

FLORENCE-LAUDERDALE COUNTY

EMERGENCY OPERATIONS PLAN

April 2012



Prepared By:

FLORENCE-LAUDERDALE COUNTY EMERGENCY MANAGEMENT AGENCY

IN COORDINATION WITH

THE PREPAREDNESS DIVISION

OF THE

ALABAMA EMERGENCY MANAGEMENT AGENCY

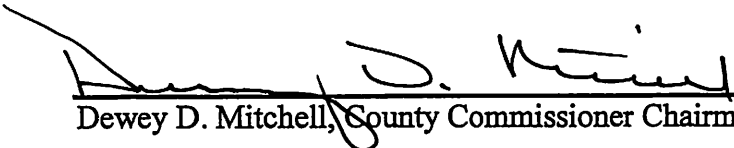
AND

LEE HELMS ASSOCIATES, L. L. C.



“All Disasters Are Local”

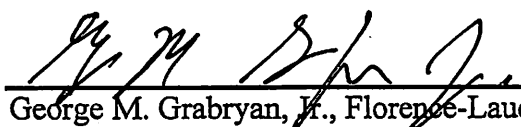
SIGNATORIES



Dewey D. Mitchell, County Commissioner Chairman/Probate Judge



Bobby Irons, City of Florence, Mayor



George M. Grabryan, Jr., Florence-Lauderdale County EMA Director

TABLE OF CONTENTS

Forward	4
Acronyms and Abbreviations.....	5
Introduction	11
Overview.....	11
EOP Unpacked.....	12
Scope.....	17
Response DOCTRINE.....	21
Part of a Broader Strategy	24
Chapter 1 – Roles and Responsibilities	26
Local	26
The Private Sector and NGOs.....	29
County and Municipal Governments	32
State Government.....	35
Federal Government.....	37
Chapter 2 – Response Actions.....	42
Prepare	42
Respond.....	47
Recover	60
Chapter 3 – Response Organization	63
Key Concepts	63
Local Response: Structures and Staffing	65
State Response: Structures and Staffing	71
FEDERAL RESPONSE: STRUCTURES AND STAFFING	74
Chapter 4 – Planning: A critical Element of effective Response	87
The EOP and Planning.....	87
The Value of Planning	87
Local Preparedness	87
The Federal Planning Structure	88
The Local and State Planning Structure.....	89
Criteria for Successful Planning	89
Chapter 5 – Additional Resources	91
Effective Date and EOP Implementation.....	91
TAB A - ESF Functional Assignment Chart	TAB A-1
TAB B – Emergency Organization Chart.....	TAB B-1
TAB C – EOP Operations Staff.....	TAB C-1

Appendix: Glossary Of TermsAP 1-1

FOREWORD

This is the public version of the Florence-Lauderdale Emergency Management Agency's (FLEMA) Emergency Operations Plan (EOP). This is the basic document.

The EOP, via the Alabama Emergency Operations Plan, National Response FLEMA EOP, 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, private-sector, and nongovernmental organizations;
- Maximize efficient utilization of resources needed for effective incident management;
- Improve communications and increase situational awareness;
- Facilitate mutual aid and city/county support to county and municipal governments;
- Facilitate county-to-county support;
- Provide proactive and integrated county 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). 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, city/county agencies that partner with state 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 and as such are considered operational documents and information and not included in this version of the plan.

The Standard Operating Guidelines (SOGs) required for the implementation of the Florence-Lauderdale Emergency Operations Plan (FLEOP) 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 FLEOP will be undertaken by the FLEMA Director and those agencies and departments of city/county government having emergency assignments. The FLEMA Director will insure that a list of all plan holders is maintained at the FLEMA Office and that updates are sent to each one of these individuals.

This plan requires fair and equal treatment to all regardless of race, creed, color, national origin, sex, age, or handicap. First priority will always be to save lives, second is protection of the environment, and third is mitigation of damage to property.

The county will conduct all response and recovery operations using the Incident Command System (ICS). The Integrated Emergency Management System is the foundation of the city/county's emergency and disaster preparedness, response, recovery, and mitigation programs, as it is for the State EMA. 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 city/county resolutions.

The FLEOP is an all-discipline, all-hazards plan that establishes a single, comprehensive plan for the management of domestic incidents. It provides the structure and mechanisms for the coordination of county support to local incident managers and for exercising direct county authorities and responsibilities. The FLEOP assists in the important missions of preventing terrorist attacks within the county; 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.

This plan supersedes any previous emergency management/civil defense plans promulgated by the county for this purpose. It provides a FLEOP in which the departments of the county, cities, and towns can plan and perform their respective emergency functions during a disaster or national emergency. This plan recognizes the need for ongoing Emergency Management Planning by all jurisdictions of government within the city of Florence and Lauderdale County.

This plan attempts to be all inclusive in combining the four phases of Emergency Management, which are:

- Mitigation: Those activities which eliminate or reduce the probability of disaster;
- Preparedness: Those activities which government, organizations, and individuals develop to save lives and minimize damage;
- Response: To prevent loss of lives and property and provide emergency assistance; and
- Recovery: Short-term and long-term activities which return the community to normal or with improved standards.

This plan is in accordance with existing federal, state, and local statutes. It has been concurred by the County Commission Chairman, the Mayor of the city of Florence, FLEMA/911 Director and Alabama Department of Homeland Security Point of Contact, and the Alabama Emergency Management Agency. It will be revised and updated as required. All recipients are requested to advise the FLEMA Director of any changes which might result in this plan's improvement or increase in usefulness.

ACRONYMNS AND ABBREVIATIONS

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

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

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

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

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

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

FLORENCE-LAUDERDALE EMERGENCY MANAGEMENT AGENCY

EMERGENCY OPERATIONS PLAN

INTRODUCTION

OVERVIEW

The FLEMA was established pursuant to Section 6 of the Alabama Emergency Management Act of 1955 by Lauderdale County Emergency Management Resolution of 1984 and Florence Emergency Management Ordinance of 1984.

The FLEMA is the focal point for Florence and Lauderdale County in reference to emergency planning, mitigation, preparedness, response, and recovery. The mission of the agency is to meet the needs of people facing emergencies and disasters by playing a leading role in (a) local efforts to aid victims, (b) building the emergency management capacity of local governments, and (c) the general enhancement of emergency management by integration of its four functions - mitigation, preparedness, response, and recovery.

- A. This plan is developed, promulgated, and maintained under the federal, state, and local statutes and regulations.
- B. Code of Alabama, Title 31, Chapter 9, Section 6 (31-9-6) known as “Alabama Emergency Management Act of 1955; Act 47.”
- C. Code of Alabama, Title 29, Chapter 3, known as the “Interim Succession Act, Act 875.”
- D. Alabama Constitution.
- E. Governor’s Executive Order #15, February 15, 1994.
- F. 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.”
- G. Public Law 81-920, Federal Civil Defense Act of 1950, as amended.
- H. CFR, Title 44, Part 200 et seq.
- I. Resolution, Lauderdale County Commission, March 26, 1984
- J. Ordinance, City of Florence, April 3, 1984
- K. Agreement, City of Florence and Lauderdale County Commission, April 10, 1984

This EOP is built upon flexible, scalable and adaptable coordinating structures to align key roles and responsibilities across the county. 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 national template for managing incidents.

The term “response” as used in the FLEOP includes immediate actions to save lives, protect property and meet basic human needs. Response also includes the execution of emergency operations plans, actions to support short-term recovery and some short-term mitigation activities. The FLEOP is always in effect and can be implemented as needed on a flexible, scalable basis that can help improve response. This plan supersedes any previous FLEOP. It details preparedness actions to be taken by local governments before the occurrence of a disaster. Response does not include prevention or protection activities.

INTENDED AUDIENCE

The FLEOP is written especially for government executives, private-sector, and nongovernmental organization (NGO) leaders, and emergency management emergency managers. First, it is addressed to senior elected and appointed leaders, such as local department or agency heads, mayors, and city or county officials – those who have a responsibility to provide for effective response. For the county to be prepared for any and all hazards, its leaders must have a baseline familiarity with the concepts and mechanics of the FLEOP. The audience for this version is the general public.

At the same time, the FLEOP informs emergency management emergency managers, explaining the operating structures and tools used routinely by first responders and emergency managers at all levels of government. For these readers, the FLEOP is augmented with online access (provided by FEMA) to supporting documents, further training, and an evolving resource for exchanging lessons learned.

This FLEOP is based upon the Alabama EMA EOP and the National Response Framework (NRF). To support users of the NRF, the Department of Homeland Security has created an online NRF Resource Center, available at <http://www.fema.gov/NRF>. This online resource will routinely grow and evolve in support of such frameworks and those who work with the frameworks. The initial postings contain multiple supporting documents, operational plans, standard forms, and other tools that are commonly used by the incident management community. The site will further explain technical aspects of the NRF, and will routinely post supporting documents as they are newly generated or improved.

Local officials are encouraged to recommend improvement or appropriate changes to this plan.

FLEOP UNPACKED

The FLEOP presents overall key response principles, participants, roles and structures that guide the city’s/county’s response operations. The remainder of the FLEOP is organized as follows:

Chapter I – Roles and Responsibilities. This chapter provides an overview of the roles and responsibilities of key partners at the local, state, and federal levels who implement the FLEOP. This includes an important role for the private sector and nongovernmental organizations (NGOs). This chapter sharpens the focus on who is involved with the FLEOP and what must be done to build and maintain essential response capabilities.

Chapter II – Response Actions. This chapter describes the three phases of incident management: prepare, respond and recover. It also outlines key tasks related to each in order to bring clarity to the actual work of incident management.

Chapter III – Response Organizations. This chapter explains how we as a county are organized to implement response actions. It describes the organizational structures that have been developed, tested, and refined over time and how these structures are applied at all levels to support an effective response. The key staff positions needed to operate this system are explained and their relationships and dependencies outlined. The FLEOP's response structures are based on the National Incident Management System (NIMS), particularly on its Incident Command System (ICS).

Chapter IV – Planning: A Critical Element of Effective Response. This chapter emphasizes the importance of planning as the basis of city/county preparedness and briefly summarizes planning structures relevant to the FLEOP.

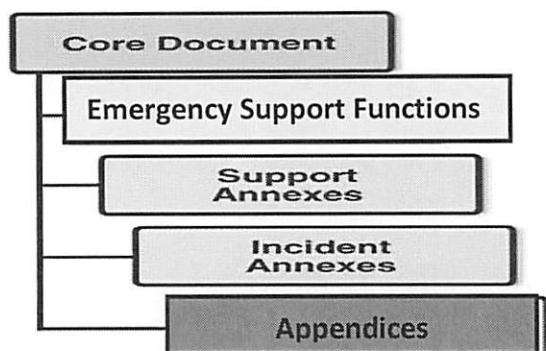
Chapter V – Additional Resources. As indicated earlier, the Florence-Lauderdale County EOP is comprised of the Basic Document, the Emergency Support Functions (ESF), Support and Incident Annexes, and an Appendix. The basic document should require significant change rarely. However, the operational planning and detailed work of developing stronger emergency management plans and capabilities will require a continued rapid pace of change in the months and years ahead.

HOW THE FLORENCE-LAUDERDALE EOP IS ORGANIZED

The plan has been approved by the County Commission Chairman, Florence City Mayor, and the FLEMA Director. Approval is conveyed by the signature page which is included in the FLEOP.

The FLEOP includes the Basic Document, which describes the principles that guide our response roles and responsibilities, as well as supplemental documents that provide more detailed information to assist emergency managers in implementing the FLEOP.

Figure 1. Organization of the FLEOP



- **Emergency Support Functions (ESF)** group local resources and capabilities into fifteen functional areas that are most frequently needed in a local response (e.g., Transportation, Firefighting, and Mass Care). Each functional area, or ESF, is coordinated by a department or agency. The ESFs reflect the core expertise of the various local departments and agencies. ESFs describe county resource management functions before, during, and after an incident.
- **Support Annexes** describe essential supporting aspects of the local response that are common to most incidents (e.g., Financial Management, Volunteer and Donations Management, Private Sector Coordination). These annexes provide additional detail for the FLEOP and will need to change to reflect the continuing development of the FLEOP.
- **Incident Annexes** address the unique aspects of how we respond to several categories or types of incidents (e.g., Nuclear/Radiological, Terrorist, and Earthquake). Specifically, the Incident Annexes describe incident-specific policies and procedures for Earthquake, Hurricane, Flooding, Severe Weather, Terrorism Incident Emergency Management, Animal Disease Emergency Management, Radiological Emergency Preparedness, Browns Ferry Nuclear Power Plant, Strategic National Stockpile, and Cyber Incidents.
- **Appendix** contains a glossary of terms.

The FLEMA revised its Emergency Operations Plan in 2012 to 15 Emergency Support Functions (ESF), aligning the local format with the National Response Framework. It is more user friendly than the previous format, as it removes the necessity for some of the repetition that appeared in the prior format and reduced the overall length of the document.

The ESFs provide the structure for coordinating interagency support for a local response to an incident. ESFs are mechanisms for grouping functions most frequently used to provide county support to local jurisdictions. Each function, support, and incident annex has a coordinating agency assigned based on that agency's level of expertise on the subject matter in the annex. The ESF formatted FLEOP clearly indicates the agencies that have accepted responsibility for the different aspects of the county's response and the agencies that support them.

Some of the support and incident annexes were a part of the FLEOP in its previous format. Other annexes are entirely new, such as Financial Management and Private Sector Coordination. All will continue to be updated as needed and reviewed annually.

RESPONSE: THE WHO

An effective, unified city/county response requires layered, mutually supporting capabilities. The FLEOP systematically incorporates public-sector agencies, the private sector, and NGOs. It also emphasizes the importance of personal preparedness by individuals and households.

Local jurisdictions, states, federal government, private sector, and NGOs should each understand their respective roles and responsibilities, and complement each other in achieving shared goals. Each governmental level plays a prominent role in developing capabilities needed to respond to incidents. This includes developing plans, conducting assessments and exercises, providing and directing resources and capabilities, and gathering lessons learned. These activities require that involved organizations understand their roles and responsibilities, and how they fit within and are supported by the *FLEOP*.

Even when a local jurisdiction is overwhelmed by an incident, there is still a core, sovereign responsibility to be exercised at this local level, with unique incident response obligations to coordinate with state, federal and private sector support teams. Each organization or level of government therefore has an imperative obligation to fund and execute its own core emergency management responsibilities.

Below is a brief summary of emergency management roles at the local and state levels, as well as the roles of private sector organizations.

Local Jurisdictions. Resilient communities begin with prepared individuals and families and the leadership and engagement of local government and the private sector. Individuals, families and caregivers to those with special needs should enhance their awareness of risk and threats, develop family emergency plans that include care for pets and companion animals and prepare emergency supply kits. Individuals can also volunteer in their communities.

Local police, fire, public health and medical providers, emergency management, public works, environmental response professionals and others in the local jurisdiction are often the first to detect a threat or hazard, or respond to an emergency. They also are often the last to leave an incident site or otherwise to cope with the effects of an incident. The local senior elected or appointed official (the County Commission, Probate Judge, Mayor, or City Council) is responsible for ensuring the public safety and welfare of citizens. In today's world, senior officials and their emergency managers build the foundation for an effective response. They organize and integrate their capabilities and resources with neighboring jurisdictions, the state and the private sector. Increasingly, private sector businesses are vital partners within local jurisdictions wherever retail locations, service sites, manufacturing facilities or management offices are located. Local governments are closest to those impacted by natural disasters, and have always had the lead in response and recovery. When an incident occurs that exceeds local resources, the state government provides resources and capabilities to support the local response.

Availability of resources: The Operations Officer in the EOC will coordinate the availability of resources from each emergency coordinator of the applicable agency.

Resources available for mutual aid: Twenty-five percent (or greater on a case by case basis) of local resources will be available for mutual aid support.

State. States are sovereign entities, and the governor has the primary responsibility for the public safety and welfare of residents.

The state has significant resources, including the Alabama Emergency Management and Homeland Security Agency, state police, health agencies, transportation agencies, and the National Guard. The role of state government in incident response is to supplement local efforts before, during and after incidents. During incident response, the state plays a key role by coordinating resources and capabilities from across the state and obtaining resources and capabilities from other states. If the state anticipates that its resources may become overwhelmed, the governor can request assistance from the federal government or from other states through the Emergency Management Assistance Compact (EMAC).

Many responses utilizing state resources during emergency/disaster operations will require the expenditure of funds. The governor has the authority to determine the manner in which such state services will be funded. For the purpose of this FLEOP, it is assumed that payment for state responses will be as directed by the governor. When an incident occurs that exceeds state and local resources, the federal government provides resources and capabilities to support the state response.

The Federal Government. The federal government maintains a wide array of capabilities and resources that can be made available upon request of the governor. When an incident occurs that exceeds state and local resources, the federal government provides resources and capabilities to support the state response.

Overall coordination of federal incident management activities is the responsibility of DHS. Other federal departments and agencies carry out their incident management and emergency response authorities and responsibilities within the overarching coordinating mechanisms of the National Response Framework (which superseded the National Response Plan). DHS surges federal coordination structures at the headquarters, regional and field levels to coordinate federal support.

The Private Sector. The private sector includes many distinct entities, including for-profit businesses (publicly-traded or privately owned), trade associations and NGOs, not-for-profit enterprises, faith-based organizations and other voluntary organizations. From another perspective, the private sector is comprised not only of organizations, but of individual citizens and families, who have important obligations to be prepared for emergencies.

Private sector businesses play an essential role in protecting critical infrastructure systems and implementing plans for the rapid restoration of normal commercial activities and critical

infrastructure operations in the event of disruption. This can mitigate the impact of a disaster or emergency, improve the quality of life of individuals and accelerate the pace of recovery for local jurisdictions and the nation. The private sector, NGOs in particular, contributes to response efforts through engaged partnerships with government to assess potential threats, evaluate risk and take actions as may be needed to mitigate threats. They are encouraged to develop contingency plans and to work with local and state planners to ensure their plans are consistent with pertinent plans, the NIMS, and this FLEOP.

NGOs also serve a vital role in an effective response by mitigating potential risks and performing essential service missions within local jurisdictions in times of need. They provide mass sheltering, emergency food supplies, counseling services or other support services. Such NGOs bolster and support government efforts at all levels.

INCIDENT RESPONSE: THE WHAT AND THE HOW

The FLEOP is always in effect, and elements can be implemented at any level at any time. The FLEOP is capabilities based, which is to say that local governments develop functional capabilities and identify resources that may be required based on hazard identification and risk assessment, threats, and other potential incidents such as those represented by the Florence-Lauderdale Planning Scenarios.

The FLEOP describes what we do and how we respond. In short, the FLEOP explains how, at all levels, the city/county effectively manages all-hazards response consistent with the state and national strategy for Emergency Management/Homeland Security. The remainder of this Introduction explains the FLEOP's scope, the response doctrine that animates it, and the preparedness strategy of which it is a part.

SCOPE

The FLEOP provides structures for implementing county-level policy and operational coordination for incident response. It can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to an incident. Selective implementation allows for a scaled response, delivery of the exact resources needed, and a level of coordination appropriate to each incident.

In this document, incidents include actual or potential emergencies or all-hazard events that range from accidents and natural disasters to actual or potential terrorist attacks.

Examples of hazards common to Florence/Lauderdale as noted by the Planning Department in the Florence-Lauderdale Multi-Hazard Mitigation Plan are as follows:

- Earthquakes have a low probability of occurring and have not been reported to cause damage within the area.
- Dam failures within the area are unlikely to occur, but are possible.

- The area occasionally experiences short droughts and extreme heat conditions during the summer months. The area has extreme temperatures consisting of hot summers and cold winters within each of the participating jurisdictions. Lauderdale County is susceptible to extreme temperatures. There is a high probability of an extreme temperature event occurring.
- The extent of a potential flood hazard event is low within the participating jurisdictions. However, damage from flood events will cause thousands of dollars in property and agricultural damage.
- The Florence-Lauderdale EMA conducted a Hazardous Materials Probability and Frequency Study. This analysis is made a part of this plan. See ESF # 10.
- Participating jurisdictions have a 16% likelihood of being affected when hurricanes are within a one hundred mile radius. Lauderdale County lies within a 2% to 0% risk zone when a hurricane is within a 30 to 60 mile radius of the county. When the hurricane arrives within the area it is downgraded to a tropical depression with thunderstorms. Damaged buildings, power lines and fallen trees are a few of the potential disaster occurrences.
- The extent of the potential of a landslide hazard event is within the participating jurisdictions located on the western end of Lauderdale County. The potential damage of the event is low, with no historic landslides occurring.
- Lauderdale County is not a host disaster event county for Limestone County which contains the Tennessee Valley Authority Brown's Ferry Nuclear facility. Browns Ferry is located on 840 acres beside Wheeler Reservoir near Athens, Alabama, and is within the 10 mile Emergency Planning Zone (EPZ). This facility raises concerns for a potential disaster occurrence although the possibility is low.
- Land subsidence was assessed as a threat by all areas of Lauderdale County. In addition, sinkholes will require adequate planning to mitigate potential damages. More data is needed to assess and appropriately mitigate like disasters. The extent of the potential hazard event is within all jurisdictions. There is expected to be moderate damages when the event occurs.
- Severe storm events for this planning document include hail, lightning, and thunderstorms with high winds. The combination of these events or as individual occurrences has been deadly within the participating jurisdictions. According to the National Weather Service (NWS), Lauderdale County has experienced each of the collective severe storm events. These events have resulted in deaths, injuries, property damage and crop damage throughout the jurisdiction. The extent of the potential hazard event can occur in each of the participating jurisdictions. Lauderdale County is at high risk of damage from these events.
- Tornadoes were assessed as a threat by every jurisdiction of Lauderdale County.

