

State of Alabama Emergency Operations Plan



February 1, 2012

**Prepared by the
Alabama Emergency Management Agency
Response Division
5898 County Road 41
Clanton, Alabama 35046**



STATE OF ALABAMA
EMERGENCY MANAGEMENT AGENCY

5898 COUNTY ROAD 41 • P.O. DRAWER 2160 • CLANTON, ALABAMA 35046-2160
(205) 280-2200 FAX # (205) 280-2495



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

DATE: FEBRUARY 1, 2012

Under the authority vested in me as Governor of the State of Alabama by the Constitution of Alabama and the Alabama Code of Laws, the Alabama Emergency Operations Plan (EOP) is hereby revised and supersedes the previous edition dated January 2, 2009. This plan reflects and establishes policy of the State as to the planning, concept of operations, emergency response and recovery.

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

It incorporates the format of the National Response Framework (NRF) 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.

Robert Bentley
Governor

FOREWORD

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

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

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

This EOP is based upon guidelines contained in the National Response Framework (NRF) and the Comprehensive Preparedness Guide (CPG) 101 version 2. The NRF, as a core guide for national incident management, is linked to an array of incident or hazard-specific Federal contingency plans that are designed to implement the specific statutory authorities and responsibilities of various departments and agencies. Therefore, State agencies that partner with Federal agencies should be operating under the same guidelines to ensure complete and comprehensive coordination.

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

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

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

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

The priorities will be life safety, incident stabilization, and the protection of property and the environment.

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

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

Letter of Agreement

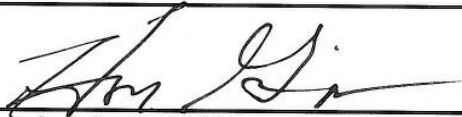
The State of Alabama Emergency Operations Plan (EOP) is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. It provides the structure and mechanisms for the coordination of State support to State, local, and tribal incident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

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

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

Signatory departments and agencies follow.

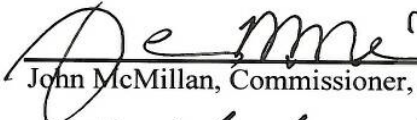
Signatories



Mac Gipson, Administrator, Alabama Alcohol Beverage Control Board



Cynthia S. Dilliard, Executive Director, Alabama Board of Pardons and Parole




John McMillan, Commissioner, Alabama Department of Agriculture and Industries



N. Gunter Guy, Jr., Commissioner, Alabama Department of Conservation and Natural Resources



Kim T. Thomas, Commissioner, Alabama Department of Corrections



Jim Byard, Jr., Director, Alabama Department of Economic and Community Affairs



Thomas R. Bice, Superintendent, Alabama Department of Education



Lance R. LeFleur, Director, Alabama Department of Environmental Management



Dr. Margurita F. Davis, Director, Alabama Department of Finance



Spencer Collier, Director, Alabama Department of Homeland Security



Nancy T. Buckner, Commissioner, Alabama Department of Human Resources

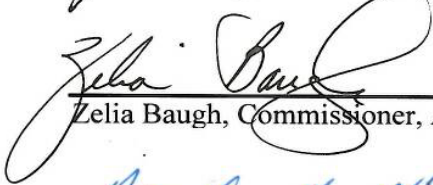
Signatories



Thomas Surtees, Director, Alabama Department of Industrial Relations



Jim L. Ridling, Commissioner, Alabama Department of Insurance



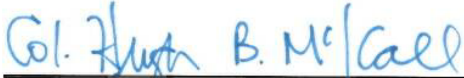
Zelia Baugh, Commissioner, Alabama Department of Mental Health



Dr. Frieda H. Hill, Chancellor, Alabama Department of Post-Secondary Education



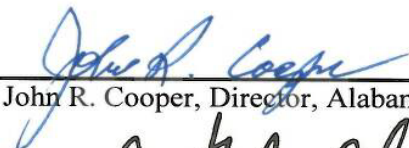
Dr. Donald E. Williamson, Director, Alabama Department of Public Health



Col. Hugh B. McCall, Director, Alabama Department of Public Safety



Neal Morrison, Commissioner, Alabama Department of Senior Services



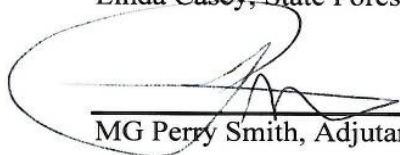
John R. Cooper, Director, Alabama Department of Transportation



Art Faulmer, Director, Alabama Emergency Management Agency



Linda Casey, State Forester, Alabama Forestry Commission



MG Perry Smith, Adjutant General, Alabama National Guard

Signatories

A blue ink signature of Derek Alden, consisting of a large, stylized 'D' followed by 'Alden'.

Derek Alden, Disaster Services Coordinator, American Red Cross

A blue ink signature of Rebekah Mason, written in a cursive style.

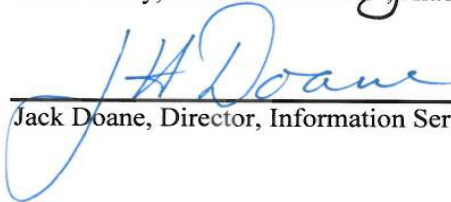
Rebekah Mason, Communications Director, Governor's Office

A blue ink signature of John Mason, written in a cursive style.

John Mason, Director, Governor's Office of Faith-Based Initiatives

A blue ink signature of Eloise Josey, written in a cursive style.

Eloise Josey, Executive Director, Alabama Indian Affairs Commission

A blue ink signature of Jack Doane, written in a cursive style.

Jack Doane, Director, Information Services Division, Department of Finance

ALABAMA EMERGENCY OPERATIONS PLAN
TABLE OF CONTENTS

	Page
Letter of Promulgation	i
Forward	ii
Letter of Agreement	iv
Signatories	v
Table of Contents	viii
Distribution	xi
Record of Changes	xiii
EOP Change Request	xiv
Acronyms and Abbreviations	xv
 BASIC PLAN	
I. Introduction and Purpose	1
II. Planning Assumptions and Considerations	2
III. Incident Management Activities	5
IV. EOP Organization	7
V. Roles and Responsibilities	8
VI. Concept of Operations	18
VII. Incident Management Actions	37
VIII. Training and Exercises	41
IX. Preparedness and Plan Management	43
X. EOP Implementation Guidance	44
XI. Authorities and Reference	44

Tab A	Functional Assignments	A-1
-------	------------------------	-----

Tab B	EOC Layout and Organization	B-1
-------	-----------------------------	-----

