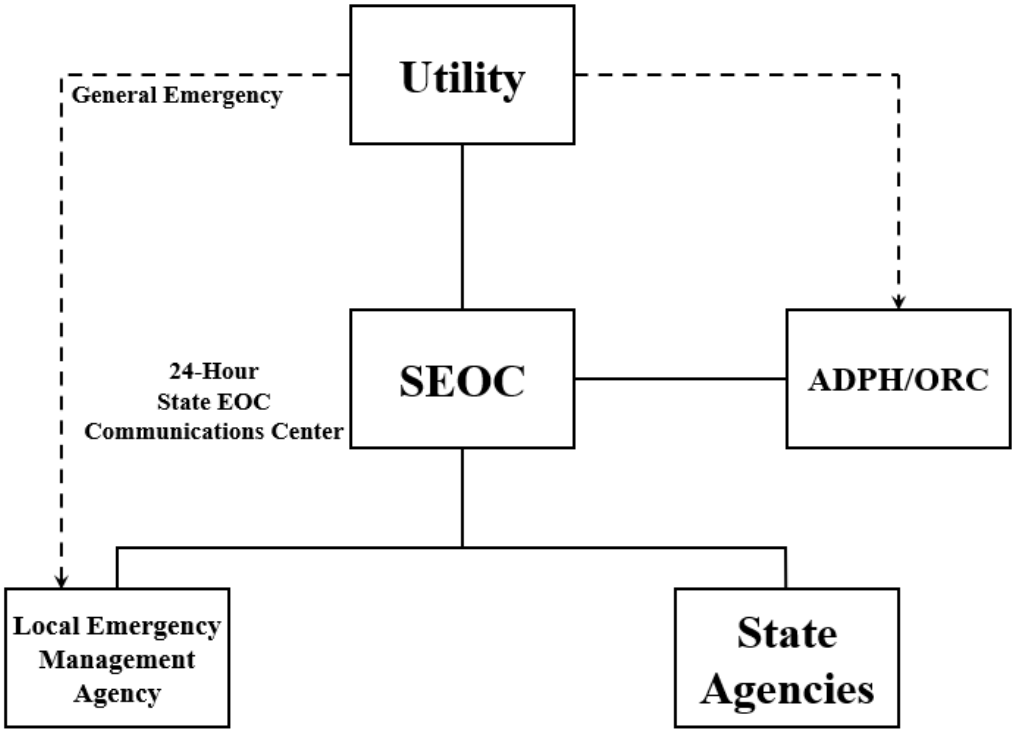
Notification Chart **(NUREG REF: II, A.1.e; A.2.a; A.4; E.2; E.5; F.2)**

SEOC Communications Chart
(**NUREG REF: II, A.1.e; A.4; E.5; F.1.c.d.e;F.2)**

SRMAC Communications Chart **(NUREG REF: II, A.4; F.2)**

SEOC Checklist

# Fixed Facility Incident Notification Chart



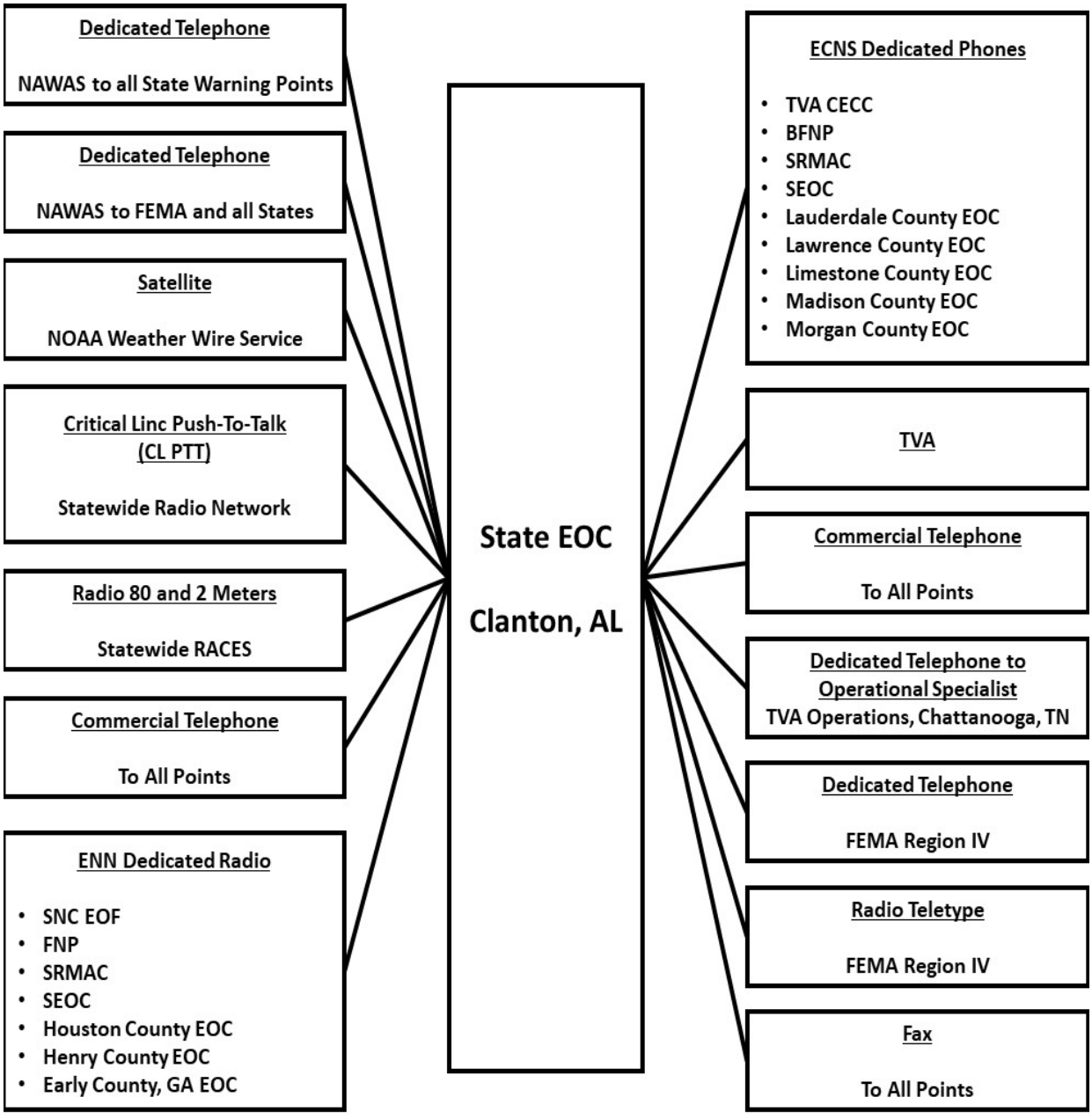

Note 1: The utility will contact County Emergency Management Agencies in addition to the SEOC directly if General Emergency is the initial emergency classification level.

Note 2: If contact in the notification chain at State and local level cannot be established within five (5) minutes, by-pass procedures will be initiated to notify next in line or designated alternative.

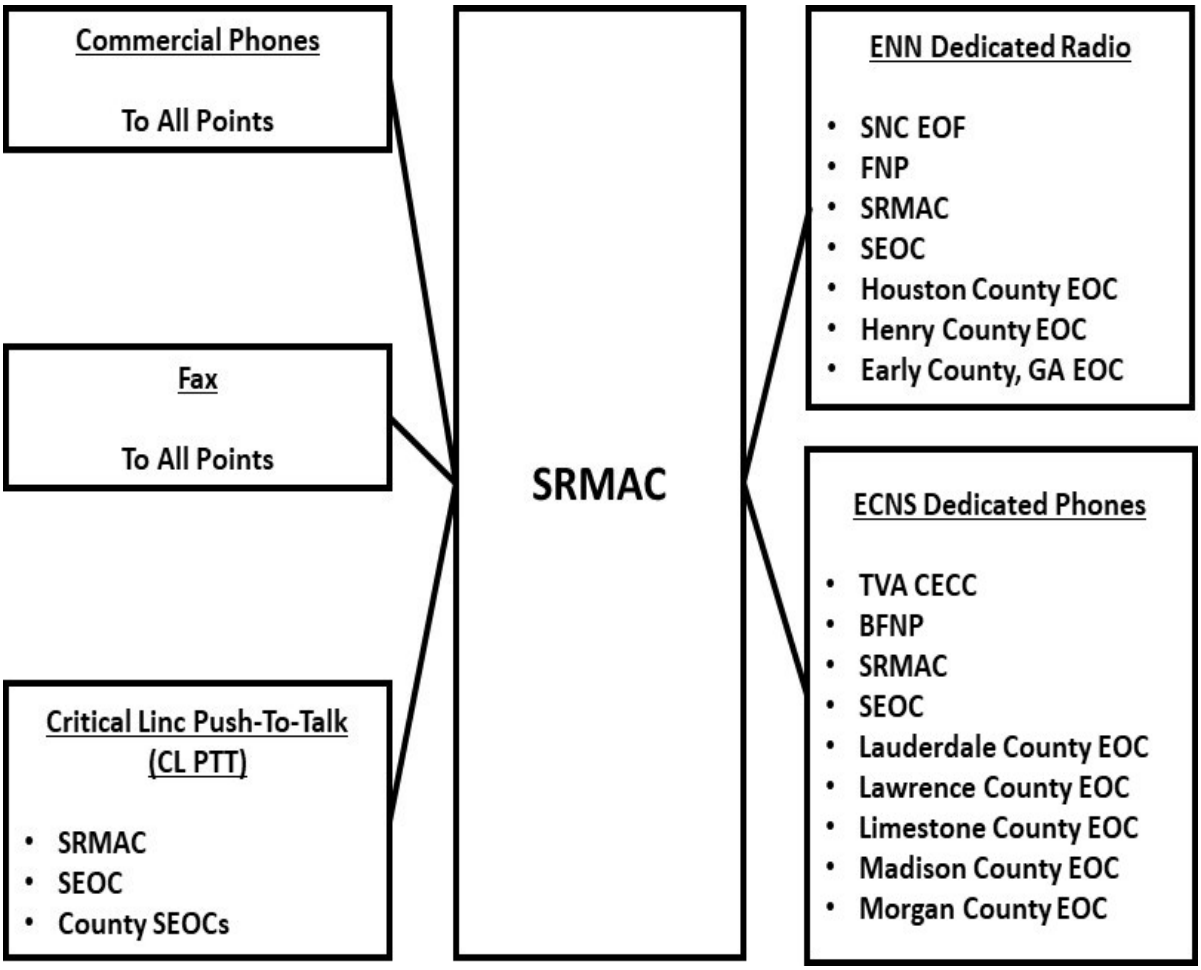
Note 3: County EOC Communications charts are in each County REP plan.

# SEOC Communications Chart

**(NUREG REF: A.1.e; A.2.a;A.5; F.1.a; H.6)**



# SRMAC Communication Chart




## D. Field Operations Communications

If determined that a Division Coordinator will be located at the SRMAC, they will serve as a liaison between the County, Division, and the SEOC. Communications between Field Operations is primarily by commercial telephone and email with the Critical Linc Push-To-Talk (CL PTT) radio as backup.

## E. Houston County Communication and Notification

Concept of Operations **(NUREG REF: II, A.1.b.; E.6)**

- SEOC will notify local Emergency Management Agencies of an incident at FNP which could affect the health and safety of the population. During non-duty hours SEOC will notify the local 24-hour warning point. Southern Nuclear Operating Company will make direct contact with the county in case of a "General Emergency". **(NUREG REF: II, F.1.a)**

- The Emergency Notification Network (ENN), a dedicated phone line, in conjunction with WebEOC will be the primary means of initial notification. Back-up communications will be through the CL PTT Statewide Radio Network, commercial telephone, and Radio Amateur Civil Emergency Service (RACES).

- County alerting and warning of the population will be by a combination of fixed sirens with Code Red when necessary, as a back-up. Coordination and control of this action will be directed from the County Emergency Operations Center. Procedures have been established with local TV and radio stations to broadcast continuous updated EAS messages concerning evacuation routes, sectors to be evacuated, Reception and Care Centers that are open, and other information pertaining to the general status of the emergency. When the County decides to activate the Prompt Notification System, the County Emergency Management Director will ensure the TV and radio stations designated to broadcast emergency information are either on the air or will be on the air for notification of the public. Once the station is manned, the PNS for Henry and Houston Counties will be activated. The initial notification will be sounded in a timely manner after the local EMA Director coordinates with appropriate agencies and the decision has been made to activate the system. The system is designed to provide notification to all residents within the 10-mile EPZ within a timely manner of activation. **(NUREG REF: II, E.2; F.1.b; G.1.i; G.3.a; G.4.b; G.5)**

- Communication systems will be tested in accordance with the following schedule:

| | |
|---|---|
| Emergency Notification Network (ENN) | Monthly |
| CL PTT State-wide radio network | Monthly |
| Radio Amateur Civil Emergency Service (RACES) | Semi-annually and during drills |
| iPhone communication check | Monthly |

Farley NPP Counties:

- Provide for emergency communications for local agencies in the EOC during a nuclear incident at FNP.
- Coordinate emergency communications requirements with AEMA.
- Coordinate emergency notification procedures with the news media.
- Coordinate emergency notification actions within the 10-mile EPZ for Houston and Henry Counties.
- Provide space in the EOC for SRMAC communications equipment.
- Activation of the Prompt Notification System (PNS) for FNP may occur when:
  - Notification of an ECL that would require a protective action to be taken
  - Notification by a FNP operator of a declared "General Emergency" at the plant.
- Operationally check communications and PNS on a monthly basis.

## F. BFNP Counties Communication and Notification

Concept of Operations **(NUREG REF: II, A.1.b; A.1.e; E.6;N.1.b. P.4)**

- SEOC will notify local Emergency Management Agencies of an incident at BFNP which could affect the health and safety of the population. During non-duty hours SEOC will notify the local 24-hour warning point. TVA will make direct contact with the county in case of a spontaneous "General Emergency".
- TVA ECNS will be the primary means of initial notification to the counties. Back-up communications will be through the CL PTT Statewide Radio Network, commercial telephone, Radio Amateur Civil Emergency Service (RACES) and the National Warning Systems (NAWAS).
- County alerting and warning of the population will be by a combination of fixed sirens, tone alert radios, and NOAA weather alert radios. Should it become necessary, back-up route alerting will be executed. Coordination and control of this action will be directed from the County Emergency Operations Center. Procedures have been established with local TV and radio stations to broadcast continuous updated messages concerning evacuation routes, sectors to be evacuated, Reception and Care Centers that are open, and other information pertaining to the general status of the emergency. When the risk counties activate the Prompt Notification System, the individual risk county Emergency Management Coordinator/Director will ensure that a local radio station broadcasts the Emergency Alert System (EAS) message. **(NUREG REF: II, F.1.b)**
- The initial notification will be sounded in a timely manner after the risk counties have coordinated and made the decision to activate the PNS/EAS. Madison County EMA will coordinate the initial sounding as well as all subsequent activations via ECNS phone, CL PTT "BFNPP AEMA" talk group, or State

Coordination Group call. The NWS Huntsville will send the designated EAS message to the county radio stations for transmittal.

- Communication systems will be tested in accordance with the following schedule:

| | |
|---|---|
| National Warning System (NAWAS) | Weekly |
| Emergency Communication Notification System (ECNS) | Weekly |
| CL PTT State-wide radio network | Monthly |
| Radio Amateur Civil Emergency Services (RACES): | Semi-annually and during drills |
| iPhone Communications Check | Monthly |

BFNP Counties:

- Provide for emergency communications for local agencies in the EOC during a nuclear incident at BFNP.
- Coordinate emergency communications requirements with AEMA.
- Coordinate emergency notification procedures with the news media.
- Morgan County Emergency Management provides leased space in the Courthouse for SRMAC communications equipment.
- Notify industries, schools, nursing homes, and other institutions with large numbers of people that are located within the 10-mile EPZ. Keep them informed of the situation and advise them of actions they need to take.
- Activation of the Prompt Notification System (PNS) for BFNP may occur when:
  - Notification of an ECL that would require a protective action to be taken
  - Notification by a FNP operator of a declared "General Emergency" at the plant.
- Operationally check communications and PNS on a monthly basis.

## VI. Radiological Emergency Response Training (NUREG REF: II, A.1.b; H.4;O.5; P.1; P.2)

**Mission:**
The mission is to provide Radiological Emergency Response Training to personnel at the state and local level who may have an emergency response assignment in case of a radiological incident at a NPP.

### A. Situation

An initial training program, plus annual refresher training, is required by NRC and FEMA and will be provided to all emergency response personnel.

### B. Concept of Operations (A.3)

General

Personnel who work to support the population in the event of a radiological accident at either of the NPPs in Alabama may be exposed to radiation. These individuals require technical training in the use of instruments and procedures to protect themselves and to assist in the protection of exposed citizens. The level of training required depends on the tasks these workers are expected to perform. There are four basic categories of workers who require technical training under this annex.

Training by Category

Emergency Workers: **(NUREG REF: K.3)**

- Required participants are personnel who perform their assigned task in areas that could become contaminated. Examples of such people are police, firemen, rescue crews, and officials needed to assist the population during an evacuation.

- Initial course covers the following subjects:
  - Interaction of Utility, Federal, State, and Local Personnel
  - Emergency Classifications of NPP
  - Emergency and Protective Actions
  - Radiation Hazards
  - Operational Guides
  - Exposure Control
  - Dose Limits
  - Dosimetry
  - Recordkeeping
  - Decontamination
  - Potassium Iodide (KI)

- Annual refresher training is required.
- Training will be done through a cooperative effort by qualified instructors from ADPH/ORC, the County EMA, and if available, the utility and AEMA.
- County EMAs will assure that adequate numbers of participants are trained as emergency workers.
- This training is also computer-based with County REP approval.

**Personnel and Equipment Monitors**

- Required participants are personnel who use instruments to monitor evacuees for contamination at reception centers, issue dosimeters to emergency workers, and monitor those emergency workers when they return from a task.
- The initial course covers the following:
  - Interaction of Utility, Federal, State, and Local Personnel
  - Emergency Classifications of NPPs
  - Emergency and Protective Actions
  - Radiation Hazards
  - Operational Guides
  - Exposure Control
  - Dosimetry
  - Dose Limits
  - Portable Radiation Survey Instruments
  - Portable Portal Monitors (where applicable)
  - Monitoring Techniques
  - Decontamination
  - Recordkeeping
  - Potassium Iodide (KI)

- Annual refresher training is required.

- Training will be done through a cooperative effort by qualified instructors from ADPH/ORC, the County EMA, and if available, the utility and AEMA.
- County EMAs will assure that adequate number of participants is trained as personnel & equipment monitors.

Radiological Field Monitoring Teams (RFMTs): **(NUREG REF: I.7)**

- Required participants are County Health Departments and ADPH/ORC personnel who are assigned the task of taking measurements in and around the EPZ to detect radiation. Each RFMT is assigned an emergency kit for which an inventory of its contents and quantities of each item is kept inside every kit. Statewide, there are two (2) kits near Browns Ferry Nuclear Power Plant (Morgan County Health Department, Limestone County Health Department), two (2) kits at the main ADPH/ORC office, and two (2) kits near Farley Nuclear Plant (Houston County Health Department). **(NUREG REF; H.12)**

- The initial course covers the following subjects:
  - Interaction of Utility, Federal, State, and Local Personnel
  - Emergency Classification of NPPs
  - Emergency and Protective Actions
  - Radiation Hazards
  - Operational Guides
  - Exposure Control
  - Dosimetry
  - Portable Radiation Survey Instruments
  - Air Sampling Equipment
  - Counting Techniques in the Field
  - Dose Limits
  - Sampling Techniques
  - Monitoring Techniques
  - Decontamination
  - Plant Familiarization
  - Communications
  - Recordkeeping
  - Potassium Iodide (KI)

- Annual refresher training is required.
- Training will be done through a cooperative effort by qualified instructors from ADPH/ORC and, if available, the utility.

**Emergency Plan Training: (NUREG REF; G.5)**

- Required participants are directors, coordinators and other key personnel of the local response organizations, local emergency management personnel, and

selected personnel responsible for transmission of emergency information and instructions.

- Training will be accomplished prior to the annual exercise of the NPP. The briefing will be given to key players at the state and local levels and will cover the following topics:
  - Overview of the total emergency plan
  - Implementing procedures
  - Duties and responsibilities of emergency response
  - Organizations and their personnel
  - Identification and reporting of emergencies
  - Emergency classifications
  - Facilities that will be activated for specific emergencies
  - Communications
  - Potassium Iodide (KI)
- Each agency will be responsible for their own briefings.

### C. Certification of Training

Upon successful completion of training, all trained Emergency Workers, Personnel and Equipment Monitors, RFMTs, and medical personnel in hospitals & ambulance services will receive a certificate and wallet-size card showing completion of the course with validation for 15 months A new card will be issued upon completion of the refresher course. It is the responsibility of the ADPH/ORC with the cooperation of the County EMAs to ensure each trainee is issued the appropriate card.

**NOTE:**
Training of medical personnel in hospitals and ambulance services who may have contact with contaminated individuals will be conducted by ADPH/ORC.

## VII. MASTER CHECKLIST GUIDE

### A. ESF-5, Alabama Emergency Management Agency (AEMA) (NUREG REF: II, A.3; C.2; C.2.b; D.4; E.1;E.2; J.9; J.10.a)

Response **(NUREG REF: J.2; J.9;)**
This State response planning effort is designed to cope with a variety of potential radiological emergencies at a nuclear power plant that could have a public health impact. Each county has the primary responsibility for responding to a radiological emergency with their resources and when necessary, for requesting additional assistance from other jurisdictions. These resources are contained in each county plan.

The SEOC 24-hour Communications Center will ensure that the incident notification message is received by the State, according to the State Communication Center Procedures.

The SEOC 24-hour Communications Center will notify impacted County EMAs, AEMA personnel, primary state agencies, FEMA, and adjacent states of the incident so they can take appropriate measures. Notifications will be made to these agencies through designated modes of communication as outlined in the SEOP, and NPP SOGs.

The SEOC and Division(s) will be activated at the appropriate level as recommended by the Director of AEMA. Assessment of the degree of severity and the radiological incident potential will determine the specific activation and staffing levels to be taken.

A State Coordination Group call will be established between the state leadership and the primary and support state agencies to discuss potential impacts from a radiological incident. ADPH/ORC will request a SCG call prior to issuance of a PAD/Public Health Order for group consensus on ability to implement the order. AEMA will send out the call information and preparation time will be given when the situation allows, however during a no-notice event the call may be established quickly. ADPH/ORC will provide the initial situation briefing for the call and at the conclusion a course of action will be established.

In the case of a radiological release, SEOC will verify that PNS systems are activated by the affected counties including the coordinated use of EAS to disseminate information to the public in the 10-mile Emergency Planning Zone (EPZ) when as appropriate.

The SEOC will direct and monitor the mobilization of state emergency response resources as requested in support of the Divisions and impacted County EMAs.

AEMA in partnership with ADPH/ORC will disseminate public information/public health orders from the SEOC, SRMAC, and/or JIC.

The SEOC will acquire and analyze information on the risk area environment including status of relocation and sheltering as appropriate, operation of essential facilities, status of transportation routes, and response activities.

## B. ESF-8, Alabama Department of Public Health (ADPH) (NUREG REF: G.1; I.7; J.12; J.14.f; M.5; M.8)

Activate SRMAC if necessary and alert key emergency response personnel.

Provide updates to SEOC of any situational information and participate in the SCG call.

Determine protective actions needed and as directed by SHO, issue appropriate Public Health Orders.

Provide timely official public information on all radiological matters pertaining to a radiological incident, accident, or emergency. Normally this will be through the SEOC, SRMAC, or JIC, and will be considered as the official state position on the subject.

Alert field monitoring personnel.

Keep all agencies and contiguous states advised of the radiological status of the incident, and the type and extent of protective actions ordered.

Direct and coordinate radiological monitoring programs. Provide information for accident assessment and environmental protection.

Request federal assistance if needed through the National Response Framework (NRF) Department of Energy (DOE) Radiological Assistance Program (RAP) Team/Federal Radiological Monitoring and Assessment Center (FRMAC).

Monitor and coordinate protective actions for food crops, milk distribution, and water supplies if necessary.

Exercise staff supervision of area hospitals and rescue teams to facilitate emergency medical care of victims.

Recovery

Inform all agencies, to include FEMA, when radiation levels are acceptable for return and rescind evacuation orders and/or sheltering orders.

Continue to monitor milk supplies and coordinate their distribution.

Monitor and advise all state and local agencies of any Public Health Orders regarding the potential use of contaminated land, food, and water.

Supervise and coordinate actions to overcome any Public Health or sanitation situations that may have resulted from the incident.

Establish a method for periodical conducting radiological assessment of exposure to the public, estimation of dose impact to the public, and implement long-term dose assessment activities after the incident. This can be achieved with conjunction with one or more Federal Agencies, such as the DOE, EPA, NRC, FDA, etc.

## VIII. Task/Functional Assignments
**(NUREG REF: II, A.1.a; A.2.a)**

The following matrix identifies the Emergency Support Function (ESF) and the State organization that has primary responsibility (P), support responsibility (S), and coordination responsibility (C) for each task/function.

**P = Agency Primarily Responsible for the Function**

**S = Agency with a Supporting Role**

**C = Agency that will be Coordinated with to Ensure Completion of the Function**
(Coordination will be made by primary agency at a minimum.)