- Wildfires will continue to be an ongoing threat for the area.
- Winter storms were identified as a potential threat for the entire area. The extent of the potential hazard event affects all the jurisdictions. There is potential for at least one event every year with low to moderate damages.
- Terrorist threats are becoming more common and are usually directed toward public facilities such as schools, government buildings, banks, and large department stores.
- Animal Disease emergencies are a growing concern and could have extensive economic impact on the county.
- Another growing concern is the possibility/probability of a Pandemic Flu outbreak. This hazard is unique in that it will be so widespread that jurisdictions will not be able to aid each other as they do in other disasters.

Natural Hazards and probabilities were identified from the Florence-Lauderdale Multi-Hazard Mitigation Plan as stated above. More detailed information is in the Florence-Lauderdale Multi-Hazard Mitigation Plan that is available from the Florence-Lauderdale Emergency Management Agency.

PROBABILITY RANKING	HAZARD	IMPACT LEVELS		
		HI	MODERATE	LOW
	NATURAL HAZARDS			
1	Severe Storms	X		
2	Tornadoes	X		
3	Droughts	X		
4	Extreme Temperatures/Heat	X		
5	Winter Storms		X	
6	Subsidence (sink holes)		X	
7	Floods			X
8	Earthquakes			X
9	Hurricanes			X
10	Landslides		X	
	MAN-MADE HAZARDS			
1	Wildfires	X		
2	Pandemic Flu Outbreaks	X		
3	Terrorists Attacks	X		
4	Animal Diseases		X	
5	Dam/Levee Failure			X
6	Nuclear			X
7	Hazardous Materials	X		

Source: Florence-Lauderdale Multi-Hazard Mitigation Plan and FLEMA

The FLEOP is intended to accelerate and make more disciplined the county's capacity to rapidly assess and respond to incidents that require state assistance. In practice, many incidents require virtually spontaneous activation of interagency coordination agreements to prevent the incident from becoming worse or to surge more aggressively to contain it. A city/county department or agency acting on independent authority may be the initial and the primary city/county responder, but incidents that require more organized county response efforts are now actively coordinated through the appropriate mechanisms described in this document and in its supporting annexes.

Initial coordination of city/county incident assessment and response efforts is intended to occur seamlessly, without need for any formal trigger mechanism such as a written declaration by the County Commission Chairman/City of Florence Mayor/Other Local Officials. This will support a more vigorous and coordinated response by the entire emergency management community.

RESPONSE DOCTRINE

Five Key Principles

- 1. Engaged partnership**
- 2. Tiered response**
- 3. Scalable, flexible, and adaptable operational capabilities**
- 4. Unity of effort through unified command**
- 5. Readiness to act**

Response doctrine defines basic roles, responsibilities, and operational concepts for response across all levels of government and with NGOs and the private sector. The overall objective of response activities centers upon saving lives and protecting property and the environment. Five key principles of operations define response actions in support of the city/county's response mission. Taken together, these five principles of operation constitute the city/county response doctrine.

As stated in the National Response Framework, this response doctrine “evolves in response to changes in the political and strategic landscape, lessons learned from operations, and the introduction of new technologies. Doctrine influences the way in which policy and plans are developed, forces are organized and trained, and equipment is procured. It promotes unity of purpose, guides professional judgment, and enables responders to best fulfill their responsibilities.”

Response doctrine evolves slowly. Response strategy and the FLEOP merit periodic review and revision, while operational plans supporting the FLEOP must be tested and improved through a process of continuous innovation. The last is especially true regarding operational plans to counter the threat of a terrorist attack.

Response doctrine is comprised of five key principles: (1) engaged partnership, (2) tiered response, (3) scalable, flexible, and adaptable operational capabilities, (4) unity of effort through unified command, and (5) readiness to act. An introductory word about each follows.

ENGAGED PARTNERSHIP

Leaders at all levels must communicate and actively support engaged partnerships by developing shared goals and aligning capabilities so that no one is overwhelmed in times of crisis. Layered, mutually supporting capabilities at city, county, federal, state, and local levels allow for planning together in times of calm and responding together effectively in times of need. Engaged partnership includes ongoing communication of incident activity among all partners to the FLEOP, and shared situational awareness for a more rapid response. In particular, the potential for terrorist incidents requires a heightened state of readiness and quick, practiced capabilities baked into the heart of our preparedness and response planning.

Engaged partnerships are essential to preparedness. Effective response activities begin with a host of preparedness activities conducted well in advance of an incident. Preparedness involves a combination of planning, resources, training, exercising, and organizing to build, sustain, and

improve operational capabilities. Preparedness is the process of identifying the personnel, training, and equipment needed for a wide range of potential incidents, and developing jurisdiction-specific plans for delivering capabilities when needed for an incident.

Preparedness activities should be coordinated among all involved agencies within the jurisdiction, as well as across jurisdictions. Integrated planning, described later in this *FLEOP*, will assist in identifying gaps in capability and developing strategies to fill those gaps.

TIERED RESPONSE

Incidents must be managed at the lowest possible jurisdictional level and supported by additional response capabilities when needed. It is not necessary that each level become overwhelmed, or fail, prior to surging resources from another level.

Most incidents begin and end locally and are completely managed at the local level. Many incidents require additional resources or support from across the jurisdiction, and some require additional support from neighboring jurisdictions or the state. A few require national support. City/County response protocols recognize this and are structured to provide additional, layered levels of support when there is a need for additional resources or capabilities to support and sustain the response and initial recovery. All levels should be prepared to respond, anticipating resources that may be required.

SCALABLE, FLEXIBLE, AND ADAPTABLE OPERATIONAL CAPABILITIES

As incidents change in size, scope, and complexity, the response must adapt to meet requirements. The number, type, and sources of resources must be able to expand rapidly to meet needs associated with a given incident. The *FLEOP*'s disciplined and coordinated process can provide for a rapid surge of resources from all levels of government, appropriately scaled to need. Execution must be flexible and adapted to fit each individual incident. Responders must remain quick and adaptable for the duration of a response and as needs grow and change. Equally, the overall response should be flexible as it transitions from the response effort to recovery.

This *FLEOP* is grounded in doctrine that demands a tested inventory of common organizational structures and capabilities that are scalable, flexible, and adaptable for diverse operations. Adoption of the *FLEOP* across all levels of government and with businesses and NGOs will facilitate interoperability and improve operational coordination.

UNITY OF EFFORT THROUGH UNIFIED COMMAND

Effective unified command is indispensable to all incident response activities and requires a clear understanding of the roles and responsibilities of each participating organization. Success requires unity of effort, which respects the chain of command of each participating organization while seeking to control and use the skills and resources of coordination across jurisdictions in support of common objectives.

Unified command is an important element across multi-jurisdictional or multi-agency incident management activities. It provides a structure to enable agencies with different legal, geographic and functional responsibilities to coordinate, plan and interact effectively. As a team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to provide joint support through mutually developed incident objectives and strategies established at the command level. Each participating agency maintains its own authority, responsibility and accountability. This FLEOP employs the NIMS structures and tools that enable a unified command approach to be effective both on scene and at the emergency operations center.

The State Military Department is a full partner in local/state response to domestic incidents, and its response is fully coordinated through the mechanisms of this FLEOP. Concepts of “command” and “unity of command” have distinct legal and cultural meanings for military forces and military operations. For state military forces, command runs from the Governor to the State Adjutant General to the Commander of the combatant command to the military on-scene commander. Military forces will always remain under the operational and administrative control of the military chain of command, and these forces are subject to redirection or recall at any time. The ICS “unified command” concept is distinct from the military chain of command use of this term. And, as such, military forces do not operate under the command of the Incident Commander or under the unified command structure.

The NIMS supports response through the following elements of unified command: (1) developing a single set of objectives; (2) using a collective, strategic approach; (3) improving information flow and coordination; (4) creating common understanding of joint priorities and restrictions; (5) ensuring that no agency’s legal authorities are compromised or neglected; and (6) optimizing the combined efforts of all agencies under a single plan.

READINESS TO ACT

Effective response requires readiness to act balanced with an understanding of risk. From individuals, households, and communities to local governments, a city/county response depends on the instinct and ability to act. A forward-leaning posture is imperative for incidents that have the potential to expand rapidly in size, scope, or complexity, and for no-notice incidents.

Once response activities have begun, on-scene actions are based on NIMS principles. To save lives and protect property and the environment, decisive action on scene is often required of responders. Although some risk may be unavoidable, first responders can effectively anticipate and manage risk through proper training and planning.

Command, single or unified, is responsible for establishing immediate priorities for the safety of not only the public, but the responders and other emergency workers involved in the response, and for ensuring that adequate health and safety measures are in place. The Incident Commander should ensure that each incident has a designated safety officer who has been trained and equipped to assess the operation, identify hazardous and unsafe situations, and implement effective safety plans.

Acting swiftly and effectively requires clear, focused communication and the processes to support it. Without effective communication, a bias toward action will be ineffectual at best, likely dangerous. An effective city/county response relies on disciplined processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and others. Well-developed public information, education strategies, and communication plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems, and other public safety information are coordinated and communicated to numerous diverse audiences in a consistent, accessible, and timely manner.

PART OF A BROADER STRATEGY

The *FLEOP* is required by, and integrates under, a larger *State Emergency Management Agency (Strategy)* that serves to guide, organize, and unify our city/county's emergency management efforts. The *Strategy* reflects our increased understanding of the threats confronting the city/county, incorporates lessons learned from exercises and real-world disasters, and articulates how we should ensure our long-term success by strengthening the homeland security foundation we have built. It provides a common framework by which our entire city/county should focus its emergency management efforts on achieving the following four goals:

1. Prevent and disrupt terrorist attacks.
2. Protect the American people and our critical infrastructure and key resources.
3. Respond to and recover from incidents that do occur.
4. Continue to strengthen the foundation to ensure our long-term success.

While the first three goals help to organize our city/county efforts, the last goal entails creating and transforming our emergency management principles, systems, structures, and institutions. This includes applying a comprehensive approach to risk management, building a culture of preparedness, developing a comprehensive Emergency Management System, improving incident management, better utilizing science and technology, and leveraging all instruments of city/county power and influence.

The FLEOP primarily focuses on the third goal: respond to and recover from incidents that do occur. The Strategy also provides the context that given the certainty of disasters on our soil – no matter how unprecedented or extraordinary – it is our collective duty to provide the best response possible. It states that, when needed, we will bring to bear the city/county's full capabilities and resources to save lives, mitigate suffering, and protect property. The Strategy also reminds us that as the city/county responds to an incident, we must also begin to lay the foundation not only for a strong recovery over the short term but also for the rebuilding and revitalization of affected communities and regions over the long term.

The Strategy calls for a FLEOP that helps to strengthen the foundation for an effective city/county response, rapidly assess emerging incidents, take initial actions, expand operations as needed, and commence recovery actions to stabilize the area. It also calls for the FLEOP to be

clearly written, easy to understand, and designed to be truly local in scope, meeting the needs of local governments and the private sector and NGOs. In addition, the Strategy underscores the need to ensure that those communities devastated or severely affected by a disastrous incident are set on a sustainable path for long-term rebuilding and revitalization. The FLEOP is designed to respond to and support the Strategy and is intended to be informed by and tie seamlessly to local, state, and federal preparedness activities and investments. The Florence-Lauderdale EOP brings a targeted focus on the preparedness activities that are directly related to an evolving incident or potential incident rather than the steady-city/county preparedness or readiness activities conducted in the absence of a specific threat or hazard. It does not try to include all of these larger efforts; rather it integrates to this larger plan.

The Strategy further describes how the other three city/county goals are supported through other strategies, plans, and ongoing efforts. The national goal to protect the city/county's citizens and critical infrastructure and key resources (CIKR) is also supported by existing plans. The Strategy sets forth that to protect the lives and livelihoods of the citizens, we must undertake measures to deter the threat of terrorism, mitigate the city/county's vulnerability to acts of terror and the full range of manmade and natural disasters, and minimize the consequences of an attack or disaster should it occur. Safeguarding the citizens also includes the preservation of the city/county's CIKR. Guiding our efforts to protect the city/county's CIKR is the National Infrastructure Protection Plan (NIPP) and supporting Sector-Specific Plans, which were developed pursuant to HSPD-7. The NIPP sets forth a comprehensive risk management framework and provides a coordinated approach to CIKR protection roles and responsibilities for local and private-sector partners. It sets national priorities, goals, and requirements for the effective distribution of funding and resources that will help ensure that our local government, economy, and public services continue to function in the event of a manmade or natural disaster.

The last city/county goal is to continue to strengthen the foundation to ensure our long-term success. To fulfill these responsibilities over the long term, we will continue to strengthen the city/county principles, systems, structures, and institutions. Ultimately, this will help ensure the success of our Strategy to secure the city/county.

CHAPTER I

ROLES AND RESPONSIBILITIES

This chapter provides an overview of the roles and responsibilities of key partners at the local, state, and federal levels who implement the FLEOP. This includes an important role for the private sector and nongovernmental organizations (NGOs). This chapter sharpens the focus on who is involved with the FLEOP and what must be done to build and maintain essential response capabilities.

LOCAL JURISDICTIONS

The responsibility for responding to incidents, both natural and manmade, begins at the local level – with individuals and public officials in the county, city, or town affected by the incident. Local leaders and emergency managers prepare their communities to manage incidents locally. The FLEOP's response doctrine plays a key role in helping community leaders to coordinate resources within jurisdictions, among adjacent jurisdictions, and with the private sector and NGOs such as the American Red Cross. This section describes the roles and responsibilities of key leadership elements within communities.

Chief Elected or Appointed Official(s). A mayor, county commission chairman, as a jurisdiction's chief executive officer, is responsible for ensuring the public safety and welfare of the people of that jurisdiction. Specifically, this official provides strategic guidance and resources during preparedness, response, and recovery efforts. Emergency management, including preparation and training for effective response, is a core obligation of local leaders.

Chief elected or appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.

Any incident can have a mix of public health, economic, social, environmental, criminal, and political implications with potentially serious long-term effects. Significant incidents require a coordinated response across agencies and jurisdictions, political boundaries, sectors of society, organizations, etc. These incidents will require that publicly elected and appointed officials, as well as business owners and community leaders, make difficult decisions for the benefit of the community as a whole.

Elected and appointed officials help their communities prepare for, respond to, and recover from potential incidents. Key responsibilities include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners. The objective is to get to know, coordinate with, and train with local partners in advance of an incident and to develop mutual aid and/or assistance agreements for support in response to an incident.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of:
 - The jurisdiction, including persons, property, and structures.
 - Individuals with special needs, including those with service animals.
 - Individuals with household pets.
- Encouraging residents to participate in volunteer organizations and training courses.

Local leaders also work closely with their State Legislature and U. S. Congress during incidents and on an ongoing basis regarding local preparedness capabilities and needs. Members of State Legislature and Congress play an important, ongoing role in supporting their constituents for effective local response and emergency planning. Members often help local/state/federal leaders understand the resources that are available to prepare for incidents. Especially during high-consequence events, many citizens traditionally contact members for assistance or information on local response policies and assistance. The FLEMA via the Alabama Emergency Management Agency and the Alabama Department of Homeland Security recognizes a special obligation to provide members representing affected areas with timely information about incidents that involve local response.

Emergency Manager. The local emergency manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. He or she works with chief elected and appointed officials to ensure that there are unified objectives with regard to the jurisdiction's emergency plans and activities. This role entails coordinating all aspects of a jurisdiction's capabilities.

The emergency manager coordinates all components of the local emergency management program, to include assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.

Other duties of the local emergency manager might include the following:

- Coordinating the planning process and working cooperatively with other local agencies and private-sector organizations.
- Developing mutual aid and assistance agreements.
- Coordinating damage assessments during an incident.
- Advising and informing local officials about emergency management activities during an incident.
- Developing and executing public awareness and education programs.
- Conducting exercises to test plans and systems and obtain lessons learned.
- Involving the private sector and NGOs in planning, training, and exercises.

Department and Agency Heads. The local emergency manager is assisted by, and coordinates the efforts of, employees in departments and agencies that perform emergency management functions. Department and agency heads collaborate with the emergency manager during development of local emergency plans and provide key response resources. Participation in the planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, environmental and natural resources agencies) are integrated into a workable plan to safeguard the community.

These department and agency heads and their staffs develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercises to develop and maintain the necessary capabilities.

Individuals and Households. Although not formally a part of emergency management operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in and around their homes. By taking simple actions, such as raising utilities above flood level or taking in unanchored objects during high winds, people can reduce the amount of damage caused by an incident.
- Preparing an emergency supply kit and household emergency plan. By developing a household emergency plan and assembling disaster supplies in advance of an event, people can take care of themselves until assistance arrives. This includes supplies for household pets and service animals. See the recommended disaster supplies list at <http://www.ready.gov>.
- Monitoring emergency communications carefully. Throughout an emergency, critical information and direction will be released to the public via various media. By carefully following the directions provided, residents can reduce their risk of injury, keep emergency

routes open to response personnel, and reduce demands on landline and cellular communication.

- Volunteering with an established organization. Organizations and agencies with a role in response and recovery are always seeking hardworking, dedicated volunteers. By volunteering with an established voluntary agency, individuals and households become part of the emergency management system and ensure that their efforts are directed where they are needed most.
- Enrolling in emergency response training courses. Emergency response training, whether basic first aid through the American Red Cross or a more complex course through a local college, will enable residents to take initial response actions required to take care of themselves and their households, thus allowing first responders to focus on higher priority tasks that affect the entire community.

Citizen Corps brings together local leaders from government and civic leaders from NGOs and the private sector to prepare for and respond to incidents. Citizen Corps Councils are typically sponsored by elected or appointed officials and/or emergency managers. These Councils provide leadership and support for programs that educate, train, and engage community volunteers to support emergency management and responders.

THE PRIVATE SECTOR AND NGOS

Government agencies are responsible for protecting the lives and property of their citizens and promoting their well-being. However, the government does not, and cannot, work alone. In many facets of an incident, the government works with private-sector groups as partners in emergency management.

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 provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent.

Participation of the private sector varies based on the nature of the organization and the nature of the incident. The five distinct roles that private-sector organizations play are summarized in Table 1.

Table 1. Private-Sector Response Role

Category	Role in This Category
Impacted Organization or Infrastructure	Private-sector organizations may be impacted by direct or indirect consequences of the incident. These include privately owned critical infrastructure, key resources, and other private-sector entities that are significant to local, regional, and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals. Critical infrastructure and key resources (CIKR) are grouped into 18 sectors that together provide essential functions and services supporting various aspects of the American government, economy, and society. These sectors are Agriculture and Food, Banking and Finance, Chemical, Commercial Facilities, Communications, Critical Manufacturing, Dams, Defense Industrial Base, Emergency Services, Energy, Government Facilities, Healthcare and Public Health, Information Technology, National Monuments, Nuclear Reactors, Postal Shipping, Transportation Systems, and Water
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents from occurring and responding to an incident once it occurs. For example, Federal regulations require owners/operators of nuclear power plants to maintain emergency plans and facilities and to perform assessments, prompt notifications, and training for a response to an incident.
Response Resource	Private-sector entities provide response resources (donated or compensated) during an incident – including specialized teams, essential service providers, equipment, and advanced technologies – through local public-private emergency plans or mutual aid and assistance agreements, or in response to requests from government and non-governmental-volunteer initiatives.

Partner With Local/State Emergency Organizations	Private-sector entities may serve as partners in local and state emergency preparedness and response organizations and activities.
---	--

Many private-sector organizations are responsible for operating and maintaining portions of the city/county's critical infrastructure. Critical infrastructures include those assets, systems, networks, and functions – physical or virtual – so vital to the city/county that their incapacitation or destruction would have a debilitating impact on security, city/county economic security, public health or safety, or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operation of the economy and the government. FLEMA has compiled a comprehensive critical facilities list that is located in the Florence-Lauderdale Multi-Hazards Mitigation Plan. During an incident, key private-sector partners should be involved in the local crisis decision making process or at least have a direct link to key local emergency managers. Communities cannot effectively respond to, or recover from, incidents without strong cooperative relations with the private sector.

Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

Nongovernmental Organizations. NGOs play enormously important roles before, during, and after an incident. For example, NGOs provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. These groups often provide specialized services that help individuals with special needs, including those with disabilities.

A key feature of NGOs is their inherent independence and commitment to specific sets of interests and values. These interests and values drive the groups' operational priorities and shape the resources they provide. Such NGOs boost and support government efforts at all levels – for response operations and planning. However, NGOs may also need government assistance, and

when planning the allocation of local community emergency management resources and structures, some government organizations provide direct assistance to NGOs. NGOs collaborate with responders, governments at all levels, and other agencies and organizations.

Examples of NGO and voluntary organization contributions include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, or assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

Some NGOs are officially designated as support elements to local response capabilities.

- **The American Red Cross.** The American Red Cross is a supporting agency to the mass care functions of Emergency Support Function (ESF) #6. While it does not direct other NGOs, the American Red Cross takes the lead in integrating the efforts of the local NGOs that provide mass care services during response operations.
- **Florence-Lauderdale Voluntary Organizations Active in Disaster (FLVOAD).** FLVOAD is the forum where organizations share knowledge and resources throughout the disaster cycle – preparation, response, and recovery – to help disaster survivors and their communities. FLVOAD is a consortium of organizations. During major incidents, FLVOAD typically sends representatives to assist in response efforts at all levels.

Volunteers and Donations. Responding to incidents frequently exceeds the resources of government organizations. Volunteers and donors can support response efforts in many ways, and it is essential that governments at all levels plan ahead to effectively incorporate volunteers and donated goods into their response activities.

For major incidents in which foreign governments, individuals, or organizations wish to make donations, the U.S. Department of State is responsible for managing such donations. Detailed guidance regarding the process for managing international donations is provided in the International Coordination Support Annex of the National Response Framework.

COUNTY AND MUNICIPAL GOVERNMENT

Florence-Lauderdale Emergency Management Agency (FLEMA) The director and staff ensure the county is prepared to deal with large-scale emergencies. FLEMA is responsible for coordinating the local and volunteer response in any major emergency or disaster. This includes supporting local governments to ensure an effective response to the situation.

FLEMA will:

- Be the lead agency for disaster/emergency response planning and response coordination. FLEMA is responsible for advising the county commission, city council, and government officials of the nature, magnitude, and possible effects of a natural, technological or other type of emergency.
- Implement role as it relates to National Incident Management Systems (NIMS) criteria for incident command.
- When an emergency/disaster occurs or is imminent, a representative will be dispatched to the scene to evaluate the situation, coordinate activities with local levels of government and keep the Alabama Emergency Operations Center advised of the situation.
- Render advice and assistance to local government agencies in developing and revising emergency operations plans, public information, training programs, funding, exercises and proper administration of local programs.
- Coordinate the response functions of local government. Such coordination will also include liaison with federal, state, and private agencies.
- Maintain all equipment, resource data, and rosters necessary to conduct EOC operations.
- Coordinate, as necessary, planning and response operations with adjoining counties.
- Be responsible for maintaining and revising the Florence-Lauderdale Emergency Operations Plan. Designated organizations with disaster responsibilities will contribute to the EOP and it will be continually reviewed for currency.
- Periodically train FLEMA personnel and Emergency Management Liaison Officers (EMLOs) to test and evaluate operating procedures.
- Maintain the Florence-Lauderdale Emergency Operations Center (EOC) in Florence in an operational status twenty-four hours a day by utilizing on-call staff and volunteers.
- Be the primary coordinating agency responsible for public information during most disasters and emergencies utilizing the Joint Information System. Public information is to keep the population informed of the developing situation, give instruction for protection, control rumors and speculation, and to release information needed for the safety and welfare of the county.
- Coordinate and operate the emergency operations reporting system during any disaster/emergency situation. This system is designed to provide for the maximum sharing of essential information by all emergency services at all levels and between jurisdictions. The system will provide information during all operational periods.

- Be responsible for the coordination and direction of the damage assessment and recovery programs. FLEMA will compile preliminary damage estimates and record all important data for the FLEMA to pass along to the State EMA. Data will then be used to compile a complete damage assessment report. FLEMA will assist the local government in requesting an emergency declaration if the situation warrants the action.
- Assist the local government in the delivery of all available assistance programs if a presidential disaster is declared. If it is a state declared disaster, FLEMA is responsible for assisting with the establishing and operating Disaster Application Centers as needed.
- Coordinate and promote emergency management training throughout the city/county. The agency also advises local governments in the development of exercise and training programs. If the local jurisdiction's resources are not adequate, local authorities can seek additional assistance from the Alabama EMA. The Alabama EMA may dispatch personnel to the scene to assist in the response and recovery effort.

Local department/agency heads. Those assigned emergency/disaster responsibilities in accordance with this EOP are responsible for planning and preparing in the pre-emergency period. As provided in Florence-Lauderdale County Code, each local agency will appoint a representative who is the agency Emergency Management Liaison Officer (EMLO). The EMLO must document his/her agency's policies and procedures related to disaster response including how the EMLO intends to operate from the Florence-Lauderdale Emergency Operations Center (FLEOC) and Continuity of Operations/Continuity of Government protocols. The EMLO must be empowered to commit agency resources to emergency response efforts as required. The EMLO is also responsible for coordinating his/her agency's capability to operate and maintain continuity of resources twenty-four hours a day for an extended period. As needed, all EMLOs will operate from the FLEOC in Florence.

Administration and Logistics. The Director, Florence-Lauderdale Emergency Management Agency, in coordination with the Lauderdale County Commission and Florence City Council, will facilitate logistical support for countywide emergency operations. Actions will be taken to establish orderly files or directives and forms so that during a disaster this information will be readily available. All city/county property and supplies will be adequately accounted for and protected.

Current Memoranda of Understanding and similar agreements with city, county, and volunteer agencies will be filed and readily available at all times.

Local governments should ensure that all persons who are accredited emergency services volunteer workers are properly identified and certified for Workmen's Compensation benefits.

City/County authorities will keep a record of manpower and equipment used to cope with a disaster. FLEMA will use this record and the records of local jurisdictions to determine local contributions in requesting an emergency declaration and in the state's requesting a presidential disaster declaration.

STATE GOVERNMENT

Disaster assistance provided by the state is a supplement to, and not a substitute for, relief that can be provided by local governments.

Governor. As the state's chief executive and commander-in-chief of the Alabama National Guard, the governor has the authority, with some exceptions, to fill local and state government vacancies. The governor is responsible for the public safety and welfare of the people of the state. 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. The governor:

- Is responsible for coordinating state resources needed to prevent, prepare for, respond to, and recover from emergency incidents of all types.
- May declare a state disaster/emergency, which gives him or her authority to make, amend or suspend certain orders or regulations in support of the incident response. When such a disaster/emergency is declared, state agencies will utilize those services available to cope with the situation.
- Communicates to the public and helps people, businesses and organizations cope with the consequences of any type of emergency including the order and direction of evacuation(s).
- Prepares a comprehensive emergency operations plan for the state, which is compatible with the plans of the federal government and surrounding states.
- Arranges help from other states through the Emergency Management Assistance Compact (EMAC).
- Requests federal assistance when it becomes clear that state or interstate mutual aid capabilities are insufficient.
- Establishes necessary state agencies and offices, appoints required personnel to include state staff and delegates authority under which such agencies and officials will operate.
- Enters into agreements with private entities to support response.
- Delegates any authority vested under State Code 31-9-4; directs the creation of a State Emergency Management Agency, with a director who is responsible for administering the programs for emergency management of the state and provides for sub-delegation of such authority.

In the event of a disaster or catastrophic event, the governor will declare that a state of emergency exists. Under a state of emergency, the governor has the following additional authority (Refer to Alabama Code Annotated 12-75-101 et al.):

- To enforce all laws, rules and regulations relating to emergency operations and to assume direct operational control of all response organizations.
- To seize, take, or condemn property for the protection of the public. This includes:
 - All means of transportation.
 - All fuel supplies of whatever type.
 - Food, clothing, equipment, materials, medicines and all necessary supplies.
 - Facilities, including buildings and plants.
 - To sell, lend, give, or distribute all or any such property to the citizens of the state and to account to the state treasury for any such funds received for the property.
 - To make compensation for the property seized, taken or condemned.
- To perform and exercise such other functions, powers and duties as may be necessary to protect and secure the safety of the civilian population.
- The governor also ensures that command and control procedures are in place; conducts command and control readiness actions; alerts government personnel and population; and provides for a State EOC staff.
- The governor is authorized to take steps toward economic stabilization. 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.
- The governor is commander-in-chief of the state's military forces. To become operational the governor or his successor must order the Alabama National Guard to state active duty. In cases of national emergencies, the National Guard may be ordered to active duty in Title 32 status. The request for activation will be forwarded to the State EOC in Clanton, Alabama. The FLEMA will send a request (if necessary) to the State EOC who will immediately evaluate and prioritize the request and forward it to the governor while alerting the Director of Military Support Alabama National Guard to the request and the recommendation of the State EOC.

The governor is the only authority that can commit National Guard personnel and resources except in difficult circumstances whereby The Adjutant General (TAG) or his delegates may authorize limited use of the National Guard assets. The governor may order use of such resources when requested by the county judge, sheriff, mayor, or as recommended by the Adjutant General, Director of the AEMA or other department/agency directors with state government.

FEDERAL GOVERNMENT

When an incident occurs that exceeds local and state resources – or when an incident is managed by federal departments or agencies acting under their own authorities – the federal government uses the National Response Framework to involve all necessary department and agency capabilities, organize the response, and ensure coordination with response partners.

The policy of unified command is applied at the headquarters, regional and field levels to enable diverse agencies to work together effectively. The federal government also works to establish engaged partnership with states, as well as the private sector.

The federal entities listed below have capabilities as indicated to assist the state following a presidential declaration of a major disaster.

- Federal Emergency Management Agency (FEMA). FEMA is the federal counterpart of the Alabama Emergency Management Agency (AEMA). FEMA may assist with:
 - Debris removal by granting funds or use federal agencies to remove debris in accordance with 44 CFR 206.224.
 - Repair or restoration of public facilities by providing funds for repair, restoration, reconstruction or replacement of public facilities and contents that have been damaged or destroyed by a major disaster.
 - Repair or restoration of private nonprofit facilities by providing grants to critical private nonprofits.
 - Minimum standards for repair of disaster damage by providing technical assistance to ensure that repair or reconstruction under PL 93-288, as amended by PL 100-707, will meet applicable standards of safety, decency and sanitation.
 - Fire suppression assistance by providing grants or other assistance to a state for suppression of any fire on public or privately owned forest or grassland, which poses a threat of becoming a major disaster.
 - Temporary communications by providing temporary communication assistance.
 - Individual or family needs that cannot be met through other programs by providing grants from federal/state matching funds through the Department of Human Services.
 - Food, water, clothing and shelter for disaster victims by coordinating with other federal agencies to assist local governments.

- Health, medical and sanitation services in the disaster area by coordinating the furnishing of health, medical and sanitation services to state or local agencies by other federal agencies.
- Legal assistance to low income disaster victims by negotiating agreements.
- Crisis counseling assistance by coordinating professional mental health counseling service to victims.
- Community disaster loans for eligible local governments suffering substantial loss of tax or other revenue because of a major disaster.
- Emergency transportation and other emergency needs.
- Federally subsidized flood insurance which is made available to all persons residing in communities participating in the National Flood Insurance Program.
- Warning through a fully funded warning net to include National Warning System (NAWAS) (Primary), FEMA Network Access Server (FNAS), and FEMA National Radio System (FNARS) for the state warning point. The funding also includes NAWAS drops at each State Police Troop headquarters plus several other strategic locations in the state.
- Emergency equipment by providing matching funds for approved procurement of emergency communications and warning equipment and other items for use by state or local governments.
- Providing and training emergency service employees by providing 50 percent matching funds to states to help pay salaries and administrative costs of state and local emergency preparedness programs.
- Coordinating civil emergency preparedness for the possibility of nuclear power plant accidents, radiation accidents, national security related emergencies, or in the event of a terrorist threat involving weapons of mass destruction.
- United States Army may assist with:
 - Explosive ordnance disposal through use of an explosive ordnance disposal team from CMERT – Combined Regional Response Team, which may be called upon to dispose of bombs or other explosives.

- Hazardous materials through use of personnel from CMERT – Combined Regional Response Team trained in the monitoring and decontamination of hazardous materials.
- Army Corps of Engineers (Decatur District) - The Decatur District is the lead coordinator for Corps assistance in Lauderdale County. Assistance from the Corps of Engineers is supplemental to state and local efforts in accordance with federal regulations. The Army Corps of Engineers may assist with:
 - Flood containment and control through prior planning, training, stockpiling flood containment materials and maintaining an organization capable of responding quickly to floods. The Corps of Engineers supplements response by state and local levee boards and municipalities by coordinating or directing flood containment efforts. The Corps of Engineers may furnish assistance to preserve life or protect property after a major flood event if assistance is requested by the Governor.
 - Rehabilitation by repairing federally constructed flood control works that were damaged by a flood. All requests are subject to economic analysis and must have been properly maintained.
 - Safe drinking water and drought assistance in coordination with the Lauderdale County Health Department (LCHD), by providing emergency supplies of clean drinking water to any locality with a contaminated water source, which causes or may cause a substantial threat to the public health and welfare of the inhabitants. The Corps of Engineers may construct wells or transport water for human consumption to farmers, ranchers and political subdivisions within areas determined to be drought distressed.
 - Earthquakes by responding to a catastrophic earthquake along the New Madrid Fault as directed by FEMA under the Federal Response Framework.
 - Hazardous materials by containing and cleaning up any incident caused by the Corps. Other response is limited to imminently serious conditions which threaten Corps property. If the Corps responds, the liable party will refund the costs of the response.
 - FEMA missions through its significant engineering and contracting capabilities that can be applied during a presidentially declared emergency or disaster when requested by FEMA. Damage surveys, debris removal, temporary roofing, temporary housing, potable water and ice, and emergency power are all post disaster operations capabilities of the Corps.
- United States Air Force (USAF) Maxwell and Gunter AFB - Furnishing of requested assistance is dependent on Air Force operational commitments at the time of the request. USAF Maxwell and Gunter AFB may assist with:
 - Emergency communications in cases involving imminent loss of life and property. The State EOC may call Maxwell AFB Command Post 334-953-1110 and Gunter AFB Command Post 334-416-1110 for emergency assistance.

- Situation and intelligence reporting by passing information pertaining to disasters may be passed between the State EOC and military bases by any communications available to the local level.
- Search and rescue using Air Force aircraft for missions involving missing aircraft. Requests for search aircraft will be coordinated through the Air Force Coordination Center, at Maxwell Air Force Base, AL.
- Emergency medical services requested through the FEMA regional office, or in situations involving human suffering or possible loss of life, aid may be requested directly from the Air Force.
- Debris removal involving immediate threat to human life by removing debris, rescuing trapped individuals, or to allowing passage of emergency vehicles.
- Emergency by providing personnel to assist in debris clearance, fire fighting, emergency repairs, etc. If a presidential disaster/emergency declaration is made, assistance will be requested through FEMA.
- Explosive ordnance disposal using the CMERT – Combined Regional Response Team, but their response is predicated on Air Force Operational commitments at the time.
- Fire fighting during an emergency or disaster near an air base using Air Force fire fighting personnel and equipment requested directly from Maxwell Air Force Base if there is imminent risk of life and/or property.
- United States Coast Guard may assist with:
 - Marine search and rescue by responding to requests for assistance in evacuating flood victims, large accidents on rivers, etc. when requirements to cope with the disaster exceed local capabilities. Coast Guard assistance may be requested through the State EOC. The Coast Guard also has the authority and capability to shut down traffic on navigable waterways if circumstances require such action.
- National Weather Service (NWS) may assist with:
 - Weather warnings by issuing Watches/Warnings of hazardous weather conditions and River Flooding/Flash Flooding for the protection of life and property.
 - Weather dissemination by distributing Watches/Warnings over NOAA Weather Wire Service (NWWS), the NOAA Weather Radio (NWR) and the Alabama Crime Information Center (ACIC). Information may be used directly by state, local and federal agencies, the news media and the public. Auxiliary dissemination of Watches/Warnings is provided by Ham Radio Operators, operating as volunteers at the NWS office and in field locations.

- Situation reporting by collecting and relaying severe weather reports from volunteer spotters and observers, state and local officials, and participating federal agencies. While most reports are channeled, both directions by a NWS-AEMA-Local path, on occasion, the NWS will contact directly affected local agencies and news media to expedite the warning process.
- Additional support by providing, upon request, meteorological and hydrological information to assist in decision-making in the event of spills of biological agents and hazardous chemicals, radiation hazards, nuclear explosions, earthquakes, and other disasters in which meteorological information is deemed pertinent.
- Dissemination via NWWS/NWR any pre-designated warning message for the protection of life and property upon the request of the Alabama Emergency Management Agency from the local level.
- Federal Highway Administration may assist with:
 - Federal aid highway repair by providing grants to the state to repair or reconstruct federal aid highways, roads, or trails.
 - Damage assessment by providing engineers to help assess damage to federal aid highways when requested.
- Federal Bureau of Investigation (FBI). The FBI is the lead federal investigating agency responding to a terrorist event. The FBI may assist local law enforcement agencies in identifying victims of disasters primarily through identification of fingerprints.

Each federal agency that has emergency responsibilities is encouraged to appoint an Emergency Management Liaison Officer who will coordinate its emergency response activities with the State EOC.

CHAPTER II

RESPONSE ACTIONS

This chapter describes the three phases of incident management: prepare, respond and recover. It also outlines key tasks related to each in order to bring clarity to the actual work of incident management.

The FLEOP is intended to strengthen, organize, and coordinate response actions across all levels. The doctrine of tiered response emphasizes that response to incidents should be handled at the lowest jurisdictional level capable of handling the work. The vast majority of incidents are, in fact, managed locally.

The FLEOP is focused on incidents of all types, including acts of terrorism, major disasters, and other emergencies. For the purpose of this document, the term “incident” refers to an actual or potential occurrence or event.

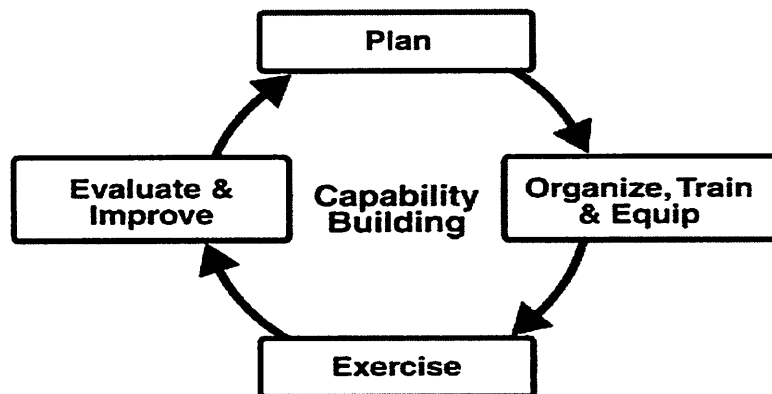
Responders and emergency managers are both doers and planners, which is to say that to lead response and recovery efforts effectively, they must also prepare effectively (i.e., plan, organize, equip, train, exercise, and continuously evaluate actual performance).

Each member of our society – including our leaders, professional emergency managers, private-sector representatives, and nongovernmental organizations (NGOs) – has a role to play in strengthening the city/county’s response capabilities. The discussion below provides an overview of the key tasks associated with preparedness, response, and recovery. In each case, the general discussion is augmented by examples of how the key tasks are tailored to align with the needs of responders and emergency managers at all levels.

Mastery of these key tasks supports unity of effort, and thus improves our ability to save lives, protect property and the environment, and meet basic human needs.

PREPARE

Preparedness is essential for effective response. This section discusses the six essential activities for responding to an incident: plan, organize, train, equip, exercise, and evaluate and improve.

Figure 2. The Preparedness Cycle

The Preparedness Cycle Builds Capabilities

PLAN

Planning makes it possible to manage the entire life cycle of a potential crisis, determine capability requirements, and help stakeholders learn their roles. It includes the collection and analysis of intelligence and information, as well as the development of policies, plans, procedures, mutual aid and assistance agreements, strategies, and other arrangements to perform missions and tasks. Planning also improves effectiveness by clearly defining required capabilities, shortening the time required to gain control of an incident, and facilitating the rapid exchange of information about a situation.