EMERGENCY SUPPORT FUNCTIONS (ESFs) ANNEXES

	Introduction	ESF-1
ESF # 1	Transportation	ESF 1-1
ESF # 2	Communications	ESF 2-1
ESF # 3	Public Works and Engineering	ESF 3-1
ESF # 4	Fire Fighting	ESF 4-1
ESF # 5	Emergency Management	ESF 5-1
ESF # 6	Mass Care, Emergency Assistance, Housing and Human Services (Interim)	ESF 6-1
ESF # 7	Logistics Management and Resource Support	ESF 7-1
ESF # 8	Public Health and Medical Services	ESF 8-1
ESF # 9	Search and Rescue	ESF 9-1
ESF # 10	Oil and Hazardous Materials Response	ESF 10-1
ESF # 11	Agriculture and Natural Resources	ESF 11-1
ESF # 12	Energy	ESF 12-1
ESF # 13	Public Safety and Security	ESF 13-1
ESF # 14	Long-Term Community Recovery	ESF 14-1
ESF # 15	External Affairs	ESF 15-1

SUPPORT ANNEXES

	Introduction	SA-1
Annex A	Continuity of Operations	SA-A-1
Annex B	Critical Infrastructure and Key Resources	SA-B-1
Annex C	External Affairs	SA-C-1
Annex D	Financial Management	SA-D-1
Annex E	Mass Evacuation	SA-E-1
Annex F	Private Sector Coordination	SA-F-1
Annex G	Strategic National Stockpile	SA-G-1
Annex H	Tribal Relations	SA-H-1
Annex I	Volunteer and Donations Management	SA-I-1
Annex J	Worker Safety and Health	TBP

INCIDENT ANNEXES

	Introduction	IA-1
Annex A	Biological Incident	IA-A-1
	Tab A – Pandemic Influenza	IA-A-A-1
	Tab B – Fish and Wildlife	IA-A-B-1
Annex B	Catastrophic Incident	IA-B-1
	Tab A – Earthquake	IA-B-A-1
	Tab B – Flood	IA-B-B-1
	Tab C – Hurricane	IA-B-C-1
	Tab D – Severe Weather	IA-B-D-1
	Tab E – Severe Winter Weather	IA-B-E-1
Annex C	Cyber Incident	IA-C-1
Annex D	Food and Agriculture Incident	IA-D-1
	Tab A – Veterinary Services and Animal Care	IA-D-A-1
	Tab B – Animal Diseases	IA-D-B-1
Annex E	Nuclear/Radiological Incident	IA-E-1
Annex F	Terrorism Incident Law Enforcement and Investigation	IA-F-1

APPENDIX

1.	Glossary of Terms	G-1
----	-------------------	-----

DISTRIBUTION

Governmental Entity (Agency, Dept., etc.)	Number of Copies
Alabama Alcoholic 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 Department of Education	
Alabama Department of Environmental Management	
Alabama Department of Finance	
Alabama Department of Forensic Sciences	
Alabama Department of Homeland Security	
Alabama Department of Human Resources	
Alabama Department of Industrial Relations	
Alabama Department of Insurance	
Alabama Department of Mental Health	

Alabama Department of Postsecondary Education	
Alabama Department of Public Health	
Alabama Department of Public Safety	
Alabama Department of Senior Services	
Alabama Department of Transportation	
Alabama Emergency Management Agency	
Alabama Forestry Commission	
Alabama Governor's Office	
Alabama Indian Affairs Commission	
Alabama National Guard	
Alabama Power Company	
Alabama Public Service Commission	
American Red Cross	
Alabama Sheriff's Association	
Civil Air Patrol	
TOTAL COPIES	

RECORD OF CHANGES

[illegible]

EOP CHANGE REQUEST

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

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

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

CHANGE:

SHOULD READ:

Submitted by: _____

Date: _____

Phone Number: _____

ACRONYMNS AND ABBREVIATIONS

ABC	Alabama Alcoholic Beverage Control Board
AC	Area Command
ADECA	Alabama Department of Economic and Community Affairs
ADEM	Alabama Department of Environmental Management
AEMA	Alabama Emergency Management Agency
SEOC	Alabama Emergency Operations Center
AERC	Alabama Emergency Response Commission
AFC	Alabama Forestry Commission
ALDHS	Alabama Department of Homeland Security
ALNG	Alabama National Guard
ALVOAD	Alabama Volunteer Agencies Active in Disasters
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
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
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
DOC	Department of Commerce
DOD	Department of Defense

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

FMC	Federal Mobilization Center
FNARS	Federal Emergency Management Radio System
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
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
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
HSC	Homeland Security 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
IMAT	Incident Management Assistance Team
IMCS	Incident Management Communications Systems
IMT	Incident Management Team
IOF	Interim Operating Facility
IRR	Initial Response Resource
ISAC	Information Sharing and Analysis Center
IST	Incident Support Team
JDCC	Joint Data Coordination Center
JDOMS	Joint Director of Military Support
JFO	Joint Field Office

JFOCG	Joint Field Office Coordination Group
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
JTF	Joint Task Force
JTTF	Joint Terrorism Task Force
LE	Law Enforcement
LEOC	Local Emergency Operations Center
LEPC	Local Emergency Planning Committee
MAC	Mapping and Analysis Center
MAC 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
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
NRS	National Response System
NRT	National Response Team
NSA	National Security Agency
NSSE	National Special Security Event

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

<i>SME</i>	Subject Matter Expert
<i>SNS</i>	Strategic National Stockpile
<i>SOGs</i>	Standard Operating Guidelines
<i>SOPs</i>	Standard Operating Procedures
<i>SOSC</i>	State On-Scene Coordinator
<i>START</i>	Scientific and Technical Analysis and Response Team
<i>STOLS</i>	System to Locate Survivors
<i>TREAS</i>	Department of Treasury
<i>TSA</i>	Transportation Security Administration
<i>TSC</i>	Terrorist Screening Center
<i>TTIC</i>	Terrorism/Terrorist Threat Integration Center
<i>TVA</i>	Tennessee Valley Authority
<i>UAC</i>	Unified Area Command
<i>UC</i>	Unified Command
<i>UC/IC</i>	Unified Command/Incident Command
<i>UOC</i>	U.S. Army Corps of Engineers Operations Center
<i>US&R</i>	Urban Search and Rescue
<i>USACE</i>	United States Army Corps of Engineers
<i>USCG</i>	United States Coast Guard
<i>USDA</i>	United States Department of Agriculture
<i>USFS</i>	United States Forest Service
<i>USGS</i>	United States Geological Survey
<i>USPS</i>	United States Postal Service
<i>USSS</i>	United States Secret Service
<i>USTRANSCOM</i>	United States Transportation Command
<i>VA</i>	United States Department of Veteran's Affairs
<i>VAL</i>	Voluntary Agency Liaison
<i>VOAD</i>	Voluntary Organizations Active in Disasters
<i>VOLAG</i>	Voluntary Agency
<i>WMD</i>	Weapon of Mass Destruction