**Alabama Emergency Management Agency (AEMA) Emergency Operations Plan**

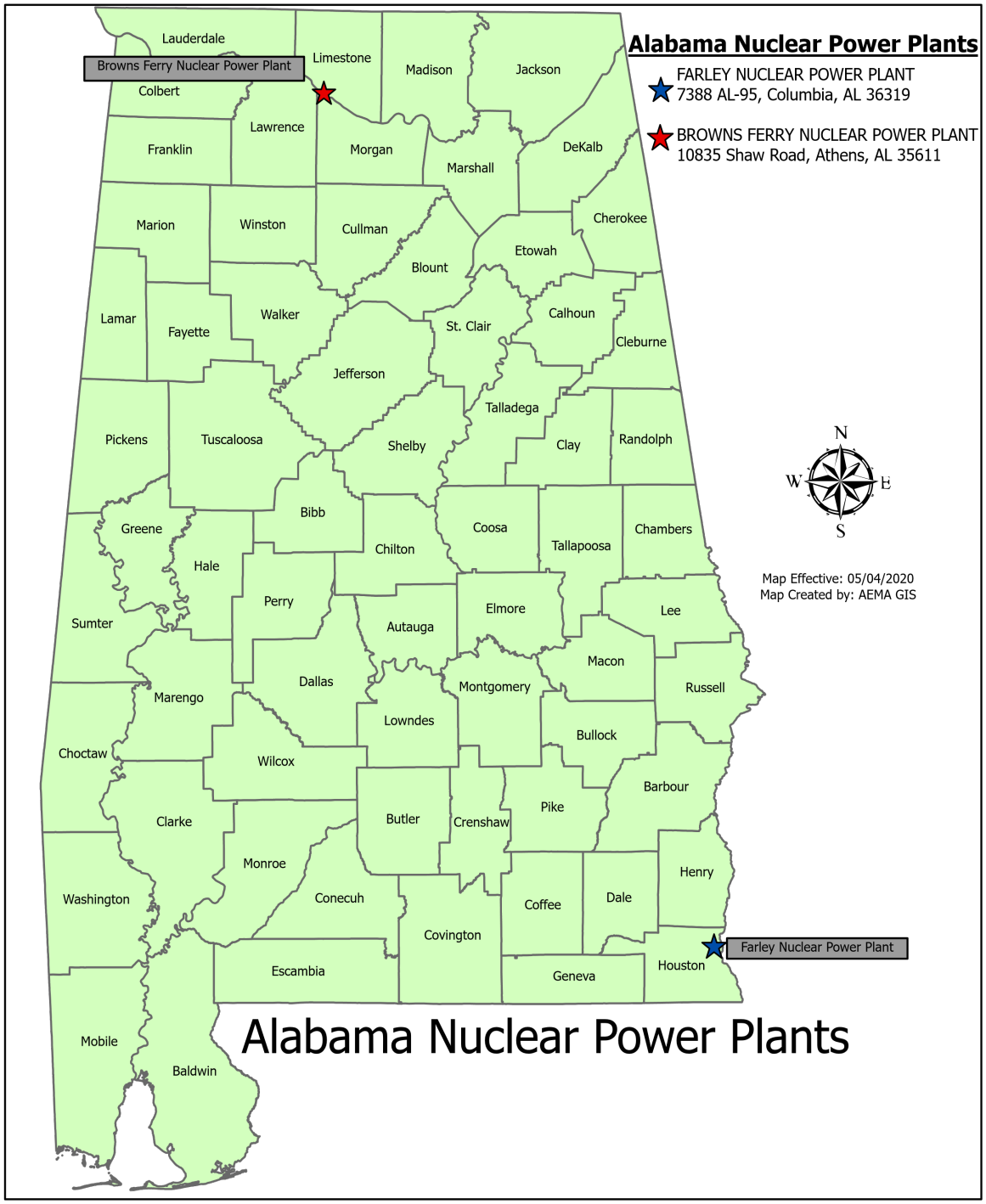
**(NUREG REF: A.1.i; A.1.ii; A.3; C.2.b)**

| State of Alabama Functional Assignments<br>P = Primary<br>S = Support<br>C = Coordinating<br>State Agency | Emergency Support Function | 1. Transportation | 2. Telecommunications/Information | 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 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| ACJIC | | | | | | S | | S | | | | | | S | | |
| ADECA | | | | | | S | | S | | | | | P | | S | |
| ADEM | | S | | S | | S | | S | | | P | S | | | | |
| AEMA | | S | P | | S | P | S | P | 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 | | | | | | |
| 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 |
| Alabama Law Enforcement Agency | | 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 | | S | | | | | 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 | | | |
| Alabama National Guard | | 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 | | | |

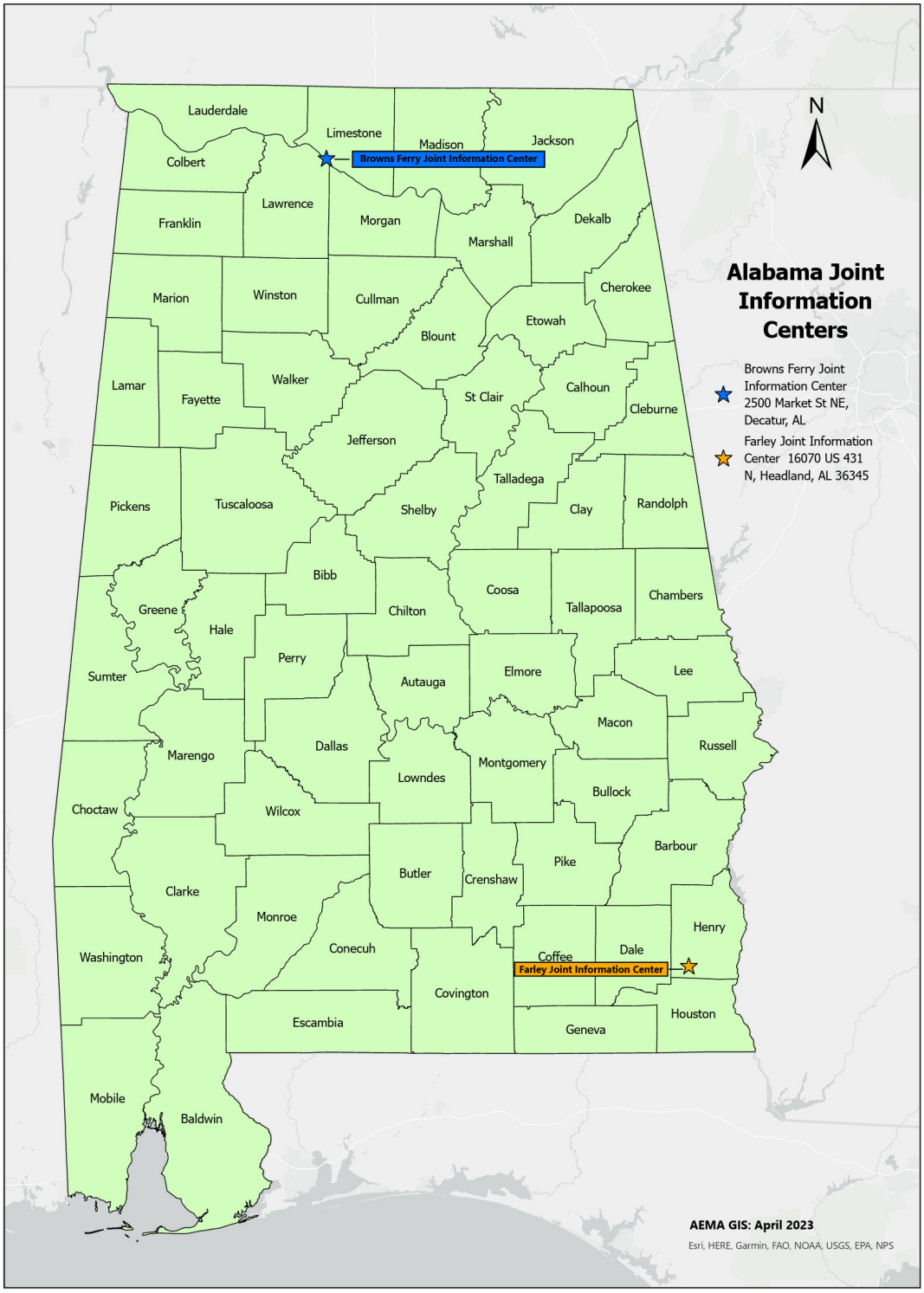
## IX. Supporting Plans and SOGs (NUREG REF: II, A.3; P.5; P.6)

| PLANS | SOURCES |
|---|---|
| Alabama Emergency Operations Plan | Alabama Emergency Management Agency |
| National Response Framework | Department of Homeland Security |
| Browns Ferry Nuclear Plant Radiological Emergency Plan | Tennessee Valley Authority |
| Farley Nuclear Plant Radiological Emergency Plan | Southern Nuclear Company |
| Sequoyah Radiological Emergency Plan | Tennessee Emergency Management Agency |
| Local Emergency Response Plans and Local SOPs/SOGs | Affected Counties: Henry, Houston, Lauderdale, Lawrence, Limestone, Madison and Morgan |
| AEMA Farley Nuclear Plant SOG | Alabama Emergency Management Agency |
| AEMA Browns Ferry Nuclear Plant SOG | Alabama Emergency Management Agency |

# Nuclear Power Plant Locations



# Alabama Joint Information Center Locations (NUREG REF: G.2; G.3.a)



Appendix 1
To
ALABAMA REP Annex

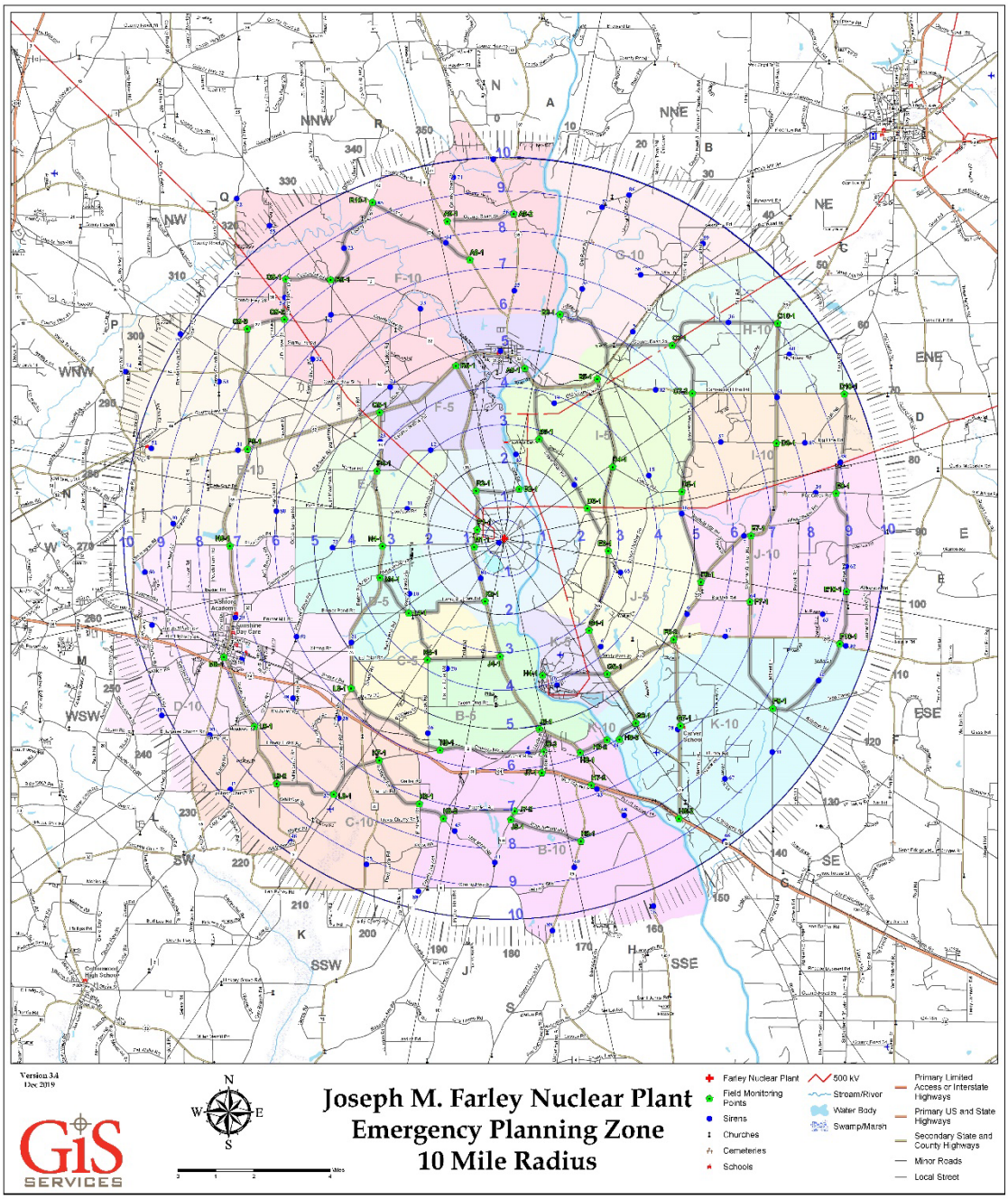
HOUSTON COUNTY RESPONSIBILITIES
FARLEY NUCLEAR PLANT (FNP)

**See Henry and Houston County plans for tasks, responsibilities, concept of operations, and communications regarding FNP.**

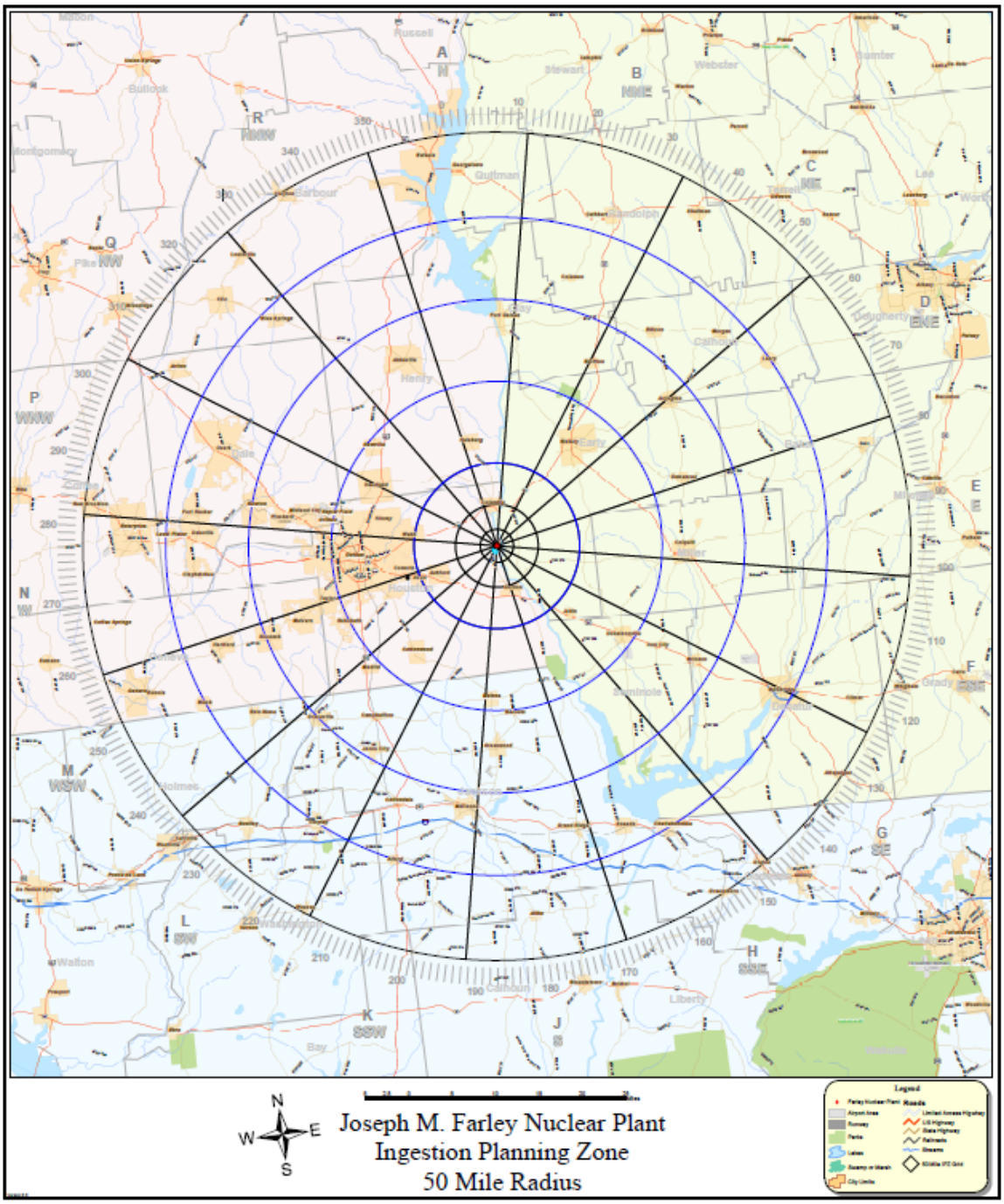
Attachment 1
To
Appendix 1
ALABAMA REP Annex

## 10-Mile EPZ of FNP

**(NUREG REF: G.2; J.10)**



Attachment 2
To
Appendix 1
ALABAMA REP Annex
**50-Mile IPZ of FNP**



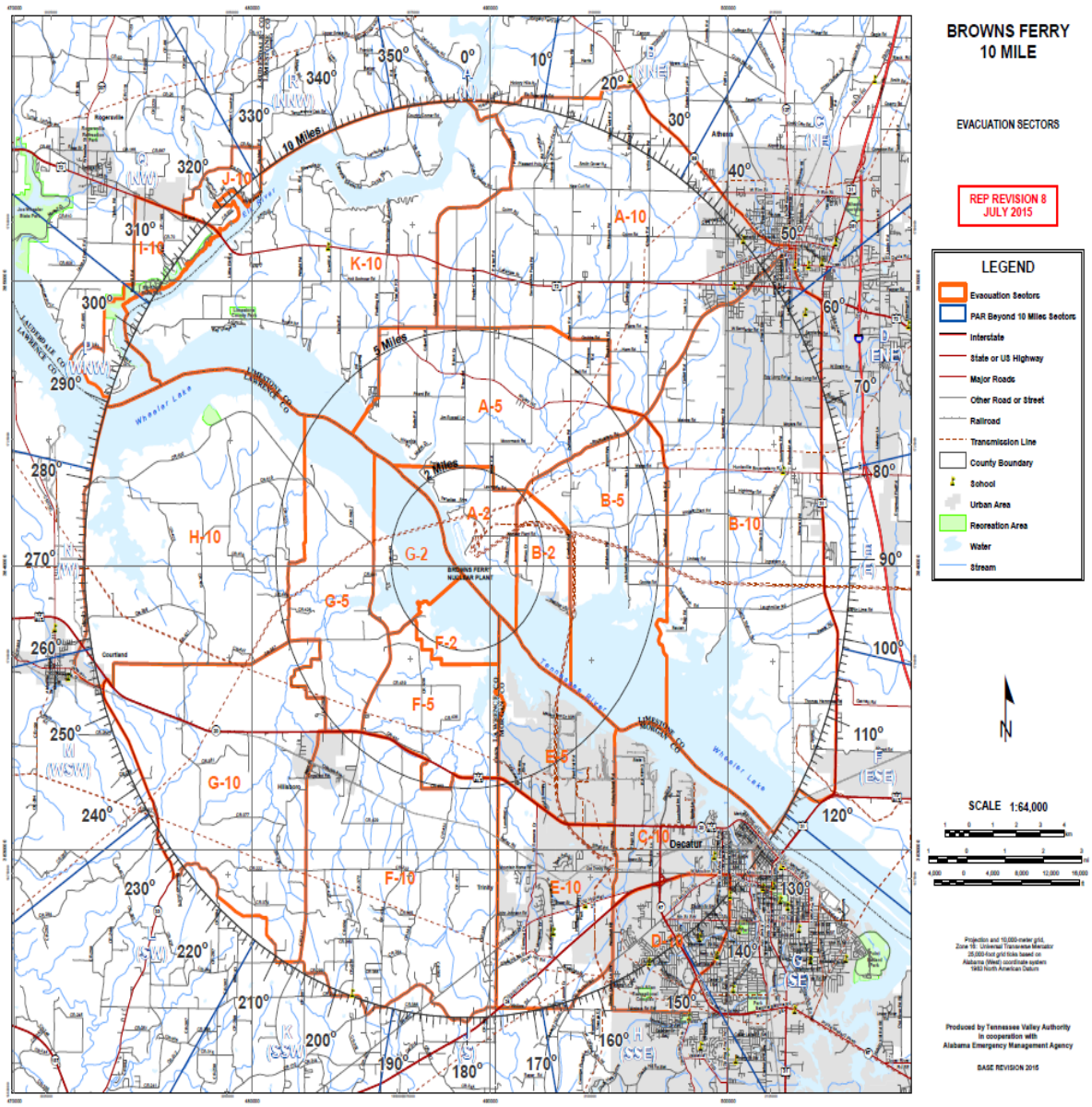
Appendix 2
To
ALABAMA REP Plan

LAUDERDALE, LAWRENCE, LIMESTONE, MADISON, AND MORGAN COUNTY
RESPONSIBILITIES
BROWNS FERRY NUCLEAR PLANT (BFNP)

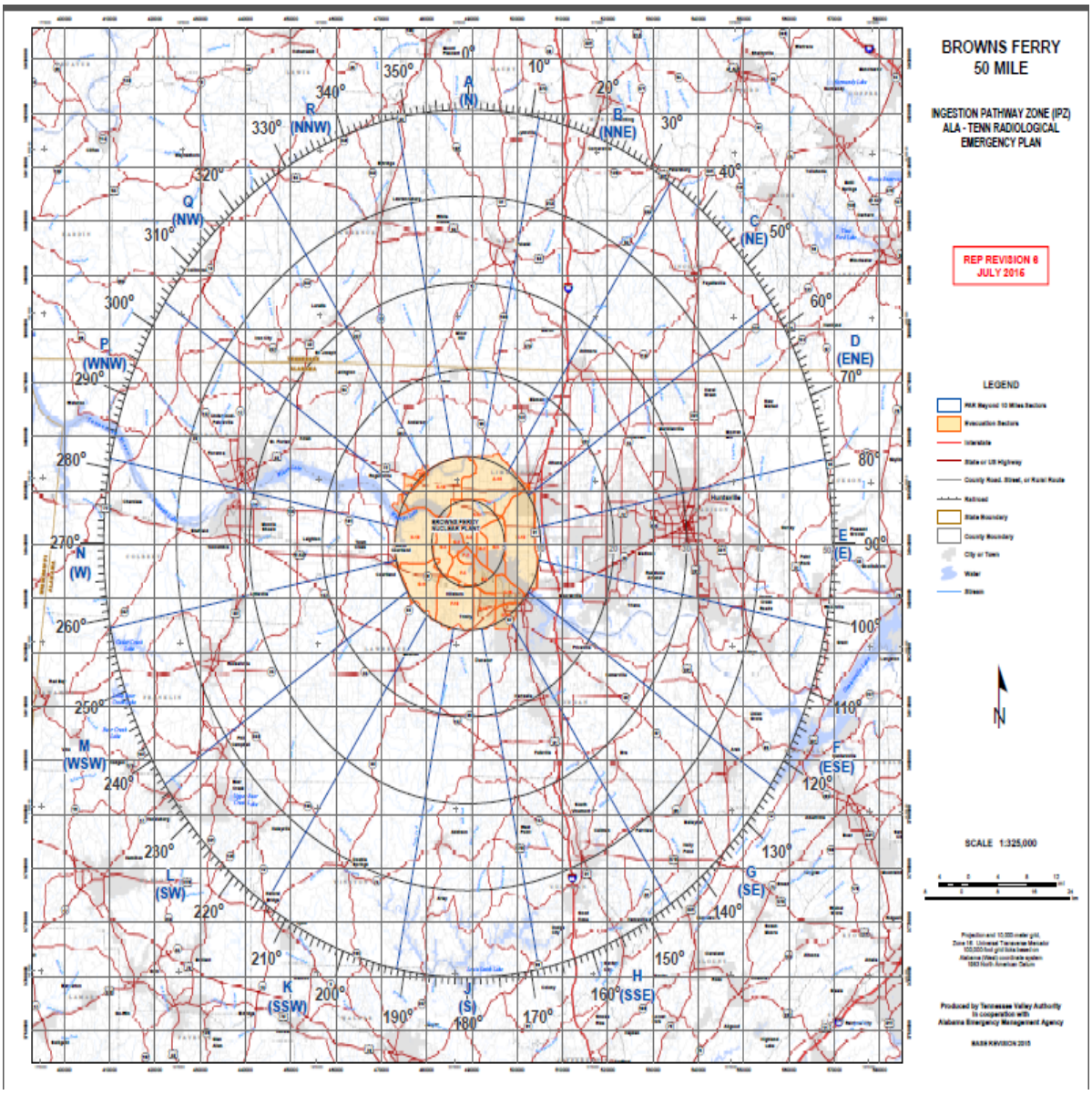
**See Lauderdale, Lawrence, Limestone, Madison, and Morgan County plans for tasks, responsibilities, concept of operations, and communications regarding BFNP.**

Attachment 1
To
Appendix 2
ALABAMA REP Annex **(NUREG REF: J.12)**

## 10-MILE EPZ of BFNP



Attachment 2
To
Appendix 2
ALABAMA REP Annex




**50-mile IPZ for BFNP**

Appendix 3
To
ALABAMA REP Annex

EXERCISES AND DRILLS

## I. Mission:

To establish the framework for exercising the emergency response capabilities of the state and local governments to be better prepared to cope with a nuclear incident at a nuclear power plant (NPP).

## II. Situation:

Each State with a nuclear power plant is required to have an emergency response plan acceptable to NRC/FEMA. Various aspects of the plan must be tested and updated periodically to ensure a capability exists to protect the public health and safety. This capability has been successfully exercised in the past through state and utility initiated exercises. In addition, actual onsite incidents have exercised and tested the validity of the communications and notification systems on more than one occasion at each power plant.

Although the probability of a nuclear incident that would require evacuation is still considered remote, it is incumbent upon all responsible agencies of government to ensure that the state has a current and workable emergency response plan to cope with the most serious incident.

## III. Concept of Operations

### A. Exercise Categories (NUREG REF: F.3; G.5; N.1; N.2; N.3; N.3.c; N.3.c.1. N.4)

Exercises conducted under this annex will be based on one of the following operational concepts:

- Communication Drill
  This is designed to test the communications systems, notification systems and procedures and the response of primary agencies through acknowledgment (as opposed to reaction). Its primary purpose is to keep the system responsive and maintain the communications line.
  Minimum participation would include the applicable nuclear power plant, the ADPH/ORC, AEMA, the applicable local warning point and Emergency

Management Agency and other appropriate state and local agencies/departments depending upon the nature of the exercise. Communications Drills are scheduled by the utility and coordinated with off-site response organizations to include the impacted counties, ADPH/ORC, and AEMA. **(NUREG REF: II, N.1.a; N.1.b; N.2.a.; N.4.e; N.4.f )**

Communications with state and local governments within the plume exposure pathway Emergency Planning Zone shall be tested monthly. Communications with Federal emergency response organizations and states within the Ingestion Pathway shall be tested quarterly. Communications between the nuclear facility, state and local emergency operations centers and field assessment teams shall be tested annually.

- Tabletop Exercises are discussion-based and may test single or multiple scenarios and outcomes plus the decision making capabilities of the participants, without an overt commitment of resources. AEMA, ADPH/ORC and the affected counties may use tabletop exercises to assess key elements of the plan for maintaining accuracy, training purposes, and for developing improved operational procedures. Tabletop exercises may be used in conjunction with a licensee's annual exercise or used as a separate training or planning event as deemed necessary.

- Full-Scale Exercises engage all entities in real-time hands-on response activities. The full-scale exercise validates the adequacy of the state plans and procedures for formal FEMA plan approval. This annex will be exercised by a Full-Scale Exercise each year with one of the nuclear power plants in the state. The scenario will be varied each year to ensure that all major functions and organizations are tested during each eight-year period. The primary purpose is to determine if tasked agencies can meet the responsibilities outlined in this annex to function at each level of the plant's condition.

- Medical Service Drills (**NUREG REF: II, N.4.b)**
  A medical service drill (MSD), which involves a simulated contaminated individual as well as local medical service agencies (i.e., ambulance, hospitals, etc.) will be conducted annually. A drill will be evaluated by FEMA every year per site.

- Radiological Monitoring Drills **(NUREG REF: N.4.d)**
  Plant environs and radiological monitoring drills shall be conducted annually. These drills shall include collection and analysis of all sample media (i.e., water, grass, soil and air) and provisions for communications and record keeping.

- Health Physics Drills **[NUREG REF: II, N.3]**
  Health Physics drills shall be conducted annually which involve response to, and

analysis of simulated elevated airborne and liquid samples and direct radiation measurements in the environment.

## IV. Exercise and Training Responsibilities

### ESF-5, State Emergency Management Agency (NUREG REF: II, A.2.a; N.1.a; N.3.e; N.4; N.5; O.1)

- Coordinate the development, execution, and participation of inter-agency exercises and drills of this REP. (This does not prohibit any agency from conducting intra-agency exercises or drills.)
- Observe, evaluate and critique exercise operations whenever possible. A record of lessons learned, and corrective action plan will be kept for each exercise.
- Maintain a record of inter-agency exercises and drills and the critiques. Follow up on areas requiring improvement and ensure corrective action have been incorporate in SOGs and revisions to this annex.
- Provide FEMA with scenarios, and extent-of-play.

### ESF-8, Department of Public Health, Office of Radiation Control (ADPH/ORC)

- Prepare all radiological aspects of REP exercises and drill scenarios and coordinate with the utility in this regard.
- Initiate and coordinate all radiological state and federal resources with the aid of the State Emergency Management Agency.
- Develop special Department of Public Health exercise requirements. Coordinate with Emergency Management for incorporation or addition with basic exercise scenario.
- Participate in exercise and drill planning, coordination, and execution.
- Observe, evaluate and critique those aspects of an exercise concerning Radiation Control. Provide inputs to County Emergency Management Agencies on operational aspects of exercise. Follow up on areas requiring improvement and ensure corrective action is taken.

## V. Administration ( NUREG REF: P.4)

AEMA and the ADPH/ORC are responsible for the overall administration and execution of this exercise appendix. Each tasked department/agency is responsible for its internal administration and logistical operations to support the requirements of this appendix. Each tasked department/agency may prepare an after action report on exercises and drills. This report will contain a critique of the exercise /drill and will be kept on file at respective agencies.

Appendix 4
To
ALABAMA REP Annex

Hostile Action Based (HAB) **(NUREG REF: N.3.b)**

Hostile Action, as defined in Nuclear Regulatory Commission Bulletin 2005-02, *Emergency Preparedness and Response Actions for Security Based Events*, is an act toward a nuclear power plant or its personnel that includes the use of violent force to destroy equipment, take hostages, and/or intimidate the licensee to achieve an end. This includes attack by air, land, or water using guns, explosives, projectiles, vehicles, or other devices used to deliver destructive force.

The NRC determined that potential radiological exposure to the public during a hostile action based incident is no more severe than in other accident sequences considered in the radiological emergency preparedness basis. However, it is recognized that HAB events could present unique challenges to the response.

Planning needs to accommodate up to 3 major events happening simultaneously:

1. Hostile Action Based event at or towards a nuclear facility
2. Radiological Event
3. Increased state and national threat level and precautionary measures that may need to be implemented at other locations

As in any event, the county level will be the first to respond to a hostile action incident. The State is prepared and will provide any additional resources requested by the county. The ADPH/ORC has developed "Just in time training" for emergency workers responding to a nuclear event. Counties will be able to provide this training at the time of the incident to workers, if needed.

While it is recognized that normal notification procedures may not occur in a HAB, the SEOC will respond at the appropriate level once that notification has been received. Procedures for verification of notification, if not received directly from the plant to the state warning point, have been developed.

During a hostile action based event at a nuclear power plant, the SEOC will respond in accordance to the Alabama Emergency Operation Plan (EOP). The event will be treated as a non-release event until the Emergency Classification Level declared at the plant justifies a radiological response.

Some of the responsibilities to be carried out at the SEOC are as follows:

- Support request for response to on and/or off-site
- Coordinate state agency response assistance
- Coordinate federal agency response assistance
- Support security protocols for the non-affected nuclear power plant and other critical infrastructure in the state
- Establish a Joint Information System (JIS)

- Request a State of Emergency Declaration
- Coordinate with ADPH/ORC to establish Protective Actions Decisions (PADS)
- Coordinate information and resource request with the Command Post
- Request federal agency representatives in the SEOC
  - FBI Liaison
  - DHS Liaison
  - FEMA Liaison
- Coordinate with ADPH/ORC to coordinate the federal radiological support resources

During or after the hostile action activity has been terminated, coordination of PAD will remain consistent with the State of Alabama REP Annex.