Governments at all levels have a responsibility to develop detailed, robust, all-hazards response plans. These plans should have clearly defined leadership roles and responsibilities, and they should clearly articulate the decisions that need to be made, who will make them, and when. These plans should include both hazard-specific as well as comprehensive all-hazards plans that are tailored to each respective jurisdiction. They should be integrated, operational, and incorporate key private-sector and NGO elements and persons with disabilities.

Among the many contingencies that response plans must address, planning for evacuations presents particular challenges. In this area, plans must include:

- The lead time required for various scenarios, including no-notice and forewarned events.
- Weather contingencies.
- Transportation.
- Interdependencies between shelter locations and transportation.
- Provisions for special needs populations and those with household pets.

Specific procedures and protocols should augment these plans to guide rapid implementation.

Virtually every local department and agency possesses personnel and resources that may be needed in response to an incident. Some local departments and agencies have primary responsibility for certain aspects of response, such as hazardous materials removal. Others may have supporting roles in providing different types of resources, such as communications personnel, and equipment. Regardless of their roles, all local departments and agencies must develop policies, plans, and procedures governing how they will effectively locate resources and provide them as part of a coordinated response.

ORGANIZE

Organizing to execute response activities includes developing an overall organizational structure, strengthening leadership at each level, and assembling well-qualified teams of paid and volunteer staff for essential response and recovery tasks. The National Incident Management System (NIMS) provides standard command and management structures that apply to response. This common system enables responders from different jurisdictions and disciplines to work together to respond to incidents.

Governments at all levels should organize to support effective response. The leader of each government organization should vest the official responsible for response activities with sufficient authority to meet the organization's responsibilities under the FLEOP.

Government agencies at all levels are encouraged to conduct a thorough, systematic inventory of their response resources and to conform to NIMS organizational and management principles as noted above. Government agencies should also ensure they have a cadre of personnel (which can include full-time employees, temporary or surge personnel, and contractors) who are trained in incident management and response principles and organized into teams. Personnel and equipment can be organized to provide a particular function or mission capability.

Governments at all levels should use the NIMS resource management principles described below to enhance response capabilities.

- **Individual Resources.** Resources are organized by category, kind, size, capacity, skill, and other characteristics. This organization makes resource management more efficient and ensures that similar resources from different agencies are organized according to standard principles.
- **Emergency Support Functions.** Local, State, and Federal Government organize much of their resources and capabilities – as well as those of certain private-sector and nongovernmental organizations – under 15 Emergency Support Functions (ESFs). ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorying, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident. ESF coordinators and primary agencies are identified on the basis of authorities and resources. Support agencies are assigned based on the availability of resources in a given functional area. ESFs provide the greatest possible access to local department and agency resources regardless of which organization has those resources. See Chapter III for significant additional detail regarding ESFs.

- **Pre-Scripted Mission Assignments.** Local and state governments use pre-scripted mission assignments to assist in planning and to reduce the time it takes to deploy response resources. Pre-scripted mission assignments identify resources or capabilities of government organizations that are commonly called upon during response to an incident. Pre-scripted mission assignments allow primary and supporting ESF agencies to organize resources that can be tailored to develop, train, and exercise rosters of deployable response personnel. All local governments are encouraged to use pre-scripted mission assignments to expedite the delivery of services and commodities in response to an incident.
- **Advanced Readiness Contracting.** While local and state governments have tremendous resources on hand to support local governments, certain resources are more efficiently deployed when procured from the private sector. Advanced readiness contracting ensures that contracts are in place before an incident for commonly needed commodities and services such as ice, water, plastic sheeting, temporary power, and debris removal. This type of contracting improves the ability to secure supplies and services by streamlining the process of ordering, acquiring, and distributing resources when needed.
- **Pre-Positioned Resources.** Since virtually all incidents are local in nature, resources should be positioned close to those localities most at risk for particular types of events. For example, the local government pre-positions resource stockpiles to leverage the geographic distribution of the county to enhance local response efforts, reduce response times, and strengthen preparedness in the communities.

EQUIP

Local jurisdictions need to establish a common understanding of the capabilities of distinct types of response equipment. This facilitates planning before an incident, as well as rapid scaling and flexibility in meeting the needs of an incident. A critical component of preparedness is the acquisition of equipment that will perform to established standards, including the capability to be interoperable with equipment used by other jurisdictions and/or participating organizations.

Effective preparedness requires jurisdictions to identify and have strategies to obtain and deploy major equipment, supplies, facilities, and systems in sufficient quantities to perform assigned missions and tasks. The mobilization, tracking, use, sustaining, and demobilization of physical and human resources require an effective logistics system. That system must support both the residents in need and the teams that are responding to the incident. Resource typing provides a uniform method of sharing commonly understood resources when needed in a major incident.

Governments at all levels should ensure that their personnel have the necessary resources to perform assigned response missions and tasks. This includes obtaining equipment needed to conduct specific response missions and maintaining core capabilities to communicate effectively among local and state responders using the incident management and response structures described in the FLEOP.

Government organizations responsible for providing equipment for response activities should bundle that equipment into standardized equipment caches and be prepared to provide for its safe transportation. They must also routinely service and maintain such equipment and support the resources needed to maintain, repair, and operate it in the field.

TRAIN

Building essential response capabilities countywide requires a systematic program to train individual teams and organizations – to include governmental, nongovernmental, private-sector, and voluntary organizations – to meet a common baseline of performance and certification standards. Professionalism and experience are the foundation upon which successful response is built. Rigorous, ongoing training is thus imperative.

The Homeland Security Exercise and Evaluation Program (HSEEP) provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Information on HSEEP and the National Exercise Program is available at the NRF Resource Center, <http://www.fema.gov/NRF> and at the State EMA.

Individuals and teams, whether paid or volunteer, should meet relevant local, tribal, state, federal, or professional qualifications, certifications, or performance standards. Content and methods of training must comply with applicable standards and produce required skills and measurable proficiency. FEMA and other organizations offer response and incident management training in online and classroom formats.

EXERCISE

Exercises provide opportunities to test plans and improve proficiency in a risk-free environment. Exercises assess and validate proficiency levels. They also clarify and familiarize personnel with roles and responsibilities. Well-designed exercises improve interagency coordination and communications, highlight capability gaps, and identify opportunities for improvement.

Exercises should:

- Include multidisciplinary, multijurisdictional incidents.
- Include participation of private-sector and nongovernmental organizations.
- Cover aspects of preparedness plans, particularly the processes and procedures for activating local, intrastate, or interstate mutual aid and assistance agreements.
- Contain a mechanism for incorporating corrective actions.

Local jurisdictions should exercise their own response capabilities and evaluate their abilities to perform expected responsibilities and tasks. This is a basic responsibility of all entities and is distinct from participation in other interagency exercise programs.

EVALUATE AND IMPROVE

Evaluation and continual process improvement are cornerstones of effective preparedness. Upon concluding an exercise, jurisdictions should evaluate performance against relevant capability objectives, identify deficits, and institute corrective action plans. Improvement planning should develop specific recommendations for changes in practice, timelines for implementation, and assignments for completion.

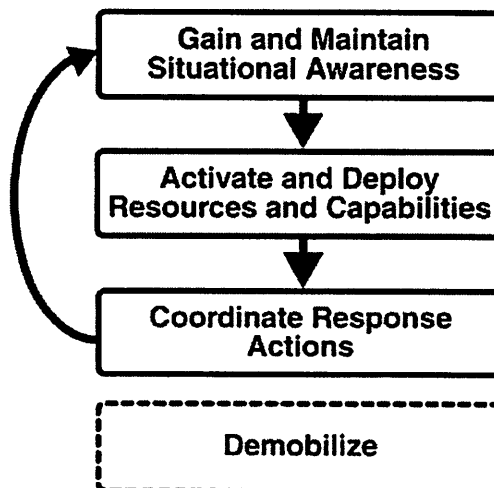
All local entities should institute a corrective action program to evaluate exercise participation and response, capture lessons learned, and make improvements in their response capabilities. An active corrective action program will provide a method and define roles and responsibilities for identification, prioritization, assignment, monitoring, and reporting of corrective actions arising from exercises and real-world events. The Homeland Security Exercise and Evaluation Program (HSEEP) Toolkit is a Web-based system that enables implementation of the corrective action program process. In this way, the continuous cycle of preparedness yields enhancements to national preparedness.

RESPOND

Once an incident occurs, priorities shift – from building capabilities to employing resources to save lives, protect property and the environment, and preserve the social, economic, and political structure of the jurisdiction. Depending on the size, scope, and magnitude of an incident, local, state, in some cases, federal governments will be called to action.

Four key actions typically occur in support of a response: (1) gain and maintain situational awareness; (2) activate and deploy key resources and capabilities; (3) effectively coordinate response actions; then, as the situation permits, (4) demobilize. These response actions are illustrated in Figure 3, and their core elements are described below.

Figure 3. The Response Process



GAIN AND MAINTAIN SITUATIONAL AWARENESS

Baseline Priorities. Situational awareness requires continuous monitoring of relevant sources of information regarding actual and developing incidents. The scope and type of monitoring vary, based on the type of incidents being evaluated and needed reporting thresholds. Critical information is passed through established reporting channels according to established security protocols. Priorities include:

- **Providing the right information at the right time.** For an effective local response, jurisdictions must continuously refine their ability to assess the situation as an incident unfolds, and rapidly provide accurate and accessible information to decision makers in a user-friendly manner. It is essential that all levels of government, the private sector (in particular, owners/operators of critical infrastructure and key resources), and NGOs share information to develop a common operating picture and synchronize their response operations and resources.
- **Improving and integrating city/county reporting.** Situational awareness must start at the incident scene and be effectively communicated to local governments and the private sector, to include CIKR. Jurisdictions must integrate existing reporting systems to develop an information and knowledge management system that fulfills national information requirements.
- **Linking operations centers and tapping subject-matter experts.** Local governments have a wide range of operations centers that monitor events and provide situational awareness. Based on their roles and responsibilities, operations centers should identify information requirements, establish reporting thresholds, and be familiar with the expectations of decision makers and partners. Situational awareness is greatly improved when experienced technical specialists identify critical elements of information and use them to form a common operating picture.

Reporting and documentation procedures should be standardized to enhance situational awareness and provide emergency management and response personnel with ready access to critical information. Situation reports should contain verified information and explicit details (who, what, where, when, and how) related to the incident. Status reports, which may be contained in situation reports, relay specific information about resources. Based on an analysis of the threats, jurisdictions issue accessible warnings to the public and provide emergency public information.

Local Actions. Local governments can address the inherent challenges in establishing successful information-sharing networks by:

- Creating fusion centers that bring together into one central location law enforcement, intelligence, emergency management, public health, and other agencies, as well as private-sector and nongovernmental organizations when appropriate, and that have the capabilities to evaluate and act appropriately on all available information.
- Implementing the local Information Sharing Guidelines to share intelligence and information and improve the ability of systems to exchange data.

- Establishing information requirements and reporting protocols to enable effective and timely decision making during response to incidents. Terrorist threats and actual incidents with a potential or actual terrorist link should be reported immediately to the Alabama EMA.
- Identify staff for deployment to the Florence-Lauderdale EOC. The FLEOC has standard procedures and call-down lists and will notify department and agency points of contact.
- Work with emergency managers to take the necessary steps to provide for continuity of operations.
- Activate Specialized Response Teams such as search and rescue teams, crime scene investigators, public works teams, hazardous materials response teams, and public health specialists or veterinarians.

Coordination of response activities occurs through incident management and response structures based on pre-assigned roles, responsibilities and reporting protocols. Critical information is provided through pre-established reporting chains to decision-makers. Specific priorities include:

- Local governments are responsible for the management of their emergency functions. Such management includes pre-positioning assets and supporting its local jurisdictions. Local jurisdictions and county governments, in conjunction with their voluntary organization partners, are also responsible for implementing plans to ensure the effective management of the flow of volunteers and goods in the affected area.
- Coordinating initial actions. Initial actions are coordinated through the on-scene Incident Command and may include: immediate law enforcement, fire and emergency medical services; emergency flood fighting; evacuations; transportation system detours; and emergency information for the public.
- Coordinating requests for additional support. If additional resources and capabilities are required, the on-scene Incident Command requests the needed support. Additional incident management and response structures and personnel are activated to support the response. Resources and capabilities are activated through ESFs.
- Identifying and integrating resources and capabilities. Resources and capabilities must be marshaled, deployed, received, staged and efficiently integrated into ongoing operations. Systems and venues must be established to receive stage, track and integrate resources into ongoing operations.
- Coordinating communications. Incident Command may elect to establish a Joint Information Center (JIC). By developing media lists, contact information for relevant stakeholders and coordinated news releases, the JIC facilitates dissemination of accurate, consistent, accessible and timely public information to numerous audiences.

The Florence-Lauderdale EMA EOC serves as the local fusion center, collecting and synthesizing all-source information, including information from community fusion centers, across all-threats and all-hazards information covering the spectrum of emergency

management/homeland security partners. Local departments and agencies should report information regarding actual or potential incidents requiring a coordinated local response to the EOC.

Such information may include:

- Implementation of a local department or agency emergency plan.
- Actions to prevent or respond to an incident requiring a coordinated local response for which a local department or agency has responsibility under law or directive.
- Submission of requests for coordinated local assistance to, or receipt of a request from, another local department or agency.
- Requests for coordinated local assistance from local, state, or federal governments, the private sector, and NGOs.
- Suspicious activities or threats which are closely coordinated with the local, state, and at times, federal governments.

Alerts. When notified of a threat or an incident that potentially requires a coordinated local response, the FLEOC evaluates the information and notifies appropriate local officials and the Alabama EOC. The FLEOC serves as the primary coordinating center for these and other operations.

The FLEOC alerts department and agency leadership to critical information to inform decision making. Based on that information, the FLEMA Director coordinates with other appropriate departments and agencies to activate plans and applicable coordination structures of the FLEOP, as required. Officials should be prepared to participate, either in person or by secure video teleconference, with departments or agencies involved in responding to the incident. The FLEOC maintains the common operating picture that provides overall situational awareness for incident information. Each local department and agency must ensure that its response personnel are trained to utilize these tools.

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 FLEOC operational activities, staffing, and notifications will be based on the principles of the NIMS and ICS and 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 EMA Director and several assistants) need for city/county assistance. Typical daily activities continue while the event is monitored. Notification is limited to those local agencies that have normal day-to-day emergency responsibilities or regulatory requirements. The FLEOP is implemented. If the event occurs during non-duty hours, the EMA Director may be required to report to the FLEOC to monitor the situation and respond to requests for city/county 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 local EMCs. A limited staff of EMA personnel and those agencies essential to the response will be in place in the FLEOC. The FLEOP is implemented. Twenty-four hour staffing may be required. Daily activities are altered to accommodate the situation. All applicable local EMCs are alerted.

Level II - Involves an event which has become, or is becoming, an emergency or disaster and requires significant local response and possible state response and recovery assistance (local government capabilities clearly exceeded). The Command Staff, Operations, Planning, Logistics, and Finance/Administration Staff are at least partially staffed on a 24-hour basis in the FLEOC. Support agencies are alerted and most FLEMA personnel are assigned to emergency/disaster functions. The Lauderdale County Commission Chairman and the Florence City Mayor will declare a state of emergency for the county or City. The FLEOP is implemented. A State Liaison may be requested to come to the FLEOC.

Level I - Involves a declared disaster, which requires an extensive local response where the local governments are clearly overwhelmed. The Command Staff, Operations, Planning, Logistics, and Finance/Administration Staff and primary EMCs are fully staffed on a 24-hour basis in the FLEOC. The FLEOP is implemented. The county requests assistance from the State EMA through implementation of the State EOP and the presence of a State Liaison, if not previously requested.

FLEOC. The FLEOC maintains active situational awareness and communications within and among local departments and agencies. The FLEOC is also connected with the State EOC and can exchange information and draw and direct resources in the event of an incident.

ACTIVATE AND DEPLOY RESOURCES AND CAPABILITIES

Baseline Priorities. When an incident or potential incident occurs, responders assess the situation, identify and prioritize requirements, and activate available resources and capabilities to save lives, protect property and the environment, and meet basic human needs. In most cases, this includes development of incident objectives based on incident priorities, development of an Incident Action Plan by the Incident Command in the field, and development of support plans by the appropriate local entities. Key activities include:

- **Activating people, resources, and capabilities.** Initial actions may include activation of people and teams and establishment of incident management and response structures to organize and coordinate an effective response. The resources and capabilities deployed and the activation of supporting incident management structures should be directly related to the size,

scope, nature, and complexity of the incident. All responders should maintain and regularly exercise notification systems and protocols.

- **Requesting additional resources and capabilities.** Responders and capabilities may be requested through mutual aid and assistance agreements or the state. For all incidents, especially large-scale incidents, it is essential to prioritize and clearly communicate incident requirements so that resources can be efficiently matched, typed, and mobilized to support operations.
- **Identifying needs and pre-positioning resources.** When planning for heightened threats or in anticipation of large-scale incidents, local jurisdictions should anticipate resources and capabilities that may be needed. Based on asset availability, resources should be pre-positioned and response teams and other support resources may be placed on alert or deployed to a staging area. As noted above, mobilization and deployment will be most effective when supported by planning that includes pre-scripted mission assignments, advance readiness contracting, and staged resources.

Local Actions. In the event of, or anticipation of, an incident requiring a coordinated response, local jurisdictions should:

- Identify staff for deployment to the FLEOC, which should have standard procedures and call-down lists to notify department and agency points of contact.
- Work with emergency management officials to take the necessary steps to provide for continuity of operations.
- **Activate Incident Command.** Incident command organizations make up the command staff of appropriate functional local departments or agencies. The level of training and experience of the Incident Command staff, coupled with the identified formal response requirements and responsibilities of the Incident Command, are factors in determining the type or level of the Incident Command.
- **Activate specialized response teams** as required. Jurisdictions may have specialized teams including search and rescue teams, crime scene investigators, public works teams, hazardous materials response teams, public health specialists, or veterinarians/animal response teams.
- **Activate mutual aid and assistance agreements.**

COORDINATE RESPONSE ACTIONS

Baseline Priorities. Coordination of response activities occurs through response structures based on assigned roles, responsibilities, and reporting protocols. Critical information is provided through established reporting mechanisms. The efficiency and effectiveness of response operations are enhanced by full application of the NIMS with its common principles, structures, and coordinating processes. Specific priorities include:

- **Managing emergency functions.** Local governments are responsible for the management of their emergency functions. Such management includes mobilizing the National Guard, pre-positioning assets, and supporting communities. Local governments, in conjunction with their voluntary organization partners, are also responsible for implementing plans to ensure the effective management of the flow of volunteers and goods in the affected area.
- **Coordinating initial actions.** Initial actions are coordinated through the on-scene Incident Command and may include: immediate law enforcement, rescue, firefighting, and emergency medical services; emergency flood fighting; evacuations; transportation detours; and emergency information for the public. As the incident unfolds, the on-scene Incident Command develops and updates an Incident Action Plan, revising courses of action based on changing circumstances.
- **Coordinating requests for additional support.** If additional resources are required, the on-scene Incident Command requests the needed support through the FLEOC. Additional incident management and response structures and personnel are activated to support the response. It is critical that personnel understand roles, structures, protocols, and concepts to ensure clear, coordinated actions. Resources are activated through established procedures and integrated into a standardized organizational structure at the appropriate levels.
- **Identifying and integrating resources and capabilities.** Resources and capabilities must be deployed, received, staged, and efficiently integrated into ongoing operations. For large, complex incidents, this may include working with a diverse array of organizations, including multiple private-sector entities and NGOs through prearranged agreements and contracts. Large-scale events may also require sophisticated coordination and time-phased deployment of resources through an integrated logistics system. Systems and venues must be established to receive, stage, track, and integrate resources into ongoing operations. Incident Command should continually assess operations and scale and adapt existing plans to meet evolving circumstances.
- **Coordinating information.** Effective public information strategies are essential following an incident. Incident Command may elect to establish a Joint Information Center (JIC), a physical location where the coordination and dissemination of information for the public and media concerning the incident are managed. JICs may be established locally, regionally, or nationally depending on the size and magnitude of an incident. In the event of incidents requiring a coordinated response, JICs are established to coordinate federal, state, tribal, local, and private-sector incident communications with the public. By developing media lists, contact information for relevant stakeholders, and coordinated news releases, the JIC staff facilitates dissemination of accurate, consistent, accessible, and timely public information to numerous audiences.

Specific response actions will vary depending upon the scope and nature of the incident. Response actions are based on the objectives established by the Incident Command and Unified Coordination Group. Response actions include, but are not limited to:

- Warning the public and providing accessible emergency public information.