ALABAMA EMERGENCY OPERATIONS PLAN

BASIC PLAN

I. Introduction and Purpose

A. Introduction

1. The Alabama Emergency Management Agency (AEMA) was established pursuant to Section 4 of the Alabama Emergency Management Act of 1955 (Public Law 31-9), Act 47, June 1955.
2. The AEMA is the lead coordinating agency within State government for emergency planning, preparedness, mitigation, response, and recovery. The mission of the agency is to coordinate response efforts to meet the needs of disaster survivors, provide timely and accurate incident information to key State decision makers, implement the State Emergency Operations plan (at the direction of the Governor), and coordinate all recovery efforts to include Federal disaster aid. AEMA is responsible for building/maintaining the emergency capabilities for the state. This is achieved by year round preparedness activities. AEMA serves as the lead state agency for the four phases of Emergency Management (preparedness, response, recovery, and mitigation)

B. Purpose

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

1. Policy and guidance for State and local disaster mitigation, preparedness, response, and recovery operations. This plan details capabilities, concept of operations, incident management actions, authorities and responsibilities, and establishes mutual understanding among Federal, State, local, and other public, private nonprofit organizations, and NGOs.
2. Effective utilization of government (Federal, State, and local) and private sector resources in mitigating, preparing for, responding to, and recovering from the effects of disasters.
3. Coordination, administration, integration of the emergency management plans and programs of the Federal, State and local governments.

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

C. Scope and Applicability

This EOP establishes the guidance for State Government involvement in coordination of domestic incident management and consequence management. This plan follows guidelines established in the National Response Framework (NRF) 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.

II. Planning Assumptions and Considerations

A. Situation

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

B. Hazards Analysis Discussion

The hazard analysis for the State of Alabama was based on the following premises:

1. **Hazards** are defined as a source of potential danger or adverse conditions. Each hazard has an expected frequency, or probability, which is simply a calculation of how likely it is to occur in a given time period, such as a year. Statistical studies were reviewed to determine the types of hazards Alabama has been subjected to in the past and the possible or probable frequency of recurrence of these events. These studies were drawn from several agencies that maintain records of events of natural and technological events that have created hazardous incidents in Alabama and the natural hazards are contained in the State of Alabama Enhanced Hazard Mitigation Plan.
2. **Risk Assessments** consider not only the probability and expected severity of hazards, but also their effects on physical elements in the community (people, infrastructure, and the operation of government and businesses). Each of these assets has some vulnerability to hazards. For example, buildings are vulnerable to damage from high winds and flood damage. Vulnerabilities can be quantified, and

combined with the value of the assets or services to determine risk. These figures were used to determine the amount of vulnerability of Alabama to certain hazards.

3. There are several hazards that threaten Alabama, but could not be accurately projected as to frequency or vulnerability. These hazards either have never occurred or had very limited consequences when they did occur. However, because of the growing population and urbanization of Alabama, the influx of business that utilizes more hazardous materials, and the rapid expansion of cities, the likelihood of these hazards creating incidents increases each day. Therefore, we have made an estimate based on the worst case scenario for these hazards and their effects.

4. Table 1 – Hazard Analysis (Source: State Hazard Mitigation Plan Update September 2010)

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

C. Assumptions

- 1.** Incident management activities will be initiated and conducted using the National Incident Management System (NIMS).
- 2.** The whole community is responsible for the safety and welfare of the citizens in time of a disaster or a threat of a disaster. Incidents are managed at the lowest possible geographic, organizational, and jurisdictional level. However, citizens have a personal responsibility to be prepared for the different types of disasters that can occur in their area.
- 3.** Disasters may occur in the State at any time and may cause varying degrees of damage, human suffering, injury, death, property damage, and economic hardship to individuals and private businesses, local government, and State government.
- 4.** This plan assumes three organization levels of emergency preparedness and response; namely, the local, State, and Federal levels of government. Preparedness, warning protection, and relief are general responsibilities of all levels of government working together. Emergency operations are initiated at the level most appropriate for a rapid response to the situation.
- 5.** Local governments, to varying degrees, have capabilities, plans, and procedures to provide for the safety and welfare of citizens' during times of emergency and will deploy resources in a timely fashion to the extent of their capabilities.
- 6.** The State agencies have emergency resources and expertise available, which can be utilized to relieve emergency or disaster related problems that are beyond the capabilities of local government.
- 7.** Federal agency resources and expertise can be mobilized to augment local and State efforts in relieving emergency or disaster related problems beyond the capabilities of both State and local governments.
- 8.** Private and volunteer organizations may provide immediate life sustaining relief to individuals and families when such relief is not normally available from government resources. The private and volunteer organizations can directly support recovery efforts. These private organizations coordinate activities among themselves to prevent duplication of efforts or omission of needed assistance. Government agencies provide information, guidance, and coordination for use by these organizations. Private and volunteer organizations

cooperate with Federal and State Coordinating Officers following a Presidential Declaration of emergency or major disaster.

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

A. Response includes:

1. Emergency

When advised that a natural disaster, technological disaster, or a national security emergency is imminent or has occurred, the AEMA will notify the appropriate local emergency management offices, State and Federal agencies, and volunteer organizations. The Alabama Emergency Operations Center (SEOC) may be activated as a central coordinating, and direction and control facility.

2. Levels of Response

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

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

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

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

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

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

1. After the immediate threat to life and property has passed, or if a Presidential declaration is received, State and Federal recovery operations will be coordinated and programs will be administered from the Joint Field Office (JFO). Long-term recovery efforts will be coordinated directly with the individual agencies after the JFO closes.
2. Typical recovery actions may include:
 - Repair and replacement of damaged public facilities;
 - Cleanup and removal of debris;
 - Temporary housing and other assistance for disaster victims and their families;
 - Low-interest loans to help individuals and businesses with long-term rebuilding and hazard mitigation measures;
 - Decontamination and re-opening of facilities;
 - Restoration of public services (power, water, sewer, telecommunications);
 - Disaster mental health services;
 - Unemployment and displacement services; and
 - Planning and programs for long-term economic stabilization, community recovery, and hazard mitigation.

C. Mitigation and Preparedness Includes:

Mitigate the effects of a disaster to facilitate recovery efforts. State and local governments shall conduct hazard analysis surveys, develop projects to address the hazard, promote land use planning, and institute training and public information programs to provide for the effective use of all available resources to lessen the effects of potential hazards. In the preparedness phase, resource lists must be updated, the emergency management system must be tested and evaluated through emergency preparedness exercises, personnel must be trained, and plans revised.