Appendix 5

To
Alabama REP Annex

# I. Introduction

## A. Purpose

The purpose of this ESF is to coordinate Alabama health and medical resources to protect the public health and safety for 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. Scope

This ESF is the decision making organization for protection of public health and safety during a radiological emergency in Alabama. The Alabama Department of Public Health will declare or implement the necessary protective actions to protect the public. This ESF includes, but not limited to, coordination and implementation of off-site radiological field monitoring assessment; evaluation and control of radioactive contaminated milk due to a radiological emergency; distribution of Potassium Iodide (KI), as ordered; and coordination of medical services, as needed, during a radiological emergency.

# II. Policies

- Alabama law designates the Alabama Department of Public Health Office of Radiation Control (ADPH/ORC) as the Radiation Control Agency (RCA) of the State of Alabama and empowers the State Health Officer (SHO) as Director.

- During a radiation emergency, all divisions and organizational elements of the ADPH needed to accomplish the mission will function as part of the RCA acting at the direction of the State Health Officer. **(NUREG REF: A.1.c)**

- In the event of circumstances at a NPP requiring an immediate action to protect the public health and safety, delegation of authority during emergencies has been established and authorizes the designee(s) to order or implement the necessary protective actions involving ionizing radiation. **(NUREG REF: J.12)**

- The radiation emergency response actions of each organizational branch of the ADPH shall be coordinated by the RCA.

## III. Situation (NUREG REF: A.1.a, A.1.c)

- An incident at a NPP may constitute a health hazard to the general public through the release of radioactive materials into the environment. Positive and prompt analysis coupled with effective decision making will be required to protect the public health and safety in case of such an incident.
- An incident could develop slowly, providing sufficient time to institute effective protective measures. The slight possibility also exists that an incident could develop in an extremely short time frame which would require instant communications and the decisions to implement pre-planned actions to protect the general public.

## IV. Concepts of Operations

### A. General

- The ESF #8 will be notified by the SEOC Communication Center and/or the utility of a nuclear power plant incident. Using this information, together with environmental monitoring and meteorological information, ESF #8 will determine the protective actions needed and issue any health orders necessary to meet the situation. Such health orders shall have the effect of law.
- The ESF #8 will immediately transmit information to the SEOC and the director or administrator of each organizational unit of the Department of Public Health needed to implement the protective actions ordered. ESF #5 will relay this information to the affected counties and other appropriate state agencies.
- ESF #8 will assess the need for radiological monitoring resources and, if necessary, will request radiological assistance from Federal agencies and other states.
- The SEOC Communication Center and/or the utility will continually advise ESF #8 of the plant status throughout the time frame of an incident. ESF #8 will analyze this information, coupled with radiological monitoring data and meteorological parameters, to revise and update the protective actions as necessary.

## B. Response Actions

This section lists actions to be performed by ESF #8 for a radiological incident.

- For initial and follow-up notification, the SEOC Communication Center and/or the utility will notify designated personnel of ESF #8 in all cases except when the situation develops with such suddenness that the initial classification is a general emergency. In this case the initial notification goes first to the county 24-hour warning point in each county affected followed by notification of the designated ESF #8.
- Upon receiving the notification, ESF #8 determines the protective actions needed in accordance with the guidance.
- The SHO or designee will be notified to obtain authority for protective actions needed.
- ESF #8 will notify ESF #5 of the utility's classification of the incident, the plant status together with a brief description of the incident, the type of off-site action needed, and any public health order that has been issued.
- ESF #8 will then make notifications and take actions as specified in the current set of the Standard Operating Guides (SOGs). SOGs are on file at The Alabama Department of Public Health, Training Center & Administrative Annex, 208 Legends Ct., Suite C, Prattville, AL 36066.
- ESF #8 will equip and direct the state and local off-site radiological field monitoring teams and provide guidance for control of radiation exposure to emergency workers.
- ESF #8 will determine appropriate actions to be taken after the maximum immediate danger to the public has passed in a nuclear power plant emergency.

## C. Responsibilities (NUREG REF: A.1.a.i; M.5)

ESF #8 has a broad scope of responsibilities as follows:

1. Office of Radiation Control

    - Evaluate a nuclear incident and determine the necessary protective actions for appropriate health orders.
    - At the direction of the SHO, issue health orders when action is necessary to protect public health and safety.
    - Coordinate the collection and interpretation of environmental monitoring data, projected source term information and critical action level information.
    - Provide a central reporting location for all organizations (local, state, and federal) collecting environmental data.
    - Direct the state and county off-site radiological field monitoring teams.
    - Request and coordinate the federal radiological assistance.
    - Coordinate monitoring of personnel and equipment for radioactive contamination.

- Coordinate the environmental sampling of food crops with the Alabama Department of Agriculture and Industries (ESF #11) and order the condemnation of food if necessary.
- Coordinate the environmental sampling of raw milk with the Milk Branch of the Division of Food, Milk and Lodging (ESF #8) and determine the areas where radionuclide concentrations in raw milk are expected to exceed the protective action contamination levels.
- Coordinate with the Environmental Laboratories of the Alabama Department of Environmental Management (ADEM) (ESF #10) on the number of samples to be analyzed and the type of analysis performed.
- Coordinate with the ADPH State and/or District Nursing Director and the SHO (ESF #8) on the need and advisability of dispensing Potassium Iodide (KI) to individuals exposed to airborne radioiodine.

2. Milk Branch of the Division of Food, Milk, and Lodging

- Identify the dairies within the affected areas and stop distribution of raw milk. Hold such milk until tested.
- Notify the appropriate personnel about sample collection and delivery.
- Require all milk entering the State of Alabama from other states within the 50-mile EPZ to be held until tested.
- Each day the personnel responsible for performing dairy inspections within a given area inside the 50-mile EPZ will collect raw milk samples from each dairy in his/her area of responsibility and transport it to the central analysis point.

3. County Health Departments

a. Environmental Health

- Trained environmentalists employed in counties within the 10-mile EPZ will perform off-site radiological monitoring during the emergency phase and environmental sampling during the ingestion phase under the direction of the ADPH/ORC.
- Environmentalists employed in counties affected by the 10-mile EPZ that are not part of the off-site radiological monitoring team may be trained as Personnel and Equipment Monitors (PEMs). PEMs will survey individuals and equipment for radioactive contamination at the reception centers.

b. Public Health Nurses **(NUREG REF: J.11.b)**

- Upon receiving notification from the ADPH/ORC of the potential need for potassium iodide, the Public Health Nursing Director shall notify sufficient staff to transport the supplies to the reception centers and to the emergency worker stations and dispense the authorized doses.

- Assist with medical problems which may arise at the reception centers.
- Notify the ADPH/ORC of the number of individuals exposed to airborne radioiodine who have taken KI and the need for additional KI.

4. Other Public Health Department Agency

- If needed, the SHO will activate ESF #8 for implementation of additional resources available within ADPH.

5. Environmental Laboratory **(NUREG REF: C.4; K.3.a; M.5)**

- Provide sufficient staff to perform sample analysis at the ADEM Lab in Montgomery.
- Establish a collection and screening point and distribute the samples collected and brought in for analysis to the various federal and state radiological laboratories providing assistance. **(NUREG REF: H.11; H.13)**
- Collect and record the results of such analysis.

## V. Radiological Resources and Other Resources

### A. Office of Radiation Control (NUREG REF: H.9; H.11; K.3; K.4)

The ADPH/ORC maintain quantities of radiological detection instruments, equipment, and supplies necessary to ensure personnel can respond safely to a radiological emergency. Quantities of these items are kept internally within the ADPH/ORC. Some instruments, equipment, and supplies are allocated as backup for state and county agencies to serve as a supply reserve or replacement in case of failure.

- Scintillation Alpha Counter, Eberline Model ASP-1(s)
- Ludlum 14C kits with pancake, gamma, and sodium iodide probes(s)
- Fluke 451P(s)
- Ludlum 9DP(s)
- Ludlum 193-6
- Thermo RadEye(s)
- Direct Reading Dosimeter(s)
- Direct Reading Dosimeter Charger(s)
- Thermoluminescent Dosimetry
- Portable Air Sampler(s)
- Stationary High Volume Air Sampler(s)

- GE RSS-131 Stationary Pressurized Ion Chamber(s)
- Thermo Identifinder(s)
- Ludlum Portal Monitor(s)
- Nitrile disposable gloves
- Orex disposable shoe covers & booties
- Safety glasses
- Orex safety coveralls
- Surgical caps
- Disposable face shields, masks, and hoods
- Rad rope, tape, and signs
- Radio(s) with cell phone capabilities
- Cell phone(s)
- Portable lightening system(s)
- Emergency response trailer

Radiological emergency equipment is maintained by ADPH/ORC personnel, which includes all operational checks and calibration of such equipment. Response checks are performed on all radiological emergency response equipment at least quarterly, if not annually, by either ADPH/ORC or the County REP EMA. Documentation of calibration checks are indicated by a sticker on the equipment, as well as internal documents within ADPH/ORC. **(NUREG REF: H.11.b)**

**B. Alabama Department of Environmental Management (ADEM) Radiological Lab, Montgomery, Alabama. (NUREG REF: J.12; M.7)**

Coordination and analysis of sample media obtained by RMFT members will be performed using the following procedure:
1. A courier from ADPH will meet the field monitoring team in a low background area to receive the samples obtained.
2. The courier will then deliver the samples to ADEM's Radiological Lab.
3. Data obtained from these samples will be relayed to SRMAC in a timely fashion from ADEM's Radiological Lab. **(NUREG REF: H.13)**

- 28% HPGE detector(s) with shield(s)
- Tennelec LB 4110 Gas Flow Proportional Counter for alpha/beta countinge
- Beckman LS 6500 liquid scintillation counter
- Direct Reading Dosimeter(s)
- Direct Reading Dosimeter Charger(s)
- Thermoluminescent Dosimetry

**C. Federal Radiological Resources (NUREG REF: I.9)**

ADPH/ORC shall evaluate the need for additional radiological resources and shall

make a request for all federally supplied radiological resources.

**(NUREG REF: A.1.c)**

Scott Harris, M.D., M.P.H.
STATE HEALTH OFFICER

**DIRECTIVE**

**TO:** Radiation Control Duty Officer
Office of Radiation Control

**FROM:** Scott Harris, M.D., M.P.H.
State Health Officer

**DATE:** September 15, 2022

**SUBJECT:** Delegation of Authority During Emergencies

In my absence, you are hereby authorized to declare, order, or otherwise implement the necessary protective actions to protect the public's health and safety during incidents involving sources of ionizing radiation. In the event of circumstances at a nuclear power generation plant that require an immediate action, including evacuation, to protect the public's health and safety, you are hereby authorized to declare, order, or otherwise implement the necessary protective actions.

To guide your actions, you are referred to Code of Alabama 1975, §22-14-1, et seq., Radiation Emergency Plans and Chapter 420-3-26, Radiation Control, Alabama Administrative Code.

This supersedes and revokes the Directive of September 20, 2018.

SH/SF

MAILING ADDRESS Post Office Box 303017 | Montgomery, AL 36130-3017
PHYSICAL ADDRESS The RSA Tower | 201 Monroe Street | Montgomery, AL 36104
alabamapublichealth.gov

PHAB
Advancing public health performance
Accredited Health Department

Scott Harris, M.D., M.P.H.
STATE HEALTH OFFICER

**MEMORANDUM**

DATE: December 7, 2022

TO: Scott Harris, M.D., M.P.H.
State Health Officer

THROUGH: Michele B. Jones, M.S. MBJ
Chief of Staff

FROM: Cason Coan, Director CC
Office of Radiation Control

SUBJECT: ORC Office Policy 006 – Delegation of Authority During Emergencies

Effective immediately, the following hierarchical structure will be followed by the Office of Radiation Control to designate my alternatives when I am not immediately reachable by telephone or radio for the purposes given in your directive dated December 7, 2022. They are listed below in order of precedent:

1. ADPH ORC Duty Officer
2. ADPH ORC Director
3. ADPH ORC Assistant Director

In the event of the above is called outside of the office for emergency response duties, that individual shall be empowered to act as my alternate until I can be contacted.

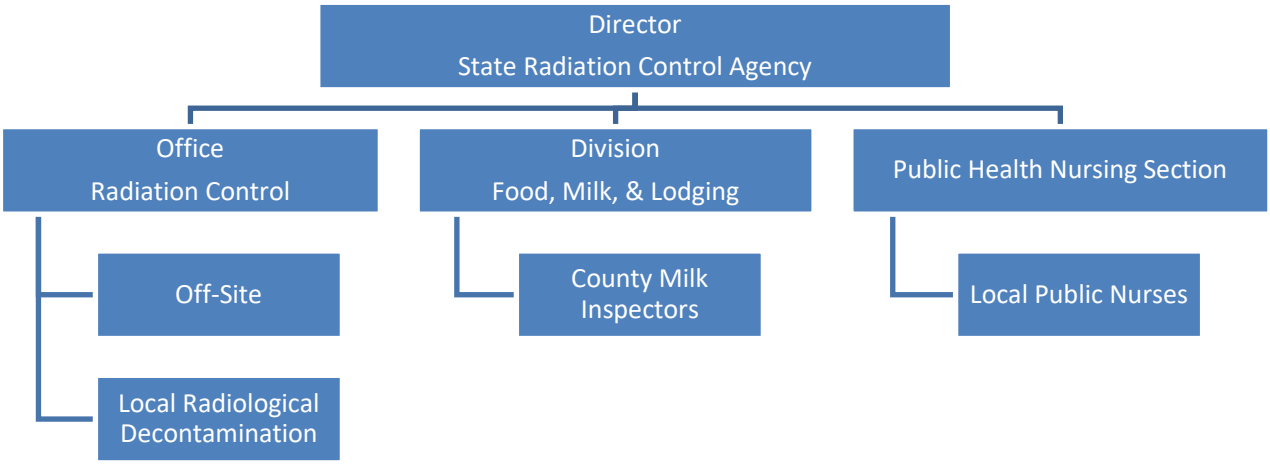
CC/meh

MAILING ADDRESS: P.O Box 303017 | Montgomery, AL 36130
PHYSICAL ADDRESS: Administrative Annex | 208 Legends Court | Prattville, AL 36066
alabamapublichealth.gov

PHAB
Advancing public health performance
Accredited Health Department

# Organization of the State Radiation Control Agency During a Radiological Emergency

**(NUREG REF: A.1.c)**



# PROTECTIVE ACTIONS GUIDES

This tab is to provide for the classification of on-site incidents and the off-site protective action guidance in the event of a radiological incident involving a nuclear facility. ***(*NUREG REF: J.6; J.11; M.1)**

## I. Evaluation of Releases and Potentials for Release

ADPH/ORC will determine the type of protective actions required to protect the public health and safety and the areas in which such actions should be taken. Such protective actions will be based on the following criteria (listed in order of priority):

A. Plant conditions and potential for release of radioactive material.

B. Calculation of projected doses based on actual or predicted release rates.

C. Calculations based on data from radiological field monitoring teams.

All off-site dose projections arising from an accident at a nuclear power plant shall be calculated by one of the following three methods (listed in order of preference):

A. A computer system using appropriate software

B. The quick calculation number sheet

C. NRC's Response Technical Manual, RTM '96

The choice of method used will depend upon time, location, and availability of personnel, information, and equipment. In the absence of better information, the release rate provided by the power plant will be used and a release duration of four (4) hours will be used. If meteorological data is not available, the stability class "D" will be assumed.

From these data, an initial projected population dose may be calculated. This initial value will be used to determine protective actions until more accurate information is available. As more accurate information becomes available, the projected dose to the population will be adjusted to reflect the corrected release rates. It is recognized that the initial projected population dose may result in the initiation of protective actions in excess of those found to be necessary after population doses are measured. **(NUREG REF: I.8; M.1; M.8)**

## II. Plume Exposure Pathway

The areas deemed to be affected by the radioactive plume will be outlined in terms of the sectors on the Evacuation Sector Map for the facility in question. A sector will be deemed totally affected if the projected exposure and associated protective actions in any way affects any portion of the sector. In the absence of definitive information about the size and location of the area subjected to an actual or projected exposure, the area will be assumed to extend 45 degrees on either side of the line extending downwind to the point where the projected exposure equals the Protective Action Guide.

### A. Protective Actions Guide (NUREG REF: J.11, J.11.g)

A Protective Action Guide is that projected dose savings which warrants consideration of taking a protective action. A Protective Action Guide under no circumstances implies an acceptance dose.

| Protective Actions Considered | Projected Committed Dose Equivalent and Initiating Conditions |
|---|---|
| **Evacuation and/or Shelter** | 1 rem whole body exposure including eyes, gonads, and blood forming organs; or |
| | 5 rem – adult thyroid; or |
| | Plant conditions exist that make the above dosage probable or the protective actions appropriate; or |
| | Any General Emergency declared by the licensee. |
| | |
| **Public Warning and/or Restrict Access** | Any Site Area Emergency declared by the licensee. |
| | |
| **Monitoring and Sampling as appropriate** | 1 millirem/hr whole body at the facility boundary; or |
| | Gaseous release in excess of 10 mCi of I-131 in one 24 hr period; or |
| | Any condition or situation where it may appear advisable that the State of Alabama assume a status of increased readiness; or |
| | Any alert declared by the licensee. |
| | |
| **Sampling as appropriate** | Any release or potential release in excess of the plant technical specification; or |
| | Any unusual event declared by the licensee. |

### B. Protective Actions

A protective action is an action taken to avoid or reduce the projected or potential committed dose equivalent of radiation to the populace.

| Protective Action | Description |
|---|---|
| Evacuation | Evacuation of population from the area of exposure. |
| Shelter | Shelter of the population from the plume. |
| Public Warning | Alert of public of any potential danger of escalation of the release. |
| Monitoring | No protective action taken for plume exposure. |

Before implementation of any protective action, all jurisidcations involved in the protective action will be consulted. In order to implement any protective action, steps to disperse the nformation are as follows; analyze the need for the precautionary action, discuss on the State Coordination Group Call, print the health order and /or health advisory, have the document(s) signed by the SHO or his or her designee, fax the document to a designated list of recipients, and scan the document and email to a designated list of recipients.

## III. Ingestion Exposure Pathway

The areas deemed to be affected by the radioactive plume after the emergency phase will be outlined on the Ingestion Exposure Pathway 50-mile map for the facility in question. ADPH/ORC will determine the ingestion exposure pathway based on all data available including Aerial Radiological Monitoring (ARMs) aircraft survey data and Radiological Field Monitoring Team (RFMT) survey data.

### A. Protective Action Guides (NUREG REF: J.12)

Evaluation of radiation exposure from ingestion of contaminated food products will be performed in accordance with criteria and procedures established in EPA-400-92. Human food including milk as well as animal feed will be considered and recommendations included in EPA-400-92 will be used to determine if levels of radiation encountered in food after a radiological incident warrants protective actions.

### B. Protective Actions

1. Milk

Milk from dairies located in the ingestion exposure pathway area will be considered to contain I-131 in excess of allowable limits and will be held at the dairy until a raw

milk sample is tested. Analysis will be made daily and the decision to release or condemn milk will be made after daily sample results are reviewed. Raw milk containing I-131 in excess of .015 uCi/L will be condemned in accordance with EPA-400-92. All dairies within these areas will be advised to place lactating animals on stored feed. Isotopes other than I-131 will be monitored as appropriate. Means by which agribusiness will be notified of a Protecttive Action Decsision by affecting the ability to move stuff by argriculture products will come in the form of Emergency Health Orders issued by the Alabaam Department of Public Health.

2. Foodstuffs

Foodstuffs will be sampled at the farm prior to harvesting when possible, as described in ESF #11. Food crops will be condemned if sample results indicate contamination levels are above the applicable preventive Protection Action Guides established in EPA-400-92 for appropriate Derived Response Levels (DRL) and/or FDA PAGs in the document issued on August 13, 1998 that includeds recommendations for Derived Intervention Levels (DIL). Means by which agribusiness will be notified of a Protecttive Action Decsision by affecting the ability to move stuff by argriculture products will come in the form of Emergency Health Orders issued by the Alabaam Department of Public Health.

## IV. Radio-Protective Drugs (NUREG REF: I.8, J.11, J.11.b)

Potassium Iodide (KI) will be made available on a voluntary basis to all emergency workers who may enter or work traffic control points at the boundary of the plume exposure EPZ.

The SHO shall consider ordering that KI be made available to all evacuees who are believed to have been exposed to a time averaged concentration of radioiodine that would result in a projected thyroid dose commitment in excess of 5 rem.

Initial supplies of KI will be stored in the county health departments in the 10-mile EPZ around the nuclear power plants in Alabama. The KI supplies are stored in a temperature-controlled, locked enviroment within each conty health department that recieves KI. If the stockpile of KI in any or all health departments expires, then ADPH/ORC will either contact FEMA for a letter of extension of shelf life or contact the NRC to order a new stockpile. **(NUREG REF: J.6; J.11.b)**

## V. Sheltering in Place

Sheltering in place shall be considered when the projected time exposure in the area is less than 3 hours, when evacuation time and meteorological conditions would cause expected cumulative exposure time to exceed 50% of the total projected exposure time. An order to go inside, stay inside and monitor the situation may be issued for safety reasons during a hostile action emergency.

### VI. Immobile or Confined Individuals (NUREG REF: J.11.a)

In the event protective actions are ordered for areas containing persons institutionally confined, these persons and those individuals required for their supervision and care will initially be given radio-protective drugs and be instructed to remain in the institution under shelter conditions with building air intakes closed.

## PERSONAL PROTECTIVE GUIDELINES

This tab is to delineate the monitoring and control of external gamma exposure and internal or external radioactivity on evacuees or State and county radiation emergency workers. **(NUREG REF: K.3, K.3.a)**

### I. Emergency Worker Exposure

Emergency workers may be exposed to the airborne release while carrying out their missions. Means for measuring the radiation exposure of these personnel will be available from the beginning of the nuclear incident. The objective is to minimize the exposure of radiation to emergency workers and to measure their accrued dose.

The radiation exposures of primary concern are whole-body external exposure to gamma radiation from airborne materials and materials deposited on the ground, and the internal thyroid dose from inhalation of radioiodine. Whenever emergency personnel are planning to undertake operations inside of the evacuation area, it is essential that the best estimate of the situation be known by the personnel directly involved. All sources of information including projected exposure rate patterns will be considered, and a best estimate made of the dose likely to be received during a specific mission. The mission will be planned by taking into consideration the most likely situation as well as the most potentially hazardous situation. Items to be considered include entry and exit routes, changes in meteorological conditions, areas or roads to be avoided, equipment and vehicle failure, etc. Only missions approved in lifesaving missions or in emergency operations during early post-accident periods may receive a significant gamma radiation dose to the whole body. Therefore, personal dosimetry will be provided to all state and local personnel involved in operations in and around the evacuation area. Such dosimetry should provide data that can be used to control an

individual's exposure to gamma radiation and data for the ADPH/ORC's administrative records to document the total effective dose equivalent. Two types of dosimetry will be used.

**A. Direct Reading Dosimetry (DRD)**
**(NUREG REF: K.2; K.2.b; K.3, K.4; L.1)**

Emergency personnel who will be serving in or around the evacuation area will receive two or more charged (zeroed) direct reading dosimeters (DRD); one of which will be a 200 mR, and the other will be 5 R or greater. These dosimeters will be available at each command post. The dosimeters should be read in 30 minutes intervals. The value on Dosimeter will then be recorded on "Radiation Exposure Record" document provided to the Emergency Worker provided before deployment. The primary function of DRDs is to allow an individual to know this exposure and hence act in such a way as to control it and prevent the accumulation of excessive exposure. Unless otherwise directed by the ADPH/ORC, each emergency worker should be relieved when his/her dosimeter indicates that he/she has received an exposure equal to the appropriate value on the **Radiation Dosage Limits for Emergency Workers***. These limits are subject to revision by the ADPH/ORC once the exact concentrations of the release are known.

At the completion of each shift of emergency duty, each radiation emergency worker will report back to the appropriate command post and record his/her dosimeter reading and time(s) and location(s) of duty.

## RADIATION DOSAGE LIMITS FOR EMERGENCY WORKERS*
### TEDE (Total Effective Dose Equivalent)

| Total Dose TEDE | Dosimeter Reading | |
|---|---|---|
| 1 rem | 500 mR/day | Protecting Property, Patrolling Evacuated Areas, & Manning Check Points |
| 5 rem max | 2.5 R max | |
| 1 rem | 500 mR/day | Environmental Monitoring and Locating Airborne Releases |
| 5 rem max | 2.5 R max | |
| 10 rem | 5 R max | Evacuating Known Residents |
| 10 rem | 5 R max | Fighting Residence Fires |
| 25 rem | 12.5 R max | Life Saving |

**In addition to the above individual's dose limits, all emergency workers are advised to make a reasonable effort to limit their dose while at the same time accomplishing their emergency responsibilities.**
*Non-pregnant adult

### B. Permanent Record Dosimetry (PRD)

At the command post, radiation emergency field workers will also be provided with a thermoluminescent dosimeter (TLD) which they will carry at all times during the emergency in addition to the two or more direct reading dosimeters (DRDs). This dosimeter will also measure whole body gamma radiation dose for the dual purpose of (1) providing an accurate measurement of the accrued dose, and (2) providing a measurement of the accrued dose in excess of the range of the DRD. The TLD will be returned at the completion of the emergency or as directed by the ADPH/ORC.

### C. Thyroid Blockage

Thyroid dose is likely to be the controlling exposure in reactor incidents. The radioiodine dosage received by emergency personnel may be minimized by having them take stable iodine (in the form of Potassium Iodide (KI)) orally in order to block the uptake of any significant amount of radioiodine by the thyroid. If ordered by the SHO, each state and local emergency worker who will be serving in or around the evacuation area may be given two (2) 65 mg tablets or one (1) 130 mg tablet per day as directed. At the conclusion of the emergency phase, if there was a sufficient I-131 release, a daily dosage will be given as directed by SHO to maintain blockage of thyroid radioiodine uptake.

## II. Contamination Control (NUREG REF: K.4)

The monitoring of all evacuees from the Plume Exposure Pathway Emergency Planning Zone (EPZ) is neither anticipated nor deemed practical since most of these individuals would have already departed by the time monitoring teams are available to perform this function. Contamination monitoring will be limited to emergency personnel and evacuees who are believed to have been exposed to radiation. This monitoring problem will be particularly prevalent where airborne radioactivity is detected beyond the facility boundary or when it is necessary to send emergency rescue parties into these high level radiation areas close to the facility. Screening for the presence of beta and gamma contamination on emergency personnel and equipment leaving evacuated areas will be performed at each county reception center(s) and/or command post(s) or at stations along exit routes from the evacuated area, outside the plume, to monitor personnel; and will be instituted as soon as possible. Equipment which cannot be readily decontaminated will be placed in segregated storage until sufficient time, material, and manpower can be made available to complete the procedure.

Screening of evacuees for contamination will be done at the reception center(s) and/or command post(s). Emergency radiation workers and evacuees who are known to have been exposed to the plume for a significant period of time prior to evacuation will be surveyed using an appropriate survey instrument which may be a portable portal monitor and/or a hand-held survey meter. The survey using hand-held meters should be made holding the probe

approximately 1 inch from the surface and moving the probe at the speed of no more than 1-2 inches per second. Unless otherwise directed by the ADPH/ORC, contamination is considered to be an open window reading of twice pre-accident background radiation (2 x background).

Initial decontamination will consist of first removing contaminated clothing and shoes, then washing with soap and water. Careful attention should be paid to the hair and feet.

## III. Medical Services

The mission of the medical services is to provide medical care on an uninterrupted basis during a radiological incident at a fixed nuclear power plant (NPP) in Alabama. In the event that individuals who may have been exposed to the plume for the significant periods of time prior to being evacuated need medical care, special handling procedures must be utilized. In no case should the contamination take precedent of medical injuries or care. Additional guidance on medical treatment can be obtained in NCRP Handbook No. 65, entitled "Management of Persons Accidentally Contaminated with Radionuclides", (1980).
**(NUREG REF: L.4)**

Plans and drills will be conducted by the designated care facility and ambulance services/rescue squads to ensure that personnel are trained and that equipment is available in an emergency.

### A. Responsibilities

Radiation Control Agency

- Assist and advise medical care facilities on radiological hygiene.
- Provide training support to care facility and staffs in radiological matters. **(NUREG REF: O.1)**
- Coordinate requirements for additional medical care and radiological hygiene assistance.
- Provide communication and information between the Radiation Control Agency, ambulance companies, rescue squads, and medical facilities. **(NUREG REF: F.2)**

Ambulance Companies and Rescue Squad
**(NUREG REF: L.4)**

- Provide transportation of patients from within the evacuation zone, evacuation routes and from mass care facilities to designated medical care facilities.

- Assure crew members are trained on radiological self-protection and on procedures to handle contaminated casualties or equipment. Maintain radiological protection and communication equipment in a continuous state of readiness.

Designated Medical Care Facilities
**(NUREG REF: L.1; L.4)**

- Provide medical care for patients from within the evacuation zone from evacuation routes and from mass care facilities.
- Prepare plans and conduct training on methods to care for contaminated patients. Provide and maintain special radiological equipment needed to monitor patients and dispose of contaminated material.
- Participate in exercises and drills to enhance training and improve procedures. Incorporate lessons learned in revisions to this plan and in-house plans.