- Implementing evacuation and sheltering plans that include provisions for special needs populations and household pets.
- Sheltering evacuees in pre-identified, physically accessible shelters and providing food, water, and other necessities to meet the needs of all people, including persons with disabilities and other special needs.
- Performing search and rescue.
- Treating the injured.
- Providing law enforcement and investigation.
- Controlling hazards (extinguishing fires, containing hazardous materials spills, etc.).
- Ensuring responder safety and health.

Local Actions. Within communities, NIMS principles are applied to integrate response plans and resources across jurisdictions and departments and with the private sector and NGOs. Neighboring communities play a key role in providing support through a framework of mutual aid and assistance agreements. These agreements are formal documents that identify the resources that communities are willing to share during an incident. Such agreements should include:

- Definitions of key terms used in the agreement.
- Roles and responsibilities of individual parties.
- Procedures for requesting and providing assistance.
- Procedures, authorities, and rules for allocation and reimbursement of costs.
- Notification procedures.
- Protocols for interoperable communications.
- Relationships with other agreements among jurisdictions.
- Treatment of workers' compensation, liability, and immunity.
- Recognition of qualifications and certifications.

While States typically act as the conduit between the Federal and local governments when Federal assistance is supporting a local jurisdiction, there are certain instances in which Federal partners may play an active role in a unified command. For example, wildfires on Federal land or oil spills are activities for which certain Federal departments or agencies may have authority to respond under their own statutes and jurisdictions.

Response Activities. Specific response actions will vary depending upon the scope and nature of an incident. Response actions are based on the objectives established by the Incident Command and Unified Coordination Group. Detailed information about the full range of potential response capabilities is contained in the Emergency Support Function Annexes, Incident Annexes, and Support Annexes.

Department and Agency Activities. Local departments and agencies, upon receiving notification or activation requests, implement their specific emergency plans to activate resources and organize their response actions. Department and agency plans should incorporate procedures for:

- Designation of department or agency representatives for interagency coordination, and identification of local points of contact.
- Activation of coordination groups managed by the department or agency in accordance with roles and responsibilities.
- Activation, mobilization, deployment, and ongoing status reporting for resource-typed teams with responsibilities for providing capabilities under the FLEOP.
- Readiness to execute mission assignments in response to requests for assistance (including pre-scripted mission assignments), and to support all levels of department or agency participation in the response, at both the field and local levels.
- Ensuring that department or agency resources (e.g., personnel, teams, or equipment) fit into the interagency structures and processes set out in the FLEOP.

Emergency Support Functions (ESFs). The FLEOC may also activate specific ESFs by directing appropriate departments and agencies to initiate the initial actions delineated in the ESF Annexes.

State and Federal Actions. The state will provide the vast majority of external assistance to local jurisdictions and serves as the gateway to several government programs that help communities prepare. When an incident grows beyond the capability of a local jurisdiction, and responders cannot meet the needs with mutual aid and assistance resources, the FLEMA contacts the State EMA. Upon receiving a request for assistance from a local government which has declared a disaster, immediate state response activities may include:

- Coordinating warnings and public information through the activation of the State's public communications strategy and the establishment of a JIC.
- Distributing supplies stockpiled to meet the emergency.
- Providing needed technical assistance and support to meet the response and recovery needs of individuals and households.

- The Governor suspending existing statutes, rules, ordinances, and orders for the duration of the emergency, to the extent permitted by law, to ensure timely performance of response functions.
- Implementing State donations management plans and coordinating with NGOs and the private sector.
- Ordering the evacuation of persons from any portions of the State threatened by the incident, giving consideration to the requirements of special needs populations and those with household pets or service animals.
- Mobilizing resources to meet the requirements of people with special needs, in accordance with the state's preexisting plan and in compliance with federal civil rights laws.

In addition to these actions, the governor may activate elements of the National Guard. The National Guard is a crucial state resource, with expertise in communications, logistics, search and rescue, and decontamination. National Guard forces employed under State Active Duty or Title 32 status are under the command and control of the governor of their state and are not part of federal military response efforts.

Title 32 Full-Time National Guard Duty refers to federal training or other duty, other than inactive duty, performed by a member of the National Guard. Title 32 is not subject to "posse comitatus" restrictions and allows the governor, with the approval of the President or the Secretary of Defense, to order a guard member to duty to:

- Perform training and other operational activities.
- Conduct homeland defense activities for the military protection of the territory or domestic population of the United States, or of the infrastructure or other assets of the United States determined by the Secretary of Defense to be critical to national security, from a threat or aggression against the United States.

In rare circumstances, the president can federalize National Guard forces for domestic duties under Title 10 (e.g., in cases of invasion by a foreign nation, rebellion against the authority of the United States, or where the president is unable to execute the laws of the United States with regular forces [10 U.S.C. 12406]). When mobilized under Title 10 of the U.S. Code, the forces are no longer under the command of the governor. Instead, the Department of Defense assumes full responsibility for all aspects of the deployment, including command and control over National Guard forces.

State-to-State Assistance. If additional resources are required, the State should request assistance from other States by using interstate mutual aid and assistance agreements such as the Emergency Management Assistance Compact (EMAC). Administered by the National Emergency Management Association, EMAC is a congressionally ratified organization that provides form and structure to the interstate mutual aid and assistance process. Through EMAC or other mutual aid or assistance agreements, a State can request and receive assistance from other member States. Such State-to-State assistance may include:

- Invoking and administering a Statewide Mutual Aid Agreement, as well as coordinating the allocation of resources under that agreement.
- Invoking and administering EMAC and/or other compacts and agreements, and coordinating the allocation of resources that are made available to and from other states.

Requesting Federal Assistance. When an incident overwhelms or is anticipated to overwhelm state resources, the governor may request federal assistance. In such cases, the affected local jurisdiction, tribe, state, and the federal governments will collaborate to provide the necessary assistance. The federal government may provide assistance in the form of funding, resources, and critical services. Federal departments and agencies respect the sovereignty and responsibilities of local, tribal, and state governments while rendering assistance. The intention of the federal government in these situations is not to command the response, but rather to support the affected local, tribal, and/or state governments.

Robert T. Stafford Disaster Relief and Emergency Assistance Act. When it is clear that state capabilities will be exceeded, the governor can request federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the president to provide financial and other assistance to state and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following presidential emergency or major disaster declarations.

The Stafford Act is triggered by a presidential declaration of a major disaster or emergency, when an event causes damage of sufficient severity and magnitude to warrant federal disaster assistance to supplement the efforts and available resources of states, local governments, and the disaster relief organizations in alleviating the damage, loss, hardship, or suffering.

The forms of public assistance typically flow either from a major disaster declaration or an emergency declaration. A major disaster could result from any natural or manmade event that the president determines warrants supplemental federal aid. The event must be clearly more than state and local governments can handle alone.

If declared, funding comes from the President's Disaster Relief Fund, which is managed by FEMA, and the disaster aid programs of other participating federal departments and agencies. A presidential major disaster declaration triggers long-term federal recovery programs, some of which are matched by state programs, and designed to help disaster victims, businesses, and public entities. An emergency declaration is more limited in scope and without the long-term federal recovery programs of a major disaster declaration. Generally, federal assistance and funding are provided to meet a specific emergency need or to help prevent a major disaster from occurring.

Requesting a Presidential Declaration. Most incidents are not of sufficient magnitude to warrant a presidential declaration. However, if state and local resources are insufficient, a governor may ask the president to make such a declaration. Before making a declaration request, the governor must activate the state's emergency plan and ensure that all appropriate state and local actions have been taken or initiated, including:

- Surveying the affected areas to determine the extent of private and public damage.
- Conducting joint preliminary damage assessments with FEMA officials to estimate the types and extent of federal disaster assistance required.
- Consulting with the FEMA Regional Administrator on federal disaster assistance eligibility, and advising the FEMA regional office if a presidential declaration will be requested.

Ordinarily, only a governor can initiate a request for a presidential emergency or major disaster declaration. In extraordinary circumstances, the president may unilaterally declare a major disaster or emergency. This request is made through the FEMA Regional Administrator and based on a finding that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the state and affected local governments, and that federal assistance is necessary. The request must include:

- Information on the extent and nature of state resources that have been or will be used to address the consequences of the disaster.
- A certification by the governor that state and local governments will assume all applicable non-federal costs required by the Stafford Act.
- An estimate of the types and amounts of supplementary federal assistance required.
- Designation of a State Coordinating Officer.

The completed request, addressed to the president, is submitted through the FEMA Regional Administrator, who evaluates the damage and requirements for federal assistance and makes a recommendation to the FEMA Administrator. The FEMA Administrator, acting through the Secretary of Homeland Security, may then recommend a course of action to the president. The governor, appropriate Members of Congress, and federal departments and agencies are immediately notified of a presidential declaration.

Proactive Response to Catastrophic Incidents. A catastrophic incident is defined as any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. Prior to and during catastrophic incidents, especially those that occur with little or no notice, the state and federal governments may take proactive measures to mobilize and deploy assets in anticipation of a formal request from the state for federal assistance. Such deployments of significant federal assets would likely occur for catastrophic events involving chemical, biological, radiological, nuclear, or high-yield explosive weapons of mass destruction, large-magnitude earthquakes, or other catastrophic incidents affecting heavily populated areas. The proactive responses are utilized to ensure that resources reach the scene in a timely manner to assist in restoring any disruption of normal function of state or local governments. Proactive notification and deployment of federal resources in anticipation of or in response to catastrophic events will be done in coordination and collaboration with state, tribal, and local governments and private-sector entities when possible.

Federal Assistance Available Without a Presidential Declaration. In many cases, assistance may be obtained from the federal government without a presidential declaration. For example, FEMA places liaisons in State EOCs and moves commodities near incident sites that may require federal assistance prior to a presidential declaration. Additionally, some types of assistance, such as Fire Management Assistance Grants – which provide support to states experiencing severe wildfires – are performed by federal departments or agencies under their own authorities and do not require presidential approval. Finally, federal departments and agencies may provide immediate lifesaving assistance to states under their own statutory authorities without a formal presidential declaration.

Other Federal or Federally Facilitated Assistance. The National Response Framework (NRF) covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or actual incidents, including terrorism and major disasters. In addition to Stafford Act support, the NRF may be applied to provide other forms of support to federal partners. Federal departments and agencies must remain flexible and adaptable in order to provide the support that is required for a particular incident.

Federal-to-Federal Support. Federal departments and agencies execute interagency or intra-agency reimbursable agreements, in accordance with the Economy Act or other applicable authorities. The NRF's Financial Management Support Annex contains additional information on this process. Additionally, a federal department or agency responding to an incident under its own jurisdictional authorities may request DHS coordination to obtain additional federal assistance.

In such cases, DHS may activate one or more Emergency Support Functions to coordinate required support. Federal departments and agencies must plan for Federal-to-Federal support missions, identify additional issues that may arise when providing assistance to other federal departments and agencies, and address those issues in the planning process. When providing Federal-to-Federal support, DHS may designate a Federal Resource Coordinator to perform the resource coordination function.

Federal Actions. In the event of, or in anticipation of, an incident requiring a coordinated federal response, the National Operations Center, in many cases acting through the National Response Coordination Center, notifies other Federal departments and agencies of the situation and specifies the level of activation required. After being notified, departments and agencies should:

- Identify and mobilize staff to fulfill their department's or agency's responsibilities, including identifying appropriate subject-matter experts and other staff to support department operations centers.
- Identify staff for deployment to the NOC, the NRCC, FEMA Regional Response Coordination Centers (RRCCs), or other operations centers as needed, such as the FBI's Joint Operations Center. These organizations have standard procedures and call-down lists, and will notify department or agency points of contact if deployment is necessary.

- Identify staff that can be dispatched to the Joint Field Office (JFO), including Federal officials representing those departments and agencies with specific authorities, lead personnel for the JFO Sections (Operations, Planning, Logistics, and Administration and Finance) and the ESFs.
- Begin activating and staging Federal teams and other resources in support of the Federal response as requested by DHS or in accordance with department or agency authorities.
- Execute pre-scripted mission assignments and readiness contracts, as directed by DHS.

Some federal departments or agencies may deploy to an incident under their own authorities. In these instances, federal departments or agencies will notify the appropriate entities such as the NOC, JFO, State EOCs, and the local Incident Command.

DEMOBILIZE

Demobilization is the orderly, safe, and efficient return of a resource to its original location and status. Demobilization should begin as soon as possible to facilitate accountability of the resources and be fully coordinated with other incident management and response structures.

Local and State Actions. At the local and state levels, demobilization planning and activities should include:

- Provisions to address and validate the safe return of resources to their original locations.
- Processes for tracking resources and ensuring applicable reimbursement.
- Accountability for compliance with mutual aid and assistance provisions.

Federal Actions. The Unified Coordination Group oversees the development of an exit strategy and demobilization plan. As the need for full-time interagency response coordination at the JFO wanes, the Unified Coordination Group plans for selective release of Federal resources, demobilization, transfer of responsibilities, and closeout. The JFO, however, continues to operate as needed into the recovery phase to coordinate those resources that are still active. ESF representatives assist in demobilizing resources and organizing their orderly return to regular operations, warehouses, or other locations.

RECOVER

Once immediate lifesaving activities are complete, the focus shifts to assisting individuals, households, critical infrastructure, and businesses in meeting basic needs and returning to self-sufficiency. Even as the immediate imperatives for response to an incident are being addressed, the need to begin recovery operations emerges. The emphasis upon response will gradually give way to recovery operations. Within recovery, actions are taken to help individuals, communities, and the county return to normal. Depending on the complexity of this phase, recovery and cleanup efforts involve significant contributions from all sectors of our society.

- **Short-term recovery** is immediate and overlaps with response. It includes actions such as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes, and providing food and shelter for those displaced by the incident. Although called “short term,” some of these activities may last for weeks.
- **Long-term recovery**, which is outside the scope of the FLEOP, may involve some of the same actions but may continue for a number of months or years, depending on the severity and extent of the damage sustained. For example, long-term recovery may include the complete redevelopment of damaged areas.

Recovery from an incident is unique to each community and depends on the amount and kind of damage caused by the incident and the resources that the jurisdiction has ready or can quickly obtain. In the short term, recovery is an extension of the response phase in which basic services and functions are restored. In the long term, recovery is a restoration of both the personal lives of individuals and the livelihood of the community. Recovery can include the development, coordination, and execution of service- and site-restoration plans; reconstitution of government operations and services; programs to provide housing and promote restoration; long-term care and treatment of affected persons; and additional measures for social, political, environmental, and economic restoration. Recovery programs:

- Identify needs and resources.
- Provide accessible housing and promote restoration.
- Address care and treatment of affected persons.
- Inform residents and prevent unrealistic expectations.
- Implement additional measures for community restoration.
- Incorporate mitigation measures and techniques, as feasible.

Recovery Coordination. Once a JFO is established, it remains the central coordination point among local, tribal, state, and federal governments, as well as private-sector and nongovernmental entities that are providing recovery assistance.

Examples of federal and state recovery actions include:

- Coordinating assistance programs to help individuals, households, and businesses meet basic needs and return to self-sufficiency. Such programs include housing assistance, other needs assistance, crisis counseling services, disaster legal services, and unemployment or reemployment programs. Other activities include coordinating with local and tribal governments the need for and locations of Disaster Recovery Centers.
- Establishing Disaster Recovery Centers. Federal, state, tribal, local, voluntary, and nongovernmental organizations determine the need for and location of Disaster Recovery

Centers. Staff provides recovery and mitigation program information, advice, counseling, and related technical assistance.

- Coordinating with private-sector and nongovernmental organizations involved in donations management and other recovery activities.
- Coordinating public assistance grant programs authorized by the Stafford Act. These programs aid local, tribal, and State governments and eligible private nonprofit organizations with the cost of emergency protective services, debris removal, and the repair or replacement of disaster-damaged public facilities and associated environmental restoration.
- Coordinating with the private sector on restoration and recovery of CIKR. Activities include working with owners/operators to ensure the restoration of critical services, including water, power, natural gas and petroleum, emergency communications, and healthcare.
- Coordinating mitigation grant programs to help communities reduce the potential impacts of future disasters. Activities include developing strategies to rebuild resilient communities.

After the JFO closes, ongoing activities transition to individual agencies with primary recovery responsibilities. Federal partners then work directly with their regional or headquarters offices to administer and monitor recovery programs, support, and technical services.

CHAPTER III

RESPONSE ORGANIZATION

This chapter explains how we as a county are organized to implement response actions. It describes the organizational structures that have been developed, tested, and refined over time and how these structures are applied at all levels to support an effective response. The key staff positions needed to operate this system are explained and their relationships and dependencies outlined. The FLEOP's response structures are based on the National Incident Management System (NIMS), particularly on its Incident Command System (ICS).

Homeland Security Presidential Directive (HSPD) 5 called for a single, comprehensive system to enhance the ability of the United States to manage domestic incidents. In March 2004, DHS released the NIMS, which provides a consistent nationwide template to enable all levels of government, the private sector and NGOs to work together during an incident. Incident management includes those activities conducted to: 1) prevent and disrupt terrorist attacks; 2) protect our people, our critical infrastructure, and key resources; and 3) respond to and recover from incidents that do occur. Integrating these NIMS principles into all phases of an incident and throughout all levels of government ensures that all stakeholders have a common set of principles from which to operate during an incident.

Scope of the FLEOP. The FLEOP provides structures, based upon NIMS, for implementing city/county-level policy and operational coordination for domestic incident response. It can be partially or fully implemented in the context of a threat, in anticipation of a significant event or in response to an incident. Selective implementation allows for a scaled response, delivery of the exact resources needed, and a level of coordination appropriate to each event.

The FLEOP incorporates organizational structures that promote on-scene initiative, innovation, and sharing of essential resources drawn from all levels of government and the private sector. It is not always obvious whether a seemingly minor incident might be the initial phase of a larger, rapidly growing threat. Response must be quickly scalable, flexible, and adaptable.

KEY CONCEPTS

NIMS provides a core set of common concepts, principles, terminology, and technologies in the following areas:

Incident Command System (ICS). Much of NIMS is built upon ICS, which was developed by the federal, state, and local wild-land fire agencies during the 1970's. ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration. In some circumstances, intelligence and investigations may be added as a sixth functional area.

Unified Command. Unified command is an important element in multijurisdictional or multiagency incident management. It provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a

team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single Incident Action Plan. Each participating agency maintains its authority, responsibility, and accountability.

Training. Leaders and staff require initial training on response principles, as well as ongoing training to provide updates on current concepts and procedures.

Identification and Management of Resources. Classifying types of resources is essential to ensure that multiple agencies can effectively communicate and provide resources during a crisis, including implementing a plan to inventory, mobilize, and track resources prior to, during, and after an incident.

Mutual Aid and Assistance. Executing mutual aid and other agreements established prior to an incident with appropriate entities at the local, tribal, state, and federal levels is an important element of preparedness, along with the readiness to develop/implement new agreements during the life cycle of an incident.

Situational Awareness. Situational awareness is the ability to identify, process, and comprehend the critical information about an incident. More simply, it is the knowing what is going on around you. Situational awareness requires continuous monitoring of relevant sources of information regarding actual incidents and developing hazards.

Qualifications and Certification. Competent staff is a requirement for any leader managing an incident. During a crisis there will not be time to determine staff qualifications, if such information has not yet been compiled and available for review by leaders. To identify the appropriate staff to support a leader during a crisis, qualifications based on training and expertise of staff should be identified and evidenced by certification, if appropriate.

Collection, Tracking, and Reporting of Incident Information. Information today is transmitted instantly via the Internet and the 24/7 news channels. While timely information is valuable, it also can be overwhelming. For an effective response, expertise and experience must be considered a powerful tool to support decision making and to summarize and prioritize information rapidly. Information must be gathered accurately at the scene and effectively communicated to those who need it. To be successful, clear lines of information flow and a common operating picture are essential.