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

IV. EOP Organization

A. Interface with the National Response Framework (NRF)

1. 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, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks 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 effective response to an incident is a shared responsibility of governments at all levels, the private sector, NGOs, and individual citizens. It is comprised of the core document, the Emergency Support Function (ESF), Support and Incident Annexes, and the Partner Guides. Each annex provides detailed descriptions of the mission, policies, structure, and responsibilities of Federal agencies for coordinating resource support to a State during an incident. This plan incorporates these ESF Annexes and assigns corresponding State agencies to provide interface with required functions in support of the NRF.
2. The plan also provides for the insertion of 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 from the disaster area. When the Joint Field Office (JFO) is operational, the IMAT

transitions to the JFO. The State SERT interfaces with the Federal IMAT.

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

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

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

V. Roles and Responsibilities

A. Roles

1. Federal

The Department of Homeland Security (DHS), 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 coordinates Federal activities for all disaster situations and provides Federal planning, training, and funding to support State and local efforts.

2. State

- The Governor shall direct and control all State activities in response to the effects of disasters (State Code 31-9-6).
- AEMA was created 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 carries out the program for emergency management within the State. In the event of an emergency, AEMA coordinates State resources to support local governments when the incident response is beyond their capability. If the response is beyond both State and local capability, AEMA can seek Federal disaster assistance through the Governor's Office.

The AEMA Director is also designated as the Alabama Department of Homeland Security's Director of Emergency Preparedness and Response.

- The Alabama Department of Homeland Security (ALDHS) was created by legislative action on June 18, 2003. The ALDHS was designed to ensure adequate preparations are in place to deal with terrorist events, to generally provide for the common defense, and to protect and preserve the life, health, welfare, and property of the people of Alabama. The ALDHS is charged with the development, coordination, and implementation of a State policy to secure the State from terrorist threat or attack.
- At the direction of the Governor, all State agencies are responsible for providing personnel and equipment to support disaster mitigation, preparedness, response, and recovery upon request of the Alabama Emergency Management Agency (AEMA).
- The head of each State agency with disaster responsibilities or capabilities shall appoint an Emergency Management Coordinator (EMC) and alternates to coordinate with the AEMA in the development of agency disaster-related Standard Operating Guidelines and annexes or appendices to this plan to most effectively utilize agency resources. Liaison coordinators and alternates with response capabilities will be available on a 24-hour basis to commit agency resources as required. Each designated EMC shall have the appropriate level of authority to commit resources to include personnel, equipment, and funds on behalf of their respective agencies or departments.

3. Local

- State Code 31-9-10 directs the establishment of local organizations for emergency management in accordance with the State emergency management plan and programs. The local organizations have the responsibility of coordinating the disaster preparedness, mitigation, response, and recovery efforts of local governments.
- Local agencies are assigned disaster responsibilities based upon existing capabilities as provided in local emergency operations plans and programs.

4. Private or Volunteer Organizations

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

B. Responsibilities

1. Federal

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

Pursuant to the Homeland Security Act of 2002, the Secretary of DHS is responsible for coordinating Federal operations 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 apply: (1) a Federal department or agency has requested the assistance of the Secretary; (2) the resources of State and local authorities are overwhelmed and Federal assistance has been requested by those authorities; (3) more than one Federal department or agency has become substantially involved in responding to the incident; or (4) the Secretary has been directed by the President to assume incident management responsibilities. The Secretary of Homeland Security is the Principal Federal Official (PFO) for domestic incident management. For an incident in Alabama, the Secretary will either designate an interim PFO or designate a PFO to handle the specific incident. That can be a DHS official from Washington, D.C or a local DHS agency Head from the USSS, TSA, ICE, Coast Guard, FEMA, etc. The strategic intent is to unify domestic incident management under the Secretary of Homeland Security. The National Operations

Center (NOC) is the primary national-level hub for operational communications and information pertaining to domestic incident management.

- b. The DHS/FEMA is responsible for the following areas of planning and operations:
 - Supporting State and local governments in planning, preparedness, mitigation, response, and recovery operations.
 - Coordinating Federal aid for presidential 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 attack.
 - Ensuring continuity of government and coordinating 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.
 - Developing public information programs.
 - Conducting research to address disaster and emergency operations issues and problems.
- c. When the President declares a major disaster or emergency under the Stafford Act, the Governor and the DHS/FEMA Region implement a Federal/State Agreement. In the agreement, the Governor designates the State Coordinating Officer who works with the Federal Coordinating Officer in the coordination of relief operations for State and local government agencies and affected individuals in support of Stafford Act disasters and emergencies.
- d. 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.

2. State: Governor

- a. The Governor's general powers and duties with respect to emergency management are specified in the State Code 31-0-6 and emergency powers are specified in State Code 31-9-8.
- b. The Governor should also ensure command and control procedures are in place, conduct command and control readiness actions, alert government personnel and population, and provide for an SEOC staff.
- c. The Governor has overall responsibility for economic stabilization, if so required. Economic stabilization is to provide, in concurrence with Federal and State policy, interim economic stability controls and emergency measures for the rationing of food, petroleum products, and other essential items to consumers and the stabilization of prices, wages, salaries, and rents.
- d. The Governor is Commander in Chief of the State's military forces. To become operational, the Governor or a legally designated alternate must place the Alabama National Guard in State Active Duty Status. The request for activation may originate at the local level by the county chief executive officer or mayor and be forwarded to the AEMA. The Governor can activate State military forces without any local request.

3. State: Director of the Alabama Emergency Management Agency

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

- a. Coordinates the efforts of all State, county and municipal agencies and departments in developing a statewide emergency management system.
- b. Conducts a Statewide preparedness program to ensure the capability of local governments to execute local emergency plans.

- c. Coordinates the activities of the various State agencies, counties and municipalities in preparing for and operating in disasters.
- d. Establishes, organizes, and operates the SEOC.
- e. Supports warning operations.
- f. Establishes an effective system for reporting, analyzing, displaying, and disseminating emergency information in the SEOC.
- g. Receives, reviews, and critiques local emergency operations plans.
- h. Establishes and directs operation of the AEMA emergency communication systems.
- i. Provides timely and accurate information to the media and public through a Public Information Officer.
- j. Coordinates evacuation of areas affected or threatened by a disaster.
- k. Coordinates search and rescue operations.
- l. Assists in coordinating debris removal operations.
- m. Coordinates the damage assessment and needs assessment process with local and Federal assessment teams.
- n. Receives, processes, and recommends appropriate response to requests for assistance.
- o. Augments Federal Disaster Recovery Centers' (DRCs) operations.
- p. Prepares reports, and records (Information and Planning).
- q. Co-chairs the Alabama State Emergency Response Commission to ensure the requirements of the Emergency Planning and Community Right to Know Act of 1986, also known as SARA Title III (PL 99-499), are properly implemented in Alabama.

- r. Primary agency for ESFs #1, #2, #3, #5, #7, #9, and #15 and supports all other ESFs.