## B. Administration (NUREG: L.4)

Each agency, company, or medical care facility is responsible for its internal administration, training, and logistical operations to support this plan.

## C. Medical and Health Resources (NUREG REF: A.4; L.1; J.2)

The hospital agreements and ambulance agreements are maintained by the County EMAs.

### Farley Nuclear Plant

a. Medical Care Facilities
   - Southeast Health
     1108 Ross Clark Circle, Dothan, AL
   - Flowers Hospital
     4370 West main St. Dothan, AL

b. Ambulance Companies and Rescue Squads
   - Pilcher's Ambulance Service
     923 South Foster Street, Dothan, AL

### Browns Ferry Nuclear Plant

a. Medical Care Facilities

- Decatur Morgan Hospital (Decatur General Campus)
  1201 7th St. Southeast, Decatur, AL
- Huntsville Hospital
  101 Sivley Road SW, Huntsville, AL

b. Ambulance Companies and Rescue Squads

- Lawrence County EMS
  11227 Alabama 157, Moulton, AL
- Decatur Morgan EMS
  1016 Somerville Rd SE, Decatur, AL
- Athens-Limestone EMS
  700 W Market St, Athens, AL

Other Hospitals (**NUREG REF: L.1; L.3)**

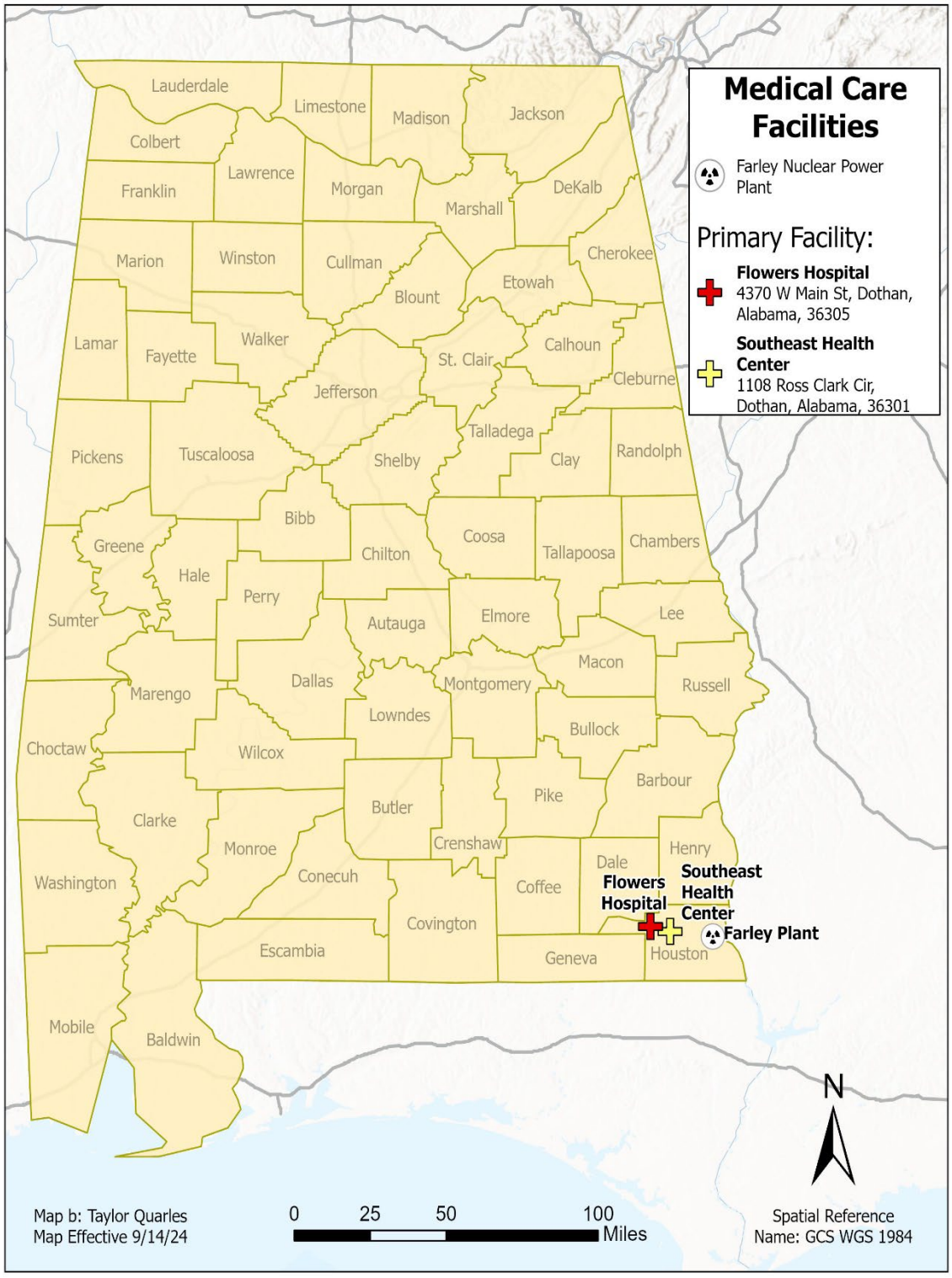
Additional hospitals capable of handling contaminated patients.

a. University of Alabama in Birmingham (UAB)
619 19th St. South, Birmingham, AL

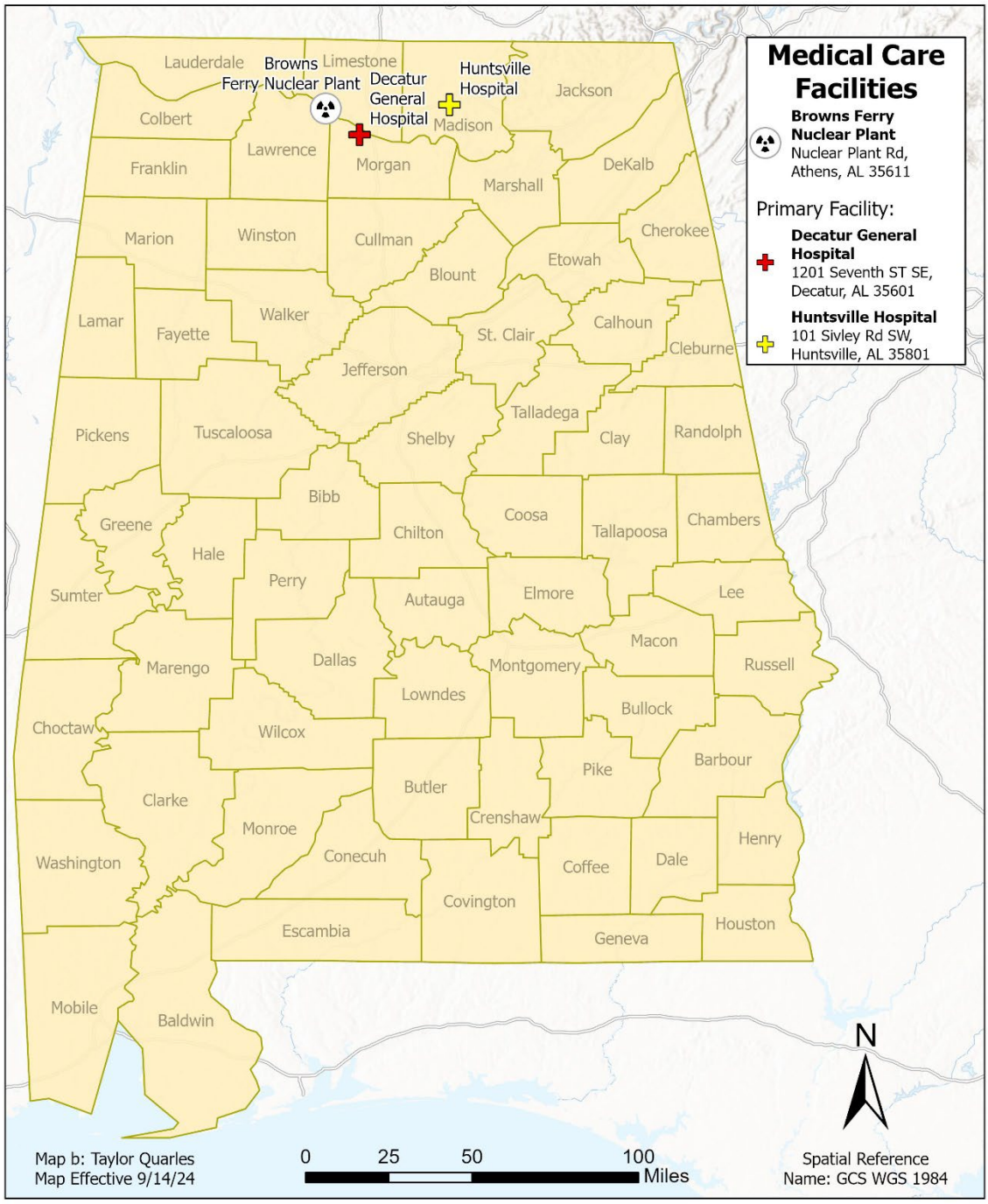
## IV. Permissible Exposure

It is the expressed policy of the State of Alabama that no emergency worker should exceed the occupational exposure limits in 10CFR20 or Rules of the State Board of Health, chapter 420-3-26, Radiation Control except in extreme situations (lifesaving, evacuation residents, and fighting fires, etc.). The Alabama Radiation Control Agency (Public Health) may grant exemptions to these exposure limits. Details regarding briefing and documentation processes for communicating risks involved for incurring excessive dose; as well as any special conditions requiring additional limitations are outlined in ADPH/ORC document titles "Procedures for Planned Special Exposures that Exceed Established Exposure Guidelines for Emergency Workers." **(NUREG REF: K.2, K.2.b)**

# Farley Medical Care Facilities



# Browns Ferry Medical Care Facilities



# RELOCATION

This tab is to provide the criteria to be used in determining the appropriate actions to be taken after the maximum immediate danger to the public has passed in a nuclear power plant emergency. (**NUREG REF. J.10; J.11.c; J.14; J.14.b; J.14.c; J.14.d; J.14.e; N.2.b)**

## I. Situation and Assumptions

Actions necessary to protect the public health and safety in the worst case situation are expected to begin with warning of the public of the potential danger, followed by or accompanied by shelter of the public in their places of employment or residences, with a possible evacuation of individuals from selected evacuation zones, "evacuation" here meaning the immediate fleeing from an area for a brief period of time. Following any significant release of airborne radioactivity from the nuclear power plant, a determination of the ground deposition of radioactive material will be made and the associated relative hazard used to classify the affected areas into action zones. The general public will then be relocated from zones where the ground deposition of radioactive materials causes excessive risk to their health. Here "relocation" means the removal of individuals and their household possessions from an area of high risk to an area of lesser risk for an extended period of time.

## II. Protective Action Zones

Protective Action Guides (PAGs) are established in EPA-400-92 and are to be applied during a nuclear power plant accident. EPA-400-92 guidance limits the amount of radiation exposure to an individual after the initial emergency phase to: two rem the first year; 500 millirem the second year; and a cumulative exposure total of five rem for the next 50 years. Identification for Buffer Zone necessity, establishment of Buffer Zones when warranted, etc. will be implemented using guidance EPA-400-92 protocols. ADPH/ORC will coordinate the collection of soil samples and the measurement of actual radiation exposure levels in the affected areas. Procedures and calculation methods which include the use of weathering and decay factors established in EPA-400-92 will be used to determine the projected radiation exposure to individuals in the affected areas. From this information, the area determined to exceed any of the protective action guidelines established in EPA-400-92 will be restricted and individuals will be relocated as described above. Entry into zones established as restricted that exceed the established protective action limits in EPA-400-92 will be controlled to limit exposure to personnel to less than the occupational dose limits described in Rule 420-3-26-.03, Radiation Control of the Rules of the State Board of Health. **(NUREG REF: K.2)**

## III. Concept of Operations

The ADPH/ORC, in coordination with the nuclear power plant operator and the U. S. Nuclear Regulatory Commission, will decide when the severity of the accident and associated potential for radiological hazard has declined to the point that immediate protective action appears not to be necessary or that it is appropriate to take action based upon suspected long-term exposures from ground deposition of radionuclides. Using the best available knowledge of ground deposition, the ADPH/ORC will classify all areas in the vicinity of the nuclear power plant, including both evacuated and non-evacuated areas, as restricted or unrestricted zones in accordance with the guidance established in EPA-400-92.

Members of the general public will be authorized to enter any unrestricted zone that is not subject to an evacuation order. Individuals whose residences are within a restricted zone will relocate to temporary residences outside of a restricted zone.

Individuals will be authorized to enter and remain inside of a restricted zone only to perform essential services and only with appropriate personnel monitoring equipment consisting of one thermoluminescent dosimeter and one low range (0-200 mR) pocket dosimeter. Individuals authorized to enter and leave a restricted zone will do so under procedures and controls established for occupationally exposed radiation workers described in Chapter 420-3-26, Radiation Control, of the Rules of the State Board of Health.

## IV. Administration

ADPH/ORC will coordinate the internal administration of the ADPH/ORC, with each individual bureau, division, or department being responsible for their own internal administration and logistical support.

## EMERGENCY AND RE-ENTRY ENVIRONMENTAL MONITORING

This tab is to delineate the monitoring of the environment for the presence of radioactive materials released by the nuclear plant. The results of this monitoring, together with information supplied by the utility, will be used by ADPH/ORC in determining the adequacy of any protective actions ordered and, when conditions warrant, the rescission of protective actions. This monitoring information serves to verify that the dispersion of radioactive materials is at least as conservative as predicted by meteorology and will not be substituted for dose calculations based upon release rates and meteorological data as supplied by the utility. It is an expressed purpose of this annex that no environmental sampling personnel be exposed to a dose commitment in excess of that listed in the "Personal Protection Guidelines". To this end, except with the expressed consent of the ADPH/ORC, all state, local, and federal environmental monitoring shall be done outside of any evacuation zone. **(NUREG REF: (M.1; I.7; I.8)**

## I. Organization Structure (NUREG REF: I.5; I.7)

RFMTs will consist of state merit system employees employed by ADPH. For the duration of the emergency, these RFMTs will function at the general direction of the ADPH/ORC subject to the approval of the SHO and/or the local county Health Officer.

## II. Mission

To obtain accurate information on the radiological quality of the environment near the NPP.

## III. Plume Exposure Pathway

During the plume phase, the RFMTs will consist of a two person team as described above. For additional details, refer to the "Alabama Department of Public Health, Office of Radiation Control, Radiological Field Monitoring Team Manual."

### A. Direct Radiation

In order to obtain gamma radiation measurements, RFMTs will be deployed in the downwind direction, or if no wind, they will be deployed at various locations surrounding the plant site. At 30-minute intervals, they will report gamma radiation intensity (15-minute intervals if in an area where radiation dose rate exceeds 1 mrem/hour). A change in radiation levels is always reported immediately. Four measurements should be made: one with the detector at 1 meter above ground (open & closed readings) and the other with the detector 6 inches above the surface of the ground (open & closed readings).

Should an evacuation be ordered by ADPH/ORC, the RFMTs should move to an area downwind of the plant just outside the evacuation area and continue to drive back and forth across the projected plume pathway taking readings every 15 minutes, or as directed.

### B. Air Sampling

Upon instruction from ADPH/ORC, air samples will be collected at downwind locations near the point of maximum concentration or at the boundary of the evacuation zone. RFMTs have the capability to detect and measure radioiodine concentrations in air in the plume exposure EPZ as low as $10^{-7}$ uCi/cc under field conditions. **(NUREG REF: I.9; M.8)**

## IV. Ingestion Exposure Pathway

During the ingestion phase, sampling media (i.e., milk, water, and food crops) may be required; when performing these samples, the RFMTs will consist of personnel as described in the plume phase, in addition to one personnel from the Department of Agriculture & Industries and/or ADPH Milk Branch. Refer to the "Alabama Department of Public Health, Office of Radiation Control, "Radiological Field Monitoring Team Manual" for additional details.

## V. Re-Entry Monitoring (NUREG N.7)

### A. Surface Deposition

After the potential for release has been controlled, and prior to the removal of protective actions, an ARMs aircraft survey of the radiation levels in all areas subject to the plume will be requested from U.S.D.O.E. Subsequently, RFMTs will survey the area under the plume's footprint for deposited radioactive materials using appropriate radiation detection equipment and procedures. When the isotopic composition of materials deposited upon the ground is not known, it will be assumed that an exposure rate of 5.5 R/hr at one meter above the ground is caused by 1 Ci of deposited material per square meter. Once the isotopic composition is known, methodology contained in EPA-400-92 will be used and/or the following table will be used:

**Table 7-1 of EPA-400-92**

| Gamma-emitting nuclide | Dose-rate for 1 Ci/m$^2$ (Rem/hr) |
|---|---|
| $^{95}Zr + {}^{95m}Nb$ | 12.0 |
| $^{95}Nb$ | 13.0 |
| $^{103}Ru$ | 8.2 |
| $^{106}Ru + {}^{106}Rh$ | 3.4 |
| $^{131}I$ | 6.6 |
| $^{137}Cs$ | 10.0 |
| $^{141}Ce$ | 1.4 |
| $^{144}Ce$ | 0.35 |

For re-entry dose projections purposes, each deposition will cause $10^{-6}$ Curie per cubic meter or re-suspended concentration.

### B. Soil Sampling

Soil samples will be collected in areas subject to protective actions and such sampling will be continued into areas where there are no plume exposure pathway protective actions in effect. The most useful measures of concentration of deposited material in soil relates to the amount of deposition per unit area. Sampling is carried out in such a way as to assure that the weight of the material collected can be directly related to the area sampled and that the depth or the sampling is known. Later measurements made on a weighted aliquot of the soil sample can then be readily related to the concentration per unit area. A typical sample should consist of the top inch of soil from a square 4 inches by 4 inches.

It may be desirable to re-sample the site at a later time. Global Positioning System (GPS) coordinates and/or distance and direction to fixed landmarks should be recorded to identify the relative position of the transect.

## VI. Communication (NUREG REF: I.6)

Primary communications between the SRMAC and the RFMTs will be CL PPT radios. Backup communications will be commercial cellular phones.

## VII. Transportation

RFMTs will use the vehicles they normally utilize in performing official government business supplemented by car rental service.

## VIII. Anticipated Deployment Times (NUREG REF: C.2.b)

Under ideal circumstances one or more county RFMT teams should be activated and fully operational at the plant boundary within one hour of deployment. Additional RFMT teams will arrive and become operational within 8 hours of deployment.

## STANDING RADIOLOGICAL ASSISTANCE REQUESTS (NUREG REF: M.4 )

Upon direction from the SHO and/or his designee, state and federal radiological resources will be requested dependent on the emergency.

## I. State Resources

If other state radiological resources are needed, the Southern Mutual Radiation Assistance Plan (SMRAP) will be activated. SMRAP will be activated through the Southern States Energy Board (SSEB).

## II. Federal Resources

Depending on the level of federal radiological resources requested, all activations will go through the Department of Energy (DOE) Radiological Assistance Program (RAP). In this case, DOE RAP Region 2, Savannah River, SC will be the initial contact.

## III. Time of Arrival of Federal Resources

The time of arrival of federal radiological assistance will depend upon the location from which the resources are brought.

A. Savannah River Operations to:

Browns Ferry Nuclear Plant is 10 hours
Joseph M. Farley Nuclear Plant is 11 hours

B. EPA Eastern Radiological Laboratory to:

Browns Ferry Nuclear Plant is 5 hours
Joseph M. Farley Nuclear Plant is 3 hours

# FOOD CROP INGESTION PATHWAY (NUREG REF: J.12)

## I. Mission

To prevent crops containing excessive amounts of radioactivity from being used for human or animal consumption.

## II. Situation and Assumptions

A. An incident at a nuclear power plant could result in a release of radioactive materials into the environment that could render certain food crops in the area hazardous to consume.

B. ADPH/ORC is the decision-making authority for ordering the protective actions in the event of a radiological emergency.

C. The Department of Agriculture and Industries (AGI) (ESF #11) is primarily a regulatory agency whose major responsibility is the enforcement of State laws that protect the consumer and producer against inferior products. The Department of Agriculture and Industries possesses the capability to support the ADPH/ORC in the area of food crop ingestion. **(NUREG REF: J.12)**

D. The food crop ingestion (or agriculture security) issues will be of much longer duration than the plume exposure pathway exposure issues.

## III. Concept of Operations

A. AGI will be initially notified by the Alabama Emergency Management Agency (ESF #5). Once activation is achieved, direct contact between the ADPH/ORC and AGI (ESF #11) will be established.

B. The ADPH/ORC will evaluate the scope of the hazard, identify the areas and isotopes involved, and inform AGI (ESF#11).

C. AGI (ESF#11) will then identify affected crops in the area and assist the RFMTs in collecting samples of these crops for analysis. For additional details, refer the "Alabama Department of Public Health, Office of Radiation Control, Radiological Field Monitoring Team Manual."

D. ADPH/ORC will arrange for analysis of the crop samples, interpret the results and make decisions based on the results.

E. AGI (ESF#11) will enforce any condemnation or summary destruction of food crops ordered.

## IV. Responsibilities

The responsibilities of ADPH/ORC and AGI are contained in ESF #8 and ESF #11, respectively.

## V. Administration

Each department is responsible for its internal administration and logistical operations to support the requirements of this tab.

# MILK CONTROL

Authority for this Appendix is contained in Title 2, Chapter 13, Code of Alabama, 1975, as amended.

## I. Mission

To prevent milk and milk products containing excessive amounts of radioactivity from being used for human consumption.

## II. Situation

A. Iodine will be the limiting radioactivity in milk in the immediate aftermath of a release at a nuclear power plant.

B. All milk, including milk which was in the bulk tanks at the time of the accident, must be tested prior to pick-up from the dairies.

## III. Concept of Operations

A. The Milk Branch of the Division of Food, Milk and Lodging will notify the milk processors who serve the area, advise them of the incident, and instruct them that no milk shall be picked up until cleared by the Milk Branch.

B. The Milk Branch will notify the Area Milk Representative and instruct him or her to contact the dairies in the affected area. The Area Representative is to instruct the owner or manager of the dairy to:

1. Not place any milk in the bulk tank until the tank has been emptied of all milk which was milked before the time of the accident.

2. Remove the milking herd from pasture and feed the herd only stored feed.

3. Not allow cows to drink from ponds or streams. Use only water from wells or public supplies for watering the milking herd.

4. Not allow any milk to be picked up until cleared by the Milk Branch.

C. The Area Representative with the assistance of the RFMTs will collect samples of milk from the dairies specified by the Milk Branch. For additional details, refer the "Alabama Department of Public Health, Office of Radiation Control, Radiological Field Monitoring Team Manual."

D. ADPH/ORC will arrange for analysis of the milk samples and make decisions based on the results.

E. The Milk Branch will notify the area milk representative and the producers when the milk from each dairy has been cleared for human consumption. The area milk representative will notify the individual dairy.

## IV. Administration

ADPH/ORC will coordinate the internal administration of the ADPH/ORC with each individual bureau, division, or department being responsible for their own internal administration and logistical support.

INTENTIONALLY LEFT BLANK

## *Incident Annex F: Terrorism Incident Law Enforcement and Investigation*

**Coordinating Agency:** Alabama Law Enforcement Agency

**Primary Agency:** Alabama Law Enforcement Agency (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, Emergency Assistance, Housing, and Human Services): provide housing and mass care evacuation support.
- ESF # 8 (Public Health and Medical Services): provide mental and public health.
- 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.

**Purpose**
This annex describes the Alabama concept of operations for the prevention of, protection against, mitigation of, response to, and recovery from an act of terrorism; international or domestic, and for using specialized services to respond to such an event. This annex describes crisis and consequence management using the relationships established in the National Response Framework (NRF), the National Incident Management System (NIMS), and the State of Alabama Emergency Operations Plan (EOP) which is 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 crisis and consequence management.

## Scope

Presidential Decision Directive (PDD)-39, U.S. Policy on Counterterrorism, establishes policy to reduce the Nation's vulnerability to terrorism, deter and respond to terrorism, and strengthen capabilities to detect, prevent, defeat, and manage the consequences of terrorist use of weapons of mass destruction (WMD). This annex supports the Terrorism Incident Annex of the National Response Framework. It addresses direction, coordination, operations, and follow-through during the response to an act or the threat of an act of terrorism. The annex addresses both crisis management and consequence management.

**Crisis Management** is the law enforcement response and focuses on the criminal aspects of incidents which include measures to identify, acquire, and plan the use of resources to protect, prevent, and/or deter the threat of an act of terrorism.

**Consequence Management** is the response to the disaster and focuses on alleviating damage, loss, hardship, or suffering which 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. State and local governments exercise primary authority to respond to the consequences of terrorism, and the Federal Government helps as required. Consequence management is generally a multifunction response coordinated by emergency management.

INTENTIONALLY LEFT BLANK

## Situation Analysis.

### 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 access control and identity verification, public information and warning, operational coordination, physical protective measures, and environmental response/health and safety.

Before allowing access to impacted areas, responders must conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all hazards in support of responder operations and the affected communities.

This appendix may be used to address the consequences of a multi-state incident.

### 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 identify, assess, and mitigate vulnerabilities to incidents through the deployment of physical protective measures, and balance the complementary aims of enabling commerce and maintaining the civil rights of citizens. The quickly escalating and multi-agency nature of the response requires the establishment and maintenance of a unified and coordinated operational structure and process which appropriately integrates all critical stakeholders and supports the execution of core capabilities. All responders must be aware of the need to conduct forensic analysis and attribute acts of negligence or terrorist acts to their source. Special considerations should be given to victims' needs and rights, including confidentiality.

No single government or private agency at the local, state, 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).

## Organization. Crisis

## Management

The lead Federal agency for counterterrorism is the Department of Justice, which has, in turn, delegated those responsibilities to the Federal Bureau of Investigation (FBI) to protect the United States from terrorist attacks. ALEA is the primary agency for State coordination of crisis management about a terrorist incident. While the Federal government has primary investigative authority, it is expected that they will require support from local and state law enforcement. The ALEA Secretary has authority to make decisions regarding the employment of State and local law enforcement personnel at all times during a terrorism incident response.

## 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 ALEA, the Alabama Emergency Management Agency (AEMA) shall be responsible for State coordination of consequence management for a terrorist incident. AEMA will utilize the emergency management organizational relationships of the State Emergency Operations Plan to coordinate State assistance to local governments for consequence management. AEMA will coordinate State and local operations with the Federal Coordinating Officer. AEMA will assist in determining priorities for the use of State assets and coordinate all State emergency operations with adjoining States.

## Concept of Operations

## Crisis Management

The FBI provides a graduated response to a range of incidents, including:

- A credible threat, whether verbal, written, intelligence-based, or another form.
- An act of terrorism that exceeds the local FBI field division's capability to resolve.
- The presence of an explosive device or WMD capable of causing a significant destructive event confirmed before actual loss of life or property. (Significant Threat)
- 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.)

- 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, ALEA will coordinate closely with the FBI and the local law enforcement in the resolution of the incident. ALEA will determine what assistance local and Federal authorities may need from State law enforcement agencies to support crisis management. ALEA will coordinate requirements with ALEA and AEMA. Per the Terrorism Incident Annex to the National Response Framework, 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 to serve in certain groups.

**Consequence Management**

**Pre-Incident**

Federal officials should notify the coordinating and primary State agencies, including ALEA 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 ALEA. 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 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 catastrophic incident. 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.

**Trans-Incident (situation involves a transition from threat to act)**

If consequences become imminent, the consequence management agencies will begin to disengage from the JOC. FEMA, in coordination with AEMA External Affairs, will establish a joint information center (JIC) to deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken, and the assistance being made available.

**Post-Incident (Incident without warning)**

If a catastrophic terrorism incident occurs, ALEA will initiate and AEMA will coordinate 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, ALEA and AEMA, along with the State Coordinating Group, will make cooperative decisions to the greatest extent possible. The AEMA Director, in coordination with the ALEA Secretary, shall be responsible for making the decisions relative to State consequence management actions.

**Disengagement**

If there is no act of terrorism, the consequence management response disengages when the AEMA Director, in coordination with FEMA, FBI, and ALEA, 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. Federal agencies may continue to assist State and local agencies in monitoring decontamination and site restoration.

**Responsibilities**

**Coordinating Agencies**

- Federal Emergency Management Agency
    - Upon declaration of a major disaster or an emergency by the President, the Administrator or Deputy Administrator shall appoint a Federal Coordinating Officer who shall initiate action immediately to assure that Federal assistance is provided per the declaration, applicable laws, regulations, and the FEMA-State Agreement.
- Alabama Law Enforcement Agency
    - The Secretary of ALEA is the principal point of contact for and to the Governor concerning Homeland Security issues. The Secretary will receive intelligence information from ALDHS, AFC, and 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 Secretary may directly coordinate threat information with another state, county, and local government agencies in addition to the private sector or, as the situation warrants, the Secretary in consultation with the Director of Alabama EMA will make a recommendation to the Governor. The Secretary will also coordinate the strategy of the Governor for communicating with the public in the event of a terrorist attack within Alabama.