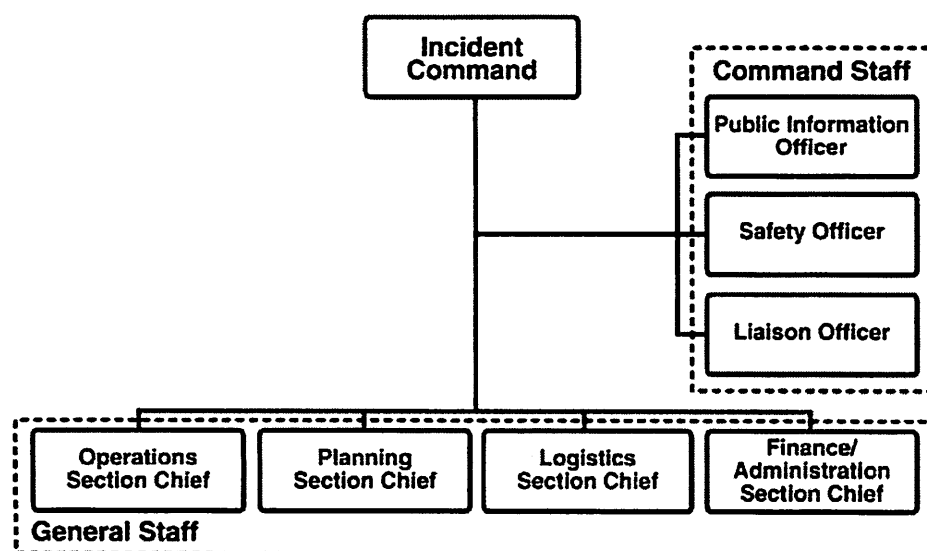
Crisis Action Planning. Deliberative planning during non-incident periods should quickly transition to crisis action planning when an incident occurs. Crisis action planning is the process for rapidly adapting existing deliberative plans and procedures during an incident based on the actual circumstances of an event. Crisis action planning should also include the provision of decision tools for senior leaders to guide their decision making.

Exercises. Consistent with the national exercise program, all stakeholders should regularly exercise their incident management and response capabilities and procedures to ensure that they are fully capable of executing their response tasks.

LOCAL RESPONSE: STRUCTURES AND STAFFING

Field Level: Incident Command. Local responders use ICS to manage response operations. ICS is a management system designed to enable effective incident management by integrating a combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure. A basic strength of ICS is that it is already widely adopted. It is used to organize both near-term and long-term field-level operations for a broad spectrum of incidents.

Figure 4. Incident Command Structure



ICS is used by all levels of government – federal, state, tribal, and local – as well as by many private-sector and nongovernmental organizations. Typically, the incident command is structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration.

ICS defines certain key roles for managing an ICS incident, as follows:

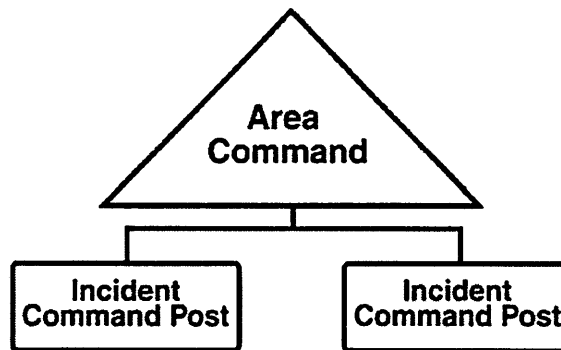
- The **Incident Commander** is the individual responsible for all response activities, including the development of strategies and tactics and the ordering and release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. When multiple command authorities are involved, the incident may be led by a unified command comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance, or agreement. The unified command provides direct, on-scene control of tactical operations.
- The **Command Staff** consists of a Public Information Officer, Safety Officer, Liaison Officer, and other positions. The Command Staff reports directly to the Incident Commander. The **General Staff** normally consists of an Operations Section Chief, Planning Section Chief,

Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Section may be established, if required, to meet response needs.

At the tactical level, on-scene incident command and management organization are located at an **Incident Command Post**, which is typically comprised of local and mutual aid responders.

Field Level: Area Command. If necessary, an Area Command may be established to assist the agency administrator/executive in providing oversight for the management of multiple incidents being handled by separate Incident Command Posts or to oversee management of a complex incident dispersed over a larger area. The Area Command does not have operational responsibilities and is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations. The Area Command or Incident Command Post provides information to, and may request assistance from, the local emergency operations center.

Figure 5. Area Command Structure



FLEOC. If the Incident Commander determines that additional resources or capabilities are needed, he or she will contact the FLEOC and relay requirements to the local emergency manager. The FLEOC is the physical location where multiagency coordination occurs. The FLEOC helps form a common operating picture of the incident, relieve on-scene command of the burden of external coordination, and secure additional resources. The core functions of the FLEOC include coordination, communications, resource allocation and tracking, and information collection, analysis, and dissemination.

EOCs may be permanent organizations and facilities that are staffed 24 hours a day, 7 days a week, or they may be established to meet short-term needs. Standing EOCs such as the FLEOC (or those activated to support larger, more complex incidents) are typically established in a central or permanently established facility. Such permanent facilities in larger communities are typically directed by a full-time **emergency manager**. EOCs may be organized by major discipline (fire, law enforcement, medical services, etc.), by jurisdiction (city, county, region, etc.), by Emergency Support Function (communications, public works, engineering, transportation, resource support, etc.) or, more likely, by some combination thereof.

During an incident, the FLEMA Director ensures the FLEOC is staffed to support the incident command and arranges needed resources. The **chief elected official** provides policy direction

and supports the FLEMA Director, as needed. The FLEMA Director provides policy direction and support to the Incident Commander, as needed.

EOCs at all levels of government often encourage and accommodate private-sector participation. The private sector, in turn, can maintain parallel structures to respond to the needs of the EOC. This representation should complement, not replace, presence in the EOC granted currently to public utilities.

Emergency Support Functions (ESFs). FLEMA coordinates response support from across the city/county governments and certain NGOs by calling up, as needed, one or more of the 15 ESFs. The ESFs are coordinated by FLEMA through the FLEOC. During a response, ESFs are a critical mechanism to coordinate functional capabilities and resources provided by local departments and agencies, along with certain private-sector and nongovernmental organizations. They represent an effective way to bundle and funnel resources and capabilities to emergency responders. These functions are coordinated by a single agency but may rely on several agencies that provide resources for each functional area. The mission of the ESFs is to provide the greatest possible access to capabilities of the city/county governments regardless of which agency has those capabilities.

The ESFs serve as the primary operational-level mechanism to provide assistance in functional areas such as transportation, communications, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, agriculture and natural resources, and energy. A list of the 15 ESFs and a description of the scope of each is found in Table 2.

Table 2. Emergency Support Functions and ESF Coordinators

ESF #1 – Transportation ESF Coordinator: Florence-Lauderdale EMA
<ul style="list-style-type: none"> • Restoration and recovery of transportation infrastructure • Movement restrictions • Damage and impact assessment
ESF #2 – Communications ESF Coordinator: Florence-Lauderdale EMA
<ul style="list-style-type: none"> • Coordination with telecommunications and information technology industries • Restoration and repair of telecommunications infrastructure • Protection, restoration, and sustainment of county cyber and information technology resources • Oversight of communications within the local incident management and response structures

ESF #3 – Public Works and Engineering ESF Coordinator: Florence Engineering/Lauderdale Co. Road Department
<ul style="list-style-type: none"> • Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services and construction management
ESF #4 – Firefighting ESF Coordinator: Florence Fire and Rescue/ Lauderdale County Volunteer Fire Departments
<ul style="list-style-type: none"> • Coordination of county firefighting activities • Local management of wild land, rural, and urban firefighting operations and support to the Alabama Forestry Commission as needed
ESF #5 – Emergency Management ESF Coordinator: Florence-Lauderdale EMA
<ul style="list-style-type: none"> • Coordination of incident management and response efforts • Issuance of mission assignments • Personnel and other resources • Incident action planning • Financial management
ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services ESF Coordinator: Lauderdale County Health Department
<ul style="list-style-type: none"> • Mass care • Emergency assistance • Disaster housing • Human services
ESF #7 – Logistics Management and Resource Support ESF Coordinator: Florence-Lauderdale EMA
<ul style="list-style-type: none"> • Comprehensive, county incident logistics planning, management, and sustainment capability • Resource support (facility space, office equipment and supplies, contracting services, etc.)

ESF #8 – Public Health and Medical Services ESF Coordinator: Lauderdale County Health Department
<ul style="list-style-type: none"> • Public health • Medical • Mental health services • Mass fatality management
ESF #9 – Search and Rescue ESF Coordinator: Lauderdale County Sheriff's Office/Florence Police Department
<ul style="list-style-type: none"> • Life-saving assistance • Search and rescue operations
ESF #10 – Oil and Hazardous Materials Response ESF Coordinator: Florence Fire and Rescue/Lauderdale County Volunteer Fire Departments
<ul style="list-style-type: none"> • Prevent, minimize, or mitigate a hazardous release • Detect and assess the extent of contamination (including sampling and analysis) • Mitigate, monitor, clean-up, and dispose of hazardous materials released into the environment
ESF #11 – Agriculture and Natural Resources ESF Coordinator: Lauderdale County Department of Human Resources
<ul style="list-style-type: none"> • Nutrition assistance • Animal and plant disease and pest response • Food safety and security • Natural and cultural resources and historic properties protection • Safety and well-being of household pets

ESF #12 – Energy ESF Coordinator: City of Florence Utility Department
<ul style="list-style-type: none"> • Energy infrastructure assessment, repair, and restoration • Energy industry utilities coordination • Energy forecast
ESF #13 – Public Safety and Security ESF Coordinator: Lauderdale County Sheriff's Office/Florence PD
<ul style="list-style-type: none"> • Facility and resource security • Security planning and technical resource assistance • Public safety and security support • Support to access, traffic, and crowd control
ESF #14 – Long-Term Community Recovery ESF Coordinator: Florence-Lauderdale EMA
<ul style="list-style-type: none"> • Social and economic community impact assessment • Long-term community recover assistance to the local governments and the private sector • Analysis and review of mitigation program implementation
ESF #15 – External Affairs ESF Coordinator: Florence-Lauderdale County EMA
<p>Communicate accurate, coordinated, timely, and accessible information to governments, media, the private sector, local population, and special needs population. Utilizing but not limited to:</p> <ul style="list-style-type: none"> • Emergency Alert System (EAS) • Mobile Emergency Response Support (MERS) • Recovery Radio Support

Each ESF is comprised of a coordinator and primary and support agencies. The FLEOP identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESFs are consistent with resource-typing categories identified in the NIMS.

ESFs may be selectively activated for both Stafford Act and non-Stafford Act incidents. Not all incidents requiring local support result in the activation of ESFs. FLEMA can deploy assets and

capabilities through ESFs into an area in anticipation of an approaching storm or event that is expected to cause a significant impact and result. This coordination through ESFs allows FLEMA to position local support for a quick response, though federal assistance cannot normally be provided until the city/county declares a Local State of Emergency followed by the AEMA declaring a State of Emergency and requesting and receiving a presidential major disaster or emergency declaration.

The ESFs support decision making and coordination of field operations within the FLEOC. The ESFs deliver a broad range of technical support and other services at the local level in the FLEOC, and in a Joint Field Office and Incident Command Posts, as required by the incident. The FLEMA issues mission assignments to obtain resources and capabilities from across the ESFs in support of the city/county.

The ESFs plan and support response activities. ESFs provide staff to support the incident command sections for operations, planning, logistics, and finance/administration, as requested. The incident command structure enables the ESFs to work collaboratively. For example, if a requests is made for assistance with a mass evacuation, the FLEOC would request personnel from ESF #1 (*Transportation*), ESF #6 (*Mass Care, Emergency Assistance, Housing, and Human Services*), and ESF #8 (*Public Health and Medical Services*). These ESFs would then be integrated into a single branch or group within the Operations Section to ensure effective coordination of evacuation services. The same structures are used to organize ESF response at the state and federal levels.

To support an effective response, all ESFs are required to have both strategic and more-detailed operational plans that include all participating organizations and engage the private sector and NGOs as appropriate. The ongoing support, coordination, and integration of ESFs and their work are core responsibilities of FLEMA in its response leadership role.

Support and Incident Annexes. Other mechanisms by which support is harnessed among local, private-sector, and NGO partners are the Support and Incident Annexes. By serving as coordinating or cooperating agencies for various Support or Incident Annexes, local departments and agencies conduct a variety of activities to include managing specific functions and missions or providing overarching local support within their functional areas. Specifics on these positions are provided in the “Introductions to the Support and Incident Annexes” at the beginning of each.

STATE RESPONSE: STRUCTURES AND STAFFING

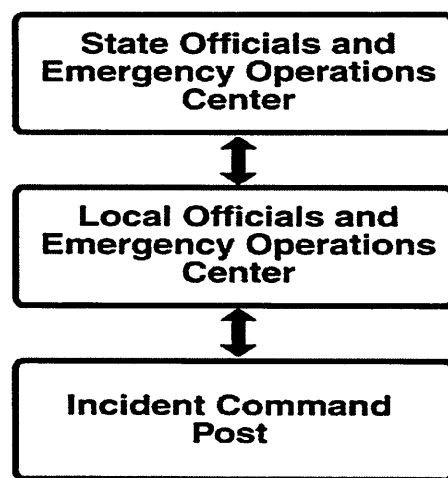
Alabama Emergency Operations Center (AEOC). The AEOC in Clanton, Alabama is the physical location where multiagency coordination occurs. Alabama maintains an EOC configured to expand as necessary to manage events requiring state-level assistance.

During a disaster or emergency the AEOC communicates with the governor and acts as liaison between local and federal personnel. When the event requires state assistance, state officials typically take the lead to provide public information about the incident. As soon as possible during an incident, the state ensures that communication lines with the press are open, questions

receive prompt responses and false rumors are refuted before they spread. Information about where to receive help is communicated directly to victims and victims' families.

The local incident command structure directs on-scene emergency management activities and maintains command and control of on-scene incident operations. The AEOC is activated as necessary to support local EOCs. Therefore, the AEOC is the central location from which off-scene activities supported by the state are coordinated. Chief elected and appointed officials are located at the AEOC, as well as personnel supporting core functions. The key function of the AEOC personnel is to ensure that those who are located at the scene have the resources (e.g., personnel, tools, and equipment) they need for the response.

Figure 6. State and Local Emergency Operations Centers/Local Command Post



State officials typically take the lead to communicate public information regarding incidents occurring in their jurisdictions. It is essential that immediately following the onset of an incident, the state government, in collaboration with local officials, ensures that:

- Communication lines with the press are open, questions receive prompt responses, and false rumors are refuted before they spread.
- Information about where to receive help is communicated directly to victims and victims' families. In order to coordinate the release of emergency information and other public affairs functions, a **Joint Information Center (JIC)** may be established. The JIC serves as a focal point for coordinated and timely release of incident-related information to the public and the media. Information about where to receive assistance is communicated directly to victims and their families in an accessible format and in appropriate languages for those with limited English proficiency. The JIC is a physical location from which external affairs professionals from all the organizations involved in an incident work together.

Requesting and Managing Federal Assistance. The governor is responsible for requesting federal assistance for incidents within his or her state. When the state requests federal assistance, FEMA will initially send a liaison to the State EOC. The second level of FEMA's response may

be deployment of an Incident Management Assist Team (IMAT). IMATs are rapidly deployable, interagency, nationally and regionally based incident response teams that will soon replace existing Emergency Response Teams (ERTs) at the national and regional level. They will provide a forward federal presence to improve response to serious incidents requiring federal assistance.

Federal incident support to the state is generally coordinated through a Joint Field Office (JFO). The JFO provides the means to integrate diverse federal resources and engage directly with the state. Overall, federal incident support to the state is generally coordinated through a Joint Field Office (JFO). The JFO provides the means to integrate diverse federal resources and engage directly with the state. Using unified command principles, a Unified Coordination Group comprised of senior officials from the state and key federal departments and agencies is established at the JFO. This group of senior officials provides the breadth of national support to achieve shared objectives.

Details of the structures and staffing models associated with a JFO, the FEMA Regional Response Coordination Centers (RRCCs), and other organizations that support state response are described below, in the section regarding federal response structures. By way of introduction, the FLEOP (as does the NRF) recognizes two senior leaders appointed by the governor to work in coordination with the federal JFO team.

State Coordinating Officer (SCO). The SCO plays a critical role in managing the state response and recovery operations following Stafford Act declarations. The governor of the affected state appoints the SCO, and lines of authority flow from the governor to the SCO, following the state's policies and laws. For certain anticipated events in which a Stafford Act declaration is expected, such as an approaching hurricane, the Secretary of Homeland Security or the FEMA Administrator may pre-designate one or more federal officials to coordinate with the SCO to determine resources and actions that will likely be required, and begin deployment of assets. The specific roles and responsibilities of the SCO include:

- Serving as the primary representative of the governor for the affected state or locality with the RRCC or within the JFO once it is established.
- Working with the Federal Coordinating Officer (FCO) to formulate state requirements, including those that are beyond state capability, and set priorities for employment of federal resources provided to the state.
- Ensuring coordination of resources provided to the state via mutual aid and assistance compacts.
- Providing a linkage to local government.
- Serving in the Unified Coordination Group in the JFO.

Governor's Authorized Representative. As the complexity of the response dictates, the FLEOP (as does the NRF) recognizes that the governor may empower a Governor's Authorized Representative to:

- Execute all necessary documents for disaster assistance on behalf of the state, including certification of applications for public assistance.
- Represent the governor of the impacted state in the Unified Coordination Group, when required.
- Coordinate and supervise the state disaster assistance program to include serving as its grant administrator.
- Identify, in coordination with the SCO, the state's critical information needs for incorporation into a list of Essential Elements of Information (critical items of specific information required to plan and execute an operation and to support timely, logical decisions).

Emergency Support Function (ESF) Teams. The AEOC coordinates incident response support from across state government by calling up, as needed, one or more of the 15 ESF teams. During a response, ESFs are a critical mechanism to coordinate functional capabilities and resources provided by state departments and agencies, along with certain private sector and nonprofit organizations. They represent an effective way to bundle and funnel resources and capabilities to responders. These functions are coordinated by a single agency but may rely on several agencies that provide resources for each functional area. The mission of the ESF is to provide the greatest possible access to capabilities of state government regardless of which agency has those capabilities.

The ESFs serve as the primary operational-level mechanism to provide assistance in functional areas such as transportation, communications, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, agriculture and energy.

Each ESF is composed of primary and support agencies. The EOP identifies primary agencies on the basis of authorities, resources and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area.

FEDERAL RESPONSE: STRUCTURES AND STAFFING

Policy Development and Operations Coordination

Policy Development. The president leads the nation in responding effectively and ensuring the necessary coordinating structure, leadership, and resources are applied quickly and efficiently to large-scale incidents. The Homeland Security Council (HSC) and National Security Council (NSC) advise the president on national strategic and policy during large-scale incidents. The HSC and NSC ensure coordination for all homeland and national security-related activities among executive departments and agencies and promote effective development and

implementation of related policy. The HSC and NSC ensure unified leadership across the Federal Government.

The Assistant to the President for Homeland Security and Counterterrorism and the Assistant to the President for National Security Affairs coordinate interagency policy for domestic and international incident management, respectively, and convene interagency meetings to coordinate policy issues. Both Councils use well-established policy development structures to identify issues that require interagency coordination.

To support domestic interagency policy coordination on a routine basis, HSC and NSC deputies and principals convene to resolve significant policy issues. They are supported by the following two Policy Coordination Committees at the assistant secretary level:

- ***Domestic Readiness Group (DRG)***. The DRG is an interagency body convened on a regular basis to develop and coordinate preparedness, response, and incident management policy. This group evaluates various policy issues of interagency importance regarding domestic preparedness and incident management and makes recommendations to senior levels of the policymaking structure for decision. During an incident, the DRG may be convened by DHS to evaluate relevant interagency policy issues regarding response and develop recommendations as may be required.
- ***Counterterrorism Security Group (CSG)***. The CSG is an interagency body convened on a regular basis to develop terrorism prevention policy and to coordinate threat response and law enforcement investigations associated with terrorism. This group evaluates various policy issues of interagency importance regarding counterterrorism and makes recommendations to senior levels of the policymaking structure for decision.

Within the structure described above, federal departments and agencies support policy development based on responsibilities assigned by statute, by HSPD-5, and in specific detail in Chapter I of this document.

Operations Coordination. The **Secretary of Homeland Security** is the principal federal official responsible for domestic incident management. This includes coordinating federal operations and resource deployments within the United States to prepare for, respond to, and recover from terrorist attacks, major disasters, or other emergencies.

All federal departments and agencies may play significant roles in incident management and response activities, depending on the nature and size of an event. The policies, operational structures, and capabilities to support an integrated federal response have grown swiftly since the 9/11 attacks, and continue to evolve. Many of these arrangements are defined in the Emergency Support Functions, coordinated through pre-scripted mission assignments, and formalized in interagency agreements.

Communications among federal departments and agencies, particularly in an era when the nation is at war with terrorists, requires a highly integrated capacity to share information efficiently and effectively. By doing so, responders can effectively manage incidents that start small but may

have large consequences, such as a deliberate attack on the food supply that might initially appear localized or even commonplace. At the same time, these *Framework* mechanisms do not interfere with the established operations of local, tribal, state, and federal agencies.

The Department of Homeland Security (DHS) was created in 2003 in part to serve as the planning integrator for the president of a more robust federal incident management capability and to coordinate federal incident management activities in support of our state and local partners. DHS is responsible for the overall architecture of how these capabilities are executed and sustained. The department has considerable responsibilities and resources for emergency response, and also relies on the statutory authorities, subject-matter expertise, and range of assets and operational capabilities of other federal departments and agencies.