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

- a. Technical/operational response to certain disasters or their effects (such as radiological incidents or forest fires) is the responsibility of the State agency normally concerned with these matters. As in other disasters, supporting services are provided through procedures contained in the Alabama Emergency Operations Plan. Any agency may be tasked to participate in the damage assessment process.
- b. Develop and maintain current plans and SOGs for effective performance of the organization's assigned disaster functions, including contingency plans for disaster situations within the purview and areas of cognizance of the individual organization.
- c. Maintain a liaison with Federal counterparts in disaster functions and ensure current agency knowledge of counterpart's resources and their means of utilization.
- d. Develop cooperative agreements and maintain liaison with all private groups and associations which possess significant quantities of resources related to the respective organization's primary functions.
- e. Within existing capabilities, provide assistance and guidance to local emergency counterparts.
- f. Provide SEOC representation as indicated in the SEOP or as requested by the AEMA Director. The agency representative shall have the appropriate level of authority to commit resources to include personnel, equipment, and funds on behalf of their respective agencies.
- g. Each State agency with a primary or support role in disasters must designate an Emergency Management Coordinator (EMC) to represent the agency in conducting emergency planning and operations functions. The EMC facilitates an agency's integration into the operations of the State's EOC and State Emergency Response Team (SERT).

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

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

FIGURE 1.—Emergency Support Functions

ESF	SCOPE
ESF #1 – Transportation Primary Agency: Alabama Emergency Management Agency	<ul style="list-style-type: none"> • State and civil transportation support • Transportation safety • Restoration/recovery of transportation infrastructure • Movement restrictions • Damage and impact assessment
ESF #2 – Communications Primary Agency: Alabama Emergency Management Agency	<ul style="list-style-type: none"> • Coordinate with Telecommunication and IT Industry • Restoration/repair of telecommunication infrastructure • Cyber and Information Technology • Oversight of communications within the State incident management and response structure
ESF #3 – Public Works and Engineering Primary Agency: Alabama Department of Transportation	<ul style="list-style-type: none"> • Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services, Construction Management • Critical Infrastructure Liaison
ESF #4 – Firefighting Primary Agency: Forestry Commission	<ul style="list-style-type: none"> • Firefighting activities on State lands • Resource support to wild land, rural and urban firefighting operations
ESF #5 - Emergency Management Primary Agency: Alabama Emergency Management Agency	<ul style="list-style-type: none"> • Information collection, analysis and dissemination • Reports, bulletins, advisories and assessments • Action planning and tracking • Resource tracking • Science and Technology support (modeling, information provision and interpretation)
ESF #6 - Mass Care, Emergency Assistance, Housing & Human Services Primary Agency: Department of Human Resources	<ul style="list-style-type: none"> • Mass care • Emergency assistance • Disaster housing • Human Services
ESF #7 – Logistics Management and Resource Support Primary Agency: Alabama Emergency Management Agency	<ul style="list-style-type: none"> • Resource Support • Logistics planning, management, and sustainment capability
ESF #8 - Public Health and Medical Services Primary Agency: Department of Public Health	<ul style="list-style-type: none"> • Public Health • Medical • Disaster Mental Health services • Assays, disease models • Mortuary Services • Radiological Incidents
ESF #9 –Search and Rescue Primary Agency: Alabama Emergency Management Agency	<ul style="list-style-type: none"> • Life saving assistance • Search and rescue operations
ESF #10 - Oil and Hazardous Materials Response Primary Agency: Department of Environmental Management	<ul style="list-style-type: none"> • Oil and hazardous materials (chemical, biological,, etc.) response • Environmental safety and short & long-term cleanup
ESF #11 – Agriculture and Natural Resources Primary Agency: Department of Agriculture and Industries, Department of Conservation and Natural Resources (Fish and Wildlife)	<ul style="list-style-type: none"> • Nutritional services • Food Safety and Security • Animal and plant disease/pest response • Natural and Cultural resources and historic properties protection and restoration • Safety and well-being of household pets

ESF #12 – Energy Primary Agency: ADECA	<ul style="list-style-type: none"> • Energy infrastructure assessment, repair/restoration • Energy industry utilities coordination • Energy forecast
ESF #13 – Public Safety and Security Primary Agency: Department of Public Safety	<ul style="list-style-type: none"> • Facility and resource security • Security planning and technical resource assistance • Public safety/security support • Support to access, traffic, and crowd control
ESF #14 – Long-Term Community Recovery Primary Agency: Governor’s Office	<ul style="list-style-type: none"> • Social and economic community impact assessment • Long-term community recovery assistance • Mitigation analysis and program implementation • Coordinate NGOs and Private organizations.
ESF #15 - External Affairs Primary Agency: Alabama Emergency Management Agency	<ul style="list-style-type: none"> • Emergency public information and protective action guidance • Media and Community Relations • Legislative Affairs • Tribal Affairs

6. **State: Support Annexes and Incident Annexes.** Support Annexes provide functional descriptions and specific administrative requirements for operational elements common to most incidents that are not addressed in the body of the EOP. Incident Annexes describe the mission, policies, concept of operations, and responsibilities in specific disaster responses.

a. Support Annexes:

- (A) Continuity of Operations
- (B) Critical Infrastructure (CI)
- (C) Financial Management
- (D) Mass Evacuation
- (E) Public Affairs
- (F) Strategic National Stockpile
- (G) Tribal Relations
- (H) Volunteer and Donations Management
- (I) Worker Safety and Health

b. Incident Annexes:

(A) **Biological Incident.** Describes the response to a biological terrorism event, pandemic influenza, emerging infectious disease, or novel pathogen outbreak.

(B) **Catastrophic Incident.** Establishes the strategy for implementing and coordinating an accelerated response to a catastrophic incident.

(C) **Cyber Incident.** Establishes procedures for a broad based

approach to the preparation for, remediation of, and recovery from catastrophic events impacting critical state processes and the state economy.

(D) **Food and Agricultural Incident.** Describes the actions during a terrorist attack, major disaster, or other emergencies involving agriculture, livestock and the food system.

(E) **Nuclear/Radiological Incident.** Provides an organized and integrated capability for timely, coordinated response by State agencies to nuclear/radiological incidents.

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

7. Local

- a. Local government has the responsibility for initial response and relief to the extent of their capabilities and should request State assistance only after their resources and mutual aid have been expended or are clearly inadequate to cope with disaster.
- b. Planning should occur before a disaster to provide such functions as warning, public information, search and rescue, public safety, emergency medical care, emergency shelter, evacuation, mass feeding, and damage assessment.
- c. Mutual aid agreements should be promulgated and coordination should be established with locally sited State and Federal agencies, local chapters of quasi-governmental organizations, and the local private sector. These agreements should outline any provisions for reimbursement of expenses (material and personnel) that are incurred during non-declared and declared emergencies.
- d. Emergency operations plans and standard operating procedures must be kept current and individuals must be trained in disaster operations.
- e. The local emergency management agency should maintain close liaison with the SEOC and keep State government informed from the onset of a disaster as to the situation, availability of resources, and needs to enhance effectiveness of support.