## Alabama Emergency Management Agency (AEMA) Emergency Operations Plan

### Primary Agency

- **Alabama Law Enforcement Agency**
  - Coordinate state agency response to threat or act of terrorism by directing the implementation of state law enforcement resources.
  - Maintain communication with the Governor and advise him as to measures being employed.
  - Direct activities of the joint information center (JIC).
  - Perform those duties necessary to promote the security and safety of all citizens.
  - Exercise other responsibilities and authority as prescribed by law.
  - Appoint an ALEA on-site commander to provide leadership and direction for the State crisis management response.
  - Maintain coordination with the FBI.
  - Issue and track the status of crisis management actions assigned to State agencies.
  - Designate and assign the appropriate liaison and advisory personnel to support AEMA.
  - Determine when a threat of an act of terrorism warrants consultation with the Governor's Office.
  - Coordinate the State crisis management response with the lead Federal and local crisis management agencies.

- **Alabama Emergency Management Agency**
  - Coordinate State and local disaster assistance efforts with those of the Federal Government.
  - Establish and provide unity of response, recovery, coordination, and control.
  - Responsible for the collection, evaluation, and dissemination of incident information, preparing situation reports, displaying status information, maintaining the status of resources, conducting planning meetings, and preparing required incident documentation.
  - Maintains visibility regarding public and internal communications; coordinates routine and special communications; ensures accurate, useful, timely, synchronized, targeted communication; and provides continuous messaging to meet agency's information needs.
  - Responsible for directing and coordinating all tactical actions to meet incident objectives and carrying out the response activities described in the Incident Action Plan.
  - Oversees all IT and Communications operations during an incident or event through close coordination with local, State, and Federal partners to deploy resources and personnel to impacted areas.
  - Provides communication services, resource tracking, equipment acquisition, supplies, personnel, facilities, transportation services, and coordinates food, lodging, and other support services as required.

- Fiscally manages incidents; including claims processing, contracting, and administrative functions, and works to ensure all costs are properly documented.
- Provides notification of a terrorism event to members of the Terrorism Notification List as established through procedural notification protocol.

**Support Agencies**

- Alabama Department of Public Health
  - Send an assessment team to aid in contaminant identification.
  - Serve as the chief medical authority for the State.
  - Coordinates and manages public health services and resources if the Governor activates the State Emergency Operations Center and declares a State of emergency.
  - Assesses potential volume of patients, the capabilities and capacity of local hospitals to receive patients and identifies backup hospitals for overflow.
  - Determines the number of health personnel needed to treat victims and the availability and methods of procuring additional personnel.
  - Assists overall operation in dispatching volunteer health department workers to needed areas.
  - Assists local health departments in detecting potential disease outbreaks and implementing control measures.
  - Assists in the dissemination of information to the public and health services.
  - Provides information to the Department of Human Resources on urgent needs that voluntary relief agencies can meet.
  - Advise responders on evacuation or sheltering in place.
  - Advise responders on provisions for quarantine of people exposed to an agent.
  - Advise responders on prophylaxis issues.
  - Advise medical facilities on provisions to administer vaccines.
  - Advise responders on triage of people that were exposed to an agent.
  - Advise responders on personnel decontamination issues.
  - Advise medical facilities on provisions for expedient decontamination.
  - Assist in determining suitable disposal of remains.

- **Alabama Department of Environmental Management**
  - Advise responders in determining suitable disposal of contaminated equipment.
  - Monitor water quality and sanitary conditions in the area affected.

- **Alabama National Guard**
  - Assist in secure ring impacted area.
  - Provide detection and decontamination teams.
  - Assist mortuary teams.
  - Assist with communications and logistics.
  - Assist in damage assessment.

- **Board of Funeral Services**
  - Assist in the recovery of contaminated remains.
  - Assist in suitable disposal of contaminated remains.

**Additional Resources**

The US Department of Homeland Security and the Federal Emergency Management Agency 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.

**Authorities and References.**


- 44 CFR 206.41 – Appointment of Disaster Officials
- Counterterrorism for Emergency Responders, 2nd Edition, Robert A. Burke, 2007
- National Response Framework, 3rd Edition, June 2016
- 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

INTENTIONALLY LEFT BLANK

## Alabama Emergency Management Agency (AEMA) Emergency Operations Plan
## 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 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:

- Continuity of Operations
- Critical Infrastructure and Key Resources
- External Affairs
- Financial Management
- Mass Evacuation
- Private-Sector Coordination
- Strategic National Stockpile
- Tribal Relations
- Volunteer and Donations Management
- Worker Safety and Health

### Support Annexes 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 Alabama Emergency Management Agency 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 authority to implement critical and specific aspects of the response. Per Homeland Security Presidential Directive-5, ALDHS/AEMA retains responsibility for overall domestic incident management. State agencies designated as coordinating agencies are responsible for the implementation of processes detailed in the annexes.

When the functions of a particular Support Annex are required to assist in the management of a 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 the 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 ALDHS/AEMA or the coordinating agency, using their 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 ALDHS/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 ALDHS/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 Basic Plan and the Alabama National Guard All Hazard Plan

INTENTIONALLY LEFT BLANK

## *Support Annex A: Continuity of Operations (COOP)*

**Primary Agency: Alabama Emergency Management Agency Supporting**

**Agencies: All-State Agencies**

### Purpose

The purpose of this Annex is to ensure the establishment of a framework for a comprehensive system to guarantee that essential services remain operational or resume operations, in the event personnel and/or facilities are interrupted by any circumstance. This annex references the state agencies' COOP plans to ensure that each agency can perform the activities and obtain the resources required to continue or resume services. Each state agency should have a COOP Plan that has been prepared to conform to the requirements of the memorandum issued by the Governor, April 10, 2009; Homeland Security Presidential Directive 20/HSPD-20, May 9, 2007; National Preparedness Guidelines (NPG), September 2007; and National Response Framework, January 2008. Each COOP adheres to the directions found in Continuity Guidance Circular 1 (CGC 1) for Non-Federal Entities, January 21, 2009, and applies to all-hazard emergencies including pandemic influenza.

### Scope

The COOP Annex is designed to ensure state agencies' mission essential functions (MEFs) are available regardless of loss of agency infrastructure, staff, or capacity to work. Essential Functions are defined as those functions, stated, or implied, that the agency is required to perform by statute, executive order, or organizational charter or policy and are necessary to provide vital services, maintain the safety and well-being of the employees, clients, or customers, and visitors during an emergency. State Agency COOP Plans provide a framework to suspend services, relocate operations, reassign staff, and seek outside resources as necessary to continue mission essential functions.

### COOP Elements

While all state agencies are required to have an agency-specific COOP plan, the elements of the plan are standard. Below are the common elements that are identified in each agency's COOP plan:

- Program Plans and Procedures
- Continuity Planning Roles and Responsibility
- Senior Leadership

Senior leadership is directly responsible for ensuring that continuity plans and programs are developed, coordinated, exercised, and capable of being implemented when required. These responsibilities include:

- Designating a Continuity Coordinator.
- Approving all required continuity plans and programs.
- Notifying appropriate offices and organizations upon execution of continuity plans.
- Supporting the work of the Continuity Manager and Continuity Coordinator, including providing the necessary budgetary and other resources to support the continuity program, as required.
- Continuity Coordinator
    - The Continuity Coordinator will coordinate the overall activities of the Continuity Planning Team.
    - The responsibilities of the Continuity Coordinator include:
        - Coordinating continuity planning activities with policies, plans, and incentives related to critical infrastructure protection.
        - Leading the creation and coordination of the continuity planning process.
        - Directing and participating in periodic cross-jurisdictional continuity exercises.
        - Coordinating the input of the organization and ensuring those inputs reflect, support, and sustain the continuation of essential functions.
        - Developing and maintaining the continuity plan.
        - Developing and administrating a continuity program budget and submitting funding requests to Senior Leadership.
        - Preparing an annual report summarizing the continuity planning activities of the organization.
        - Serving as an advocate for the continuity plan and program.
- Continuity Planning Team
    - The Continuity Planning Team coordinates continuity planning and duties for the entire organization. These duties include:
    - Overall continuity coordination for the organization.
    - Guiding and supporting the development of the organization's continuity plan.
    - Coordinating continuity exercises, documenting post-exercise lessons learned and conducting periodic evaluations of organizational continuity capabilities.
    - Understanding the role that adjacent jurisdictions and organizations might be expected to play in certain types of emergency conditions and what support those adjacent organizations might provide.

  - Understanding the limits of other jurisdictions' continuity resources and support capabilities.
  - Anticipating the point at which adjacent organizational or mutual aid resources will be required.

- Individual Employees
  - Each employee is responsible for:
  - Understanding their continuity roles and responsibilities within the organization.
  - Knowing and being committed to their duties in a continuity environment.
  - Understanding and being willing to perform in continuity situations to ensure the organization can continue its essential functions.
  - Ensuring that family members are prepared for and taken care of in an emergency.

**Continuity Policy**

It is the policy of the state agency to incorporate continuity requirements into daily operations to assure the seamless and immediate continuation of Essential Function capabilities so that critical governmental functions and services remain available to the citizens of Alabama.

The agency COOP plan will be the response policy to all hazards and pandemic influenza, to continue Essential Functions, and to provide support to the operations of client and external agencies. The COOP plan conforms to the standards of the National Incident Management System (NIMS).

**Goals**

The overarching goal of the COOP is to reduce the consequences of any disruptive event to a manageable level. More specifically, the COOP is designed to:

Clearly and succinctly define the roles, responsibilities, resources, and procedures necessary to assure that operation necessary to help citizens remain available before, during, and after an emergency.

Open and maintain a line of communication/dialog with public and private entities that are functionally related to the activities and responsibilities of the state.

Encourage functionally related public and private entities to cooperate with government entities so these entities can be a central information collection and dissemination liaison agency for their respective functional area.

**Concept of Operations:** Applies to All Hazards EXCEPT Pandemic Influenza

- The state agency will be operational during an emergency.
- The state agency has defined Essential Function capabilities and is prepared to sustain Essential Functions or restore Essential Functions within 12 hours after a disruption.
- The state agency may suspend Short-Term Essential Functions (STEF) for 15 days or less and Long-Term Essential Functions (LTEF) for more than 15 days. Suspensions will be based on Short-Term Essential Function/Long-Term Essential Function priority with lowest priority Short-Term Essential Function/Long-Term Essential Functions suspended first.
- Alternate work locations and work methods will have been established and exercised, to the extent possible. Alternate facilities may be activated for use during an emergency.
- Each manager has identified a complete order of succession for his/her leadership position and key position for each Essential Function. This order of succession will ensure adequate personnel for all Essential Functions.
- Personnel will be re-assigned to assist with the response.
- Each Incident Command System (ICS) position has identified primary, secondary, and tertiary staff for all roles.

**Applies to Pandemic Influenza**

- The state agency will be operational during a pandemic influenza outbreak and is prepared to sustain Essential Function capabilities during an outbreak of pandemic influenza.
- The state agency has defined Essential Function capabilities.
- The state agency may suspend Short-Term Essential Functions (STEF) for 15 days or less and Long-Term Essential Functions (LTEF) for more than 15 days. Suspensions will be based on Short-Term Essential Function/Long-Term Essential Function priority with lowest priority Short-Term Essential Function/Long-Term Essential Functions suspended first.
- Alternate work locations and work methods will have been established and exercised, to the extent possible. Alternate facilities may be activated for use during an emergency.
- Each manager has identified a complete order of succession for his/her leadership position and key position for each Essential Function. This order of succession will ensure adequate personnel for all Essential Functions.
- Personnel will be re-assigned to assist with the response.
- Each ICS position has identified primary, secondary, and tertiary staff for all roles.

## Go-Kits

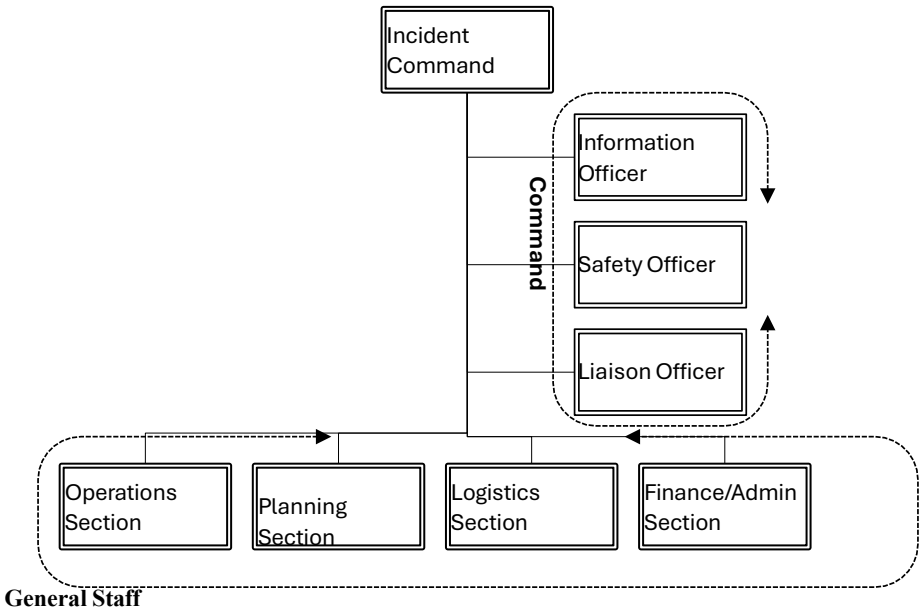
Each go-kit will include copies of the State Emergency Operations Plan (EOP), the state agency EOP, the state agency COOP, call-down lists, other vital records as described, and alternate department operating locations. The go-kit will also contain a laptop computer loaded with facility locations, essential human resources and payroll information, and state agency-specific software. Copies of forms needed to continue providing essential services as well as forms that can be used to perform work manually should computer systems not be working properly will be included in the go-kit.

- Essential personnel are encouraged to have a personal go-kit that includes personal care items. Some recommended items include:
- a change of clothing,
- personal hygiene items (soap, shampoo, etc.),
- drinking water,
- non-perishable food/snacks,
- eating utensils,
- flashlight,
- batteries,
- portable radio,
- blanket,
- first aid kit/first aid items,
- prescription medicines, and
- contact lenses and solution

## Incident Command System

Upon Activation, the state agency will implement its Incident Command System using the structure shown in the figure below with staffing of positions included in each agency's COOP plan. A description of the roles and responsibilities of Incident Command System Command and General Staff positions are also included. The Incident Commander will "scale" the response to fit the circumstances through the combination and separation of jobs during the response to an incident. The pre-identification of assignments within the Incident Command System makes this task simpler.

Incident Command Structure




## Hazard Vulnerability Analysis

The State of Alabama has developed a Hazard Vulnerability Analysis (HVA) and the Emergency Management Agencies in each of the state's counties also have developed HVAs specific to the county.

Each state agency has engaged in the analysis of hazards facing the organization. Three categories of hazards are analyzed: 1); natural events—those occurring with the natural environment without human intervention or initiation; 2) human events-those initiated by human actions; and 3) technological events—those associated with the technologies used or needed by the organization. Each event was evaluated on three dimensions: 1) probability—likelihood of occurrence; 2) risk—a threat to life and/or health, disruption of services, damage/failure possibilities, loss of community trust, financial impact, and legal issues; and 3) preparedness— the level (good, fair, or poor) to which the organization had developed mitigation, preparedness, and response plans and actions for the hazard. A numerical score was assigned to each dimension for each hazard and a total score was assigned by multiplying the three-dimensional scores.
Hazards with the highest total scores require the greatest attention of the organization.

## Budgeting and Acquisition of Resources

The state agency has established a budget for COOP. Acquisition of resources through procurement activities is defined in the section ORDER OF SUCCESSION. Key vendors have been identified and the critical resources they provide have been identified and plans for acquisition have been established in each state agency's COOP plan.

## Essential Functions and Telework Plan

### Essential Functions

The state agency provides a variety of general operating functions. A set of these functions have been identified as Essential Functions. Essential functions are further delineated into Critical essential functions, Short-term essential functions, and Long-term essential functions. Essential Functions are prioritized within each category.

Critical Essential Functions are those essential functions that cannot be interrupted or can be only minimally interrupted following an incident.
Short-term Essential Functions are those essential functions that can be interrupted for a period of up to 15 days following an incident but must be resumed thereafter.
Long-term Essential Functions are those essential functions that can be interrupted for more than 15 days following an incident and will be resumed when resources and personnel become available.

### Telework Assignments

The state agency has developed a Telework Plan for use during a Pandemic Influenza response. Telework assignments are shown in detail in the state agency COOP Plan.
Order of Succession and Delegation of Authority

Order of Succession is a provision for the assumption of senior agency leadership positions during an emergency when the incumbents are unable or unavailable to execute their duties. The Order of Succession should be established for the agency head and officials down to include office directors/managers responsible for performing essential functions.

Temporary authority may be delegated whenever an individual with approval authority will be unable to perform his or her duties due to the consequences of responding to an emergency. The state agency has established a delegation of authority process that is applied through the Order of Succession presented in the agency COOP Plan.

AEMA has included an Order of Succession and Delegation of Authority in the agency COOP Plan. All AEMA employees have access to the COOP.
Continuity Facilities

Continuity facilities or alternate facilities are locations, other than the normal facility, used to carry out essential functions in a COOP situation. The detailed location, including physical address and map, of each alternate site, has been included in each state agency COOP Plan.

- Continuity Facility/Alternate Facility Desirable characteristics:
- Located at a safe distance from and secured against worst-case and most-likely scenarios
- Can be operational in 12 hours or less
- Provide sufficient space, equipment, supplies, and services to support COOP personnel in the performance of essential functions
- Supports required communications and IT infrastructures
- Provides for food, lodging, health, sanitation, and security needs of COOP personnel on-site or nearby

AEMA has identified and completed plans/set up of continuity facilities in Alabama. Two locations are included in the AEMA COOP, which is available to all AEMA staff. If for any reason the first alternate location is not accessible, the second location would be available to complete all essential functions and can be operational within 12 hours. Detailed maps, directions, and addresses for both facilities are included in the AEMA COOP.

**Continuity Communications**

Continuity communications are communications that provide the capability to perform essential functions, in conjunction with other agencies and organizations, until normal operations can be resumed. Continuity communications also ensure access to data, systems, and services required. Each state agency COOP Plan has a detailed breakdown of communications required and those available at the alternate location to perform essential functions.

AEMA has several communication systems that are used daily, as well as, in times of disaster. The communication systems are detailed by priority/use in the AEMA COOP Plan. Each of the alternate locations identified in the COOP Plan is communications ready.

**Vital Records**

Vital records are electronic and hardcopy documents, references, and records needed to support essential functions during a COOP situation. The two basic categories of vital records are:

- Emergency operating records
    - Plans and directives
    - Orders of succession
    - Delegations of authority
    - References for performing essential functions

- Legal and financial records
    - Personnel records
    - Social Security records
    - Payroll records
    - Retirement records
    - Insurance records
    - Contract records

Each state agency COOP Plan includes a list of vital records, the primary location, an alternate location for accessing those records during a COOP situation.

AEMA has identified all vital records, primary locations, as well as alternate locations in the agency COOP Plan. AEMA has an agreement with another state agency to house a backup server to store vital records. Additional vital records will be included in Go-Kits for AEMA employees in times of COOP Plan activation.

**Test, Training and Exercise Program (TT&E)**

**All-Hazards Training and Exercises**

The state agency agrees to hold at least one exercise (Tabletop Exercise, Functional, or Full-Scale) each fiscal year. Additionally, the agency agrees to establish, maintain, and implement an annual training program based on preparedness courses offered by AEMA or recommended by AEMA.

**Pandemic Influenza Training and Exercises**

The state agency agrees to utilize resources provided by the Alabama Department of Public Health (ADPH) to conduct the training and drills.

AEMA has included this element in the agency COOP Plan and participates in COOP training and exercising as suggested.

**Devolution of Control and Direction**

The state agency will devolve Essential Functions (Critical Essential Functions, Short-Term Essential Functions, and Long-Term Essential Functions) in order of priority, from lowest priority to highest priority, at the direction of the Incident Commander. Once an Essential Function has been devolved and the person responsible for the devolved Essential Function reports to the Incident Commander that the Essential Function has relocated and is operational, authority to perform the duties and responsibilities associated with the Essential Function will transfer to the Alternate Location immediately.

## Reconstitution Operations

The state agency will resume normal functioning after the emergency has been declared over by the IC. Essential Functions that have been devolved will be restored on a priority basis from highest to lowest. Responsibilities have been assigned for recruiting replacement employees and certifying workplace safety.

INTENTIONALLY LEFT BLANK

## *Support Annex B: Critical Infrastructure*

**Coordinating Agency:** Alabama Law Enforcement Agency

**Cooperating Agencies**:
Alabama Department of Archives and History
Alabama Department of Agriculture and Industries
Alabama Department of Banking
Alabama Department of Finance
Alabama Department of Conservation and Natural Resources
Alabama Department of Economic and Community Affairs
Alabama Department of Environmental Management
Alabama Department of Insurance
Alabama Department of Public Health
Alabama Department of Transportation
Alabama Emergency Management Agency
Alabama Historical Commission
Alabama Public Service Commission
Alabama National Guard
Cybersecurity and Infrastructure Security Agency

**Purpose**
This annex describes policies, roles and responsibilities, and the concept of operations for assessing, prioritizing, and restoring critical infrastructure (CI) of Alabama during actual or potential domestic incidents. The annex details processes to ensure coordination and integration of CI-related activities among a wide array of public and private incident managers and CI security partners within immediate incident areas as well as at the regional and state levels. Specifically, this annex does the following:

- Describes roles and responsibilities for CI preparedness, protection, response, recovery, restoration, and continuity of operations relative to National Response Framework (NRF) coordinating structures and National Incident Management System (NIMS) guiding principles.

- Establishes a concept of operations for an incident-related CI preparedness, protection, response, recovery, and restoration.

- Outlines incident-related actions (including pre-response and post-response) to expedite information sharing and analysis of actual potential impacts to CI and facilitate requests for assistance and information from public and private-sector partners.

## Scope

This annex addresses the integration of the CI protection and restoration mission as a vital component of the State's unified approach to domestic incident management, which also may include CI-related national and international considerations.

Critical infrastructure includes those assets, systems, networks, and functions and services supporting various aspects of the state and national government, economy, and society. Processes outlined herein apply to state departments and agencies during incidents with potential or actual CI impacts-and may apply to, or involve, incident managers and security partners at other levels of government and the private sector, including CI owners and operators. CI-related processes described in this annex utilize the unified risk-based approach for "SteadyState"

protection detailed in the National Infrastructure Protection Plan (NIPP). CI requirements generated by the threat or incident at hand are coordinated through NRF and NIMS organizational structures. This applies to activities in the local incident area, as well as response and recovery activities outside the incident area, regionally, or nationally.

## Policies

Policies for CI protection and preparedness are established through the following authorities: Homeland Security Act of 2002; Presidential Directive – 21 (PPD-21), "Critical Infrastructure Identification, Prioritization, and Protection"; the National Strategy for the Protection of Critical Infrastructure and Key Assets; the National Strategy for Securing Cyberspace; and other relevant statutes, Executive Orders, and Presidential directives.
PPD-21 charges the Secretary of Homeland Security with responsibility for coordinating the overall national effort to enhance the protection of the CI the United States.

The directive also designates Sector-Specific Agencies (SSA) with responsibility for coordinating planning-, preparedness-, and protection-related activities within each of the 16 CI sectors. This approach provides the structure needed to address the unique characteristics and operating models of each of the sectors.

Further information on a variety of statutes, strategies, and directives that apply to CI protection and restoration are included in Appendix 2A of the NIPP:

This annex does not alter or supersede existing:

- Statutory responsibilities for CI protection, incident management, emergency management, or other related functions under the law.

- Regulatory, contractual, or other legal relationships between Federal agencies and the private sector.

- International agreements, treaties, or other agreements for incident management between the U. S. Government and other countries

- Agreements for incident management between the State of Alabama and other states.

- The following sections provide an overview of the general authorities that guide CI-related activities in the context of the NRF. This includes the NIPP, developed as the implementing structure for steady-state CI protection; the Robert T. Stafford Disaster Relief and Emergency Assistance Act; and the Defense Production Act.

**General Process for Requesting Federal Assistance**
CI-related preparedness, protection, response, and recovery activities operate within a framework of mutual aid and assistance. Incident-related requirements can be addressed through direct actions by owners and operators or with government assistance provided by Federal, State, tribal, or local authorities in certain specific circumstances.

**Robert T. Stafford Disaster Relief and Emergency Assistance Act.** Seven Disaster assistance programs generally offer support for incident-related repair, replacement, or emergency protective services needed for infrastructure owned and operated by government entities. Stafford Act principles permit consideration of private-sector requests for assistance, but the application of these legal principles does not guarantee that needs or requests from private-sector entities will be met in all cases. A private-sector CI owner or operator may receive direct or indirect assistance from Federal Government sources when the need:

- Exceeds capabilities of the private sector and relevant State, tribal, and local governments
- Relates to an immediate threat to life and property
- Is critical to disaster response or community safety
- Relates to essential Federal recovery measures.
- The process for coordinating requests for assistance and information from private-sector CI owners and operators is described in the Concept of Operations section of this annex.
- The Defense Production Act (DPA) provides specific authority to expedite supply and strengthen production capabilities for CI protection and restoration activities. These authorities include the use of the following:
    - Priority ratings in the Defense Priorities and Allocations System on contracts and orders for industrial resources.
    - Financial incentives to expedite deliveries and expand supplies of materials and services.
    - Agreements by the private sector to share information to coordinate the management of critical supplies.
    - Private-sector experts in government emergency preparedness, response, and recovery activities.

The Department of Homeland Security (DHS) / Federal Emergency Management Agency coordinates DPA authorities related to incident management before and during an incident, including providing priority ratings on contracts and orders for industrial resources in cooperation with the Department of Commerce or relevant SSAs; developing guidance and procedures; coordinating DPA plans and programs; and providing technical assistance for all appropriate Federal agencies under the NRF and NIPP.

**Concept of Operations**
The concept of operations describes specific organizational approaches, processes, coordinating structures, and incident-related actions required for the protection and restoration of CI assets, systems, networks, or functions within the impacted area and outside the impacted area at the local, regional, and national levels. The processes described herein are detailed further in standard operating procedures, field guides, and other related guidance developed collaboratively by DHS/CISA and the cooperating agencies to this annex.

The concept of operations uses the organizational structures and information-sharing mechanisms that are established in the NIPP for identifying, prioritizing, protecting, and restoring the Nation's CI and describes protocols to integrate these steady-state organizational elements with NRF incidents management organizational structures and activities. Specifically, the concept of operations focuses on processes and actions for CI-related:

- Situational awareness
- Impact assessments and analysis
- Information Sharing
- Requests for assistance or information from private-sector CI owners and operators

**Responsibilities General**
Addressing CI-related prevention, protection, preparedness, response, and recovery requires cooperation and collaboration between and among CI entities. A primary objective of this collaborative effort between the private-sector owners and operators; State, tribal, and local governments; nongovernmental organizations; and the Federal Government is to ensure that resources are applied where they offer the most benefit for mitigating risk, deterring threats, and minimizing the consequences of incidents.

**Agency Specific**

**ALEA:** Responsible for leading, integrating, and coordinating the state effort to enhance CI protection, including developing and implementing comprehensive, multi-tiered risk management programs and methodologies; developing cross-sector and cross-jurisdictional protection guidance and protocols; and recommending risk management and performance criteria

and metrics within and across sectors. The CISA responsibilities for CI support that are most applicable during incident response include:

- Identifying, prioritizing, and coordinating Federal action in support of the protection of nationally critical assets, systems, and networks, with a particular focus on CI that could be exploited to cause catastrophic health effects or mass casualties comparable to those produced by a weapon of mass destruction.
- Establishing and maintaining a comprehensive, multi-tiered, dynamic information sharing network designed to provide timely and actionable threat information, assessments, and warnings to the public- and private-sector security partners. This responsibility includes protecting sensitive information voluntarily provided by the private sector (PCII) and facilitating the development of sector-specific and cross-sector information-sharing and analysis systems, mechanisms, and processes.
- Coordinating, facilitating, and supporting comprehensive risk assessment programs for high-risk CI, identifying protection priorities across sectors and jurisdictions, and integrating CI protective programs with the all-hazards approach to domestic incident management described in HSPD-5.
- Identifying and implementing plans and processes for threat-based increases in protective measures that align to all-hazards warnings, specific threat vectors as appropriate, and alerts of the National Terrorism Advisory System (NTAS).
- Conducting modeling and simulations to analyze sector, cross-sector, and regional dependencies and interdependencies, including cyber-related issues, and sharing the results with security partners, as appropriate.
- Integrating state efforts for the protection and recovery of CI, including analysis, warning, information sharing, vulnerability reduction, and mitigation activities and programs.
- Documenting and sharing lessons learned from exercises, actual incidents, and pre-disaster mitigation efforts and applying those lessons, where applicable, to CI protection efforts.
- Working with the Department of State, SSAs, and other security partners to ensure that U.S. CI protection efforts are fully coordinated with international partners.
- Coordinating with the State, Local, Tribal, and Territorial Government Coordinating Council (SLTTGCC) to ensure full integration with national- and regional-level CI prevention, protection, response, and restoration efforts.