The **FEMA Administrator** is the principal advisor to the president, the Secretary of Homeland Security, and the Homeland Security Council regarding emergency management. The FEMA Administrator's duties include operation of the National Response Coordination Center, the effective support of all Emergency Support Functions, and, more generally, preparation for, protection against, response to, and recovery from all-hazards incidents. Reporting to the Secretary of Homeland Security, the administrator also is responsible for management of the core DHS grant programs supporting homeland security.

Other DHS agency heads have a lead response role or an otherwise significant role, depending upon the type and severity of the event. For example, the U.S. Coast Guard Commandant has statutory lead authority for certain mass migration management scenarios and significant oil/hazardous substance spill incidents in the maritime environment.

The **DHS Director of Operations Coordination** is the secretary's principal advisor for the overall departmental level of integration of incident management operations and oversees the National Operations Center. Run by the director, the National Operations Center is intended to provide a one-stop information source for incident information sharing with the White House and other federal departments and agencies at the headquarters level.

The role of DHS in coordinating federal response operations must be highly collaborative. There must be excellent, mutual transparency among DHS and its federal partners into each other's response capabilities. The same is true with regard to states. This requires extraordinarily close, daily operational connectivity among states, DHS, and other departments and agencies at senior levels and at operational levels.

HEADQUARTERS-LEVEL SUPPORT STRUCTURES

National Operations Center (NOC). The NOC is the primary national hub for situational awareness and operations coordination across the Federal Government for incident management. It provides the Secretary of Homeland Security and other principals with information necessary to make critical national-level incident management decisions.

The NOC is a continuously operating multiagency operations center. The NOC's staff monitors many sources of threat and hazard information from across the United States and abroad. It is

supported by a 24/7 watch officer contingent, including: (1) NOC managers; (2) selected federal interagency, state, and local law enforcement representatives; (3) intelligence community liaison officers provided by the DHS Chief Intelligence Officer; (4) analysts from the Operations Division's interagency planning element; and (5) watch standers representing dozens of organizations and disciplines from the Federal Government and others from the private sector.

The NOC facilitates homeland security information sharing and operations coordination with other federal, state, tribal, local, and nongovernmental partners. During a response to a significant incident, the NOC meets its information-fusion and information-sharing responsibilities by providing spot reports, situation reports, and other information-sharing tools, all supported by and distributed through its common operating picture. The continued development and rapid integration at the federal, state, tribal, and local levels of electronic reporting and information-sharing tools supporting the NOC's common operating picture is a very high priority of the Framework.

NOC Operational Components. The following components of the NOC provide integrated mission support:

- **National Response Coordination Center (NRCC).** The NRCC is FEMA's primary operations management center, as well as the focal point for national resource coordination. As a 24/7 operations center, the NRCC monitors potential or developing incidents and supports the efforts of regional and field components.

The NRCC also has the capacity to increase staffing immediately in anticipation of or in response to an incident by activating the full range of ESFs and other personnel as needed to provide resources and policy guidance to a JFO or other local incident management structures. The NRCC provides overall emergency management coordination, conducts operational planning, deploys national-level entities, and collects and disseminates incident information as it builds and maintains a common operating picture. Representatives of nonprofit organizations within the private sector may participate in the NRCC to enhance information exchange and cooperation between these entities and the Federal Government.

- **National Infrastructure Coordinating Center (NICC).** The NICC monitors the nation's critical infrastructure and key resources on an ongoing basis. During an incident, the NICC provides a coordinating forum to share information across infrastructure and key resources sectors through appropriate information-sharing entities such as the Information Sharing and Analysis Centers and the Sector Coordinating Councils.

Supporting Federal Operations Centers. The federal government has a wide range of headquarters-level operations centers that maintain situational awareness within their functional areas and provide relevant information to the NOC. Most cabinet departments and agencies have at least one such facility. Below are examples of other federal operations centers that have key roles in providing situational awareness and interagency coordination during incidents.

- **National Military Command Center (NMCC).** The NMCC is the nation's focal point for continuous monitoring and coordination of worldwide military operations. It directly supports

combatant commanders, the Chairman of the Joint Chiefs of Staff, the Secretary of Defense, and the president in the command of U.S. Armed Forces in peacetime contingencies and war. Structured to support the president and Secretary of Defense effectively and efficiently, the center participates in a wide variety of activities, ranging from missile warning and attack assessment to management of peacetime contingencies such as Defense Support of Civil Authorities (DSCA) activities. In conjunction with monitoring the current worldwide situation, the Center alerts the Joint Staff and other national agencies to developing crises and will initially coordinate any military response required.

- **National Counterterrorism Center (NCTC).** The NCTC serves as the primary federal organization for integrating and analyzing all intelligence pertaining to terrorism and counterterrorism and for conducting strategic operational planning by integrating all instruments of national power.
- **Strategic Information and Operations Center (SIOC).** The FBI SIOC is the focal point and operational control center for all federal intelligence, law enforcement, and investigative law enforcement activities related to domestic terrorist incidents or credible threats, including leading attribution investigations. The SIOC serves as an information clearinghouse to help collect, process, vet, and disseminate information relevant to law enforcement and criminal investigation efforts in a timely manner. The SIOC maintains direct connectivity with the NOC. The SIOC, located at FBI Headquarters, supports the FBI's mission in leading efforts of the law enforcement community to detect, prevent, preempt, and disrupt terrorist attacks against the United States.

The SIOC maintains liaison with the National Joint Terrorism Task Force (NJTTF). The mission of the NJTTF is to enhance communications, coordination, and cooperation among federal, state, tribal, and local agencies representing the intelligence, law enforcement, defense, diplomatic, public safety, and homeland security communities by providing a point of fusion for terrorism intelligence and by supporting Joint Terrorism Task Forces throughout the United States.

- **Other DHS Operations Centers.** Depending upon the type of incident (e.g., National Special Security Events), the operations centers of other DHS operating Components may serve as the primary operations management center in support of the Secretary. These are the U.S. Coast Guard, Transportation Security Administration, U.S. Secret Service, and U.S. Customs and Border Protection operations centers.

Emergency Support Functions (ESFs). FEMA coordinates response support from across the federal government and certain NGOs by calling up, as needed, one or more of the 15 ESFs. The ESFs are coordinated by FEMA through its NRCC. During a response, ESFs are a critical mechanism to coordinate functional capabilities and resources provided by federal departments and agencies, along with certain private-sector and nongovernmental organizations. They represent an effective way to bundle and funnel resources and capabilities to local, tribal, state, and other responders. These functions are coordinated by a single agency but may rely on several agencies that provide resources for each functional area. The mission of the ESFs is to provide

the greatest possible access to capabilities of the federal government regardless of which agency has those capabilities.

The ESFs serve as the primary operational-level mechanism to provide assistance in functional areas such as transportation, communications, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, agriculture and natural resources, and energy.

REGIONAL SUPPORT STRUCTURE

FEMA Regional Offices. FEMA has 10 regional offices, each headed by a Regional Administrator. The regional field structures are FEMA's permanent presence for communities and states across the nation. The staff at these offices support development of all-hazards operational plans and generally helps states and communities become better prepared. These regional offices mobilize federal assets and evaluation teams to work with state and local agencies. Many of FEMA's most experienced response personnel are employed at regional offices.

Each of FEMA's regional offices maintains a Regional Response Coordination Center (RRCC). The RRCCs are 24/7 coordination centers that expand to become an interagency facility staffed by ESFs in anticipation of a serious incident in the region or immediately following an incident. Operating under the direction of the FEMA Regional Administrator, the RRCCs coordinate federal regional response efforts, and maintain connectivity with state EOCs, state fusion centers, Federal Executive Boards, and other federal and state operations and coordination centers that have potential to contribute to development of situational awareness. Ongoing RRCC operations transition to a JFO once it is established, so that the RRCC can remain ready to deal with new incidents. Other federal departments and agencies have regional or field offices that may participate with state, tribal, and local governments in planning for incidents under their jurisdiction and provide initial response assets to the incident.

Figure 7. FEMA Regions



FIELD SUPPORT STRUCTURE

Initial Response. Depending upon the type and scope of incident, in coordination with state and local agencies, federal assets may be dispatched during the first hours following an incident. Of course, in some cases, the proximity of federal response employees already working in a community may be able to deliver federal support that ranges from experienced and professional emergency management teams to other temporary and ad hoc assistance.

Following a presidential disaster declaration, a wide array of federal assets can be deployed as needed. For example, FEMA may deploy **Incident Management Assistance Teams (IMATs)**, which are interagency, regionally based response teams that provide a forward federal presence to improve response to serious incidents.

The IMATs support efforts to meet the emergent needs of state and local jurisdictions, possess the capability to provide initial situational awareness for federal decision makers, and support the establishment of federal coordination efforts with the state.

Other initial response and coordination tools deployed by FEMA in conjunction with declared emergencies and disasters include:

Hurricane Liaison Team (HLT). The HLT is a small team designed to enhance hurricane disaster response by facilitating information exchange between the National Hurricane Center in Miami and other National Oceanic and Atmospheric Administration components, as well as federal, state, tribal, and local government officials.

Urban Search and Rescue (US&R) Task Forces. The National US&R Response System is a framework for structuring local emergency services personnel into integrated response task forces. The 28 National US&R Task Forces complete with the necessary tools, equipment, skills, and techniques, can be deployed by FEMA to assist state, tribal, and local governments in rescuing victims of structural collapse incidents or to assist in other search and rescue missions. Each task force must have all its personnel and equipment at the embarkation point within 6 hours of activation. The task force can be dispatched and en route to its destination within a matter of hours.

Mobile Emergency Response Support (MERS). The primary function of MERS is to provide mobile telecommunications capabilities and life, logistics, operational, and power-generation support required for the on-site management of response activities. MERS support falls into three broad categories: (1) operational support elements, (2) communications equipment and operators, and (3) logistics support.

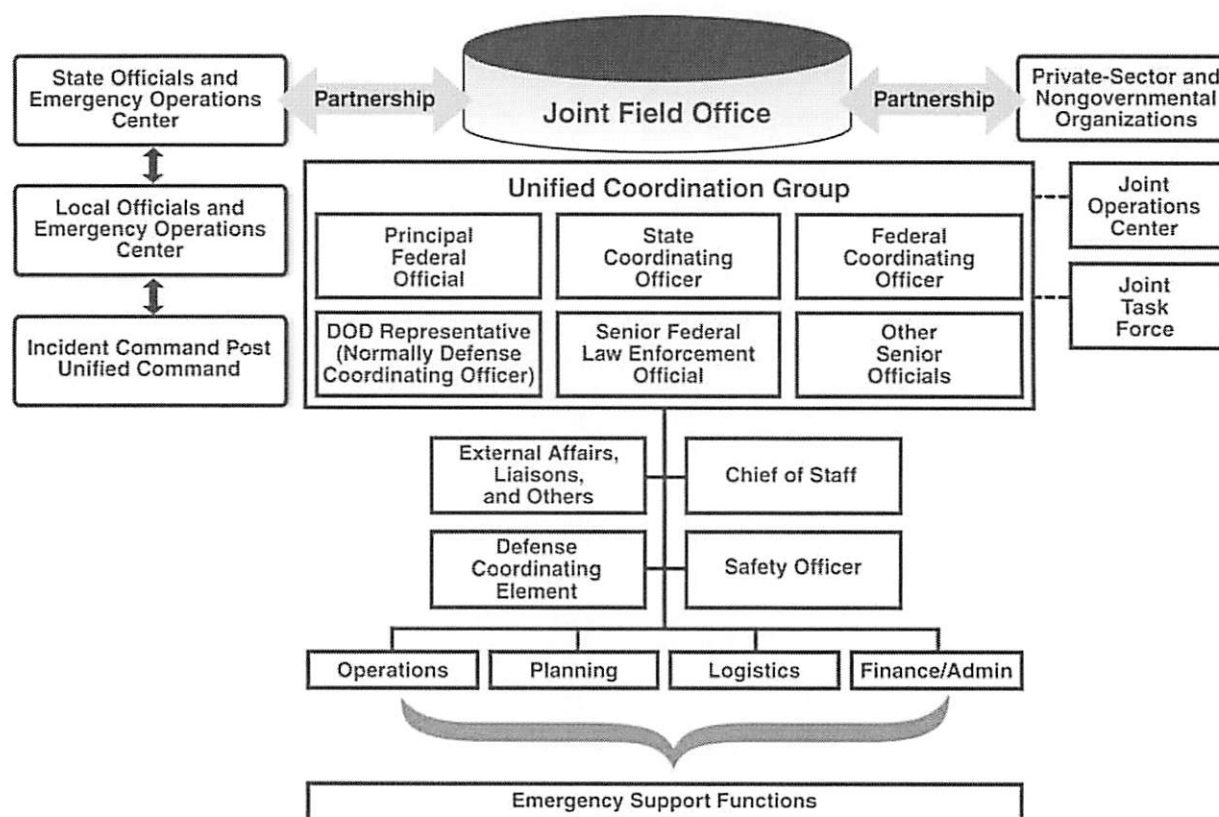
MERS supports federal, state, tribal, and local responders in their efforts to save lives, protect property, and coordinate response operations. Staged in six strategic locations, one with offshore capabilities, the MERS detachments can concurrently support multiple field operating sites within an incident area.

Joint Field Office (JFO). The JFO is the primary federal incident management field structure. The JFO is a temporary federal facility that provides a central location for the coordination of federal, state, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with *NIMS* principles and is led by the Unified Coordination Group. Although the JFO uses an ICS structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

Personnel from federal and state departments and agencies, other jurisdictional entities, the private sector, and NGOs may be requested to staff various levels of the JFO, depending on the requirements of the incident. When incidents impact the entire nation or multiple states or localities, multiple JFOs may be established. In these situations, coordination will occur following the principles of Unified Area Command. The physical location of such a coordination entity depends on the situation.

As the primary field structure, the JFO provides the organizing structure to integrate diverse federal authorities and capabilities and coordinate federal response and recovery operations. For additional information on staffing and procedures, see the JFO Standard Operating Procedure. The JFO is internally organized and operated using the concepts and principles of the NIMS.

The figure below represents an overview of the JFO and its key components.



Unified Coordination Group. The JFO is led by the Unified Coordination Group, which is comprised of specified senior leaders representing state and federal interests, and in certain circumstances tribal governments, local jurisdictions, the private sector, or NGOs. The Unified Coordination Group typically consists of the Principal Federal Official (if designated), Federal Coordinating Officer (FCO), State Coordinating Officer, and senior officials from other entities with primary statutory or jurisdictional responsibility and significant operational responsibility for an aspect of an incident (e.g., the Senior Health Official, Department of Defense representative, or Senior Federal Law Enforcement Official if assigned). Within the Unified Coordination Group, the FCO is the primary federal official responsible for coordinating, integrating, and synchronizing federal response activities. The composition of the Unified Coordination Group will vary, depending upon the scope and nature of the incident and the assets deployed in support of the affected jurisdiction.

The JFO structure normally includes a Unified Coordination Staff. The Unified Coordination Group determines the extent of staffing based on the type and magnitude of the incident. See the JFO Standard Operating Procedure for further details on these and other federal staff positions supporting the field operation.

Infrastructure Liaison. The Infrastructure Liaison is assigned by the DHS Office of Infrastructure Protection and advises the Unified Coordination Group on regionally or nationally significant CIKR issues.

Safety Officer. The JFO Safety Officer is the senior advisor on all occupational safety and health concerns affecting and arising from the incident. The JFO is organized into four sections based on the ICS standard organization as follows:

- **Operations Section.** The Operations Section coordinates operational support with on-scene incident management efforts. Branches, divisions, and groups may be added or deleted as required, depending on the nature of the incident. The Operations Section is also responsible for coordinating with other federal facilities that may be established to support incident management activities.
- **Planning Section.** The Planning Section's functions include the collection, evaluation, dissemination, and use of information regarding the threat or incident and the status of federal resources. The Planning Section prepares and documents federal support actions and develops unified action, contingency, long-term, and other plans.
- **Logistics Section.** The Logistics Section coordinates logistics support that includes: control of and accountability for federal supplies and equipment; resource ordering; delivery of equipment, supplies, and services to the JFO and other field locations; facility location, setup, space management, building services, and general facility operations; transportation coordination and fleet management services; information and technology systems services; administrative services such as mail management and reproduction; and customer assistance.

- **Finance and Administration Section.** The Finance and Administration Section is responsible for the financial management, monitoring, and tracking of all federal costs relating to the incident and the functioning of the JFO while adhering to all federal laws and regulations.

All or portions of this organizational structure may be activated based on the nature and magnitude of the threat or incident.

Depending on the scope and nature of the incident, the Unified Coordination Group identifies what federal capabilities are needed and requests federal staff from these areas to support the JFO structure.

The JFO is the primary, but not the only, federal field structure. Presidential Directive 47 and other authorities outline the primary areas of responsibility that guide federal support at national, regional, and field levels. The field structures are designed to implement these lanes of responsibility and provide coordination to ensure an effective response. In addition to the JFO, these include:

- **Joint Operations Center (JOC).** The JOC is an interagency command post established by the FBI to manage terrorist threats or incidents and investigative and intelligence activities. The JOC coordinates the necessary local, state, and federal assets required to support the investigation, and to prepare for, respond to, and resolve the threat or incident.
- **Joint Information Center (JIC).** The JIC is responsible for the coordination and dissemination of information for the public and media concerning an incident. JICs may be established locally, regionally, or nationally depending on the size and magnitude of the incident.

The JIC is established at or virtually connected to the JFO, through the ESF #15 – External Affairs staff. JICs may be established at multiple locations if the nature and magnitude of the incident require. Co-location of the federal, state, tribal, and local JICs is encouraged.

There may be additional field structures. These facilities should be co-located to the extent possible or otherwise established in close proximity. While these structures may not be physically co-located, they will, when and if established, maintain connectivity to share information and remain aligned in purpose and intent. Each coordination center will normally assign liaisons to each of the other coordination centers to ensure alignment.

FIELD SUPPORT ROLES

The federal team that assembles to provide unified coordination is composed of multiple senior leaders performing supporting roles tailored to the specific event. Not all of these will be deployed at every incident that involves a federal response.

Obviously, not all federal response efforts come with Stafford Act funding and the full array of Stafford Act staffing. However, a Stafford Act incident, such as a large hurricane or earthquake, will generate a very disciplined and scripted deployment. An equally disciplined yet different

array of federal personnel and alternative leadership positions may be deployed for other non-Stafford Act incidents. All necessary staffing options are provided for by the Framework and anticipated with its various incident scenario plans.

Key senior Federal officials that typically may be deployed with a federal incident management team include those discussed below.

Principal Federal Official (PFO). By law and by presidential directive, the Secretary of Homeland Security is the principal federal official responsible for coordination of all domestic incidents requiring multiagency federal response. The secretary may elect to designate a single individual to serve as his or her primary representative to ensure consistency of federal support as well as the overall effectiveness of the federal incident management. When appointed, such an individual serves in the field as the PFO for the incident.

Congress has provided that, notwithstanding the general prohibition on appointing a PFO for Stafford Act incidents, “there may be instances in which FEMA should not be the lead agency in charge of the response, such as a pandemic outbreak or an Olympic event.” In such cases, the secretary may assign a PFO. Congress also recognized that there may be “major non-Stafford Act responses that may include a Stafford Act component.” In such cases, also, the secretary may assign a PFO.

The secretary will only appoint a PFO for catastrophic or unusually complex incidents that require extraordinary coordination. When appointed, the PFO interfaces with federal, state, tribal, and local jurisdictional officials regarding the overall federal incident management strategy and acts as the primary federal spokesperson for coordinated media and public communications. The PFO serves as a member of the Unified Coordination Group and provides a primary point of contact and situational awareness locally for the Secretary of Homeland Security.

A PFO is a senior federal official with proven management experience and strong leadership capabilities. The PFO deploys with a small, highly trained mobile support staff. Both the PFO and support staff undergoes specific training prior to appointment to their respective positions. Once formally designated for an ongoing incident, a PFO relinquishes the conduct of all previous duties to focus exclusively on his or her incident management responsibilities.

The same individual will not serve as the Principal Federal Official and the Federal Coordinating Officer (see below) at the same time for the same incident. When both positions are assigned, the FCO will have responsibility for administering Stafford Act authorities, as described below. The secretary is not restricted to DHS officials when selecting a PFO.

The PFO does not direct or replace the incident command structure established at the incident. Nor does the PFO have directive authority over a Federal Coordinating Officer, a Senior Federal Law Enforcement Official, a DOD Joint Task Force Commander, or any other federal or state official. Other federal incident management officials retain their authorities as defined in existing statutes and directives. Rather, the PFO promotes collaboration and, as possible, resolves any

federal interagency conflict that may arise. The PFO identifies and presents to the Secretary of Homeland Security any policy issues that require resolution.