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

8. 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 the distribution of food, medicine, and supplies, in the provision of emergency shelter, and in the restoration of community services.

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

Non-Governmental Organizations (NGOs). NGOs provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims through coordination with the Governor's Office of Faith Based and Community Initiatives 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), provides grants and other types of assistance to individuals and families in disaster emergencies. The Salvation Army, Mennonite Disaster Service, food banks, other charitable organizations, and religious groups also provide valuable assistance.

VI. Concept of Operations

A. General

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

2. Local government will inform the AEMA using the reporting procedures in the local EOP, utilizing EMITS. When local resources cannot meet the needs created by a disaster, a local government that is signatory to mutual aid compacts will call for the aid of any and all other signatories.
3. When disaster conditions appear likely to exceed the combined capabilities of a local jurisdiction and mutual aid compact signatories, local governments will request the support of the State through the State Emergency Operations Center (SEOC); State resources will be supplemental to local resources.
4. AEMA will evaluate local requests for assistance based upon the level of local resource commitment and upon the availability of State resources. If the Director determines that local assets and resources have been fully utilized and State resources are available, he/she will recommend to the Governor to authorize the state's commitment to the emergency.
5. The Governor may then proclaim a "State of Emergency" and the provisions of the Alabama EOP will be invoked.
6. At this time, the SEOC may be fully activated or partially activated and necessary State agency Emergency Management Coordinators (EMCs) will be called to their EOC positions. All State resources will be committed through the SEOC. Local damage and needs assessment teams (augmented by State personnel) will be formed and dispatched to the impacted area(s). State Emergency Response Teams (SERT) may also be formed and sent to the impacted area(s) for incident response and stabilization. The Governor will usually provide direction and control from the SEOC but may also locate a forward operations center whenever the situation so requires.
7. In case of hostile actions or international hostilities, a warning will be disseminated to local governments and State agencies. The Governor or his legal successor and the heads of selected State agencies will carry out their emergency responsibilities from the SEOC or from an alternate site designated by the Governor. The State Director of Emergency Management will directly supervise the State warning communications, dissemination of public information, search and rescue functions, and coordinate the emergency functions of other State agencies.
8. State disaster relief can be provided to local governments without a Declaration of a "State of Emergency" when such resources are needed for life saving missions or to relieve suffering and hardship. If

State capabilities are exceeded, the State can request assistance from other States under provisions of the Emergency Management Assistance Compact (EMAC) or any existing Mutual Aid Compacts. Requests for EMAC assistance will be submitted as outlined in the EMAC SOG.

9. If capabilities (financial or operational) of State government are exceeded, the Governor can request Federal disaster emergency assistance. The Governor makes requests for assistance from Federal agencies administering disaster assistance programs under separate statutes to the head-administering agency. In the case of a disaster in which additional disaster assistance is required beyond that generally administered by individual Federal agencies, the Governor may make a request for Federal emergency, major disaster, or fire suppression assistance under the authority of PL 93-288, as amended by the Stafford Act, to the President through the Regional Director of the DHS/FEMA.
10. Once the President approves the request for assistance, Federal disaster assistance to the State, authorized by the Stafford Act, is coordinated by the Federal Coordinating Officer and/or the Primary Federal Official (PFO). A State Coordinating Officer (SCO) is appointed by the Governor for the purpose of coordinating State and local disaster assistance efforts with those of the Federal government. Federal disaster assistance authorized under separate statute is coordinated and provided by the administering agency.

B. Direction and Control

1. The Governor is the chief executive and has broad powers under the State Code. These powers include the authority to declare a State of emergency, direct and allocate resources in the State, and to request Federal assistance.
2. In the absence of the Governor, the following line of succession will be followed: (1) Lieutenant Governor, (2) President Pro Tempore of the State Senate, (3) then Speaker of the State House of Representatives, followed – if ever necessary – by (4) Attorney General, State Auditor, Secretary of State, or State Treasurer in the order herein named (Article I, Section 127, Constitution of Alabama of 1901).
3. Emergency/disaster operational decisions are normally implemented through the Director of the Emergency Management Agency who in times of disaster is designated the State Coordinating Officer. In his absence, the Deputy State Coordinating Officer (DSCO) or designated

successor will direct actions authorized by statute, regulation, and provisions of this plan.

4. Each Agency/Department head appoints a coordinator and alternate with authority to commit resources during an emergency. These persons may operate from the SEOC or other locations, depending upon the severity of the emergency and the directions of the AEMA Director.
5. The SEOC is located at 5898 County Road 41 in Clanton, AL. Responsibilities of the AEMA staff and various agency coordinators are summarized in Paragraph IV.

C. Continuity of Government (COG)

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

1. Definition

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

2. Applicability

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

COG has applicability for the three branches of government (executive, legislative, and judicial).

3. Background

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

4. Purpose

- a. To preserve lawful leadership and authority.
- b. To prevent the unlawful assumption of authority.
- c. To preserve vital government documents.
- d. To assure mechanisms and systems necessary for continued government direction and control are in place prior to the crisis (e.g., the ability to communicate between levels of government and, most importantly, with the public).
- e. To assure government services essential to the continued welfare of the public will be maintained during an emergency.

5. Elements of COG

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

a. Succession

1) Definition:

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

2) Objective:

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

3) Line of Succession:

Executive Branch: Governor, Lieutenant Governor [under State's 5th Constitution: elected separately from Governor]; next in line of succession: President pro Tempore of the State Senate, then Speaker of the State House of Representatives, followed- if ever necessary- by the attorney-general, state auditor, secretary of state, or state treasurer in the order herein named (Article V, Section 127, Constitution of Alabama of 1901).

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

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

b. Pre-delegation of Emergency Authorities

1) Definition:

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

2) **Objective:**

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

3) **Delegation of Authority:**

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

c. **Emergency Actions**

1) **Definition:**

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

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

2) **Objective:**

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

3) **Emergency Actions:**

The State of Alabama EOP assigns primary and support responsibilities to State agencies and personnel for emergency support functions and other support activities. Specific emergency delegations are

contained in this plan. The head of each executive department and other State commissions and departments has designated a person as Emergency Management Coordinator for that department.

d. Emergency Operations Centers

1) Definition:

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

2) Objective:

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

3) Emergency Operations Centers:

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

e. Alternate Emergency Operations Center

1) Definition:

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

2) Objective:

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

3) Alternate Emergency Operations Centers:

Two Alternate SEOC locations have been researched and identified. Both have minimal capabilities for initial alternate SEOC operations (See COOP Annex for more details).

f. Safeguarding Essential Records

1) Definition:

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

2) Objective:

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

3) Safeguarding Essential Records:

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

g. Protection of Government Personnel, Resources and Facilities

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

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

2) Objective: To assure the protection of key personnel, facilities, and resources so governments may operate

effectively to allocate needed resources and restore government functions after the emergency conditions.