**Federal Departments and Agencies**: Provide support consistent with their CI-related statutory or regulatory responsibilities or with their designated functions as SSAs, ESF primary or supporting agencies, or coordinating or cooperating agencies for other related NRF Support or Incident Annexes.

**Sector-Specific Agencies (SSA):** focus on overarching CI protection, risk management, and information sharing by working collaboratively with SCCs, GCCs, relevant Federal departments and agencies, State, local, and tribal governments, ESFs, CI owners and operators, sector-based information sharing mechanisms, and other private-sector entities. SSAs coordinate CI efforts

within their sectors to deter threats, mitigate vulnerabilities and minimize the consequences of manmade and natural incidents. SSPs specify each sector's approach to the risk management and information-sharing components of incident management.

In the context of incident management, SSAs coordinate with their counterparts designated within various NRF and ESF, Incident, or other Support Annex functions, as appropriate.

- ESFs are activated to provide support for evolving CI-related incident management requirements by:
    - Providing authorities, resources, program implementation, and support required for infrastructure-related response, recovery, and restoration within the impacted area.
    - Serving as key points of coordination to address CI issues and concerns relating to the impacted area.
    - Coordinating and collaborating with DHS; SSAs; owners and operators; State, tribal, and local entities; ESFs; and others as required to address CI concerns that fall within the scope of their ESF or other National Response Framework-related responsibilities.
- CISA Protective Security Advisors (PSA), in cooperation with the ALEA Department of Homeland Security, PSAs collaborate with private-sector security partners to encourage:
    - Supporting comprehensive risk assessment and management programs for high-risk CI.
    - Serve as key points of coordination to address CI issues and concerns relating to the impact area.
    - Sharing real-time incident notifications as well as CI protection practices and processes.
    - Developing information-sharing and analysis mechanisms to include consideration of physical and cyber threats.
    - Promoting security-related information sharing among public and private entities.

**State, Tribal, and Local Government Entities:** Establish security partnerships, facilitate information sharing, and enable planning and preparedness for CI protection within their jurisdictions.

- **State governments are responsible for:**
    - Developing and implementing statewide or regional CI protection programs integrated into homeland security and incident management programs.
    - Serving as crucial coordination hubs, bringing together prevention, preparedness, protection, response, and recovery authorities, capacities, and resources among local jurisdictions, across sectors, and regional entities.
    - Acting as conduits for requests for Federal assistance when the threat or incident situation exceeds the capabilities of the public- and private-sector

security partners in their jurisdictions.

- Tribal governments are responsible for public health, welfare, safety, CI protection, and continuity of essential services within their jurisdictions.
- Local governments usually are responsible for emergency services and first level responses to CI incidents. In some sectors, local governments own and operate CI such as water, wastewater, and stormwater systems, and electric utilities, and are responsible for initial prevention, response, recovery, and emergency services provision.

- **Private-Sector CI Owners and Operators:**
  - Responsible at the corporate and individual facility levels for risk and incident management planning, security, and preparedness investments.
  - Other activities that form part of business and continuity of operations planning activities include:
    - Developing and revising business continuity and emergency management plans to address the direct effects of incidents and critical dependencies and interdependencies at the sector, enterprise, and facility levels.
    - Building increased resiliency, backup capabilities, and redundancy into business processes and systems.
    - Maintaining coordination with incident management, information sharing, and CI protection programs.
    - Reporting CI status using established mechanisms for inclusion in the national common operating picture (COP) via the CISA SEDIT Tool through local PSAs.
    - Developing and coordinating CI protective and emergency-response actions, plans, and programs.
    - Guarding against insider threats.
    - Providing technical expertise to DHS, SSAs, ESFs, and other Federal, State, tribal, and local entities.
    - Identifying CI and prioritizing related protection and restoration activities.

**Critical Infrastructure:**

1. Agriculture and Food
2. Banking and Finance
3. Chemical
4. Commercial Facilities
5. Communications
6. Critical Manufacturing
7. Dams
8. Defense Industrial Base
9. Emergency Services

10. Energy
11. Government Facilities
12. Information Technology
13. Nuclear Reactors, Materials and Waste
14. Public Health and Healthcare
15. Transportation Systems
16. Water

INTENTIONALLY LEFT BLANK

## *Support Annex C: External Affairs*

**Coordinating Agency:** Alabama Emergency Management Agency

**Cooperating Agencies:** All

### Background

Homeland Security Presidential Directive 5 (HSPD-5) directs the Secretary of Alabama Law Enforcement Agency, 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 receives accurate, consistent, and timely information throughout incidents. The Joint Information System (JIS), described in the National Incident Management System (NIMS), provides the framework for integrating public information activities among Joint Information Centers (JIC), across jurisdictions, and with private-sector and nongovernmental organizations. Given 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 outline specific public information management processes for use during disasters and emergencies. Alabama utilizes this approach to inform the citizens of Alabama during incidents within the State or affecting the State.

### Purpose

The External 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 disasters and emergencies in Alabama.

### Objectives

During disasters and emergencies, 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:

- Delivery of incident preparedness, health, response, and recovery instructions; and
- Dissemination of incident public information.

### Scope

This Annex supplements Emergency Support Function (ESF) 15 and guides State Incident Communicators on activities to be initiated in conjunction with Disasters and Emergencies 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, per JIS procedures, will help ensure that the people of Alabama remain fully prepared and informed.

**Policy**

Incident communications are adopted by the Alabama Emergency Management Agency (AEMA) as a concept of operations to manage communications activities for Disasters and Emergencies and lesser incidents with state impact. Incident communications incorporate the following processes:

- **Control.** This identifies the incident communications lead agency roles, and authority, and authorities for release of information.

- **Coordination**. This addresses interagency coordination and plans, notification, activation, and supporting protocols.

- **Communication.** This address is known as 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.

- **Incident Communications Planning Assumptions.** AEMA incident communications planning assumptions are detailed below:

    - An act of domestic terrorism may employ a previously unknown threat or multiple and simultaneous attacks in different locations.
    - An act of domestic terrorism may not be immediately known to authorities (e. g., bioterrorism).
    - "All Hazard" events require close and constant coordination between State, Local, and Tribal authorities in proximity to or association with the incident.
    - The media and public want and need to know as soon as possible if an incident is terrorist-related.
    - If there is a significant incident media as a whole, local, regional, and national will ask for as many details as possible promptly.
    - Terrorists may exploit media coverage of attacks, response actions, and communications to the public.
    - The public will look to the AEMA, Governor's Office, and other State and local incident communications leadership for immediate factual information, preparedness advice, and updates.
    - Existing communications resources such as telephones, cellular phones, the Internet, and even media outlets may be destroyed or compromised; and

- Teamwork and the use of standardized incident communications processes facilitate rapid development, deployment, and sustainment of a coordinated messaging effort.

## Concept of Operations

### Scope

This Annex details incident communications processes necessary to support the management of Disasters and Emergencies. The annex provides a comprehensive description of all incident communications and public affairs guidance in support of the EOP. It incorporates the following.

- ESF #15. This Emergency Support Function Details State incident communications authorities, resources, and capabilities and is incorporated within the EOP.

- 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.

### Responsibilities

HSPD-5 details responsibilities and requirements to inform the public. Departmental responsibilities are assigned as follows:

- **The Alabama Emergency Management Agency, through External Affairs will:**
  - Plan, prepare and execute State incident communications leadership processes during disasters and emergencies.
  - Coordinate incident communications plans and processes using resources and field operations established through ESF #15.
  - Coordinate incident communications plans and processes with the Governor's Office and the Alabama Law Enforcement Agency
  - Coordinate interagency incident communications plans and processes.
  - Coordinate State incident communications plans and processes with State, Tribal, and Local authorities as necessary.
  - Designate a Public Information Officer (PIO) to support the incident State Coordinating Officer (SCO).
  - Coordinate incident communications plans and processes with nongovernmental organizations
  - Disseminate public information.

- **State departments and independent agencies will:**
  - Plan, prepare and execute respective incident communications processes during Incidents of disasters and emergencies, and in conjunction with strategic communications direction by AEMA.
  - Assume certain lead agency incident communications responsibilities when assigned or consistent with specific departmental and agency authorities.
  - Disseminate public information within their areas of responsibility; and
  - Ensure that departmental and agency plans incorporate incident communications provisions contained in the EOP.

**Incident Phases**

**Purpose**

The State EOP establishes mechanisms to rapidly lead and State authorities to prepare and deliver a coordinated and sustained message regarding catastrophic events. Subject to available facts, scientific analysis, and national security, the EOP provides prompt State acknowledgment of an incident and communicates emergency information to the public during response and recovery operations. The EOP is structured to facilitate the Director of the Alabama Emergency Management Agency, a senior official designated by the Director, or another 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 the announcement of Disasters and Emergencies maybe
Preceded by the release of preparedness, health safety, or emergency evacuation instructions. These instructions will be coordinated, if feasible, with other States, Local, and Tribal authorities.

**Incident Phases:** The EOP-ICES specifies incident communications activities corresponding to and in support of operational measures relating to preparedness, prevention, response, and recovery.

**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:

- Public information detailing changes in National Terrorism Advisory System
- Public information describing protective measures
- Requests by law enforcement authorities for public assistance, information, and cooperation
- Public information describing homeland security threats.

**Preparedness**

Preparedness, in the context of actual or potential disasters and emergencies, involves actions to enhance readiness and minimize the effects of an incident. Preparedness related public information includes:

- Evacuation, warning, or precautionary information to ensure public safety and health.
- Public education and supporting documentation.
- State, Local and Tribal incident communications.
- Media education regarding hazards and threats within the state
- Exercises and training with risk communications.
- Identifying subject-matter experts for availability during an incident.
- Preparation and readiness to develop and deploy public service announcements and health advisory information; and
- 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:

- 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 FEMA/DHS Public Affairs coordinates the Federal incident communications response.
- Immediate and continuing dissemination of health or safety instructions, if necessary. This may also include evacuation or decontamination instructions.
- Coordination of initial State announcements about an incident with Local, Tribal, and Federal authorities to ensure that the public is receiving a consistent message.
- Coordination at the State interagency level.
- Designation of a PAO to support the PFO.
- Designation of a lead Public Information Officer (PIO) to coordinate field-level State public information and assist with the management of the JIC.
- Establishment of a JIC to support the Joint Field Office (JFO) and ICS.
- Reassurance that authorities are implementing response and recovery actions to ensure the safety and security of the public.

- Communications to other, non-affected States about incident details, preparedness measures, and reassurance.
- Deployment of public affairs resources from other agencies as required by the scope of the incident
- Deployment to the incident site of State Emergency Response Team (SERT), incorporating public affairs personnel with that element.
- Development and implementation of a joint sustaining communications plan and effort by State, Local and Federal authorities.

**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:

- Providing public information on incident response and progress in restoring normalcy. Emphasis is placed on mitigating or reducing anxiety and concern.
- Providing public information on disaster assistance and support resources.
- Recognition of the efforts of responders and citizens.

**Control**

**Control Processes**

When a 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 leadership roles, lead agency functional areas, and the national authority for the release of information.

**Lead Department and Agency Assignments**

Upon activation of the SEOC AEMA, External 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, but aren't limited to the following:

- Incident management
- Law enforcement

- Medical or health
- Family assistance and victim issues
- Technical or forensic matters
- Environmental
- Protective measures
- Search and rescue
- Preparedness
- Recovery assistance
- Personnel management.

**Lead Authority to Release Information**

The timely release of public information during disasters and emergencies 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 per existing plans, operational security, law enforcement protocols, designated lead agency assignments, and procedures detailed below.

- 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.

- Federal Announcement and Confirmation of Domestic Terrorism. Per 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.

- 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.

- 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.

- Joint Information Center. Major announcements, daily briefings, and incident updates are coordinated through AEMA External Affairs and the interagency core group before release. Routine information, such as statistical updates, may be released by the JIC.

- Coordination of Public Affairs Officers will take place before making a public statement.

**Summary**

Disasters and emergencies require special arrangements to identify and execute lead agency incident communications responsibilities. 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 in their respective venues.

*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. These advanced 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.

*Natural and Man-Made Incidents*. The authority for the 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 External Affairs coordinates with the interagency incident communications group and makes announcements as necessary to support the incident. Close coordination with State and local authorities are necessary.

## Coordination 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, JIC, 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.

## 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):

- 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.

- Conference Calls and the "Virtual JIC." Conference calls rapidly link all parties, permit the sharing of key facts and incident information, and facilitate the execution of incident communications processes. In addition, conference calls to support and help facilitate a "virtual" Joint Information Center, linking all key participants.

- E-Mail. E-mail management with unclassified web systems.

- Homeland Security Information Network (HSIN). HSIN provides the incident communications team with an encrypted online 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 NOC 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 Disasters and Emergencies. DHS Public Affairs coordinates access, account support, and administrative issues relating to the HSIN.

- Command and Operations Center Support. If normal communications are lost or degraded, the core group communicates with AEMA External 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.

**Notification and Plan Activation**

*Incident Leadership*. When the Director of the Alabama (?) Emergency Management Agency 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 external affairs staffing support to the SEOC.

*Domestic Incident Notification and Activation*. The EOP processes can be activated by the Director of the AEMA for domestic incidents where the Secretary of Homeland Security has not been required to assume leadership per HSPD-5 and the NRP, but where enhanced incident control, coordination, and communications among participating State departments and agencies is necessary. Coordination and control are determined subject to the scope of the incident. The Director of the AEMA advises the NOC 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**

**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 External Affairs establishes paths with the following entities:

- Executive. Consult with Governor's Office Senior Staff.
- DHS Headquarters. Consult with DHS senior leadership.
- **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 External Affairs makes every attempt to establish contact with key incident sites and participating State and local communicators to learn details about the incident, operational response, media coverage, and messages under consideration or already delivered.

- **Interagency**. Consult with the State Interagency Incident Communications Group (SIICG). 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 an agreement on the content of the first release, talking points, and details on the announcement of the information.

- **News Media**. Contact 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. Agencies should closely coordinate media queries during this critical phase to ensure that the approved interagency plan is being executed.

- **Social Media**. Provide social media same information as traditional media outlets, this will try to combat rumors and misinformation.

**Sustaining Coordination**

The JIS, through the 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 Disasters and Emergencies. 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.

- **Federal Interagency**. FEMA/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. (As reference see Section V).

- **Joint Information Centers.** Following Disasters and Emergencies, JICs are established to coordinate the Federal, State, local and Tribal incident communications effort. A JIC is a central point for the coordination of disaster information, public affairs activities, and media access to information about the latest developments.

- **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 Disasters and Emergencies are anticipated to have an extended duration (i.e., weeks or months).

- **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 External Affairs. (Information detailing the organization and structure of a JIC is contained in NIMS, Chapter II, and ESF #15 Annex.)

- **JIC Staffing Components.** Subject to the nature of the incident, the following should be represented in the JIC:

    - Governor's Office, Director of Communications
    - ALEA public information officer and staff (when activated in support of a terrorist incident).
    - Department of Public Health and public information officer for health support issues and coordination
    - AEMA public information officer and staff
    - Other State agency public information officers, as required; and
    - County and local public information officers.

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 the release of conflicting information, and prevent negative impact on operations. This formal approval process ensures the protection of law enforcement-sensitive information. The JIC closely coordinates the release of information with the State interagency incident communications group through AEMA External Affairs.

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 major incident involving health safety or evacuation issues over a broad multi-jurisdictional area.

DHS Principal Federal Official PAO. During Disasters and Emergencies, 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.

## Communications

### 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.

### Discussion

Timely and accurate public instructions can protect national security, save lives and property, ensure an 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.

### 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.

### Developing the Message

The process of interagency message development must be inclusive, rapid, and comprehensive. However, the nature of an incident may inhibit the prompt accomplishment of this team effort. This will be worsened if relocation by AEMA External Affairs or other State departments and agencies is required.

### 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 the delivery of the message.

### 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.

## 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.)

## Information Security

Disasters and Emergencies may involve classified or sensitive information. Public information and public education efforts in support of Disasters and Emergencies 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.

## 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 at 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 the dissemination of accurate information. Rumor control is conducted as referenced in the AEMA SOG.

## 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 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.

## 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.

**National Terrorism Advisory System**

The National Terrorism Advisory System, or NTAS, replaces the color-coded Homeland Security Advisory System (HSAS). This new system will more effectively communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector. It recognizes that Americans all share responsibility for the nation's security and should always be aware of the heightened risk of terrorist attacks in the United States and what they should do.

**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.

**Figure 39: Mass Communications Polls and Assessment**

| MEDIA | KEY ATTRIBUTES |
|---|---|
| Television | • Live information and updates<br>• 2/3 of the public will turn to TV for news |
| Radio | • Live information<br>• Portable, ideal for citizens in affected areas |
| Internet | • Live information<br>• Provides detailed instructions or facts |
| Print | • Photographs, graphics<br>• Provides detailed facts and information |
| Social Media | • Live Posts<br>• Replying to messages |

**Public Alerting Systems**

These systems provide the 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 the national leadership to employ during an incident.

- Emergency Alert System (EAS), formerly Emergency Broadcasting System (EBS). 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 to deliver EAS messages and to account for the needs of such special populations as the deaf and those with different language requirements.

  - 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.
  - 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.

- 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.

- 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.

- Other. AEMA and support agencies will utilize any other available means to provide critical information to the public when traditional modes of communication are not available.

## Preparedness

Incident communication preparedness efforts provide the public and the news media information and instructions needed to immediately comprehend and act following Disasters and Emergencies. Preparedness measures are summarized below:

- Public Preparedness. Preparedness guidance is provided through several sources, including:

- Websites. Alabama EMA, www.ema.alabama.gov, 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.

- 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 External Affairs also develops and airs statewide public service announcements to educate and reassure the public on the specific incident and related medical or mental health concerns following Disasters and Emergencies.

- 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.

- Exercises. Frequent exercises, both at the command and field levels, enhance readiness. They also serve to educate operational managers on 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**

**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 Disasters and Emergencies.

- Initial Actions. The objective of 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 principles. The first release may include the following information.

- Messaging and Threats
    - 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.
    - Message Guidance. Notional message guidance has been developed by AEMA External Affairs for contingency use. This guidance is incorporated as necessary during actual Incidents of National Significance.
    - Spokespersons. A spokesperson may address inquiries from an all-hazards perspective. AEMA spokespersons are members of the external affairs team who has had Public Information Officer training and/or a subject matter expert as designated by the external affairs lead and senior leadership. Training requirements are as outlined in the AEMA SOG.

- Web Actions. AEMA IT updates the AEMA homepage. 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 the deployment of time-critical information.

**INCIDENT COMMUNICATIONS WEBSITE COORDINATION**

**Federal, State, local and Tribal incident communications staff must 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**

- Subsequent Releases and Coordination.
    - AEMA External Affairs and State Interagency. AEMA External Affairs continues to manage the incident communications effort and to coordinate incident-related news releases, and media appearances.

    - 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 External 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.

    - 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:

    - 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.

    - Medical and Mental Health Support. State and Local authorities, Federal resources, the American Red Cross, and others continue to help 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.

    - 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.

- Recognition. The recovery communications effort should identify accomplishments by first responders, citizens, and others that contributed to the effectiveness of the overall incident management.

INTENTIONALLY LEFT BLANK

**Figure 40: Interagency Incident Communications Planning Guide**

| INTERAGENCY INCIDENT COMMUNICATIONS PLANNING GUIDE | | |
|---|---|---|
| **Incident Time** | **Incident Activity** | **Actions** |
| **First Hour** | • Incident<br>• First official reports<br>• Unconfirmed facts and rumors<br>• First media reports<br>• Potential live TV reports<br>• Public has an immediate need for information and possible health and safety instructions<br>• Witness media reports<br>• Potential incident video<br>• Potential voluntary or directed evacuations | • DHS notified<br>• EOP activated<br>• AEMA External Affairs initiates communications path contacts, including contact with the incident site<br>• State and local authorities may make first releases about the incident<br>• Initial health and safety release (TBD)<br>• EAS may be activated<br>• NOAA Weather Radio system provides initial warning information<br>• Interagency assesses:<br>o Control (leads)<br>o Coordination<br>o Communications, and first release announcement<br>• Initial incident communications strategy agreed upon with interagency<br>• Director AEMA or other senior officials make a first public announcement<br>• AEMA External Affairs initiates outreach and liaison with non-affected jurisdictions<br>• Splash Web page updates DHS and links to other interagency Websites<br>• Overall, State Government focuses on incident support and statewide messages |

| INTERAGENCY INCIDENT COMMUNICATIONS PLANNING GUIDE | | |
|---|---|---|
| **Incident Time** | **Incident Activity** | **Actions** |
| **First Day** | • Potential for rumor continues<br>• Continuing heavy media coverage<br>• Continuing victim and family coverage in media<br>• Search and rescue operations<br>• Possible decontamination issues<br>• Delivery of medicines, as appropriate<br>• Arrival of supporting Federal resources, including medical, incident response, law enforcement, and incident communications<br>• Questions from media: What happened, numbers of victims, impact, Federal response, and resources<br>• Media requests for live interviews | • State interagency effort continues to focus on support to the incident site, reassurance, and preparedness in non-affected jurisdictions.<br>• HSAS level changed if necessary and protective measures incorporated in the interagency incident communications plan<br>• JIC was established to support JFO and incorporate State, local and Federal authorities; JIC performs standard functions<br>• Daily briefing routine established in coordination with all State, local and Federal authorities.<br>• FCO EA designated and deployed<br>• State supporting departments and agencies publish supporting releases in accordance with the interagency plan<br>• Messaging addresses potential medical or health safety instructions<br>• AEMA deploys SERT<br>• AEMA External Affairs coordinates preparation and distribution of statewide televised public service announcements and health advisories<br>• Subject-matter experts made available<br>• Information to support disaster impact and assistance resources incorporated in daily messaging<br>• Web pages continue to be updated, coordinated, and linked<br>• JIC distributes statistical information, program availability fact sheet information, information on field-level activities, graphics, video, and photos as appropriate |

| INTERAGENCY INCIDENT COMMUNICATIONS PLANNING GUIDE | | |
|---|---|---|
| **Incident Time** | **Incident Activity** | **Actions** |
| **First Week** | • Response and recovery continue<br>• National media coverage wanes<br>• Local media coverage continues<br>• Continuing victim and family coverage<br>• Search and rescue operations<br>• Possible decontamination issues<br>• Media questions regarding assistance support and effectiveness of government efforts<br>• Delivery of medicines, as appropriate | • State interagency effort continues to focus on support to the incident site and reassurance and preparedness for non-affected jurisdictions<br>• JIC supports JFO, performing standard functions<br>• Daily briefing routine continues in coordination with all state, local and federal authorities<br>• FCO EA provides strategic guidance to JIC and serves as a spokesperson<br>• State supporting departments and agencies continue to release supporting updates per the interagency plan<br>• Messaging addresses potential medical or health safety instructions<br>• AEMA External Affairs coordinates preparation and distribution of statewide televised public service and health advisories<br>• Subject-matter experts support continues<br>• Information to support incident impact and assistance resources is incorporated in daily messaging<br>• Web pages continue to be updated, coordinated, and linked<br>• JIC distributes statistical information, program facts, graphics, video, and photos as appropriate<br>• Potential VIP visits to the incident site |

INTENTIONALLY LEFT BLANK

## *Support Annex D: Financial Management*

**Coordinating Agency:** Alabama Emergency Management Agency

**Cooperating Agencies**: All-State Agencies

### Purpose

The Financial Management Support Annex provides basic financial management guidance for all agencies with responsibilities in the Alabama Emergency Operation Plan. This includes guidance for all departments and agencies helping for incidents requiring a coordinated emergency response. The financial management function is a component of Emergency Support Function (ESF) #5 – Emergency Management.

The processes and procedures described in this annex ensure that funds are provided expeditiously and that financial operations are conducted per established State law, policies, regulations, and standards.

### Scope

As part of the Alabama Emergency Management Agency's responsibility to coordinate resources during a state emergency or disaster, this annex applies to State departments and agencies participating and responding under the Alabama EOP.

### Concept of Operations

#### Stafford Act Declarations

All requests for a declaration by the President that a major disaster exists shall be made by the Governor of Alabama. As part of such request, and as a prerequisite to major disaster assistance under this Act, the Governor shall take appropriate response action under State law and direct execution of the State's emergency plan. The Chief Financial Officer will coordinate with the Director of Emergency Management, the Budget Office, and the State Comptroller's Office to ensure that state and local government obligations and expenditures will comply with all applicable cost-sharing requirements of this Act. (See section 401)

#### Non-Stafford Act Declarations

Funds are appropriated by the Legislature in the general appropriation act which shall be solely expended for the purposes designated in said appropriation act and shall be limited to the amounts provided therein and shall be disbursed, in the same manner as all other state funds are disbursed, by warrant of the Comptroller, authorized by the Director of Emergency Management and approved by the Governor, subject to the terms, conditions, provisions, and limitations of Article 4 of Chapter 4 of Title 41 of the Code of Alabama, 1975. In addition to any other appropriation, there is hereby appropriated out of any amounts of money in the State Treasury the sum of $250,000.00, or so much thereof as may be necessary, for the expenses incident to the operation

and enforcement of the provisions of this chapter during an emergency as described in the Code of Alabama, 31-9-8 hereof and the expenditure and disbursement of such funds shall be in the same manner as other funds of the Emergency Management Agency are expended and disbursed. The Chief Financial Officer coordinates with the Budget Office on such funds and oversees the issuance of payments as necessary. (See Code of Alabama 31-9-24).

**Funding and Reimbursement**

**Stafford Act Declarations:** Payment requests are submitted by program managers as necessary. All claims are audited and reviewed for accuracy by accounting staff and entered into the State of Alabama Accounting and Resource System (STAARS)AFNS system for payments. Payments are then submitted to the Comptroller's office for issuance of a warrant. Warrants are then mailed to the appropriate vendor/grantee.

**Non-Stafford Act Incidents:** Payment requests are submitted by program managers as necessary. All claims are audited and reviewed for accuracy by accounting staff and entered into the STAARS for payments. Payments are then submitted to the Comptroller's office for issuance of a warrant. Warrants are then mailed to the appropriate vendor/grantee.

**Other Incidents:** Payment requests are submitted by program managers as necessary. All claims are audited and reviewed for accuracy by accounting staff and entered into the STAARS for payments. Payments are then submitted to the Comptroller's office for issuance of a warrant. Warrants are then mailed to the appropriate vendor/grantee.

**Responsibilities**

**Alabama EMA Finance Branch**
The Chief Financial Officer oversees the Finance Branch Division and uses federal and state financial principles, policies, regulations, and management controls to ensure accountability of funds and provides financial management support to incidents requiring state coordination such as:

- Providing advice on financial policies and regulations to agency directors, division managers, and local emergency management personnel relative to an incident requiring state coordination and the use of funds.
- Expeditious processing of all documented and approved requests for reimbursement and review of bills before processing payments to ensure that proper documentation supports the expenditures claimed.
- Performing periodic reviews of outstanding obligations to ensure accuracy and timeliness and providing financial management reports as needed.

The Finance Section of the Finance Division processes all agency financial transactions including budget requests, agency operation plans, agency payroll, purchase requisitions, and payments of claims for grants, cooperative agreements, and other vendor invoices. The Section is also responsible for cash management and financial reports to federal grantors, the Executive Budget

Office, and others. As an agency of the State of Alabama, AEMA processes all receipts/disbursements through the State Treasury/Comptroller's Office by Alabama Fiscal Policy and Procedures.

**State Comptrollers**

The State Comptroller's Office provides accountability through excellent financial services, reporting, and support to the government community and the citizens of Alabama.

**Cooperating Agencies**

Cooperating agencies are responsible for maintaining documentation to support requests for reimbursement, submitting final reimbursement requests within the terms of the disaster guidelines or reimbursable agreement, and notifying Alabama EMA when a task is completed and/or when additional time is required to complete work in advance of the projected completion date.

Cooperating agencies are expected to apply proper financial principles, policies, regulations, and management controls to ensure full accountability for the expenditure of funds.

**Authorities and References**

- Code of Alabama 1975 – Chapter 16, Article 2 – State Bid Laws; Code of Alabama Title 41-16-23 Emergency Exemptions
- The National Incident Management System (NIMS).

INTENTIONALLY LEFT BLANK

## *Support Annex E: Mass Evacuations*

This operational procedure will be used by State and County government organizations in the State of Alabama to manage and coordinate multi-county evacuations in response to any hazard which would necessitate such actions. This document defines the scope of the procedure, details the concept of operations, and assigns responsibility for implementation. Attachments to the document include Incident hazard-specific annexes which incorporate additional information that could be needed for implementation of this procedure such as Hurricane and Radiological Response.

### Purpose

This procedure establishes a consistent operational methodology for the State of Alabama and all political subdivisions therein to plan for and implement 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 mandatory evacuation and establishes uniform operational techniques through which those responsibilities can be fulfilled.

### Authority

This procedure is adopted as an operational element of the Alabama Emergency Operations Plan (EOP), developed by Alabama Statutes, and is incorporated by reference thereto. As such, it is intended to be consistent with and supportive of the Emergency Operations Plan (EOP), and to be implemented, when needed, with the same authorities under law as provided therein. The authority to order a mandatory evacuation within the State of Alabama is an order that can only be mandated by the Governor.