Federal Coordinating Officer (FCO). For Stafford Act incidents (i.e., emergencies or major disasters), upon the recommendation of the FEMA Administrator and the Secretary of Homeland Security, the president appoints an FCO. The FCO is a senior FEMA official trained, certified, and well experienced in emergency management, and specifically appointed to coordinate federal support in the response to and recovery from emergencies and major disasters. The FCO executes Stafford Act authorities, including commitment of FEMA resources and the mission assignment of other federal departments or agencies. If a major disaster or emergency declaration covers a geographic area that spans all or parts of more than one state, the president may decide to appoint a single FCO for the entire incident, with other individuals as needed serving as Deputy FCOs.

In all cases, the FCO represents the FEMA Administrator in the field to discharge all FEMA responsibilities for the response and recovery efforts underway. For Stafford Act events, the FCO is the primary federal representative with whom the SCO and other state, tribal, and local response officials interface to determine the most urgent needs and set objectives for an effective response in collaboration with the Unified Coordination Group.

In Stafford Act incidents, the FCO is the focal point of coordination within the Unified Coordination Group, ensuring overall integration of federal emergency management, resource allocation, and seamless integration of federal activities in support of, and in coordination with, state, tribal, and local requirements.

Some FCOs are given additional, specialized training regarding unusually complex incidents. For example, one may be further trained for catastrophic earthquake response, whereas another might cultivate unique skills for response related to weapons of mass destruction or pandemic influenza.

Pre-Designated PFOs and FCOs. In certain scenarios, the Secretary of Homeland Security may pre-designate a PFO and/or FCO. Such pre-designation can focus on specified geographic areas or be based on specific potential threats – or a combination of both. For example, beginning in 2007, the secretary pre-designated a national PFO and five regional PFOs together with a national FCO and regional FCOs, who will serve in the event of a nationwide outbreak of pandemic influenza or other similar nationwide biological event.

Pre-designation of these leadership teams is allowing for sustained advance planning conducted with state, tribal, and local leaders.

Federal Resource Coordinator (FRC). In non-Stafford Act situations, when a federal department or agency acting under its own authority has requested the assistance of the Secretary of Homeland Security to obtain support from other federal departments and agencies, DHS may designate an FRC. In these situations, the FRC coordinates support through interagency agreements and memorandums of understanding. Relying on the same skill set, DHS may select

the FRC from the FCO cadre or other personnel with equivalent knowledge, skills, and abilities. The FRC is responsible for coordinating timely delivery of resources to the requesting agency.

Defense Coordinating Officer (DCO). DOD has appointed 10 DCOs and assigned one to each FEMA region. If requested and approved, the DCO serves as DOD's single point of contact at the JFO for requesting assistance from DOD. With few exceptions, requests for Defense Support of Civil Authorities (DSCA) originating at the JFO are coordinated with and processed through the DCO. The DCO may have a Defense Coordinating Element consisting of a staff and military liaison officers to facilitate coordination and support to activated ESFs. Specific responsibilities of the DCO (subject to modification based on the situation) include processing requirements for military support, forwarding mission assignments to the appropriate military organizations through DOD-designated channels, and assigning military liaisons, as appropriate, to activated ESFs.

Senior Federal Law Enforcement Official (SFLEO). The SFLEO is an official appointed by the Attorney General during an incident requiring a coordinated federal response to coordinate all law enforcement, public safety, and security operations with intelligence or investigative law enforcement operations directly related to the incident. The SFLEO is a member of the Unified Coordination Group and, as such, is responsible to ensure that allocation of law enforcement requirements and resource allocations are coordinated as appropriate with all other members of the group. In the event of a terrorist incident, the SFLEO will normally be a senior FBI official who has coordinating authority over all law enforcement activities related to the incident, both those falling within the Attorney General's explicit authority as recognized in HSPD-5 and those otherwise directly related to the incident itself.

Joint Task Force (JTF) Commander. Based on the complexity and type of incident, and the anticipated level of DOD resource involvement, DOD may elect to designate a JTF to command federal (Title 10) military activities in support of the incident objectives. If a JTF is established, consistent with operational requirements, its command and control element will be co-located with the senior on-scene leadership at the JFO to ensure coordination and unity of effort. The co-location of the JTF command and control element does not replace the requirement for a DCO/Defense Coordinating Element as part of the JFO Unified Coordination Staff. The DCO remains the DOD single point of contact in the JFO for requesting assistance from DOD.

The JTF Commander exercises operational control of federal military personnel and most defense resources in a federal response. Some DOD entities, such as the U.S. Army Corps of Engineers, may respond under separate established authorities and do not provide support under the operational control of a JTF Commander. Unless federalized, National Guard forces remain under the control of a State Governor. Close coordination between federal military, other DOD entities, and National Guard forces in a response is critical.

Other Senior Officials. Based on the scope and nature of an incident, senior officials from other federal departments and agencies, state, tribal, or local governments, and the private sector or NGOs may participate in a Unified Coordination Group. Usually, the larger and more complex the incident, the greater the number of entities represented.

CHAPTER IV

PLANNING: A CRITICAL ELEMENT OF EFFECTIVE RESPONSE

This chapter emphasizes the importance of planning as the cornerstone of city/county preparedness and briefly summarizes planning structures that are relevant to the FLEOP.

Federal, state, tribal, and local government planning is mutually supportive. Planning for low-probability, high-consequence scenarios is a local focus and complements a state, tribal, and federal focus on less likely and less frequently experienced larger-scaled events.

THE FLEOP AND PLANNING

Planning across the full range of Emergency Management/Homeland Security operations is an inherent responsibility of every level of government. This FLEOP fosters unity of effort for emergency operations planning by providing a common doctrine and purpose. A plan is a continuous, evolving instrument of anticipated actions that maximize opportunities and guide response operations. Since planning is an ongoing process, a plan is an interim product based on information and understanding at the moment, and is subject to revision. That is why plans are best described as “living” documents.

THE VALUE OF PLANNING

Planning provides three principal benefits: 1) it allows jurisdictions to influence the course of events in an emergency by determining in advance the actions, policies, and processes that will be followed; 2) it guides other preparedness activities; and 3) it contributes to unity of effort by providing a common blueprint for activity in the event of an emergency. Planning is a foundational element of both preparedness and response and thus is an essential emergency management/homeland security activity. Emergency planning is a local priority.

LOCAL PREPAREDNESS

A local focus on preparedness is imperative to develop the capabilities that empower the FLEOP and response planning. The FLEOP builds the capacity to respond to all manner and magnitude of threats and hazards. The FLEMA utilizes federal funding through the Homeland Security Emergency Exercise Program (HSEEP) to exercise local preparedness.

- The Universal Task List is a menu of unique tasks that link strategies to prevention, protection, response, and recovery tasks for the major events represented by the National Planning Scenarios. It provides a common vocabulary of critical tasks that support development of essential capabilities among organizations at all levels. The list was used to assist in creating the Target Capabilities List.
- The State Homeland Security Strategy Target Capabilities List defines 37 specific capabilities that all levels of government should possess in order to respond effectively to incidents. These capabilities are divided into five categories: 1) Common Target Capabilities;

2) Prevent Mission Area; 3) Protect Mission Area; 4) Respond Mission Area; and 5) Recover Mission Area. All exercises are based on the Master Scenario Event List (MSEL) which is an automated system that supports exercise design and planning; exercise document development; and exercise management, suspense, and tasking.

THE FEDERAL PLANNING STRUCTURE

The federal planning structure supports the Framework and the state, tribal, and local planning structure through the National Preparedness Guidelines, including the National Planning Scenarios and core capabilities; the NIMS; the NIPP and sector-specific plans; federal strategic and concept plans for each set of National Planning Scenarios, supported by department and agency operations plans; National Continuity policies and directives; and a National Exercise Schedule that incorporates federal, state, tribal, and local exercises.

The National Planning Scenarios are the focus of federal planning efforts. They represent examples of the gravest dangers facing the United States and have been accorded the highest priority for federal planning. Using a shared set of scenarios provides a common yardstick for determining how to achieve expected planning results. Homeland Security Presidential Directive 8, "National Preparedness," Annex I (National Planning), describes use of the National Planning Scenarios. The 15 scenarios have been grouped into 8 key scenario sets that reflect common characteristics in order to integrate planning for like events, and to conduct cross-cutting capability development. The scenarios will be updated and amended on a biennial basis using risk-based analysis to ascertain the most likely or most dangerous threats to the homeland.

Building on the principles described within the Framework, the federal planning structure calls for three levels of federal plans for each National Planning Scenario:

- A **Strategic Guidance Statement** and **Strategic Plan** that together defines the broad national strategic objectives; delineate authorities, roles, and responsibilities; determine required capabilities; and develop performance and effectiveness measures essential to prevent, protect against, respond to, and recover from domestic incidents.

- A **National-Level Interagency Concept Plan (CONPLAN)** that describes the concept of operations for integrating and synchronizing federal capabilities to accomplish critical tasks, and describes how federal capabilities will be integrated into and support regional, state, and local plans to meet the objectives described in the Strategic Plan.

- **Federal Department and Agency Operations Plans (OPLANs)** developed by and for each federal department or agency describing detailed resource, personnel, and asset allocations necessary to support the concept of operations detailed in the CONPLAN.

The Framework and planning structure leverage existing plans and planning activities. For example, pandemic influenza is one of the scenarios in the Guidelines. A National Strategy for Pandemic Influenza was published in November 2005 for this scenario. It included extensive public comment and collaboration with public health and emergency management professionals at all levels. That document is available at the NRF Resource Center in support of the

Framework. A detailed concept of operations consistent with the Framework has been drafted, and each department and agency has drafted individual operational plans that describe how they will employ specific resources, personnel, and assets.

THE LOCAL AND STATE PLANNING STRUCTURES

Local and state governments have responsibility to develop detailed, robust all-hazards plans and hazard- or incident-specific annexes with supporting procedures and protocols to address their locally identified hazards and risks. They use hazard identification and risk assessment (HIRA) to identify hazards and associated risk to persons, property, and structures and to improve protection from natural and human caused hazards. HIRA serves as a foundation for planning, resource management, capability development, public education, and training and exercises.

The local and state planning structure is supported by local and state preparedness assistance. This structure in turn supports the FLEOP and State EOP and the local and state planning structures by building capabilities that contribute to local and state response capacity. The key scenario sets represent hazards of local and state concern. They are included in local and state governments' HIRA processes in order to ensure plans are tested against all manners and magnitude of threats and hazards, and that local and state planning is fully integrated and mutually supportive.

In most instances, federal plans are implemented when local's and state's resources are not sufficient to cope with an incident and the governor has requested federal assistance. The intersection of the federal and state, tribal, and local plans and planning is described in the new Comprehensive Preparedness Guide (CPG) 101, "Producing Emergency Plans: A Guide for All-Hazard Emergency Operations Planning for State, Territorial, Local and Tribal Governments," which replaces State and Local Guide (SLG) 101, "Guide for All-Hazards Emergency Operations Planning."

CRITERIA FOR SUCCESSFUL PLANNING

The FLEOP employs common criteria to measure key aspects of response planning:

Acceptability. A plan is acceptable if it can meet the requirements of anticipated scenarios, can be implemented within the costs and timeframes that local officials and the public can support, and is consistent with applicable laws.

Adequacy. A plan is adequate if it complies with applicable planning guidance, planning assumptions are valid and relevant, and the concept of operations identifies and addresses critical tasks specific to the plan's objectives.

Completeness. A plan is complete if it incorporates major actions, objectives, and tasks to be accomplished. The complete plan addresses the personnel and resources required and sound concepts for how those will be deployed, employed, sustained, and demobilized. It also addresses timelines and criteria for measuring success in achieving objectives, and the desired

end state. Completeness of a plan can be greatly enhanced by including in the planning process all those who could be affected.

Consistency and Standardization of Products. Standardized planning processes and products foster consistency, interoperability, and collaboration.

Feasibility. A plan is considered feasible if the critical tasks can be accomplished with the resources available internally or through mutual aid, immediate need for additional resources from state or federal partners are identified in detail and coordinated in advance, and procedures are in place to integrate and employ resources effectively from all potential providers.

Flexibility. Flexibility and adaptability are promoted by decentralized decision making and by accommodating all hazards ranging from smaller-scale incidents to wider state/federal contingencies.

Interoperability and Collaboration. A plan is interoperable and collaborative if it identifies other plan holders with similar and complementary plans and objectives, and supports regular collaboration focused on integrating with those plans to optimize achievement of individual and collective goals and objectives in an incident.

CHAPTER V

ADDITIONAL RESOURCES

As indicated earlier, the FLEOP is comprised of the Basic Document, the Emergency Support Functions (ESFs), Support and Incident Annexes, and Appendices. The basic document should require significant change rarely. However, the operational planning and detailed work of developing stronger emergency management plans and capabilities will require a continued rapid pace of change in the months and years ahead.

EFFECTIVE DATE AND FLEOP IMPLEMENTATION

The Florence-Lauderdale Emergency Operations Plan (FLEOP) 2012 builds upon and supersedes the Florence-Lauderdale Emergency Operations Plan (FLEOP). The changes reflected in this document are based upon the National Response Framework (NRF) 2008, and in no regard does this FLEOP alter the basic NIMS-based structures adopted for field-based incident management structures and activities.

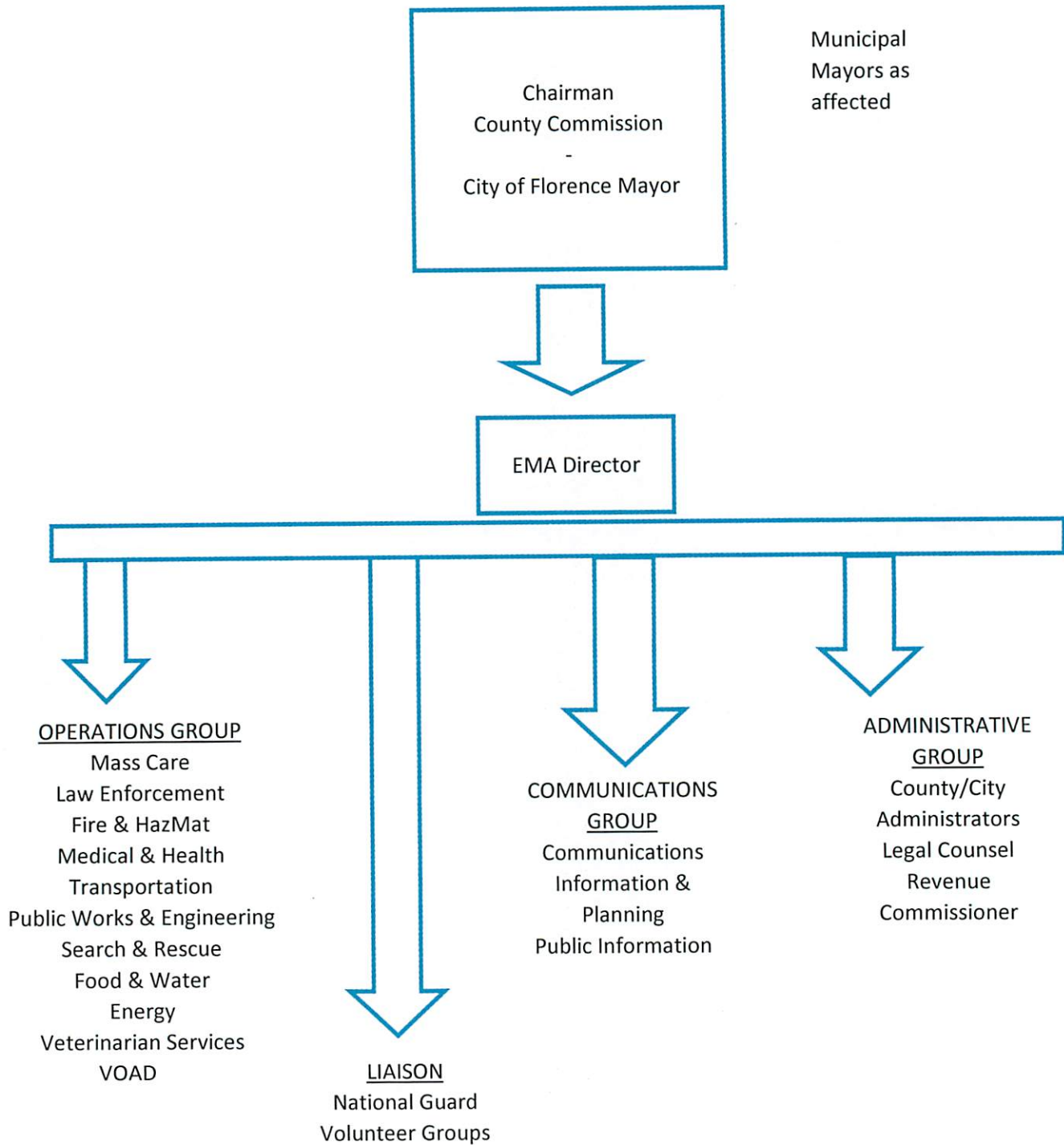
Because the FLEOP 2012 builds on capabilities developed in the previous FLEOP its implementation will be streamlined and requirements for new training will be minimal.

FLORENCE-LAUDERDALE COUNTY FUNCTIONAL ASSIGNMENTS C – ESF Coordinator P - ESF Primary S - ESF Support	Emergency Support Functions														
	1 Transportation	2 Communications	3 Public Works/Engineering	4 Fire Fighting	5 Emergency Management	6 Mass Care, Emergency Assistance, Housing, and Human Services	7 Logistics management and Resource Support	8 Public Health and Medical Services	9 Search and Rescue	10 Oil and Hazardous Materials Response	11 Agriculture and Natural Resources	12 Energy	13 Public Safety and Security	14 Long-Term Community Recovery	15 External Affairs
Local Agencies															
Amateur Radio Emergency Service		S			S	S			S	S		S			
Alabama Cooperative Extension System							S		S		C/P				
American Red Cross						S	S	S		S	S			P	S
Anderson, Killen, Lexington, Rogersville, and St. Florian Police Departments	S	S	S	S	S	S	S		S	S			S		S
County Veterinarian							S				S				
Eliza-Coffee Memorial Hospital						S	S	S							
Farm Service Agency (USDA)											S				
Florence-Lauderdale Animal Control							S				S				
Florence Board of Education	S					S	S								
Florence Fire and Rescue		S		C/P	S		S		S	C/P					
Florence Gas & Water			S				S			S		P			
Florence Mayor and City Council							S								
Florence Police Department	S	S	S	S	S	S	S			S	S		P		S
Florence Port Authority							S								
Florence Electricity			S				S					P			
Florence Engineering and Lauderdale County Road Department	S		C/P		S		S			S	S		S		
Florence-Lauderdale Emergency Management Agency	C/P	C/P	S		C/P	S	C/P	S	S	S		S	S	C	C/P
Florence-Lauderdale EMA Search and Rescue					S				S						
Florence Street Department			C/P				S			S			S		
Lauderdale County Board of Education	S					S	S								
Lauderdale County Commission							S								
Lauderdale County Coroner						S	S								

FLORENCE-LAUDERDALE COUNTY FUNCTIONAL ASSIGNMENTS C – ESF Coordinator P – ESF Primary S – ESF Support	Emergency Support Functions														
	1 Transportation	2 Communications	3 Public Works/Engineering	4 Fire Fighting	5 Emergency Management	6 Mass Care, Emergency Assistance, Housing, and Human Services	7 Logistics management and Resource Support	8 Public Health and Medical Services	9 Search and Rescue	10 Oil and Hazardous Materials Response	11 Agriculture and Natural Resources	12 Energy	13 Public Safety and Security	14 Long-Term Community Recovery	15 External Affairs
Local Agencies															
Lauderdale County Department of Human Resources						C/P	S	S		S	P			S	
Lauderdale County Health Department						C	S	C/P	C/P	S	C/P				
Lauderdale County Sheriff's Department	S		S	S	S	S	S		P	S	S		C/P		S
Lauderdale County Volunteer Fire Departments*				C/P	S		S		S	C/P					
Northwest Alabama Council of Local Governments	S					S	S								
Contract EMS						S	S	S	S						
Salvation Army						S								P	
Northwest Alabama Voluntary Organizations Active in Disaster (VOAD)						S	S							S	S
UNA Public Safety	S	S			S	S	S		S	S			S		S

*The Lauderdale County Volunteer Fire Departments are: Anderson, Center Star, Central, Cloverdale, Elgin, Greenhill, Killen, Lexington, Mid-Lauderdale, Oakland, Rogersville, Underwood-Petersville, Waterloo, and Zip City.

TAB B



TAB C