D. Continuity of Operations (COOP)

1. Line of Succession

a. Agency

The line of succession for the Alabama Emergency Management Agency is as follows: Director, Assistant Director, Executive Operations Officer, General Counsel, Response Division Chief, Recovery Division Chief, and Administrative Division Chief.

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

b. Administrative Division

The line of succession for Administration is as follows: Administrative Division Director, Program Grants Branch Chief, Chief Financial Officer.

c. Recovery Division

The line of succession for Recovery is as follows: Recovery Division Chief, Mitigation Branch Director, Public Assistance Branch Director, Individual Assistance Branch Director.

d. Response Division

The line of succession for Response Division is as follows: Response Division Chief, Operations Section Chief, Logistics Section Chief, Exercise Officer, Planning Section Chief, Mutual Aid Branch Director.

2. Delegation of Authorities

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

is authorized by Alabama statutes to delegate powers, duties, and functions within the department they head

3. Alternate Facilities

(See COOP Annex)

4. Safekeeping Vital Records

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

5. Security

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

6. Communications

The State of Alabama Department of Information Services 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.

E. Resources

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

F. Administration and Logistics

1. Appointment of Officials

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

a. State Coordinating Officer (SCO)

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

b. Grant Coordinating Officer (GCO)

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

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

2. Funding and Accounting

a. Local

- 1) Each political subdivision may allocate and expend funds as appropriate for local emergency operations. State agency local emergency operations are funded by the budgeted allocations of each agency performing emergency operations.
- 2) Funds may be available from the Federal government, through the State, for approved project applications resulting from declared emergencies or major disasters.
- 3) Accounting

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

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

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

b. State

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

governments are responsible for the collecting, reporting, and maintenance of records of obligated expenditures incurred during an emergency or disaster situation. These records shall serve as a database determining the need and preparation of requests for Federal assistance.

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

3. Records

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

Complete and accurate records are necessary for the following reasons:

- To document requests for assistance.
- For reimbursement under approved applications pertaining to declared emergencies or major disasters.
- For audit reports. Detailed records will be kept from the onset of the disaster, which include, but are not limited to:
 - a) Work which is performed by force account:
 - Appropriated extracts from payrolls, with cross-references needed to locate original documents.
 - A schedule of equipment used on the job.
 - Invoices, warrants, and checks issued and paid for materials and supplies used on the job.
 - b) For work which is contracted out:
 - Copies of requests for bids 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 under a number of Federal programs. Reimbursement of approved costs for the Federal government may authorize work performed in the restoration of certain public facilities after a major disaster declaration by the President or under the statutory authority of certain Federal agencies.

E. Agreements and Understandings

1. General

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

2. Mutual Aid Agreements

- a. The statewide Mutual Aid Agreement has been accepted and signed by all 67 counties. The agreement allows the sharing of resources from state to county governments; provides a mechanism for recognition of licenses and certifications; affords tort protection as allowed by state law; and provides a reimbursement mechanism for allowable expenses incurred during the provision of support.
- b. There are two additional Compacts that facilitate the sharing of resources between and among city and county governments within the state. These agreements are the North Alabama Mutual Aid Compact and the South Alabama Mutual Aid Assistance Compact. Like the statewide agreement, these documents allow the sharing of resources from state to county governments; provide a mechanism for recognition of licenses and certifications; afford tort protection as allowed by state law; and provide a reimbursement mechanism for allowable expenses incurred during the provision of support.
- c. Agreements between elements of the same government will be included within the plans of those elements. Details of such agreements, which are inappropriate for inclusion in these plans, will be set forth in supporting operations procedures, instructions, or other directives of the units of government concerned.

- d. Unless otherwise provided, agreements remain in effect until rescinded or modified. Annual or other periodic updates will prevent them from becoming outdated.
- e. A clear Statement of agreement regarding payment reimbursement for personal services rendered, equipment costs, and expenditures of material is mandatory.

3. Agreements

- a. Agreements with private relief organizations provide immediate aid to disaster victims, and provide some types of aid that government is unable to render.
- b. The Fire Suppression Agreements used by the Alabama Forestry Commission provide for appropriate assistance between States in wildfire fighting situations. The State of Alabama is a signatory of the Southeastern Forest Fire Compact and may give/receive resources to/from other regional compacts, especially the South-central Forest Fire Compact.
- c. A signed continuous Federal and State Agreement for emergency situations is maintained between the Governor of Alabama and the FEMA Regional Director acting for the President. This agreement is amended for each specific occurrence. In addition, FEMA Region IV and the AEMA periodically renew a Memorandum of Understanding (MOU) which outlines Federal and State responsibilities in a major or catastrophic disaster. This MOU is maintained in the office of the Director AEMA.

4. 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 effective response and provide for the general safety and health of citizens. These documents provide guidance on requesting, or providing, aid between the State of Alabama and other EMAC States. Each EMAC member State must stand prepared to coordinate a request for, or the provision of, interstate mutual aid between member States when needed, usually in response to an actual or threatening major disaster. Alabama is currently a member state in the EMAC.

5. AMAS (Alabama Mutual Aid System)

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

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

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

6. State Regional Mutual Aid Organizations

a. North Alabama Mutual Assistance Association (NAMAA)

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

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

b. 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 counties of Baldwin, Barbour, Butler, Choctaw, Clarke, Coffee, Conecuh, Covington, Crenshaw, Dale, Dallas, Geneva, Henry, Houston, Lowndes, Marengo, Monroe, Montgomery, Pickens, Pike, Sumter, Tallapoosa, Washington and Wilcox.

F. Assistance Stipulations

1. Insurance

- a. The commercial insurance companies and their adjustment agencies are the primary point of contact for insurance claims. Complaints should be referred to the State Insurance Commissioner. A representative of the Alabama Insurance Underwriting Association is usually dispatched to a disaster area to assist with claim problems.
- b. The National Flood Insurance Program (NFIP) makes available from commercial companies flood insurance to communities, families, and individuals. The community having flood prone areas, as identified by the Federal Insurance Administration, must enter the NFIP and adopt and enforce land use and control measures before private citizens may become eligible for flood insurance.

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

assistance shall be contingent upon compliance with these requirements within a six-month period.

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

6. Consumer Protection

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

7. Environment

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

8. Minimum Standards for Public and Private Structures

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

9. Availability of Materials

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

VII. Incident Management Actions

A. Actions

This section describes incident management actions ranging from the initial notification to early coordination efforts to assess and deter, to activation of the EOP and deployment of State resources.

1. Notification and Assessment

Counties, cities, towns, 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.