### 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 jurisdiction. Voluntary evacuations can be issued
by Local Authorities.

## Concept of Operations

**Overview:** This section describes the concepts and provisions through which the State Emergency Operations Center (SEOC), Division, and County emergency operations centers (EOC) within the affected Division(s) will determine the need for, and implement, a multi-jurisdictional, mandatory evacuation ordered by the Governor. The concept of operations for this procedure provides guidance and structure for both the planning and implementation of mandatory evacuations. The procedure relies on effective preplanning for evacuations as well as the implementation of established plans accordingly.

**Assumptions:** The principal assumptions underlying the concept of operations for a mandatory 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 mandatory evacuation must be initiated as soon as feasible upon recognition of the threat and must continue to function efficiently until completion.

- Mandatory 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 and Counties.

- Coordination between State and Local agencies involved in the implementation of a mandatory 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 area may be limited. A high level of coordination will be necessary to effectively communicate protective action and shelter information to evacuees.

- A mandatory 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.

## 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 and Division Emergency Operations Centers, 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 and Division Emergency Operations Centers will coordinate with local emergency management agencies (EMA) as to whether the hazard will require coordination and implementation of protective actions including evacuations across multiple jurisdictions. If so, the State and potentially affected County EMA(s) will begin implementation of the evacuation process.

The State, Division, and Local Emergency Operations Centers (EOC) will coordinate and reach a consensus on the Division(s) most likely to be impacted. The State will then notify all counties potentially involved in the response, and request that the Governor proclaim the State of Emergency. Working together, the State and affected County will then initiate the 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 jurisdictions, the State Coordinating Officer may recommend to the Governor that a State-directed mandatory 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 response from the State Emergency Operations Center (SEOC) 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 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 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 the State of Emergency
- The Alabama Emergency Operations Plan (EOP) has been duly activated by the Governor.

*[Note: this list is not exclusive; rather it is intended to guide as to when State-directed evacuations may be necessary.]*

The State and County EOC(s) will monitor the progress of the mandatory evacuation and exchange information on an established schedule to promote effective coordination by all involved jurisdictions. Through this procedure, the State and County will coordinate the efficient deployment of resources when needed, utilization of available evacuee shelter capacity, and effectively address modifications to evacuation routes, if necessary.

**Activities Necessary to Support the Concept of Operations**

Figure 41: Operational Phases

To effectively implement a mandatory 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.

Immediately preceding an event that may necessitate a mandatory evacuation, and under a State of Emergency proclaimed by the Governor, the State will assist County response efforts through the pre-positioning of resources. The counties of the affected Division(s) will

| Operational Phases | | | | |
|---|---|---|---|---|
| **Preparedness Phase** | **Stand-By Phase** | **Decision Phase** | **Evacuation Phase** | **Re-entry Phase** |
| • Evacuation procedure update<br>• Hazard-specific procedure update<br>• Pre-hazard public information program<br>• Training and exercising | • Monitor progress of hazard<br>• Conference calls<br>• Assess vulnerability and decision times | • Resource Pre-positioning<br>• Mandatory evacuation decision<br>• Pre-event public information | • Enhanced Coord.<br>• Monitoring of evacuation<br>• Assess need to terminate<br>• Emergency Public Information | • Develop reentry plan<br>• Post-event public info |

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 and Division Emergency Operations Centers will coordinate with the Emergency Operations Centers of the impacted counties to develop a re-entry traffic management plan.
Post-event activities will also include a review and critique of the 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.

**Pre-positioned resources** ALDOT/ALEA 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

**Figure 42: Pre-positioned resources**

**Pre-positioning of Necessary Resources**
Implementation of an evacuation will require substantial personnel, equipment, and supplies at various locations along the evacuation routes and facilities designated host shelters. Further, State and mutual aid resources necessary for initiating and sustaining the evacuation process may need to be pre-positioned before or concurrently with the Governor's Emergency Proclamation. The pre-positioning of all ALEA personnel in support of Local traffic management plans will occur consistent with the plan. Upon implementation of this procedure, the SEOC will instruct the responsible State agencies to pre-position resources 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.

**Information Exchange**
To effectively manage an evacuation, every involved organization must have timely and accurate information regarding the current characteristics of the evacuation, support operations, resource availability, and the hazard itself. To that end, the SEOC, Divisions, and all involved County EOCs will initiate a process for routine communications and coordination upon determining that a mandatory evacuation must be implemented.
The State and Division Emergency Operations Center will ensure that each County in the State has information available immediately upon the decision to implement an evacuation, all affected counties will utilize the appropriate forms to communicate information to the SEOC 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 evacuation routes
- The status of available public shelter and hotel/motel space by location
- Assessment of the need to terminate the evacuation before full completion
- Estimated time of evacuation completion

**Managing Adjustments to the Mandatory Evacuation**
During an evacuation, for a wide variety of unanticipated reasons, it may become necessary to adjust or modify procedures. 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 an evacuation route
- Filling of available capacity at public shelters and hotels/motels in host counties
- Anticipated failure to complete the evacuation before hazardous conditions impacting evacuees.

If alternative routes, actions, or resource deployment can be pre-planned to address these possibilities. For other situations that cannot be anticipated during the planning of an evacuation, the SEOC will work with the affected Divisions and Local EOCs, and all relevant agencies at the time to adjust the evacuation per the guidance provided in this section. In the

event of a physical blockage of an evacuation route, the Local EOC with jurisdiction will coordinate with the State and other counties, as necessary, to remove the blockage. If removal is not feasible, the State will coordinate with all Local EOCs to plan and implement alternative routing.

**Host Response Operations**

A mandatory 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 (SEOC) will determine whether activation of response operations in designated host Divisions and Counties outside the immediate area of impact is necessary. If so, the SEOC, 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 States, to support the evacuation as follows:

- The State Emergency Operations Center (SEOC) will designate, through a state mission, host Divisions to implement protective actions in support of evacuations in risk counties.

- All Local EOCs within designated host Counties will activate and prepare to initiate host response plans.

- All Counties designated as a host will be included in the Governor's Proclamation Order and all requests by the Governor for emergency disasters and major disaster declarations.

- State Emergency Support Function (ESF) 13 will coordinate traffic management issues with State (ESF) 1, Local law enforcement from all host Counties, Departments of Transportation from Alabama, Florida, Mississippi, and Georgia, when necessary.

- In support of response operations, the State Emergency Operations Center (SEOC) shall, at a minimum, make the following information available to host Counties, including those in other States, continuously or when warranted by the situation:

    - Alabama Department of Transportation real-time traffic counter data for evacuation roads
    - Traffic Reports from State ESF 1 & 13.
    - Any significant changes to the situation in adjoining counties that may have an impact on host sheltering operations
    - The content of any public information released by State agencies.

- Upon receipt of a State mission, each County will:
    - Coordinate host response activities including traffic management, host sheltering, and public information with all counties within their division. Host response procedures will address:

- **Traffic Management Plans**

- Identify specific actions to maintain a smooth flow from evacuation routes into the host shelters including
  - Traffic control points and the responsible agency for providing staffing and operational control
  - Barricade plans including location and staffing
  - Potential one-way/reverse lane operations.

- **Shelter Operations Plans**
  - Identify specific actions to address staffing and other host shelter operational requirements including:
    - The possibility of shelter operations
    - Shelter manager/staff deficiencies
    - Any phased opening of host shelters within counties
    - Any resource or other operational shortfalls that will require State support.

- **Public Information Plans**
  - Identify specific actions for communicating emergency information to evacuees in route including:
    - Host shelter locations, shelter openings and closings; and directions to the shelters from major evacuation routes
    - Ensuring hotel/motel capacity and status information is incorporated into emergency public information procedures
    - Pre-developed messages for release to the media
    - The placement of variable message signs and procedures for updating their messages
    - The placement of portable radio transmitters and procedures for updating their messages
    - Providing maps, fliers, or other shelter information to Local law enforcement and ALEA personnel, rest areas, and other key locations along major evacuation routes (restaurants, gas stations) both before and during the event

  - The location and operation of host shelter information centers Integrating County public information operations with Alabama Law Enforcement Agency (ALEA) and Alabama Department of Transportation (ALDOT) District public information officers.

  - Coordinate refuge-of-last-resort procedures to address the possibility that evacuees may be stranded on evacuation routes within the host region.

  - Participate in all state-initiated evacuation coordination conference calls.

  - Exchange critical information to all counties within State Evacuation Group (SEG) conference calls and relay to the State Emergency Operations Center (SEOC).

- The designation of a Host Information Coordinator, preferably a representative with no direct operational responsibilities within the Emergency Operations Center in which they are located, is strongly encouraged.

- All Counties within-host Divisions will provide the following information to the State Emergency Operations Center (SEOC) every two hours or upon significant changes to host operations:

    - The designated host information coordinator (if applicable).
    - The need for County Liaison or additional staff personnel for the collection and dissemination of information
    - Location, capacity, and status of host shelters
    - The location of all variable message signs, host shelter information, or staging areas

- Any reports from Local law enforcement of road conditions or status that may impact host sheltering; and
- The resources needed from State agencies to support host response plans.

**Completion of the Mandatory Evacuation**

Using the Disaster Snapshot forms and State Evacuation Group conference calls, all risk and host Local EOC will notify the State Emergency Operations Center SEOC) of the estimated time of completion of the evacuation within the Local jurisdiction, and subsequently, when the evacuation has been completed. Upon receipt of such information, the SEOC will notify all Local EOCs accordingly.

**Re-entry into the Evacuated Areas**

Following an 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 (SEOC). Throughout the re-entry process, State Emergency Support Function (ESF) 13, *Emergency Services*, will facilitate coordination conference calls with ALEA 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 EFS 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 Local EOC will be responsible for deciding that re-entry has been completed for its jurisdiction, and promptly informing the State and Division EOC. Following receipt of information from all affected Counties that the re-entry process is complete, the State and Division EOC will notify every Local EOC in the affected area of the date and time of completion.

**Responsibilities**

**Overview**
The section describes the general responsibilities of the principal organizations and agencies expected to participate in the implementation of a mandatory evacuation under this procedure. This section intends 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.

**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 mandatory 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 the 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 (SEOC) 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 Local EOCs and other agencies and organizations have an up-to-date copy of this procedure.

During the implementation period of a mandatory evacuation, the SEOC shall have the following responsibilities:

- Coordinate with Local EOCs to ensure that all toll booths, draw bridges, and other known impediments to facilitate traffic flow along regional evacuation routes have been removed, closed, or otherwise addressed
- Provide liaison and staff support to Local 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 Local EOCs, and respond to inquiries from the affected population

- Continually monitor the progress of the evacuation; determine if the evacuation will be completed before the impact of hazardous conditions on evacuees or if changes to currently implemented procedures are indicated

- Upon notification from one or more counties that an evacuation route has been blocked, develop corrective response(s) in cooperation with the Local EOC(s) with responsibility for the affected portion of the route

- If the evacuation is to be terminated before completion, secure the Governor's concurrence, and instruct Local EOC(s) to implement actions for termination; coordinate media releases and public information broadcasts with Local EOC(s) 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

- Take other such actions during evacuation implementation as may be indicated by the circumstances or on request of the Local EOC(s).

To determine the point of completion of a mandatory evacuation, the Local EOC(s) will undertake the following duties:

- Identify the point when each involved risk and host county emergency operations center has judged the evacuation within their jurisdiction to be complete

- Notify the SEOC/Division of the time of completion of the evacuation process in their respective county to initiate demobilization of appropriate personnel.

- Issue appropriate public information regarding the completion of their respective evacuation, the shelters opened, etc.

Following utilization of this procedure for each evacuation, the State and Division EOC(s), working with the affected risk and host Counties, will lead an after-action assessment of the event and mandatory 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 an 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 evacuation planning as indicated
- The effectiveness of the public information utilized and the appropriateness of public behavior
- 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 promptly.

**County Agencies and Organizations, Other State Agencies**
To maintain the capability of effectively implementing a mandatory evacuation, all State and Local agencies and organizations that support emergency operations, working under the coordination of the State, Division and Local EOC(s), will accomplish the following:

- Participate in and support, as appropriate, evacuation planning efforts.
- Provide information regarding the organization's available personnel, equipment, facilities, and supplies to facilitate the implementation of evacuations.
- Review appropriate State and Local procedures to ensure adequate understanding of the organization's responsibilities and commitment under 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 mandatory evacuation procedures.
- Maintain preparedness to implement the organization's responsibilities when events necessitate, or the Governor directs a mandatory evacuation to occur.
- Upon the Governor's decision to implement a mandatory evacuation, conduct Local operations to support the evacuation in accord with this procedure and other plans and procedures utilized by the Local EOC(s); and

- Participate in after-action evaluations and assessments of this and other State and Local procedures.

**Maintenance of this Procedure**
Annually, the AEMA, working through the designated Division Coordinator as needed, will take the following steps to ensure that this procedure is maintained:

- Ensure that mandatory evacuation planning meetings are convened and that, at a minimum, participants complete the following activities:
  - *Review the existing evacuation procedures for all hazards to ensure continued accuracy and validity, and make any necessary modifications*
  - *Review the availability of 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 mandatory evacuation anywhere in the State

- Identify any State or Federally sponsored construction projects that may significantly decrease the capacity of any designated 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, Division, and Local EOC(s) staff in the use and implementation of this procedure.

INTENTIONALLY LEFT BLANK

## *Support Annex F: Private Sector Coordination*

**Primary Agency:** Serve Alabama, Governor's Office of Faith-Based and Volunteer Services

**Support Agencies:** All Agencies

**Purpose**
This annex describes the policies, responsibilities, and concept of operations for State incident management activities involving the private sector during incidents requiring a coordinated State response. In this context, the annex further describes the activities necessary to ensure effective coordination and integration with the private sector, both for-profit and not-for-profit, including the State's critical infrastructure, key resources, other business, and industrial components, and not-for-profit organizations (sometimes called non-governmental organizations (NGOs)), including those serving special needs populations, engaged in response and recovery.

**Scope**
This annex applies to all State agencies operating under the *State* Emergency Operations Plan (EOP*)* in incidents requiring a coordinated State response that involves the private sector in any of the following ways:

- Impacted organization or infrastructure
- Response resource
- Regulated and/or responsible party
- Member of the State emergency management organization

The Basic Plan of the State EOP document describes the private-sector role in incident management activities. This annex addresses those aspects of incident management regarding the private sector that must be emphasized because of their uniqueness or importance.
This annex does not alter existing private-sector responsibilities for emergency management under the law. Existing contractual or other legal obligations are not supplanted by this annex. The roles and interfaces of voluntary and other not-for-profit organizations and linkages of potential donors of goods and services to governments and NGOs are detailed in the Volunteer and Donations Management Support Annex and the Emergency Support Function (ESF) #6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex.

**Policies**
The State encourages cooperative relations between private-sector organizations and state, and local authorities regarding prevention, preparedness, mitigation, response, and recovery activities.

The State supports the development and updating of voluntary preparedness standards. A private-sector firm that complies with its appropriate standards will benefit from its compliance both in its preparedness and its ability to promote public awareness of its compliance.

The State encourages processes that support informed cooperative decision-making. It takes actions that engage the private sector at the strategic (e.g., chief executive officer (CEO), corporate president, or other senior leadership, etc.) and operational levels to ensure:

- Effective and efficient use of private-sector and state resources.
- Timely exchange of information.
- public and market confidence in times of crisis or catastrophe.

The State encourages extensive two-way and multidirectional sharing between the public and private sectors of operational information and situational awareness relative to potential or actual incidents. The State works cooperatively to develop and apply processes, procedures, and communications protocols that support such sharing at the strategic leadership and operational levels.

The State encourages owners and operators of those infrastructure elements whose disruption may have state or local impact to develop appropriate emergency response plans and information-sharing processes and protocols tailored to the unique requirements of their respective sectors or industries and mapped clearly to State and local emergency response plans and information-sharing networks.

The State encourages private-sector organizations to develop and maintain capabilities needed to respond to and manage a complete spectrum of incidents and emergencies, except in cases where the capabilities are inherently governmental.

In certain circumstances, Federal law requires appropriate authorities to include private-sector representatives in incident management planning, operations, and exercises; when not required, it encourages such participation whenever practical.

The State may direct private-sector response resources in some cases in which contractual relationships exist. The Government also retains its full authority to oversee and control as appropriate infrastructure involved in an incident.

The State treats information provided by the private sector, from receipt through destruction, in a manner consistent with applicable statutes and regulations. These handling procedures include Protected Critical Infrastructure Information, providing an exemption from disclosure, to protect from unauthorized disclosure appropriately designated proprietary or otherwise sensitive company information.

The State avoids actions that disrupt existing relationships between voluntary aid providers at the local, state, or national level when eliciting additional offers of goods and services.

The State conducts after-action critiques of the procedures detailed in this annex with private-sector participants. It shares such critiques appropriately with private-sector participants.

The State supports measures that ensure site accessibility for essential services providers responding to disasters or emergencies. Essential services providers, as defined in the Stafford

Act as amended by Public Law 109-347, include: "(a) a municipal entity; (b) a nonprofit entity; or (c) a private, for-profit entity" that contributes to efforts to respond to an emergency or major disaster. These entities provide:

- Telecommunications service
- Electrical power
- Natural gas
- Water and sewer service
- Emergency medical services
- Other essential services

**Situation**

**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.

**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 help.
- When these situations occur, a need for an organized response is imperative.
- Resources may be needed during a major catastrophic event for at least six months.

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

**Goals:** The following goals have related objectives, tasks, and procedures specified in this Annex:

- Processes to determine the impact of an incident.
- Procedures for communication that facilitate a shared situational awareness across industry and infrastructure sectors and between the public and private sectors, including individuals with special needs.
- Procedures for coordination and priority-setting for incident management support and response, and the prioritizing of the delivery of goods and services after an incident.
- Processes to inform State decision-makers to help determine appropriate recovery and reconstitution measures, particularly in cases where they may result in indemnity, liability, or business losses for the private sector.
- Procedures for the State to obtain goods and services necessary for the restoration and recovery of key elements of the economy on a priority basis.

**Assessment**
The AEMA will assess the need for implementing this annex and for requesting Federal assistance (through ESF #5 Emergency Management) in conducting Private Sector Coordination operations.

**Hotline**
The decision to establish a 24-hour toll-free volunteer and donations hotline using the Aid matrix system will be made jointly by the Director of the GFBCI, the Director of AEMA, and the Governor's Chief of Staff.

When the JFO 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 Donations database, Hotline answering point, website, or operator.

The hotline number will be established before the disaster (if possible) and will be announced to the media in coordination with the Governor's Press Office and ESF 15 upon activation by a pre-planned press release. Press releases establishing the hotline will emphasize the negative impact resulting from the shipment of unsolicited goods to a disaster area as a way of discouraging such activities.

**Organization**

Serve Alabama, Governor's Office of Faith-Based and Volunteer Services, as the primary agency, will determine the support agencies required for the specific private sector coordination. This determination will be based on the needs of the private sector partner and their role in times of disaster.

**Response Actions**
This section lists actions to be performed by the Private Sector Coordinator in response to a disaster.

**Pre-Incident**
Facilitate the development and presentation of training programs available to the private sector designed to enhance the professional competency of its participants and to promote responsible safe practices throughout the state's emergency preparedness and response community.

Encourages private sector and other industry sectors to develop and implement industry best practices for preparedness.

Support sector-specific and cross-sector exercises and provide representation in exercises led by the private sector and local governments.

**Initial Actions**
Facilitate coordination with relevant private-sector entities. The ESFs also implement established protocols for coordination with private-sector counterparts at the national and regional levels.

GFBCI acts as a liaison to communicate at a strategic level to private sector leadership. GFBCI facilitates communication with private-sector senior leadership to maintain awareness of private-sector issues and needs.

**Responsibilities:** This section lists the primary agency and the support agencies for this Annex and their associated responsibilities.

**Primary Agency:** The primary agency is Serve Alabama, Governor's Office of Faith-Based and Volunteer Services.

- Develops plans, processes, and relationships, and facilitates coordinated response planning with the private sector at the strategic, operational, and tactical levels.

- Shares information, including threats and warnings, before, during, and after an incident.

- Informs and orients the private sector on the contents of the AL EOP and encourages and facilitates the development and coordination of equivalent private-sector planning.

- Develops, implements, and operates information-sharing and communication strategies, processes, and systems with homeland security stakeholders.

**Support Agencies:** All

**Administrative**

**Licenses**
The State Volunteer and Donations Coordinator should work with the appropriate agency (Alabama Department of Public Health, Emergency Management, etc.) to re-identify the requirements for licensing, or waive of a license, for the following:

- Medical personnel and contractors whose services might be used during a disaster.
- Foodservice 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 state emergency relief fund or registered 501(c) 3 agencies. Certain ad hoc or expedient organizations or groups that are established during the disaster may need to be aligned with those organizations listed above, to be accredited or identified during the active period. This latter group should be considered as a facilitator in the distribution of goods and services. The alignment and identification then are more for coordination of their activity but can become a means to regulate their activity as well.

**Accounting/Record Keeping**

All organizations receiving and utilizing donated items as their resources need to record all requested information into the database. All information will be kept confidential and will be used only for volunteer and donations management.

The State Donations Coordinator should, whenever feasible, direct all donated durable/non-expendable items to the PVOs and faith-based groups. They then become the recipients rather than accepting it for the State government. The record-keeping and final dispositions shift to that organization.

**Authority**

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (42 U.S.C. 5121 et seq.).

INTENTIONALLY LEFT BLANK

## *Support Annex G: Strategic National Stockpile*

**Primary Agency: Alabama Department of Public Health**

Due to its complex nature, the Department of Public Health has developed different operational plans to deal with the mass distribution of countermeasures and pandemic influenza.

- Strategic National Stockpile Plan (SNS Plan)
- Pandemic Influenza Operational Plan (PI Plan)

These plans can be utilized together or separately. They complement each other and serve as the operational response to a biological incident in the State of Alabama.

The Alabama Emergency Management Agency will activate the State Emergency Operations Center for biological incidents as required by following the same process and protocol as for any other disaster impacting the state.

A unified command will be established between agencies such as the Alabama Emergency Management Agency, Alabama Department of Public Health, Alabama Law Enforcement Agency, Alabama Department of Agriculture, and Industries and/or other agencies as the situation requires. Due to the "For Official Use Only" designation and sensitive nature of the materials contained in these plans; they are not contained in this plan but are readily available from the Alabama Department of Public Health.

INTENTIONALLY LEFT BLANK

## *Support Annex H: Tribal Relations*

**Primary Agency: Alabama Emergency Management Agency**

**Coordinating Agencies: Alabama Indian Affairs Commission**

### Purpose

This annex provides guidance on tribal relations to expedite Federal, State, and local governments' abilities to help Tribal communities and individual Indians recover from the effects of an emergency or catastrophic event. The Alabama Indian Affairs Commission will act as liaison to the Tribal communities in Alabama.

On the Federal level, the Assistant Secretary – Indian Affairs, 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 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 serve as a direct link to these communities and work in close coordination with other program elements to ensure the availability of federal disaster assistance.

### Scope

This annex discusses the policies, responsibilities, and concept of operations for effective tribal relations in a potentially catastrophic event and applies to all State departments.

### Tribal Communities and Individual Indians

Nine tribes are recognized in Alabama:

- Poarch Band of Creek Indians (Federally Recognized)
- Echota Cherokee Tribe of Alabama
- Cherokee Tribe of Northeast Alabama
- Ma-Chis Lower Creek Indian Tribe of Alabama
- Southeastern Mvskoke Nation
- Cher-O-Creek Intra Tribal Indians
- MOWA band of Choctaw Indians

### Policies

### 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.

## 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 efforts.

## Planning Assumptions

### Deployment

AIAC does not have adequate personnel to deploy staff to an affected area, however, they will be used as tribal relations experts and liaisons to the affected disaster area.

Federal tribal relations managers and field officers deployed by the National Response Framework and simultaneously with other initial response elements as determined necessary by responsible officials.

### 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 identify tribal relations officials. Current, accurate, and accessible geographic and demographic databases are made available by those federal agencies maintaining them to properly identify tribal relations officials. The Department of Homeland Security (DHS) Office of State and Local Government Coordination coordinates data sharing.

### Coordination

Tribal relations officials coordinate with all elements of the Emergency Response Team (ERT) and state officials to ensure information disseminated in the community is timely and consistent.

## Concept of Operations

### General

### Preparation

- Preparation by applicable State staff for an anticipated or actual event includes coordinating with the affected tribe(s), collecting relevant information on the situation, and alerting required staff.

- The Alabama Indian Affairs Commission (AIAC) assists the Federal Coordinating Officer (FCO) to provide information, coordinate, and monitor efforts as needed.

**Tribal Coordination**

- The Bureau of Indian Affairs provides a Tribal Relations Coordinator for each federally declared disaster that coordinates with state personnel as needed.

- An initial Tribal Relations Plan, with disaster-specific guidance and objectives, is prepared by the Tribal Relations Coordinator, appropriate Tribal official, FCO, and ERT leader, or representatives, at the beginning of each operation.

- The tribal relations elements coordinate closely with the affected tribe(s) and /or AIAC 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.

**Objectives and Cultural Considerations**

- State tribal relations officials work with Federal and tribal officials, when available, to achieve the objectives specified in the Tribal Relations Plan.

- Field teams are organized and dispersed throughout the affected area. They may include trained State, Federal, Tribal, and, if necessary, locally hired persons who know the community. Federal officials organize these teams and coordinate any hired personnel if needed.

**Organization** (The following organization applies nationally and regionally)

**Command:** The Tribal Relations Coordinator reports directly to the External Affairs or ESF #15 lead of FEMA.

**Operations**

- 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.

- The field component may be divided into geographic areas and sectors, depending on the size and nature of the incident. Bureau of Indian Affairs area managers is assigned to incidents that affect a large geographic area and/or have a large number of sector teams.

    - 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.
    - Each tribal relations sector will have an assigned

  - Tribal Relations Sector Manager who reports to the appropriate Bureau of Indian Affairs field operations chief or area manager.
  - An appropriate number of field officers are assigned to each sector.

- Tribal relations functions can be expanded or streamlined to meet the needs of the disaster.

**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 National Incident Management System (NIMS) template.

- The Information element manages the timely flow of tribal relations information to and from the FCO, Joint Field Office (JFO), the tribal relations field component, and others as needed.

- 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.

- The Training Liaison identifies training needs and provides disaster-specific orientation and training, supported by the Joint Field Training Officer.

**Notification Procedure (Federal)**

In response to an anticipated or actual event, the Indian Affairs Tribal Relations staff will be notified, activated, and deployed through the Tribal Relations Coordinator. Bureau of Indian Affairs regional directors may request additional staff through the Assistant Secretary – Indian Affairs (ASIA), Department of the Interior headquarters at any time. Staff from other Bureau of Indian Affairs regions may be used to augment regional tribal relations operations in large disasters as needed.

**Actions**

All actions are taken in a manner that supports government-to-government relations with tribes to the extent possible

**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.

**Preparedness**

State agencies cooperate with State recognized tribes to the extent possible to promote tribal all-hazards preparedness.

**Response**

The number of State tribal relations 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 by procedures and guidance contained in the Tribal Relations Operations Manual and Tribal Relations Field Operations Guide, as promulgated by the Tribal Relations Team.

AIAC will act as liaison with the SEOC and tribal communities during this phase of the incident.

**Recovery**

The tribal relations team will ensure recovery operations follow guidance from the FCO or designee.

**Responsibilities**

- **Primary Agency: Alabama Indian Affairs Commission**
    - 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 help.
    - Act as State liaison with the tribal relations coordinator.
    - Establishes and adheres to standardized procedures that provide for a consistent level of tribal relations services to disaster victims.
- **Support Agencies**
    - Provide services as stated in National Response Framework, Executive Orders, and other applicable authorities.
    - Conform to appropriate tribal relations guidelines.

INTENTIONALLY LEFT BLANK

## *Support Annex I: Volunteer and Donations Management*

**Primary Agency:** Serve Alabama, Governor's Office of Volunteer Services

**Support Agencies:**
Alabama Emergency Management Agency
Alabama Department of Human Resources
Alabama Public Service Commission
Alabama Law Enforcement Agency
Alabama National Guard
Alabama Voluntary Organizations Active in Disaster
Adventist Community Services
Alabama Department of Agriculture and Industries
Alabama Department of Transportation
Hands-on Network 211
Connects Alabama

**Primary Points of Coordination and Associated Actions:** The State Volunteer and Donations Coordinator (SVDC) will coordinate with all ESFs to ensure they have information concerning the 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, Emergency Assistance, Housing, and Human Services): coordinate resource requirements at shelters.
- ESF #11 (Agriculture and Natural Resources): identify food and water shortfalls and determine the need for bottled drinking water. (ADAI cannot and has not ever been able to complete this task)
- ESF #13 (Public Safety and Security): provide security of donated goods.
- ESF #15 (External Affairs): coordinate types of goods and services required to support the response and recovery operations.

**Purpose**
The purpose of this Annex is to provide a central point for the coordination of information and activities of voluntary agencies responding in times of disaster and the effective utilization of donated goods and services.