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

1) The AEMA is required to report information relating to actual or potential emergency or disaster situations to the RRCC. However, Terrorist threats and actual incidents with a potential or actual terrorist link should be reported immediately to local or regional Joint Terrorism Task Force (JTTF). This information may include:

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

- b) Announcement of emergency declarations made under State or local authority;
 - c) Activation of State or National mutual-aid agreements or compacts in response to incidents resulting in emergency declarations or requiring Federal assistance.
 - 2) Local Governments use established reporting mechanisms with State departments and agencies.
- b. **Threat Monitoring and Initial Incident Assessment.** The AEMA maintains daily situation awareness to identify threats and hazards inside of or approaching the borders of the State of Alabama and passes that information to State and local emergency management agencies, as appropriate. This includes monitoring the following networks/agencies for continuous updates.
 - 1) Emergency Management Information Tracking System (EMITS)
 - 2) National Weather Service Broadcasts
 - 3) AEMA Southern LINC and UHF radio systems
 - 4) Toll free HAZMAT and reporting telephone line
 - 5) National Warning System (NAWAS) Hotline (State and Regional circuits)
 - 6) Critical Infrastructure Warning Information Network (CWIN)
 - 7) Tennessee Valley Authority (TVA) Hotline
 - 8) Farley Nuclear Hotline and 800Mhz Radio System
 - 9) LightSquared satellite telephone for Central United States earthquake Consortium (CUSEC) activity
 - 10) Commercial and Satellite broadcast Networks
 - 11) Internet based systems
 - 12) National Response Center (NRC) Facsimile Transmissions
 - 13) Alabama National Guard Radio Network
 - 14) The Emergency Alert System (EAS) for AMBER Alerts
- c. **Dissemination of Warnings and Bulletins**
 - 1) Watches, warnings and bulletins are issued by various agencies based on their missions and authorities. For example, the National Weather Service issues weather-

related notices to warn the public of storms and severe weather.

- 2) The AEMA monitors these warnings and bulletins and disseminates them to the appropriate local governments and/or agencies to inform them of possible or probable incidents that will require action.

2. Activation

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

3. Requests for Assistance

- a. State Support to Counties. AEMA processes requests for assistance from local governments once local resources are clearly insufficient to respond to the local incident/emergency.
- b. State Support to States. Once it is apparent that local and State resources are not adequate to respond to the incident/emergency, the Governor can request assistance from States that are members of the Emergency Management Assistance Compact (EMAC).
- c. Federal Support to States. If the emergency/disaster is large enough to warrant a request for EMAC support, it usually is large enough to justify a request for Federal assistance. The Governor can request, through FEMA, Presidential disaster or emergency declarations under the Stafford Act. These requests indicate the extent of the damage and the types of Federal assistance required. FEMA forwards the request to the White House, simultaneously notifying the Secretary of Homeland Security. If a declaration is issued, FEMA designates the types of assistance to be made, and the counties eligible to receive assistance. In some cases of large-scale catastrophic events, the Stafford Act authorizes declarations without a Governor's request.

4. Preparedness Actions

Preparedness, in the context of an incident, involves actions to enhance readiness to respond to a potential incident and minimize its impact. The majority of initial preparedness and incident mitigation actions are

performed by local government, and include efforts to protect the public and minimize damage to property and the environment.

- a. **Public Health and Safety.** These actions focus on the detection, prevention, or reduction of impact to public health and safety. These actions can include environmental analysis, plume modeling, evacuation planning, emergency shelter planning, air monitoring, emergency broadcasts, etc. They may also include site and public health surveillance and testing, immunizations, and isolation or quarantine for biological and agricultural incidents.
- b. **Responder Health and Safety.** The safety and health of responders is also a priority. These actions could include training of responders for certain known or suspected hazards, purchase of special equipment, analysis of previous incidents and integration of lessons learned during those incidents, and assembly of lists and characteristics of hazardous materials stored or used in the jurisdiction.
- c. **Property and the Environment.** This could include such actions as sandbagging in anticipation of a flood, or booming of environmentally sensitive areas in response to a potential oil spill.

5. Response Actions

Once an incident occurs, the priorities shift from prevention, preparedness, and mitigation to immediate and short-term response activities to preserve life, property, the environment, and the social, economic, and political structure of the community. Response actions include, but are not limited to:

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

6. Recovery Actions

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

7. Mitigation Actions

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

8. Demobilization

When a centralized County or State coordination presence is no longer required in the 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 transitions to individual agencies, as appropriate.

9. After-Action Report

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

VIII. Training and Exercises.

A. Training

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

1. Formal training sessions will be conducted in accordance with emergency management doctrine and procedures approved by accredited emergency management organizations.
2. All emergency management personnel will be encouraged to utilize distance learning courses available through several emergency management organizations. These organizations include, but are not limited to the Emergency Management Institute (EMI), Center for Domestic Preparedness (CDP), the National Fire Academy (NFA), the Homeland Security Office (HSO) and the Office of Domestic Preparedness (ODP). There are also several courses offered by universities throughout the United States. These include courses offered by the University of Michigan, Louisiana State University and the University of Texas.
3. All training conducted by this agency will be documented by the training office. The training office will maintain student rosters and lesson critiques on completed training. In addition, the training office will evaluate and document training instructor qualification. The training officer will maintain a list of qualified instructors and the individual courses they are qualified to teach.

B. Exercises

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

1. Several exercises are scheduled to be conducted on an annual basis. These include the Radiological Emergency Preparedness (REP) exercises for Farley and Brown's Ferry Nuclear Power Plants, and State level exercises for the State Emergency Operations Center.
2. Other exercises are conducted as required and as funds to support them are available. These include all hazards workshops and exercises for the other State agencies and the Counties as well as Mutual Aid Teams.
3. Conduct and participation in exercises 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.

IX. Preparedness and Plan Maintenance.

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

A. Plan Maintenance

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

- 1. Types of changes.** Changes include additions of new or supplementary material and deletions of material that is no longer applicable. No proposed change should contradict or override authorities or other plans now contained in statute or regulation.
- 2. Coordination and Approval.** Any department or agency may propose and develop a change to the EOP. The department or agency proposing the change is responsible for coordinating the change among primary and support agencies of each effected ESF and any associated agency program areas as required. The proposing agency must then:
 - Obtain the official written approval for the change from the appropriate senior officials of the effected agency; and
 - Provide the final change to the Alabama Emergency Management Agency for tracking, review, and official issuance.
- 3. Notice of Change.** After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, AEMA will issue an official notice of change.

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

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

C. The NIMS Integration Center

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

X. EOP Implementation Guidance

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

XI. Authorities and Reference

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

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

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

C. Alabama Constitution.

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

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

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

G. National Response Framework dated January 2008

H. National Incident Management System dated March 1, 2004

I. Homeland Security Presidential Directive 5, February 28, 2003: Management of Domestic Incidents

J. Homeland Security Presidential Directive 8, December 17, 2003: National Preparedness

K. Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide 101 v2 dated November 2010