**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 assist. In addition, volunteers of services and donated 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 Volunteer and Donations Management is twofold: to coordinate response/recovery efforts as related to volunteers (affiliated and spontaneous unaffiliated) and to assure the expeditious response/recovery delivery of donated goods to the affected area.
The scope of activities of Volunteer and Donations Management includes, but is not limited to:

- Supporting a toll-free number and a website for soliciting/managing donations and spontaneous volunteers.
- Maintaining contact with the county volunteer and donations coordinators.
- Assessing and prioritizing the needs of the affected area.
- Deploying resources to meet specified needs.
- Ensuring that appropriate information intended for public distribution is made to Emergency Support Function 15 concerning donated goods and volunteer services.
- Maintaining contact with volunteer organizations.
- Developing a strategy for soliciting and managing donated goods and spontaneous volunteers.

**Policies**

The resources available to Volunteer and Donations Management will be used to assist organizations and individuals with unmet needs. Basic policies determining operational procedures are as follows:

- Determine the area with the 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.

Serve Alabama, Governor's Office of Volunteer Service (hereinafter "Serve Alabama") will coordinate activities of Volunteer and Donations Management, with assistance from the State's Volunteer and Donations Coordinator Team (VDCT) and other support agencies. The VDCT is made up of the State Volunteer and Donations Coordinator (SVDC), ALVOAD representative, Adventist Community Services representative, Hands-on Network representative, and 211 Connects Alabama representative. Serve Alabama will appoint an individual as the SVDC.

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 being offered, the SVDC 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 donation inquires, and set up a database for recording offers of goods and volunteer services."
- The SVDC will be designated at the State Emergency Operations Center (SEOC) initially, and at the Joint Field Office (JFO) to work with the ESFs in managing donations. Serve Alabama and the Alabama Emergency Management Agency (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.

**Situation**

**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. The State will need to provide leadership and direction to ensure the public donates goods and services that are needed and does not burden the system with unneeded goods and services that only detractor impedes relief efforts. Special actions will be required to avoid unsolicited donations becoming a burden to operations.

**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 help.
- 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.

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

**Goals:** The following goals have related objectives, tasks, and procedures specified in this Annex:

- To provide a method to manage volunteers and donations in a major or catastrophic disaster and a means to discourage unaffiliated volunteers from going to the disaster site or 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 and services that may be needed during disaster response and recovery and a system for receiving and recording offers of assistance in response to the needs.

**Assessment**
The AEMA will assess the need for implementing this annex and for requesting Federal assistance (through ESF #5 Emergency Management) in conducting Volunteer and Donations Management operations.

**Call Center**
The United Ways of Alabama 211 Connects Alabama will serve as a means of information and referral dissemination before and during a disaster. The 211 Call Center will be activated by a joint decision from the Governor's Chief of Staff, the Director of Serve Alabama, the Director of AEMA, and the United Ways of Alabama.

When the SEOC or JFO is activated, Serve Alabama will use the National Donations Management Network (NDMN) to match donated goods and money to organizations in Alabama that are in need. Serve Alabama will use the 211 Call Center and Volunteer Registration Centers (VRCs), set up by Hands-on Affiliates or other volunteer organizations, to match volunteers to organizations in Alabama that are in need.

The 211 Call Center and NDMN will be announced to the media in coordination with the Governor's Press Office and ESF 15 upon activation by a pre-planned press release. This press release will emphasize the negative impact resulting from the shipment of unsolicited goods to a disaster area as a way of discouraging such activities.

The Serve Alabama website – www.ServeAlabama.gov – and the 211 Call Center will direct donors to the NDMN. The 211 Call Center will maintain contact with the SVCD to ensure proper operation of the Volunteer and Donations Management system.

**Call Center Concept of Operations**
The SVDC will initially operate from the SEOC and will coordinate closely with ESF #5, Adventist Community Services, and the Alabama Voluntary Organizations Active in Disaster (ALVOAD) to determine the State's need for the donation management system. The JFO, when it is activated, will be used as the key coordination point of Volunteer and Donations Management. However, logistics operations may be more appropriately conducted in the central receiving facilities.

The decision to open a State Multi-Agency Warehouse will be made by the Director of Serve Alabama and the Director of AEMA. The SVDC, working with the Director of Serve Alabama, will oversee all aspects of the warehouse. The State's Multi-Agency Warehouse(s), supported by Adventist Community Services (an ALVOAD organization), is critical in the process of receiving, sorting, storing, and distributing donated goods through recognized local organizations to their distribution sites in localities where the goods are needed.

The 211 Call Center will maintain contact with the SVCD to ensure proper operation of the Volunteer and Donations Management system.

- *Concept for "designated donations"*

- A designated donation is an offer of a donation made to and accepted by an organization or a specific donation requested by an organization.
- Inquiries concerning and offers of donations for a specified organization will be referred to that organization. The organization accepting/receiving the donation will follow its own logistics policies and procedures.
- Volunteer and Donations Management will discourage donors from sending unsolicited donations directly to the Alabama Multi-Agency Warehouse or the disaster site. Donors will be advised that their offers have been noted and will be accepted when needs arise.

- Concept for unsolicited/undesignated donated goods
  - Unsolicited/undesignated goods are those donations that arrive but have not been requested by an agency.
  - A reasonable effort will be made to control the flow of goods in the affected area and will be coordinated at the State and Local levels.
  - If the situation dictates, the Alabama 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.
  - If the situation dictates, those containing donated materials that were not authorized by the SEOC/JFO Volunteer and 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.
  - Communication between the positive control points and the JFO/SEOC Volunteer and Donations Coordinator is essential.

- Concept for Voluntary Services
  - Individuals interested in volunteering their service will be encouraged to affiliate with recognized ALVOAD member organizations, other private volunteer organizations, or Citizen Corps Councils and their established programs (i.e., Community Emergency Response Teams, Medical Reserve Corps, Volunteers in Police Service, Fire Corps, and Neighborhood Watch).
  - Spontaneous unaffiliated volunteers will be discouraged from going directly to any disaster site and will be encouraged to register through the 211 Call Center and/or a VRC.
  - Emergency managers, voluntary organizations, and/or local volunteer and donations coordinators will be asked to identify requirements for volunteers with specific technical skills.
  - Spontaneous unaffiliated volunteers from the public sector will be encouraged to register through the 211 Call Center or on www.ServeAlabama.gov. Volunteers will be called upon by agencies seeking particular skills.
  - Local volunteer and donation coordinators involved in disaster operations may request spontaneous unaffiliated volunteers from the SVDC.

**Organization:** This Annex's organization is divided into the county, regional, state, and private volunteer organizations.

**County**
The county will identify a local volunteer and donations coordinator to interface with local volunteer organizations. This individual could be located at the County Emergency Operations Center, Volunteer Registration Center, County Staging Area, or State Recovery Center. When local resources are inadequate, the local coordinator will contact the SEOC for additional assistance.

The county will also be responsible for documenting volunteer hours and services provided to be used to help meet FEMA match requirements. Forms will be provided by and submitted to Serve Alabama.

**State**
The SVDC, as the State Voluntary Agency Liaison (VAL), will act as a liaison between local coordinators, the Federal donations coordinator, and the Federal Voluntary Agency Liaison (VAL).

The SVDC will coordinate with ESF's and serve as an informational source as to the availability and coordination of resources.

**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 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 it is recommended that donations be given to established non-profit agencies.

Each PVO must account for the 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 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 ALVOAD or the National Voluntary Organizations Active in Disaster (NVOAD). VOAD representation in the JFO can assist in the identification of and coordination with the PVOs active in the disaster.

**Notification**
In the event of a potential threat, the SEOC will notify primary agencies. AEMA will notify agencies on an as-needed basis.

**Response Actions**
This section lists actions to be performed by Volunteer and Donations Management in response to a disaster.

**Initial Actions**

The SVDC will perform the following initial actions if activated for a disaster in the order listed below:

- Staff the SEOC as requested by AEMA.
- Notify the VDCT of activation and incident update.
- Contact affected local volunteer and donations coordinators to assess their needs.
- Prepare a SITREP by reviewing reports, video, message traffic, status boards, and logs. This SITREP continues throughout the response and short-term recovery phase and should include the following:
    - A general description of the situation as it pertains to Volunteer and Donations Management and an analysis of the operational support requirements.
    - A prioritized listing of significant actions that Volunteer and Donations Management will initiate to provide operational support.
- Determine the level of response required by Volunteer and Donations Management to respond to the event.
- Initiate notification of the VDCT and support organizations to achieve the required level of response.
- Based upon the SITREP, 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 the status of Volunteer and Donations Management response operations.
- In coordination with AEMA, keep track of all unsolicited donations in the NDMN and volunteer resources from the 211/Hands-on Network.

**Response Actions**

An organized response effort is vital to the successful delivery of goods and services. The SVDC will oversee the response with the following actions if activated for a disaster, in the order listed below:

- The 211 Call Center will be contacted before, during, and after the event to survey incoming calls of donations and volunteers.
- A cadre of affiliated volunteers will be maintained on a database by relief agencies and organizations. This service will screen and provide information to volunteers as to the requirements necessary to participate in the voluntary effort.
- County EOCs will have a volunteer and donations coordinator responsible for the coordination of the voluntary effort in the local area. This coordinator will assess county needs and relay this information to the SVDC.
- Volunteer registration centers may be established throughout Alabama.
- 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 SVDC 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 serve the flow of goods and donations and are located strategically, as to proximity, to likely disaster sites and transportation assets. Each center must have a 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 donated goods in the local community.
- Prepare an Action Plan to terminate operations.

**Responsibilities**
This section lists the primary agency and the support agencies for this Annex and their associated responsibilities.

**Primary Agency**
Serve Alabama acts as the State's coordinator of donated goods and services and will provide an SVDC to the SEOC and JFO.

INTENTIONALLY LEFT BLANK

**Support Agencies**

**Figure 43:Support Agencies and Responsibilities for VOAD Management**

| Agency | Responsibilities |
|---|---|
| **Governor's Office of Volunteer Services** | • Maintain and update appendix and an SOP in coordination with the AEMA, FEMA, and appropriate volunteer organizations.<br>• Coordinate with ESF #6 (Mass Care, Emergency Assistance, Housing, and Human Services) and ESF #11(Agriculture and Natural Resources) to determine needs that could be filled by Volunteer and Donations Management.<br>• Coordinate with county volunteer and donations coordinators and identify unmet needs.<br>• Coordinate with ESF #15 (External Affairs) and the Governor's Press Office to develop press releases, outreach, and other material related to donated goods and services.<br>• Coordinate with 211 Connects Alabama to maintain a toll-free number, website, and a joint master database of offers of services, goods, and monetary donations. |
| **Alabama Emergency Management Agency** | • Identify appropriate regional staging centers.<br>• Provide all necessary supplies and equipment to operate (one or more) Multi-Agency Warehouse(s).<br>• Coordinate with the GFBCI to maintain a toll-free number, website, and a joint master database of offers of services, goods, and monetary donations. |
| **Adventist Community Services** | • Provide supervision for a multi-agency donations warehouse, if requested by the State.<br>• Provide leadership and training for community-based volunteers to coordinate the flow of incoming undesignated donated goods. |
| **HandsOn Network** | • Coordinate management of spontaneous unaffiliated volunteers in communities with no volunteer management capabilities. |

| Agency | Responsibilities |
|---|---|
| **211 Connects Alabama** | • Maintain a toll-free number, website, and a joint master database of offers of services, goods, and monetary donations. |
| **Alabama Public Service Commission**<br>**Alabama Law Enforcement Agency**<br>**Alabama Department of Transportation** | • Make appropriate arrangements to support the provisions of Support Annex Volunteers and Donations Management. |
| **Alabama National Guard** | • Provide implementation support to Support Annex H-Volunteers and Donations. |
| **Alabama Department of Agriculture & Industries**<br>**Department of Human Resources** | • Provide coordination to determine needs that could be filled by Volunteer and Donations Management. |
| **Alabama Voluntary Organizations Active in Disaster** | • Provide a liaison to the SEOC and JFO.<br>• Coordinate with member agencies throughout Alabama to determine disaster-related needs and resources. |

INTENTIONALLY LEFT BLANK

## Administrative

### Licenses

The State of Alabama's policy is to direct cash donations to the state emergency relief fund or registered 501© 3 agencies. Most PVOs have registered 501© 3 agencies. They receive donations of funds, goods, and services and use 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. Certain ad hoc or expedient organizations or groups that are established during the disaster may need to be aligned with those organizations listed above to be accredited or identified during the active period. This latter group should be considered as facilitators in the distribution of goods and services. The alignment and identification are more for coordination of their activity but can become a means to regulate their activity as well.

### Accounting/Record Keeping

All organizations receiving and utilizing donated items as their resources need to record all requested information into the NDMN. All information will be kept confidential and will be used only for volunteer and donations management.

The State Volunteer and Donations Coordinator should, whenever feasible, direct all donated durable/non-expendable items to the PVOs and faith-based groups. They then become the recipients rather than accepting it for the State government. The record-keeping and final dispositions shift to that organization.

### Authority

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended (42 U.S.C. 5121 et seq.).

INTENTIONALLY LEFT BLANK

## *Support Annex J: Worker Safety and Health*

**Coordinating Agency:** Alabama Emergency Management Agency (AEMA)

**Cooperating Agencies**:
Alabama Department of Environmental Management (ADEM)
Alabama Law Enforcement Agency (ALEA)
Alabama Department of Public Health (ADPH)
Alabama Department of Labor (ADOL)

**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, hazards associated with heavy equipment use, confined space entry, compressed gas use, electrical shock, and 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 worker safety and health procedures during the incident.

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 (SO) in the Joint Field Operations (JFO) coordination staff, responding organizations, and responders involved receiving coordinated, consistent, accurate, and timely safety and health information and technical assistance.

**Purpose**
The purpose of this annex is to detail how response and recovery worker safety and health will be coordinated in support of the SO and integrated into the IC/UC at a significant or major incident. The goal of this support is to ensure that worker 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.

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). Also, this annex provides an operational structure for ensuring the 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.

**Scope**

- This annex applies to state-level responders and response organizations responding during a significant or major incident.
- When implemented, this annex provides mechanisms to coordinate exposure controls and recommendations for 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.
- 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, and the Worker and Safety Workgroup.
- This annex does not address public safety and health.
- This annex coordinates support for the following worker safety and health functional areas:
    - Proactive collaboration among response organizations for responder health- and safety-related planning and preparedness.
    - Coordination of incident activities including
- Incident hazard identification and characterization
- Guidance for the development, implementation, and monitoring of PPE selection, use, and decontamination
- The implementation of a respirator fit-test program
- Responder and site safety and health risk assessment
- Responder exposure and safety data sharing
- Development and implementation of the site-specific safety and health plan
- Coordinating, 24/7 responder safety, and health monitoring
- Provision of technical guidance and risk management to ensure appropriate hazard correction methods
- Ongoing evaluation of the site-specific safety and health plan's effectiveness and updating the plan as appropriate.
- Worker safety and health post-incident and post-exercise evaluation and continuous improvement.

**Policies**

Private-sector and State employers are responsible for the safety and health of their employees. Local governments are similarly responsible under 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 consistently and that interoperability is considered.

Several State agencies, including ADHS, ADPH, ADEM, and ADOL, have oversight authority for worker safety during response operations.

ADOL and cooperating agencies will support the incident as advisors to the SO. ADOL 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 SO.

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.

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.

This annex will be modified or revised as necessary and per the established schedule for EOP maintenance.

## Concept of Operations

### Preparedness

- Coordination of worker safety and health issues are done through a workgroup:
    - AEMA is the coordinating agency.
    - The Worker Safety and Health Workgroup include ADEM, ADHS, ADPH, and ADOL. This Workgroup focuses its attention on worker health and safety.
- Preparedness guidance development, review, and distribution:
    - AEMA will initiate a quarterly conference call with the Worker Safety and Health Workgroup to develop safety messages based on the hazards identified in the EOP.
- The workgroup will meet annually to review the safety messages and determine if additional agencies should be included in the planning process.

### Response and Recovery

The worker safety and health assets support the following functions within the Incident Command System; ADPH; Radiation Control:

- Provide technical advice/assistance to the IC/UC regarding radiation safety.
- Conduct responder personal exposure monitoring 24/7.
- Assess and identify responder safety and health resource needs and coordinate these at the incident within the IC/UC structure.
- Guide within the IC/UC regarding PPE selection, use, and decontamination.
- Guide radiation dosimetry and responder radiation exposure.
- Coordinate and provide incident-specific “just in time” responder training.
- Toxicology:
- Provide technical advice assistance to the IC/UC regarding chemical and biological safety.
- Coordinate hazard identification and incident characterization.
- Provide guidance within IC/UC regarding PPE selections and PPE selections, use, and decontamination guidance.

**Disease Control:**

- Assess and identify responder safety and health resource needs and coordinate these at the incident within the IC/UC structure.
- Guide within the IC/UC regarding PPE selection, use, and decontamination.
- Guide responder exposure for biological contaminants.

**ADOL**: Specialized Equipment or Services

- Land moving and excavating equipment (three bulldozers, three dump trucks, and 3 track-hoes).
- Make available guidance in mining personnel extraction.
- Guide in the area of elevator entrapments.
- Guide in the area of boiler and pressure vessel hazards.
- Unemployment assistance and other job-related services to reduce the long-term effects of the disaster.

## IV. Responsibilities

**Department of Labor-Occupational Safety and Health Administration**

- The priorities outlined in the States' EOP are established as Life Safety, Incident Stabilization, and the Protection of Property and the Environment; the effects of which can continue well beyond the actual emergency itself.

- ADOL functions include unemployment and displacement services. These services are further identified in the department's Standard Operating Guidelines (SOGs) as required for the implementation of the State EOP and are not included in this outline because of their voluminous nature.

- When notified that a natural or man-made disaster is impending or the threat of an international crisis or hostile action increases, the ADOL is prepared to provide and perform the roles, responsibilities, resources, and procedures necessary to ensure that emergency assistance becomes available as soon as possible following a disaster or major incident.

**Other Responding Organizations [these agencies need to be determined]**

- Organizations with responders at the incident need to provide technical support and expertise by their agency's mission for the incident.

- Organizations lacking safety and occupational health from their 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.

## Terms and Definitions

**Responders:** All individuals engaged in response and recovery activities that address the effects of an emergency or disaster, including personnel from local, state, and Federal governments; skilled support personnel (such as equipment operators); and workers from the private sector and non-governmental organizations.

**Response Organizations:** All organizations with responders engaged in response and recovery activities.

## Authorities and References

- Executive Order 12196, Federal Civilian Personnel.
- 29 CFR 1960, Basic Program Elements for Federal Employee Occupational Safety and Health Programs and Related Matters.
- The Occupational Safety and Health Act of 1970 Public Law 91-596.
- The Hazardous Waste Operations and Emergency Response Standard codified at 29 CFR 1910.120 and 29 CFR 1926.62.
- The Worker Protection Standard codified at 40 CFR 311.
- The National Oil and Hazardous Substances Pollution Contingency Plan (NCP).
- The National Incident Management System (NIMS).

INTENTIONALLY LEFT BLANK

## *Support Annex K: State Emergency Management Divisions*

**Coordinating Agency:** Alabama Emergency Management Agency

**Primary Agencies:**
Alabama Emergency Management Agency
Alabama Department of Transportation
Alabama Forestry Commission
Alabama Department of Human Resources
Alabama Department of Public Health
Alabama Mutual Aid System
Alabama Law Enforcement Agency
Alabama National Guard

**Support Agencies:** All

### Purpose/Responsibilities

The purpose and responsibilities for the State of Alabama Emergency Management Division field structure are as follows:

**Purpose**

- To allow for unified coordination of effort during multi-agency response and recovery operations in a defined geographical area.
- To provide decision-makers with a scalable, flexible response system at the field level to shift manpower and resources to meet operational objectives.
- To provide timely and accurate incident information.

**Responsibilities:**

- Provide timely and accurate information for senior elected officials and the general public
- Manage the flow of state/federal/private resources, services, and personnel to the incident
- Establish and provide unity of response, recovery, coordination, and control
- Establish a functional Unified Coordination Group (UGC) for state response and recovery operations.

### Concept of Operations

**Scope**

During incidents predicted to impact the state of Alabama or significant special events, a Division Emergency Operations Center (EOC) may be activated depending on the potential or actual impacts associated with the incident or event. The Division EOC will operate as a Unified Coordination Group (UCG) designated to guide/direct response and/or recovery resources to events impacting the Division. The UCG is composed of personnel further

identified as Emergency Support Function (ESF) Coordinators, assigned from the following Primary agencies:

- Alabama Emergency Management Agency
- Alabama Department of Transportation
- Alabama Forestry Commission
- Alabama Department of Human Resources
- Alabama Department of Public Health
- Alabama Mutual Aid System
- Alabama Law Enforcement Agency
- Alabama National Guard
- Other agencies as necessary

For emergency management, the state of Alabama is divided into seven geographical divisions, ranging from eight to twelve counties respectively. Each Division will have a pre-identified primary and alternate Division EOC. The Division EOC will be the primary coordination point for all response and/or recovery operations within the respective area of operation.

This Annex details the State of Alabama Emergency Management Divisions that are necessary to support the management of disasters and emergencies. The annex provides a comprehensive description of all incident response and recovery operations in support of the State Emergency Operations Plan. Depending on the situation impacting the state, the Division EOC may be placed on the following response postures: It incorporates the following.

The primary objective of the Division is to provide the response structure for state response and recovery operations. To accomplish this objective, the Division EOC, when required, activates to meet the priorities governing the state response to incidents and events impacting the Division. State resources represented by the members of the UCG that are required to meet resource shortfalls will be coordinated from the Division EOC. All actions taken in response to any incident or event from the Division EOC should be consistent with and support the Standing Priorities. The UCG will develop incident objectives to meet the standing priorities or a strategy to accomplish overall state objectives.

- The Division provides continuity of effort for state and local responders, provides a point of contact for local officials, manages, directs, and coordinates resources in the Division to respond to resource requests and needs of the local entities, and fosters and gains cooperation with and between local entities.

- The Division will work with the local/state agencies to assist in identifying resources needed, ensure their request for the resources is processed based on current priorities, and provide operational direction to the resource.

- The Division will ensure that the UCG has a Common Operating Picture (COP) for their area of operations. Incident-specific information should be shared equally among its members. Information about current or predicted events impacting the Division, resource deployments within the Division, additional resource requirements to meet

resource shortfalls, and major shifts in operations required to meet priorities should be disseminated to the UCG.

- The Division will identify and request additional state resources through the State Emergency Operations Center through established agency protocols. The primary Division agencies will track and report the operational status of all assigned resources.

- Depending on the situation impacting the state, the Division EOC may be placed on the following response postures:

    - **Alert**: When events are likely to impact the state, one or all Divisions may be placed on an "Alert" status. This is an increased response posture designed to provide heightened awareness to the UCG, facilitate an enhanced ability to communicate with the Divisions' UCG, and coordinate resources before an "Activation". By placing a division on "Alert", the UCG is prompted and prepared to respond to, and "Activate", the Division EOC in a shortened timeframe.

    - **Activation**: When events have impacted the state, or as the planning associated with a significant special event requires, one or all of the Division EOCs may be "Activated". Once activated, the members of the UCG have delegated the authority to direct agency resources within their specific area of responsibility. This delegated authority provides the members of the UCG the tactical and operational control of state resources represented by their respective agency within the Division's geographical area.

**Standing Priorities**
The standing priorities of the State of Alabama Emergency Management Division field structure are as follows:

- Life Safety
- Incident Stabilization
- Protection of Property
- Needs Assessment

These priorities will govern all requests for assistance during response and recovery operations. All activity of the UCG in response to a resource shortfall or information request, regardless of response posture, should be addressed by the above-identified priorities.

**Unified Coordination Group (UCG)**
The Unified Coordination Group (UCG) is comprised of staff representing State agencies within a geographical division. The UCG leads the state response at the incident level. The UCG develops operational objectives and deploys resources to meet incident requirements. The UCG for Division operations typically consists of the primary division agencies with significant operational responsibility for one or more functions of incident response.

**Division EOCs**
The AEMA Division Coordinator will identify primary and alternate state facilities to function as the Division EOC during incidents or events requiring Division EOC activations. The Division EOC will provide the primary coordination point for all state resources represented by the UCG.

**Incident Phases**
Disaster management activities are identified primarily as response and recovery with the National Response Plan (NRP) definitions being:

**Response**
Activities that address the short-term, direct effects of an incident. Response activities include immediate actions to save lives, protect property, and meet basic human needs as well as the execution of emergency operations plans and of incident 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 lessening 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. Some examples of Response activities are:

- Lifesaving
  - Search and Rescue
  - Medical care
  - Evacuation
  - Road clearing/debris removal for access
  - Elderly care and/or transportation

- Life-Sustaining
  - Providing life-sustaining commodities such as water, ice, generators, cots, blankets, tarps, blue roof materials, etc.,
  - Delivery and installation of generators,
  - Sheltering; including feeding, showers, laundry, etc.
  - Emergency debris removal
  - Donations
  - Support to Response Personnel

**Recovery**
The development, coordination, and execution of services and site restoration plans for impacted communities and the reconstitution of government operations and services through individual, private sector, non-governmental, and public assistance programs that: identify needs and define resources; provide housing and promote restoration; address long-term care and treatment of affected persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned, and develop initiatives to mitigate the effects of a future incident.

## CONTROL

### Control Processes

The UCG is established to provide direction and control of resources within their area of operation and under their agency's statutory authority. The Division represents state response at the incident level. The UCG is used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. The primary Division agencies will work together to establish a primary set of objectives, establish resource availability, identify, and request resource shortfalls, and report incident information. The UCG is composed but not limited to the following state agencies:

- Alabama Emergency Management Agency
- Alabama Department of Transportation
- Alabama Forestry Commission
- Alabama Department of Human Resources
- Alabama Department of Public Health
- Alabama Mutual Aid System
- Alabama Law Enforcement Agency
- Alabama National Guard
- Other agencies as necessary

Each primary agency will assign ESF Coordinators to staff the UCG.

### Lead Department and Agency Assignments

The AEMA Division Coordinator reports to the Field Operations Branch (FOB) Director at the State Emergency Operations Center (SEOC). The Division Coordinator is responsible for establishing, implementing, and organizing the UCG. The UCG assigns resources within the Division, reports the status and progress of control operations, and the status of resources within the Division.

### Emergency Support Function Coordinators Purpose

This section provides an overview of the roles and responsibilities of the Primary Emergency Management Division Agency Emergency Support Functions (ESF) Coordinator.

## Background

The Emergency Management Divisions provide the structure for coordinating State and Federal multi-agency support for catastrophic events and non-catastrophic disasters or emergencies. Each State Agency designated as a Primary Division Agency will identify an ESF Coordinator to represent that agency as part of the Unified Coordination Group during Division activations.

The ESF Coordinators provide the 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 Divisions based on the scope and magnitude of the threat or incident. When applicable, the SEOC will host a State Coordinating Group (SCG) call to make activation recommendations to the Governor. ESF Coordinators are notified of the time to report to their respective Divisions by the AEMA Division Coordinator in conjunction with each ESF Coordinators' respective agency's chain of command. Each Division Coordinator is required to develop standard operating guidelines (SOGs) and notification protocols and to maintain current rosters and contact information of their respected ESF Coordinators.

### State Agency Emergency Support Function (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" approach. The ESF Coordinator is a member of the Division Unified Coordination Group (UCG). Responsibilities of the ESF Coordinator include:

- Pre-incident planning and coordination
- Maintaining ongoing contact with the Division Coordinator
- Conducting periodic Division meetings and conference calls
- Coordinating efforts with corresponding private-sector organizations; and coordinating agency activities as appropriate relating to catastrophic incident planning and critical infrastructure preparedness.

**Primary Division Agencies (Unified Coordination Group)**

A State agency designated as a division primary agency serves as a lead agency for their respective emergency support function. The primary agency represents the state for incident- level responses. When an Emergency Management Division is activated, the primary agency is responsible for:

- Providing staff for Division operations functions at fixed and field facilities.
    - Notifying and requesting assistance from support agencies through the SEOC or established agency protocols.
    - Managing mission assignments and coordinating with the Division Unified Coordination Group
    - Working with appropriate private-sector organizations to maximize the use of all available resources.
    - Supporting and providing incident information to the SEOC through their respective agency Emergency Management Coordinator of ESF operations and resources needs.
    - Executing contracts and procuring goods and services as needed.
    - Ensuring financial and property accountability for ESF activities.
    - Planning for short-term and long-term incident management and recovery operations; and
    - Maintaining trained personnel to support interagency emergency response and support teams.
    - When requested, and upon approval of the Governor, the Alabama National Guard (ALNG) provide Defense Support of Civil Authorities (DSCA) during domestic incidents.

**Summary** The desired outcome of a functional Emergency Management Division is to provide a structure by which primary state agencies can coordinate their efforts during response and recovery operations within a manageable geographic area of the state. The staff that comprises the Unified Coordination Group need to have the authority and experience to coordinate or make resource commitments and provide operational agency information. The Divisions will be the incident-level support for state operations. Time commitments are required during the year to discuss tactics and undergo training of the various concept of operations. The Divisions should have 24HR operational capabilities. The Divisions are not a single agency mission but are designed around a unified approach to set and accomplish incident objects based on priorities.

INTENTIONALLY LEFT BLANK